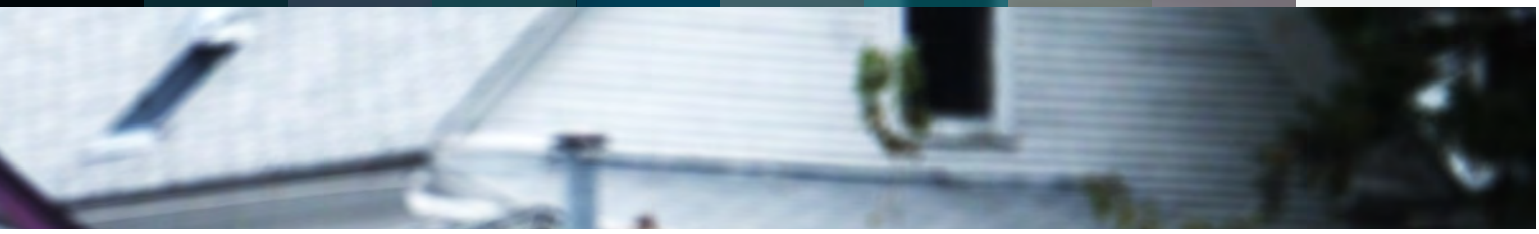
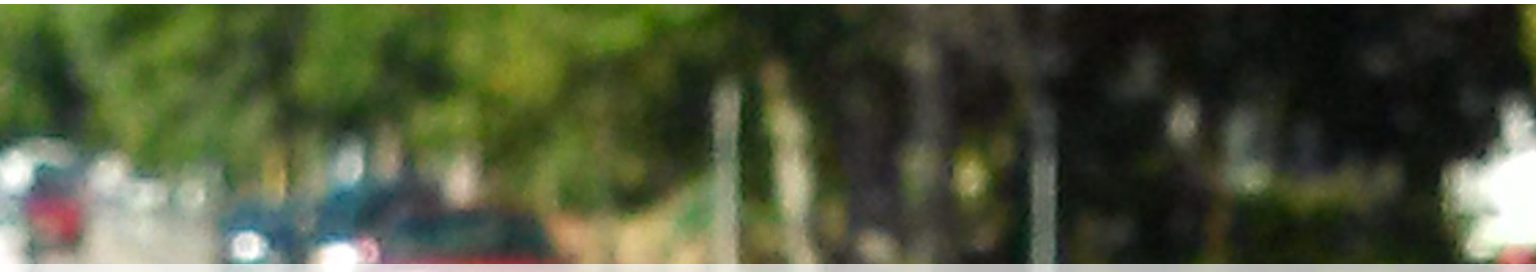
PENN AVENUE
VISION AND IMPLEMENTATION FRAMEWORK:
INVENTORY AND ANALYSIS





Hoisington Koegler Group Inc.
Planning • Landscape Architecture • Urban Design

MetroTransit

Minneapolis
City of Lakes

Hennepin

Project Partners:

Hennepin County | City of Minneapolis | Metro Transit

Project Team: °

Patricia Fitzgerald, Hennepin County
Kelly Hoffman, Hennepin County
Kelsey Dawson Walton, Hennepin County
Lisa Middag, Hennepin County
Nicholas Peterson, Hennepin County
Kelley Yemen, Hennepin County
Charles Darnell, Hennepin County
Joshua Murray, Hennepin County
Jim Voll, City of Minneapolis
Donald Pflaum, City of Minneapolis
Katie Roth, Metro Transit
Pierce Canser, Metro Transit
Jill Hentges, Metro Transit

Consultant Team:

Hoisington Koegler Group Inc.
SRF Consulting Group
Maxfield Research
Tangible Consulting
Economic Development Services
4RM+ULA Architecture
Carroll, Franck & Associates
LHB
Grover Jones
Terra Cole

Steering Committee:

Linda Higgins, Hennepin County (Committee Co-Chair)
Mike Opat, Hennepin County
Barbara Johnson, City of Minneapolis City Council (Committee Co-Chair)
Lisa Goodman, City of Minneapolis City Council
Blong Yang, City of Minneapolis City Council
Don Samuels, Former City of Minneapolis City Council^
Jay Peterson, Bryn Mawr +
Michael Kjos, Minneapolis Police Department
Sarah Hernandez, McKnight Foundation
Brian Lamb, Metro Transit

Steering Committee (continued):

Gary Cunningham, Metropolitan Council
Jon Olson, Minneapolis Park and Recreation Board
Kim Ellison, Minneapolis Public Schools
Scott Gray, Minneapolis Urban League
Joe Mullery, MN State House of Representatives
Raymond Dehn, MN State House of Representatives
Bobby Joe Champion, MN State Senate
Stella Whitney-West, NorthPoint Health and Wellness
Tawanna Black, Northside Funder's Group
Louis King, Summit Academy OIC
Heidi Barajas, University Research and Outreach Center

Project Implementation Committee: °°

Community Representatives:

Steve Maurelli, Bryn Mawr
Clarence Shallbetter, Bryn Mawr*
John Helgeland, Cleveland
Lynne Moriarty, Cleveland*
David Brown, Folwell
Thomas Will, Folwell*
Donald Hunker, Folwell*
Jennifer Ritter, Harrison
Aster Nebro, Harrison*
Jeff Skrenes, Jordan
Scottie Tuska, Jordan*
Aasim Shabazz, Near North
Jeffrey Strand, Shingle Creek
Daren Johnson, Shingle Creek*
Pam Owens, Shingle Creek*
Mathew Peter O'Brien, Victory
Frank Brown, Webber-Camden
Eric Nystrom, Webber-Camden*
Ishmael Israel, Willard-Hay
Darryl Weivoda, Lowry Business Association
Joni Bonnell, Lowry Business Association*

Project Implementation Committee (continued):

Erin Jerabek Heelan, West Broadway Business and Area Coalition
Dean Rose, West Broadway Business and Area Coalition*
Dacia Durham, Hennepin County Bicycle Advisory Committee
Billy Binder, Hennepin County Bicycle Advisory Committee*
Alexis Pennie, At-Large
Arlene El-Amin, At-Large
Cathy Spann, At-Large
David Kang, At-Large
Denise Andrews, At-Large
La Shella Sims, At-Large
Roberta Englund, At-Large
Staci Horwitz, At-Large
Yvonne Jackson, At-Large

Technical Representatives:

Andrew Gillett, Hennepin County
John Evans, Hennepin County
Brent Rusco, Hennepin County
Denise Engen, Hennepin County
Craig Twinem, Former Hennepin County^
Rose Ryan, Former Hennepin County^
Earl Pettiford, City of Minneapolis
Beth Grosen, City of Minneapolis
Robert Thompson, City of Minneapolis
Tiffany Glasper, City of Minneapolis
Lance Knuckles, City of Minneapolis
Jennifer Ringold, Minneapolis Parks and Recreation Board
Michael Kjos, Minneapolis Police Department

° *All project team members also part of the project implementation committee.*

°° *The Willard-Hay, Near North, Victory, and Jordan neighborhoods each have an unfilled seat for an alternate representative*

^ *Former Committee Member*

\+ *Designated appointee for Council Member Goodman*

* *Alternate Representative*

PENN AVENUE
VISION AND IMPLEMENTATION FRAMEWORK: *INVENTORY AND ANALYSIS*

Table of Contents:

This report, along with the Corridor Scenarios summary is one of two supporting documents for the Penn Avenue Vision and Implementation Framework. Topics covered in this report include:

1. INTRODUCTION

Key Terminology:

Penn Avenue Corridor: For the purposes of this report, this term is used to refer to the area roughly two blocks on either side of Penn Avenue and Osseo Road from Interstate 394 to 49th Avenue.

The Penn Avenue Community Works Corridor Vision and Implementation Framework will develop an integrated community-based vision and a coordinated, long-term implementation framework for the Penn Avenue corridor. The Penn Avenue corridor is shown in Figure 1-1. The outcomes of this community development planning and design effort will guide future inter-agency efforts and investments in multimodal transportation, land use, economic development, housing, and placemaking as part of Penn Avenue Community Works (PACW). Community engagement is a driving force of this effort. A comprehensive Community Engagement Plan was assembled as part of Phase 1 of the project. It will continue to guide the engagement process through the remaining four phases of the project.

In 2012, Hennepin County designated Penn Avenue as a Community Works project. The Hennepin Community Works program is based upon the premise that carefully designed and integrated public works projects sustain and enhance the long-term tax base and viability of neighborhoods and businesses, while enhancing the quality of life. Hennepin Community Works projects are guided by the following principles:

- Stimulate economic development
- Promote effective planning and implementation
- Maintain and improve natural systems
- Strengthen community connections
- Enhance the tax base

County, City, and Metropolitan Council officials have identified that a long-term vision and coordinated approach to planning for future private and public investments is needed for the Penn Avenue corridor in North Minneapolis. The purpose of the Penn Avenue Community Works Corridor Vision and Implementation Framework is to:

- Establish and pursue a shared vision for the corridor that reflects the diverse voices along the corridor and recognizes different character areas of Penn Avenue neighborhoods that each contribute to the corridor's identity
- Create a strategic framework for public investments that not only leverages private investment, but delivers community and economic benefits
- Align jurisdictional authorities, policies, and technical and financial resources to maximize benefits
- Garner broad-based community input, collaborate with corridor communities, and build a coalition of support to collectively advocate for corridor-wide funding needs
- Work in tandem with Metro Transit during bus rapid transit (BRT) project development to ensure that the community-based corridor vision becomes the basis for future transit

investments in the project area through early community input, coordination with project decision points, timely infrastructure investments, and the full benefits associated with the transitway

The goals, objectives, and priorities of Penn Avenue Community Works will be refined through ongoing community engagement and subsequent phases of this project. Working objectives established for the Penn Avenue Community Works project include:

- Re-envision Penn Avenue as a complete street with enhanced transit service, pedestrian amenities, bicycle connections, and environmentally sustainable streetscaping
- Stimulate private investment and promote economic opportunity in the corridor by improving public infrastructure and through targeted housing, redevelopment and economic development strategies
- Enhance livability in the corridor by improving public spaces, connections to key destinations, and through other placemaking strategies.

The Penn Avenue Community Works Corridor Vision and Implementation Framework will establish a comprehensive vision that integrates connectivity/mobility, economic development and livability. It will develop companion strategies that recognize the interrelatedness and complexity of a multi-modal transportation network, the built environment, economic opportunity, environmental sustainability, and quality of life.

The initial stages of the planning process recognize the importance of reinforcing existing community-based plans, projects, and initiatives in the project area and the desire to advance a corridor-wide approach that builds on the success of prior work. Accordingly, Phase 2 of the project involves a detailed inventory and assessment. The inventory and assessment phase provides the factual and analytical basis for the remainder of the community development, planning, and design effort. Sources for the inventory include GIS, existing maps, property records, plans and studies; input from the broader community in prior engagement efforts; additional community input consistent with the initiatives outlined in the Community Engagement Plan; and input from the Project Implementation Committee.

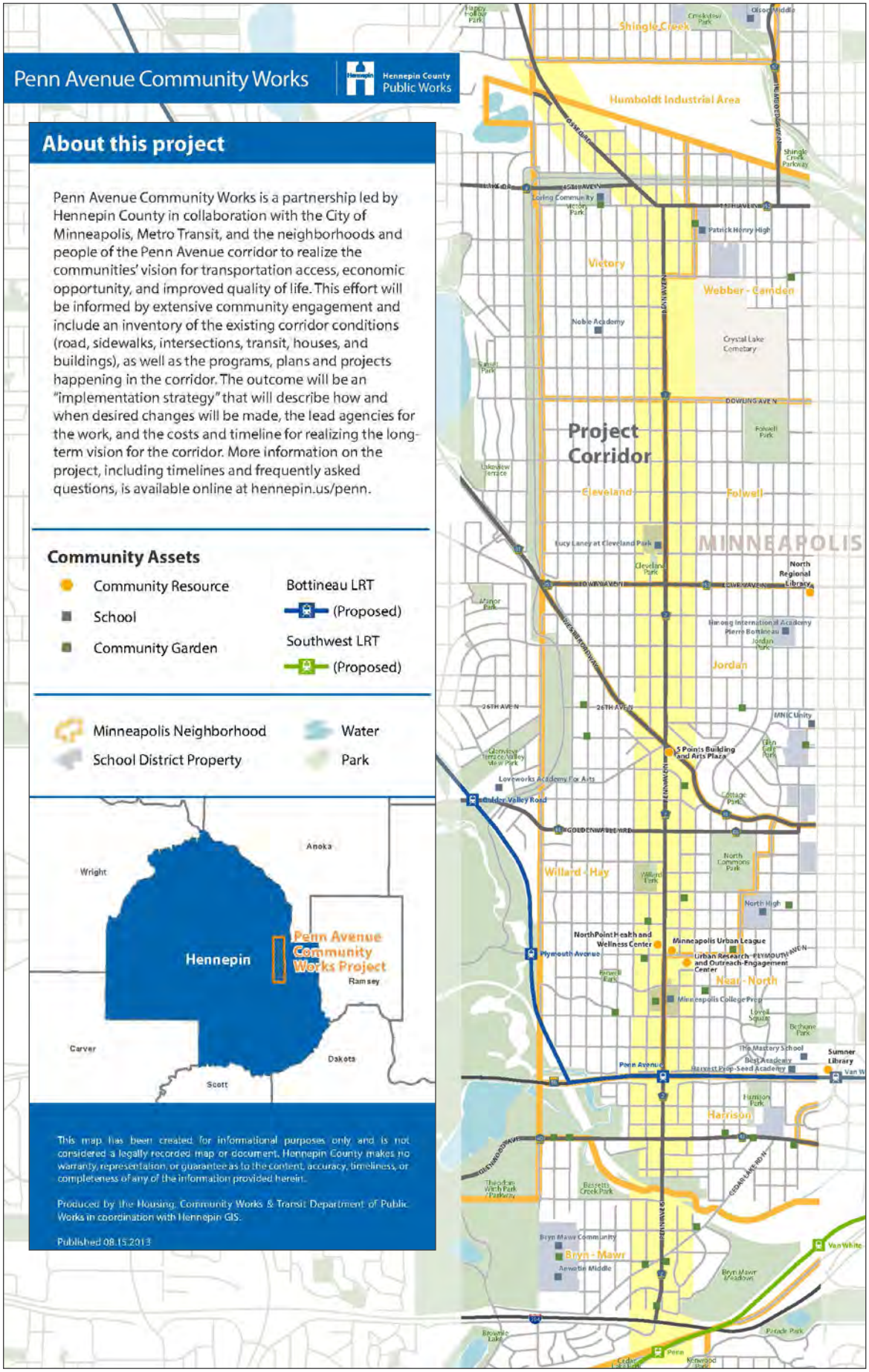
Key Terminology:

Multi-Modal Transportation Network: A system that allows people to move around using several forms of transportation such as automobiles, walking, trucks, bicycles, buses, and rail transit.

GIS - Geographic Information Systems: A computer program designed to capture, store, manipulate, analyze, manage, and present various types of geographical data.

Members of the project implementation committee and consultant team

FIGURE 1-1: PENN AVENUE CORRIDOR



This document presents a broad range of background information and includes preliminary directions based on analysis of the collected information. It presents a series of "layers" of information that will be used to inform subsequent phases of the project. Layers include:

- Demographic Data
- Transportation Connections
- Property Conditions and Development
- Housing Development
- Economic Development
- Corridor Character
- Public Utilities
- Precedents and Best Practices
- Adopted City Plans and Policies

As part of Phase 3 of the project, these layers of information in concert with information from extensive community engagement efforts, will be combined in an integrated effort to set priorities and develop alternative strategies. Tasks to be addressed as a part of Phase 3 include:

- Building consensus regarding corridor connectivity/mobility issues
- Preparing concept layout alternatives for the Penn Avenue roadway including arterial BRT platform locations
- Evaluating and proposing preliminary design improvements for five key intersections
- Assessing streetscaping options
- Developing and assessing strategies to improve private property along the corridor
- Assessing options and strategies to improve pedestrian and bike connections
- Building consensus regarding corridor economic development and livability
- Forecasting market conditions
- Determining suggested mixes and locations for residential, retail, commercial, and other uses
- Reviewing and assessing potential economic development strategies
- Attracting desired businesses
- Promoting access to jobs
- Assessing future redevelopment opportunities
- Assessing strategies for reuse and redevelopment of publicly-held land
- Assessing options for innovative stormwater management techniques

2. KEY FINDINGS

OVERVIEW

The Penn Avenue Vision and Implementation Framework - Inventory and Analysis report addresses a broad range of topics including relevant past plans, demographics, transportation, housing, economic development, corridor character, utilities, and land use. This information establishes a foundation of facts, figures, and preliminary findings that support the launch of Phase 3 of the project, which will focus on assembling a series of options and alternatives for future corridor improvements.

The Introduction section of this report characterizes the information that has been gathered to date as a series of “layers”. As Phase 3 is initiated, these layers will become increasingly intertwined as comprehensive options and alternatives are assembled, reviewed publicly, and refined. In order to present a summary of the key findings of the Inventory and Analysis work, an initial compilation of the full spectrum of information and findings has been completed. Key findings are summarized in three categories:

- Housing and Economic Development (see Table 2-1)
- Transportation and Transit (see Table 2-2)
- Land Use and Corridor Character (see Table 2-3)

The following tables summarize key findings and observations for each of these categories.

FIGURE 2-1: KEY FINDINGS - HOUSING AND ECONOMIC DEVELOPMENT

Station/Node	Residential In-fill Opportunities	Commercial Opportunities	Retail Mix/Marketing Strategies	Jobs Concentrations	Jobs Development Opportunities	Existing Initiatives Underway	Development Constraints
49th Avenue	Limited	Moderate	Connect retail to jobs/ residents	Moderate	High; redevelopment of sites	Hyde Development	What services/retail to provide?
44th Avenue	Limited; mixed use	Moderate to high; compatible uses	Strengthen business mix; enhance marketing	Limited	Limited	None at this time	Limited land to support development
Dowling Avenue	Limited would require site acquisition	Limited; would require redevelopment	None at this time	Limited	Limited	None at this time	Limited land to support development
Lowry Avenue	Sites available	Moderate to high; compatible uses	Strengthen existing retail mix	Limited	Limited	2007 AIA redevelopment study	Concern about resources/funding
Broadway Avenue	Available as part of Capri Block	High; identify sites for new commercial development	Support new commercial development	Moderate	Moderate on specific sites	Rose Investments Capri Block	Support private investment
Golden Valley Road	Available on each corner of intersection	Moderate; in concert w/ new residential development	Strengthen existing and encourage new businesses	Limited	Limited	Building Blocks	Funding to support initiatives
Plymouth Avenue	Site available	Moderate to high; additional retail to serve employees/residents	Health services node; New grocery planned;	Living wage jobs	High; expansion of living wage jobs	Northpoint expansion; Grocery Store planned	Potential concerns from operators re: lower spending power
Highway 55	Potential site available	Connected to BRT/LRT	None at this time	Connections to job concentrations	Limited	BRT/LRT Station Area Design	Parcel sizes/shapes may be limiting for some uses
Glenwood Avenue	Site available	Strengthen retail goods and services	Improve business mix and marketing	Limited	Limited	Redeemer Church; Possible coop nearby	Acquisition of parcels may be difficult
Cedar Lake Road	Sites for increased density limited	Strong as existing business mix may shift	None at this time	Limited	Limited	None	Limited
I-394	High; connection to SWLRT	Moderate; in concert w/ SWLRT and residential	None at this time	Limited	Limited	SWLRT Station	Limited
Corridor-Wide							
Programmatic	Develop business support strategies, employment strategies, improved connections to living wage jobs; connections to organizations to build worker skill sets.						
Economic Development	Develop strategies for viable long-term property investment/management to sustain housing quality.						
Housing Management/ Livability	Develop a continuum of housing density options directed at specific sites and locations that address housing needs and neighborhood preferences.						
Housing Density	Identify sites to accommodate smaller scale residential designs; consider locations with adjacent blighted properties for potential acquisition to optimize new investments.						
Infill	Develop strategies to promote community assets and improve neighborhood aesthetics to attract local and regional investment that will expand outward from the corridor.						
	Improved transit connections can connect residents to a multitude of job opportunities and reduce transportation costs resulting in increased discretionary income.						
	Increased access to retail goods and services in the neighborhood reduces auto dependence and expense.						
Financial Resources	Need to develop/create better communication strategies between public sector and private sector; improve direction and assistance to the private development community to navigate public financial resources; create a developer toolkit/resources.						
Critical Mass	Identify locations where there is the potential to create a critical mass that will attract additional investment (e.g. Broadway Ave., Plymouth Ave., Golden Valley Rd., and Lowry Ave.)						
Synergies w/Existing Uses	Leverage existing uses to support additional development that would be compatible and enhance livability (e.g. employment at Northpoint and in the Humboldt Industrial Park)						

TABLE 2-1: KEY FINDINGS - TRANSPORTATION AND TRANSIT

Station/Node	Roadway Configuration / Traffic Control	Parking	Traffic Signal	Pedestrian Accommodations	Sidewalks	Bicyclist Accommodations	Traffic Operations	Crash Analysis	Existing Transit Service	Future Transit Service
49th Avenue	Turn lanes; Signalized intersection	No on-street parking along Osseo Road	Yes	ADA compliant sidewalk ramps/truncated domes; Lack of pedestrian lighting; Poorly marked pedestrian markings	Gaps in the sidewalk system; Some deteriorated sidewalk panels	Bike lanes along 49th Ave.	--	No crash issue	Existing NB and SB bus stops north of 49th Ave making it difficult to find for a user not familiar with the location; Bus stops consist of signs and no passenger shelters; Low transit demand	--
44th Avenue	Turn lanes; Signalized intersection (Intersection is being improved as part of city project in 2014/2015)	On-street parking along Penn Ave. and 44th Ave. (east of Penn Ave.)	Yes	Missing some ADA elements; Lack of pedestrian lighting; Poorly marked pedestrian markings	Some deteriorated sidewalk panels	Bike lanes along 44th Ave.	Acceptable level of service; Significant northbound stacking of cars during the evening commuter peak period	Critical crash rate is exceeded at this intersection indicating improvements are needed	Existing bus stops offer connections to Route 5, 721 and 724. NB bus stop is on Penn south of 44th- stop consists of sign and no shelter; SB bus stop is on Osseo Ro- stop consists of sign and bench (not owned by MT); bus stop doesn't have delineated customer waiting area and has minimal buffer between roadway and customers. Existing bus shelter on 44th Ave.	Planned BRT station
Dowling Avenue	No striped turn lanes; Signalized intersection	On-street parking along Penn Ave. and Dowling Ave. (west of Penn Ave.)	Yes	ADA compliant sidewalk ramps/truncated domes; Lack of pedestrian lighting; Poorly marked pedestrian markings;	Penn Ave lacks sidewalk along the Cemetery side of the street; Narrow sidewalks located adjacent to curb creates an undesirable pedestrian environment	No existing bike lanes; planned bike lanes along Dowling Ave.	Acceptable level of service; Traffic on Dowling Ave can be fast moving due to direct access to I-94	Critical crash rate is exceeded at this intersection indicating improvements are needed	Existing bus stops consist of signs and no shelters. Limited sidewalk and/or blvd space at the SB stop push the stop right against the roadway leaving limited room for waiting customers.	Planned BRT station
Lowry Avenue	Turn lanes; Signalized intersection	On-street parking along Penn Ave. and Lowry Ave.; Significant off-street parking supply available	Yes	ADA compliant sidewalk ramps/truncated domes; Lack of pedestrian lighting; Poorly marked pedestrian markings	--	Bike lanes along Lowry Ave. Bike racks and Nice Ride facilities	Acceptable level of service	Critical crash rate is exceeded at this intersection indicating improvements are needed	Existing bus stops with connections to Route 32- with existing shelters on Lowry. High transit demand intersection. Existing SB bus stop on Penn has a large shelter with delineated customer waiting space; NB bus stop consists of sign and no shelter.	Planned BRT station
West Broadway Avenue	Turn lanes; Signalized intersection; Unique intersection geometry (5 points)	On-street parking along Penn Ave. and W Broadway Ave.; Significant off-street parking supply available	Yes	ADA compliant sidewalk ramps/truncated domes; Lack of pedestrian lighting; Poorly marked pedestrian markings	Narrow sidewalks located adjacent to curb creates an undesirable pedestrian environment	Nice Ride nearby	Acceptable level of service; Significant northbound stacking of cars during the evening commuter peak period	Average crash rate is exceeded at this intersection	Existing bus stop with connection to Route 14. High transit demand intersection. Blossoms of Hope shelter in SE corner. SB bus stop consists of sign and no shelter.	Planned BRT station; Connections to other transit along West Broadway
Golden Valley Road	Turn lanes; Signalized intersection	On-street parking along Penn Ave. and Golden Valley Rd.	Yes	Missing some ADA elements; Lack of pedestrian lighting; Poorly marked pedestrian markings	Narrow sidewalks located adjacent to curb creates an undesirable pedestrian environment	No existing bike lanes; planned bike lanes along Golden Valley Rd.	Acceptable level of service	Average crash rate is exceeded at this intersection	Existing bus stop with connection to Route 14; High transit demand intersection. Stops in NB and SB direction consist of signs with no shelters or delineated customer waiting areas.	Planned BRT station; Proposed Bottineau LRT station located within a 10 minute walk west
Plymouth Avenue	Turn lanes; Signalized intersection	On-street parking along Penn Ave. and Plymouth Ave. (west of Penn Ave.); Lacks off-street parking during the daytime hours (current parking supply is well used)	Yes	Missing some ADA elements; Lack of pedestrian lighting; Poorly marked pedestrian markings	Narrow sidewalks located adjacent to curb creates an undesirable pedestrian environment	Bike lanes along Plymouth Ave.; Nice Ride nearby	Acceptable level of service	Average crash rate is exceeded at this intersection	Existing bus stop connections to Route 7 and 32. High transit demand intersection; Existing bus shelters on NB Penn and EB Plymouth. SB stop consists of sign and bench (not owned by MT) without a shelter.	Planned BRT station; Proposed Bottineau LRT station located within a 10 minute walk west
Highway 55	Turn lanes; Signalized intersection	No on-street parking along Highway 55	Yes	Missing some ADA elements; Lack of pedestrian lighting; Poorly marked pedestrian markings	Narrow sidewalks located adjacent to curb creates an undesirable pedestrian environment	No existing bike lanes; Potential future east-west bike connection (not in Bike Master Plan)	--	Average crash rate is exceeded at this intersection	Existing bus shelters on Highway 55 in EB direction. WB direction consists of sign and bench (not owned by MT)- current stop provides little buffer between customers and roadway traffic.	Future transit station area – Bottineau LRT/Penn Ave Arterial Bus corridors intersection/ transfer point
Glenwood Avenue	No striped turn lanes; Signalized intersection	On-street parking along Penn Ave. and Glenwood Ave.	Yes	Missing pedestrian ramps; Lack of pedestrian lighting; Poorly marked pedestrian markings	Narrow sidewalks located adjacent to curb creates an undesirable pedestrian environment	Bike lanes along Glenwood Ave.	Acceptable level of service	No crash issue	Existing bus stop for Route 9. Existing EB bus shelter on Glenwood Ave. NB and SB bus stops on Penn consist of sign and no shelters. Very limited customer waiting space.	--
Cedar Lake Road	No striped turn lanes; Unsignalized intersection (all-way stop control); Skewed intersection impacts sight lines for vehicles	On-street parking along Penn Ave. and Cedar Lake Rd.	No (All-way-stop)	Missing some ADA elements; Lack of pedestrian lighting; Poorly marked pedestrian markings	--	Bike racks provided; No existing bike lanes; planned bike lanes along Cedar Lake Rd.	Acceptable level of service	Average crash rate is exceeded at this intersection	Existing bus stop for Route 9; Existing bus shelter on Cedar Lake Rd.	Proximity to future Southwest LRT station at Penn Ave and I-394
Corridor-Wide										
Osseo Road	Two-lane divided roadway with turn lanes from 44th Ave. to 45th Ave. North of 45th Ave., Osseo Rd is a four-lane undivided facility.	No on-street parking along Osseo Rd.		Residential, local commercial and business nodes generate many pedestrian trips in the corridor; Highest pedestrian traffic in the corridor occurs at Lowry Ave. and W Broadway Ave. Hennepin County recently improved many intersections along Penn Avenue. However, there are still 16 intersections in the corridor that are not ADA compliant	Sidewalks widths in the corridor vary between six and seven and a half feet wide and are in good condition, except for a few locations; Multiple locations where the placement of utility poles and traffic signals significantly narrow the width of the available sidewalk; Few locations with sidewalk gaps, the largest gap is along the Crystal Lake Cemetery	No existing bike lanes along Osseo Rd.	--	No segment crash issues identified along Osseo Rd.	Route 19 is the corridor's main north-south route north of Highway 55; south of Highway 55, Route 9 runs along Penn between Glenwood Ave. and Cedar Lake Rd. There are eight other routes that intersect the corridor. There are currently very few bus shelters in the Penn Ave. corridor.	Planned corridor transit improvements include bus rapid transit (BRT) - C Line. The C Line has 23 stations spaced approximate every 1/3 of a mile– 11 of these stations are within the Penn Ave. corridor. There are locations in the corridor where ideal station configuration cannot be used due to narrow right-of-way width.
Penn Avenue	Two-lane undivided roadway (public right-of-way varies between 54 - 64 feet wide - typical distance from curb to curb is 44 feet)	On-street parking along Penn Ave.				No existing bike lanes along Penn Ave.	--	Five segments along Penn Ave. where the critical crash rate is exceeded, indicating improvements are needed		

TABLE 2-2: KEY FINDINGS - LAND USE AND CORRIDOR CHARACTER

Station/Node	Character Description	Mix of Land Uses	Current and Planned Development	Vacant and Underutilized Sites	Redevelopment Opportunities	Parks/Open Space	Schools	Faith-Based Institutions	Public Art	Community Gardens	Existing Streetscape Elements					
											Seating	Bike Parking (BP) Bikeshare (BS)	Traffic Signals	Wayfinding	Street Trees	Security Cameras
49th Avenue	Neighborhood Destination	Residential, Light Industrial, Office		Yes	Near Term	Ryan Lake Park			Future Potential		Existing	Potential BP		Future Potential	Future Potential	
44th Avenue	Neighborhood Destination	Restaurant, Retail, Residential		Yes	Near Term	Victory Memorial Parkway, Victory Prairie/Dog Park, Victory Park, Victory Memorial Ice Arena, Loring and Patrick Henry School Playfields	Patrick Henry High School, Loring Community School	Faith Baptist Church, United Christian Fellowship Church	Future Potential	Existing	Existing	Potential BP, BS		Future Potential	Future Potential	Proposed
Dowling Avenue	Neighborhood Destination	Residential, Institutional, Service		Yes		Folwell Park and Rec Center			Future Potential	Existing	Existing		Existing	Future Potential	Existing	Proposed
Lowry Avenue	Neighborhood Business	Retail, Restaurant, Office, Services, Residential, Institutional	Jordan Apartments, New Horizons Academy	Yes	Near Term	Cleveland Park	Lucy Craft Laney Community School	New Mount Sinai House of Faith, Spirit and Truth Worship, Christ English Lutheran Church	Future Potential	Existing	Existing	BP, BS	Existing	Existing	Existing	Existing
Golden Valley Road	Neighborhood Destination	Residential, Retail	The Commons at Penn	Yes	Near Term			Faith in the City, Health Ministries	Future Potential			Potential BP	Existing	Future Potential	Future Potential	Proposed
Plymouth Avenue	Health and Wellness	Institutional, Service, Residential	NorthPoint Expansion, Praxis Marketplace	Yes	Near Term	Willard Park, Lincoln School Playfields	Minneapolis College Prep School	Trinity Tabernacle Church, Minneapolis Believers in Christ Ministries, House of Israel	Future Potential	Existing	Existing	BS, Potential BP	Existing	Existing	Future Potential	Proposed
Highway 55	Multi-Modal Transit	Residential		Yes	Near and Long Term	Harrison Neighborhood Park and Community Center			Existing, Future Potential		Existing	Potential BP, BS	Existing	Future Potential	Future Potential	Proposed
Glenwood Avenue	Neighborhood Destination	Retail, Residential	PUSH @ Glenwood	Yes	Near Term	Bassett's Creek Park, Bassett Creek Trail		Redeemer Lutheran Church	Future Potential			BP	Existing	Future Potential	Future Potential	Proposed
Cedar Lake Road	Neighborhood Destination	Retail, Restaurant, Office, Services, Residential		No	Long Term	Bryn Mawr Meadows Park, Laurel Triangle,	Bryn Mawr Community School, Anwatin Middle School	Bryn Mawr Presbyterian Church	Future Potential	Existing	Existing	Potential BP		Existing	Existing	Proposed
I-394	Multi-Modal Transit	Office, Light Industrial, Residential		Yes	Near Term	Cedar Lake Park, North Cedar Lake Trail			Existing, Future Potential			Potential BP, BS	Existing	Future Potential	Future Potential	Proposed

Corridor-Wide	
Streetscape Enhancements	Enhance and complete sidewalks throughout the corridor - meet ADA requirements.
	Provide adequate and attractive seating at key nodes along the corridor.
	Provide street trees, plantings and other amenities throughout the corridor.
	Incorporate district identity/placemaking elements related to the character designation (banners, signage, etc.).
Neighborhood Concerns	Safety, security at night; pedestrian environment; amount of vehicular traffic on Penn Avenue; desire for more goods and services in close proximity; concerns about gentrification in some locations; caution regarding the amount of additional rental housing in some locations; desire for more comunity gathering and recreation spaces.
Corridor Strengths	Strong residential character along the corridor.
	Key intersections at major east-west cross streets offer opportunities to increase development intensity/density.
	Several nodes have already started to shape individual identities (health services, arts-entertainment, neighborhood services).
	Several nodes already have specific projects and/or initiatives underway that will increase the availability of affordable housing and access to retail goods/services.
	Residents are supportive of increasing density in the corridor.
	Neighborhoods that abut the corridor have 1,774 businesses with 11,815 workers.
Corridor Weaknesses	There are a number of vacant lots or properties in poor condition along the corridor between nodes.
	Limited sites available at some nodes to establish a critical mass, especially for commercial development.
	Incomes are higher at opposite ends of the corridor; this may present a challenge in trying to attract more retail to the central nodes in the corridor.
	Limited diversity of housing products; single-family dwellings dominate.
	Higher concentrations of retail and service employment in the corridor.
Development Opportunities	Opportunity to introduce more diverse mix of housing products in the corridor.
	Develop individual identities for the nodes to increase the potential to attract cluster development.
	Develop commercial mix and improve marketing strategies, especially for neighborhood commercial nodes.
	Some nodes have opportunities to create a critical mass of housing and commercial to increase momentum for new development.
	Opportunity to increase employment at nodes that already have existing job concentrations.
Development Challenges	Some nodes may require additional property acquisition to create sufficient critical mass to ensure feasibility.
	Need to create a strong toolbox of resources initially to encourage private development to mitigate higher front-end development risks.
	Need to introduce more market rate housing into the corridor, but need an effective and viable strategy to do so.
	Challenging to match the service needs with appropriate retail formats.
	Need to develop good strategies for attracting living wage jobs to the corridor.

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3. KEY MESSAGES FROM COMMUNITY ENGAGEMENT

OVERVIEW

From April of 2013 through February of 2014, Hennepin County, the City of Minneapolis, and Metro Transit were actively engaged with the Penn Avenue Corridor community to learn about challenges and opportunities related to housing, jobs, transportation, public safety and other issues. Information was gathered through individual and small group meetings, interviews, and informal conversations. ***Penn: 2013 to early 2014 Community Ideas and Input by Category*** is a document that contains a summary of information received. Sample comments include:

"Make Penn welcoming, green and friendly."

"Celebrate the African American culture by making this an African American cultural corridor through public art and design."

"Make Penn more like it was: A neighborhood street with commercial nodes...like pearls on a string."

"The area needs amenities, access to fresh food and other goods."

"We need reasons for people to stop on Penn in our community not just speed through."

"Increasing access to jobs is important, as is growing local businesses."

"No racism, less violence, kids in school."

"I want my daughter to grow up on a neighborhood where she feels safe and experiences the beauty of nature and diversity."

The complete document can be viewed at:
http://www.hennepin.us/residents/transportation/penn-avenue-community-works

The Penn Avenue "field crew" collected survey responses from community members along the corridor

Since March of 2013, the consultant team has been gathering additional community input to better understand community priorities and to learn more about specific topics. Outreach efforts, coordinated by the overall Community Engagement Plan, have sought to:

- Reach people who haven't provided comments to date
- Learn more about detailed preferences and priorities for economic development, housing, streetscaping, open space, transit, placemaking, parking, safety, etc.
- Hear more about existing conditions; what's working well and what's not

Techniques used to reach Penn area residents and businesspersons include individual interviews, small group sessions, doorknocking, short surveys, and online input. To date, over 550 surveys have been tabulated and additional information continues to be gathered. This additional community input combined with input received earlier in the project adds to the "layers" of technical information that will be used as the project moves into the next phase where specific improvement alternatives are assembled and presented to the public for review and feedback.

Community input is summarized in this document in three ways:

(1) A general recap of comments that have emerged from recent survey outreach efforts is included on the following pages. It is important to note that the information summarized in this chapter does not yet capture the results of the full spectrum of community engagement for this project. It includes information gained through doorknocking and short surveys only. Additional information from small group discussions, meetings, and other outreach efforts will be added.

(2) Topic-specific summaries of survey input can be found in the Transportation, Housing, Economic Development, and Community Character chapters of this report.

(3) A summary of survey responses is included in the Appendix of this report.

SUMMARY OF GENERAL SURVEY COMMENTS

LIVABILITY - Residents want a vibrant, active community that offers places and spaces where adults and children want to be together, connecting with friends and family, participating in events and activities, activating community centers, and patronizing local parks, restaurants, and businesses. Residents want their neighborhoods to be safe, clean, attractive, interesting – as well as accessible and affordable. The day-to-day and specialized needs of residents should be supported within the neighborhood with more variety, choice, and opportunities of all kinds.

SAFETY - There are major concerns about personal safety and security across all age groups and neighborhoods. These are most pronounced among immigrant families and teens, many of whom shared their personal stories and perceptions of safety. Families report a reluctance to let their children play outside even in their own yards, or walk or bike in the neighborhood. These immigrant families say they frequently shop and recreate outside the community, and prefer to travel by car.

MOBILITY - Cars are the dominant mode of transport for shopping and travel to work among residents and individuals surveyed at business nodes in the corridor. Residents use cars for shopping, errands, and travel to work; residents use the bus primarily for travel to work. Crime and safety concerns are cited as the primary barriers to people walking and biking along Penn. Suggested improvements include more patrols, better lighting, sidewalks, and bike lanes. Transit users want safer, cleaner, less expensive, and more frequent buses, and safer bus stops with better lighting and the full range of transit station amenities.

HOUSING - There is consistent support for higher quality and better maintained housing, and concerns about poorly kept rental properties as well as the number of vacant lots and abandoned properties. People want housing and rents that they can afford, as well as sizes and locations that meet their family needs. A number of the immigrant families cite property damage, crimes against them and their families, and harassment as reasons they stay inside their homes, places of work, and faith centers; travel by car; and spend time in neighborhoods in other parts of Minneapolis or surrounding suburbs as much as possible.

SHOPPING - Residents are attracted to local stores, restaurants, and services such as gas stations, where they are available. Residents were more likely to describe local shopping and service options as convenient

and close by, rather than highly desirable and appealing. There is a strong interest in a greater number and wider variety of places to go and things to do in the neighborhood, and especially distributed throughout the corridor. All groups surveyed raised concerns about safety, racism, or harassment that affected where they shopped, and suggested solutions such as more active and visible police patrols and security, better lighting, stopping loitering and public intoxication, and fewer liquor stores.

GATHERING PLACES - Residents frequently asked for more informal and formal gathering places for both youth and adults (community centers, movie theaters, arts performance spaces, clubs, music venues, patios, and parks), cleaner commercial areas with more attractive landscaping, and more programming opportunities for youth and families.

SOCIAL LOCATIONS - In their free time, both youth and adults say they spent time with friends and family most often at each other's homes or at restaurants. Immigrant families and youth frequently go to restaurants and the homes of friends and relatives in the near suburbs, Northeast Minneapolis, or South Minneapolis. Other respondents want to see movie theaters, arts and entertainment venues, more and better local restaurants, fitness clubs and classes, and specialty shops in the area.

PARKS - Park and green spaces in the corridor would be more appealing if playgrounds, fields, equipment, and facilities were updated and better maintained. Park users like the programs, recreational opportunities for children, and indoor and outdoor sports options. Many people asked for more recreational opportunities and programs for youth in the summer and year-round, as well as more playgrounds for children. Teens asked for community gardens, flower gardens, cleaner parks, and better security. There is a great deal of concern that it is not safe to travel to parks in this neighborhood, nor are the parks themselves safe for youth or many adults. As a result, many of the people interviewed say they don't use the parks at all. A number of park users cited the need for better lighting, more security and safety patrols, and more staff and better supervision.

PERCEPTIONS AND REALITY - Residents want their neighborhoods to be safer, friendlier, cleaner, and stronger. Less violence, "no bad people on the streets," and safe places to be with others are critical. Many people mentioned needing to change the negative perception of North Minneapolis while recognizing that the reality many residents experience has to change first.

4. EXISTING PLANS AND PROGRAMS

OVERVIEW

This section provides an overview of the existing public plans and programs that are relevant to the Penn Avenue corridor planning project. These existing initiatives are grouped into three categories:

- Existing public sector plans and policies
- Existing and upcoming public agencies' programs, investments, and funding
- Public studies/projects currently in progress

EXISTING PLANS

There are a variety of existing land use, transportation, and water resource plans and policies that are relevant to the current Penn Avenue corridor planning process. These plans include City of Minneapolis, Hennepin County, Metropolitan Council/Metro Transit, neighborhood, and corridor-focused initiatives. The plans range from comprehensive plans to neighborhood, corridor, and future transit station area plans. The following plans are summarized as part of the inventory and analysis process for the Penn Avenue corridor:

Comprehensive Plans

- The Minneapolis Plan for Sustainable Growth (2030 Comprehensive Plan)
- Minneapolis Urban Agriculture Activity Plan
- Minneapolis Park and Recreation Board's 2020 Comprehensive Plan

Neighborhood Plans

- Bryn Mawr Neighborhood Land Use Plan

Corridor Plans

- Penn Avenue North Redevelopment Plan
- West Broadway ALIVE!
- Penn-West Broadway TOD Design Guidelines
- Lowry Avenue Strategic Plan
- Lowry Avenue Corridor Plan
- Bottineau Transitway Station Area Pre-Planning Study
- Bottineau Land Use Framework
- Penn Avenue Community Works Report (U of M Humphrey Institute Graduate Student Project)

Transit Station Area Plans

- Bryn Mawr South Gateway Plan
- Penn Avenue Transitional Station Area Action Plan (TSAAP) – Southwest LRT Corridor

Transportation Plans

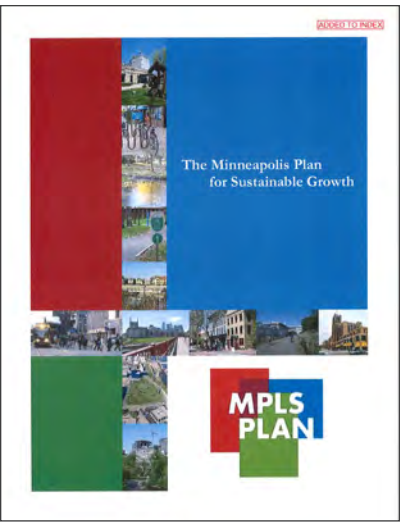
- Hennepin County Transportation Systems Plan
- Hennepin County Pedestrian Plan (2013)
- Access Minneapolis
- 44th, Penn, Osseo Intersection and Corridors Study Final Report: Osseo Road and North Penn Avenue Intersection (2013)
- Victory Neighborhood Pedestrian Needs Analysis Strategic Plan (2008)
- Penn Avenue North "Complete Street" Reconstruction Project Concept and Rationale
- North Minneapolis Greenway Planning Project – Winter 2013 Community Input Report

Transit Plans

- Metro Transit Arterial Transitway Corridors Study (ATCS) Technical Memo (2011) and the Penn Avenue and Chicago-Fremont Corridors Addendum (2013)
- Metropolitan Council 2030 Transportation Policy Plan (2010)
- Metropolitan Council Regional Transitway Guidelines (2012)
- Bottineau Transitway Draft Environmental Impact Statement (2014)
- Northwest Metro Transit Study Final Plan (2006)

Water Resource Plans

- Minneapolis Local Surface Water Management Plan (2006)



The Minneapolis Plan for Sustainable Growth (2030 Comprehensive Plan)

THE MINNEAPOLIS PLAN FOR SUSTAINABLE GROWTH (2030 COMPREHENSIVE PLAN)

Plan website

http://www.minneapolismn.gov/cped/planning/plans/cped_comp_plan_2030

Purpose

The City's 2030 Comprehensive Plan provides the vision and framework for the City's anticipated urban renaissance and growth as a great city of the future. The plan contains community goal statements, policies, and implementation strategies that direct the logical and coordinated physical development of the city. As a comprehensive plan, it contains the following topical chapters: land use, transportation, housing, economic development, public services and facilities, environment, open space and parks, heritage preservation, arts and culture, urban design, and implementation.

Key Takeaways

Land Use Chapter

Of all the Comprehensive Plan chapters, the land use chapter's geographic orientation results in designations and policies with the greatest relevance to the Penn Avenue corridor. The chapter is divided into three main sections: general land use policies (general, residential, non-residential), land use categories, and land use features. The land use goal statement, categories, and features are supported by policies and implementation strategies. Within the Penn Avenue corridor, the land use categories designated are Urban Neighborhood, Mixed Use, and Parks and Open Space; land use features designated are Community Corridor, Commercial Corridor, and Neighborhood Commercial Node. Refer to Figure 4-1, *Future Land Use*. In total there are 16 land use policies, each with supporting implementation strategies. The most relevant land use policies and implementation strategies are provided in the following summary.

Goal Statement:

Minneapolis will develop and maintain a land use pattern that strengthens the vitality, quality and urban character of its downtown core, commercial corridors, industrial areas, and neighborhoods while protecting natural systems and developing a sustainable pattern for future growth.

Land Use Category Designations (Future Land Use Map):

The Penn Avenue corridor is primarily designated as Urban Neighborhood with key intersection areas designated as Mixed Use (Cedar Lake Road, Plymouth Avenue, West Broadway Avenue, Lowry Avenue, and 44th Avenue). There are a number of designated Parks and Open Space areas, including the Grand Rounds/Victory Memorial Drive, Crystal Lake Cemetery, Bassett's Creek Valley Park, Cleveland Park (33rd Avenue), and Willard Park (12th Avenue).

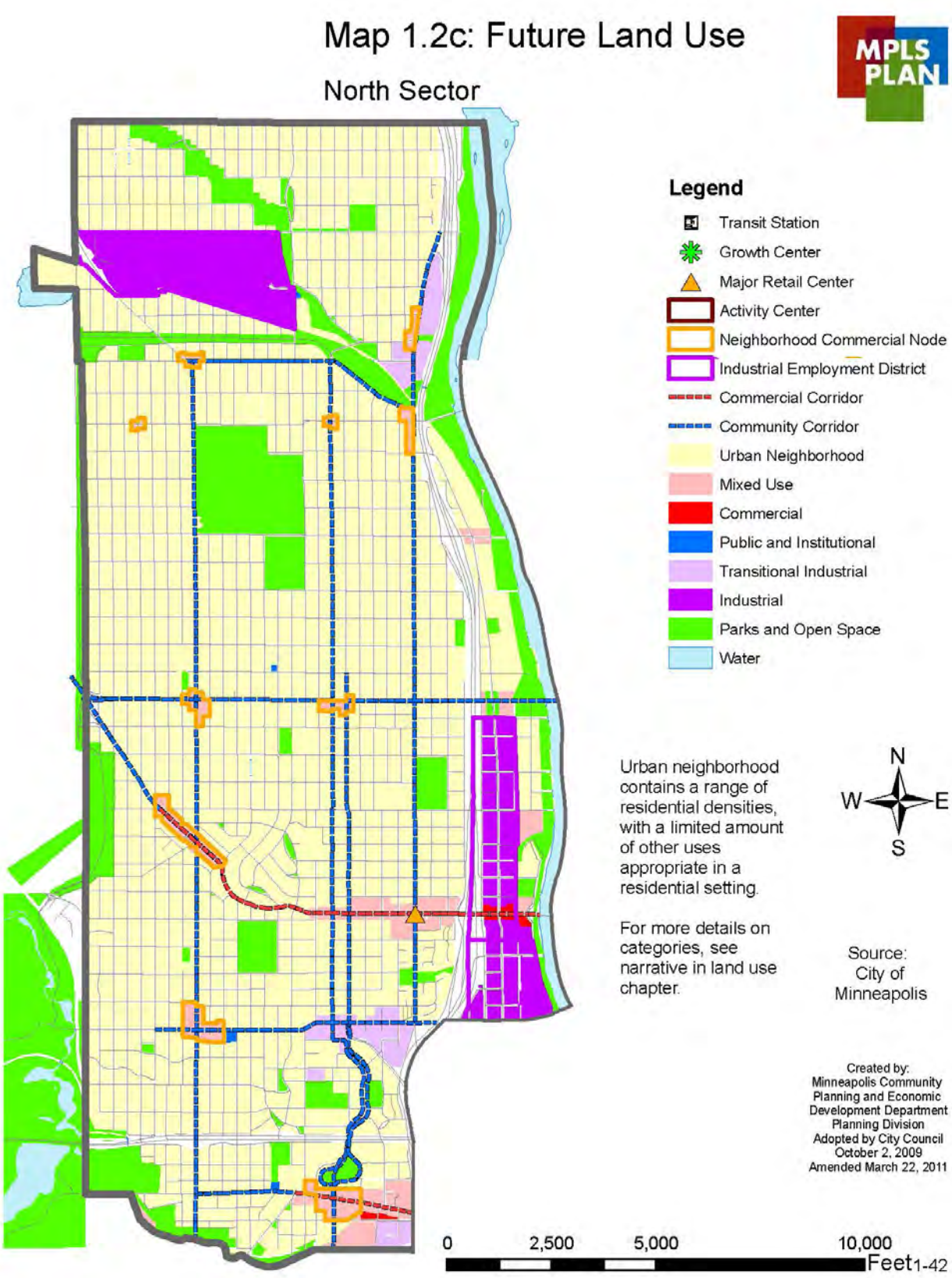
Urban Neighborhood

Most of the corridor project area with exception of key intersection areas are designated Urban Neighborhood.

Definition: Predominantly residential area with a range of densities. May include other small-scale uses, including neighborhood-serving commercial, and institutional and semi-public uses (for example, schools, community centers, religious institutions, public safety facilities, etc.) scattered throughout. More intensive non-residential uses may be located in neighborhoods closer to Downtown and around Growth Centers.

Residential Density: Varies, but predominantly low density (8-20 du/acre); not intended to

FIGURE 4-1: 2030 FUTURE LAND USE PLAN FOR NORTH SECTOR OF MINNEAPOLIS



accommodate significant new growth or density.

Policy 1.8 (General Residential and Other Uses): Preserve the stability and diversity of the city's neighborhoods while allowing for increased density in order to attract and retain long-term residents and businesses.

1.8.1 Promote a range of housing types and residential densities, with highest density development concentrated in and along appropriate land use features.

1.8.2 Advance land use regulations that retain and strengthen neighborhood character, including direction for neighborhood-serving commercial uses, open space and parks, and campus and institutional uses.

1.8.3 Direct uses that serve as neighborhood focal points, such as libraries, schools, and cultural institutions, to designated land use features.

Mixed Use

Key intersection areas along Penn Avenue at 44th Avenue, Lowry Avenue, West Broadway Avenue, Plymouth Avenue, and Cedar Lake Road are designated Mixed Use

Definition: Allows for mixed use development, including mixed use with residential. Mixed use may include either a mix of retail, office or residential uses within a building or within a district. There is no requirement that every building be mixed use.

Residential Density: Not specifically defined. Appropriate density for Mixed Use areas is determined by Land Use Feature designation (Community Corridor, Commercial Corridor, and Neighborhood Commercial Node).

Policy 1.4 (General Commercial): Develop and maintain strong and successful commercial and mixed use areas with a wide range of character and functions to serve the needs of current and future users.

1.4.1 Support a variety of commercial districts and corridors of varying size, intensity of development, mix of uses, and market served.

1.4.2 Promote standards that help make commercial districts and corridors desirable, viable, and distinctly urban, including: diversity of activity, safety for pedestrians, access to desirable goods and amenities, attractive streetscape elements, density and variety of uses to encourage walking, and architectural elements to add interest at the pedestrian level.

1.4.3 Continue to implement land use controls applicable to all uses and structures located in commercial districts and corridors, including but not limited to maximum occupancy standards, hours open to the public, truck parking, provisions for increasing the maximum height of structures, lot dimension requirements, density bonuses, yard requirements, and enclosed building requirements.

1.4.4 Continue to encourage principles of traditional urban design including site layout that screens off-street parking and loading, buildings that reinforce the street wall, principal entrances that face the public sidewalks, and windows that provide "eyes on the street".

Policy 1.5 (General Commercial): Promote growth and encourage overall city vitality by directing new commercial and mixed use development to designated corridors and districts.

1.5.1 Support an appropriate mix of uses within a district or corridor with attention to surrounding uses, community needs and preferences, and availability of public facilities.

1.5.2 Facilitate the redevelopment of underutilized commercial areas by evaluating possible land use changes against potential impacts on the surrounding neighborhood.

1.5.3 Promote the preservation of traditional commercial storefronts wherever feasible.

Policy 1.6 (General Commercial): Recognize that market conditions and neighborhood

traditions significantly influence the viability of businesses in areas of the city not designated as commercial corridors and districts.

1.6.1 Allow for retention of existing commercial uses and zoning districts in designated Urban Neighborhood areas, to the extent they are consistent with other city goals and do not adversely impact surrounding areas.

1.6.2 In parts of the city outside of designated corridors, nodes, and centers, limit territorial expansions of commercial uses and districts.

Policy 1.7 (General Commercial): Limit new and expanded auto-oriented uses in the city so impacts on the form and character of commercial areas and neighborhoods can be minimized.

1.7.1 Discourage new and expanded high traffic, auto-oriented uses in neighborhood commercial nodes.

1.7.2 Direct auto-oriented uses to locations on Commercial Corridors that are not at the intersection of two designated corridors, where more traditional urban form would be appropriate.

1.7.3 Auto-oriented uses should be designed with aspects of traditional urban form, to minimize the impact on the pedestrian realm.

Community Corridors

Penn Avenue is designated as a "Community Corridor" from 44th Avenue to Cedar Lake Road. Cross-streets designated as Community Corridors include 44th Avenue (east of Penn), Lowry Avenue, Plymouth Avenue, and Glenwood Avenue (east of Penn).

Definition: Primarily residential with intermittent commercial uses clustered at intersections in nodes. Commercial uses, generally small-scale retail sales and services, serving the immediate neighborhood.

Residential Density: High density (50-120 du/acre), transitioning down to medium density in surrounding areas.

Policy 1.9: Through attention to the mix and intensity of land uses and transit service, the City will support development along Community Corridors that enhances residential livability and pedestrian access.

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

1.9.2 Support new small-scale retail sales and services, commercial services, and mixed uses where Community Corridors intersect with Neighborhood Commercial Nodes.

1.9.3 Discourage uses that diminish the transit and pedestrian oriented character of Community Corridors, such as automobile services and drive-through facilities.

1.9.4 Discourage the conversion of existing residential uses to commercial uses outside of Neighborhood Commercial Nodes.

1.9.5 Encourage the development of low- to medium-density housing on Community Corridors to serve as a transition to surrounding low-density residential areas.

1.9.6 Promote more intensive residential development along Community Corridors near intersections with Neighborhood Commercial Nodes and other locations where it is compatible with existing character.

Commercial Corridors - West Broadway Avenue

West Broadway Avenue is designated as a Commercial Corridor.

Definition: Historically have been prominent destinations. Mix of uses, with commercial uses dominating.

Residential Density: High density (50-120 du/acre), transitioning down to medium density in surrounding areas.

Policy 1.10: Support development along Commercial Corridors that enhances the street's character, fosters pedestrian movement, expands the range of goods and services available, and improves the ability to accommodate automobile traffic.

1.10.1 Support a mix of uses – such as retail sales, office, institutional, high-density residential and lean low impact light industrial – where compatible with the existing and desired character.

1.10.2 Encourage commercial development, including active uses on the ground floor, where Commercial Corridors intersect with other designated corridors.

1.10.3 Discourage uses that diminish the transit and pedestrian character of Commercial Corridors, such as some automobile services and drive-through facilities, where Commercial Corridors intersect other designated corridors.

1.10.4 Encourage a height of at least two stories for new buildings along Commercial Corridors, in keeping with neighborhood character.

1.10.5 Encourage the development of high-density housing on Commercial Corridors.

1.10.6 Encourage the development of medium-density housing on properties adjacent to properties on Commercial Corridors.

Neighborhood Commercial Nodes

Neighborhood Commercial Nodes are designated on Penn Avenue at five intersections: 44th Avenue, Lowry Avenue, West Broadway Avenue, Plymouth Avenue, and Cedar Lake Road.

Definition: Generally provide retail or service uses on at least three corners of an intersection. Serve the surrounding neighborhood with a limited number of businesses serving a larger area. Mix of uses occurs within and among structures.

Residential Density: High density (50-120 du/acre), transitioning down to medium density in surrounding areas.

Policy 1.11: Preserve and enhance a system of Neighborhood Commercial Nodes that includes a mix of housing, neighborhood-serving retail, and community uses.

1.11.1 Discourage the commercial territorial expansion of Neighborhood Commercial Nodes, except to adjacent corners of the node's main intersection.

1.11.2 Support the continued presence of small-scale, neighborhood-serving retail and commercial services in Neighborhood Commercial Nodes.

1.11.3 Discourage new or expanded uses that diminish the transit and pedestrian character of Neighborhood Commercial Nodes, such as some automobile services and drive-through facilities.

1.11.4 Encourage a height of at least two stories for new buildings in Neighborhood Commercial Nodes, in keeping with neighborhood character.

1.11.5 Encourage the development of medium- to high-density housing where appropriate within the boundaries of Neighborhood Commercial Nodes, preferably in mixed use buildings with commercial uses on the ground floor.

1.11.6 Encourage the development of medium-density housing immediately adjacent to Neighborhood Commercial Nodes to serve as a transition to surrounding low-density residential areas.

1.11.7 Encourage the redevelopment of vacant commercial buildings and direct City services to these areas.

Transit Station Areas

This land use category is likely to apply to area within a ½ mile radius of future Bottineau Boulevard LRT station at Highway 55/Penn Avenue.

Policy 1.13: Support high-density development near transit stations in ways that encourage transit use and contribute to interesting and vibrant places.

1.13.1 Encourage pedestrian-oriented services and retail uses as part of higher density development near transit stations.

1.13.2 Pursue opportunities to integrate existing and new development with transit stations through joint development.

1.13.3 Discourage uses that diminish the transit and pedestrian character of areas around transit stations, such as automobile services, surface parking lots, and drive-through facilities.

1.13.4 Encourage architectural design, building massing and site plans to create or improve public and semi-public spaces near the station.

1.13.5 Concentrate highest densities and mixed use development adjacent to the transit station and along connecting corridors served by bus.

1.13.6 Encourage investment and place making around transit stations through infrastructure changes and the planning and installation of streetscape, public art, and other public amenities.

Transportation Chapter

The transportation chapter is focused on the integration of transportation and land use planning and the creation of a balanced multi-modal transportation system throughout the city. The chapter consists of 11 transportation-related topics, each supported by a policy and corresponding implementation strategies. Like the land use chapter, the transportation chapter identifies the designations for street, transit, and biking facilities.

Goal Statement:

Minneapolis will build, maintain, and enhance access to multi-modal transportation options for residents and businesses through a balanced system of transportation modes that supports the City's land use vision, reduces adverse transportation impacts, decreases the overall dependency on automobiles, and reflects the city's pivotal role as the center of the regional transportation network.

Transportation Designations:

The following transportation designations are relevant to the Penn Avenue corridor.

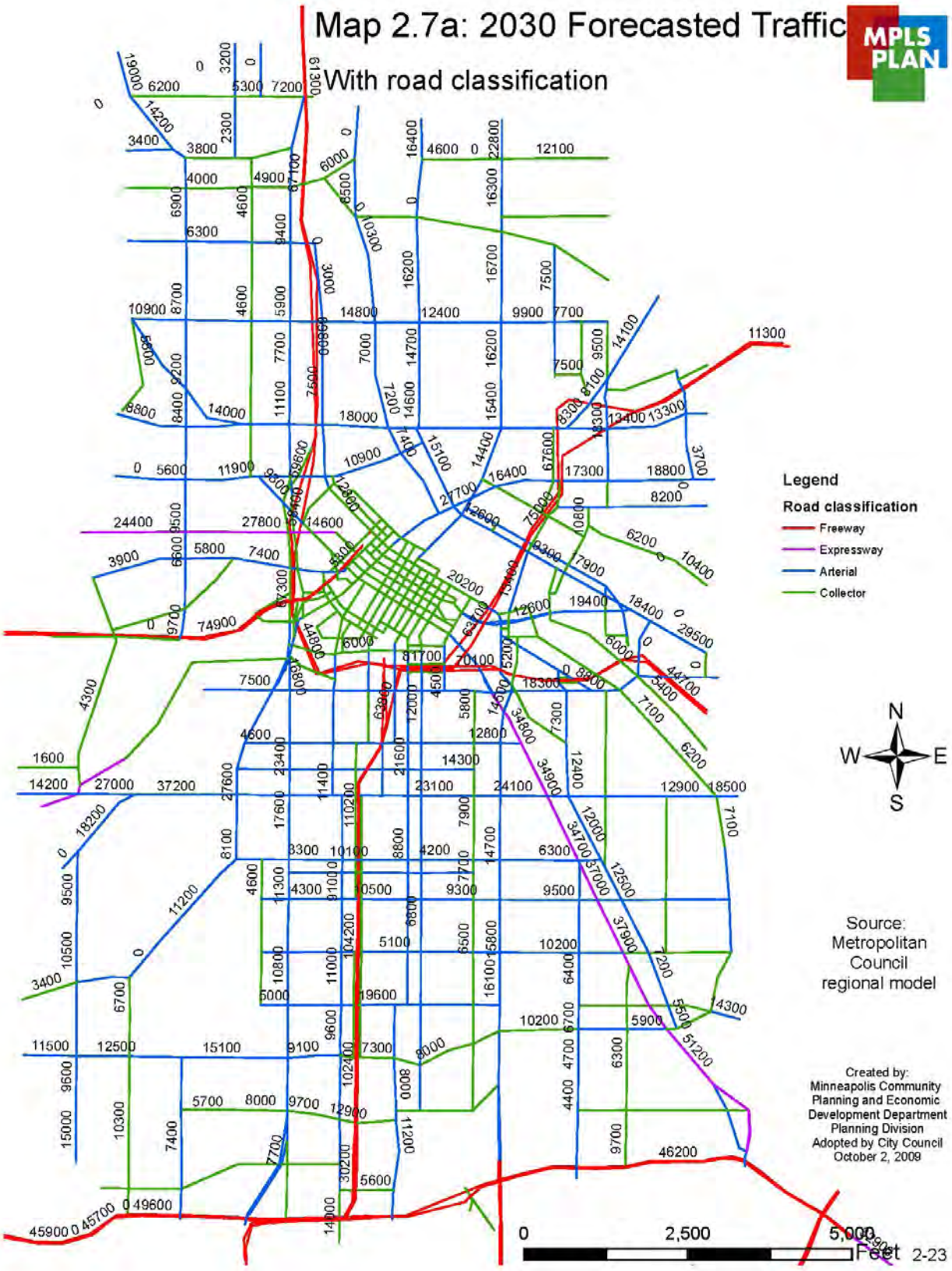
Roadway Functional Classifications:

- Principal Arterials – Highway 55 (also known as Olson Memorial Highway)
- "A Minor" Arterials - Osseo Road/44th Avenue (CSAH 152), West Broadway Avenue (CSAH 81), Golden Valley Road (CSAH 66), Glenwood Avenue (CSAH 40)
- "B Minor" Arterials - Penn Avenue (CSAH 2), Lowry Avenue (CSAH 153)
- Collectors – Plymouth Avenue, Dowling Avenue, 26th Avenue, 42nd Avenue, 45th Avenue

Primary Transit Network (PTN) Routes:

Penn Avenue is part of the PTN from Highway 55 north to 44th Avenue and also along Osseo Road. The cross-streets of Highway 55 and 44th Avenue are also part of the PTN. Lowry Avenue is identified as a candidate PTN route.

FIGURE 4-2: ROADWAY FUNCTIONAL CLASSIFICATIONS AND 2030 FORECASTED TRAFFIC (AVERAGE DAILY TRAFFIC)



Designated Bikeways:

Plymouth Avenue, 26th Avenue, 42nd Avenue, Victory Memorial Drive (all existing); Lowry Avenue (future).

Key Relevant Policies:

Policy 2.1: Encourage growth and reinvestment by sustaining the development of a multi-modal transportation system.

Policy 2.2: Support successful streets and communities by balancing the needs of all modes of transportation with land use policy.

Policy 2.3: Encourage walking throughout the city by ensuring that routes are safe, comfortable, pleasant, and accessible.

Policy 2.4: Make transit a more attractive option for both new and existing riders.

Policy 2.5: Ensure that bicycling throughout the city is safe, comfortable and pleasant.

Policy 2.8: Balance the demand for parking with objectives for improving the environment for transit, walking and bicycling, while supporting the City's business community.

Housing Chapter

The Housing chapter supports growth in the City's neighborhoods through increasing the supply and variety of housing, particularly medium and high density housing, housing that is affordable to low and moderate income households, and life-cycle housing for households as they age and change in size. This chapter also contains important policies regarding maintenance of the quality, safety, and character of the City's housing stock, as well as enforcement of high standards of property management and maintenance. In total, there are eight housing policies.

Goal Statement:

Minneapolis will build and maintain the strength, vitality, and stability of the City's neighborhoods by providing a variety of housing opportunities to meet the needs of all members of the community.

Key Relevant Policies:

Policy 3.1: Grow by increasing the supply of housing.

3.1.1 Support the development of new medium- and high-density housing in appropriate locations throughout the city.

3.1.2 Use planning processes and other opportunities for community engagement to build community understanding of the important role that urban density plays in stabilizing and strengthening the city.

Policy 3.2: Support housing density in locations that are well connected by transit, and are close to commercial, cultural and natural amenities.

3.2.1 Encourage and support housing development along commercial and community corridors, and in and near growth centers, activity centers, retail centers, transit station areas, and neighborhood commercial nodes.

3.2.2 Engage in dialogue with communities about appropriate locations for housing density, and ways to make new development compatible with existing structures and uses.

Policy 3.3: Increase housing that is affordable to low and moderate income households.

Policy 3.4: Preserve and increase the supply of safe, stable, and affordable supportive housing opportunities for homeless youth, singles, and families.

Policy 3.5: Improve the stability and health of communities of concentrated disadvantage through market building strategies and strategies that preserve and increase home ownership.

3.5.1 Work to improve the stability and sustainability of the city's disadvantaged communities by taking measures to diversify the household mix and allay historic patterns of concentration of poverty.

3.5.2 Pursue an integrated array of development and revitalization strategies to attract a broadened socio-economic mix of residents to communities of concentrated disadvantage.

3.5.4 Work with for-profit, nonprofit, and governmental partners to increase understanding of the need for market-building investments in communities of concentrated disadvantage.

3.5.10 Support the timely development of infill housing on vacant lots. Use partnerships and incentives to reduce duration of vacancy.

Policy 3.6: Foster complete communities by preserving and increasing high quality housing opportunities suitable for all ages and household types.

Policy 3.7: Maintain the quality, safety and unique character of the City's housing stock.

Policy 3.8: Preserve and strengthen community livability by enforcing high standards of property management and maintenance.

Economic Development Chapter

This chapter provides a policy framework for growing and protecting a healthy, sustainable economy focused on supporting the city's businesses, the people employed by those businesses, and the places in which businesses are located. Policies include supporting private sector growth to create a healthy diverse economy; assisting existing and new businesses; developing and maintaining the city's technological and informational infrastructure; cleaning up contaminated sites; supporting job growth and workforce development; and improving connectivity between employees and jobs. There are 11 economic development policies, not including Downtown policies.

Goal Statement:

Minneapolis will grow as the regional center for employment, commerce, industry and tourism, providing opportunities for residents, entrepreneurs, and visitors.

Key Relevant Policies:

Policy 4.2: Promote business start-ups, retention, and expansion to bolster the existing economic base.

4.2.1 Promote access to the resources and information necessary for successful operation of healthy businesses.

4.2.2 Continue to link businesses with organizations that provide technical assistance and best practice models within the city.

4.2.3 Continue to assist businesses in identifying appropriate locations within the city.

4.2.4 Assist in site assembly for strategic commercial and industrial properties where appropriate.

4.2.5 Encourage small business opportunities, such as appropriate home occupations and business incubators, in order to promote individual entrepreneurs and business formation.

Policy 4.8: Continue to pursue the removal of barriers that prevent residents from holding living wage jobs and achieving economic self-sufficiency.

4.8.1 Improve the affordability and variety of housing choices for Minneapolis workers.

4.8.2 Improve public and alternative transportation that links workers to jobs.

4.8.3 Promote a more comprehensive range of child and elder care services.

4.8.4 Promote on-site day care as an employment assistance program.

Policy 4.9: Focus economic development efforts in strategic locations for continued growth and sustained vitality.

4.9.1 Prioritize economic development efforts around designated neighborhood commercial nodes, commercial corridors, activity centers, and growth centers.

4.9.2 Support industrial growth and expansion within Industrial Employment Districts. (The Humboldt Industrial District is located on the east side of Osseo Road.)

Public Services and Facilities Chapter

This chapter addresses public infrastructure, facilities, and services, including public buildings (schools, libraries, recreation centers, etc.), streets, sidewalks, bridges, traffic signals, street lighting, water systems, solid waste removal, recycling, public safety, and public health. In total, there are eight policies related to Public Services and Facilities. Refer to Figure 4-3, *Public Facilities*.

Goal Statement:

Through sound management and strategic investments, Minneapolis will maintain and develop public services and facilities that promote health, safety, and an enhanced quality of life for all members of this growing community.

Key Relevant Policies:

Policy 5.2: Support the efforts of public and private institutions to provide a wide range of educational choices for Minneapolis students and residents throughout the city.

Policy 5.4: Enhance the safety, appearance, and effectiveness of the city's infrastructure.

5.4.1 Maintain and improve the quality and condition of public streets, sidewalks, bridges, water systems, and other public infrastructure.

5.4.4 Encourage the creation of special service districts downtown and in other business districts in order to enhance streetscapes, provide security services, and maintain the public realm.

Policy 5.5: Improve the appearance and physical condition of private property throughout the city.

5.5.1 Educate the public about regulations affecting the maintenance of private property.

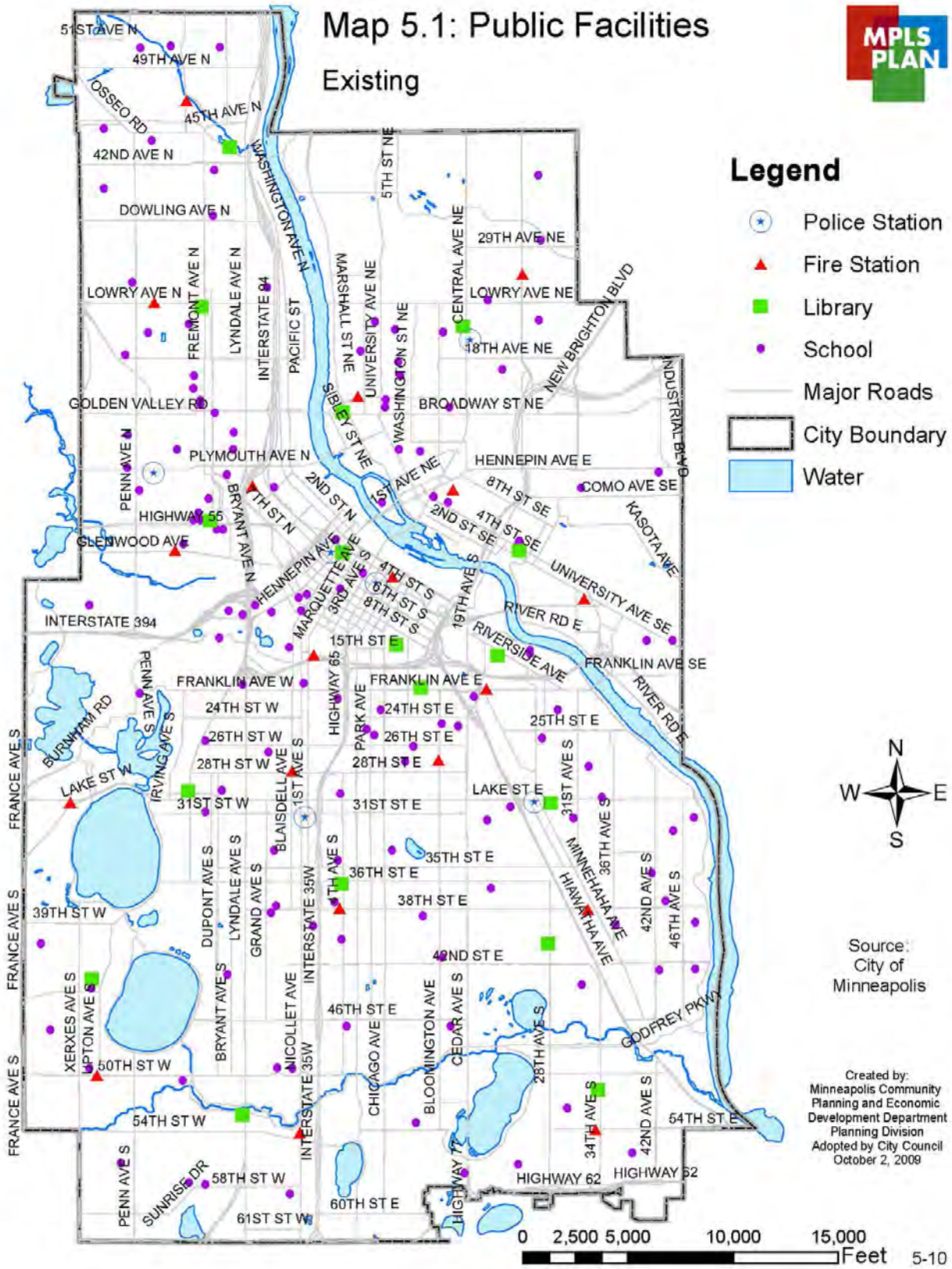
5.5.2 Use regulation and the development review process to ensure that redevelopment enhances the safety and appearance of private property.

5.5.3 Provide coordinated licensing, inspection and enforcement services aimed at ensuring attractive and livable neighborhoods.

Policy 5.6: Improve the safety and security of residents, workers, and visitors.

Policy 5.7: Protect and improve individual, community, and environmental health.

FIGURE 4-3: EXISTING PUBLIC FACILITIES



Environment Chapter

The City is committed to promoting sustainable city operations and environmentally-friendly practices that preserve and enhance the city's natural environment. This chapter addresses City policies and implementation steps related to City operations, global warming, climate change, resource conservation and air quality, renewable energy, sustainable sites, the urban tree canopy, water resource, noise, indoor environmental quality, and social equity. In total, there are 15 environmental policies.

Goal Statement*:*

Minneapolis will promote sustainable design practices in the preservation, development, and maintenance of its natural and built environments, provide equal access to all of the city's resources and natural amenities, and support the local and regional economy without compromising the needs of future generations.

Key Relevant Policies:

Policy 6.3: Encourage sustainable design practices in the planning, construction, and operations of new developments, large additions, and building renovations.

Policy 6.5: Support the efficient use of land and development that reduces the reliance on fossil fuels.

Policy 6.8: Encourage a healthy thriving urban tree canopy and other desirable forms of vegetation.

Policy 6.15: Support local businesses, goods, and services to promote economic growth, to preserve natural resources, and to minimize the carbon footprint.

Open Space and Parks Chapter

This chapter outlines the key directions of the Minneapolis Park and Recreation Board's 2020 Comprehensive Plan. It also addresses additional open spaces, which are not official parks or recreation areas, such as plazas, community gardens, pocket parks, cemeteries, corporate and college campuses, school outdoor spaces, and the Midtown Greenway. Chapter topics include Community Safety/Health/Recreation, Education, Equity and Equal Access, Ecology, Art and Historic Resources, Beauty and Built Form, and Economic Development and Tourism. For the Penn Avenue corridor, this chapter's eight policies provide guidance for improving people's connections to existing open space and parks along and near the corridor, as well as creating new and enhanced open spaces within the corridor, ranging from new parks to additional street trees.

Goal Statement*:*

Minneapolis will cooperate with other jurisdictions, public agencies, and the private sector to provide open space, green space, and recreational facilities to meet the short and long-term needs of the community and enhance the quality of life for city residents.

Key Relevant Policies:

Policy 7.1: Promote the physical and mental health of residents and visitors by recognizing that safe outdoor amenities and spaces support exercise, play, relaxation, and socializing.

Policy 7.3: Maintain and improve the accessibility of open spaces and parks to all residents.

Policy 7.6: Continue to beautify open spaces through well designed landscaping that complements and improves the city's urban form on many scales – from street trees to expansive views of lakes and rivers.

Heritage Preservation Chapter

There are three (3) designated historic landmarks within the Penn Avenue corridor: Victory Memorial Drive Historic District (Lowry Avenue to Humboldt Avenue), Maternity Hospital (300 Queen Avenue), and Mikro Kodesh Synagogue (1000 Oliver Avenue). There is one potential historic district identified within the Penn Avenue corridor, which is the Homewood Historic District (boundaries are Penn Avenue, Plymouth Avenue, Victory Memorial Drive, and Oak Park Avenue). Two potential historic districts nearby the Penn Avenue corridor: Golden Valley Apartments Historic District (3 blocks west of Penn Avenue), Oak Park Jewish Community Building Historic District (4 blocks east of Penn Avenue).

Goal Statement:

Minneapolis will promote the sustainable practice of protecting and reusing our culturally significant built and natural environment, including buildings, districts, landscapes, and historic resources, while advancing growth through preservation policies.

Key Relevant Policies:

Policy 8.1: Preserve, maintain, and designate districts, landmarks, and historic resources which serve as reminders of the city's architecture, history, and culture.

Policy 8.4: Examine and evaluate the contexts in which historic resources are analyzed.

8.4.1 Complete context studies associated with the city's history and development, such as the impact of Grand Rounds park system or transportation systems, to evaluate their impact on the built and natural environment.

8.4.2 Evaluate the impact of the ethnic and community groups on the natural and built environment.

Arts and Culture Chapter

A strategic direction for the City and purpose of this chapter is to link arts and culture with economic development. Existing public art in or near the Penn Avenue corridor is currently limited to the Floyd B. Olson and Harrison Gateway/Antoinette and James pieces at Penn Avenue Highway 55. This chapter also includes a map showing locations of artists throughout the city. There are also several public art pieces within the Grand Rounds' Victory Memorial Drive and Theodore Wirth districts.

Goal Statement:

Minneapolis will continually grow into a more diverse and vibrant city, ensuring that residents have access to rich and meaningful arts and cultural activities that are vital to the city's quality of life and economic success.

Key Relevant Policies:

Policy 9.1: Integrate and utilize arts and culture as a resource for economic development.

9.1.2 Collaborate with community-based arts organizations (such as ArtSpace, Metropolitan Regional Arts Council, and Springboard for the Arts) to build capacity and knowledge among organizations engaged in developing cultural facilities.

9.1.3 Provide workshops and training for Minneapolis nonprofit cultural organizations in facilities development.

9.1.8 Make Minneapolis a more livable place for artists through support for arts initiatives that contribute to the city's community development priorities.

Policy 9.5: Promote the city's arts and culture to residents, visitors, and civic and community leadership as an integral aspect of Minneapolis's identity, quality of life, economic vitality and civic health.

Policy 9.6: Promote collaborations among arts and cultural organizations, artists, the City, and other partners.

Urban Design Chapter

This chapter provides a design framework for community development and guidelines for all new development and redevelopment. The purpose of this chapter is to provide guidance for designing development and public spaces that reinforce the city's traditional urban form and are compatible with the character and scale of the surrounding existing buildings. The policies, guidelines, and implementation strategies address individual land uses (multi-family residential, single- and two-family residential, mixed-use/TOD, commercial, industrial, institutional, and public spaces), as well as streets/sidewalks, lighting, parking facilities, landscaping, signs, crime prevention, and the unique considerations of a winter city.

Goal Statement:

Minneapolis will be an attractive and inviting city that promotes harmony between the natural and built environments, gives prominence to pedestrian facilities and amenities, and respects the city's traditional urban features while welcoming new construction and improvements.

Key Relevant Policies:

Policy 10.4: Support the development of residential dwellings that are of high quality design and compatible with surrounding development.

Policy 10.5: Support the development of multi-family residential dwellings of appropriate form and scale.

10.5.1 Smaller-scale, multi-family residential development is more appropriate along Community Corridors and Neighborhood Commercial Nodes.

10.5.2 Medium-scale, multi-family residential development is more appropriate along Commercial Corridors, Activity Centers, Transit Station Areas and Growth Centers outside of Downtown Minneapolis.

Policy 10.6: New multi-family development or renovation should be designed in terms of traditional urban building form with pedestrian scale design features at the street level.

Policy 10.8: Strengthen the character and desirability of the city's urban neighborhood residential areas while accommodating reinvestment through infill development.

Policy 10.9: Support urban design standards that emphasize traditional urban form with pedestrian scale design features at the street level in mixed-use and transit-oriented development.

10.9.1 Encourage both mixed-use buildings and a mix of uses in separate buildings where appropriate.

10.9.2 Promote building and site design that delineates between public and private spaces.

10.9.3 Provide safe, accessible, convenient, and lighted access and way finding to transit stops and transit stations along the Primary Transit Network bus and rail corridors.

10.9.4 Coordinate site designs and public right-of-way improvements to provide adequate sidewalk space for pedestrian movement, street trees, landscaping, street furniture, sidewalk cafes, and other elements of active pedestrian areas.

Policy 10.10: Support urban design standards that emphasize a traditional urban form in commercial areas.

Policy 10.14: Encourage development that provides functional and attractive gathering spaces.

Policy 10.16: Design streets and sidewalks to ensure safety, pedestrian comfort, and aesthetic appeal.

10.16.1 Encourage wider sidewalks in commercial nodes, activity centers, along community and commercial corridors, and in growth centers such as Downtown and the University of Minnesota.

10.16.2 Provide streetscape amenities, including street furniture, trees, and landscaping, that buffer pedestrians from auto traffic, parking areas, and winter elements.

10.16.3 Integrate placement of street furniture and fixtures, including landscaping and lighting, to serve a function and not obstruct pedestrian pathways and pedestrian flows.

10.16.4 Employ pedestrian-friendly features along streets, including street trees and landscaped boulevards that add interest and beauty while also managing storm water, appropriate lane widths, raised intersections, and high-visibility crosswalks.

Policy 10.17: Provide sufficient lighting to reflect community character, provide a comfortable environment in a northern city, and promote environmentally-friendly lighting systems.

Policy 10.18: Reduce the visual impact of automobile parking facilities.

Policy 10.19: Landscaping is encouraged in order to complement the scale of the site and its surroundings, enhance the built environment, create and define public and private spaces, buffer and screen, incorporate crime prevention principles, and provide shade, aesthetic appeal, and environmental benefits.

Policy 10.22: Use Crime Prevention Through Environmental Design (CPTED) principles when designing all projects that impact the public realm, including open spaces and parks on publicly owned and private land.

Policy 10.23: Promote climate-sensitive design principles to make the winter environment safe, comfortable, and enjoyable.

URBAN AGRICULTURE POLICY PLAN

Plan Website

http://www.minneapolismn.gov/cped/planning/plans/cped_urban_ag_plan

Purpose

This policy document is a city-wide topical plan that has been adopted as a sub-component of the City's 2030 Comprehensive Plan. This Plan focuses on identifying the City's existing land use policies and regulations that may present barriers for the growth of urban agriculture in Minneapolis and recommends the creation of new policies and regulations that remove barriers and create more opportunities for urban agriculture land uses throughout the city. The intent of the plan is to identify how urban agriculture can be supported as one of the City's urban land uses.

Key Takeaways

Recommendations in the plan that are particularly relevant to the Penn Avenue corridor include the following:

- Consider opportunities for farmers markets, urban farms, market gardens, and community gardens when small area plans are developed, particularly in underserved areas
- Consider access to farmers' markets when long range transportation planning is taking place
- Add public health as a common element in future planning efforts, better integrating design and health with the help of analysis tools such as Health Impact Assessments
- Encourage the planting of produce as part of the required landscaping in new developments
- Explore opportunities for an urban agriculture demonstration project that incorporates new development and growing or the creative reuse of land
- Where appropriate, consider the inclusion of farmers' markets and community gardens when Requests for Proposals are sought for larger-scale new development on City-owned parcels, particularly in underserved areas

MINNEAPOLIS PARK AND RECREATION BOARD'S 2020 COMPREHENSIVE PLAN

Plan Website

http://www.minneapolisparks.org/documents/about/compplan/ComprehensivePlan.pdf

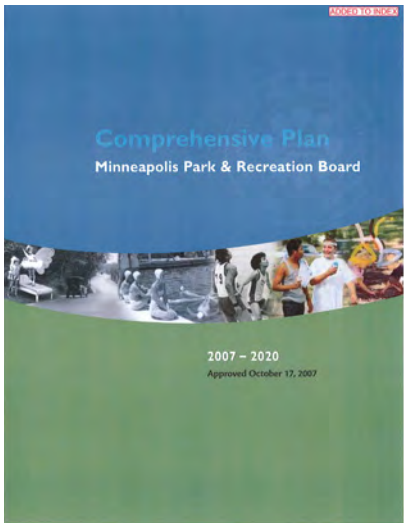
Purpose

This 2020 Comprehensive Plan was developed in 2007 to fulfil the Metropolitan Council's requirements for parks in the City's 2008 Comprehensive Plan Update. The Plan establishes a 2020 vision statement and four themes, with each theme supported by goals and strategies. Refer to Figures 4-4, *Existing Minneapolis Park System*, and 4-5, *Future Parkland and Facility Study Areas and Adopted Plans*.

Key Takeaways

The four vision themes are:

1. Urban forests, natural areas, and waters that endure and captivate
2. Recreation that inspires personal growth, healthy lifestyles, and a sense of community



Minneapolis Park and Recreation Board's 2020 Comprehensive Plan

3. Dynamic parks that shape city character and meet diverse community needs
4. A safe place to play, celebrate, contemplate, and recreate

Some goals and strategies that are particularly relevant to the Penn Avenue corridor include the following:

Goal:

Parks shape an evolving city.

- Provide a well-maintained, safe, and continuous trail system (*see Map III, page 28*), giving priority to completing the "missing link" of the Grand Rounds Parkway (*see Map IV, page 29*) and providing trail connections in north and northeast Minneapolis. Specific trail connections are not identified on the maps.
- Balance the distribution of premier park and recreation features across the city, giving priority to adding features to north and northeast Minneapolis (*see Map IV, page 29*). The area generally between Plymouth Avenue and 44th Avenue is identified as a "premier park and recreation feature study area."
- Help shape the built form of the city by developing and/or implementing park plans to acquire parkland and build amenities in current or projected growth areas of the city, including: Bassett Creek Valley, Hiawatha LRT Corridor, Downtown, Southeast Minneapolis Industrial, Midtown Greenway Corridor, Upper River, Northeast Industrial, North Loop, and Central Riverfront (see *Map IV, page 29*). Periodically examine trends in household and population growth or changes to identify additional study areas. The area generally between Plymouth Avenue and Interstate 394 is identified as a "project growth area study area."
- Ensure park access for all residents by providing parks within an easy walk from their homes (no more than six blocks) and achieving a ratio of .01 acres of parkland per household (*see Map IV, page 29 for service gap study areas*). The area generally between Lowry Avenue and 44th Avenue is identified as one of two large "service gap study areas" in the entire city – Northside and Northeast.

Goal:

Healthy boulevard trees connect all city residents to their park system.

- Maximize every opportunity to reforest city boulevards.
- Work with the City to ensure that boulevard conditions and designs heighten tree longevity.
- Plant boulevard trees that complement the park system's natural areas and are appropriate for the conditions of the boulevard.

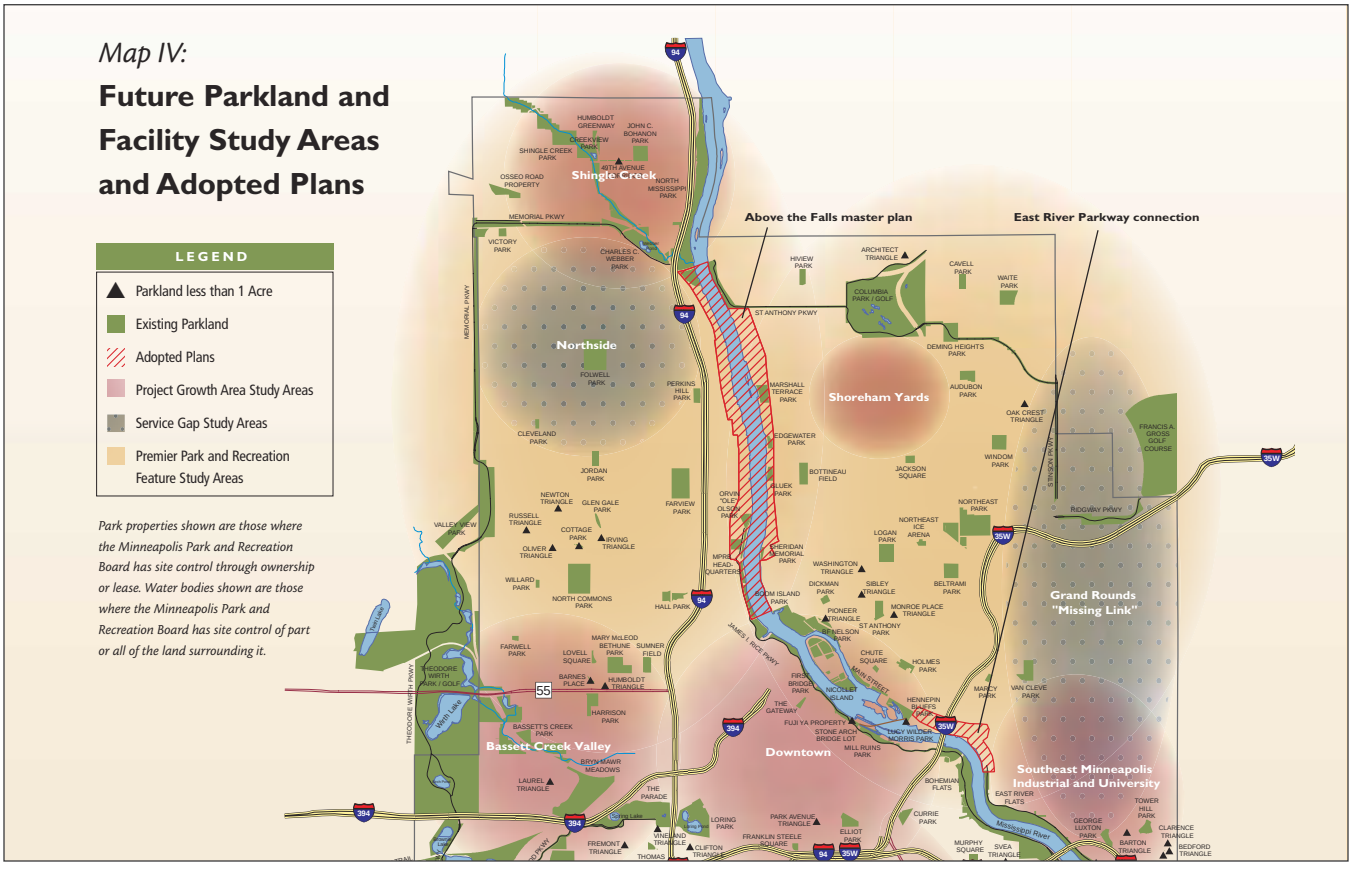
Goal:

Parks are safe and welcoming by design.

- Design parks to meet or exceed safety standards, building codes, and Crime Prevention through Environmental Design (CPTED) principles.
- Monitor park amenities to ensure safety standards and codes are continually met, and develop plans to meet standards or remove facilities that do not meet minimum safety requirements.
- Work with communities and the city to provide safe pedestrian and bicycle routes to and within parks.

FIGURE 4-4: EXISTING MINNEAPOLIS PARK SYSTEM

FIGURE 4-5: FUTURE PARKLAND AND FACILITY STUDY AREAS AND ADOPTED PLANS



Bryn Mawr Neighborhood Land Use Plan

BRYN MAWR NEIGHBORHOOD LAND USE PLAN

Plan Website

http://www.bmna.org/planninglrt.html

Purpose

This neighborhood land use plan was intended to inventory and illustrate current problems, goals identified by the neighborhood, and recommendations on desired land uses for the future. The plan establishes a neighborhood vision, five goals, a design framework (land use, buildings, transportation, public spaces), and recommendations for nine potential redevelopment sites, of which, three are located along the Penn Avenue corridor (South Gateway, Downtown Bryn Mawr, North Gateway). This plan was adopted by the Minneapolis City Council and incorporated into the City's Comprehensive Plan.

Key Takeaways

Vision: In 2020, Bryn Mawr is a vital, healthy community with a strong identity. Development in the neighborhood respects and enhances Bryn Mawr's built and natural environments. The neighborhood provides beautiful gathering places for residents to enjoy community amenities. It has a safe, pedestrian-friendly, and vital neighborhood commercial node, which serves the neighborhood's needs and which has become a community gathering place. People living in Bryn Mawr are free of traffic problems and have transportation choices. Residents also have full life-cycle housing in the neighborhood.

Goals:

- To protect the quality of the existing residential area.
- To provide and maintain safe and efficient transportation systems for private vehicles, public transportation, bicycles, and pedestrian traffic.
- To provide a range of housing options to meet the needs of people of diverse incomes, ages, and family sizes, while maintaining the current percentage of owner-occupied housing in the neighborhood.
- To preserve, protect, restore, and ensure the conscious management of Bryn Mawr's natural resources (forests, wetlands, and water bodies).
- To preserve and enhance Bryn Mawr's heritage.

The Site Studies chapter includes three sites along the Penn Avenue corridor: South Gateway, Downtown, and North Gateway. The South Gateway is recommended for future mixed-use development, including medium-high density residential, offices, and small-scale retail and services. Office and commercial buildings could be used to buffer residential buildings from Interstate 394; residential buildings could be oriented to the views of Cedar Lake Park and Downtown Minneapolis. Future development should also enhance the vertical circulation between the neighborhood, LRT station, and Cedar Lake Park and Trail. Bryn Mawr's Downtown is recommended for potential higher density/senior housing with retail at ground level, a small public plaza, and streetscape improvements (widening of sidewalks, adding street trees, improving lighting, adding angle parking along Cedar Lake Road, and reconfiguring the traffic flow at Cedar Lake Road and Laurel Avenue). The North Gateway site study (at the northwest corner of Penn Avenue and Chestnut Avenue) recommends possibly converting the existing industrial building to a community center and fine arts studio in the future and improving neighborhood access to Bassett Creek Park.

Key recommendations relevant to the Penn Avenue corridor include:

- Add new housing that expands the range of housing options to meet the needs of senior, low-income, smaller, and rental households

- Significant redevelopment (medium-high density residential, offices, and small-scale retail and services) and public infrastructure improvements at the South Gateway site
- Reconfigure the challenging intersection of Penn Avenue and Cedar Lake Road/Laurel Avenue
- Increase the amount of parking in Downtown Bryn Mawr, including the consideration of angled parking along Cedar Lake Road
- Improve the Penn Avenue streetscape, including narrowing intersections, widening sidewalks, adding crosswalks, providing a landscaped buffer between sidewalks and streets, installing decorative pedestrian-scale street lighting, and providing bike racks

PENN AVENUE NORTH REDEVELOPMENT PLAN

Plan Website

http://www.ci.minneapolis.mn.us/www/groups/public/@cped/documents/webcontent/wcms1p-081841.pdf

Purpose

In response to the significant structural damage caused by the May 22, 2011 tornado along Penn Avenue, the City of Minneapolis completed a light analysis for the area in 2011. Penn Avenue was determined to be a blighted area based on the concentration of damaged and deteriorated structures existing along this corridor.

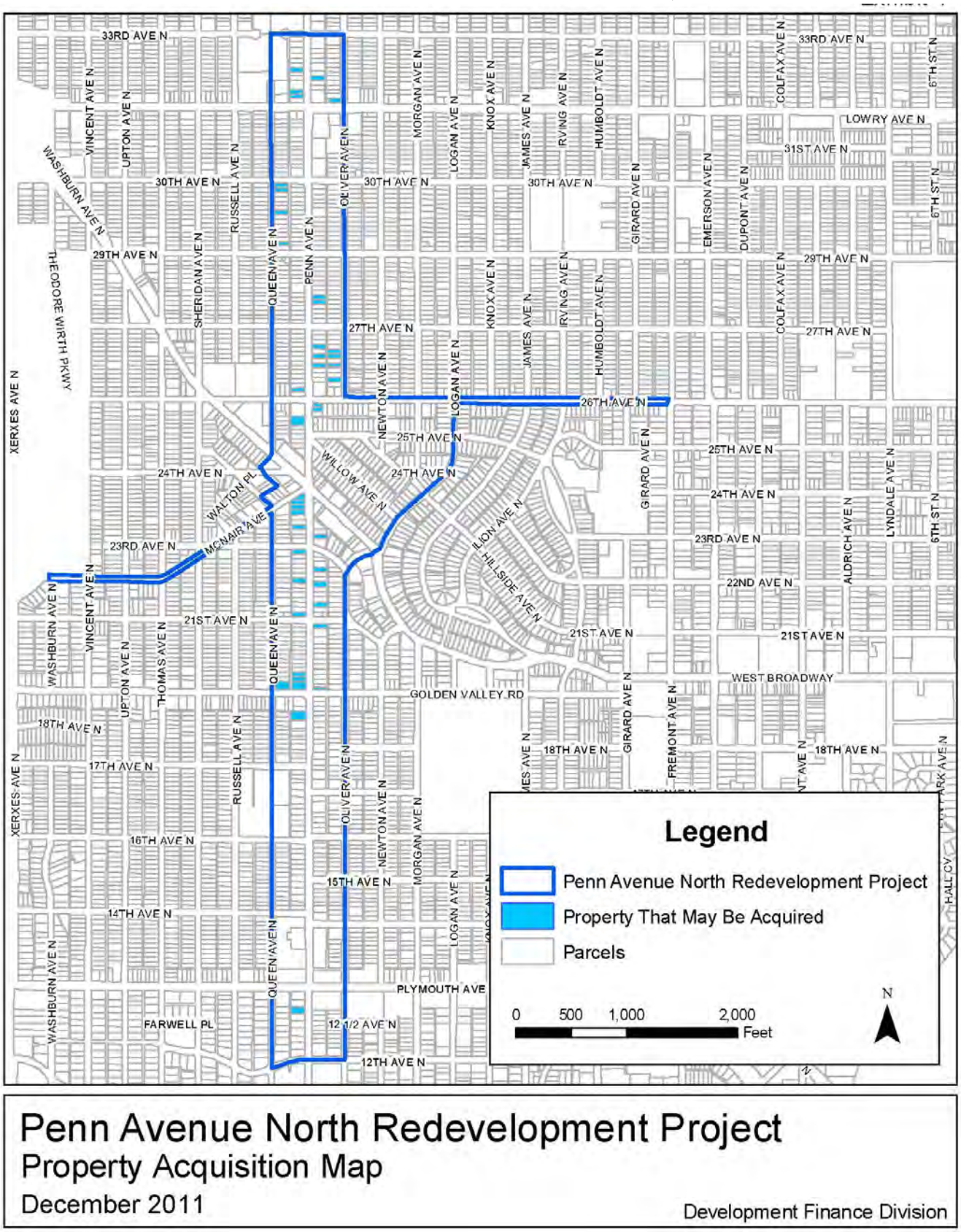
The Penn Avenue North Redevelopment Plan establishes and defines the boundaries of the Penn Avenue Redevelopment Project, as required by Minnesota for setting up an official redevelopment project. The Penn Avenue North Redevelopment Project area is bounded generally on the north by 33rd Avenue, on the south by 12th Avenue, on the west by Queen Avenue, and on the east by Oliver and Logan Avenues; so the project area generally extends one block on each side of Penn Avenue.

Penn Avenue North Redevelopment Plan

Key Takeaways

The impact of this official redevelopment plan is that it enables activities that will remove blight and facilitate redevelopment of the area. To this effect, the redevelopment plan identifies specific redevelopment objectives, land use policies, a list of properties that may be acquired by the City of Minneapolis, the City's relocation obligations, and the City's citizen participation commitment. Forty-two tax parcels have been identified as properties that may be acquired at some point by the City of Minneapolis. Refer to Figure 4-6, *Penn Avenue North Redevelopment Project Property Acquisition Map*.

FIGURE 4-6: PENN AVENUE NORTH REDEVELOPMENT PROJECT PROPERTY ACQUISITION MAP



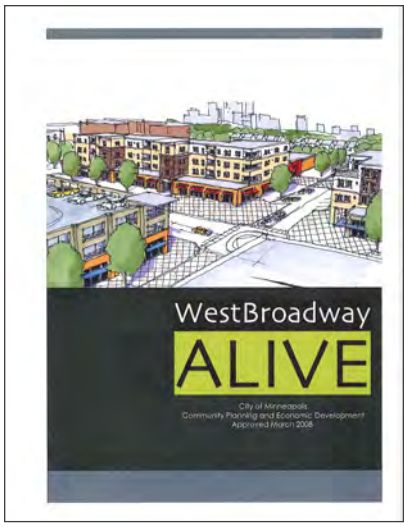
Penn Avenue North Redevelopment Project

Property Acquisition Map

December 2011

Development Finance Division

WEST BROADWAY ALIVE!



West Broadway ALIVE!

Plan Website

http://www.ci.minneapolis.mn.us/cped/planning/plans/cped_west-broadway

Purpose

The West Broadway Alive plan was a plan for restoring the role of West Broadway as a Main Street providing goods and services useful to the surrounding neighborhood; as a destination and activity center; and as a community space. It attempted to provide a roadmap for bringing West Broadway truly alive with long-term economic stability, and as a place of community pride rooted in the many cultures of the community in which it is situated. Analysis and recommendations focused on redevelopment, business district activation, and design improvements.

Key Takeaways

Vision: West Broadway is a multicultural place rich in history, civic engagement, and the arts. The West Broadway community celebrates the Avenue as a welcoming, attractive, and safe place alive with the collaboration of residents, business owners, and others, promoting economic vitality for future generations.

Guiding Principles:

- Unified character and identity
- Linkages and approaches that improve real and perceived access
- Community expression through public art, façade improvements and other design features
- New development is of a high quality that complements historic character
- Local businesses are valued. New businesses are welcome. Healthy mix of goods and services is desired.
- New housing is important. It should "create options, adding to the area's supply of middle income and upscale housing while providing some affordable living opportunities."

Themes/Branding:

- Main Street
- Activity Center/Destination
- Art and Design
- Cultural Diversity
- Note: Penn Avenue has a particular opportunity to support the Art and Design theme

Subareas:

- West Gateway
- Penn/Broadway
- The Curve
- Hawthorn Crossings/Historic Storefront
- Broadway/Lyndale
- River Gateway

Land Use and Development Guidance:

- The plan includes maps of:
  - Development Opportunities: See map of Penn/Broadway area
  - Land Use: Mixed use development is supported at Penn/Broadway

  - › Development Intensity: a mix of medium and high density is supported at Penn
  - › Development Intensity (see Figure 4-7 below): medium and high density areas at the Penn Avenue/West Broadway Avenue intersection
- Penn Broadway is a Neighborhood Commercial Node in the City's comprehensive plan

Design Threads: The plan supports building a district "look" through attention to these three design threads:

- Color and Pattern: bright and visually engaging
- Three Dimensionality/Movement: artistic elements with depth
- Language: build in community expression through language

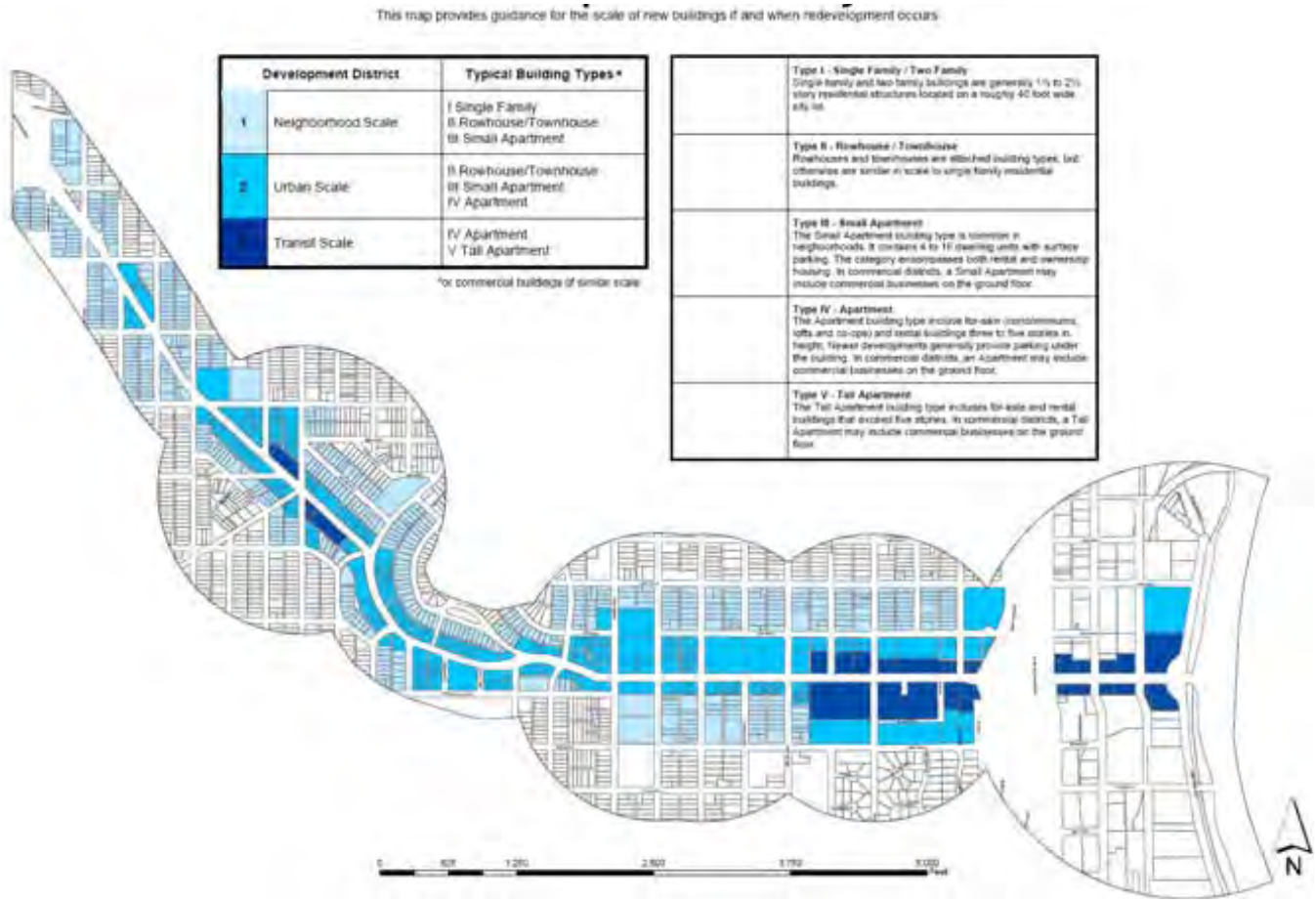
Guidelines:

- Development guidelines are provided to guide private development
- Public realm guidelines guide streetscaping elements

Additional Penn Broadway Guidance:

- Public Art is emphasized as a key opportunity
- Development concept for Penn Broadway: The Case Study chapter includes an illustrated concept for the Capri Theater block at Penn and Broadway that team members should be aware of. It suggests mixed use development with retail along Broadway, and medium-density (3 to 5 stories) housing.
- Intersection design or operations should be improved to make it easier to cross the street

FIGURE 4-7: WEST BROADWAY DEVELOPMENT INTENSITY



- Sidewalk widths should be expanded where opportunity allows (e.g. with new development)
- Shared off-street parking should be explored

PENN - WEST BROADWAY TOD DESIGN GUIDELINES

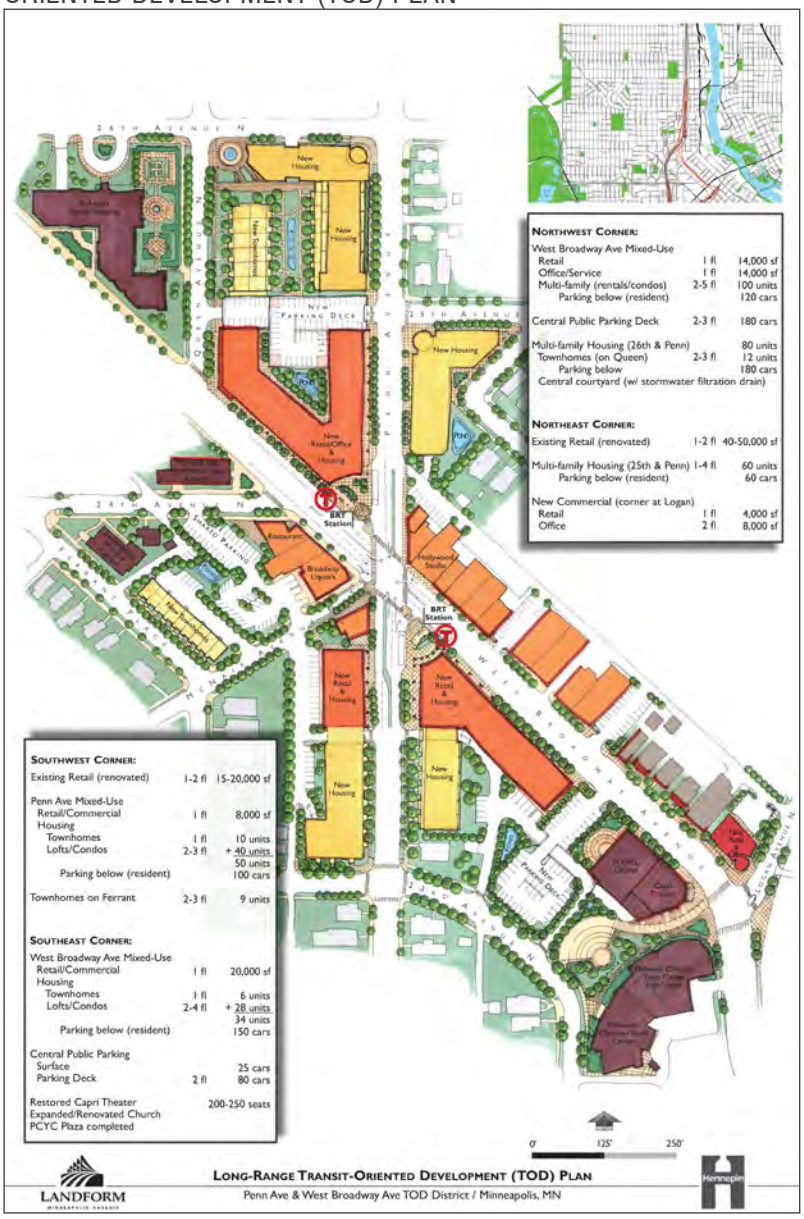
Plan Website

http://www.ci.minneapolis.mn.us/cped/projects/cped_penn_broadway

Purpose

These design guidelines were created in anticipation of a proposed bus rapid transit line running on West Broadway that was anticipated to be constructed in late 2006. The Penn/ West Broadway area was seen as a key station, and this study of transit-oriented development within a quarter mile of the station was intended to inspire and guide redevelopment, while reflecting the aspirations of the community. Refer to Figure 4-8, *Long-Range Transit-Oriented Development (TOD) Plan*, for the Penn Avenue/West Broadway Avenue redevelopment concept.

FIGURE 4-8: PENN-WEST BROADWAY LONG-RANGE TRANSIT-ORIENTED DEVELOPMENT (TOD) PLAN



Key Takeaways

- This plan was subsumed into the West Broadway Alive plan.
- Key policies from the plan were:
  - Transit is vital to this node
  - Development should celebrate and enhance community determined design elements
  - Existing business are supported. New businesses are welcome and should enhance the mix of goods and services available
  - New housing should complement and supplement the housing that is available in the community
  - Public art is encouraged, especially for public spaces
  - Transit stations at this node should be designed as civic spaces, and should be complemented by transit oriented development

Lowry Avenue Strategic Plan

LOWRY AVENUE STRATEGIC PLAN

Plan Website

http://www.ci.minneapolis.mn.us/cped/planning/rezoning/cped_lowry_strategic_plan

Purpose

This plan builds on the Lowry Avenue Corridor Plan, which established a compelling general vision for Lowry Avenue, and emphasized the public infrastructure improvements that could be made to make the corridor more appealing and attractive. This plan provides a complementary focus and recommendations. It includes the development of more detailed long-term land use and development guidance than was offered in the Lowry Avenue Corridor Plan. It also offers a holistic implementation program for incentivizing property and business investments along Lowry Avenue. It focuses on the North Minneapolis portion of Lowry Avenue, west of the Mississippi River.

Key Takeaways

- Land Use and Development Guidance:
  - Neighborhood commercial nodes at Emerson/Fremont and at Penn. Support for sub-node commercial clusters at Upton, Knox and Lyndale. Mixed use development supported at these nodes.
  - The plan includes a "Future Land Use" map of Penn and Lowry. Refer to Figure 4-9, *Lowry Avenue Future Land Use*.
  - Medium-density development is supported along all of Lowry, and along the first block of Penn Avenue north and south of Lowry (the extent of the study area). Development at somewhat higher density (not defined, but up to five or six stories maybe) is supported at the intersections where transit service crosses Lowry — i.e. at Lyndale, Emerson/Fremont, and Penn. Transitions of scale are recommended where higher-density meets neighborhood-scale development.
- Development Objectives:
  - All Lowry Avenue development should be two or more stories
  - Buildings should feature articulated facades, design detail, and entrances facing Lowry
  - Design themes include brickwork and the use of landscaping at many levels, including a concept for extending the north-south boulevard trees all the way to Lowry
- Development Opportunities: Refer to Figure 4-10, *Lowry Avenue Development Opportunities.*

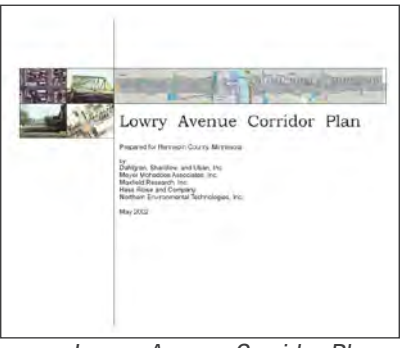
FIGURE 4-9: LOWRY AVENUE FUTURE LAND USE

- Penn and Lowry Guidance:
  - Vision: "to create a vibrant community-serving mixed-use retail area—where north Minneapolis residents can do multiple tasks and activities such as shopping, eating, banking, and utilizing professional services."
  - Objectives:
    - Expand business mix using national and local businesses
    - Fill existing storefronts
    - Add outdoor community space
    - Build density at northwest corner, including housing, and increase the footprint of available land
    - Build connection to park space, creating a "visible gateway connection"
    - Enhance the connectedness and sense of connectedness to the post office
    - Bring liquor store closer to the intersection to anchor the corner and to buffer neighborhood impacts
  - Penn Avenue is a good candidate for construction of an "enhanced transit station facility." New commercial development "should consider creating a public plaza or outdoor seating."
  - Phasing: Includes a phasing plan for development at Lowry and Penn
  - See also Mayor's Design Team AIA exercise focused on Penn and Lowry
- Transportation:
  - Support pedestrian mobility with improved signal timing, countdowns, and crosswalk markings.
- Housing:
  - Balance of rental and ownership, affordable and market rate housing. "Affordable, income-qualified housing should be balanced with housing that is targeted to middle and even higher income households."
  - Product mix should include lower density multifamily such as townhomes, which are hard to find in Minneapolis
  - Housing should be marketed to a "wide demographic and cultural spectrum — families and singles, seniors, artists, local church members, employees of area institutions, etc."
  - Implementation strategies include third-party site assembly and branding of Lowry as a desirable address
  - Employer assisted housing could be pursued with North Memorial Hospital

Lowry and Penn Development Scenario

FIGURE 4-10: LOWRY AVENUE DEVELOPMENT OPPORTUNITIES

- Economic Development:
  - › Strategies for supporting businesses include:
    - Technical support, financial support
    - Block club adoption
    - Coordinated marketing, shop local campaign, and events
    - Place-making
    - Coordinated response to problem businesses
  - › Strategies for attracting new businesses include:
    - Developing a marketing plan and packet
    - Identify needed business types
    - Recruiting capacity/staffing
    - Financial support
    - Capitalize on existing clusters (e.g. Hmong businesses) in branding



Lowry Avenue Corridor Plan

LOWRY AVENUE CORRIDOR PLAN

Plan Website

http://www.ci.minneapolis.mn.us/www/groups/public/@cped/documents/webcontent/convert_258835.pdf

Purpose

The Lowry Avenue Corridor Plan was funded by Hennepin County in anticipation of two categories of improvements to the Lowry Avenue corridor: It provided specific guidance for reconstruction and enhancement of the road and sidewalk infrastructure, and it offered a vision for complementary redevelopment that would benefit the surrounding community. It incorporates elements of market, economic, transportation, urban design, and environmental analysis to enhance, promote, and link this important corridor to surrounding areas.

Key Takeaways

- This plan was superseded by the Lowry Avenue Strategic Plan (see p. 4-27)
- Public Realm:
  - › The primary focus of the document was the street reconstruction and streetscaping plan for Lowry Avenue
  - › This plan was implemented through property acquisition, widening of the street, installation of center boulevards in certain areas, reconstruction of the street and sidewalks, and addition of streetscaping elements
- Development concepts were largely supported, and given additional detail and implementation strategy in the subsequent Lowry Avenue Strategic Plan.

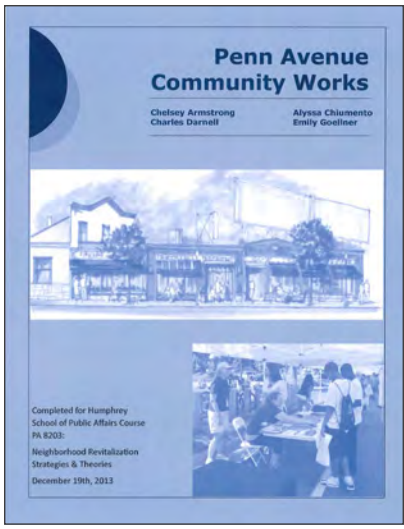
PENN AVENUE COMMUNITY WORKS REPORT (U OF M HUMPHREY INSTITUTE GRADUATE STUDENTS PROJECT)

Plan Website

http://www.hennepin.us/residents/transportation/penn-avenue-community-works

Purpose

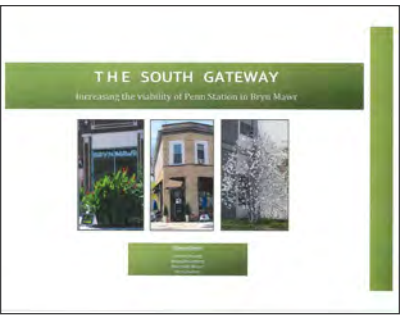
The purpose of this report, which was completed by four University of Minnesota Humphrey Institute graduate students for a public affairs course, was to establish the foundation for Penn Avenue Community Works and shape the future direction of the project. The report provides a description of the existing conditions of the neighborhoods along the Penn Avenue corridor in terms of socioeconomic factors, development projects, and capital improvement plans. It also provides a comparative assessment of previous plans and studies relevant to the Penn Avenue corridor. Based on this assessment of existing conditions and planning, the report proposes four corridor investment strategies (arterial bus rapid transit, pedestrian and streetscape improvements, business improvement districts, and placemaking), as well as guiding principles and strategies for equitable development.



Penn Avenue Community Works Report (U of M Humphrey Institute Graduate Students Project)

Key Takeaways

- The socioeconomic information reveals some important differences between the nine neighborhoods along the Penn Avenue corridor in terms of racial/ethnic mix, household sizes, household incomes, employment rates, automobile ownership, and commuting behaviors. This information may be helpful in exploring different types of redevelopment and public improvements for the various nodes and segments of the corridor, based on the characteristics and needs of the adjacent neighborhoods.
- The comparative assessment of previous plans and studies identifies a geographic gap with no specific planning being done for the northern portion of the corridor, particularly between 34th and 44th Avenue. It is important to understand what policies are in place for each node and segment of the corridor, and whether the policies are general, specific, or just recommendations. For example, the Lowry Avenue Strategic Plan and West Broadway Alive are corridor plans with specific policies; in comparison, the Bottineau Transitway Station Area Pre-Planning Study contains general recommendations.
- In general, the report found that there are very few differences in policy directions between the various plans and studies. However, the comparative assessment does identify some potential discrepancies between the various plans, including the following:
  - The appropriate building types and densities: The West Broadway Alive! Plan recommends buildings be a minimum of two stories while the North Minneapolis Market Strategy recommends that Penn Avenue nodes retain their convenience retail and fast food uses.
  - Guidance for the appropriate housing density along Penn Avenue may differ between the City's 2030 Comprehensive Plan and the corridor plans (e.g. Lowry Avenue Strategic Plan).
  - The Southwest LRT Transitional Station Area Action Plan for the planned Penn Avenue station recommends bus service extending all the way down Penn Avenue to the future LRT station but Metro Transit does not have plans for this connection
- The report's guiding principles and strategies for equitable development, and supporting case studies (Seattle, Portland, Boston) provide a foundation for incorporating equitable development into the corridor vision and implementation framework. The report proposes seven guiding principles and 18 strategies.



Bryn Mawr South Gateway Plan

BRYN MAWR SOUTH GATEWAY PLAN

Plan Website

Not available.

Purpose

This plan was created to address the potential barriers facing the viability of the Penn LRT Station as part of the planned Southwest LRT line. The proposed Penn LRT Station faces low transit ridership projections, physical connectivity challenges, and high costs, primarily due to the area's significant topography and low-density population. The plan puts forth a vision for the South Gateway area and five regional-oriented development goals. The vision is based on an economic development plan that would expand the neighborhood's capacity to support LRT service and improve the overall vitality of the neighborhood.

Key Takeaways

The plan's vision is for the South Gateway to become a place to live, a sustainable development project, a key connection to jobs and parks, and a neighborhood amenity. The plan's vision guides the site's redevelopment toward a high-density, mixed profile residential area that provides a key connection point for Bryn Mawr and Near-North neighborhoods to the Penn LRT Station, as well as the recreational park, trail, and lake amenities in the Cedar Lake valley. Refer to Figure 4-11, *Bryn Mawr South Gateway Concept*.

To build public support for greater density and public infrastructure improvements, this plan outlines an Action Plan that advocates for integrating Penn Avenue station area needs with a strategy for achieving regional development needs. These regional development goals are intended to reflect the needs of Bryn Mawr and Near-North neighborhoods and provide tangible ways of explaining how Penn Station and South Gateway development will benefit the surrounding region. The five regional-oriented development goals are:

- Expanded west side housing options
- Improved mobility within Bryn Mawr
- Increased regional connectivity
- Preserved natural resources
- Maintaining a sense of place

Key recommendations relevant to the Penn Avenue corridor include:

- Rezoning and redeveloping the South Gateway site with high-density housing and small-scale retail and services in a mixed-use development project
- The Penn LRT Station and South Gateway offer key opportunities for improving mobility and regional connectivity for Bryn Mawr but also Near-North neighborhoods
- Providing a direct bus route down Penn Avenue to the Penn LRT Station for the Near-North and Bryn Mawr neighborhoods
- Adding a bikeway to Penn Avenue
- Enhancing the Penn Avenue Bridge over I-394 with pedestrian amenities, including a covered pedestrian walkway on the west side of the bridge
- Providing pedestrians with safe crossings of Penn Avenue north of the I-394 interchange and of Wayzata Boulevard south of the interchange
- Buffering sidewalks on both sides of Penn Avenue between Mount View Avenue and Cedar Lake Road with tree-adorned boulevards and themed street lamps
- Providing a pedestrian/bike bridge from Penn Avenue down to the Penn LRT Station and the recreational park, trail and lake amenities in the Cedar Lake valley

FIGURE 4-11: BRYN MAWR SOUTH GATEWAY CONCEPT

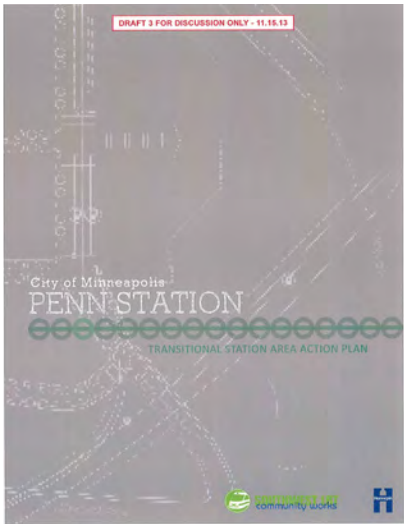
PENN AVENUE TRANSITIONAL STATION AREA ACTION PLANS (TSAAP) - SOUTHWEST LRT

Plan Website

http://www.swlrtcommunityworks.org/sites/default/files/TSAAPch4Penn.pdf

Purpose

The Transitional Station Area Action Plan (TSAAP) for the Penn Avenue LRT Station is intended to identify the gaps between the station area's current physical conditions and future needs by recommending priority station area infrastructure investments to implement in advance of Southwest LRT's opening day in 2018. The plan provides an analysis of existing conditions and recommendations for improvements in the areas of access and circulation, land use and development potential, and public utilities (sanitary sewer, water, and stormwater). In addition, the plan provides guidance for both short-term and long-term physical improvements that support Transit Oriented Developments (TOD). Refer to Figure 4-12, *Penn Station Access and Circulation Plan*.



Penn Avenue Transitional Station Area Action Plans (TSAAP) – SW LRT

Key Takeaways

The plan recommends a number of station area improvements that are relevant to the Penn Avenue corridor. These improvements are focused on improving connections for walking, biking, driving, and bus transfers for people travelling along Penn Avenue south to the future LRT Station. Connections to this LRT station will be challenging because it will be located south of I-394 down in the Cedar Lake Park valley. There are currently no designated connections between Penn Avenue and the valley below. Key recommended improvements include:

- A public plaza at the south end of Penn Avenue (south of I-394) overlooking the Cedar Lake Park valley and views of downtown Minneapolis
- A pedestrian bridge and elevator from Penn Avenue down to the Penn LRT station located in the valley floor

- A bus transfer area and kiss and ride area at the south end of Penn Avenue to facilitate bus and automobile connections to the Penn LRT Station
- A bike connection on Penn Avenue from the north down to the Penn LRT Station, including a multi-use connection on the east side of Penn Avenue from Mount View Avenue south to the Penn LRT Station
- Marked crosswalks at Penn Avenue intersections for walkers and bicyclists (e.g. Mount View Avenue and the freeway ramps north and south of I-394)
- Penn Avenue streetscape enhancements, including plantings, lighting, signage, and furnishings

The plan supports redevelopment potential (high density residential and/or office) at the south end of Penn Avenue, the same area identified in the Bryn Mawr South Gateway Plan.

FIGURE 4-12: PENN STATION ACCESS AND CIRCULATION PLAN

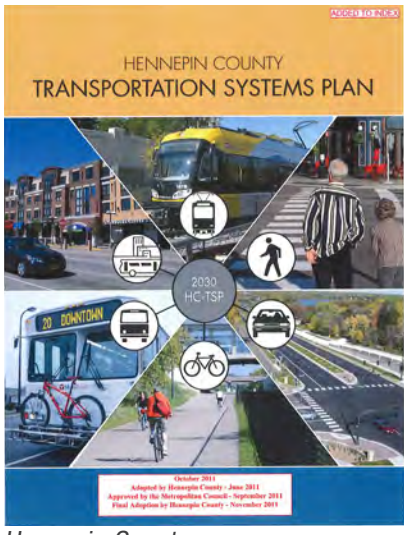
HENNEPIN COUNTY TRANSPORTATION SYSTEMS PLAN

Plan website

http://www.hennepin.us/business/work-with-henn-co/transporation-planning-design

Purpose

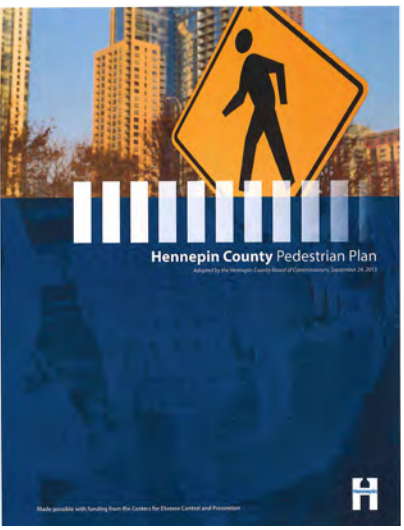
The county's transportation vision is to sustain and enhance the economic competitiveness of Hennepin County and the quality of life of its residents by enhancing transportation mobility, improving transportation safety, and increasing transportation choice. These efforts will focus on marshaling multi-agency resources along with private sector funds to shape development and transportation improvements. The county's transportation goals and associated metrics are intended to guide investment and policy decisions, as well as to inform stakeholders of the county's progress toward accomplishing the goals within a reasonable dedication of available resources.



Hennepin County Transportation Systems Plan

Key Takeaways

- The plan includes year 2005 base and forecasted year 2030 daily traffic volumes.
  - Volumes are provided along Penn Avenue, Osseo Road, Broadway Avenue, Lowry Avenue, Highway 55, and Glenwood Avenue. Growth along Penn Avenue is expected to be minimal (from 0-0.7 percent per year); Osseo Road north of Penn Avenue is expected to grow approximately 1.5 percent per year; and the other cross-streets are projected to have minimal growth.
- Chapter 7 Access Management provides guidance for managing access to achieve an optimal balance between what is needed for safe and efficient roadway operations versus the need to provide access to adjacent properties and businesses (see Table 7-1 on page 7-5).
  - Penn Avenue is considered a minor arterial (high level of mobility and limited level of land access.
- The plan maps the following items in a collection of map appendices located here: http://www.hennepin.us/business/work-with-henn-co/transporation-planning-design
  - Map A presents the existing County bicycle system plan and Map B presents the County's bicycle gaps.
  - The functional classification for the roadway network within the study area is shown in Map D.
    - Penn Avenue is a B-Minor arterial roadway; Osseo Road near Penn Avenue and 44th Avenue are A-Minor Augmenters and Osseo Road north of 45th Avenue is a A-Minor Reliever; Lowry Avenue is a B-Minor arterial; Broadway and Golden Valley Road are A-Minor Augmenters.
  - Shown in Map F are the County Roadway System Adequacy based on expected year 2030 operations.
    - The segment of Penn Avenue from TH 55 to 16th Avenue has been identified as a possible area for future congestion.
  - Map G identifies intersections and segments with safety issues.
    - Osseo Road has been identified as a corridor with safety issues.
    - The following intersections within the study area were identified as intersections with safety issues: Osseo Road/49th Avenue, Penn Avenue/Lowry Avenue, and Penn Avenue/26th Avenue.



Hennepin County Pedestrian Plan (2013)

HENNEPIN COUNTY PEDESTRIAN PLAN (2013)

Plan Website

http://www.hennepin.us/residents/transportation/bike-walk

Summary

This plan addresses Hennepin County's role in making walking a safe and easy choice for residents. The purpose of this document is to guide the implementation of improved opportunities for walking within Hennepin County, while remaining consistent with adopted policies and improving health outcomes. This plan provides recommendations to reach three goals:

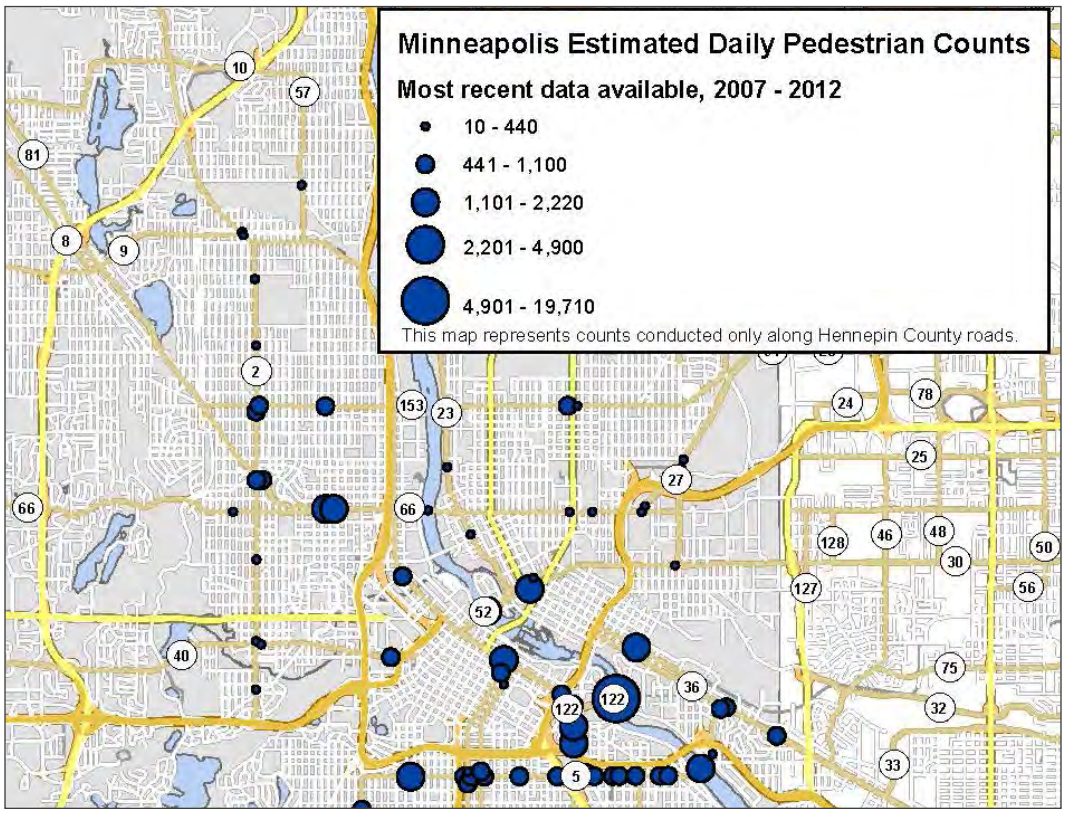
- GOAL 1: Improve the safety of walking
- GOAL 2: Increase walking for transportation
- GOAL 3: Improve the health of county residents through walking

Implementation of the Hennepin County Pedestrian Plan will be led by Hennepin County Public Works.

Key Takeaways

- Penn Avenue is shown as a high priority location for pedestrian plan implementation.
- The plan shows high pedestrian activity at the intersections of Penn Avenue and West Broadway Avenue as well as Penn Avenue and Lowry Avenue (see Figure 4-13 below).
- The plan shows a high pedestrian priority gap on Penn Avenue. This gap is likely near the Crystal Lake Cemetery; however this is not entirely clear on the map (see page 92 in the pedestrian plan appendix).

FIGURE 4-13: ESTIMATED DAILY PEDESTRIAN COUNTS



HENNEPIN COUNTY BIKE PLAN (DUE SUMMER 2014)

Plan website: http://www.hennepin.us/bikeplan

Purpose:

Hennepin County has been working with Three Rivers Park District since spring 2013 to update the County Bike Plan to reflect current and growing uses of cycling in the region. The plan is to be finalized late summer 2014. The previous bike plan was completed in 1997 and updated in 2001.

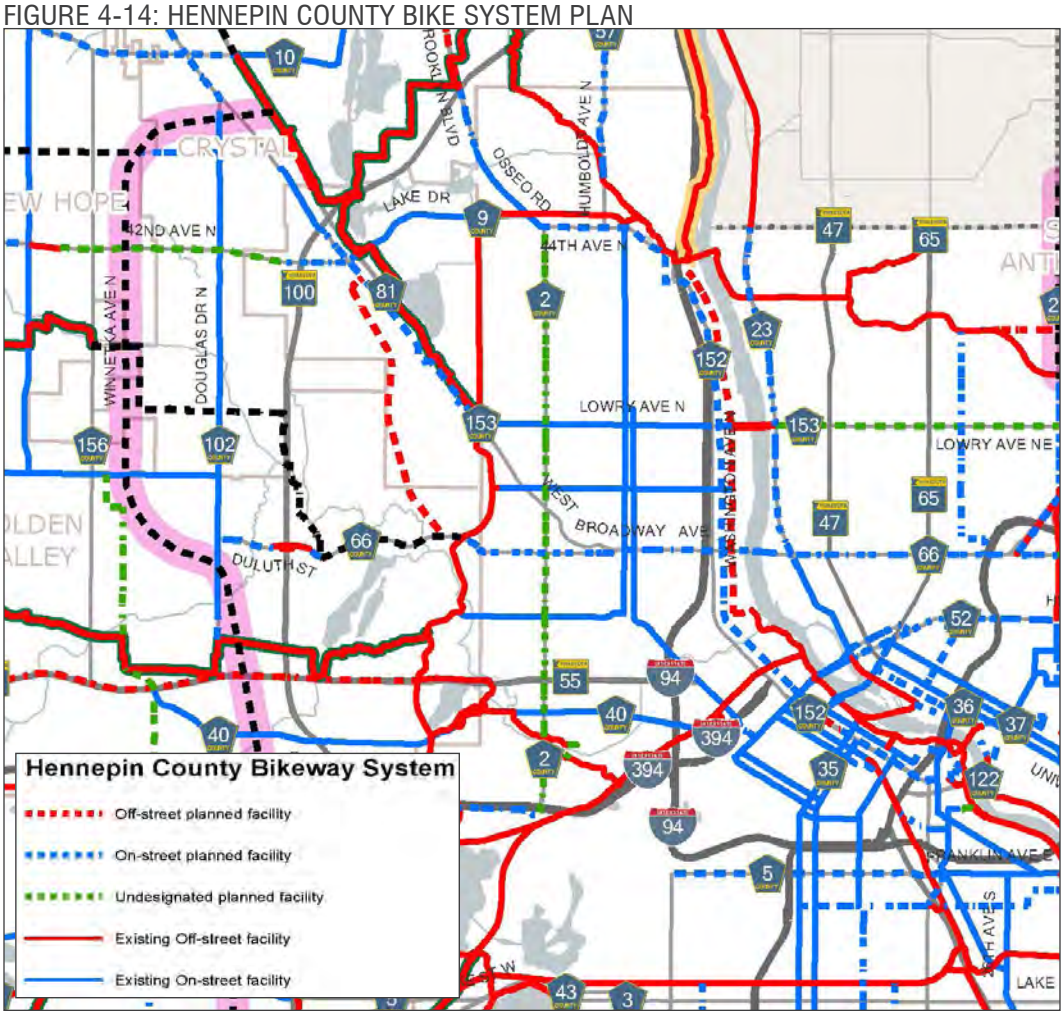
Draft Vision Statement:

"Riding a bicycle is a fun, comfortable and routine part of daily life throughout Hennepin County for people of all abilities and ages."

Draft Goals:

- GOAL 1: FACILITIES. Build a county bicycle system that allows bicyclists of varying skill to safely, efficiently, and comfortably connect to and between all significant destinations within the county
- GOAL 2: BICYCLE SYSTEM INTEGRATION. Seamlessly integrate the county bicycle system with other transportation systems
- GOAL 3: SAFETY AND COMFORT. Design and construct a safe and comfortable county bicycling system

FIGURE 4-14: HENNEPIN COUNTY BIKE SYSTEM PLAN



- GOAL 4: SUSTAINABILITY. As broader investment priorities are set, implement bicycle facilities as an essential tool in realizing environmental, social, and economic sustainability
- GOAL 5: MAINTENANCE. Ensure the county bicycle system receives ongoing, year-round maintenance
- GOAL 6: RIDERSHIP. Raise public awareness that the bicycle is a viable travel mode – for daily commuting needs, for health and exercise benefits, and as a means of outdoor recreation

Key Takeaways

- The draft County Bike Plan map shows Penn Avenue as an "undesignated planned facility"; The 2001 Hennepin County Bike plan also identified the Penn Avenue/Osseo Road corridor as a primary bicycle route.
- In addition to the Penn Avenue, the draft bike plan identifies a number of existing and planned county bikeways within the PACW project area:
  - Osseo Road (existing/proposed on-street facility)
  - 44th Avenue (planned on-street facility)
  - Lowry Avenue (existing on-street facility)
  - Freemont/Emerson Avenue (existing on-street facility)
  - Golden Valley Road/West Broadway Avenue (planned on-street facility)
  - Glenwood Avenue (existing on-street facility)
  - Victory Memorial Parkway (existing off-street facility)
  - Theodore Wirth Parkway (existing off-street facility)

ACCESS MINNEAPOLIS – TEN YEAR TRANSPORTATION ACTION PLAN (2005 – 2011)

Plan Website

http://www.minneapolismn.gov/publicworks/transplan/

Purpose

Access Minneapolis is the City of Minneapolis' transportation action plan that addresses a full range of transportation options and issues, including pedestrians, bicycles, transit, automobiles, and freight. The purpose of Access Minneapolis is to identify specific actions that the City and its partner agencies (Metro Transit, Metropolitan Council, Hennepin County, and Minnesota Department of Transportation) need to take within the next ten years to implement the transportation policies articulated in The Minneapolis Plan, the City's comprehensive planning document.

There are six components of Access Minneapolis:

1. Downtown Action Plan
2. Citywide Action Plan
3. Design Guidelines for Streets and Sidewalks
4. Streetcar Planning
5. Pedestrian Master Plan
6. Bicycle Master Plan

Components 2, 3, 5, 6 are relevant to the Penn Avenue Corridor study and are summarized in the following section.

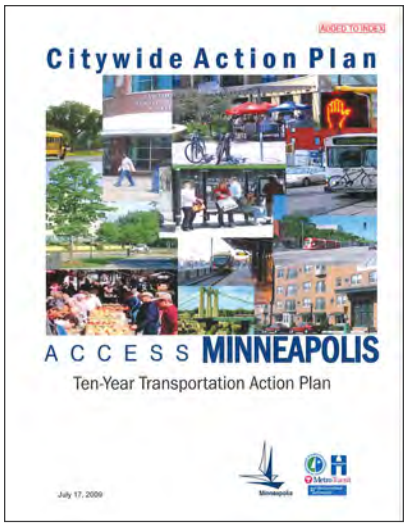
CITYWIDE ACTION PLAN (2009)

Purpose

The *Citywide Ten-Year Transportation Action Plan* articulates a clear set of objectives and identifies the most important immediate steps that need to be taken to accomplish these objectives. These objectives and the associated actions, are not listed in order of priority. All objectives are considered of equal priority.

Citywide Action Plan Objectives

- Objective 1: Make transportation design decisions based on place type in addition to street function
- Objective 2: Ensure that all streets in the city are safe, convenient, and comfortable for walking
- Objective 3: Provide a well-connected grid of bike lanes
- Objective 4: Provide the best possible transit service on a Primary Transit Network
- Objective 5: Encourage people to walk, bike, and take transit rather than drive
- Objective 6: Optimize the use, safety, and life of the street system
- Objective 7: Manage and operate streets to support all modes of transportation
- Objective 8: Make consistent decisions for curbside uses



Access Minneapolis – Ten Year Transportation Action Plan (2005 – 2011)

Key Takeaways

- The Citywide Action Plan categorizes city streets by each street's context.
  - Penn Avenue is designated as a 'community connector.' A community connector street is a medium capacity street (usually under Hennepin County or city jurisdiction) that connects neighborhoods with each other, neighborhoods with commercial corridors and other districts, districts with each other, and serves as the main street of a neighborhood commercial node. Examples are Nicollet Avenue (city) and Lowry Avenue (Hennepin County).
  - Other main streets that cross Penn Avenue (i.e. West Broadway, Highway 55, etc.) also have designations. See page 38 in the *Citywide Action Plan* for more detailed information.
- The Citywide Action Plan recommends bike lanes on Penn Avenue and multiple bicycle facilities on the study area's cross streets. See Figure 4-16 – Bikeways Master Plan for more information.
- The Citywide Action Plan designates Penn Avenue as a 'Definite Primary Transit Network (PTN).'
  - The PTN will be a permanent network of all-day transit service – regardless of mode or agency – that operates every 15 minutes or better all day for at least 18 hours a day, seven days a week.
  - 'Definite' portions of the PTN are corridors that are already densely developed and already have service at least every 15 minutes all day, though most have less frequent service in evenings and on weekends.
  - All PTN corridors are areas where density increases should be targeted in the future.
  - Other cross streets in the study area are also identified as part of the PTN.

STREET AND SIDEWALK DESIGN GUIDELINES

Purpose

The *Street and Sidewalk Design Guidelines* are a component of *Access Minneapolis*, the City's transportation action plan. These design guidelines are intended to provide more specific direction regarding the size and composition of design elements for the range of street types in the city of Minneapolis. In general, the design guidelines are based on complete streets principles whereby streets are designed to support and encourage walking, bicycling, and transit use while promoting safe operations for all users. The design guidelines place greater emphasis on transit, walking, and biking as modes of transportation than the City's previous transportation plans.

Key Takeaways

Applicability: These guidelines are intended for City streets and do not apply directly to county or state roadways. This is important since Penn Avenue and most of the major cross-streets in the corridor are county roadways (Osseo Road/44th Avenue, Victory Memorial Drive, Lowry Avenue, West Broadway Avenue, Golden Valley Road, and Glenwood Avenue), and Highway 55 is a state roadway. However, the information in this document is intended to provide guidance to City staff on appropriate City input to county and state roadway projects. Hennepin County and MNDOT were both involved in the development of the *Street and Sidewalk Design Guidelines*.

The design guidelines document establishes a framework for future urban street design in

FIGURE 4-15: MINNEAPOLIS PRIMARY TRANSIT NETWORK (PTN)

the City of Minneapolis. It establishes a set of Place Types, including commercial corridors, community corridors, neighborhood commercial nodes, industrial employment districts, and transit station areas. These Place Types align with the land use features of the City's 2030 Comprehensive Plan. Designated community corridors include Penn Avenue, 44th Avenue (east of Penn Avenue), Lowry Avenue, Plymouth Avenue, and Glenwood Avenue. West Broadway Avenue is designated as a Commercial Corridor. The following Penn Avenue intersection areas are designated as neighborhood commercial nodes: 44th Avenue, Lowry Avenue, West Broadway Avenue, Plymouth Avenue, and Cedar Lake Road. Humboldt Industrial Park, which is at the north end of the Penn Avenue/Osseo Road corridor, is designated as an industrial employment district.

The document defines specific characteristics for each place type, including identifying place characteristics, building form, building placement, frontage types, typical density, and edge treatments/open space. Based on these place type designations, the document defines Street Design Types. In the Penn Avenue corridor, the following Street Design Type designations are relevant:

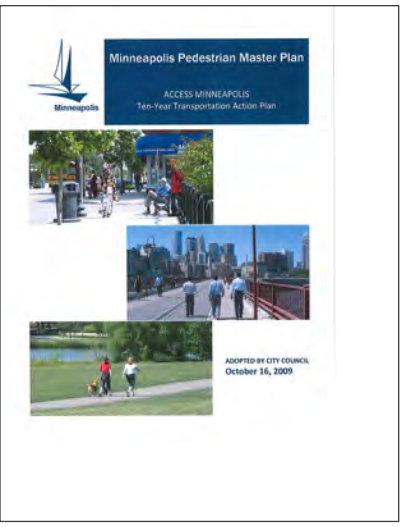
- Community Connectors: Penn Avenue from Glenwood Avenue north to 44th Avenue, including Osseo Road (designated as a neighborhood connector street south of Glenwood Avenue); Osseo Road/44th Avenue (east of Penn Avenue); Dowling Avenue; Lowry Avenue; Plymouth Avenue (east of Penn Avenue); Glenwood Avenue (east of Penn Avenue)
- Neighborhood Connectors: Penn Avenue (south of Glenwood Avenue); Victory Memorial Drive (west of Osseo Road); 42nd Avenue (west of Penn Avenue); Golden Valley Road; Plymouth Avenue (west of Penn Avenue); Glenwood Avenue (west of Penn Avenue); Cedar Lake Road (east of Penn Avenue)
- Commuter Streets: Highway 55

The document also defines characteristics for each street design type, including description, equivalent functional class, number of through traffic lanes, target operating speed, type of transit service, pedestrian facilities, bicycle facilities, freight route designation, connection to freeway system, presence of a roadway median, turn lanes, curb parking, curb extensions, driveway accesses, and trees/landscaping.

The design guidelines also define the following:

- A design process for a roadway improvement project
- Design controls (transportation reference manuals, traffic volumes, design vehicle, target speed) and design guidance (design zones, lane widths, curb extensions, street furniture, lighting, trees, landscaping, utilities, intersections, transit stops)
- Street lighting policy/program
- Pedestrian facility design
- Bicycle facility design

The document also provides typical street cross-sections for each Street Design Type. For a community connector (which Penn Avenue is designated) with 80 feet of right-of-way, the typical cross-section shows two drive lanes, two sides of on-street parking, bike lanes on each side, and sidewalks with planted boulevards between the street and the sidewalks. For a community connector with 66 feet of right-of-way, the typical cross-section shows the same elements except that separate bike lanes are not included.



Pedestrian Master Plan (2009)

PEDESTRIAN MASTER PLAN (2009)

Purpose

The Minneapolis Pedestrian Master Plan is one of six components of *Access Minneapolis*, the City's transportation action plan. The plan was developed under the guidance of the City's Pedestrian Advisory Committee and contains detailed implementation strategies focused upon seven goals for making Minneapolis a great walking city where people choose to walk for transportation, recreation, and health:

- Goal 1: A Well-Connected Walkway System
- Goal 2: Accessibility for All Pedestrians
- Goal 3: Safe Streets and Crossings
- Goal 4: A Pedestrian Environment that Fosters Walking
- Goal 5: A Well-Maintained Pedestrian System
- Goal 6: A Culture of Walking

Key Takeaways

- Penn Avenue is designated as a Pedestrian Priority Corridor (see Map A-24 in Appendix A of the Pedestrian Master Plan).
  - › Pedestrian Priority Corridors include any of the below listed areas /corridors, streets that serve pedestrian generators, or segments that fill gaps, or make connections, in the system:
    - Commercial Corridors – A street that has traditionally served as a boundary connecting a number of neighborhoods and serves as a focal point for activity
    - Community Corridors – A street that supports new residential development from low to high density in specified areas, as well as in creased housing diversity in neighborhoods.
    - Primary Transit Network Street – Network of all-day transit with at least 15-minute frequency for 18 hours of the day. These areas are further defined in the *Design Guidelines for Streets and Sidewalks*.
  - › Pedestrian Priority Corridors are considered a priority location for pedestrian scale lighting facilities. Please see the *Minneapolis Street Lighting Policy* for more details.
  - › The plan demonstrates that there are very few pedestrian scale lighting facilities within the study area (see Map A-23, Appendix A)
- The plan maps the following information regarding pedestrian facilities (see Appendix A):
  - › Existing and planned pedestrian connections
  - › Pedestrian crashes aggregated by intersection from 2006-2009
  - › Pedestrian zone width
  - › Sidewalk gaps
  - › Pedestrian related features of traffic signals (i.e. pre-timed and pedestrian actuated traffic lights)
    - According to the map shown in the plan, there are no pedestrian count down signals in the study area
  - › Existing pedestrian level street lighting
- The plan identifies sidewalk gaps along 44th, 45th, 46th, and 47th Avenues, on Osseo Road, and on surrounding the Crystal Lake Cemetery (see Map A-12 in Appendix A).
  - › The plan recommends closing all sidewalk gaps in the City.

- The plan identifies several oversized block areas in the study area that hinder the effectiveness of the pedestrian network (see Map A-13 in Appendix A). These areas include:
  - Crystal Lake Cemetery
  - Humboldt Industrial Area
  - Several blocks north of Victory Memorial Drive on the west side of Osseo Road

BICYCLE MASTER PLAN (2011)

Plan website

http://www.ci.minneapolis.mn.us/bicycles/projects/plan

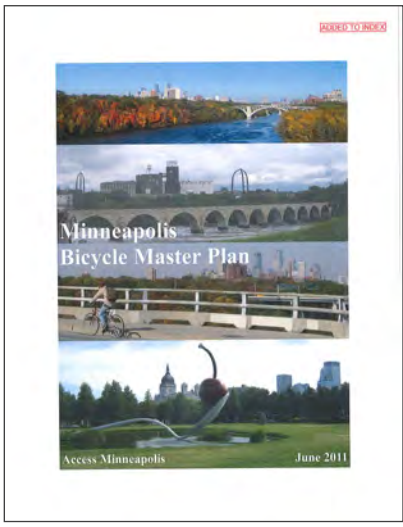
Purpose

The Minneapolis Bicycle Master Plan is one of six components of *Access Minneapolis*, the City's transportation action plan. The plan was developed under the guidance of the Bicycle Advisory Committee and includes maps of proposed facilities, policy language, goals, objectives, benchmarks, and prioritization of infrastructure and non-infrastructure projects. The plan is intended to serve all types of bicycle trips and purposes, and to help "maintain a safe and vibrant city where bicycling is encouraged and embraced."

Stated Purpose: "To establish goals, objectives, and benchmarks that improve safety and mobility for bicyclists and increase the number of trips taken by bicycle. The Bicycle Master Plan includes bicycle policy, existing conditions, a needs analysis, a list of projects and initiatives, and funding strategies to be implemented to complete the plan."

Vision: All bicyclists enjoy a welcoming environment; riding safely, efficiently, and conveniently within the City of Minneapolis year-round.

Protected Bikeways Update: The 2011 Minneapolis Bicycle Master Plan does not specifically address on-street protected bikeways. In 2013, the City of Minneapolis approved a Climate Action Plan, recommending the addition of 30 miles of on-street protected bike facilities by 2020. As such the City is in to process of drafting the "Protected Bikeways Update to the Minneapolis Bicycle Master Plan" which will identify priority locations, capital costs, and maintenance costs for future protected bikeways in Minneapolis. The final document will be an addendum to the existing bicycle master plan. A draft plan is expected by Fall 2014 (http://www.ci.minneapolis.mn.us/bicycles/projects/WCMS1P-123828).



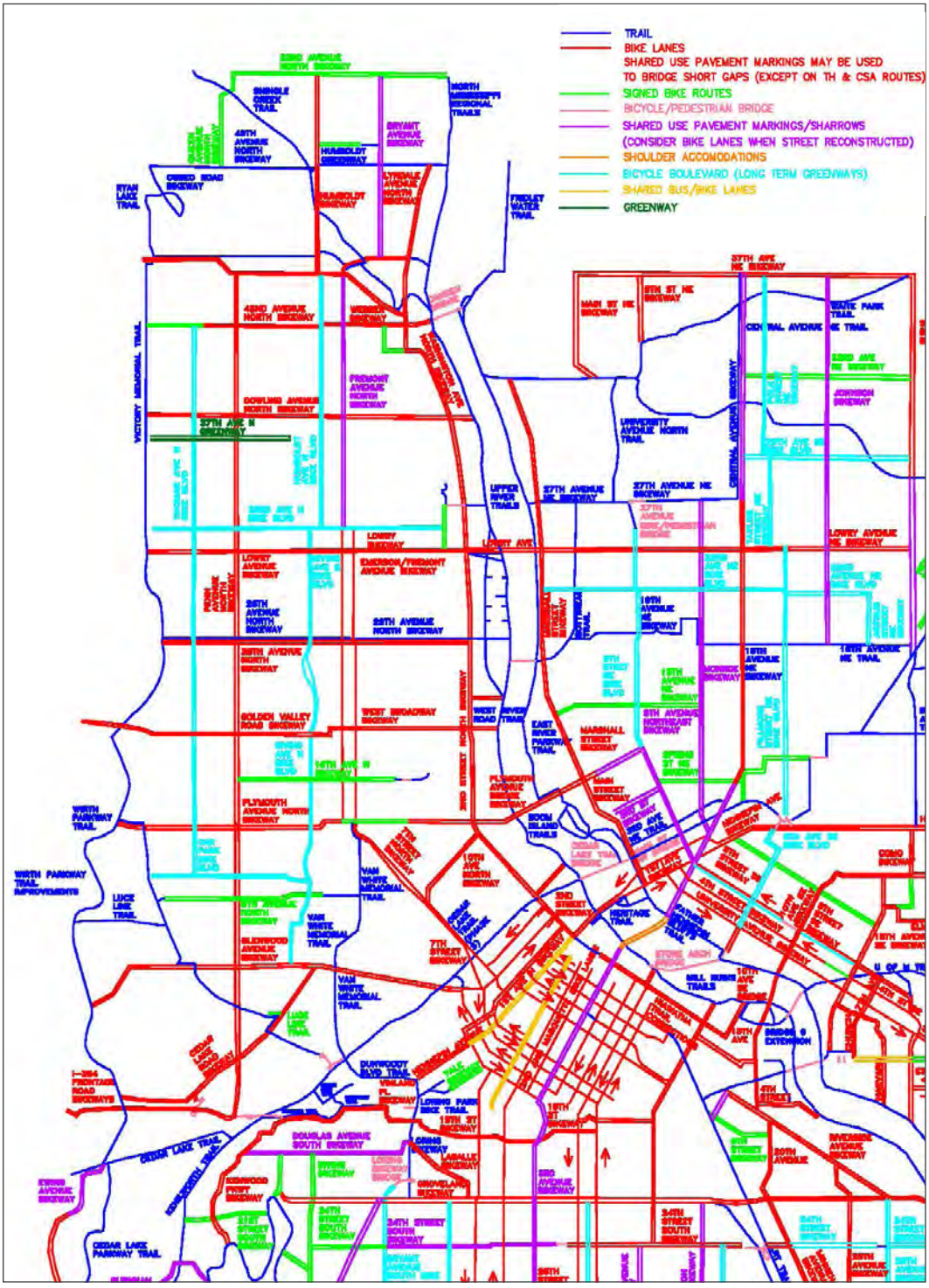
Bicycle Master Plan (2011)

Key Takeaways

- The *Bicycle Master Plan*'s present gap analysis (which integrated prior A*ccess Minneapolis* and Hennepin County gap analyses) identified a number of remaining system gaps around the Penn Avenue corridor. The Bikeways Master Plan (Figure 4-19) shows the proposed bikeway projects necessary to complete the bicycle system.
  - The plan designates Penn Avenue as a proposed on-street bikeway (bike lanes recommended).
  - **Greenways planning:** The Bicycle Master Plan includes policy language to support the creation of " 'greenways' or 'green streets' where roadways are converted to bicycle and pedestrian only corridors… 'Greenway' corridors may be constructed in collaboration with stormwater management projects. Care must be taken to ensure that the street grid is not severely compromised." (Bicycle Master Plan, p. 184, 7.4.5) Several long-term greenway routes are identified in North Minneapolis, presenting opportunities for improved access to bike infrastructure, as well as the creation of additional open space amenities, stormwater management, and public realm/safety improvements.

› **Complete the regional trail system/facility spacing:** "Increasing the density of both on-street and off-street facilities is a commonly used strategy amongst bike-friendly cities to create higher bicycle mode share and increase safety. To conserve on capital and maintenance funding, it has been determined that trails should be installed at a 2 mile spacing interval and on-street bike lanes should be installed at a 1 mile spacing interval." (Bicycle Master Plan, p. 184, 7.4.5)

FIGURE 4-16: MINNEAPOLIS BIKEWAYS MASTER PLAN (2011) – DETAIL OF NORTH MINNEAPOLIS



44TH, PENN, OSSEO INTERSECTION AND CORRIDORS STUDY FINAL REPORT: OSSEO ROAD AND NORTH PENN AVENUE INTERSECTION (2013)

Plan website

http://www.bikewalk2012.com/projects/44th-penn-osseo-intersection-and-corridors-study

Purpose

The Osseo Road and North Penn Avenue study is located in the Victory Neighborhood where Osseo Road, North Penn Avenue, and North 44th Avenue come together. The existing configurations of these intersections are spaced approximately 150 feet apart, forming a complex geometry that results in inefficient signal phasing and inconveniently-placed crosswalks. Based on comments provided from neighborhood residents and business owners, the community would like to see a redesigned intersection that enhances access and safety for pedestrians, bicyclists, transit riders and motorists and serves as a community destination. In addition to the focus on the main intersection, the study evaluated the potential to better integrate the Grand Rounds Trail with the Victory Neighborhood and improvements to Osseo Road. The following goals were identified to be considered when developing the design options for the study area:

- Create a cohesive look and feel for the area by making the area a more walkable and bicycle-friendly environment to attract shoppers and foster a strong community relationship between residents and businesses
- Calm traffic and increase pedestrian and bicycle accessibility from the neighborhood and Victory Memorial Parkway
- Improve safety for all users while maintaining or improving traffic operations

Key Takeaways

The project evaluated five design options including: 1) multiple signal option; 2) roundabout alternative; 3) realignment with full raised median; 4) realignment with channelized left turn lane; and 5) realignment with one-way 44th Avenue. Based on public sentiment, the long-term recommendation is to implement the intersection realignment alternative with the full raised median, which is currently planned for construction in summer 2015.

Some of the major recommendations from the study include:

- Motor Vehicle and General Signalization Recommendations
  - Stripe a dedicated westbound left-, northbound left- and eastbound right-turn lane at the Osseo Road/North Penn Avenue and 44th Avenue intersection.
  - Install a raised median along Osseo Road west of North Penn Avenue, restricting the access at the Osseo Road/North Penn Avenue intersection to right-in/right-out and removing the signal
  - Reduce the number of through lanes on Osseo Road from two lanes to one lane in both directions, and provide a center turn lane on Osseo Road
  - Convert Queen Avenue and Penn Avenue (between 45th Avenue and the alley 150 feet north of 44th Avenue) to two-way streets
- Pedestrian/Bicyclist Recommendations
  - Add pedestrian crossings at the following locations: across Osseo Road, just north of 44th Avenue; across 44th Avenue on the east side of the intersection of 44th Avenue and the north leg of Penn Avenue; and across 44th Avenue on the west side of the south leg of Penn Avenue

- Provide bicycle lanes at the following locations: on Osseo Road by implementing the road diet (three-lane cross section); on 44th Avenue east of the intersection; and on Penn Avenue south of the intersection

- Transit Recommendations
  - Remove the bus stop that is currently located on the southwest side of Osseo Road at 44th Avenue; provide a new bus stop for southbound buses on the west side of Penn Avenue just south of 44th Avenue

- 2013 Capital Improvements
  - Hennepin County implemented a 2013 overlay project on Osseo Road through and northwest of this intersection; this overlay reduced the four-lane street to three lanes and accommodates bicycle lanes in each direction on Osseo Road

Victory Neighborhood Pedestrian Needs Analysis Strategic Plan (2008)

VICTORY NEIGHBORHOOD PEDESTRIAN NEEDS ANALYSIS STRATEGIC PLAN (2008)

Plan Website

http://victoryneighborhood.org/documents/VictoryPedestrianNeeds08.pdf

Purpose

The firms of Wenck Associates and Damon Farber Associates prepared a strategic plan for improvements to the intersection of Penn Avenue, 44th Avenue and Osseo Road on behalf of the Victory Neighborhood Association. This strategic plan was the result of a study conducted to investigate measures to improve the pedestrian friendliness and neighborhood character at the intersection. The study culminated in the development of a recommended plan for roadway, traffic control, traffic calming, and streetscaping improvements for the intersection.

The recommended strategic plan includes the following elements:

- Roadway reconstruction
- Pedestrian and traffic control improvements
- Transit considerations
- Streetscape improvements
- Bicycle considerations
- Cost estimate
- Phasing of improvements and ongoing maintenance

Key Takeaways

- Motor vehicle and general signalization recommendations:
  - Westbound traffic through the intersection departing on Osseo Road would be reduced to one lane, reducing the pedestrian crossing distances at several locations at the intersection
  - Penn Avenue, north of 44th Avenue, would terminate in a cul-de-sac north of the intersection to improve walkability and reduce traffic
  - Provide new four-phased signal timing plan previously recommended by City staff
  - Consider further investigation of traffic controls for the northbound alley which does not have signal control
  - Identify future parking to accommodate demand from commercial node improvements (e.g. Identify shared parking opportunities)

  - Preliminary traffic analysis for lane reduction found:
    - Two eastbound lanes should be maintained on Osseo Road to avoid excess delays and long queues on this approach
    - Westbound traffic on 44th Avenue did not require two lanes to provide satisfactory traffic operations
- Pedestrian improvements:
  - Pedestrian crossings at two additional locations are needed to adequately accommodate pedestrian access to and from homes, businesses and bus stops:
    - Across Osseo Road, just north of 44th Avenue, west of the north leg of Penn Avenue, and 44th Avenue, west of the south leg of Penn Avenue
  - To accommodate the new pedestrian crossing of Osseo Road north of 44th Avenue, City staff recommended separate phases for eastbound and westbound traffic on 44th Avenue
  - All bus routes travelling eastbound on Osseo Road would stop at one consolidated bus stop on the near side of 44th Avenue, west of the north leg of Penn Avenue
- Streetscape improvements:
  - Low-cost: new sidewalk, trees, and lighting
  - Moderate-cost: low - cost plus gateways, fencing and planting to screen parking, pavement accents or special scoring, and site furnishings
  - High-cost: moderate improvements plus public gathering places, additional planting areas, banners, art, and water features
- Bicycle Considerations:
  - Recommends study of potential for a strong bicycle connection between the study intersection and the Victory Memorial Bikeway
  - Bikeway signage on the bike trail to signal direction and proximity to commercial center, possible locations include: bikeway at Oliver Avenue or at Penn Avenue
- Improvements and ongoing maintenance:
  - Repair program needed to alleviate numerous serious deficiencies regarding traffic controls and the physical conditions of streets and sidewalks (e.g. Repainting of all pavement markings, including crosswalks, on an annual basis)

PENN AVENUE NORTH "COMPLETE STREET" RECONSTRUCTION PROJECT CONCEPT AND RATIONALE

Plan Website

Not available

Summary

This proposed project concept and rationale was prepared by the City of Minneapolis Public Works and CPED Departments. The project concept shows how Penn Avenue North between Highway 55 and Victory Memorial Parkway (approximately 3.5 miles) could be constructed as a "complete street" with improved pedestrian, bicycle, and transit facilities. The project includes complete removal and replacement of pavement surface, addition of bicycle facilities, tree boulevards, curb extensions, street lighting, and bus shelters. The document presents two preliminary concept design options: one with bike lanes on Penn Avenue North and the other with a bike facility on a parallel street. The document also summarizes the relevant plans, guidelines, and standards that provide a framework for the proposed options.

Key Takeaways

- A review of the relevant plans, guidelines, and standards demonstrates that City and county plans support a complete street design on Penn Avenue.

NORTH MINNEAPOLIS GREENWAY PLANNING PROJECT – WINTER 2013 COMMUNITY INPUT REPORT

Plan website

http://www.minneapolismn.gov/health/living/northminneapolisgreenway

Purpose

The City of Minneapolis is developing plans to convert a low-traffic street in North Minneapolis to a greenway, which is a safe, accessible route for bicyclists and pedestrians. Based on community input gathered in Fall 2012, the City developed a proposed route and assigned proposed greenway designs along the route. The proposed route runs north-south primarily along Irving and Humboldt Avenues North, starting at the Shingle Creek Trail on the north end and ending just south of Plymouth Avenue North. Various options of the route are proposed to be a full "linear park" greenway with no motorized traffic, a "half and half" greenway with both a trail and car traffic, or a bike boulevard (shared between bikes and cars but with traffic calming features). No final decisions have been made about the proposed greenway, and community outreach is ongoing.

Key Takeaways

- The proposed greenway would add another neighborhood-oriented bikeway and open space amenity within North Minneapolis. While the greenway route does not fall within the Penn Avenue corridor, it has the potential to support the biking and walking needs of corridor residents.

METRO TRANSIT ARTERIAL TRANSITWAY CORRIDORS STUDY (ATCS) TECHNICAL MEMO (2011) AND THE PENN AVENUE AND CHICAGO-FREMONT CORRIDORS ADDENDUM (2013)

Plan Website

http://www.metrotransit.org/arterial-study

Purpose

The ATCS was a year-long study of 11 heavily travelled transit corridors in the Twin Cities area. The study was performed to develop an arterial bus rapid transit (BRT) concept to enhance efficiency, speed, reliability, customer experience, and transit market competitiveness in these corridors. The results of concept development were evaluated and prioritized on a corridor-by-corridor basis to identify where arterial BRT is best suited for near-term implementation. Penn Avenue was not originally examined as a corridor in the ATCS, because Hennepin County had identified Penn Avenue as a potential Bottineau Transitway alignment. However, when the Bottineau Draft Environmental Impact Statement (DEIS) did not did not recommend the Penn Avenue as part of the locally preferred alternative (LPA) for the Bottineau Transitway, a Penn Avenue addendum was added to the ATCS. In the addendum, the results of the Penn Avenue concept development were scored in relation to the 11 original ATCS corridors.

Penn Avenue Concept Development Results

Key Takeaways

- Penn Avenue is recommended for further arterial BRT development pending resolution of the long-term location of east-west bus operations and relative facility improvements in downtown Minneapolis, joining Snelling Avenue and West 7th Street as corridors well-positioned for near-term implementation.
- The Penn Avenue Addendum ridership modelling was based on an initially proposed set of arterial BRT stations locations. Those station locations are still under review.
- The Penn Avenue Addendum assumes that the majority of Route 19 service on Penn Avenue will be replaced by arterial BRT service. However, some underlying local bus service will remain on Penn Avenue.
  - The ATCS, and subsequent work done by Metro Transit on the A Line, has set the design standards for arterial BRT stations. Arterial BRT implementation on Penn Avenue would be based on Metro Transit's rapid bus "kit of parts."

TABLE 4-1: PENN AVENUE CONCEPT SUMMARY

Length	8.4 miles
Capital cost	$32 million
Capital Cost per Mile	$3.9 million
Additional Annual OandM Cost	$4.2 million
2010 Weekday Ridership	5,400
2030 Weekday 'Baseline' Ridership (no Rapid Bus)	6,500
2030 Weekday Ridership with Rapid Bus	9,300
New Ridership from Rapid Bus (2030)	**+2,800**

METROPOLITAN COUNCIL 2030 TRANSPORTATION POLICY PLAN (2010)

Plan Website

http://www.metrocouncil.org/Transportation/Planning/2030-Transportation-Policy-Plan.aspx

Purpose

The Metropolitan Council 2030 Transportation Policy Plan (TPP) provides overall policy and investment framework for transportation in the Twin Cities Region from 2010-2030.

Key Takeaways

Planning-Related:

The Penn Avenue Community Works Project is consistent with regional planning policies and corresponding strategies:

- Policy 4: Coordination of Transportation Investments and Land Use, Strategy 4d states that "Transitways and the arterial bus system should be catalysts for the development and growth of major employment centers and residential nodes to form an interconnected network of higher density nodes along transit corridors. Local units of government are encouraged to develop and implement local comprehensive plans and zoning and community development strategies, including parking policies that ensure more intensified development along transitways and arterial bus routes."
- Policy 4: Coordination of Transportation Investments and Land Use, Strategy 4f states that "Local governments should plan for and implement a system of interconnected arterial and local streets, pathways, and bikeways to meet local travel needs without using the Regional Highway System. These interconnections will reduce congestion, provide access to jobs, services, and retail, and support transit."
- Policy 18: Providing Pedestrian and Bicycle Travel Systems, Strategy 18e states that "Local and state agencies should implement a multimodal roadway system and should explicitly consider providing facilities for pedestrians and bicyclists in the design and planning stage of principal or minor arterial road construction and reconstruction projects with special emphasis placed on travel barrier removal and safety for bicyclists and pedestrians in the travel corridor."

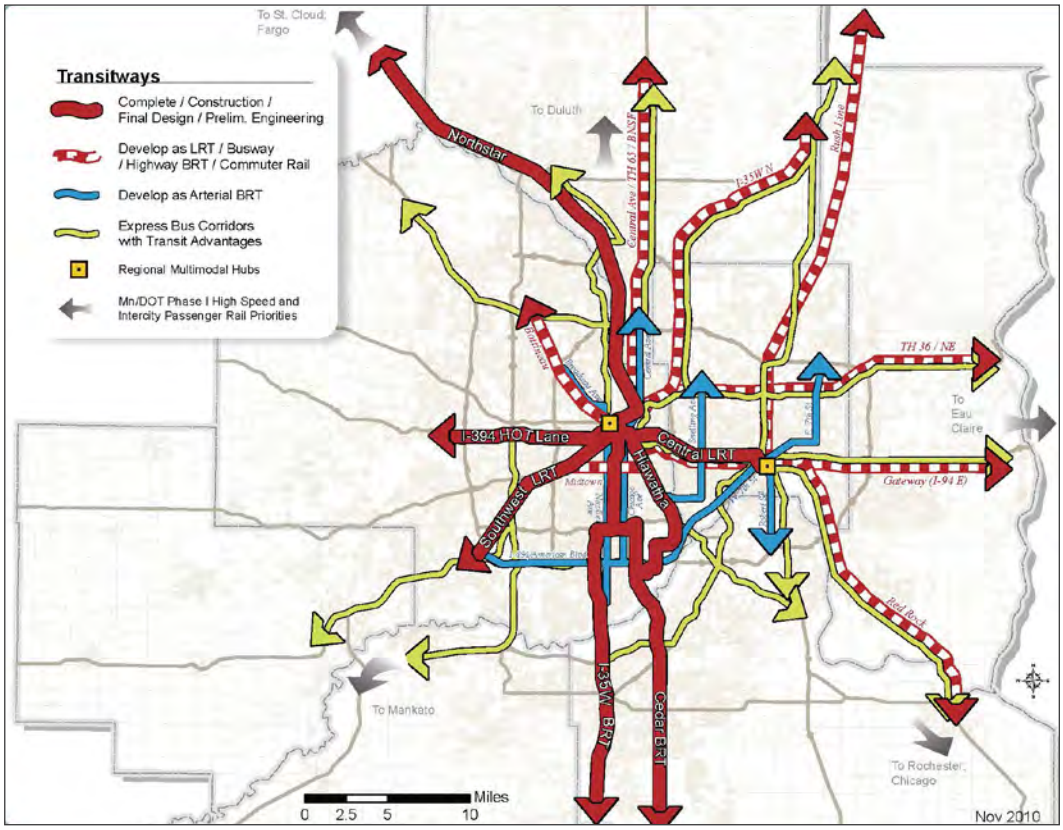
Highway-Related:

- Penn Avenue is identified as a "B" Minor roadway in terms of functional class. The Transportation Policy Plan states that "Improvements for bicycle and pedestrian safety and mobility should be made on 'B' Minor arterials if there are no other options and on 'A' minor arterials so long as they do not diminish the capability for multimodal function and capacity."

Transit-Related:

- The Transportation Policy Plan states that "During the consideration and selection of the Bottineau Transitway Locally Preferred Alternative, potential arterial bus rapid transit improvements were identified along Penn Avenue and an extension of the Chicago Avenue corridor along Emerson-Fremont Avenues in north Minneapolis. These corridors share many characteristics with the top performing corridors in the Arterial Transitway Corridors Study, including high ridership and slow average speeds, and therefore have been added to the list of potential arterial BRT corridors. This plan assumes six arterial bus rapid transitways will be implemented between 2008 and 2030, and three additional by 2030." Penn Avenue is one of those corridors.

FIGURE 4-17: 2030 TRANSITWAY SYSTEM FROM METROPOLITAN COUNCIL'S 2030 TRANSPORTATION POLICY PLAN



Bicycle and Pedestrian-Related:

- Chapter 9 of the TPP discusses the importance of pedestrian and bikeway connectivity to transit and its role in improving the region's multimodal network. Infrastructure projects should serve to increase opportunities for people to take advantage of transit, improve the safety of transit passengers, improve accessibility and mobility for people with disabilities, and support transit-oriented, compact development. Bicycle connections can increase transit's mode share when they are convenient and meaningful, and technologies that allow bikes to be carried on-board a transit vehicle or bike racks should be pursued.

METROPOLITAN COUNCIL REGIONAL TRANSITWAY GUIDELINES (2012)

Plan Website

http://www.metrocouncil.org/Transportation/Projects/Furture-Projects/Regional-Transitway-Guidelines.aspx

Purpose

The purpose of the Regional Transitway Guidelines is to provide technical guidance, based in best practices, that supports the development and operation of transitways in a way that is consistent, equitable, and efficient, and delivers an effective, integrated, and user-friendly transit system throughout the Twin Cities region.

Key Takeaways

Service Operations Guidelines:

Arterial BRT service is defined as a single route within a coordinated corridor defined by neighborhood scale infrastructure. It provides service seven days a week, 16 hours a day, and at least every 10 minutes during peak periods with lower frequencies during mid-day, evenings, and weekends. The span-of-service guidelines for arterial BRT are consistent with Metro Transit's Hi-Frequency Network standards.

Station Spacing and Siting Guidelines:

This document defines three basic design standards for transitway station types: online, inline, and offline. Online or inline stations are preferred for arterial BRT. They are defined as follows:

- Online stations are located within the vehicle runningway and the transitway vehicle can access the station without leaving the runningway. Examples of online stations in the region include all LRT and Commuter Rail stations, the I-35W and 46th Street BRT station, and the Apple Valley Transit Station on Cedar Avenue.
- Inline stations are located adjacent to the vehicle runningway, typically along freeway interchange ramps. Although they require the transitway vehicle to exit the primary runningway, they provide easy access to a station and immediately return to the runningway. Few or no turns are required. Examples include the I-35W BRT stations at 66th Street and future stations at 82nd Street and 98th Street.
- Offline stations require transitway vehicles to exit the runningway and require several turning movements resulting in potential traffic delays that impact transitway service speed and reliability, especially during peak travel times. Examples of current offline transitway stations are Cedar Grove Transit Station and Burnsville Transit Station.

The siting of transitway stations should include analysis of traffic impacts on the existing road and bicycle/pedestrian network to understand the east of access and safety of transit customers and other travelers. Results should include level of service, average delay per vehicle, and crash information for all modes on key roadways and intersections (including bicycle/pedestrian crossings) used by the transitway vehicle and customers.

Average station spacing for arterial BRT lines is ¼ to ½ mile; minimum station spacing is 1/8 mile or longer.

Station and Support Facility Guidelines:

- All transitway stations should have sheltered waiting areas; these shelters should include lighting, radiant heat, passive cooling, and security features.
- Transitway stations should have passenger information and wayfinding. Signage should guide passengers through the station and its functions, and be consistent with the transitway branding scheme. Real-time transit information should be provided wherever site conditions allow.
- Landscaping, streetscaping, and/or public art should be provided at transitway stations.
- Arterial BRT platforms should accommodate one articulated or two standard buses (60 to 80 feet).
- The provision of high quality, safe, and convenient pedestrian and bicycle facilities at transitway stations and connecting stations to surrounding land uses is a critical element of station design and transit-oriented development. Pedestrian and bicycle facilities should be given a high priority during the planning and design of transit stations and surrounding land uses.

TABLE 4-2: EXCERPT FROM TABLE 2-1, TRANSITWAY SERVICE STANDARDS (METROPOLITAN COUNCIL, 2012)

Service Definition and Network Design	**A single route with a coordinated corridor defined by neighborhood scale infrastructure.**
Route Structure	Short lines are acceptable. Branches are acceptable if each branch meets all arterial BRT guidelines. Tails operating as local service through neighborhoods are strongly discouraged.
Transit Services Coordination	Coordination with local service in the same right-of-way; transfers with connecting services
Minimum Frequency	WEEKDAY:Combined frequency for the station-to station and local services should be 10-min. peak period, 15-min. midday/evening, 30- to 60- min. early/late
Minimum Frequency (continued)	WEEKEND: Combined frequency for the station-to-station and local services shouldw
Minimum Span of Service	7 days a week, 16 hours a day
Travel Time	Should be at least 20% faster than local bus
Average Productivity	20 passengers per in-service hour
Maximum Loading Guidelines	Peak Period 125%
Off-Peak 100%	Off-Peak 100%
Market Area	1,2,3

TABLE 4-3: EXCERPT FROM TABLE 3-1, TRANSITWAY STATION GUIDELINES (METROPOLITAN COUNCIL, 2012)

Arterial BRT	
Primary Station Market Analysis Factors and Methods	Major travel patterns (including location of major activity centers), population and employment density, auto ownership, and trip purpose (e.g., commuters, students, shoppers, other), existing transit ridership; regional travel demand forecast model or similar resource
Transportation Site Location Factors	Online or inline stations preferred. **Primary**: Access to, and visibility of, station/stop for transit vehicle and customers via existing walk, trail, and transit transfer connections
Minimum Daily Boardings for Transitway Opening Year Forecast	50 or more boardings per station
Average Station Spacing for the Line	1/4 mile to 1/2 mile
Minimum Spacing Between Two Stations	1/8 mile or longer

Runningways Technology:

- Arterial BRT runningways can operate in mixed traffic or dedicated lanes and should incorporate travel time advantages.
- Where arterial BRT runningways are adjacent to a bicycle lane or recreational trail, separation should be accomplished following the guidelines of local jurisdictions, such as the Minneapolis Bicycle Master Plan.
- Analysis in transitway planning should include an assessment of the viability of Transit Signal Priority (TSP), and approval should be sought from by the implementation from appropriate coordinating parties (cities, counties, MNDOT, etc.). TSP should prioritize person throughput.

BOTTINEAU TRANSITWAY DRAFT ENVIRONMENTAL IMPACT STATEMENT (DEIS) (2014)

Plan Website

http://www.bottineautransitway.org/2012_deis_documents.htm

Purpose

The Federal Transit Administration (FTA), the lead federal agency, with Hennepin County Regional Railroad Authority (HCRRA) and the Metropolitan Council drafted the DEIS pursuant to 23 CFR 771 (FHA regulation) to evaluate the potential for significant impacts as a result of the proposed action, the Bottineau Transitway. The Bottineau Transitway

is a proposed project that will provide for transit improvements in the highly travelled northwest area of the Twin Cities. The Bottineau Transitway is located in Hennepin County, Minnesota, extending approximately 13 miles from downtown Minneapolis to the northwest serving North Minneapolis and the suburbs of Golden Valley, Robbinsdale, Crystal, New Hope, Osseo, Brooklyn Park, and Maple Grove.

The Draft EIS evaluated a No-Build alternative, an Enhanced Bus/Transportation System Management (TSM) alternative, and four light rail transit (LRT) Build alternatives. One section of the alternatives, section D2, used Penn Avenue to connect from Robbinsdale to downtown Minneapolis.

Key Takeaways

The analysis concluded that the alternatives containing the D-2 segment along Penn Avenue would deliver poor performance overall due to the severe adverse impacts they would have on properties and communities in North Minneapolis. Therefore, the DEIS did not recommend the Penn Avenue as part of the LPA for the Bottineau Transitway. However, the LPA does intersect the Penn Avenue Community Works study area at the intersection of Penn Avenue and Highway 55. This project should focus on ensuring the potential LRT station in this location is incorporated into the project plans.

Implementation of Bottineau LRT will result in several changes to the roadway and pedestrian network in the Penn Avenue Study Area:

- Existing operations at Russell Avenue allow southbound left turns onto Highway 55 which would be restricted with the LRT.
- A new traffic signal will be added at Highway 55 and Thomas Avenue.
- James, Logan, Newton, Oliver, Queen, Russell, and Sheridan Avenues all currently have un-signalized pedestrian crossings that will be closed when the LRT is built.

Also, the Bottineau Transitway DEIS provides the following information and documentation of demographics and resources in the Penn Avenue Study Area between West Broadway and Highway 55:

- Primary community features such as parks, schools, houses of worship, community centers, service centers, public safety facilities, and libraries (Chapter 4)
- The buildings, structures, districts, objects, and sites that are listed in or eligible for listing in the National Register of Historic Places (within the delineated Area of Potential Effect for the Bottineau Transitway) (Chapter 4)
- High quality visual features (Chapter 4)
- Utilities, floodplains, wetlands, geology/soils/topography, biological environment, hazardous materials contamination, and impaired waters (Chapter 5)
- Low-income and minority populations (Chapter 7)
- Properties protected by Section 4(f) (Chapter 8)

NORTHWEST METRO TRANSIT STUDY FINAL PLAN (2006)

Plan Website

http://www.metrotransit.org/expansion-northwest-metro.aspx

Purpose

The purpose of the study was to identify improvements to transit service in the Northwest Metro area (including North Minneapolis) to: provide faster and more direct service to major destinations and along major corridors; improve reliability, travel speed, and convenience of transit services; relocate transit services to better fit local development and transit markets; improve connections between neighborhoods, routes, and transit centers; integrate plans for new services and facilities; and optimize effectiveness and efficiency to improve productivity.

Key Takeaways

- The plan resulted in implementation of changes to urban local and express routes in 2007 and suburban local routes in 2008.
- The plan resulted in the restructuring of Route 19 to operate continuous service on Penn Avenue between Highway 55 and 44th Avenue. (Previously the Route 19 operated on Penn Avenue between Highway 55 and West Broadway Avenue, before turning west to Noble Avenue and Douglas Drive.)

MINNEAPOLIS LOCAL SURFACE WATER MANAGEMENT PLAN (2006)

Plan Website

http://www.minneapolismn.gov/publicworks/stormwater/stormwater_local-surface

Purpose

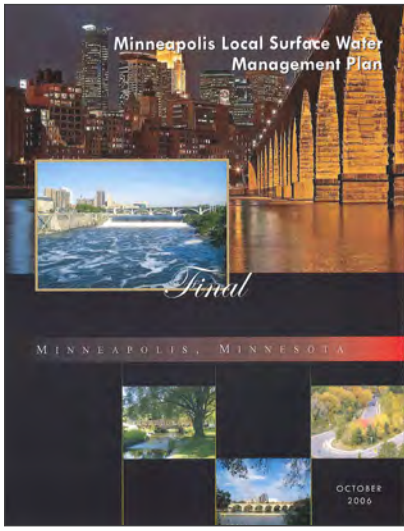
The Minneapolis Local Surface Water Management Plan (LSWMP) was prepared to guide the City in conserving, protecting, and managing its surface water resources. The purpose of the LSWMP is to bring together all water resources issues and activities, and to identify improvements, gaps or overlaps which will help to better manage the city's water resources and attain overall goals. The content of the LSWMP is in large part determined by Minnesota Statute 103B and Rules 8410.

The intent of this plan is twofold: to meet the requirements of Minnesota Statute 103B and to provide a resource for City staff. As a reference document, this plan has been structured to provide the reader with basic information and to provide sources where additional information can be found.

The goals set forth in The Minneapolis Plan are tied to the City's water resources objectives and sustainability indicators. Section 2 of the Plan develops a set of guiding principles that provides direction to accomplish these goals. Section 2 also details how Minneapolis intends to accomplish City goals while carefully considering limitations, changes to regulations, and the needs of aging infrastructure

Key Takeaways

- This planning project has no direct effect on the Penn Avenue study area, but should be considered when considering water quality best management practices to protect receiving water resources and when incorporating trees and vegetation into the corridor.



Minneapolis Local Surface Water Management Plan (2006)

EXISTING AND UPCOMING AGENCIES' PROGRAMS, INVESTMENTS, AND FUNDING

HENNEPIN COUNTY CAPITAL IMPROVEMENT PROGRAM (CIP)

Health-Related Projects:

- Addition of a new facility on the existing NorthPoint Health & Wellness Center site at Penn and Plymouth to house a new regional services HUB delivery model in North Minneapolis; Parking demands are currently inadequate and, therefore, future expansion will require new parking options; NorthPoint's new facility will provide the space and infrastructure necessary to support HUB satellite options.

Transportation Provisional Projects (which may be included in the funded program subject to the availability of federal aid or other revenues):

- Reconstruction of CSAH 9 (45th Avenue) from Xerxes Avenue to CSAH 152 (Osseo Road) in 2017. The purpose of the project is to improve the condition of the pavement. The current roadway is deficient in drainage and structural condition.
- Reconstruction of CSAH 152 (44th Avenue) from CSAH 2 (Penn Avenue) to 41st Avenue in 2016. The purpose of the project is to improve the condition of the pavement. The current roadway is deficient in drainage and structural condition. This project presents an opportunity to benefit multiple modes of travel when completed.

CITY OF MINNEAPOLIS CAPITAL IMPROVEMENT PROGRAM (CIP)

Street Improvements:

- Major Pavement Maintenance:
  - Dowling Avenue (east and west of Penn Avenue) - Sealcoating in 2014
  - 26th Avenue (West Broadway Avenue to Lyndale Avenue) - Reconstruction of existing roadway and addition of off-street bike path in 2015/2016
  - 42nd Avenue North (Xerxes Avenue to Lyndale Avenue) - 2018/2019
- Asphalt Pavement Resurfacing Program, which has the objective of resurfacing approximately 15 to 20 miles of streets each year to extend their useful life. Resurfacing will help to slow the deterioration of the city's aging street network and delay the cost of reconstructing the roadway by at least 10 years.
  - Hay northwest area (west of Penn Avenue, between 21st Avenue and Plymouth Avenue) - 2014
  - Penn area (east of Penn Avenue, between Dowling Avenue and Lowry Avenue) - 2015
  - South Hay area (west of Penn Avenue, between Plymouth Avenue and Highway 55) - 2017
  - South Willard area (west of Penn Avenue, between West Broadway Avenue and 21st Avenue)
  - Jordan West area (west of Penn Avenue, between Lowry Avenue and West Broadway Avenue) - 2019
- Traffic Safety Improvements, which involves seven traffic related improvements: 1) Overhead Signal Additions, 2) Operational and Safety Improvements, 3) Signal and Delineation, 4) Mastarm Mounted Street Name Signing, 5) Street and Bridge Navigation Lighting, 6) Pedestrian Safety, and 7) Railroad Crossing Safety.

  - Penn Avenue/33rd Avenue - 2014
  - Penn Avenue/34th Avenue - 2014 or 2016 (shows up in both years)
  - Penn Avenue/16th Avenue - 2014
  - Lowry Avenue/Russell Avenue (2 blocks to the west) - 2014
  - Plymouth Avenue/Morgan Avenue (3 blocks to the east) - 2014
  - Osseo Road/Victory Memorial Parkway - 2015
  - Penn Avenue/42nd Avenue - 2015
  - Penn Avenue/Oak Park Avenue - 2015
- Defective Hazardous Sidewalks/Complete Gaps, which involves providing a hazard free pedestrian passage over approximately 2,000 miles of public sidewalk by inspecting and replacing defective public sidewalks and adding ADA compliant curb ramps where needed.
  - East of Penn Avenue, between Lowry Avenue and West Broadway Avenue - 2014
  - West of Penn Avenue, between 44th Avenue and Dowling Avenue - 2015
- ADA Pedestrian Ramp Replacement Program
  - Dowling Avenue/Queen Avenue - 2014
  - Dowling Avenue/Russell Avenue - 2014
  - Dowling Avenue/Sheridan Avenue - 2014
- Alley Renovations, which involves repair and overlay of existing alleys and repair or replace retaining walls that are currently in poor condition.
  - 2nd block west of Penn Avenue, between 42nd and 43rd Avenue - 2014
  - 1st block west of Penn Avenue, between 34th and 35th Avenue - 2015 to 2019
  - 1st block west of Penn Avenue, between 29th and 30th Avenue - 2015 to 2019
  - 1st block east of Penn Avenue, between Oliver and West Broadway Avenues - 2015 to 2019

Utilities Improvements:

- Combined Sewer Overflow Improvements, which involves the construction of stormwater systems so that catch basins and drains in public ROW can be disconnected from the sanitary sewer and reconnected to a storm sewer.
  - 29th Avenue North (from Logan Avenue to Upton Avenue) - 2014
- Combined Sewer Overflow Improvements and Infiltration and Inflow Removal Program
  - Osseo Road bridge - 2015 to 2019
  - 47th Avenue/Xerxes Avenue (2 blocks to the west) - 2015 to 2019
  - Plymouth Avenue /Queen Avenue (1 block to the west) - 2015 to 2019
- Water Main Rehabilitation
  - Streets between Osseo Road (north and east), 44th Avenue North (south), and Victory Memorial Parkway (west)

ECONOMIC DEVELOPMENT PROGRAMS/FUNDING/PROJECTS

TABLE 4-4: CITY OF MINNEAPOLIS ECONOMIC DEVELOPMENT RESOURCES

Program Name	Use of Proceeds	Size	Terms	CPED Contact
Business Loans				
2% Loan	Small business loans for building improvements, equipment	up to $150,000 (City portion at 2% up to $75,000)	up to 10 years	multiple staff, call 612-673-5072
Working Capital	Finance general business operations, working capital, production contracts, inventory and receivables	City guarantees up to 50% of the loan amount, with the City's maximum guarantee as $50,000	term or revolving	multiple staff, call 612-673-5072
Microenterprise Loans	Small business inventory, equipment, working capital	up to $25,000	up to 5 years	Iric Nathanson (MCCD) 612-789-7337
Alternative Financing	Small business financing for building improvements or equipment, Islamic-law compliant structure	up to $100,000 (City portion - $50,000 at a 2% rate of return)	up to 10 years	multiple staff, call 612-673-5072
Business Development Fund	Small business loans for building improvements, equipment	up to $75,000	prime, up to 10 years, credits for local hiring up to $37,500	multiple staff, call 612-673-5072
Export Order Financing and Insurance	Loans for export orders as well as marketing and promotion. Export payment insurance.	various products - several thousand to tens of millions	varies	MN Trade Office Helpline 651-259-7498
Homegrown Business Development Center	Costs associated with the processing, manufacturing, distribution and marketing of local food products.	up to $10,000	2% interest up to 5 years	Casey Dzieweczynski (Jevachensky) 612-673-5070
Site Selection, business consulting, and business district supports				
Site selection and systems navigation	Assistance in finding a Minneapolis location and navigating licensing and other regulatory requirements	N/A	N/A	Miles Mercer 612-673-5043
Technical Assistance Program	Support for non-profit organizations that provide business consulting services to entrepreneurs including bookkeeping, marketing, licensing, legal, payroll	grants to non-profit organizations that provide business consulting services	1 year contract, through RFP solicitation	Daniel Bonilla 612-673-5232
Export assistance	Small grants for international trade marketing, trade missions, guidance on global market opportunities, logistics, regulatory compliance	N/A	N/A	MN Trade Office Helpline 651-259-7498
Great Streets Business District Support Grants	District revitalization projects including business recruitment and district-wide marketing	grants of up to $50,000 to business associations, community development organizations and CDCs	1 year contract, through RFP solicitation	Rebecca Parrell 612-673-5018
Great Streets Façade Matching Grants	Façade improvements including windows, doors, signage, awnings, lighting, murals	façade matching grants to businesses of up to $5,000		Jimmy Loyd 612-673-5026

(TABLE CONTINUES ON FOLLOWING PAGE)

TABLE 4-4: CITY OF MINNEAPOLIS ECONOMIC DEVELOPMENT RESOURCES (CONTINUED)

Program Name	Use of Proceeds	Size	Terms	CPED Contact
Commercial/Industrial Real Estate Development Financing				
Great Streets Gap Financing	Commercial real estate development loans for catalytic commercial corridor and station area projects	$100,000 - $500,000 gap financing	up to 15 years	Rebecca Parrell 612-673-5018
Tax Increment Finance	Significant commercial/industrial development	$300,000 and up, depending on revenue generated	up to 25 years (15 more common)	Kristin Guild 612-673-5168
Bank Qualified Bank Direct (BQ) Tax Exempt Bonds	Real estate development for non-profit user	$500,000 - $10 million	10-30 years	multiple staff, call 612-673-5072
Brownfield Remediation Grants	Grants to investigate and clean up environmental contamination as part of a real estate development project	$20,000 - $900,000	grant, 5 year reporting on development, tax base and job growth outcomes	Kevin Carroll 612-673-5181
DEED Redevelopment Grants	Grants supporting real estate redevelopment	$50,000-$1 million	grant	Kevin Carroll 612-673-5181
Revenue Bonds (taxable and tax exempt)	Commercial/industrial real estate development, equipment	$1 - $100 million	10-30 years	Charles Curtis 612-673-5069
Hennepin County Transit Oriented Development Grants	Grants to real estate development projects on transit lines that will enhance transit usage	$50,000 - $1 million		David Frank 612-673-5238
Liveable Communities Demonstration Account Grants	Grants for land assembly and public infrastructure for development projects that maximize benefits of regional infrastructure	$100,000 - $800,000	grants	Amy Geisler 612-673-5266
New Markets Tax Credits	Real estate development financing - allocations of tax credits to limited financing entities	$500,000 - $20 million	7 years	Miles Mercer 612-673-5043
DEED Job Creation Fund	Rebate for job creation and real estate investment	up to $1 million	rebate associated with job creation	Kristin Guild 612-673-5168
Minnesota Investment Fund	Loans for real estate development or significant equipment purchase supporting MN job creation	up to $500,000	flexible terms	Kristin Guild 612-673-5168
Workforce Programs				
Qualified Staff	Through career fairs and free posting services, the City can help businesses identify qualified staff.	-	-	Mark Brinda 612-673-6231
Customized Training	City partners, including MCTC and Dunwoody, are available to develop customized training programs for Minneapolis employers. Also, Minneapolis occasionally secures grants to support training in key growth fields.	-	-	Mark Brinda 612-673-6231
Step Up Youth Interns	"Step Up" is a summer internship program that links Minneapolis businesses with young people trained for work readiness and overseen by program advisors.	-	-	Tammy Dickinson 612-673-5041

TABLE 4-5: CITY OF MINNEAPOLIS ECONOMIC DEVELOPMENT PROGRAMS AND EFFORTS ON PENN AVENUE, 2009-2013

GREAT STREETS: Real Estate Development Gap Financing Loan Program, gap financing for catalytic real estate redevelopment projects in eligible neighborhood commercial districts

Organization	Address	Amount	Funding Source	Scope of Work	Outcome	Businesses Served
Catalyst Community Partners	2123 West Broadway	$ 450,000	CDBG	Building rehabilitation	Vacant commercial building redeveloped into space for two tenants	KMOJ Radio and Northside Achievement Zone

GREAT STREETS: Façade Improvement Matching Grants, matching grants available in eligible neighborhood commercial districts for eligible façade projects

Business/Property Owner	Address	Grant Amount	Private Match	Project Description
Dr. Tara Watson	2110 West Broadway	$ 7,500	$ 7,505	tuckpointing, brick restoration, exterior stucco
Dr. Tara Watson	2110 West Broadway	$ 5,701	$ 5,701	aluminum artist décor and Signage
Dr. Tara Watson	2110 West Broadway	$ 1,800	$ 4,800	signage
Hollywood School of Dance	2128 West Broadway	$ 4,354	$ 4,354	new awning, new light
Mississippi Hospitality	2124 West Broadway	$ 3,454	$ 3,454	new sign
Mohammed Thabet	2118 West Broadway	$ 6,834	$ 9,029	tuckpointing, brick replacement, new windows and doors
Mohammed Thabet	2120 West Broadway	$ 6,834	$ 9,029	tuckpointing, brick replacement, new windows and doors
Mohammed Thabet	2122 West Broadway	$ 6,834	$ 9,029	tuckpointing, brick replacement, new windows and doors
Mohammed Thabet	2124 West Broadway	$ 6,834	$ 9,029	tuckpointing, brick replacement, new windows and doors

GREAT STREETS: Business District Support Grant Program, funds activities that support the economic strength and vitality of eligible neighborhood commercial districts

Organization	Amount	Scope of Work	Businesses Served
2011			
West Broadway Business and Area Coalition	$46,550	Complete a web and social media project, perform a member drive, organize networking events, and assist businesses	West Broadway Commercial Corridor, including node at Penn Ave N
Lowry Corridor Business Association	$30,588	Complete a real estate market analysis, and develop a business recruitment strategy	Penn Ave N and Lowry Ave N and Emerson/Fremont and Lowry Ave N Commercial Nodes
2012			
Lowry Corridor Business Association	$30,588	Complete a real estate market analysis, and develop a business recruitment strategy	Penn Ave N and Lowry Ave N and Emerson/Fremont and Lowry Ave N Commercial Nodes
West Broadway Business and Area Coalition	$45,500	Begin a Shop Local Campaign, fund the West Broadway Farmer's Market, complete a member drive, perform retail business recruitment, and organizing networking events	West Broadway Commercial Corridor, including node at Penn Ave N
2013			
West Broadway Business and Area Coalition	$50,000	Improve the vertical environment, provide educational workshops and business networking events, begin a Shop Local Campaign, augment the Farmers Market, assist businesses, and coordinate Pop-Up Art projects	West Broadway Commercial Corridor, including node at Penn Ave N
Lowry Corridor Business Association	$43,000	Provide educational opportunities, implement a marketing campaign, investigate real estate redevelopment, perform a member drive, and coordinate networking events	Penn Ave N and Lowry Ave N and Emerson/Fremont and Lowry Ave N Commercial Nodes
TOTAL	$93,000		

TABLE 4.5 - CITY OF MINNEAPOLIS ECONOMIC DEVELOPMENT PROGRAMS AND EFFORTS ON PENN AVENUE, 2009-2013 (CONTINUED)

2% BUSINESS LOAN PROGRAM, supports small Minneapolis businesses with equipment and building improvements			
Business	**Address**	**Amount**	**Outcome**
All Washed Up Laundry Service	3010 Penn Ave N	$ 75,000	funded build out and equipment
Catalyst Five Points, LLC	2119 West Broadway	$ 75,000	funded building rehabilitation
Center for Communication	2119 West Broadway	$ 50,000	funded tenant improvements
Goff Holdings, LLC	2117 West Broadway	$ 36,217	funded building improvements
Larban Otieno	2126 West Broadway	$ 25,000	funded building improvements
Penn Lowry Crossing LLC	3010 Penn Ave N	$ 75,000	funded building improvements
Selene Properties Inc	2104 West Broadway	$ 52,976	funded building improvements
Watson Chiropractic	2104 West Broadway	$ 75,000	funded build out and equipment
Watson Health and Fitness, Inc.	2104 West Broadway	$ 60,000	funded build out and equipment
	TOTAL	$ 524,193	

(TABLE CONTINUES ON FOLLOWING PAGE)

HOUSING DEVELOPMENT PROGRAMS/FUNDING/PROJECTS

The two following tables summarize existing housing development initiatives and funding commitments occurring in the Penn Avenue corridor neighborhoods.

TABLE 4-6: SUCCESSFUL HOUSING INITIATIVES IN PENN AVENUE CORRIDOR NEIGHBORHOODS

Housing Development	Developer	Type of Housing	Estimated Development Costs	Funding Sources	Outcomes	Housing Units
Jordan Apartments	Alliance Housing	Rental apartments	$8 million	Hennepin County Affordable Housing Incentive Fund (AHIF), Minneapolis Affordable Housing Trust Fund (AHTF), , Low Income Housing Tax Credits (LIHTC)	30%-50% AMI, all affordable units	38
Commons @ Penn Avenue	Building Blocks	Mixed-use rental apartments and retail/ service	$11 million	Hennepin County Transit Oriented Development, Environmental Response Fund, Metropolitan Council (TBRA, LCDA TOD), MN Housing Finance Agency, Low Income Housing Tax Credits (LIHTC), Hennepin County Affordable Housing Incentive Fund (AHIF)	60% AMI, all affordable units	45
Broadway Flats	Rose revelopment and Lupe Development	Mixed-use rental apartments and retail/ service	$25 million	Hennepin County Affordable Housing Incentive Fund (AHIF), Minneapolis Affordable Housing Trust Fund (AHTF), Hennepin County Transit Oriented Development, Metropolitan Council (LCDA TOD), HUD, Tax Exempt Multi-family Housing Revenue Bonds, , Low Income Housing Tax Credits (LIHTC)	50%-60% AMI, all affordable units	103
West Broadway Crescent	CommonBond Communities	Rental apartments	$11.5 million Financing estimated at 49% public and 51% private	Low Income Housing Tax Credits (LIHTC), Tax Exempt Multi-family Housing Revenue Bonds, Minneapolis Affordable Housing Trust Fund (AHTF),	8 of the units will be affordable at or below 50% MMI, 7% of the units will be affordable at or below 60% MMI and the remaining units will be at market rate for the area.	54

TABLE 4-7: HOUSING FUNDING COMMITMENTS FOR PENN AVENUE PROPERTIES 2011-2013

Address	Funding Program	Funding Activity	Acquisition Date
1915 Penn Avenue N	Neighborhood Stabilization Program	Acquisition	08/28/2012
2106 Penn Avenue N	Tornado Tax Increment Financing (TIF)	Acquisition	01/11/2013
2214 Penn Avenue N	Neighborhood Stabilization Program	Acquisition	11/02/2012
2300 Penn Avenue N	Higher Density Corridor Housing Program	Acquisition	12/03/2012
2306 Penn Avenue N	Tornado Tax Increment Financing (TIF)	Acquisition	04/20/2012
2413 Penn Avenue N	Neighborhood Stabilization Program	Acquisition	07/20/2011
2423 Penn Avenue N	Higher Density Corridor Housing Program	Acquisition	12/13/2011
2425 Penn Avenue N	Higher Density Corridor Housing Program	Acquisition	02/10/2012
2511 Penn Avenue N	Higher Density Corridor Housing Program	Acquisition	11/28/2011
2520 Penn Avenue N	Higher Density Corridor Housing Program	Acquisition	10/18/2012
2522 Penn Avenue N	Higher Density Corridor Housing Program	Acquisition	03/26/2012
2624 Penn Avenue N	Neighborhood Stabilization Program	Acquisition	11/15/2011
2712 Penn Avenue N	Neighborhood Stabilization Program	Acquisition	02/09/2011
2718 Penn Avenue N	Neighborhood Stabilization Program	Acquisition	10/19/2012
2720 Penn Avenue N	Vacant Housing Recycling Program	Acquisition	06/07/2013
2915 Penn Avenue N	Neighborhood Stabilization Program	Acquisition	12/22/2011
2933 Penn Avenue N	Neighborhood Stabilization Program	Acquisition	02/04/2011
3711 Penn Avenue N	Neighborhood Stabilization Program	Acquisition	01/26/2011
3719 Penn Avenue N	Vacant Housing Recycling Program	Acquisition	02/10/2014
3758 Penn Avenue N	Neighborhood Stabilization Program	Acquisition	06/22/2011
5200 Penn Avenue N	Green Homes North	New Construction	05/15/2013
3310 Penn Avenue N	Neighborhood Stabilization Program	Rehabilitation	01/29/2013
3422 Penn Avenue N	Neighborhood Stabilization Program	Rehabilitation	01/04/2011
518 Penn Avenue N	Neighborhood Stabilization Program	Rehabilitation	02/03/2012
3627 Penn Avenue N	Neighborhood Stabilization Program	Rehabilitation	11/01/2011
3725 Penn Avenue N	Neighborhood Stabilization Program	Rehabilitation	03/01/2012
3405 Penn Avenue N	Neighborhood Stabilization Program	Rehabilitation	02/03/2012
3750 Penn Avenue N	Neighborhood Stabilization Program	Rehabilitation	02/14/2012
5200 Penn Avenue N	Neighborhood Stabilization Program	Rehabilitation	05/15/2013

PUBLIC STUDIES/PROJECTS CURRENTLY IN PROGRESS

The Penn Avenue project should take into consideration other projects and studies currently underway that may have implications for the Penn Avenue corridor.

LRT Station Area Planning

- Green Line Extension (Southwest)
- Blue Line (Bottineau)

Bike/Pedestrian

- 26th Avenue Reconstruction and Bikeway Project
- North Minneapolis Greenway
- Hennepin County Bike Plan Update
- City of Minneapolis Bike Plan – Protected Bikeways Update

Other Metro Transit Projects

- West Broadway Transit Study
- Service Improvement Plan (SIP) (local and express bus network)

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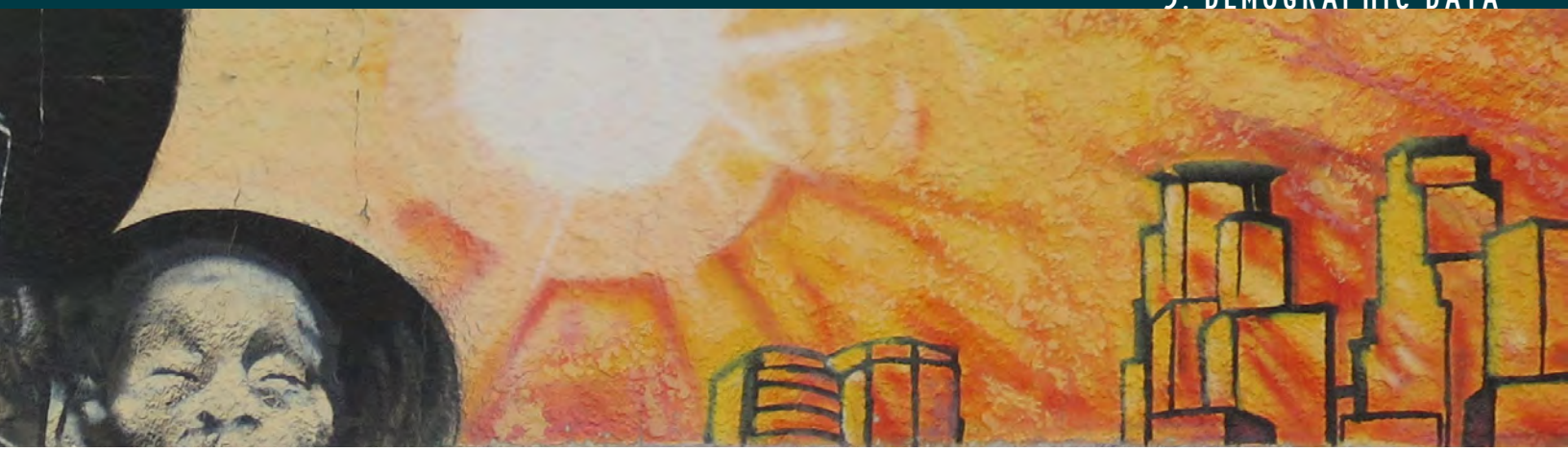
5. DEMOGRAPHIC DATA

OVERVIEW

This chapter presents baseline demographic data relevant to the Penn Avenue corridor and discusses the key findings of the data. Most of data collected also includes North Minneapolis neighborhoods outside of the Penn Avenue corridor, so comparisons between areas along the corridor and other north side neighborhoods are possible. Information was compiled on the following demographic and economic characteristics:

- Change in Population 2000-2010
- Median Age 2010
- Race/Ethnic Origin Dispersions 2010
- Population Below Poverty Level 2010
- Change in Non-Speaking English Population 2000-2010
- Change in Households 2000-2010
- Household Income 2010
- Change in Median Household Income 2000-2010
- Change in Crime Rates 1998-2013
- Employment by Industry Sector



POPULATION

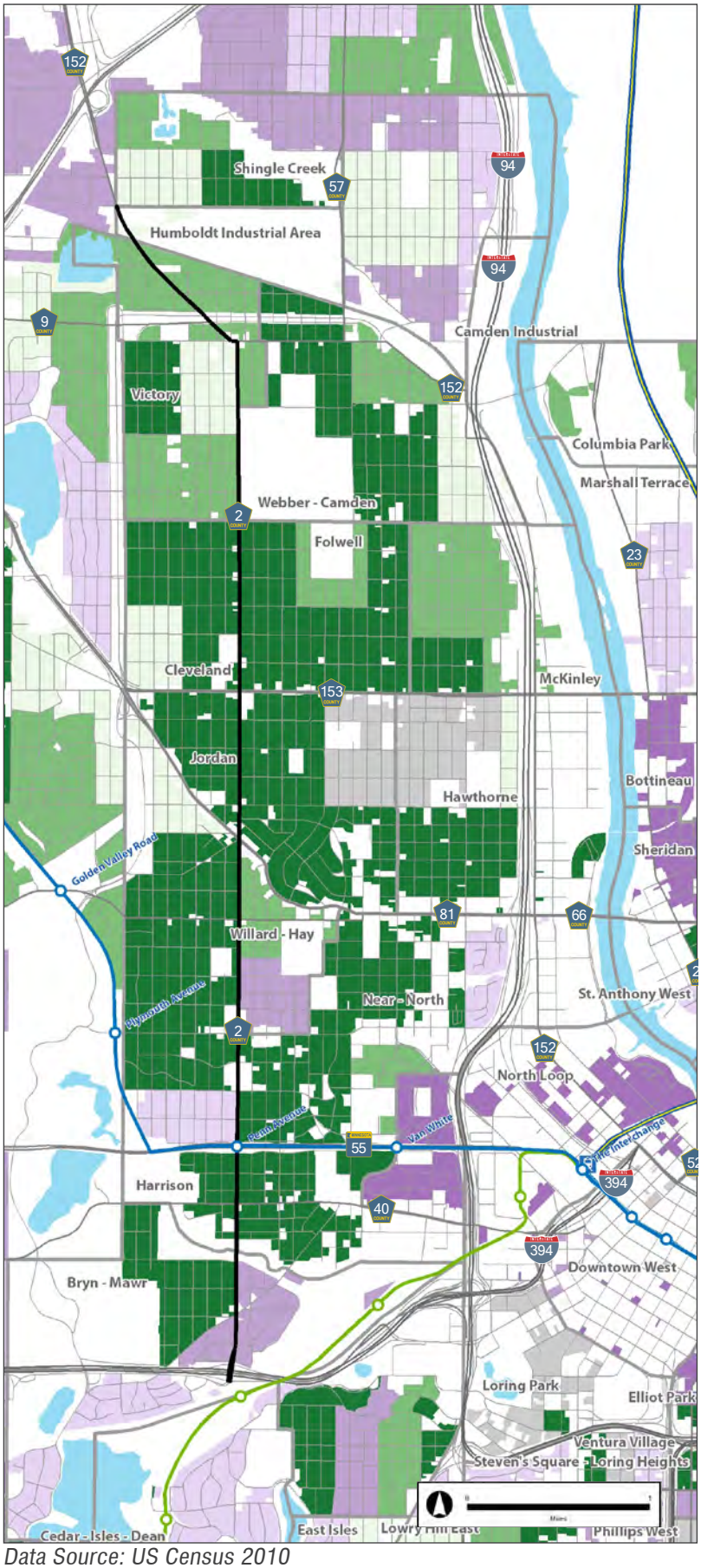
Population density is highest at the south end of the Penn Avenue corridor although neighborhoods on the southern end of the corridor generally experienced decreasing population from 2000 to 2010.

The east half of the Bryn Mawr neighborhood exhibited population increases while the west side showed population decreases. A similar situation occurred at Plymouth Avenue.

At Glenwood Avenue, the west side of Penn Avenue exhibited population increases while the east side showed population decreases.

Many neighborhoods in the north side showed a decrease in population between 2000 and 2010 including Victory, Cleveland, Folwell, Willard-Hay, Jordan, Webber-Camden, McKinley, and Hawthorne. Population changes were mixed in the Bryn Mawr, Harrison, and Near North neighborhoods (increases and decreases by individual block groups). Contributing factors may include an overall aging of the population, lack of housing products to meet the needs of residents, concerns of safety and security, and the foreclosure crisis.

FIGURE 5-1: CHANGE IN POPULATION 2000-2010



Data Source: US Census 2010

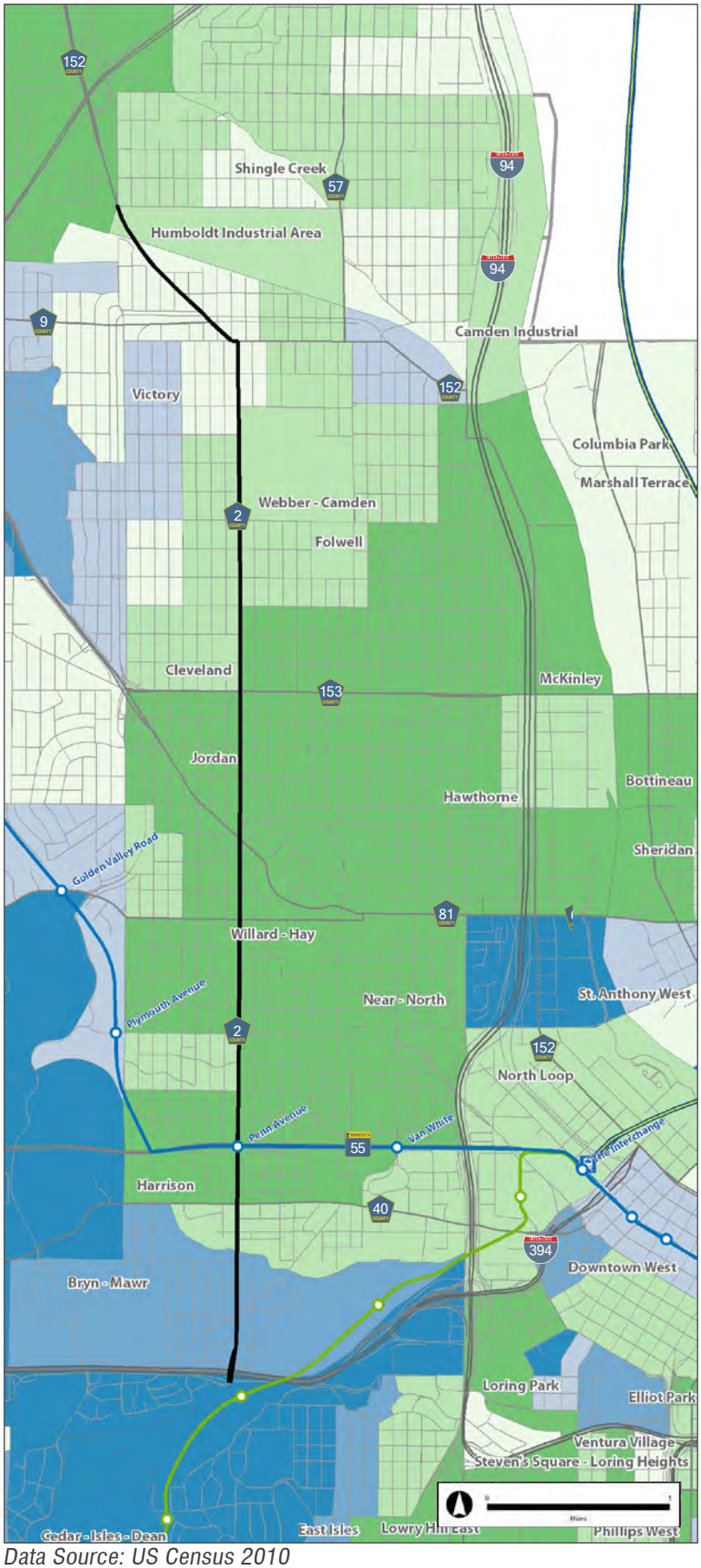
MEDIAN AGE

Bryn Mawr has the highest median age in the Penn Avenue corridor, with census block groups averaging between 40.8 years and 44.9 years of age.

The central segment of the Penn Avenue corridor which includes Willard-Hay, Near North, Jordan, Cleveland, and Folwell is much younger on average, due to a greater numbers of families with children and young adults, and fewer empty nesters and elderly residents. The median age ranges from 19.5 years to 30.1 years of age among census block groups.

Further north in the corridor, the median age increases modestly, with median ages ranging from 30.1 years to 34.3 years across census block groups. Neighborhoods in this age range include Cleveland, the northwest portion of Folwell, Webber-Camden, Shingle Creek, Humboldt Industrial Park, and some Census tracts on the west side of Penn Avenue bordering Golden Valley in the Willard Hay and Jordan neighborhoods.

FIGURE 5-2: MEDIAN AGE 2010



Data Source: US Census 2010

RACE/ETHNIC ORIGINS

This section includes information on race and ethnicity of residents in the Penn Avenue corridor and the change in these populations over time. Racial categories represented in the following maps include White, Black, Asian and Hispanic/Latino.

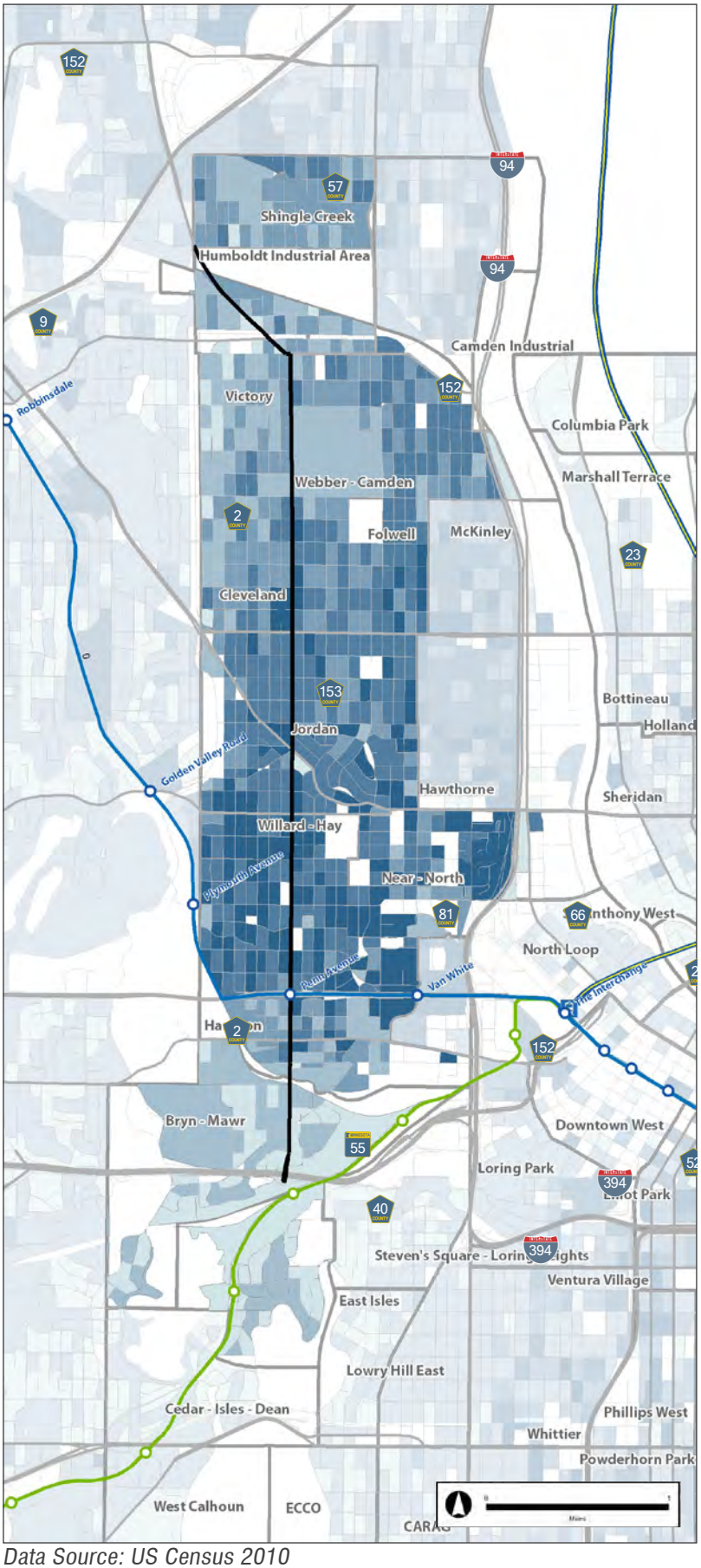
White populations tend to be concentrated in the northern and southern ends of the Penn Avenue corridor; the highest concentrations are seen in Bryn Mawr, Webber-Camden, Victory and some areas of Cleveland, and Shingle Creek. Black populations are generally dispersed throughout the corridor, but there are higher proportions in areas south of Lowry and north of Glenwood Avenue. The highest concentrations are located in the Willard-Hay, Near North, Jordan, and Folwell neighborhoods.

Asian populations are generally spread throughout the North side neighborhoods, but are most concentrated in the Harrison, Jordan, Folwell, Willard-Hay, and Shingle Creek neighborhoods.

Hispanic/Latino populations are generally the most geographically dispersed of any of the race/ethnicities. Overall, it is difficult to identify any significant concentrations of this group as they are spread out across all of North Minneapolis. The highest concentrations are found in the Shingle Creek neighborhood, with smaller concentrations in Hawthorne, Near North, and Harrison.

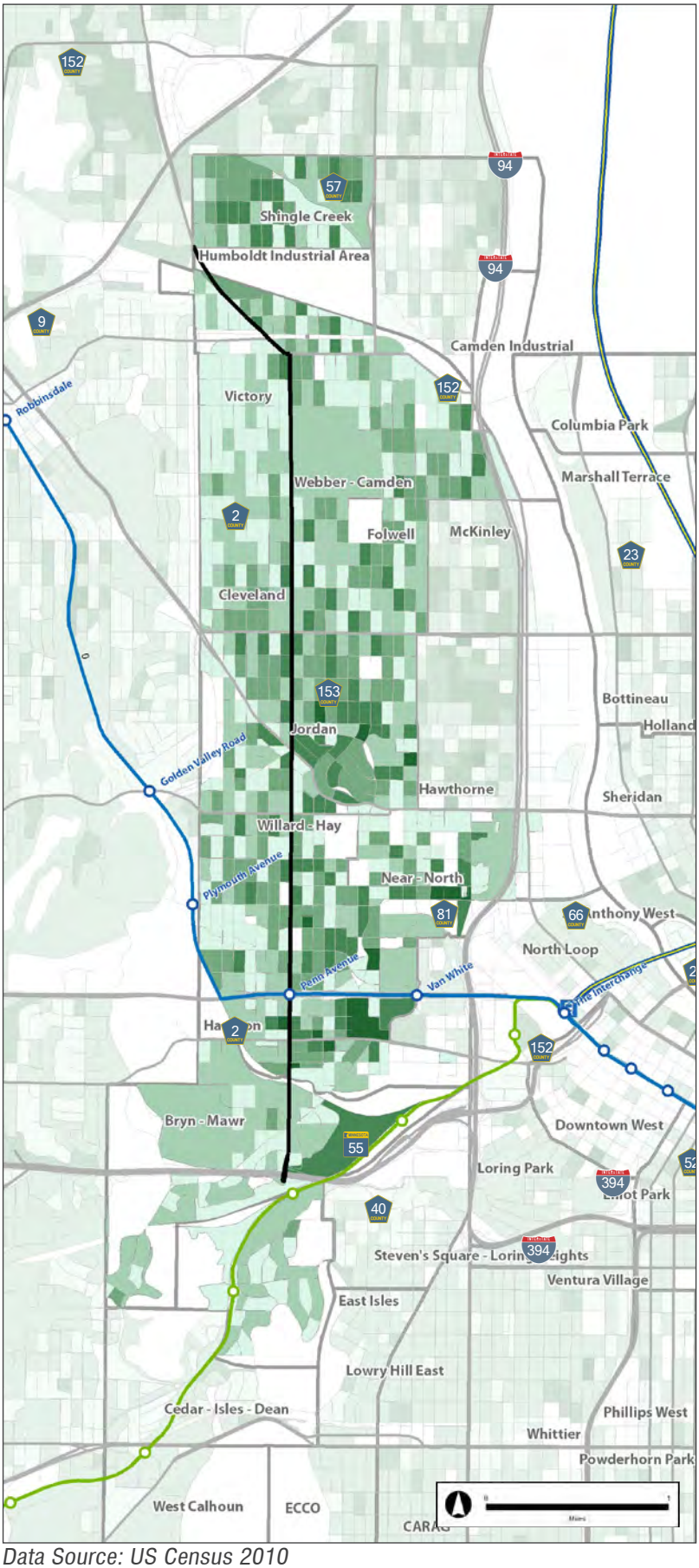
Overall, the data shows that the corridor is highly racially and ethnically diverse.

FIGURE 5-3: BLACK POPULATION BY CENSUS TRACT



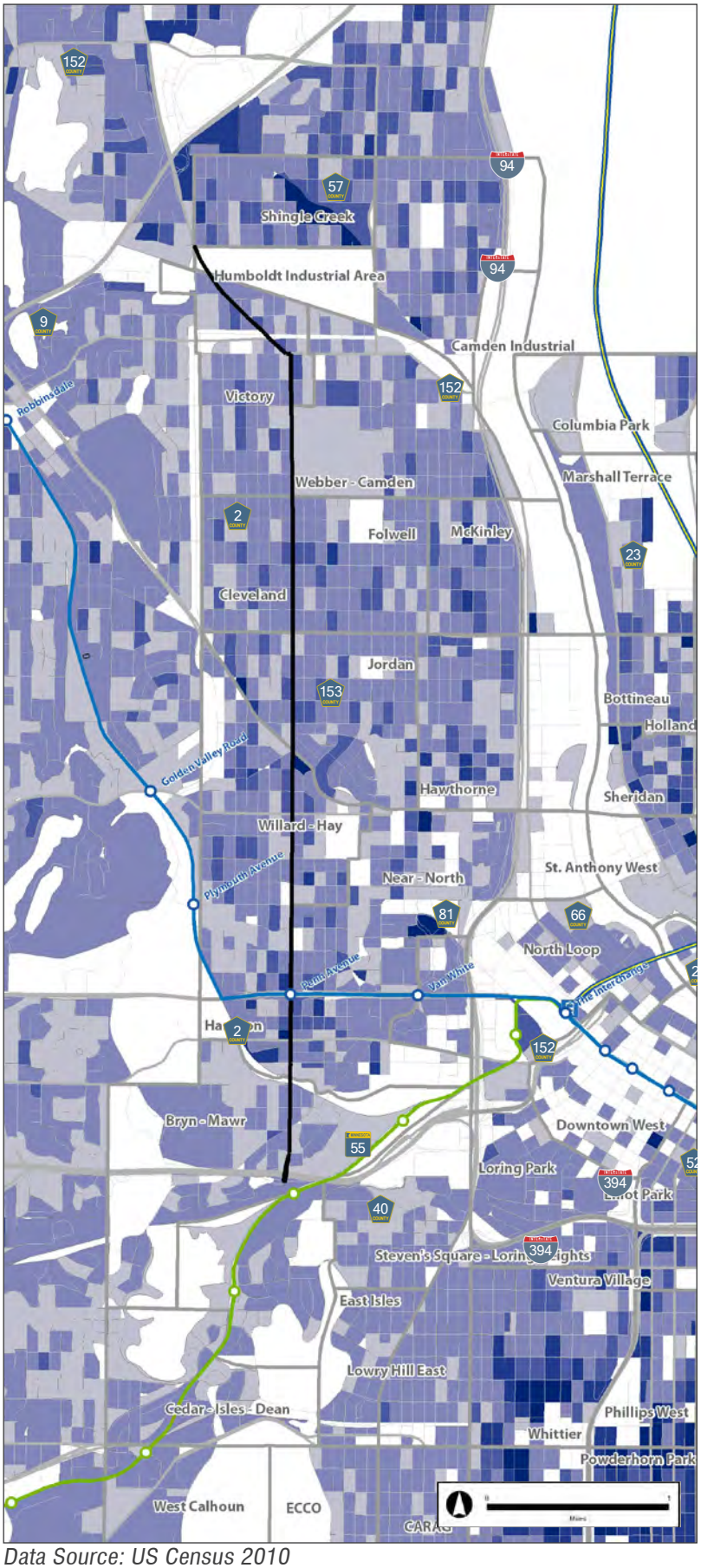
Data Source: US Census 2010

FIGURE 5-4: ASIAN POPULATION BY CENTSUS TRACT



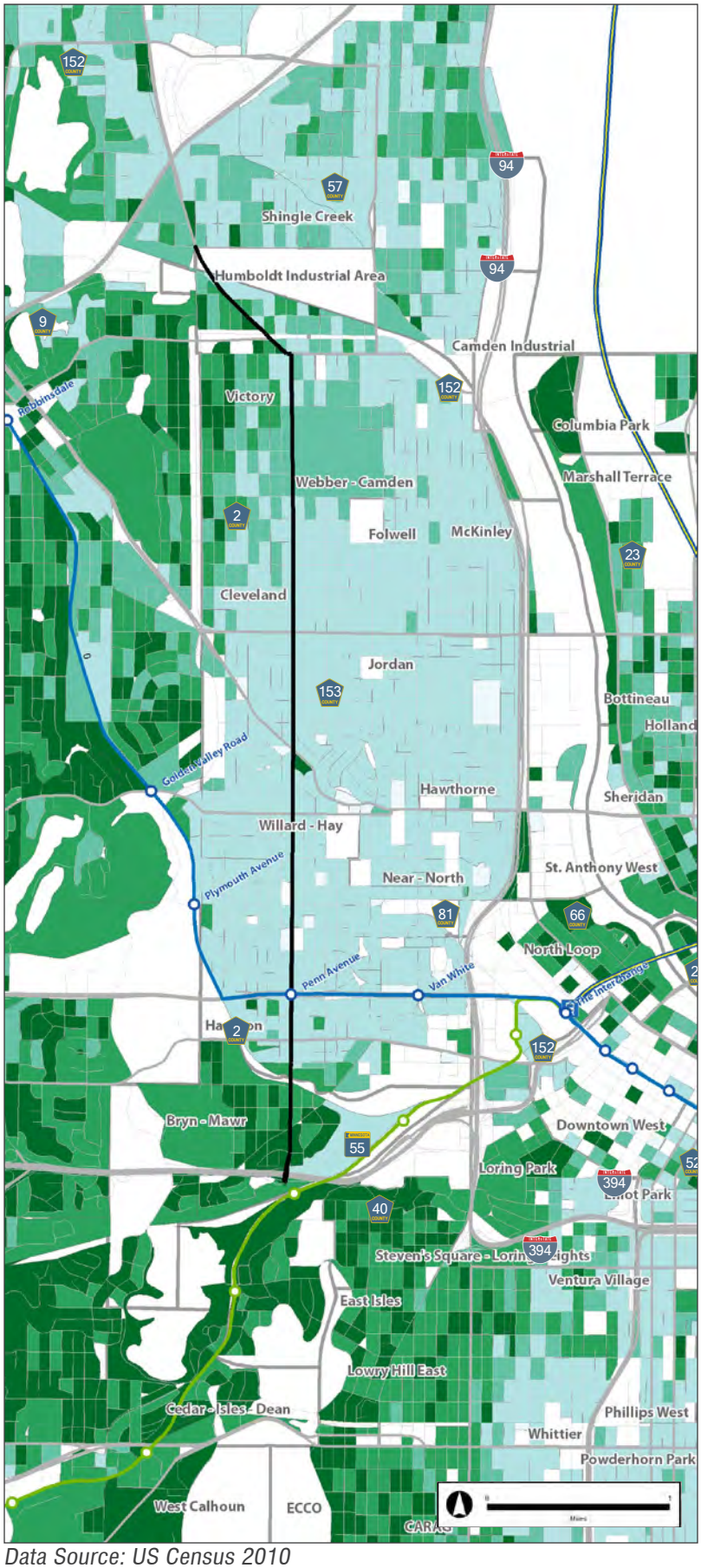
Data Source: US Census 2010

FIGURE 5-5: LATINO POPULATION BY CENSUS TRACT



Data Source: US Census 2010

FIGURE 5-6: WHITE POPULATION BY CENSUS TRACT



Data Source: US Census 2010

POPULATION BELOW POVERTY LEVEL

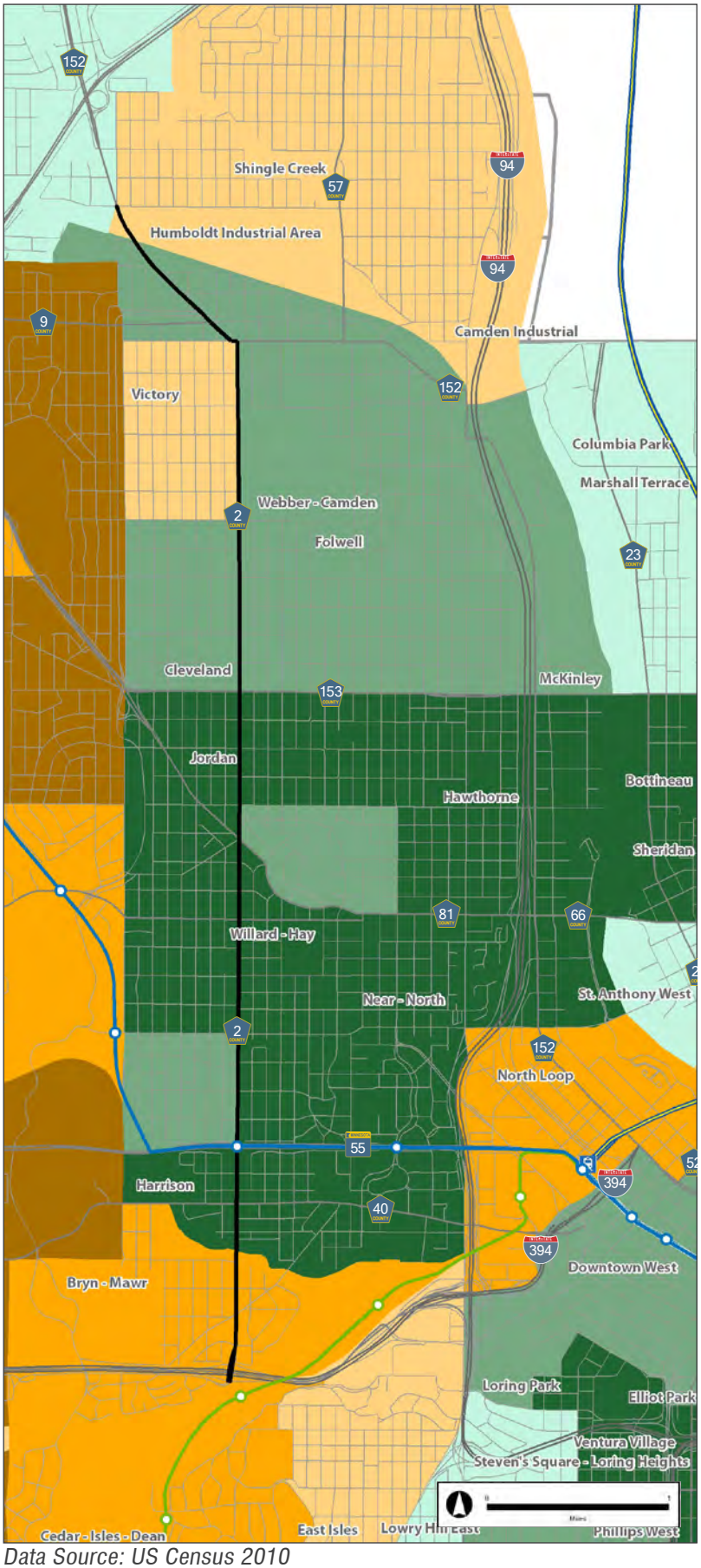
Figure 5-7 shows the proportion of the population below the 2010 poverty level, by census tract. Census tracts are colored according to how the proportion of households in poverty compares to the proportion in Hennepin County as a whole.

The central neighborhoods of north Minneapolis, including Jordan, Hawthorne, Near North, Harrison, and Willard-Hay, have the highest poverty levels (30.02 percent to 74.55 percent). The area of the Jordan/ Hawthorne neighborhoods north of West Broadway Avenue and east of Penn Avenue exhibits a slightly lower poverty level (18.81 percent to 30.2 percent).

Neighborhoods exhibiting the lowest rates of poverty include Victory, Bryn Mawr, and Shingle Creek (zero percent to 6.10 percent).

With high rates of poverty occurring in the central neighborhoods of the North Side, low rates of housing vacancy, and increasing costs for new construction, supporting new market rate housing in these neighborhoods will be challenging.

FIGURE 5-7: POPULATION BELOW POVERTY LEVEL 2010



Data Source: US Census 2010

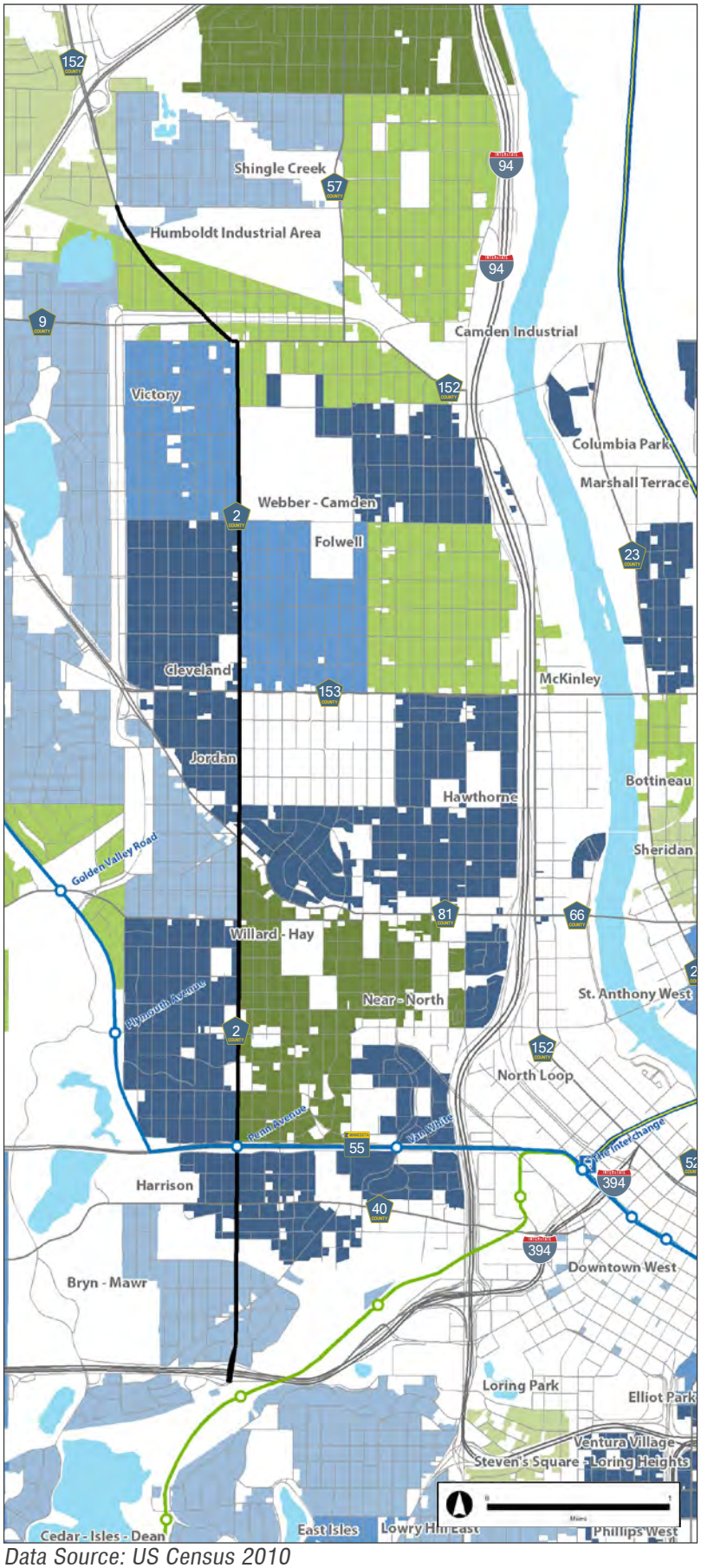
NON-ENGLISH SPEAKING POPOULATION

Most neighborhoods that abut the Penn Avenue corridor have seen a decrease in the Non-English speaking population from 2000 to 2010. The largest decreases in this segment of the population have occurred in the Harrison, Willard-Hay, Hawthorne, and Cleveland neighborhoods (-1.24 percent to -10.66 percent) while the largest increase has been in the Near North neighborhood (2.98 percent to 19.51 percent).

Neighborhoods that have experienced modest decreases (-0.27 percent to -1.24 percent) are Willard-Hay north of Golden Valley Road and west of Penn Avenue as well as the Folwell, Victory, and Shingle Creek neighborhoods. McKinley, Humboldt Industrial area, and the east side of the Shingle Creek neighborhood experienced modest increases (1.25 percent to 2.98 percent).

Given the sustained diversity of populations that reside along the Penn Avenue corridor, communications and outreach strategies regarding public transit services should target non-English speaking residents and specifically address cultural differences. Racial and cultural diversity is a strength for the corridor and has positive implications for future retail development.

FIGURE 5-8: CHANGE IN NON-ENGLISH SPEAKING POPULATION 2000-2010



Data Source: US Census 2010

CHANGE IN HOUSEHOLDS

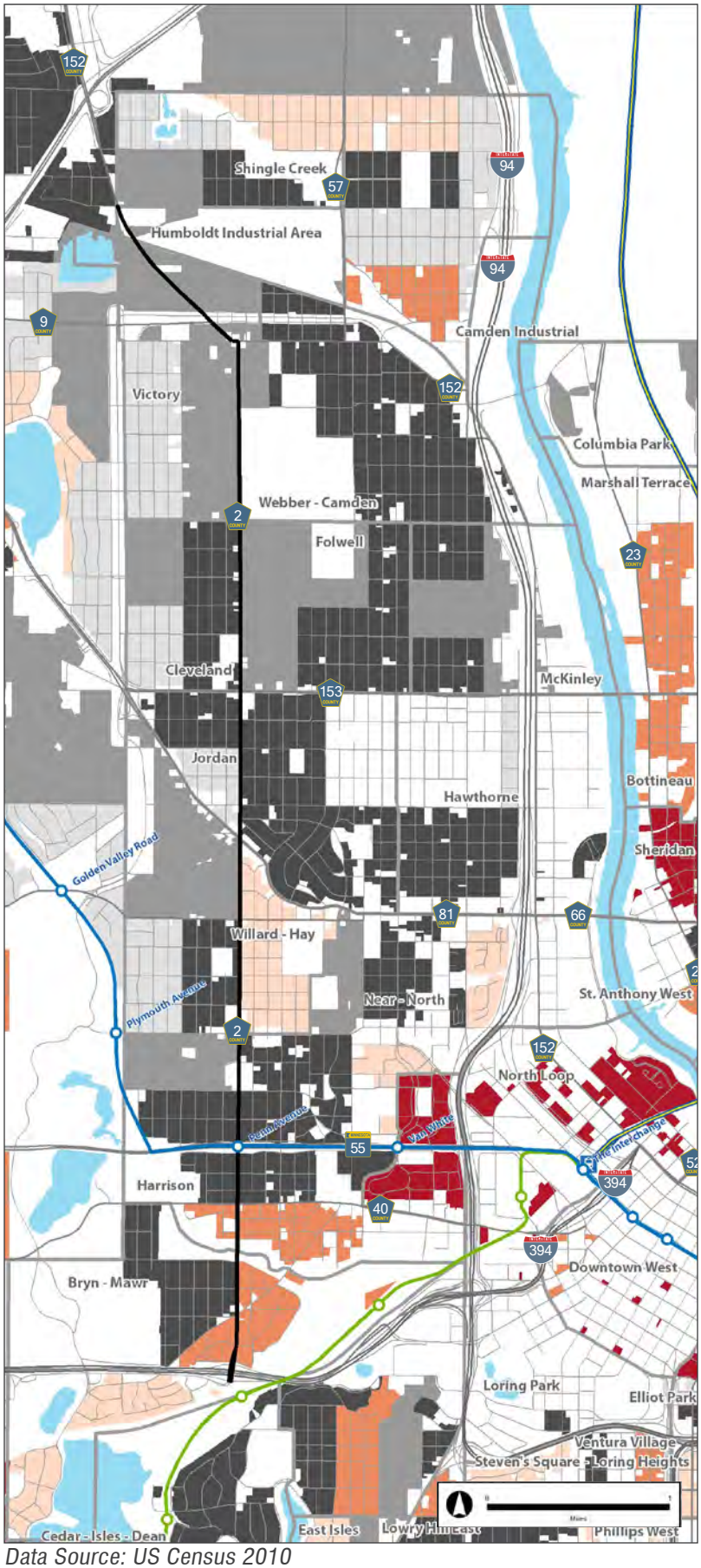
Areas along the Penn Avenue corridor experienced decreases in households between 2000 and 2010. This is atypical of most areas in Minneapolis and in the Twin Cities, which experienced overall increases due to new household formations and redevelopment projects.

The significant impact of home foreclosures in north side neighborhoods resulted in an increase in home vacancies and related decrease in the number of occupied dwelling units (households).

Although there remain concerns regarding the number of vacant homes on the North side, the economic recovery that has occurred post-2010 and local efforts to stabilize properties in the North side neighborhoods, have reduced vacancies from the high levels of three to four years ago.

The east side of Bryn Mawr, the south side of Harrison, and the west side of the Near North neighborhoods all experienced household increases between 2000 and 2010.

FIGURE 5-9: CHANGE IN HOUSEHOLDS 2000-2010



Data Source: US Census 2010

MEDIAN HOUSEHOLD INCOME

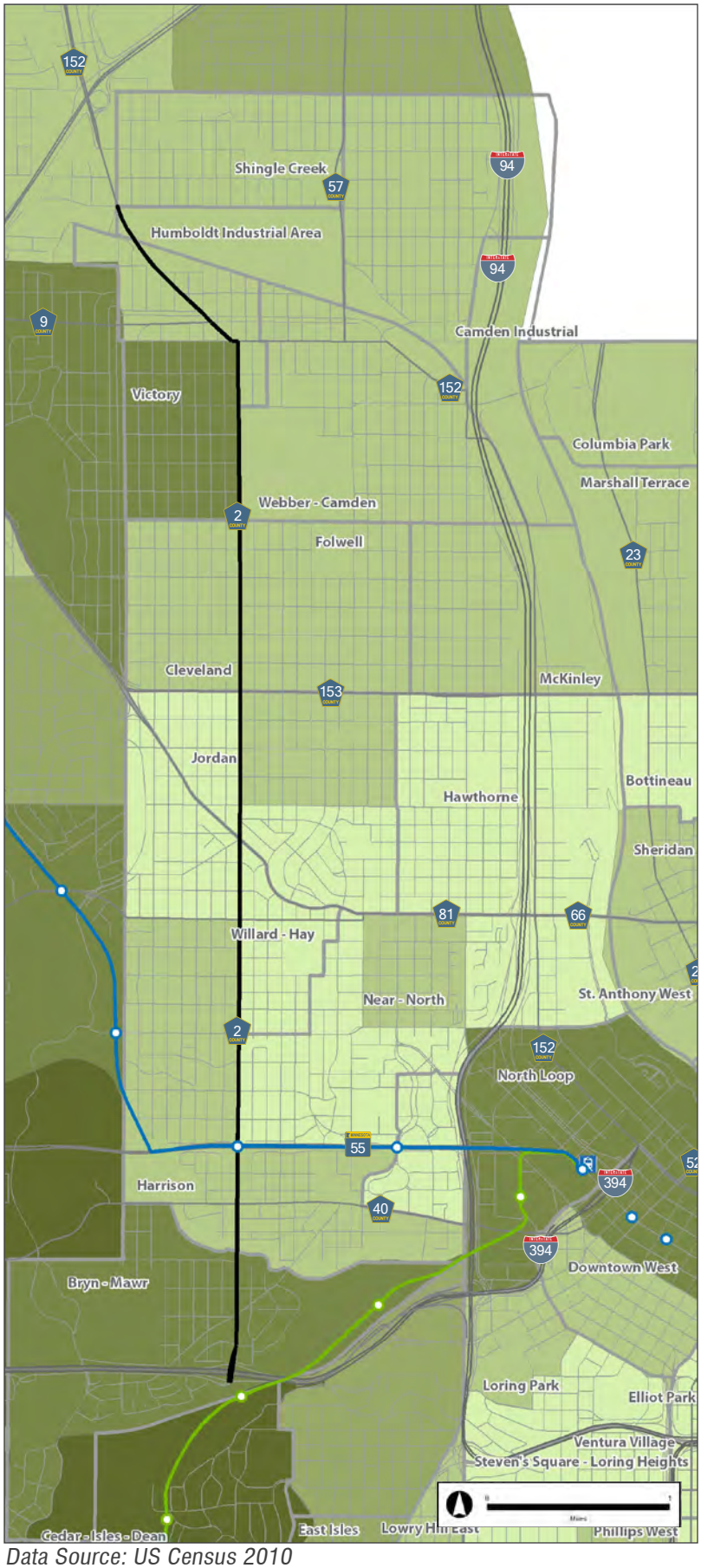
Median household incomes are mixed along the Penn Avenue corridor. The highest incomes are generally at the north and south ends of the corridor. Households residing in the central segment of the corridor tend to have more modest incomes.

The highest median household incomes in the corridor range from $65,000 to $99,999.

The lowest incomes occur in the areas between Highway 55 and Lowry Avenue with median household incomes ranging from $0 to $49,999.

The diversity of household incomes along the corridor indicates that strategies for redevelopment will need to carefully consider the types of development that will most benefit existing and future households. For example, in locations where incomes are higher, there is the potential to consider market rate housing. For lower-income areas, affordable housing products may be most appropriate.

FIGURE 5-10: HOUSEHOLD INCOME



Data Source: US Census 2010

CHANGE IN MEDIAN HOUSEHOLD INCOME

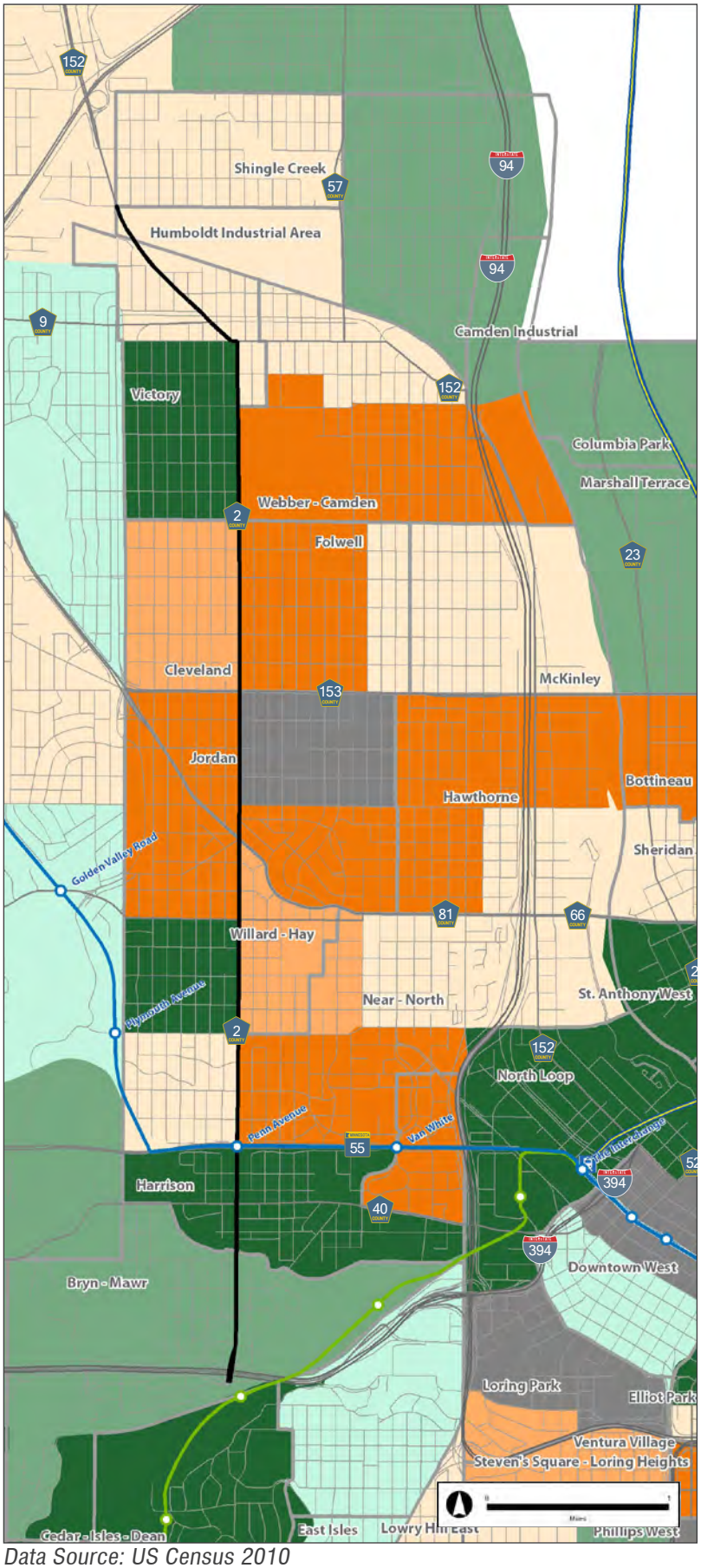
Median household incomes experienced the greatest increases between 2000 and 2010 in the Harrison and Victory neighborhoods and in the census tract of Willard-Hay that is north of Plymouth Avenue and south of Golden Valley Road. Median household incomes increased in these areas between 33.03 percent and 63.69 percent.

Conversely, the southern two-thirds of Webber-Camden, the western two-thirds of Folwell, most of the Jordan and Hawthorne, the northern two-thirds of Willard-Hay, and the southern half of the Near North neighborhood showed the largest decreases in median household incomes. Some of these areas experienced decreases in median household income of up to -34.37 percent.

Modest increases in household income occurred in the southern quarter of the Willard-Hay neighborhood nearest to Highway 55 and in the Shingle-Creek and Humboldt Industrial Area neighborhoods. These increases ranged from 11.17 percent to 18.58 percent over the ten-year period.

An analysis of the housing dynamics in these areas coupled with the change in median household income will provide further insight regarding strategic initiatives for housing and economic development.

FIGURE 5-11: MEDIAN HOUSEHOLD INCOME 2000-2010



Data Source: US Census 2010

SUMMARY COMPARISON OF SOCIO-ECONOMIC DATA

Table 5-1 on the following page presents a summary comparison of key socio-economic data for residents of the Penn Avenue corridor, North Minneapolis residents (including those in the Penn Avenue corridor), and residents of the City of Minneapolis.

The Penn Avenue corridor and North Minneapolis as a whole are racially and ethnically diverse, more so than the City as a whole. In North Minneapolis, the proportions of White non-Hispanic, and Black or African American non-Hispanic residents were nearly equal as of 2010. Asian residents comprised about 12.3 percent of residents in the Penn Avenue corridor and Hispanic or Latino residents comprised 7.0 percent of residents.

For the population age 25 and older, 17.0 percent of Penn Avenue corridor residents and 18.6 percent of North Minneapolis residents do not have a high school diploma. Penn Avenue residents are slightly more likely to have had some college education, but no degree (24.2 percent) in comparison to North Minneapolis residents as a whole (21.4 percent). Penn Avenue residents and North Minneapolis residents were slightly more likely to have Associate's degrees as a proportion of all educational attainment in comparison to Minneapolis as a whole. However, Penn Avenue corridor residents and North Minneapolis residents were significantly less likely to have Bachelor's degrees than Minneapolis residents (29.1 percent versus about 18.2 percent).

A higher proportion of Penn Corridor residents and North Minneapolis residents drive to work alone or in a carpool in comparison to residents in the City of Minneapolis (76.3 percent versus 69.6 percent, respectively). A slightly lower proportion of Penn corridor residents ride public transit to work than residents in Minneapolis. More Minneapolis residents walk to work (6.9 percent) than residents in the Corridor (1.7 percent).

The proportion of households in poverty in the corridor was moderately higher than the City of Minneapolis as a whole (27.4 percent for the Penn Corridor versus 22.5 percent for Minneapolis).

The length of commute for Penn Avenue corridor, North Minneapolis, and Minneapolis residents were generally similar with about 42 percent of residents commuting less than 20 minutes to work and about 48 percent commuting between 21 and 44 minutes.

The proportion of households lacking a vehicle was slightly lower among Penn Avenue corridor residents than among North Minneapolis or Minneapolis residents. 17.2 percent of Penn Avenue corridor households do not own a vehicle versus 20.4 percent for North Minneapolis and 18.5 percent for Minneapolis.

TABLE 5-1: DEMOGRAPHIC CHARACTERISTICS SUMMARY COMPARISON

Demographic Characteristics	Penn Corridor Residents	North Minneapolis	City of Minneapolis
Total population (2010)	35,757	64,774	382,578
Race and ethnicity (2010)			
White, non-Hispanic	34.2%	38.0%	60.3%
Black or African American, non-Hispanic	39.9%	39.2%	18.3%
American Indian, non-Hispanic	1.2%	1.6%	1.7%
Asian or Pacific Islander, non-Hispanic	12.3%	11.3%	5.6%
Some other race or more than one race, non-Hispanic	5.4%	3.7%	3.7%
Hispanic or Latino	7.0%	6.2%	10.4%
Age (2010)			
0 to 17	31.3%	26.9%	20.2%
18 to 39	33.6%	38.6%	43.5%
40 to 64	28.6%	28.1%	28.4%
65 and up	6.5%	6.5%	3.4%
Educational attainment (2008-2012; limited to population age 25+)			
No high school diploma	17.0%	18.6%	12.1%
High school diploma or equivalent	24.1%	24.9%	16.2%
Some College, no degree	24.2%	21.4%	18.0%
Associate's degree	7.8%	7.1%	6.9%
Bachelor's degree	18.2%	18.4%	29.1%
Graduate or professional degree	8.6%	9.6%	17.7%
Means of transportation to work (2008-2012; limited to employed residents)			
Drive alone or carpool	76.3%	76.4%	69.6%
Public transit	12.6%	12.5%	13.9%
Walk	1.7%	3.2%	6.4%
Other means	3.3%	3.1%	5.0%
Work at home	6.1%	4.8%	5.0%
Length of commute (2008-2012; limited to employed residents who do not work at home)			
0 to 20 minutes	41.2%	42.3%	43.8%
20 to 44 minutes	48.9%	48.0%	48.7%
45 to 59 minutes	5.1%	4.5%	3.9%
60 minutes or more	4.8%	5.2%	3.7%
Percentage of households lacking a vehicle (2008-2012)	17.2%	20.4%	18.5%
Percentage of population in poverty (2008-2012)	27.4%	30.3%	22.5%

Note: Penn Avenue corridor data is within one-half mile of the Corridor

Sources: U.S. Census Bureau, 2010 Census and 2008-2012 American Community Survey; Metropolitan Council; Maxfield Research Inc.

CRIME RATES

According to the data, the change in the annual CODEFOR (Computer Optimized Deployment- Focus On Results) crime statistics from 2003 to 2013 varied dramatically across the corridor and on the North side overall. The CODEFOR system is intended to help to reduce crime by employing the following elements: Accurate and timely information, rapid deployment of personnel and resources, effective tactics, and relentless follow-up and assessment.

According to data shown in Figure 5-12, the annual CODEFOR crime rates increased dramatically in the east side of the Shingle Creek neighborhood nearest I-94, in the Folwell and Jordan neighborhoods, and in the North Loop and Downtown West segments of Downtown Minneapolis between 1998 and 2013. The increase in annual crime rates for these areas ranged from 20.2 percent to 54.0 percent over the 15-year period.

The areas that experienced the least change in annual CODEFOR crime rates were Near-North, Harrison, and Webber-Camden. Annual CODEFOR crime rates experienced changes ranging from 0.0 percent to -14.1 percent in these areas. None of the areas that abut the Penn Avenue corridor experienced decreases that exceeded 14.1 percent.

The Bryn Mawr, Willard-Hay, and Cleveland neighborhoods each experienced increases in annual CODEFOR crime rates of between 10.9 percent and 20.1 percent.

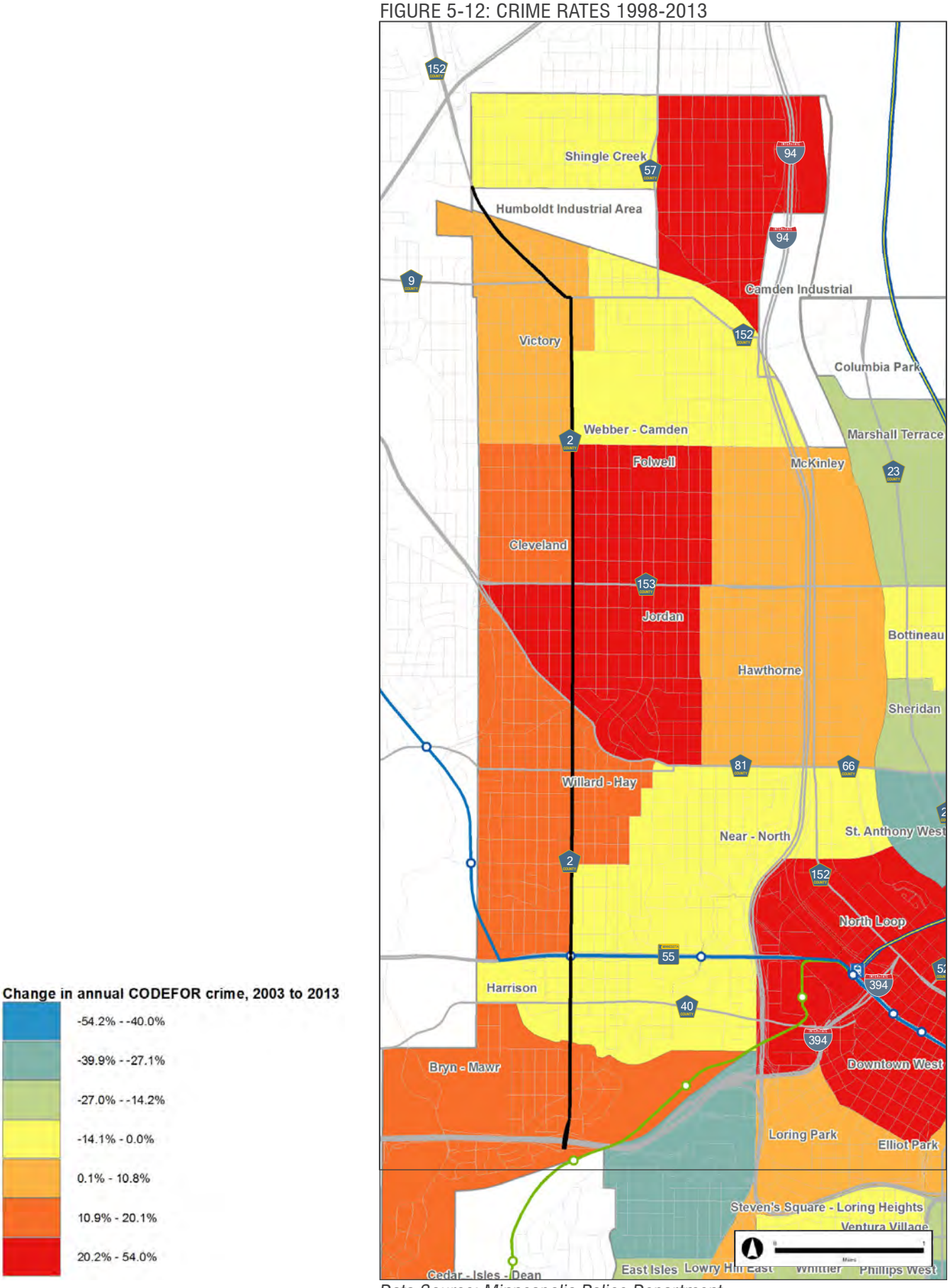
Resident concerns regarding personal safety, especially at night, were documented through community surveys and personal intercept surveys (doorknocking). Personal security and safety were cited as reasons why residents did not want to ride the bus at night or stand for long periods of time on the sidewalk in the evening or at night.

Resident concerns over personal safety and security also have the potential to impact redevelopment potential in the area. Increasing density and improving the streetscape character of Penn Avenue through increased lighting, increased pedestrian activity, and other means of deterring crime can enhance personal safety and perceptions of safety. However, high crime rates tend to deter economic development by dampening business and development investment.

Key Terminology:

CODEFOR (Computer Optimized Deployment-Focus On Results): CODEFOR is a crime-reduction strategy employed by the Minneapolis Police Department. that utilizes computer-generated data to identify crime “hot spots” and divert police resource to them in a coordinated manner. This CODEFOR crime data (referred to here as “CODEFOR statistics” or “CODEFOR crime rates”) is used in this report to understand changes in annual crime rates along the Penn Avenue corridor.

FIGURE 5-12: CRIME RATES 1998-2013



Data Source: Minneapolis Police Department

EMPLOYMENT OF CORRIDOR RESIDENTS BY INDUSTRY SECTOR

Table 5-2 presents information on the number of employed residents in the corridor by industry sector or the sector of their primary job. This information was compiled through the LEHD (Local-Employment Household Dynamics) data that is provided by the Census Bureau. The information is current as of 2011, the most recent information that has been published.

The table shows that 19.2 percent of employed corridor residents worked in the *Health Care Services* sector as of 2011. This sector contained the highest proportion of employed corridor residents. *Health Care Services* positions typically pay a living wage.

The second and third highest proportions of employed residents worked in *Retail Trade* and *Manufacturing* at 9.50 percent each. The *Retail Trade* sector typically pays lower wages than many of the other employment sectors, except for *Accommodation and Food Service*. Manufacturing tends to pay higher wages. Tied for fourth and fifth places were *Administrative and Support and Waste Management* and *Remediation Services* and *Educational Services* at 8.50 percent each. In sixth place was *Accommodation and Food Service* which accounted for 7.90 percent of all employed corridor residents. In total, these industry sectors accounted for the employment of 63.5 percent of all employed corridor residents (13,313 people).

TABLE 5-2: BREAKDOWN OF EMPLOYED RESIDENTS BY INDUSTRY SECTOR, 2011

Two-Digit NAICS Sector	Industry	Number of employed corridor residents whose primary job is in the given industry	Percent of employed corridor residents whose primary job is in the given industry
11	Agriculture, Forestry, Fishing, and Hunting	10	0.10%
21	Mining, Quarrying, Extraction (Oil and Gas)	2	0.00%
22	Utilities	56	0.40%
23	Construction	387	2.90%
31-33	Manufacturing	1,261	9.50%
42	Wholesale Trade	546	4.10%
44-45	Retail Trade	1,259	9.50%
48-49	Transportation and Warehousing	300	2.30%
51	Information	286	2.10%
52	Finance and Insurance	798	6.00%
53	Real Estate and Rental and Leasing	298	2.20%
54	Professional, Scientific and Technical Services	786	5.90%
55	Management of Companies and Enterprises	367	2.80%
56	Administrative and Support and Waste Management and Remediation Services	1,137	8.50%
61	Educational Services	1,135	8.50%
62	Health Care and Social Assistance	2,555	19.20%
71	Arts, Entertainment and Recreation	193	1.50%
72	Accommodation and Food Services	1,053	7.90%
81	Other Services (except Public Administration)	484	3.60%
92	Public Administration	390	2.90%
	Other Unclassified	10	0.10%
	Total	13,313	100.00%

Sources: US Census Bureau: Longitudinal Origin-Destination Employment Statistics (2011); Metropolitan Council.

COMMUTE PATTERNS – EMPLOYED RESIDENTS

Table 5-3 presents information on the number of employed corridor residents by the City where their job is located. This information is from the Local Household Employment Dynamics data as published by the US Census Bureau.

In 2011, nearly 38 percent of employed residents worked in Minneapolis. The second highest proportion (10.2 percent) worked in St. Paul. Much smaller proportions were identified for other cities including Bloomington (4.7 percent), St. Louis Park (3.8 percent), Plymouth Avenue(3.3 percent) and Golden Valley Road (3.2 percent).

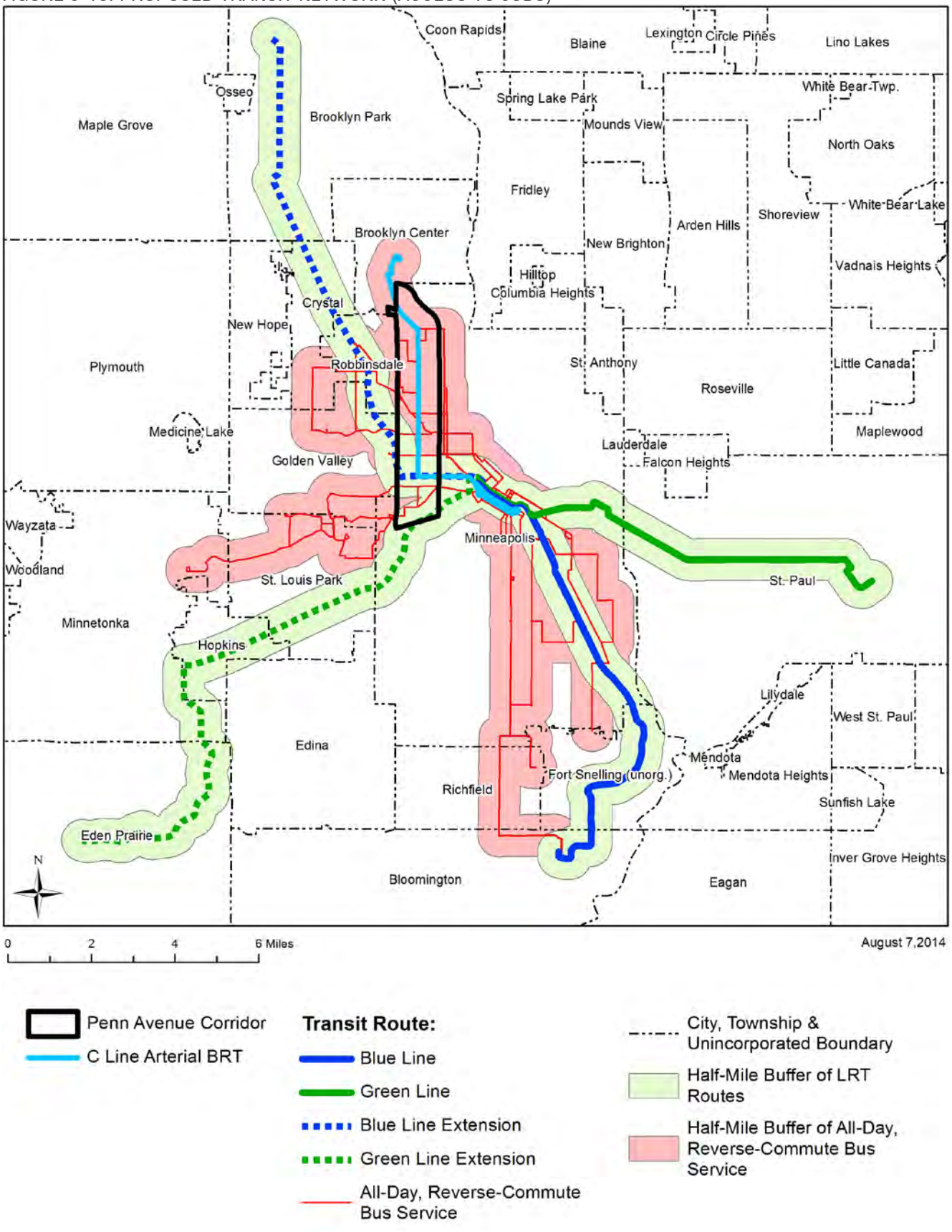
TABLE 5-3: COMMUTE PATTERNS, 2011

City	Percent of employed corridor residents whose primary job is located in a given City
Minneapolis	37.6%
St. Paul	10.2%
Bloomington	4.1%
St. Louis Park	3.8%
Plymouth	3.3%
Golden Valley	3.2%
Outside 7-County Metro Area	2.7%
Brooklyn Park	2.7%
Edina	2.7%
Minnetonka	2.5%
Eden Prairie	2.3%
Note: Table includes only cities where at least 2% of employed corridor residents work.	
Source: U.S. Census Bureau, Longitudinal Origin-Destination Employment Statistics (2011); Metropolitan Council	

ACCESS TO JOBS

The C Line BRT will provide improved transit access to jobs by connecting residents to downtown Minneapolis and to other existing and proposed transit options. The proposed C Line BRT will connect with the proposed Bottineau LRT at Highway 55 (also known as Olson Memorial Highway). The Bottineau LRT line is intended to eventually connect from downtown Minneapolis, through North Minneapolis, Golden Valley, Robbinsdale, and Crystal, out to Brooklyn Park. These BRT and LRT connnections into and out of Downtown Minneapolis will increase access to jobs that exist along other major commuter routes, including the Northstar Commuter Rail, the METRO Green Line, and the METRO Blue Line.

FIGURE 5-13: PROPOSED TRANSIT NETWORK (ACCESS TO JOBS)



Source: Metropolitan Council

6. TRANSPORTATION

OVERVIEW

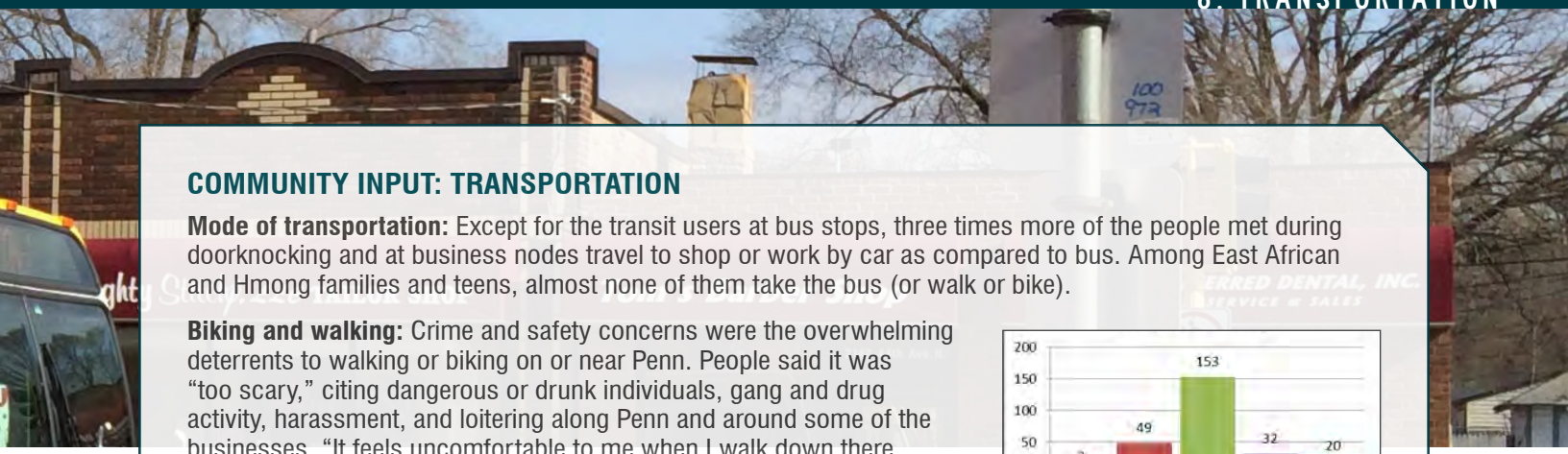
Key Concept:

Penn Avenue and Osseo Road are located in the City of Minneapolis, but they are owned and maintained by Hennepin County

The Transportation chapter provides an overview of the existing and planned transportation network in the multi-modal Penn Avenue corridor.

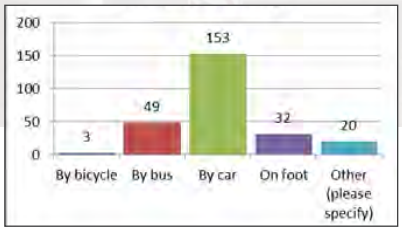
The chapter is broken into four main pieces. The first piece discusses the existing physical layout of the transportation facilities in the corridor (i.e. roadway width, sidewalk network, etc.). The remaining four sections discuss the following topics in the corridor:

- Pedestrians
- Bicycles
- Motor Vehicle Traffic
- Transit Service

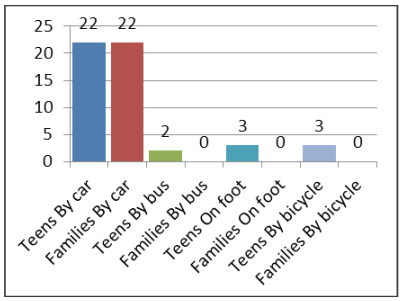


COMMUNITY INPUT: TRANSPORTATION

Mode of transportation: Except for the transit users at bus stops, three times more of the people met during doorknocking and at business nodes travel to shop or work by car as compared to bus. Among East African and Hmong families and teens, almost none of them take the bus (or walk or bike).



Biking and walking: Crime and safety concerns were the overwhelming deterrents to walking or biking on or near Penn. People said it was "too scary," citing dangerous or drunk individuals, gang and drug activity, harassment, and loitering along Penn and around some of the businesses. "It feels uncomfortable to me when I walk down there and makes me scared to go near Penn." One teen said, "It's hard to be independent because I need to use Penn to do a lot of things and I can't because after dark, people start doing bad stuff." Another said, "We don't walk or bike on Penn because our parents will not let us for security reasons."



Speeding cars make walking and biking dangerous." Some people mentioned their age or physical abilities as barriers to walking or biking along Penn. Others are concerned about traffic speed making it dangerous to either bike or walk, and suggest reducing and enforcing the speed limit, or adding stop lights both to reduce speeds and make crossing easier. There were a number of comments regarding more and better-marked crosswalks, and one person said there needs to be more control over pedestrian crossing because some pedestrians cross while the pedestrian signal is red. Residents asked for more and higher-quality bike lanes as well as bike lanes with roundabouts.

Many people cited the need for more and better lighting and for the existing lights to be fixed. Others talked about needing better sidewalks, wider sidewalks, and for sidewalks to be repaired. Other sugguestions from residents included public art in the roadway such as road paintings, and walking paths and walkways to parks. One resident suggested "we could get to local parks more easily if we understood Nice Ride."

Bus stops and access: Transit users asked for better lighting along streets and at bus stops, and longer traffic signals to cross the street. Large numbers of people walked to the stops and noted the need for better sidewalk connections, better sidewalks for those who are disabled and better handicap ramps, and trees by the bus stops to provide shade. Riders asked for relief from harassment from non-transit users and suggested moving the bus stops away from liquor stores. Many asked for benches at every bus stop, better lighting, and heated shelters, and some suggested safer pedestrian walkways and space for bicycles at the stops.

Bus appeal: Lots of transit riders recommended on-time service and cheaper or even free fares, as well as bus passes for college students and discounts for children during rush hour. One resident said he will never take the bus because he can't read English. Transit riders asked for more frequent buses, extended weekend service, and more frequent stops – although also mentioned was the desire for less-frequent stops/more direct routes such as the future BRT would provide. Many asked for more and better connections with other buses as well as light rail – and "distinct places the bus takes me to."

Many riders asked for cleaner buses and bus stops, as well as trash containers, and several wanted Wi-Fi and bathrooms on the bus. There were lots of requests for less crowded/larger-capacity buses and more seats. Concerns were repeatedly voiced from current riders about poorly behaved and rude passengers, fights, driver discrimination, racism, profanity, drunks, and people who will not give up seats for handicapped people. They suggested more bus patrols, security, and police, and drivers who are more strict with drunks and more aware of pedestrians. To meet their family needs, several asked for buses to be more kid-friendly, and to allow kids to stay in strollers with the wheels locked.

Information at bus stops: Riders encountered either walked or transferred to bus stops. Transit riders suggested detailed route and schedule information, a clock in the shelters, information on bus arrival times, connection and transfer information, route and city/area maps, bigger bus stop signs to improve awareness, and instructions on how to use the bus to help improve access and use.

PHYSICAL CONDITIONS

The existing physical conditions and configuration of the roadway, including pedestrian and bicycle infrastructure, on and along Penn Avenue and Osseo Road are detailed in this chapter.

PENN AVENUE

Key Terminology:

Public right-of-way: Land reserved for public access and circulation

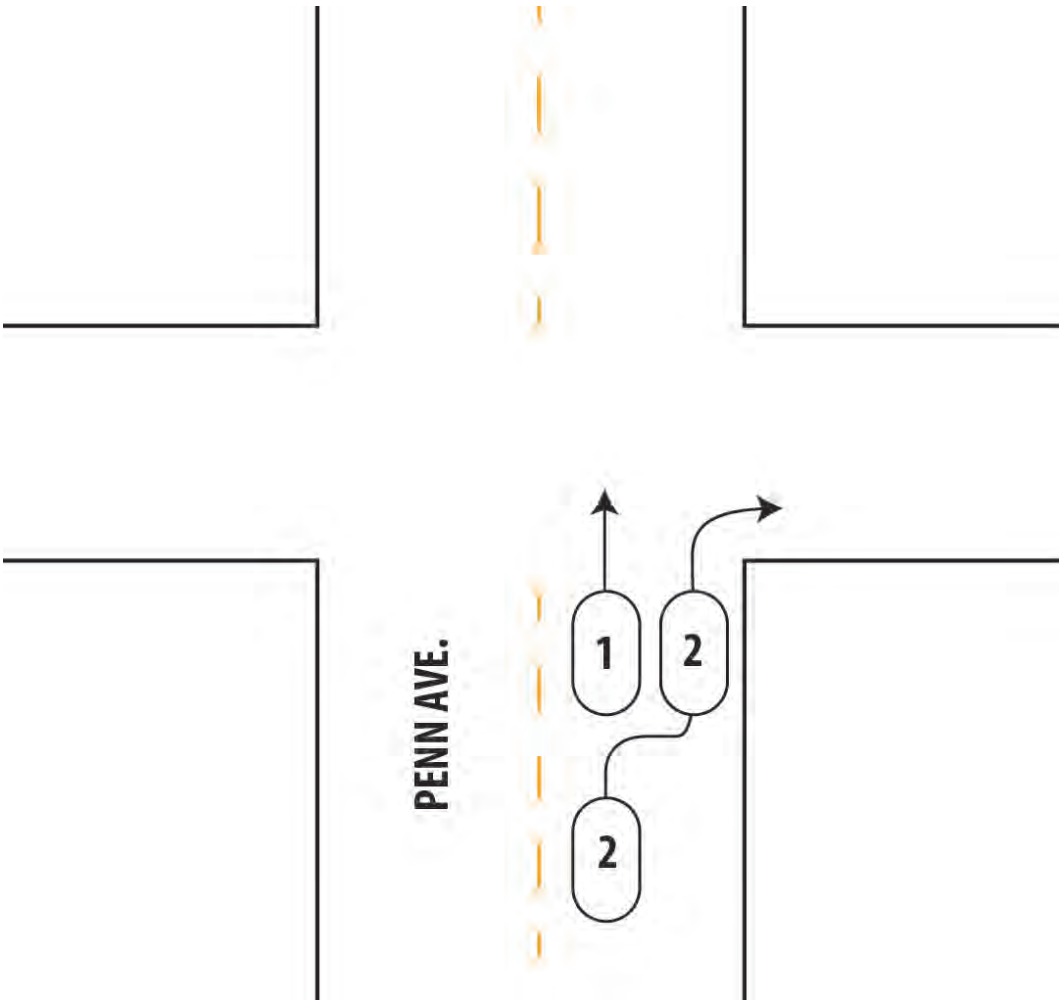
Penn Avenue is a two-lane undivided roadway (i.e. one travel lane in each direction with no median) from I-394 to 44th Avenue with a speed limit of 30 miles per hour (mph). On-street parking is permitted on both sides of the street throughout the majority of the corridor. The public right-of-way in the corridor varies between 54 and 64 feet wide, but the typical distance from street curb to street curb is 44 feet.

The majority of the corridor is not striped with turn lanes, but in most places the roadway is wide enough for two vehicles to occupy the area striped for a single lane. This means that at many intersections in the corridor drivers use the extra space as 'pseudo' right- and left-turn lanes, as shown in Figure 6-1.

OSSEO ROAD

Osseo Road is a three-lane undivided facility within the Penn Avenue corridor. No parking is allowed along Osseo Road within the corridor.

FIGURE 6-1: EXAMPLE OF PSEUDO RIGHT-TURN LANE ON PENN AVENUE



ACCESS TO THE PENN AVENUE CORRIDOR

The Penn Avenue corridor is situated within the urban street grid network of North Minneapolis. There are many public and private roadway facilities (i.e. public streets, residential and commercial driveways, etc.) that intersect the corridor. The entire corridor has approximately 135 access points – approximately one access point every 200 feet. Seventeen of these access points are signalized intersections. For more detailed information on corridor access, please see *Technical Memorandum - Transportation* (under separate cover).

The majority of the Penn Avenue corridor is lined with sidewalks and a grass boulevard along both sides of the street. The sidewalks widths in the corridor vary between six and seven and a half feet wide. A visual review identified some deteriorated sidewalk panels interspersed throughout the corridor; however, the large majority of the panels are in good condition. Hennepin County has recently improved the sidewalks at a number of intersections in the northern portion of the corridor by reconstructing curbcuts and installing truncated domes. Figure 6-2 shows a typical intersection upgrade. Hennepin County is also in the process of upgrading the pedestrian infrastructure at the Osseo Road/44th Avenue intersection near the northern end of the corridor. For more detailed information on this project, please see *Technical Memorandum - Pedestrian* (under separate cover).

In the Penn Avenue corridor, there are currently no bicycle lanes of any type located on Penn Avenue or Osseo Avenue; however, there are multiple bicycle facilities that intersect the corridor. There is one existing Nice Ride station within the corridor, located at Penn Avenue and Lowry Avenue.

Key Terminology:

Signzalized intersection: An intersection controlled by a traffic light

Curbcut: a sidewalk ramp

Truncated domes: the bumpy surface installed in the ground to assist pedestrians who are visually impaired with crossing the street

Nice Ride: Nice Ride is the metropolitan region's bicycle share system.

FIGURE 6-2: TYPICAL INTERSECTION UPGRADE

Example of a Bike Share (Nice Ride) Station (Source: adamsfelt, Flickr)

PEDESTRIANS

CITY AND COUNTY PLANNING DESIGNATIONS FOR THE PEDESTRIAN NETWORK

Hennepin County and City of Minneapolis pedestrian master plans both designate Penn Avenue as an important pedestrian corridor. According to the *Hennepin County Pedestrian Master Plan* (2013), priority pedestrian locations should be considered for pedestrian safety improvements such as pedestrian crossing improvements and sidewalk reconstruction.

PEDESTRIAN TRAFFIC

The residential, commercial, and business nodes along Penn Avenue generate many pedestrian trips in the corridor. To quantify these trips, the City of Minneapolis counts pedestrian every three years at eight intersections in the corridor. As shown in Table 6-1, the City's sample counts show that the Penn Avenue/Lowry Avenue and Penn Avenue/West Broadway Avenue intersections have the highest levels of pedestrian traffic in the corridor.

TABLE 6-1: PEDESTRIAN ESTIMATED DAILY TRAFFIC COUNTS

Location	Pedestrian Estimated Daily Traffic Counts
Osseo Road and Penn Avenue	30 - 100
42nd Avenue and Penn Avenue	90 - 100
37th Avenue and Penn Avenue	130 - 290
Lowry Avenue and Penn Avenue	800 - 960
26th Avenue and Penn Avenue	370
West Broadway Avenue and Penn Avenue	540 - 830
Plymouth Avenue and Penn Avenue	310 - 320
Glenwood Avenue and Penn Avenue	280 - 380
Cedar Lake Road and Penn Avenue	230 -330
Source: Minneapolis Bicyclist and Pedestrian Count Report 2013	

PEDESTRIAN CRASHES

Between 2007 and 2014, 56 crashes between pedestrians and motor vehicles occurred within the Penn Avenue corridor.[1] The location and level of severity of these crashes are shown in Figure 6-3. Over 90 percent of the crashes over the last seven years were recorded as minor incidents. Four of the 56 pedestrian crashes were recorded as 'incapacitating' (i.e. an injury that prevents the injured person from walking, driving, or normally continuing the activities the person was capable of performing before the injury occurred). One incident, which occurred in the winter of 2013, killed a pedestrian at the intersection of Osseo Road and 49th Avenue.

FIGURE 6-3: LOCATION AND SEVERITY OF PEDESTRIAN CRASHES

[1] *Minnesota Crash Mapping Analysis Tool*

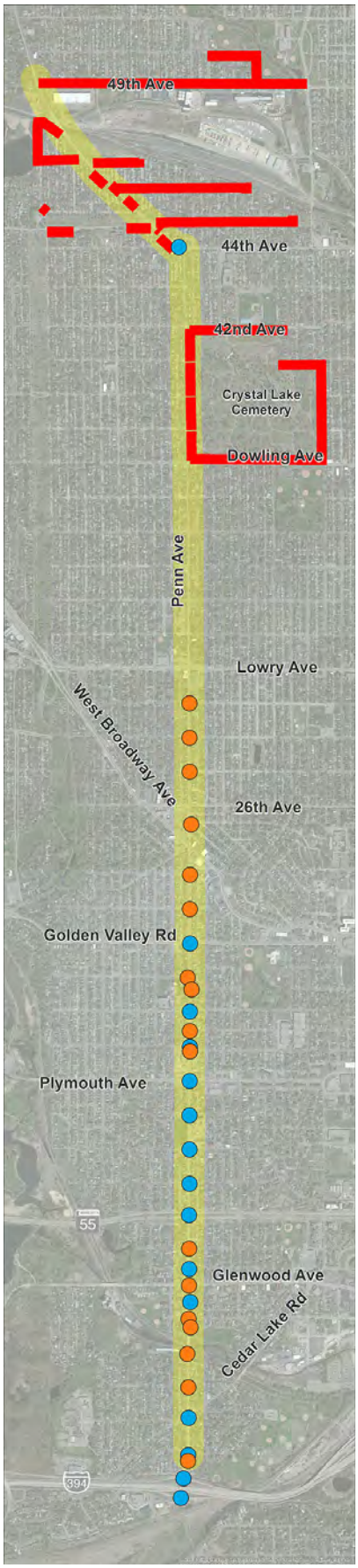


FIGURE 6-4: SIDEWALK GAPS AND UNIMPROVED INTERSECTIONS

PEDESTRIAN ISSUES ANALYSIS

The pedestrian issues analysis reviewed the existing pedestrian network and identified issues and barriers to pedestrian travel.

Gaps in the Sidewalk Network

Some locations in the northern end of the corridor are missing sidewalks. The largest sidewalk gap is adjacent to the Crystal Lake Cemetery, as shown in Figure 6-4. There are also multiple smaller gaps along Osseo Road. Lastly, sidewalks are missing along 45th Avenue, 46th Avenue, 47th Avenue and 49th Avenue. Gaps in the network make traveling by foot difficult and discourage walking.

Sidewalk Barriers

In multiple locations along the Penn Avenue corridor, utility poles and traffic signals significantly narrow the width of the available sidewalk. For example, as shown in Figure 6-5, a poorly placed utility pole severely narrows the pedestrian zone directly across from Cleveland Park Community School, north of 33rd Avenue.

Poor Pedestrian Facilities at Signalized Intersections

There are seventeen signalized intersections in the Penn Avenue corridor, but more than half are pedestrian actuated, meaning a pedestrian trying to cross the street must push a button to activate the signal's walk phase. Using pedestrian actuated signals can improve traffic flow by providing more green time to cars moving through the intersection. However, if the pedestrian button is not pushed at the correct time during the signal cycle pedestrians can end up waiting for multiple signal phases for a walk sign. Also, there is only one accessible pedestrian signal (located at Penn Avenue and Highway 55), zero signals with leading pedestrian intervals, and zero pedestrian countdown signals. These types of higher quality pedestrian facilities make it easier to travel by foot and increase pedestrian safety at intersections.

Unimproved Intersections

While Hennepin County has improved many intersections along Penn Avenue, there are still intersections in the corridor that currently do not meet the standards set for pedestrian safety in the Americans with Disabilities Act (ADA). As shown in Figure 6-4, 16 intersections in the corridor are missing truncated domes on at least one pedestrian ramp and seventeen intersections are missing at least one pedestrian ramp. Both truncated domes and pedestrian ramps are required by ADA standards.

FIGURE 6-5: POOR UTILITY POLE PLACEMENT

Key Terminology:

Pedestrian walk phase: The time during a signal cycle dedicated to allow pedestrians to cross the street. Cross traffic is stopped during this phase, but in many cases right turns across the crosswalk are allowed.

Pedestrian actuated signals: A signal where a pedestrian uses a push button to activate the signal's walk phase.

Accessible pedestrian signals: Signals that communicate information about the 'walk' and 'don't walk' intervals at signalized intersections in audible formats to pedestrians who are blind or who have low vision.

Leading pedestrian interval: Leading pedestrian phase timing give pedestrians a few seconds head start to begin crossing the street while all other signals are still red.

Pedestrian countdown signals: Signals that countdown the amount of time left during the pedestrian phase.

Intersection of Penn Avenue and West Broadway Avenue

The busy intersection of Penn Avenue and West Broadway Avenue has some of the highest pedestrian traffic in the corridor. The intersection also has some of the highest transit ridership in the corridor. However, the five-legged skewed configuration of the intersection makes circulation complicated for pedestrians and motorists alike. Pedestrian crossing distances are long (up to 87 feet), and crosswalk markings are faded, as shown in Figure 6-6. This intersection was identified as an intersection with a high need for improvements as part of the *Minneapolis Pedestrian Master Plan*. The Minneapolis Pedestrian Advisory Committee (PAC) also recently recommended the intersection for inclusion on the five-year Capital Improvement Project (CIP) list. For more information on this intersection, please see *Technical Memorandum - Pedestrian*.

FIGURE 6-6: INTERSECTION OF PENN AVENUE AND WEST BROADWAY

TABLE 6-2: UNCONTROLLED INTERSECTIONS WITH MORE THAN 100 AVERAGE DAILY RIDERS

On Street	Intersecting Street	Average Total Daily Boardings/Alightings
Penn Ave	8th Avenue	114
Penn Ave	30th Avenue	323
Penn Ave	35rd Avenue	106
Penn Ave	36th Avenue	404
Penn Ave	43rd Avenue	418

Busy Transit Stops at Uncontrolled Intersections

Nearly every transit rider is a pedestrian at both ends of his or her transit trip, making transit stops important pedestrian areas. Multiple high-ridership bus stops within the corridor are located at uncontrolled intersections. Uncontrolled intersections can be difficult locations for pedestrians to navigate, because traffic never comes to a stop at these locations. This is especially true for pedestrians with limited mobility who need more time to cross the street. As shown in Table 6-2, there are five intersections with greater than 100 average daily riders located at uncontrolled intersections. These transit riders must navigate traffic at these locations without the aid of a pedestrian signal.

Poor Lighting for Pedestrians

Human scale lighting is important for pedestrian comfort and safety. The Minneapolis Pedestrian Master Plan shows that the only human scale lighting in the corridor (i.e. light posts less than 20 feet tall) is located at the Osseo Road/Victory Memorial Parkway intersection and the intersections along Penn Avenue at, West Broadway Avenue, Golden Valley Road, and Glenwood Avenue. In total, there are approximately eight pedestrian scale light poles in the Penn Avenue study area, which is approximately five miles. This level of lighting is not consistent with Penn Avenue's status as a Pedestrian Priority Corridor.

Minimal Street Trees

The majority of Penn Avenue has no boulevard space which limits the inclusion of street trees in the study area. Also, the 2012 tornado that hit the area killed some street trees in the corridor.

Key Terminology:

Human Scale Lighting: Lighting designed to illuminate areas designed for pedestrians. Human scale lighting is close to the ground (as opposed to standard roadway lighting designed for cars) and tigthly spaced to provide a continuous lighted path.

BICYCLES

A map showing the existing and planned bicycle network in the corridor is shown in Figure 6-7. For more detail on the existing and planned bicycle network in the area, please see *Technical Memorandum - Bike* (under separate cover).

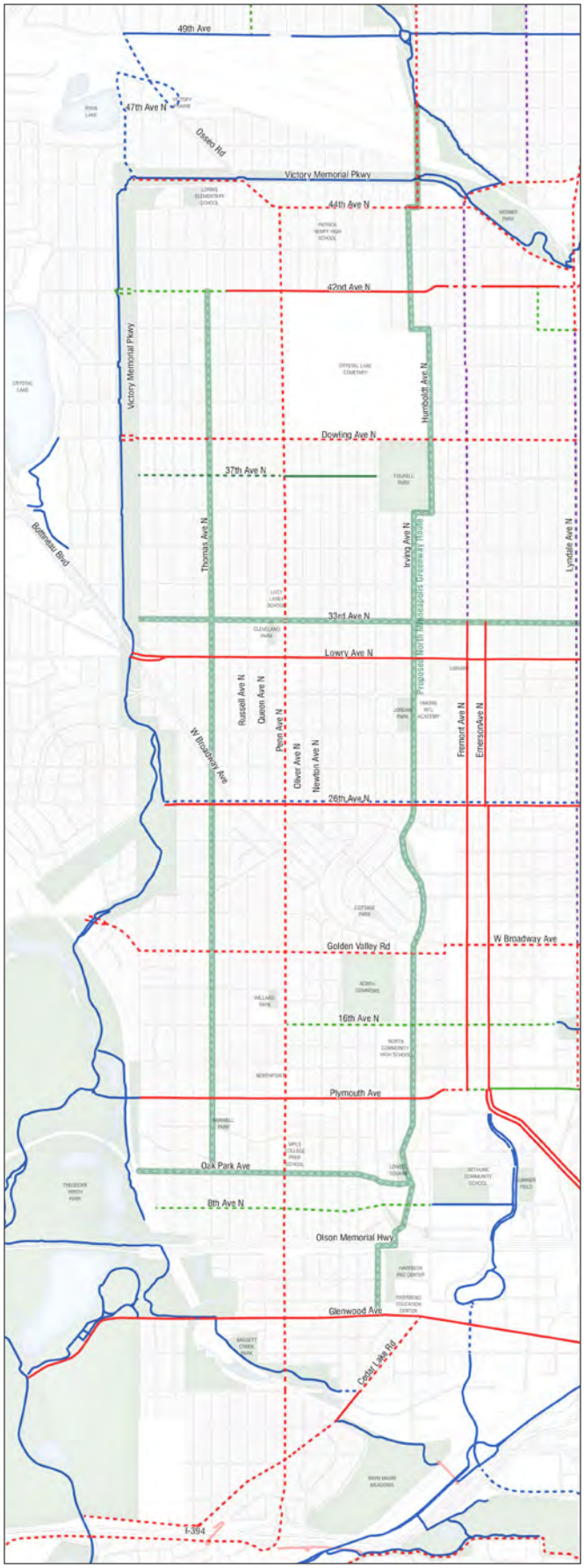


FIGURE 6-7: EXISTING AND PLANNED BIKEWAYS NEAR THE PENN AVENUE CORRIDOR – SHOWN BY FACILITY TYPE

Based on recommendations in the Minneapolis Bicycle Master Plan, 2011

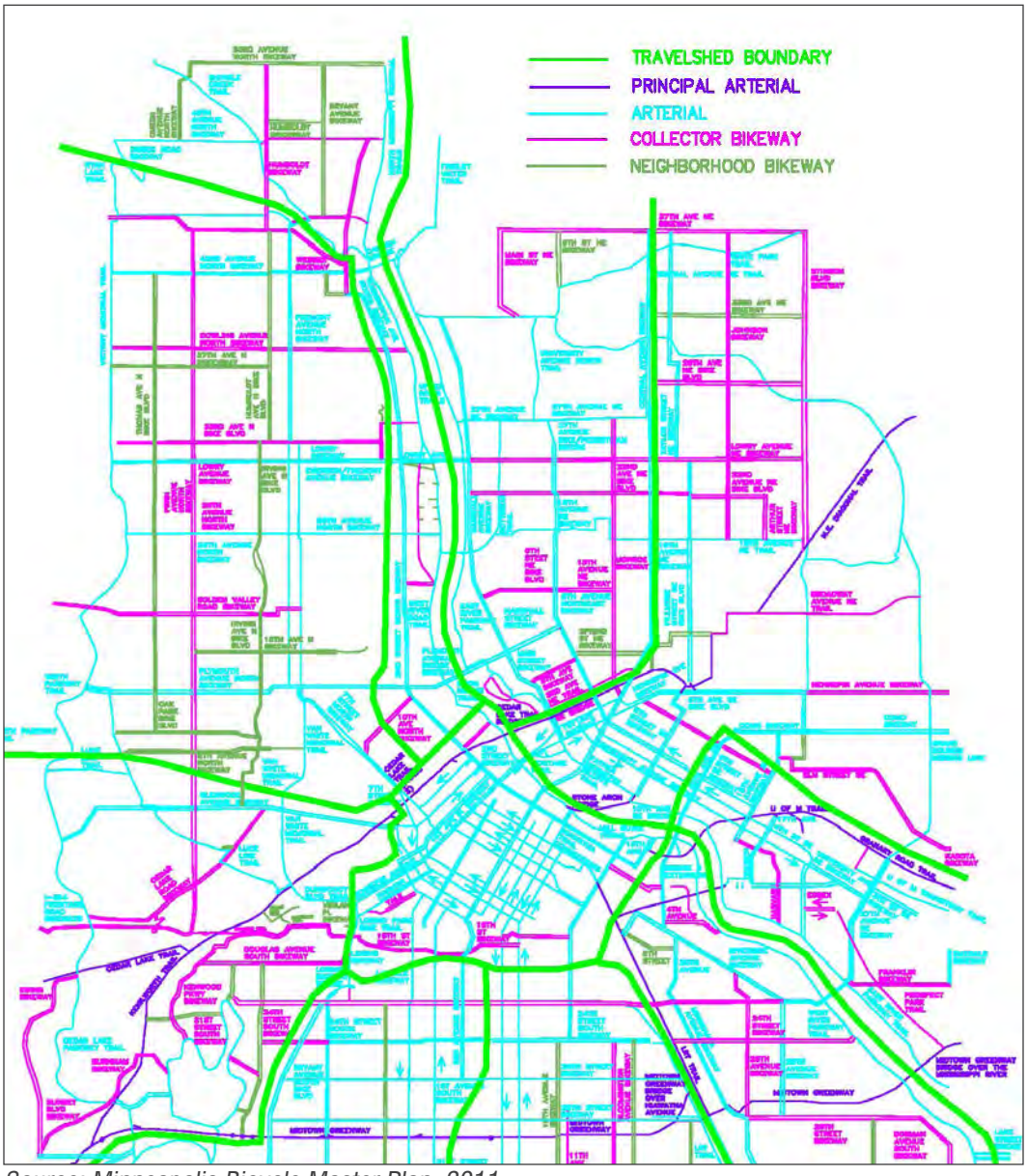
CITY AND COUNTY PLANNING DESIGNATIONS FOR THE BICYCLE NETWORK

Although there is currently no bicycle infrastructure on Penn Avenue, the 2011 Minneapolis Bicycle Master Plan defines Penn Avenue as a collector bikeway which should serve as a feeder to intersecting arterial bikeways, including Victory Memorial Parkway, 42nd Avenue, Lowry Avenue, 26th Avenue, Plymouth Avenue, and Glenwood Avenue.

Figure 6-8 shows Minneapolis' planned bicycle network near the Penn Avenue corridor by bicycle functional class. The north-south bikeways along Victory Memorial Parkway and Emerson and Fremont Avenues are the nearest arterial bikeways parallel to the Penn Avenue corridor. The Emerson/Fremont bikeway is about 0.6 mile east of Penn and Victory Memorial is about 0.5 miles west, making the overall distance between the two arterial bikeways a little over 1 mile (the Bicycle Master Plan recommends one-mile spacing between arterial routes).

BICYCLE TRAFFIC

FIGURE 6-8: BICYCLE FUNCTIONAL CLASSIFICAION – NORTH MINNEAPOLIS DETAIL



Source: Minneapolis Bicycle Master Plan, 2011

Key Terminology:

Collector Bikeways: Collector bikeways feed into arterial bikeways similar to how smaller rivers flow into larger ones. Collector bikeways should be spaced about 1/2 mile apart to capture bicyclists in every part of the city.

Arterial Bikeways: Arterial bikeways have regional significance and attract the highest numbers of bicyclists. Ideally arterial bikeways should be spaced 1-2 miles apart and should form a spider web throughout the city, becoming the spine for the bikeway network. Due to limited resources, the City's strategy is to maintain arterial routes at a high standard, but give lesser attention to collector and neighborhood bikeways.

Bicycle Functional Class: Bicycle functional class is a set of terms defined in the Minneapolis Bicycle Master Plan that assigns a role and priority to bikeways in the City's proposed bike network. By assigning designations for every bikeway in the Master Plan, limited resources can be applied appropriately. It is important not to confuse roadway functional classification with bicycle functional classification as many arterial bikeways are located on collector streets and some collector bikeways are located along minor arterial roads (defintion based on the 2011 Minneapolis Bicycle Master Plan)

Bicycle Traffic Volumes

The City of Minneapolis counts bicyclists every three years at eight locations along Penn Avenue and nine locations just east of Penn Avenue along connecting east-west streets. As detailed in Table 6-3, the City's counts shows generally low volumes of bike traffic along Penn Avenue, with the exception of the locations near Plymouth Avenue and Glenwood Avenue. East-west streets intersecting Penn Avenue carry generally higher volumes of bicycle traffic, particularly along major bicycle routes such as the Victory Memorial trail and the Lowry, Plymouth, and Glenwood Avenue bikeways.

TABLE 6-3: BICYCLE ESTIMATED DAILY TRAFFIC COUNTS

Location	Pedestrian Estimated Daily Traffic Counts
Bicycle Counts Along Penn Avenue	
Osseo Road and 45th Avenue	30
Penn Avenue and 42nd Avenue	20
Penn Avenue and 37th Avenue	50
Penn Avenue and Lowry Avenue	90
Penn Avenue and West Broadway Avenue	40
Penn Avenue and Plymouth Avenue	100
Penn Avenue and Glenwood Avenue	130
Penn Avenue and Cedar Lake Road	90
Bicycle Counts Along East-West Streets	
Victory Memorial Parkway and Penn Avenue	160
42nd Avenue and Penn Avenue	70
37th Avenue and Penn Avenue	20
Lowry Avenue and Penn Avenue	240
26th Avenue and Penn Avenue	70
West Broadway Avenue and Penn Avenue	70
Plymouth Avenue and Penn Avenue	140
Glenwood Avenue and Penn Avenue	140
Cedar Lake Road and Penn Avenue	80
Source: Minneapolis Bicyclist and Pedestrian Count Report 2013	

Bicycle Crashes

The bicycle crash data shown in shown in Figure 6-9 reveals a relatively small number of crashes along the corridor between 2007 and 2014.[2] Reported crashes on Penn Avenue during this period all resulted in only minor injuries. While the overall frequency and severity of crashes on Penn Avenue is low, crashes do appear to cluster between Lowry Avenue and West Broadway Avenue, as well as around the 44th/Penn/Osseo intersection. This corresponds with higher volumes of car traffic (5,000+ annual average daily traffic) and bicycle traffic along these east-west connections to Penn Avenue.

FIGURE 6-9: LOCATION AND SEVERITY OF BICYCLE CRASHES

[2] *Minnesota Crash Mapping Analysis Tool*

BICYCLE ISSUES ANALYSIS

The bicycle issues analysis examined the physical barriers and limitations to creating a continuous north-south bikeway connection along or parallel to the Penn Avenue corridor. The analysis examined potential bicycle routes along Penn Avenue/Osseo Road, as well as along the two streets immediately east and west of Penn Avenue that could potentially support alternate bikeway routes (Parallel North-South Routes). The potential routes and physical barriers/challenges are illustrated in Figure 6-10.

Penn Avenue/Osseo Road - Barriers and Opportunities

Major Roadways/Intersections/Nodes:

All of the intersections where Penn Avenue crosses a major roadway have traffic signals today with the exception of 35th Avenue. While signalized intersections may be beneficial in the design of a potential bikeway route along Penn Avenue, future scenario planning should consider how potential bike facilities on Penn Avenue might mitigate conflicts with other modes particularly around these higher traffic intersections and activity centers. Locating bike facilities along Penn Avenue may also help to drive traffic to local businesses located along the corridor.

Breaks in the Street Grid:

While there are several areas along the roadways on either side of Penn Avenue where the street grid does not allow for continuous north-south movement, this is not an issue along the Penn Avenue/Osseo Road route.

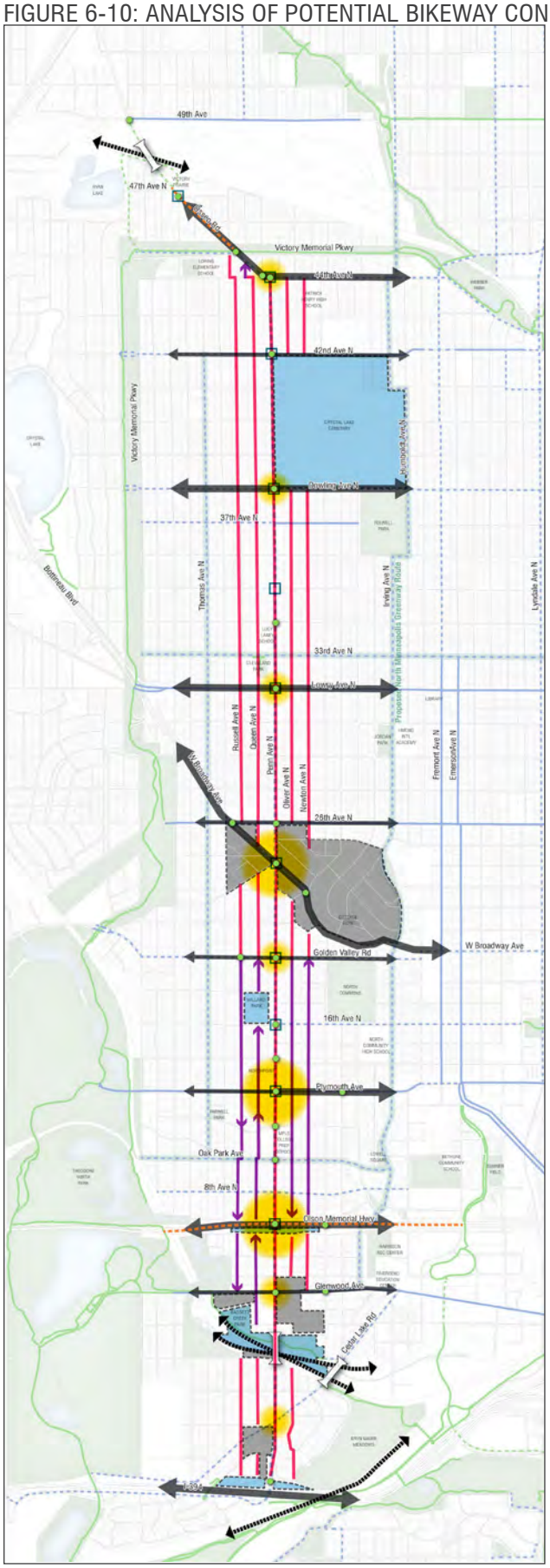
Railways:

The Penn Avenue corridor bridges over several railways at Bassett Creek Park south of Glenwood Avenue and along Osseo Road between 47th and 49th Avenue. These bridges over the rails allow for a continuous north-south roadway connection and eliminate the potential for railway/bikeway conflict if bike facilities are added on Penn Avenue. Further analysis is needed to understand if existing bridge widths will accommodate a bikeway connection either on or off-street.

Available right-of-way:

One potentially constraining factor for accommodating a bikeway on Penn Avenue is the available right-of-way. While previous studies in the corridor have explored the feasibility of bike lanes on Penn Avenue between 49th Avenue and Dowling Avenue (with some parking removal), additional study is needed to understand the impacts and potential design of such facilities along the full length of the corridor, particularly where the right-of-way is more limited and where Penn Avenue intersects with major activity centers. Future scenario planning will have to consider how different roadway configurations might or might not accommodate bikes and the potential trade-offs in terms of impacts to overall traffic operations, parking, pedestrian right-of-way, bike safety/accessibility, and transit.

FIGURE 6-10: ANALYSIS OF POTENTIAL BIKEWAY CONNECTIONS IN THE PENN AVENUE CORRIDOR



EXISTING / PLANNED BIKE ROUTES

- Existing On-Street Facility
- Planned On-Street Facility
- Existing Off-Street Facility
- Planned On-Street Facility

POTENTIAL PENN AVE BIKEWAY ROUTES

- Existing Two-Way Street
- Existing One-Way Street
- Potential East-West Connection (not in Bike Master Plan)

BARRIERS

- Major Road (AADT > 5,000)
- Major Road (AADT < 5,000)
- Rail
- Bridge
- Break in Street Grid (Private Use)
- Break in Street Grid (Public/Civic Use)

KEY INTERSECTIONS

- Potential BRT Station Location
- Signalized
- Activity Node

NORTH

Parallel North-South Routes - Barriers and Opportunities

This analysis looks at physical barriers and limitations along the two parallel north-south streets immediately east and west of Penn Avenue (Queen Avenue and Russell Avenue to the west, and Oliver Avenue and Newton Avenue to the east) that could potentially support alternate bikeway routes. These streets contain both two-way and one-way segments, as shown in Figure 6-10. For this initial analysis, all four streets are discussed in general terms as they possess similar characteristics and challenges.

Major Roadways/Intersections/Nodes:

None of the intersections where these parallel routes cross a major roadway have traffic signals today, with the exception of where Russell Avenue crosses Golden Valley Road. Having a controlled intersection or enhanced bike/pedestrian crossings at these locations should be considered in the design of a potential bikeway route.

While locating bike facilities off of Penn Avenue may have some advantages in terms of available space and lower traffic volumes, there may be a missed opportunity to increase bike ridership to and through activity nodes. Additionally, lower visibility/lighting levels/foot traffic along these parallel routes would need to be addressed in the design of a parallel facility.

Breaks in the Street Grid:

There are several areas along either side of Penn Avenue where the street grid does not allow for continuous north-south movement. These are areas where the street grid is skewed and/or the development pattern does not permit a continuous north-south on-street connection. These areas are coded on the map in Figure 6-10 as either public use/civic uses (parks/schools/community centers/excess right-of-way) or private use (existing privately owned developments). Where breaks in the grid are created by public uses, there may be opportunities to create relatively continuous off-street connections (e.g. marked trails through a park / school site). Where private development obstructs a continuous path, private trail easements may be possible, but a more difficult option to implement. More likely in these cases, an alternate and more circuitous route may be necessary. The largest areas of discontinuity in the street grid are located immediately north and south of West Broadway Avenue (which cuts across the grid at a diagonal) and between Glenwood Avenue and Bassett Creek.

Railways:

The railways crossings along Bassett Creek south of Glenwood Avenue are a major physical barrier along these parallel routes in addition to the Creek itself. A bikeway on a parallel route would either require a dedicated bike/pedestrian crossing over the rails/creek or need to reconnect with the existing Penn Avenue bridge or Cedar Lake Road bridge.

Available right-of-way:

While the curb-to-curb width along these parallel routes is narrower than the typical width on Penn Avenue, the lower traffic volumes and parking demand, and potential to use one-way streets, may provide opportunities to create continuous segments of north-south bike lanes or other on-street facilities. Additionally, whereas Penn Avenue is a high-frequency bus corridor today and designated as an arterial BRT corridor, these parallel routes are not bus corridors, reducing the potential for bus-bike conflicts. These parallel routes should be explored as possible alternatives to a bikeway on Penn Avenue. Future scenario planning will have to consider how different roadway configurations might or might not accommodate bikes on or off the corridor- and the potential trade-offs in terms of impacts to overall traffic operations, parking, pedestrian right-of-way, bike safety/accessibility, and transit.

East-West Connections to the Corridor

In general, the bikeway network (existing and proposed routes) presented in the Minneapolis Bicycle Master Plan provides adequate spacing and coverage for east-west connections to and through the Penn corridor. A number of the proposed east-west bikeways have yet to be constructed, leaving wide spacing between some of the existing east-west connections particularly between Lowry Avenue and 42nd Avenue (the 37th Avenue greenway is a partial east-west connection in this area) and between Plymouth Avenue and 26th Avenue. The planned Golden Valley Road/West Broadway Avenue bikeway will help to fill network gaps, and provide an important connection between the Mississippi River trail network to the east and Theodore Wirth Park/Parkway to the west.

The current Minneapolis Bicycle Master Plan does not identify the full segment of Osseo Road from Victory Memorial Parkway to 49th Avenue as a future bikeway. Given the potential for this area to become a more prominent gateway into the City of Minneapolis, as well as recent proposals to add bike facilities around the 44th/Penn/Osseo intersection, future scenario planning should explore the possibility of Osseo Road as a future bikeway route.

Street and Pedestrian Lighting in the Corridor

Street and pedestrian lighting are important safety features for all modes of travel. In addition to increasing visibility at night, lighting (particularly pedestrian lights) impacts the perceptions of safety along the corridor for pedestrians and bicyclists. The streetscape inventory conducted as part of this planning process shows that the distribution of street lights is fairly consistent along the length of Penn Avenue with some gaps/inconsistencies in coverage; however, only a small number of pedestrian lights are present on Penn Avenue. Parallel routes east and west of Penn Avenue were not included in the streetscape inventory, but anecdotal reports and informal observation suggest that lighting in these areas is worse than on Penn Avenue. Any potential bikeway connection on Penn Avenue or parallel routes should consider the type and coverage of lighting necessary to create a safe and visible bike connection.

MOTOR VEHICLE TRAFFIC

TRAFFIC VOLUMES

Penn Avenue

Traffic volumes in the study area vary by roadway segment, as shown in Figure 6-12. The figure shows that average daily traffic (ADT) volumes are approximately 10,000 vehicles per day (vpd) along many sections of Penn Avenue. Traffic on Penn Avenue is lightest between 44th Avenue and Lowry Avenue and between Highway 55 and Cedar Lake Road.

Cross Streets

As shown in Figure 6-12, some segments of Highway 55, West Broadway Avenue, and Plymouth Avenue have higher ADT volumes than most of Penn Avenue. Highway 55 is the busiest of these three cross streets with volumes ranging from 16,000 to 23,000 vpd. The remaining major cross streets have ADT volumes less than 6,500 vpd.

Hourly Traffic Profile on Penn Avenue

Hourly traffic volumes in the Penn Avenue study area peak slightly during the a.m. peak hour, but then gradually build to higher levels throughout the day, reaching the highest traffic peak during the p.m. peak period. This pattern is illustrated in Figure 6-11, which shows total traffic volumes (i.e. all traffic that passes through an intersection) at key intersections along Penn Avenue. For example, following the orange line representing volumes at the Penn Avenue/Lowry Avenue intersection, traffic volumes start at approximately 800 vehicles per hour (vph) at 6:30 a.m. and rise to approximately 1,000 vph at their peak during the a.m. peak period - decreasing around 8:30 a.m. After 9:30 a.m., volumes rise throughout the day until reaching their highest peak of approximately 1,800 vph during the p.m. peak period. This pattern is repeated at all eight key intersections shown, demonstrating that traffic levels in the study area are highest during the p.m. peak period.

Key Terminology:

Peak hour: The morning peak hour for this study is defined as a weekday between 7:30 – 8:30 a.m. The afternoon peak hour is defined as a weekday between 4:45 – 5:45 p.m.

FIGURE 6-11: PENN AVENUE HOURLY TRAFFIC PROFILE

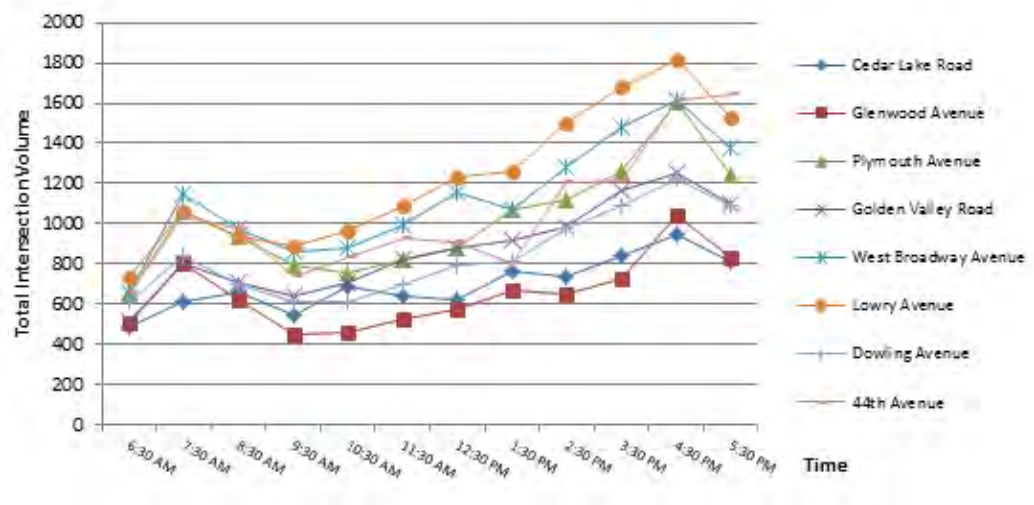
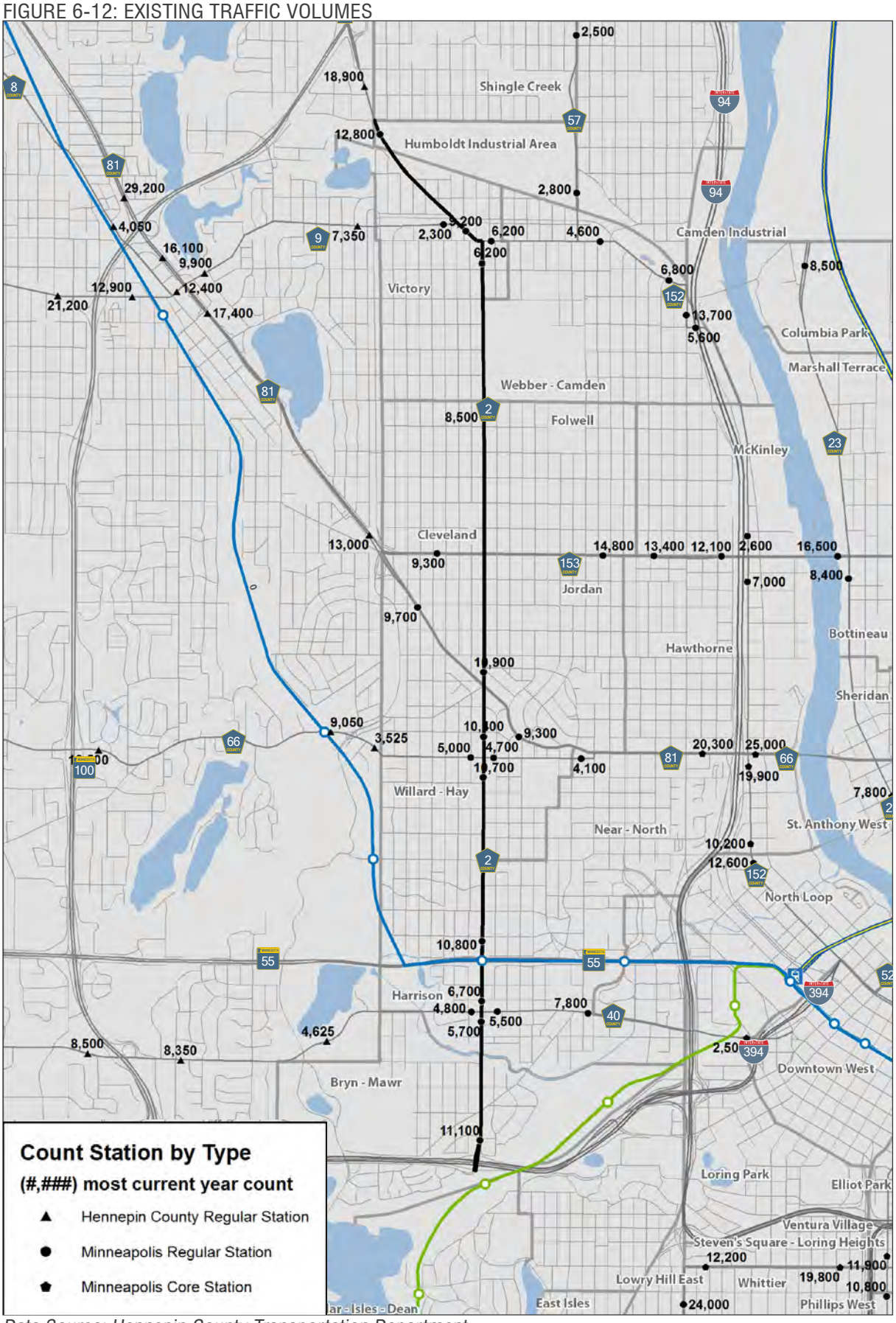


FIGURE 6-12: EXISTING TRAFFIC VOLUMES



Data Source: Hennepin County Transportation Department

CRASHES IN THE CORRIDOR

Crash Analysis

A crash analysis was performed for select intersections and roadway segments within the Penn Avenue corridor. The analysis calculated the average crash rate as well as the critical crash rate for these locations. Calculating the average crash rate involves comparing the number of crashes at a location to the number of crashes at a similar location type (i.e. same number of lanes, same type of signal, etc.) in Hennepin County. However, this calculation alone does not account for the variation in traffic volumes or the random nature of crashes. Therefore a statistical analysis was used to also calculate the critical crash rate by intersection and roadway segment. The critical crash rate identifies locations that have a crash rate higher than similar locations at a statistically significant level. The critical crash rate takes varying traffic volumes into account and controls for the random nature of crashes. For more detailed information on the crash analysis please see *Technical Memorandum - Transportation*.

Key Terminology:

Average Crash Rate: The average crash rate involves comparing the number of crashes at a location to the number of crashes at a similar location type (i.e. same number of lanes, same type of signal, etc.) in Hennepin County.

Critical Crash Rates: The critical crash rate identifies locations that have a crash rate higher than similar locations at a statistically significant level.

Crash Analysis Results

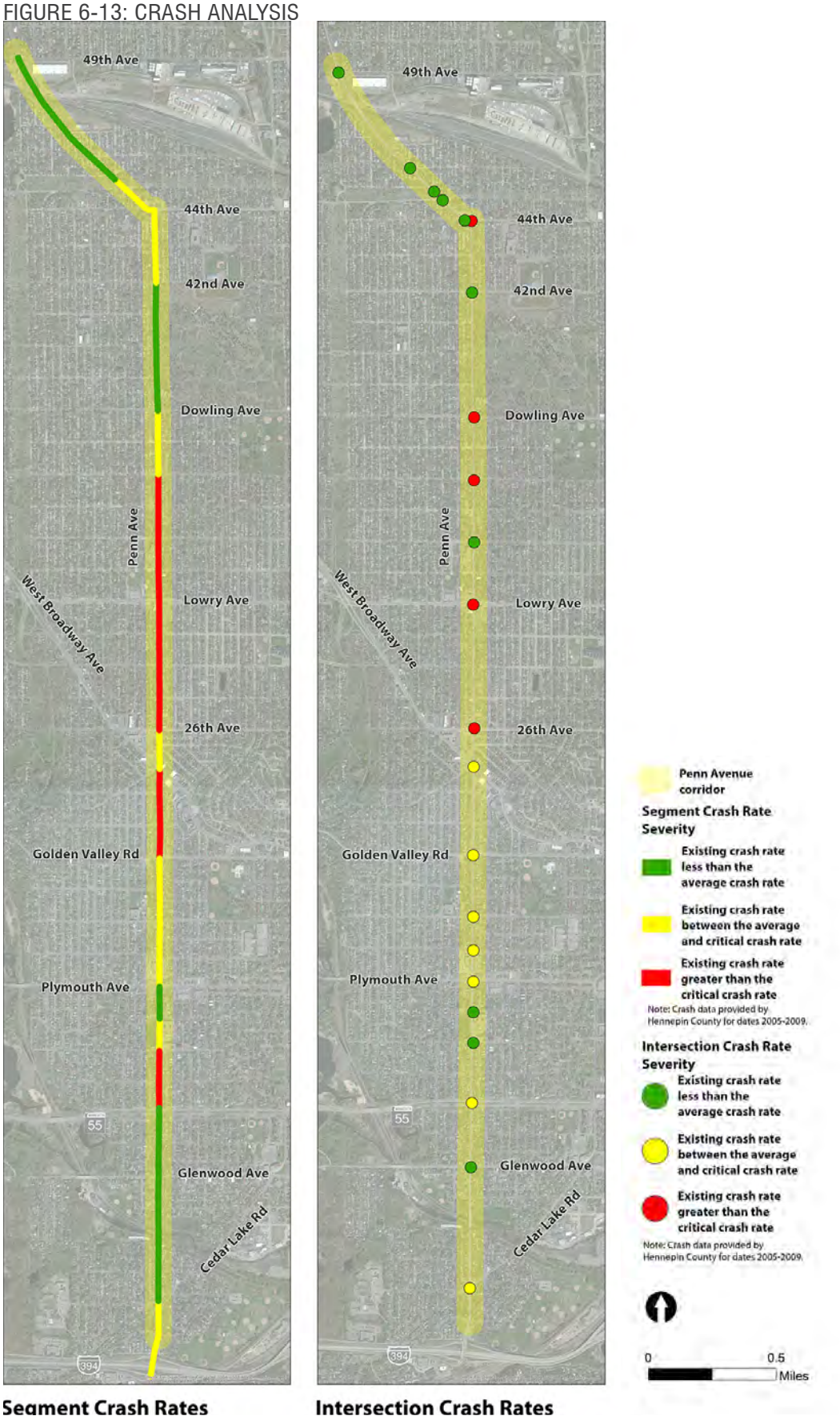
The results of the analysis, shown in Figure 6-13, demonstrate that five corridor intersections and five Penn Avenue segments have crash rates higher than their respective critical crash rates. This indicates that there may be a significant crash issue at these locations and design improvements should be considered to address the crash issue. The analysis also demonstrated that 12 corridor intersections and 13 Penn Avenue segments have crash rates above their respective average crash rate. These segments should be monitored in the future to determine if a statistically significant pattern of crashes continues.

The majority of the crashes within the Penn Avenue study area, particularly at the intersections/segments identified as being over the critical crash rate, were rear-end, side-swipe same direction, and right-angle crashes; these crash types are discussed further in Table 6-4. The table also includes potential mitigation measures by crash type. These mitigation measures are meant for illustrative purposes. As the Penn Avenue Community Works process moves forward, specific design recommendations will be addressed during concept development.

Concentration of Head-On Collisions

The analysis found a concentration of five head-on collisions at the Penn Avenue/33rd Avenue intersection from January 1, 2005 through December 31, 2009. Two of the crashes involved motorists that were under the influence of drugs/alcohol and three of the crashes involved pedestrians or bicyclists. Since this timeframe, a pedestrian signal was installed (push button activated), and no head-on collisions have been reported at this intersection after the installation of the pedestrian signal.

FIGURE 6-13: CRASH ANALYSIS



Segment Crash Rates **Intersection Crash Rates**

TABLE 6-4: TYPICAL CRASHES FOUND IN THE PENN AVENUE CORRIDOR

Type of Crash	Potential Causal Factor	Possible Countermeasures
Rear end	It is typical of signalized intersections to have a higher incidence of rear-end collisions. This is sometimes caused by motorists not recognizing the back of the queues as they approach the signal or not identifying that vehicles are stopping in front of them at the traffic signal. Rear-end crashes can also occur where there is not a designated turn lane for vehicles to maneuver out of the main line to slow down and make a turn.	• Install/improve warning signage • Reduce speeds with enforcement • Reduce access to the mainline • Prohibit turns • Install left and/or right turn lanes • At signalized intersections: › Install visors › Install back plates › Relocate/add signal heads › Re-time signal › Adjust phase change interval › Increase red clearance interval
Sideswipe same direction	Side-swipe crashes frequently occur along corridors where cars commonly weave in and out of lanes, or switch lanes frequently, to avoid a vehicle slowing down to make a left or right turn. As stated previously, currently there are very few left- and right-turn lanes along the corridor. Field observations indicate that at intersections, motorists frequently treat the northbound and southbound approaches as shared left-thru/ shared right-thru turn lanes, which may be contributing to the sideswipe crashes.	• Install/improve warning signage • Reduce speeds with enforcement • Install left- and/or right-turn lanes • Remove on-street parking
Right angle	Right-angle crashes are common along corridors with high access density. Many of the crashes are likely caused by vehicles entering or exiting access points.	• Reduce access to mainline • Install/improve signage • Reduce speeds with enforcement • If poor visibility of traffic signal or restricted sight distance: › Install/improve warning sign › Install stop bar closer to cross road › Relocate/add signal heads • Enforce red-light running with confirmation lights • Improve lighting • Improve signal coordination along the corridor

TRAFFIC OPERATIONS ANALYSIS

A traffic operations analysis was conducted to determine how traffic in the Penn Avenue corridor currently operates, to identify the future traffic capacity issues, and to provide recommendations for potential roadway configurations that will be studied in the next phase of the project.

The traffic operations analysis focused on the following key intersections on Penn Avenue:

44th Avenue	Dowling Avenue
Lowry Avenue	West Broadway Avenue
Golden Valley Road	Plyouth Avenue
Glenwood Avenue	Cedar Lake Road

Traffic operations at these intersections were analyzed for both existing traffic volumes and year 2035 forecasted traffic volumes in the p.m. peak hour. Year 2035 traffic volume forecasts were based on historical traffic volumes and adjusted based on land use redevelopment opportunities within the corridor. Operations were analyzed in the p.m. peak hour because traffic levels are the highest in the corridor during this time period.

The study intersections were analyzed using VISSIM, a traffic modeling software. VISSIM software incorporates the multi-modal characteristics of the corridor by including pedestrian, bicycle, transit, and vehicle traffic, as well as on-street parking, into the model.

The traffic operations analysis used level of service (LOS) designations to quantify operations at each intersection. LOS designations indicate how much congestion occurs at an intersection. Intersections are given a ranking from LOS A through LOS F. The LOS results are based on average delay per vehicle. The delay threshold values by LOS designation are shown in Table 6-5. LOS A indicates the best traffic operation, with vehicles experiencing minimal delays. LOS F indicates an intersection where demand exceeds capacity, with vehicles experiencing high levels of delay. LOS A through D is generally considered acceptable for drivers in urban environments.

The analysis also modeled the average and max queue lengths at the study intersections for both the existing and year 2035 time periods.

For more detail on the data and methodology used for the traffic operations analysis please see Technical Memorandum - Transportation.

Key Terminology:

Queue: A line of vehicles waiting at an intersection

TABLE 6-5: LEVEL OF SERVICE CRITERIA FOR SIGNALIZED AND UNSIGNALIZED INTERSECTIONS

LOS Designation	Signalized Intersection	Possible Countermeasures
A	≤ 10	≤ 10
B	> 10 – 20	> 10 - 15
C	> 20 – 35	> 15 - 25
D	> 35 – 55	> 25 - 35
E	> 55 – 80	> 35 - 50
F	> 80	> 50

Existing Conditions Analysis

The existing geometrics, traffic volumes and traffic controls were used to model the LOS and queue lengths at each intersection. Existing transit service characteristics were also incorporated into the model. For more detailed information on existing transit conditions please see *Technical Memorandum - Transit*.

Existing Condition Analysis Results

As shown in Table 6-6, results of the existing operations analysis indicate that the analyzed intersections currently operate at an acceptable overall LOS D or better during the p.m. peak hour.

While all of the study intersections operate with acceptable overall levels of service, there are some queuing issues along Penn Avenue. The average and max queue along each of the approaches at the study intersections are shown in Figure 6-14. Long queues at intersections block turning movements from other cross streets and diminish sight lines – making it more difficult for both pedestrians and motorists to cross the street. As shown in Figure 6-14, the longest queue lines in the existing condition occur at the Penn Avenue/44th Avenue intersection. It should be noted that the City of Minneapolis plans to update the signal timing at all of the intersections within the Penn Avenue study area this summer (2014), which should reduce the queues and improve overall traffic operations.

TABLE 6-6: EXISTING INTERSECTION CAPACITY ANALYSIS

	P.M. Peak Hour	
LOS Designation	Signalized Intersection	Possible Countermeasures
44th Avenue	D	38 sec.
Dowling Avenue	B	17 sec.
Lowry Avenue	B	19 sec.
West Broadway Avenue	C	31 sec.
Golden Valley Road	B	17 sec.
Plymouth Avenue	B	18 sec.
Glenwood Avenue	B	17 sec.
Cedar Lake Road (1)	C	15 sec.
(1) Indicates an unsignalized intersection with all-way stop control.		

FIGURE 6-14: EXISTING OPERATIONS RESULTS

Year 2035 No Build Conditions

The "Year 2035 no build condition" was analyzed to understand how the Penn Avenue corridor will operate when the existing roadway configuration is combined with future traffic growth and planned transit improvements.

Year 2035 traffic volume assumptions were based on historical ADT volumes, Hennepin County traffic forecasts, and expected growth in traffic based on planned land use redevelopment in the corridor. For more detailed information on the 2035 traffic assumptions please see *Technical Memorandum - Transportation*. The year 2035 transit assumptions were based on planned C Line station configurations and service plans. For more detailed information on future transit assumptions please see *Technical Memorandum - Transit*.

Year 2035 No Build Condition Analysis Results

Results of the Year 2035 no build condition intersection capacity analysis are shown in Figure 6-15 and summarized in Table 6-7. The results indicate that under this scenario all study intersections are expected to operate at an acceptable overall LOS D or better during the p.m. peak hour.

Queuing issues do become worse under the Year 2035 no build condition, as shown in Figure 12. As the project moves forward, strategies to reduce the queues in these locations (e.g. removing parking spaces, moving local bus stops, etc.) should be explored.

TABLE 6-7: YEAR 2035 NO BUILD INTERSECTION CAPACITY ANALYSIS

	P.M. Peak Hour	
Penn Avenue Intersection	LOS	Delay
44th Avenue	C	29 sec.
Dowling Avenue	C	21 sec.
Lowry Avenue	C	25 sec.
West Broadway Avenue	D	43 sec.
Golden Valley Road	B	19 sec.
Plymouth Avenue	C	24 sec.
Glenwood Avenue	B	19 sec.
Cedar Lake Road (1)	C	17 sec.
(1) Indicates an unsignalized intersection with all-way stop control.		

FIGURE 6-15: YEAR 2035 NO BUILD OPERATIONS

PARKING DEMAND

Public on street parking is allowed along the large majority of Penn Avenue, Queen Avenue and Oliver Avenue in the study corridor. Private off street parking is also provided by many of the businesses and institutions in the corridor. A parking analysis was performed to determine the demand for the supply of parking in the corridor. The analysis collected on-street parking counts on Wednesday, May 21, 2014 during the following times:

- Overnight/morning: 4:30 a.m. – 6:30 a.m.
- Midday: 11:30 a.m. – 1:30 p.m.
- Evening: 6:00 p.m. – 8:00 p.m.

Results of the parking utilization surveys are shown in Figure 6-16. To see more detailed information on the parking analysis methodology and results please see *Technical Memorandum - Transportation*.

Parking Analysis Key Findings

Results from the parking analysis indicate that there is not a parking shortage in the Penn Avenue corridor. However, parking demand was highest near the corridor's commercial nodes. Specifically, some of the highest demand in the corridor occurred during the midday time period at 44th Avenue, West Broadway Avenue, Plymouth Avenue, and Cedar Lake Road.

The analysis also demonstrated that on-street parking demand along Oliver Avenue and Queen Avenue was highest during the overnight/morning and evening time, suggesting that residents are using these streets for overnight parking.

FIGURE 6-16: PARKING UTILIZATION

Morning: 4:30 a.m.- 6:30 a.m. **Midday: 11:00 a.m. - 1:00 p.m.** **Evening: 6:00 p.m. - 8:00 p.m.**

TRANSIT

Multiple Metro Transit bus routes serve the Penn Avenue corridor, as shown in Figure 6-17. Route 19 is the corridor's main north-south transit route north of Highway 55; south of Highway 55, Route 9 runs along Penn between Glenwood Avenue and Cedar Lake Road. There are also eight other routes that intersect the study area. Route 19 and the other routes are all described in the next sections. The planned C Line arterial bus rapid transit (BRT) line is also discussed in this section.

ROUTE 19

Route 19 is the main route that serves Penn Avenue. Route 19 stops are located approximately every 1/8 of a mile along Penn Avenue north of Highway 55. Route 19 consists of three branches: B, the main branch, H and Y. All three branches of Route 19 are shown in Figure 6-18. For more information on each branch, please see *Technical Memorandum - Transit* (under separate cover).

FIGURE 6-17: EXISTING TRANSIT SERVICE IN THE PENN AVENUE CORRIDOR

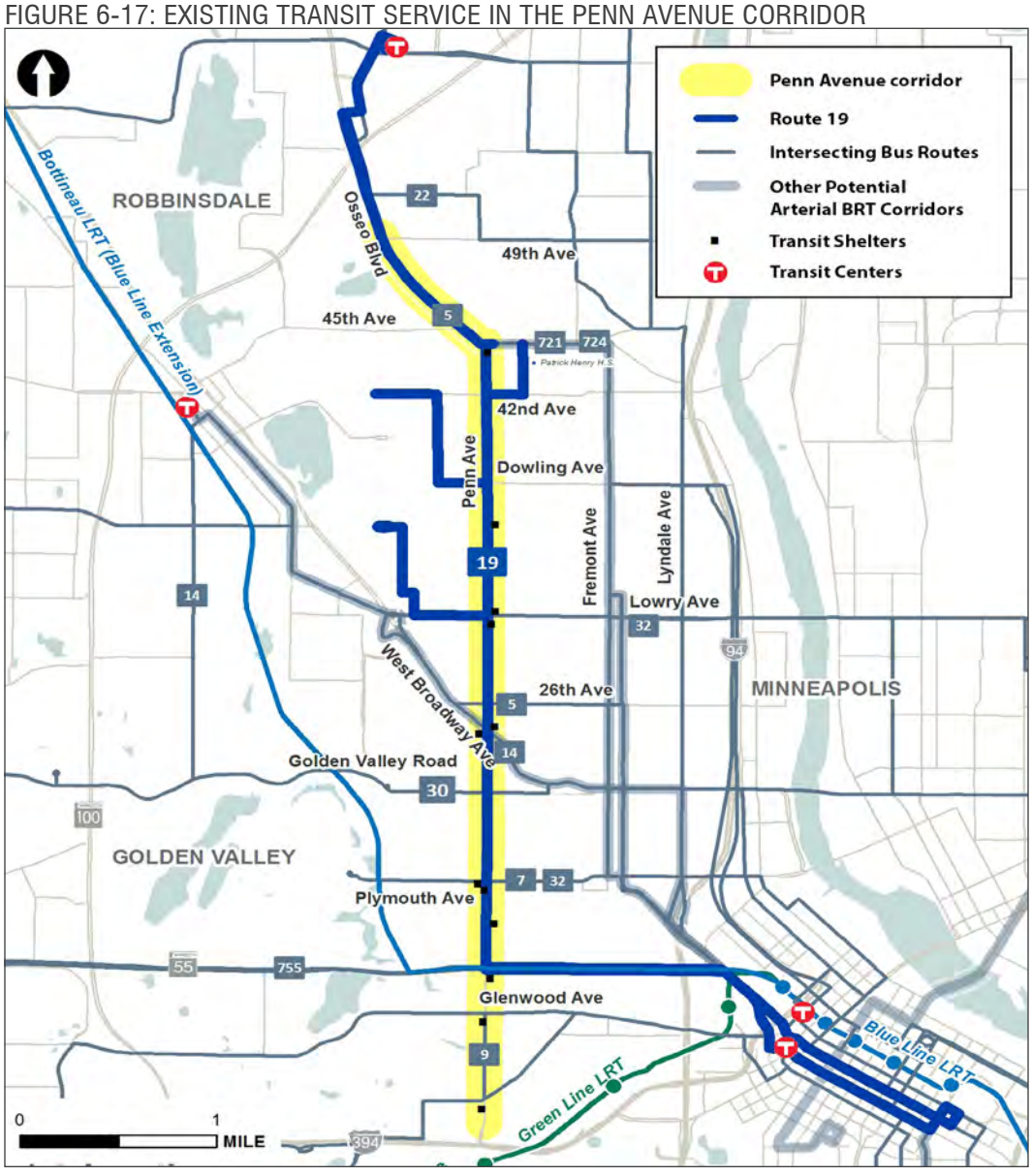
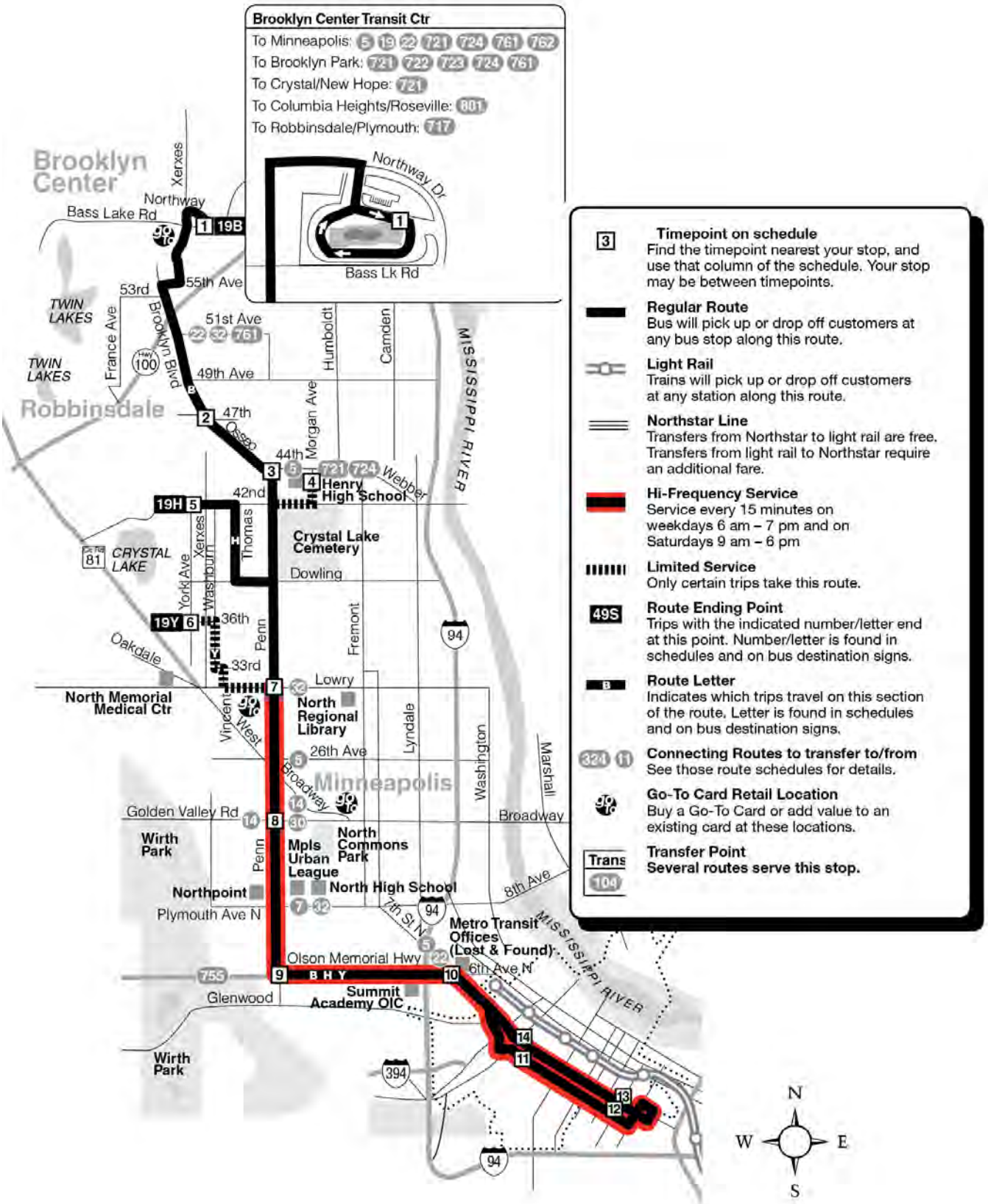


FIGURE 6-18: ROUTE 19



Key Terminology:

Bus Frequency: The number of bus trips that occur during a certain time period.

Span of Service: The number of hours that a bus route operates

Go-To cards: Metro Transit's automated fare payment cards.

Existing Span of Service and Frequency

Route 19 operates for varying periods of time (i.e. span of service) and at varying frequencies in different portions of the study area. The portion of Route 19 that operates south of Lowry Avenue is part of the Metro Transit Hi-Frequency Network. The Hi-Frequency network provides service every 15 minutes (or better) throughout most of the day on weekdays and Saturdays. The Hi-Frequency Network portion of Route 19 is shown in red in Figure 6-18.

The span of service and frequency for all portions of the Route 19 is shown in Table 6-8. Since 2007, Metro Transit has steadily been improving Route 19 service by adding more bus frequency. For more information on these service upgrades please see *Technical Memorandum - Transit*.

Fare Payment

According to Metro Transit automated passenger count data, 52 percent of Route 19 passengers pay their fares using Go-To cards and 48 percent of riders pay in cash. Compared to the Go-To card usage rate across the entire Metro Transit system (approximately 67 percent) use of the automatic payment system on the Route 19 is relatively low. Cash payments take significantly longer to process per passenger. The higher rates of cash payments on Route 19 means it likely takes longer for passengers to board at each stop than on other comparable routes in the Metro Transit system.

Ridership

In total, on an average weekday, Route 19 provides approximately 7,800 trips in the Penn Avenue corridor between 49th Avenue and Highway 55.[1] This represents approximately 46 percent of the 17,000 total trips taken along the entire route (i.e. from Brooklyn Center Transit Center to downtown Minneapolis). Ridership on Route 19 is strong throughout the day. Approximately 60 percent of weekly boardings on Route 19 occur off-peak, that is, outside of the traditional hours of commuter travel during the morning and afternoon. The level of ridership at each Route 19 stop within the study area is shown in Figure 6-19. As shown in this figure, there is strong ridership throughout the study area; however, six nodes stand out for having the highest levels of ridership. The six highest ridership nodes in the study area are listed in Table 6-9. The ridership at these six nodes represents approximately 37 percent of the study area's total Route 19 ridership.

On Time Performance

The large majority of the Route 19 bus trips run on time. Metro Transit considers a bus on-time if it reaches a scheduled time point no more than one minute early and no more than five minutes late, and on average approximately 88 percent of the route's trips are on time. This is in line with Metro Transit's system-wide average on time average (87 percent on time). For more detailed information on stop-by-stop Route 19 on time performance and the factors affecting on-time performance, please see *Technical Memorandum - Transit*.

TABLE 6-8: ROUTE 19 SPAN OF SERVICE AND FREQUENCY

Portion of Route 19	Span of Service	Frequency
Trunk Line (i.e. on Penn Avenue, south of Dowling)	5AM – 1AM, weekdays and weekends	10 – 20 min
B Branch	5AM – 1AM, weekdays and weekends	10 – 30 min
H Branch	5AM – 1AM, weekdays and weekends	60 min
Y Branch	Peak period, peak direction (i.e. southbound in the morning, northbound in the afternoon), weekdays	3 trips in the morning peak, 3 trips in the afternoon peak
Service to Patrick Henry High School	Beginning and end of school days only	3 - 4 trips in the morning and in the afternoon

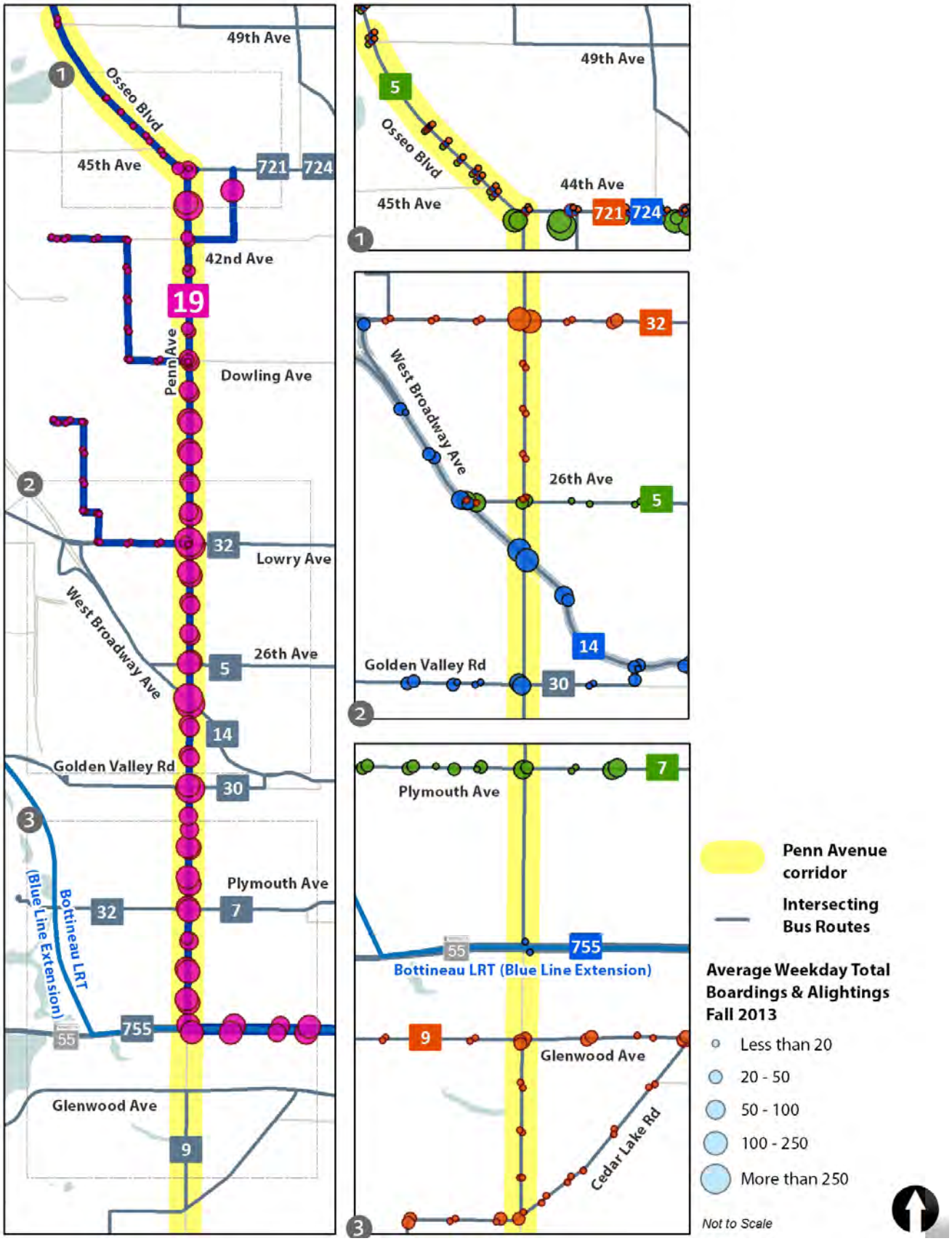
TABLE 6-9: ROUTE 19 HIGHEST RIDERSHIP NODES (WITHIN THE PENN AVENUE STUDY AREA)

Stop Location	Southbound Boardings and Alightings	Northbound Boardings and Alightings	Node Total Boardings and Alightings1
Lowry Avenue	438	446	884
West Broadway Avenue	286	270	556
Golden Valley Road	215	258	473
Plymouth Avenue	239	217	456
43rd Avenue	126	292	418
36th Avenue	208	197	405

Source: Metro Transit Fall Weekday 2013 automated passenger count (APC) data

1 Boardings are the total number of people getting on the bus. Alightings are the total number of people getting off the bus.

FIGURE 6-19: STOP LEVEL RIDERSHIP IN THE PENN AVENUE CORRIDOR



Intersecting Bus Routes

The characteristics of the bus routes that intersect with Penn Avenue and Route 19 are described in Table 6-10 and shown in Figure 6-17. The listed span of service and frequencies reflect the level of service provided in the Penn Avenue study area and not necessarily the span and frequency of the overall route (i.e. Route 5 is considered a Hi-Frequency Network Route, however the 5F pattern only serves the study area every 30 minutes).

Stop level ridership for the intersecting routes is shown in Figure 6-19. Routes 5, 14, and 32 have the highest ridership in the study area, as shown in as shown in Table 6-10. The highest ridership stop locations for these three routes are at 44th Avenue, Lowry Avenue, and West Broadway Avenue. These locations are the same, or one block off of, three of Route 19's highest ridership nodes.

TABLE 6-10: INTERSECTING BUS ROUTES WEEKDAY SERVICE CHARACTERISTICS

Route No.	Type of Route	Intersecting Street	Weekday Span of Service	Weekday Frequency	Average Weekday boardings/alightings in the Penn Avenue study area2
14 N/R	Local	West Broadway Avenue	5AM – 1AM	20 – 30 min	390
14 D/G/L	Local	Golden Valley Road	5AM – 1AM	30 – 60 min	
5K/M	Local	44th Avenue	4:30 AM – 2:30 AM	10-15 min, 30 late night	366
5F	Local	26th Avenue	6AM – 7PM	30 min	
32	Local	Lowry Avenue	6:30AM – 8PM	30 min	378
9	Local	Glenwood Avenue and Cedar Lake Road	5AM – 1AM	20-30 min	161
7	Local	Plymouth Avenue	5AM – 12PM	30 min day / 60 min evening	126
721	Limited Stop	44th Avenue	Peak only	3 AM trips, 2 PM trips	41
724	Limited Stop	44th Avenue	8AM – 4PM	30 min	40
755	Limited Stop	Highway 55	Peak only	6 AM trips, 6 PM trips	30
30	Local	Golden Valley Road	5:30AM – 11PM	30 min	N/A1

Source: Metro Transit April 2014 Automated Passenger Count Data

1 No ridership data is available for Route 30, because it is a new route, introduced in March 2014.

2 Boardings and alightings of intersecting routes at Penn Avenue

Corridor Transit Shelters

Currently, there are very few bus shelters in the Penn Avenue Corridor. Of the 65 stops on Penn Avenue only six stops have shelters. Similarly, of the 28 stops in the study area serving the intersecting transit routes only six stops have shelters. This means only 13 percent of the stops in the Penn Avenue study area are have shelters.

The locations of the shelters are shown in Figure 6-17 and listed in Table 6-11. Metro Transit owns all but two shelters in the study area. The shelter located on Penn Avenue at West Broadway Avenue is a custom shelter owned by Catalyst Community Partners. The shelter located on Penn Avenue at Plymouth Avenue is owned by CBS Outdoor, a private entity that operates shelters for advertising revenue through a franchise agreement with the City of Minneapolis.

TABLE 6-11: TRANSIT SHELTERS IN THE CORRIDOR

Metro Transit Site ID	Sited On	Sited At	Corner Description	Owner	Notes
Shelters located on Penn Avenue					
11110	Penn Avenue	36th Avenue	Near side south	Metro Transit	
11102	Penn Avenue	Lowry Avenue	Near side south	Metro Transit	Custom shelter design through Lowry Avenue Community Works Project
52664	Penn Avenue	West Broadway Avenue	Near side south	Metro Transit	
52671	Penn Avenue	West Broadway Avenue	Near side north	Catalyst Community Partners	Custom shelter; Blossoms of Hope
17832	Penn Avenue	Plymouth Avenue	Near Side north	CBS	Missing glass panels
17835	Penn Avenue	Oak Park Avenue	Near side south	Metro Transit	
Shelters located on Penn Avenue					
9589	44th Avenue	Penn Avenue	Far side east	Metro Transit	
53154	Lowry Avenue	Penn Avenue	Far side east	Metro Transit	
17688	Plymouth Avenue	Penn Avenue	Near side east	Metro Transit	
17839	Highway 55	Penn Avenue	Far side east	Metro Transit	
3038	Glenwood Avenue	Penn Avenue	Near side east	Metro Transit	
7422	Cedar Lake Road	Penn Avenue	Near side east	Metro Transit	

Metro Transit Shelter Placement

Metro Transit recently analyzed the conditions at the agency's nearly 15,000 active bus stops to determine which stops warrant a bus shelter. This analysis ranked three locations in the Penn Avenue study within the top 32 sites system-wide that warranted a shelter. The location and description of the sites are shown in Table 6-12. For more detailed information on Metro Transit's shelter analysis please see *Technical Memorandum - Transit*.

It should be noted that all three of the locations listed in Table 6-12 are planned C Line station locations, as discussed in the next section. These locations will be studied further through the Penn Avenue Community Works process and other C Line planning.

TABLE 6-12: BUS STOP LOCATIONS THAT MADE METRO TRANSIT'S TOP 32 SITES THAT WARRANT A SHELTER

Site ID	Site On	Site At	Corner/ Direction	Final Score	Priority Rank
17831	Penn Avenue	Plymouth Avenue	Nearside Southbound	5.4	2- Medium-High
52667	Penn Avenue	Golden Valley Road	Nearside Southbound	5.3	2- Medium-High
11103	Penn Avenue	Lowry Avenue	Nearside Northbound	5.1	2- Medium-High

C LINE: ARTERIAL BRT ON PENN AVENUE

Key Concept:

The primary objective of arterial BRT is to provide faster and more frequent service as well as an improved customer experience.

Metro Transit is in the planning stages of implementing arterial bus rapid transit (BRT) on Penn Avenue. The new service, called the C Line, includes a package of improvements to make transit more reliable, faster and more attractive to users. The C Line alignment connects the Penn Avenue corridor to downtown Minneapolis and the Brooklyn Center Transit Center, as shown in Figure 6-21. The transit line will run in mixed-traffic similar to a local bus, but incorporates limited-stop service, high-quality stations, technology improvements, and branding to differentiate the service from regular bus routes. The primary objective of arterial BRT is to provide faster and more frequent service as well as an improved customer experience. Faster service is accomplished by reducing the time buses spend waiting at traffic signals and for passengers to board, and by stopping at fewer locations. An improved passenger experience is achieved through more comfortable vehicles, stations, information technology, and improved service reliability.

C Line Stations

There are 11 planned C Line stations within the Penn Avenue study area, as shown in Figure 6-21. Ideally, arterial BRT stations are placed on the farside of an intersection and are designed with a bump-out. Farside stations maximize the effectiveness of traffic signal priority (TSP) given to transit operations. Bump-outs convert existing roadway space, typically a turn lane or parking lane, into a wider sidewalk to accommodate a station, as shown in Figure 6-20 nelow. Bump-outs also allow buses to stop at stations without weaving in and out of traffic.

At locations where bump-out platforms are not feasible due to existing site constraints, curbside platforms must be used. Curbside platforms are located adjacent to the roadway curb of a street and are typically integrated into the surrounding sidewalk. Curbside stations are much narrower than bump-outs, and as a result, cannot always accommodate passenger shelters or other amenities. The exact location and configuration of each station within the study area will be informed by the Penn Avenue Community Works project process.

Key Terminology:

Farside station: A farside stop is located just after an intersection with another street.

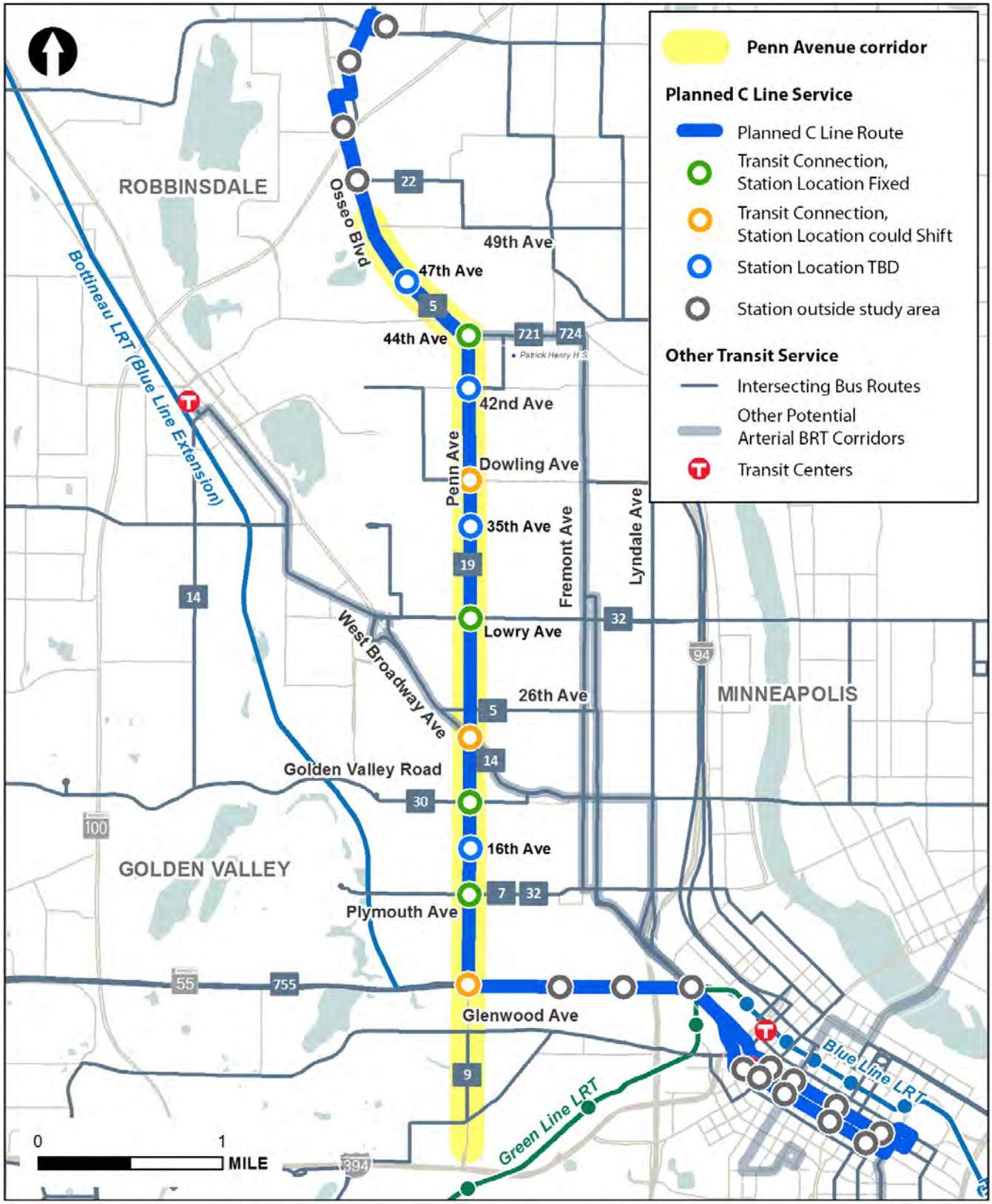
Traffic Signal Priority (TSP): Technology used to extend green light phases at signalized intersections for a few moments, allowing buses to move through an intersection without stopping.

Bumpout: A bump-out is a section of the sidewalk that is extended from the existing roadway curb to the edge of the through lane for the length of the station.

FIGURE 6-20: BUS BUMPOUT

Arterial BRT Shelter (Large)

FIGURE 6-21: PROPOSED C LINE ROUTE



C Line Service Plan

The C Line will increase the span of transit service and frequency of transit service in the Penn Avenue study area. The proposed C Line service plan is illustrated in Table 6-13. C Line service will run every ten minutes throughout the majority of the day, every 30 minutes in the early morning and every 20 minutes late at night.

Route 19 will continue to provide local service along the study area at a reduced frequency, generally every 30 minutes. Branches will continue to be served.

TABLE 6-13: PROPOSED C LINE SERVICE PLAN

Route	Early AM	AM	Midday	PM	Evening	Late Night
C Line	30 min	10 min	10 min	10 min	12 min	20 min
Route 19	60 min	30 min	30 min	30 min	30 min	60 min

For more detailed information about the C Line please see Transportation Technical Memo 4.

FUTURE TRANSIT OPPORTUNITIES

Ongoing transit initiatives and projects underway in the region will impact the Penn Avenue corridor, including the following:

- Metro Transit Service Improvement Plan
- Bottineau Light Rail Transit (LRT) – Blue Line extension
- Southwest LRT – Green Line extension

This section summarizes each project and how it relates to the corridor.

Metro Transit Service Improvement Plan

Metro Transit is in the process of developing a 10-15 year service improvement plan for expanding the local and express route bus network. This plan will help prioritize where and how to improve service throughout the transit network as well as in the study area.

Workshops with elected officials and community groups were held in November 2013 to discuss the service improvement plan. In addition, nearly 4,000 people completed an on-line survey for the plan. Metro Transit staff is currently reviewing this feedback, identifying common themes, patterns and the most-requested improvements. A summary of the results will be posted on Metro Transit's website later this spring. Based on this input, Metro Transit will create a draft Service Improvement Plan using the transit planning principles outlined below. The draft plan will be distributed for public review and comment later this year.

Bottineau Light Rail Transit (LRT) – Blue Line extension

The Bottineau LRT line is a planned extension of the existing Blue Line LRT. The line will run from Target Field station in downtown Minneapolis to Brooklyn Park. The southern portion of the line will run along Highway 55, allowing for transfers to the C Line. Specifically, the C Line and the Bottineau LRT are expected to both have a station near Penn Avenue and Highway 55. This planned transit connection will offer Penn Avenue corridor residents and employees an important connection to the regional transit system. For more information on the Bottineau LRT please see the project's website at: http://www.bottineautransitway.org

Southwest LRT – Green Line extension

The Southwest LRT is a planned extension of the existing Green Line LRT. The line will run from Target Field station in downtown Minneapolis to Eden Prairie. The Southwest LRT does not have any stops within the Penn Avenue corridor; however there is a planned LRT stop just south of I-394 at Kenwood Parkway, just south of Penn Avenue. Regional agencies are currently considering the most effective way to connect the Penn Avenue corridor to the Southwest LRT line. For more information on the Southwest LRT please see the project's website at http://metrocouncil.org/Transportation/Projects/Current-Projects/Southwest-LRT.aspx

7. PROPERTY CONDITIONS AND DEVELOPMENT

OVERVIEW

The Property Conditions and Development chapter examines properties in the Penn Avenue corridor, addressing a range of land use, regulatory, economic, and environmental characteristics. This chapter is divided into three parts:

- Inventory of property uses and conditions
- Analysis of property conditions and development potential
- Environmental screening

INVENTORY OF PROPERTY USES AND CONDITIONS

LAND USE

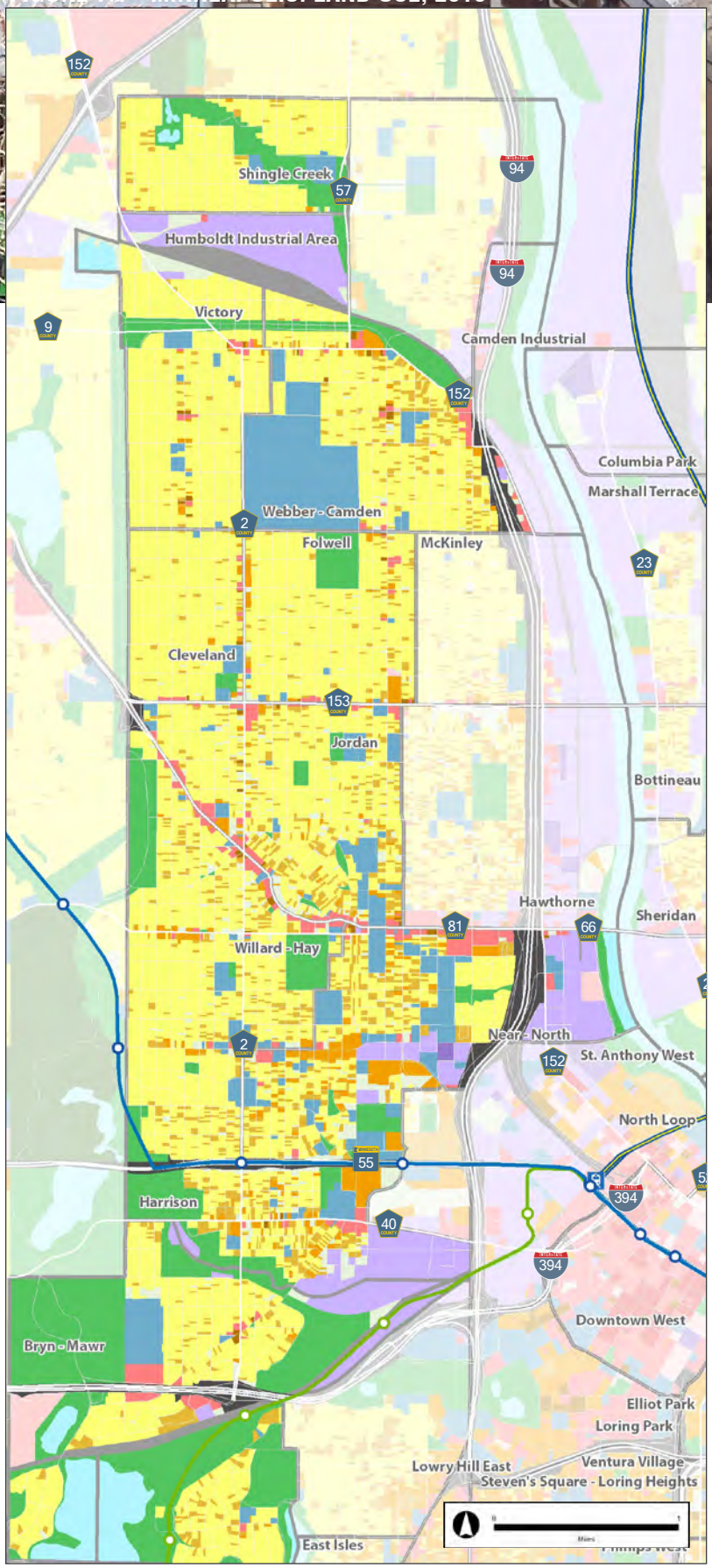
Penn Avenue North is primarily a residential corridor, interspersed with a variety of other land uses at major roadway intersections along its length. Housing types include primarily single-family, detached homes with some scattered single-family attached and multi-family homes. Areas of greater housing density are located near major intersections along the corridor, such as 44th Avenue, Dowling Avenue, Lowry Avenue, West Broadway Avenue, Golden Valley Road, Plymouth Avenue, Highway 55 (also known as Olson Memorial Highway), Glenwood Avenue and Cedar Lake Road. These intersections also include neighborhood serving businesses, shops, services, restaurants, cultural destinations, civic institutions, employment destinations, public transit, public spaces, and public art.

At the north end of the corridor, east of the Osseo Road and 49th Avenue intersection, a large industrial (Humboldt Industrial Area) and railway area is located between the railroad corridor and 49th Avenue, from Osseo Road to Humboldt Avenue.

Several civic and/or institutional uses are also located within and near the corridor. They include Patrick Henry High School, Crystal Lake Cemetery, Noble Academy, Lucey Laney at Cleveland Park Community School, U.S. Post Office, Pierre Bottineau French Immersion School, Hmong International Academy, North High School, NorthPoint Health & Wellness Center, Minneapolis Urban League, Minneapolis College Preparatory School, Harvest Prep Seed Academy, Harrison Recreation Center, Bryn Mawr Elementary School, Anwatin Middle School, Plymouth Youth Center, and others.

Several parks and open spaces are located within and near the Penn Avenue corridor. These include Victory Memorial Parkway, Victory Park, Victory Prairie/Dog Park, Folwell Park, Cleveland Park, Jordan Park, Cottage Park, North Commons Park, Willard Park, Theodore Wirth Park, Farwell Park, Lovell Square, Bethune Park, Harrison Park Bassett's Creek Park, and Bryn Mawr Meadows Park.

FIGURE 7.1 - MINNEAPOLIS: LAND USE, 2010

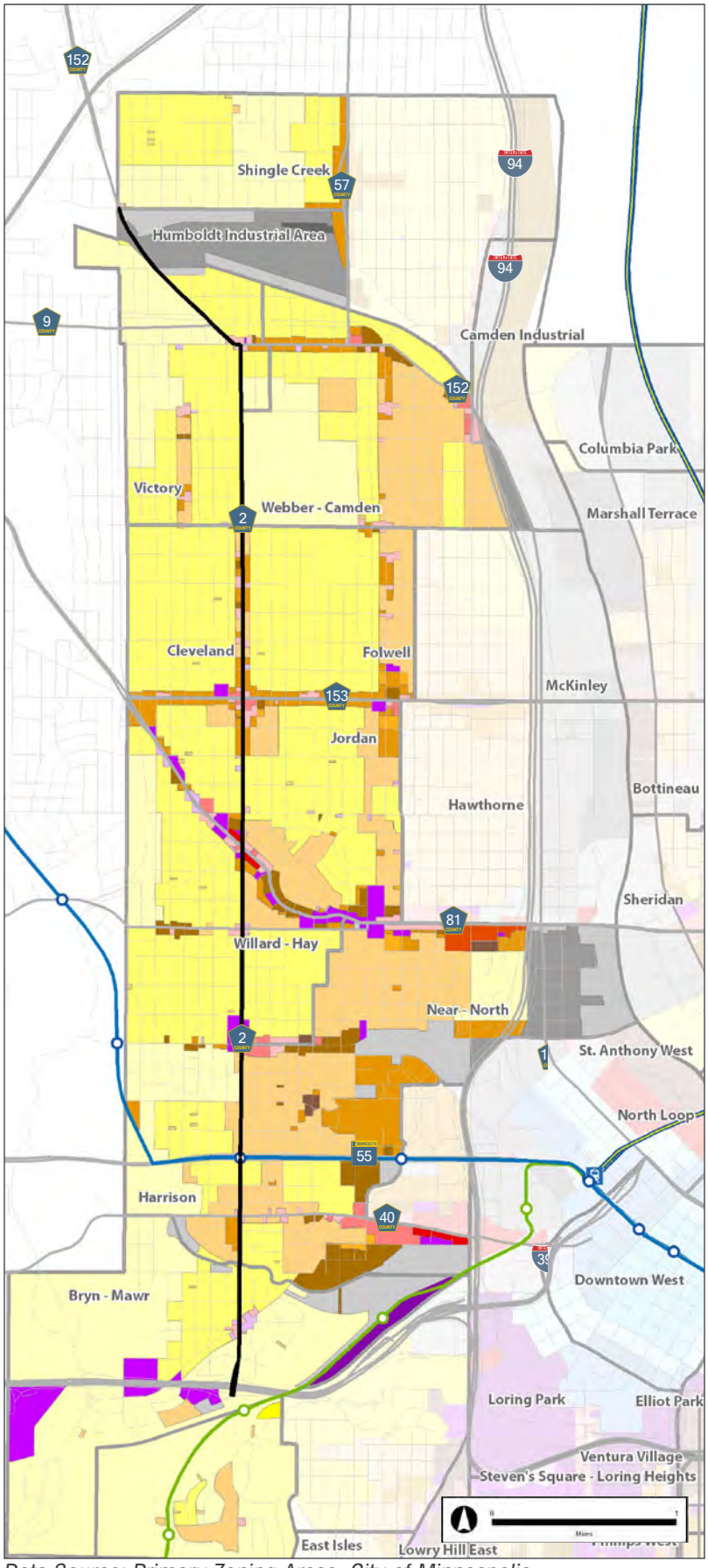


Data Source: Generalized Land Use 2010 for the Twin Cities Metropolitan Area, Metropolitan Council

ZONING

Much of the land along the Penn Avenue corridor is zoned residential (R1, R2, R3 and R4). The Humboldt Industrial Area is zoned I1 and I2. Several intersections along Penn Avenue include a mix of commercial (C1, C2 and C3A) and Office/Residential (OR1 and OR2). Zoning for residential generally increases in density moving east of Penn Avenue toward I-94.

FIGURE 7.2 - MINNEAPOLIS ZONING



Data Source: Primary Zoning Areas, City of Minneapolis

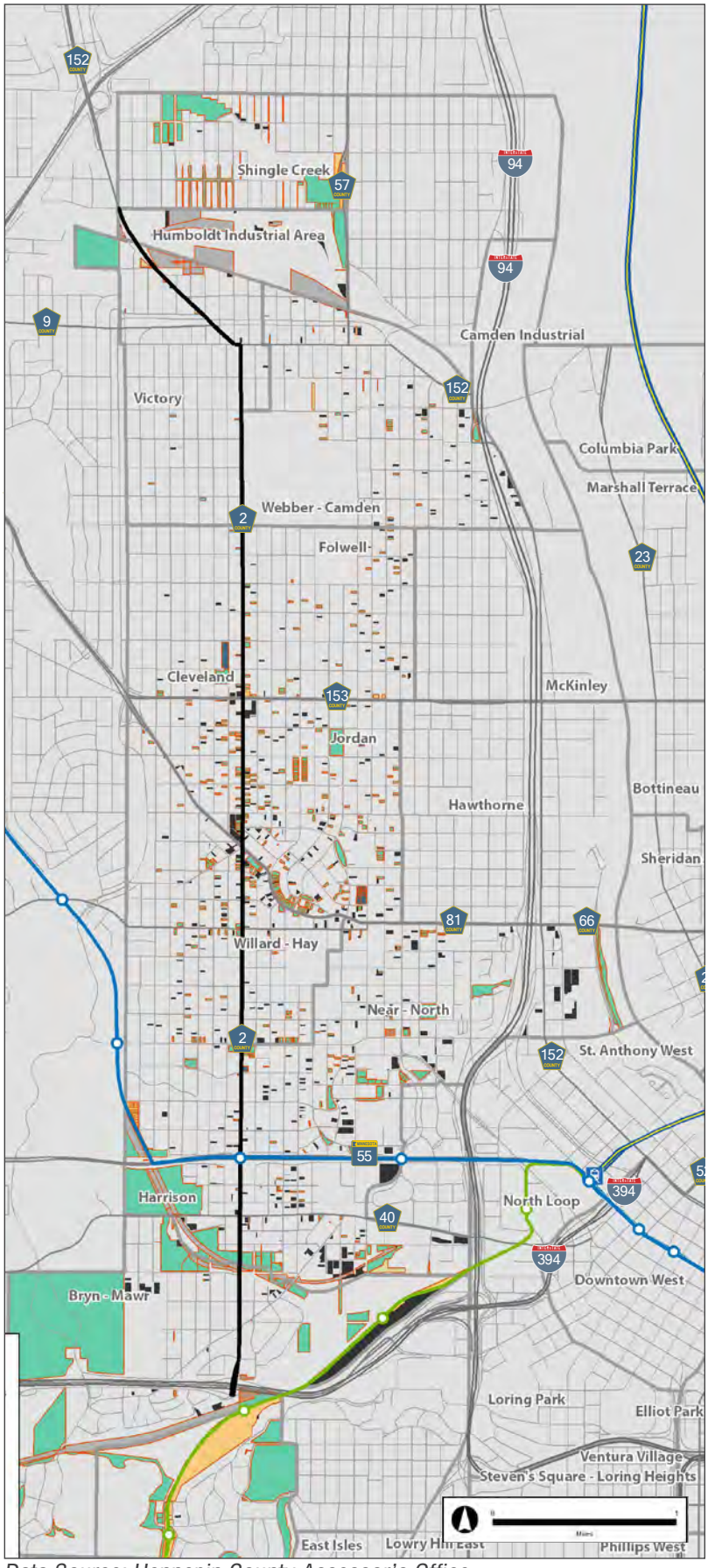
VACANCY

There are several publicly and privately owned vacant properties along the Penn Avenue corridor. Many of these exist at or near intersections, with a heavy concentration of vacancies located in the Willard Hay and Jordan Neighborhoods near the West Broadway and Penn Avenue node. These sites provide opportunities for increased housing density, mixed-use, employment, and place-making.

OWNERSHIP

Land ownership along the Penn Avenue corridor includes publicly and privately-owned properties. Most of the land is privately owned. Publicly-owned properties include schools, parks, and some institutions. These are scattered throughout the corridor, with some concentration at the Plymouth Avenue and Lowry Avenue nodes. In addition to the publicly-owned community lands, several single family lots have been assembled and are currently owned by public entities (City of Minneapolis and/or Hennepin County). These single-family lots may be utilized for residential, commercial or mixed-use development as these properties are sold to private developers.

FIGURE 7-3: VACANT PROPERTY BY OWNERSHIP



Data Source: Hennepin County Assessor's Office

BUILDING SCALE AND FORM

Building scale and form along the Penn Avenue corridor varies. Most of the corridor is characterized by two to three-story single-family detached homes fronting Penn Avenue and the parallel side streets. Most of the homes are located within 10-30 feet of the sidewalks on either side of the roadway. Many single-family homes have front porches. Some of the homes show signs of tornado damage and some are unoccupied and boarded.

Building scale and form at intersections generally include greater building mass and density along Penn Avenue and along the intersecting roadways (44th Avenue, Lowry Avenue, West Broadway Avenue, Plymouth Avenue, Highway 55, Glenwood Avenue, and Cedar Lake Road) including vertically mixed-use buildings, commercial, retail, office, and institutional buildings.

Several intersections include vacant properties, leaving gaps or voids in the continuity of the built form at these nodes. Other gaps in the built environment along the corridor occur at Bassett's Creek Park, Highway 55, Lincoln School Park, Crystal Lake Cemetery, Victory Memorial Parkway, and the rail corridor, just south of 49th Avenue.

Institutional Building

Vertical Mixed-Use Building

Building mass and scale intensifies at major intersections

Single Family Homes

Vacant properties along the corridor create gaps in the built form

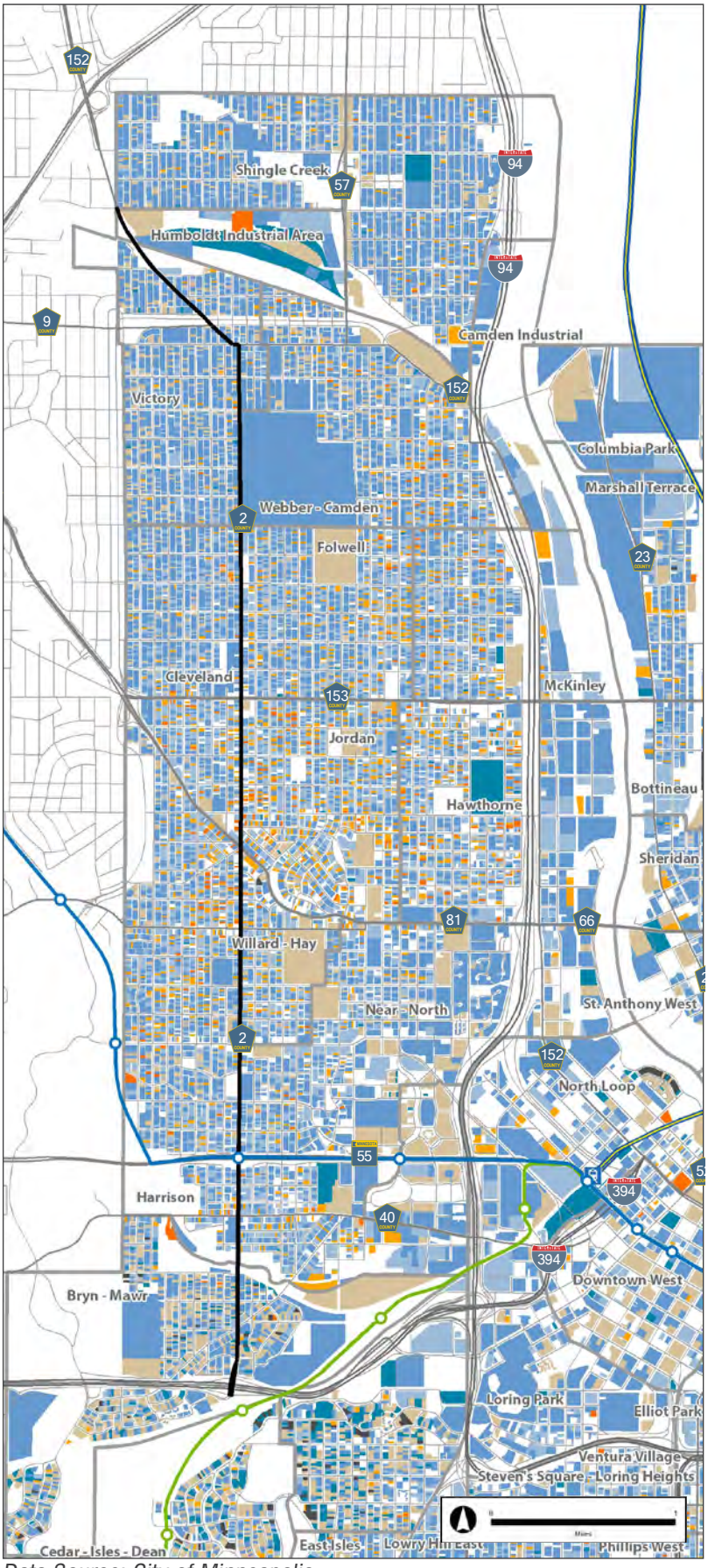
PROPERTY CONDITIONS

Minneapolis assigns a property condition rating to all properties in the City. Properties are given a rating of Poor, Fair, Average Minus, Average, Average Plus, Good and Excellent. Property conditions were reviewed for parcels on the Penn Avenue corridor in addition to those near to the corridor, within about two blocks.

The condition of most properties along the corridor ranges from Average Plus to Average. Poor properties are interspersed along the corridor. The highest concentration of Poor properties is generally found from Golden Valley Road on the south to Lowry Avenue on the north. Many of these properties are single-family homes. Further analysis of the ownership and value of these properties is intended to result in strategies to improve these properties and/or remove them and replace them with either new single-family or housing products that offer increased density and additional features and amenities.

Commercial properties are also included in the property condition assessment. Although there are fewer commercial properties in the corridor, some commercial buildings were also identified as having a Fair or Poor condition. Strategies for improving commercial opportunities along the corridor may include such things as façade improvements and increasing housing densities to support retail and other commercial services.

FIGURE 7.4 - PROPERTY CONDITION INDEX



Data Source: City of Minneapolis

CURRENT AND PLANNED REDEVELOPMENT SITES

There are several current and planned development projects in the corridor. Some projects are currently under construction, others are still in the conceptual stage, planning and/or approval process. Many of these projects are planned on sites that include vacant property. Below is a brief summary of current and planned redevelopment projects:

New Horizons Academy (Node: Lowry Avenue)

- Vacant site at 3354 Penn Avenue North (southeast corner of Penn Avenue and 34th Avenue)
- One large parcel (15,000 sq. ft.) equivalent to three single-family lots
- Property owned by the City
- Across the street from Lucy Craft Laney School (PK – 8 public school)
- In the planning phase – no land use approvals

Jordan Apartments (Node: Near the Lowry Avenue Node)

- Vacant site on east side of Penn Avenue between 27th and 28th Avenues, mid-block
- Five vacant lots (26,000 sq. ft.) equivalent to five single-family lots
- All properties owned by the City
- Proposed development project requires rezoning from R1A to R4 or R5
- Rental apartment building with 38 affordable housing units
- 18 studio, 15 one-bedroom, and 5 two-bedroom apartments
- Three-story residential building
- Underground parking for 20 cars

Rendering of Penn and Lowry Mayor's Great Cist Design Team Proposal

Penn and Lowry NW Quadrant (Node: Lowry Avenue)

- *Penn & Lowry - Mayor's Great City Design Team* with AIA-Minneapolis, ULI, and MASLA (2007)
- Mix of vacant and developed properties, although 4 properties closest to corner are vacant
- Substantial portion of properties owned by Hennepin County
- Retail and housing mix
- Two redevelopment concepts created: horizontal mixed-use versus vertical mixed-use
- Horizontal mixed-use concept shows four-story buildings set back from the street with two-story retail/office buildings fronting onto Penn and Lowry
- Vertical mixed-use concept shows three-story buildings with two stories of housing above street-level retail
- The Minneapolis Comprehensive Plan identifies the Lowry/Penn intersection as a Neighborhood Commercial Node, designated for mixed-use with retail and/or service uses at three corners and high density housing.

Broadway Flats (Node: West Broadway Avenue)

- Vacant site at 2220 West Broadway Avenue (northwest quadrant of Penn Avenue and West Broadway Avenue)
- Nine properties (86,443 sq. ft.)
- Properties owned by the Rose Development LLC and the City
- Rental apartment building with 103 affordable housing units
- 10 studio, 78 one-bedroom, and 15 two-bedroom apartments
- Four-story mixed-use building (residential above street-level retail)
- 19,000 sq. ft. of commercial space at street level
- Underground parking for 63 cars + surface parking for 90 cars

Rendering of Broadway Flats

West Broadway Crescent (Node: West Broadway Avenue)

- Vacant site at 2000 West Broadway Avenue (north side of West Broadway Avenue, east of Logan Avenue intersection)
- 10 properties (75,196 sq. ft.)
- Properties owned by CommonBond Communities
- Rental apartment building with 54 affordable housing units
- 43 two-bedroom and 11 three-bedroom apartments
- Three-story residential building
- Enclosed parking (first floor) for 62 cars and surface parking for 10 cars
- Pocket park located at south end of development

Capri Theater Expansion (Node: West Broadway Avenue)

- Vacant site west of existing Capri Theater building at 2027 West Broadway Avenue
- Expansion area consists of three additional parcels (approx. 10,000 sq. ft.) currently owned by the City, to be sold to Capri Theater
- Two-story theater building, including multi-purpose space and uses that complement the theater

The Commons at Penn Avenue (Node: Golden Valley Road)

- Site at southwest quadrant of Penn Avenue and Golden Valley Road
- Five properties (four are vacant) between Penn and Oliver Aves
- Properties owned by Building Blocks Community Developers (three) and the City (two)
- Rental apartment building with 45 affordable housing units
- 11 one-bedroom, 21 two-bedroom, and 13 three-bedroom apartments
- Four-story mixed-use building (street-level commercial at corner of Penn Ave)
- 4,500 sq. ft. of commercial space at street level (potential NorthPoint Health and Wellness clinic)
- Underground parking for 43 cars and surface parking for 12 cars

Rendering of The Commons at Penn Avenue

Rendering of Praxis Marketplace

Praxis Marketplace (Node: Plymouth Avenue)

- Vacant site at 1256 Penn Avenue (southeast quadrant of Penn and Plymouth Avenue
- One large parcel (45,000 sq. ft.) plus three smaller parcels (12,000 sq. ft.) for total of 57,000 sq. ft.
- All properties owned by the City
- Two-story retail building for a 25,000–30,000 sq. ft. grocery store
- Underground parking for 50 cars and surface parking for 45 cars

NorthPoint Health & Wellness Center and NorthPoint, Inc. Expansion (Node: Plymouth Avenue)

- Proposed expansion on existing siteson Penn Avenue, just north of Plymouth Avenue
- Two-story building
- 93,000 sq. ft. proposed for west side of Penn Avenue
- Structured parking proposed for east side of Penn Avenue
- NorthPoint, Inc. (which encompasses a number of non-profit initiatives, including a community food shelf) is proposed to be a partner in the possible expansion
- Partnerships with other community partners are anticipated

PUSH @ Glenwood (Node: Glenwood Avenue)

- Redevelopment site at 225 Thomas Avenue N, three blocks west of Penn Avenue on Glenwood Avenue
- 123,525 sq. ft. site with existing buildings
- Future PUSH Interactive International Headquarters (corporate headquarters office)
- Combination of building reuse and a new building
- New building will be 12,900 sq. ft., replacing a 11,700 sq. ft. building
- Four-story office building
- Surface parking for 66 cars
- Existing buildings planned for future expansion and micro-brewery

ANALYSIS OF PROPERTY CONDITIONS AND DEVELOPMENT POTENTIAL

REDEVELOPMENT OPPORTUNITIES

Several opportunity sites for redevelopment and infill development have been identified along the Penn Avenue corridor. These sites are identified in Figure 7.5. The majority of these sites are either vacant properties and/or underutilized sites. In some instances, site assembly may be required to aggregate larger sites for redevelopment. Opportunity sites consist of publicly and privately owned sites and are concentrated at nodes/intersections.

The opportunity sites have been grouped into near-term and long-term potential for redevelopment and infill development. In most instances, the near-term opportunity sites include several continuous vacant sites, large enough for significant development. The long-term sites present opportunities that may require additional land assembly.

FIGURE 7-5: POTENTIAL REDEVELOPMENT OPPORTUNITY SITES (NORTH SEGMENT)

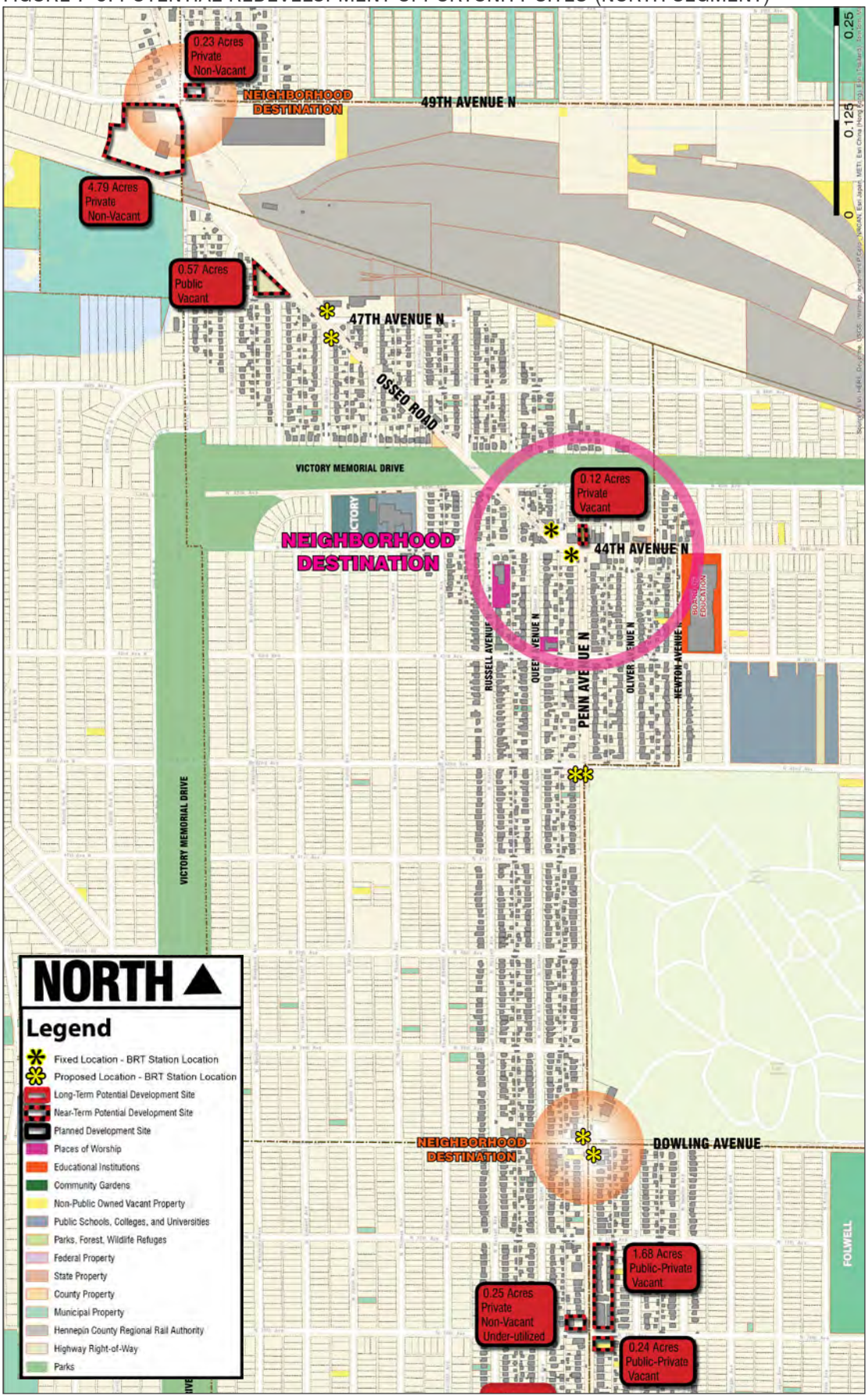
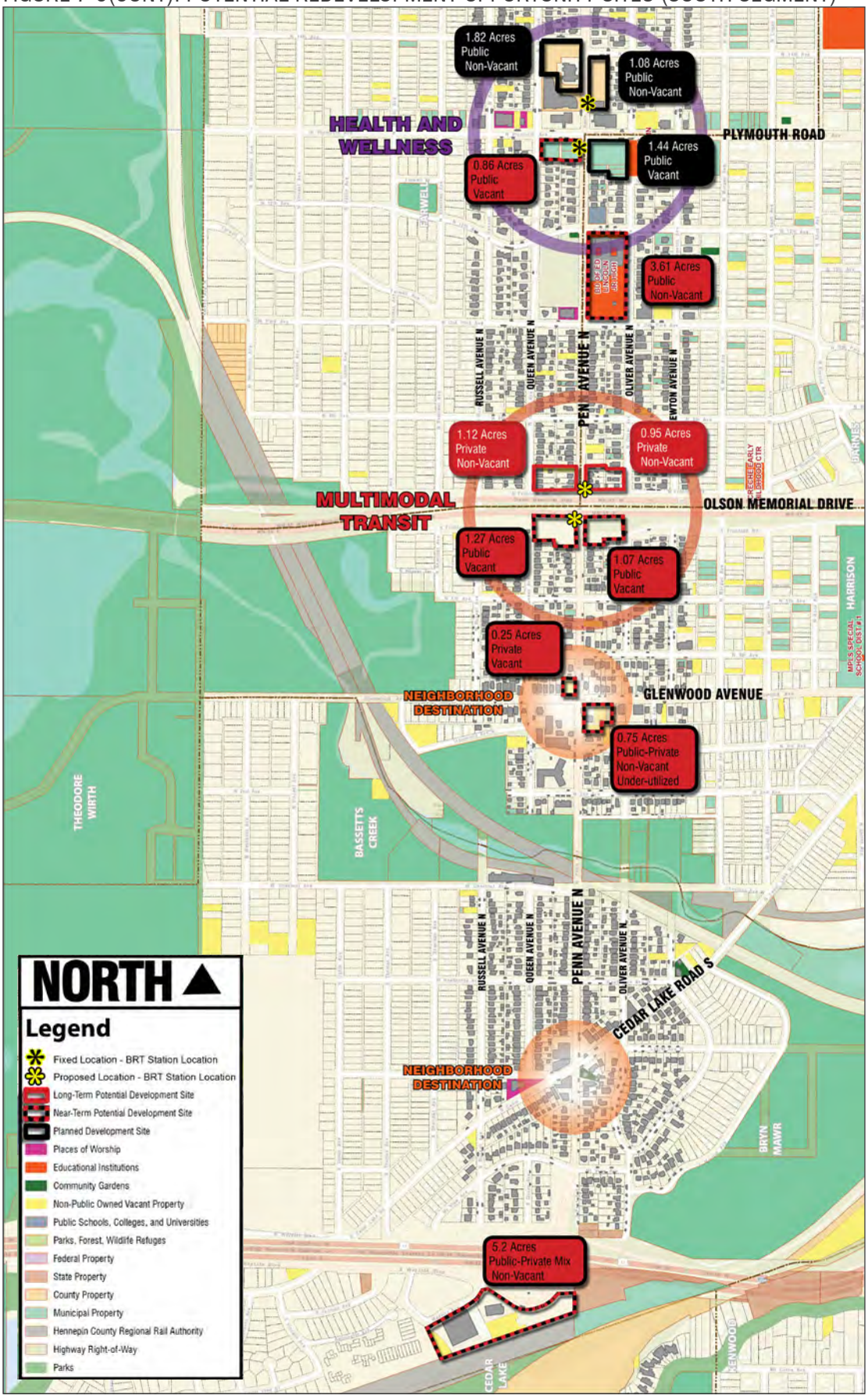


FIGURE 7-5(CONT): POTENTIAL REDEVELOPMENT OPPORTUNITY SITES (CENTER SEGMENT)

FIGURE 7-5(CONT): POTENTIAL REDEVELOPMENT OPPORTUNITY SITES (SOUTH SEGMENT)



Mixed-use/high density housing – infill on vacant properties at intersections

High density housing – infill on vacant properties at intersections

Medium density housing - infill on vacant parcels between intersections

INCREASED DENSITY OPPORTUNITIES

The project team has identified sites at key nodes along the corridor that offer the greatest opportunities to achieve success, and build on existing initiatives and development projects to create a critical mass that will be sustainable as the corridor grows and improves.

The nodes with the strongest potential for increased density include:

Cedar Lake Road and Penn Avenue

The Bryn Mawr neighborhood node is stable and thriving. At this time, little intervention is needed at this node. Over time, it is likely that private market investment will act to support redevelopment in the area as needed. Because of the current market strengths at this node, less attention is paid to the need for additional development options.

Plymouth Road and Penn Avenue

Anchored by NorthPoint Health & Wellness Center, the Minneapolis Urban League, and the University of Minnesota Research and Outreach Center, this node is already primed for future investment with NorthPoint's proposed building expansion, hiring of additional staff (employment growth with living wage jobs), and a critical concentration of employment to support additional retail goods and services.

West Broadway and Penn Avenue

Rose Investments is proposing a mixed use development (affordable housing and retail) in the northwest corner of the intersection; this development is awaiting final funding approval to move forward. New commercial development has already occurred on the north side of West Broadway just east of Penn Avenue with the opening of the new fitness center. Minneapolis CPED had issued an RFP for redevelopment of the Capri Block, but the City does not have complete site control; one property remains to be acquired. CPED has stated that the plan for the Capri Block should follow the goals stated in the West Broadway Alive plan. Structured parking to the rear of this block will likely be necessary for redevelopment to be successful at this intersection.

COMMERCIAL DEVELOPMENT OPPORTUNITIES

Cushman & Wakfield completed a retail market assessment for Lowry Avenue North as part of a proposal to provide retail services. Maxfield Research reviewed this document and completed an updated retail gaps analysis that quantified retail leakage throughout the North side. The analysis identified that 38 percent of all retail goods and services expenditures are being spent outside of the north side area. However, leakage in some categories is much higher than this percentage. Some retail uses may not be appropriate for the corridor because the current store formats require larger lot sizes than are available in the corridor.

The following categories exhibited the highest leakage rates, or the proportion of total potential retail dollars for each category that is being spent on these goods and services outside of the north side.

General Merchandise Stores	94.9%
Lawn and Garden Stores	77.1%
Building Materials/Supplies	76.7%
Gasoline Stations	70.8%
Specialty Food Stores	63.5%
Clothing Stores	59.3%
Full-Service Restaurants	42.3%
Limited Service Eating Places	41.7%

Leakage in these areas offers opportunities to reclaim a portion of these retail dollars back to the community. However, current retail formats for general merchandise retailers, building materials/supplies, and lawn and garden stores, are large big box stores with store sizes of 80,000 square feet or more. Retailers such as Target and Walmart are currently exploring smaller store formats in very dense population areas. Smaller grocery formats are also being developed in Downtown Minneapolis. Lund's has been at the forefront in the Twin Cities with two urban stores in Downtown Minneapolis and one in St. Paul. High population densities including high employment concentrations are needed to support these smaller store formats.

There are several opportunities to encourage the addition of neighborhood goods and services that would be located within walking distance of the immediate neighborhood and easily accessible via transit connections north-south and east-west. For example, incorporating a drugstore in a neighborhood can capture some of the leakage that currently goes to larger general merchandise retailers.

Neighborhood goods and services are those that customers purchase relatively frequently such as groceries, personal care products and services, gasoline, banking services, cleaning services, and pharmaceuticals. Most of these items tend to be purchased within no more than one or two miles from a customer's residence. Smaller store formats and smaller outlets are options for these types of goods and services including restaurants and limited service eating establishments where customers are often willing to pay slightly more for convenience.

Most pedestrians are willing to walk one-quarter mile. However, not every node will be able to support a full range of neighborhood goods and services. Some goods and services are already available at several of the nodes, but may need marketing support and strategies for enhancing the mix and customer awareness.

The retail market continues to remain highly competitive. Small business retailers today typically succeed on convenience, service, and niche products. The competitive advantage is to identify opportunities in each neighborhood to be able to satisfy local needs in one or more of these areas.

Future strategies will address not only development opportunities, but efforts to improve marketing for existing businesses at these key nodes.

Intersections where the greatest opportunities currently exist to add neighborhood goods and services include:

- Glenwood Avenue/Penn Avenue
- Golden Valley Road/Penn Avenue
- Plymouth Avenue/Penn Avenue

TABLE 7-1: RETAIL DEMAND POTENTIAL AND LEAKAGE IN NORTH MINNEAPOLIS (2013)

Industry Group (NAICS Code)	Demand (Retail Potential)	Supply (Retail Sales)	Retail Gap (Demand - Supply)	Surplus/ Leakage Factor	Number of Businesses
Summary					
Total Retail Trade and Food & Drink (NAICS 44-45, 722)	$395,323,874	$178,716,774	$216,607,100	37.7	257
Total Retail Trade (NAICS 44-45)	$356,063,597	$151,801,877	$204,261,720	40.2	210
Total Food & Drink (NAICS 722)	$39,260,277	$26,914,897	$12,345,380	18.7	47
Expenditure Type					
Motor Vehicle & Parts Dealers (NAICS 441)	$66,183,177	$5,616,603	$60,566,574	84.4	7
Automobile Dealers (NAICS 4411)	$57,301,498	$1,418,300	$55,883,198	95.2	2
Other Motor Vehicle Dealers (NAICS 4412)	$3,710,516	$16,429,364	($12,718,848)	(63.2)	1
Auto Parts, Accessories, and Tire Stores (NAICS 4413)	$5,171,163	$4,023,705	$1,147,458	12.5	4
Furniture & Home Furnishings Stores (NAICS 442)	$7,218,659	$16,429,364	($9,210,705)	(38.9)	18
Furniture Stores (NAICS 4421)	$4,525,053	$9,031,179	($4,506,126)	(33.2)	8
Home Furnishings Stores (NAICS 4422)	$2,693,606	$7,398,185	($4,704,579)	(46.6)	10
Electronics & Appliance Stores (NAICS 443/NAICS 4431)	$8,450,167	$3,507,790	$4,942,377	41.3	7
Bldg Materials, Garden Equip. & Supply Stores (NAICS 444)	$10,968,964	$1,444,080	$9,524,884	76.7	9
Building Material and Supplies Dealers (NAICS 4441)	$8,875,980	$1,147,411	$7,728,569	77.1	8
Lawn and Garden Equipment and Supplies Stores (NAICS 4442)	$2,092,984	$296,669	$1,796,315	75.2	1
Food & Beverage Stores (NAICS 445)	$57,449,168	$86,617,061	($29,167,893)	(20.2)	41
Grocery Stores (NAICS 4451)	$50,133,695	$78,612,837	($28,479,142)	(22.1)	33
Specialty Food Stores (NAICS 4452)	$1,352,925	$302,162	$1,050,763	63.5	4
Beer, Wine, and Liquor Stores (NAICS 4453)	$5,962,548	$7,702,062	($1,739,514)	(12.7)	4
Health & Personal Care Stores (NAICS 446/NAICS 4461)	$25,238,735	$9,235,875	$16,002,860	46.4	9
Gasoline Stations (NAICS 447/NAICS 4471)	$41,640,029	$7,131,201	$34,508,828	70.8	2
Clothing and Clothing Accessories Stores (NAICS 448)	$18,236,242	$6,118,053	$12,118,189	49.8	27
Clothing Stores (NAICS 4481)	$14,272,550	$3,648,392	$10,624,158	59.3	23
Shoe Stores (NAICS 4482)	$3,249,573	$2,272,192	$977,381	17.7	2
Jewelry, Luggage, and Leather Goods Stores (NAICS 4483)	$724,119	$197,469	$526,650	57.1	2
Sporting Goods, Hobby, Book, and Music Stores (NAICS 451)	$8,414,300	$2,622,985	$5,791,315	52.5	14
Sporting Goods/Hobby/Musical Instrument Stores (NAICS 4511)	$6,483,010	$1,496,117	$4,986,893	62.5	9
Book, Periodical, and Music Stores (NAICS 4512)	$1,931,290	$1,126,868	$804,422	26.3	5
General Merchandise Stores (NAICS 452)	$69,166,890	$1,803,441	$67,363,449	94.9	5
Department Stores Excluding Leased Depts. (NAICS 4521)	$28,886,815	$1,157,209	$27,729,606	92.3	1
Other General Merchandise Stores (NAICS 4529)	$40,280,075	$646,232	$39,633,843	96.8	4
Miscellaneous Store Retailers (NAICS 453)	$8,311,874	$6,677,408	$1,634,466	10.9	54
Florists (NAICS 4531)	$427,848	$982,862	($555,014)	(39.3)	8
Office Supplies, Stationery, and Gift Stores (NAICS 4532)	$1,644,433	$801,558	$842,875	34.5	7
Used Merchandise Stores (NAICS 4533)	$1,332,103	$1,470,298	($138,195)	(4.9)	12
Other Miscellaneous Store Retailers (NAICS 4539)	$4,907,490	$3,422,690	$1,484,800	17.8	27
Nonstore Retailers (NAICS 454)	$34,775,392	$4,598,016	$30,177,376	76.6	17
Electronic Shopping and Mail-Order Houses (NAICS 4541)	$30,688,888	$2,359,189	$28,329,699	85.7	2
Vending Machine Operators (NAICS 4542)	$1,063,178	$945,047	$118,131	5.9	3
Direct Selling Establishments (NAICS 4543)	$3,023,326	$1,293,780	$1,729,546	40.1	12
Food Services & Drinking Places (NAICS 722)	$39,260,277	$26,914,897	$12,345,380	18.7	47
Full-Service Restaurants (NAICS 7221)	$16,167,836	$6,553,842	$9,613,994	42.3	17
Limited-Service Eating Places (NAICS 7222)	$20,157,650	$8,258,703	$11,898,947	41.9	12
Special Food Services (NAICS 7223)	$1,339,562	$8,856,090	($7,516,528)	(73.7)	7
Drinking Places - Alcoholic Beverages (NAICS 7224)	$1,595,229	$3,246,262	($1,651,033)	(34.1)	11

Note: All figures quoted in 2013 dollars. Supply (retail sales) estimates sales to consumers by establishments, sales to businesses are excluded. Demand (retail potential) estimates the expected amount spent by consumers at a retail establishment. Leakage/Surplus factor measures the relationship between supply and demand and ranges from +100 (total leakage) to -100 (total surplus). A positive value represents "leakage" of retail opportunity outside the trade area. A negative value represents a surplus of retail sales, a market where customers are drawn in from outside the trade area.

Sources: ESRI; Maxfield Research Inc.

- West Broadway Avenue/Penn Avenue
- Lowry Avenue/Penn Avenue

The following nodes can be characterized as having the following current focus with the potential to expand this focus as a strategy for strengthening the node from a commercial standpoint.

- Penn Avenue/-Plymouth Avenue – Health Services
- West Broadway Avenue/Penn Avenue – Central commercial district
- Lowry Avenue/Penn Avenue – Neighborhood retail
- 44th Avenue/Penn Avenue – Neighborhood services
- Humboldt Industrial Area – Jobs concentration

Penn Avenue and Plymouth Avenue

NorthPoint Expansion Plans

NorthPoint Health & Wellness Center is the largest employer at this node and one of the largest employers in the Penn Avenue corridor. NorthPoint is proposing an expansion of its facilities to accommodate its growing business, and will be hiring additional staff as well as adding to its footprint. In order to accommodate increased traffic to the additional social services and clinic space, a structured parking facility is proposed for the site just north of the Urban League, which sits on the northeast quadrant of the Penn-Plymouth intersection. NorthPoint currently employs about 400 workers at their current location and pays living wages.

Health care and social services staff at NorthPoint currently lack food options for before work, lunch, and breaks. Staff has frequently identified the need for additional restaurants and/or take-out food/beverage options in the vicinity of the clinic. In addition to NorthPoint staff, patient and clients would also take advantage of these types of offerings at this location.

Other Employers and Development Projects

The University of Minnesota's Urban Research and Outreach Engagement Center, at Penn and Plymouth, could also take advantage of additional food options at this location.

Praxis Marketplace, a full-service grocer, has been granted exclusive development rights until December 31, 2014 by the City of Minneapolis for its property on the southeast quadrant of the Penn/Plymouth intersection. Praxis is seeking federal immigration EB5 funding in its innovative approach to bring healthy foods to urban food deserts while providing over 100 full-time jobs. The project has not secured financing or received any development approvals.

The expansion and new development occurring in this area supports future economic goals for the Penn Avenue Corridor. Finding appropriate solutions to parking challenges for NorthPoint is critical to their ability to effectively serve their customers and to grow their business, which serves many people in the community. The development of Praxis Marketplace will bring needed healthy food options to the corridor and the community at large.

West Broadway Avenue and Penn Avenue

West Broadway Avenue has long been a primary commercial corridor in North Minneapolis. New businesses have recently come to West Broadway including Anytime Fitness and CVS Pharmacy. A mixed-use development is currently being considered closer to Bryant Avenue that would bring upscale multi-family housing and new commercial users. Discussions have also centered on bringing more of an arts and entertainment focus to the area.

Lowry Avenue and Penn Avenue

The south side of of the Lowry/Penn intersection includes businesses such as North End Hardware and Rental, Lowry Cafe, a new used book store, Subway Sandwich, My Wireless, Employment Action Center, Aldi, Family Dollar store, and All Washed Up (laundromat). According to recommendations compiled by Cushman and Wakefield from their retail market analysis for the Lowry corridor, "Lowry Avenue benefitted in recent years from an upgraded streetscape. However, it still struggles due to a low density of commercial activity." Lowry businesses compete with West Broadway Avenue and other Penn Avenue stores, and the area is exporting sales to surrounding communities-Brookdale, Crystal, and Robbinsdale. Cushman and Wakefield's recommendation was to focus on additional commercial development on the north side parcels, increasing commercial activity to create a higher critical mass.

44th Avenue and Penn Avenue

Existing retail and service uses at this intersection have created a moderately strong commercial node. Residential values in the surrounding neighborhood are generally stable. This node could benefit from marketing enhancements to increase consumer awareness of the business and retail options that are available here. Future strategies should take into consideration the existing mix and how to support existing businesses that are stable.

Humboldt Industrial Area

The Humboldt Industrial Area presents an opportunity to build on the existing employment center at this location and increase living wage jobs in the corridor.

We will provide additional critical analysis for nodes that have greater challenges, developing creative strategies to build on their current strengths, such as concentration of neighborhood services or concentration of jobs, to improve the quality and amount of development for each node.

BUSINESS INVENTORY

Table 7-2 presents a summary of the business inventory in North Minneapolis by neighborhood. This information is from Hoover's Business Survey. Please note that Bryn Mawr was inadvertently excluded from this data.

There are 5,791 registered businesses in the north side of Minneapolis with a total of 14,548 employees. Six neighborhoods all of which abut the Penn Avenue corridor, account for just over two-thirds (67 percent) of the total employment base in the north side, including Near North (3,451), Hawthorne (2,087), Willard Hay (1,111), Harrison (1,170), Jordan (1,109) and Webber-Camden (1,001).

The average length of time these establishments have been in business is about 14 years (2000). The businesses have an average employment size of 8 workers. However, the Humboldt Industrial Area and the Camden Industrial Area have averages of 29 and 19 workers, respectively. The Near North neighborhood has an average of 11 workers.

Information on the principal streets was also inventoried. The principal east-west streets as well as Penn Avenue have a total of 307 registered businesses and a total of 2,072 employees. The average employment size on these streets is seven employees, although Highway 55 has 12 and Glenwood Avenue has 10.

The major North American Industrial Classification System or NAICS codes were analyzed to determine the principal types of businesses found in each of the neighborhoods. Industry sectors that had a higher proportion of businesses included construction, retail trade, professional and technical services, education, health services, administrative support, food service, and other services. The industrial areas had higher proportions of manufacturing jobs within those areas.

This information is useful in identifying business dynamics at each of the nodes and in developing employment growth and business development strategies.

TABLE 7-2: BUSINESS ESTABLISHMENT BY NEIGHBORHOOD

Geographic Area	Total Establishments	Total Employment	Avg. Employment Size	Avg. Year Founded	Principle NAICS Codes	Principle NAICS Codes Descriptions
Neighborhood						
Camden Industrial Area	38	708	19	1995	581,735,753	Eating Places, Manufacturing, Warehousing
Cleveland	81	142	2	2005	54,56,62,72,81	Prof/Tech Services, Adm., Food Service, Other Serv.
Folwell	99	289	3	2000	23,54,56,62,81	Const., Prof/Tech, Adm, Health Care, Other Serv.
Harrison	153	1,170	8	1996	44,55,56,61,81	Eating Places, Retail Trade, Adm. Ser. Other Serv.
Hawthorne	228	2,087	9	2004	23,59,85,86	Const., Other Services
Humboldt Industrial Area	21	616	29	1998	33,42	Manufacturing, Wholesale Trade
Jordan	195	1,109	6	2000	23,56,62,81	Const., Adm, Health Care/Social, Other Serv.
Lind-Bohanon	117	593	5	2003	23,54,56,62,81	Const., Prof/Tech, Adm, Health Care, Other Serv.
McKinley	87	474	5	2001	23,44,54,56,81	Const. Retail, Prof/Tech, Adm. Other Serv.
Near North	316	3,451	11	1996	33,56,61,62,81	Const. Admin. Serv., Educ., Health Services
Shingle Creek	78	278	4	2005	54,56,62	Prof/Tech Servi., Adm. Health Care
Sumner Glenwood	169	958	6	2000	42,53,54,56,71	Wholesale Trade, Real Estate, Prof/Tech, Arts
Victory	181	561	3	2005	15,72,73,86,87,89	Accomm/Food Service, Other Services
Webber-Camden	167	1,001	6	2002	59,73,76,79	Adm. Support, Food Services
Willard-Hay	254	1,111	4	2000	44,51,54,56,71,81	Retail, Infor, Prof/Tech, Adm., Arts/Ent. Other Serv.
Street						
Penn Avenue	89	604	7	2005	44,45,56,62,81	Retail Trade, Adm. Support, Health Care, Other Serv.
West Broadway Avenue	36	271	8	1999	44,56,61,72,81	Retail Trade, Adm. Support, Education, Food, Other
Glenwood Avenue	57	428	8	1996	54,61,62,81	Prof/Tech, Education, Health Services, Other Serv.
44th Avenue North	35	338	10	2001	54,62,72,81	Prof/Tech, Health Services, Food Services, Other Ser.
Plymouth Avenue	20	77	4	1986	44,56,61	Retail Trade, Adm. Support, Education
Golden Valley Road	11	87	8	2001	23,53,81	Real Estate, Building Services, Health Services
Highway 55	13	154	12	2002	61, 62	Education, Child Care
Lowry Avenue	43	103	2	1999	62, 81	Health Care, Auto-Related
Dowling Avenue	3	10	3	1974	56,45	Florist, Landscape Services

Note: Bryn Mawr Neighborhood was excluded from this data.

Sources: Hoover's Business Data; Maxfield Research Inc.

ENVIRONMENTAL SCREENING

An initial screening of resources from the surrounding natural and built environment was completed to identify major issues and potential impacts that may be associated with the Penn Avenue corridor. The limits of this screening consist of an approximately 1/2-mile wide buffer along Penn Avenue from I-394 to 44th Avenue. North of 44th Avenue, the corridor follows Osseo Road to the northern study limit terminus at 49th Avenue. The environmental screening study area is shown in Figure 7-6.

While the presence of issues identified in this scan may require additional review and mitigation efforts, they do not preclude the viability of future projects along the Penn Avenue corridor. Of note, this review focused on issues that may require future coordination and permitting with local, state, and federal agencies.

WILDLIFE AND VEGETATION

Key Terminology:

Section 7 of the Endangered Species Act requires consideration of a project's impacts to federally listed threatened and endangered species and their habitats.

Biodiversity signficance is based on the presence of rare species populations, the size and condition of native plant communities within the site, and the landscape context of the site.

Section 404 and 401 of the Clean Water Act regulate the discharge of fill material into waters of the United States, including wetlands.

Section 7 of the Endangered Species Act (ESA) of 1973 (16 USC 1531-1544) requires that all federal agencies consider and avoid, if possible, adverse impacts to federally listed threatened or endangered species or their critical habitats, which may result from their direct, regulatory, or funding actions. Information from the U.S. Fish and Wildlife Service indicates that there are three known threatened or endangered species occurring within Hennepin County, including the Higgins eye pearlymussel (endangered), snuffbox mussel (endangered), and the northern long-eared bat (proposed endangered).

The Penn Avenue corridor is located approximately 1.5 miles from the Mississippi River; therefore, it is unlikely that any critical habitat of the mussel species would be affected. The Penn Avenue corridor is located in an area that has been previously disturbed or developed with impervious surfaces and buildings; therefore, it is unlikely that the corridor contains any critical habitat (e.g., wooded areas, caves, or mines) for the northern long-eared bat. Additional coordination and review with Minnesota Department of Transportation's (MNDOT) Office of Environmental Stewardship would be required to confirm a Section 7 determination of no effect as part of future environmental documentation.

A review of the Minnesota County Biological Survey (MCBS) map for Hennepin County does not indicate the presence of rare species within the study area. There is one area of biodiversity significance located just to the west of the study area within Theodore Wirth Park (Figure 7-7).

Additionally, according to data from the Minnesota Department of Natural Resources (DNR), there are no Regionally Significant Ecological Areas within the study area. A more detailed DNR National Heritage data review for known locations of state-listed rare plants, animals, native plant communities, and other rare features would likely be required as part of future environmental documentation.

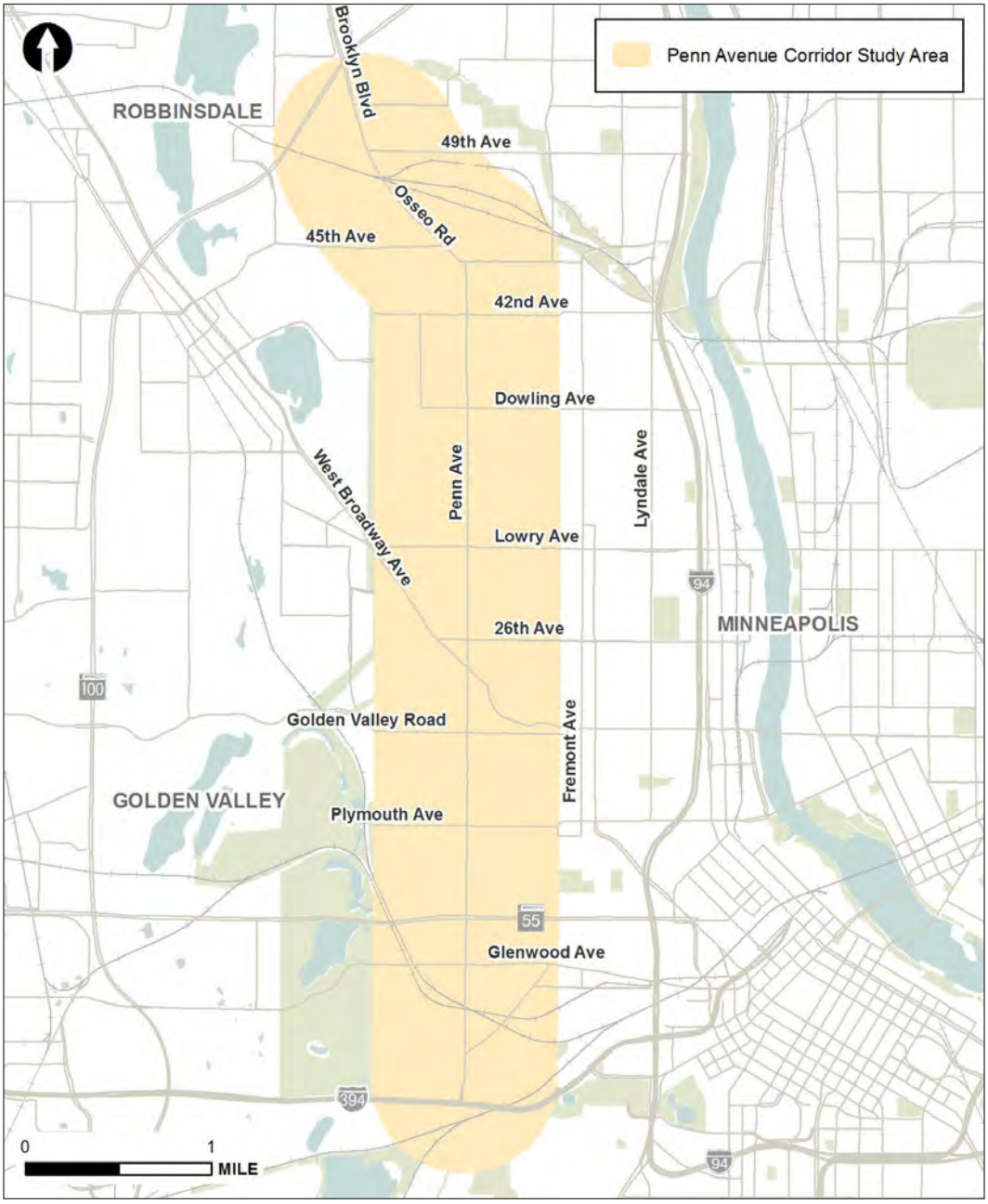
WATER RESOURCES

Wetlands

Wetlands are federally protected through Section 404 and 401 of the Clean Water Act, with the exception of those that are isolated hydrologically on the landscape. Section 404 of the Clean Water Act requires a permit from the United States Army Corps of Engineers prior to the placement of any dredged or fill material into any waters of the United States, including wetlands. In Minnesota, wetland protection is augmented through the Minnesota Wetland Conservation Act (WCA), except where specific exemptions apply.

As shown in Figure 7-7, there are several NWI-mapped wetlands within the northern portion of the study area. Three NWI-mapped wetland areas associated with Bassett Creek are

FIGURE 7.6 - PENN AVENUE ENVIRONMENTAL SCREENING STUDY AREA



located in the southern portion of the study area. None of these wetland areas are located within the right-of-way of Penn Avenue or directly adjacent to the Penn Avenue corridor.

More detailed evaluation of wetlands for future environmental documentation would include identification of wetland type, field verification, and discussion of mitigation measures for any impacted wetlands. A Wetland Conservation Act/Section 404 Army Corps Joint Permit Application would be obtained if necessary. The Penn Avenue project corridor is located within the boundaries of the Basset Creek Watershed Management Organization (WMO), the Middle Mississippi WMO, and the Shingle Creek WMO.

DNR Public Waters

One of the NWI wetlands identified in the study area is also a DNR-Protected Water Wetlands, requiring DNR Public Waters Work Permit for proposed impacts below the Ordinary High Water Level (OHWL). This is the public water basin associated with Ryan Lake (DNR Public Water #648P) located in the northern portion of the study area.

Key Terminology:

Ordinary High Water Level (OHWL): Elevation of the highest water level that has been maintained for a sufficient period of time to leave evidence upon the landscape. Commonly the point where vegetation changes from aquatic to terrestrial.

Key Terminology:

100-year and 500-year floodplain boundaries: A 100-year flood has a 1% chance of happening in any given year. A 500-year flood has a 0.2% chance of happening in any year.

Wellhead Protection Area (WHPA): A defined area designated to prevent drinking water from becoming polluted by managing potential sources of contamination in the area which supplies water to a public well.

Drinking Water Supply Management Area: A defined surface and subsurface area surrounding a public water supply well that completely contains the Wellhead Protection Area.

Section 4(f) of the Department of Transportation Act of 1966 requires consideration of a project's impacts to publicly owned parks, recreation areas, historic sites, wildlife, and/or waterfowl refuges.

Floodplains

The 100-year and 500-year floodplain boundaries for many water bodies are established via the Federal Emergency Management Agency (FEMA) Flood Insurance Rate Map (FIRM) program. The Penn Avenue corridor crosses the FEMA-mapped 100-year floodplain of Basset Creek just south of Glenwood Avenue. The Penn Avenue corridor is also within 1/2-mile of a FEMA-mapped 100-year floodplain associated with Ryan Lake (near the northern study limits). The FEMA mapped 100-year floodplain areas associated with Basset Creek and Ryan Lake are shown in Figure 7-7.

If necessary, further floodplain assessment would be completed as part of future environmental documentation, including coordination with the Minnesota DNR and local WMOs.

Drinking Water

A Wellhead Protection Area (WHPA) is the recharge area to a public well and is the area managed by the public water supplier, as identified in the wellhead protection plan. Wellhead protection is a way to prevent drinking water from becoming polluted by managing potential sources of contamination in the area which supplies water to a public well. Wellhead Protection Areas typically have additional regulatory requirements to protect wells. Wellhead protection planning is administered by the Minnesota Department of Health.

A Drinking Water Supply Management Area (DWSMA) is the Minnesota Department of Health approved surface and subsurface area surrounding a public water supply well that completely contains the scientifically calculated wellhead protection area and is managed by the entity identified in a wellhead protection plan.

As shown in Figure 7-7, the central portion of the study area is located within a Wellhead Protection Area (WHPA) and a DWSMA.

PARKS, RECREATION AREAS, AND WILDLIFE REFUGES

Section 4(f)

The Section 4(f) legislation, as established under the Department of Transportation Act of 1966 (40 USC 303, 23 USC 138), provides protection for publicly owned parks, recreation areas, historic sites, wildlife, and/or waterfowl refuges from conversion to transportation use. Conversion to transportation uses is not allowed unless all prudent and feasible alternatives to the Section 4(f) use and all possible planning activities to minimize harm have been considered.

Table 7-3 provides a list of Section 4(f) resources that are located within a 1/2-mile buffer of the Penn Avenue corridor from I-394 to 49th Avenue North. Additional information such as ownership, location, and facilities is also provided in Table 7-3. Parks, trails, and other potential Section 4(f) resources are identified in Figure 7-7. There are a total of 26 parks, recreation areas, and trails located within the study area, including neighborhood parks, city parks, local trails, regional trails, a cemetery, and school playfields. Many of the park and trail resources in the study area are owned by the Minneapolis Park and Recreation Board (MPRB).

TABLE 7-3: SECTION 4(F) RESOURCES

Name of Resource	Resource Ownership	Location	Uses/Facilities Description
Happy Hollow Park	City of Brooklyn Center	West of Osseo Road between Highway 100 and 50th Avenue North	Playground, baseball field
Victory Memorial Parkway	MPRB	From Theodore Wirth Parkway to 45th Avenue North then east to Lyndale Avenue North	2.8 mile parkway, WW I monument, part of Grand Rounds Scenic Byway
Victory Park	MPRB	Upton Avenue North and 44th Avenue North	Playground, totlot, wading pool, picnic facilities, tennis court, basketball court.
Washburn-McReavy Cemetery	Private	East of Penn Avenue between 42nd and Dowling Avenues	Cemetery, trails, cemetery buildings
Folwell Park	MPRB	Knox Avenue North and 36th Avenue North	Recreation center, walking paths, picnic facilities, playground
Cleveland Park	MPRB	Queen Avenue and 33rd Avenue North	Baseball/softball field, basketball court, picnic area, playground, wading pool
Jordan Park	MPRB	Irving Avenue North and 29th Avenue North	Playground, family picnic area, benches, horseshoe pits
Theodore Wirth Parkway	MPRB	From I-394 north to Lowry Avenue	3.5 mile parkway, part of the Grand Rounds National Scenic Byway
Memorial Parkway Regional Trail	MPRB	Trail runs along Theodore Wirth Parkway and Victory Memorial Parkway	Regional trail, part of the Grand Rounds National Scenic Byway
Glen Gale Park	MPRB	Irving and 23rd Avenue North	Playground, open play field, and horseshoe pit
Cottage Park	MPRB	James and Ilion Avenues	Picnic area, playground, garden areas
North Commons Park	MPRB	James Avenue North and 16th Avenue North	Baseball field, basketball court, picnic area, playground, soccer field, tennis court, swimming and wading pools
Willard Park	MPRB	Queen Avenue North and 17th Avenue North	Basketball court, picnic area, playground, wading pool
Farwell Park	MPRB	Sheridan Avenue North and Farwell Place	Picnic area, playground, playfield
Lincoln Junior High School Playfields	Minneapolis Board of Education	West of Penn Avenue between 12th and Oak Park Avenues	Football Field
Lovell Square	MPRB	Irving and 10th Avenue North	Walking path, picnic area, totlot playground
Barnes Place	MPRB	Elwood and 8th Avenue North	Green space
Theodore Wirth Park	MPRB	Between France Avenue and Xerxes Avenue from I-394 to Golden Valley Road	Fishing pier, boat launch, swimming beach, floating boardwalk, volleyball courts, basketball court, tennis court, playground, picnic facilities, indoor picnic pavilion, restrooms, snowboard park, Swiss chalet-style clubhouse, 18-hole and par-three golf courses, 18-hole disc golf course. J.D. Rivers' Children's Garden, Eloise Butler Wildflower Garden and Bird Sanctuary, the Quaking Bog, and Birch Pond, part of the Grand Rounds National Scenic Byway
Luce Line Extension Trail	MPRB	Trail runs east from Theodore Wirth Parkway along the north side of TH 55 then passes under TH 55 and travels through Bassett's Creek Valley Park	Paved trail, connects with the Cedar Lake Trail to downtown Minneapolis

TABLE 7.-3: SECTION 4(F) RESOURCES (CONTINUED)

Name of Resource	Resource Ownership	Location	Uses/Facilities Description
Bassett's Creek Park	MPRB	Valley of Bassett's Creek from Theodore Wirth Park to Morgan Avenue North	Tennis courts, volley ball court, baseball/softball fields, soccer fields, playground, Bassets Creek
Bassett's Creek Trail	Three Rivers Park District	Through Theodore Wirth Park and Bassets Creek Park to I-394	Paved trail
Bryn Mawr Meadows	MPRB	Morgan Avenue and Wayzata Boulevard	Sports complex, baseball fields, picnic area, wading pool
Cedar Lake Park	MPRB	Cedar Lake Parkway and Basswood Road	Beaches, fishing dock, canoe launch, canoe/kayak rental, paths; part of the Grand Rounds National Scenic Byway
Cedar Lake Regional Trail	Three Rivers Park District	Runs along former railroad lines from downtown Minneapolis to Hopkins	Paved trail
Kenwood Park	MPRB	Logan Avenue South and Mt. Curve Boulevard	Playground, tennis courts, baseball fields, picnic facilities
Kenilworth Trail	HCRRA	Trail connection between Cedar Lake Trail and Midtown Greenway	Paved trail

There are also many vacant properties located along the Penn Avenue corridor that are owned by the City of Minneapolis. If these properties are used for park, trail, or other recreational purposes in the future, these properties may qualify as Section 4(f) resources.

Potential impacts to Section 4(f) properties would need to be further evaluated during future environmental documentation depending upon the type of work and construction limits of any future projects. The use of any Section 4(f) resource would require further evaluation. The extent of the use will determine the appropriate Section 4(f) evaluation process.

Key Terminology:

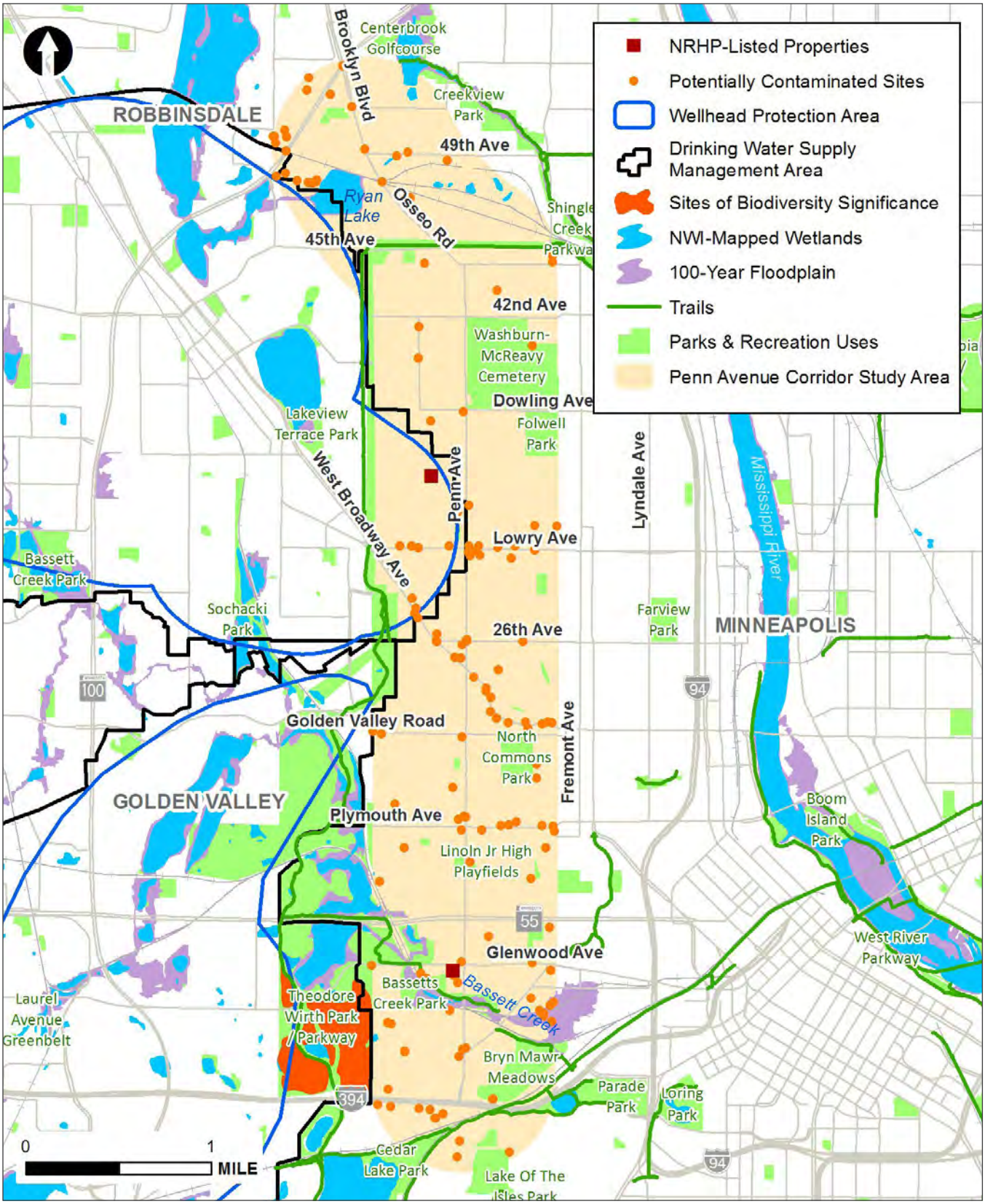
Section 6(f) of the Land and Water Conservation Fund Act of 1965 protects outdoor recreation properties planned, developed, or improved with funds from the Land and Water Conservation Fund. These properties cannot be converted to other uses unless replacement land of equal fair market value and equivalent usefulness is provided.

Section 6(f)

Section 6(f) of the Land and Water Conservation Act of 1965 protects outdoor recreation properties planned, developed, or improved with funds from the Land and Water Conservation Fund (LAWCON). These properties cannot be converted to other uses unless replacement land of equal fair market value and equivalent usefulness is provided.

According to data from the Minnesota DNR, the following six resources identified in Figure 7-7 were funded through the LAWCON program: Victory Memorial Parkway, Jordan Park, North Commons Park, Willard Park, Bryn Mawr Meadows, and Kenwood Park. These properties are subject to Section 6(f) considerations.

FIGURE 7.7 - ENVIRONMENTAL SCREENING ISSUES MAP



POTENTIALLY CONTAMINATED SITES

The presence of potentially contaminated properties (defined as properties where soil and/or groundwater is impacted with pollutants, contaminants, or hazardous wastes) is a concern in the development of roadway projects because of potential liabilities associated with ownership of such properties, potential cleanup costs, and safety concerns associated with construction personnel encountering unsuspected wastes or contaminated soil or groundwater.

A Limited Phase I Environmental Site Assessment (Phase I ESA) for the Penn Avenue corridor was completed by Carlson McCain on behalf of Hennepin County on November 8, 2013. Potentially contaminated properties were identified through review of historic land use records and aerial photographs, federal Environmental Protection Agency (EPA), MPCA, and county/city records, as well as through reconnaissance of current property conditions. Sites of potential concern identified by the Phase I ESA were categorized into Low, Medium, and High Potential for contamination.

Parcels with Low Potential for contamination are defined as hazardous waste generators that are not related to vehicle repair activities and possibly some farmsteads and residences. Low Potential sites also include closed spill sites (SPILLS) if relatively small quantities of products were released and/or cleanup actions were noted as adequately addressing the release. The Phase I ESA identified 133 parcels with a Low Potential for contamination within the corridor.

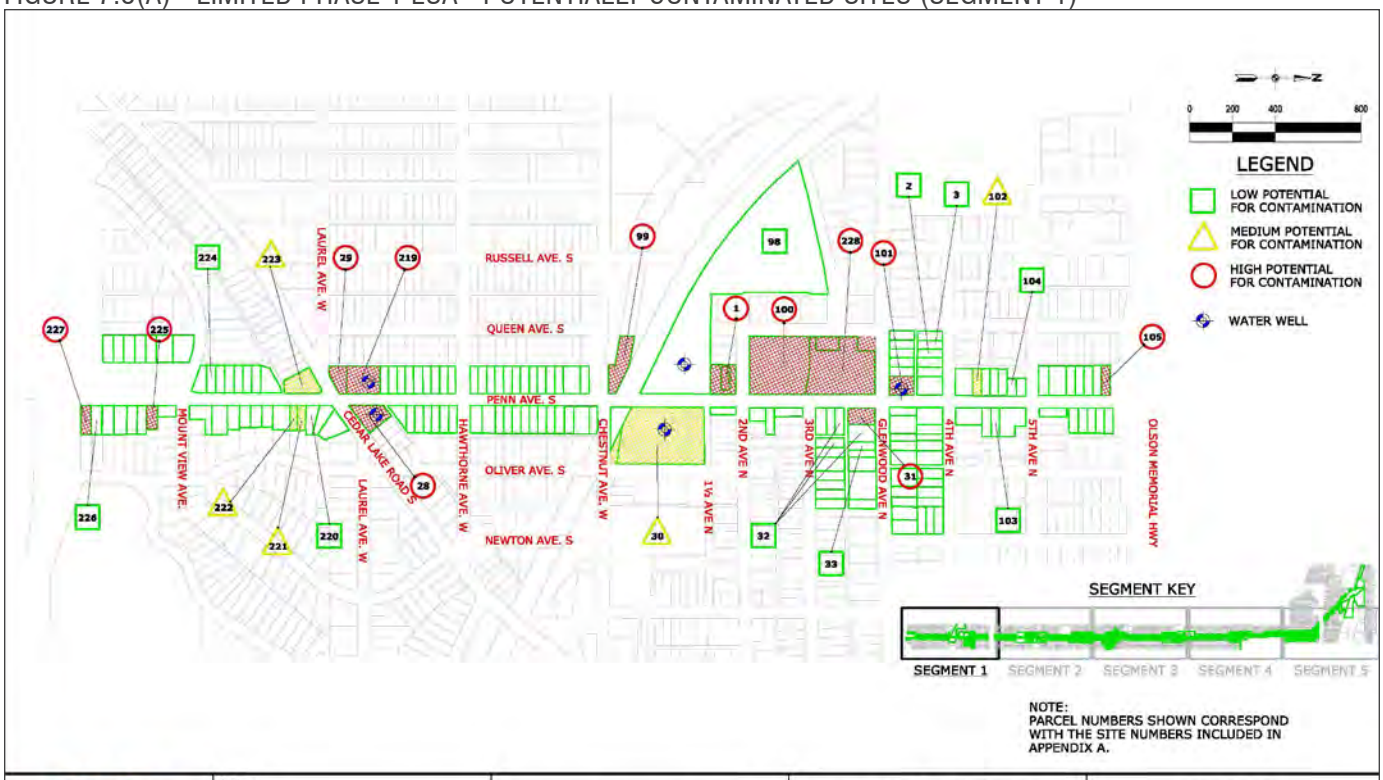
Parcels with a Medium Potential for contamination include all closed leaking underground storage tank (LUST) sites, all parcels with underground storage tanks (USTs) or above ground storage tanks (ASTs) and all parcels with historic vehicle repair activities. The Phase I ESA identified 50 parcels with Medium Potential for contamination within the corridor.

Parcels with High Potential for contamination include active and inactive Minnesota Pollution Control Agency (MPCA) Voluntary Investigation and Cleanup (VIC) and Minnesota Environmental Response and Liability Act (MERLA) sites, active and inactive dump sites, active MPCA LUST sites and historic industrial sites with likely chemical use on the premises. The Phase I ESA identified 61 parcels with High Potential for contamination within the corridor.

Sites with Low, Medium, and High Potential for contamination are identified in Figures 7-8(a) though 7-8(e).

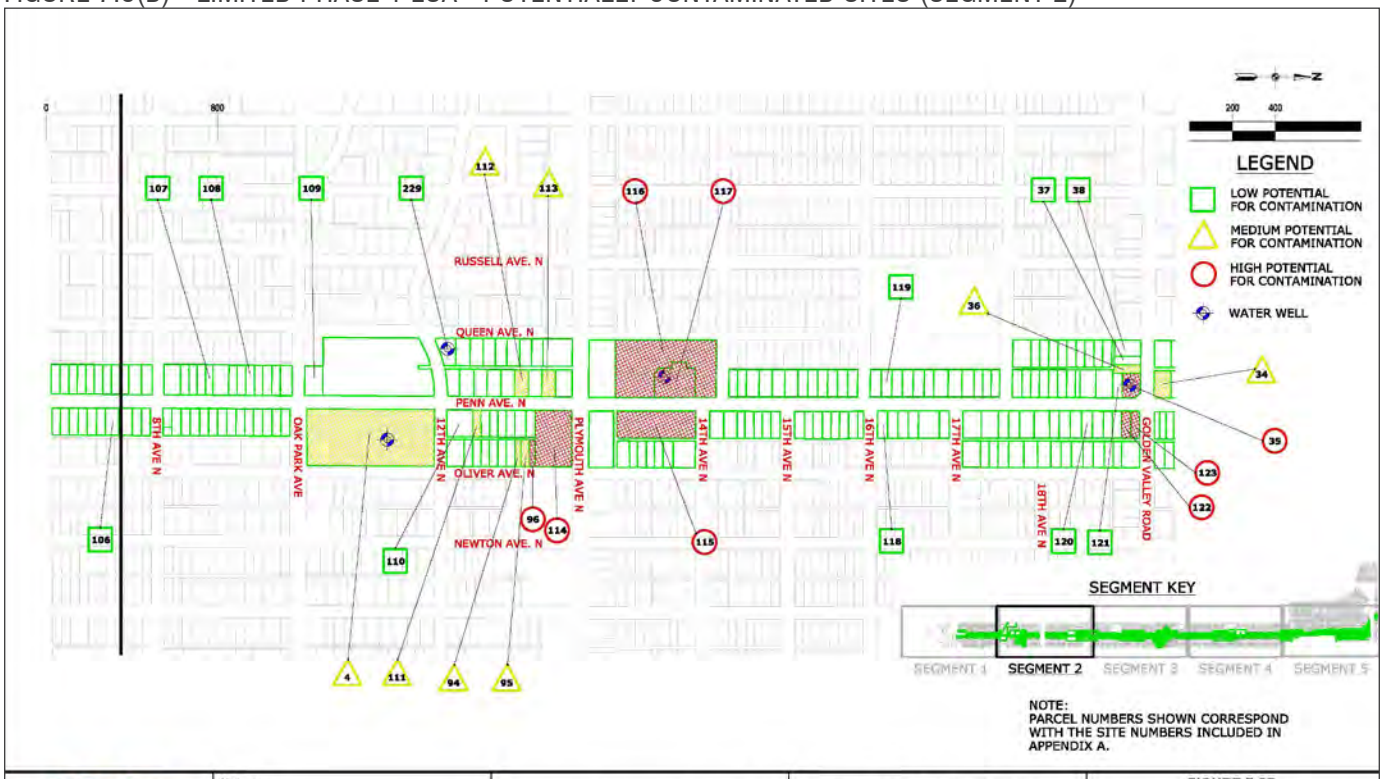
Potentially contaminated properties identified in the Phase I ESA would be evaluated in future environmental documentation for their potential to be impacted by construction and/or acquired as right-of-way. Any properties with a potential to be impacted by the project will be drilled and sampled, if necessary, to determine the extent and magnitude of the contaminated soil and groundwater within the construction zone. The results of the drilling investigation will be used to determine if the contaminated materials can be avoided and/or minimized. If necessary, a plan would be developed for properly handling and treating contaminated soil and/or groundwater during construction.

FIGURE 7.8(A) - LIMITED PHASE 1 ESA - POTENTIALLY CONTAMINATED SITES (SEGMENT 1)



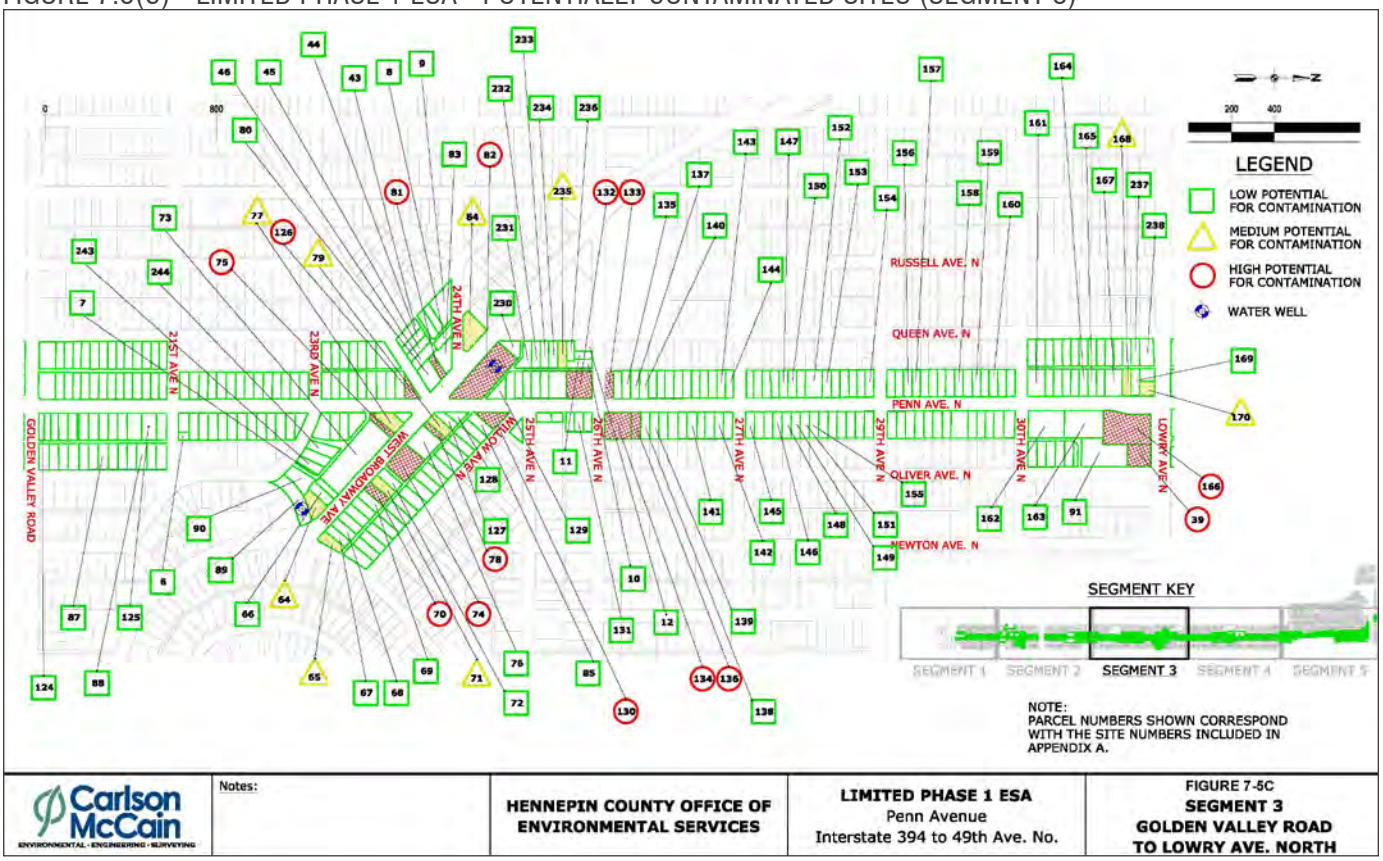
Carlson McCain	Notes:	HENNEPIN COUNTY OFFICE OF ENVIRONMENTAL SERVICES	LIMITED PHASE 1 ESA Penn Avenue Interstate 394 to 49th Ave. No.	FIGURE 7-5A SEGMENT 1 I-394 TO OLSON MEMORIAL HWY

FIGURE 7.8(B) - LIMITED PHASE 1 ESA - POTENTIALLY CONTAMINATED SITES (SEGMENT 2)



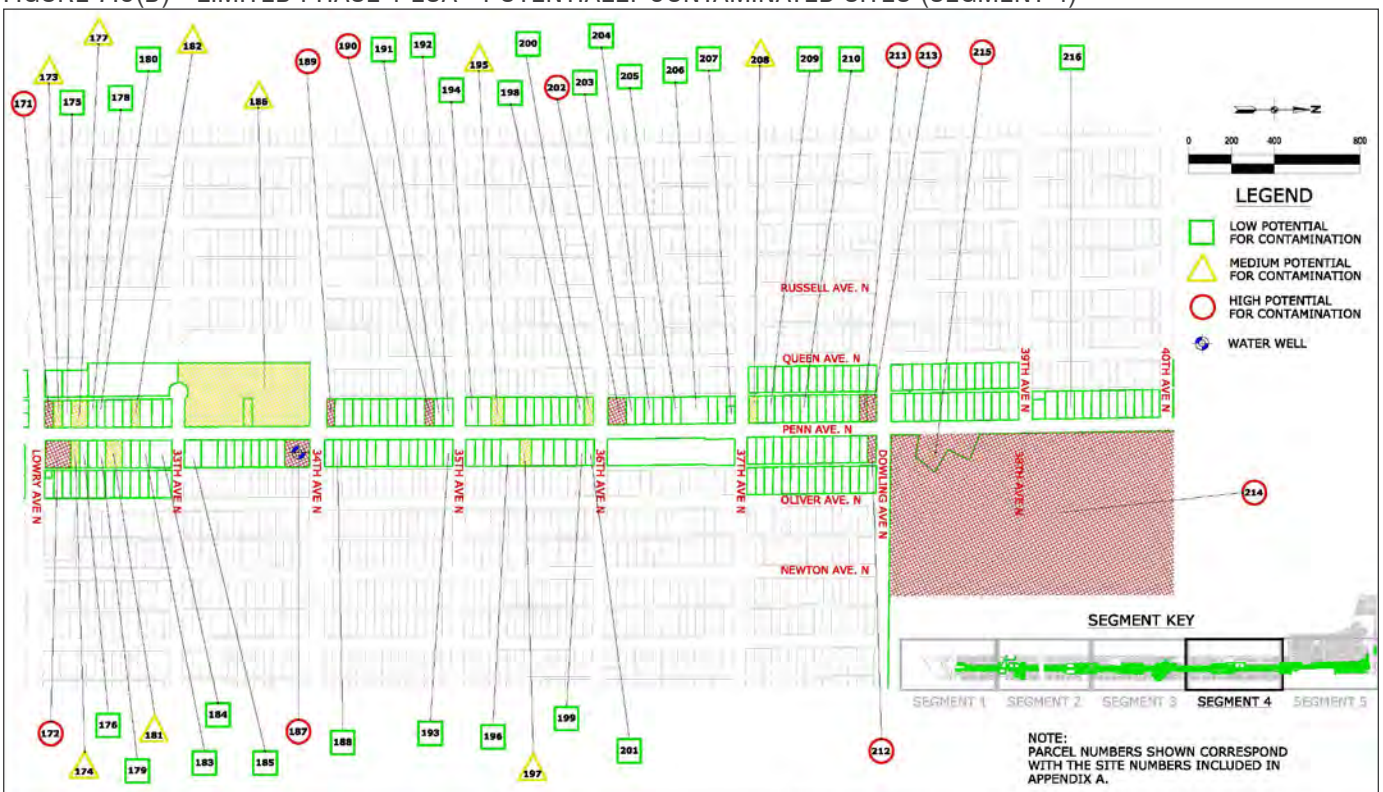
Carlson McCain	Notes:	HENNEPIN COUNTY OFFICE OF ENVIRONMENTAL SERVICES	LIMITED PHASE 1 ESA Penn Avenue Interstate 394 to 49th Ave. No.	FIGURE 7-5B SEGMENT 2 OLSON MEMORIAL HWY TO GOLDEN VALLEY ROAD

FIGURE 7.8(C) - LIMITED PHASE 1 ESA - POTENTIALLY CONTAMINATED SITES (SEGMENT 3)



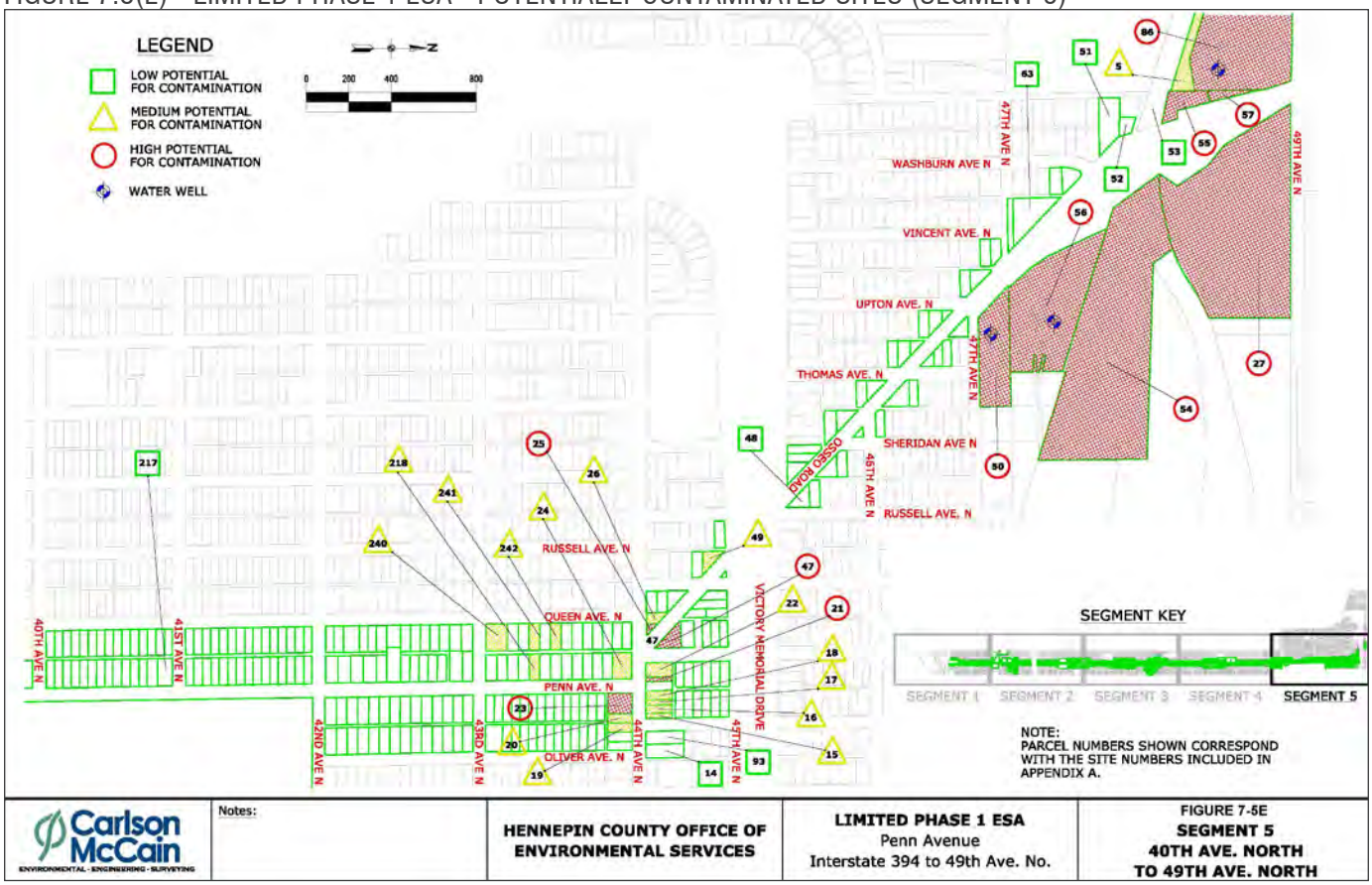
Carlson McCain	Notes:	HENNEPIN COUNTY OFFICE OF ENVIRONMENTAL SERVICES	LIMITED PHASE 1 ESA Penn Avenue Interstate 394 to 49th Ave. No.	FIGURE 7-5C SEGMENT 3 GOLDEN VALLEY ROAD TO LOWRY AVE. NORTH

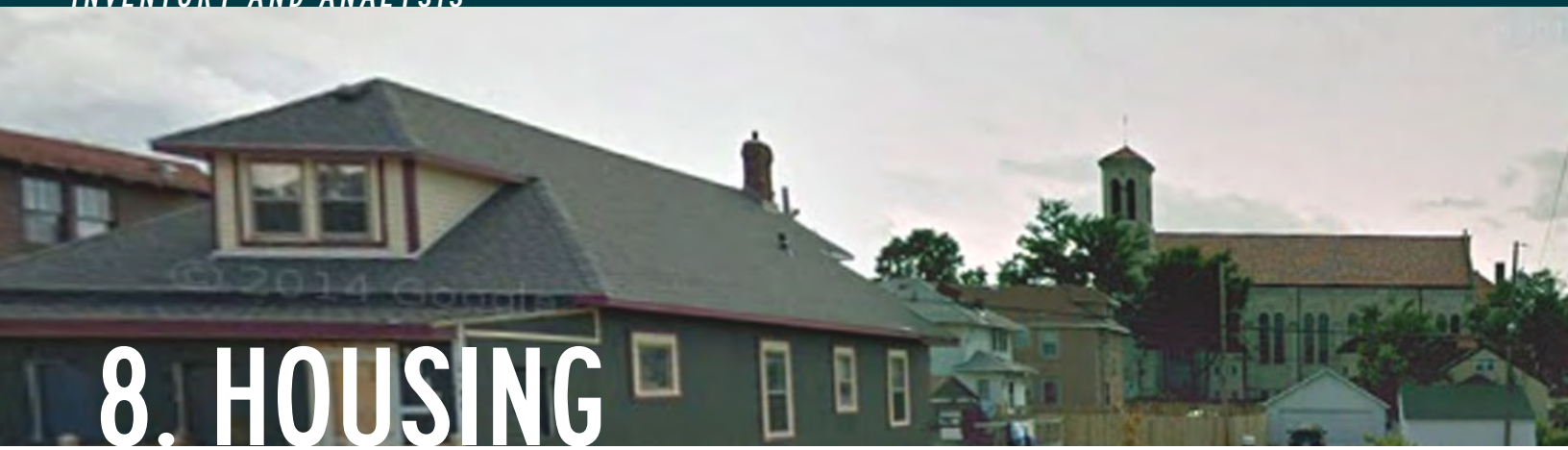
FIGURE 7.8(D) - LIMITED PHASE 1 ESA - POTENTIALLY CONTAMINATED SITES (SEGMENT 4)



Carlson McCain	Notes:	HENNEPIN COUNTY OFFICE OF ENVIRONMENTAL SERVICES	LIMITED PHASE 1 ESA Penn Avenue Interstate 394 to 49th Ave. No.	FIGURE 7-5D SEGMENT 4 LOWRY AVE. NORTH TO 40TH AVE. NORTH

FIGURE 7.8(E) - LIMITED PHASE 1 ESA - POTENTIALLY CONTAMINATED SITES (SEGMENT 5)





8. HOUSING

OVERVIEW

The following chapter addresses housing-related topics in the Penn Avenue corridor. This chapter discusses characteristics of the existing housing stock and housing market, as well as future housing development opportunities. The chapter is divided into two parts:

- Inventory of Housing Development (including home values, vacancy, tenure, sales activity, and foreclosures)
- Residential Development Opportunities and Challenges

COMMUNITY INPUT: HOUSING

Residents expressed concerns about “problem” properties -- those that are vacant or not properly cared for. Some attributed these issues to too much low-income or subsidized housing, too many renters, and renters who cannot take proper care of their homes or property; bad landlords were also mentioned. There were numerous comments about too many vacant lots or vacant/abandoned houses, and the need for vacant homes need to be made presentable and appealing to potential buyers. Some worried about negative stereotypes about the area and expressed a desire for residents to better maintain their properties to make the neighborhood more attractive to current and prospective residents. Others suggested awarding grants or providing “community funds” to improve homes in the neighborhood.

Several people noted that home costs and rents are too high or higher than surrounding areas, and the need for affordable housing was specifically mentioned.

Some of the immigrant families stressed that there weren’t enough big houses or affordable houses for big families. They also expressed concerns about safety and security outside of their homes, as well as vandalism to their homes. Residents across the board talked about safety and crime issues, including vandalism and harrassment, excessive, noise, thefts and break-ins, and shootings, as well as environmental design issues like poor lighting that contribute to public safety concerns.

INVENTORY OF HOUSING DEVELOPMENT

ESTIMATED MARKET VALUES OF PROPERTY

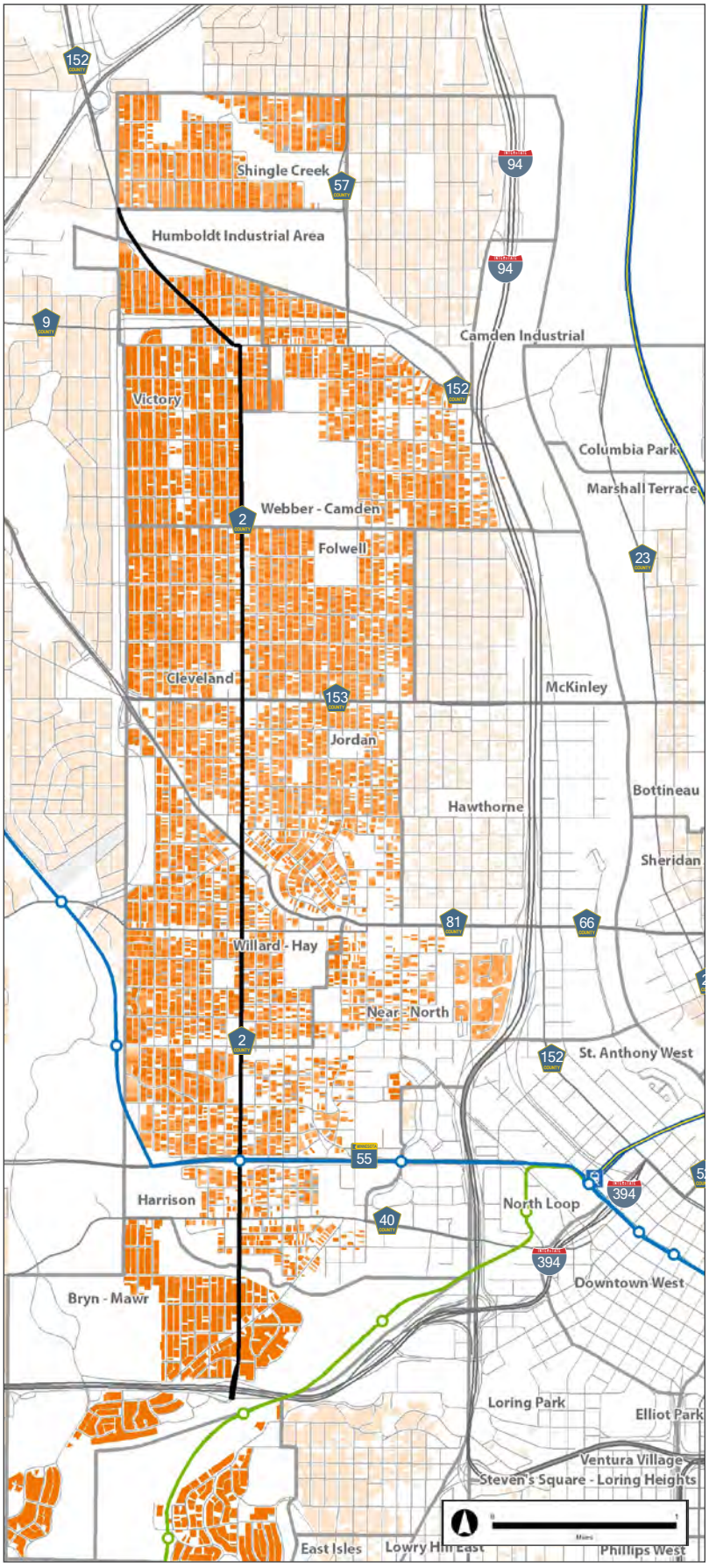
Most of the housing stock in the Penn Avenue corridor is single-family detached homes and low-density multi-family homes including duplexes, triplexes and four-plexes. Higher-density properties are located at some of the nodes, although high-density development in the corridor, and in North Minneapolis in general, is limited.

Housing values vary throughout the corridor. The housing values shown at right range from $0.00 to more than $50.00 per square foot as measured by the Total Value by Square Foot of the Parcel. The majority of market values range between $10.01 and $20.00 per square foot throughout the Penn Avenue corridor.

SINGLE-FAMILY RESIDENTIAL MARKET VALUE

Residential Market Values for single-family homes in the Penn Avenue corridor range from $0.00 to more than $50.00 per square foot. Values are highest in the Bryn Mawr and Victory neighborhoods with relatively high values in the central Shingle Creek neighborhood and in southern Willard-Hay and northern Cleveland neighborhoods. Values appear to be the lowest in the Jordan and Folwell neighborhoods.

FIGURE 8-1: SINGLE FAMILY RESIDENTIAL MARKET VALUE



Data Source: Hennepin County Assessor's Office

HOUSING VACANCY AND OWNERSHIP

Table 8-1 shows housing vacancy and ownership from Housing Market Index reports for North Minneapolis in 2011 and 2013. This information was initially compiled by the Folwell Center for Urban Initiatives for 2008 to 2011. The Federal Reserve Bank updated the work from the Folwell Center, but utilized a broader time period for value retention. Both groups analyzed their data at the Census block group level. Vacancies and owner-occupancy may not be directly comparable between the two analyses.

TABLE 8-1: SUMMARY OF HOUSING MARKET INDEX REPORTS FOR NORTH MINNEAPOLIS, 2011 AND 2012

	Value Retention							
Neighborhood	1/1/08	12/31/06	Owner Occupancy		Physical Condition		Vacancy	
Cleveland	-31%	-31%	73%	76%	4.0490	4.3029	7%	3%
Folwell	-38%	-39%	60%	59%	4.1840	4.5419	12%	8%
Harrison	-41%	-42%	29%	58%	4.6670	4.6642	5%	3%
Hawthorne	-48%	-47%	33%	48%	4.7800	4.7919	10%	5%
Jordan	-43%	-43%	50%	48%	4.5190	4.7602	15%	8%
Lind-Bohanon	-36%	-35%	70%	73%	4.0180	4.0787	12%	5%
McKinley	-38%	-38%	49%	52%	4.4240	4.6689	10%	4%
Near North	-43%	-42%	32%	58%	4.3000	4.362	8%	3%
Shingle Creek	-34%	-33%	83%	79%	4.0290	4.0885	6%	2%
Victory	-28%	-26%	84%	84%	3.9890	4.0051	4%	2%
Webber-Camden	-31%	-32%	57%	65%	4.1880	4.3362	9%	4%
Willard-Hay	-39%	-38%	57%	61%	4.3090	4.5005	9%	4%
North Minneapolis	-37%	-37%	56%	63%	4.2400	4.4279	10%	4%

Sources: Folwell Center for Urban Initiatives; Federal Reserve Bank

Physical condition of the housing is calculated by the City of Minneapolis on a scale from 1 to 7, with 1 being excellent and 7 being poor. Values as shown on the tables suggest that most homes in north Minneapolis neighborhoods have a condition as average or fair.

FIGURE 8-2: HOUSING MARKET INDEX (FOLWELL CENTER FOR URBAN INITIATIVES)

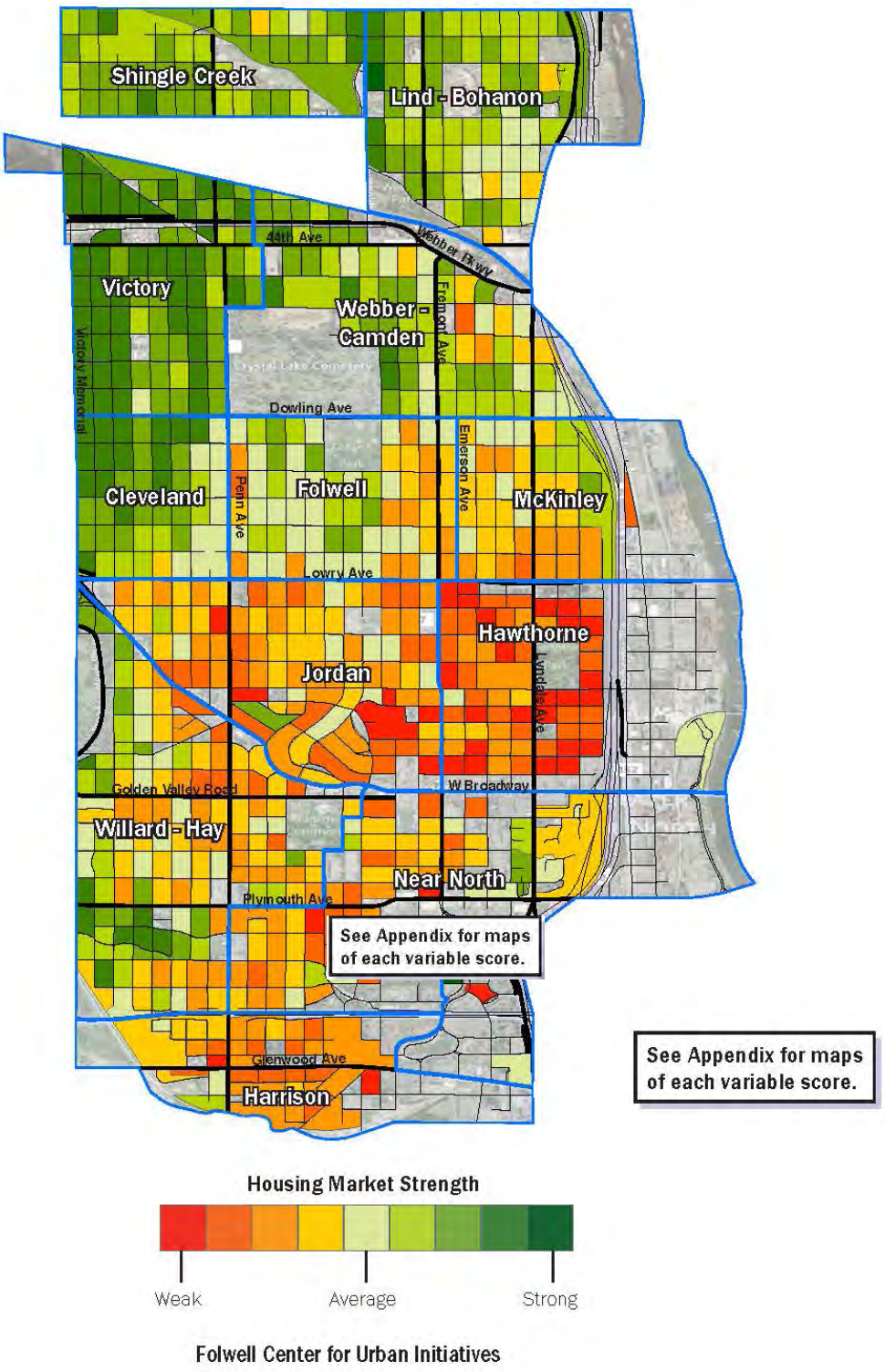
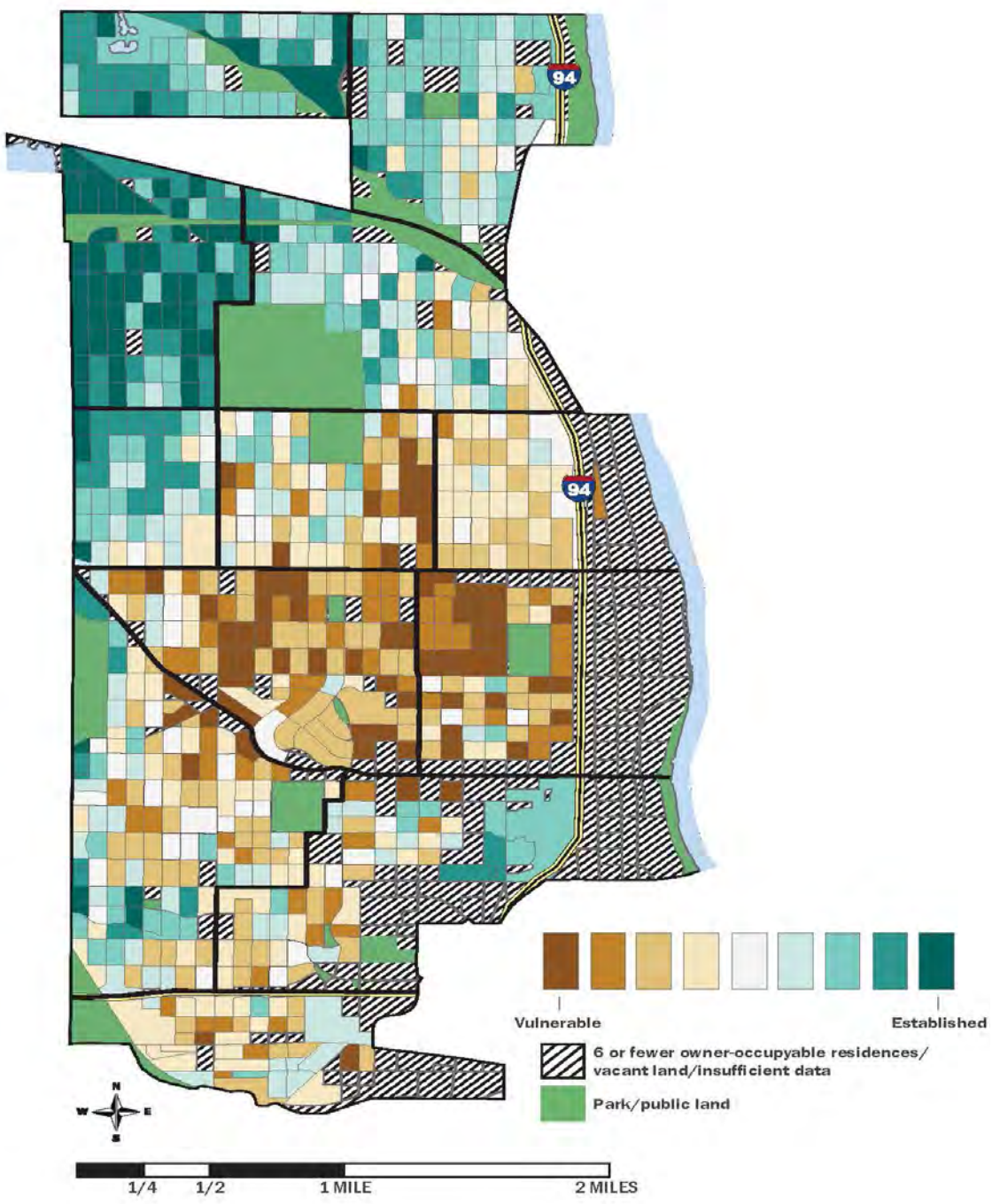


FIGURE 8-3: UPDATE OF HOUSING MARKET INDEX (FEDERAL RESERVE BANK OF MINNEAPOLIS)



MARKET ACTIVITY

Table 8-2 shows a summary of housing market activity from 2011 to 2013 for North Minneapolis neighborhoods. The information was obtained from the Minneapolis Area Association of Realtors.

The table shows that housing market activity has been relatively strong over the past three years. However, at least half of the sales that occurred during this period in each of the past three years were "distressed." This means that the property was being sold under conditions such as a short-sale or foreclosure. Foreclosures still remain relatively high in North Minneapolis despite the economic recovery. But there is a trend toward decreasing foreclosures, which is likely to yield a strengthening of housing values in the next few years.

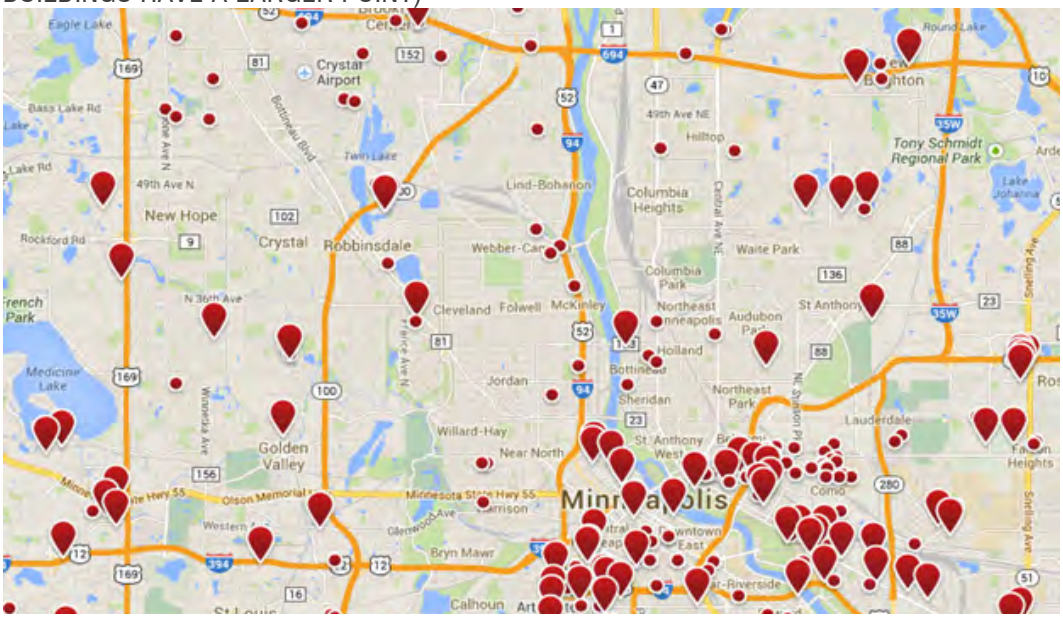
TABLE 8-2: HOME SALES – NORTH SIDE NEIGHBORHODS, ALL SALES/DISTRESSED SALES, 2011-2013

	Number of Closed Sales		
	2011	2012	2013
All Sales	951	886	963
Distressed Sales	538	431	384
Non-Distressed Sales	413	455	579
Sources: Minneapolis Area Association of Realtors			

LACK OF APARTMENT BUILDINGS IN NORTH MINNEAPOLIS

As previously mentioned, the housing stock in North Minneapolis consists primarily of single-family detached homes. While this housing product has generally been preferred by the market, there is less diversity of housing products in North Minneapolis than in some parts of the city and fewer high-density apartment buildings. This is shown in the map below which identifies the locations of larger apartment buildings in the area. There is a lack of larger, high-density buildings in North Minneapolis.

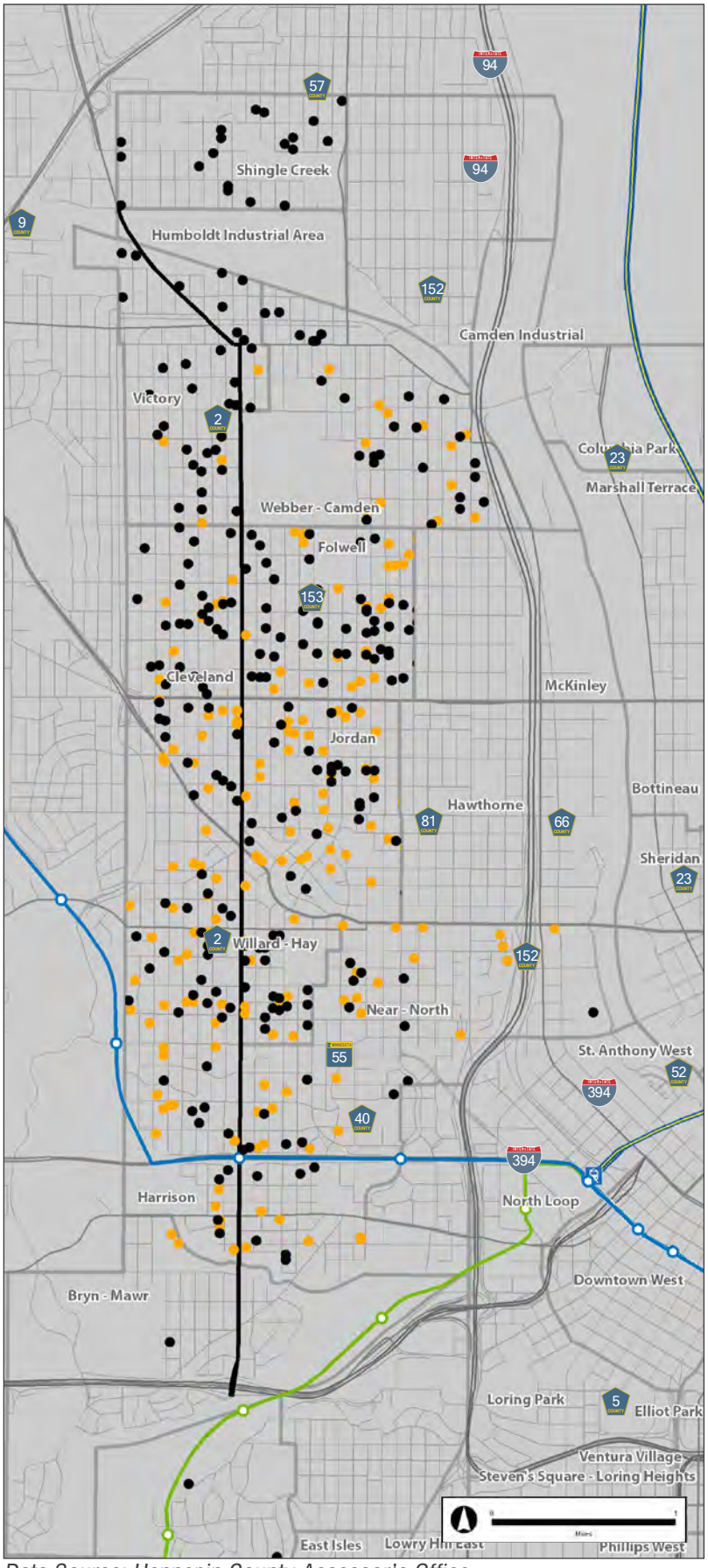
FIGURE 8-4: MAP OF APARTMENT BUILDINGS IN THE TWIN CITIES AREA (LARGER BUILDINGS HAVE A LARGER POINT)



PROPERTIES PENDING FORFEITURE AND MORTGAGE FORECLOSURES

In 2013, a number of properties in North Minneapolis neighborhoods were pending forfeiture or had gone through foreclosure that year. Concentrations of existing foreclosures were spread throughout the neighborhoods of the north side, but were the heaviest in areas around the Penn Avenue corridor. Figure 8-5 below shows clusters of 2013 foreclosures and pending forfeitures in the Folwell, Cleveland, Jordan, and Willard-Hay neighborhoods, with some additional clusters in the Victory, Near North (on the west side), and Harrison neighborhoods. Data from the McKinley and Hawthorne neighborhoods was excluded from the map.

FIGURE 8-5: PROPERTIES PENDING FORFEITURE AND MORTGAGE FORECLOSURE



Data Source: Hennepin County Assessor's Office

RESIDENTIAL DEVELOPMENT OPPORTUNITIES AND CHALLENGES

OPPORTUNITIES

As mentioned in *Section 7: Property Conditions and Development*, potential opportunities exist for residential rehabilitation, infill, and increased housing density in the Penn Avenue corridor. The following discussion summarizes key residential development opportunities in the corridor.

Strengthen the residential fabric of the corridor through targeted infill on small residential lots

Sites at the nodes that are vacant and/or available for development offer immediate opportunities to consider increased residential density. Increasing densities will diversify the housing stock and in particular, the rental housing stock in the corridor and the north side. This would allow more housing choices for current and future residents and present opportunities to support a mix of incomes and a variety of housing products. We heard from several neighborhoods that residents are sensitive to the housing forms that may result from increased density. Development recommendations for each node will respect the context of the neighborhood and the understanding that "one-size does not fit all."

Consider how potential residential development options and increased density may affect existing residents

There is concern about gentrification in many areas. Development strategies will need to be sensitive as to how new development enhances and improves the livability of the neighborhood to create a higher level of economic activity and improvements to the quality of the housing stock. Looking at the existing housing stock, there is a gap in the amount of product to accommodate smaller household sizes, a trend that is continuing across the metro area according to Census data. However, some housing gaps in smaller sub-markets remain, and there may be a need for specific housing products in certain neighborhoods.

Encouraging a full mix of housing choices for a diverse range of households is an opportunity for greater inclusiveness and life-cycle housing options. In addition, broadening product diversity will assist in supporting ongoing future investment in the corridor from the private market.

There are opportunities to acquire parcels at some of the key nodes to increase the size of redevelopment parcels and promote higher impact developments.

CHALLENGES

Broaden and balance the residential mix to increase and preserve affordable housing and identify financial gaps in the creation of new market rate housing

Several residential developments have added needed housing to the north side including new single-family, owner-occupied apartment buildings and single-family housing on Plymouth Avenue (under construction) for artist live-work housing. All of these developments have incorporated much-needed housing options, and all have been affordable.

Although the need for affordable housing is deep and strong on the north side, some of the new housing products need to allow for income flexibility; as market values rise, pricing must rise as well. According to a local resident and real estate agent that has worked with younger buyers to purchase and improve homes through renovations and upgrades, private market investment is currently occurring in the Harrison and Near North neighborhoods. This has caused concern among some residents about raising housing values and housing choices beyond the means of those with low and moderate incomes.

It will be important to develop tools and strategies to ensure a balanced mix of household incomes and home values to support true mixed-income neighborhoods where some housing remains affordable and other housing is allowed to adjust in value based on market conditions.

A number of the sites available along the corridor are relatively small in size. The amount of commercial space that could be supported in conjunction with residential development, and the high costs associated with the development of that space may create additional funding gaps to support and sustain new commercial space in the short-term (three to five years). Acquiring additional parcels to create a critical mass or support additional private market investment may be difficult or cost-prohibitive because the owners may inflate the pricing of the property and/or relocation costs may be expensive – and infrastructure investments may add to overall costs. Future strategies will need to consider the appropriate level of financial resources that needed to support redevelopment efforts on the corridor.

Develop an investment framework that will bring appropriate public and private funding resources together to create successful developments.

Good initiatives are stalled or dropping out of the mix because of a lack of funding support. There is a need to connect private developers with financial tools and other public resources to mitigate high development risks and enable quality developments to move forward.

9. ECONOMIC DEVELOPMENT

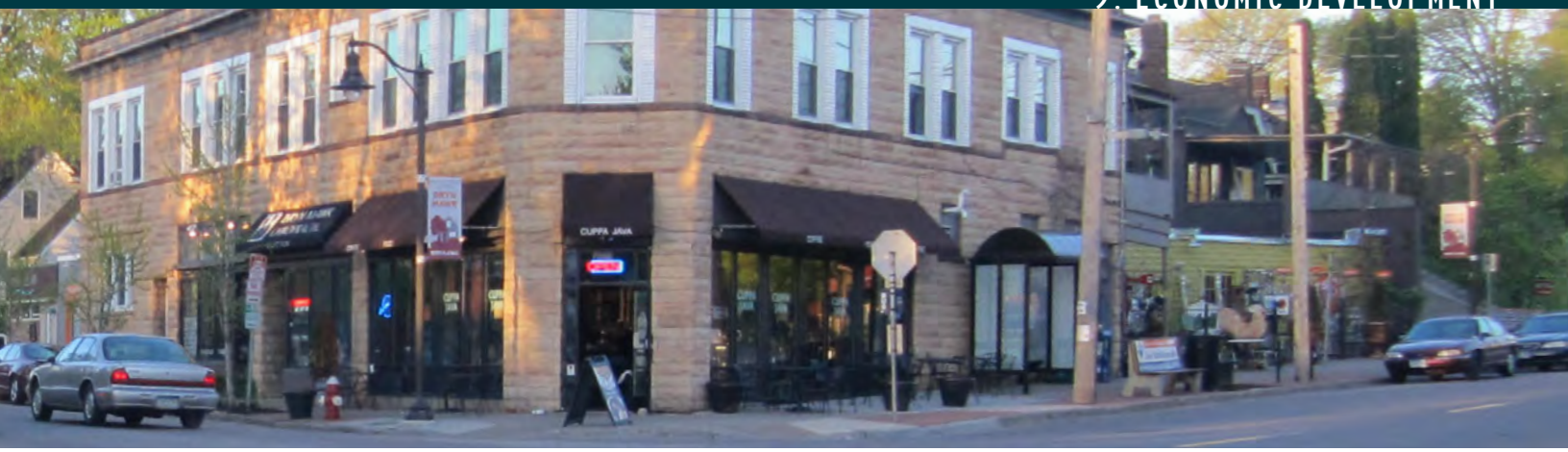
OVERVIEW

One of the core purposes of the Penn Avenue Community Works project is to leverage the introduction of high quality transit service in the Penn Avenue corridor for community economic development. Much of the research and analysis in earlier chapters relates to this purpose, and will support the development of economic development strategies in the corridor.

Important parts of the economic development and business related research will occur in Phase III of the project. However, the research and analysis done to date has allowed us to identify areas of economic development opportunity, and challenges which must be surmounted to realize these opportunities.

The following chapter on economic development addresses the following topics:

- Economic Development opportunities
- Assets Supporting Economic Development
- Economic Development Challenges



COMMUNITY INPUT: ECONOMIC DEVELOPMENT

Shopping/Services: Residents are attracted to local stores, restaurants, and services such as gas stations -- where they are available. More residents mentioned that shopping and services are convenient and close by, rather than highly desirable and appealing. There is a strong interest in more and a wider variety of places to go and things to do in the neighborhood, and especially distributed throughout the corridor. Examples include grocery stores, drug stores, dental and optical services, clothing stores, gas stations, dine-in restaurants, banks, as well as retail and services geared toward African and Asian immigrants. Field observation showed more people at nodes that feature services that meet residents' everyday needs (specifically at Lowry).

Many residents mentioned (particularly during door-to-door surveys) a desire for discount retail chains, and for stores to keep longer hours. At the same time, residents want to support locally-owned businesses that meet their product and service needs. While there was frequent mention of affordable retail, many people mentioned quality brands and options for clothing, food, and alcohol. Teens in particular wanted places where they could buy what they needed – shoes, clothes, etc., as well as more places they could go to be with their friends. There's a consistent sense among residents that they have fewer and narrower choices and opportunities, forcing them to go elsewhere to shop and feeding the cycle of disinvestment.

Community Gathering Spaces: Residents frequently asked for more informal and formal gathering places for both youth and adults (community centers, movie theater, arts performances, clubs, music venues, patios, parks), cleaner commercial areas with more attractive landscaping, and more programming opportunities for youth and families.

Employment: Some adults and teens noted the need for more employment opportunities in the corridor.

Safety: All groups noted that safety and security concerns affected where they shopped, with the greatest impact noted by immigrant families and teens. Coupled with language barriers and limits to culturally and racially-specific shopping and service choices, safety concerns dramatically reduced immigrants' willingness to use local shops and services. Intercept survey and doorknocking respondents suggested a variety of issues and solutions, including more active and visible police patrols and security, better lighting, stopping loitering and public intoxication, and reducing the number of liquor stores. A number of respondents across all groups noted incidents of racism, racial profiling, harassment, and violence related to skin color, religion, or clothing that affected their shopping and transportation decisions.

ECONOMIC DEVELOPMENT OPPORTUNITIES

Enhancement of the Penn Avenue Corridor provides opportunities to strengthen the economy of North Minneapolis in significant ways, as follows.

Economic development through transit connections and transit-oriented development

- Improved transit connectivity links neighborhood residents to additional job opportunities, strengthening household incomes and spending power.
- Improved transit connectivity provides people with reliable transportation at a lower, more predictable cost, reducing household expenses, and strengthening financial stability and spending power.
- Providing a broad range of goods and services needed and desired by residents conveniently on the corridor (e.g. grocery, medical, pharmacy, child care, and laundry) reduces auto dependence and related expenses.

Economic development related to construction and maintenance of BRT infrastructure

- Public sector procurement and hiring approaches that provide opportunity to neighborhood businesses and residents can strengthen business and personal incomes, build business and work experience of residents, and thereby increase local spending power.

Economic development through "living wage" jobs in the Penn corridor

- Employers in certain sectors such as health care, government, and manufacturing typically offer higher wages, full-time hours and benefits – providing greater financial stability to their workers. Larger sites such as NorthPoint and the Humboldt Industrial Area offer an opportunity to grow concentrations of these jobs in the corridor. These job centers could be expanded, and supportive strategies developed to link area residents with the employment opportunities.
- Capturing the spending power of these employers and their workers provides an opportunity for small businesses in the corridor.

Economic development based on assets, place-making and local, small business growth

- Each node offers unique assets for small business growth (e.g. individual or organizational champions, businesses and organizations, buildings and sites, traffic, etc.). There is an opportunity to build on the unique assets of each node with place-making, complementary business development/growth, support for developers, and support for new and existing businesses. Recirculating spending power through locally-owned businesses can build wealth in the community.
- Transforming Penn Avenue into a community asset can contribute to building stability in the surrounding area. This can help to reducedevelopment risk and attract business and real estate investment.

ASSETS SUPPORTING ECONOMIC DEVELOPMENT

Access to Jobs

The C Line BRT will provide improved transit access to jobs. The proposed C Line BRT would connect at the Highway 55 (also known as Olson Memorial Highway) Station with the future Bottineau LRT, which will eventually run from Downtown Minneapolis out to Brooklyn Park through the northwest suburbs. BRT and LRT connections into and out of Downtown Minneapolis will also increase access to jobs along other major commuter routes including the Northstar Commuter Rail, the METRO Green Line and the METRO Blue Line. Table 9-1 shows a breakdown of the number of workers in the Penn Avenue corridor in addition to half-mile corridors along the Blue Line, Blue Line Extension, Green Line, and Green Line Extension LRT routes.

According to information provided by the Metropolitan Council, improved connectivity from BRT to LRT connections, including all-day, reverse commute bus service routes, would provide workers with access to 745,452 jobs. The average annual wage of jobs in these combined areas is $61,249 or an average of $29.44 per hour (assuming 2,080 hours/year).

The jobs data and map on a following pages was compiled by and provided to the consultant team by the Metropolitan Council.

Access to Jobs

Total # of Jobs - 745,452*

Jobs with Average Annual Wage Greater Than $32,500 in key sectors - 264,333**

**within ½ mile of LRT Transit Routes and All Day, Reverse Commute Bus Routes*

***administrative and support, construction, health care, manufacturing, public administration, transportation and warehousing sectors*

Sources: Metropolitan Council Research staff; Economic Development Services, Inc.

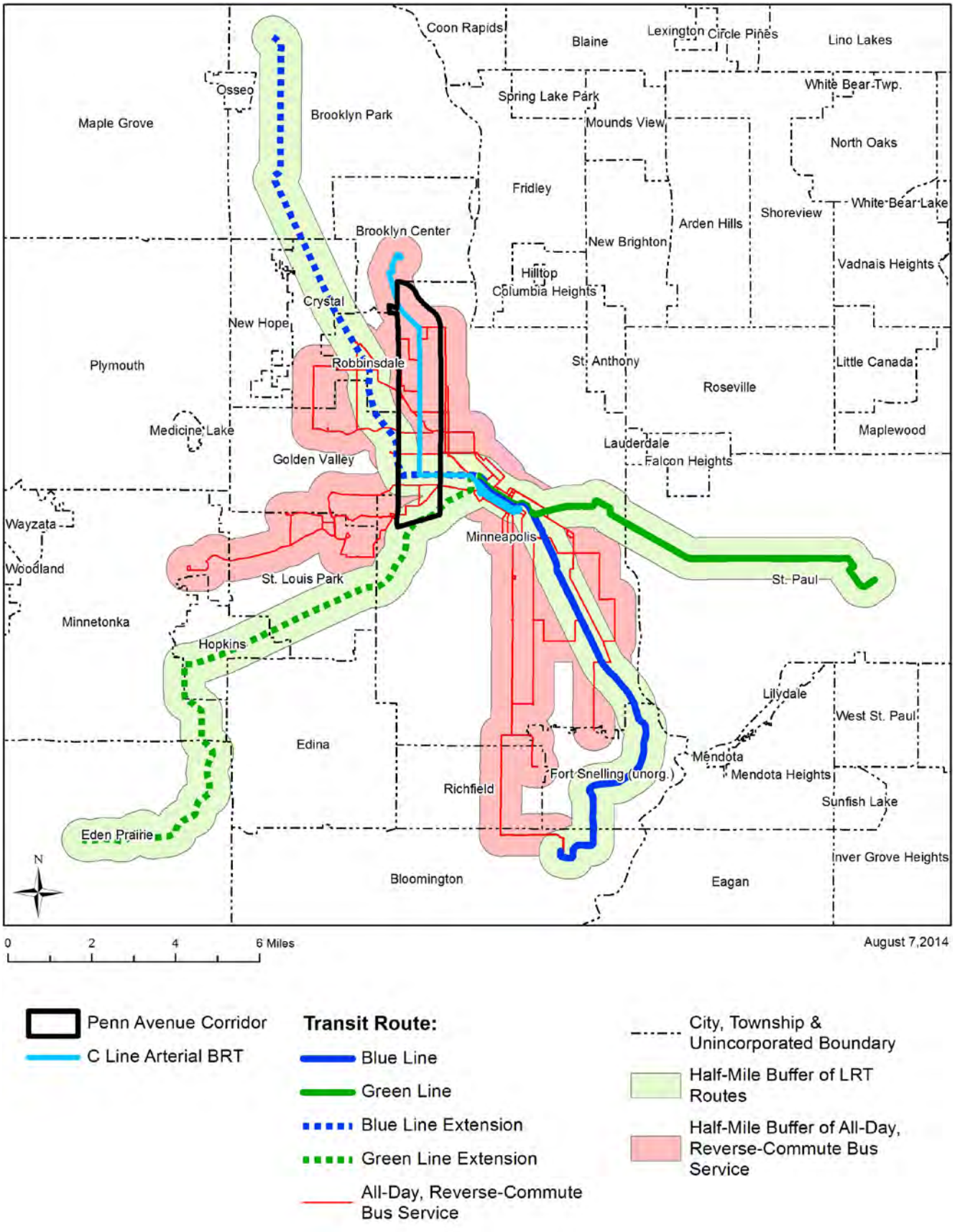
TABLE 9-1: JOB TOTALS BY INDUSTRY AND GEOGRAPHIC EXTENT

Penn Ave Community Works Study Area and Half Mile Corridor along Blue Line, Blue Line Ext., Green Line, and Green Line Ext. LRT Routes					
INDUSTRY TYPE	**NAICS CODE**	**WORK SITES**	**TOTAL EMP**	**TOTAL QUARTERLY WAGES**	**AVG ANNUAL WAGE**
Construction	23	511	10,891	199,333,810	73,208
Finance and Insurance	52	1,587	77,090	1,778,148,723	92,264
Public Admin	92	371	43,166	684,372,467	63,417
Health Care	62	1,416	80,925	1,001,359,671	49,496
Manufacturing	31-33	645	22,823	383,932,152	67,290
Transportation and Logistics	48-49	241	22,142	326,360,443	58,957
All Other*		13,970	397,396	6,553,323,587	65,963
Total		16,643	566,452	8,949,348,320	63,196
Penn Ave Community Works Study Area, Half Mile Corridor along LRT Transit Routes and All-Day, Reverse Commute Bus Service Routes (All-Day, Reverse Commute Bus Service includes 4 lines running Monday-Friday from at least 4 AM to 1 AM)					
INDUSTRY TYPE	**NAICS CODE**	**WORK SITES**	**TOTAL EMP**	**TOTAL QUARTERLY WAGES**	**AVG ANNUAL WAGE**
Construction	23	716	13,479	237,974,084	70,619
Finance and Insurance	52	1,842	83,152	1,897,948,765	91,301
Public Admin	92	385	44,260	701,016,619	63,354
Health Care	62	1,949	109,579	1,424,707,204	52,006
Manufacturing	31-33	783	27,971	475,585,662	68,010
Transportation and Logistics	48-49	292	23,794	344,459,525	57,908
All Other*		16,716	443,216	7,018,323,728	63,340
Total		20,125	648,820	9,964,092,738	61,429

**The highest paying Industries in this group are Professional and Management.*

Source: Minnesota Department of Employment and Economic Development's Quarterly Census of Employment and Wages (QCEW), 2nd Quarter, 2012.

FIGURE 9-1: PROPOSED TRANSIT NETWORK



Source: Metropolitan Council

Reduced Automobile Dependence

Reducing automobile dependence can increase personal wealth and spending power because of reduced costs of operating a vehicle daily to commute to work.

The American Public Transit Association estimates that the monthly transit savings (i.e. the amount saved by individuals who ride public transportation instead of driving to work) to the average transit user in Minneapolis is $887 (April 2014 estimate). This estimate is based on the cost of owning and operating an automobile, the average cost of gas according to AAA ($3.64 per gallon), and the average national cost of an unreserved parking stall. Because not all workers pay for parking, we have opted to use a more conservative approach that assumes no cost of parking.

Our estimate is based on the current IRS mileage rate of $.56 per mile and an average 20-minute commute time for employed residents of the corridor. Based on mapping of average commute times reported to the US Census, the average commute distance can be estimated at 12 miles one-way or 24 miles round trip. This results in a monthly savings of $196.67 and an annual savings of $2,360. This figure assumes only the cost of transportation. It assumes that most households will continue to own a vehicle although they may use public transit for commuting.

If five percent of people who currently drive to work alone or in a carpool switched to transit, there would be an additional $268,000 in spending power among residents within a half-mile of the Penn Ave corridor, based on the average monthly savings of $197. Increased adoption of transit could further enhance the wealth and spending power of area residents.

Improved transit options benefits both residents who own and do not own a car. Seventeen percent of corridor residents do not own a vehicle (similar to Minneapolis as a whole at 18.5 percent). This means that the 83 percent of corridor residents who own a vehicle, could increase their spending power and/or save money by utilizing public transit. A portion of those who own a vehicle and switch to transit, may eventually decide they do not need a vehicle to commute or for personal use. Those who do not own a vehicle would benefit from increased access to jobs through more efficient public transit options.

Average Commute to Work Savings

Monthly - $197

Annually - $2,360

Based on the average 20-minute commute time of employed persons within ½ mile of Penn Avenue at the IRS mileage rate, less $4/day transit expense. Savings will be greater if employee pays for parking.

Sources: Metropolitan Council and Economic Development Services, Inc.

FIGURE 9-2: 10 MILE RADIUS – INTERSECTION OF PENN AND BROADWAY. GREATER MSP ZOOMPROSPECTOR

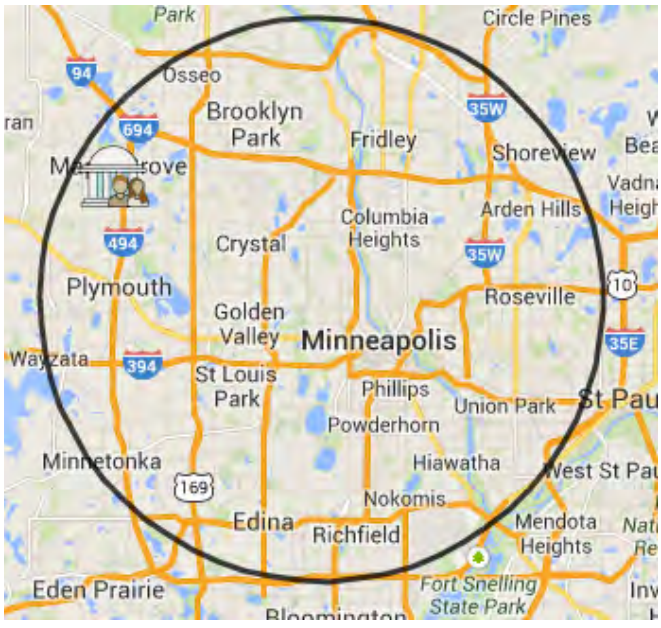


FIGURE 9-3: 20 MINUTE DRIVE TIME – INTERSECTION OF PENN AND BROADWAY. GREATER MSP ZOOMPROSPECTOR

Existing Businesses

There are nearly 2,200 businesses in North Minneapolis, employing a total of 14,548 people. These businesses have an average employment size of 8 workers. Industry sectors represented in this count include all of the major sectors such as construction, retail trade, manufacturing, food service, professional and technical services, education, health services, administrative support, and real estate. Represented in limited capacity are financial services and information jobs. Strategies that encourage local business development and expansion can benefit corridor residents and create additional spending power that can be put back into the local economy.

ECONOMIC DEVELOPMENT CHALLENGES

Capitalizing on these opportunities requires surmounting certain challenges, which will need to be addressed as strategies are formulated in future stages of this project. Some of these challenges are unique to the individual opportunity categories noted above. Others are more general and crosscutting.

Rent levels. With rent levels for existing commercial space commonly in the range of $10 to $12 per square foot, it is difficult to attract retail tenants that will pay the $20 or more per square foot rents required to support new retail construction. A similar challenge exists for new rental housing where current rents are averaging about $0.95 per square foot and product is dominated by single-family residences. Pricing for new market rate multi-family housing is averaging about $1.90 to $2.00 per square foot or higher.

Investment Risk: Developers and investors face a variety of risks in the corridor and in North Minneapolis overall. In addition to the uncertainties that any development faces in negotiating the City's regulatory review processes, Penn Avenue sites expose developers to risks associated with perceptions of crime and safety, as well as the scarcity of comparable developments in many development categories which would allow for an accurate estimate of rents and absorption rates and the ability to achieve a standard rate of return.

If there are higher development risks, then items that add to overall development costs reduce the pool of investors and may increase their need for support from the public sector and foundation community. This information was gathered through conversations with economic development organizations headquartered in north Minneapolis.

Public Financial Support. North Minneapolis is considered a high priority for public intervention. However, the public financial tools commonly used to support development and public realm improvements do not work well for some of the types of improvements and interventions that may be important for catalyzing change. In particular, there is a need to address certain types of financial gaps an provide short-term temporary support for mixed-use commercial and housing development or market rate housing. The use of tax increment financing may be limited because of regulations and restrictions. The use of eminent domain has also been significantly reduced due to litigation.

Parking: Market potential exists for additional health care services, and a large site is available that will allow for the expansion of NorthPoint. This provides an important opportunity to grow the concentration of living wage healthcare jobs, many which could be accessible to area residents. However, growth of NorthPoint will require an investment in structured parking. NorthPoint has outgrown its current clinic facilities and there is a need to increase business space and provide additional parking. Enhanced transit options such as the BRT and future potential connection to Bottineau LRT could reduce the number of parking stalls needed over the long-term.

Commercial activity at the Penn and West Broadway intersection is currently impacted by access to parking. Many employees, reluctant to park and walk from adjacent neighborhoods due to safety concerns, will park in the on-street spaces closest to

businesses – spaces that are needed to strengthen commercial activity. The lack of safe, readily accessible customer parking at this node is perceived as barrier to growth by some.

The tension between gentrification and the benefits of reducing concentrations of poverty: Concentrations of poverty limit human development and health in a variety of well-documented ways. Transforming an area to reduce the concentration of poverty without displacing residents is challenging. Insights and lessons from other communities that have addressed this challenge will be needed to inform development strategies.

10. CORRIDOR CHARACTER

OVERVIEW

This chapter provides an inventory and analysis of elements that contribute to the overall "character" of the Penn Avenue corridor, including physical, institutional, and programmatic assets. Community character is addressed in this chapter at four different scales:

- The existing streetscape discussion inventories physical assets and amenities (sidewalks, lighting, seating, bus benches/shelters, wayfinding, street trees, etc.) that are present in the public realm along Penn Avenue.
- The existing intersections analysis looks more closely at Penn Avenue around key intersections and includes a summary of strengths, weaknesses, opportunities, and threats.
- The corridor assets section provides a broader inventory and analysis of assets along the corridor (encompassing the area two blocks on either side of Penn).
- The neighborhood assets section addresses assets located off of the Penn Avenue corridor, but within the surrounding neighborhoods.

COMMUNITY INPUT: COMMUNITY CHARACTER

Parks and Green Space: Teens appreciated the recreation centers (especially in the winter), but asked for more soccer fields and basketball courts, places to hang out with other teens. Immigrant teens wanted places they could be with other immigrants. Current park users like the programs, recreational opportunities for children, and indoor and outdoor sports options. Many people asked for more recreational opportunities and programs for youth in the summer and year round, as well as more playgrounds for children. To access the parks, many current park users live close by and get there by foot, and a number asked for better sidewalks and walkways within the parks. For those who go to other parks, they typically get there by car (and wanted roads without potholes). Those bicycling wanted more and better bike lanes, bike paths in the parks, and one family wanted information about Nice Ride to get to the parks more easily. Teens asked for community gardens, flower gardens, cleaner parks, and better security.

As noted in other sections, there is a great deal of concern among teens and families (especially but not solely immigrants) that it's not safe to get to parks in this neighborhood, nor are the parks themselves safe for young people or many adults – so most people we encountered outside the parks don't go at all. Field crews found park use almost nil at less-developed parks like Bryn Mawr Meadows and Bassett's Creek, and very low elsewhere except at locations with recreation centers and other programming; even there, however, they found almost no adults at all, nor immigrant youth or adults.

Park and green space users said these parks would be more appealing if the playground and field equipment and facilities were more updated and better maintained, provided different options for teens and younger children (like

(CONTINUED ON FOLLOWING PAGE)

COMMUNITY INPUT: COMMUNITY CHARACTER (CONTINUED)

separate pools), and offered more opportunities for adults and seniors. A number people cited the need for better lighting, more security and safety patrols, more staff, and better supervision.

Leisure Time: In their free time, both youth and adults say they spend time with friends and family most often at each other's homes or at restaurants. Immigrant families and youth said they explicitly avoided the Penn Avenue area for gatherings because they are afraid of being hurt or harassed, and instead go to restaurants and the homes of friends and relatives in the nearby suburbs, Northeast Minneapolis, or South Minneapolis. Others want movie theaters, arts and entertainment venues, more and better local restaurants, fitness clubs and classes, and specialty shops.

Neighborhood improvements: Here the focus was again on making the neighborhood safer, friendlier, cleaner, and stronger. Less violence, "no bad people on the streets," "more stuff for kids to do," and safe places to be with others are critical. Many people mentioned needing to change the negative perception of North Minneapolis, while at the same time recognizing that the reality many residents experience likely has to change first.

Lots of residents talked about filling vacant lots, sprucing up housing, lawns, and neighborhoods overall, improving lighting, sidewalks, and bus service.

Residents want a vibrant, active community that offers places and spaces where adults and children want to be together with friends and family, at community centers, participating in events and activities, and patronizing local parks, restaurants, and businesses. They want their neighborhoods to be safe, clean, attractive, interesting – as well as accessible and affordable. They want to meet their routine and special needs in the neighborhood with more variety, choices, and opportunities of all kinds.

Safety: In neighborhoods and parks, and at bus stops, common concerns related to lighting – more frequent, brighter, and pedestrian-level lighting on sidewalks and trails, and especially lighting that comes on sooner, such as at dusk rather than full dark.

In the neighborhoods, teens and parents noted a wide variety of safety concerns including prostitution, kids out alone late at night, robberies, and muggings. One teen said, "The crime pushes me out." Resident suggestions included prohibiting smoking on the streets, getting the delinquents off the streets, limiting the number of liquor stores and bars, and eliminating sex offenders in the area. One teen said, "It's hard to be independent because I need to use Penn to do a lot of things and I can't because after dark people start doing bad stuff." Another talked about what would make him want to come back as an adult: "There would be less violence, more jobs, better economy, cleaner and more businesses."

For parks, safety concerns included fights, gun activity/shootings, racism, and bicyclists riding too fast. People suggested lots of solutions to these issues, including security cameras; more police squads and bike patrols, especially at dusk and after dark; more staff, adult supervision, and lifeguards; and a variety of infrastructure improvements including fences, sturdier rails along the water, taller fences at fields to protect people from balls, cleaner swimming water, and more bike routes for safer passage. One group also thought that basketball courts attract increased crime so they should be eliminated if the police are not able to reduce crime.

At the bus stops, people were concerned about fast and high-volume automobile traffic, and wanted safer and better pedestrian crossings. They were also concerned about panhandling, harassment, and loitering at bus stops, and wanted handicapped accessible waiting areas. They also suggested more security at bus stops including cameras, emergency response buttons, and more police patrols. Residents also suggested that smoking be prohibited within a certain distance of bus stops, as well as trash receptacles (but not too close to the stop). Transit users also asked for drivers who didn't discriminate against them, as well as drivers who are more strict with the people they let on the bus.

Streetscape with pavers, street trees, and pedestrian lighting at Penn and Lowry

EXISTING STREETSCAPE

The streetscape along Penn Avenue is not a pedestrian-friendly environment. Included within the typical cross section of the Penn Avenue public right-of-way are two 12-foot travel lanes, two 10-foot parking lanes (including curb and gutter) and a five-foot sidewalk on either side of the roadway. In many cases utility poles, street signs, bus seating/shelters, utility cabinets, or street signals reduce the functional width of the sidewalk and make the introduction of additional streetscape amenities more challenging. The tree canopy along the corridor is fragmented north of 34th Avenue and almost non-existent south of 34th Avenue. While the roadway on Penn Avenue is well-lit for vehicular purposes, pedestrian-scaled lighting is very limited. Street furnishings (seating, trash receptacles, bike racks, etc.) are limited throughout the corridor and are concentrated at key nodes. Wayfinding signage and district identity elements are limited to just a few key intersections (Cedar Lake Road and Lowry Avenue). The following is a more complete inventory and analysis of the corridor streetscape and its components.

Seating

Generally, seating throughout the entire corridor is minimally available although concentrations do occur at a few key intersections. Seating related to transit stops is lacking throughout the corridor, while outdoor seating tied to businesses only happens near the ends of the corridor (44th Avenue and Cedar Lake Road). Seating distribution in the corridor occurs as follows:

- Concentrations at Lowry Avenue, West Broadway Avenue, Plymouth Avenue, and Cedar Lake Road.
- Transit-related seating at 49th Avenue, 44th Avenue, Dowling Avenue, 36th Avenue, 35th Avenue, Oak Park Avenue, and Highway 55
- Seating related to local businesses at 44th Avenue and Cedar Lake Road

The lack of seating throughout the corridor, especially at transit stops, has created an uninviting and uncomfortable environment for pedestrians and transit riders. Concentrations of quality outdoor seating, such as those at the Lowry Avenue intersection, are assets the corridor can build upon to provide adequate seating along the corridor at other key areas. Providing more seating in key areas along the corridor will increase pedestrian comfort, promote a safer environment, and provide an amenity to local businesses, transit riders, and pedestrians.

Existing seatwall and benches at bus stop at Penn and West Broadway

Existing bench at Penn and Plymouth

Trash receptacles, planters, mail boxes, newsstands, and other pedestrian elements

Pedestrian amenities (those that enhance the pedestrian experience) are lacking along the corridor. Trash receptacles are the most widely and evenly distributed, with good coverage from West Broadway Avenue to 44th Avenue, and at least one receptacle at the other key intersections. Other streetscape amenities are limited throughout the corridor. Concentrations of these exist at:

- 44th Avenue, 34th Avenue to 39th Avenue, West Broadway Avenue, Plymouth Avenue to Oak Park Avenue, Highway 55 to Glenwood Avenue, and Cedar Lake Road

Newsstands and mail boxes (things that people frequently walk to) are limited along the corridor. The Lowry Avenue intersection is the exception. At this location, recent streetscape improvements include some of these amenities.

Existing trash receptacle in high activity area

Bike parking and share stations

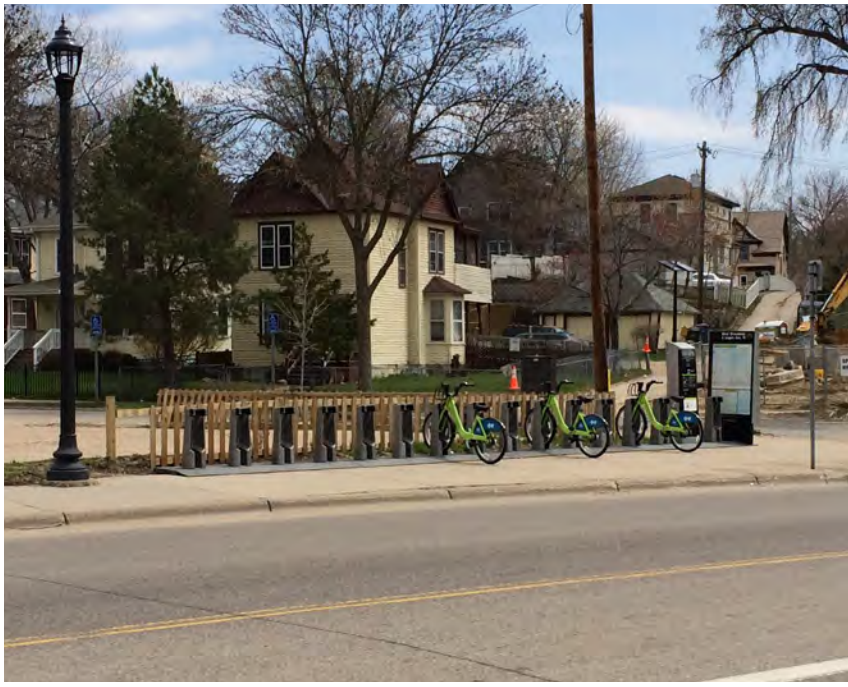
Bike parking (BP) and bike share stations (BS) are lacking and poorly distributed throughout the corridor. Lowry Avenue is the only intersection that provides both adequate bike parking and a bike share station.

The following intersections include bike parking and/or bike share facilities:

- 44th Avenue (BP), Lowry Avenue (BS/BP), West Broadway Avenue (BP), Plymouth Avenue (BS), Glenwood Avenue (BP)

The Lowry Avenue intersection, with both bike share and parking facilities, serves as a strong example for the rest of the corridor in terms of bike amenities. As shown below, the bike parking at Lowry is covered and integrated with the bus stop shelter. Opportunities for improving bike-related facilities exist near transit stations, businesses, and concentrated areas of higher housing density. Other bike share stations near the Penn Avenue corridor are at West Broadway/Logan (4 blocks east of Penn) and Glenwood/Morgan (3 blocks east of Penn).

Existing covered bike parking as part of bus shelter at Penn and Lowry



Existing bike share station at West Broadway and Logan

Existing Pedestrian signal

Sidewalk gap and obstructions along Crystal Lake Cemetery and Penn Avenue

Pedestrian signals and signs

Key intersections along the corridor are equipped with traffic signals that have pedestrian crossing signals. Some intersections also have pedestrian crosswalk pavement markings while others do not or the pavement markings have worn off significantly and may be in need of maintenance. There are currently no pedestrian crossing warning signs on Penn Avenue. Pedestrian crossing warning signs are intentionally not used at all intersections. They are typically only used at pedestrian-only traffic signals or specific locations where crossings have been employed.

Intersections at 44th Avenue, West Broadway Avenue and Highway 55 are further complicated by their unusually large size or irregular road geometry.

Sidewalks

Although sidewalks exist along most of the corridor, the narrow right-of-way results in the sidewalk placed right up against the curb (road edge). Several types of obstructions, such as power poles, signage poles, light poles, utility structures, and site furnishings fall within the sidewalk and further constrict the sidewalk width in many areas. Significant gaps in the sidewalk system exist from Dowling Avenue north to 42nd Avenue, along Crystal Lake Cemetery, and a segment along the west side of Osseo Road. Sidewalk gaps, as shown in photo to the left, limit access to bus stops as well as space for people to wait for buses.

There are a number of urban cemeteries in Minneapolis that have sidewalks along their edges, including Lakewood Cemetery, Pioneers and Soldiers Memorial Cemetery, and St. Mary's Cemetery, all in South Minneapolis; St. Anthony Cemetery in Northeast Minneapolis; and Roselawn Cemetery in St. Paul. An attractive precedent is the tree-lined Dupont Avenue/ King's Highway sidewalk along Lakewood Cemetery.

Bus stops

The Penn Avenue corridor is served by multiple Metro Transit bus routes. Route 19 is the study area's main north-south route north of Highway 55. South of Highway 55, Route 9 runs along Penn between Glenwood Avenue and Cedar Lake Road. There are also eight other routes that intersect the study area. Existing bus stop facilities range from a bus stop sign, a bench, a hard surface waiting area off the sidewalk, to a covered bus shelter. There are currently very few (seven) bus shelters and benches (six) in the Penn Avenue corridor. Many existing bus stops consist of only a bus stop sign with no delineated customer waiting area. Since sidewalks on Penn Avenue are typically right next to the curb, there is often no buffer between the people waiting for a bus and the vehicle traffic.

Lighting

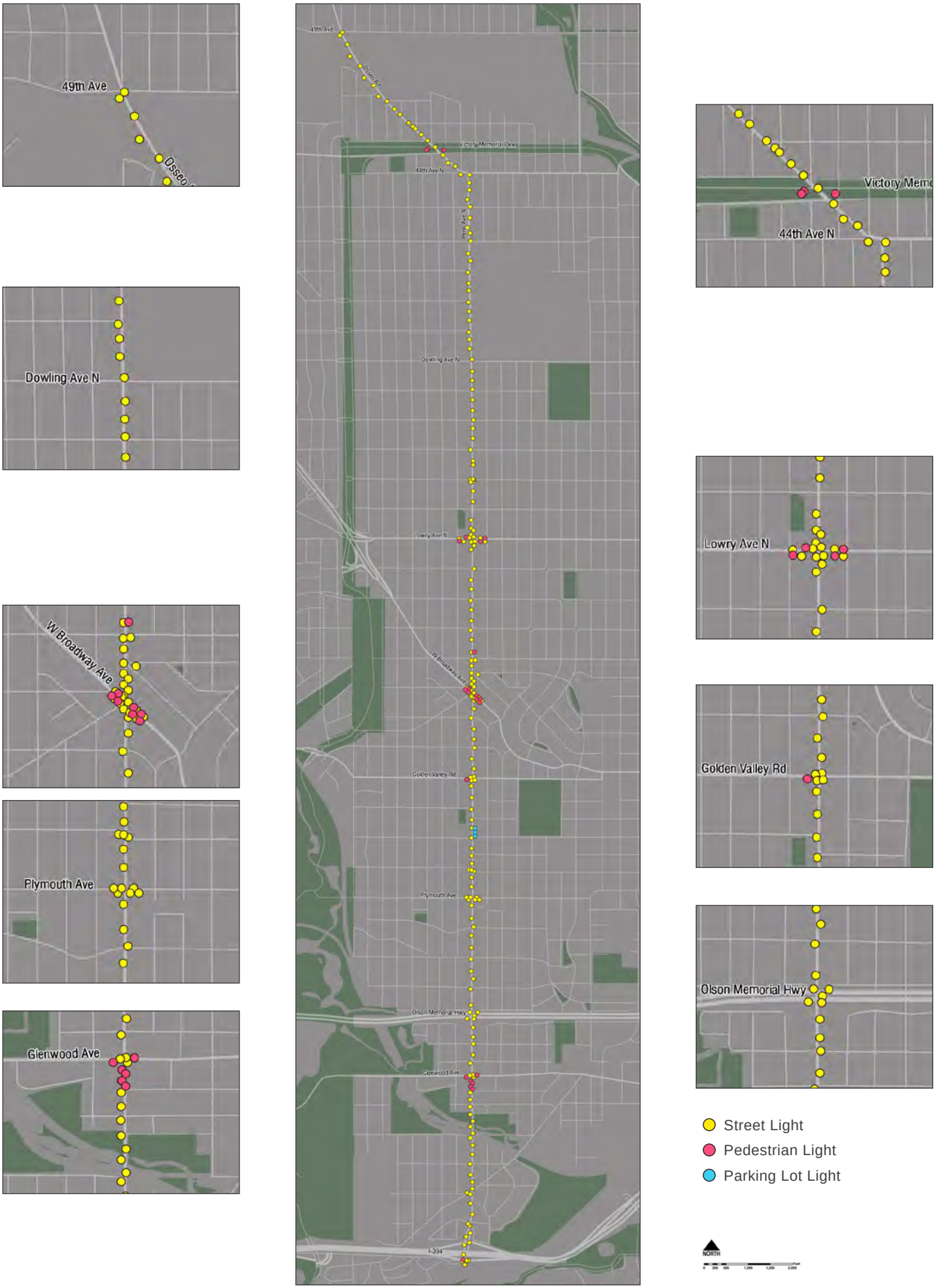
Street lighting along Penn Avenue is well distributed and adequate for vehicular purposes. However, pedestrian-scale lighting is limited throughout the corridor, creating dark areas along many sidewalks. Pedestrian safety at key intersections along the corridor is a major concern and should be addressed in the alternatives phase of the project. The Minneapolis Pedestrian Master Plan and the Minneapolis Lighting Policy designate Penn Avenue as a Pedestrian Priority Corridor. As such, it is a priority location for pedestrian scale lighting.

Signage and wayfinding:

Signage and wayfinding is lacking throughout the corridor. Some concentrations of wayfinding and identity signage exist at Cedar Lake Road, Plymouth Avenue, Lowry Avenue and Victory Memorial Parkway.

The branding and wayfinding signage at Lowry Avenue and Cedar Lake Road provides an example for other key intersections along the corridor. There are numerous opportunities along the corridor to guide users to local parks, institutions, public spaces, and places of

FIGURE 10-1: PENN AVENUE CORRIDOR LIGHTING INVENTORY



Pedestrial scale lighting

Pedestrial scale lighting

Existing identity signage

High quality street tree

Security camera

interest. Special consideration for wayfinding/identity signage should be given to areas where transit lines intersect, or where there is a concentration of pedestrian activity, or notable destinations.

Tree Canopy

There are intermittent segments of high quality tree canopy along Penn Avenue, but overall there are large and frequent gaps in the tree canopy system throughout the corridor. These gaps exist for one of two reasons: the road right-of-way is too narrow to provide tree planting or previously existing tree canopy has been destroyed by the Emerald Ash Borer and/or the May 22, 2011 tornado. Generally, street trees do not exist within the public right-of-way south of 34th Avenue due to the narrow dimensions of the right-of-way.

Security Cameras

Existing police security cameras in the corridor are concentrated between Lowry Avenue and West Broadway Avenue. Locations for additional security cameras are proposed at key intersections from 44th Avenue north to 34th Avenue and from Golden Valley Road to Cedar Lake Road. The locations of existing and proposed security cameras include:

Existing security camera locations:

- Lowry Avenue
- 30th Avenue
- 29th Avenue
- 27th Avenue
- 26th Avenue
- 25th Avenue
- West Broadway Avenue

Additional security camera locations to consider:

- 44th Avenue
- 42nd Avenue
- Dowling Ave
- 36th Avenue
- 34th Avenue
- Golden Valley Road
- Plymouth Avenue
- Highway 55
- Glenwood Avenue
- Cedar Lake Road

The security cameras already in place along Penn Avenue act as a deterrent to criminal activity and are viewed as an asset by the community. The suggested additional security camera locations along the corridor represent an opportunity to expand a surveillance program that increases the visibility of problem properties and improves safety to other areas of concern identified by the community.

EXISTING INTERSECTIONS

As previously mentioned, the Penn Avenue corridor is primarily a residential corridor, interspersed with mixed-use intersections. The Penn Avenue intersections are significant because they provide important places for the community to come together and shop, dine, work, entertain, learn, worship and play. They provide opportunities for housing density and variety, placemaking and community identity.

The following analysis includes a compilation of the strengths, weaknesses, opportunities, and threats (SWOT) of each significant intersection along the Penn Avenue corridor. The components of the SWOT analysis are defined as follows:

STRENGTHS: Characteristics of the intersection that give it an advantage over others

WEAKNESSES: Characteristics that place the intersection at a disadvantage relative to others

OPPORTUNITIES: Elements that the intersection could exploit to its advantage

THREATS: Elements in the environment that could cause trouble for the intersection

The SWOT analysis is based on field observations, mapping analysis, community input, and review of existing plans and studies. The results of the SWOT analysis can be used to refine the key issues and set priorities for each intersection as a basis for developing and evaluating alternatives for redevelopment, placemaking initiatives, and public realm improvements.

FIGURE 10-2: PENN AVENUE AND 49TH AVENUE

INTERSECTION ANALYSIS: PENN AVENUE AND 49TH AVENUE

Strengths

- Humboldt Industrial employment center with manufacturing, construction, wholesale trade, warehousing, transportation, finance/insurance, and retail jobs
- ADA-compliant sidewalk ramps/truncated domes
- Bike lanes along 49th Avenue
- Signalized intersection
- Decorative railing at surface parking lot
- Existing bus stops north of 49th Avenue
- Truck access
- Rail access
- Ryan Lake, including fishing opportunities
- Victory Prairie/Dog Park

Weaknesses

- Lacks compact development pattern
- Density and variety of housing does not meet desired transit station area levelsVacant and under-utilized sites
- Surface parking lot at southeast quadrant
- Lacks district identity elements – banners, signage/wayfinding
- Lack of street trees/plantings

- Gaps in the sidewalk system
- Lack of bus shelters
- Sidewalks in poor condition
- Lack of pedestrian lighting
- Poorly marked pedestrian crossings
- Lacks security cameras
- Low transit ridership

Opportunities

- Create a more vibrant, safe and identifiable intersection through redevelopment of vacant and under-utilized properties
- Streetscape improvements, including sidewalks, street trees, pedestrian lighting, district identity, and street furnishings will create a more desirable public realm
- Opportunity to create a sense of entry/gateway into the City of Minneapolis
- Develop retail to serve needs of area employees
- Additional security cameras may enhance perception of safety and deter crime
- Business incubator site, warehouse/mixed use with green energy
- Coordinate redevelopment with Brooklyn Park

Threats

- Vacant sites and boarded buildings may attract unwanted activities in the area (crime, loitering, etc.) and send a negative message to residents, visitors, and potential investors
- Vacant site(s) at this intersection have been identified as having a high potential for contamination, which could make redevelopment more challenging

FIGURE 10-3: PENN AVENUE AND 44TH AVENUE

INTERSECTION ANALYSIS: PENN AVENUE AND 44TH AVENUE

Strengths

- Identifiable destination restaurants (Victory 44 and Emily's) serve corridor neighborhood residents and attract regional customers
- Traditional neighborhood commercial node
- Pedestrian-scaled buildings
- Bike racks provided
- On-street parking
- Well marked pedestrian crossings and reconstructed/enhanced intersection
- ADA-compliant sidewalk ramps/truncated domes
- Signalized intersection
- Strong transit ridership
- Existing bus stops with connections to Route 5, 721, and 724 – key transit node
- Existing bus shelter on 44th Avenue, eastbound, although its location partially blocks the sidewalk
- Intersection is being improved as part of County and City projects in 2014/2015 (roadway, pedestrian, signal, and bike lane improvements)
- Overall the intersection operates with an acceptable level of service for traffic
- Area is safe
- Walkable corridor - commercial areas on 42nd Avenue and Thomas Avenue
- Camden Farmers Market

Weaknesses

- Limited land to support redevelopment
- Lack of street wall continuity – gaps created by surface parking lots
- Confusing intersection – intersecting streets compound the problem
- Lack of street trees/plantings
- Sidewalks in poor condition
- Lack of pedestrian lighting
- Lacks district identity elements
- Overhead power lines dominate
- Just one bus shelter within node, whose location significantly blocks the pedestrian zone
- No sidewalks on Penn at the southbound bus stop
- Significant northbound stacking of cars during the evening commuter peak period
- Critical crash rate is exceeded at this intersection indicating improvements are needed
- Poorly lit street/sidewalks
- Sidewalk gap along south side of Osseo Road

Opportunities

- Opportunity site at end of Penn Avenue – potential landmark structure/development
- Build on the success of the existing restaurants
- Strengthen mix of uses
- Enhance marketing/branding of node
- Infill development could complete the street wall continuity
- Enhanced pedestrian crossings would improve the safety and quality of the pedestrian experience
- Additional security cameras may enhance perception of safety and deter crime
- Streetscape improvements, including sidewalks, street trees, pedestrian lighting, district identity, and street furnishings will create a more desirable public realm
- Intersection improvements planned for 2014/2015 should mitigate safety issues and improve northbound stacking of cars
- Strengthen node's connections to Victory Memorial Drive
- Planned BRT Station on Osseo Road

Threats

- Current confusing intersection and poor pedestrian environment create a threat to the safety of visitors and residents
- Limited right-of-way impacts size of planned BRT stations

FIGURE 10-4: PENN AVENUE AND DOWLING AVENUE

INTERSECTION ANALYSIS: PENN AVENUE AND DOWLING AVENUE

Strengths

- Crystal Lake Cemetery green space/park-like atmosphere
- Dowling Avenue connection to Interstate 94
- Signalized intersection
- Well marked pedestrian crossings
- ADA-compliant pedestrian ramps/truncated domes
- Street trees
- Gas station
- Existing bus stops
- Overall the intersection operates with an acceptable level of service for traffic
- No car stacking issues during the commuter peak periods

Weaknesses

- Density and variety of housing does not meet desired transit station area levels
- Vacant site on the southeast corner
- Lacks district identity elements – banners, signage/wayfinding
- Lacks adequate street furnishings – seating, trash receptacles, bike racks
- Lacks pedestrian lighting along Penn Ave
- Narrow sidewalks located adjacent to curb creates an uncomfortable pedestrian environment
- Lacks adequate space for transit customer waiting shelter

- Traffic on Dowling Avenue can be fast moving due to direct access to Interstate 94
- Limited redevelopment opportunities
- Penn Avenue lacks sidewalk along the cemetery side (east) of the street, as well as north side of Dowling Avenue, which is an important connection to Folwell Park
- Lacks security cameras
- Critical crash rate is exceeded at this intersection indicating improvements are needed
- Site access immediately adjacent to the intersection causes friction with Penn Avenue

Opportunities

- Traffic calming through design (i.e. bumpouts, roundabout, etc.)
- Redevelopment of vacant site on southeast corner
- Streetscape improvements, including sidewalks, street trees, pedestrian lighting, district identity, and street furnishings will create a more desirable public realm
- Cemetery frontage along Penn Avenue could be explored for a shady sidewalk/path, public art, corner plazas, etc.
- Additional security cameras may enhance perception of safety and deter crime
- Planned BRT Station- both northbound and southbound nearside bumpouts

Threats

- Easy access to the freeway provides criminals a convenient way to get into and out of the adjacent neighborhoods
- Vacant site may attract unwanted activities in the area (crime, loitering, etc.) and send a negative message to residents, visitors, and potential investors
- Lack of a business cluster and little potential to create one
- Not much room for geometric improvements within the curb-to-curb distance that exists
- Limited right-of-way impacts size of planned BRT stations unless bumpouts are added

FIGURE 10-5: PENN AVENUE AND LOWRY AVENUE

INTERSECTION ANALYSIS: PENN AVENUE AND LOWRY AVENUE

Strengths

- Compact, mixed-use development pattern on the south side of Lowry Avenue
- Successful neighborhood serving businesses, including North End Hardware, The Lowry Café, The Goddess of Glass and Friends, Aldi, Subway, Family Dollar, laundromat, liquor store, and others
- Lowry Post Office
- Lowry Avenue streetscape improvements
- Bike racks and Nice Ride facilities
- Parking supplies located to rear of buildings
- Public facilities/amenities – Cleveland Park, Lucy Craft Laney Community School, post office
- New playground at Lucy Craft Laney School
- North End Community Garden
- Existing security cameras
- Well marked pedestrian crossings
- Existing bus stops with connections to Route 32
- Existing bus shelters on Penn Avenue and Lowry Avenue
- High transit ridership
- District identity elements – monuments along Lowry Avenue
- Newly planted street trees
- On-street parking
- Significant off-street parking supply available

- ADA compliant sidewalk ramps/truncated domes
- Decorative railings provided to screen surface parking
- Signalized intersection
- Bike lanes along Lowry Avenue
- Overall the intersection operates with an acceptable level of service for traffic
- No car stacking issues during the commuter peak periods

Weaknesses

- Several vacant sites, particularly those on the north side of Lowry Avenue
- Lacks pedestrian lighting along Penn Avenue
- Lacks seating/benches along Penn Avenue
- Poor connections to Cleveland Park
- Lacks district identity elements along Penn Avenue
- Low housing density, which does not meet desired transit station area level, limits “eyes on the street” at the intersection, and limits foot traffic to support local businesses
- Critical crash rate is exceeded at this intersection indicating improvements are needed

Opportunities

- Vacant sites owned by Hennepin County present opportunities for redevelopment/infill
- Build on success of and complement existing businesses by recruiting new businesses through redevelopment
- Strengthen retail mix
- Create a more vibrant, safe, and identifiable node through redevelopment of vacant and under-utilized properties
- Placemaking opportunities could be created through redevelopment of vacant sites and by creating better physical and visual connections to Cleveland Park
- Return to historic success as a neighborhood business node
- Streetscape improvements, including sidewalks, street trees, pedestrian lighting, district identity, and street furnishings will create a more desirable public realm
- Enhanced pedestrian crossings would improve the safety and quality of the pedestrian experience
- Intersection will continue to operate with an acceptable level of service for traffic under 20 year projections; indicates capacity for potential development and increased density
- Planned BRT Station

Threats

- Vacant sites and boarded buildings may attract unwanted activities in the area (crime, loitering, etc.) and send a negative message to residents, visitors, and potential investors
- Vacant site(s) at this intersection have been identified as having a high potential for contamination, which could make redevelopment more challenging
- Development market is weakened by competition from surrounding commercial nodes, including West Broadway Avenue, other Penn Avenue nodes, Brookdale, Robbinsdale, and Crystal
- Concern about resources/funding

FIGURE 10-6: PENN AVENUE AND WEST BROADWAY AVENUE

INTERSECTION ANALYSIS: PENN AVENUE AND WEST BROADWAY AVENUE

Strengths

- Unique intersection geometry (5 points) creates an identifiable intersection
- 5 Points building, plaza and public art
- Existing buildings along West Broadway Avenue (east of Penn Avenue) include attractive, historic structures
- Strong businesses and institutions such as Anytime Fitness, Hollywood School of Dance, KMOJ, and PCYC Arts and Tech High School
- Existing arts and culture destinations/institutions in the area
- Parking located to the rear of buildings, allowing buildings to front the street
- Street wall along West Broadway Avenue (east of Penn Avenue)
- Proposed developments on vacant sites in the area will bring needed vitality (e.g. Broadway Flats)
- Pedestrian-scaled lighting along West Broadway Ave
- Nice Ride nearby
- On-street parking along West Broadway Ave
- Off-street parking available immediately adjacent to the intersection
- Security cameras provided
- ADA compliant sidewalk ramps/truncated domes
- Signalized intersection
- Well marked pedestrian crossings
- Existing bus stop with connection to Route 14
- Existing bus shelter with Blossoms of Hope public art on Penn Avenue

- High transit ridership
- Overall the intersection operates with an acceptable level of service for traffic
- Bike lanes on 26th Avenue connect Theodore Wirth Park to the Mississippi River Trails and Parks

Weaknesses

- Several vacant and under-utilized sites – lacks a compact development pattern
- Boarded up buildings sends a negative message to residents, visitors, and potential investors
- Low housing density, which does not meet desired transit station area level, limits "eyes on the street" at the intersection, and limits foot traffic to support local businesses
- Confusing intersection geometry creates a challenge for movement in the area
- Lacks district identity elements – banners, signage/wayfinding
- Lacks adequate street furnishings – seating, trash receptacles, bike racks
- Lacks pedestrian lighting along Penn Avenue
- Lacks street tree plantings
- Narrow sidewalks located adjacent to curb creates an uncomfortable pedestrian environment
- Limited on-street parking along Penn Avenue
- Significant northbound stacking of cars during the evening commuter peak period
- Many buildings at risk of demolition
- Bus facilities at 26th Avenue are inadequate
- Intersection at 26th Avenue is dangerous for pedestrians
- Challenge to finance construction and operation of structured parking for more residential and economic density

Opportunities

- Provide much needed neighborhood serving businesses, shops, and services through redevelopment/infill
- Create a more vibrant, safe, and identifiable node through redevelopment of vacant and under-utilized properties
- Current and planned redevelopment projects, including Broadway Flats (2220 West Broadway Avenue), West Broadway Crescent (2000 West Broadway Avenue), and Capri Theater Expansion (2027 West Broadway Avenue)
- Promote arts, culture, entertainment, and dining uses to build on related existing uses and destinations
- Jobs opportunities along West Broadway Ave
- Streetscape improvements, including sidewalks, street trees, pedestrian lighting, district identity, and street furnishings will create a more desirable public realm
- Enhanced pedestrian crossings would improve the safety and quality of the pedestrian experience
- Preservation/restoration and reuse of historically significant buildings will help strengthen district identity
- Potential to provide additional parking, if necessary, with redevelopment
- Planned BRT station
- Connections to future enhanced transit on West Broadway Avenue
- Traffic calming measures
- Undeveloped triangle properties owned by Minneapolis Park and Recreation Board
- Several vacant sites with potential for community gardens

Threats

- Vacant sites and boarded buildings may attract unwanted activities in the area (crime, loitering, etc.) and send a negative message to residents, visitors, and potential investors
- Vacant site(s) at this intersection have been identified as having a high potential for contamination, which could make redevelopment more challenging
- BRT station spacing too close to stations south and too wide to stations north of West Broadway
- Limited right-of-way and building storefronts that abut the sidewalk make station siting challenging
- Land owner(s) failing to maintain properties; not managing nuisance tenants and tenants engaged in illegal activities
- Tough to assemble single family homes assembled into a larger development property

FIGURE 10-7: PENN AVENUE AND GOLDEN VALLEY ROAD

INTERSECTION ANALYSIS: PENN AVENUE AND GOLDEN VALLEY ROAD

Strengths

- Proposed development on vacant sites in the area will bring needed vitality (i.e. Penn Commons)
- This node has a local neighborhood "champion" in Devean George (Penn Commons developer)
- Signalized intersection
- Existing bus stop with connection to Route 14
- High transit ridership
- Overall the intersection operates with an acceptable level of service for traffic

Weaknesses

- Several vacant and under-utilized sites – lacks a compact development pattern
- Problem property – Wally's Foods
- Low housing density, which does not meet desired transit station area level and limits "eyes on the street" at the intersection
- Lacks district identity elements – banners, signage/wayfinding
- Lacks adequate street furnishings – seating, transit stops, trash receptacles, bike racks
- Lacks pedestrian lighting along Penn Avenue
- Lacks street tree plantings

- Narrow sidewalks located adjacent to curb creates an uncomfortable pedestrian environment
- Existing SE corner buildings in need of enhanced façade treatments
- Lacks security cameras

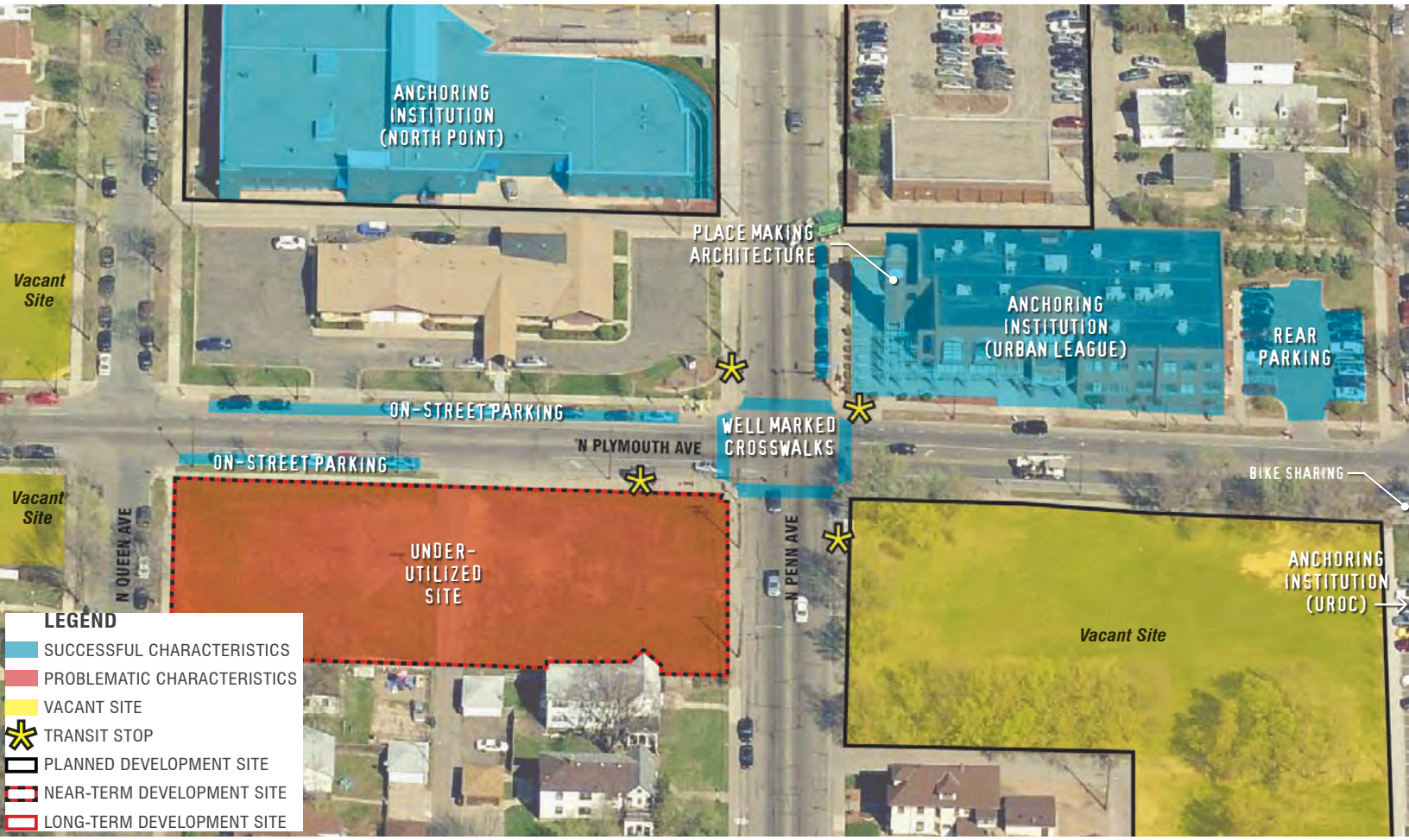
Opportunities

- Create a more vibrant, safe, and identifiable intersection through redevelopment of vacant and under-utilized properties
- Planned redevelopment project – The Commons at Penn Avenue
- Streetscape improvements, including sidewalks, street trees, pedestrian lighting, district identity, and street furnishings will create a more desirable public realm
- Additional security cameras may enhance perception of safety and deter crime
- Planned BRT station
- Several vacant sites with potential for community gardens

Threats

- Vacant sites and boarded buildings may attract unwanted activities in the area (crime, loitering, etc.) and send a negative message to residents, visitors, and potential investors
- Vacant site(s) at this intersection have been identified as having a high potential for contamination, which could make redevelopment more challenging
- Funding to support initiatives

FIGURE 10-8: PENN AVENUE AND PLYMOUTH AVENUE



INTERSECTION ANALYSIS: PENN AVENUE AND PLYMOUTH AVENUE

Strengths

- Strong employment intersection (NorthPoint Health and Wellness Center, Minneapolis Urban League, UROC)
- Urban League building/clock tower is a place maker/identifiable
- Proposed development on vacant sites in the area will bring needed vitality (i.e. Praxis Market)
- Parking located to the rear of buildings, allowing buildings to front the street
- Existing bus stop with connections to Route 7
- Strong transit ridership
- Existing bus shelters on both Penn and Plymouth, north and east bound
- Signalized intersection
- Well marked pedestrian crossings
- Benches and trash receptacles provided
- Nice Ride facilities
- On-street parking
- Charter school and park located nearby
- Bike lanes along Plymouth Avenue
- Proposed LRT station (Bottineau Line) located within a 10 minute walk to the west
- Located within a 10 minute walk from Theodore Wirth Park
- Overall the intersection operates with an acceptable level of service for traffic
- Nearby architectural gems/landmarks could help with area identity creation

Weaknesses

- Several vacant and under-utilized sites – lacks a compact development pattern
- Low housing density, which does not meet desired transit station area level and limits “eyes on the street” at the intersection
- Lacks district identity elements – banners, signage/wayfinding
- Lacks pedestrian lighting along Penn Ave
- Lacks street tree plantings
- Narrow sidewalks located adjacent to curb creates an uncomfortable pedestrian environment
- Lacks security cameras
- Existing shelter on Penn Avenue not owned by Metro Transit and is not maintained to Metro Transit standards
- Lacks off-street parking during the daytime hours (current parking supply is well used)
- Playground south of former Lincoln Elementary School poorly maintained and a magnet for gang and drug activity
- Fenced in school playfield has limited public access
- Area lacks retail businesses such as restaurants
- Inattentive absentee land owners do not maintain their properties/rental units, tenants do not respect the condition of their apartment/property or neighbors’ properties

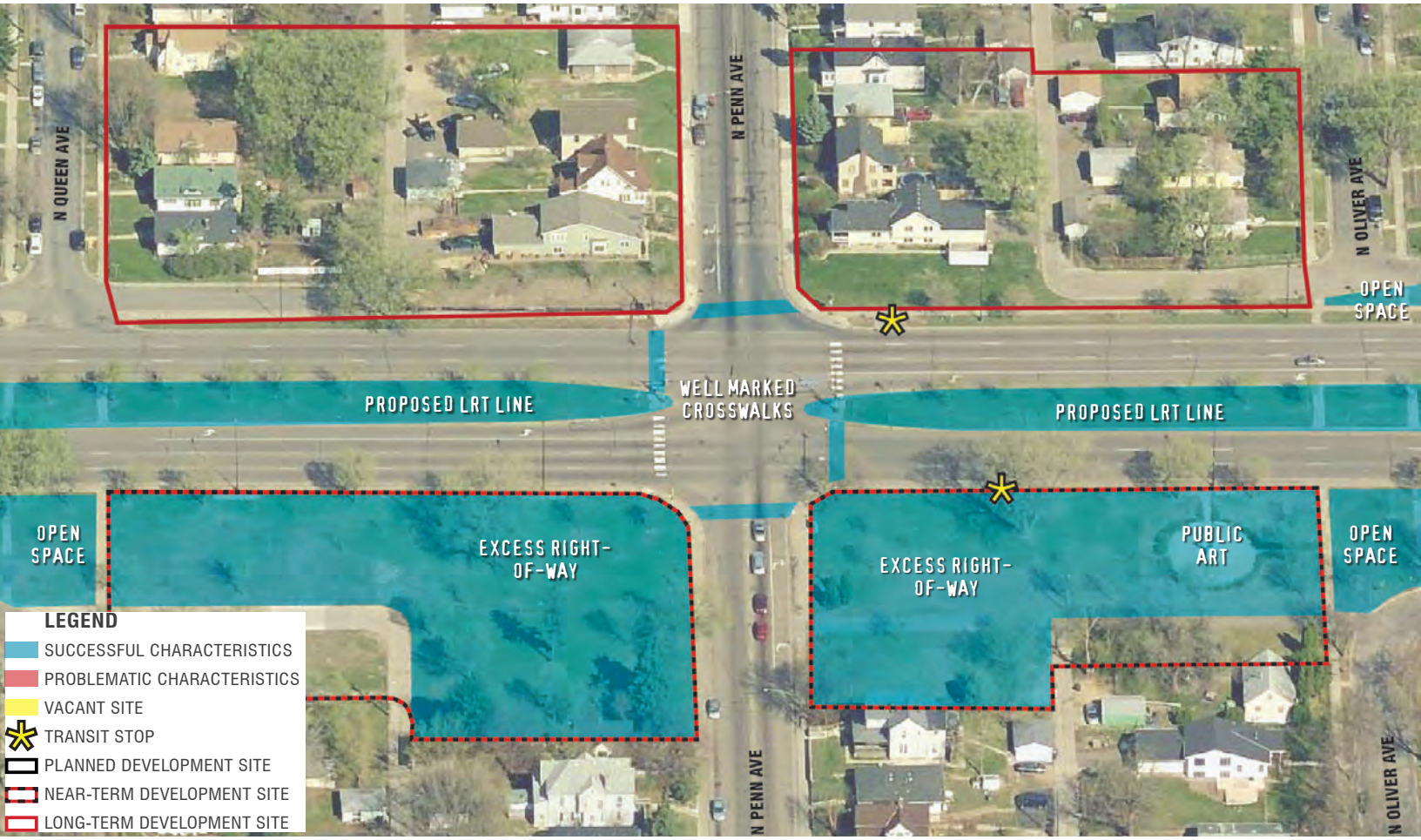
Opportunities

- Build on success of and complement existing businesses by recruiting new businesses through redevelopment
- Promote health and wellness related businesses (i.e. medical office, clinics) to build on existing health and wellness facilities in the area
- Planned redevelopment projects, including NorthPoint Health and Wellness Center Expansion, Praxis Marketplace
- Create more living wage jobs
- Create a more vibrant, safe, and identifiable node through redevelopment of vacant and under-utilized properties
- Cluster of designated and potential historic assets, including two synagogues, two schools, Homewood district
- Streetscape improvements, including sidewalks, street trees, pedestrian lighting, district identity, and street furnishings will create a more desirable public realm
- Additional security cameras may enhance perception of safety and deter crime
- Better signage and wayfinding to nearby park and open space amenities
- Planned BRT station
- Intersection will continue to operate with an acceptable level of service for traffic under 20 year projections; indicates capacity for potential development
- Shared parking facilities could be an option at this location to leverage the daytime uses versus potential evening activity developments
- Several vacant sites with potential for community gardens

Threats

- Vacant sites may attract unwanted activities in the area (crime, loitering, etc.) and send a negative message to residents, visitors, and potential investors
- Limited right-of-way impacts size of planned BRT stations unless bumpouts are added

FIGURE 10-9: PENN AVENUE AND HIGHWAY 55



INTERSECTION ANALYSIS: PENN AVENUE AND HIGHWAY 55

Strengths

- Parkway green space
- Well marked pedestrian crossings
- Strong transit ridership
- Mature tree canopy
- Public art installations – Floyd B. Olson Memorial and James and Antoinette gateway sculptures
- Direct connection to downtown Minneapolis along Highway 55
- Signalized intersection
- Existing bus shelter on Highway 55, eastbound

Weaknesses

- Wide intersection is difficult for pedestrians to cross
- Low housing density, which does not meet desired transit station area levels and limits “eyes on the street” at the intersection
- Lacks district identity elements – banners, signage/wayfinding
- Lacks adequate street furnishings – seating, trash receptacles, bike racks
- Lacks pedestrian lighting
- Narrow sidewalks located adjacent to curb creates an uncomfortable pedestrian environment
- Lacks security cameras

Opportunities

- Future transit station area – intersection/transfer point between planned Bottineau LRT and C-Line BRT corridors
- Create a more vibrant, safe, and identifiable node through increased housing density and mixed-use development
- Connections to job concentrations
- Placemaking: integrate Floyd B. Olson Memorial and public art with redevelopment/infill
- Streetscape improvements, including sidewalks, street trees, pedestrian lighting, district identity, and street furnishings will create a more desirable public realm
- Additional security cameras may enhance perception of safety and deter crime
- Better signage and wayfinding to nearby park and open space amenities
- Improve pedestrian crossings/bring pedestrian ramps to ADA compliance
- Planned BRT station on Highway 55

Threats

- Under-utilized sites that cannot be monitored by adjacent residents may attract unwanted activities in the area (crime, loitering, etc.) and send a negative message to residents, visitors, and potential investors
- Potential redevelopment parcel sizes may be limiting

FIGURE 10-10: PENN AVENUE AND GLENWOOD AVENUE

INTERSECTION ANALYSIS: PENN AVENUE AND GLENWOOD AVENUE

Strengths

- Housing density nearby at Ripley Gardens
- Direct connection to downtown Minneapolis along Glenwood Avenue
- Commercial/institutional development along Glenwood Avenue
- This node has a local neighborhood “champion” in Redeemer Church
- Green space at Ripley Gardens
- Bassett’s Creek Park nearby
- On-street parking
- Bike lane and sharrow signage
- Signalized intersection
- Existing bus stop for Route 9
- Bus shelter on Glenwood Avenue
- Overall the intersection operates with an acceptable level of service for traffic

Weaknesses

- Several vacant and under-utilized sites – lacks a compact development pattern
- Low housing density, which does not meet desired transit station area levels and limits “eyes on the street” at the intersection
- Lacks district identity elements – banners, signage/wayfinding

- Lacks adequate pedestrian lighting
- Lacks street tree plantings
- Narrow sidewalks located adjacent to curb creates an uncomfortable pedestrian environment
- Lacks security cameras
- Poorly marked pedestrian crossings
- Perception of local market as a place that attracts criminal activity
- Community concerns regarding concentration of sexual offenders
- Limited transit ridership

Opportunities

- Create a more vibrant, safe and identifiable intersection through redevelopment of vacant and under-utilized properties
- Strengthen retail goods and services
- Possible Wirth Coop nearby
- Bassett's Creek Park is disconnected/isolated from Penn Avenue by bridge that crosses over the park, resulting in a lack of park visibility and "eyes on the park" for safety
- Streetscape improvements, including sidewalks, street trees, pedestrian lighting, district identity, and street furnishings will create a more desirable public realm
- Additional security cameras may enhance perception of safety and deter crime
- Better signage and wayfinding to nearby park and open space amenities
- Opportunity for community garden on vacant site(s)

Threats

- Vacant sites may attract unwanted activities in the area (crime, loitering, etc.) and send a negative message to residents, visitors, and potential investors
- Acquisition of redevelopment parcels may be difficult
- Vacant site(s) at this intersection have been identified as having a high potential for contamination, which could make redevelopment or community gardening uses more challenging

FIGURE 10-11: PENN AVENUE AND CEDAR LAKE ROAD

INTERSECTION ANALYSIS: PENN AVENUE AND CEDAR LAKE ROAD

Strengths

- Compact, mixed-use neighborhood intersection
- Proximity to future Southwest LRT station at Penn Avenue and Interstate 394
- Traditional, pedestrian-scaled commercial buildings
- Adequate sidewalk widths
- District identity – banners
- Street trees and planting beds
- Outdoor dining areas
- Parking located to rear of buildings
- On-street parking
- Existing bus stop for Route 9
- Existing bus shelter on Cedar Lake Road
- Street furnishings – seating, trash receptacles
- Bike racks provided
- ADA-compliant sidewalk ramps/truncated domes
- Overall the intersection operates with an acceptable level of service for traffic
- “Community landscapes” created in triangle properties owned by Minneapolis Park and Recreation Board and downtown streetscape
- Gateway public art and identity in form of “Bryn Mawr” sculpted hedge at Penn Avenue entry from the south

Weaknesses

- Density and variety of housing does not meet desired transit station area levels
- Sites for additional density are limited
- Poorly marked pedestrian crossings
- I-394 entrance/exit ramps are challenging for pedestrian crossings
- Limited transit ridership
- Lacks significant pedestrian-scale lighting
- Skewed intersection impacts sight lines for vehicles
- Crowded sidewalks (over grown vegetation, tables and chairs encroaching into walking area)
- Character of auto-oriented use at corner, including outdoor car storage, negatively impacts node's pedestrian environment

Opportunities

- Proximity to future Southwest LRT station at Penn Avenue/I-394
- Consider future infill development to increase housing variety and density
- This intersection will be receiving improvements (potentially ADA ramps, pedestrian crossings) as part of the Southwest LRT project with specific design for these improvements still underway
- Enhance pedestrian crossings
- Additional security cameras may deter crime
- Intersection will continue to operate with an acceptable level of service for traffic under 20-year projections; indicates capacity for potential development
- Strengthen connection between intersection and Bryn-Mawr Elementary School/Anwatin Middle School
- Improve connections to Cedar Lake, Cedar Lake Park, and North Cedar Lake Regional Trail, south of I-394
- Use excess sidewalk width to introduce boulevard trees and plantings

Threats

- Proximity to Interstate 394 is perceived as attracting drug trafficking activities and unsafe traffic movements into the area

CORRIDOR ASSETS

INVENTORY

These community assets are located within the Penn Avenue corridor, which is generally defined as the area within the 2 blocks each side of Penn Avenue:

Park, Recreation, and Open Spaces

49th Avenue Node:

- Ryan Lake Park

44th Avenue Node:

- Victory Memorial Parkway
- Victory Prairie/Dog Park
- Victory Park
- Loring Community School Playfields
- Patrick Henry High School Playfields
- Victory Memorial Ice Arena (Minneapolis Public Schools)

Dowling Avenue Node:

- Folwell Park and Recreation Center

Lowry Avenue Node:

- Cleveland Park

West Broadway Avenue Node:

- North Commons Park and Recreation Center
- Russell Triangle
- Newton Triangle
- Oliver Triangle

Plymouth Avenue Node:

- Willard Park
- Former Lincoln Community School Playfield

Highway 55 Node:

- Harrison Neighborhood Park and Community Center – Irving and Highway 55 (Node: Highway 55)

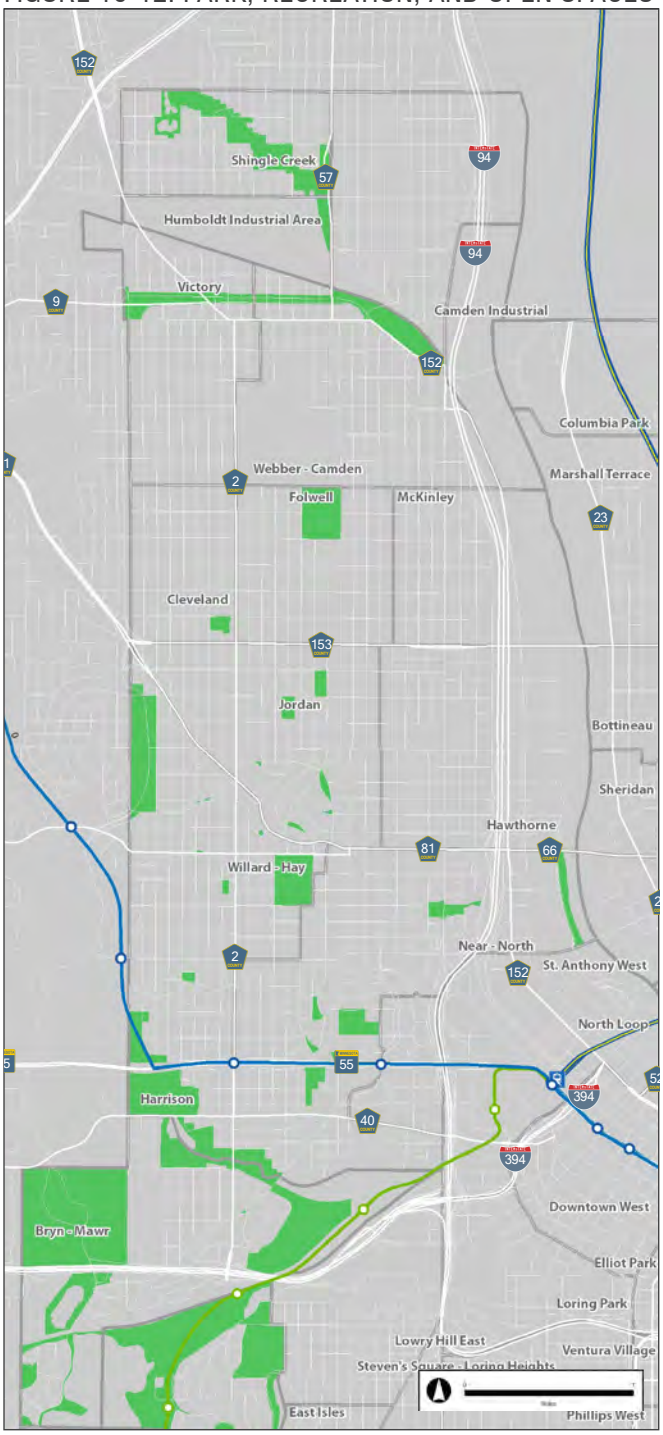
Glenwood Avenue Node:

- Bassett's Creek Park
- Bassett Creek Trail

Cedar Lake Park Node:

- Bryn Mawr Meadows Park
- Laurel Triangle
- North Cedar Lake Regional Trail

FIGURE 10-12: PARK, RECREATION, AND OPEN SPACES



Data Source: Generalized Land Use 2010 for the Twin Cities Metropolitan Area, Metropolitan Council

Schools

44th Avenue Node:

- Patrick Henry High School
- Loring Community School, PK – 5

Lowry Avenue Node:

- Lucy Craft Laney at Cleveland Park Community School, PK - 8

West Broadway Avenue Node:

- Plymouth Christian Youth Center (PCYC) Tech High School, Alternative High School
- North High School

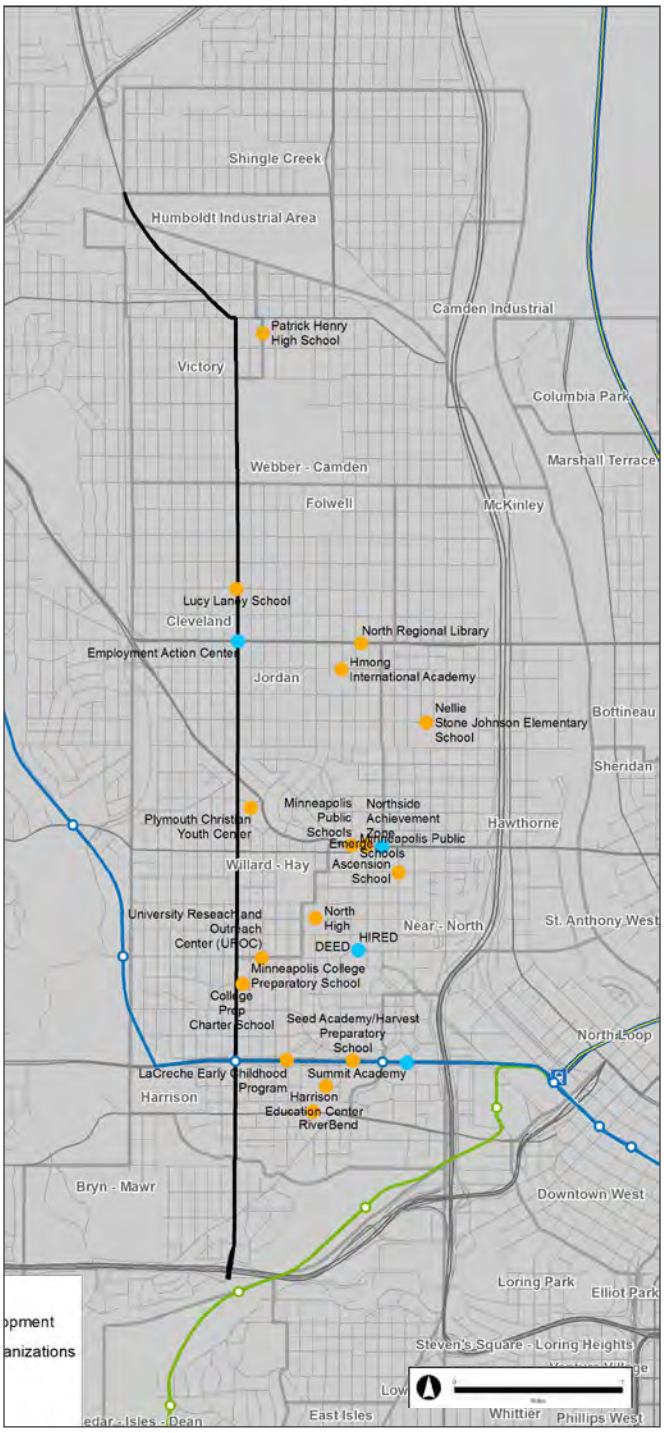
Plymouth Avenue Node:

- Minneapolis College Preparatory School, former Lincoln Community School building, 9-12 Charter School
- Willard Community School (currently a closed school building)

Cedar Lake Road Node:

- Bryn Mawr Community School, PK – 5
- Anwatin Middle School, 9-12

FIGURE 10-13: SCHOOLS



Data Source: Hennepin County Assessor's Office

Faith-Based Institutions

44th Avenue Node:

- Faith Baptist Church
- United Christian Fellowship Church

Dowling Avenue Node:

- Washburn-McReavy at Crystal Lake Cemetery

Lowry Avenue Node:

- New Mount Sinai House of Faith
- Spirit and Truth Worship
- Christ English Lutheran Church
- Washburn-McReavy Funeral Chapel

West Broadway Avenue Node:

- St. Anne's Catholic Church
- New Creation Church
- All Nations Seventh Day Adventist Church

Golden Valley Road Node:

- Faith In The City
- Health Ministries

Plymouth Avenue Node:

- Estes Funeral Home
- Trinity Tabernacle Church
- Minneapolis Believers in Christ Ministries
- House of Israel

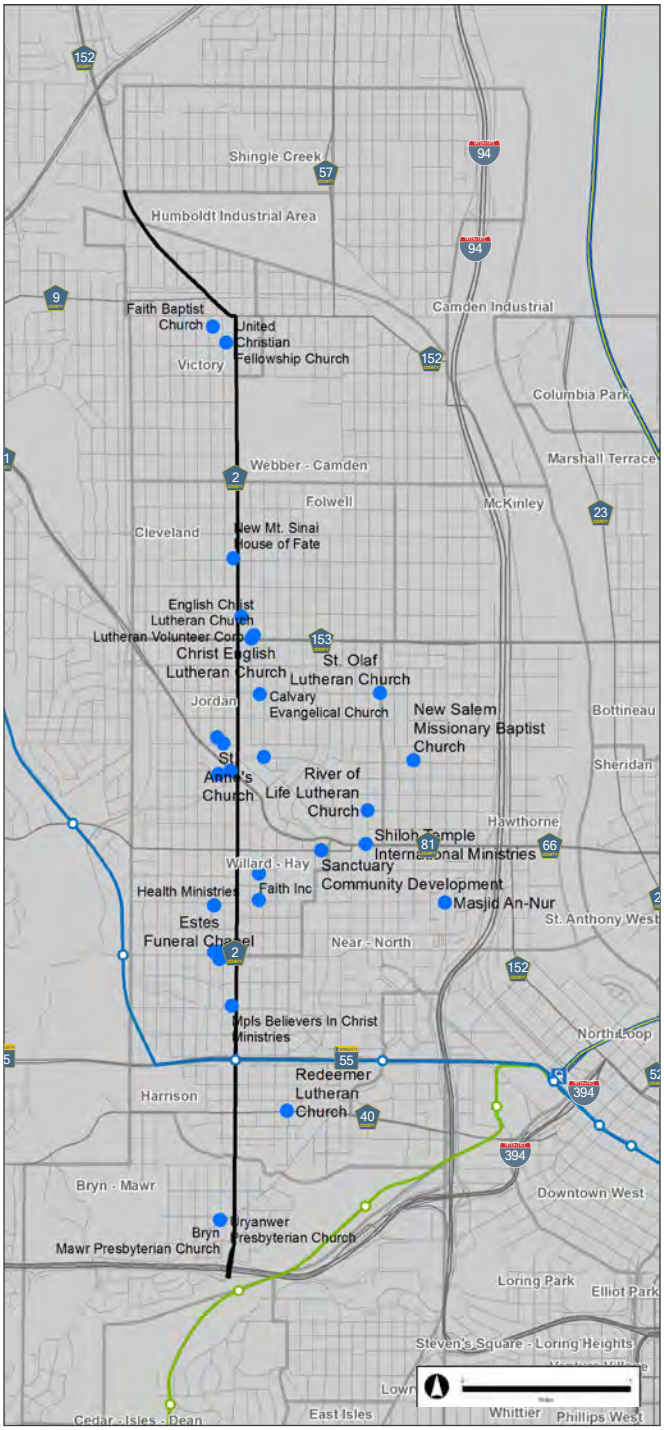
Glenwood Avenue Node:

- Redeemer Lutheran Church

Cedar Lake Road Node:

- Bryn Mawr Presbyterian Church

FIGURE 10-14: FAITH-BASED INSTITUTIONS



Data Source: Hennepin County Assessor's Office

Other Community Institutions

Lowry Avenue Node:

- Lowry Post Office

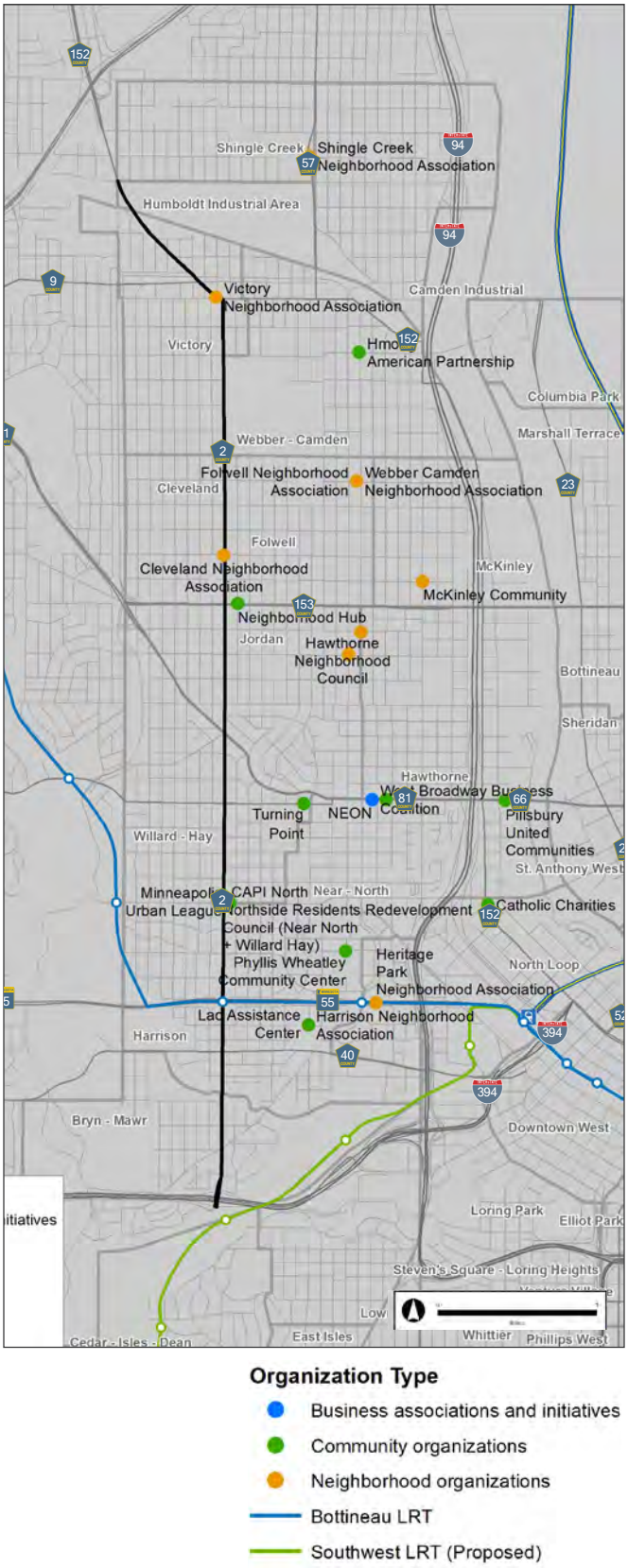
West Broadway Avenue Node:

- North Community YMCA
- North Commons Ruth R. Hawkins YWCA

Plymouth Avenue Node:

- NorthPoint Health and Wellness Center
- Minneapolis Urban League
- University of Minnesota Urban Research and Outreach-Engagement Center (UROC)
- CAPI North (Centre for Asian and Pacific Islanders)
- Minneapolis Police 4th Precinct

FIGURE 10-15: OTHER COMMUNITY INSTITUTIONS



Data Source: Hennepin County Assessor's Office

Community Gardens and Urban Agriculture Sites/ Programs

44th Avenue Node:

- Loring Schoolyard Garden/Kids Cook
- Patrick Henry High School Oak Savannah Garden

Dowling Avenue Node:

- 37th Avenue Greenway

Lowry Avenue Node

- North End Community Garden, Lowry and Penn

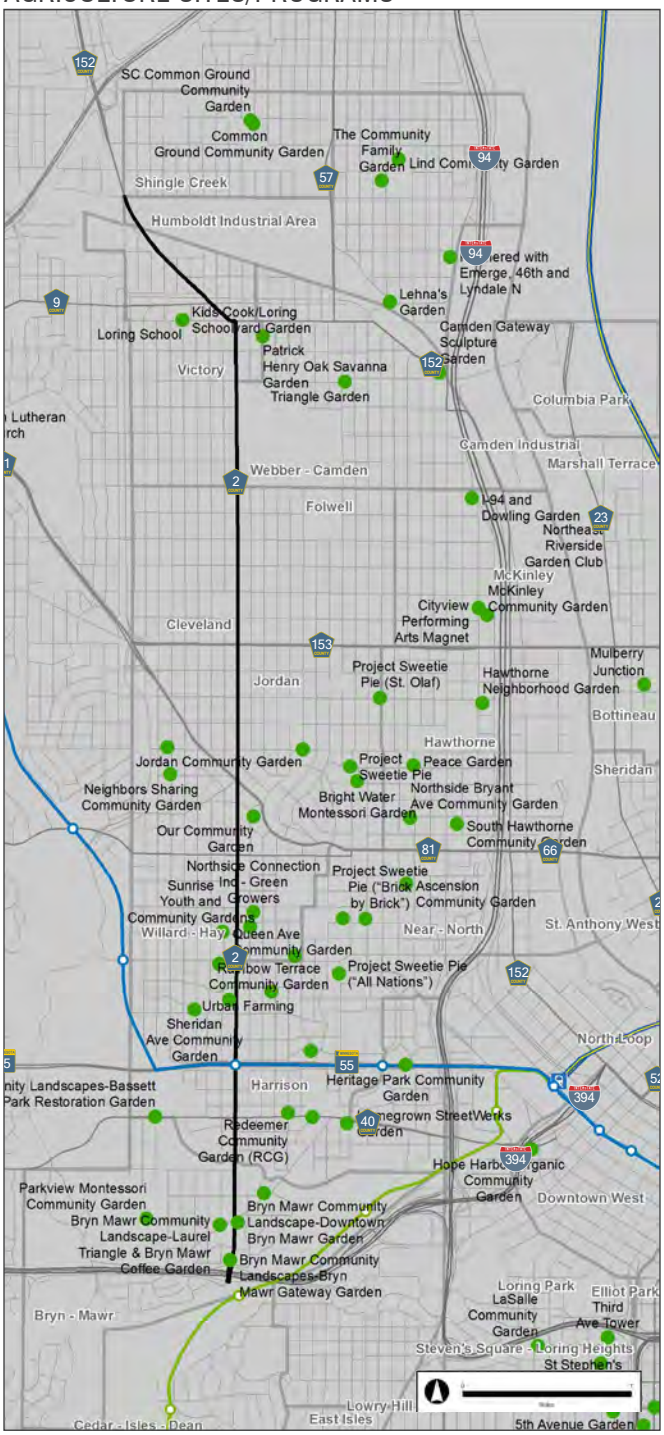
Plymouth Avenue Node:

- Sunrise Youth and Community Gardens, Queen and 14th Avenue
- The Oliver Garden, Oliver Avenue and 14th Avenue
- Urban Farming, Church at Morgan Avenue and 12th Avenue
- Lincoln Peace Garden, Lincoln playfield

Cedar Lake Road Node:

- Bryn Mawr Community Landscapes – Laurel Triangle Garden, Downtown Bryn Mawr Garden, Bryn Mawr Coffee Garden, Upton Triangle Garden, Bassett Creek Valley Park Restoration Garden

FIGURE 10-16: COMMUNITY GARDENS AND URBAN AGRICULTURE SITES/PROGRAMS



Data Source: Hennepin County Assessor's Office

Designated and Potential Historic Landmarks and Districts

Data from Hennepin County and the City of Minneapolis has identified several locally designated and potential historic landmarks and districts within the corridor. These sites are identified and overseen by the Minneapolis Heritage Preservation Commission (HPC). See Figure 10-17. There are five existing locally designated historic landmarks in the vicinity of Penn Avenue, which consist of the following:

- Maternity Hospital (currently known as Ripley Gardens) at 300 Queen Avenue North (Node – Glenwood);
- Viehman Residence at 2006 Laurel Avenue (Node - Cedar Lake Road);
- Mikro Kodesh Synagogue at 1000 Oliver Avenue (Node – Plymouth);
- Sharei Zedeck Synagogue at 1119 Morgan Avenue (Node – Plymouth);
- Fournier Residence at 3505 Sheridan Avenue (Node – Lowry)

The Victory Memorial Historic District is a State Historic District, designated in 2003 by the State Legislature.

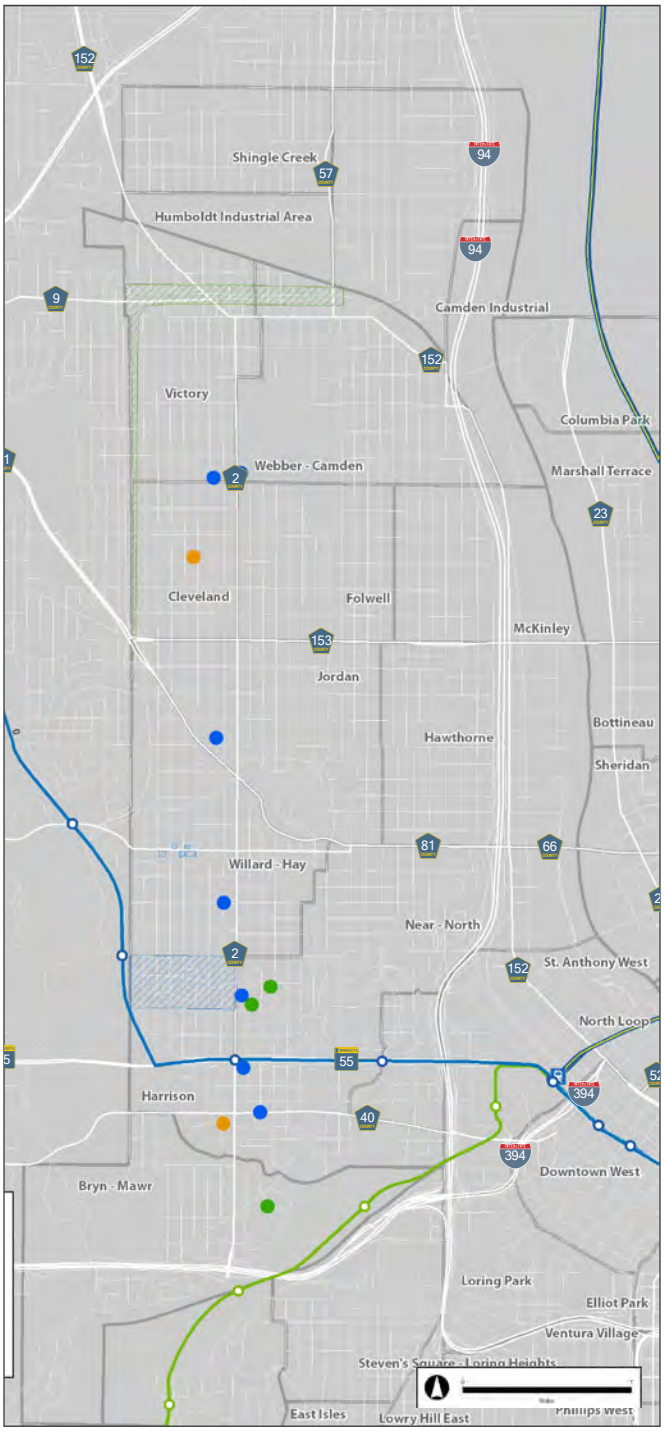
Surveys of the area by the City of Minneapolis or other agencies identify potential local historic landmarks within the study area, including the following:

- Abraham Lincoln School at 2131 12th Avenue, on Penn Avenue;
- Francis E. Willard School at 1615 Queen Avenue, block west of Penn Avenue;
- Crystal Lake Cemetery Chapel at Dowling and Penn;
- Trinity Church at 3800 Russell Avenue, two blocks west of Penn Avenue;
- St. Anne's Church at 2306 26th Avenue, , block west of Penn Avenue;
- Floyd B. Olson Sculpture at Highway 55, on Penn Avenue;
- Commercial building at 1930 Glenwood Avenue,
- Osseo Road Bridge over CP Railroad.

There are three potential local or national historic districts in the vicinity of Penn Avenue, including the following:

- Homewood District (boundaries are Penn, Plymouth, Victory Memorial Drive, and Oak Park Avenue);
- Golden Valley Apartments Historic District (3 blocks west of Penn Avenue);
- Oak Park Jewish Community Building Historic District (4 blocks east of Penn Avenue).

FIGURE 10-17: DESIGNATED AND POTENTIAL HISTORIC LANDMARKS AND DISTRICTS



Data Source: Hennepin County

While these properties identified by the Minneapolis Heritage Preservation Commission (HPC) are not currently listed on the National Register of Historic Places or locally designated, their potential historic character should be considered in all aspects of the planning process.

A scan of National Register for Historic Places (NRHP) information from the National Park Service shows two NRHP-listed properties within the study area, which are both locally designated properties as well:

- The Lawrence A. and Mary Fournier House is located at 3505 Sheridan Avenue North. The architect, Lawrence Fournier, was a draftsman in the firm of Purcell and Elmslie. The design reflects the Prairie School's emergence and influences that were beginning to take root within the American Craftsman movement.
- The Maternity Hospital (currently known as Ripley Gardens) is located at 300 Queen Avenue North. Maternity Hospital is a former hospital building in the Harrison neighborhood that was established by Dr. Martha Ripley in 1896 to serve primarily poor, unmarried, and widowed women. The hospital building was redeveloped in 2007 as Ripley Gardens, which provides housing for low- to moderate-income residents.

There are also areas along the corridor that were the sites of historic events in the community. One example is the intersection of Penn and Plymouth Avenues where the 1960s riots occurred, leading to the mass exodus of the Jewish community from North Minneapolis.

National Historic Preservation Act of 1966

Section 106 of the National Historic Preservation Act of 1966 (Section 106) mandates consideration of a project's effect on historic sites. Projects that apply to receive federal funds must comply with Section 106 and with other applicable federal mandates. To comply with Section 106, potential impacts to historic properties (those listed in or eligible for listing in the National Register of Historic Places) must be taken into account during project planning and design. Section 106 requires federal agencies to consider the effects of their actions on historic properties before undertaking a project.

Potential impacts to historic sites under Section 4(f) would need to be further evaluated during future environmental documentation depending upon the type of work and construction limits of any future projects. The use of any Section 4(f) resource would require further evaluation. The extent of the use will determine the appropriate Section 4(f) evaluation process.

Department of Transportation Act of 1966

The Section 4(f) legislation, as established under the Department of Transportation Act of 1966 (40 USC 303, 23 USC 138), provides protection for historic sites (publically or privately owned) from conversion to transportation use. Conversion to transportation use is not allowed unless all prudent and feasible alternatives to the Section 4(f) use and all possible planning activities to minimize harm have been considered.

Section 106 coordination with MnDOT's Cultural Resources Unit (CRU) and the State Historic Preservation Office (SHPO) would be required as part of future environmental documentation to determine if a project would have any impacts to these NRHP-listed properties and to determine NHRP eligibility of the resources described here as well as others that have not been identified to date. Additional studies and coordination are also likely required to analyze other historic properties within the study area, and to determine whether there are any archaeological sites in the study area. Coordination with the Minneapolis HPC would also occur to gather information about locally designated properties. If additional cultural resources are identified, coordination with MnDOT CRU and SHPO would determine if the project has an adverse effect on these resources.

Public Art

- 5 Points Arts Plaza
- Floyd B. Olson memorial sculpture
- Harrison Neighborhood Gateway: Antoinette and James sculpture
- Bryn Mawr Gateway: “Bryn Mawr” sculpted hedge at Penn and 394

Harrison Neighborhood Gateway: Antoinette and James sculpture


Floyd B. Olson memorial sculpture

ANALYSIS

Key Connections from Corridor Community Assets to Penn Avenue

Key connections to Penn Avenue from community assets within the corridor to the east and west are along the key intersecting streets, such as 44th Avenue, Lowry Avenue, West Broadway Avenue, Plymouth Avenue, Glenwood Avenue, and Cedar Lake Road. However, key connections to some of the corridor parks and schools involve more local streets: 47th Avenue (Ryan Lake Park), 42nd Avenue (Patrick Henry High School playfields and Victory Ice Arena), Dowling Avenue (Folwell Park), 33rd Avenue (Cleveland Park and Lucy Craft Laney Community School), 17th Avenue (Willard Park), 16th Avenue (North Commons and North High School), 12th Avenue (former Lincoln Community School and playfields), 2nd Avenue (Bassett's Creek Park), Laurel Avenue (Anwatin Middle School and Bryn Mawr Elementary School), and Mt. View Avenue (Bryn Mawr Meadows Park). All three of the libraries in North Minneapolis are located substantially east of the Penn Avenue corridor. The key connection streets are 44th Avenue (Webber Park Library), Lowry Avenue (North Regional Library), and Highway 55 (Sumner Library).

Public Gathering Spaces

The Penn Avenue corridor contains a number of public gathering spaces, including public schools, playfields, parks, 5 Points Arts Plaza, and the green space on the south side of Highway 55. These public gathering spaces present some challenges for attracting people, including substantial deterioration of facilities, somewhat unstructured places, safety concerns, and disconnection from Penn Avenue.

The three parks closest to Penn Avenue – Cleveland, Willard, and Bassett's Creek – are not physically and visually connected to Penn Avenue. Cleveland and Willard are separated from Penn Avenue by single-family residences. Bassett's Creek Park is separated at a lower grade than Penn Avenue with the street bridging over the park. Identifying ways to connect them to Penn Avenue may increase their desirability and usefulness as public gathering spaces. While the playfields for the former Lincoln Community School are physically and visually connected to Penn Avenue, they are surrounded by a fence and not easily accessible to the public. In addition, the playground for this same school is in poor condition and poorly lit, making it undesirable and potentially unsafe as a play area for kids. The large green space along Highway 55 has the potential to provide an attractive public gathering space, but currently lacks any sort of design and fails to attract people.

Lincoln Junior High School

Five Points public art and plaza

Building upon the attractiveness and success of the 5 Points Art Plaza, future transit stops for the C Line Arterial BRT could provide future public gathering spaces that are attractive and functional. Since many of the Penn Avenue intersections contain vacant sites, with many being publicly-owned, redevelopment projects at these intersections should consider the potential for creating public plazas at key corners.

Community Gardens and Urban Agriculture Sites/Programs

Minneapolis's Urban Agriculture Policy Plan identifies the existence of a significant number of City-owned vacant parcels in North Minneapolis as potential opportunities for community gardens and urban agriculture sites, possibly as interim uses.

North End Community Garden

The plan also recommends that land for community gardens can be pursued through the Minneapolis Parks and Recreation Board (MPRB) and Minneapolis Public Schools (MPS) District programs. The MPRB currently has only one community garden located on park land, which is the JD Rivers' Children's Garden located along Glenwood Avenue in Theodore Wirth Regional Park. However, the MPRB has been involved with a number of community gardens, as the landholder on tax-forfeited land. The persons interested in this program must negotiate the transfer of the tax-forfeited land to the MPRB. In June 2014, the MPRB has also adopted an Urban Agriculture Activity Plan, which establishes a number of policies regarding the development of urban agriculture uses on both park land and tax-forfeited land. The MPS District allows community gardens on its school sites. Individual schools are responsible for authorizing the creation of gardens on their school site.

Neighborhood organizations are frequently involved in community garden initiatives and often have access to organizational, funding, and communications resources that are beneficial to establishing and maintaining a community garden.

Excess road right-of-way could also be a source of land for community gardens, such as a portion of the vacant land south of Highway 55. Community garden interests would have to be balanced against other opportunities, such as development, in these areas.

Historic Maternity Hospital/Ripley Gardens site at Penn and Glenwood

Historic Character

The Penn Avenue corridor is home to a variety of interesting designated and potential historic landmarks and districts. This mix of historic assets includes churches/synagogues, schools, residences, a hospital, a commercial building, sculpture, and Victory Memorial Drive. Some of these historic assets are located right on Penn Avenue or visible from Penn Avenue and could be prioritized for reinvestment, in order to capitalize on the unique character of these buildings and their positive impact on Penn Avenue's identity. While these historic assets are somewhat scattered along the corridor, there is potential to focus on a cluster of designated and potential historic sites between the Plymouth Avenue and Glenwood Avenue nodes, building upon the successful restoration and reuse of the Maternity Hospital (currently known as Ripley Gardens). This potential cluster of historic assets includes the two synagogues, the former Lincoln Community School, the former Willard Elementary School, the Homewood District, and the Floyd B. Olson sculpture.

In general, as redevelopment of sites and public infrastructure reinvestment occurs, opportunities for enhancing and connecting to historic assets should be a key consideration where appropriate. These designated and potential historic assets provide significant opportunities for enhancing the corridor's unique heritage and identity.

Potential Locations for Public Art

The existing conditions of the Penn Avenue corridor provide significant opportunities for adding public art in a variety of places. Since these potential sites for public art are distributed throughout the corridor, future public art could reflect the unique identity of each of the neighborhoods, nodes, and destinations while also linking them.

The types of places within the Penn Avenue corridor that could be considered for public art or arts districts, in conformance with applicable City of Minneapolis policies regarding public art, include the following:

- Community Parks – Cleveland, Willard, Bassett's Creek, Victory, Victory Memorial Drive
- Triangle Parks – also on MPRB land, these underutilized green spaces could be ideal locations for public art, including Russell Triangle, Newton Triangle, and Oliver Triangle (all located near the West Broadway Avenue node), and Laurel Triangle (Cedar Lake Road node)

- Crystal Lake Cemetery – some key opportunities for public art could include the prominent corners at both Dowling Avenue and 42nd Avenue; as well as the four-block frontage along the east side of Penn Avenue with artistic possibilities for the iron railing and a potential pedestrian pathway
- Road right-of-way – key locations are the south side of Highway 55 and north of the I-394 interchange, as well as the median of Highway 55
- Bridges, such as the railings or walls, could reflect gateway design features – Osseo Road bridge over Ryan Creek, Penn Avenue bridges over I-394, and Bassett Creek
- Existing and future transit stops – the 5 Points Arts Plaza, which is owned by the Metropolitan Council, is an excellent precedent for public art potential integrated with a transit stop
- School properties along Penn Avenue – school open spaces and buildings are prominent landmarks along Penn Avenue and could be sites for public art, including Lucy Craft Laney Community School, the former Lincoln Community School building/playground/playfields, and the currently closed Willard Community School site
- Other community institutions could incorporate public art on their sites, such as NorthPoint Health and Wellness Center, Minneapolis Urban League, UROC, Lowry Post Office
- Intersection corners – many of the Penn Avenue intersections contain vacant properties that are publicly owned, which could offer opportunities for public art as part of redevelopment projects and provide identity/gateway features for the neighborhoods that often have Penn Avenue as a neighborhood boundary
- 37th Avenue Greenway – the landscaped intersection of this greenway could provide a public art location
- Historic sites – Victory Memorial Drive District, Ripley Gardens at the Glenwood intersection, the potential Homewood District, and the Mikro Kodesh Synagogue at Oak Park Avenue
- Infrastructure along Penn Avenue including trash cans, systems boxes (e.g. Traffic control boxes) could be an opportunity to intersect public art and placemaking

NEIGHBORHOOD ASSETS

These community assets are located beyond the Penn Avenue corridor but within the corridor's neighborhoods:

INVENTORY

Lucy Laney School

Neighborhood Organizations

- Shingle Creek Neighborhood Association (Nodes: 49th Avenue)
- Victory Neighborhood Association (Nodes: 44th Avenue, Dowling Avenue)
- Webber-Camden Neighborhood Organization (Nodes: Dowling Avenue)
- Cleveland Neighborhood Association (Nodes: Dowling Avenue, Lowry Avenue)
- Folwell Neighborhood Association (Nodes: Dowling Avenue, Lowry Avenue)
- Jordan Area Community Council (Nodes: Lowry Avenue, West Broadway Avenue)
- Northside Residents Redevelopment Council
  - Willard-Hay (Nodes: West Broadway Avenue, Golden Valley Road, Plymouth Avenue)
  - Near North (Nodes: Plymouth Avenue, Highway 55)
  - U-WHO (Upper Willard Homewood/Hay (Nodes: West Broadway Avenue, Golden Valley Road)
- Harrison Neighborhood Association (Nodes: Highway 55, Glenwood Avenue)
- Bryn Mawr Neighborhood Association (Nodes: Cedar Lake Road, Penn Station)

Schools

Lowry Avenue Node:

- Hmong International Academy, former Jordan Park Community School building, PK–8 Magnet School
- Pierre Bottineau French Immersion School, former Jordan Park Community School building, PK–5 Self-Governed School

West Broadway Avenue Node:

- Mona Moede - North Star Early Childhood Education, former North Star Community School building
- (Private) Ascension Catholic School, K–8

Highway 55 Node:

- Harvest Preparatory School and Seed Academy, K–8 Charter School
- Harrison Education Center, Alternative High School
- (Private) La Creche Early Childhood Center, Logan and Highway 55

Glenwood Avenue Node:

- River Bend Education Center, former W. Harry Davis Academy building, K–8 for students with emotional/behavioral/mental health challenges

Libraries

- Webber Park Library (Node: 44th Avenue)
- North Regional Library (Node: Lowry Avenue)
- Sumner Library (Node: Highway 55)

Faith-Based Organizations and Initiatives

- St. Olaf Lutheran Church
- New Salem Missionary Baptist Church
- River of Life Lutheran Church
- Shiloh Temple
- International Ministries
- Sanctuary Community Development
- Masjid An-Nur

Minneapolis Believers in Christ

Health and Health-Related Organizations and Programs

- NorthPoint Health and Wellness Center
- Bryn Mawr Health Care Center, nursing home at Penn and Glenwood
- Boys and Girls Clubs of the Twin Cities
  - Jerry Gamble Club - Irving and 24th (Node: West Broadway Avenue)
  - Olson Beacon Club – Olson Middle School (Node: 49th Avenue)
  - Patrick Henry Beacon Club – Patrick Henry High School (Node: 44th Avenue)
- Turning Point
- Nice Ride Bikesharing Program
- Farmers' Markets

NorthPoint Health and Wellness Center

Other Institutions

- Fire Station 16
- Fire Station 14
- Fire Station 20
- Minneapolis Public Schools Headquarters
- Hmong American Partnership
- Pillsbury United Communities
- Neighborhoods Organizing for Change
- CAPI North (Centre for Asian and Pacific Islanders)
- Lao Assistance Center
- Cookie Cart
- Patchwork Quilt

Significant Community Events

- Bryn Mawr Neighborhood Festival of Garage Sales
- Juneteenth
- Carifest
- FLOW Northside Arts Crawl/KMOJ Event Stage
- Urban League Family Day
- Redeemer Lutheran Church Annual BBQ
- National Night Out
- Battle of the Badges BBQ
- Lowry Avenue Harvest Festival
- West Broadway Farmers Market (West Broadway and Emerson) – Fridays
- Camden Farmers Market (Penn Avenue and 44th Avenue) – Thursdays
- Community Gardening Day
- NorthFirst Events
- Lowry Avenue Open Streets – May 20, 2014
- North Minneapolis Greenway Open Streets – May 31, 2014
- Vikings 9th Annual Playground Build – June 4, 2014 site was Lucy Craft Laney Community School Playground
- Ice Cream Socials and Garden Tours

FIGURE 10-18: SIGNIFICANT COMMUNITY EVENTS

Data Source: Hennepin County Assessor's Office

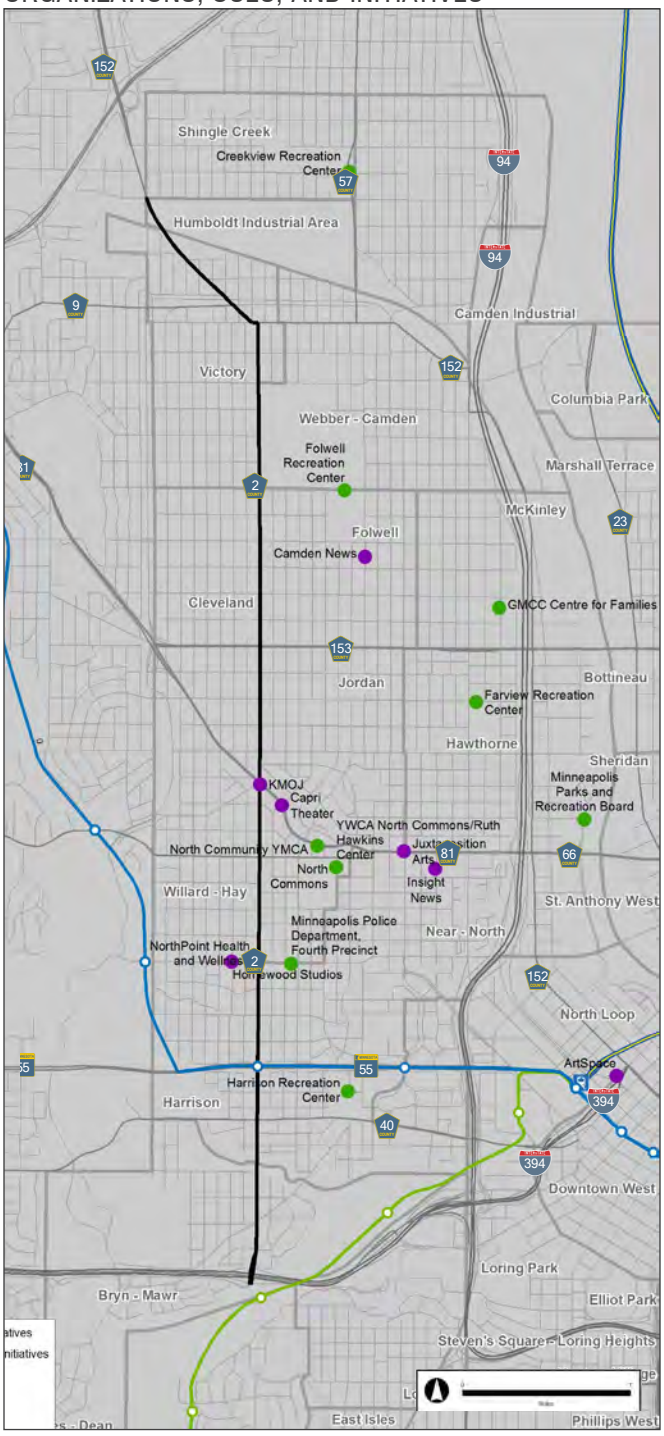
Arts-Related Institutions, Organizations, Uses, and Initiatives

- The Minneapolis Northside Arts Leadership Group (umbrella organization to which several below belong)
- Northside Arts Collective (umbrella organization tp which several below belong)
- Juxtaposition Arts
- Capri Theater
- The Warren – An Artist Habitat
- The Goddess of Glass
- Homewood Studios
- UROC Gallery
- Workhouse Theater Company
- Hollywood Studio of Dance
- Iny Asian Dance Theater
- Camden News
- Insight News
- KMOJ (Center for Communications and Development)
- Asian Media Access
- KBEM Radio
- Camden Music School
- Oasis of Love

Active Philanthropic Organizations and Initiatives

- Northside Achievement Zone
- Northside Economic Opportunity Network (NEON)

FIGURE 10-19: ARTS-RELATED INSTITUTIONS, ORGANIZATIONS, USES, AND INITIATIVES



Data Source: Hennepin County Assessor's Office

ANALYSIS

Neighborhood Organizations

Nine neighborhood organizations represent the ten neighborhoods that share the Penn Avenue corridor. While some of these organizations encompass both sides of the corridor, many neighborhoods have Penn Avenue as a neighborhood boundary or edge. Engagement of the neighborhood organizations in the Penn Avenue Community Works project is vital to the overall health of North Minneapolis and the re-envisioning of Penn Avenue as a "complete street." The following evaluation of each neighborhood organization is intended to identify points of common interest between the neighborhood organizations and the Penn Avenue Community Works project. Information regarding these neighborhood organizations' "missions" was gathered primarily from their websites.

Shingle Creek Neighborhood Association: This neighborhood physically touches the corridor at one end, serving as a gateway to Penn Avenue and the city of Minneapolis. The intersection of 49th Avenue at Osseo Road also has the potential to bring the character and identity to an area once known as "the Country." The SCNA partners with the neighboring communities and organizations to align with their mission to "promote neighborhood interests and the health, safety and general welfare of its residents" in a "non-partisan, educational and cooperative manner."

Victory Neighborhood Association: The Victory Neighborhood Association has a mission statement similar to SCNA's and promotes its vibrant 44th Avenue commercial district. The addition of the C Line to the Penn/44th Avenue intersection has the potential to elevate its character and identity.

Webber-Camden Neighborhood Organization and **Folwell Neighborhood Association:** Working together, these two neighborhood groups "advocate for residents on crime and safety." They have placed a special emphasis on housing issues to stabilize the community. The intersections of Dowling and Lowry offer quite different opportunities for the C Line and will require very different solutions. Lowry offers a greater opportunity as a neighborhood connector.

Cleveland Neighborhood Association: The Cleveland Neighborhood prides itself on its diversity and defines a successful Cleveland neighborhood on three tenets: "Neighborliness, Urban Appeal, and Safety." This neighborhood is bounded on its' east boundary by Penn Avenue, with Dowling and Lowry as its' north and southeasterly intersections respectively.

Jordan Area Community Council: Its mission is to "organize people, knowledge, and capital for the collective empowerment of the Jordan neighborhood." The Jordan neighborhood touches Penn Avenue between Lowry and West Broadway and is the first of three neighborhoods that straddle Penn Avenue. The Penn/ Broadway intersection offers the possibility to build on one of the busiest intersections along the corridor.

Northside Residents Redevelopment Council (NRRC) represents two neighborhoods on both sides of Penn Avenue. Its mission "is to inform, engage, and facilitate the residents of the Near North and Willard Hay neighborhoods in Minneapolis to be primary agents for improving the social, economic, and livability conditions in their community." The intersections at Broadway, Golden Valley Road and Plymouth offer the unique opportunity incorporate the C Line into new development, as each of these intersections currently have vacant parcels along Penn. NRRC can help set the precedent to strengthen the identities of both Willard-Hay and Near North.

Harrison Neighborhood Association: Harrison, like Jordan, straddles Penn Avenue and envisions itself as "a prosperous and peaceful community that equitably benefits all of Harrison neighborhood's diverse racial, cultural, and economic groups. We will combat racism where all individuals can participate through shared power and mutual accountability." The northern edge of Harrison, at Highway 55 (also known as Olson

Memorial Highway) has been identified as a future local regional connector, while the intersection at Glenwood is a neighborhood scale connection. This area provides the opportunity to connect the northwest metropolitan area to the city.

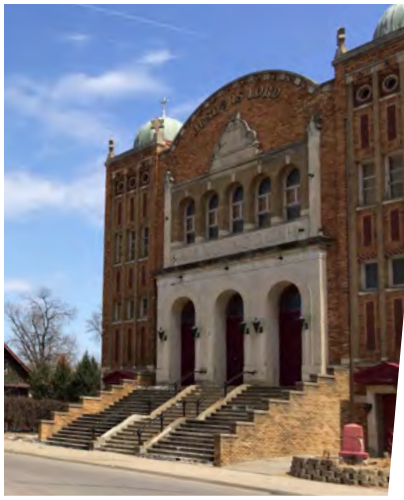
Bryn Mawr Neighborhood Association: Bryn Mawr serves as the south gateway for Penn Avenue. It has a thriving commercial area at the Penn/Cedar Lake Road intersection. This neighborhood also has the potential, with the addition of the C Line and the SWLRT, to connect Minneapolitans to the southwest metropolitan area.

Schools and Education-Related Organizations and Initiatives

North Minneapolis has approximately two dozen education-related facilities, many of which are near or easily accessible to the C Line. The Penn Avenue Community Works project has the potential to improve existing connections and create new connections to these schools from Penn Avenue. It should be noted that children represent 20 percent of the residents in the neighborhoods along the Penn Avenue corridor, on average, with an area in the Willard Hay neighborhood averaging close to 40%. Several schools were built in the late 1990s and early part of the 2000s to accommodate the student growth only to face closings as school choice policies were put in place, transient populations grew, and popularity of charter schools increased. Some of these closed school buildings are being used as alternative schools, adapting to the changing needs and populations of the area. Several schools are due to reopen.

In response to the prevalence of households with children, living in poverty in North Minneapolis, the Northside Achievement Zone (NAZ) was created in 2003 with the mission to end poverty in North Minneapolis and close the achievement gap through educational programs and comprehensive family support.

Existing schools located directly on Penn Avenue include the PCYC Tech High School (West Broadway Avenue node), Lucy Craft Laney at Cleveland Park Community School (Lowry Avenue node), and Minneapolis College Preparatory School (Plymouth Avenue node). All three of these schools own a substantial amount of property adjacent to key nodes along Penn Avenue and could be major players in reinvesting and improving the corridor. For example, the PCYC Tech High School is operated by the Plymouth Christian Youth Center (PCYC), which owns the Capri Theater and the redevelopment site to the east of the theater in the West Broadway Avenue node.



Disciples Ministry Church

Faith-Based Organizations and Initiatives

The faith community has long been a partner in the North Minneapolis community. The diversity of faiths is just as diverse as the locations and outreach provided along the Penn Avenue corridor. These institutions work hand in hand with the community at a grassroots level, providing a range of services and programming from food shelves, housing, to neighborhood ice cream socials. Many are finding unique ways to reach their communities by opening their doors; one church's mission is to be a "beacon of light for the community."

Health and Health-Related Organizations and Programs

The Penn Avenue corridor has a number of health and health-related organizations, with its largest concentration at the Penn/ Plymouth node. One such organization, NorthPoint Health and Wellness Center started out as Pilot City, one of the 13 original Neighborhood Service Programs that integrate health and human services in one location. Community advocacy has also succeeded in getting a Nice Ride bikeshare station at Plymouth Avenue, a key connecting route between the Mississippi River and Theodore Wirth Parkway. Aligned with these community health initiatives, several north side neighborhoods have started hosting weekly farmers markets to promote healthy eating. The Penn Avenue Community Works project can further these initiatives and help enhance livability along the corridor by improving access to healthy foods and improving bicycle and pedestrian connections to the C Line and around the corridor.

Arts-Related Institutions, Organizations, Uses, and Initiatives

The Arts community has had a long-standing presence in the north side community with a strong focus on youth programming, providing young people with an outlet for expression. These arts institutions, many of them long-standing, are housed within churches, schools, and community centers. Several organizations feature gallery space, attracting artists from outside of the community to showcase their work. These arts organizations work together to advocate for North Minneapolis through organizations like the Minneapolis Northside Arts Leadership group and the Northside Arts Collective. Two radio stations located along the Penn Avenue corridor also serve as teaching facilities: KBEM-FM is housed in North High School and currently works with 150 students on all aspects of broadcasting and production; KMOJ-FM, "the People's Station," grew out of the Sumner-Olson public housing development to provide broadcast training for African Americans and to serve as a public service to the community. KMOJ's profile has increased in its 40 year history and serves as an anchor for the Penn/ West Broadway intersection.

Significant Community Events

Bryn Mawr Neighborhood Festival of Garage Sales—First weekend in May

Annual neighborhood garage sale; one of the first and most established in the city.

Juneteenth—Saturday, Mid June (June 19th is officially Juneteenth)
North Mississippi Regional Park

The Juneteenth Festival observes the June 19th 1865 proclamation of the abolition of slavery in Texas. This celebrates the freedom for people of all racial backgrounds.

Carifest—Saturday, mid to late July (usually in conjunction with FLOW)
West River Road (between Plymouth and West Broadway Avenues)

Twin Cities Carifest began as a grass-roots celebration of the Caribbean cultural heritage in 1994. Now approaching our 21st anniversary, Carifest has grown to provide festival-goers of all ages and backgrounds the ultimate arts fusion experience featuring: colorful Caribbean flair, danceable live calypso and reggae beats, vibrant parade costumes and more. Each element is as diverse as the islands themselves.

FLOW Northside Arts Crawl—Friday and Saturday, mid to late July (usually in conjunction with Carifest)
West Broadway (from West River Road to Penn Avenue)

FLOW Northside Arts Crawl is both a premier art event and community celebration in North Minneapolis. A self-guided tour of studios, galleries, theaters, commercial, and vacant spaces along West Broadway, FLOW showcases the great art being made every day on the north side.

Minneapolis Urban League

Urban League Family Day—Saturday, August
Plymouth Avenue between Knox and Penn Avenues

From noon to dusk, Plymouth Avenue (between Penn and Knox) is transformed into an urban festival and marketplace featuring food and merchandise vendors, entertainment, family activities and community projects. Established in 1989 as a way to unite the community around simple family traditions and values, Family Day has grown from a block celebration that drew some 300 neighborhood residents to the Urban League's lot on Plymouth Avenue to a city-wide celebration that attracts more than 3,000 residents from throughout North and South Minneapolis. It is now a widely recognized Minneapolis tradition.

Redeemer Lutheran Church Annual Block Party —Wednesday, August 21st
Glenwood Avenue at Logan

Annual church block party; community invited.

National Night Out—First Tuesday, August
Throughout North Minneapolis

National Night Out is an annual nationwide event that encourages residents host block parties and get to know their neighbors as a way to enhance community safety, prevent crime, and promote community-police partnerships.

Battle of the Badges BBQ—Saturday, Mid August
North Commons Park

This event brings the community together for a cook-off between officers from the Minneapolis Police Department and firefighters from the Minneapolis Fire Department. Teams cook up their best ribs for a large judging panel that includes community residents, Police Chief Harteau, Fire Chief Fruetel, and local celebrities. Other participants include MPD's Fire Safety House with life safety equipment and demonstrations, MPD's Canine Bomb Squad and Mounted Patrol units, the Police Activities League, and representatives from Housing Inspections, Problem Properties, Animal Care and Control, Traffic Control, and Minneapolis Solid Waste and Recycling.

Lowry Avenue Harvest Festival—Saturday, September 20th
North Commons Park

The annual Harvest Festival, hosted by the Lowry Avenue Business Association, closes down a long stretch of Lowry Avenue for a day of music, food, and fun. Since 2012, an Open Streets Minneapolis event has been held in conjunction with the Lowry Avenue Harvest Festival.

Ice Cream Socials, Garden Tours—Throughout the summer
Throughout North Minneapolis

Neighborhood social event inviting the people out to explore their neighborhoods and meet their neighbors. Many offer other initiatives and activities to promote health, recreation, and well-being.

Active Philanthropic Organizations and Initiatives

Organizations like the Northside Funders Group, Northside Economic Opportunity Network (NEON), Emerge, Pillsbury United Communities, Project for Pride in Living, Neighborhood Development Center, Urban Homeworks, and Twin Cities RISE! invest private, public, and corporate dollars into programs and projects that promote economic opportunities and enhance livability on the north side. In addition, there are three business associations in the corridor that are engaged in strengthening the economic environment of business districts within the Penn Avenue corridor neighborhoods: West Broadway Business and Area Coalition, Camden Business Association, and Lowry Corridor Business Association. The Penn Avenue Community Works project should engage these organization to help further the goals of re-envisioning Penn Avenue as a complete street, promoting economic opportunity, stimulating private investment, and enhancing livability.

11. PUBLIC UTILITIES

Key Terminology:

Urbanized (drainage): Defined as an area where natural soils, waterways, and environmental functions are replaced with impervious surfaces (roads, parking lots, sidewalks, buildings, etc). This causes a decrease in the amount of water obsorbed into the ground (soil) and an increase in the amount of water that has to be removed by stormsewer sytems. It also causes an increase in the amount of pollutants found in surface water.

Watershed Manamagement Organization (WMO): A WMO, also referred to as a Watershed Management Commission (WMC) is defined as a watershed district wholly within the seven-county, Twin Cities Metropolitan Area or a joint powers entity established wholly or partly in the metropolitan area by special law or agreement to perform some or all of the functions of a watershed district. Minnesota Statute Chapter 103B governs the formation and operation of watershed management organizations. The WMO has the authority to require permits and regulate development in accordance with adopted local water management plan or implementation program.

OVERVIEW

The following chapter addresses existing public utilities in the Penn Avenue corridor. With regard to water and sanitary sewer systems, there are no known problems or issues in the corridor, and current capacities within these systems are adequate to accommodate future development or redevelopment.

The following is an inventory and analysis of the corridor's stormwater management system. A high-level review of the corridor was conducted to identify general drainage characteristics, issue areas, and areas for opportunities as it pertains to stormwater runoff and the implementation of best management practices (BMPs), or green infrastructure.

STORMWATER MANAGEMENT

Penn Avenue is a highly urbanized corridor served by a series of storm sewer systems, referred to as sewersheds. Drainage from the corridor is routed to Crystal Lake, Shingle Creek, Basset Creek, and the Mississippi River.

WATERSHED MANAGEMENT ORGANIZATIONS AND COMMISSIONS

The Penn Avenue corridor intersects three Watershed Management Organizations (WMO):

1. Basset Creek Watershed Management Commission
2. Shingle Creek Watershed Management Commission
3. Mississippi Watershed Management Organization

The attached Water Resources figures exhibit the sewersheds and watershed management boundaries. The Penn Avenue corridor is the approximate boundary line between the WMOs.

WATER QUALITY

The existing storm sewer infrastructure along the corridor provides little to no water quality treatment. Runoff from impervious surfaces enters directly into the storm sewer systems, which in turn discharges directly to one of several natural water bodies. These various water bodies are impaired and as such require special design and/or construction considerations.

Basset Creek is impaired for several reasons, among them being biotic impairment, which requires additional consideration during construction. Wirth Lake is also within the Basset Creek Watershed. Drainage from the corridor does not contribute directly to Wirth Lake, but it does reach Wirth Lake via Basset Creek flood overflow. Wirth Lake has an approved Total Maximum Daily Load (TMDL) for phosphorus. As part of the TMDL implementation plan, hydrodynamic separators, filtration, and infiltration should be part of any redevelopment project within the Basset Creek Watershed. Hydrodynamic separators are stormwater management devices that use cyclonic separation to control water pollution. They are designed as flow-through structures with a settling or separation unit to remove sediment and other pollutants.

Shingle Creek is impaired for several reasons, including dissolved oxygen and chloride. The dissolved oxygen impairment has a 2012 approved TMDL implementation plan. The TMDL implementation plan for chloride is still under development. Additional consideration per the 2012 dissolved oxygen TMDL implementation plan must be given to water quality during design and construction.

Crystal Lake and Ryan Lake, which are also located in the Shingle Creek watershed and receive water from the Penn Avenue study area, are impaired for nutrients and require additional consideration during construction. Both lakes have an approved TMDL plan for Nutrient/Eutrophication Biological Indicators and each should be consulted during design and construction to ensure water quality goals are met. Nutrient/Eutrophication Biological Indicators are a type of impairment that causes eutrophication of water bodies. Eutrophication is the process by which a body of water acquires a high concentration of nutrients, especially phosphates and nitrates. These typically promote excessive growth of algae. As the algae die and decompose, high levels of organic matter and the decomposing organisms deplete the water of available oxygen, causing the death of other organisms, such as fish. Eutrophication is a natural, slow-aging process for a water body, but human activity greatly speeds up the process.

It should also be noted that part of the Penn Avenue corridor within the Shingle Creek Watershed Management Commission (WMC) drains to the east, paralleling Victory Memorial Parkway, and discharges to Webber Lake prior to reaching Shingle Creek. Webber Lake is currently being repurposed as a swimming and recreational water body. Improving the water quality to Webber Lake may be recognized as an additional benefit.

The Mississippi River impairments through the reach that receives water from the Penn Avenue corridor study area do not require special design measures above and beyond standard criteria.

Key Terminology:

Runoff: Rainfall, snowmelt or irrigation water flowing over the ground surface.

Impaired: A waterbody that does not meet state water quality standards and that has been included on the MPCA Section 303(d) list of Impaired Waters of the state. The cause of the water quality standard violation is called an impairment.

Total Maximum Daily Load: A TMDL is a regulatory term in the U.S. Clean Water Act, describing a value of the maximum amount of a pollutant that a body of water can receive while still meeting water quality standards.

SEWERSHEDS

There are ten sewersheds servicing the corridor. Three of the sewersheds are contained in the Mississippi WMO, three are contained in the Basset Creek WMC, and four are contained in the Shingle Creek WMC. Very little storm sewer is routed north–south along the corridor (approximately five blocks of the corridor – 2nd to 3rd, West Broadway to 25th, 38th to 39th, and 46th to 47th). Most storm sewer crosses the corridor east/west. The corridor drainage is conveyed north–south in gutters to inlets that connect to the east–west systems, and is transported away from Penn via storm sewer.

FLOODING

The 2005 *Status Update – Flood Mitigation Program* report for the City of Minneapolis identifies one remaining flood problem area along Penn Avenue (Flood Area 5). Flooding is experienced along Penn Avenue from 35th to 36th Avenue. The water resources inventory (Figures 11-1 and 11-2) shows the flooding area as a hatched grey region. The primary cause of flooding is an undersized storm sewer from 35th and Vincent over to the outlet at Crystal Lake in Robbinsdale. An engineering report completed by the City of Minneapolis recommends extensive improvements to the trunk storm sewer system, along with construction of a detention pond within the Victory Memorial Parkway Boulevard. While the overall solution is not within the Penn Avenue corridor, any volume and rate control that can be provide within the sewershed in conjunction with the Penn Avenue improvements will contribute to the flood mitigation. This area is designated on the attached Water Resources figures with a yellow oval.

OPPORTUNITIES (FOR WATER QUALITY, RATE CONTROL, AND VOLUME CONTROL)

Many of the opportunities to implement best management practices (BMPs) within the roadway corridor will be dependent on the corridor layout (the typical sections) and the other corridor facilities and amenities included, such as streetscapes, biking infrastructure, etc. The implementation of BMPs will also be dependent on the type, availability, and level of maintenance required. To help facilitate the development of corridor concepts, a “tool bag” of potential BMPs to incorporate along the corridor has been assembled in Table 11-1.

In addition to BMPs within the roadway corridor proper, a review of the adjacent properties identified a variety of development/redevelopment areas that may also provide opportunity to implement BMPs. Some of the BMP locations identified are on public lands, while others are on private land and could serve both public and private needs. A few of the potential BMPs that could be considered for development/ redevelopment are provided in Table 11-2.

Of special note is the potential for water reuse in some of the park areas. Reuse is an emerging green infrastructure BMP that provides water quality benefits, volume control, rate control, and reduces potable water use.

Key Terminology:

Volume Control: The retention and abstraction of a certain volume of stormwater runoff onsite through techniques such as infiltration, and capture and reuse.

Rate Control: Rate Control refers to methods used to help manage timing or reduce the rate of stormwater discharge.

Best Management Practice (BMP): Techniques, including green infrastruture, proven to be effective in controlling runoff, erosion, and sedimentation

Green Infrastructure: The stategic use of of landscape features and/or natural processes to manage and/or treat stormwater in a manner that provides environmental

TABLE 11-1: POTENTIAL BMPS WITHIN THE PENN AVENUE CORRIDOR

Stormwater Feature	Description	Volume Control	Rate Control	Water Quality
Shallow Rain Garden	Treats runoff from trail, sidewalks, and front yards	X		X
Deep Rain Garden	Treats runoff from trail, sidewalks, and front yards upstream of known flood areas	X	X	X
Tree Trench	Treats runoff from trail, sidewalks, and front yards	X		X
Large Pipe Storage	Flow rate reduction upstream of known flood areas		X	
Hydrodynamic Separator	Reduces sediments and floatables from trunk systems crossing the greenway when upstream watershed cannot be adequately treated (approx. 30 acres or less)			X
SAFL Baffle	Reduces sediment and floatables prior to entering the trunk system.			X

TABLE 11-2: POTENTIAL BMPS ON PROPERTIES ADJACENT TO THE PENN AVENUE CORRIDOR

Stormwater Feature	Description	Volume Control	Rate Control	Water Quality
Deep Rain Garden	Treats runoff from trail, sidewalks, front yards, and rooftops	X	X	X
Bioretention		X		X
Large Pipe Storage	Flow rate reduction upstream of known flood areas		X	
Dry Pond	Flow rate reduction upstream of known flood areas. Potential for infiltration and volume control.	X	X	
Wet Pond	In-line flow rate reduction upstream of known flood areas. Wet ponds effectively remove sediment from storm water.		X	X
Water Reuse	Treats runoff from trail, sidewalks, streets, rooftops, and front yards	X		X

Key Terminology:

Rain Garden (Bioretention Cells): A rain garden or bioretention cell is a depressed area with porous backfill (material used to refill an excavation) under a vegetated surface. These areas are designed to encourage filtration and infiltration, and often have underdrains in clayey soils. Bioretention cells provide groundwater recharge, pollutant removal, and runoff detention. Bioretention cells are an effective solution in parking lots or urban areas where green space is limited.

Porous: A rock or other material having small spaces or holes through which liquid or air may pass.

Tree Trench: A tree trench is a stormwater management technique that relies on trees planted in amended soils and rock to capture runoff from surrounding impervious surfaces and store it underground in order to reduce runoff volume through plant uptake and infiltration.

SAFL Baffle: A SAFL Baffle is a post-construction stormwater pretreatment system that fits into a sump structure (new or existing) and keeps sediment out of downstream water bodies and BMPs. It works by capturing sediment through settling and reducing resuspention.

FIGURE 11-1: WATER RESOURCES INVENTORY – NORTHERN PORTION OF THE PENN AVENUE CORRIDOR

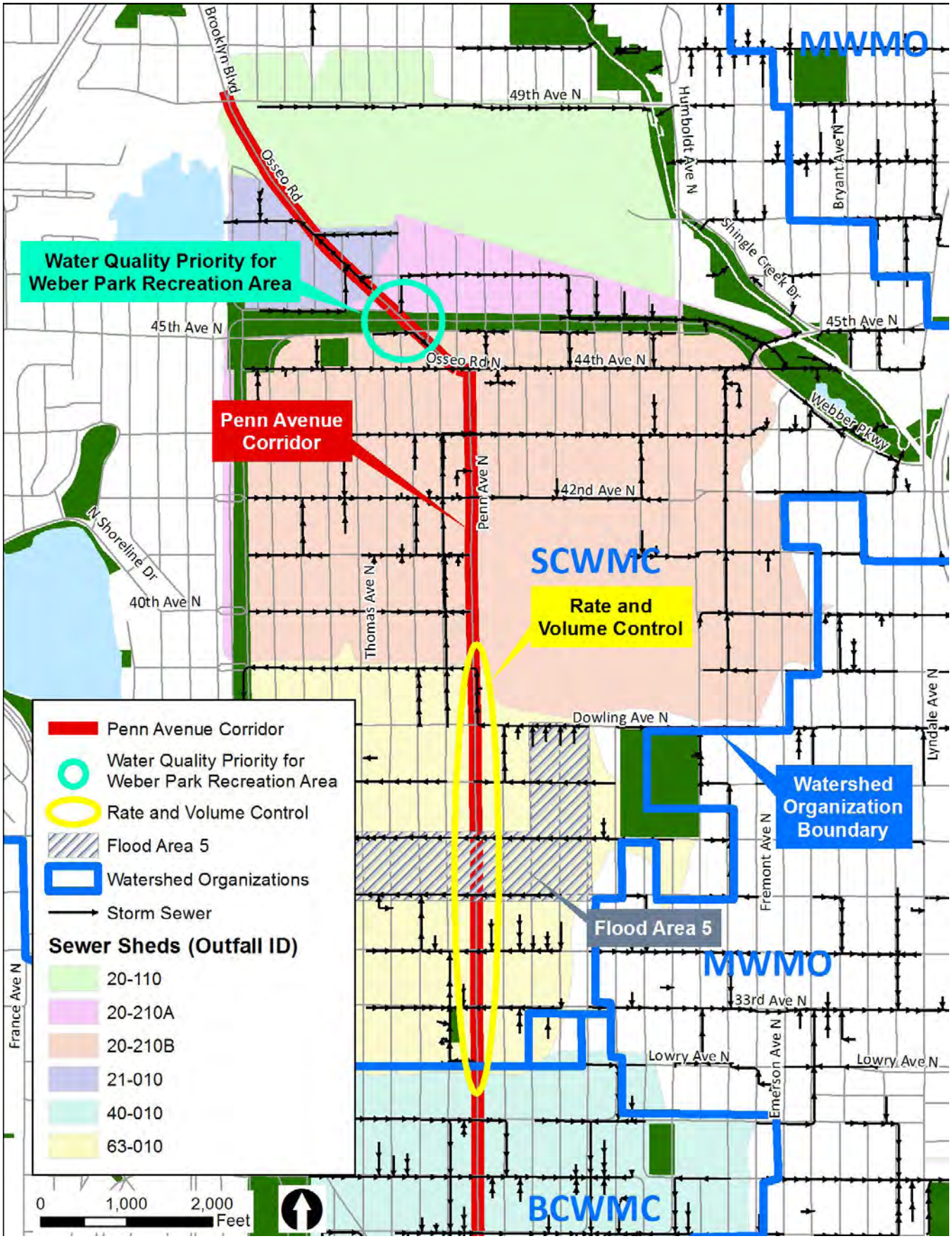
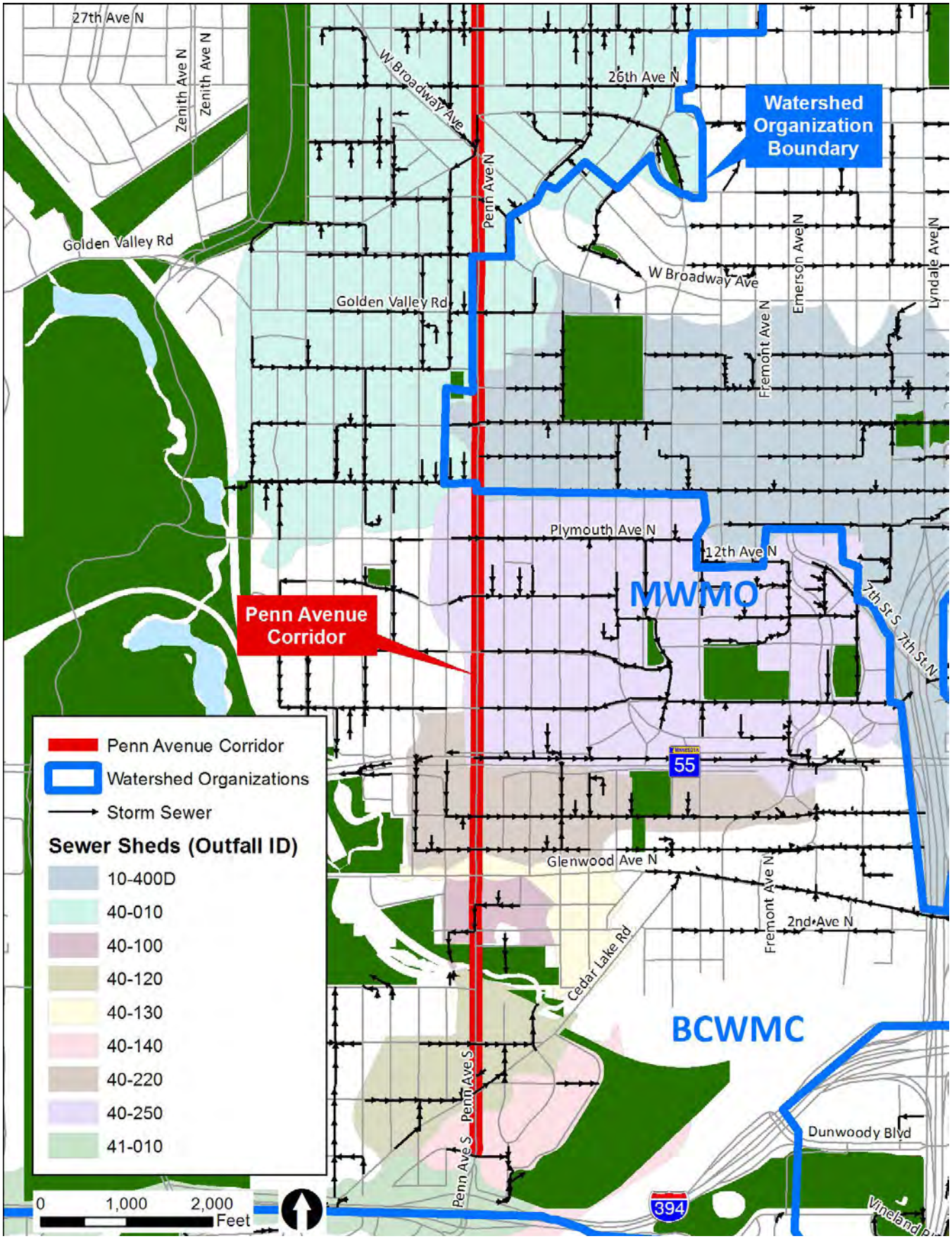


FIGURE 11-2: WATER RESOURCES INVENTORY – SOUTHERN PORTION OF THE PENN AVENUE CORRIDOR



12. PRECEDENTS AND BEST PRACTICES

OVERVIEW

The Penn Avenue corridor project can benefit by examining precedents/models in corridor planning. The following is an evaluation of several local and national examples of comparable corridors, plans, policies, and best practices. Additionally, several local (Minneapolis and Saint Paul) intersections were analyzed to evaluate the characteristics and urban design elements that contribute to success and vitality for the neighborhoods and communities they are located within. Each precedent study provides key takeaways (lessons learned) that will provide valuable models for success for the Penn Avenue corridor planning process.

The precedents and best practices discussed in this chapter are grouped into five categories:

- Best Practice Examples
- Planning and Policy Examples
- Corridor Examples (National)
- Corridor Examples (Local)
- Intersection Examples (Local)

BEST PRACTICE EXAMPLES

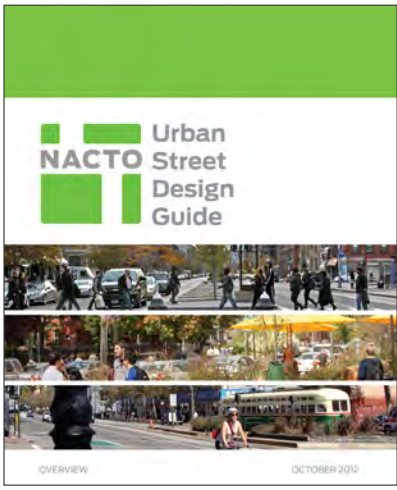
URBAN STREET DESIGN GUIDE, NATIONAL ASSOCIATION OF CITY TRANSPORTATION OFFICIALS (NACTO)

Context

- Includes design recommendations for crosswalks, curb extensions, bike lanes, and sidewalks
- Provides suggestions/considerations for design of compact intersections to increase driver visibility and facilitate safer intersections
- Design should account for existing and future land uses as well as projected and induced demand for all users

Key Takeaways

- In an urban context, street design should meet the needs of people walking, driving, cycling, and taking transit, all in a constrained space.
- Where major streets meet minor streets, define the transition in street type and context using “gateway” treatments.
- All legs of signalized intersections should have marked crosswalks unless pedestrians are prohibited from the roadway or section thereof, or if there is physically no pedestrian access on either corner and no likelihood that access can be provided.
- In urban settings, smaller corner radii are preferred and actual corner radii exceeding 15 feet should be the exception. A smaller curb radius expands the pedestrian area, allowing for better pedestrian ramp alignment.
- Compact intersections reduce pedestrian exposure, slow traffic near conflict points, and increase visibility for all users. Compact intersections place more activity within the sight triangle, giving all users better view of potential conflicts.
- Bus bulbs help buses move faster and more reliably by decreasing the amount of time lost when merging in and out of traffic.
- Length and width of bus bulbs vary based on street geometry, vehicle types, and urban context.
- Where possible, pedestrian crossings should be accommodated behind the departing transit vehicle.
- Lanes greater than 11 feet should not be used as they may cause unintended speeding and assume valuable right-of-way at the expense of other modes.



Urban Street Design Guide, National Association of City Transportation Officials (NACTO)

Minnesota's Best Practices for Pedestrian/Bicycle Safety, MNDOT

MINNESOTA'S BEST PRACTICES FOR PEDESTRIAN/BICYCLE SAFETY, MINNESOTA DEPT. OF TRANSPORTATION (MNDOT)

Context

- Guide does not set requirements or mandates and does not supersede warrants or standards described in other publications.
- Provides recommendations to safely accommodate pedestrians/bicyclists on roadways.
- Includes typical costs, design features, best practices, and other related resources/ materials.

Key Takeaways

- Introducing sidewalks has been proved to reduce 50-90 percent of pedestrian crashes when compared with "walking in the roadway."
- Multiple studies have reviewed the use of crosswalks at uncontrolled intersections and found that it does not improve safety when used without other safety enhancements. Therefore, when considering how to provide safer conditions at pedestrian crossings, it is important to consider the use of a marked crosswalk along with other crosswalk enhancements.
- Curb extensions have shown to potentially reduce speeds providing for 39-46 percent overall crash reduction. Also eliminates the improper passing of vehicles near the intersection. Curb extensions are appropriate where there is an on-street parking lane.
- Emergency access is often improved through the use of curb extensions, as intersections are kept clear of parked cars. Drivers of fire engines and other emergency vehicles can climb a curb, whereas they would not be able to move around a parked car.
- Traffic signals by themselves are not proven safety devices for pedestrians due to a combination of lack of motorist attention and a lack of caution/signal compliance by pedestrians. More than one-half of pedestrian crashes in Minnesota occur at signalized intersections.
- Most bicycle crashes with motor vehicles occur at intersections and driveways. Adding bike lanes without full consideration of travel throughout the corridor may increase conflicts with turning vehicles.
- The presence of on-street parking increases the width needed in an adjacent bike lane and also increases the risk of bicyclists being hit by opening car doors.
- The presence of bus routes offers both advantages (buses typically travel at similar speeds as bicycles) and disadvantages (regular bus stopping requires more interaction between bicyclists and buses).
- Modifying local streets to encourage bicycle use mostly involves low cost treatments such as adding signs and pavement markings, which in many cases is less costly than adding bicycle lanes to the arterial.
- Bike boxes help improve visibility of cyclists around intersections helping, especially with left-turning cyclists. However, bike boxes do not address conflicts with right turns, and are easily weathered and scraped by plows. These boxes are unproven as effects have been based on limited research.

BUS RAPID TRANSIT AND TRANSIT ORIENTED DEVELOPMENT:
Case Studies on Transit Oriented Development around Bus Rapid Transit Systems in North America and Australia

Context

This bus rapid transit (BRT)-based transit oriented development (TOD) case study research document was funded by the Hennepin County Department of Housing, Community Works, and Transit in Minneapolis, Minnesota and the Blue Moon Fund of Charlottesville, Virginia. The project was designed to complement a project by the National Bus Rapid Transit Institute at the University of South Florida's Center for Urban Transportation Research to develop a quantitative analysis of the economic impacts of bus rapid transit.

The purpose of this report was to provide examples of BRT-based TOD as a resource for policymakers, public agencies, and the development community. The report uses a case-based research methodology, examining four developed-country cities characterized by high private car usage and significant transitTOD around their BRT corridors:

- Brisbane, Australia
- Cleveland, Ohio
- Boston, Massachusetts
- Ottawa, Ontario

Key Takeaways

The case studies show that BRT can promote economic development and support high quality transit oriented development. The case studies also show that a range of BRT implementation strategies can be used to attract development. The research points to some general findings about successfully using BRT to promote transit-oriented development:

- The success of many projects was due in part to high level of cooperation among public agencies, non-profit development communities,and private developers.
- In a city where the real estate market is not already strong, an active transit agency TOD program and/or active community development organization is critical.
- Developers view permanence as an important factor for building around BRT.
- Even in the cities with a relatively low level of infrastructure, the BRT was viewed as permanent due to a clear long-term commitment by the transit agency.
- Many developers report that the BRT must have a prominent visual profile and be aesthetically appealing – particularly the stations.
- Frequency, speed, and convenience of the service also appeared to be important to many developers and property owners. These are features that the BRT service was able to offer over the local conventional bus service.
- For cities using BRT to revitalize a corridor, the accompanying streetscape improvements may be at least as important as the transit service.
- As with any transit, the transit corridor must be amenable to high-density development. Corridors placed in areas without major employment or housing destinations are not likely to attract development, regardless of mode.
- Overall, providing financial incentives for TOD does not appear to be important for attracting developer interest. Developers were much more interested in an expedited permitting or rezoning process, as time is a critical factor in making development projects financially viable.

Key Terminology:

Bicycle Lane: Bike lanes provide a dedicated space for bicyclists to operate alongside vehicle traffic. Bike lanes can be a low-cost option when adequate right-of-way is available, and often can be incorporated into roadway repaving or restriping projects.

Cycle Track: A cycle track is a high-priority protected bikeway that is often separated from adjacent motor vehicle travel lanes by a curb or other physical barrier. Cycle tracks typically include operational features to address conflicts at intersections, for example, by providing traffic signal phases that are exclusively for bicyclists.

Shared Bicycle-Bus Lane: A shared bicycle/bus lane is a traffic lane dedicated for exclusive use by buses, bicyclists, and, typically, right-turning vehicles. Such lanes have been implemented in places where right-of-way constraints do not allow for a bike lane or other dedicated bike facility.

Dunsmuir Street, Vancouver, Canada: *Two-way cycletrack alongside a bus route and one-way auto traffic. Buses load in lane from a median located between the cycletrack and the bus lane.*

BIKEWAY PRECEDENTS

The following looks at precedents for incorporating bike facilities into a transit corridor (including not only BRT precedents, but also local bus, streetcar, and LRT) and highlights key considerations in the design of safe and efficient bike facilities. This is not intended to be an exhaustive inventory of precedents, but rather, a sampling of cases and best practices.

FACILITY TYPE: BIKE LANE OR CYCLE TRACK

Context:

Several BRT and streetcar projects have incorporated on-street bike lanes and in some cases, barrier-protected bike lanes (also known as cycletracks) alongside transit. However, the examples studied often are one-way streets, streets with limited or no on-street parking, or streets with wider right-of-ways than Penn Avenue.

Examples:

- Healthline BRT (Cleveland, OH) - Bike lanes run alongside dedicated BRT guideways.
- 1st and 2nd Avenue BRT (New York, NY) – A protected bike lane runs along left side of paired one-way streets; dedicated bus lane travels and loads along the right side of the street.
- Dunsmuir Street (Vancouver, Canada) - Two-way cycle track alongside local bus and car traffic; auto/bus traffic is one-way.
- Milwaukee Avenue (Chicago, IL) - Two-way street with buffered and protected bike lanes in both directions; local bus pulls over into shared bicycle bus lane to load.

Key Takeways:

- While protected bike lanes are highly preferred by most bicyclists for riding on streets with higher traffic volumes, protected bike lanes may decrease the visibility of bicyclists, particularly when approaching an intersection. NACTO Urban Bikeway Design Guide presents recommendations and best practices for intersection design around bike lanes and cycle tracks, including mixing zones, bike boxes, intersection markings, and bicycle signal phasing.[1]
- On a street with transit running along the right side, both bike lanes and cycle tracks have disadvantages: Bike lanes position the bicyclist between parked cars and the transit route, potentially placing bikes in the "door zone" of parked cars if the bike lane is not properly sized or placed or in conflict with bus boarding areas. In a cycle track, bicyclists are potentially less visible to drivers and may have more challenges with left-turning.[2]
- With bike lanes or cycle tracks, there is potential for bike/transit and bike/pedestrian conflicts around transit loading areas. Other cities have dealt with this issue in different ways, including:
  - **Sidewalk detours:** Routing a bike lane to the outside of a transit station allows for buses (or streetcars) to load in-lane while reducing conflict/exposure for cyclists in the bike lane. One of the drawbacks of this design is the increased potential of conflicts with pedestrians crossing the bike path to access the station/boarding area.[3]

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[1] *NACTO, "Urban Bikeway Design Guide: Intersection Treatments," accessed July 2014. http://nacto.org/cities-for-cycling/design-guide/intersection-treatments/ .*

[2] *Alta Planning and Design, "Bicycle Interactions and Streetcars: Lessons Learned and Recommendations," October 2008. http://www.altaplanning.com/wp-content/uploads/Bicycle_Streetcar_Memo_ALTA.pdf.*

[3] *Alta Planning and Design, "Bicycle Interactions and Streetcars: Lessons Learned and Recommendations."*

- Ramping up the bike lane to the height of the sidewalk/bus boarding area may help to slow bicyclists as they approach the station; additionally, signage and differentiated street markings can alert bicyclists to look out for pedestrians in the boarding area.
- Far-side or midblock station locations may help to reduce bike/bus or bike/auto conflicts and visibility issues on the near side of an intersection.
- In the example shown on the previous page from Dunsmuir Street in Vancouver, a two-way cycle track ramps up to sidewalk level through the bus boarding area, allowing bicyclists to slow for pedestrians without losing as much speed as they would maneuvering through a sidewalk detour. Bus passengers load from an island between the cycle track and the bus lane.

FACILITY TYPE: SHARED BICYCLE-BUS LANE [4]

Context:

Shared bicycle-bus lanes, such as the configuration seen on Hennepin Avenue in downtown Minneapolis, have been installed along bus routes in various cities. This option has been considered particularly in cases where the street is too narrow to provide separate lanes for bicycles, buses, and other motor vehicles and where financial or other factors rule out widening the street. Various bikeway design guidelines recommend shared lanes for streets with moderate to long bus headways, but none of the built examples identified involve BRT specifically.

Examples:

- Hennepin Avenue (Minneapolis)
- Chestnut Street (Philadelphia, PA)
- 7th Street NW and 9th Street (Washington, D.C.)
- For other examples, refer to the shared bicycle-bus lane study

Key Takeways:

- The Hennepin Avenue shared lanes vary in width from 18.5 feet to 13.5 feet. Examples from other cities fall in a similar range. 16 feet, 7 inches is the minimum recommended width needed to allow passing within the lane.

In most of the built examples identified, no on-street parking is present adjacent to the bicycle-bus shared lane. In cases with parking lanes, the flow of traffic in the bicycle-bus lanes may be impeded by drivers searching for parking.

- While shared bicycle-bus lanes provide an option for integrating bike facilities with bus transit in constrained right-of-ways, several common issues arise in the case studies:
  - Leap-frog effect: buses and bike repeatedly overtake each other within the shared lane, creating potential for crashes/conflicts.
  - Perceptions on the part of bicyclists that shared lanes are unsafe/ not ideal, but better than just mixing with general traffic.
  - Inadequate width in the shared lane for bikes to pass a stopped bus, requiring bikes to enter the general traffic lane.
  - Confusion over where bikes should ride in the shared lane.

Examples of sidewalk detours around a transit (streetcar) stop in Portland, Oregon (top) and around a bus shelter/island in Copenhagen, Denmark (bottom).

The Hennepin Avenue shared bicycle-bus lane: Buses, bikes, and right-turning cars share the right-most lane of travel. The green -striped "advisory lane" shows bicyclists where to ride so they are more visible to motorists, but cyclists are not required to ride in this area.

[4] *Hillsman, Edward et al, "A Summary of Design, Policies and Operational Characteristics for Shared Bicycle/Bus Lanes," July 2012. http://www.nctr.usf.edu/wp-content/uploads/2012/11/77937.pdf .*

Key Terminology:

Bicycle Boulevard: A bicycle boulevard is a type of bikeway that is typically suited for a local street that is low-speed and low-volume. A bicycle boulevard prioritizes bicycle traffic using traffic calming features (i.e., bulb outs or traffic circles), vehicle diverters, enhanced signage for bicyclists and other means. They are intended to improve bicyclist's safety and comfort and provide an alternative to higher speed county roadways that may be more intimidating for bicyclists with less experience or confidence.

Bicycle Boulevard Design Guidelines - Minneapolis Bicycle Facility Design Manual [6]

FACILITY TYPE: BIKE BOULEVARD ON LOW-VOLUME SIDE STREET

Context:

Bicycle boulevards (a type of enhanced shared roadway bike facility) are low motor vehicle-volume and low-speed streets that have been optimized for bicycle travel through treatments such as traffic calming and traffic reduction, signage and pavement markings, and intersection treatments. Bicycle boulevards have been implemented in a number of cities, and in some cases — such as the existing Bryant Avenue South bicycle boulevard in Minneapolis and the proposed Charles Avenue bike boulevard in St. Paul — this type of facility parallels a major transportation corridor where bike facilities may not be feasible due to right-of-way or funding constraints.

Examples:

- Minneapolis has six funded bike boulevard corridors:
  - 5th Street NE and SE (including 26th Avenue NE)
  - 22nd Avenue NE (including Arthur St NE)
  - 40th Street E (RiverLake Greenway)
  - Bryant Avenue S
  - Fillmore/Polk/Tyler Streets NE (including 6th Avenue SE)
  - Southern Bike Connection (17th Avenue S)
- Charles Avenue (St. Paul) – Planned facility
- A number of U.S. cities, including Minneapolis; Berkeley, CA; Portland, OR; and Tucson, AZ have planned for extensive bicycle boulevard networks.

Key Takeaways:[6]

- While the specific design elements of a bicycle boulevard must be tailored to the conditions of each corridor, key components of a bicycle boulevard may include:[5]
  - Signing and pavement markings
  - Intersection treatments
  - Motor vehicle traffic calming
  - Motor vehicle traffic reduction
  - Prioritized bicycle travel on bicycle boulevard
  - The Minneapolis Bicycle Facility Design Manual presents a range of treatments that may be appropriate for a bicycle boulevard design.
- Bicycle boulevards tend to attract less-experienced riders; bicycle lanes are critical for getting faster riders where they need to go and for overcoming major barriers. They should be used together to create a comprehensive, connected system for bicyclists.
- Bicycle boulevards may be a less expensive option compared to other bicycle facility improvements, particularly when the design builds upon existing traffic calming features.
- By locating bike facilities on parallel streets off a transit route, the chances of bicycle-bus conflicts are greatly reduced in comparison with options that include bike and bus facilities on the same street. Bicycle boulevards are not recommended for use directly on transit routes.

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[5] *City of Minneapolis, "Minneapolis Bicycle Boulevard Design Guidelines," April 2011. http://www.minneapolismn.gov/www/groups/public/@publicworks/documents/webcontent/convert_274501.pdf.*

[6] *Walker, Lindsay et al "Fundamentals of Bicycle Boulevard Planning and Design," July 2009. http://nacto.org/wp-content/uploads/2012/06/Alta-and-IBPI.-2009.pdf.*

PLANNING AND POLICY EXAMPLES

DETROIT FUTURE CITY: 2012 DETROIT STRATEGIC FRAMEWORK PLAN (DETROIT, MI)

Detroit Future City: 2012 Detroit Strategic Framework Plan (Detroit, MI)

Context

The *Detroit Strategic Framework* articulates a shared vision for Detroit's future and recommends specific actions for reaching that future. The vision resulted from a 24-month public process that drew upon interactions among Detroit residents and civic leaders from both the nonprofit and for-profit sectors, who together formed a broad-based group of community experts. From the results of this citywide public engagement effort, a team of technical experts crafted and refined the vision, rendered specific strategies for reaching it, shared their work publicly at key points, and shaped the work in response to evolving information and community feedback throughout the process.

Key Takeaways

The Detroit Strategic Framework establishes a set of policy directions and actions designed to achieve a more desirable and sustainable Detroit in the near term and for future generations. The Strategic Framework is organized into five Planning Elements. These Elements outline a detailed approach to addressing the realities and imperatives that will enable Detroit to move toward a more prosperous future. The following summarizes key recommendations for each Planning Element:

The Economic Growth Element: The Equitable City

Transformative Ideas

- A city of robust job growth
- A city of equitable economic growth
- A city of physically and strategically aligned economic assets
- A leader in urban industrial activity
- A city of regional and global economic assets
- A city that encourages minority business enterprises
- A city of immediate and long ranging strategies for resident prosperity

Implementation Strategies and Actions

- Support four key economic pillars
- Use a place-based strategy for growth
- Encourage local entrepreneurship and minority business participation
- Improve skills and improve education reform
- Land regulations, transactions and environmental actions

The Land Use Element: The Image of the City

Transformative Ideas

- A city of multiple employment districts
- A city connecting people to opportunity
- A green city where landscapes contribute to health
- A city of distinct, attractive neighborhoods

Implementation Strategies and Actions

- Create a city-wide framework for growth and investment
- Support a network of new and existing neighborhood types
- Introduce new forms of development
- Create a new and diverse open space system for the city
- Redefine corridors and complete streets
- Enact innovative regulatory reform

The City Systems and Environment Element: The Sustainable City

Transformative Ideas

- Strategic infrastructure renewal
- Landscape as 21st Century infrastructure
- Diversified transportation for Detroit and the region

Implementation Strategies and Actions

- Reform delivery system
- Create landscapes that work
- Reconfigure transportation
- Enhance communication access
- Improve lighting efficiency
- Reduce waste and increase recycling
- Actively manage change

The Neighborhoods Element: The City of Distinct and Regionally Competitive Neighborhoods

Transformative Ideas

- A city of many key assets
- A city of neighborhood choices
- A city of different strategies for different neighborhoods
- A city of diverse housing types for diverse populations
- A city of residents who engage in their own futures

Implementation Strategies and Actions

- Address quality of life challenges that affect all Detroiters
- Create dense, walkable mixed-use neighborhoods
- Regenerate neighborhoods through fusion of art and industry
- Repurpose vacant land to create green neighborhoods
- Renew traditional neighborhoods
- Utilize productive landscapes as the basis for a sustainable city

The Land and Buildings Assets Element: A Strategic Approach to Public Land

Transformative Ideas

- A city that shares a vision: coordinating the management of vacant land
- A city where everything is connected: viewing vacant and problem properties with one interrelated system

- A city of strategic approaches: recognizing the uniqueness of each property's value and challenges
- A new urban landscape: using land for infrastructure and innovation
- A city where public facility investments count: aligning public facilities with land use transformation

Implementation Strategies and Actions

- Target vacant land and buildings in employment districts for economic growth
- Use vacant land as a tool for neighborhood stabilization
- Transform largely vacant areas through blue and green infrastructure
- Link public facility and property decisions to larger strategies
- Make landscape interventions central to Detroit's renewal
- Use aggressive regulatory tools to reinforce land development, reuse, and management strategies

PROSPECT CORRIDOR INITIATIVE: STRATEGIC PLAN (KANSAS CITY, MO)

Prospect Corridor Initiative: Strategic Plan (Kansas City, MO)

Context

- The Prospect Corridor Initiative (PCI): Strategic Plan details the beliefs, planning process, and implementation strategies summarized below.
- It is a passive and active community-driven process using hands-on planning to engage and empower residents and stakeholders to create a neighborhood-based plan.
- The PCI believes that for a community to survive and thrive there must be investment into what already exists (rebuild) and opportunities for positive change (build).
- The PCI partnership is made up of city staff, community anchors, residents, and businesses.
- Neighborhood and community residents partnered with PCI staff and others to identify issues, determine roles/responsibilities for community members, integrate new and existing information throughout the planning process, and review the final plan. The process focused on a holistic approach to create an implementation strategy that gives the neighborhood and community primary responsibility for problem-solving.

Key Takeaways

Cycle of Change:

- Prevent – what the neighborhood, community, City and agencies can do to avoid problems
- Deliver – collaboration between the community and City to maintain services and resolve problems
- Maintain – create a strategy to prevent problems from reoccurring.

Priorities of Prospect Corridor Initiative:

Business Development

- Develop and put into action: a strategy to retain existing desirable businesses, a coordinated marketing program infrastructure, a comprehensive customer service program including all businesses in the Merchants Association, and a job training/ internship program for area youth

Infrastructure and Public Services

- Develop housing infill projects expanding out from areas of Corridor strength and redevelopment projects in areas of greatest need
- Based on a targeted selection of public services to improve, maintain, and strengthen the role of the community in reducing/preventing the need for those services
- Implement improvements regarding coordination, collaboration, and access to services

Healthy Community, Education, and Youth

- Reinvest in families: create educational opportunities on life skills, job skills
- Celebrate culture and create a stronger sense of neighborhood
- Implement KC Safe City strategies to reduce high visibility "disorder" issues along Prospect, such as prostitution and drug dealing
- Develop inter-generational programs to improve communication and collaboration between youth and elderly in the Corridor

Strategic Stormwater Solutions for Transit-Oriented Development - Central Corridor (Saint Paul, MN)

STRATEGIC STORMWATER SOLUTIONS FOR TRANSIT-ORIENTED DEVELOPMENT - CENTRAL CORRIDOR (SAINT PAUL, MN)

Context

- The report study area is within a developed urban corridor that is undergoing redevelopment, partially due to construction of the Green Line LRT and its stations.
- The Green Line LRT corridor runs along many small, space-constrained, urban redevelopment parcels where numerous programmatic requirements are competing for valuable space.
- Study area has many engaged stakeholders with varying cultures and demographics.
- Shared, stacked-function green infrastructure (SSGI) was studied in the report as a stormwater treatment methodology that provides a "triple bottom line" benefit: economic, environmental, and social improvements that support livability.
- SSGI can be implemented through various approaches, including: new public parks/ open spaces, shared parking facilities, green alleys, and street right-of-way. These approaches can be integrated with other land uses including parks or boulevards to attain multiple functions, potentially including public art.
- SSGI can be applied to various site sizes.
- SSGI implementation tools including a SSGI assessment tool, decision-making flowcharts and matrices, and educational/outreach materials are provided in the report.

Key Takeaways

- The project was successful in starting the conversation about SSGI along the Central Corridor. Despite barriers to actual implementation, the project's site plans garnered the interest of people from political, development, and planning arenas in St. Paul and Minneapolis.
- The development of SSGI will likely require a public-private partnership led by the sponsoring city. The project's Stakeholder Advisory Committee (SAC) was successful in bringing together a diverse group of people, including cities, watershed districts, and private entities.
- If elected/appointed officials choose to move beyond pilot studies into a long-term implementation mode of SSGI, it will likely require modification of existing stormwater rules and local ordinances.

- Institutionalization of SSGI into agency processes is critical to its implementation.
- Due to the range of possible development types, a "one-size-fits-all" approach for SSGI will not be beneficial.
- The project team is very interested in pursuing a pilot implementation of SSGI on a site using the framework developed in the study.

THE BIG PICTURE PROJECT: ALIGNING HOUSING PLANS ALONG THE CENTRAL CORRIDOR - TWIN CITIES AFFORDABLE HOUSING POLICY/ STRATEGY (SAINT PAUL, MN)

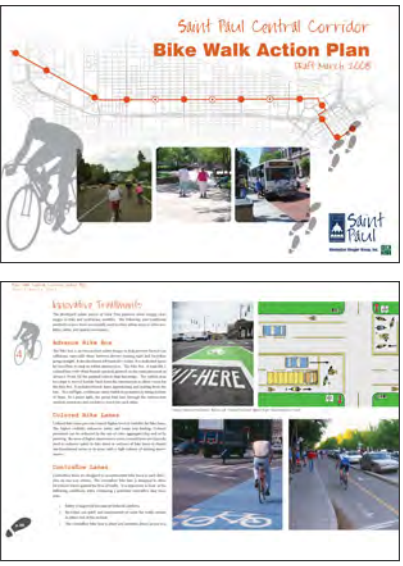
Context

Affordable housing is critical to creating access to opportunities for those most in need. Investments in affordable housing must integrate anti-displacement and foreclosure prevention, market rate housing, small business opportunities and jobs, schools, green space, good design principles, and positive placemaking.

Key Takeaways

- Placemaking means different things to different, diverse communities along the corridor.
- Housing needs to both respond to current contexts and seed future opportunities. Families here need to be supported to stay and thrive, while drawing new residents into the community.
- Invest in the production and preservation of long-term affordable housing through additional TOD resources; value capture and tax incentive strategies; strengthening non-profit and public housing developers; and promoting non-traditional development models.
- Stabilize the neighborhood and invest in activities that help people stay in their homes such as mortgage foreclosure prevention, home improvement programs, and reuse of vacant and foreclosed properties.
- Strengthen families through coordinated efforts by creating jobs, small business opportunities, cultural institutions, public art, green space, and connectivity
- Top action priorities for success include:
  - Financial tools that best respond to critical housing gaps and clarity around limitations of different financial resources
  - Investment tools that provide a vehicles for private investment
  - Innovative solutions that reduce housing costs for people with low incomes
  - Connection between local community place-making/priorities and regional efforts to strengthen affordable housing options and equitable TOD

The Big Picture Project: Aligning Housing Plans along the Central Corridor - Twin Cities Affordable Housing Policy/Strategy (Saint Paul, MN)



Bike Walk Central Corridor Action Plan (Saint Paul, MN)

BIKE WALK CENTRAL CORRIDOR ACTION PLAN (SAINT PAUL, MN)

Context

This Bike Walk Action Plan was prepared to maximize biking and walking within Saint Paul's Central Corridor and to enhance access to the Central Corridor light rail transit (LRT) line. The Central Corridor LRT line (Green Line) has greatly expand mobility options and changed the environment of University Avenue, the State Capitol area and downtown Saint Paul. The bicycle and pedestrian improvements recommended in this Plan, coupled with LRT access and bus system changes, will create tremendous new non-vehicular transportation options. This Plan contains an evaluation of existing pedestrian and bicycling conditions, bikeway and walkway framework plans, and recommended priority actions to improve biking and walking.

Key Takeaways

Key Elements of the Bikeway Plan

- Create a network of bikeways on lower volume streets (regional, commuter and local bikeways)
- Create a regional bikeway loop around the Central Corridor
- Add commuter bike routes along secondary streets (E–W and N–S). Use existing pedestrian/bike bridges over I-94
- Improve bike connections in and out of downtown
- Calm vehicular traffic downtown and on local bike boulevards
- Create landscaped bike and pedestrian friendly streets connecting to University Avenue and in downtown
- Install a comprehensive bike route way-finding system and secure bike parking
- Create a new off-road multi-use trail (Midtown Greenway) along the railroad corridor

Key Elements of the Walk Plan

- Make walkways along major streets and in downtown more pedestrian-friendly by implementing wider sidewalks with high quality landscaping, and adding decorative pavement, street furnishings and pedestrian scale overhead lighting
- Make crossing streets safer and more convenient by adding more traffic signals, adjusting walk time at signals, installing pedestrian refuge islands, heightening traffic law enforcement, using pedestrian-oriented intersection design, and installing traffic-calming strategies such as narrowing streets and travel lanes, expanding visual corridors, and reducing speed limits
- Fill key sidewalks gaps, particularly west of Fairview
- Create more pedestrian-friendly destinations near LRT stations
- Improve the look and feel of pedestrian/bike bridges across I-94
- Install a comprehensive pedestrian-scale way-finding system

CORRIDOR EXAMPLES (NATIONAL)

TROOST CORRIDOR ACTION PLAN (KANSAS CITY, MO)

Troost Corridor Action Plan (Kansas City, MO)

Context

Kansas City's Southtown Council initiated the Troost Avenue Corridor Action Plan. The plan is intended to guide corridor improvements, long-range development activity, design parameters, and implementation strategies.

Key Takeaways

The Troost Corridor Action Plan supports redevelopment initiatives that promote a diverse environment. The following plan elements guide future improvements and redevelopment:

Guiding Principles

- Preserve and enhance the corridor's diverse character; promote mixed-use structures with ground level retail
- Preserve "gems" and seek infill opportunities; promote the redevelopment of vacant parcels; the preferred strategy is to infuse the corridor with additional medium-density residential units
- Promote the preservation of the established neighborhood framework through redevelopment of parcels that face Troost Avenue
- Promote private property enhancements – landscaping, building façade treatment, and signage systems
- Cluster mixed-use and commercial development at key nodes along the corridor
- Promote a distinctive image or "sense of place" along the corridor; incorporate a thematic approach into streetscape amenities through icons and gateway features
- Create a diverse, 24-hour, mixed-use corridor by promoting development practices that reestablish neighborhood centers at key intersections
- Seek and market development and businesses that are conducive to a neighborhood-oriented environment; seek quality destination enterprises that provide goods and services which have a greater attraction and market outside of the Troost Corridor

Urban Design

- Focus on gateway improvements; gateways reinforce a sense of place and identity
- Streetscape improvements should be designed to promote a pedestrian-friendly environment
- Enhance street lighting to create a sense of identity and a safe environment
- Provide street trees to create a continuous canopy, color, comfort and seasonal variety
- Signage should direct users and reinforce identity

Design Guidelines

Design guidelines provide a framework for future improvements and development on the corridor. They address the following:

- Streetscape and Public Right-of-Way
- Development and Architectural Character
- Signage and Wayfinding
- Landscaping
- Lighting

Implementation

The plan provides a list of implementation tools, including:

- Special Review District (SRD) – A SRD designation is an overlay zoning category that does not change the use of property, but addresses physical and visual qualities of initiatives in the area
- Community Improvement Districts (CID), Neighborhood Improvement Districts (NID), and Special Assessment Districts (SAD) – These tools can help fund improvements and maintenance of investments within the district
- Tax Increment Financing (TIF)
- Tax Abatement
- Planned Industrial Expansion Authority (PIEA) – The PIEA was established to encourage commercial and industrial development in specifically designated redevelopment areas
- Design and Technical Assistance
- Revolving Loan Funds – These can be utilized to provide assistance for revitalization of properties

Hull Street Corridor Revitalization Plan (City of Richmond and Chesterfield County, VA)

HULL STREET CORRIDOR REVITALIZATION PLAN (CITY OF RICHMOND AND CHESTERFIELD COUNTY, VA)

Context

The Hull Street Corridor Revitalization Plan provides a comprehensive, implementation-oriented strategy for creating sound, economically sustainable quality of life enhancements along a 4.7 mile stretch of the Hull Street Road, a culturally diverse corridor, extending through the City of Richmond and Chesterfield County, Virginia. The improvements include strong and safe multi-modal connections, transportation infrastructure upgrades, visual and physical enhancements, improved housing options, expanded job opportunities, and critical recreational and environmental investments needed to transform the Hull Street corridor from an unsafe and rundown corridor, dotted with vacant properties, into a vital, vibrant place where people from both the area and the region want to live, shop, work, and be entertained.

Key Takeaways

- The planning process emphasized the value of active and frequent community engagement in order to define a vision for the Hull Street corridor that is responsive to the needs of residents and businesses within and near the study area.
- Investment in the corridor focused on helping existing businesses and local entrepreneurs succeed and expand, and improving the physical setting of the corridor — its aesthetics and its pedestrian, bicycle and transit accommodations — so that the community could begin marketing to outside companies.
- The transformation of the Hull Street "image" began with identifying areas with the greatest potential for initiating significant change – vacant, underutilized and rundown properties located at key nodes.
- Workforce development and job accessibility were priorities for initiating revitalization.
- The market/economic strategy for the corridor's future included both improved aesthetics and the creation of exciting new mixed-use clusters at key intersections to attract prospective customers, residents and businesses.
- Concentrating retail activity at major intersections improved the corridor's appearance and ability to compete for customers.

- The guiding principles for this transformation, drawn from Federal sustainability and livability criteria, were:
  - Create “places” not just shopping centers by locating a mix of compatible uses within walking distance of each other
  - Make the street a comfortable place to walk
  - Provide road networks that offer viable “walk and ride” options
  - Attract an economically diverse range of people to the corridor to support a broad range of new and better uses
  - Protect existing residential communities while creating new housing for a range of income levels
  - Provide easy access to parks and other green spaces

Sidewalk seating, vibrant streetwall

Housing that addresses the street

Mixed use with attractive storefront

CORRIDOR EXAMPLES (LOCAL)

SELBY AVENUE (SAINT PAUL, MN)

Context

- Primarily residential corridor
- Several successful, vibrant mixed-use nodes
- Connects several neighborhoods
- Varying cultures and demographics along the corridor
- Multi-modal: provisions for bus, vehicle, and pedestrian movement
- District identity elements reinforce neighborhood identity
- Community pride is evident
- Corridor transformation/revitalization – overcoming crime and safety issues
- Vacant properties
- Rich African American history
- Many non-profits located in the corridor
- Scale of street right-of-way Similar to Penn Avenue

Key Takeaways

- Small, independent businesses have an opportunity to thrive
- The community organized around the central goal of creating a vibrant, family and culture-centered neighborhood
- Short-term actions:
  - Joint marketing/communications
  - Centralize organization
  - Leverage transportation connections
- Medium-term actions:
  - Business recruitment
  - Build entrepreneurial capacity
- Long-term actions:
  - Implement selected economic development strategies
- Selby Avenue Business Association and the Selby Avenue Action Coalition have played significant roles in the revitalization of Selby over the past 30 years.
- Neighborhood “champions” have been critical to success of the revitalization
- Streetscape improvements have made key nodes attractive and safe for pedestrians
- Planning policies encourage mixed-use nodes

GRAND AVENUE (SAINT PAUL, MN)

Context

- Primarily residential corridor
- Several successful, vibrant mixed-use nodes
- Several public/private institutions along corridor
- Connects several neighborhoods
- Multi-modal: provisions for bus, vehicle, and pedestrian movement
- District identify elements reinforce neighborhood identity
- Several places of worship
- Scale of street right-of-way similar to Penn Avenue

Key Takeaways

- Streetscape improvements have made key nodes attractive and safe for pedestrians
- Grand Avenue Business Association has played a key role in the success of business development
- Planning policies encourage mixed-use nodes
- Several successful nodes exist along the corridor
- Key node characteristics/elements include:
  - Mixed-use
  - Neighborhood serving retail, shops, and services
  - Dining, arts and entertainment
  - Housing density
  - Compact development patterns
  - Vibrant public realm – streetscape, pocket parks
  - Public institutions play an important role at several nodes
  - Multi-modal facilities
  - Walkable, pedestrian scaled built environment
  - Continuous street wall – building facades
  - Healthcare facilities (clinics/office) are increasingly being integrated
  - Grocery stores/markets
  - Public parking
  - Reuse of single-family residential buildings for retail spaces

Comfortable and inviting sidewalk character

A mix of housing types along the street edge

Housing density with strong street presence

Streetscape amenities serving transit stop

Street furniture and amenities

Streetscape amenities in high activity areas

LAKE STREET (MINNEAPOLIS, MN)

Context

- Hennepin County State-Aid Highway within the city of Minneapolis
- Connects 10 neighborhoods
- Engaged stakeholders with varying cultures and demographics
- Addressed multi-modal provisions with bus, vehicle, bicycle and pedestrian movement
- Provided image/identify elements to reinforce neighborhoods
- Provided continuous streetscape
- Extensive public involvement process that engaged each of the neighborhoods, residential and commercial properties, multiple ethnic communities
- Required the approval of the neighborhoods, the City Council and the County Board

Key Takeaways

- State-aid design standards are important to be addressed commencing with project initiation
- City and County policies for funding need to be clearly understood by all stakeholders
- Defined neighborhood groups must take ownership of establishing their image and identity needs
- Accommodation of a multi-modal approach within a set right-of-way requires compromise
- Project success will frequently require multiple funding sources, each with their respective requirements
- Streetscape projects in Minneapolis will normally require special service districts
- It is imperative that representatives to formal planning committees serve as active and able liaison with their respective neighborhood groups or communities
- Special outreach methods may be required to realize effective input from ethnic communities
- Impact of special assessments on property owners – many businesses struggled and closed due to assessments.
- Lake Street Council played an active role in shaping the Lake Street Corridor improvements.

INTERSECTION EXAMPLES (LOCAL)

As noted earlier, the majority of the potential redevelopment sites along Penn Avenue exist at major intersections. Comparable intersections in Minneapolis and Saint Paul were analyzed to identify characteristics and land uses common to creating successful, vibrant places.

The following is a summary of characteristics, elements and land uses identified at these precedent intersections.

FIGURE 12-1: SELBY AVENUE AND DALE STREET (SAINT PAUL, MN)

SELBY AVENUE AND DALE STREET (SAINT PAUL, MN)

Characteristics/Elements

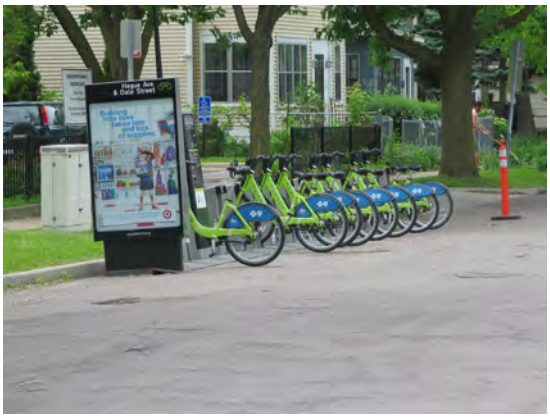
- Mixed-use buildings
- Compact development pattern
- Housing density
- Sidewalk cafes
- Bicycle parking
- Nice Ride facilities
- Building signage
- Awnings/canopies
- Graphic banners w/district identity
- Tree canopy (street trees)
- Potted plants
- Outdoor seating/benches
- Pedestrian scaled lighting
- Parking to rear of buildings
- Buildings front the street
- On-street parking

- Bumpouts occur at residential intersections
- Special sidewalk paving materials
- Signalized intersection
- Bus stop/shelter provided

Land Uses

- Residential (SF/MF)
- Restaurants and bars
- Grocery store
- Kitchen/bath remodeling (office/showroom)
- Salon/Beauty
- Coffee shop
- Bakery
- Clothing stores
- African hair braiding
- Neighborhood Energy Connection
- Dry cleaners
- Home remodeling studio
- Auto repair shop

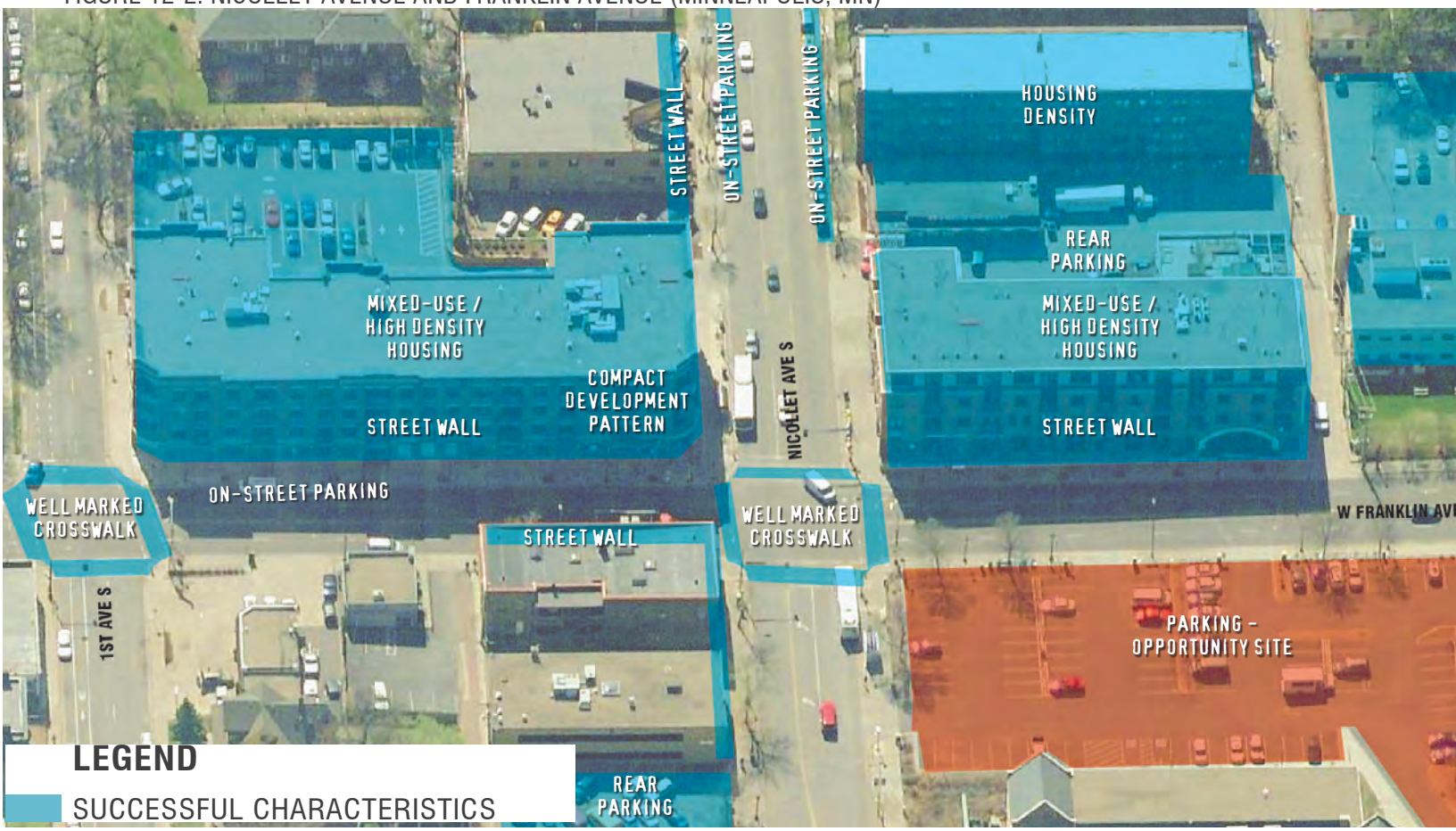
Sidewalks scaled to landuse and pedestrian activity



Bike sharing station

Store fronts with good visibility (large windows that address the street) and pedestrian scale lighting

FIGURE 12-2: NICOLLET AVENUE AND FRANKLIN AVENUE (MINNEAPOLIS, MN)



NICOLLET AVENUE AND FRANKLIN AVENUE (MINNEAPOLIS, MN)

Characteristics/Elements

- Mixed-use buildings
- Compact development pattern
- Housing density
- Bicycle parking
- Building signage
- Awnings/canopies
- Tree canopy (street trees)
- Potted plants
- Outdoor seating/benches
- Pedestrian scaled lighting
- Parking to rear of buildings
- Buildings front the street
- On-street parking
- Signalized intersection
- ADA ramps/truncated domes
- Bus stop/shelter provided

Land Uses

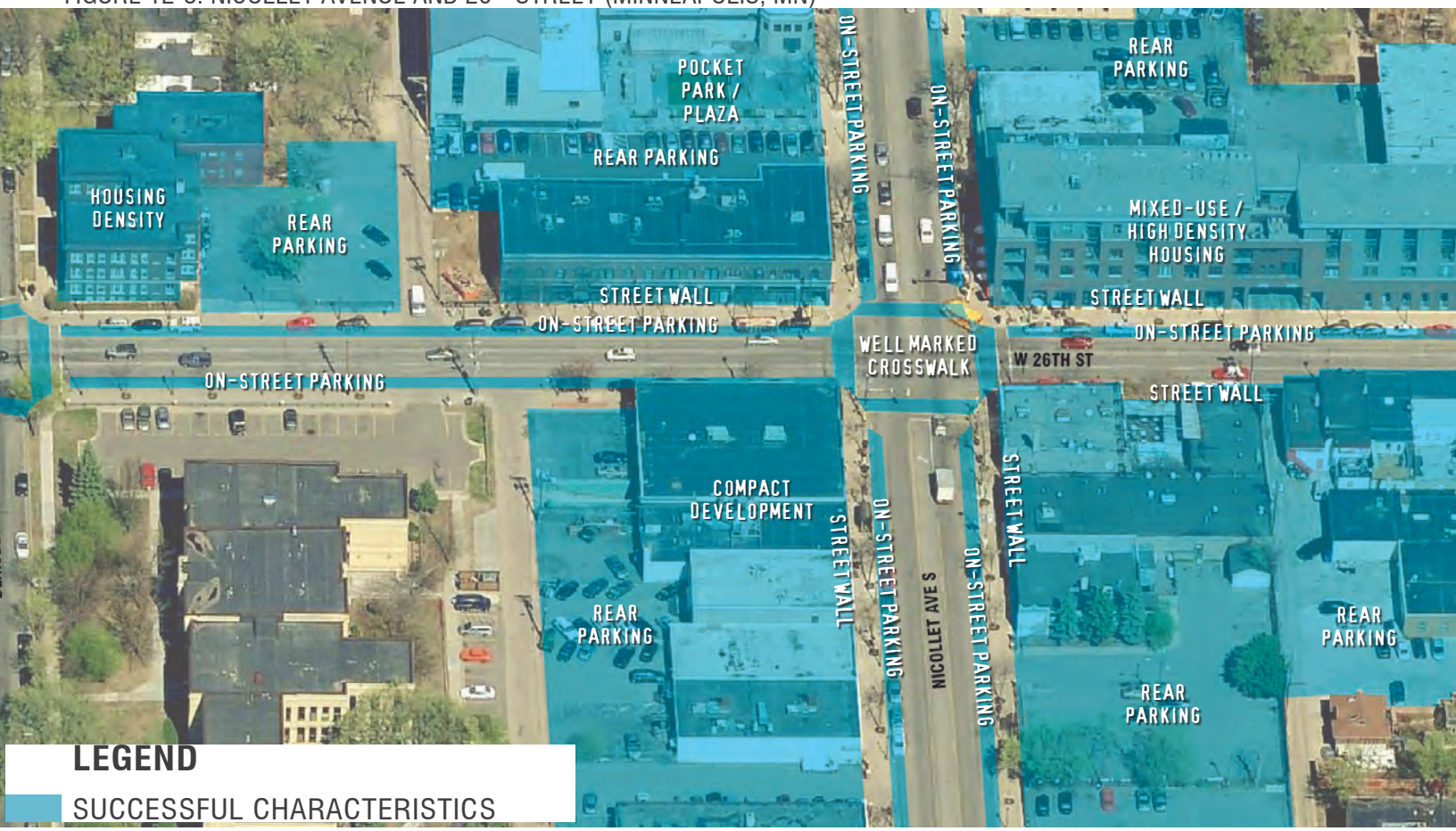
- Residential (MF)
- Restaurants and bars
- Coffee shop
- Pharmacy
- Realty agency
- Fast food
- Liquor store
- Florist
- Child care
- Pet clinic
- Healthcare clinics
- Church
- Emergency food shelf
- Money exchange
- Dental office

Pedestrian environment reinforced with trees, plantings and strong street wall

Mixed use and strong street wall

Intersection anchored by mixed use and strong street wall and quality architecture

FIGURE 12-3: NICOLLET AVENUE AND 26TH STREET (MINNEAPOLIS, MN)



NICOLLET AVENUE AND 26TH STREET (MINNEAPOLIS, MN)

Characteristics/Elements

- Mixed-use buildings
- Dining destination – “Eat Street”
- Compact development pattern
- Housing density
- Sidewalk cafes
- Pocket parks/plazas
- Bicycle parking
- Nice Ride facilities
- Building signage
- Awnings/canopies
- Graphic banners w/district identity
- Tree canopy (street trees)
- Potted plants
- Outdoor seating/benches
- Pedestrian scaled lighting
- Parking to rear of buildings

- Buildings front the street
- On-street parking
- Special sidewalk paving materials
- Signalized intersection
- Bus stop/shelter provided

Land Uses

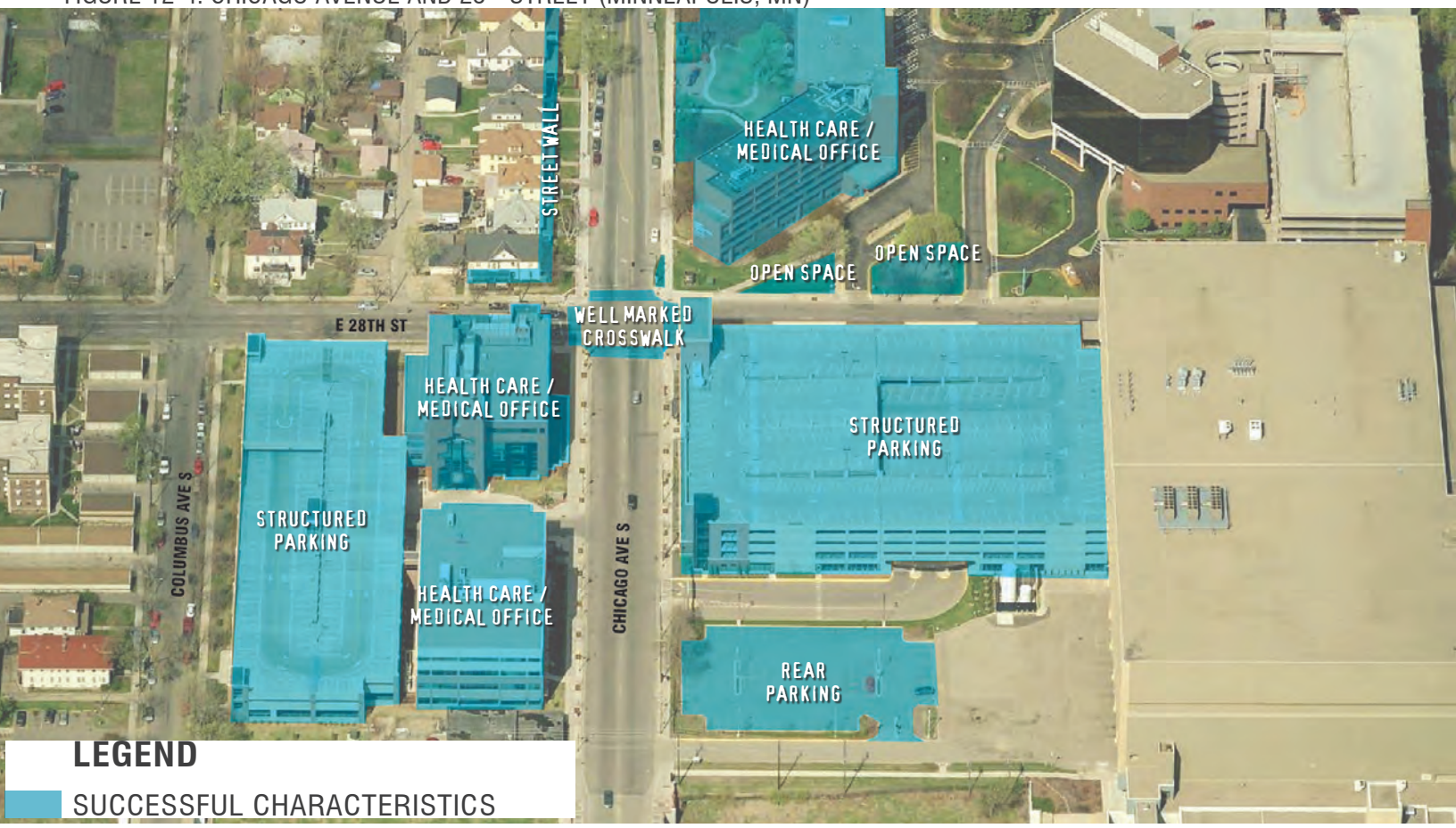
- Residential (MF)
- Restaurants and bars (multi-cultural food)
- Deli
- Coffee shops
- Catering
- Vertical Endeavors – rock climbing facility
- Boutique clothing stores
- Vintage clothing stores
- Professional offices
- Card/gift shop
- Asian food market
- Yoga studio
- African American Family Services
- Payday America – Loans
- Music recording studio
- Elementary school (Whittier)
- Community organization offices (Whittier)

Intersection anchored by mixed use and strong street wall and quality architecture

Plaza with seating, shade, and art in support of local business

Quality building façade with large windows, tasteful signage and architectural interest

FIGURE 12-4: CHICAGO AVENUE AND 28TH STREET (MINNEAPOLIS, MN)



CHICAGO AVENUE AND 28TH STREET (MINNEAPOLIS, MN)

Characteristics/Elements

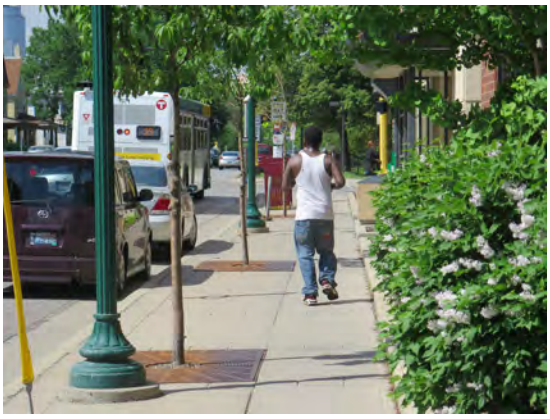
- Health and wellness district
- Compact development pattern
- Housing density
- Structured parking
- Bicycle parking
- Nice Ride facilities
- Building signage
- Tree canopy (street trees)
- Outdoor seating/benches
- Pedestrian scaled lighting
- Buildings front the street
- On-street parking
  ADA ramps/truncated domes
- Signalized intersection
- Bus stop/shelters
- Graphic banners with district identity

Land Uses

- Hospital
- Clinics
- Medical Office
- Medical research institutions
- Residential
- Child care
- Florist
- Bike shop/repair
- Midtown Greenway

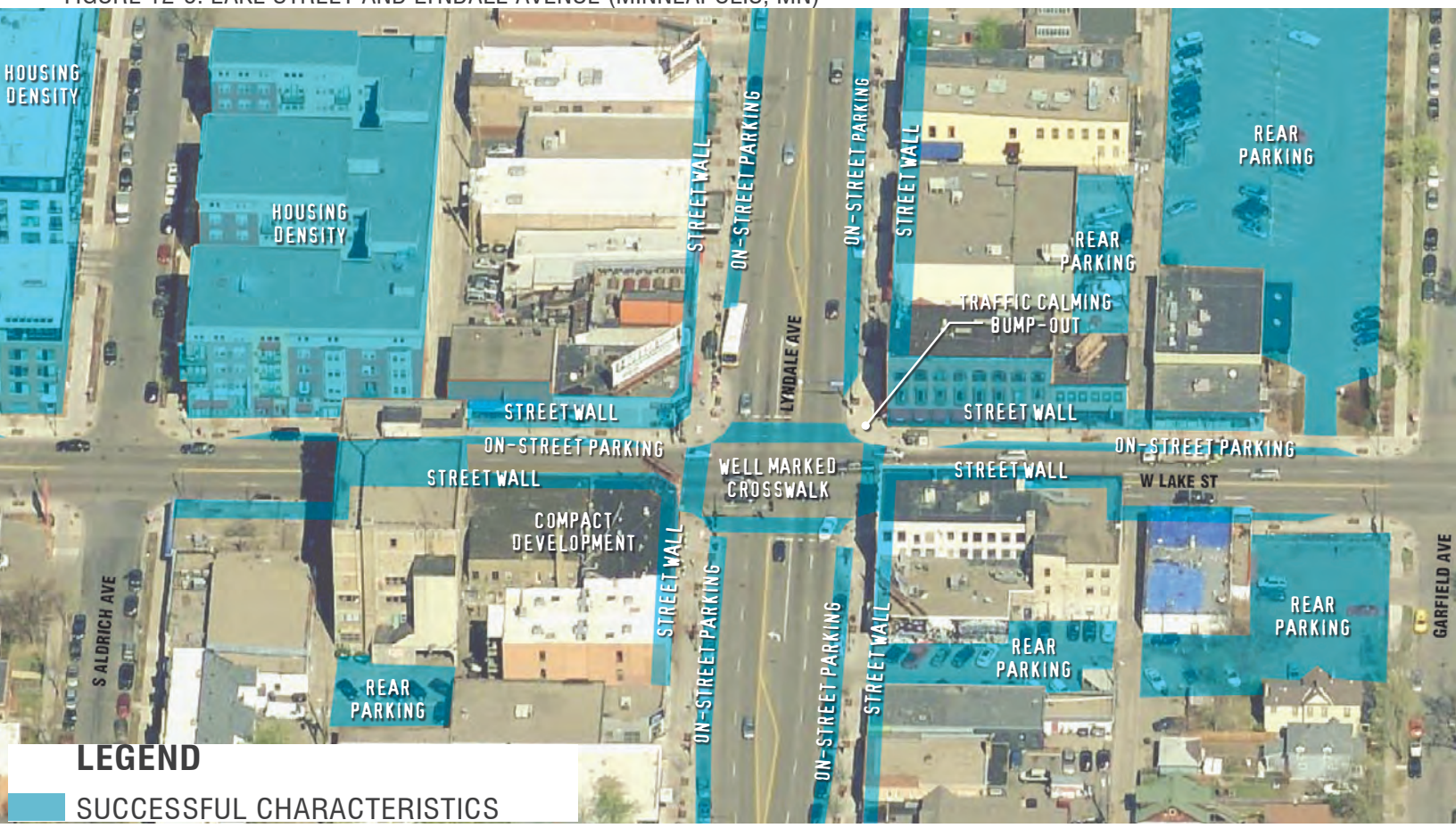
Health and wellness related business

Building with strong streetwall and well articulated entrance



Streetscape with adequate wicth for pedestrian movement and streetscape amenities (trees, lighting, bike parking, etc)

FIGURE 12-5: LAKE STREET AND LYNDALE AVENUE (MINNEAPOLIS, MN)



LAKE STREET AND LYNDALE AVENUE (MINNEAPOLIS, MN)

Characteristics/Elements

- Mixed-use buildings
- Compact development pattern
- Arts/entertainment node
- Housing density
- Access to the Midtown Greenway
- Sidewalk cafes
- Bicycle parking
- Nice Ride facilities
- Strong architectural features
- Significant historic architecture
- Building signage
- Banner graphics w/district identity
- Awnings/canopies
- Tree canopy (street trees)
- Potted plants
- Outdoor seating/benches

- Pedestrian scaled lighting
- Parking to rear of buildings
- Buildings front the street
- On-street parking
- Signalized intersection
- Bumpouts
- ADA ramps/truncated domes
- Bus stop/shelter provided
- Building murals

Land Uses

- Residential (MF)
- Restaurants and bars (multi-cultural food)
- Theaters (Jungle Theater/Bryant Lake Bowl)
- Bowling
- Bike shops
- Boutique shops
- Tattoo parlor
- Food markets
- Professional offices
- Mobile phone store
- Tobacco shop
- Clothing stores
- Brewpubs
- Coffee shops
- Beauty/salon
- Jewelry store
- Martial arts center
- Gas station
- Pet shop

Attractive storefront serviced by streetscape amenities


Mixed use buildings which address the street


Mixed use supporting special event

FIGURE 12-6: UNIVERSITY AND 13TH AVENUE (MINNEAPOLIS, MN)

UNIVERSITY AND 13TH AVENUE (MINNEAPOLIS, MN)

Characteristics/Elements

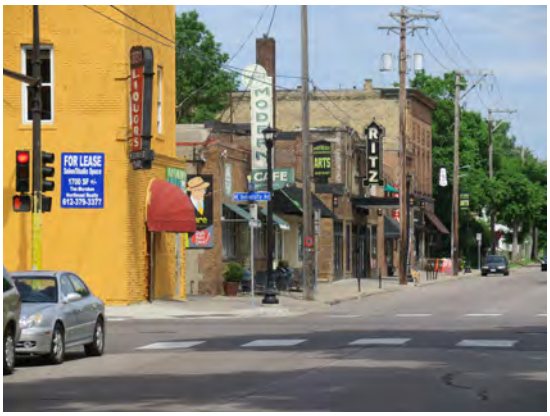
- Arts district
- Neighborhood scaled dining node
- Mixed-use buildings
- Compact development pattern
- Sidewalk cafes
- Graphic banners w/district identity
- Pocket parks
- Bicycle parking
- Nice Ride facilities
- Building signage
- Awnings/canopies
- Potted plants
- Outdoor seating/benches
- Pedestrian scaled lighting
- Parking to rear of buildings
- Buildings front the street

- On-street parking
- Signalized intersection
- ADA ramps/truncated domes
- Well-marked pedestrian crossings
- Building murals

Land Uses

- Residential (SF/MF)
- Restaurants and bars
- Postal Workers Union
- Art galleries
- Theater
- Tattoo Parlor
- Health Clinic
- Early Learning Center
- Salon/Beauty

Mixed use adjacent to housing density



Vertical and horizontal mixed use

Outdoor seating with shading and planting, pedestrian travel lane retained

FIGURE 12-7: LAKE STREET AND WEST RIVER PARKWAY (MINNEAPOLIS, MN)

LAKE STREET AND WEST RIVER PARKWAY (MINNEAPOLIS, MN)

Characteristics/Elements

- Mixed-use buildings
- Compact development pattern
- Housing density
- Public art
- Public plaza
- Buildings front parkway – separated from parkway with public plaza
- Structured parking/parking to rear of buildings
- Building signage
- Bike parking
- Nice Ride facilities
- Bus stop/shelter
- Pedestrian-scaled lighting
- Outdoor dining
- Tree canopy/street trees
- Outdoor seating/benches
- Planted boulevards

- Private plantings
- Potted plants
- Front stoops
- Public parking
- Events in plaza – music, etc.
- Strong architectural features

Land Uses

- Residential (SF/MF)
- Restaurant/bar
- Coffee shop
- Pizza shop
- Paper shop/gift store
- Graphic s company
- Park/Parkway

Mixed use development with clearly articulated entrance, public art and plaza space

Public art and planter

Bike share station in high activity area

KEY TAKEAWAYS

Similar to the intersections that exist along Penn Avenue, each local precedent intersection studied is composed of various land uses and urban design elements — built form, density, streetscape features, transportation options, etc. Each intersection plays a different role in the context of the community it's located within and each may include a greater concentration of particular uses than others. In some instances, an intersection may include a concentration of restaurants and food markets, such as Nicollet Avenue and 26th Street (aka "Eat Street"). In another instance, the intersection may include a concentration of health and wellness uses, such as Chicago Avenue and 28th Street. The concentration of a set of uses may create a sense of identity (theme) for that intersection. However, the real value in this examination is to identify the characteristics and urban design elements common to each that contribute to the success and vibrancy of that intersection. The following is a list of characteristics and elements common to the local precedent intersections:

Common Characteristics/Elements

- Compact development patterns
- Mixed-use buildings
- Housing density
- Sidewalk cafes
- Pocket parks/plazas
- Bicycle parking
- Nice Ride facilities
- Attractive building signage
- Awnings/canopies
- Graphic banners w/district identity
- Tree canopy (street trees)
- Potted plants
- Outdoor seating/benches
- Pedestrian scaled lighting
- Parking to rear of buildings
- Buildings that front the street
- On-street parking
- Signalized intersections
- Transit options
- Bus stop/shelter

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