

Penn Avenue Community Works

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Strategies & Theories

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Executive Summary

Executive Summary

This report lays the groundwork in helping shape the future of the Penn Avenue Community Works Project, a project grounded in robust participation of residents, businesses, government agencies, and community organizations. The Hennepin County Board of Commissioners established the project in 2012 to promote connectivity and mobility, stimulate economic development, and enhance livability in North Minneapolis along the Penn Avenue corridor. It is led by Hennepin County in close collaboration with City of Minneapolis and Metro Transit. This report provides an exploration of the current conditions in the Penn Avenue corridor, including socioeconomic factors, development projects, and capital improvement projects. It synthesizes ten years of plans and studies along the corridor and highlights similarities, differences, and common themes. In addition, the research team, comprised of four Master of Urban and Regional Planning candidates at the University of Minnesota's Hubert H. Humphrey School of Public

Affairs, has explored bus rapid transit, biking infrastructure, pedestrian and streetscape improvements, business improvement districts, and placemaking as corridor investment strategies. The last section of the report includes a set of guiding principles for equitable development on Penn Avenue. It draws heavily on coursework from PA 8203: Neighborhood Revitalization Strategies & Theories. This course was taught by Lauren Martin of the University of Minnesota Urban Research and Outreach-Engagement Center (UROC) and Neeraj Mehta of the University of Minnesota Center for Urban and Regional Affairs (CURA). The results of this research illustrate the immense potential that lies ahead for the Penn Avenue corridor. This work lays the foundation for the next phase of the intensive community-based planning, kicking off in 2014, that will develop a comprehensive corridor vision and implementation framework.



Introduction

Introduction

The Penn Avenue Community Works project is a Hennepin County Community Works Project. Community Works projects are developed in partnership with communities, cities and other stakeholders to focus public and private investment along designated corridors (Hennepin County, 2013). This Community Works process is based on the participation of not only the government agencies, but the residents, businesses, and community organizations in the project area.

The Penn Avenue Community Works Project was established in May 2012 to *promote connectivity and mobility, stimulate economic development, and enhance livability* along Penn Avenue in North Minneapolis (Hennepin County, 2013). The study area of this project is along Penn Avenue from the future South-

west LRT Penn Avenue Station at I-394 to Osseo Road and 49th Avenue North. The project area also extends about two blocks to the east and west side of Penn Avenue.

The Penn Avenue Community Works project has designated partners which include Hennepin County, the City of Minneapolis, and Metro Transit. These partners will support the Penn Avenue communities' goals of transportation access, economic opportunity, and improved quality of life. Penn Avenue Community Works will develop a long-range vision and an locally supported set of implementation strategies focused on the Corridor (Hennepin County, 2013). This will be used to deliver measurable community benefits and support the communities' vision for the Penn Avenue Corridor.



Above: Location of the Penn Avenue Community Works Project within Hennepin County.



Above: Penn Avenue Community Works staff at a community event engaging with the public.

Project Overview

The project that was completed and is described in the following report will help lay the groundwork and shape the future of the Penn Avenue Community Works project in North Minneapolis. One of the major goals of this project was to begin the organizational work that will be required to develop a complete understanding of Penn Avenue as a community corridor. The major tasks of this project included de-

veloping a community snapshot, surveying the existing planning landscape, researching corridor investment strategies, and creating guiding principles for equitable development. The following report describes each of these tasks in detail, and overall this report will play a role in guiding the work of the Penn Avenue Community Works project as it moves forward.



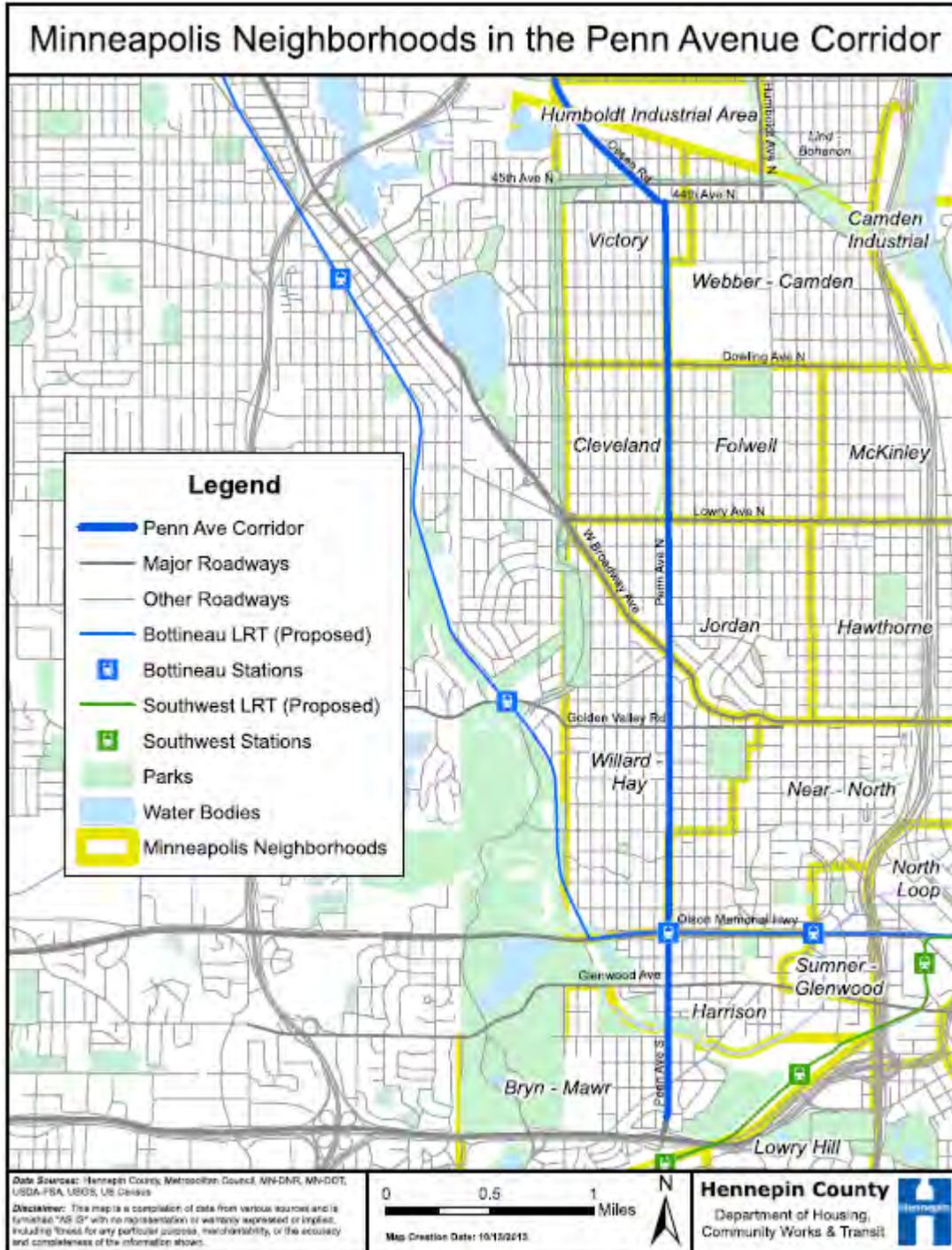
Community Snapshot

Socioeconomic Factors

There are a number of communities within the Penn Avenue Community Works project area. The Penn Avenue Corridor, running north to south through all of North Minneapolis, intersects 10 different neighborhoods. Each of these neighborhoods is very diverse and there is a wide range in the characteristics of the households in the neighborhoods.

These 10 neighborhoods are as follows:

- | | |
|-----------|---------------|
| Bryn-Mawr | Near-North |
| Cleveland | Victory |
| Folwell | Webber-Camden |
| Harrison | Willard-Hay |
| Jordan | Shingle Creek |



Left: Map depicting the neighborhoods in North Minneapolis and the Penn Avenue Corridor.

Diversity of Penn Avenue Communities

The Penn Avenue communities are very diverse. The demographics of the communities within the corridor vary moving from community to community. The following demographic and socioeconomic sections are important in developing a complete understanding of the existing conditions in the corridor. This factual data will help the Penn Avenue Community Works project understand who the people are that live in the corridor, and will allow for an identification of similarities and differences between neighborhoods. Also, this will allow for an identification of all of the community members that need to be included as engagement begins for the project. Maps depicting the demographic and socioeconomic factors are included in the Appendix. An understanding of the strengths of the Penn Avenue communities, one of which is its diversity, is an important aspect of the Penn Avenue Community Works project.

Total Population & Household Size (American Community Survey 2011)

The total population in the 10 neighborhoods within the Penn Avenue Community Works project area was 45,847 in 2010. The population density in the Penn Ave corridor is highest in the north end of the corridor, specifically in the neighborhoods of Folwell, Victory, and Webber-Camden.

The communities in the Penn Avenue Corridor have relatively large household sizes in comparison to the City of Minneapolis as a whole. The neighborhoods of Folwell, Jordan, and Willard-Hay and the southern portion of Near North have the highest average household size in the Penn Avenue corridor, all with average household sizes over 3 persons per household. Some of the areas within the Jordan and Willard-Hay neighborhoods have average household sizes around 5 persons per household. The average household size in all of Minneapolis is about 2.2, and every neighborhood in the Penn Avenue Corridor is higher. However, as stated above, there is a variation in the areas that have the highest average household sizes.

Race & Ethnicity (ACS 2011)

The Penn Avenue Corridor is very diverse, and different communities have different racial and ethnic make-ups.

White residents make up the smallest proportion of the overall population in the neighborhoods of Near-North, Jordan, and Willard-Hay, with some areas of these neighborhoods containing a proportion of white residents as low as 5 percent. The proportion of white residents increases in neighborhoods that are further north and further south on the Penn Avenue Corridor. White residents make up 50 percent or more of the population in the Cleveland and Victory neighborhoods on the north side of the corridor. On the south side of the corridor in the Bryn-Mawr neighborhood, white residents account for over 90 percent of the total population.

The African American population is more heavily concentrated in the central segment of the Penn Avenue Corridor, specifically in the neighborhoods of Jordan, Near-North, and Willard-Hay. In these three neighborhoods, African Americans account for 50 percent or more of the overall population. African American residents also make up a decent proportion of neighborhoods in the northeast segment of North Minneapolis, with the neighborhoods of Folwell and Webber-Camden accounting for between 38 and 45 percent African American residents.

The proportion of Hispanic or Latino residents in the Penn Avenue corridor is more evenly distributed than the white or African American residents. There is one pocket with a heavier concentration of Hispanic or Latino residents. This area is near the southern end of the corridor in the Near-North neighborhood.

Asian residents are more heavily concentrated in the central segment of the Penn Avenue corridor. There are a higher proportion of Asian residents in the Harrison, Jordan, and Near-North neighborhoods than in the rest of the project area. Asian residents make up between 30 and 49 percent of some areas within these two neighborhoods. The northern and southern ends of the corridor have lower proportions of Asian residents, similar to the distribution of other minority populations.

American Indian residents make up a small percentage of the population in the communities of the Penn Avenue Corridor, and the American Indian residents are fairly evenly distributed throughout the Penn Avenue corridor. There is an area with a proportion of American Indian residents between 5 and 14 percent, which is located in the northern portion of the Willard-Hay neighborhood.

Native Hawaiian or other Pacific Islanders do not make up a large proportion of the overall population in the communities of the Penn Avenue Corridor. Native Hawaiian or other Pacific Islanders are not concentrated in any area on the Penn Avenue Corridor.

Transportation & Commute Patterns (ACS 2011)

There are a large number of residents in the Penn Avenue corridor that do not have access to a vehicle for transportation purposes. In the Near North neighborhood, 20 percent or more of the residents over the age of 16 do not have access to a vehicle. Other areas in the Penn Avenue corridor, including the Harrison, Jordan, Willard-Hay neighborhoods, have higher proportions of residents that do not have access to a vehicle. This is significant for the Penn Avenue Community Works project, as these residents would benefit the most from investments and improvements in the transit network in the Penn Avenue Corridor. According to the Federal Transit Administration (FTA), these residents that do not have access to a vehicle are described as “transit-dependent riders”.

Residents that drove alone to work generally live in the northern and southern ends of the Penn Avenue corridor. Neighborhoods that are in closer proximity to downtown Minneapolis have lower proportions of residents that drove alone to work. This may be because of higher levels of transit service in these areas that are closer to downtown.

There are large proportions of residents over the age of 16 that use transit to get to work in the Penn Avenue corridor. Specifically, over 20 percent of commuters in the Near-North and Willard-Hay neighborhoods use transit to get to work. The northeast por-

tion and the southern portion of the Penn Avenue corridor, including the Folwell, Harrison, and Webber-Camden neighborhoods, have higher proportions of commuters using transit to get to work. This is important as future transit investments are considered, as there are already a high number of residents that are familiar with using transit for commuting. The proportions of commuters that use transit to commute could increase as investments are made in the transit network along the Penn Avenue Corridor.

A vast majority of commuters, defined as residents over the age of 16, have commute times between 15 and 29 minutes. Some neighborhoods, specifically Harrison, Near-North, and Willard-Hay, have a large proportion of residents that have commute times between 0 and 14 minutes. This could be due to the location of these neighborhoods near the major employment center of downtown Minneapolis. Also, these areas are better served by frequent transit service to downtown. As you move further from downtown, there are some areas that have longer commute times. The Cleveland, Folwell, and Jordan neighborhoods have higher proportions of commuters with commute times between 30 and 44 minutes.



Above: The 19 bus route, operated by Metro Transit, currently operates on Penn Avenue and provides a public transit option for residents in the Penn Avenue Corridor

Household Income (ACS 2011)

Median household income in the communities in the Penn Avenue Corridor is relatively low, compared to other areas surrounding North Minneapolis. Most of the neighborhoods in the corridor have median household incomes between \$25,000 and \$49,999. The median household income for broader Hennepin County is about \$83,000. Households in the Penn Avenue corridor have median incomes that are much lower. Some areas have higher median incomes, including the Cleveland and Victory neighborhoods. The median household income in these neighborhoods is between \$50,000 and \$74,999.

There are some neighborhoods in the Penn Avenue Corridor that have high proportions of residents that are living below the poverty level. The Jordan, Near-North, and Willard-Hay neighborhoods have the highest concentration of residents living below the poverty line, with 40 percent or more of residents in these areas are living below the poverty line. However, between 30 and 39 percent of the residents in the Folwell, Harrison, and Webber-Camden neighborhoods are living below the poverty level.

There also are residents that are receiving some form of public assistance income in the neighborhoods in the Penn Avenue Corridor. The Harrison and Near-North neighborhoods have the highest proportion of residents that receive public assistance income. However, all of the neighborhoods in the City of Minneapolis have some proportion of residents that receive public assistance income. The Cleveland and Victory neighborhoods seem to be the only exception, with much smaller proportions of residents that receive public assistance income.

Many of the neighborhoods in North Minneapolis receive social security income. The Jordan and Willard-Hay neighborhoods have the highest proportion of residents that receive social security income. There are residents that receive social security income throughout the Penn Avenue Corridor. However, the patterns seem to be consistent with the areas surrounding North Minneapolis, such as the suburban communities to the west of the study area.

Unemployment Rates (ACS 2011)

The unemployment rate along Penn Avenue corridor is an important socio-economic factor to understand in preparation for the next phase of the project, which will involve intensive community-based planning.

The unemployment rate represents the number of unemployed people as a percentage of the civilian labor force. The labor force is classified as all people over the age of 16 years who are not students, homemakers, retired workers, seasonal workers interviewed in the off season who are not looking for work, institutionalized people, and people doing only incidental unpaid family work for less than 15 hours per week. All civilians in the labor force who are 16 years old or over are classified as unemployed if they are neither “at work” nor “with a job but not at work” and were actively looking for work in the 4 weeks prior to survey completion. Those civilians reporting as unemployed are able to start a job. If a civilian has been laid off and is waiting to be called back to a job, they are also classified as unemployed.

The unemployment rate is highest in the Jordan neighborhood with over 40% unemployment. Several other neighborhoods along Penn Avenue have unemployment rates above 15%. This is in stark contrast to areas in the City of Golden Valley as well as for neighborhoods along the City of Minneapolis boundary, such as Victory and Cleveland. The data shows a spatial concentration of high unemployment near the center of North Minneapolis.

This report’s appendix includes a series of maps that show the unemployment rate in relation to race and ethnicity. Unemployment rates are significantly higher for African Americans with over 40% unemployment found in the Jordan and Harrison neighborhoods along Penn Avenue. The unemployment rate is significantly lower on average for the white population as well as the Hispanic and Latino populations of any race. There are four census tracts that do not have data in the 2011 American Community Survey on the unemployment rate of Hispanic and Latino

populations of any race, most likely because an estimate could not be derived from the data. The overall Hispanic and Latino populations in those census tracts is relatively low. Those census tracts are shown in white. This is also true for all census tracts in regards to unemployment rates for other racial categories including Asian, Native Hawaiian and Other Pacific Islander, and American Indian. From the context of the other data available, it is likely that the unemployment rates are under 40%.

Unemployment rates by educational attainment were also mapped. Educational attainment data is tabulated in the 2011 American Community Survey for people who are 18 years old and over. Respondents are classified by the highest degree or the highest level of school completed. If respondents filled out more than one box, the response was edited to the highest degree or level reported. Those civilians who completed school abroad were instructed to report the equivalent level of schooling in the American system.

Lower unemployment rates are correlated with higher levels of educational attainment. The unemployment rate is over 60% in three neighborhoods along Penn Avenue, including Bryn Mawr, Jordan, and Victory for those who did not receive a High School Diploma or the equivalent degree. The overall unemployment rates for Victory and Bryn Mawr are far lower, suggesting that there may be more highly educated people living in those neighborhoods. In Jordan, there is also a high unemployment rate for High School Graduates or equivalent and those with some college credit completed. The unemployment rate is under 15% for those with a Bachelor's degree, which is much lower than the overall rate of over 40%. In all of these maps, it is clear that unemployment is spatially concentrated in North Minneapolis in comparison to the population of Golden Valley neighborhoods to the West.

Unemployment rates have been linked to racial discrimination, access to reliable transportation, and educational attainment in many pieces of literature. There is a great opportunity to address these disparities along Penn Avenue, which will be discussed in other sections of this report.

Social Characteristics (ACS 2011)

It is important to consider the needs of the veteran population in planning processes because they are great assets to the community and their voices are important to consider. The percentage of veterans is lower on average in sections of the Jordan, Hawthorne, Willard-Hay, and Near-North neighborhoods, all located near the center of the Penn Avenue corridor in North Minneapolis. Most census tracts report 5-9% of the population as Veterans. Veterans are men and women who have served, but are not currently serving, on active duty in the United States Army, Navy, Air Force, Marine Corps, or the Coast Guard, or who served in the United States Merchant Marine during World War II. People who have served in the National Guard or Reserves were instructed to report as veterans only if they were ever called into active duty. All other civilians over the age of 18 years are reported as non-veterans. The percentage on the map represents the percentage of veterans among all civilians who are 18 years old and over.

A map showing the percentage of foreign-born residents is included in this report to show the importance of including foreign-born residents in community outreach efforts, no matter how small the proportion of the population. This can be challenging due to language barriers, unfamiliarity with planning processes, and distrust in government, but is essential to consider.

The percentage of residents born outside of the United States along Penn Avenue corridor is not as high as neighborhoods to the East of Girard Avenue. In the McKinley neighborhood and sections of Hawthorne, Near-North, and Sumner-Glenwood neighborhoods, the average percentage of foreign born residents is over 15%.

Recently Completed & Pending Development Projects

The Commons at Penn

The Commons at Penn Avenue is a residential development project in North Minneapolis. The project is being developed by Building Blocks Community Developers, and will be completed some time between 2014 and 2015. The residential building will be located at 1823 Penn Avenue North, which is on the southwest corner of the Penn Avenue North and Golden Valley Road intersection. Building Blocks Community Developers has secured funding for the project through a variety of sources including the Minnesota Housing Finance Agency, the Hennepin County Transit Oriented Development Program, Minneapolis Community Planning and Economic Development Funds, and Department of Employment and Economic Development Redevelopment grants.

The Commons at Penn mixed-use building will be a four story building providing 45 permanent rental units. The rental units will be provided for families or single households with children, who will be given

priority in filling vacant units. Also, there will be an income limit on the rental units of 60 percent of the area median income. There will be 3 types of rental units in the building including one-, two-, and three-bedroom units. There will be parking spaces provided on site for residents, a majority of which will be located below-grade under the building. Commercial space will be included on the ground floor of the building

The Commons at Penn will be an example of transit-oriented development in the Penn Avenue Corridor. The size of the development site is 0.78 acres, making the residential density of the project 58.03 units per acre, which is an increase in density from the existing conditions. With investments being made to improve the transit service along Penn Avenue, the Commons at Penn will be well served by transit and will serve as a catalyst to future redevelopment in the Penn Avenue corridor.



Above: Architects perspective rendering of The Commons at Penn.

Praxis Marketplace

Praxis Marketplace is a proposed development on a vacant site owned by the City of Minneapolis. The City issued a Request for Proposal (RFP) for the site in November 2011 with the intent to redevelop the site and create a viable commercial or mixed-use node in the community. Praxis Foods was selected through the RFP process. Praxis Foods' proposal included the development of a full service grocery store on the site that will provide fresh produce and other foods while employing local residents. The grocery store would be large, at about 30,000 square feet, and would provide access to quality foods for residents of North Minneapolis. Total development costs for the project have been estimated at \$6.5 million.

The site in which Praxis Marketplace is proposed is 1256 Penn Avenue North, which is on the southeast corner of Penn Avenue North and Plymouth Avenue North. The proposed development would also take up a few lots south of Plymouth Avenue, located at 1235 through 1243 Oliver Avenue North. The Praxis Marketplace development would complement the existing building and institutions that are located at the intersection of Penn Avenue North and Plymouth Avenue North, which include the Northpoint Health and Wellness Center, the Minneapolis Urban League,

and the University of Minnesota's Urban Research and Outreach-Engagement Center.

Praxis Marketplace would be an example of redevelopment in the Penn Avenue Corridor that provides easy access to quality food for the existing residents in the area. This area has been characterized as a "food desert", meaning that there is poor access to quality food centers which is related to health and human development issues. Also, the developers of Praxis Marketplace are interested in employing local residents in skilled and unskilled positions. The grocery store is projected to need 150 employees which would provide many employment opportunities for local residents.



Above: Rendering of Praxis Marketplace.



Above: Rendering of Praxis Marketplace and a view of its orientation to the sidewalk and pedestrian environment.

Broadway Flats

Dean Rose of Rose Development, LLC plans to begin construction on the Broadway Flats at the intersection of Penn Avenue North and West Broadway Avenue in spring 2014 with completion expected in 2015. This development is expected to act as a catalyst for future development at that intersection. It will offer high-quality commercial space as well as viable workforce housing along two important transit corridors. The first floor of the building will include roughly 15,000 square feet of commercial space. Broadway Liquor Outlet will occupy the corner space and there is potential for three more commercial tenants who formerly occupied the site to face West Broadway Avenue. On the second and third floors, 103 units of housing are planned, which includes studio, one-bedroom, and two-bedroom units. The residential lobby, leasing office, and amenities will be on the first floor. An underground garage will accommodate 60 parking stalls. There will be up to 60 surface parking spaces provided as well. Also, a stormwater management and treatment area has been designated in the site plan. Various financing sources have been obtained for this development, including Affordable Housing Tax Credits, Low-Income Housing Tax Credits, and a Livable Communities Demonstration Account Transit Oriented Development Grant. At the time of

this report's completion, the all of the development projects described still had a funding gap to close before the projects can proceed.



Above: Rendering of Broadway Flats.



Above: Aerial view rendering of Broadway Flats.

SOME PUBLIC FUNDING SOURCES

City of Minneapolis Affordable Housing Trust Fund (AHTF)	\$750,000
Livable Communities Demonstration Account	\$2,000,000
Hennepin County Transit Oriented Development	Applied for \$150,000
Hennepin County Affordable Housing Incentive Fund	Applied for \$400,000

RESIDENTIAL UNITS

Studio	15
One-Bedroom	78
Two-Bedroom	15
Three-Bedroom	0
Total Units	103

West Broadway Crescent

The West Broadway Crescent housing project will be located in the Jordan neighborhood along West Broadway Avenue and East of Penn Avenue North. CommonBond Communities, a local non-profit organization, has proposed a three-story housing development on West Broadway Avenue East of Logan Avenue North. This three story housing development will provide Fifty-four units, most of which will be two-bedroom units. One-bedroom and three-bedroom units will also be provided. Forty-nine units will be set aside for low-income families with five available at market rates. It is expected to act as a catalyst for future development along the West Broadway Avenue and Penn Avenue corridors. Various financing sources have been obtained for this development, including Affordable Housing Tax Credits, Low-Income

Housing Tax Credits, and a Livable Communities Demonstration Account Transit Oriented Development Grant.



ADVANTAGE SERVICES CENTER & TOT LOT - WEST FAÇADE

Above: Rendering of the west façade of the West Broadway Crescent building. Below: Aerial view of building along West Broadway Avenue.



AERIAL VIEW: WEST ELEVATION ALONG WEST BROADWAY AVENUE

SOME PUBLIC FUNDING SOURCES

City of Minneapolis Affordable Housing Trust Fund (AHTF)	\$1,095,000
Metropolitan Council Livable Communities Demonstration Account	\$1,000,000
Hennepin County Affordable Housing Affordable Housing Incentive Fund (AHIF)	\$550,000
Metropolitan Council Local Housing Incentive Account (LHIA)	\$300,000

RESIDENTIAL UNITS

Studio	0
One-Bedroom	0
Two-Bedroom	43
Three-Bedroom	11
Total Units	54

Capri Block RFP

The City of Minneapolis has released a request for proposals (RFP) for the Capri Block, which includes land on the South side of West Broadway Avenue bounded by Penn Avenue North and 23rd Avenue North. Inter-agency staff and neighborhood associations will review proposals between December 12, 2013 and February 14, 2014. A recommendation will be made to the City Council Community Development Committee on the selected developer on April 1, 2014 and a final action will be taken by City Council on April 11, 2014. Commercial space is strongly desired on this property for new business expansion with a preference for a sit-down restaurant. Residential development over ground floor commercial space is also

preferred for new development at this location. An emphasis on market rate rental units is also preferred, as explained in the RFP. The development must be at least two stories with a minimum floor area ratio (FAR) of 1.0 due to its location within a Pedestrian Oriented Overlay District. Sustainable design is encouraged and amenities are highly desirable, which could include underground parking, bicycle parking facilities, plazas, green spaces and play areas. The RFP requires that development proposals address elements of site design found in community plans such as the West Broadway Alive! Plan.



Above: The Capri Theater, located at 2027 West Broadway Avenue in the vicinity of the Capri Block RFP study area, is planning on investing in the area by expanding the theater (rendering of future building shown above).

Green Homes North

The City of Minneapolis launched the Green Homes North program in 2012 with the goal of building one hundred energy efficient homes in five years. The work will help to revitalize neighborhoods in North Minneapolis, which were highly affected by the foreclosure crisis and the May 2011 tornado. The green homes are built to either Minnesota Green Communities Standards or LEED for Homes standards. Twenty-seven green homes are currently under construction. The request for proposals (RFP) for Round Three of the program was released on August 2, 2013 with proposals due on Friday August 30, 2013 for the first phase of design. The second phase of design concluded on Tuesday December 10, 2013. Non-profit devel-

opers such as Project for Pride in Living and Habitat for Humanity have been granted contracts to build the green homes. Funding for the program, provided by Minnesota Housing Financing Agency, the City of Minneapolis, and the Family Housing Fund, assists developers with gap financing. The Twin Cities Community Land Bank offers loans with an interest rate below three percent. CPED has offered over two million dollars in funding in the first two funding rounds and will offer roughly one million dollars in the third round. The homes are located in eight neighborhoods in North Minneapolis including Camden, Folwell, Hawthorne, Harrison, Jordan, Shingle Creek, Willard-Hay, and Victory.

Green Homes North Continued

Green Homes North Homes Currently Under Construction, by Neighborhood:

Camden

3963 Colfax Avenue North
3830 Colfax Avenue North

Folwell

3319 Fremont Avenue North

Hawthorne

3018 4th Street North
3020 4th Street North
3101 6th Street North
3107 6th Street North
329 31st Avenue North
424 31st Avenue North
428 31st Avenue North
610 31st Avenue North

Harrison

401 Logan Avenue North
409 Logan Avenue North

Jordan

2530 James Avenue North
2511 James Avenue North
2501 James Avenue North
2611 James Avenue North
2025 3rd Avenue North

Shingle Creek

5201 Oliver Avenue North
5200 Penn Avenue North

Willard-Hay

2510 Plymouth Avenue North
2506 Plymouth Avenue North
2500 Plymouth Avenue North
2426 Plymouth Avenue North
1317 Sheridan Avenue North

Victory

4150 Upton Avenue North
3858 Sheridan Avenue North



Above: A Green Homes North home under construction.

Alliance Housing

Alliance Housing is a non-profit with a mission of owning and operating housing for low income individuals in Minneapolis, and the broader Twin Cities region. Alliance Housing has recently begun to provide affordable housing units in the form of transit oriented development. The first project of this type that was completed by Alliance Housing was Hiawatha Commons. Hiawatha Commons is a higher density mixed income building located near the Lake Street station on the Hiawatha LRT line, and provides 60 affordable housing units and 20 market rate apartments.

Alliance Housing has also recently completed a new housing development in North Minneapolis. This project is called Gateway Lofts and is located at 2623 West Broadway Avenue North, just west of the Penn Avenue corridor. Gateway Lofts consists of 46 rental units, made up by 22 studio units, 18 one bedroom units, and 6 two bedroom units. Eligibility for the 41 of the 46 units in Gateway Lofts will be determined by income and the income restrictions have been set at 50 and 60 percent of the area median income.



Above: Hiawatha Commons, located in Minneapolis near the Hiawatha Light Rail line.



Above: Gateway Flats, located at 2623 West Broadway Avenue North.

Capital Improvement Plans

County and City Capital Improvement Plans were analyzed to identify projects near the Penn Avenue Corridor. These programs could be aligned to more efficiently fund projects in the Penn Avenue Community Works project area.

Hennepin County CIP Projects (2013-2018)

Hennepin County has projects planned in their Capital Improvement Plan (CIP) in the Penn Avenue Community Works Project's study area. Hennepin County plans to make improvements to some of the county roads in the study area that will improve deteriorating infrastructure and improve the structural condition of the county roads. One of the projects will also improve the condition and functioning of drainage along the county road. Not only does the Hennepin County CIP address street infrastructure, but it also addresses improvements and additions to county facilities in North Minneapolis. These facilities include a new library and new Human Services and Public Health Department facilities. These facilities will improve ac-

cess to county services for residents in the Penn Avenue Community Works Project's study area.

2012 Projects:

- Human Services and Public Health Department North Minneapolis Hub: New facility, on the corner of Plymouth and Emerson Avenues, will provide easy access to HSPHD services for the communities in North Minneapolis

2014 Projects:

- CSAH 152 (44th Avenue North): Road reconstruction from CSAH 2 (Penn Avenue North) to 42nd Avenue North

2015 Projects:

- CSAH 9 (45th Avenue North): Road reconstruction from Xerxes Avenue North to CSAH 152 (44th Avenue North)

Projects Spanning Multiple Years:

- New Webber Park Library (CIP funded 2008-2015): Replacing library facility with new, larger building that will be able to meet the demands of the community
- North Minneapolis Community Wellness Center (CIP funded 2006-2015): New facility on the existing NorthPoint Health Center location on the NW corner of Penn and Plymouth Avenues that will accommodate new services and programs within a unified and integrated facility. Also may include expanded parking.



Above: The NorthPoint Health Center will be receiving an upgrade to accommodate new programs.

Right: The existing Webber Park Library will be replaced with a new facility that can better serve the community. The final location is not yet determined.



Capital Improvement Plans

City of Minneapolis CIP Projects (2013-18)

The City of Minneapolis has many projects planned in their Capital Improvement Plan (CIP) in the Penn Avenue Community Works Project's study area. The majority of the projects are focused on making improvements to existing streets, but there are other projects that will be improving sidewalks, trails, alleys, sewers, and stormwater drainage systems.

2013 Projects:

- Memorial Parkway: Sealcoating following repaving
- Sheridan Avenue North & 29th Avenue North: Sewer overflow improvements and infiltration and infill removal

2014 Projects:

- Queen, Penn, Lowry & 33rd Avenues North: Alley renovations
- Sheridan Avenue North & 29th Avenue North: Continued sewer overflow improvements and infiltration and infill removal
- Hay Northwest Area: Street resurfacing in area bounded by Golden Valley Road (to the north), Penn Ave (to the east), Plymouth Ave (to the south) & Xerxes (to the west)
- Penn Avenue North & 16th Avenue North: Traffic and safety improvements to intersection

2015 Projects:

- Osseo Road & 45th Avenue North: Traffic and safety improvements to intersection
- Northwest Area: Improving defective or hazardous sidewalks and completing gaps in area bounded by 44th Ave (north), Penn Ave (east), 39th Ave (south), Xerxes Ave (west)
- Penn, Penn East & McKinley Areas: Street resurfacing program in area bounded by Dowling Ave (north), Lyndale Ave (east), Lowry Ave (south) & Penn Ave (west)
- Northeast Area: Improving defective or hazardous sidewalks and completing gaps in area bounded by Lowry Ave (north), Dupont Ave (east), W Broadway Ave (south), Penn Ave (west)
- Penn Avenue North & Oak Park Avenue: Traffic and safety improvements to intersection
- Morgan, Logan, Chestnut & 2nd Avenues North: Alley renovations

2016 Projects:

- Vincent, Upton, 34th & 35th Avenues North: Alley renovations
- Queen, Penn, 29th & 30th Avenues North: Alley renovations
- 26th Avenue North: Upgrades to pavement from W Broadway Avenue to Lyndale Avenue North

CITY OF MINNEAPOLIS CAPITAL IMPROVEMENT PROJECTS 2013 CONSTRUCTION PROPOSED: 2014 - 2018 CAPITAL PLAN

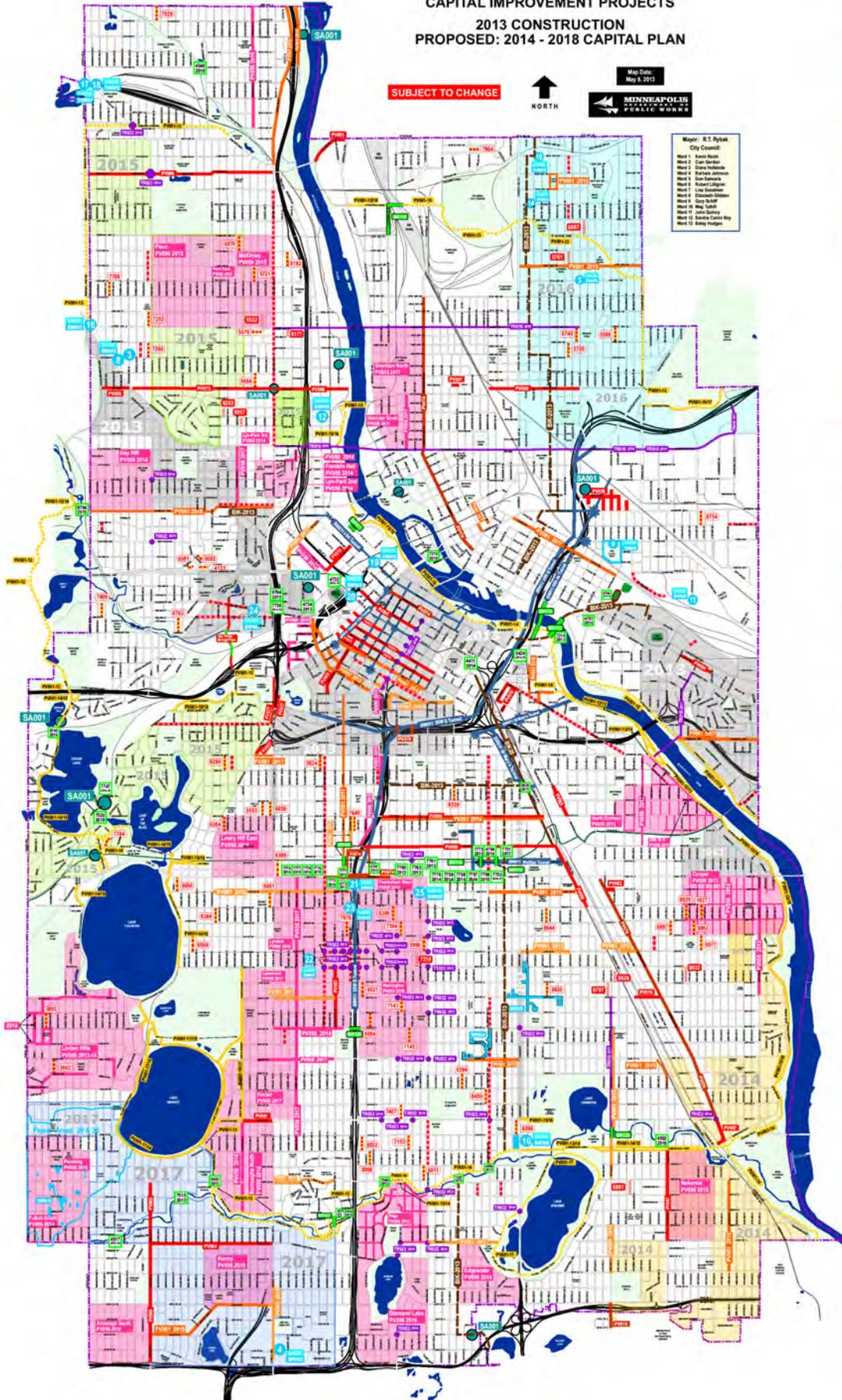
SUBJECT TO CHANGE



Map Date:
May 8, 2013



Mayor: R.T. Rybak
City Council:
Ward 1: Kevin Roth
Ward 2: Carl Tonello
Ward 3: Diane Williams
Ward 4: Richard Lammert
Ward 5: Dan Edwards
Ward 6: Richard Lammert
Ward 7: Lisa Goodman
Ward 8: Elizabeth Glavin
Ward 9: Matt Tobin
Ward 10: John Collier
Ward 11: Sharon Collins Key
Ward 12: Betty Hughes



PROJECT NAME	2013	2014	2015	2016	2017	2018
2013	2014	2015	2016	2017	2018	
2015		2014	2015	2016	2017	2018
2016			2014	2015	2016	2017
2017				2014	2015	2016
2018					2014	2015

2013 Alley Renovation Program

Alley	2013	2014	2015	2016	2017	2018
1st Alley						
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2013 Street Resurfacing Program

Street	2013	2014	2015	2016	2017	2018
1st Street						
2nd Street						
3rd Street						
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5th Street						
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49th Street						
50th Street						

2013 High Volume Corridor Resurfacing

Corridor	2013	2014	2015	2016	2017	2018
1st Corridor						
2nd Corridor						
3rd Corridor						
4th Corridor						
5th Corridor						
6th Corridor						
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49th Corridor						
50th Corridor						

Capital Improvement Plans

City of Minneapolis CIP Projects (2013-18) Continued

2017 Projects:

- 26th Avenue North: Continued upgrades to pavement from W Broadway Avenue to Lyndale Avenue North

2018 Projects:

- 42nd, Xerxes & Lyndale Avenues North: Paving upgrades
- Plymouth Avenue North: High volume reconditioning from Lyndale Avenue North to Xerxes Avenue North
- Logan Avenue North, Elmwood Avenue North, Olson Memorial Highway & Thomas Place North: Alley renovations
- Elwood, Irving & 8th Avenues North: Alley renovations
- James, Elwood & 7th Avenues North & Olson Memorial Highway: Alley renovations
- Washburn, Vincent, 2nd & Glenwood Avenues North: Alley renovations

Future Projects for 2015 or Beyond:

- Xerxes Avenue North & 47th Avenue North: Sewer overflow improvements and infiltration and infill removal
- Washburn Avenue North at Osseo Road: Sewer overflow improvements and infiltration and infill removal
- West Broadway Frontage Road at Xerxes Avenue North: Sewer overflow improvements and infiltration and infill removal

Aligning Capital Improvement Plans

Identifying the infrastructure investments that are planned in the Penn Avenue Corridor is important. As additional public investments are made in the corridor through transit or other improvements, it will be beneficial to align the investments with projects included in the City of Minneapolis CIP and the Hennepin County CIP, as well as other potential funding sources. The City of Minneapolis and Hennepin County have expressed a willingness to coordinate the funding of infrastructure investments because it will provide opportunities to achieve an overall cost reduction in some of the projects. Also, by aligning CIP programs, construction impacts from future infrastructure projects could be minimized for community residents and businesses.



Survey of Planning Landscape

Introduction to Plan Review Process

In order to gain insight on the planning landscape for the Penn Avenue Corridor, a review was completed of the existing planning documents that include Penn Avenue North. The review included the following documents:

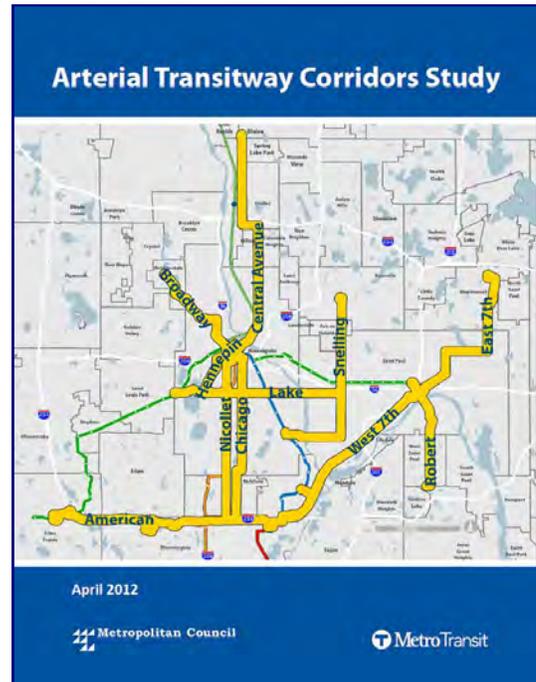
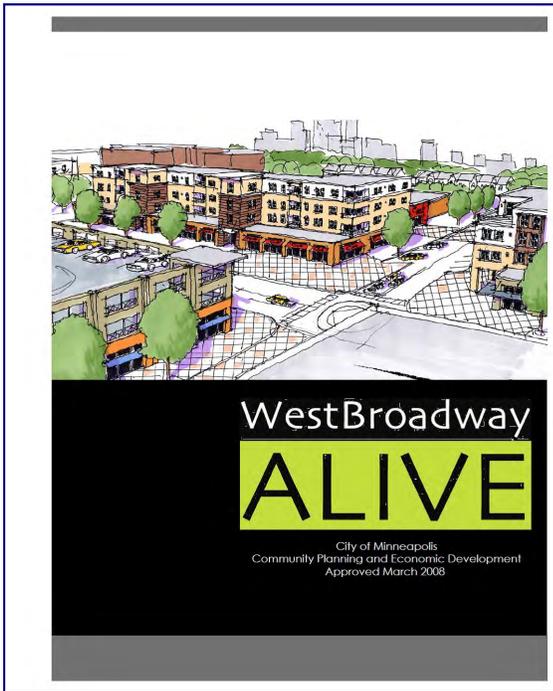
- Hennepin County Lowry Avenue Corridor Plan (2002)
- Bryn Mawr Neighborhood Land Use Plan: A Plan for the Future of the Neighborhood (2005)
- City of Minneapolis Bassett Creek Master Plan (2006)
- Penn & Broadway Avenues: The Future of Transit-Oriented Development West Broadway Bottineau Boulevard BRT (2006)
- City of Minneapolis Downtown Action Plan (2007)
- City of Minneapolis Streetcar Feasibility Study (2007)
- Metro Transit Northwest Restructuring Plan (2007)
- West Broadway Alive! Plan (2008)
- Victory Neighborhood Pedestrian Needs Analysis and Strategic Plan (2008)
- Metro Transit Service Improvement Plan (2009)
- City of Minneapolis Pedestrian Master Plan (2009)
- Minneapolis Citywide Action Plan (2009)
- City of Minneapolis Plan for Sustainable Growth (2009)
- Lucy Craft Laney Campus Redesign Master Plan (2009)
- City of Minneapolis Design Guidelines for Streets and Sidewalks (2009)
- Southwest LRT Minneapolis Station Area Strategic Plan (2010)
- City of Minneapolis Lowry Avenue Strategic Plan (2010)
- Southwest LRT Community Change Data Report (2010)
- The South Gateway: Increasing the Viability of Penn Station Bryn Mawr (2011)
- Southwest Corridor Infrastructure Inventory (2011)
- Minneapolis Master Bicycle Plan (2011)
- Hennepin County 2030 Comprehensive Plan Update (2011)
- CURA North Minneapolis Housing Market Index (2011)
- City of Minneapolis Penn Avenue North Redevelopment Plan (2012)
- Hennepin County Bottineau Transitway Alternatives Analysis (2012)
- Southwest LRT Corridor Development Assessment (2012)
- Metro Transit Arterial Transit Corridor Study (2012) (Penn added in 2013)
- Hennepin County Bottineau Transitway Locally Preferred Alternative (2012)
- Metropolitan Council Regional Service Improvement Plan (2012)
- CURA Promoting Economic Development in North Minneapolis Through Land Use Policy (2012)
- Bike Walk Twin Cities: 44th, Penn, Osseo Intersections and Corridors Study (2012)
- Southwest Corridor Housing Inventory (2013)
- Southwest LRT Station Characterization (2013)
- North Minneapolis Greenway Planning Project (2013)
- Southwest LRT Conceptual Engineering Drawings (2013)
- Hennepin County Pedestrian Plan (2013)
- Southwest LRT Transitional Station Area Action Plan & Investment Framework (2013)
- Metropolitan Council Fair Housing and Equity Assessment (2013)

Introduction to Plan Review Process Continued

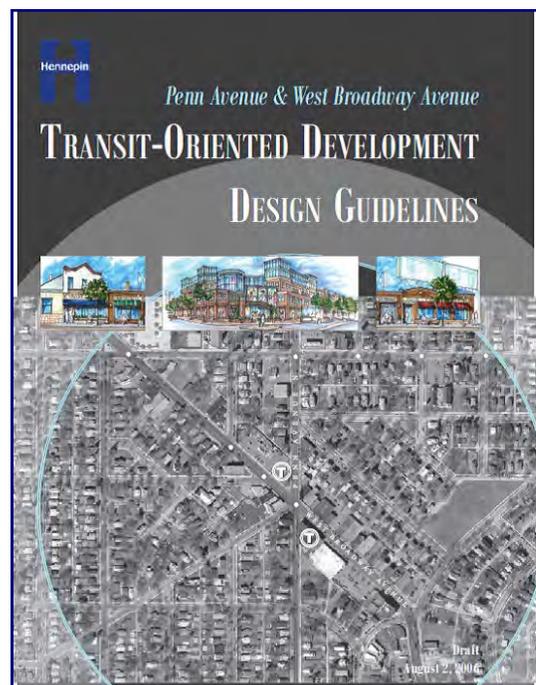
A timeline and map of these plans can be found on pages 23 and 24.

While analyzing each of these plans, focus was placed on five topics: economic development, land use, open

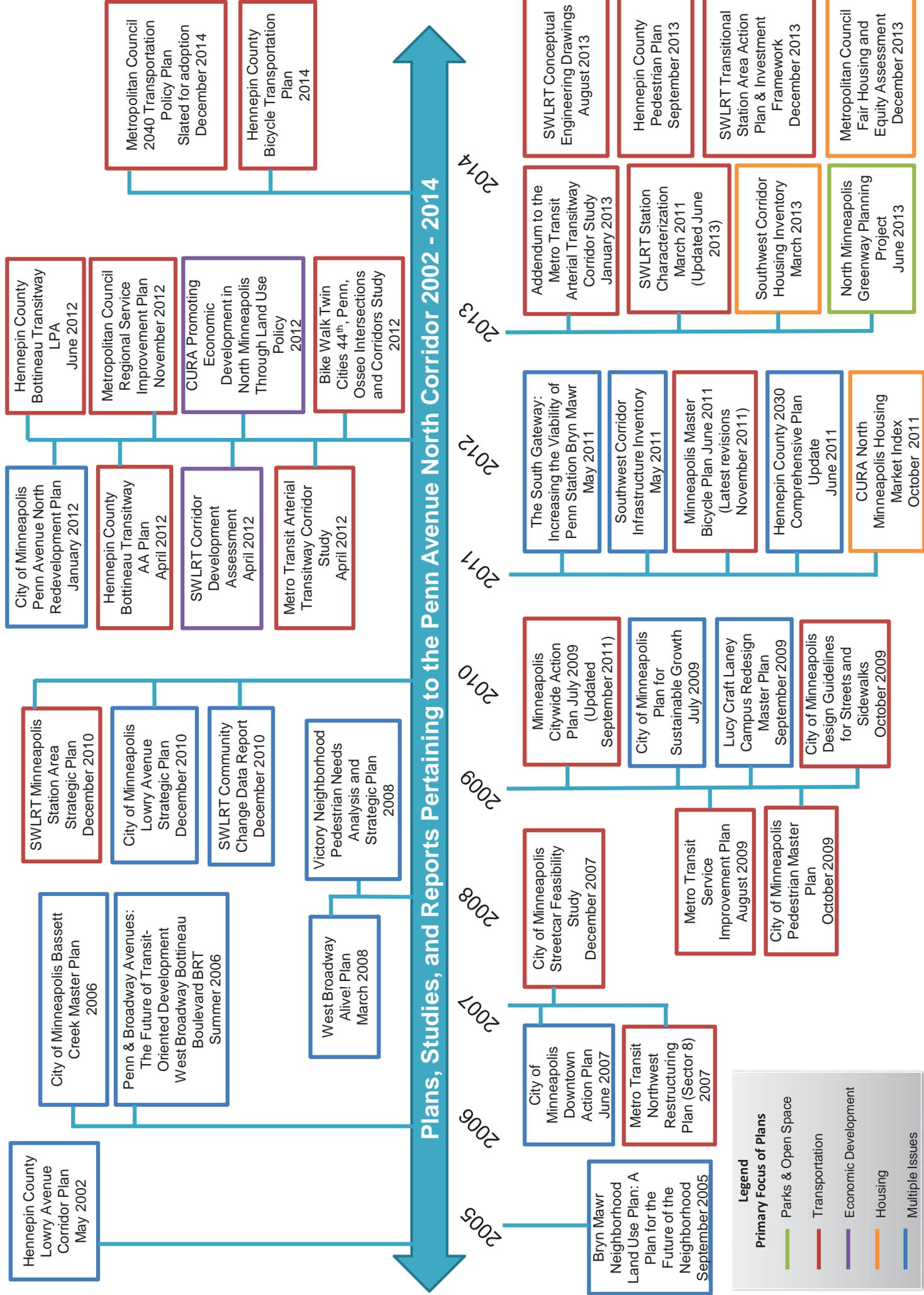
space and parks, transportation, and housing. These topics were chosen since they were aligned with the goals of the Penn Avenue Community Works Project. In addition to a review of plans across time, consideration was also given each plan's geographic focus area. The plans were then compared to each other based upon their study area and content.



Clockwise from Upper-Left: West Broadway Alive! Plan, Metro Transit Arterial Transitway Corridors Study, and the Penn Avenue and West Broadway Avenue Transit-Oriented Development Design Guidelines. These three plans are just a few of the many plans that were reviewed.



Plans, Studies, and Reports Pertaining to the Penn Avenue North Corridor 2002 - 2014



Legend

Primary Focus of Plans

- █ Parks & Open Space
- █ Transportation
- █ Economic Development
- █ Housing
- █ Multiple Issues

Hennepin County
Lowry Avenue
Corridor Plan
May 2002

City of Minneapolis Bassett
Creek Master Plan
2006

Penn & Broadway Avenues:
The Future of Transit-
Oriented Development
West Broadway Bottineau
Boulevard BRT
Summer 2006

SWLRT Minneapolis
Station Area
Strategic Plan
December 2010

City of Minneapolis
Lowry Avenue
Strategic Plan
December 2010

SWLRT Community
Change Data Report
December 2010

Victory Neighborhood
Pedestrian Needs
Analysis and
Strategic Plan
2008

West Broadway
Alive! Plan
March 2008

City of Minneapolis
Penn Avenue North
Redevelopment Plan
January 2012

Hennepin County
Bottineau Transitway
AA Plan
April 2012

SWLRT Corridor
Development
Assessment
April 2012

Metro Transit Arterial
Transitway Corridor
Study
April 2012

Hennepin County
Bottineau Transitway
LPA
June 2012

Metropolitan Council
Regional Service
Improvement Plan
November 2012

CURA Promoting
Economic
Development in
North Minneapolis
Through Land Use
Policy
2012

Bike Walk Twin
Cities 44th, Penn,
Osseo Intersections
and Corridors Study
2012

Bryn Mawr
Neighborhood
Land Use Plan: A
Plan for the
Future of the
Neighborhood
September 2005

City of
Minneapolis
Downtown
Action Plan
June 2007

Metro Transit
Northwest
Restructuring
Plan (Sector 8)
2007

City of Minneapolis
Streetcar Feasibility
Study
December 2007

Metro Transit
Service
Improvement Plan
August 2009

City of Minneapolis
Pedestrian Master
Plan
October 2009

Minneapolis
Citywide Action
Plan July 2009
(Updated
September 2011)

City of Minneapolis
Plan for
Sustainable Growth
July 2009

Lucy Craft Laney
Campus Redesign
Master Plan
September 2009

City of Minneapolis
Design Guidelines
for Streets and
Sidewalks
October 2009

The South Gateway:
Increasing the Viability of
Penn Station Bryn Mawr
May 2011

Southwest Corridor
Infrastructure Inventory
May 2011

Minneapolis Master
Bicycle Plan June 2011
(Latest revisions
November 2011)

Hennepin County 2030
Comprehensive Plan
Update
June 2011

CURA North
Minneapolis Housing
Market Index
October 2011

Addendum to the
Metro Transit
Arterial Transitway
Corridor Study
January 2013

SWLRT Station
Characterization
March 2011
(Updated June
2013)

Southwest Corridor
Housing Inventory
March 2013

North Minneapolis
Greenway Planning
Project
June 2013

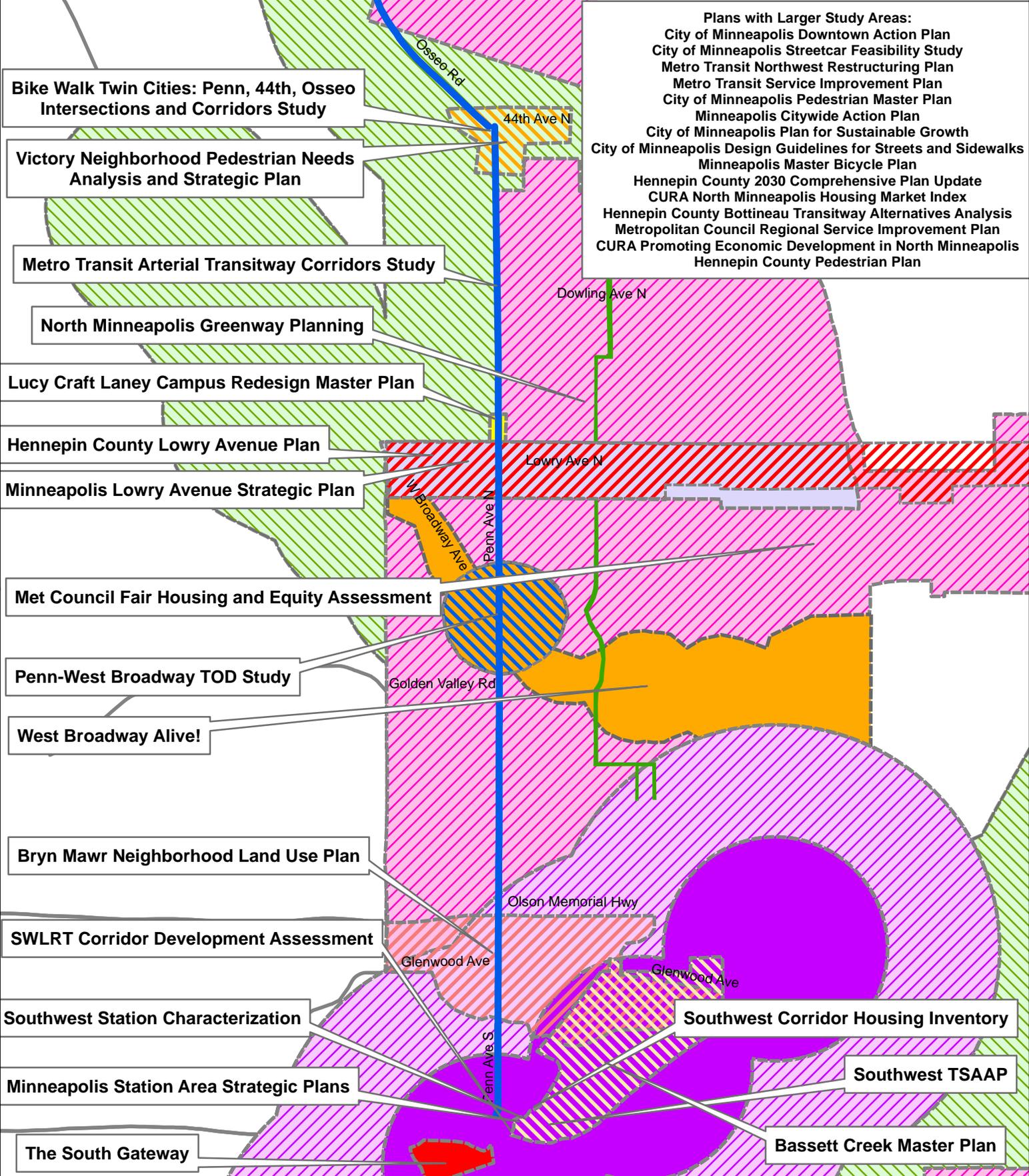
SWLRT Conceptual
Engineering Drawings
August 2013

Hennepin County
Pedestrian Plan
September 2013

SWLRT Transitional
Station Area Action
Plan & Investment
Framework
December 2013

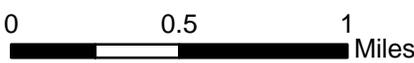
Metropolitan Council
Fair Housing and
Equity Assessment
December 2013

Penn Avenue Plans, Reports, and Studies



Data Sources: Hennepin County, Metropolitan Council, MN-DNR, MN-DOT, USDA-FSA, USGS, US Census

Disclaimer: This map is a compilation of data from various sources and is furnished "AS IS" with no representation or warranty expressed or implied, including fitness for any particular purpose, merchantability, or the accuracy and completeness of the information shown.



Map Creation Date: 1/16/2014



Hennepin County
Department of Housing,
Community Works & Transit



Existing Plan Comparison: Economic Development

394 to Olson Memorial Highway

Though businesses in downtown Bryn Mawr are well utilized, space is not, as there are many parcels in the area that are underutilized and posed for future business development. The encouragement of small businesses that not only provide residents with desired services or products, but also serve as social gathering places is recommended (Bryn Mawr Neighborhood Land Use Plan: A Plan for the Future of the Neighborhood). The plan specifically states that large, national business chains are unwelcome in the area.

21st Avenue to 27th Avenue

The plans that address economic development along this portion of Penn Avenue stress the need for the continuance of financial support programs and for the increased availability of funding for such programs. In particular, the need for increased financial support for façade improvement and structure rehabilitation is highlighted; the continued support of technical assistance, business loans, and entrepreneurship programs for small business owners is also stipulated (West Broadway Alive! Plan). Also accentuated is the need for a professional branding plan that incorporates the work of the Northside Marketing Task Force, as well as the need for additional community events that both bring people to North Minneapolis and portray the area in a positive light (West Broadway Alive! Plan). A variety of commercial, retail, and entertainment uses should be expanded as well (Penn & Broadway Avenues: The Future of Transit-Oriented Development West Broadway Bottineau Boulevard BRT).

30th Avenue to 33rd Avenue

Economic development directives in this segment of the corridor mainly address recently constructed residential development and the potential for additional development, specifically, the potential positive effects of the senior housing built at the corner of Penn Avenue and Lowry Avenue and the ability of adjacent parcels to accommodate the development of townhomes (City of Minneapolis Lowry Avenue Strategic Plan). The consolidation of commercial uses at select intersections, one of which is Penn Avenue and Lowry Avenue, is also a focus (City of Minneapolis Lowry Avenue Strategic Plan). In order to compete

with “big box” retailers nearby, niche market strategies should be developed. The North Minneapolis Market Strategy suggests that Penn Avenue retain its emphasis on convenience retail and fast food, but also integrate non-retail commercial uses, like medical offices (City of Minneapolis Lowry Avenue Strategic Plan).

33rd Avenue to 34th Avenue

None of the reviewed plans address economic development along the Penn Avenue Corridor between 33rd Avenue and 34th Avenue.

Penn Corridor

As with the more location specific plans analyzed above, plans that address economic development along the entire corridor encourage opportunities for the start-up and expansion of small businesses and reinforce the need for supporting programs to ensure their success. The introduction and continuation of business incubators, technical assistance, and entrepreneurship programs are suggested to serve such an end (The Minneapolis Plan for Sustainable Growth). The positive effects that efficient collaboration between government offices, higher education institutions, businesses, and neighborhood and non-profit organizations can have on economic development in the Corridor are also underscored (The Minneapolis Plan for Sustainable Growth). Streamlining the development review and permitting processes could further encourage the location of new businesses in Minneapolis by simplifying the process for applicants.

Plans also address the importance of a skilled labor force to any economic development initiatives. They recommend the continued allocation of funding to workforce development programs, like vocational training and apprenticeship and mentorship programs, especially those that support youth employment (The Minneapolis Plan for Sustainable Growth).

From Economic Development Plans to Action

- Support small businesses
- Streamline development review and permitting processes
- Coordinate with workforce development and mentoring programs

Existing Plan Comparison: Land Use

394 to Olson Memorial Highway

Plans that address this portion of the Penn Avenue Corridor, like many others, highly discourage the development of single story commercial buildings. Rather, they suggest that new neighborhood development include mixed-use, multi-storied buildings, with commercial and retail uses on the first level, and residential and office space on upper levels (Bryn Mawr Neighborhood Land Use Plan: A Plan for the Future of the Neighborhood). Despite the focus on multi-story development, there was a strong emphasis on scale, as all development is directed to be compatible with surrounding land use (Bryn Mawr Neighborhood Land Use Plan: A Plan for the Future of the Neighborhood). Enhancements to the visual quality of Penn Avenue should also be made through the improvement of street structures and vegetation. Of particular note is the suggestion that zoning requirements and land uses need to be adapted to allow for transit-oriented development, as there is a lack of buildings available for redevelopment to accommodate the growth around transit stations that these studies project (Southwest Light Rail Transit Corridor Development Assessment).

21st Avenue to 27th Avenue

Much of the land use suggestions along this part of the Penn Avenue Corridor pertain to the safety and enjoyment of the pedestrian experience. The expansion of sidewalk widths to allow for safe and convenient pedestrian circulation and for the use of street furniture is suggested (West Broadway Alive! Plan). The installation of signal countdowns and curb extensions at intersections, particularly at the corner of Penn Avenue and West Broadway Avenue, in order to improve the safety of pedestrians, is also recommended (West Broadway Alive! Plan). To the same end, the visibility of crosswalks should be increased through the use of “zebra style striping.” There is a need for an increase in the amount of benches, bicycle racks, flower baskets, trees, landscaped areas, decorations, trash receptacles, and lighting along this portion of Penn Avenue (West Broadway Alive! Plan).

As far as development is concerned, plans suggest increasing the density in the area. They encourage mixed-use development as well (West Broadway Alive! Plan), (Penn & Broadway Avenues: The Future of Transit-Oriented Development West Broadway Bottineau Boulevard BRT).

30th Avenue to 33rd Avenue

Density is one of the most addressed issues in plans that focus on this area. It is suggested that all new developments should be two or more stories (City of Minneapolis Lowry Avenue Strategic Plan). Though high-density development along the intersection of Lowry Avenue and Penn Avenue is recommended, it is acknowledged that some residents feel that large scale, high-density development would be out of sync with the current largely single-family homes in the neighborhoods (City of Minneapolis Lowry Avenue Strategic Plan). The need for smooth visual transitions between any new development and these existing single-family homes is noted (City of Minneapolis Lowry Avenue Strategic Plan).

For the intersection of Lowry Avenue and Penn Avenue a mixed-use retail area is suggested (City of Minneapolis Lowry Avenue Strategic Plan). Unlike in other segments of the corridor, between 30th Avenue North and 33rd Avenue North the desire of the local community to have both local and national or international businesses locate in the neighborhood is acknowledged and supported (City of Minneapolis Lowry Avenue Strategic Plan). The need for anchor businesses, like a drug store or bank, at the intersection and the need to fill vacant retail space next to North End Hardware, ALDI grocery store, and Family Dollar is also emphasized (City of Minneapolis Lowry Avenue Strategic Plan). It is posited that the best opportunity for development at this intersection is found on the publicly owned land at the intersection’s northwest quadrant. The plan also suggests moving the Union Liquors store closer to the intersection, in an effort to reduce distances between businesses,

Existing Plan Comparison: Land Use Continued

promote walkability, and provide a stronger buffer between the store and residential areas (City of Minneapolis Lowry Avenue Strategic Plan). A cause for concern is the vacant lot at the corner of Lowry Avenue and Penn Avenue, where environmental issues have been identified (Hennepin County Lowry Avenue Corridor Plan). 33rd Avenue to 34th Avenue

33rd Avenue to 34th Avenue

As in the other areas of analysis, the plan that addresses this portion of the Corridor specifies the need for the incorporation of art into public spaces. It is suggested that the area be enlivened with both art exhibits and sufficient seating so that residents and visitors can gather and spend ample time admiring exhibits (Lucy Craft Laney Campus Redesign Master Plan). It also stresses the need for the physical and visual connections between places, particularly between the Lucy Craft Laney school campus and the surrounding neighborhoods.

visual connections between places, particularly between the Lucy Craft Laney school campus and the surrounding neighborhoods.

Penn Corridor

As with the plans addressing specific segments of the corridor, plans that address Penn Avenue in its entirety aim to ensure that land use and zoning regulations promote development that is compatible with proximal properties, that is respectful of neighborhood character, and that is protective of natural features. The need to reduce conflict between motorists, bicyclists, and pedestrians, the need to promote street life and public gathering spaces, and the need to visually enhance and connect development are addressed. The appropriate transitions between uses with differing purpose, scale, and size are also stressed (The Minneapolis Plan for Sustainable Growth).

Also highlighted is the pedestrian's experience; plans promote his convenience, safety, and visual interest through measures that improve walkability, building design that allows for more "eyes on the street" and attractive streetscaping and landscaping guidelines that improve the appearance of the corridor (The Minneapolis Plan for Sustainable Growth).

From Land Use Plans to Action

- Encourage increased density and mixed-use at intersections of transit corridors
- Promote new development that is compatible and complementary to existing development
- Create visually appealing places for gathering and positive street life
- Incorporate art into public spaces and developments

Existing Plan Comparison: Open Space and Parks

394 to Olson Memorial Highway

In this part of the corridor the need for gathering spaces was strongly emphasized. (Bryn Mawr Neighborhood Land Use Plan: A Plan for the Future of the Neighborhood). For example, residents from the Bryn Mawr neighborhood would like the addition of public gathering places in downtown Bryn Mawr and in any new development that occurs within the neighborhood. It is also suggested that neighborhood access to these recreational areas be enhanced, through pedestrian and bicycle trails the connect parks to residential areas, to transit stations, and to other trails (Bryn Mawr Neighborhood Land Use Plan: A Plan for the Future of the Neighborhood). The plan also stresses the importance of forests, wetlands, and water bodies and the ecological functions they perform. It is proposed that management and preservation of these natural resources should be required in any new development or redevelopment projects. It is posited that this can be accomplished through natural buffer zones (Bryn Mawr Neighborhood Land Use Plan: A Plan for the Future of the Neighborhood); or through higher density development (The South Gateway: Increasing the Viability of Penn Station Bryn Mawr). Plans also recommend improving the lighting, landscaping, and public furniture in downtown Bryn Mawr.

21st Avenue to 27th Avenue

Plans that address this section of the corridor heavily stressed the need for the implementation of way-finding measures and other visual indications that inform pedestrians and transit riders of the proximity

of local parks. Tremendous community amenities, like the North Commons Park, are going unnoticed and as a result, underutilized. Though it is only a few blocks east of Penn Avenue, the North Commons Park is virtually invisible to travelers along Penn Avenue. Plans strongly recommend the introduction of way-finding measures to remedy the current situation (West Broadway Alive! Plan). The incorporation of art into civic space at station areas is also suggested (Penn & Broadway Avenues: The Future of Transit-Oriented Development West Broadway Bottineau Boulevard BRT).

30th Avenue to 33rd Avenue

As in plans that address parks and open space in the Bryn Mawr neighborhood, plans addressing this segment of the Penn Avenue Corridor heavily stress the need for increased accessibility to and connectivity of current park space. Suggestions include enhancing connectivity between Lowry Avenue and nearby amenities through green space connections (City of Minneapolis Lowry Avenue Strategic Plan). For example, enhancing connections between Lowry Avenue, the Victory Memorial Parkway, and the Theodore Wirth Parkway could allow for an increase in use and add value to the Corridor, especially at the Lowry Avenue and Penn Avenue retail node (City of Minneapolis Lowry Avenue Strategic Plan).

Existing Plan Comparison: Open Space and Parks Continued

33rd Avenue to 34th Avenue

Plans suggested the incorporation of art into public spaces, particularly at the station at the intersection of Penn Avenue and West Broadway Avenue. It is recommended that multi-use, easily adaptable, and clearly defined spaces on school grounds should be created for the benefit of all neighborhood residents, not just for the benefit of students (Lucy Craft Laney Campus Redesign Master Plan).

Penn Corridor

Plans that address the entire Penn Avenue Corridor incorporate the elements that the more location specific plans above address; however, they also introduce additional suggestions. The need to maintain and improve accessibility to park space is emphasized. For example, not only is the importance of sufficient park amenities highlighted, but the equitable spatial distribution of park space throughout the city is addressed as well (The Minneapolis Plan for Sustainable Growth). The plan specifies that underserved areas are a priority for the city.

As with previous plans, this plan also underlines the necessity for: the restoration and preservation of natural resources and ecosystem functions; both visual and physical connections between urban areas; and information about recreational areas, events, and programs (The Minneapolis Plan for Sustainable Growth). Unlike with other plans, however, crime prevention through environmental design strategies and the creation and improvement of local food market and community gardens is encouraged and supported (The Minneapolis Plan for Sustainable Growth).

From Open Space and Parks Plans to Action

- Create public gathering spaces for the community
- Maintain and improve accessibility and wayfinding to parks
- Utilize environmental design strategies as a mechanism for crime prevention
- Improve the local food market through community garden initiatives

Existing Plan Comparison: Transportation

394 to Olson Memorial Highway

Pedestrian safety is stressed in several of the plans covering this section of the corridor. Specifically, residents of the Bryn Mawr neighborhood are concerned about crossing Penn Avenue and Cedar Lake Road (Bryn Mawr Neighborhood Land Use Plan). Traffic calming on Penn Avenue and improved crossing infrastructure on Penn and Cedar Lake Road are suggested. There is also concern about the pedestrian environment on the Penn Avenue Bridge (Bryn Mawr Neighborhood Land Use Plan). Improvements to the pedestrian environment on the bridge are increasingly important with the construction of the Penn Avenue Southwest LRT Station. Several of the Southwest LRT plans propose bicycle and pedestrian trails to connect the Bryn Mawr neighborhood to the Penn Avenue Station (Southwest Corridor Infrastructure Inventory, Hennepin County Pedestrian Plan). Other transportation related improvements for this section of the corridor include more sidewalks and crosswalks throughout the neighborhood, more bicycle racks, and bus service to the Penn Avenue Southwest LRT Station and the South Gateway area (Bryn Mawr Neighborhood Land Use Plan)(Southwest LRT Conceptual Engineering Drawings)(The South Gateway).

21st Avenue North to 27th Avenue North

Those near Penn Avenue and West Broadway perceive high frequency bus service, specifically Routes 5 and 19, as an asset. Since transit is highly valued by those in this section of the corridor, safety and comfort are priorities for those waiting for and traveling on transit (West Broadway Alive!). In addition to traveling by transit, multi-modal transportation is valued in this area, and thus, attention should also be given to bicyclists, pedestrians, and drivers. Traffic signals timing and the accommodation of left turns are intersections are priorities to the community to ensure efficient traffic flow (West Broadway Alive!). Safe pedestrian crossings are also an important part of the transportation planning for this segment of the corridor. Specifically, the area surrounding any transitway stations within this segment should have street trees, lighting, and covered seating to create a welcoming environment for both pedestrians and transit users (Penn & Broadway Avenues). These suggestions for the area surrounding transitway stations in this segment of the corridor were originally made for a

Bottineau BRT line, but these recommendations would also be applicable for ABRT on Penn Avenue.

30th Avenue to 33rd Avenue

Those in this segment of the Penn Avenue Corridor surrounding Lowry Avenue also do not feel safe crossing the street (Hennepin County Lowry Avenue Corridor Plan). Improved crosswalks and pedestrian infrastructure is needed to create a more pedestrian-oriented environment (City of Minneapolis Lowry Avenue Strategic Plan).

33rd Avenue to 34th Avenue

The transportation plans for this segment of the corridor focus on the pedestrian environment. Separation is desired between the pedestrian and the street since plans note high traffic on Penn Avenue. Traffic calming is also desired as a means for fostering a safe and welcoming pedestrian environment for those traveling in this segment of the corridor (Lucy Craft Laney Campus Redesign).

44th & Penn

An improved pedestrian environment is recommended around the intersection of Penn Avenue, 44th Avenue, and Osseo Road. Sidewalks surrounding this intersection are in need of improvement, especially since many of the curbs are at a non-standard height. It is currently an unsafe pedestrian crossing, which is exacerbated by the complication of the double intersection. Streetscaping and lighting improvements are requested to make a safer and more inviting environment for pedestrians. Cyclists also request improvements at these intersections since the bicycle connections to Victory Memorial Parkway are currently very poor. Multiple bus routes serve this segment of the Penn Corridor, which can create confusion among passengers regarding bus stops. The Victory Neighborhood Pedestrian Needs Analysis and Strategic Plan recommended that the eastbound stops on the west side of Penn be combined at 44th and Osseo Road, but the Bike Walk Twin Cities: 44th, Penn, Osseo Intersections and Corridors Study now suggests that the stop be relocated to the west side of 44th and Penn (Victory Neighborhood Pedestrian Needs Analysis and Strategic Plan) (Bike Walk Twin Cities: 44th, Penn, Osseo Intersections and Corridors Study).

Existing Plan Comparison: Transportation Continued

Corridor

All of the plans discussing transportation issues along Penn Avenue highlight a high-traffic environment that is currently unsafe for the pedestrian. Plans for improving the pedestrian environment should include a complete and accessible sidewalk network, pedestrian wayfinding, and improved traffic signals (City of Minneapolis Pedestrian Master Plan) (Hennepin County Pedestrian Plan) (Minneapolis Plan for Sustainable Growth). This is especially important near transit stops and planned stations. Coordination should occur between Hennepin County, the City of Minneapolis, and Metro Transit to create an optimal pedestrian environment for those riding transit (Hennepin County Pedestrian Plan).

On-street bicycle lanes are also planned for Penn Avenue. This includes 23,720 feet of on-street bicycle lanes. This project is considered an opportunity project, though, and improvements and funding will only be pursued in conjunction with other projects rather than a standalone project (City of Minneapolis Master Bicycle Plan).

Continuous bus service on Penn Avenue from Highway 55 to 44th Avenue was first introduced in June 2007, following the North Metro Transit Restructuring Plan in 2006 (Metro Transit Northwest Restructuring Plan). The Route 19, the local bus route that travels on the Penn Avenue Corridor, recently experienced an increase in frequency on Sundays from 30 minutes to 15-20 minutes. This gradual increase in frequency was a result of Metro Transit's Service Improvement Plan and the Metropolitan Council's Service Improvement Plan, which prioritized funding for increased frequency on the Route 19 (Metropolitan Council Regional Service Improvement Plan)(Metro Transit Service Improvement Plan). Through planning efforts for Southwest LRT, Hennepin County has recommended bus service on the Penn Avenue Corridor connecting to the Penn Avenue Southwest LRT Station (Southwest LRT Transitional Station Area Action Plans).

Throughout the Bottineau Transitway Alternatives Analysis, there was an alternative explored with light rail transit traveling down Penn Avenue from West Broadway to Highway 55 (Bottineau Transitway Alter-

natives Analysis). Due to the negative impacts of this alternative, such as property impacts, a loss of on-street parking, and disruption to the neighborhood, another alternative was chosen for the transitway (ARCC Input to the PAC on the LPA) (Bottineau Transitway Locally Preferred Alternative).

In addition to local bus, Penn Avenue has been identified as one of the first corridors for arterial bus rapid transit (ABRT). Penn was not study in the original Arterial Transitway Corridors Study in 2012, since it was under consideration for a Bottineau Transitway alignment. Once the locally preferred alternative was chosen for Bottineau, Penn was added to the list of corridors planned for ABRT since it currently experiences high ridership. Due to the Penn Corridor's readiness and the opportunity to partner with the Hennepin County Penn Avenue Community Works Project, the Penn Avenue ABRT is planned as the third ABRT line in the Twin Cities (Addendum to the Metro Transit Arterial Transitway Corridors Study).

From Transportation Plans to Action

- Calm traffic on Penn Avenue to create a more welcoming environment for cyclists and pedestrians
- Improve pedestrian safety by widening sidewalks and installing improved pedestrian crossing infrastructure
- Create a safe and pleasant waiting environment for transit riders
- Designate space for bicyclists along the corridor

Existing Plan Comparison: Housing

394 to Olson Memorial Highway

The housing along this segment of the corridor is primarily older single-family homes with few apartments (Bryn Mawr Neighborhood Land Use Plan) (Southwest LRT Community Change Data). There is also low availability of housing in this segment. Plans recommend the development of more housing to meet the needs of those in the area, especially senior housing (Bryn Mawr Neighborhood Land Use Plan). Suggestions have also been made for increasing the amount of affordable housing in the area through local, state, federal, and private sources (Bryn Mawr Neighborhood Land Use Plan). In addition to increasing the economic diversity of the neighborhood, affordable housing in this segment of the corridor would also provide access to the Penn Station to a wider range of households (Southwest LRT Corridor Development Assessment). Mixed-use, higher-density housing has been recommended adjacent to the Penn Avenue Station. This would increase the housing options in the area, as well as provide greater ridership for Southwest LRT (Southwest LRT Minneapolis Station Area Strategic Plans)(Southwest LRT Station Characterization)(Southwest LRT Transitional Station Area Action Plans)(The South Gateway).

21st Avenue North to 27th Avenue North

This segment of the corridor desires a mixture of owner-occupied and rental housing, as well as housing for families and individuals. Additionally, it is important that housing is available for residents in all stages of life, from young adults to seniors. Currently, there is a need to develop housing that will increase the socioeconomic diversity of the area. It is desired, however, that development of any new housing in this segment of the corridor complement those residences currently existing in the neighborhood (West Broadway Alive!).

30th Avenue to 33rd Avenue

New senior housing was constructed at the intersection of Penn and Lowry Avenue. There were 54 units constructed as part of this development, of which 20% are affordable (Hennepin County Lowry Plan). Housing is also desired as part of any development on the remaining three corners of this intersection (Minneapolis Lowry Plan).

33rd Avenue to 34th Avenue

None of the reviewed plans address housing along the Penn Avenue Corridor between 33rd Avenue and 34th Avenue.

Corridor

Responsible rental ownership is an aspect of housing that was stressed by several of the plans for segments of the corridor, as well plans for all of North Minneapolis. Tools for improving business practices of rental owners include disclosing the owner's identity, yearly safety and maintenance inspections, requiring proof of insurance when applying for and renewing permits, mandating that renters' rights are posted clearly in all rental properties, and including a Crime Free Lease Addendums to all rental property leases, and rewarding responsible owners by acknowledgment and extending their rental license from one to three years (North Minneapolis Housing Market Index).

Vacant land and redevelopment is also an aspect of housing that is of concern for a significant portion of the corridor. Policies have been instated to prevent the creation of vacant land and ensure that vacant land is attended to quickly (Minneapolis Plan for Sustainable Growth). Flexible zoning in areas with vacant land or housing deterioration is one method suggested to encourage redevelopment (North Minneapolis Housing Market Index).

From Housing Plans to Action

- Foster economic diversity along the corridor with a balance of market-rate and affordable housing
- Development housing for all ages and family sizes and structures
- Encourage homeownership and responsible rental ownership
- Increase housing density near transit and amenities

Existing Plan Comparison: Geographic Gaps

The major geographic gap along the corridor exists between 34th and 44th Avenues. While there are plans on the entire Penn Avenue corridor, all of North Minneapolis, the City of Minneapolis, Hennepin County, and the Seven-County Metro Region, there are no plans specific to this area of the corridor. A cemetery on the east side of the street borders a large portion

of this gap, from 38th Avenue to 42nd Avenue. While this may partially explain a lack of planning for the area, there are a significant number of residences on the west side of the street that have not been given the same attention that the rest of the corridor has received.

Existing Plan Comparison: Differences

While the plans that cover Penn Avenue are very similar, a few differences and discrepancies are apparent upon analysis of their findings and suggestions.

Economic Development

The Penn Avenue North Redevelopment Plan encourages a height of at least two stories for new buildings. However, according to the CURA study, “Promoting Economic Development in North Minneapolis,” zoning restrictions, like the two story requirement, may actually be preventing development along West Broadway Avenue. The report suggests that floor-area-ratios and incentives for small businesses may be more effective than the two-story requirement at recruiting and maintaining businesses and improving the overall business community in the corridor.

Additionally, the North Minneapolis Market Strategy suggests that Penn Avenue retain its emphasis on convenience retail and fast food, while the Minneapolis Plan for Sustainable Growth discourages uses that “diminish the pedestrian oriented character of Community Corridors.” This poses a potential conflict between the City’s vision for pedestrian-oriented development along Community Corridors and potential economic development strategies for the area.

Open Space and Parks

No discrepancies between plans.

Land Use

The City of Minneapolis Lowry Avenue Strategic Plan calls for medium density along the Lowry corridor and then higher density where Lowry Avenue intersects other transit corridors, like Penn Avenue. The Minneapolis Penn Avenue North Redevelopment Plan, however, recommends that Community Corridors, like Penn Avenue, develop at medium residential densities and at low residential densities in surrounding areas.

Transportation

The Southwest LRT Transitional Station Area Action Plan & Investment Framework recommends bus service on the Penn Avenue to the Penn Avenue Southwest LRT Station. Metro Transit, however, does not have plans for this service in its Service Improvement Plan or Southwest LRT Bus Network.

Housing

No discrepancies between plans.

Existing Plan Comparison: Conclusion

While there are approximately 40 plans that cover the Penn Avenue Corridor, there are very few differences across these plans. This suggests that the plans complement each other well and are cohesive. The City of Minneapolis Plan for Sustainable Growth is the main planning document for the City, and the other small area plans along the Penn Corridor provide greater detail and add on to it. The cohesiveness among ex-

isting plans suggests an opportunity for future planning efforts, such as the Penn Avenue Community Works Project, to continue building on these efforts. Corridor investment strategies have the potential to aid planning efforts and take the recommendations regarding economic development, land use, open space and parks, transportation, and housing along the Penn Corridor from plans to reality.



Corridor Investment Strategies

Introduction

Since there are many opportunities and plans for the Penn Avenue Corridor, strategies can leverage these assets in order to spur investment along the corridor. While many strategies exist for encouraging invest-

ment along a corridor, this report investigates the following: arterial bus rapid transit, pedestrian and streetscape improvements, business improvement districts, and placemaking.

Arterial Bus Rapid Transit

Arterial bus rapid transit (ABRT) possesses many of the features offered by light rail transit, but it operates using buses rather than rail. It therefore offers many of the same benefits but at a significantly lower capital and operating cost. Additionally, in comparison to BRT, which generally operates in its own right-of-way, ABRT operates in the general purpose traffic lane.

Some characteristics of ABRT include:

- Off-board fare payment
- Low floor buses
- Frequent service
- Half-mile station spacing
- Enhanced stations with real-time information, lighting, and radiant heat
- Curb extended boarding areas
- Transit signal priority

The combination of these characteristics decreases the amount of boarding time, which significantly improves passengers' travel time. Ridership is likely to improve on local corridors when ABRT is implemented due to the decrease in travel time and improvement in passenger experience (Arterial Transitway Corridors Study, 2012).

While numerous reports have studied the impact of light rail on corridor investment, few have investigated the connection between BRT and corridor investment. Those reports that have focused on BRT and its impact on development have highlighted major investments and street configurations in places such as Bogota, Curitiba, and Cleveland, where BRT has a wide footprint and operates in a dedicated right-of-way for most or all of the alignment.

In September 2013, the Institute for Transportation and Development Policy (ITDP) completed one of the most comprehensive analyses of North American transit corridors and their impact on development. The report measured development in terms of transit-oriented development (TOD) investment and TOD investment per dollar of transit investment.

The ITDP highlighted several factors of each of the transit corridors and the impact of each factor on development. These factors included the quality of transit investment, land potential, government TOD support, the number of years of transit operation on the corridor, and the number of riders per mile. While many previous studies suggested that mode or characteristics of transit service are the greatest determinants of development, this study found land potential and government support to be the two most influential factors (Hook et al., 2013, p. 116).

The regional real estate market and the land potential along corridor both affect transit's influence on development. A Pricewaterhouse Cooper's study found the Minneapolis/St. Paul region to have fair real estate market strength. More specifically, the ITDP report rated the land potential along each of the corridors studied as either limited, emerging, and strong. Limited markets possess land that is difficult to develop since land is already developed, adjacent to undesirable infrastructure, has poor topographic features, is contaminated or blighted, and is at a distance from strong economic activity. Emerging markets are those that have land available for development, but may currently possess signs of blight. This is land that is near downtown or other economic destinations. Finally, strong land markets are those that are near economic drivers, such as downtown, have open parcels available for development, and possess attractive features such as historic buildings or waterfronts (Hook et al., 2013, p. 39).

Arterial Bus Rapid Transit Continued

Based on these definitions, the Penn Avenue Corridor would likely be rated as having emerging land potential. There are several vacant lots along the corridor, and the corridor is in close approximation to downtown Minneapolis. Despite these characteristics of the corridor, the corridor currently possesses some signs of blight and crime.

The ITDP report ranks government support at three levels as well, including strong, moderate, and weak. Strong government support occurred in corridors where the government used its power and resources to significantly support TOD along the corridor, moderate government support corridors had some effort by the governmental through rezoning and financial support, and weak governmental support corridors saw little assistance from the government (Hook et al., 2013, p. 55). Based on the current partnership between Metro Transit, Hennepin County, and the City of Minneapolis, as well as the TOD grants offered by the Metropolitan Council, the Penn Avenue Corridor would likely be rated as having strong government TOD support.

While there are few peer city comparisons for ABRT on the Penn Avenue Corridor, the Kansas City MAX, the Boston Washington Street Silver Line, the Boston Waterfront Silver Line, and the Las Vegas MAX are four of the closest comparisons. Information on these corridors can be found in the chart below.

Based on its characteristics, the Kansas City MAX is likely the best comparison for the development potential of ABRT on Penn Avenue. The MAX also received strong government TOD support and was located close to downtown. While the MAX is perceived to have had stronger land potential, the Penn Avenue ABRT is likely to carry more riders and have greater amenities. Due to the successful impact that the Kansas City MAX had on corridor investment, ABRT on Penn Avenue has strong potential to be successful as a corridor investment strategy as well.

	Dedicated Right-of-way?	Real Estate Market Strength	Govt. Support	Years Open	Riders Per Mile	TOD Invest. (Millions)	Development Per Dollar of Transit Invest. (Millions)
Kansas City MAX	No	Strong	Strong	8	450	\$5,200	\$101.96
Boston Washington Street Silver Line	No	Emerging	Moderate	9	8,376	\$650	\$20.97
Boston Waterfront Silver Line	No	Strong	Moderate	9	1,528	\$1000	\$1.39
Las Vegas MAX	No	Limited	Weak	9	7,400	Nominal	Nominal

Pedestrian and Streetscape Improvements

According to a 2011 American Chemical Society report, evidence suggests that urban residents who live in greener environments may be significantly healthier than those residents living in areas with less green space. Inequitable development practices and the privatization of natural amenities, however, have contributed to the unjust distribution of and unequal access to public green space, particularly to the detriment of low-income and minority residents (Wright Wendel, 2011). Inaccessibility to green space not only prevents residents from enjoying the outdoors; it can also have negative health impacts, as it has been associated with disparities in health-related behaviors and obesity rates. Thus, it is essential, especially in low-income and minority areas, to ensure that there is sufficient, if not additional, green space available to residents.

One way to provide residents with additional green space is through improvements to the pedestrian environment, like the introduction of park space along highly visible travel corridors. Large, undeveloped parcels are not a prerequisite for such improvements. Rather, these improvements can be made on a smaller scale and still to a positive effect. Pocket parks that utilize small, irregularly shaped, or otherwise undesirable parcels can effectively transform underutilized land into a community asset.

One of the major benefits of pocket parks are their highly customizable nature: they can serve as playgrounds for children, display historic commemoratives or art exhibits, or simply provide a green place for residents to enjoy. Perhaps the greatest advantages of pocket parks are those that result from their size. Because these parks are small and rather easy to construct and maintain, parks and recreation agencies would not be significantly burdened by additional pocket parks. The presence of multiple (though smaller) parks throughout a region allows for greater accessibility for all residents than one large park situated in one neighborhood would allow. The dispersal of pocket parks along Penn Avenue could activate vacant space (either temporarily or permanently), provide residents with easily-accessible green space,

and allow for the customization of parks according to the community's needs and desires.

As additional green space through the introduction of pocket parks would highly benefit residents, streetscape improvements would have a similar effect on local businesses. Streetscape improvement projects, like those that include street tree plantings, sidewalk extensions, crosswalk visibility and pedestrian countdown signals enhancements, lighting installations, and bicycle improvements, not only can increase the attractiveness of the area to the benefit of existing business, they can act as an incentive to new businesses, encouraging them to locate in the area. This incentive can be particularly applicable along the Penn Avenue Corridor because of its proximity to downtown Minneapolis. Because many businesses would be unable to afford the expensive rents in downtown, they would look for attractive, yet more affordable options nearby. Streetscape improvements to the Penn Avenue Corridor could provide business owners with a feasible alternative to locating their companies downtown.

Areas that undergo streetscaping and infrastructure improvements often benefit from an increase in visitation and in demand for commercial and residential properties. Higher tax revenues that result from an increase in visitation and a decrease in the number of vacancies help governments to pay for such improvements. However, public improvements can be extremely costly and can take years to plan for, finalize, and implement (Shiflet, 2006). As such, more extensive improvements may not be able to be made at present. However, small scale improvement, like additional plant life and community art installments, would be easier to implement and would be beneficial to both residents and the business community along Penn Avenue.

Business Improvement Districts

A Business Improvement District (BID) is a public-private partnership in which property and business owners in an existing commercial district decide to make a collective financial contribution that is used to deliver supplemental services that support the commercial district (Neighborhood Ventures, 2012). The services that are funded through the establishment of a BID are supplemental, meaning that they are services that are provided in addition to the basic services that are already provided by the municipality. Services funded through a BID must be delivered in coordination with the municipal services that are already provided.

The funds from a BID can be used to provide services that create a cleaner, safer, and more attractive area that benefits the businesses located in the district.

The funds that come from a BID can create a reliable funding source for the district that can support long-term economic development in their districts (Neighborhood Ventures, 2012). Also, a BID requires that all property owners and businesses within the district contribute to the funding of the supplemental services, which ensures that all property owners and businesses contribute equally to the success of the district.

A BID can provide a wide range of services including:

- Maintenance
- Street & sidewalk cleaning
- Public safety
- Hospitality
- Visitor Assistance
- Business Development
- Improved streetlights
- Graffiti removal
- Commercial vacancy reduction
- Business mix improvement
- Marketing
- Special events
- District public relations
- Promotional materials
- Holiday decorations
- Capital improvements
- Custom trash receptacles
- Directional street signage
- Wayfinding
- Custom news boxes
- Landscaping & plantings
- Street trees
- Tree maintenance
- Staff support



Examples of BID program services include holiday decorations (above) and sidewalk improvements (right).



Business Improvement Districts

There are many long-term benefits that have been attributed to successful BID programs. The presence of a BID in a commercial district can increase property values, improve sales, and decrease the number of vacant properties within the district. BID programs can create an advantage for the commercial district as it competes with nearby commercial and business centers. Also, BID programs provide an opportunity for the property and business owners to identify and prioritize the specific supplemental services and programs that they think will benefit the district.

A thorough assessment of each individual commercial district should be conducted to determine whether it has characteristics that would support the establishment of a BID program. The City of Philadelphia, along with the Drexel Center for Public Policy, has developed a thorough guide (*Starting a Business Improvement District in Philadelphia, 2012*) that can be used as a base guide to complete the assessment and determine whether an area is ready for a BID program. Following this assessment, the commercial district and the municipality could work together to determine whether the district would benefit from a BID program, identify specific goals and benchmarks for the district, and research potential funding availability (San Francisco Office of Economic & Workforce Development, 2013).

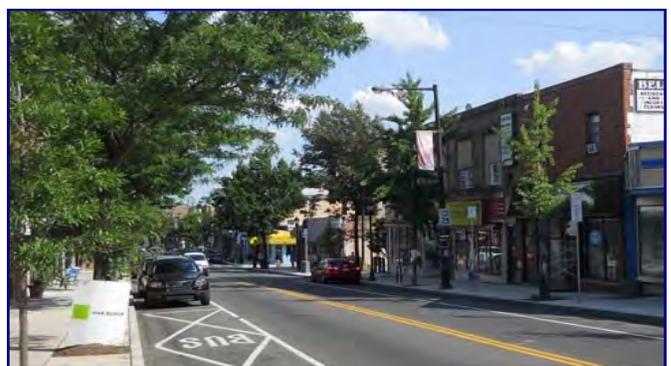
A commercial district may be ready for a BID program if it has the following basic characteristics:

- Low vacancy rates
- Adequate real estate values
- Common interests among property owners in the district
- Concentration of commercial properties
- Concentration of multi-family properties
- Strong local support

BID programs are often governed by a Steering Committee. This Steering Committee should consist of members from commercial and retail property own-

ers, business owners, representatives from key institutions in the area, leaders of community and neighborhood organizations, and residents from the area (City of Philadelphia, 2012). Steering Committee members should have a vested interest in the long-term economic vitality and stability of the commercial district.

Based on the existing conditions in the Penn Avenue Corridor, the establishment of business improvement districts is not recommended at the time. The amount of vacant properties and relatively low real estate values in the area are both characteristics that are not supportive of a successful BID program. This does not mean that BID programs will never be viable in the business districts of the Penn Avenue Corridor. In fact, if public and private investment increases as is expected, characteristics of the business districts may shift and BID programs could be developed in the future. The Penn Avenue Community Works project could develop strategies that, if implemented successfully, could lead to business districts that are ready for the establishment of a BID. Some examples of strategies are to help existing business associations continue to organize, and to focus strategic investments in vacant property that will serve as a catalyst for additional private development. Also, a guide that helps in the assessment of business districts, similar to the Philadelphia example, could be written that is specific to the City of Minneapolis and the communities in the Penn Avenue Corridor.



Above: Example of a successful BID in Philadelphia.

Placemaking

Placemaking is the process of creating meaningful public spaces in the urban environment that capitalizes on local assets and inspiration within the community. The community is the expert in placemaking. The engagement, design, and implementation processes of placemaking should be context-based, collaborative, and community-driven. It is the kind of corridor investment strategy that provides great opportunities for the community to take ownership in project design and implementation.

The concepts of Placemaking originated in the 1960's with thinkers such as Jane Jacobs and William H. Whyte. They wrote iconic works about designing cities that cater to people instead of automobiles. As strong proponents of inclusive public spaces, they addressed the importance of the people in designing the places they inhabit.

Good public spaces promote the health, happiness, and well being of the people who inhabit it. Qualitative data, illustrates the community's appreciation for such spaces and their desire to use them (Musicant, 2012). These spaces also have the ability to increase the economic viability of the area in which they are located. According to a study in Philadelphia, neighborhoods with a high arts presence were nearly three times more likely to see poverty rates decrease and populations increase (Stern and Seifert, 2008).

Proper placemaking is context-based, collaborative, and community-driven. Unfortunately, these elements are lacking in many public spaces in the built environment throughout the United States. Historically, community stakeholders have not been engaged in voicing their ideas and aspirations about the places they inhabit. Research has shown that when arts and culture-based revitalization strategies such as placemaking are not socially rooted in the local communities they inhabit, economic disparities in the area can be exacerbated (Nelson and Cummings, 2011). Good placemaking requires planners, designers, and engineers to move beyond the best practices in their professional disciplines to see the community members as the experts. The experts are those who will inhabit the public space.

There are many meaningful ways to engage community members living and working near Penn Avenue in the placemaking process. It will require staff and decision-makers to reach out to community members

instead of asking community members to come to them at City Hall or other project offices. Placemaking is a tool for engagement that can be applied while Penn Avenue is still in the planning process. Utilizing existing community catalysts in the Arts, such as Juxtaposition, could be very effective for the Penn Avenue corridor. Juxtaposition is an organization that respects the unique perspective that youth provide in their communities and significant potential they have to implement meaningful projects in North Minneapolis.

A creative placemaking initiative is currently taking place along the Green Line in St. Paul. Irrigate is a partnership between the Twin Cities Local Initiatives Support Corporation, Springboard for the Arts, and the City of St. Paul. The program offers opportunities for local artists and volunteers to collaborate on placemaking projects along the transportation corridor. Photos of some of the projects can be found at <http://www.flickr.com/photos/irrigatearts/sets/>.

There are several cost effective amenities, programs, and events that increase usage of urban spaces. Examples include:

- Outdoor Markets
- Live performances by local artists
- Interactive public art
- Gardens
- Benches and chairs for sitting
- Lawn games



Above: Example of placemaking.



Equitable Development

Current Thinking on Equitable Development

It is crucial to analyze who benefits from investment decisions in the built environment. Historically, many investments and policies in urban environments have disproportionately affected low-income populations and people of color. It is essential to incorporate equitable development into investment decisions. Equitable development revitalizes disadvantaged neighborhoods while also ensuring that low-income residents have access to and benefit from opportunities like jobs, housing, education, and transportation. An analysis of what decision-makers consider to be the root causes of urban problems provide an important narrative that influences such decisions. It is crucial that leaders peel back assumptions that influence decisions about the community and the built environment to identify the unintended consequences of policies and investments. Because it has been historically true that policies and investments come with many unintended consequences, it is important to be intentional in mitigating negative impacts on traditionally marginalized populations.

To the Puget Sound Regional Equity Network, Social Equity means that all people can attain the resources and opportunities that improve their quality of life and enable them to reach their full potential. Addressing the history of inequities in the systems we work in and their on-going impacts in our communities is a shared responsibility. Social equity also means that those affected by poverty, communities of color, and historically marginalized communities have leadership and influence in decision-making processes, planning, and policy-making. Together we can leverage our collective resources to create communities of opportunity. Equitable development creates opportunities and choices for residents, rather than negative impacts such as displacement (Puget Sound Regional Council, 2012).

The City of Seattle Office of Housing Community Cornerstone's defines equitable development as an approach to creating healthy, vibrant, communities of opportunity for everyone. Equitable outcomes result when intentional strategies are put in place to ensure that existing low-income communities and communities of color participate in and benefit from decisions that shape their own neighborhoods. By including equitable development in Seattle's transit-oriented development program, the entire region will benefit (Community Cornerstones Program, 2013).

Through Penn Avenue Community Works, Hennepin County, the City of Minneapolis, and Metro Transit are collaborating to improve transportation access, economic opportunity, and quality of life along the Penn Avenue corridor and the ten neighborhoods that intersect it. In this collaboration with community members and decision-makers, there is great opportunity to deliver benefits to the community that embodies equity and social justice.

Equitable Development Case Studies

Portland's Racial Equity Strategy Guide

One region that is incorporating equity into their local government agency work plans and initiatives is Portland, Oregon. In 2011, the Urban League of Portland gathered a work group to begin to develop a set of goals that address equity within the function of the city government. The working group that participated in this process included community organizations, health advocates, academics, and staff from multiple city departments. The final report that was developed by this work group was the *Racial Equity Strategy Guide*. This report was able to be coordinated with a long-range planning process being completed by the City of Portland. Some of the strategies and initiatives to come out of the report were included in The Portland Plan, the long-range plan for the City of Portland that was adopted by the City Council in 2012.

The *Racial Equity Strategy Guide* established goals that addressed racial equity and sought to end institutional racism at many different levels of government.



The goals were created in relation to the leadership of the City of Portland, the many different departments within the City, and at all staff levels throughout the City. One of the most important outcomes from the *Racial Equity Strategy Guide* was a list of strategies and actions that address equity.

The major strategies that were developed were:

- 1) Reduce disparities across all plan areas, starting with the most severe inequities**
- 2) Ensure accountability and implementation of equity initiative**
- 3) Ensure that the City and Portland Plan partners do business in an equitable manner**

While the *Racial Equity Strategy Guide* and the strategies that came out of the process were aimed at racial equity in a broad sense, many things can be highlighted that can be directly related to the Penn Avenue Community Works project. One specific action from the *Guide* that is related to the Penn Avenue Corridor was to complete race and social justice impact assessments on any infrastructure project, and then to track racial and ethnic disparities along with infrastructure expenditures to ensure that all community members are benefiting from public investments in infrastructure. Another action that could be pursued in the Penn Avenue Corridor is to distribute infrastructure projects to eliminate public health risks and provide environmental benefits for all residents regardless of racial, social, or economic status.



Baltimore Red Line Community Compact

The Red Line is a proposed fourteen mile east-west light rail transit line that aims to provide a more complete transit system for Baltimore residents by connecting the currently disconnected Metro, Light-Rail, and MARC stations in the area (www.gobaltimoreredline.com). By connecting these stations, the Red Line will provide Baltimore residents with cheaper, faster, and more convenient travel methods. As the Red Line will connect downtown Baltimore with the suburbs, it has the potential to significantly reduce auto-dependency (and thus auto emissions), provide economic opportunities through job generation, and present new housing opportunities for all Baltimore residents.

In order to ensure that the Red Line provides maximum benefits to the Baltimore community, the Mayor's Red Line Summit was held in May of 2008. The summit centered on the discussion of over 300 community and advocacy leaders, business owners, government officials, transit-riders, and community members. It also incorporated the analysis of case studies of other cities, like Portland, Seattle, Atlanta, and Salt Lake City, which have undertaken similar transit projects. The Red Line Community Compact emerged from the discussions and analysis completed at the summit.

The Community Compact has four main themes, each with its own subthemes:

- Putting Baltimore to Work on the Red Line
 - * Economic development
 - * Workforce training and local hiring
- Making the Red Line Green
 - * Water quality, alternative energy
 - * Increase in green space
 - * Health, safety, and access
- Community-Centered Station Design and Stewardship
 - * Neighborhood investment
 - * Fostering long-term community process
- Aggressively Plan and Manage Construction
 - * Start early, develop independent monitoring
 - * Support businesses
 - * Historic preservation



Above: A Rendering of the Red Line LRT in Baltimore.

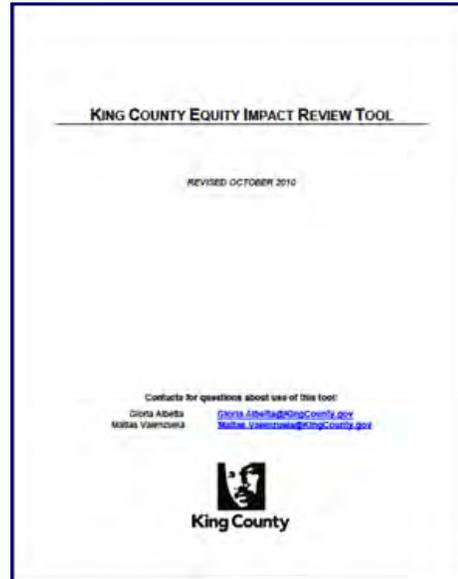
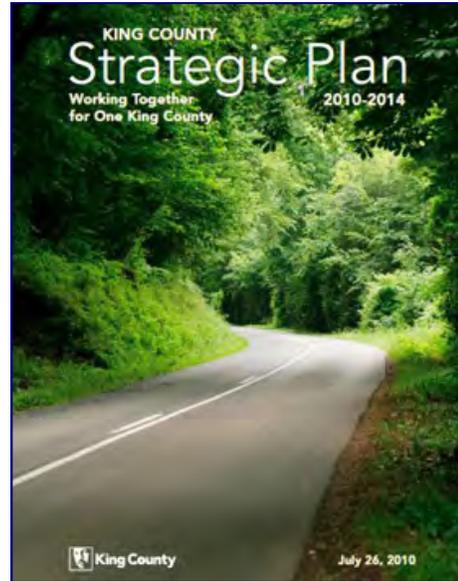
The aims of the Red Line's Community Compact are related to the Penn Avenue Community Works project, as they aim to benefit the affected community and provide sustainable and equitable outcomes for residents. Perhaps the most pertinent aims are the first two. The City of Baltimore and the Maryland Transit Administration (MTA) plan to coordinate both with local educational institutions to promote professions related to transportation and with contractors to encourage transportation career opportunities. MTA will also develop strategies to connect existing transportation-related apprenticeship programs to employment opportunities with the Red Line project. A similar approach can be adopted along the Penn Avenue Corridor to complement the proposed Bottineau Transitway project. Strong efforts to hire local residents would support the local economy and promote equitable outcomes for residents along Penn Avenue.

Another proposal from the Community Compact that is directly related to the Penn Avenue Corridor pertains to increasing green space along the transitway. The Community Compact proposes to create additional green space in an effort to connect the Red Line and existing trail systems, to create a buffer between the light rail and neighborhoods, and to promote recreational activities. Such initiatives are particularly applicable to Penn Avenue – as many of the current plans that address the Corridor strongly emphasize residents' desires for more accessible, well-connected park spaces.

Commitment to Equity and Social Justice in King County, Washington

King County in Washington is committed to implementing their equity and social justice agenda into all of the work they do. They aim to work toward fairness and opportunity for all King County citizens. Their vision and strategies are articulated in the King County Strategic Plan 2010-2014: Working Together for One King County. The Equity and Social Justice ordinance (ord. 16948) in King County is the regulation tool used to implement the Strategic Plan. It was signed into adoption on October 11, 2010. In order to continually monitor progress, staff authors an annual report on Equity and Social Justice in King County.

One unique tool provided by King County to identify, evaluate, and communicate potential impact of a policy or program on equity is the Equity Impact Review Worksheet (EIR). It consists of three stages. The first stage of the worksheet helps staff determine whether a project proposal will have an impact on equity or not. The second stage identifies who is likely to be impacted and the third stage develops a list of likely impacts (both positive and negative) and action items.



Above: Current Inter Branch Team Members

King County Inter Branch Team

All agencies in King County government are actively engaged in embedding an equity lens in decision-making, communication, and community engagement. The Inter Branch Team (IBT) was created to facilitate this mission. Leaders from every division and agency within King County government meet monthly for ninety minutes to discuss issues and action items.

Application to Penn Avenue

Based on the research presented in this report on the current thinking in the planning field on equitable development and our analysis of various case studies, a definition of equitable development was developed that is specific to North Minneapolis and the Penn Avenue Community Works project. The interagency partners of the project asked that this report propose an equitable development definition and framework,

and this definition, based on research in the equitable development field, can serve as guidance for the agencies. This definition is proposed as a draft, in that it can serve as a starting point and should be shared with community members to be edited and re-written after gathering their input. Inclusion and engagement of community members will be necessary for this definition of equitable development to be truly equitable.

DRAFT DEFINITION

Equitable Development for the Penn Avenue Community Works Project:

The built environment should be accessible and engaging to all people inhabiting it. All people should benefit from the decisions that shape their neighborhood. With the historic patterns of racial and economic discrimination in North Minneapolis, it is evermore crucial to engage historically marginalized people in building an environment along Penn Avenue that enables all people to reach their full potential in a vibrant community of choice and opportunity.

Guiding Principles for Equitable Development

Based on our research and analysis of various case studies, we have developed seven Guiding Principles for Equitable Development that are applicable to the Penn Avenue Community Works project. These seven principles not only seek to address equity and equitable development, but they also incorporate our re-

search and findings on the review of existing planning work in the Penn Avenue Corridor and the many corridor investment strategies that were analyzed. These Guiding Principles are the culmination of the process laid out in this report, and can serve as base guidelines for the Penn Avenue Community Works project as it moves forward.

I. Advance Economic Development Opportunities

Strategies for Penn Avenue:

- 1) Support growth of a vibrant and stable local economy
- 2) Support locally owned businesses
- 3) Increase household incomes through improved access to job opportunities and education

II. Provide a Variety of Housing Options

Strategies for Penn Avenue:

- 1) Minimize displacement by preserving and expanding affordable housing
- 2) Create incentives for affordable housing in private development
- 3) Provide support for housing revitalization

III. Understand and Respond to Local Context

Strategies for Penn Avenue:

- 1) Understand and respond to local perspectives and values
- 2) Build partnerships and promote collaboration
- 3) Build community capacity

Note: The seven Guiding Principles for Equitable Development in the Penn Avenue Corridor were influenced by a specific case study, the *Community Cornerstones Program* undertaken by the City of Seattle (WA) Office of Housing. This program was established in January 2013, and we would recommend that the Penn Avenue Community Works project team connect with the staff at the City of Seattle that led this project to learn more about the program and its successes.

IV. Enhance Mobility, Connectivity, and Accessibility

Strategies for Penn Avenue:

- 1) Develop reliable and well-connected transportation system
- 2) Improve quality of life through transportation options
- 3) Provide multi-modal transportation choices
- 4) Pledge that any new development is both accessible and welcoming to all residents irrespective of physical abilities, language abilities, or age.

V. Solicit Meaningful Community Engagement in Planning Process

Strategies for Penn Avenue:

- 1) Engage consistently and effectively with community stakeholders, particularly those historically excluded

VI. Develop Healthy, Safe, and Sustainable Communities

Strategies for Penn Avenue:

- 1) Improve the health of the community through equitable access to quality public amenities
- 2) Increase access to healthy and affordable food

VII. Pursue Environmental Justice

Strategies for Penn Avenue:

- 1) Reduce and eliminate environmental burdens, like exposure to noise, water, and air pollution and industrial contamination, especially in those communities disproportionately afflicted by such detrimental conditions.
- 2) Encourage an equitable share of environmental benefits for all communities.

I. Advance Economic Development Opportunities

Strategies for Penn Avenue

1) Support growth of a vibrant and stable local economy

One goal of the Penn Avenue Community Works project is to stimulate economic development in the local Penn Avenue Corridor communities. This can be achieved by ensuring that infrastructure improvements increase access to community-level amenities, goods, and services. A vibrant and stable local economy will have lasting, long-term positive impacts for the existing residents of the Penn Avenue Corridor. The infrastructure and transit investments that will be occurring will increase the quality of the built environment, but these investments must lead to equitable impacts on existing residents and businesses.

2) Support locally owned businesses

In order for economic development in the Penn Avenue Corridor to be equitable, locally owned businesses will need to be positively impacted. The Penn Avenue Community Works project can support locally owned businesses in a variety of ways. The existing businesses that may be impacted by the public infrastructure and transit investments should be identified and reached out to. Assistance could be provided to these businesses to determine methods to keep business successful during any construction periods as investments are made in the corridor. Also, assistance could be provided to help these businesses access data that will better position them to serve new markets as the transit system develops. In terms of zoning and land use policies, these types of regulations should be studied to ensure that they adequately allow for a diverse range of local businesses and employers to flourish in the Penn Avenue communities.

In addition to supporting existing local businesses, the Penn Avenue Community Works project could provide opportunities for new local businesses to thrive. Strategic acquisition of vacant commercial property in the project area could be undertaken,

Another way to support a vibrant and stable local economy in the Penn Avenue Corridor is to pursue a marketing and branding approach that makes Penn Avenue a destination. The increased connectivity and access that will come along with investments in the transit system will provide an opportunity to market Penn Avenue and the local communities as destinations. The marketing and branding could attract, maintain, and stabilize businesses in the Penn Avenue Corridor. The marketing and branding approach should also make sure to promote the diversity of businesses and employers in the Penn Avenue communities.

and these properties could be converted to incubator spaces for small, local businesses. Technical assistance and training could be provided through these incubator spaces for entrepreneurs that may need guidance and education in the development of a new business. Financial incentives could also be provided to support new local businesses, such as subsidy programs for rental retail and commercial spaces for small businesses start-ups, or loans and grants for retail and commercial building reinvestments.

As local businesses become established and successful, additional business associations could be developed to ensure long-term success. Again, assistance and guidance could be provided for these small businesses as they begin to seek the establishment of business associations. An even longer-term strategy could be the establishment of Business Improvement Districts (BID) in the Penn Avenue Corridor. This would require the success of local businesses, and a willingness to contribute financially to the BID, but this could be a possibility if the local businesses are able to thrive in the Penn Avenue Corridor as public and private investment occurs.

I. Advance Economic Development Opportunities Continued

Strategies for Penn Avenue

3) Increase household incomes through improved access to job opportunities and education

All of the economic development strategies for equitable development in the Penn Avenue Corridor would seek to increase existing households' incomes through improved access to job opportunities and education. Locally owned businesses are important for the Penn Avenue communities. These types of businesses employ local residents and keep income and money within the community.

As investments are made in the transit system, access to educational centers and major employment centers will increase. This will provide opportunities for existing residents to access jobs that may not have been available to them previously. Also, increased access to education centers will allow existing residents to increase their level of educational attainment, which will open up more job opportunities for these residents. Workforce centers could also be established to provide opportunities for existing residents to develop skills that are necessary for living-wage jobs.

To ensure that household incomes increase for existing residents, other policies could be developed. Local worker and living-wage ordinances could be developed that require certain employers to hire local employees and pay living wages. In addition to this, incentives could be provided for businesses that provide jobs that come along with opportunities for advancement within the organization. Also, policies could be developed to ensure that women and minority owned businesses have equal opportunity to become established and thrive in the Penn Avenue Corridor. The City of Minneapolis and various non-profits have programs and incentives already in place that address many of these issues, and the Penn Avenue Community Works project could coordinate with, support, and expand on these already successful programs and policies.



Above: Supporting minority owned businesses will increase the economic opportunities in the Penn Avenue Corridor.



Above: Public investments in infrastructure will create opportunities for the creation of a vibrant local economy.

II. Provide a Variety of Housing Options

Strategies for Penn Avenue

1) Minimize displacement by preserving and expanding affordable housing

Displacement is a potential concern when public agencies invest and further develop transit systems in communities with low- or middle-income residents. It is very difficult to balance the goals of economic development and preventing displacement. Preserving and expanding the affordable housing stock in the Penn Avenue Corridor would minimize the risks of displacement as redevelopment begins to occur.

All publicly subsidized affordable housing units should be identified. Partnerships with affordable housing developers, affordable housing property managers, and local non-profits should be established to pursue the renewal of subsidized affordable housing units as their public subsidy requirements begin to expire. Additional funding sources, such as the Neighborhood Stabilization Program and the Weatherization Assistance Program, should be pursued to assist

in the preservation and rehabilitation of the existing affordable housing stock.

Policies could be developed that require the replacement of any displaced affordable or market-rate affordable housing units in any redevelopment project. This will be especially important in the areas immediately adjacent to transit stations on Penn Avenue, which may be areas that receive a renewed interest in development. Affordable housing unit replacement in these transit station areas will be necessary to allow people that are transit-dependent to remain in the community and have easy access to transit. Inclusionary zoning could be used in these areas, which would require the inclusion of affordable housing units in any redevelopment project.

2) Create incentives for affordable housing in private development

Incentives for the inclusion of affordable housing in private development will increase the range of housing options in the Penn Avenue Corridor, and will also help minimize the risk of displacement as redevelopment projects occur along the transit corridor. Zoning incentives and density bonuses could be awarded to developers who include affordable housing units in their development projects, thereby increasing the affordable housing stock while also supporting denser, transit-oriented development in the Penn Avenue Corridor. Other incentives for the inclusion of affordable housing units could be reduced parking requirements, waived permit or impact fees, and expedited permitting and project approval.

These incentives will not work in every area along the Penn Avenue Corridor, so specific areas that will see a demand for increased density need to be identified. A broad policy along the entire corridor could

actually discourage economic development. Market conditions, existing regulations, existing building stock, and projected housing needs should be studied and examined in every area along the Penn Avenue Corridor. Affordable housing incentives should only be applied and implemented in areas that are found to be in high demand of redevelopment.

One major deterrent to affordable housing units in private development projects is the complexity of the affordable housing subsidy process, and the on-going management of the subsidized units. Education and technical assistance should be provided to help developers through this process. Again, partnerships should also be established with affordable housing property managers and non-profits that could assist private developers in the creation and management of publicly subsidized affordable units.

II. Provide a Variety of Housing Options Continued

Strategies for Penn Avenue

3) Provide support for housing revitalization

In addition to affordable housing, programs and policies should be adopted that support other forms of housing in the Penn Avenue Corridor. Equitable development, in terms of housing, can only be achieved if all community members' housing needs are addressed. The communities along the Penn Avenue Corridor were hit especially hard by the recent foreclosure crisis. This has led to decreased property values and disinvestment in the properties in the area.

To reverse the disinvestment and decline in property values in the area, programs should be established that provide financial assistance for home maintenance, property up-keep, and housing revitalization. As mentioned above, the Neighborhood Stabilization Program and the Weatherization Assistance Program are examples of existing funding sources that could be used to address this issue. Local pro-

grams could also be established that provide financial incentives and support for housing revitalization. This could include tax credits for homeowners, grant programs for necessary home improvements, and low-interest loans for home improvements or rehabilitation. All of these programs could be established and applied in areas with declining property values and high levels of foreclosed homes.

Housing revitalization should not only be provided for homeowners, but also for renters and landlords. Improving the quality of the rental stock in the Penn Avenue Corridor will contribute to the overall principle of providing a variety of housing options. Similar programs could be offered for rental properties, including financial assistance for maintenance and property up-keep.

III. Understand and Respond to Local Context

Strategies for Penn Avenue

1) Understand and respond to local perspectives and values

One of the main purposes of the Penn Avenue Community Works project is to support the goals of the communities in the Penn Avenue Corridor. This will require an understanding of the visions and goals that have already been established in previous planning work that has taken place in the Penn Avenue communities. The survey of the planning landscape that was conducted in this report can serve as a framework for developing this understanding. The perspectives and values that were incorporated into the previous plans must be taken into consideration and responded to as the Penn Avenue Community Works project moves forward.

Being in touch with the local residents of the Penn Avenue communities is very important to the success of the Penn Avenue Community Works project. Understanding and responding to local perspectives will require engagement with all community members in

the Penn Avenue Corridor. Community members need to be included in the participation process regardless of age, gender, income, race, or ethnicity. These community members should be involved early and often, and public participation needs to be a critical component of any planning process or decision making process.

Changes in demographics and socioeconomic factors will also need to be monitored as the Penn Avenue Community Works project moves forward. This will allow the project team and the community members to determine whether the project is resulting in positive impacts for the Penn Avenue Corridor communities. Baseline demographic and socioeconomic data was compiled in this report, and this data should be updated as new and updated data sources become available.

2) Build partnerships and promote collaboration

Partnerships with other agencies and community organizations will provide opportunities to work together to achieve equitable development in the Penn Avenue Corridor. Penn Avenue Community Works has already been established as a collaborative effort between multiple agencies, community organizations, and stakeholders, and this collaboration will be important for developing community support and trust in the project.

Advisory committees, including the Steering Committee and the Project Implementation Committee, have already been established. These groups bring together agency staff and community members to provide project management and recommendations. As planning for infrastructure and transit improvements continues, other advisory groups could be created to provide local insight and make recommendations to the Steering Committee. By establish-

ing these advisory groups, the Penn Avenue Community Works project is already ensuring that community members and local business owners can provide local context and insight into the planning process.

Whenever possible, public participation and community engagement should be directed through existing community organizations. Establishing partnerships with community organizations will allow information to be shared much more effectively, as connections have already been developed between community members and these organizations. Some examples of partners could be school districts, business associations, neighborhood groups, cultural organizations, workforce centers, and youth groups.

III. Understand and Respond to Local Context Continued

Strategies for Penn Avenue

3) Build community capacity

Another aspect of the Penn Avenue Community Works project that will be important will be to build community capacity in the Penn Avenue Corridor communities. By involving community members in the process, the project team will be able to provide an opportunity for the education of community members on the project process. At the same time, the community members will provide an opportunity for the project team and all of the partner agencies to learn about the real desires of the community. The Community Works project will also provide a forum

for the sharing of ideas between different community organizations, which will allow a variety of perspectives to come together in an attempt to achieve some common goals for the Penn Avenue Corridor. Staff support should be offered at any community meeting for all community organizations, and the sharing of information and data related to the project should be as transparent as possible. This will allow for a building of knowledge within the community, but this will be reciprocal as knowledge is also shared with the project team.



Above: Opportunities for all community members to get involved in the project. (Source: Community Cornerstones Project, Seattle, WA)



Above: Involve the community at every step in the planning and implementation processes. (Source: Community Cornerstones Project, Seattle, WA)

IV. Enhance Mobility, Connectivity, and Accessibility

Strategies for Penn Avenue

1) Develop reliable and well-connected transportation system

An important aspect of the Penn Avenue Community Works project will be the investment in infrastructure required to connect transit to other amenities in the Penn Avenue Corridor. As revealed by our demographic analysis, there is a very high percentage of the population in North Minneapolis that is transit dependent. As such, the provision of time and cost efficient transit options for residents is extremely im-

portant along the Corridor. Strong attempts to further connect transit service to existing and proposed employment and retail centers should be made. In addition, frequent and reliable service should also be emphasized, so as to provide a more consistent experience for those residents who utilize public transit the most.

2) Improve quality of life through transportation options

Increased affordable transportation options can help to improve the quality of life by decreasing the cost of living for residents along the Penn Avenue Corridor. Additional convenient and accessible transportation options can provide all people with more options, but can also decrease the reliance of vehicle-owners on their automobiles. An increase in options can also reduce traffic in neighborhoods and streets in the Corridor, and as a result, both reduce commute times

and improve air quality through reductions in greenhouse gas emissions from auto use. Fewer vehicles on the road also can mean fewer potential conflicts between pedestrians, bicyclists, and automobile drivers and the improved safety of all.

3) Provide multi-modal transportation choices

Not only will an increase in the frequency and routes of transit be important along the Penn Avenue Corridor, the investment in multi-modal transportation infrastructure for all users will be significant in the area as well. There should be an emphasis on infrastructure that increases the safety of pedestrians, like expanded sidewalks and well-lit and identified crosswalks and on infrastructure that helps to ensure the

safety of bicyclists, like specified bicycle lanes. Infrastructure that is beneficial to pedestrians, like “complete streets,” and slow-traffic zones would also be beneficial to bicyclists. Sidewalks and bikeways should be connected to current and future transit stations, in an effort to reduce automobile dependency even further.

IV. Enhance Mobility, Connectivity, and Accessibility Continued

Strategies for Penn Avenue

4) Pledge that any new development is both accessible and welcoming to all residents irrespective of physical abilities, language abilities, or age

Development along the Penn Avenue Corridor that is accessible and welcoming to all residents is essential in the pursuit of equitable outcomes for the area. Of course, any and all development must be in compliance with standards set in the American with Disabilities Act. Development of public spaces and facilities should also, however, go above and beyond the basic standards. In order to address differing levels of literacy and language skills, signage in these spaces should include braille, illustrative depictions, and translations of English content into multiple languages. Signage translation is an especially important consideration in North Minneapolis, as English is not the primary language spoken at home for a significant percentage of residents. According to the data estimates provided by the 2011 American Communities Survey, approximately 17% of North Minneapolis residents speak a language other than English. Thus, it is crucial that development of public spaces includes appropriate signage translation.

New development should also incorporate principles of Universal Design wherever possible. These principles promote uses that are equitable, but also those that are

simple, intuitive, require little effort, promote user safety, and reduce the likelihood of adverse consequences that can result with misuse (www.nscu.edu). Incorporation of Universal Design principles are particularly important in the development of public transit and its stations in North Minneapolis. In some areas along the Penn Avenue Corridor, more than twenty percent of residents over the age of sixteen do not have access to a vehicle (page 6). Instead, many of these residents must rely on public transportation. It is critical then that the design of transit (and its stations) allows for equitable, convenient, and safe use, particularly for those most dependent upon it.

Mixed-use zoning could also promote equitable outcomes for all residents and for elderly residents in particular, as it encourages the “aging-in-place” of elderly communities. Though North Minneapolis is home to a very large youth population, there is still a significant population of elderly residents. Design that allows for the convenient and easy use of public facilities for *all* ages is a critical aspect of enhancing the overall mobility, connectivity, and accessibility for all residents along the Penn Avenue Corridor.

V. Solicit Meaningful Community Engagement in Planning Process

Strategies for Penn Avenue

1) Engage consistently and effectively with community stakeholders, particularly those historically excluded

Community engagement will be crucial to the success of the Penn Avenue Community Works project. There are a variety of neighborhoods and communities in North Minneapolis along Penn Avenue, each bringing their own level of diversity and different perspectives to the table. Communicating with the diverse Penn Avenue communities will require effective community member engagement. Effective community engagement from public agencies will increase community support and trust in the agencies as investments in the transit and infrastructure in the area continue.

Multilingual outreach will be required in the area to involve residents of all races and ethnicities. Outreach should be directed through existing organizations and groups whenever possible, as they already have developed structure and support in the

community. Also, direct outreach to residents will be crucial to build trust in the Penn Avenue Community Works project. This direct outreach should be in the form of personal face-to-face outreach with existing community members, and it should be conducted in areas where community members already live, work, play, visit, and worship.

Other forms of engagement should be attempted, besides the traditional planning open house. Interactive, pop-up public events could be held at popular gathering points. Project staff could set up shop at bus stops throughout the area to gather feedback from existing transit users. Creative engagement opportunities will increase the level of involvement and excitement in the project from the existing community members.

VI. Develop Healthy, Safe, and Sustainable Communities

Strategies for Penn Avenue

1) Improve the health of the community through equitable access to quality public amenities like parks and open space

It does not suffice that there is a certain amount of park space allocated per Minneapolis resident; what truly matters is the distribution of that park space. A quota of green space acreage does not necessarily ensure equitable outcomes. Rather, it is the even distribution throughout a city, and in some cases, the additional allotment in underserved areas, that promotes equity. Community Works projects have long recognized the importance of connecting communities to natural assets and have produced plans that do so; it is vital that such efforts be continued for the Penn Ave Corridor Community Works project as well.

Traditional park space and trails are some of the most obvious public amenities; however, healthy, safe, and sustainable communities can be achieved through other public amenities, as well. For example, the improvement of school yard playgrounds can work toward this end. Instead of being relegated to paved parking lots, students should have access to green

space - either directly on school campuses, or in nearby parks. Efforts should be made to ensure that all schools are at least in close proximity to park space, if not to ensure that all schools have green space on premises dedicated to student recreation.

The implementation of “complete streets” policies that incorporate safe and accessible streets and sidewalks would not only allow, but also encourage pedestrian activity. These spaces should be carefully designed to accommodate the diversity of people who live or work within Penn Avenue Corridor. Spaces should be visually pleasing, desirable, and functional to a wide range of residents – regardless of age, gender, culture, or native language. Safe and convenient pedestrian environments are particularly important, especially in communities highly dependent on public transit like North Minneapolis, as they can often provide residents with a feasible alternative for travel.

2) Increase access to healthy and affordable food

Increasing access to healthy and affordable food is a crucial step in improving the health and overall quality of life of all residents along the Penn Avenue Corridor and in North Minneapolis in general. Encouraging grocers to locate in “food deserts,” like in areas along the Corridor, by offering low interest loans, location incentives, and other attractive financing options, would help to fill the present void of healthy and accessible foods. The introduction and continued community support of farmers’ markets would serve the same end. Partnering with non-profit organizations, like AfroEco and Project Sweetie Pie, to educate resi-

dents on sustainable food production practices, like gardening, and encouraging their implementation, can provide residents with access to healthy foods when such items are not sold locally. When such is the case, transportation infrastructure should be improved so as to allow residents to convenient access healthy foods only available in stores outside of the region.

VII. Pursue Environmental Justice

Strategies for Penn Avenue

1) Reduce and eliminate environmental burdens, like exposure to noise, water, and air pollution and industrial contamination, especially in those communities disproportionately afflicted by such detrimental conditions.

Poor environmental conditions not only significantly impede the enjoyment of outdoor, public amenities; they can also severely and negatively affect the health of residents exposed to them. Thus, the pursuit of environmental justice through the reduction and elimination of environmental burdens is a crucial component of any equitable development strategy.

Development must include the mitigation of the negative effects of local environmental hazards through the identification, remediation, and redevelopment of Superfund and other brownfield sites. For example, the City plans to continue to focus on the remediation and redevelopment of brownfield sites with substantial employment potential, including the Humboldt Industrial Park and Bassett Creek Valley/Van White Memorial Boulevard – two areas in close proximity to the Penn Avenue Community Works' project area (www.ci.minneapolis.mn.us).

Efforts to improve air and water quality should also be made, not only to reduce the health risks associated with polluted air and contaminated water bodies, but also to improve the performance of the ecological functions that these natural resources serve. An emphasis on litter removal, initiated and performed by neighborhood clean-up task forces, would also im-

prove the physical and aesthetic condition of the land. The West Broadway Business and Area Coalition organizes just such events. The Coalition's Spring and Fall Clean Up initiatives call on local businesses and residents to volunteer to remove litter along the West Broadway Corridor. (www.westbroadway.org). Continued support of these events will help to remove litter, to reduce health and safety risks, and to enhance the visual appeal of the area.

Crucial to the successful pursuit of environmental justice initiatives is the partnership between planning departments and research and educational institutions. The Center for Earth, Energy, and Democracy is one such institution. Dedicated to "building local capacity through regional, national and international climate policy education and research...and through the development of local and regional environmental justice networks," CEED aims to both inform residents on environmental issues and encourage their effective participation in processes that will impact their communities (www.ceed.org). CEED's research, like that contained in the Environmental Justice Atlas, could also be incorporated into planning decisions to help to ensure equitable environmental outcomes for all residents.

VII. Pursue Environmental Justice Continued

Strategies for Penn Avenue

2) Encourage an equitable share of environmental benefits for all communities

The pursuit of environmental justice through the reduction and elimination of environmental burdens is a crucial component of any equitable development strategy; however, it is not the only component. Environmental justice not only refers to the absence of negative environmental externalities from an area. It also incorporates the presence of environmental benefits, like the positive impacts that the environment can have on a person's health, well-being, and safety. Major projects, like public transit, roadways, and streetscaping can significantly alter the environment in which we live, and as such, should be carefully examined.

A Health Impact Assessment (HIA) can help to reveal the potential impact a project may have on a community and on the health of its residents. The Bottineau Transitway Health Impact Assessment is an example that directly pertains to the Penn Avenue Corridor. The Bottineau Transitway HIA examines the health impacts that the transitway may produce through improved safety and physical activity levels, through increased access to employment and education, and through decreased housing and transportation costs

(Hennepin County Bottineau Transitway Health Impact Assessment Summary, 2013). To effectively analyze the impacts that projects would have on the health of residents in an effort to produce more equitable and just environments, an HIA, like the one for Bottineau Transitway, could be used for any major project along the Penn Avenue Corridor.

The support of parks and open space development is another crucial component of equitable development. As addressed previously, the amount of park space per person within a region is not as indicative of equitable development practices as is the distribution of that park space. Rather than be concentrated in certain locations, parks must be situated so as to allow convenient access to all residents. In fact, the presence of quality, accessible parks are especially important in areas that are disproportionately negatively affected by environmental hazards, as the need for park space is even greater there. To both further advance environmental health and stability and reduce negative environmental impacts, clean energy initiatives should be supported as well.



Next Steps

Next Steps

This report provided additional background information and research for Hennepin County's Penn Avenue Community Works Project. It is clear from this report that many opportunities exist along the corridor with its rich diversity, land for development, and collaborative relationships among government entities, developers, and community organizations. There is also strong cohesion among existing plans for the corridor from the past ten years, which establishes a strong foundation for the Penn Avenue Community Works Project to build on. Strategies, including arterial bus rapid transit, pedestrian and streetscape improvements, and placemaking are suggested strategies for leveraging these opportunities and fostering investment along the corridor. It is also recommend-

ed that Hennepin County establish an equitable framework through which it builds its plan for Penn Avenue. This can be done through working with the community to create a vision for equitable development along the corridor and building off of equitable principles from other cities, such as Seattle.

The information provided by this report provides groundwork for the next phase of intensive community-based planning. This planning will begin in 2014 and will establish a community corridor vision and framework for plan implementation.



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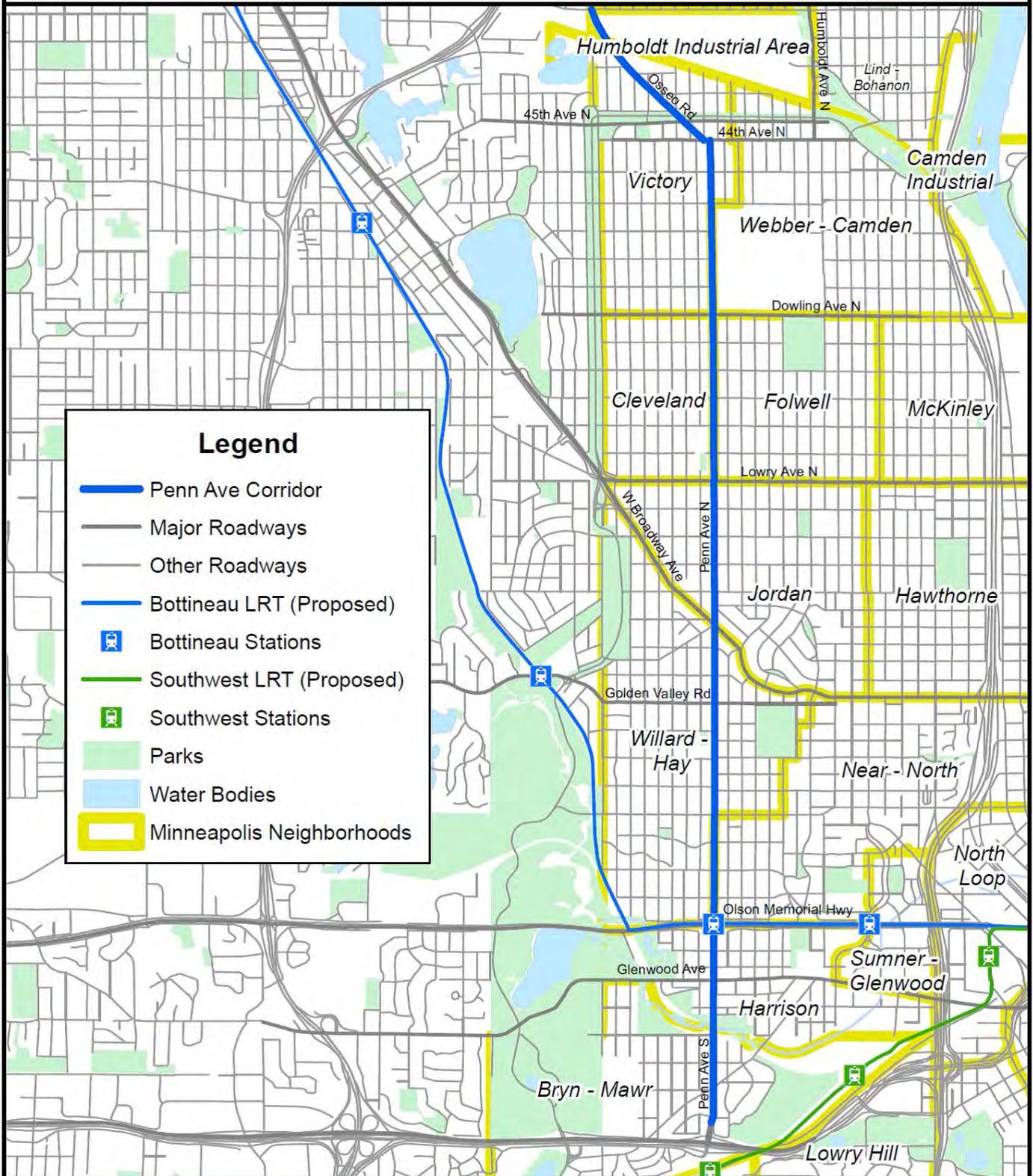
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Appendix

Minneapolis Neighborhoods in the Penn Avenue Corridor



Legend

- Penn Ave Corridor
- Major Roadways
- Other Roadways
- Bottineau LRT (Proposed)
- Bottineau Stations
- Southwest LRT (Proposed)
- Southwest Stations
- Parks
- Water Bodies
- Minneapolis Neighborhoods

Data Sources: Hennepin County, Metropolitan Council, MN-DNR, MN-DOT, USDA-FSA, USGS, US Census

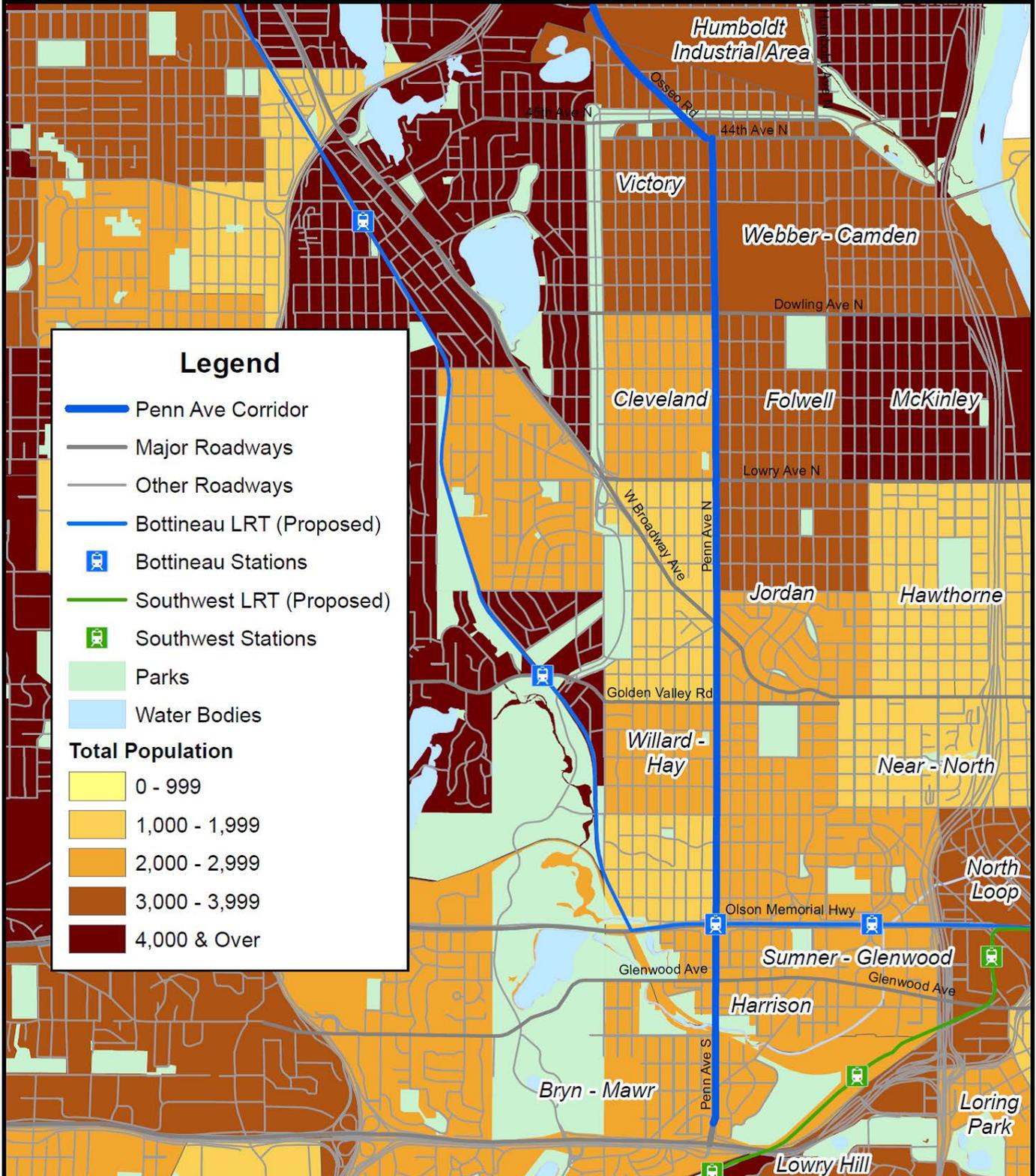
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0 0.5 1 Miles

Map Creation Date: 10/13/2013

Hennepin County
 Department of Housing,
 Community Works & Transit

Total Population by Census Tract



Legend

- Penn Ave Corridor
- Major Roadways
- Other Roadways
- Bottineau LRT (Proposed)
- Bottineau Stations
- Southwest LRT (Proposed)
- Southwest Stations
- Parks
- Water Bodies

Total Population

- 0 - 999
- 1,000 - 1,999
- 2,000 - 2,999
- 3,000 - 3,999
- 4,000 & Over

Data Sources: Hennepin County, Metropolitan Council, MN-DNR, MN-DOT, USDA-FSA, USGS, American Community Survey 2011

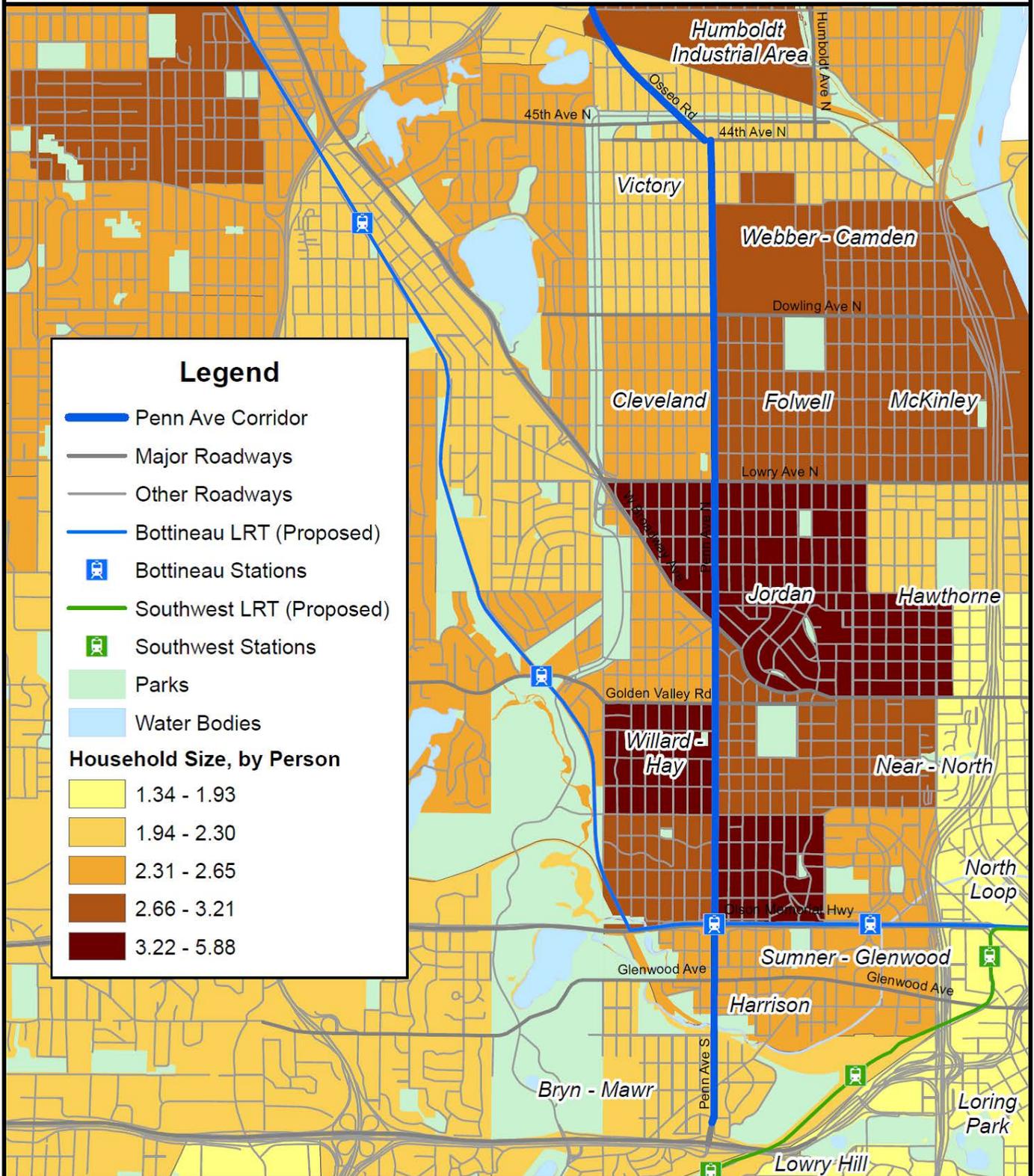
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Map Creation Date: 10/26/2013

Hennepin County
 Department of Housing,
 Community Works & Transit

Average Household Size, by Census Tract



Data Sources: Hennepin County, Metropolitan Council, MN-DNR, MN-DOT, USDA-FSA, USGS, American Community Survey 2011

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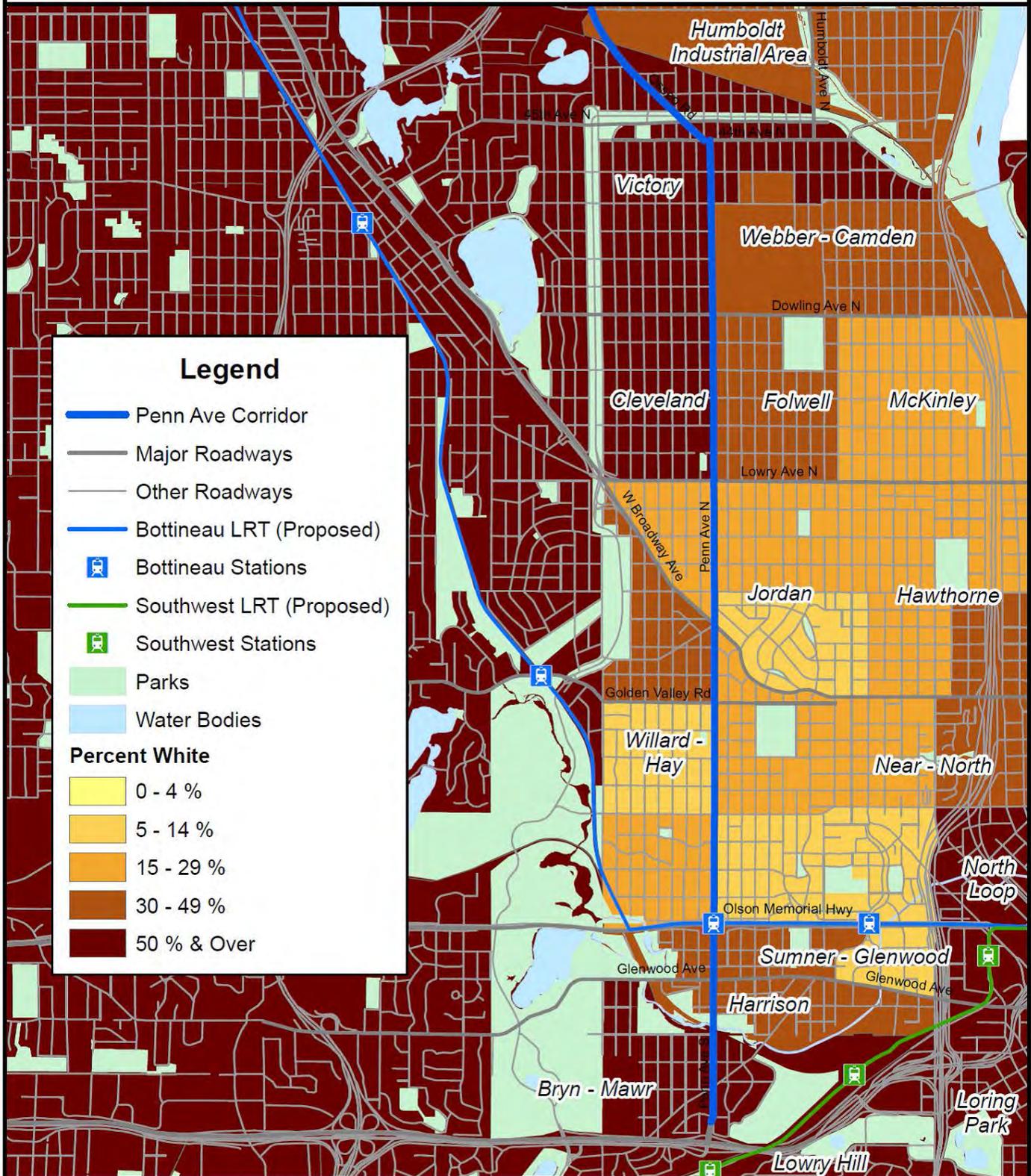
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 Department of Housing,
 Community Works & Transit

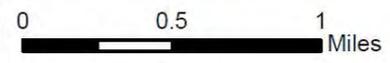


Race: Percentage of Population White, by Census Tract



Data Sources: Hennepin County, Metropolitan Council, MN-DNR, MN-DOT, USDA-FSA, USGS, American Community Survey 2011

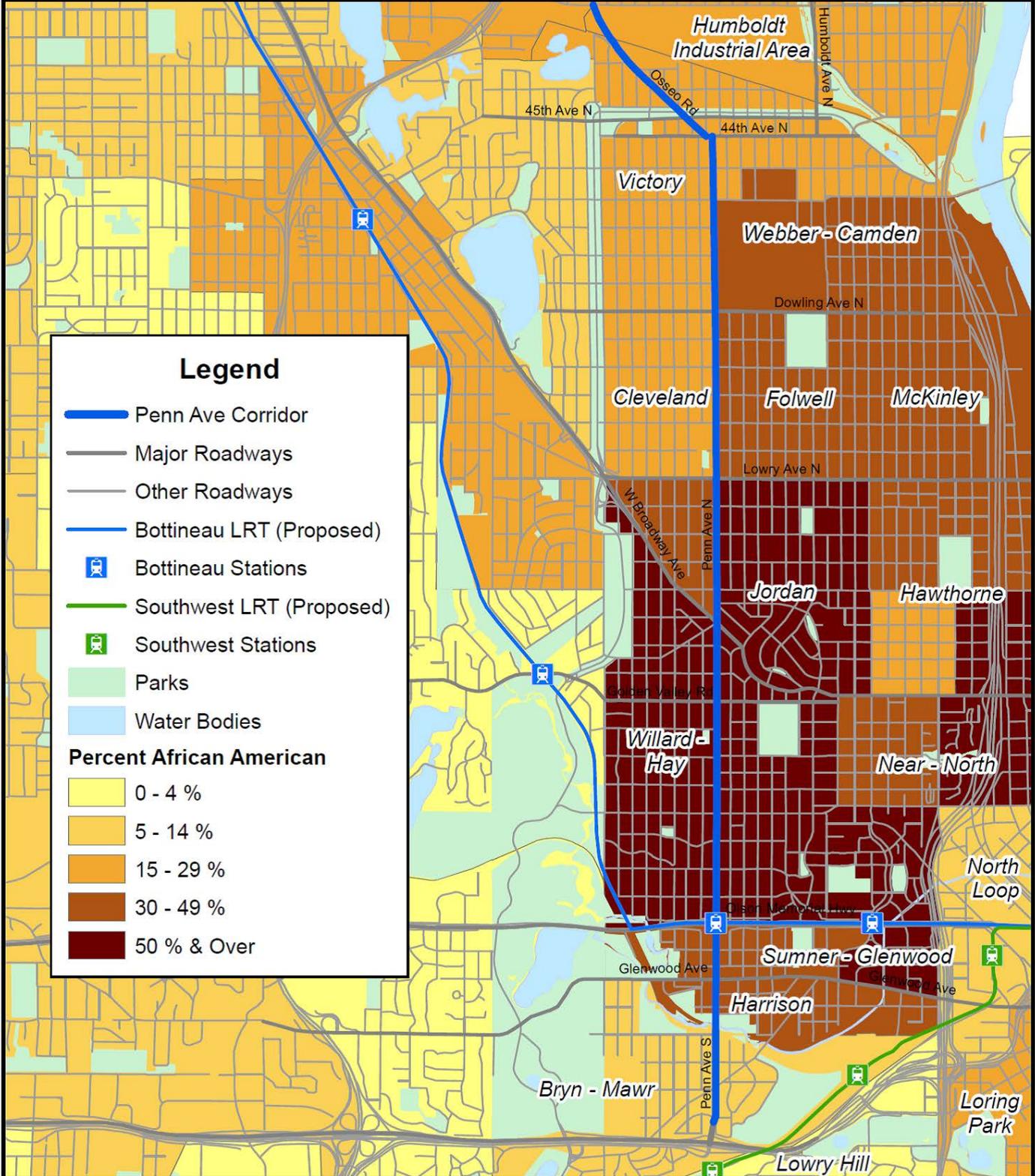
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Hennepin County
 Department of Housing,
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Map Creation Date: 10/26/2013

Race: Percentage of Population African American, by Census Tract



Legend

- Penn Ave Corridor
- Major Roadways
- Other Roadways
- Bottineau LRT (Proposed)
- Bottineau Stations
- Southwest LRT (Proposed)
- Southwest Stations
- Parks
- Water Bodies

Percent African American

- 0 - 4 %
- 5 - 14 %
- 15 - 29 %
- 30 - 49 %
- 50 % & Over

Data Sources: Hennepin County, Metropolitan Council, MN-DNR, MN-DOT, USDA-FSA, USGS, American Community Survey 2011

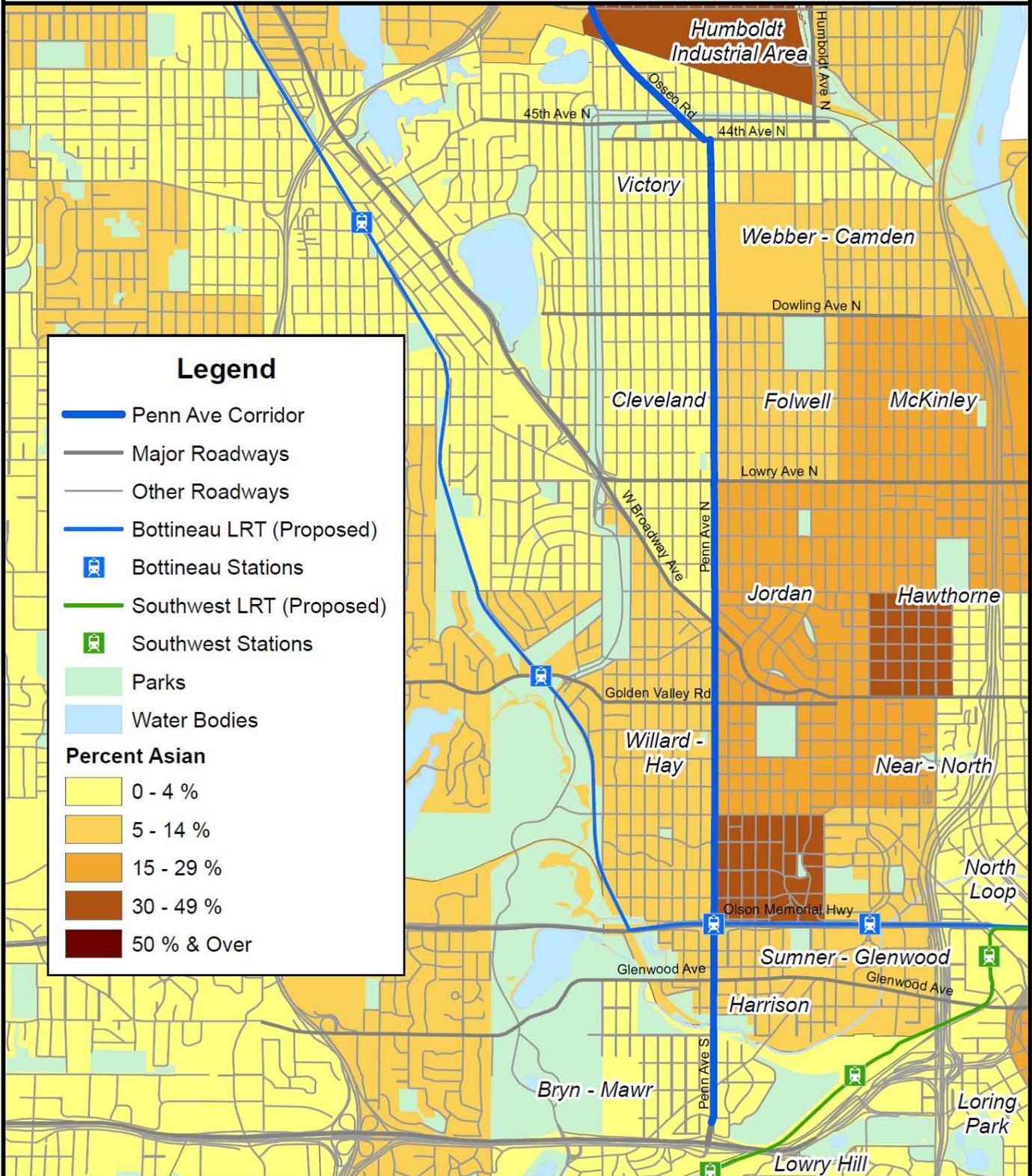
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Map Creation Date: 10/26/2013

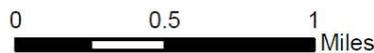
Hennepin County
 Department of Housing,
 Community Works & Transit

Race: Percentage of Population Asian, by Census Tract



Data Sources: Hennepin County, Metropolitan Council, MN-DNR, MN-DOT, USDA-FSA, USGS, American Community Survey 2011

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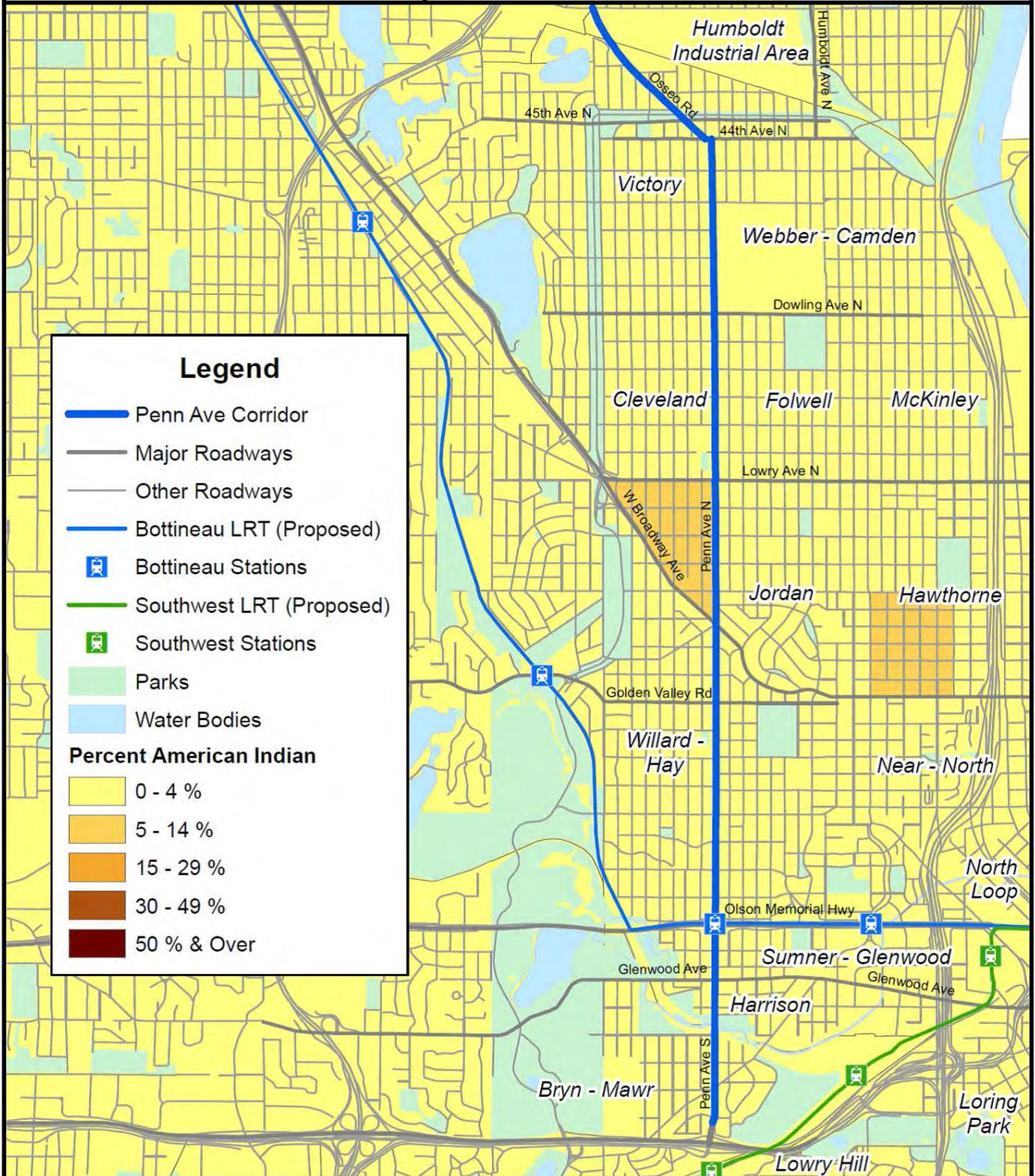
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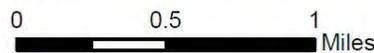


Race: Percentage of Population American Indian, by Census Tract



Data Sources: Hennepin County, Metropolitan Council, MN-DNR, MN-DOT, USDA-FSA, USGS, American Community Survey 2011

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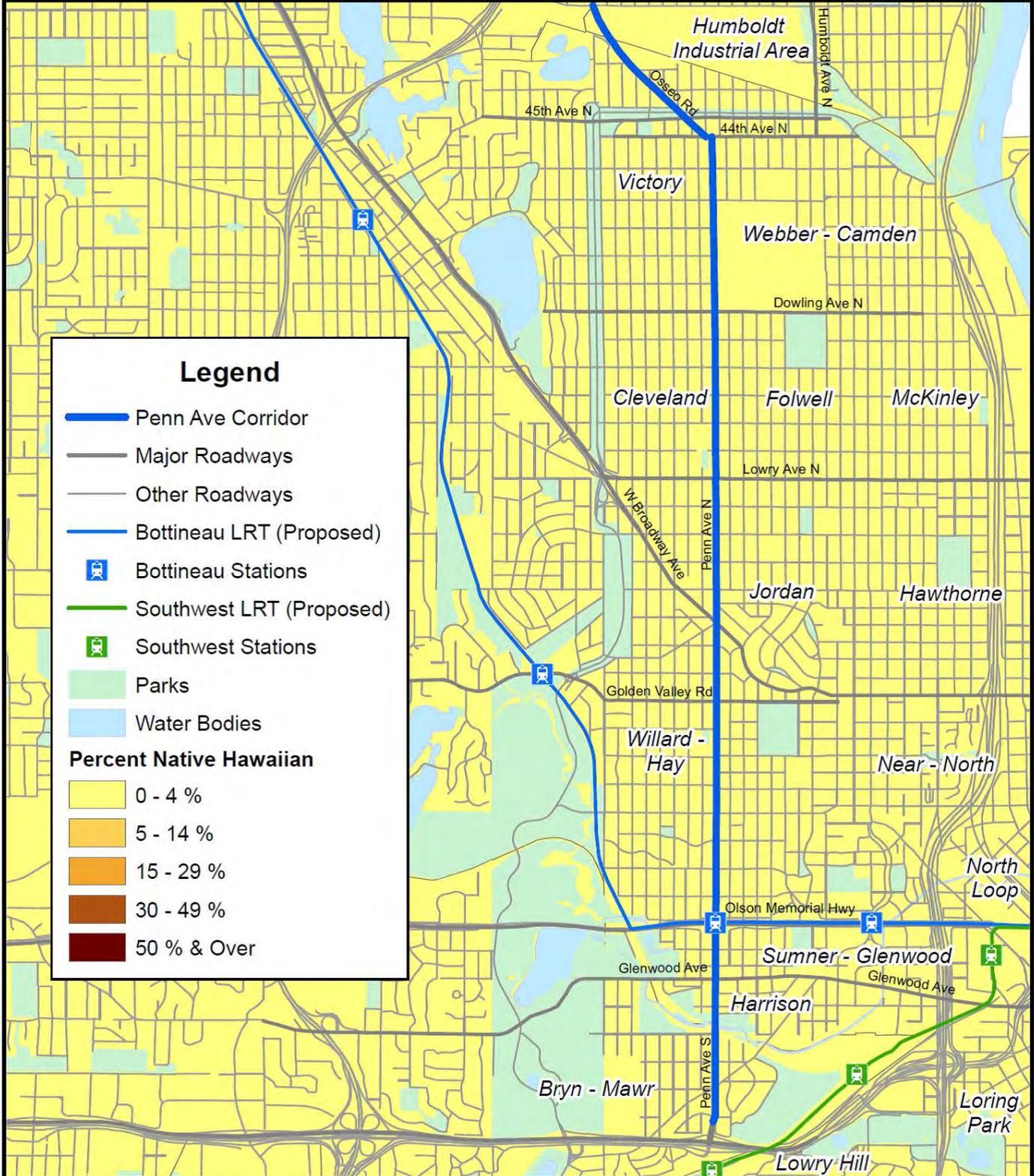
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Hennepin County
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Community Works & Transit

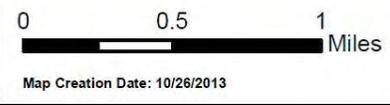


Race: Percentage of Population Native Hawaiian or Other Pacific Islander, by Census Tract



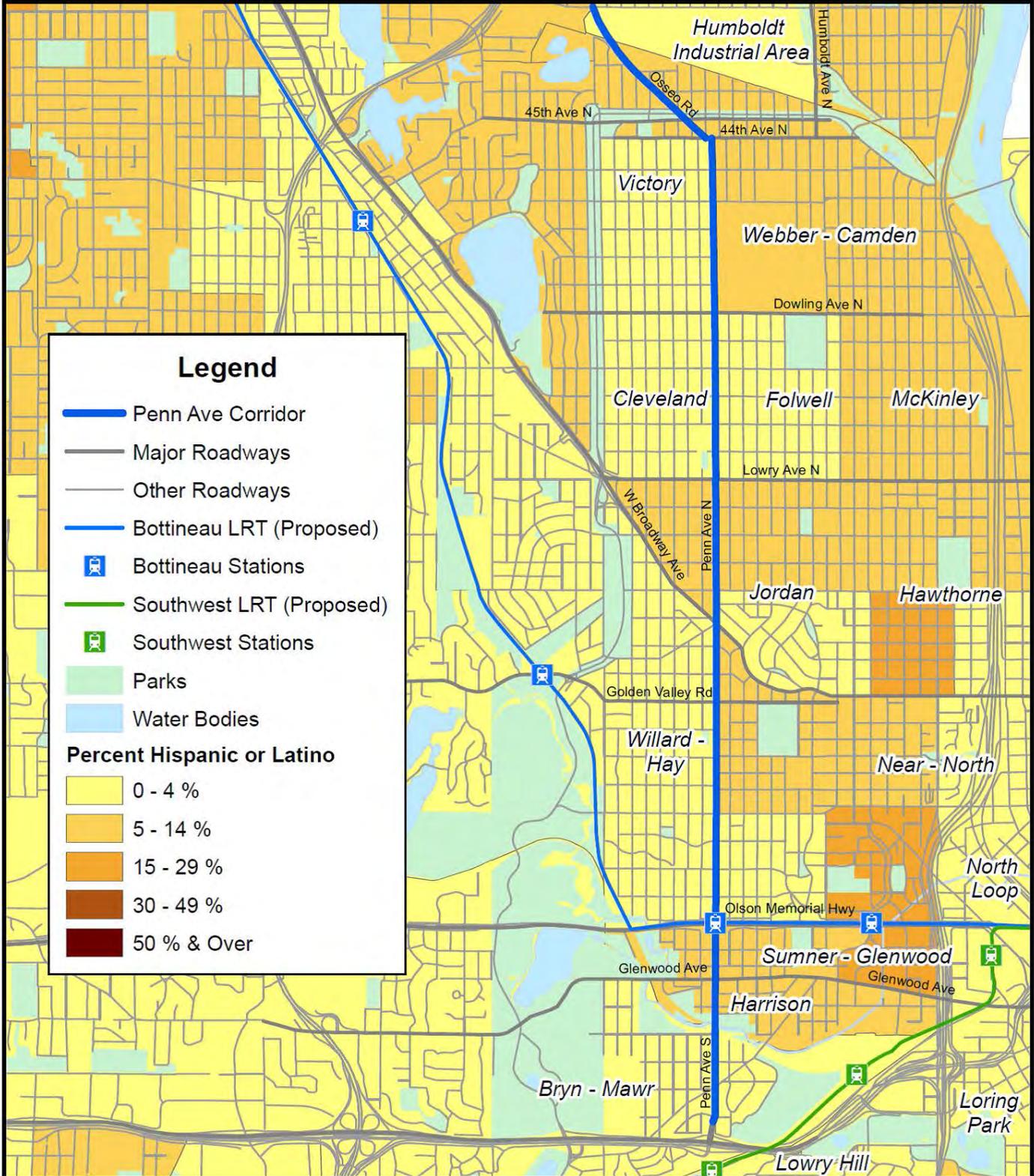
Data Sources: Hennepin County, Metropolitan Council, MN-DNR, MN-DOT, USDA-FSA, USGS, American Community Survey 2011

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Hennepin County
 Department of Housing,
 Community Works & Transit

Ethnicity: Percentage of Population Hispanic or Latino, by Census Tract



Legend

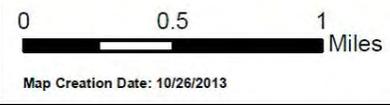
- Penn Ave Corridor
- Major Roadways
- Other Roadways
- Bottineau LRT (Proposed)
- Bottineau Stations
- Southwest LRT (Proposed)
- Southwest Stations
- Parks
- Water Bodies

Percent Hispanic or Latino

- 0 - 4 %
- 5 - 14 %
- 15 - 29 %
- 30 - 49 %
- 50 % & Over

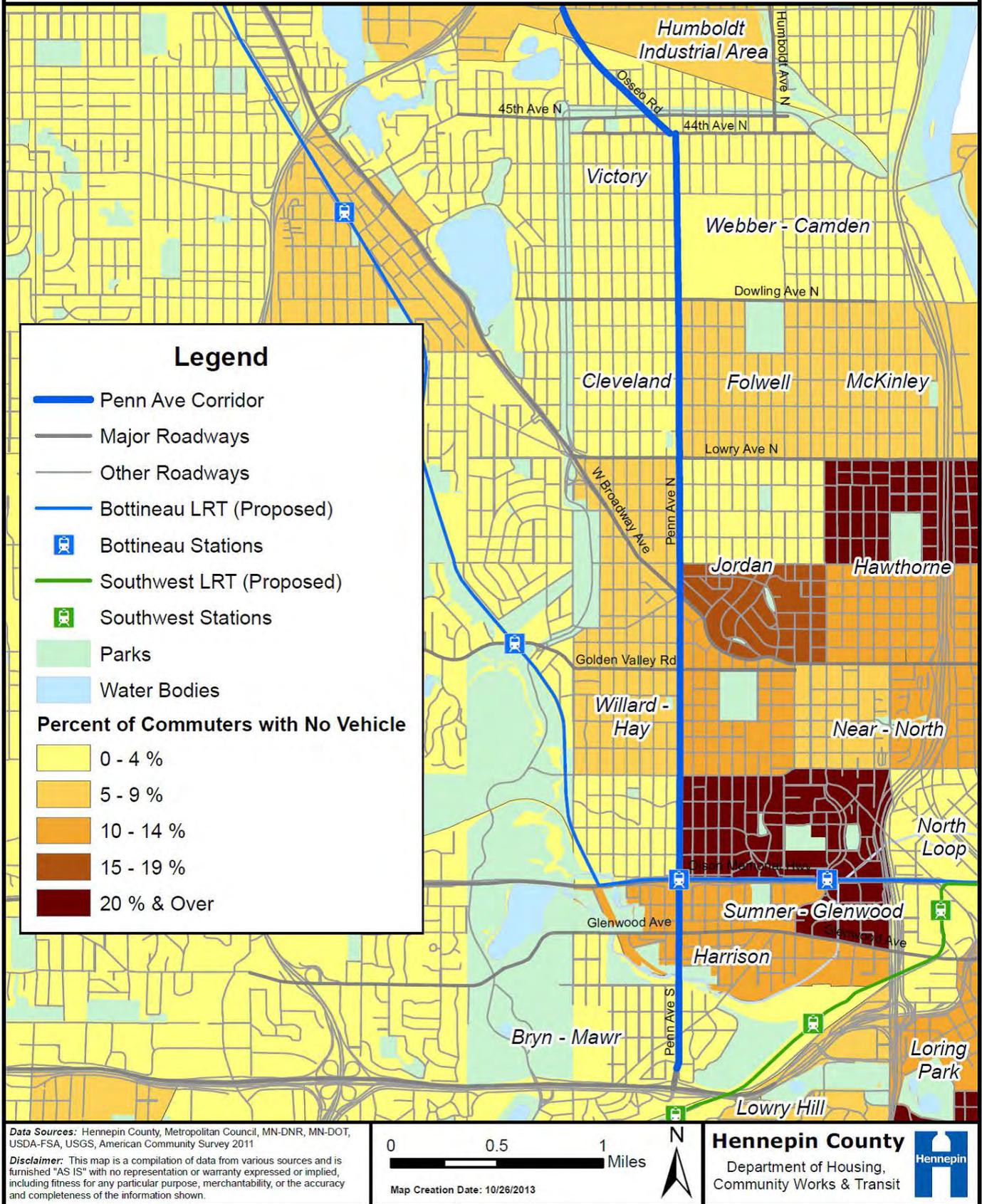
Data Sources: Hennepin County, Metropolitan Council, MN-DNR, MN-DOT, USDA-FSA, USGS, American Community Survey 2011

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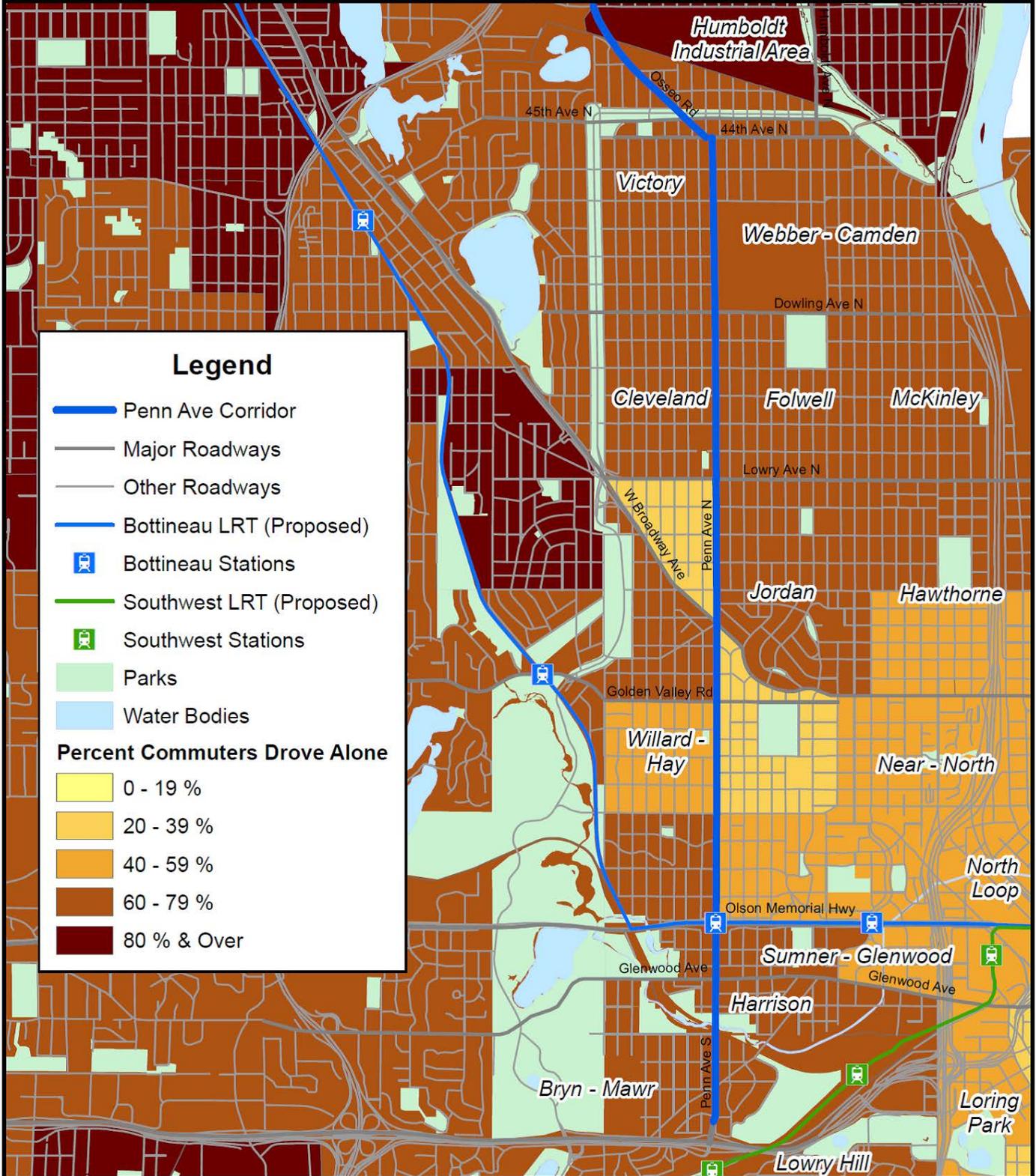


Hennepin County
Department of Housing,
Community Works & Transit

Percent of Commuters with No Vehicle, by Census Tract



Commute Patterns: Percentage of Commuters that Drove Alone to Work, by Census Tract



Legend

- Penn Ave Corridor
- Major Roadways
- Other Roadways
- Bottineau LRT (Proposed)
- Bottineau Stations
- Southwest LRT (Proposed)
- Southwest Stations
- Parks
- Water Bodies

Percent Commuters Drove Alone

- 0 - 19 %
- 20 - 39 %
- 40 - 59 %
- 60 - 79 %
- 80 % & Over

Data Sources: Hennepin County, Metropolitan Council, MN-DNR, MN-DOT, USDA-FSA, USGS, American Community Survey 2011

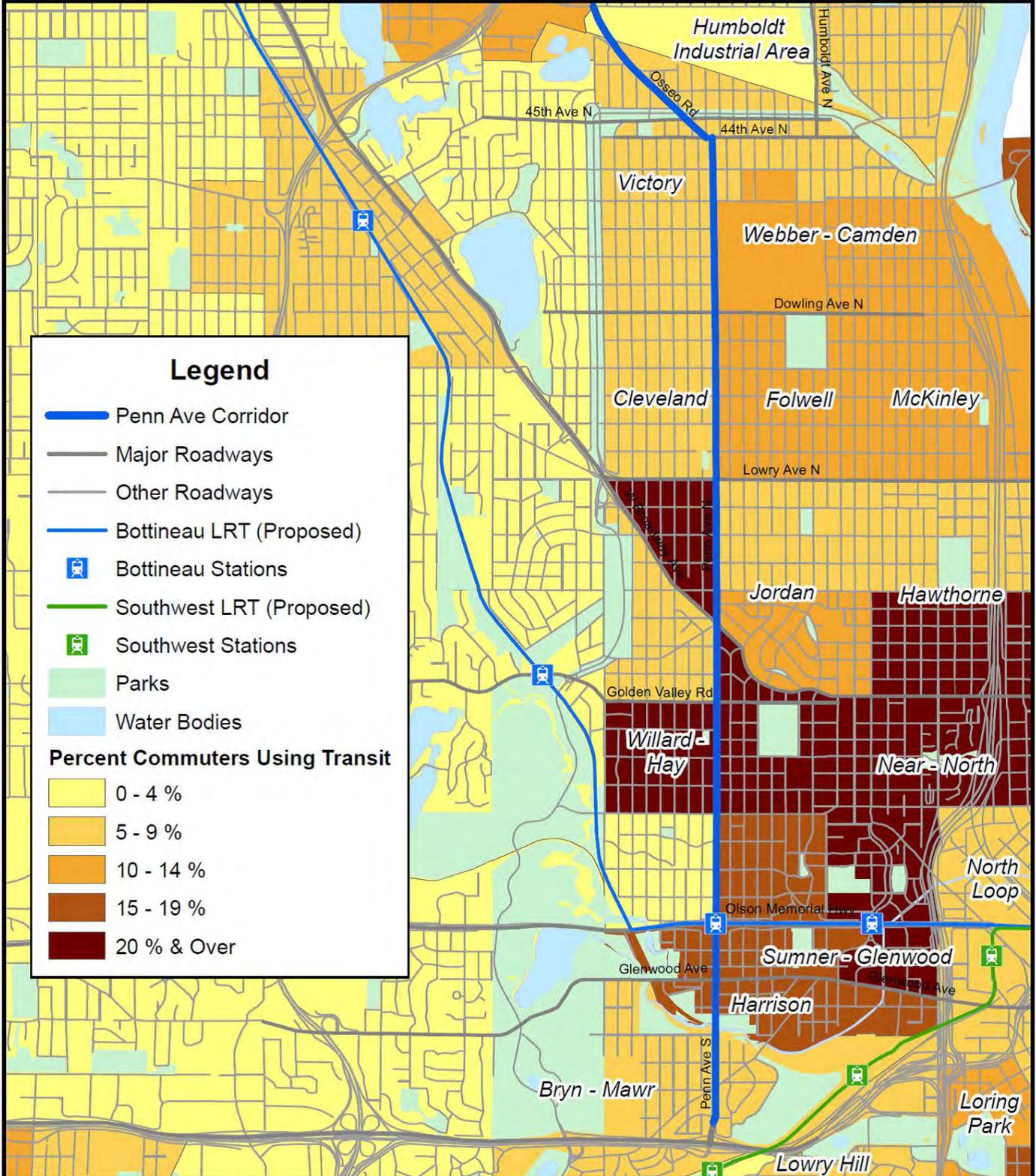
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0 0.5 1 Miles

Map Creation Date: 10/26/2013

Hennepin County
 Department of Housing,
 Community Works & Transit

Commute Pattern: Percentage of Commuters Taking Transit to Work, by Census Tract



Data Sources: Hennepin County, Metropolitan Council, MN-DNR, MN-DOT, USDA-FSA, USGS, American Community Survey 2011

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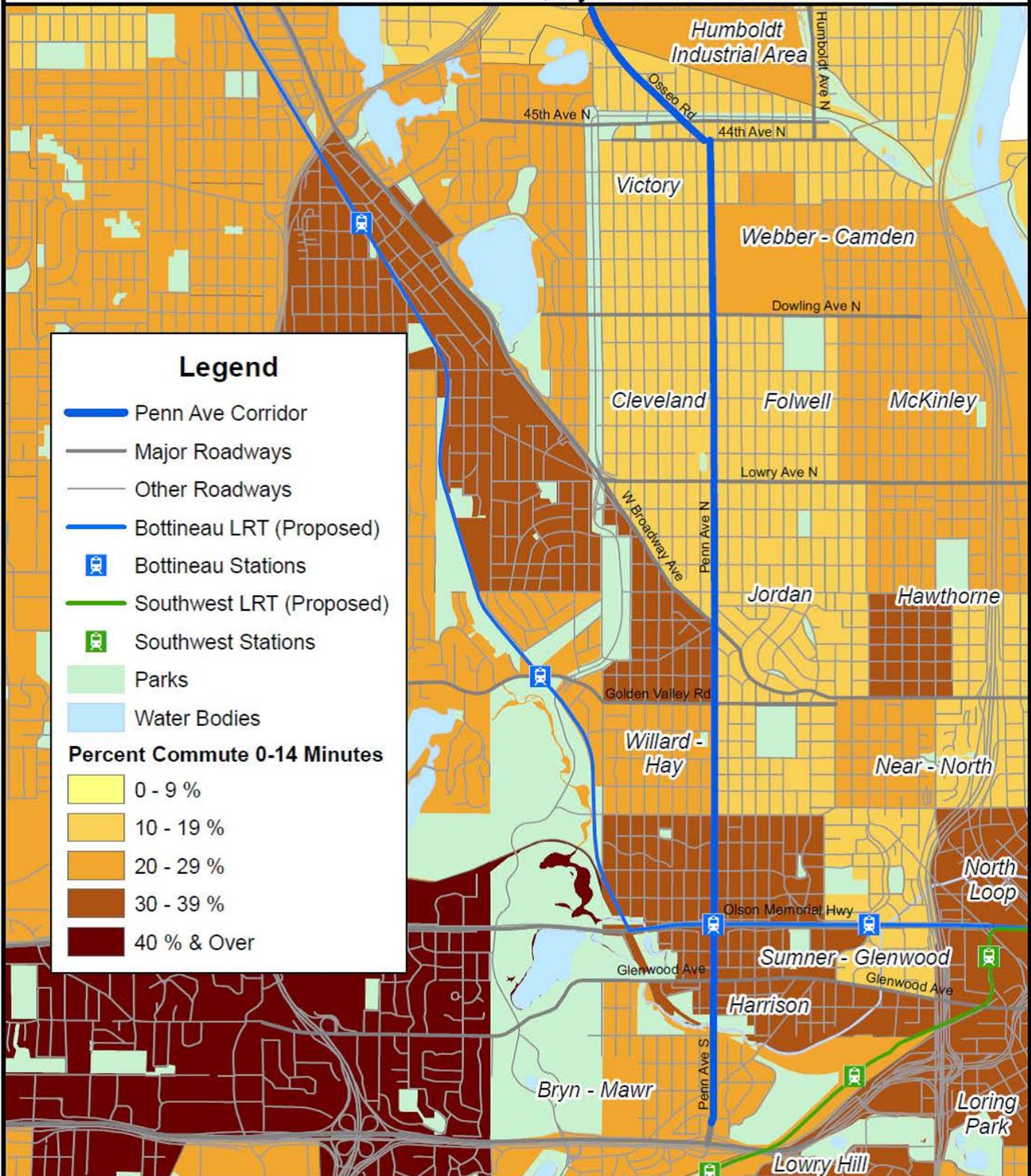
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Hennepin County
Department of Housing,
Community Works & Transit



Commute Pattern: Percentage of Commuters with Commute Time of 0-14 Minutes, by Census Tract



Data Sources: Hennepin County, Metropolitan Council, MN-DNR, MN-DOT, USDA-FSA, USGS, American Community Survey 2011

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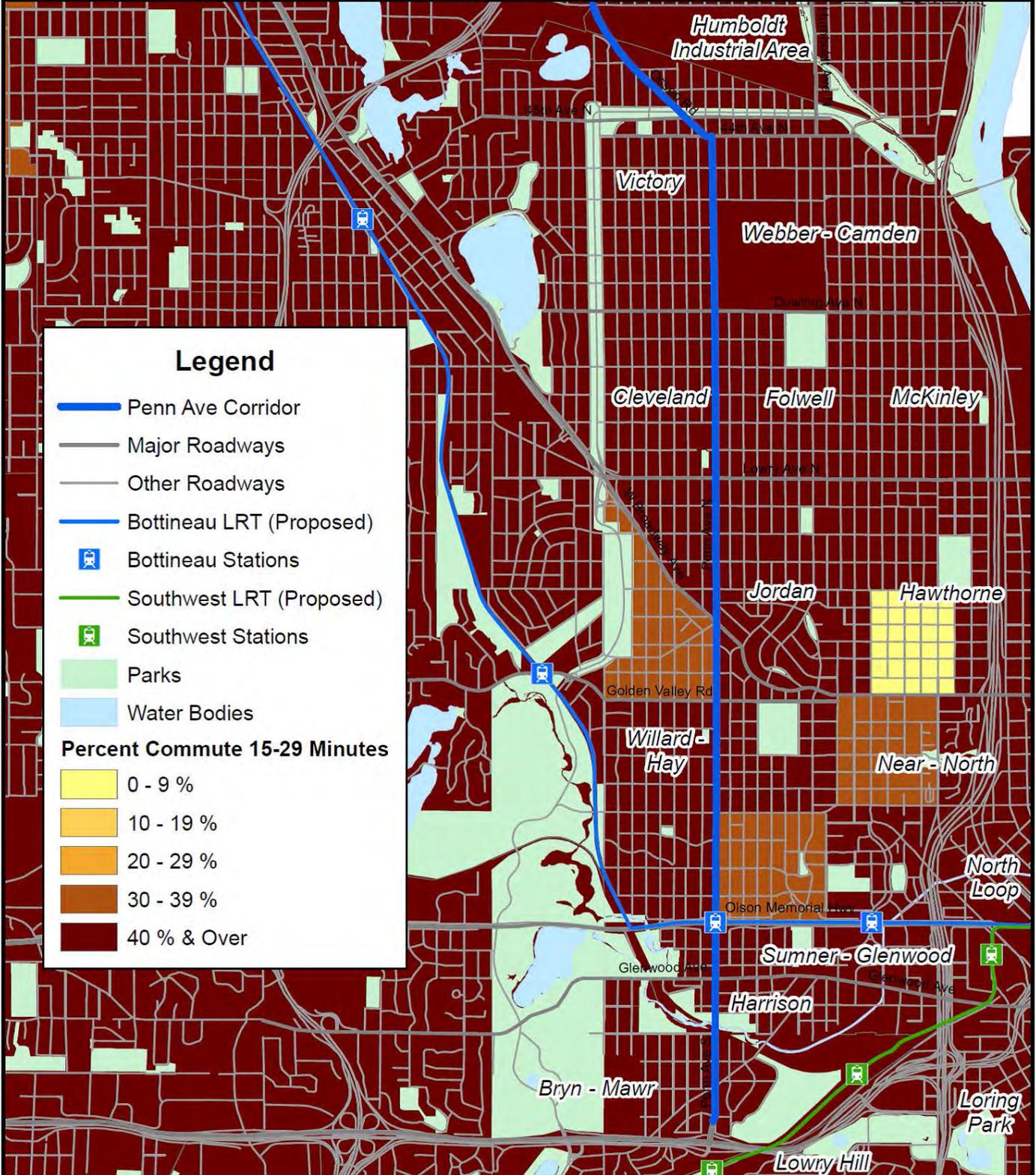


Hennepin County

Department of Housing,
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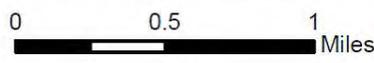


Commute Pattern: Percentage of Commuters with Commute Time of 15-29 Minutes, by Census Tract



Data Sources: Hennepin County, Metropolitan Council, MN-DNR, MN-DOT, USDA-FSA, USGS, American Community Survey 2011

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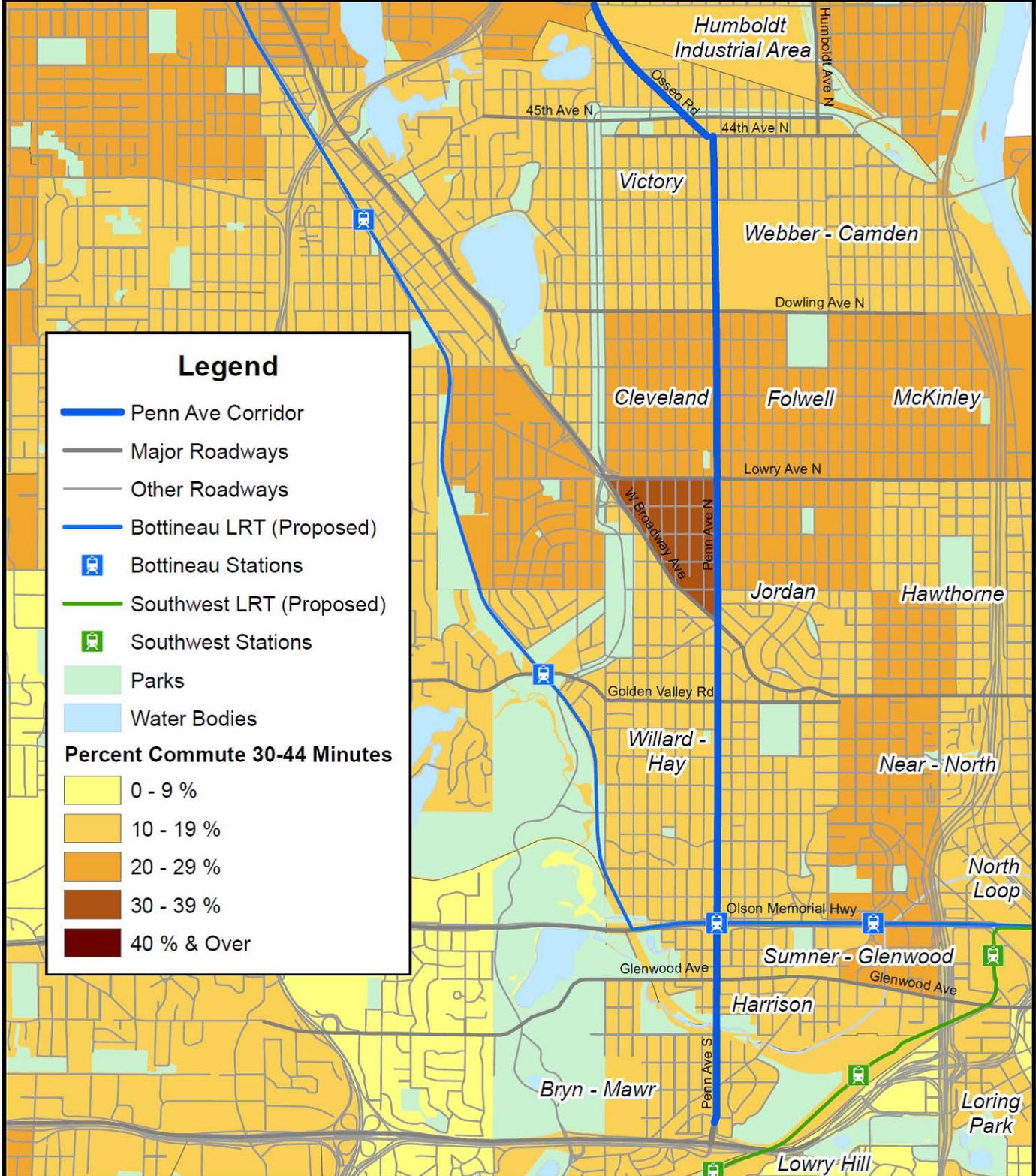
Map Creation Date: 10/26/2013



Hennepin County
 Department of Housing,
 Community Works & Transit



Commute Pattern: Percentage of Commuters with Commute Time of 30-44 Minutes, by Census Tract



Legend

- Penn Ave Corridor
- Major Roadways
- Other Roadways
- Bottineau LRT (Proposed)
- Bottineau Stations
- Southwest LRT (Proposed)
- Southwest Stations
- Parks
- Water Bodies

Percent Commute 30-44 Minutes

- 0 - 9 %
- 10 - 19 %
- 20 - 29 %
- 30 - 39 %
- 40 % & Over

Data Sources: Hennepin County, Metropolitan Council, MN-DNR, MN-DOT, USDA-FSA, USGS, American Community Survey

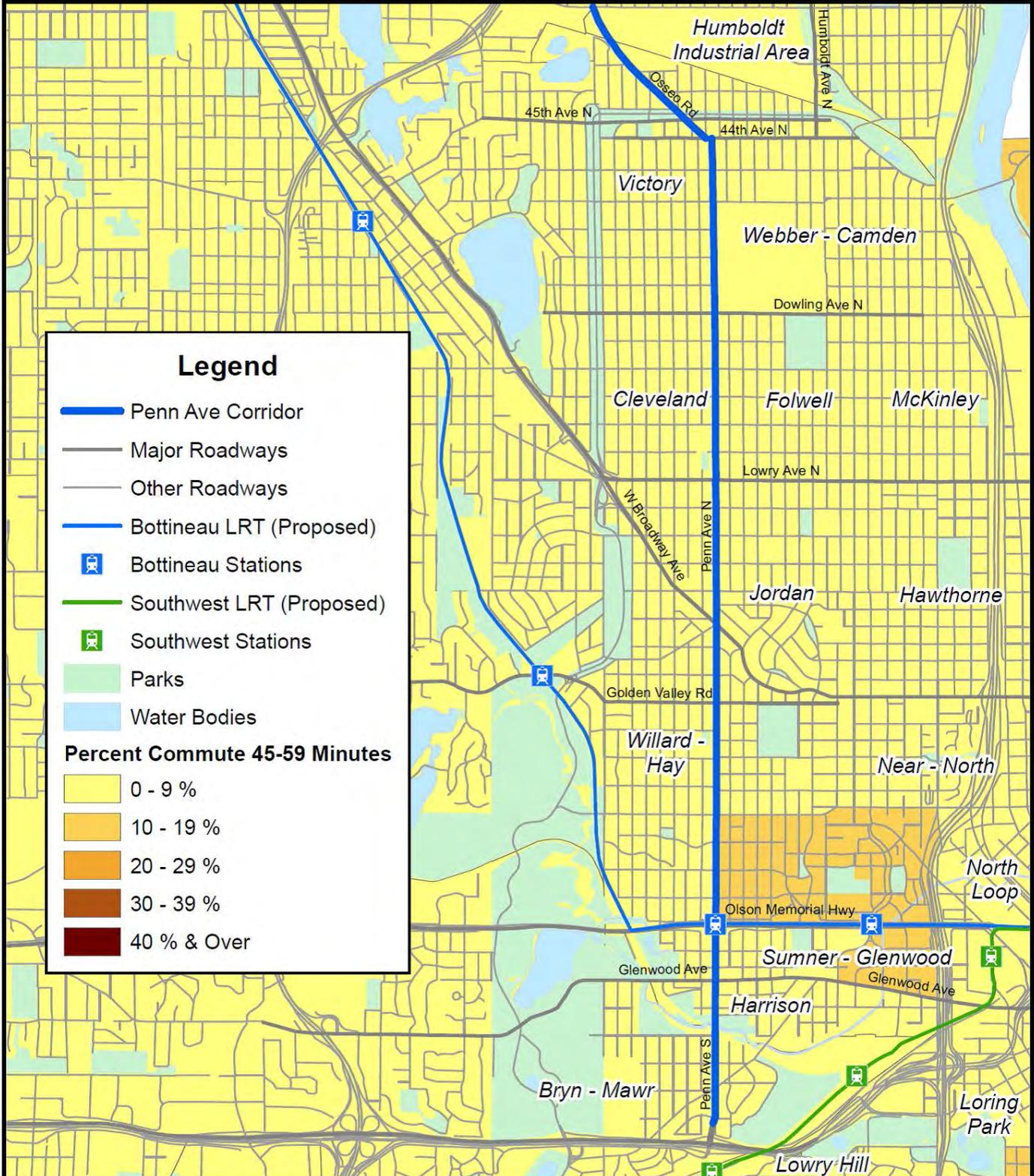
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Map Creation Date: 10/26/2013

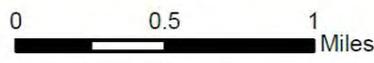
Hennepin County
 Department of Housing,
 Community Works & Transit

Commute Pattern: Percentage of Commuters with Commute Time of 45-59 Minutes, by Census Tract



Data Sources: Hennepin County, Metropolitan Council, MN-DNR, MN-DOT, USDA-FSA, USGS, American Community Survey 2011

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Map Creation Date: 10/26/2013

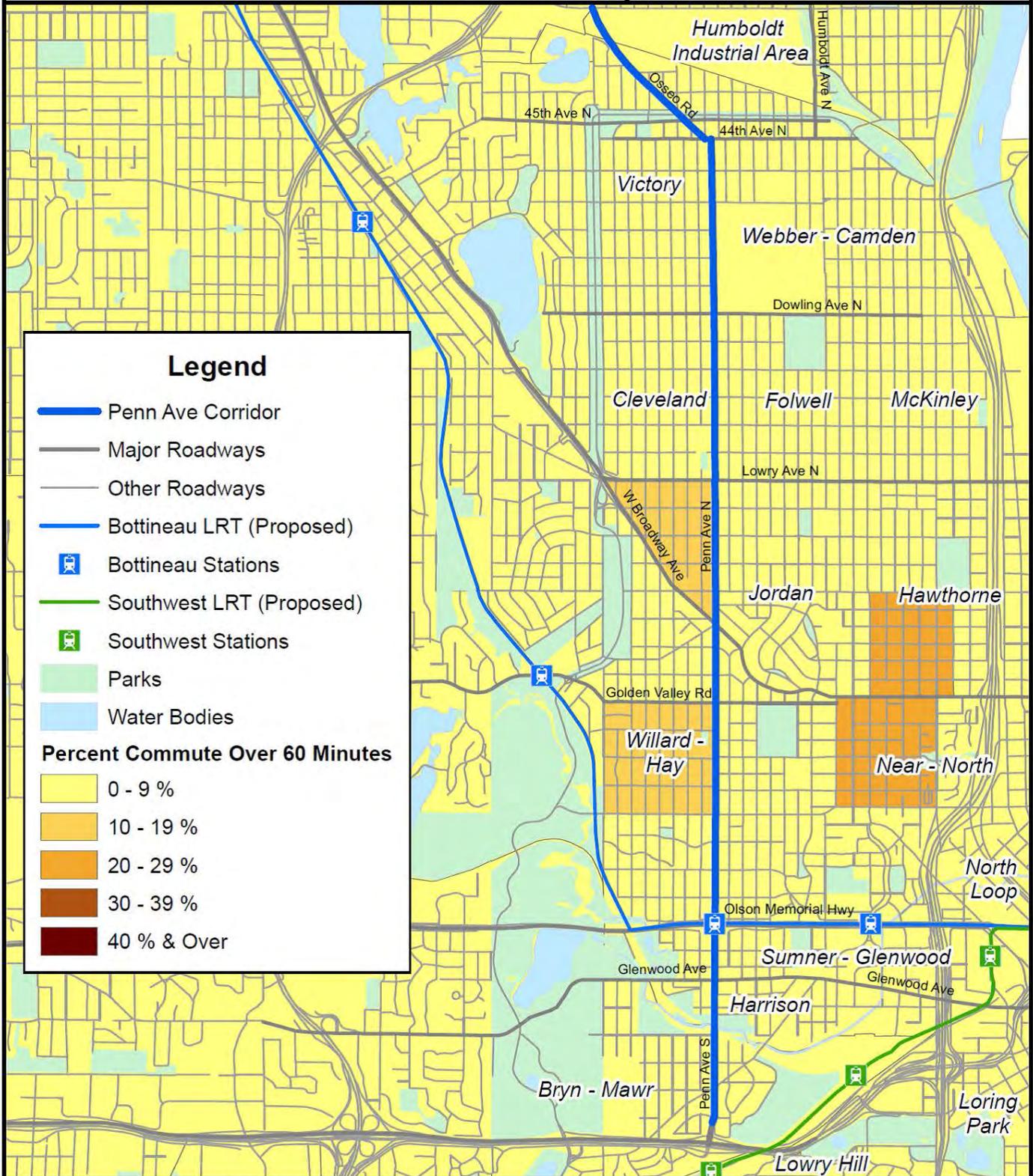


Hennepin County

Department of Housing,
Community Works & Transit

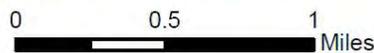


Commute Pattern: Percentage of Commuters with Commute Time of 60 Minutes or More, by Census Tract



Data Sources: Hennepin County, Metropolitan Council, MN-DNR, MN-DOT, USDA-FSA, USGS, American Community Survey 2011

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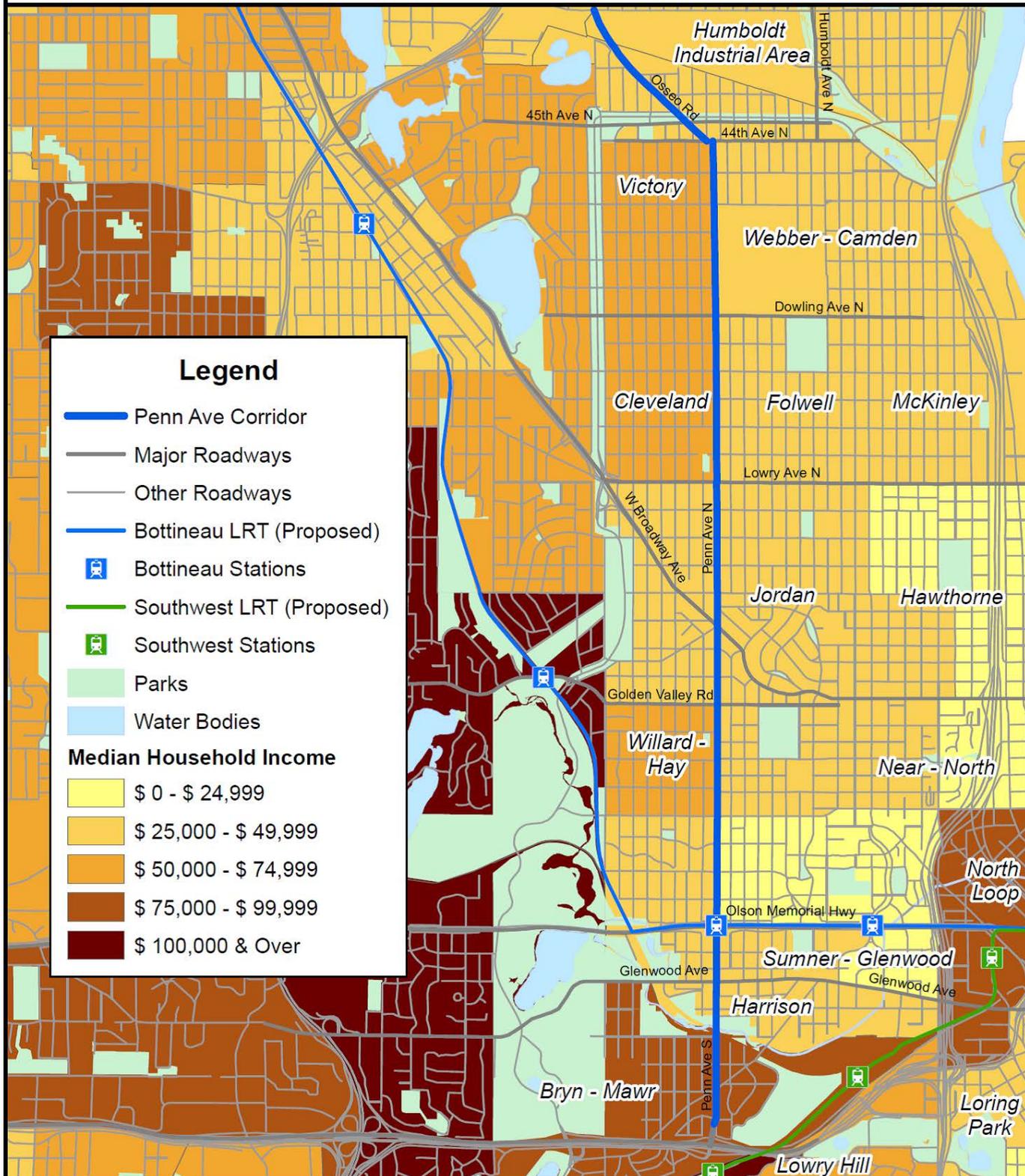
Map Creation Date: 10/26/2013



Hennepin County
Department of Housing,
Community Works & Transit



Median Household Annual Income, by Census Tract



Data Sources: Hennepin County, Metropolitan Council, MN-DNR, MN-DOT, USDA-FSA, USGS, American Community Survey 2011

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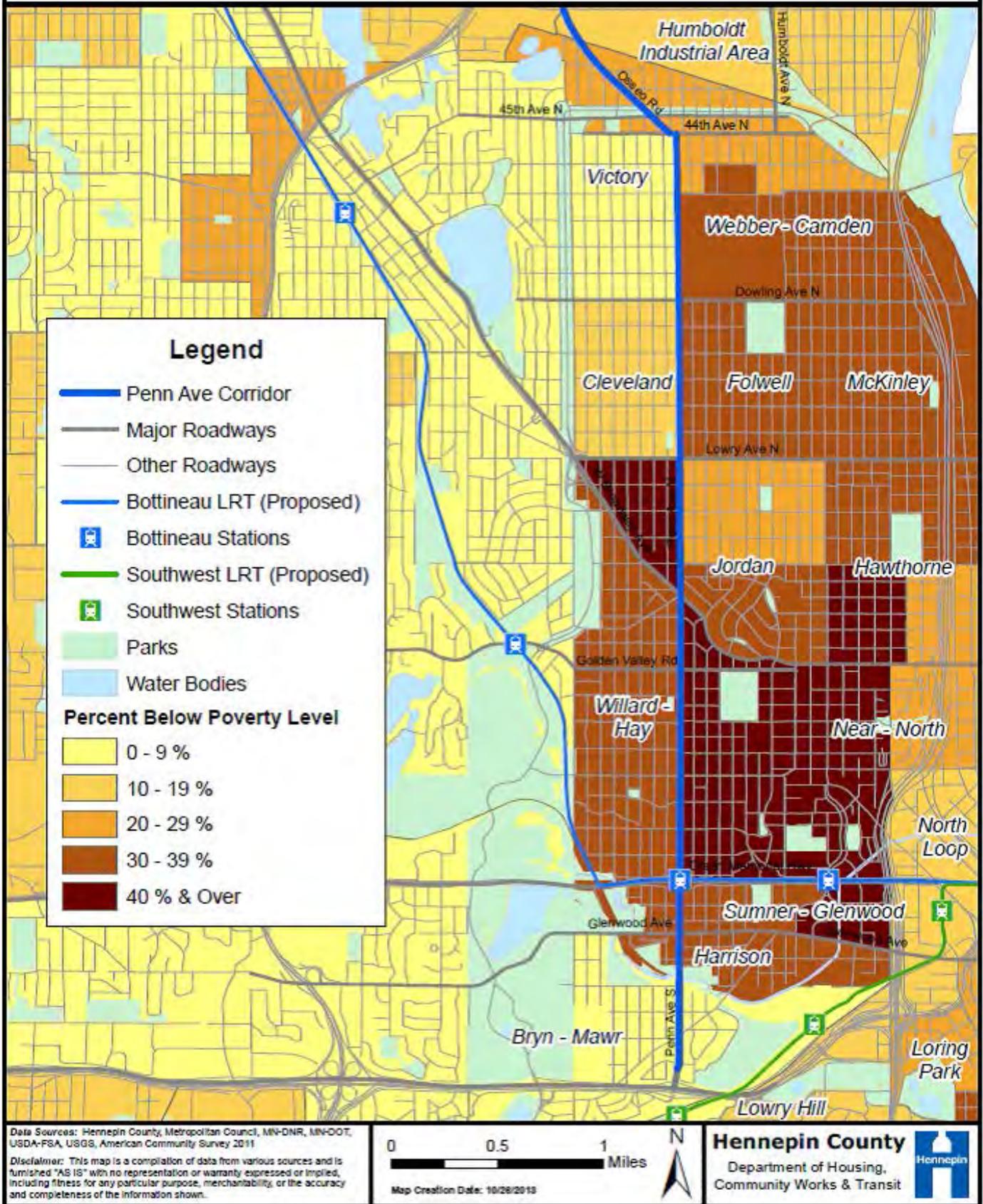
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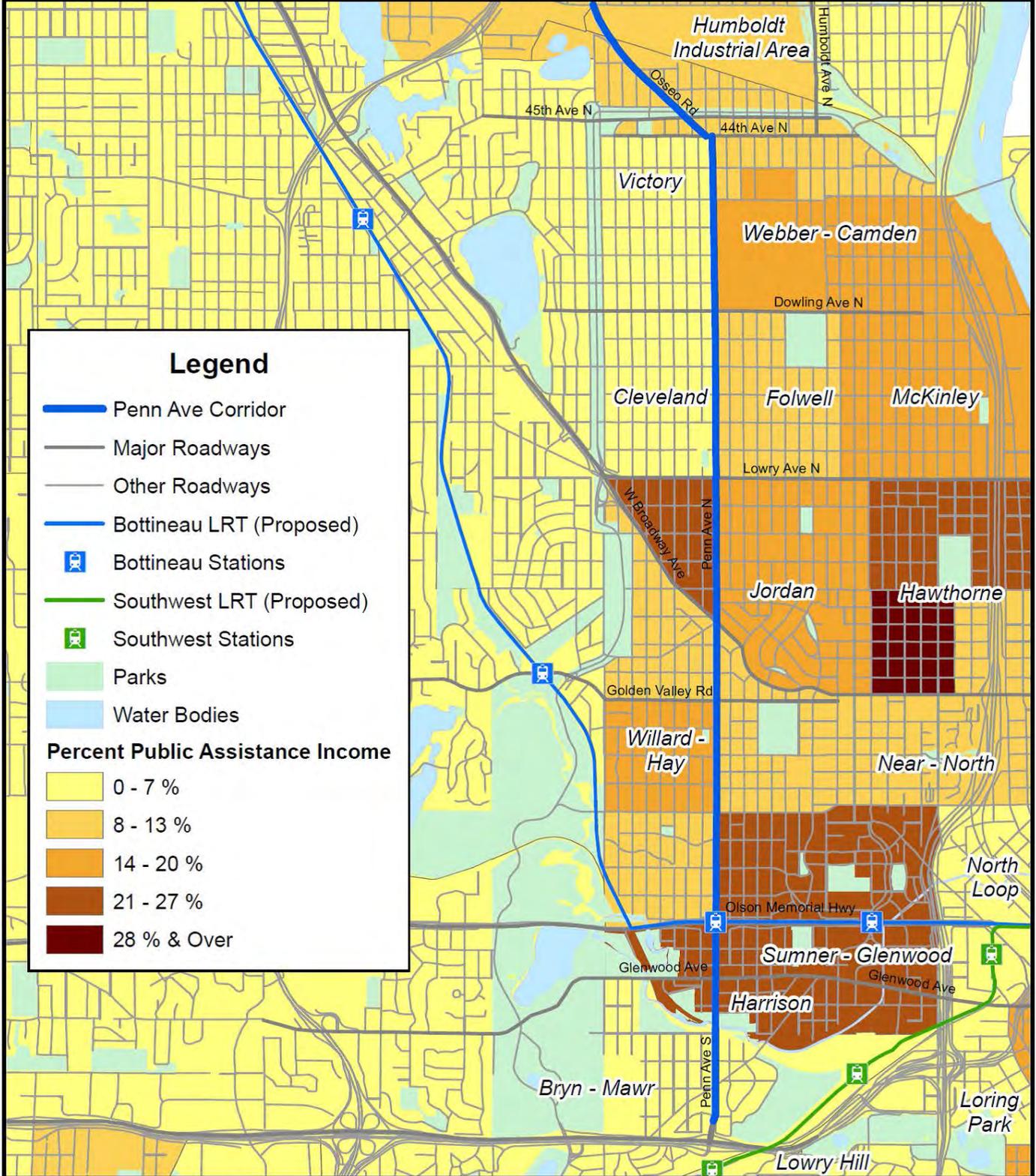
Hennepin County
 Department of Housing,
 Community Works & Transit



Percentage of Population Below Poverty Level by Census Tract



Percentage of Households Receiving Public Assistance Income, by Census Tract



Legend

- Penn Ave Corridor
- Major Roadways
- Other Roadways
- Bottineau LRT (Proposed)
- Bottineau Stations
- Southwest LRT (Proposed)
- Southwest Stations
- Parks
- Water Bodies

Percent Public Assistance Income

- 0 - 7 %
- 8 - 13 %
- 14 - 20 %
- 21 - 27 %
- 28 % & Over

Data Sources: Hennepin County, Metropolitan Council, MN-DNR, MN-DOT, USDA-FSA, USGS, American Community Survey 2011

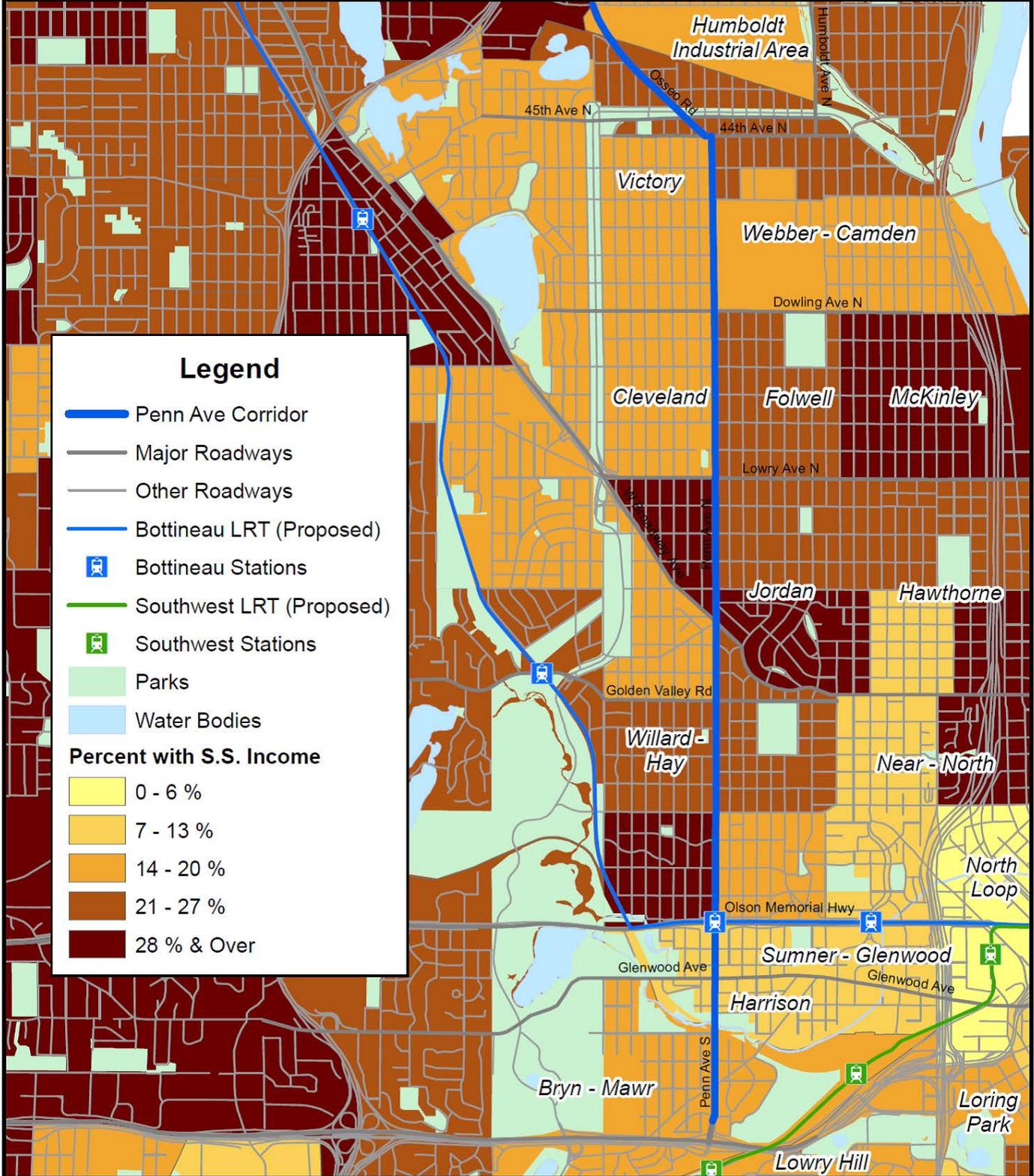
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0 0.5 1 Miles

Map Creation Date: 10/26/2013

Hennepin County
 Department of Housing,
 Community Works & Transit

Percentage of Households Receiving Social Security Income, by Census Tract



Data Sources: Hennepin County, Metropolitan Council, MN-DNR, MN-DOT, USDA-FSA, USGS, American Community Survey 2011

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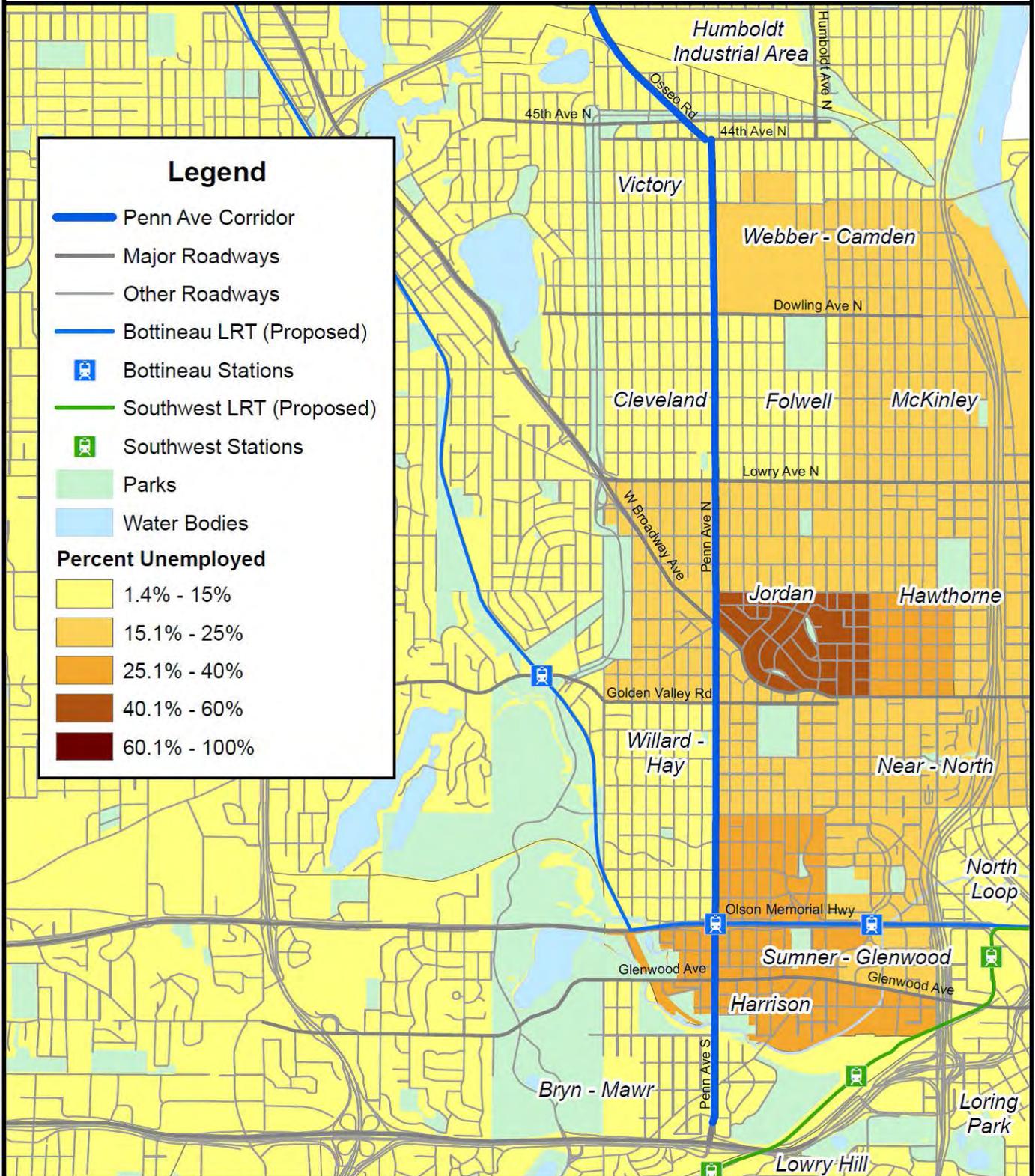
Map Creation Date: 10/26/2013



Hennepin County
Department of Housing,
Community Works & Transit



Unemployment Rate Age 16 and Over, by Census Tract, 2011



Data Sources: Hennepin County, Metropolitan Council, MN-DNR, MN-DOT, USDA-FSA, USGS, American Community Survey 2011

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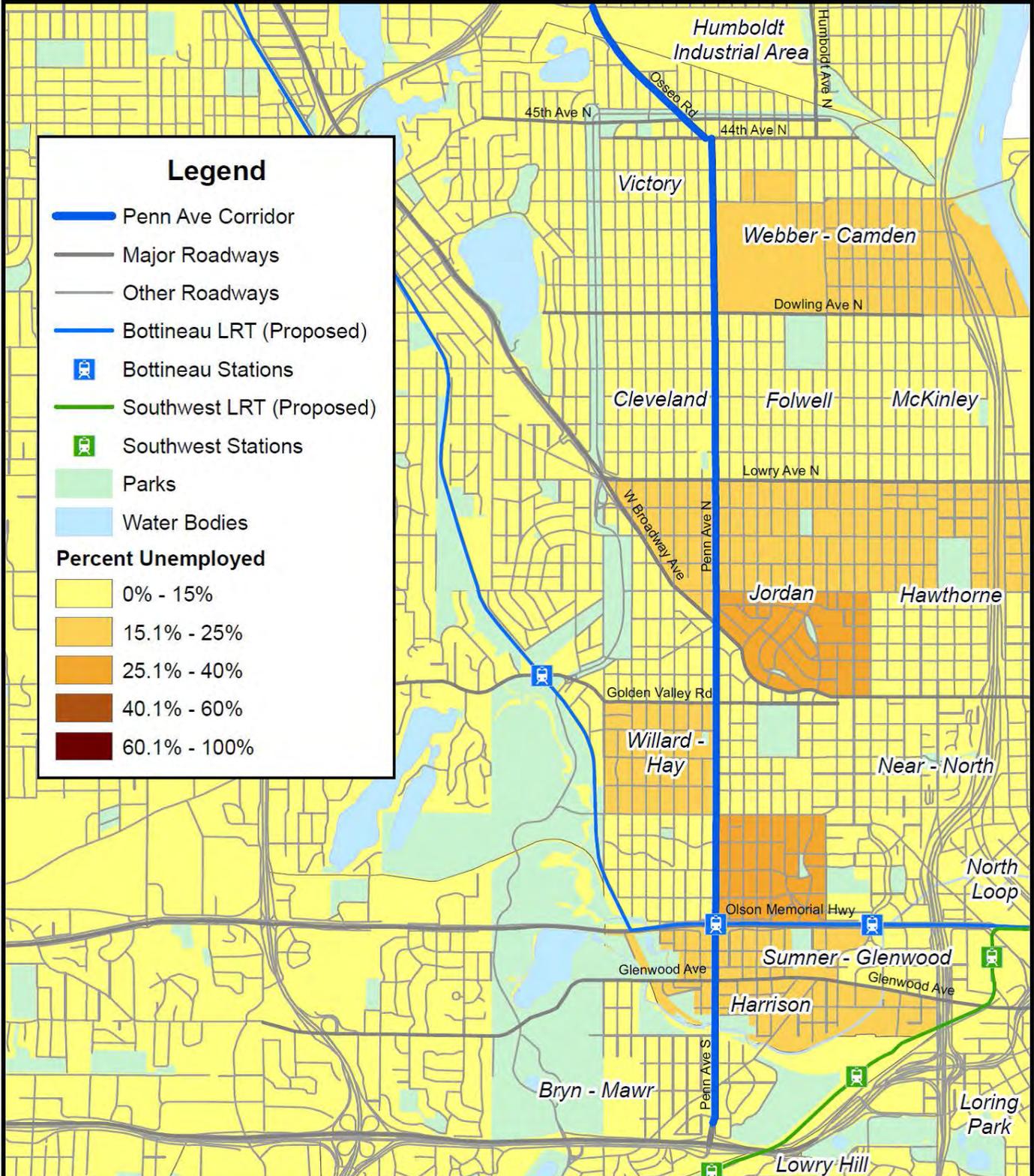
Map Creation Date: 12/4/2013



Hennepin County
Department of Housing,
Community Works & Transit



Unemployment Rate of White Population, by Census Tract, 2011



Data Sources: Hennepin County, Metropolitan Council, MN-DNR, MN-DOT, USDA-FSA, USGS, American Community Survey 2011

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Map Creation Date: 12/4/2013

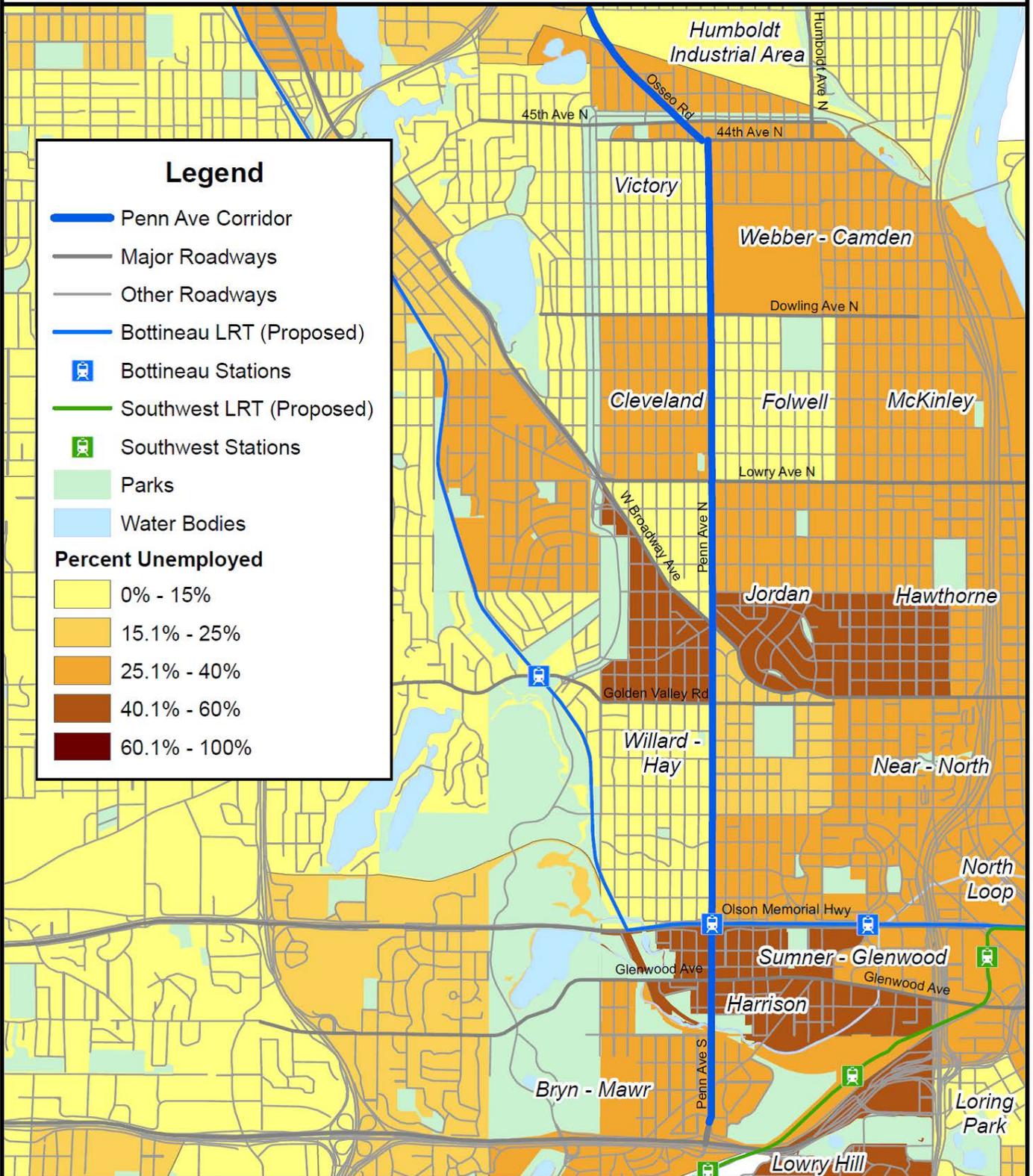


Hennepin County

Department of Housing,
Community Works & Transit



Unemployment Rate of African Americans, by Census Tract, 2011



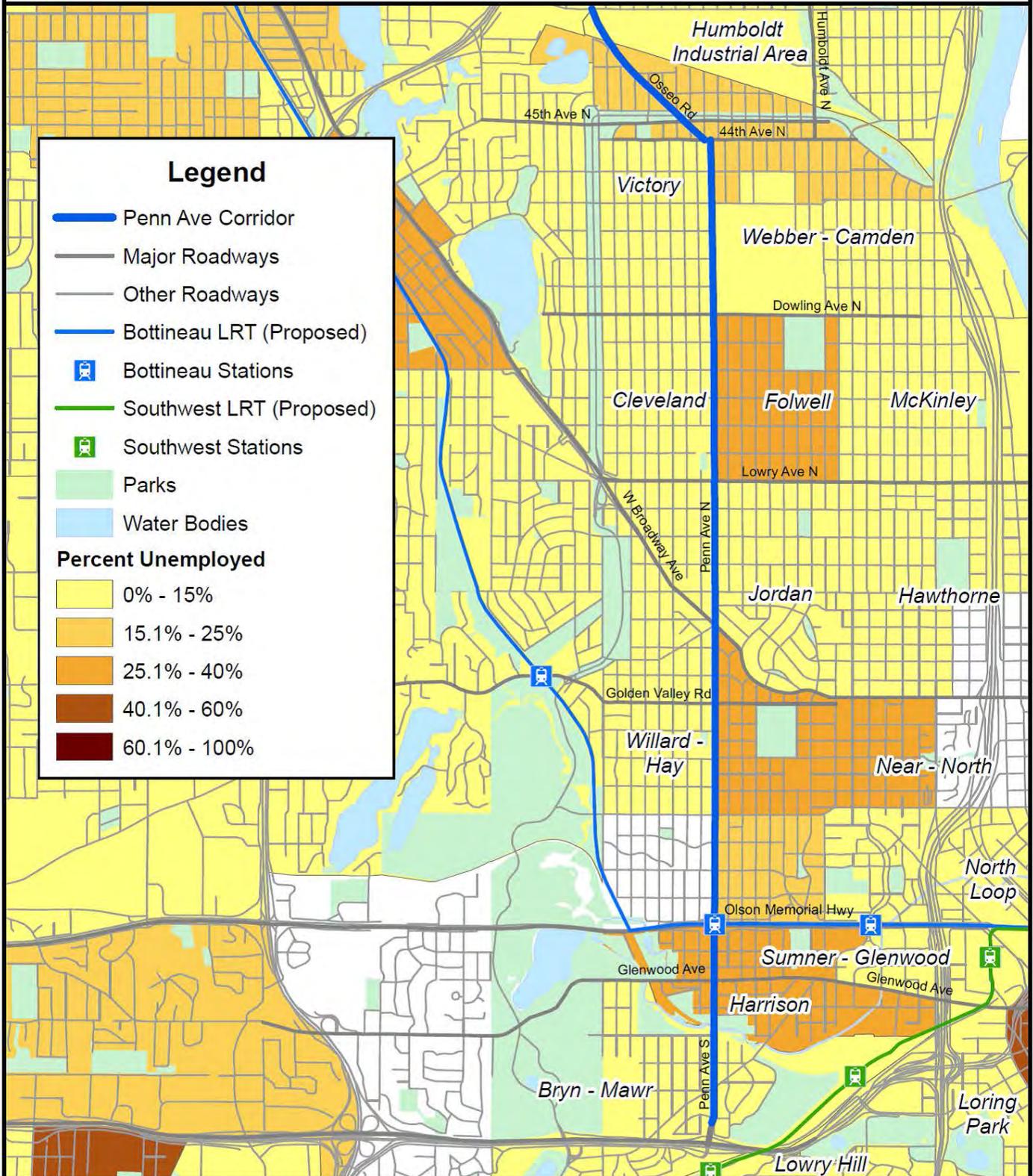
Data Sources: Hennepin County, Metropolitan Council, MN-DNR, MN-DOT, USDA-FSA, USGS, American Community Survey 2011

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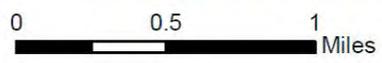
Hennepin County
 Department of Housing,
 Community Works & Transit

Unemployment Rate of Population of Hispanic or Latino Origin Of any Race, by Census Tract, 2011



Data Sources: Hennepin County, Metropolitan Council, MN-DNR, MN-DOT, USDA-FSA, USGS, American Community Survey 2011

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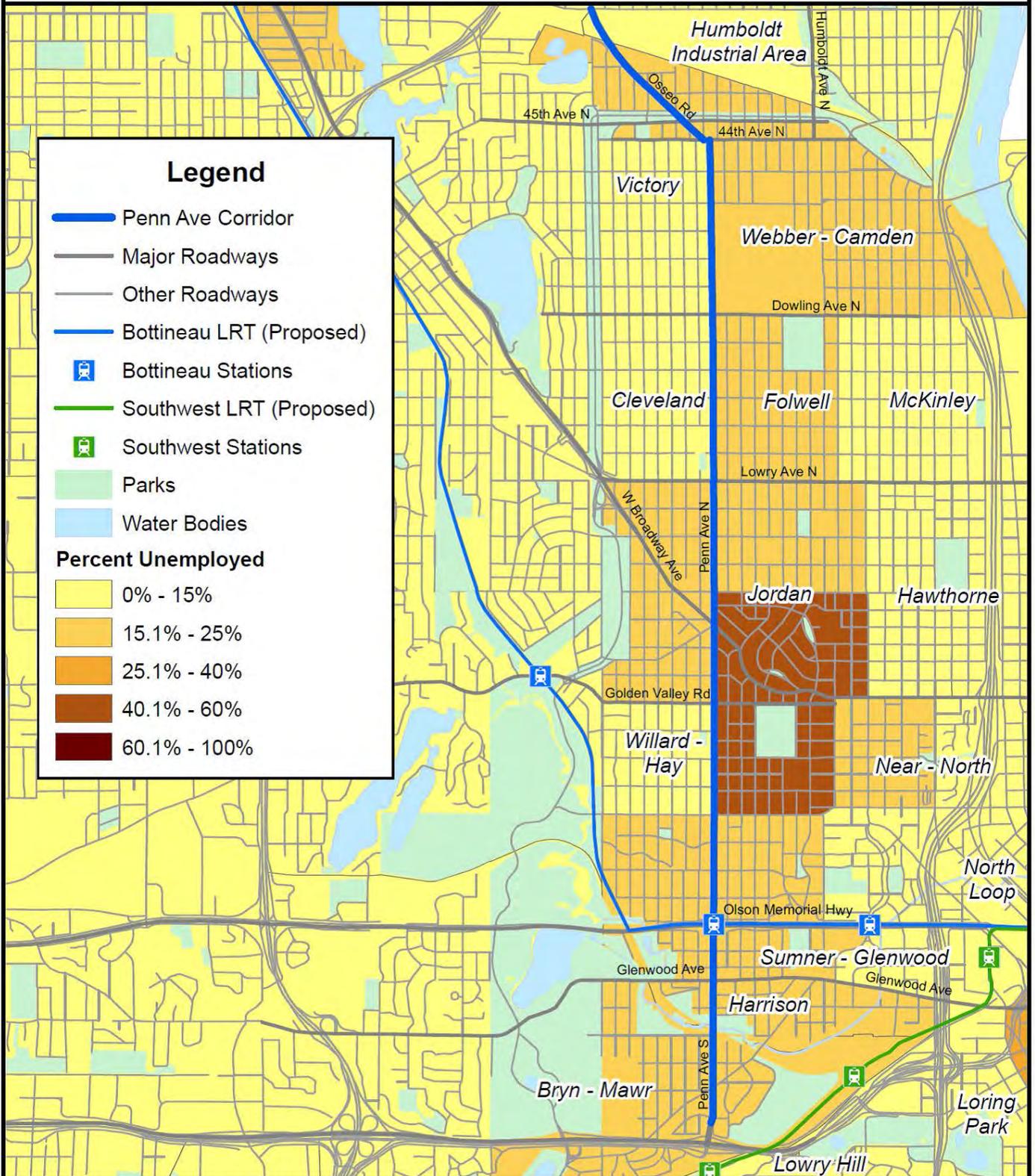
Map Creation Date: 12/4/2013



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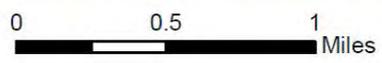


Unemployment Rate of High School Graduates or Equivalent by Census Tract, 2011



Data Sources: Hennepin County, Metropolitan Council, MN-DNR, MN-DOT, USDA-FSA, USGS, American Community Survey 2011

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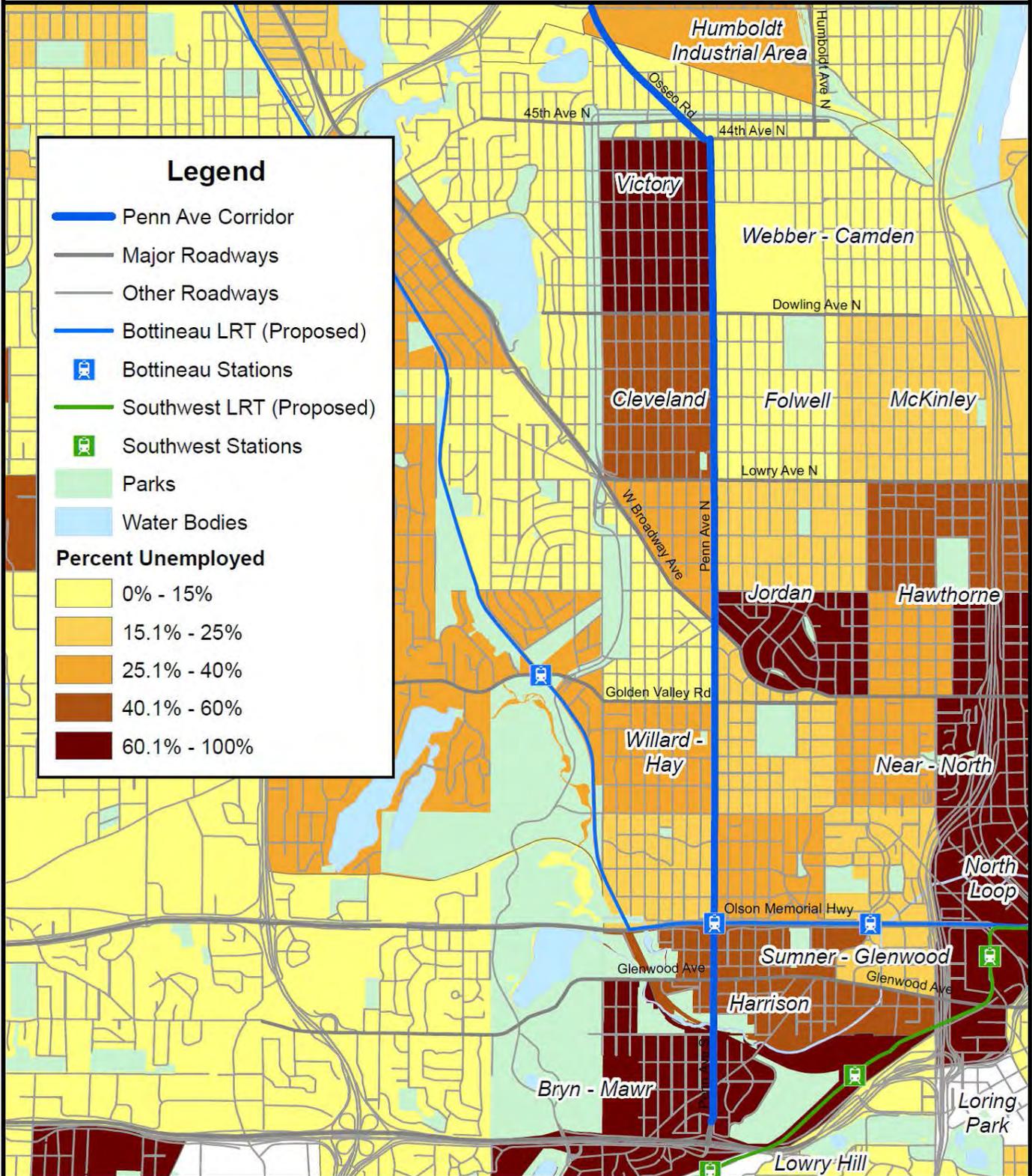
Map Creation Date: 12/4/2013



Hennepin County
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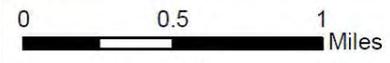


Unemployment Rate of Non-High School Graduates or Equivalent by Census Tract, 2011



Data Sources: Hennepin County, Metropolitan Council, MN-DNR, MN-DOT, USDA-FSA, USGS, American Community Survey 2011

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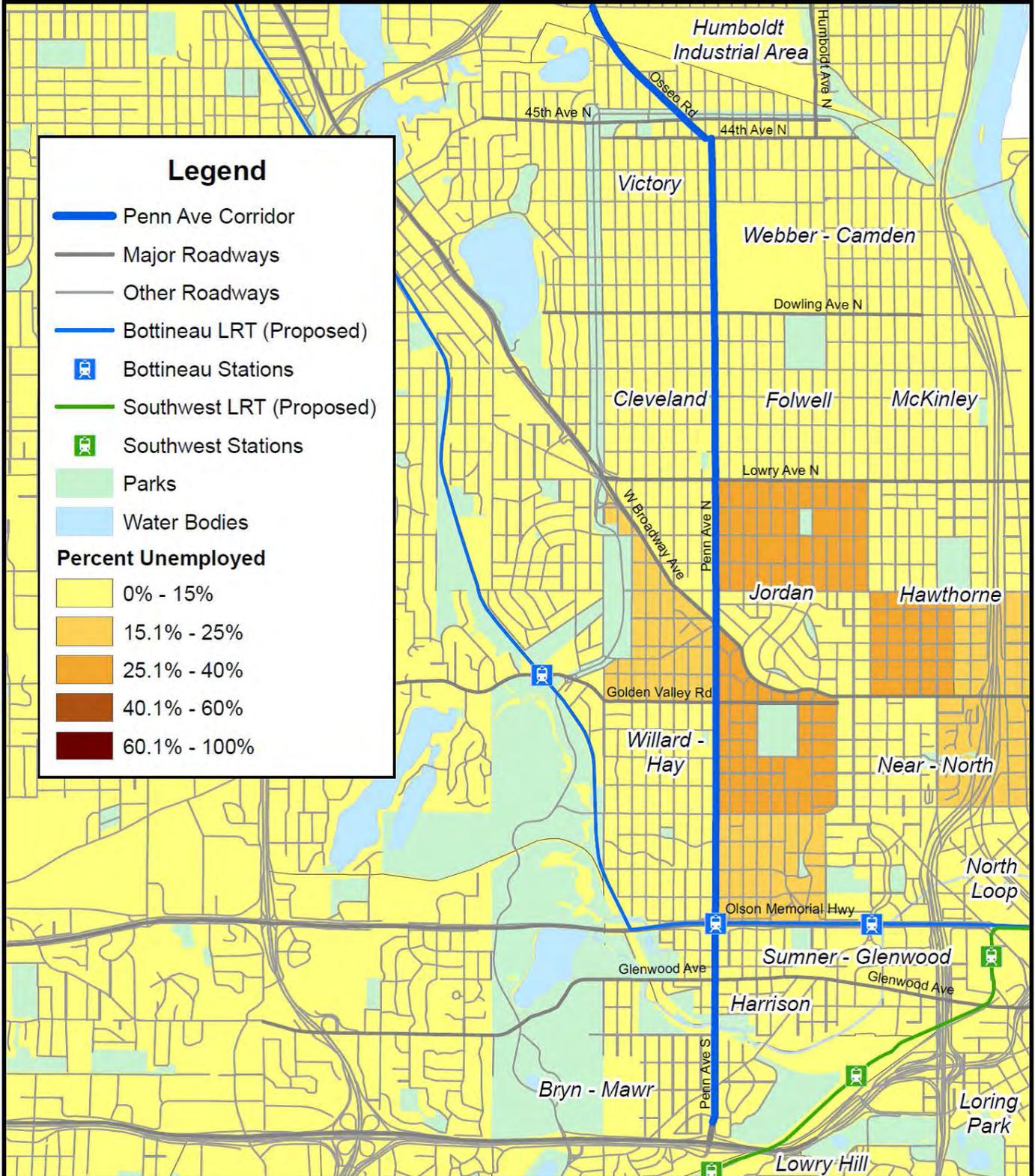


Map Creation Date: 12/4/2013



Hennepin County
Department of Housing,
Community Works & Transit

Unemployment Rate of Population with Bachelor's Degree Completed by Census Tract, 2011



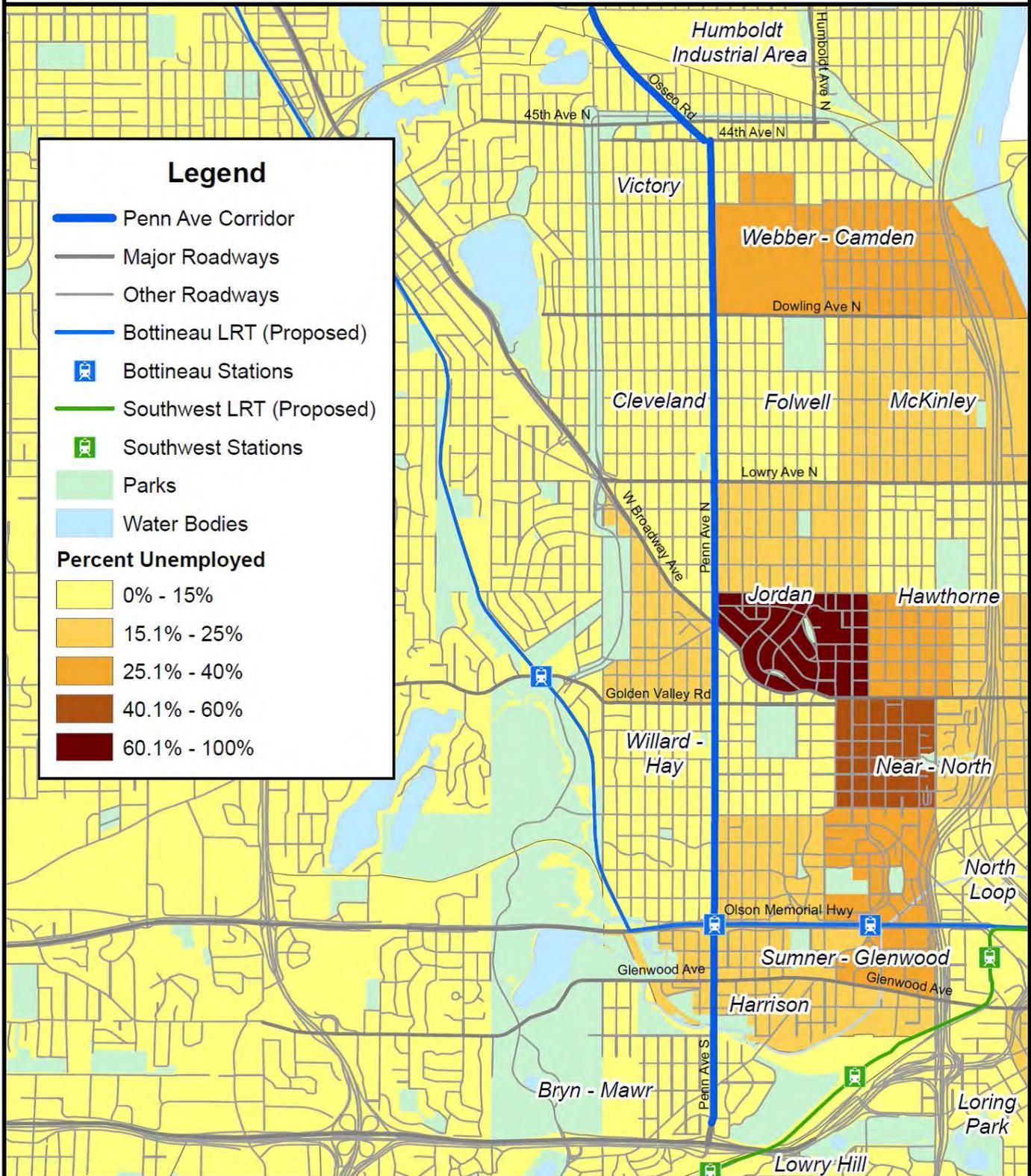
Data Sources: Hennepin County, Metropolitan Council, MN-DNR, MN-DOT, USDA-FSA, USGS, American Community Survey 2011

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Unemployment Rate by Population with Some College Credit Completed by Census Tract, 2011



Legend

- ▬ Penn Ave Corridor
- ▬ Major Roadways
- ▬ Other Roadways
- ▬ Bottineau LRT (Proposed)
- Bottineau Stations
- ▬ Southwest LRT (Proposed)
- Southwest Stations
- ▭ Parks
- ▭ Water Bodies

Percent Unemployed

	0% - 15%
	15.1% - 25%
	25.1% - 40%
	40.1% - 60%
	60.1% - 100%

Data Sources: Hennepin County, Metropolitan Council, MN-DNR, MN-DOT, USDA-FSA, USGS, American Community Survey 2011

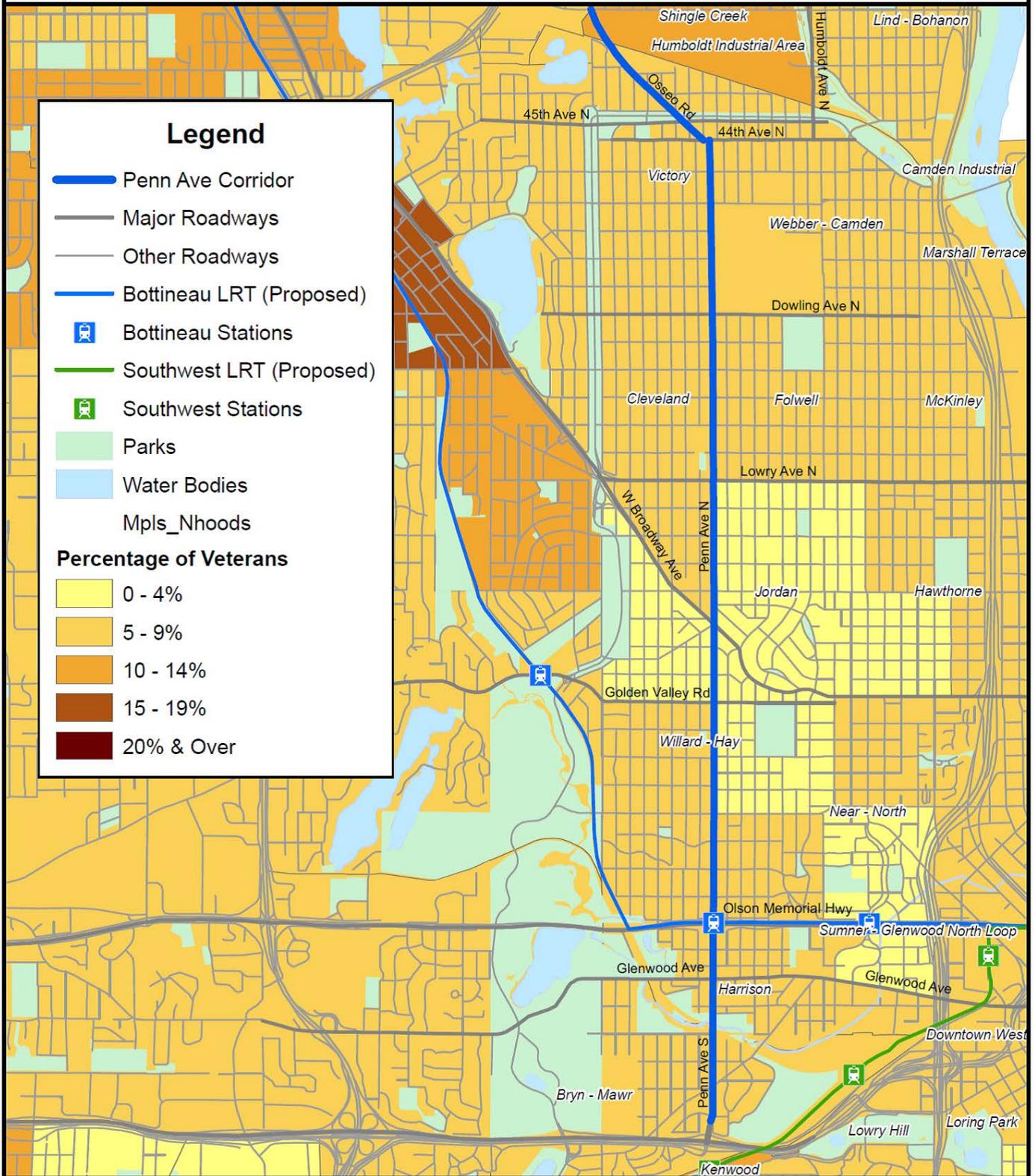
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Map Creation Date: 12/4/2013

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Percent Veteran Population, by Census Tract, 2011



Data Sources: Hennepin County, Metropolitan Council, MN-DNR, MN-DOT, USDA-FSA, USGS, American Community Survey 2011

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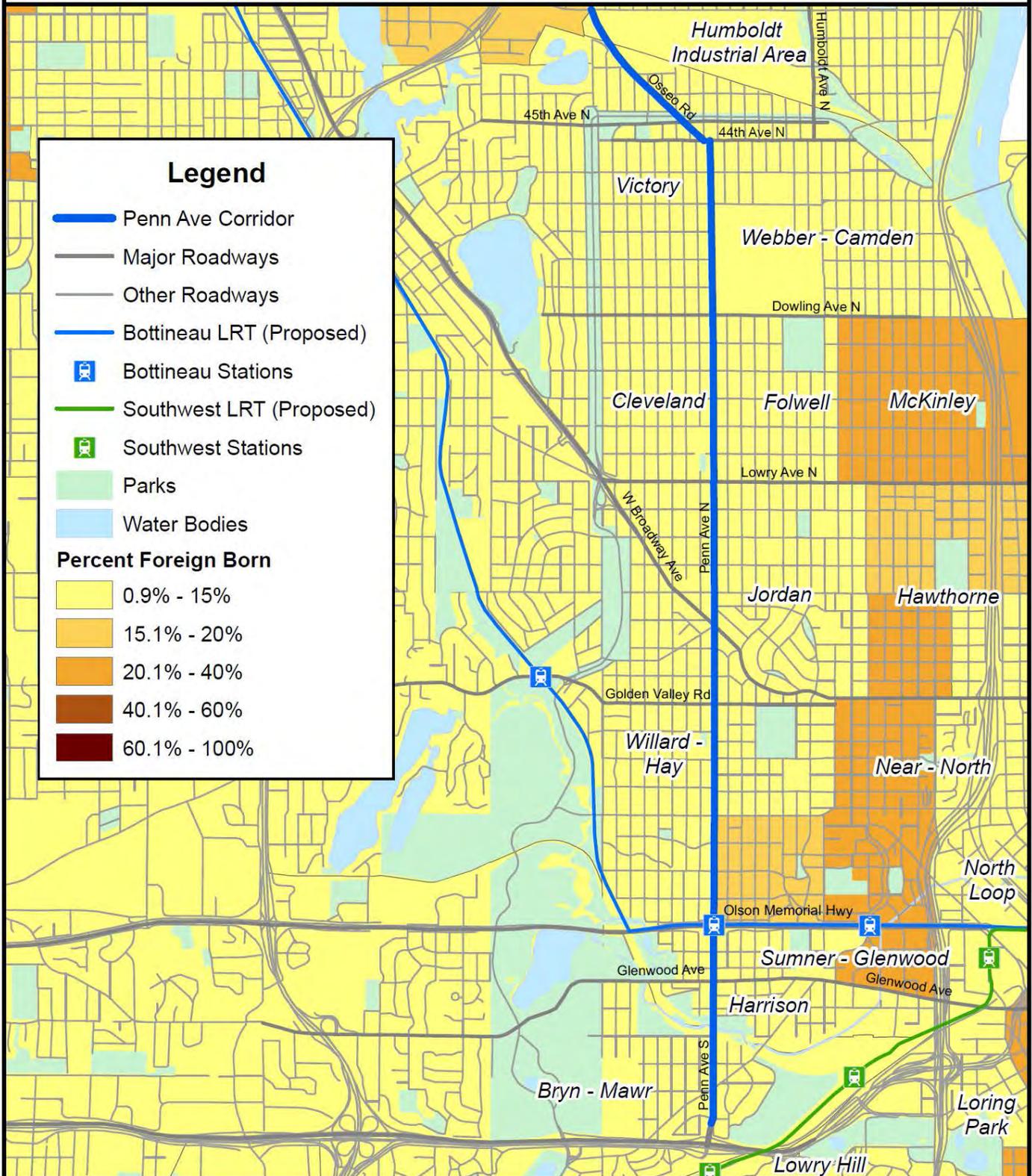
Map Creation Date: 12/4/2013



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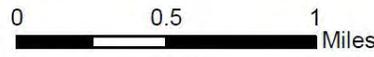


Percent of Population Foreign Born, by Census Tract, 2011



Data Sources: Hennepin County, Metropolitan Council, MN-DNR, MN-DOT, USDA-FSA, USGS, American Community Survey 2011

Disclaimer: This map is a compilation of data from various sources and is furnished "AS IS" with no representation or warranty expressed or implied, including fitness for any particular purpose, merchantability, or the accuracy and completeness of the information shown.



Map Creation Date: 12/4/2013



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Neighborhood Name	Total Population	White alone	Percent White Alone	Black or African American alone	Percent Black or African American alone	American Indian and Alaska Native alone	Percent American Indian and Alaska Native alone	Asian alone	Percent Asian alone
Bryn - Mawr	2651	2419	91.25%	56	2.11%	8	0.30%	80	3.02%
Cleveland	3025	1599	52.86%	890	29.42%	38	1.26%	226	7.47%
Folwell	5344	1756	32.86%	2414	45.17%	95	1.78%	586	10.97%
Harrison	3211	1027	31.98%	1287	40.08%	50	1.56%	554	17.25%
Jordan	7360	1474	20.03%	3648	49.57%	108	1.47%	1358	18.45%
Near - North	5968	1038	17.39%	3400	56.97%	68	1.14%	767	12.85%
Victory	4580	3163	69.06%	810	17.69%	40	0.87%	235	5.13%
Webber - Camden	5097	2026	39.75%	1986	38.96%	110	2.16%	489	9.59%
Willard - Hay	8611	1598	18.56%	4961	57.61%	157	1.82%	987	11.46%
Total Penn Ave Corridor Neighborhoods	45847	16100	35.12%	19452	42.43%	674	1.47%	5282	11.52%
Total Minneapolis	382351	243911	63.79%	71080	18.59%	7597	1.99%	21533	5.63%

Neighborhood Name	Total Population	Native Hawaiian and Other Pacific Islander alone	Percent Native Hawaiian and Other Pacific Islander alone	Some Other Race alone	Percent Some Other Race alone	Two or More Races	Percent Two or More Races
Bryn - Mawr	2651	1	0.04%	18	0.68%	69	2.60%
Cleveland	3025	1	0.03%	122	4.03%	149	4.93%
Folwell	5344	0	0.00%	170	3.18%	323	6.04%
Harrison	3211	3	0.09%	142	4.42%	148	4.61%
Jordan	7360	1	0.01%	341	4.63%	430	5.84%
Near - North	5968	0	0.00%	326	5.46%	369	6.18%
Victory	4580	3	0.07%	92	2.01%	237	5.17%
Webber - Camden	5097	1	0.02%	173	3.39%	312	6.12%
Willard - Hay	8611	11	0.13%	326	3.79%	571	6.63%
Total Penn Ave Corridor Neighborhoods	45847	21	0.05%	1710	3.73%	2608	5.69%
Total Minneapolis	382351	179	0.05%	21373	5.59%	16678	4.36%

Table A-1: Race Data by Neighborhood. Source: City of Minneapolis and U.S. Census 2010.

Neighborhood Name	Total Population in households	Average household size	Total Households	Family households	Percent Family households	Nonfamily households	Percent Nonfamily households	1-person household	Percent 1-person household	Male householder	Percent Male householder
Cleveland	3021	2.606537377	1159	667	57.55%	492	42.45%	338	29.16%	162	13.98%
Bryn - Mawr	5615	2.359243697	2380	1313	55.17%	1067	44.83%	728	30.59%	373	14.83%
Folwell	5344	2.929824561	1824	1157	63.43%	667	36.57%	523	28.67%	235	12.88%
Harrison	3111	2.588186356	1202	627	52.16%	575	47.84%	397	33.03%	217	18.05%
Jordan	7175	3.469333783	2068	1464	70.79%	604	29.21%	450	21.76%	252	12.19%
Near - North	5843	2.878323123	2030	1187	58.47%	843	41.53%	680	33.50%	322	13.86%
Victory	4376	2.397066527	1909	1085	56.84%	824	43.16%	599	31.38%	267	13.99%
Webber - Camden	5087	2.626226123	1937	1075	55.50%	862	44.50%	681	35.16%	305	13.73%
Willard - Hay	8378	3.19716735	2683	1843	68.69%	840	31.31%	637	23.74%	303	11.29%
Total Penn Ave Corridor Neighborhoods	48350	2.812354584	17192	10418	60.50%	6774	39.40%	5033	29.28%	2416	14.05%
Total Minneapolis	364285	2.228674381	163439	71914	44.00%	91525	56.00%	65839	40.28%	33005	20.19%

Neighborhood Name	Total Population in households	Average household size	Total Households	Female householder	Percent Female householder	2-or-more-person household	Percent 2-or-more-person household	With own children under 18 years	Percent With own children under 18 years	No own children under 18 years	Percent No own children under 18 years
Cleveland	3021	2.606537377	1159	176	15.19%	821	70.84%	180	15.53%	200	17.26%
Bryn - Mawr	5615	2.359243697	2380	373	15.76%	1632	69.41%	396	16.64%	326	22.10%
Folwell	5344	2.929824561	1824	288	15.79%	1301	71.33%	229	12.55%	261	14.31%
Harrison	3111	2.588186356	1202	180	14.98%	803	66.97%	139	11.56%	104	8.63%
Jordan	7175	3.469333783	2068	198	9.57%	1618	78.24%	344	16.63%	243	11.73%
Near - North	5843	2.878323123	2030	358	17.64%	1330	66.50%	290	14.29%	197	9.70%
Victory	4376	2.397066527	1909	332	17.39%	1310	68.62%	324	16.97%	406	21.27%
Webber - Camden	5087	2.626226123	1937	376	19.41%	1236	64.84%	233	12.13%	260	13.42%
Willard - Hay	8378	3.19716735	2683	334	12.45%	2045	76.26%	356	13.27%	383	14.33%
Total Penn Ave Corridor Neighborhoods	48350	2.812354584	17192	2617	15.22%	12159	70.72%	2493	14.50%	2582	15.02%
Total Minneapolis	364285	2.228674381	163439	32834	20.09%	97600	59.72%	20252	12.39%	25708	15.73%

Table A-2: Household Characteristic Data by Neighborhood. Source: City of Minneapolis and U.S. Census 2010.

Neighborhood Name	Occupancy Status: Total Housing Units	Total Occupied Housing Units	Percent Occupied Housing Units	Total Vacant Housing Units	Percent Vacant Housing Units	Occupied Housing Units Owned with a mortgage or a loan	Percent Occupied Housing Units Owned with a mortgage or a loan	Occupied Housing Units Owned free and clear	Percent Occupied Housing Units Owned free and clear	Percent Occupied Housing Units Renter occupied	Percent Vacant Housing Units For rent	Percent Vacant Housing Units For rent
Erva - Marver	2334	2152	92.37%	178	7.63%	1371	58.52%	338	15.68%	547	30	21.92%
Chambers	4803	4342	90.42%	461	9.58%	3359	30.82%	357	8.22%	2649	270	58.92%
Forwell	2446	2332	95.38%	114	4.66%	969	41.75%	329	10.15%	1174	61	53.15%
Harshon	1779	2382	88.92%	397	11.07%	675	42.82%	329	8.79%	708	50	25.38%
Jordan	2904	2673	91.10%	261	8.90%	869	31.76%	235	8.63%	1508	107	41.06%
Mar - North	7985	7355	91.47%	685	8.59%	5368	17.30%	375	5.15%	5676	656	66.37%
Victory	2262	2186	94.66%	76	3.39%	1572	71.86%	405	18.55%	208	17	22.37%
Webster - Camden	2117	2044	94.59%	73	3.45%	1247	61.02%	249	12.18%	548	19	26.03%
Willard - Ilay	5295	4572	86.35%	725	11.69%	3331	29.12%	236	5.16%	3003	239	32.92%
Total Four Ave Corridor Neighborhoods	31663	28188	91.54%	2787	8.66%	18502	35.98%	2572	8.82%	15111	1258	45.46%
Total Minneapolis	378,287	363,240	91.79%	15,047	3.77%	244,208	38.36%	36,271	9.89%	103,101	6,418	43.32%
Neighborhood Name	Occupancy Status: Total Housing Units	Total Occupied Housing Units	Percent 1-person household	Percent 2-person household	Percent 3-person household	Percent 4-person household	Percent 5-person household	Percent 6-person household	Percent 7-person household	Percent 8-person household	Percent 9-person household	Percent 10-or-more-person household
Erva - Marver	2324	2152	62%	32.47%	338	15.69%	228	10.53%	27	1.25%	33	1.52%
Chambers	4803	4342	20.77%	47.86%	12.12%	21.12%	7.25%	2.11%	2.55%	0.81%	0.81%	1.11%
Forwell	2446	2332	8.11%	34.78%	7.12%	31.15%	2.67%	11.45%	1.25%	5.15%	3.2%	1.07%
Harshon	1779	1582	5.65%	38.1%	24.08%	22.9%	14.48%	1.76%	5.82%	5.0%	3.10%	4.68%
Jordan	2904	2673	10.11%	38.47%	27.72%	28.62%	3.51%	11.43%	1.13%	5.20%	7.8%	2.84%
Mar - North	7985	7355	52.36%	21.21%	29.24%	7.07%	9.69%	3.79%	5.17%	1.77%	2.42%	4.52%
Victory	2262	2186	5.77%	26.80%	7.81%	35.75%	3.37%	16.97%	9.6%	15.43%	3.1%	0.44%
Webster - Camden	2117	2044	6.91%	33.65%	6.64%	32.49%	2.53%	12.38%	7.4%	1.62%	2.3%	0.44%
Willard - Ilay	5295	4572	20.04%	43.85%	13.41%	25.01%	3.32%	7.35%	3.29%	5.33%	1.61%	5.43%
Total Four Ave Corridor Neighborhoods	31663	29188	11.29%	42.11%	16.68%	12.36%	2.90%	8.39%	11.12%	3.81%	5.68%	1.74%
Total Minneapolis	378,287	363,240	65.86%	40.28%	19.82%	12.48%	14.69%	8.98%	6.37%	4.02%	2.89%	2.13%

Table A-3: Housing Data by Neighborhood. Source: City of Minneapolis and U.S. Census 2010.

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Produced by: Chelsey Armstrong, Alyssa Chimento, Charles Darnell, and Emily Goellner

Date: December 19th, 2013



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