The best streets are those that can be remembered. They leave strong, long-continuing positive impressions... They are symbols of a community and of its history; they represent a public memory.

- Allan B. Jacobs
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**Project Intent**

The Neighborhood Green Connections project is a visioning study that seeks to highlight the urban design opportunities that exist within the “Midtown” area in south Minneapolis with the ultimate goal of improving the urban environment for the pedestrian and bicyclist. “Midtown” is a diverse urban center comprised of residential neighborhoods, anchoring institutions, business districts, and parks. In addition, recent public and private reinvestment such as the Midtown Greenway, the Midtown Exchange redevelopment, and Lake Street Reconstruction have created new destinations within the area.

The grid pattern of streets that characterizes the area provides a flexible framework that is generally successful in allowing pedestrian and bicycle access between different uses. It presents a multitude of choices and routes for the pedestrian and bicyclist that can be both liberating and bewildering. Enhancing this street framework with new connections, amenities, and a hierarchy of street types will benefit the community through improved connectivity and enhanced visual character.
Introduction

Project Location

Approximate Boundaries are:
- West – Chicago Avenue
- East – 13th Avenue
- North – 26th Street
- South – 32nd Street

Planning Process

Stemming from an earlier study by the University of Minnesota Metropolitan Design Center for the Green Connector Steering Committee, Hennepin County Housing, Community Works, and Transit contracted SRF Consulting Group to test and refine the earlier concepts. With input from the City of Minneapolis and neighborhood residents to identify issues and opportunities, the current study focused on several key areas:

- North/South Bike Route
- Park Connections
- School Connections
- Intersection treatments
- Mid-block treatments
- Detail Vocabulary

Concepts for urban design improvements were developed for each of these areas. Certain concepts pertain to a specific area, whereas others are illustrated as “prototypical” treatments that are more broadly applicable across the entire study area.

General Project Goals

- Strengthen pedestrian and bicycle connections to parks, schools, the Midtown Greenway, and Midtown Exchange by improving safety and access
- Enhance the general visual character of the neighborhoods
- Establish demonstration areas for “green” design strategies for community education
- Engage the community to reflect its values and priorities
- Encourage residents and property owners to maintain and reinvest in their properties

General Design Strategies

- Traffic calming
- Street redesign
- Park and School entrance enhancement
- Parking screening
- Greening
**Project Context - Community**

**Community Demographics**
(55407 zip code - US Census Bureau, 2000)

**General**
- Population: 38,000
- Median age: 30
- Under 5 years: 8.5%
- 18 years and over: 71.2%
- 65 years and over: 6.8%

**Social Characteristics**
- Disability status (age 5 years and over): 18.1%
- Speak a language other than English at home (age 5 years and over): 26.4%

**Economic Characteristics**
- In labor force (age 16 years and over): 72.8%
- Median household income in 1999 (dollars): $37,462
- Families below poverty level: 15.4%
- Individuals below poverty level: 18.4%

**Housing Characteristics**
- Owner-occupied housing units: 59.2%
- Renter-occupied housing units: 40.8%
- Median home value: $95,400
**Phillips Neighborhood**

With the exception of a small amount of industrial land on the southeastern edge of the community, the Phillips Neighborhoods are predominantly residential. There are also a number of key medical and social service institutions such as Abbott Northwestern Hospital and Children’s Hospital which provide a large number of city-wide jobs all within the boundaries of the Phillips community. Important neighborhood centers are the parks and school campuses at Andersen School/ Stewart Park and Peavey Park/ Four Winds School.

The population of Phillips is among the City’s most diverse, in terms of ethnicity, age and household income. Some areas of older, deteriorating housing in the neighborhood have spurred interest in housing reinvestment and redevelopment.

**Powderhorn Neighborhood**

The neighborhoods of the Powderhorn Community host a broad mix of households and businesses. The geography of the neighborhood includes busy commercial corridors such as Nicollet, Lyndale and Lake, as well as quiet, predominantly residential areas such as Standish neighborhood. The community has great interest in preserving strong residential areas as well as retaining existing and attracting new businesses.

There are emerging small businesses, and creative methods are being deployed to reinvest in the residential neighborhoods. Older, architecturally significant housing stock is being reinvested in on a block by block basis, and streetscape projects along with mixed-use development initiatives are invigorating busy corners at 4th and Lake, Lyndale and Lake, and 38th and Cedar.
**Chicago and Lake “Activity Center”**

As described in The Minneapolis Plan, “Activity Centers,” have many different destinations (such as retail, commercial, entertainment, educational, and other cultural or public facilities) that encourage activity all day long and into the evening.

Anchoring a cluster of commercial development at Chicago Avenue and Lake Street, the Midtown Exchange will be a destination for workers and visitors from all over the city and the metro area. It encompasses Allina Commons, Global Marketplace, and a bus transit station. Pedestrian and bicycle connections to nearby amenities such as the Midtown Greenway and the surrounding neighborhoods will help ensure that neighborhoods have good access and benefit from this major public and private reinvestment.

While goods, services, and jobs are likely the primary factors in attracting people, the safety and attractiveness of the surrounding physical environment is also a significant part of the experience. At the Midtown Exchange, entrances are well identified and the immediate walks have been animated with seasonal café style seating, urban design elements, and landscaping. A signed pedestrian crossing of 10th Avenue from the parking structure to the main building helps make a safe and smooth transition.
Project Context - Urban Centers

Hospitals Area “Growth Center”

There are two health care facilities that reside in this area - Abbott Northwestern Hospital and Children’s Hospital. With the trend of increased demand for health care services, both hospitals have recently been pursuing expansion. Additionally, the headquarters of Allina (health insurance) recently relocated to the nearby Midtown Exchange redevelopment.

As outlined in The Minneapolis Plan, job generation is the principal component of a “Growth Center”, but a successful one incorporates a mix of other land uses (such as office, commercial, and residential) which complement the employment activity and make it a busy and interesting place before and after working hours. Parking, the street system, and transit service are important factors affecting the convenience and accessibility for the workforce. Hospitals have needs for emergency access and large delivery trucks that impact local streets and adjacent residential areas.
Project Context - Parks and Trails

Powderhorn Park

- 65 acres in size with a 12 acre lake at its center
- Athletic fields and facilities
  - Baseball
  - Softball
  - Soccer
  - Volleyball
  - Tennis
  - Ice skating
- Playgrounds and wading pool
- Host to several important events each year
  - May Day Festival
  - 4th of July Celebration
  - Powderhorn Arts Festival in August
- Accommodates large events
- Programs
  - Supervised athletics
  - Cultural & fine arts
  - Social interaction groups
  - Music & dance
  - Environmental programs
  - Community celebrations
- Recreation center facilities
  - Lounge
  - Arts and crafts room
  - Kitchen
  - Office
  - Gym
  - Activity rooms
**Stewart Park**
- Used daily by Andersen School classes
- Athletic fields and facilities
  - Baseball
  - Softball
  - Soccer
- Playgrounds and wading pool
- Recreation center facilities
  - crafts room
  - gym
  - meeting rooms
  - kitchen
**Midtown Greenway**

The opening of the Greenway created a new east/west pedestrian and bicycle route for the community and the region. Located on a former railroad corridor at a lower grade than the surroundings, it is generally bounded by steep slopes on both sides. All three phases of the trail construction through south Minneapolis are complete, and a new pedestrian bridge over Hiawatha Avenue is also currently under construction.

Within the project area between 10th and 11th Avenues, the former Cepro grain elevator site just north of the Greenway has been cleared to make way for the future development of pedestrian and bicycle access to the Greenway.

Paralleling the Greenway to the south, 29th Street appears more like an alley and is separated from the Greenway by overgrown vegetation and chain-link fencing. Few buildings front onto 29th with the exception of a new development between 10th and 11th Avenues. 29th Street is an important transition space between anticipated redevelopment along the edges of the Greenway and the corridor itself.

10th, 11th, and 12th Avenues all have bridge crossings over the Greenway corridor. These bridges have historic designation and offer great vantage points, but unfortunately are in generally poor aesthetic condition. Important to the Greenway’s character, they warrant repairs to the walkways, surfaces, railings, and lighting.
Andersen Open School

Hans Christian Andersen Open School emphasizes a multicultural and gender-fair education for all students. It is characterized by open classrooms, team teaching, and options that allow students to choose topics of learning.

- Minneapolis Public Schools
- Located at the intersection of 11th Avenue and Anderson Lane
- Grades: PK-8
- Enrollment: 596
- Integrally linked with Stewart Park

Laura Ingalls Wilder School

Laura Ingalls Wilder School was closed within the last several years. The facility remains and is used for community education programs.

- Minneapolis Public Schools
- Located at the intersection of Chicago Avenue and 34th Street
- Faces Powderhorn Park on its east side
Hierarchy of Street Types

“Commercial Corridors”

- Lake Street (recently reconstructed with new pedestrian safety features and amenities)

Commercial Corridors are streets that have largely commercially-zoned property, carry high volumes of automobile traffic, and retain a traditional urban form in the buildings and street orientation of businesses.

“Community Corridors”

- Chicago Avenue

Community corridors are streets that connect neighborhoods, carry a moderate volume of traffic, and have a primarily residential character but support low intensity commercial uses at key intersections.

Collector Streets

- 26th Street (one way westbound)
- 28th Street (one way eastbound)
- 31st Street (two way)
- 10th Avenue north of Lake Street

Collector streets serve to aggregate higher volumes of automobile traffic and reduce impact on neighborhood streets. Often, they have additional traffic lanes, parking restrictions.
Neighborhood Streets

- 10th Avenue south of Lake Street (street blocked at Lake Street)
- 11th Avenue
- 12th Avenue (traffic calming with speed bumps between 28th and 26th Streets)
- 27th Street
- 29th Street
- Anderson Lane

Neighborhood streets are in effect the front yards to residents’ homes and small businesses. Pedestrians generally have priority in these areas, and by design, traffic moves slower. Nevertheless, neighborhood streets must accommodate on-street resident parking, driveway access, and emergency vehicle access.

Alleys

Alleys are the conduit for city services such as garbage, recycling, and yard waste collection. They also provide residents access to detached garages and become the play area for neighborhood children.
**North/South Bike Route**

**Synopsis**

The primary north/south bike routes in the Minneapolis Bikeways Master Plan are one-way bike lanes on Park and Portland Avenues. These routes are used regularly by commuters traveling to downtown, but they are also busy vehicle routes and not safe for use by families and children. Several other on-street north/south bike routes are proposed in the Master Plan, but have not been developed.

A designated north/south bike route along 11th Avenue between Powderhorn Park and Stewart Park would link many of the area's destinations together. Illustrated here are several alternative street cross sections that incorporate such a route. The route would need to somehow divert around Andersen School to 12th Avenue, avoiding the busy traffic on 10th Avenue. Some potential street and traffic configurations to accommodate a designated route would employ both 11th and 12th Avenues.

In addition, such a route could potentially extend further north past Franklin Avenue and over Interstate 94 to downtown Minneapolis since 11th Avenue is one of the few bridges over the Interstate and south through Powderhorn Park.

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**11th Avenue Cross Section - Concept A (No Change to Curb Locations)**

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*Proposed North/South Bike Route Alignment*
Challenges

- No designated bike lane requires bikers to share road with autos or ride on sidewalks
- Busy east/west streets to cross
- Necessary route diversion around Andersen School and Stewart Park
- No directional signage to help people navigate

Strategies

- Explore alternate street cross sections that create designated bike lanes
- Improve safety of intersection crossings
- Create a wayfinding system to guide people along the route with signage and public art
- Add street amenities such as lighting and additional boulevard trees in empty spaces
North/South Bike Route

11th Avenue Cross Section - Concept D

Notes:
- Two way Auto Traffic
- Parking One Side
- Two way Off Road Bike Trail

11th Avenue Cross Section - Concept E

Notes:
- No Change to Curb Locations
- Two way Auto Traffic
- Parking Both Sides
- Two way Off Road Trail
## Cross Section Alternatives Comparison

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| **Concept A** | - No change to curb locations, parking, and boulevard trees  
- Improved visual character | - Bike route not clearly defined  
- Route must divert to 12th Ave. at Andersen School/Stewart Park  
- Wayfinding reliant on signage  
- Narrow space for shared auto/bike use |
| **Concept B** | - Clearly defined bike route with striping and signage  
- Improved visual character | - Both 11th and 12th need to be modified similarly  
- Route must divert to 12th Ave. at Andersen School/Stewart Park and accommodate on-street bike lanes in both directions on same street  
- Curb locations need to change  
- Parking removed on one side of street (both 11th and 12th)  
- Boulevard trees need to be removed and replaced  
- No extra space outside walks within right of way – low retaining walls may be necessary if grades require |
| **Concept C** | - No change to curb locations, parking, and boulevard trees  
- Clearly defined bike route with striping and signage  
- Improved visual character | - Both 11th and 12th need to be modified similarly  
- Route must divert to 12th Ave. at Andersen School/Stewart Park and accommodate on-street bike lanes in both directions on same street  
- Both 11th and 12th traffic rerouted one way (need to evaluate full street network) |
| **Concept D** | - Off-street designated bike trail creates clearly defined route and separation from auto traffic for children and family bikers  
- Improved visual character | - Route must divert to 12th Ave. at Andersen School/Stewart Park  
- Curb locations need to change  
- Parking removed on one side of street  
- Narrow boulevard space for trees left over  
- No extra space outside walks within right of way – low retaining walls may be necessary if grades require  
- A lot of paved area for a residential street |
| **Concept E** | - No change to curb locations, parking, and boulevard trees  
- Off-street designated bike trail creates clearly defined route and separation from auto traffic for children and family bikers  
- Improved visual character | - Route must divert to 12th Ave. at Andersen School/Stewart Park  
- Potential bike/pedestrian conflicts on multi-use trail  
- Boulevard on one side narrowed |
Synopsis

Minneapolis neighborhoods are fortunate to have a system of neighborhood parks that has created recreational opportunities close to where people live. While close at hand, the experiences that Powderhorn Park and Stewart Park offer could be enhanced by improvements to the edges and entrances where they interface the surrounding neighborhoods. The concepts illustrated suggest a few potential improvements in specific areas, but other areas within the parks could benefit from similar treatments.

Challenges

- Missing pedestrian and bicycle links where there are “desire lines” for park users
- Park entrances are not celebrated and often not well recognizable
- Neighborhood parks are isolated destinations not well connected to the larger park and trails system
- User safety

Strategies

- Develop trail and walk connections to tie all arrival points into internal path networks
- Define “gateway areas” at park entrances with urban design elements and landscaping to enhance a sense of arrival
- Create “orientation areas” with kiosks to illustrate links to bike routes and other parks
**Powderhorn Park - 11th Avenue Gateway**

The terminus of 11th Avenue at Powderhorn Park is a dead-end. Instead, a cul-de-sac with a center island could create a vehicle turn-around more consistent with city road standards and become a gateway to the park. Permeable pavers in the cul-de-sac and a depressed center island could create a demonstration storm water treatment area.

**Stewart Park - North Gateways**

From the intersection of 10th Avenue and 26th Street at the northwest corner of Stewart Park, no entrance and path currently exists to connect to the park’s internal path network. This intersection is in close proximity to Abbott Northwestern Hospital which generates significant pedestrian traffic. An entrance does exist from 12th Avenue and 26th Street. Since a north/south route needs to divert from 11th Avenue around Andersen School to 10th and 12th Avenues, these gateways will become critical orientation points to redirect bikers continuing north to the 11th Avenue route.
Synopsis

Andersen School’s front door is situated at the terminus of 11th Avenue and Anderson Lane. Anderson Lane auto traffic is one-way west and accommodates staff parking on the south side. Children get to school in many ways; by bus, dropped off by vehicle, and walking or bicycling from surrounding neighborhoods. The primary bus drop-off is at the school’s front entrance along Anderson Lane and wraps around to northbound 10th Avenue. The school has installed “prairie” areas of native plants on the east and west school frontages.
School Connections

Challenges

- “Front yard” area congested with bus and vehicle traffic
- Buses line up to drop off and pick up directly in front of the main school doors creating a barrier and unsafe pedestrian crossing
- Uninviting, gray, and hard character

Strategies

- Remove some parking and add green space to the “front yard” area of the school (Overall parking needs for the school need to be evaluated further to determine feasibility)
- Restrict bus parking from blocking the school’s front door (Overall bus queuing operations need to be evaluated further to determine feasibility)
- Create a more attractive appearance with urban design elements and landscaping
Synopsis

At the south edge of the Greenway between 10th and 12th Avenues, 29th Street is separated from the trail by steep slopes, chain link, and overgrown vegetation. The creation of a tree-lined promenade walk that is visually more open to the Greenway with designated overlooks would establish an attractive frontage for new and anticipated redevelopment of adjacent parcels. In close proximity to the Midtown Exchange, such improvements would also provide more attractive and convenient access to this mixed-use activity center.
Challenges

- Safety and visibility
- Auto and truck traffic on 10th Avenue
- Vertical access from the neighborhood to the Greenway
- Steep slopes on both sides of Greenway
- Historic bridge designation

Strategies

- Create a promenade walk along the north edge of 29th Street overlooking the Greenway with urban design elements and landscaping
- Repair Greenway bridges and consider additional enhancements
- Selectively remove and limb up existing trees and shrubs on the Greenway side slopes to improve visibility and its appearance
Synopsis

The employment of traffic-calming strategies at key intersection areas can improve pedestrian crossing of busy city streets. With several different strategies available, one must also consider their impacts on auto traffic, street maintenance operations such as snow-plowing, and drainage infrastructure.

The construction of “bump outs” where space permits is one potential treatment that has been successfully used nearby on Lake Street. A “bump out” is widening of the boulevard or sidewalk in a specific area that also consequently narrows the roadway width. If employed throughout the project area, in addition to the traffic-calming benefits, bump out intersection treatments could create attractive entrances to neighborhood blocks with planter areas.
Intersection Treatments

11th Avenue and 28th Street Intersection Example

Challenges

- Pedestrian crossings at busy intersections
- North/south streets do not have adequate width for bump outs at intersections and still accommodate auto turning movements
- Street visual character
- Street maintenance

Strategies

- Install “bump outs” on the east/west streets where space permits
  - More room for pedestrians or plantings
  - Shortened pedestrian crossing distance
  - Narrower roadway slows auto traffic
  - Added complexity for street maintenance operations
  - Potential need to reconfigure drainage inlets and infrastructure
- Mark crosswalks with “zebra” paint or “streetprint” type product
- Use a graphic icons on street signage to facilitate wayfinding
Intersection Treatments

31st Street Cross Section 1 - without Bump outs

31st Street Cross Section 2 - with Bump outs on Both Sides
Intersection Treatments

28th Street Cross Section 1 - without Bump outs

28th Street Cross Section 2 - with Bump outs on Both Sides
Synopsis

The repetition of elements such as boulevard trees and ornamental lighting establishes a perceivable sense of care and investment on the street. Within the project area, boulevard tree plantings line most streets, but occasional gaps upset the continuity of the effect. Most existing roadway lighting is “cobrahead” style fixtures on wood poles. While it serves its primary function to illuminate the roadway, this light style is utilitarian in character and doesn’t enhance neighborhood character. On street parking helps calm traffic. “Bump outs” could also be employed at mid-block locations to calm traffic and create planter areas.
Mid-Block Treatments

10th Avenue 2800 Block Example

Proposed 10th Avenue 2800 Block Improvements - Plan View

Challenges
- Neighborhood parking
- Traffic speed
- Mix of auto, pedestrian, and bicycle traffic
- Street visual character
- Street maintenance
- Storm water drainage patterns

Strategies
- Explore alternative street cross sections to calm traffic and provide more space for pedestrian amenities
- Plant additional boulevard trees to fill gaps
- Create green boulevards where none currently exist to reduce the amount of paved surface
- Install ornamental lighting to create more consistent light levels and add architectural detail
- Install “bump outs” at mid-block locations with planter areas to calm traffic
Mid-Block Treatments

28th Street (also applies to 26th Street)

28th Street Existing Cross Section

28th Street Cross Section - Concept A - Additional Trees
Mid-Block Treatments

28th Street Cross Section - Concept B - Wider Boulevards

28th Street Cross Section - Concept C - Narrowed Roadway
Parking Lot Treatments

Synopsis

Within the project area, institutional and commercial properties have surface and ramp parking to provide patron and service access. Parking facilities, while necessary, create many challenges for the urban environment. Nevertheless, the edges and interior areas of parking facilities can be treated to function well and have a more refined appearance. A range of different treatments is illustrated in the photos here.

Parking lot surfaces are also a major contributor to urban storm water run-off. Best Management Practices (BMP’s) could be implemented to provide treatment before the water enters the storm sewer system and heads to downstream water bodies.
Parking Lot Treatments

Challenges

- Driveway access interrupts sidewalks and influences traffic patterns
- The “look” of parking – row upon row of cars and pavement – is often unattractive
- Paved areas create storm water run-off
- Surface lots are land-consumptive

Strategies

- Screen parking edges with ornamental fencing and landscaping consistent with CPTED (Crime Prevention Through Environmental Design) principles that provide adequate visibility for safety
- Install rain gardens at lot edges or permeable pavement where feasible to treat storm water run-off
- Minimize the number of driveways
- Employ warning signals at driveways to alert passing pedestrians and bicyclists
**Synopsis**

An attractive and consistent *vocabulary* of elements for landscaping, paving, wayfinding, ornamental fencing, and lighting will enhance the area’s visual character and identity. Such elements create opportunities to incorporate public art and infuse the neighborhood with meaningful interpretation and beauty.

**Landscaping**

- **Boulevard tree plantings**
  - Fill empty spaces
  - Use canopy trees consistent with existing species on each block to create continuity
- **Planter areas at bump-outs**
  - Use colorful perennials and ornamental grasses for seasonal interest all year long
  - Choose a few select species to create broad massings for visual effect
  - Choose low-growing species to maintain good visibility (30” maximum height)
  - Leave select areas open for potential neighborhood annual plantings
- **Rain Gardens**
  - Provide storm water treatment
  - Choose species suited to the anticipated water regime (wet/mesic/dry)
  - Mix native species and cultivars in orderly layouts that retain a neat appearance
Paving

- Concrete sidewalks
  - Replace selective areas where pavement is cracking or lifting and creating hazards for pedestrians and bicyclists
  - Use enhanced scoring patterns at intersection corners
- Pedestrian curb ramps
  - Provide pedestrian curb ramps at all intersection corners with crossings
  - Use truncated dome panels as required by code
  - Establish a consistent treatment throughout the area that is recognizable by people of all abilities
- Permeable Pavers
  - Use permeable pavers in select areas such as the proposed cul-de-sac on 11th Avenue at Powderhorn Park or parking lot surfaces to reduce storm water runoff
  - Replace black and gray paving materials with pavers available in warmer red and brown colors

- Enhanced Sidewalk Scoring Pattern
- Permeable Pavers
- Pedestrian Curb Ramp
- Pavement Color Options
Wayfinding and Ornamental Fencing

- Locate wayfinding signage for the major destinations in the area at select locations
- Incorporate a graphic icon of the “twining vine” into standard corner street signs
- Place information kiosks at park gateways for orientation
- Ornamental fencing applications
  - Gateway enhancement
  - Parking lot screening
  - Bridge Enhancement
- Use a “twining vine” motif on ornamental fencing that symbolizes “green connections”
Detail Vocabulary

Lighting Options

- Add architectural detail to neighborhood character with ornamental fixtures
- Be consistent with existing lighting in the area to create continuity
  - “Acorn” style light south of Greenway
  - “Lantern” style lights north of Greenway

“Acorn” Style Light pole
“Lantern” Style Light pole
“Teardrop” Style Light pole on Lake Street
Conclusions and Implementation

The Neighborhood Green Connections Study is meant to be a visioning study. The concepts for proposed improvements in this report are meant to illustrate a broad range of options for further consideration. Some have greater impacts on existing features and circulation patterns than others and consequently have varying capital cost implications. Further discussion amongst policy makers and neighborhood residents and businesses is required to gauge community interest and determine appropriate actions. Such improvements require ongoing care to retain the aesthetic value they provide and must have community support so they become valued assets that people take “ownership” of and respect.

Since the grid street pattern of the project area facilitates connections in many directions, the proposed improvements would ideally be applied throughout the project area. Nevertheless, based on what resources become available, they could be applicable to a particular street or area and still achieve some of the desired project goals. Coordination with the capital improvement plans of other agencies including various Hennepin County departments Minneapolis Public Works, Minneapolis Parks and Recreation, and Minneapolis Public Schools could leverage funding, facilitate scheduling, and encourage agency support.

By improving the urban environment for the pedestrian and bicyclist in the “Midtown” area, neighborhoods will be strengthened with better quality of life for residents, businesses, and institutions.