

Central Avenue Small Area Plan

Minneapolis, Minnesota

Adopted by Minneapolis City Council on June 20, 2008



Prepared for:
The City of Minneapolis

Prepared by:
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A special thanks to all those not named on this page who gave their time and energy to this important effort.

Table of Contents

1. Executive Summary
2. Analysis
3. Public Participation
4. The Corridor
5. Corridor Segments
 - 5a. North Segment
(37th Avenue NE to 27th Avenue NE)
 - 5b. Central Segment
(18th Avenue NE to 27th Avenue NE)
 - 5c. South Segment
(7th Street SE to 18th Avenue NE)

Central Avenue Small Area Plan

Northeast's Downtown

Central Avenue is Northeast's Main Street; its downtown. The Avenue is the zipper that pulls together Northeast's neighborhoods. It is the front door to nine neighborhoods, and a gateway to Minneapolis. The Central Avenue Small Area Plan articulates a vision that will improve the relationship between the Avenue and surrounding neighborhoods. The Plan encourages robust growth by creating a lively active pedestrian-oriented street that supports existing entrepreneurs and attracts new investments while helping to stabilize surrounding neighborhoods by clearly defining the limits and location of commercial development.



Project Area Strengths

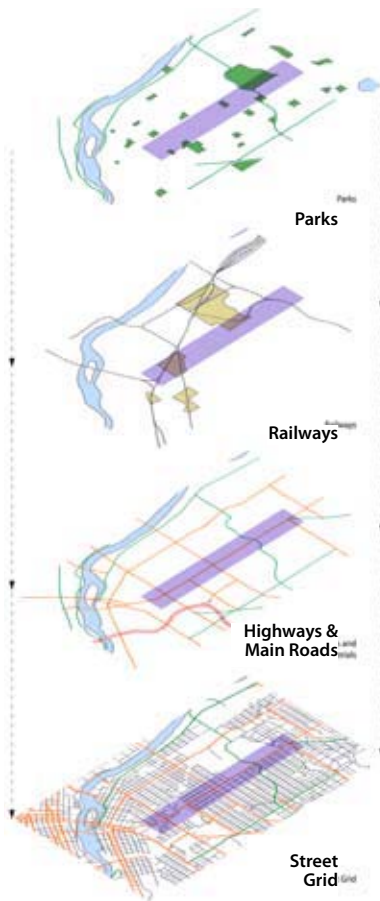
- Highly visible to thousands of people every day.
- Easy to get to.
- A core of destination-oriented ethnic businesses such as Holy Land, Chiapas, and Crescent Moon.
- Recent community-supported investment in assets like Eastside Co-op and NE Public Library.
- A nationally known arts community.
- Large redevelopment opportunities like Shoreham Yards and the intersection at Central & Lowry.

Project Area Challenges

- Daytime population is lacking.
- Businesses serve niches, not neighborhoods.
- The streetscape is not unified.
- The commercial area has no distinguishing features, buildings, or open spaces.
- Large open spaces, industrial areas, and surrounding low-density neighborhoods create a limited local market.

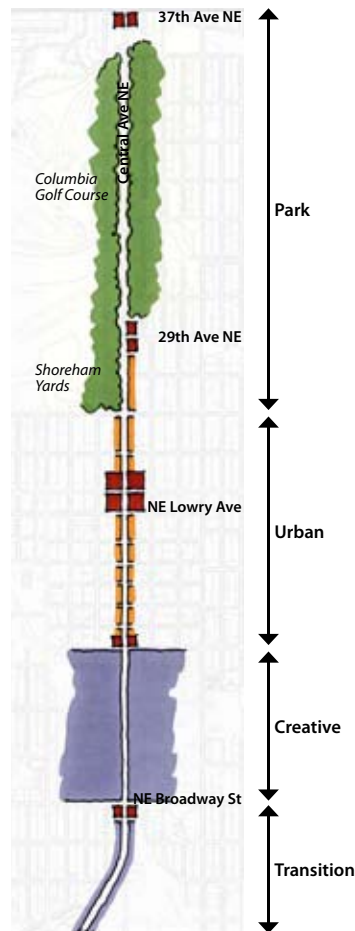
Northeast in Layers

Northeast is made of many different systems, or layers, that operate both independently and as part of a larger, complex web of systems. Improvements to one layer help the entire network function more successfully.



Corridor Identity

Central Avenue is one corridor with more than one identity. From north to south, it feels park-like, urban, creative, and transitional. Redevelopment should celebrate and reinforce the character of these distinct areas.



Project Goals

1. Reinforce an identifiable center.
2. Redefine the commercial area.
3. Make appropriate residential-commercial transitions.
4. Generate employment opportunities.
5. Leverage the arts.
6. Create strong gateways.

What is the Central Avenue Small Area Plan?

The City of Minneapolis is conducting the Central Avenue Small Area Plan in order to build upon, augment, and refine existing land use policy for the area. The plan will examine existing conditions and make recommendations about future land use, urban form, character, design, economic development, housing, transportation, and public improvements. The Plan will be adopted as part of the 2008 Minneapolis Comprehensive Plan, the Minneapolis Plan for Sustainable Growth.

Project Area Solutions

- Create the Central Avenue Arts Trail, a 2-mile long outdoor gallery that connects the Arts District with Columbia Park and the Grand Rounds.
- Develop concentrations of mixed-use development at 37th Avenue NE, 29th Avenue NE, NE Lowry Avenue, and 18th Avenue NE.
- Encourage simple, low-cost storefront and signage improvements for small entrepreneurs and individual property owners.
- Develop a signature open space and signature buildings at Central Avenue and NE Lowry Avenue. Transform the intersection into a regional attraction with retail, entertainment, and housing.
- Increase the daytime population by redeveloping the Shoreham Yards site and encouraging small businesses and arts-oriented businesses to locate on Central Avenue.

Recommendations: North Segment (27th Ave NE to 37th Ave NE)

The North Segment of Central Avenue is relatively stable, comprised mostly of neighborhood housing in a park-like environment adjacent to Columbia Park. The eventual redevelopment of the Central Avenue frontage of Shoreham Yards is a once-in-a-generation opportunity to reconnect with Northeast's history by reclaiming the roundhouse, extending the trails from Columbia Park to 27th Avenue NE, and, most important, reinvigorating the community with well-paying living wage jobs.



Transformative Project: Shoreham Yards Employment Center

Design Guidelines:

- Connect Columbia Golf Course and St. Anthony Cemetery by extending trail system.
- Celebrate the roundhouse with significant open space.
- Extend neighborhood streets into the site to create development blocks for substantial large-scale employment opportunities.
- Set buildings in open space to create a campus environment.

Recommendations: Central Segment (18th Ave NE to 27th Ave NE)

The Central Segment of the Avenue is the historic commercial strip. The area between 18th Avenue NE and 27th Avenue NE benefits from an eclectic mix of small entrepreneurs, however, it suffers from under-performing buildings and properties, and a lack of physical identity. By concentrating regional destinations and intense urban redevelopments at two locations (18th Avenue NE and NE Lowry Avenue), providing housing opportunities, and creating a series of small urban green spaces, the Avenue can once again be a vibrant mixed-use street alive with a range of businesses that serve all of Northeast as well as a series of niche markets attracting customers from around the region.



Transformative Project: Commercial Core

Design Guidelines:

- Create a retail destination for Northeast.
- Create a signature public space at Northeast's 100 percent corner at Central and Lowry Avenue.
- Provide opportunities for substantial new investment as well as incremental investment.
- Create a mix of uses that enliven the area throughout the day and evening.
- Provide opportunities for new housing on the Avenue.

Next Steps

- Engage Northeast Minneapolis Arts Association, Park Board, the city, and potential sponsors to begin development of the Central Avenue Arts Trail.
- Develop a detailed Master Development Plan for the further development of the arts/industrial area between NE Broadway Street and 18th Avenue NE.
- Recruit businesses that both strengthen the existing commercial niche and appeal to a broad cross section of Northeast.
- Seek additional funding sources and pool resources for signage and shop front improvements.
- Work with Hennepin County to resolve right-of-way issues on Lowry Avenue. Work with property owners and the city to create a detailed Master Development Plan for all four blocks.
- Work with CP Rail to develop a detailed Master Development Plan for Shoreham Yards, pre-market the site and identify possible institutional or corporate tenants, and stabilize the roundhouse.

Recommendations: South Segment (7th Street SE to 18th Ave NE)

Over 400 artists have studios within the blocks adjacent to this segment of Central Avenue, but this vibrant arts community is invisible and perceived as inaccessible from the Avenue. Similarly, the arts-related amenities of the Avenue are few and those that exist are difficult to access. There is an opportunity to improve the physical relationship between Central Avenue and the NE Arts District that will make both into places people can see, places they can get to, and places they want to be.

Transformative Project: Arts Focus Area

Design Guidelines:

- Provide opportunities for the public to engage and appreciate the Northeast Arts District.
- Blend old and new buildings and spaces.
- Create a strong Arts presence on Central Avenue.
- Improve pedestrian access to and throughout the area through a logical but quirky network of lanes, alleys, passages, and streets.
- Provide opportunities for artists to live, work, produce, create, display, sell, and show their work in existing and new buildings.
- Create a unique system of courtyards, fields, and work yards to produce an identifiable area.



Central Avenue Small Area Plan Project Group:

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2. Analysis

Physical Analysis

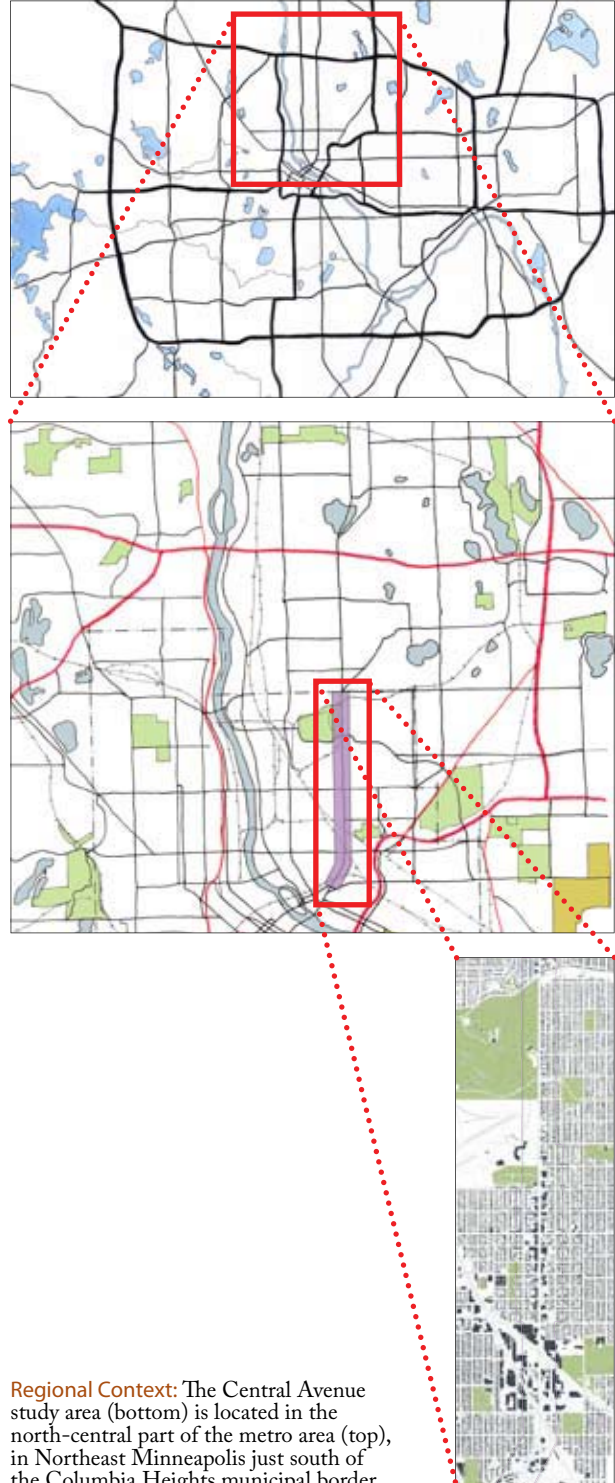
Regional Context

The Central Avenue study area is situated in the City of Minneapolis, just across the Mississippi River from downtown, and extends to the southern border of Columbia Heights. It includes properties one block east and one block west of the corridor from 7th Street SE to 37th Avenue NE.

This segment of Central Avenue provides an important connection between downtown and the northern suburbs, and has recently assumed an even more prominent role as the major connection due to I-35W bridge reconstruction efforts. It is also the foremost north-south street in Northeast.

Central Avenue's strategic location requires it to serve the local community as well as the larger region, and to act as a conduit between the two. Historically, Central Avenue was a local "main street." In recent decades, however, it has become more of a regional connector.

The many rail lines passing through the study area and the presence of Shoreham Yards, a 230-acre train and truck bulk distribution site, indicate that Central Avenue is important not only at the local and regional levels, but also at the national and global levels.



Regional Context: The Central Avenue study area (bottom) is located in the north-central part of the metro area (top), in Northeast Minneapolis just south of the Columbia Heights municipal border.

Physical Analysis (continued)

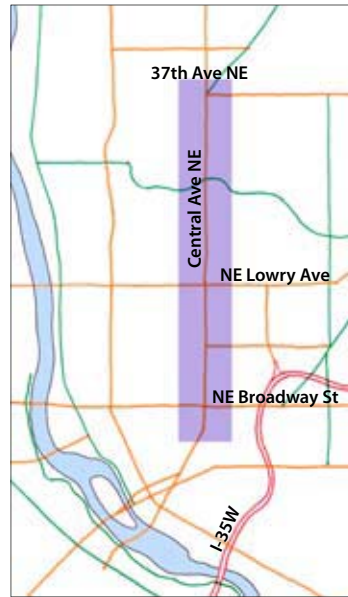
Community Context

Central Avenue's history, form, and character are the results of natural features and built systems. Urban areas like Northeast Minneapolis are comprised of overlapping and related systems. This Plan analyzes individual systems and evaluates their health and integrity. More important than the strength of each system is how it supports and reinforces the others. Each layer should be healthy unto itself, but also should work in concert with the others. This Plan recommends changes to selected systems so that the various systems ultimately work together more successfully.



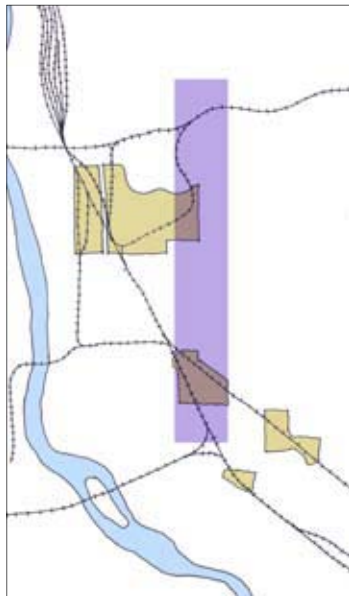
Street Grid

A network of streets creates a grid throughout the study area. The grid changes orientation and size in places, and is disconnected or non-existent in others. These conditions are due to natural features, such as the Mississippi River, or to large single-use land areas, such as industrial sites and parks. The connected street grid system provides access to and establishes predictability in the study area.



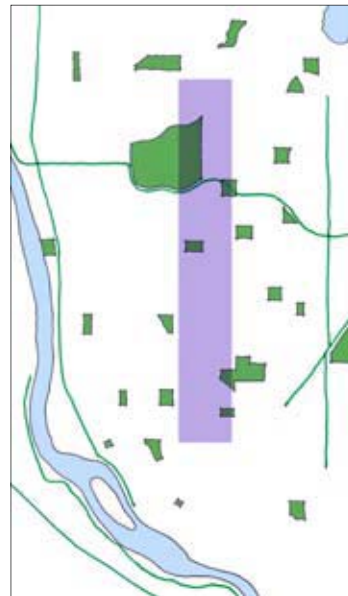
Highways & Major Roads

Interstate 35W and several other regional arterials parallel or cross the study area. These heavily traveled roads increase access to the area and connect it to the greater region. Central Avenue is part of the larger metro-area transportation network; it carries high traffic volumes and serves multi-modal needs.



Railways

A major rail network crosses Central Avenue in several places. Associated industrial areas, including Shoreham Yards, the 230-acre train and truck distribution site, occupy large parts of the study area. Rail crossings create access barriers and present limited crossing opportunities in some locations. Portions of the associated industrial sites have redevelopment potential.



Parks & Open Space

The study area is near several neighborhood parks, and encompasses the 183-acre Columbia Golf Course and park. Another open space, St. Anthony Cemetery, abuts the area. Currently, there are no small scale open spaces, such as plazas, in the study area.

Physical Analysis (continued)

Existing Conditions

The function and appearance of Central Avenue is defined by a variety of existing conditions. Buildings, open spaces, and streets contribute to the Avenue's character.



Existing Conditions: Central Avenue's character is distinguished by a rich combination of different conditions throughout.

City of Minneapolis Comprehensive Plan

In 2000, the City of Minneapolis adopted the current Comprehensive Plan, The Minneapolis Plan, to establish broad city policy and guide future development. The Minneapolis Plan is a city-wide policy document that directs growth and community character. It also:

- Analyzes trends in the City’s population, economic growth, and neighborhood livability.
- Proposes a vision for the physical development of the City.
- Identifies steps the city must take in order to achieve that vision.

The Minneapolis Plan is the policy basis for this Plan. To the degree that previous and current Plans are not consistent with the City Comprehensive Plan, the Minneapolis Plan takes precedence.

The Minneapolis Plan defers to small area plans for specific land use guidance, however the Minneapolis Plan defines several portions of the study area for growth:

- Central Avenue is designated a **Commercial Corridor** between 18th Ave NE and 29th Ave NE.
- The intersection of Lowry Ave NE and Central Ave NE is an **Activity Center and a Major Housing Site**
- Shoreham Yards is both a **Potential Growth Center** and an **Industrial Business Park Opportunity Area**.

The Comprehensive Plan recommends creating Small Area Plans for areas of the city where growth and change are encouraged. The Central Avenue Small Area Plan will be part of the 2008 updated Comprehensive Plan, the Minneapolis Plan for Sustainable Growth. In this Plan boundaries and classifications are being revised per the Small Area Plans.



Related Plans & Studies

Making Central Avenue Great Plan

The 1996-1997 Making Central Avenue Great Plan was an update to the 1980s plan for the Avenue. It was led by the neighborhoods and the consultant team of Miller Hanson Westerbeck Berger, Inc. The aim of the plan was to:

- Broaden the scope of the 1980s plan.
- Identify inherent values of the Avenue.
- Propose sustainable design and planning alternatives.
- Enhance the current and future value of Central.

The Making Central Avenue Great Plan does not contain a Land Use Plan and therefore was not adopted by the City of Minneapolis. The Central Avenue Small Area Plan is an update to the Making Central Avenue Great Plan.

Access Minneapolis

Access Minneapolis, also known as the Ten-Year Transportation Action Plan, directs the City of Minneapolis to implement the transportation policies articulated in The Minneapolis Plan. The 2007 Access Minneapolis plan provides information about:

- How to guide decision-making as action steps are implemented.
- How multi-modal transportation systems can result in a livable and walkable city and optimize the operational capacity of the transportation system.

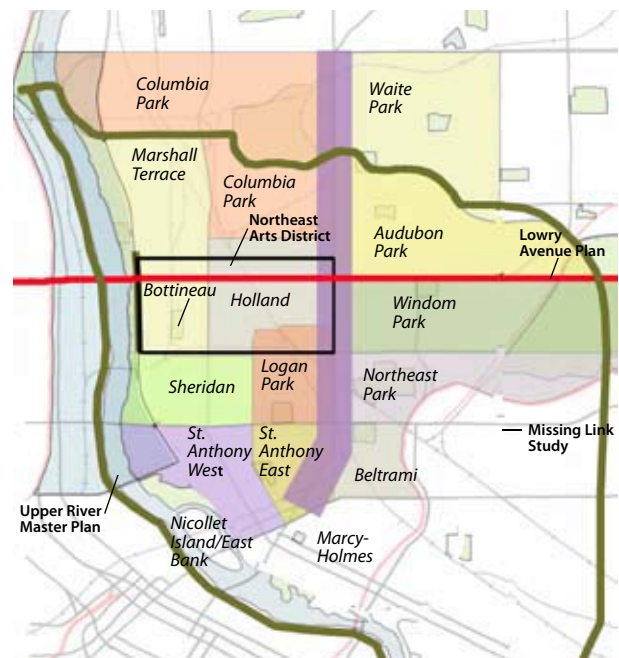
City-wide Access Minneapolis recommendations guide the more Central Avenue-specific transportation and access recommendations present in the Central Avenue Small Area Plan.

Lowry Avenue Plan

In 2002, Hennepin County wrote the Lowry Avenue Plan, a comprehensive study of the redevelopment potential of the Lowry Avenue Corridor. The plan aims to:

- Incorporate elements of market, economic, transportation, urban design, and environmental issues to enhance, promote, and link this corridor to surrounding areas.
- Integrate the functional needs of moving vehicles, bicycles, and pedestrians with streetscape, urban design, and environmental considerations to create a sense of continuity, human scale, and a fresh identity throughout the corridor.

The Central Avenue Small Area Plan makes recommendations for Lowry Avenue Plan goals at the intersection of Lowry and Central Avenues.



Related Plans: The Lowry Avenue Plan (red), the Northeast Arts District (black), the Missing Link Study (dark green), and the Upper River Master Plan (blue) are other plans that focus on Northeast Minneapolis.

Related Plans & Studies (continued)

Northeast Arts Action Plan

Northeast Minneapolis has been established as an artist community due to warehouse and factory spaces with low rent, flexibility and accessibility. The 2002 Northeast Minneapolis Arts Action Plan attempts to:

- Forestall what many consider inevitable social change and try to keep the area as a artists' community for the long-term.
- Provide support for individual artists.
- Encourage artistic growth in Northeast Minneapolis.

The Central Avenue Small Area Plan uses the Northeast Arts Action Plan and resulting Northeast Arts District official boundary to help further the case for the arts as an important social, physical, and economic component of Northeast.

Missing Link Study

The Missing Link Study is an ongoing Minneapolis Park and Recreation Board proposal to complete the 50-mile Grand Rounds National Scenic Byway. The missing link lies between St. Anthony Parkway and East River Parkway, and the Missing Link Study seeks to provide the following when completing the byway:

- More green space and other environmentally friendly amenities.
- Potential new amenities such as soccer fields, skate parks, or amphitheaters.
- Additional biking and walking trails to reduce pollution and combat traffic congestion.

The Grand Rounds crosses Central Avenue at St. Anthony Parkway. Whereas the Missing Link Study will not directly effect Central Avenue, it will complete the Grand Rounds and generate more activity on St. Anthony Parkway. The Central Avenue Small Area Plan acknowledges this as part of its open space recommendations.

Above the Falls Upper River Master Plan

The Above the Falls Upper River Master Plan was prepared in 1999 to lead the area's transition away from barging and heavy industry to a new, more stable land use. The plan seeks to establish:

- A system of continuous public parks and open space.
- Ecological restoration of the river corridor.
- Appropriate land use adjacent to riverfront parks.
- The Mississippi riverfront as a regional amenity in North and Northeast Minneapolis.

Audubon Park Master Plan

Concurrent with the process of the Central Avenue Small Area Plan the Audubon Park neighborhood commissioned their own neighborhood master plan. The Audubon Park Plan overlaps the Central Avenue Plan along its west edge between St. Anthony Parkway and Lowry Avenue

Industrial Land Use and Employment Study

In 2006, in response to concerns with the gradual loss of industrial lands, the City adopted the Industrial Land Use and Employment Study. This report outlines several policies to be enacted designed to maintain and enhance industrial lands throughout Minneapolis. It is a relevant study to the Central Avenue Small Area Plan primarily because of Shoreham Yards. The Plan recommends defining the Comprehensive Plans boundaries for Industrial Business Park Opportunity Areas to include all of Shoreham Yards.



3. Public Participation

Planning Process

Public Engagement

Public input and public engagement are the foundation of this Plan. Throughout the planning process, participants from different groups shared experiences, offered ideas, and gave feedback. The process was inclusive and transparent, and all steering committee, focus group, and public meetings were open to the public.

Over a six-month period, the consultant team met regularly with the steering committee, focus groups, and the general public. The final two months of the process includes a public comment period and the final Comprehensive Plan submittal.



Participants

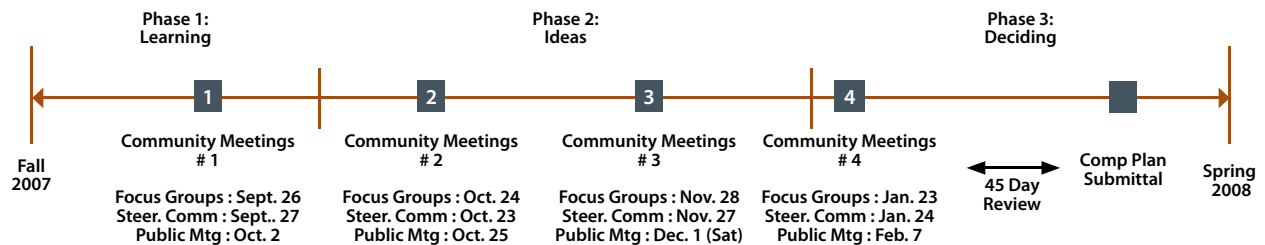
Steering Committee

A steering committee comprised of representatives from neighborhood organizations and businesses served as liaisons between the consultant team and the greater neighborhoods and business associations. The 49-member steering committee met monthly to guide the planning process. Members included:

- 16 neighborhood representatives.
- 19 business owners/representatives.
- 12 community group/organization directors/representatives.
- 2 municipal group representatives.



Public Process: Participants helped guide the planning process by sharing experiences, offering ideas, and giving feedback.



Participants (continued)

General Public

Each of the four public meetings allotted time for a presentation and discussion. Small group and individual activities gave participants a way to provide feedback to the consultant team. The public meeting schedule was:

- October 2: Existing Conditions.
- October 25: Goals for the Future of Central Avenue.
- December 1: Corridor Character and Catalytic Sites.
- February 7: Draft Plan Elements.



Public Meetings: Small group activities and discussions gave participants a forum for providing feedback.

Focus Groups

The consultant team met with the following focus groups on specific issues or areas of interest:

- Greater Northeast Chamber of Commerce businesses.
- Central Avenue businesses.
- Northeast artists.
- Developers and architects.
- Property owners.
- Shoreham Yards business and neighborhood representative.
- New Central Avenue business owners.
- Neighborhood leadership.
- Public safety representatives.
- Seniors
- Schools and libraries.
- Bicyclists

Community Input

Information Gathering

The consultant team gathered information and feedback from the public in several ways:

- Meetings and discussions.
- Issues and concerns surveys.
- Strengths, weaknesses, and opportunities Dot-mocracy exercise.
- Strengths, weaknesses, and opportunities questionnaires.
- Photo response exercise.

Top Community Issues & Concerns

Participants said the following issues and concerns were most important to them:

- 1 - Appearance/ Façade and Feel – 49
- 2 - Business/Retail Issues – 48
- 3 - Crime Issues – 35
- 4 - Corridor Layout Issues/Traffic – 32
- 5 - Issues w/City – 17
- 6 - Diversity Issues – 15
- 7 - Rental/Vacancy/Landlord Issues – 12
- 8 - Housing Issues – 8
- 9 - Arts Issues – 8
- 10 - Parking – 7
- 11 - Lowry/Central Intersection – 3
- 12 - School Issues – 3
- 13 - Shoreham - 2



Issues & Concerns Bullseye: Appearance and feel of Central Avenue was the issue of most concern among the respondents.

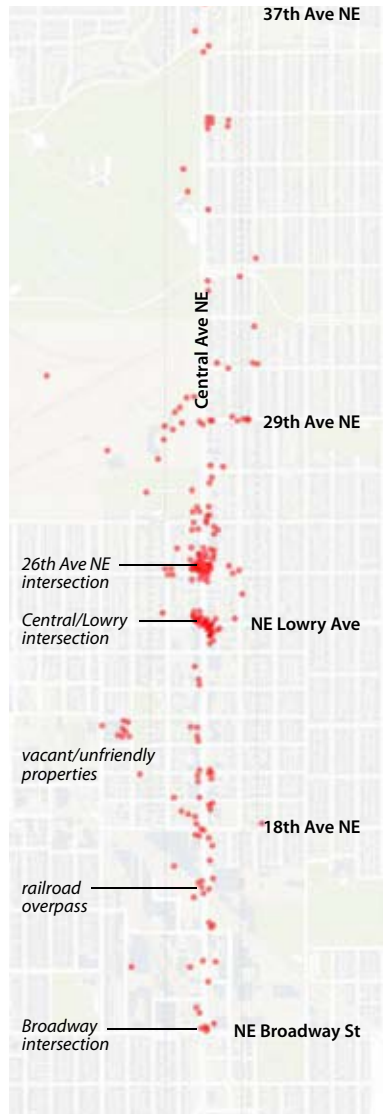
Community Input (continued)

Strengths, Weaknesses, & Opportunities Dot-mocracy Exercise



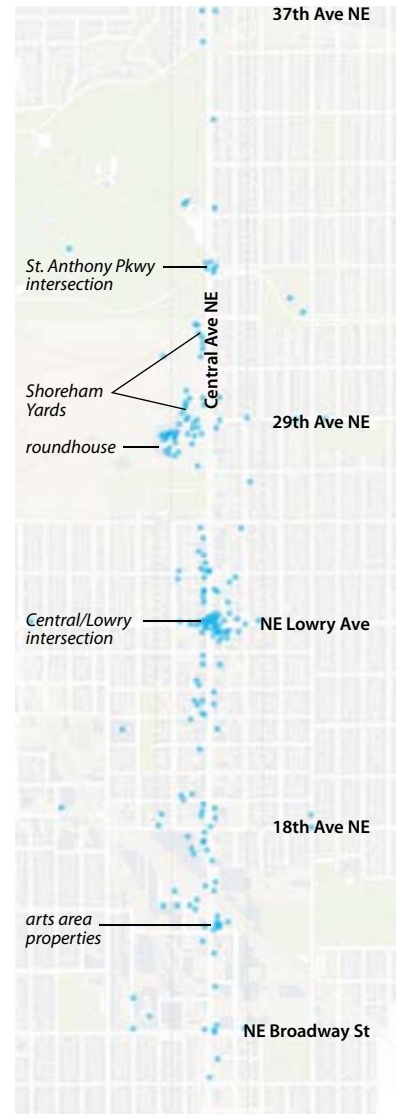
Strengths

- Columbia Golf Course
- Columbia Grounds
- Eastside Co-op
- Holy Land Deli
- Northeast Library



Weaknesses

- 26th Avenue intersection
- Central/Lowry intersection
- Vacancies and unfriendly properties
- Railroad overpass
- Broadway intersection



Opportunities

- St. Anthony Parkway intersection
- Shoreham Yards
- Roundhouse
- Central/Lowry intersection
- Arts area properties

Project Goals

Goal Development

Public input informed the development of six goals and related objectives. The goals organize the results of community responses about issues, concerns, strengths, weaknesses, and opportunities into an aggregate set of ideas the Plan should achieve. Also, the goals focus and guide the efforts of the steering committee and the consultant team toward an effective and relevant community-based plan.

The goals are intentionally broad and intentionally strategic, and provide a framework within which individual and collective action can take place. Project implementation should, at the very least, address and respond to one of the goals. Larger, more complicated projects should address and respond to several goals.



Community Input: The community helped define and shape the project goals.



Reinforce an identifiable center.

Central Avenue used to be Northeast's Main Street, but now functions mostly as a corridor connecting downtown to the northern suburbs. Lowry Avenue is the one street that connects the river to Stinson Boulevard. The Central/Lowry intersection can be a strong center for Northeast, containing a mix of uses, a significant gathering space, and relatively intense development.

- Enliven the Central and Lowry intersection with a variety of uses.
- Create a safe, vibrant hub of activity.
- Broaden the range of users.

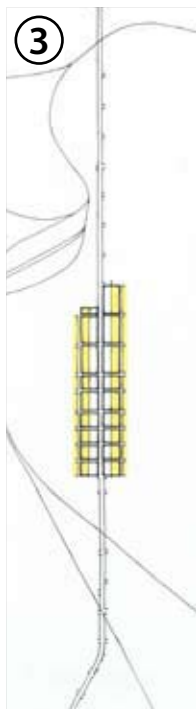


Redefine the commercial area.

Central Avenue serves several diverse retail and service niches. However, the current business composition does not encourage cross-marketing or cross-selling to create the synergy it did in the past, when it was Northeast's "main street." A successful, redefined commercial area that encourages variety, coordination, and shopping at multiple Avenue stores is critical to the long term sustainability of the surrounding neighborhoods and commercial area.

- Support a healthy mix of uses.
- Improve building appearances.
- Reinforce creative parking solutions.

Project Goals (continued)



3 Make appropriate residential-commercial transitions.

Central Avenue depends on surrounding neighborhoods for its success, but the interface between the Avenue and the neighborhoods is frayed. In places, conditions are inhospitable and blighted. Well-designed new developments and improved circulation patterns can define and improve neighborhood edges. Properties should be designed to reinforce the scale and uses of both the Avenue and the neighborhoods.

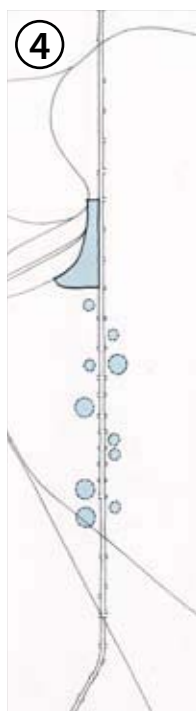
- Define the commercial area.
- Strengthen neighborhood edges.
- Establish transition guidelines.



5 Leverage the arts.

Northeast values the arts, is home to hundreds of artists, and has thousands of square feet of studio, gallery, and production space. The arts community is a presence in Northeast, but not a force on Central Avenue. The Avenue can become a place where the arts community can fully express itself, with live/work space, public art, galleries and performance spaces, creative architecture, and experimental landscapes.

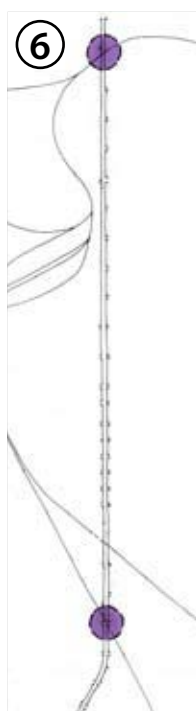
- Capitalize on the economic potential of the arts.
- Increase the visibility of the arts on Central Avenue.
- Reinforce the arts anchor at Central Avenue and Broadway Street.



4 Generate employment opportunities.

Northeast has always offered strong employment opportunities, and people have lived and worked locally. Now, as clean and creative industries in artist studios, home-employment, and research labs replace old industry, local employment can provide living wage jobs and training opportunities. Central Avenue can accommodate a variety of local employment types and scales that supports existing and new local businesses.

- Support a range of job types.
- Increase the day time population.
- Establish an employment anchor along the Shoreham Yards frontage.



6 Create strong gateways.

From the north, Central Avenue is the gateway to Minneapolis. From the south, it is the gateway to Northeast. These are significant places in the city and community that are not marked or differentiated. These gateways should be acknowledged and celebrated with memorable gestures using art, buildings, and/or landscapes.

- Recognize Central Avenue as a gateway to NE Minneapolis.
- Emphasize points of arrival with artistic elements.
- Reinforce Central Avenue's identity at the north and south ends.



4. The Corridor

The Central Avenue Corridor

Overview

Central Avenue is a long, complicated, and dynamic corridor. It connects downtown Minneapolis to Columbia Heights and other northern suburbs, it is the historic commercial core for Northeast, and it is the front door to nine neighborhoods.

The corridor and surrounding neighborhoods are constantly changing. Today, the Avenue does not substantially or adequately serve its neighborhoods. Surveys indicate that few Northeasters frequent Central Avenue businesses, and those that do tend to patronize single establishments instead of using the Avenue for a range of daily needs and activities.

This Plan articulates a common vision for improving the relationship between the Avenue and surrounding neighborhoods. It projects robust growth that will provide a range of goods and services for residents, attract a wider range of customers from throughout the region, and present opportunities for people to work, shop, and play closer to where they live. Such options will, in turn, attract entrepreneurs and residents to Northeast and Central Avenue. In addition to recommendations for growth, the Plan includes strategies for managing growth in a way that stabilizes and reinforces neighborhood edges.

The Plan also articulates a vision for a varied corridor that offers a range of experiences, environments, and places. Development patterns and land uses are organized and aligned with other urban systems such as transit, zoning, and parks so that growth and change are predictable and desirable. The corridor will not be monotonous – it will be memorable, identifiable, and recognizable by all who use it and pass through it.

Image & Identity

Central Avenue connects downtown Minneapolis to Columbia Heights and other northern suburbs. It operates as both a destination and through-route, which means its image is the primary experience for those passing through Northeast en route to somewhere else.

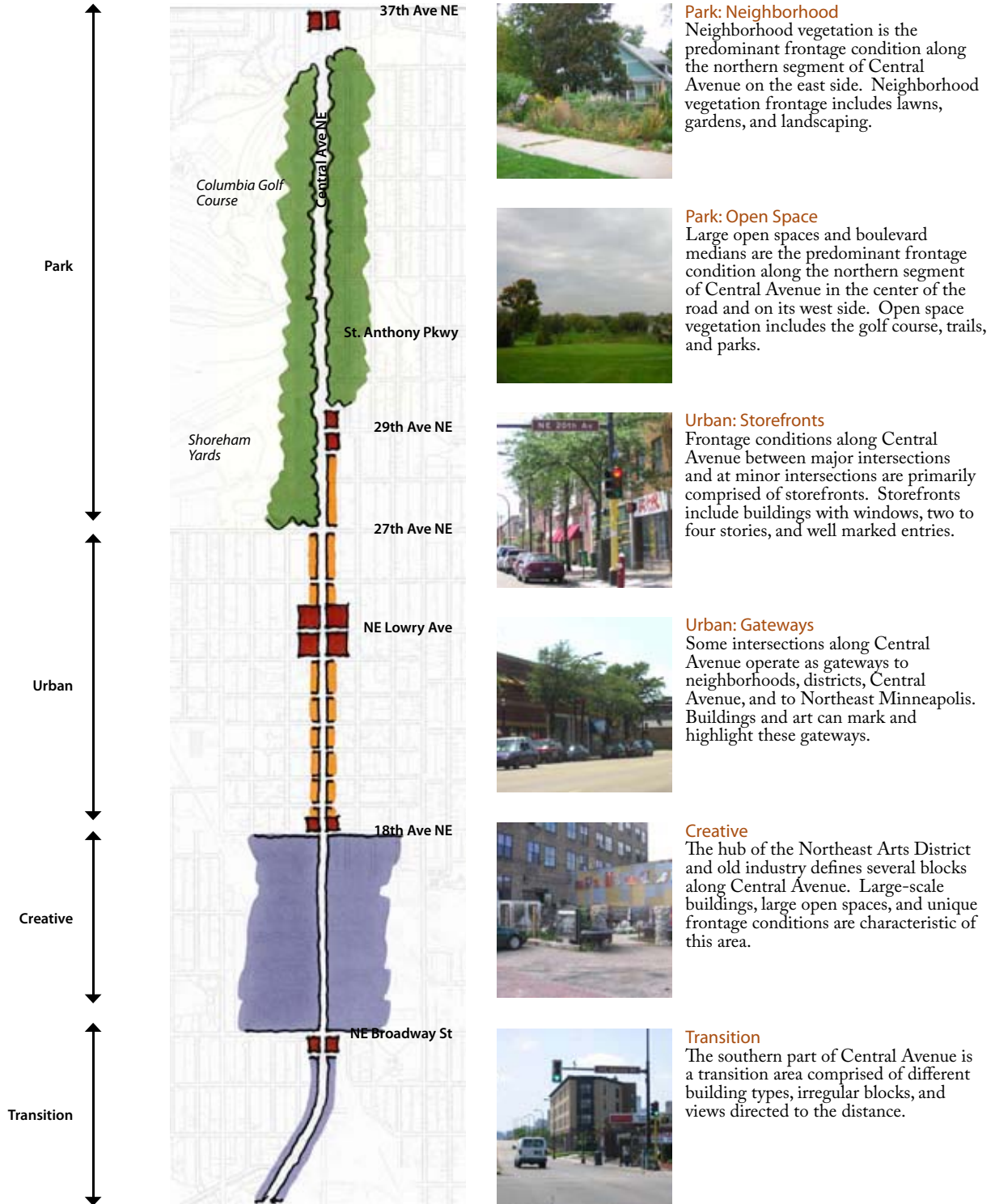
The corridor's image is influenced less by small buildings and more by large land use, building, and open space patterns that line both sides of the street. These conditions are varied, and the Plan bases recommendations for strengthening and reinforcing the corridor's image on these prevailing conditions.

North of 27th Avenue NE, Columbia Golf Course defines the corridor's image. The park's mature trees and broad expanses create a green edge on the Avenue that is mirrored by residential lawns and gardens across the street. The planted medians in the Avenue's center further complements the park-like image. The Plan recommends continuing to reinforce this "park" identity.

Between 27th Avenue NE and 18th Avenue NE, the corridor's image is urban. The buildings are situated close to the street, creating a feeling of compression and definition. The Plan recommends reinforcing this "urban" identity with new storefronts and plazas that embrace Central Avenue.

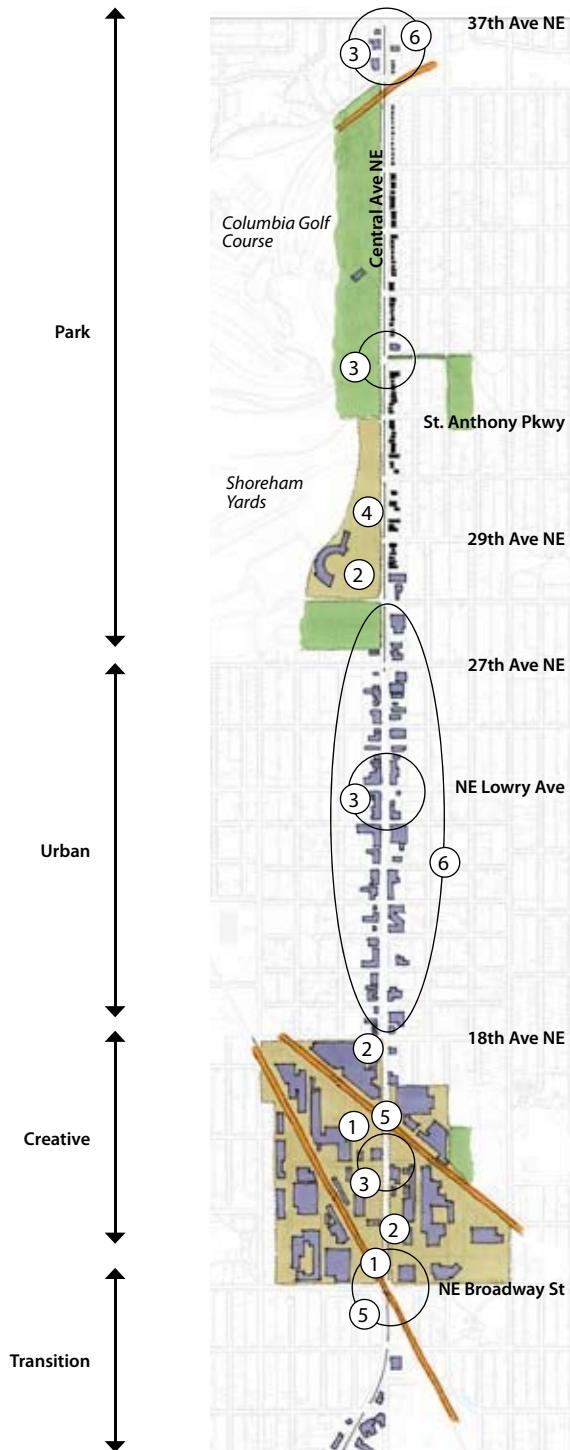
South of 18th Avenue NE, the corridor's image is in flux. Adjacent patterns are influenced by rail lines and industrial land uses that create grade changes, irregular block shapes, and an inconsistent image. The Plan recommends reinforcing the eclectic, authentic "creative" identity of this part of the corridor with public art, architectural expression, and experimental landscapes.

Corridor Image & Identity



Corridor Image & Identity (continued)

Strengthening Corridor Image & Identity



Public Art

Highly visible sites and locations along Central Avenue can be designed to reinforce the area's identity. Frontage near the Arts District Center, road rights-of-way, building yards, and intersection open spaces are ideal locations for public art and monuments.



Building Yards

Building yards along Central Avenue can be designed to enhance the area's visual character. Trees, fences, gardens, and sculpture are some additions that can improve and unify the corridor's appearance and contribute to a friendlier public realm.



Gateway Buildings

Buildings at major intersections along Central Avenue can be designed to create identifiable places. High quality buildings with strong architectural form can be gateways that anchor and create entrances to neighborhoods and districts.



Open Spaces

Open spaces along Central Avenue can be designed to enhance the area's access to usable public space. Existing parks and open spaces can anchor new connections and new development.



Railroad Bridges

Railroad bridges along Central Avenue can be treated as places and not just leftover spaces. Paint, sculpture, and other art forms are ways to increase the presence of the area's arts culture on Central Avenue.



Storefronts

Storefronts along Central Avenue can be designed to enhance the pedestrian experience. Large, unobstructed windows, clearly marked entries, and well-designed signage can create a more coherent and attractive corridor identity.

Art on the Avenue

Art on the Avenue

Leveraging the arts in Northeast is an important goal of this Plan. The arts can unify and distinguish different locations along the corridor. The Plan recommends developing the Central Avenue Art Trail, a two-mile outdoor art gallery that showcases Northeast and its artists. The art trail connects Columbia Golf Course, the edge of Shoreham Yards, the commercial core, and the Arts Wedge.

The art trail would be a partnership between property owners, sponsors, and the arts community, and would consist of both two-dimensional and three-dimensional art displayed on pedestals and frames throughout the corridor on both private and public property. The pedestals and frames could be purchased and sponsored by businesses, organizations, institutions, and individuals. The art on display would be from a local artist and available for sale. A percent of sale could go to the sponsor to assist them in the cost of the pedestal.

The Central Avenue Art Trail is just one unifying idea for the corridor. Art can and should be expressed along the corridor in other ways, too.

North

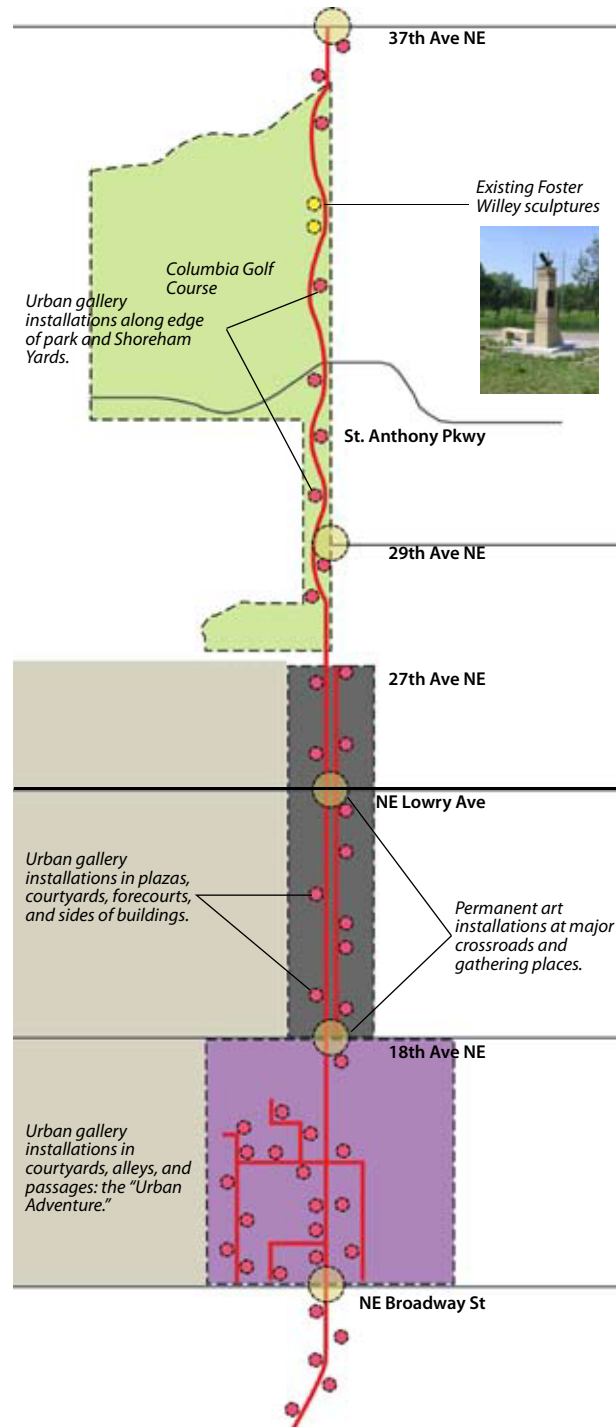
- Gateway at city limits

Central

- Events
- Kiosks and wayfinding
- Private and public signage
- Streetscape furnishings (bike racks, benches, etc)
- Theatre, galleries, music
- Sculpture in plazas and forecourts
- Murals
- Textures and patterns on buildings
- Live/work developments

South

- Arts Quarter
- Performance space, production studios, galleries
- Live work developments
- Enhanced gateway at Broadway Street
- Creative uses of remnant/irregular parcels
- Viaducts



Central Avenue Art Trail: A two-mile outdoor art gallery will unify the corridor around an arts theme.

Art on the Avenue (continued)

Central Avenue Art Trail



- Spotlights
- Painting on display and for sale (protected by UV glass)
- Sponsor's name on frame
- Artist's name, medium, title, and statement



- Sculpture on display and for sale
- Cultural patterns representing the sponsor
- Spotlights
- Artist's name, medium, title, and statement
- Sponsor's name on base

Art Trail Pedestals & Frames



- Illuminated directory
- Map of the Avenue and Sub-District (you are here)
- Event information or advertising
- Central Avenue Sub-District logo

Signage System

Access

Transit

Access Minneapolis (the City’s 10-Year Transportation Action Plan), designates Central Avenue as a “definite” component of the City’s Primary Transit Network (PTN). Lowry Avenue is designated as a “recommended” component. The PTN is a permanent network of all-day transit service—regardless of mode or agency—that operates at least every 15 minutes for at least 18 hours a day, seven days a week. The PTN’s value and success relies on a three-way interdependence among density, service quality, and ridership.

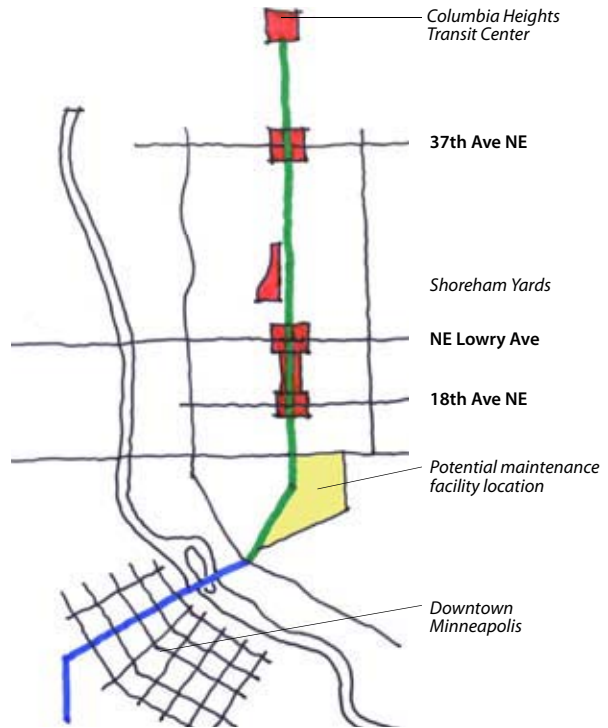
This Plan promotes greater employment and household density along Central Avenue, particularly at 29th Avenue NE, NE Lowry Avenue, and 18th Avenue NE. In addition, the Plan encourages greater housing density between 29th Avenue NE and NE Broadway Street, as well as along Polk and Jackson Streets NE.

The Plan encourages improved waiting facilities by proposing curb extensions and building setbacks that create room for new transit shelters. In addition, the Plan encourages bicycle access to destinations along the Avenue and an improved pedestrian environment.

Streetcars



Transit Improvements: The Plan encourages improved pedestrian and bicycle connections to new and future transit lines.



Streetcar Opportunities: Central Avenue is a good candidate for streetcars. There is ample right-of-way, available space for a maintenance facility, continuity with downtown lines, and potential for high ridership generated by Shoreham Yards and other transit-oriented areas.

Streetcars are different from Light Rail Transit in that they operate in mixed traffic, are only one or two cars long, and generally have more frequent stops than LRT. Central Avenue was one of approximately seven (potential) streetcar lines identified outside of downtown. The Access Minneapolis Plan identified the following screening criteria for evaluating the lines:

- Transit Supportive Land Uses
- Economic Development Potential
- Transit Operations
- Cost Effectiveness

The feasibility report conducted as a part of Access Minneapolis ranks Central Avenue in the bottom half of the seven identified lines. The shortcomings of the Central Avenue line were identified primarily as the lack of transit supportive land uses and economic

Access (continued)

development potential. This Plan seeks to reverse these marks by recommending robust changes to land use and development intensity between 18th Avenue NE and 29th Avenue NE, greater housing density on Jackson and Polk Streets NE, a major redevelopment (potentially 2000 employees) at Shoreham Yards, and the redeveloped Arts Wedge with studios, galleries, performing spaces, and live-work spaces. Additional factors that work in Central Avenue's favor include:

- **Connectivity and continuity benefits.** A Central Avenue line can connect to or extend what is likely to be Downtown's first streetcar line (Loring Park to East Hennepin).
- **Ample right-of-way.** An 80-foot right-of-way is required; Central Avenue has a 100-foot right-of-way.
- **Opportunity for maintenance facility.** Locating a maintenance facility is an important factor and a difficult one to fulfill in an urban setting. With ample industrial property east of Central and South of Broadway, a maintenance facility that is adequately buffered from neighborhoods could be built.

Bicycles

Relative to other areas, the bicycle network throughout Northeast is incomplete. The only significant piece of a connected bicycle network is the trail system through Columbia Golf Course and Park, and along St. Anthony Parkway. Access Minneapolis has identified several gaps in the system; this Plan looks to Access Minneapolis and proposes several alternatives for completing these gaps. The 18th Avenue NE trail is one gap that is already planned and funded.

The Plan addresses two primary types of bike connections: connections through Northeast and connections to important places in the study area. The Plan assumes that with good infrastructure, bicycles can be a viable alternative to motorized vehicles for almost all types of trips, including recreational, commuting, small delivery, and daily errands and tasks.

This requires a dense and complete network of streets,

trails, and paths. The Plan therefore recommends multiple north-south and east-west connections across Northeast and the study area. The Plan proposes bike lanes on Central Avenue, but recognizes that Central Avenue may not be a comfortable place to ride for all. Additional north-south routes are defined along Fillmore Avenue NE and Monroe Avenue NE as "neighborhood-to-neighborhood" or "park-to-park" connections.

Storage and locking facilities are also important bicycle infrastructure elements. The Plan recommends installing bicycle racks along the sidewalk, especially in new developments. Centralized bicycle parking facilities, such as bicycle corrals, are recommended at the 29th Avenue NE, 22nd Avenue NE, and 18th Avenue NE. Centralized parking allows individuals to park bicycles once and walk to multiple locations.



Bicycle Recommendations: New bicycle connections, a better bicycle network, and storage and locking facilities are some of the recommendations for accommodating bicycles in the study area.

Access (continued)



Bicycle Plan: The Plan identifies several cross Northeast connections, as well as an option for bike lanes on Central Avenue.



Centralized Bike Parking: There are opportunities to provide centralized bicycle parking, or “bike corrals,” at or near the transit stops along Central Avenue.



Section AA: Proposed arrangement of bike and auto lanes on Central Avenue, between 27th Avenue NE and 18th Avenue NE.



Section BB: Proposed arrangement of bike and auto lanes on Central Avenue, between 7th Street SE and 18th Avenue NE.

Corridor Recommendations

Segments of the Corridor

The corridor is made of areas with different characteristics, so the recommendations are structured to respond to each area's different needs. The "park" area is called the North Segment, the "urban" area is called the Central Segment, and the "creative" and "transition" areas are called the South Segment.

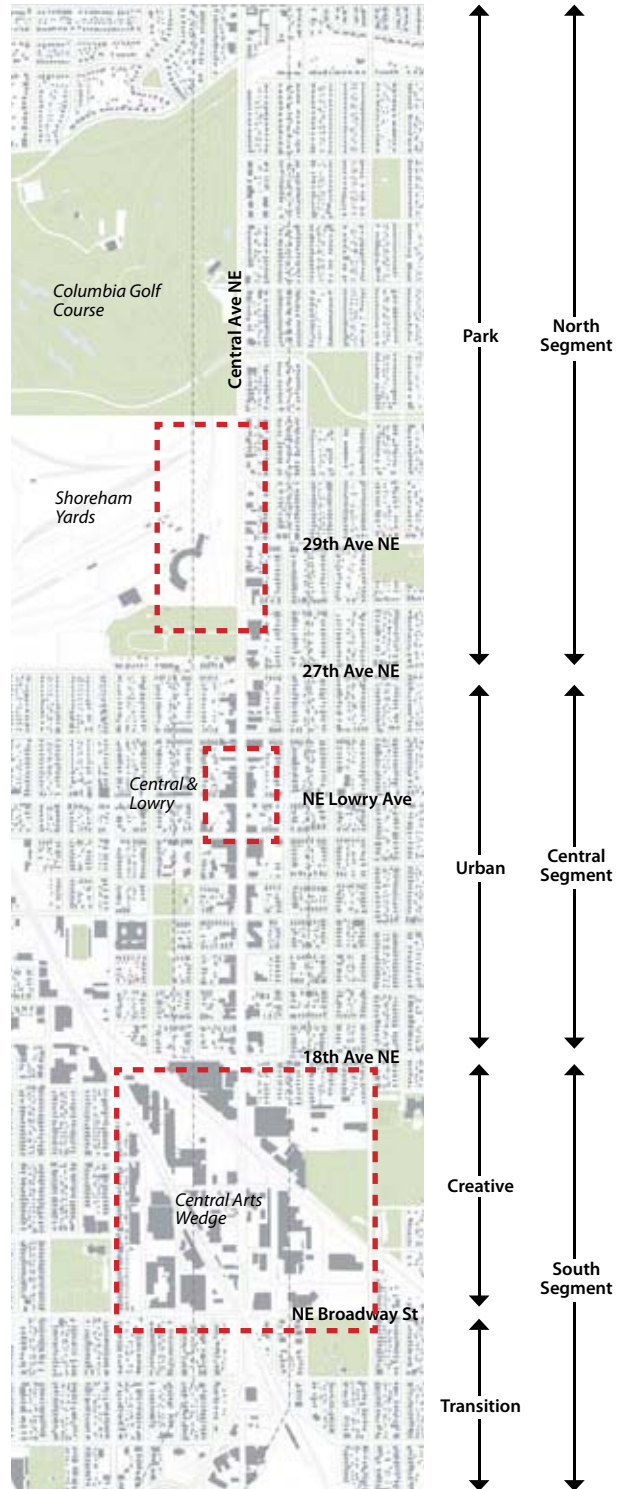
Urban Elements

Urban areas can be separated into three components: Built Form, Open Space and Access. Built form consists of buildings, land uses, development intensity, and other three dimensional elements of the urban landscape. Open space consists of parks, plazas, sidewalks, and other public spaces. Access consists of the infrastructure that facilitates the way people and goods move about the city. Streets, sidewalks, transit, and bicycle infrastructure are all part of this connective tissue. Recommendations for built form, open space, and access should be used by investors, city staff, neighborhoods, developers, business owners, and property owners as they seek direction for implementing the Plan incrementally.

Transformative Sites

The Plan identifies three transformative projects along the corridor: Shoreham Yards, the Central and Lowry Activity Center, and the Central Avenue Arts Quarter. Why?

- **Change in Character:** The Plan guides development that reinforces existing patterns along the corridor, but recommends change in character in these three areas.
- **Scale of Redevelopment:** The three transformative areas are large, a rare redevelopment opportunity in an urban setting. Most urban redevelopment sites are a portion of a block or a single property. Each of these redevelopment opportunities includes multiple blocks.
- **Potential to Transform:** Because each of the three transformative areas are large and represent significant investment, each has the ability to catalyze surrounding investments. In particular, the three projects can encourage neighborhood investments as well as additional corridor investments.





5a. North Segment

The North Segment of Central Avenue (27th Avenue NE to 37th Avenue NE) is relatively stable, comprised mostly of neighborhood housing in a park-like environment adjacent to Columbia Golf Course. The eventual redevelopment of the Central Avenue frontage of Shoreham Yards is a once-in-a-generation opportunity to reconnect with Northeast's history by reclaiming the roundhouse, extending a green corridor southwards from Columbia Golf Course to 27th Avenue NE, and most important, reinvigorating the community with well-paying jobs.

Setting

Between the city limits at 37th Avenue NE and 31st Avenue NE, Central Avenue has and should continue to have a significantly different character than the rest of the Avenue. Bound on the west by Shoreham Yards and Columbia Golf Course, the Avenue has been a one-sided street. The east side is generally defined by transitional retail uses from 31st Avenue NE to 27th Avenue NE and residential uses north of 31st Avenue NE to 36th Avenue NE. The residential uses range from single family homes to medium-scale apartment buildings.



Setting: This north segment of Central Avenue is characterized by a rise in topography offering views of downtown, the lush green edge of Columbia Golf Course, and houses set back from the street with yards and landscaping. The prevailing land use is residential, with scattered commercial uses south of 29th Avenue NE and north of 36th Avenue NE.



Built Form and Land Use

Land Use and Development Intensity

The northern-most block of this segment is an extension of the Columbia Heights commercial area. Properties are primarily auto-oriented businesses in a suburban format. As the region grows, this block should evolve into a pedestrian-friendly area with convenience retail. Pedestrian-friendly designs include wide, well maintained sidewalks, few curb cuts, buildings with human scaled features and frequent doors and windows, parking on the rear or side of buildings (not in front), and uses and activities that people prefer to walk to.

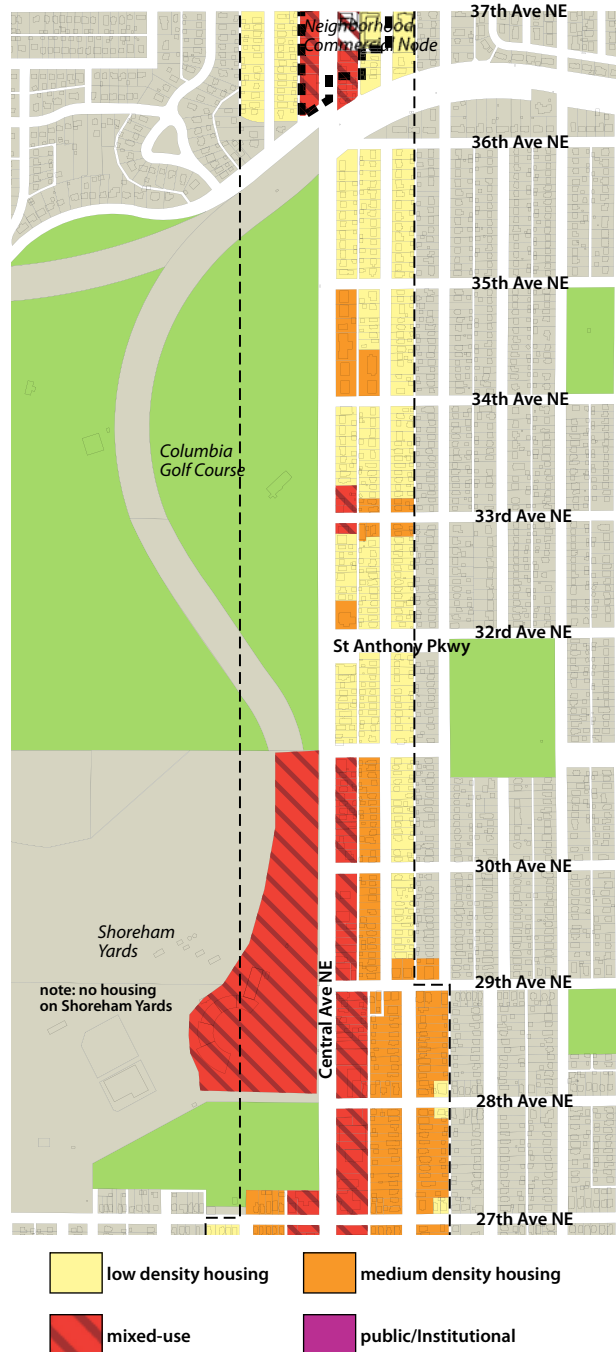
Recommendations:

Between 36th Avenue NE and 37th Avenue NE:

- Designate 37th Avenue NE and Central Avenue as a Neighborhood Commercial Node.
- Encourage urban-oriented building types like townhouses, small apartments, and mixed-use buildings.
- Require new buildings to have urban-oriented frontages such as storefronts, stoops, courtyards, or narrow porch yards.
- Improve surface parking lots with additional trees, stormwater management, and low hedges or walls along the edge of the sidewalk.



Precedents: Redevelopment should be incremental, on a lot-by-lot scale. New construction should be domestic and contextual, containing sloped roofs, dormers, a modulated facade with regular pattern of windows, bays, and balconies.



Land Use: The north segment of Central Avenue should remain almost exclusively residential north of 31st Avenue NE.

Built Form (continued)

It can be assumed that within a few years the housing market will stabilize and become strong again. It is therefore reasonable to assume that this portion of Central Avenue will once again attract development and remain a desirable residential address. In particular, sites along the corridor north of St. Anthony Parkway, where the elevation rises and properties can capture views of downtown, will be desirable to investors for new residential development.

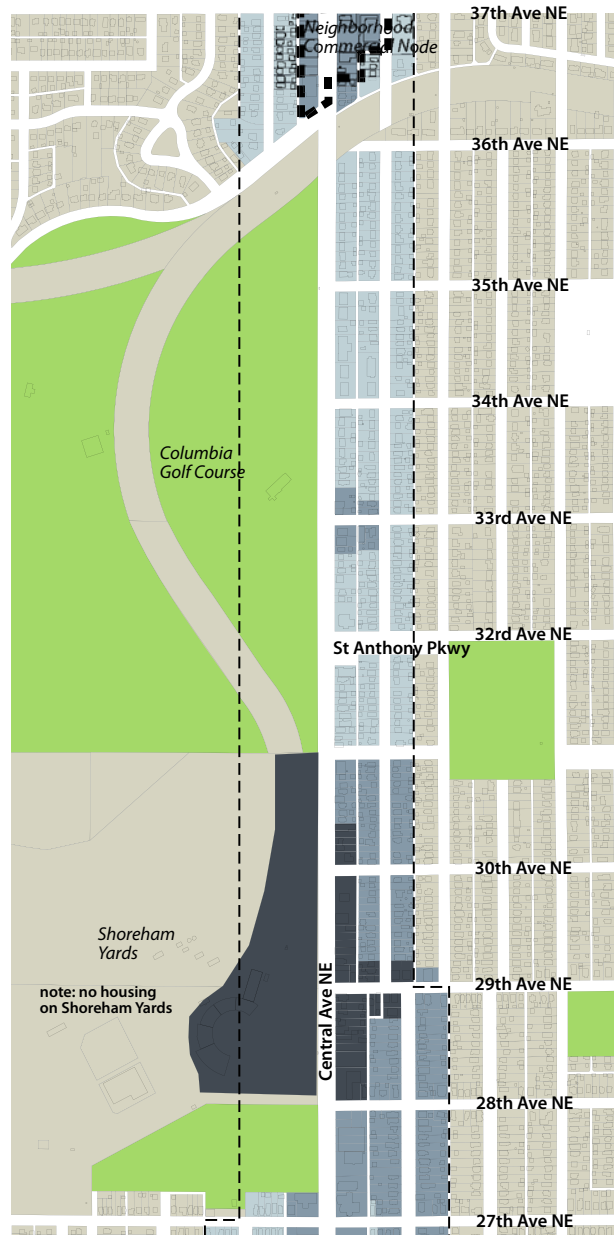
Columbia Golf Course is an asset that can be further leveraged in the future. With the completion of the Grand Rounds, St. Anthony Parkway will grow as a regional destination for recreation. There is an opportunity to leverage this asset into economic development by providing related amenities such as a restaurant, bike rental, and bike repair shop.

Recommendations:

Between 31st Avenue NE and 36th Avenue NE:

- Maintain the residential character of Central Avenue
- Set buildings back to create generous front yards in keeping with the prevailing patterns of homes along this stretch of the Avenue. Occasional corner buildings are exceptions.
- Encourage primarily low- and medium-density residential uses and neighborhood building types such as single family homes, small apartments, and live/work units, on the east side of Central Avenue between 31st Avenue NE and 36th Avenue NE.
- Domestic and residential features such as sloped roofs, balconies, porches, dormers, front yards, gardens, and patios are encouraged in residential buildings.

Development Intensity: Most of the north segment of Central Avenue will remain neighborhood-oriented. The Central Avenue properties at 29th Avenue NE should be transit-oriented.



- neighborhood-oriented (detached homes, townhouses, small mercantile buildings; max 35') (approx. 2-3 floors).
- urban-oriented (townhouses, small apartments, live/work, mixed-use buildings; max 56') (approx. 4-5 floors).
- transit-oriented (mixed-use buildings, live/work, lofts, parking; max 84') (approx. 6-8 floors). Note: no housing on Shoreham Yards

Built Form (continued)

- Explore possibility of locating a trail head, bike rental, bike repair, or restaurant in or adjacent to the Columbia Golf Course club house.
- Consider locating a private restaurant in the Columbia Manor club house (or general area) to create a destination and gathering space similar to Tin Fish at Lake Calhoun or Sea Salt at Minnehaha Park. Such a destination could be developed in conjunction with a trail head or bike rental/repair facility and the completion of the Grand Rounds.

The commercial core of Central Avenue extends to 29th Avenue NE, is one of the few streets that connects to Johnson Street. The Audubon neighborhood recognizes the importance of this street and has developed and adopted a streetscape plan which was submitted to CLIC in February 2008. This Plan supports these efforts and encourages the intersection at 29th Avenue NE and Central Avenue to develop as a minor transit node, as it will someday connect to Shoreham Yards.






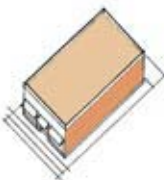












Recommendations:

Between 27th Ave NE and 31st Ave NE:

- Extend the Commercial Corridor Designation from 29th Ave NE to 31st Ave NE.
- Create a concentration of commercial uses at 29th Ave NE
- Mark the intersection at 29th Avenue NE with relatively intense development and create a gateway to Shoreham Yards as well as to the neighborhood.
- Encourage mixed use developments with housing (except for on Shoreham Yards) above active ground floor uses on the east side of Central Avenue between 27th Avenue NE and 31st Avenue NE.

Built Form (continued)

Building Types

					
<p>detached</p> <ul style="list-style-type: none"> • Locate primarily between 34th Avenue NE and 36th Avenue NE; and on Polk Street NE. 	<p>townhouse</p> <ul style="list-style-type: none"> • Locate on either Central Avenue or Polk Street NE, or Jackson Street NE 	<p>live/work</p> <ul style="list-style-type: none"> • Locate on either Central Avenue or Polk Street NE, or Jackson Street NE 	<p>small apartment</p> <ul style="list-style-type: none"> • Locate on either Central Avenue or Tyler Street NE. 	<p>courtyard apartment</p> <ul style="list-style-type: none"> • Locate on either Central Avenue or Polk Street NE, or Jackson Street NE 	<p>mercantile mixed-use</p> <ul style="list-style-type: none"> • Locate at 29th Avenue NE.
					
<p>large plate mixed-use</p> <ul style="list-style-type: none"> • Locate on Central Avenue at 29th Avenue NE and 37th Avenue NE. 	<p>loft/studio</p> <ul style="list-style-type: none"> • Locate on either Central Avenue or Polk Street NE, or Jackson Street NE 	<p>office/lab</p> <ul style="list-style-type: none"> • Locate in Shoreham Yards only. 	<p>industrial warehouse</p> <ul style="list-style-type: none"> • Locate in Shoreham Yards only. 	<p>podium & tower</p>	<p>parking building</p> <ul style="list-style-type: none"> • Locate in Shoreham Yards only.
					
<p>Townhouse</p>	<p>Small Apartment</p>	<p>Office/Lab</p>			
					
<p>Office/Lab</p>	<p>Mercantile Mixed-Use</p>	<p>Parking Building</p>			

Open Space

Open Space

This segment of the corridor is home to one of the city's largest parks, Columbia Park and Columbia Golf Course, and many small neighborhood parks.

The most significant upcoming change to the open space system along the corridor is the completion of the Grand Rounds Missing Link: a three mile gap in the Minneapolis Grand Rounds Scenic Byway System, located between St. Anthony Parkway and River Road. Currently, the Minneapolis Park Board is investigating multiple options for completion of the Grand Rounds. None of the alignments directly affect Central Avenue; however, upon completion, the entire Grand Rounds system in Northeast will become a more popular destination. St. Anthony Parkway is a major component and will become a more desirable address. The intersection with Central Avenue will likely become a more active and busier location on Central Avenue as a result.

Recommendations:

- Explore possibilities of developing a Grand Rounds trail head at St Anthony Parkway. A trail head can include a kiosk and a small amount of parking or it can include bike rental, restaurant, and other services for recreation. The club house at Columbia Golf Course should be considered for development into a restaurant, similar to Tin Fish at Lake Calhoun or Sea Salt at Minnehaha Park. It should be noted that zoning change and City approval would be required.

Art on the Avenue

In conjunction with the reconstruction and the installation of the boulevard on Central Avenue, two sculptures were commissioned and located on the west side of the avenue along the bike/pedestrian path at 33rd Street N.. These installations, by Foster Willey, consist of a bronze sculpture set atop a stone pedestal. Benches, a small plaza, and landscaping, surround them and they are connected to the bike/pedestrian trail.

Recommendations:

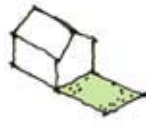
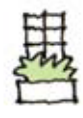

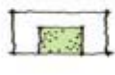


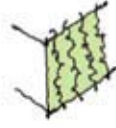



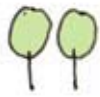
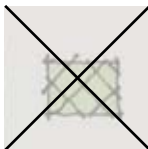


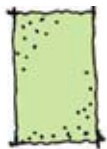

- Build from the existing resources of the park and the arts community to create the Central Avenue Art Trail. The Art Trail would be a two-mile long outdoor urban gallery highlighting Northeast artists. (See previous section for details.)



Central Avenue Art Trail: The Central Avenue Art Trail will connect, unify, and distinguish Central Avenue. It will extend the green edge of Columbia Golf Course south to St. Anthony Cemetery and the commercial core.

Open Space (continued)

Open Space Types

							
front yard	window box	balcony	forecourt	green roof	courtyard	green wall	work yard
<ul style="list-style-type: none"> • Locate on Central Avenue north of 30th Avenue NE. 	<ul style="list-style-type: none"> • Locate throughout. 	<ul style="list-style-type: none"> • Locate at 29th Avenue NE node and in multi-family units. 		<ul style="list-style-type: none"> • Locate in Shoreham Yards. 	<ul style="list-style-type: none"> • Locate between 29th Avenue NE and 36th Avenue NE and in Shoreham Yards. 	<ul style="list-style-type: none"> • Locate in Shoreham Yards. 	
							
passage	plaza	street trees	square	promenade	field	park	trail
	<ul style="list-style-type: none"> • Locate at 37th Avenue NE and 29th Avenue NE nodes. 	<ul style="list-style-type: none"> • Locate throughout. 		<ul style="list-style-type: none"> • Locate along Central Avenue frontage at Shoreham Yards. 		<ul style="list-style-type: none"> • Located at Columbia Park and Golf Course. 	<ul style="list-style-type: none"> • Locate along Central Avenue as Art Trail.



Front Yard



Window Box



Green Roof



Green Wall



Courtyard



Park

Access

Pedestrians & Bicycles

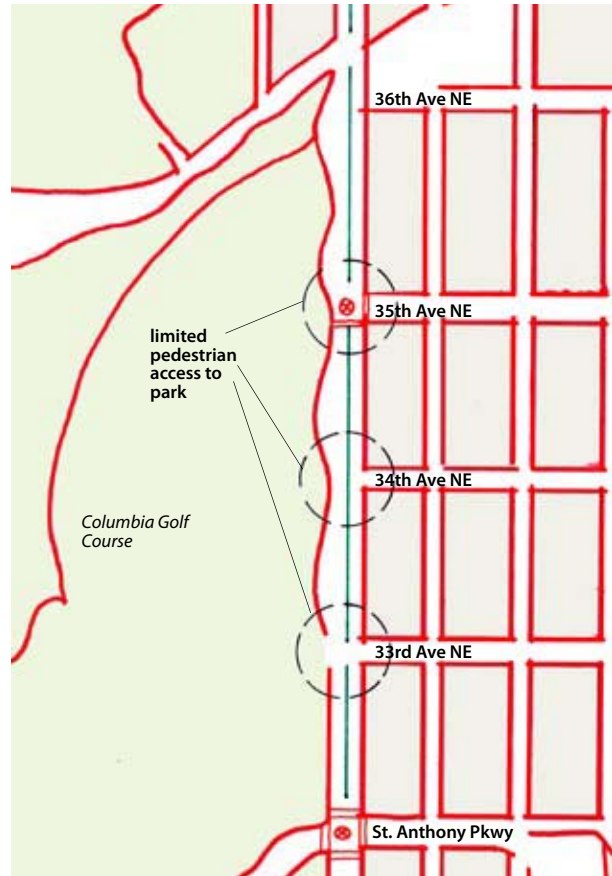
The only issue identified throughout the process for this area was difficult trail access along Columbia Golf Course between 33rd Avenue NE and 34th Avenue NE. The new median has eliminated pedestrian crossings at these two locations and requires pedestrians to walk to St. Anthony Parkway or 35th Avenue NE to cross Central Avenue to access park walking trails. Whereas this is only a one or two block diversion, the neighborhood has a sizable elderly population for whom this is significant.

Recommendations:

- Investigate options to improve access to the park with more clearly striped crosswalks, additional traffic signals, etc.



Central Avenue Boulevard: Central Avenue was rebuilt a few years ago as a boulevard street. The result is a more aesthetically pleasing street with smoother traffic flow. However, the lack of traffic signals and median breaks renders it difficult to access trails at Columbia Golf Course from across Central Avenue.



Existing

Proposed

Walking to Columbia Golf Course Trails: The Plan proposes simple modifications to the road and the median to improve pedestrian access to the trails.

Transformative Project: Shoreham Yards (Central Avenue Frontage)

Setting

The Central Avenue frontage of Shoreham Yards has the potential to transform Central Avenue. The site is currently in environmental remediation and will likely be available for development within five years. The site offers many qualities that set it apart from other redevelopment opportunities in the city. It is large (18 acres), under single ownership, adjacent to a large and educated workforce, within a few miles of downtown, on Minneapolis's Primary Transit Network, has excellent exposure, and adjacent to rail lines and an intermodal facility. In addition, the site houses the Shoreham Roundhouse, built between 1883 and 1919 and designated by the City as an historic landmark. The roundhouse is a unique building that represents an important legacy and piece of Northeast's history. It is in disrepair and would require significant investments to bring it back to economic life.



Size Comparison: The Shoreham Yards Site is 18 acres. A site this large is rare in an urban location. The images above compare the Shoreham Yards site to other recognizable sites in the region.

Setting: The 18-acre site is located along Central Avenue and contains a roundhouse.

Shoreham Yards (continued)

The Concept

The Plan recommends redeveloping the Central Avenue frontage of Shoreham Yards with a focus on living wage jobs and employment opportunities. Due to the contamination of the site, housing is not a viable option. As stated earlier in this Plan, Northeast is proud of its history as a strong regional employment base. Shoreham Yards once employed thousands of people, now it directly employs less than 100, although it still serves an important role in the area's economy as an import/export facility and contributes to many other employment activities. Redevelopment of this portion of Shoreham Yards could bring back a substantial number of jobs to Northeast.

This Plan offers four primary guidelines for the eventual redevelopment of the property. These guidelines reflect input from the community regarding desired attributes of the redevelopment, rather than a specific development plan for the site. Future study (a detailed Master Development Plan) will provide more direction as the desired elements of the redevelopment

Recommendations:

- Create living wage jobs
- Create a green edge. Connect Columbia Golf Course and St. Anthony Cemetery by extending the trail system.
- Celebrate the roundhouse with significant publicly accessible open space.
- Extend neighborhood streets into the site to create development blocks for substantial large-scale employment opportunities.



Shoreham Yards Redevelopment: of the 18-acre site should highlight the roundhouse, create a green edge connecting Columbia Golf Course to St. Anthony Cemetery, extend the city grid into the site and contain medium-density employment opportunities.



Shoreham Yards (continued)

Living Wage Jobs

An important guideline for future redevelopment of the Central Avenue frontage of Shoreham Yards is that it provide a substantial amount of living-wage jobs. Previous plans and proposals included big box retail and traditional industrial redevelopments. While these uses provide employment opportunities, they tend to be either low paying or relatively few jobs per acre.

Living wage jobs are defined by the City of Minneapolis Living Wage Ordinance, and in accordance with citywide goal for job creation.

In order to achieve this goal of substantial living wage jobs, the Plan recommends developing the area with multi-story buildings that become home to a medical complex, a high-tech or other creative industry, clean research industry, or other similar employment.

Redevelopment containing substantial living wage jobs will contribute significantly to the overall vision of the Avenue. Such a redevelopment could provide upwards of 1500-2000 jobs. This will boost the area's daytime population and will bring a new customer base to the commercial area south of Shoreham Yards. The substantial increase in daytime population will allow restaurants and eating establishments to balance their service between dinner and lunch and allow retail establishments to balance their businesses between weekdays and weekends.



Employment Opportunities: The Plan recommends promoting the site as a potential medical campus, corporate headquarters, or research/tech park. Buildings should be sufficiently dense and multi-story.



Central Avenue Elevation: Development at Shoreham Yards should be relatively dense and contain office/lab/institutional uses. Buildings should be set behind a linear park that could be part of the Art Trail.

Shoreham Yards (continued)

A Green Edge

The Plan recommends extending the green edge of Columbia Golf Course south to connect to St. Anthony Cemetery. This green edge can be designed as a narrow bosque (formal arrangement of trees) within which the Central Avenue Art Trail can be woven. This design feature will help reinforce the park-like character of Central Avenue throughout the north segment.

The green edge will become the foreground, and frontage to the Shoreham Yards development. The exact extent and design of the green edge will be determined through future study and consideration of development alternatives. New multi-story buildings should be sited behind the bosque. The Plan anticipates and promotes robust development on the site with multi-story buildings that are taller than buildings on the east side of Central Avenue. The green edge and setback will mitigate the impact of their height while providing an amenity for the development and the community.



Central Avenue Frontage: The green edge can be designed as a narrow bosque (formal arrangement of trees), providing a foreground to the multi-story buildings that will be set behind it.



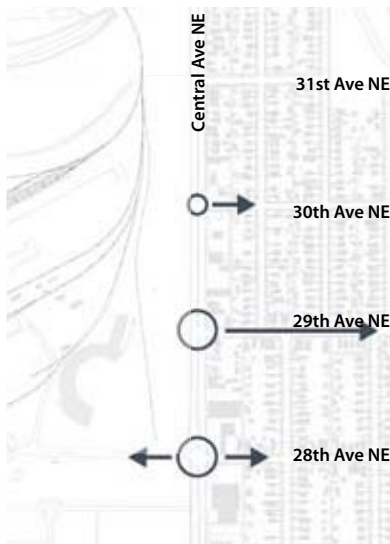
Section AA: Redevelopment of Shoreham Yards should extend the green edge of Columbia Golf Course to St. Anthony Cemetery. The green edge can become an important piece of the Central Avenue Art Trail.

Shoreham Yards (continued)

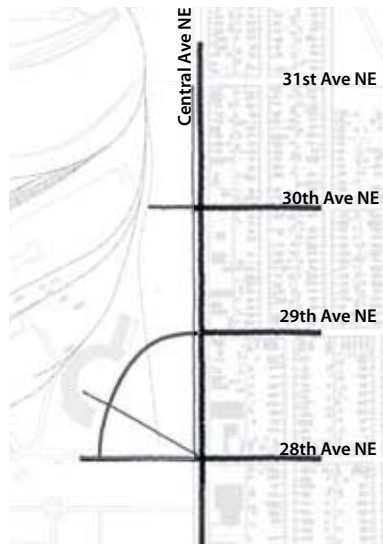
Extending the Grid into the Site

The Plan recommends that any redevelopment scenario extend the city grid into the Shoreham Yards site to set up a pattern of streets and blocks that can be redeveloped. Extending the block pattern into the site will establish regular and rational access patterns into Shoreham Yards. The regular access points will subdivide the large site into four developable blocks that can be occupied by a single large user or multiple users.

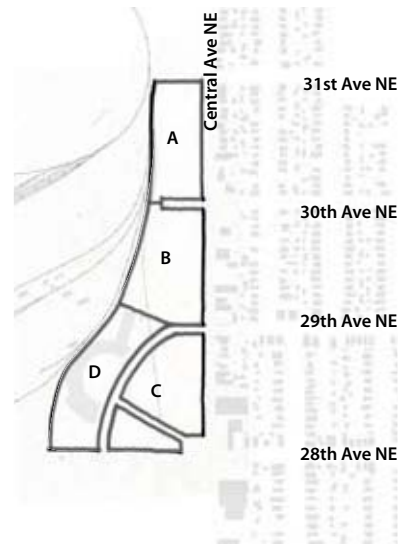
The actual placement of the road connections will depend on the final site plan design, and will require coordination with MNDOT regarding connections to Central Avenue



Establish Access



Extend the Grid



Create Developable Blocks

Development Possibility on Shoreham Yards

Block	Block Size Acres	Bldg. SF	Employees
Block A	+/- 2.0	+/- 90,000	+/- 360
Block B	+/- 4.5	+/- 175,000	+/- 700
Block C	+/- 5.0	+/- 200,000	+/- 800
Block D	+/- 3.5	+/- 30,000	+/- 120
Total	+/- 14.0	+/- 500,000	+/-1980

Shoreham Yards (continued)

The Roundhouse

The roundhouse is an important architectural asset. Strong efforts should be made to leverage it and to incorporate it into any redevelopment plan. Ideally, the entire roundhouse would be restored and transformed into a public or publicly accessible building. It should front onto a park or otherwise well formed open space that connects it to Central Avenue. Concurrent with this Plan, the City is working on a reuse study for the roundhouse. This reuse study examines the structural integrity of the building, considers the feasibility of reuse and rehabilitation and provides more detailed recommendations for its reuse. The reuse of the structure may be impacted by logistical or financial considerations.



The Roundhouse: Ideally, the entire roundhouse would be restored and transformed into a public or publicly accessible building.



Open Space: The space in front of the roundhouse should be visible from Central Avenue and framed by new buildings.



5b. Central Segment

The Central Segment of the Avenue is the historic commercial strip. The area between 18th Avenue NE and 27th Avenue NE suffers from high retail turnover, incompatible uses, underperforming buildings and properties, and a lack of physical identity. By concentrating regional destinations and intense urban redevelopments at two locations (18th Avenue NE and NE Lowry Avenue), providing housing opportunities on the Avenue, and creating a series of small urban gathering spaces, the Avenue can once again be a vibrant mixed-use street alive with a range of businesses that serve all of Northeast and a series of niche markets attracting customers from around the region.

Setting

The Central Segment extends from 18th Avenue NE to 27th Avenue NE. This area has long been Northeast's constantly evolving commercial core. Once a full service retail corridor serving the immediate Northeast community, the area has fully transformed into a niche-serving mixed-use district. In addition to the well-known ethnic restaurants, there are small and medium offices, grocery stores and markets, service retail establishments, an assortment of retail offerings, and other businesses and public institutions up and down the Avenue.

The Making Central Avenue Great Plan resulted in several public improvements that established the groundwork for a range of investments. Coordinated



Setting: The Central Segment of the Avenue is a mixed-use strip commercial area.



Location Map

Setting (continued)

parking areas, new streetscape, and banners contributed to an important stage of growth for Central Avenue. Private investments and public/private partnerships responded to public improvements. Most recent private new investments have been well received. The new mixed-use projects have established an urban scale on the street, setting the tone and precedent for new investments. Various tenant and building improvements up and down the Avenue have also been well received as they typically represent a success story of a small scale entrepreneur.

To some, this portion of Central Avenue is thriving. Select businesses do quite well. Some ethnic markets and restaurants along the Avenue are known throughout the region and have a strong customer base. Many serve as informal social centers for ethnic communities. Other businesses that do well on the Avenue tend to cater to the local market of Northeast. Walgreens, Silver Angel Thrift Shop, and the banks, for example, serve a customer base beyond those living within walking distance.

To others, the Avenue is struggling. Turnover is high. Since 2000 nearly 50 percent of the businesses have left the Avenue. The relatively low rents attract new and aspiring entrepreneurs. Some succeed, but many do not, creating retail turnover. Surveys indicate that many Northeasters do not use the Avenue; with the exception of Walgreens, Eastside Food Co-op, Holy Land and the banks, many Northeasters simply do not regularly use the Avenue. In the eyes of many who travel Central Avenue but do not use the businesses, the Avenue is uncomfortable and unattractive. Many buildings are in need of repair. Some buildings are blighted, past their economic life, and clearly unsuited for the Avenue. Others are in need of simple cosmetic or signage improvements.

Many stakeholders cite Jackson Street NE and Polk Street NE as more or equally problematic than Central Avenue. Some blocks on these streets are hot spots for crime, containing run down houses, vacant properties, and properties in disrepair. The causes of this pattern are complex and multi-faceted. The result, however, is a poor relationship between the neighborhoods and the commercial area: a dysfunctional and poorly defined seam between the neighborhoods and Central Avenue.

Regardless of one's opinion of the current state of Central Avenue, there is agreement that the Central Segment of the Avenue can be improved and that it is not to living up to its potential. Stakeholders expect Central Avenue to:

- Be Northeast's downtown.
- Serve all Northeasters, but also draw customers from around the City and the region.
- Be a mixed-use street that one can comfortably walk down one side and back the other throughout the day and into the evening.
- Be a place where small entrepreneurs can succeed.
- Be a place where local, regional, and national retailers can coexist.
- Be a place where one can complete many of their daily activities of life by walking from one store or establishment to the next.
- Be a place that is pedestrian friendly, compact, appropriately dense, environmentally sensitive, and supportive of transit.
- Be a place for Northeasters to linger, pass time, meet friends and family, stroll, and people watch.

Built Form and Land Use

Land Use and Development Intensity

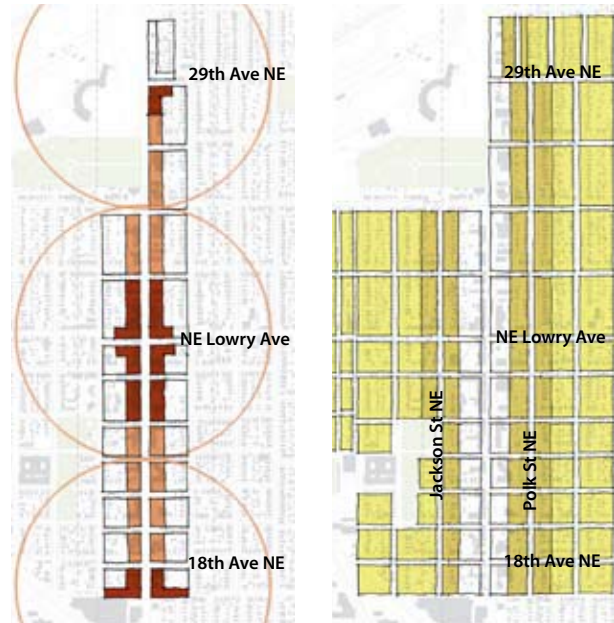
The Central Segment of the Avenue is Northeast's downtown. The Avenue suffers from under performing buildings and properties, a lack of physical identity, a degraded edge in Polk and Jackson Streets NE and a business mix that creates little synergy.

This Plan recommends the Central Segment of the Avenue to re-establish itself in Northeast as a vibrant mixed-use Avenue, and for Jackson and Polk Streets NE to be strong residential streets. Over time, Central Avenue should improve both its physical setting and its commercial/retail/entertainment offerings such that is a walkable, pleasant, pedestrian-oriented street lined with active uses at the sidewalk. Jackson and Polk Streets NE should be repaired with new market rate housing and renovated homes.

The commitments to realize these changes will come from a range of investors, large and small. A steady diet of incremental investments will keep the Avenue unique, local, niche, and authentic. The Plan strongly encourages investments from shopkeepers and building owners alike. Shopkeepers are encouraged to improve signage and window displays and to seek assistance in marketing their business to a wider cross section of the population. Building owners are encouraged to invest in their buildings and their properties, and to make the necessary improvements that will bring new economic life to the Avenue.

The plan also anticipates more significant redevelopment efforts where property assembly and acquisition will take place. Such projects will likely result in an intensified block – one with below grade parking and multi-story buildings. Redevelopment of this scale should not be discouraged; however, it must be balanced with the small and more incremental investments.

Larger redevelopment projects should contribute to the Avenue by being contextual. That is, they should be designed as pieces of the fabric, not as objects that stand apart from the prevailing patterns. Both Monroe Village and the Central Avenue Lofts projects are good examples of how to intensify a block while designing buildings that respond to their context.



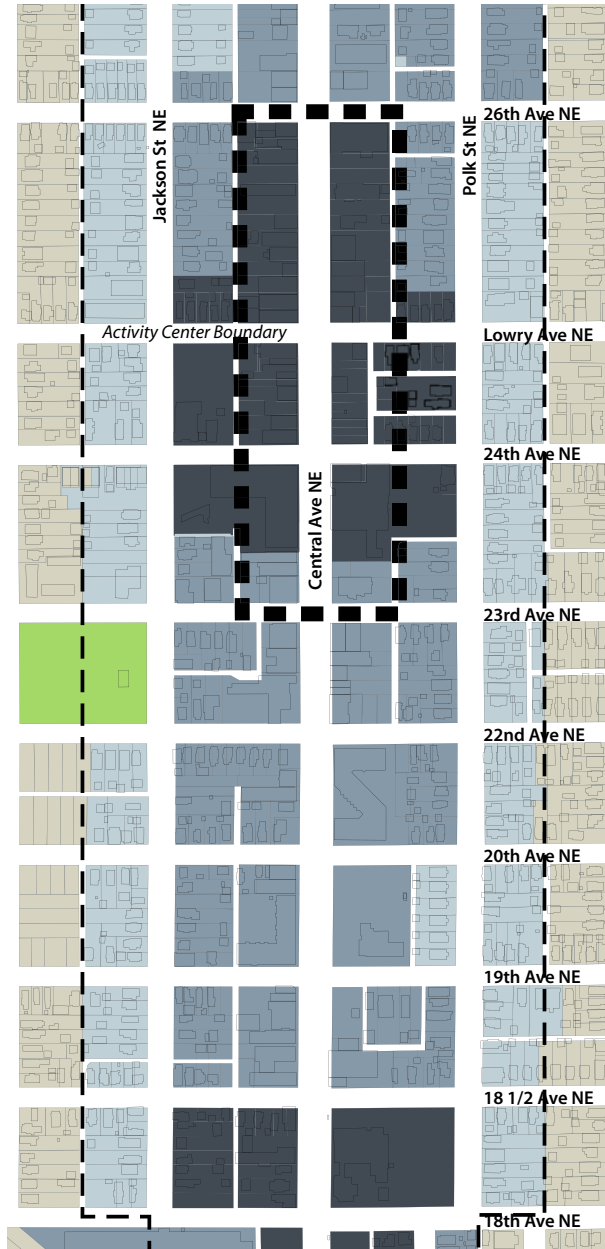
A Strong Commercial Corridor (left) and Strengthened Neighborhood Edges (right)

The Land Use Plan is based on two premises. First, the definition between and transition from the neighborhoods to the Avenue must be clear, predictable, and deliberate. Second, the corridor should serve a range of markets and provide a range of experiences. There should be places where more intense development and regional attractions are concentrated.

Recommendations:

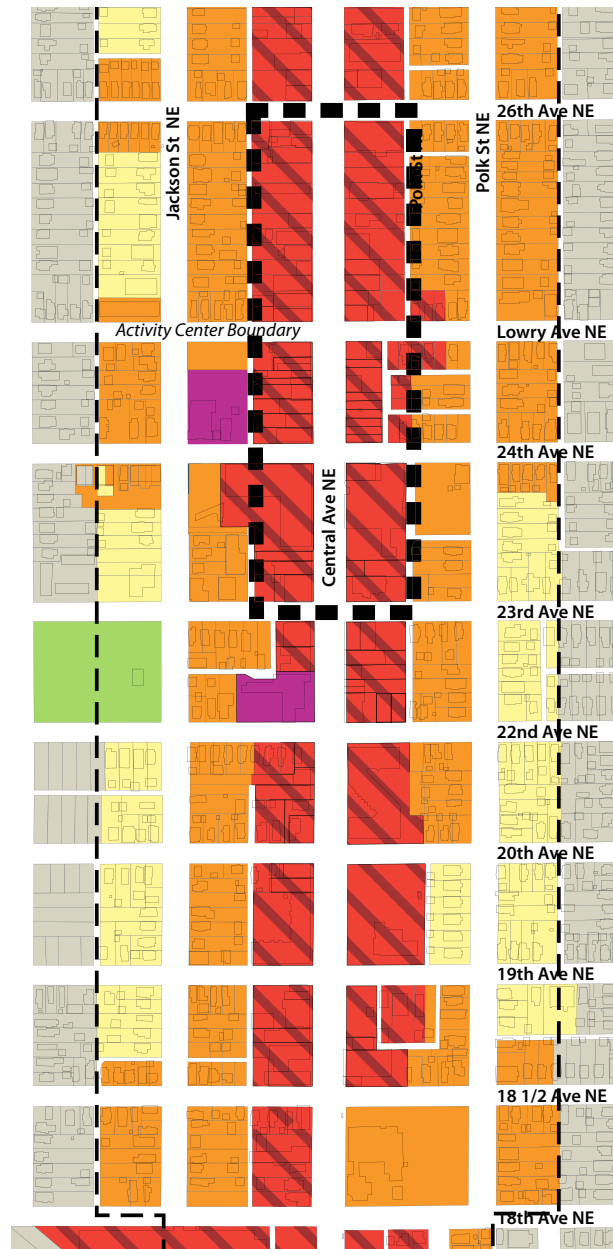
- Reinforce Central Avenue from 31st Avenue NE to 18th Avenue NE as Northeast's commercial core and its downtown.
- Encourage a diversity of investments along Central Avenue, ranging from small incremental investments to large transformative investments.
- Consider rezoning from 18th Avenue NE to 31st Avenue NE to C2 with an area of C3A at Lowry Avenue NE.
- Extend Pedestrian-Oriented Overlay District from 31st Avenue NE to 18th Avenue NE.

Built Form (continued)



- neighborhood oriented (detached homes, townhouses, small mercantile buildings; max 35') (approx. 2-3 floors)
- urban oriented (townhouses, small apartments, live/work, mixed-use buildings; max 56') (approx. 4-5 floors)
- transit oriented (mixed-use buildings, live/work, lofts, parking; max 84') (approx. 6-8 floors)

Development Intensity



- low density housing
- medium density housing
- mixed-use
- public/institutional

Land Use Plan

Built Form (continued)

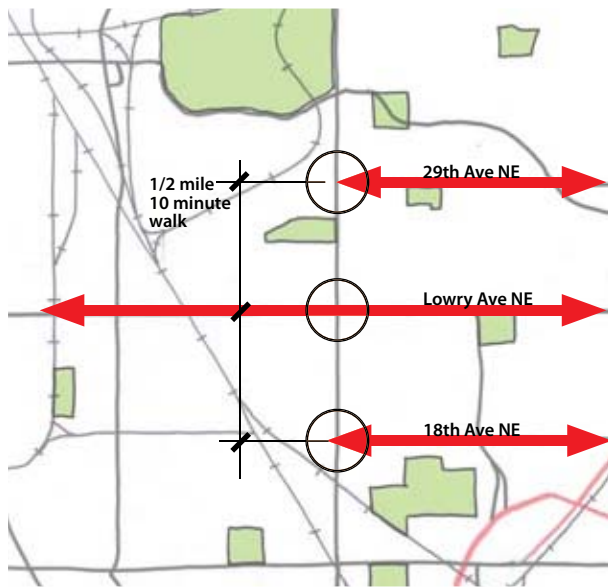
Areas to Concentrate Density and Development

The Northeast street grid is interrupted by large land masses (Shoreham Yards and Columbia Park), rail lines and their related industrial yards, and an inconsistent block pattern. The strongest east-west streets are 18th Avenue NE, NE Lowry Avenue, and 29th Avenue NE. These streets establish the most accessible and valuable corners and blocks along Central Avenue.

Recommendations

- Establish physical differentiation and distinctions along the Avenue by creating concentrated areas of redevelopment at 18th Avenue NE and NE Lowry Avenue (activity center) and 29th Ave NE.
- Encourage retail and active uses on the ground floor of buildings at 29th Ave NE (east side of Central Ave only), Lowry Ave NE and 18th Ave NE.

The intersection of Lowry Avenue NE and Central Avenue should be the primary and most intensely developed area. It is defined in this report as one of three “Transformative Projects” and is described in greater detail later in the report. It should contain a signature plaza with mid-rise buildings that transition



Transit Oriented Developments: The pattern of east west connecting streets defines three logical locations for more intense development.

to residential scale on Jackson and Polk Streets NE. The four blocks can develop at different scales. Some will be larger redevelopment efforts, and some will intensify incrementally over time.

Recommendations

At the Central Avenue/Lowry Avenue Intersection:

- Encourage intensification of all four corners by selected demolition and careful infill.
- Preserve important buildings that contribute to the character of the area, such as the Arcana Building
- Support uses that will make the Activity Center a regional destination that is active throughout the day and into the evening.

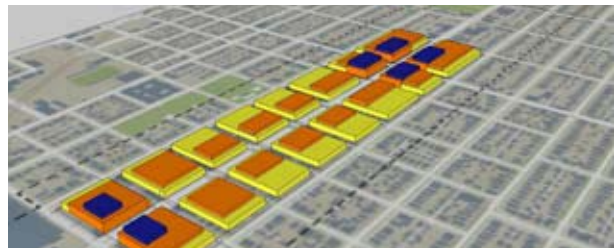
The 18th Avenue NE Central Avenue intersection can be developed with an orientation to the Arts District and to the communities along both sides of the Avenue. On the south west corner, the Thorp Building



Existing Conditions



Existing Zoning Envelope



Proposed Zoning Envelope

Built Form (continued)

is the birthplace of Art-A-Whirl and represents an important arts production building. Currently, the NECDC is developing a 40 unit live/work housing project for local artists on Jackson Street NE on Jackson Street NE between 18 1/2 Ave NE and 19th Ave. In addition, a bike trail along 18th Avenue NE is being built to connect across Northeast directly through this area. Current parking for this segment is adequate at this time but if infill development occurs and parking demand increases, new parking areas will be created. Adaptive reuse is encouraged over demolition for buildings in this area. Redevelopment and improvement of the remainder of the area will be incremental and privately initiated. There are significant opportunities for improvements and intensification of the area.

Recommendations

- Establish an area of concentrated development at 18th Avenue NE and Central Avenue. Work with property owners to redevelop properties with multi-use buildings containing active ground floor uses.



18th Ave NE: Underutilized properties and buildings should be redeveloped with a mix of uses containing retail and housing.

- ① Full block redevelopment with parking structure to serve as a district resource. 4-8 story buildings on Central Avenue containing retail at grade and residential or offices above. Medium-density housing on Jackson Street NE containing townhouses, small apartments, or lofts.
- ② Examine possibility of redesigning the one-story component of Parker Skyview located at the northeast corner of 18th Avenue NE and Central Avenue so it has windows, doors, and a better relationship to Central Avenue.
- ③ Redevelop corner with loft or mixed-use building. Parking beneath.
- ④ Recognize artistic and significance of the Thorp Building, and encourage redevelopment and arts presence that highlights this community asset. Consider partial demolition in order to create additional parking for redevelopment of the former Hannay building.

Built Form (continued)

Urban Oriented Blocks: 18 1/2 Avenue NE to 24th Avenue NE

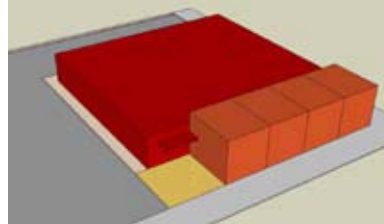
The Plan recommends the blocks in between the nodes be developed as a moderately intense mixed-use corridor. Development should be “urban-oriented” consisting of mixed use-buildings, small apartments, live/work units, and small commercial buildings. The immediate redevelopment opportunities along the Avenue between 18 1/2 Avenue NE and 24th Avenue NE exist on underutilized surface parking lots (police station and Wells Fargo Bank) and in the demolition and intensification of other underutilized properties containing small buildings, buildings in disrepair, or incompatible uses such as single family homes or auto-oriented uses on the Avenue.

Recommendations

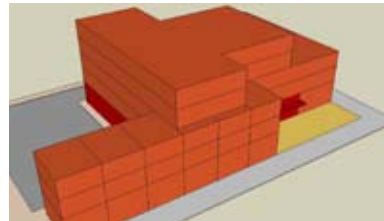
- Encourage infill development on parking lots that face Central Avenue. New development should be multi-story with active ground floor uses.
- Encourage redevelopment and redesign of single-story, single-use buildings to improve their relationship to the Avenue and to give them new economic life.



Transit Oriented Grocery Store: Larger retailers can fit on the Avenue if they are not single use and auto-oriented buildings. The grocery store above sits in the base of a mixed-use building



Guideline for larger retail stores (>15,000 sf) in urban oriented areas: Larger retail stores should have liner buildings with multiple storefronts on Central Avenue. An entrance plaza can be located mid-block and be accessible from the parking lot.



Guideline for larger retail stores (>15,000 sf) at transit oriented nodes: Larger retail stores should be nestled into a base of a larger building, with the entrance located on the corner plaza. The parking should not be exposed to the street.

Built Form (continued)

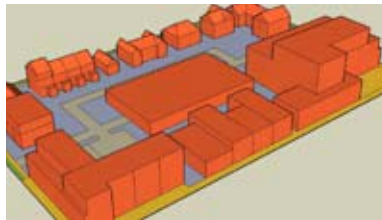


Active Ground Floor Uses: A vibrant Avenue relies heavily on active ground floor uses. Retail and restaurants are required at the nodes and encouraged elsewhere

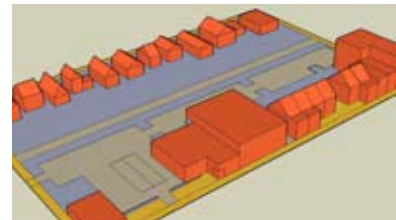


Transit Oriented Areas

Urban Oriented Areas



Typical Transit Oriented Block: On the blocks surrounding 29th Ave NE, Lowry Ave NE and 18th Ave NE, blocks should be developed with multi-story buildings, retail at grade, and medium to high density housing



Typical Urban Oriented Block: Blocks in between the nodes should contain a mix of uses, with medium density housing. Gaps in the street wall should be limited.



New Construction: Generally, new buildings should be high-quality urban buildings that create a consistent but varied urban street wall. Landmark or signature buildings should be reserved for important intersections such as Lowry Avenue, 29th Avenue NE or 18th Avenue NE.

Landmark and Signature Buildings: The nodes can be further distinguished with well-designed landmark buildings.

Built Form (continued)

Business Mix and Strategy

The mix of businesses on Central Avenue is constantly changing. Several decades ago, Central Avenue was a full service main street. It contained a range of goods and services catering to a broad cross section of Northeast residents as well as the sizable number of daytime employees that worked in Northeast.

Over the past 10 years, the retail and business mix has changed considerably. In the wake of the increased competition from the development of the Quarry and other shopping centers, many of the retailers either closed their shops or moved off the Avenue. As the region grew and the suburbs expanded, these shopping centers were accessible to more people, and more people with higher disposable income.

Rents remained relatively low, and most of the retail space was filled with a new wave of entrepreneurs. Today, the Avenue retains a mix of goods and services; however, many of the businesses cater to a very narrow niche in the market. As a whole, the Avenue has a positive reputation as a place for ethnic foods and markets; however, the overall business mix does not serve a broad cross section of the Northeast population (the primary market within two miles), nor does it attract from the relatively wealthy downtown, East Hennepin, Riverfront, and University market (secondary market greater than two miles away).

Whereas vacancies are relatively low on the Avenue, retail turnover is high. The Plan recommends both support for existing young businesses that have the capacity to grow as well as an aggressive business recruiting program to create a healthy, sustainable, and unique mix of businesses along the Avenue.

Many new entrepreneurs need technical, marketing, and service support on a day-to-day basis to help them connect with a larger customer base. Others need assistance with designing shop fronts and improving signage. Guidelines for such improvements are detailed later in this Plan.

New businesses are needed to build upon the Avenue's reputation as a place for ethnic markets and restaurants,

and to diversify and broaden the offerings along the Avenue. Capable small businesses from around the region (emerging second tier businesses) should be recruited to the Avenue to occupy existing retail space whose rent will remain relatively low in the near term. These businesses will serve to continue to improve the Avenue's reputation as the place to go for ethnic foods and markets.

Equally important to building on existing strengths will be to diversify the offerings on the Avenue. New retailers and businesses are needed to penetrate deeper into the Northeast markets (primary market) as well as the relatively wealthy and consumer-oriented secondary market.

Most existing retail space on the Avenue is relatively similar in size (less than 5,000 square feet). Whereas this space is attractive to young entrepreneurs, much of it is not attractive to more established local, regional, or national businesses. New construction is necessary for the Avenue to recruit a wider range of businesses but not at the expense of emerging young entrepreneurs.



Possible Scenario of Variety of Retail Spaces: Currently, there is not a wide range of retail spaces available. Most retail spaces are less than 5,000 square feet. It is important to introduce new retail space that diversifies the opportunities for both existing and new businesses.

Built Form (continued)

The Plan organizes retail patterns by creating a variety of retail addresses and encouraging a range of retail sizes. Destination businesses with a regional base will be drawn to the Lowry/Central Avenue intersection. When redeveloped, it will likely have structured parking, evening activity, and larger retailers. In-line blocks will likely remain community serving. Businesses will be local, generally small, and unique, convenient, and service-oriented. Side streets at Lowry Ave NE, 18th Ave NE, and 29th Ave NE (half block to Jackson and Polk Street NE) can accommodate small commercial services and service retail and live/work units that are less reliant on visibility and foot traffic. With approximately 400,000 to 500,000 square feet of ground floor space along the Avenue, there is room for a range of businesses. The range of types of space will help facilitate a healthy business mix.

National retailers should be welcomed to the Avenue if they fit the urban design guidelines in this Plan and if they positively contribute to an eclectic business mix. Storefront Kinkos and Subway are two such examples.

Recommendations

Broaden the mix of retail and businesses along the Avenue by:

- Supporting existing and new entrepreneurs that offer unique products and services.
- Providing larger retail spaces for regional and national businesses that appeal to a broad cross section of Northeast as well as to a regional market.
- Recruiting businesses that serve the day-to-day needs of the local Northeast market.
- Build on Central Avenue's niche in the market for ethnic stores and restaurants by recruiting related businesses from around the region.
- Support existing and new independent businesses by encouraging small-scale improvements to storefronts and signage.



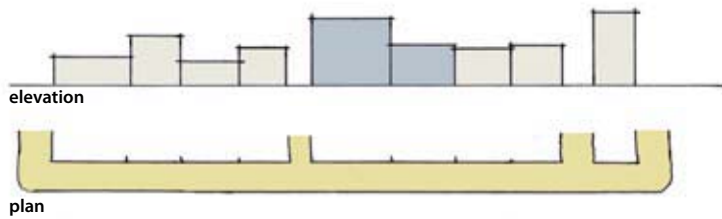
Existing Ground Floor uses: Approximate overall square feet of non residential space on the corridor

Built Form (continued)

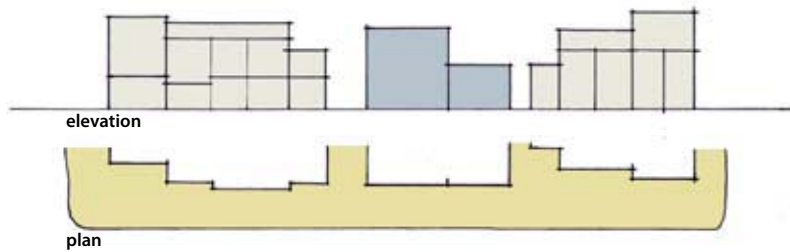
The Cadence of the Street

As a historical commercial street that has evolved over a long period of time, the Avenue has maintained a cadence or rhythm of buildings. The cadence is a regular pattern of buildings that create a one to three story street wall with few gaps for driveways or vacant lots. Buildings are generally 30 to 60 feet wide, built with adjoining walls, or a few feet apart, and aligned directly on the sidewalk.

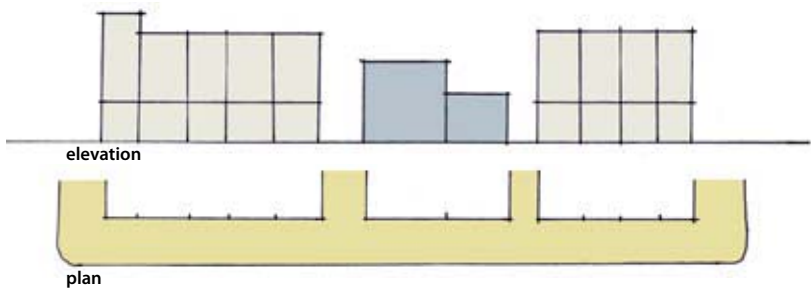
The Plan encourages new buildings on underutilized parcels that do not overwhelm the street or existing smaller buildings. They can vary in style, however they should reflect the prevailing cadence of the street. They should be built within 8 feet of the sidewalk, be designed to reflect the traditional scale of the street, contain relatively flat facades, regular spacing of windows and storefronts, and a clearly articulated base middle and top.



Existing Cadence: One and two story street wall with flat fronts and no ground plane articulation



Encouraged Future Cadence: Two to four story street wall with ground place articulation, varied massing.



Discouraged Cadence: Monolithic rhythm with no relationship to existing buildings

Built Form (continued)

Jackson Street NE and Polk Street NE

Currently, on select blocks of Jackson Street NE and Polk Street NE, housing is in disrepair and vacant lots blight the street. Several Central Avenue properties extend to Jackson Street NE and Polk Street NE, utilizing their Central Avenue frontage for parking, access, loading, or signage. Repairing this seam and edge between the neighborhoods and Central Avenue will yield benefits to both the neighborhoods and the businesses along the Avenue. New housing on these streets will encourage additional investments throughout the neighborhoods, and will offer choices for new residents to move to Northeast, and for existing residents to stay in Northeast. New market rate investments on these streets, and more attractive alley/loading/parking conditions will create a more comfortable walking and biking environment. Finally, new investments on Jackson Street NE and Polk Street NE will create a stronger market of potential customers for business on Central Avenue.

Recommendations

- Strengthen Jackson Street NE and Polk Street NE as high quality neighborhood streets with residential uses in townhouses, duplex, small apartment buildings, and lofts. Eliminate commercial incursions onto these streets by developing the parking lots with infill housing, and eliminating direct access and signage from these streets. All new parking should be located mid-block, below ground, or in structures above.



Jackson Street NE and Polk Street NE: Over the years, commercial uses have spread onto the adjacent residential streets.

Built Form (continued)

Transitions between the Neighborhoods and the Avenue

The Plan projects robust growth along the Avenue; creating clear and predictable transitions between the Avenue and the neighborhoods. It is important to the success of each. Neighborhood patterns are delicate and sensitive to commercial redevelopments that create traffic, cast light and shadows, and impart other externalities on the neighborhood. The same is true in reverse, a degraded neighborhood creates an uncomfortable, unattractive edge to the commercial area. This environment often causes concern for visitors and customers.



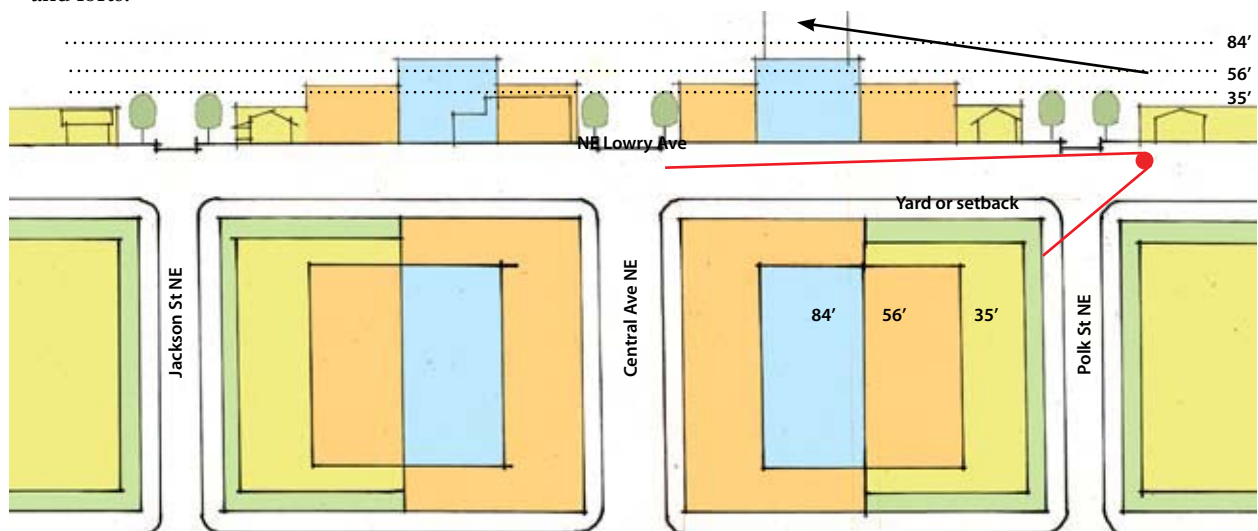
Transitions: View west on Lowry Avenue looking at Central Avenue (from red dot on drawing below).

Recommendations

- Locate tallest buildings (84' at 18th Ave NE, and Lowry Ave NE, 56' on in-line blocks) in the middle of the block where they do not shadow or otherwise impact the neighborhood streets.
- Locate only residential uses on Jackson Avenue NE and Polk Avenue NE. New construction on these streets should follow the prevailing pattern of rear alleys, maximum 35 feet in height at the street and stepped back to taller buildings mid block, generous front yards and sloped roofs.
- New construction should be medium-density housing consisting of townhouses, small apartment buildings, and lofts.



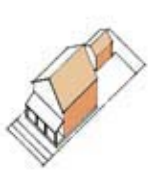
Polk Street: Commercial uses and signs degrade the quality of Polk Street as a residential address



Building Heights and Transitions: New development should present a residential scale and use on Polk Avenue NE, but can transition up in height, topping out at 84 feet in the middle of the block where it will not shade the neighborhoods or block sight lines

Built Form (continued)

Building Types



detached

- Only on Jackson and Polk St NE.



townhouse

- Only on Jackson and Polk St NE and side streets.



live-work

- Primarily side streets



small apartment

- Primarily between 26th Ave NE and 19th Ave NE.



courtyard apartment

- Only on Jackson and Polk St NE and side streets.



mercantile mixed-use

- Primarily on Central Ave in-line blocks between 19th Ave NE and 24th Ave NE.



large plate mixed-use

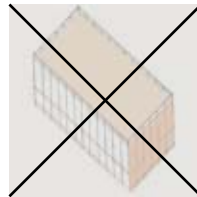
- On Central Avenue Between 18th Ave NE and 27th Ave NE



loft studio



office/lab



industrial warehouse



podium & tall apartment

- Only at 18th Ave NE and Lowry Ave.



parking building

- On Central Ave at 18th Ave NE and Lowry Ave.
- Mid block.



Parking Building



Mercantile Mixed-Use



Live-Work



Townhouse



Large Plate Mixed-Use



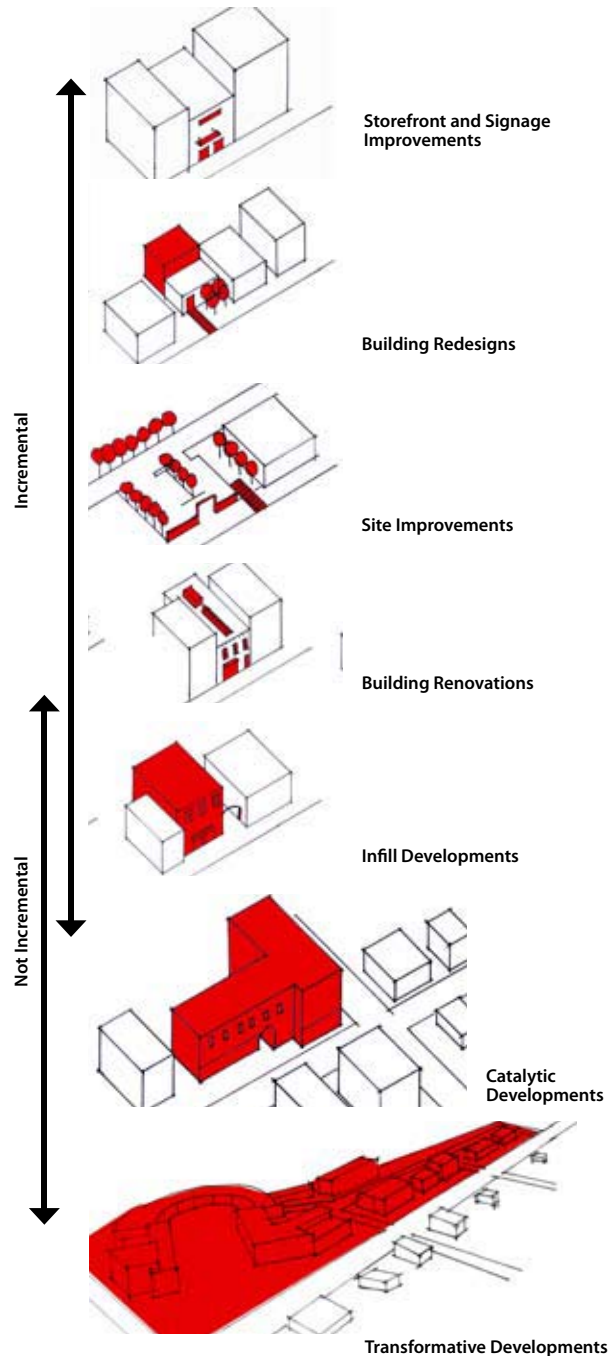
Podium & Tall Apartment

Built Form (continued)

Guidelines for Incremental Investments

Much of the redevelopment on in-line blocks is likely to be incremental, as vacant land is scarce and most buildings contain retail/service uses that positively contribute to the Avenue. Incremental investments will be undertaken by both the building owners and tenants. They will include:

- Signage and storefront (improvements undertaken by the tenants and shopkeepers): Improvements to building and store identity, improvements to window display, awnings, window boxes, potted plants and flowers, etc. Such improvements are often completed in conjunction with larger scale restorations, renovations, or redesigns.
- Redesign (building and site improvements undertaken by the building/property owner): Improvements to buildings that are sound but do not follow prevailing patterns of the area. Reorientation of entrance, new lighting, new windows and door locations, site improvements.
- Restoration and renovation (building improvements undertaken by the property/building owner): Improvements to buildings with the intent of retaining their original integrity. New/replaced windows and doors, tuck pointing, rebuilt cornices and restored/replaced cladding and lighting and window patterns.



Scale of Investment: A wide range of investments, from simple storefront improvements to larger transformative projects, are needed to revitalize Central Avenue.

Built Form (continued)

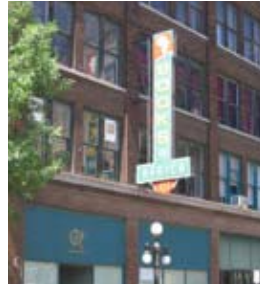
Storefront & Signage Improvements

Small scale improvements by the tenants are some of the most important investments along the Avenue. Individually they are not transformative, but collectively they are significant. They are often not financed with loans from banks, but they are a significant investment for a typical small business. These small scale investments can have immediate positive impacts as they are visible indications of investment confidence. Below are some strategies for small scale tenant improvements.

Clear and simple signage. Signage is one of the most important design elements of a building and a commercial district. Signs should be simple and clear. Because they are meant to be read and understood, signs command the attention of both pedestrians and motorists even more than the building itself. When well designed, a sign complements the building and conveys a high-quality image; when poorly designed, it disfigures a building and creates unattractive visual clutter.

Recommendations

- Signage should fit within the pattern and structure of the building itself. Signs should be framed by building elements such as pilasters, columns, or windows. They should not extend beyond and cover up these elements of the building.
- Signs should always be designed for the pedestrian - on both sides of the street. Consideration should be given to the placement and the scale of all signs. They should be scaled to that audience.
- Signage should not obscure views into the store. Signs should never cover windows or storefronts. Window signs should be individual letters applied or etched on a window. Boards or panels should be avoided.
- Signage should be permanent. Businesses are encouraged to invest in their signage. It is the identity of the business to thousands of people. Temporary signs should be avoided.
- Signage should not say too much. Signs should indicate the name of the business and not much more. They are not advertisements for products.
- Signs can be an expression of creativity. Signs and logos can be an opportunity to express creativity. Blade signs are an excellent opportunity to use interesting materials to fabricate a sign.



Banner sign



Awning Sign



Blade sign



Fountain sign



Transom sign



Marquee sign

Built Form (continued)

Awnings that fit and match. Awnings are a common feature along the Avenue. They are both aesthetic and functional design elements. Awnings can provide shade to storefronts and can help manage heat and glare within the building. They also provide protection to pedestrians from rain and wind. Finally, the valance of an awning can offer signage opportunity.

- Awnings are not required. Before installing awnings, business are encouraged to consider if they absolutely need them. This will depend on hours of operation and types of business. Buildings facing east typically do not need awnings. They will protect the pedestrian from rain and wind, but they have very little effect on the sun. Buildings facing west, have more need for awnings because they protect from heat gains as well as rain and wind. Restaurants that face west, in particular, will likely require some shading from the setting sun.
- The size and placement of the awning should be informed by the rhythm and pattern of the building. Awnings should not cover up windows, pilasters, cornices, or other features of the building. They should not exceed 10' in length and they should never extend the length of the building.
- The material and color of the awning should be carefully considered as it is an important part of the building. Canvas awnings are the most authentic, but they are also expensive and require maintenance. Bubble awnings are the least expensive, the most obtrusive, and have the least color range. Back lit awnings are discouraged. External goose-neck lights are encouraged.

Engage the sidewalk with accessories. Business and building owners are encouraged to adorn their businesses with planters, sculptures or other elements that indicate care in the community and the business. The simple gesture of maintaining window box flowers in front of a store tells customers and passersby that you are invested in the community.

Encourage window shopping. A well designed window display will entice a customer into the store. The storefront does not need to display all the products



Candidate Buildings for Improved Storefronts

available in the store. It should be carefully designed to pique the interest of pedestrians. It should allow visibility into the store. Finally, the window display should change periodically, with the seasons or holidays.

Built Form (continued)

Building Restorations and Renovations

Some of the most important investments along Central Avenue will be building renovations and restorations. The following guidelines can be used to focus investments in existing buildings.

- **Articulate a base, middle and top:** Building design and styles will and should vary. Establishing a base middle and top to a building, regardless of size or style, will help unify all buildings. The base should relate to the pedestrian, have solid materials, transparent storefronts, awnings, and appropriate signage. The middle of the building typically extends from the top of the first floor to just beneath the roof line or cornice. The middle is typically a single material with regularly spaced, recessed and trimmed windows. The top of a building should be articulated with a cornice, or horizontal sign panel.
- **Frame the storefront:** The storefront windows should be contained within the structure of the building. Often pilasters or piers were used to enclose the storefront on each side and to create a base to the building.
- **Transparency:** The storefront should be as transparent as possible. A large and transparent storefront allows passersbys to see as deep into the shop as possible, increasing the appeal of the store to potential customers. Transparency also allows shopkeepers to view the sidewalk, creating public surveillance and ownership. The storefront can be recessed slightly, to provide weather protection, additional sidewalk space and the sense of containment. Storefronts should be as free of signage as possible, and should always have clear glass (not tinted) with thin frames and mullions and bulkheads at the base.
- **Simple pattern of windows:** Upper floor windows should be vertically proportioned and regularly spaced across the facade of a building. A consistent pattern of upper floor windows across a block will tie together a range of building styles and types.
- **Reveal original materials:** In many cases, original materials were covered up with new modern cladding. Rarely does the new material improve the appearance of the building. Often the new material was installed because it requires less maintenance. Often when new cladding is installed it covers up windows. In addition, often the new cladding creates moisture and mold problems for the facade behind it. The Plan encourages revealing original materials, typically masonry, in order to improve the appearance of the building.



Candidate Buildings for Renovations



Example of Building Renovation

Built Form (continued)

Guidelines for Building Redesigns & Site Improvements

Several buildings along the Avenue are structurally sound, however they do not positively contribute to the quality of the Avenue. Many of these buildings were built in the second half of the 20th century, single story buildings with larger parking lots. The following guidelines can be used to focus investments in such buildings.

- **Re-orient the entrance to the sidewalk:** Many buildings constructed after 1950 were designed to accommodate automobiles and were therefore oriented to parking lots. With site improvements and door relocations, the buildings can re-establish a strong relationship to the street and become pedestrian friendly.
- **Add a storefront** Opening up the front of a building will allow it to animate the sidewalk and will increase visibility of products in the store to customers on the sidewalk.
- **Make site improvements that create pedestrian amenities:** Parking lots can be improved to become plazas, courtyards, or rain gardens. Reducing the amount of impervious surface will help manage stormwater.
- **Build an addition that improves the relationship to the sidewalk.** On underutilized sites, there is often ample space to build an addition to an existing building. The addition can offer new opportunities for leasing space that is more visible than smaller buildings set back from the street.



Candidate Buildings for Redesign



Example of Building Redesign

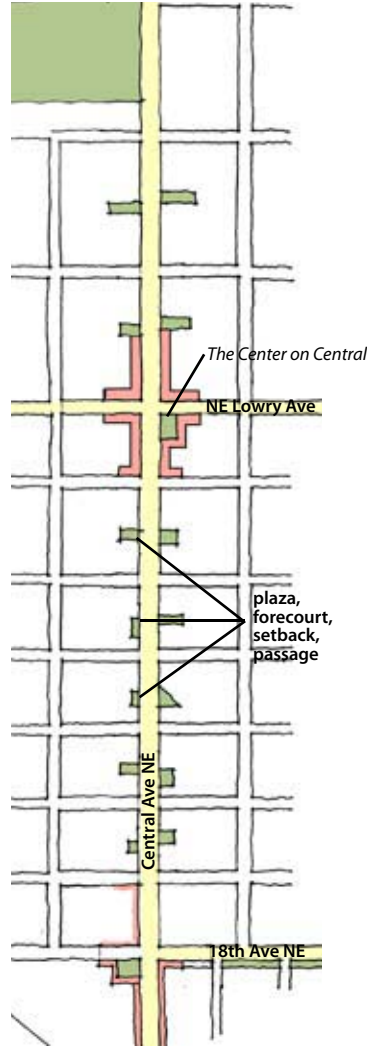
Open Space

The Street

The primary Open Space is the Avenue itself. The space from building face to building face makes up the dominant and connected public realm on Central Avenue. The Avenue has to perform multiple functions for multiple interests, however none are more important than its role as the zipper that pulls together Northeast neighborhoods. Central Avenue is no less crucial of a public space to Northeast as the Lakes and the Creek are to South Minneapolis. This Plan recommends Central Avenue become the primary public place in Northeast. It will be a unique signature place in that it will be a public space that encourages interaction and investment. Unlike most of Minneapolis signature public spaces that are focused on recreation, Central Avenue will be a public space that focuses on economic development.



Central Avenue



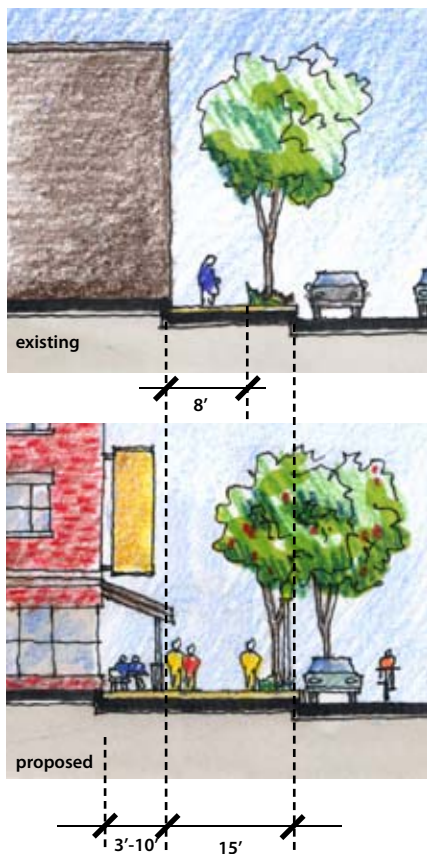
Open Space on Central Avenue: Plazas, squares and courtyards will compliment the street itself as the primary open space.



Open Space (continued)

The Sidewalk

The sidewalk is currently approximately 15' wide, the minimum acceptable width for a pedestrian oriented shopping street. With street trees and buildings set to the edge of the property, there remains a 7'-8' circulation zone for pedestrians. The sidewalk is not wide enough for outdoor dining or display of merchandise or comfortable transit waiting areas.



Animated sidewalks: New buildings should have an articulated and varied ground floor plane. Buildings should be set back, in places, 8 feet to create space for outdoor dining, display of merchandise, etc.

Recommendations

- Work with MnDOT to develop and implement an overall strategy for making Central Avenue more pedestrian friendly, including building curb extensions at intersections and mid-block. Curb extensions will visually narrow the Avenue, creating a more intimate street; create space adjacent to the sidewalk for landscaping, bike corral, benches and seating, transit loading, and information kiosks, and reduce the curb to curb distance for pedestrian crossings by approximately 30%.
- Encourage new buildings to articulate the ground floor plane by setting back from the sidewalk 8 feet to create space for dining, display of goods etc.



The Street as the Primary Open Space: Central Avenue, together with small plazas, setbacks, forecourts, and passages will create a lively and varied street wall.

Open Space (continued)

The Spaces

The Minneapolis Park and Recreation Comprehensive Plan targets the Upper River and the Grand Rounds Missing Link as the primary park investments in the upcoming decades. Urban open spaces along corridors is not a part of the Comprehensive Plan. They are nonetheless critical to the Avenue.

New open space on Central Avenue will likely be small, but not insignificant plazas, pocket parks, forecourts, courtyards, and other appropriately urban spaces. The Plan recommends that new buildings explore ways in which they can be shaped so as to create usable urban open spaces. All new open spaces should carefully follow CPTED (crime prevention through environmental design) principles that recommend clear ownership over all spaces. Examples of spaces are:

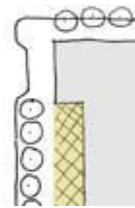
- **Building Setbacks:** A simple 8' setback from the sidewalk can provide adequate space for cafe seating.
- **Plazas and Courtyards:** Larger setbacks from the sidewalk can create plazas that are usable for gathering as well as for commerce.
- **Passages:** A well-designed pedestrian space connecting the sidewalk to mid block parking can contain seating kiosks and vendors. Passages are important for the success of mid-block parking as they provide visibility and access between the sidewalk and the lot.
- **Pocket Parks:** Narrow vacant lots can be transformed into usable spaces that complement the activity of the sidewalk.

The Plan recommends the open space be located on the corners at 18th Ave NE, Lowry Ave NE and 29th Ave NE, and mid-block elsewhere. Open spaces at 18th Ave NE, Lowry Ave NE, and 29th Ave NE should be larger and should be enclosed with larger buildings on two sides, while oriented to the sidewalk and the street. On in-line blocks, open spaces will be smaller, and should be located in the middle of the blocks with exposure to the sidewalk. They can be pocket parks or passages to parking at the rear. These smaller open spaces should be defined by buildings or low walls, active edges are encouraged.

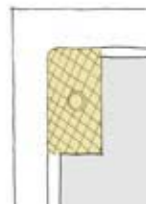
A Center on Central

Most successful urban districts and corridors have a signature public space. The space is typically associated with retail uses and is a place for gathering, relaxing, and people watching. Often such a space is privately owned and maintained, but adjacent to the right-of-way and therefore perceived as public. Signature open spaces give a place an identity. It is often what is remembered as it is the place to rest as one moves from one activity to the next; it is the place to meet a visitor; it is the place to gather and linger.

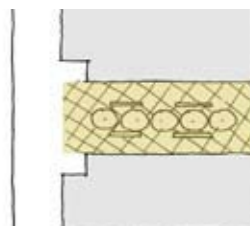
- Create a signature open space at the heart of the Corridor: the intersection of Central Avenue and Lowry Avenue.



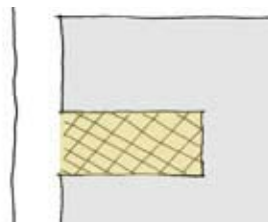
Sidewalk Setback



Plaza



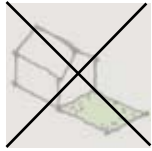
Passage



Forecourt / Courtyard / Pocket park

Open Space (continued)

Open Space Types



front yard



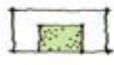
window box

- Throughout



balcony

- Throughout



forecourt

- On Central only.

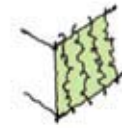


green roof

- Encouraged throughout.



courtyard



green wall

- Encouraged on Central Avenue.



work yard



passage

- On Central only connecting parking areas to sidewalks.



plaza

- On Central only. On corners at important intersections and mid block elsewhere.



street trees

- Throughout



square

- On Central only. On corners at important intersections and mid block elsewhere.



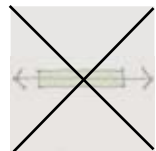
promenade



field



park



trail



Forecourt



Window Box



Street Trees



Plaza



Passage



Green Wall

Open Space (continued)

Art on the Avenue

Section 4 of this Report describes the Central Avenue Art Trail. Art on the Avenue in the Central Segment can and should be expressed in more ways than just the Central Avenue Art Trail. The creative and artistic expression should include entrepreneurial endeavors, events, and installations, to just name a few. The Plan recommends the area focus on being pedestrian friendly and visitor friendly. Therefore public art should be primarily pedestrian scaled and experienced by the individual from the street and the sidewalk. A high priority is to develop a comprehensive signage and wayfinding system that weaves the area together. The wayfinding system should include kiosks located at important intersections and key plazas, directional signage to find mid block parking areas and new banners.

Other opportunities include:

- Streetscaping: Bike racks, benches, water fountains, tree grates, etc can be coordinated with the wayfinding system to help define the Central Avenue sense of place.
- Creative signage for private buildings.
- Murals on the blank sides of buildings.
- Lighting

In addition to art objects, the Central segment of the Avenue can be invigorated with venues for watching, purchasing, and viewing art. This too can occur at a range of scales. A small or medium scaled theatre or other similar performance venue, possibly related to a restaurant, would offer evening activity to the Avenue. Coffee shops and cafes with acoustic performances, readings and other “low impact” performances would offer venues for performers.

Other ideas for promoting Arts on the Avenue:

- Vacant buildings and storefronts can be used as temporary galleries.
- The Eastside Parade and other events should be used as ways to promote and express the creativity and artistic endeavors of Northeast.



Storefronts



Surfaces



Lighting



Signs



Benches



Murals

Opportunities for Public Art and Creative Expressions

Access

Pedestrians

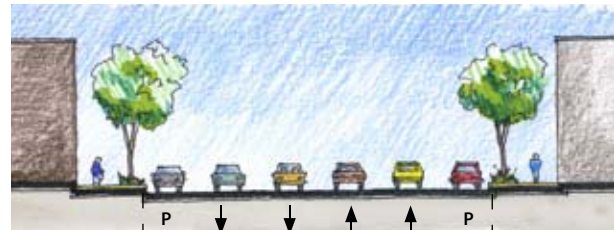
Whether one arrives by car, transit or bike, everyone is a pedestrian for part of their visit to Central Avenue. The experience on the sidewalk will determine success or failure for the commercial area. For this reason, the Plan recommends emphasizing pedestrian access and amenities along all parts of the Corridor. Sidewalks need to be maintained, storefronts need to be well designed and maintained, building doors and fronts should face the Avenue, small parks and plazas must be developed, public art should be promoted. All these efforts, and more, are needed to create a vibrant and comfortable sidewalk environment.

Auto oriented businesses should not be exempt from providing pedestrian access and amenities. Parking lots should be well defined along their edges with landscaping and low hedges. Front doors to such establishments may be oriented to the parking lots, however, they should nonetheless be visible to and accessible from the sidewalk.

Curb extensions and bump outs at intersections cited in the previous section will improve pedestrian access as it will reduce the crossing time of Central Avenue by nearly 30%. The curb extensions will visually narrow the corridor for motorists, thereby signaling to them that the streets must be shared with pedestrians.

Recommendations

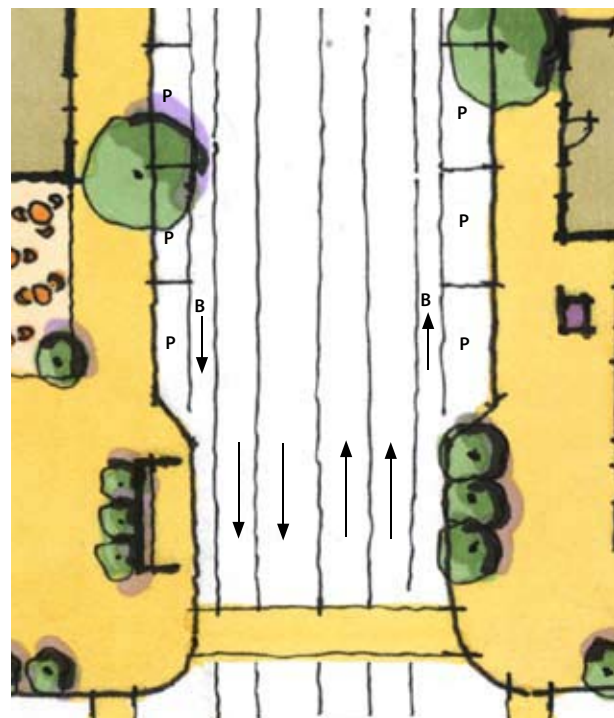
- Build curb extensions at intersections and mid-block to enhance the quality of the sidewalk for pedestrians.
- Encourage businesses to utilize the sidewalk for cafe's, display of goods etc.
- Orient all doors to the sidewalk.
- Create well defined edges to parking areas.



Existing



Proposed (bike lane between parking lane and sidewalk)

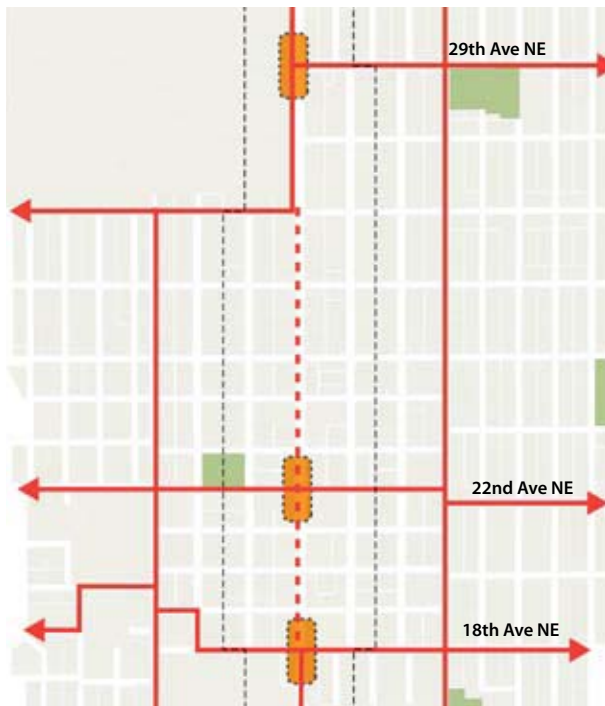


Central Avenue as a Balanced Multi-Modal Street: By narrowing lanes to 11 feet, installing curb extensions, and adding a bike lane, Central Avenue can become a more balanced multi-modal street serving the needs of pedestrians, bicyclists, transit riders and motorists.

Access (continued)

Bicyclists

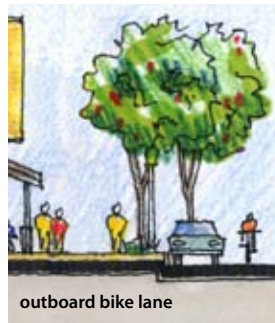
The Plan recommends locating north south bike lanes on Monroe, Fillmore and Central Avenue. Central Avenue lanes will help to narrow the feel of the street and provide access to businesses along the Avenue. Many bikers will choose to stay on the Monroe and Fillmore street and access Central Avenue via the designated east west routes (29th Ave NE, 22nd Ave NE and 18th Ave NE). Bike lanes will connect on both 29th and 27th, as shown below. Centralized parking (bike corrals) are proposed at these locations.



Centralized Bike Parking: Bike corrals (orange) should be located where bike routes cross Central Avenue. The Plan encourages visitors to park once and walk.

Recommendations

- Create east west bike routes/lanes on 29th Ave NE (to the east), 27th Ave NE (to the west) 22nd Ave NE and 18th Ave NE
- Encourage centralized bike parking (corrals) where bike routes cross Central Avenue
- Create primary north south bike commuter routes along Fillmore and Monroe Street.
- Consider bike lanes on Central Avenue between 27th Ave NE and 18th Ave NE.



Bike Lanes on Central Avenue: by narrowing driving lanes to 11', bike lanes can be created on Central Avenue. Consideration should be given to "inboard" bike lanes (see above) that provide a more protected space for bikers.

Access (continued)

Transit

Central Avenue is a part of Minneapolis' Primary Transit Network (PTN). The PTN has a minimum threshold of bus service of every 15 minutes, 18 hours a day. This Plan supports the PTN with recommendations for Land Use and Development Intensities, and physical changes to the streets and sidewalks.

The Plan recommends developing Transit Oriented Nodes, half a mile apart from each other. These nodes will be dense and will contain a mix of uses. The intensity and the mix of uses should be supportive of transit.

Changes in land use policy alone will not sufficiently achieve the aggressive goals of the PTN. As the Avenue redevelops, it should improve transit service by upgrading and possibly consolidating the waiting facilities. The Plan recommends long curb extensions to house transit waiting facilities. Locating such facilities on curb extensions has multiple benefits. They are off the sidewalk and will therefore not impact pedestrian traffic. Transit loading areas located on curb extensions also eliminate the delay that is typically associated with vehicles re-merging with traffic.

Recommendations

- Encourage enhanced transit service and frequency by increasing demand through more intense land uses.
- Encourage new buildings at transit oriented nodes to incorporate waiting facilities into site plans and buildings
- Encourage the location of a streetcar route along Central Avenue by increasing densities, redeveloping Shoreham Yards and providing a maintenance facility in the vicinity.

Motorists and Parking

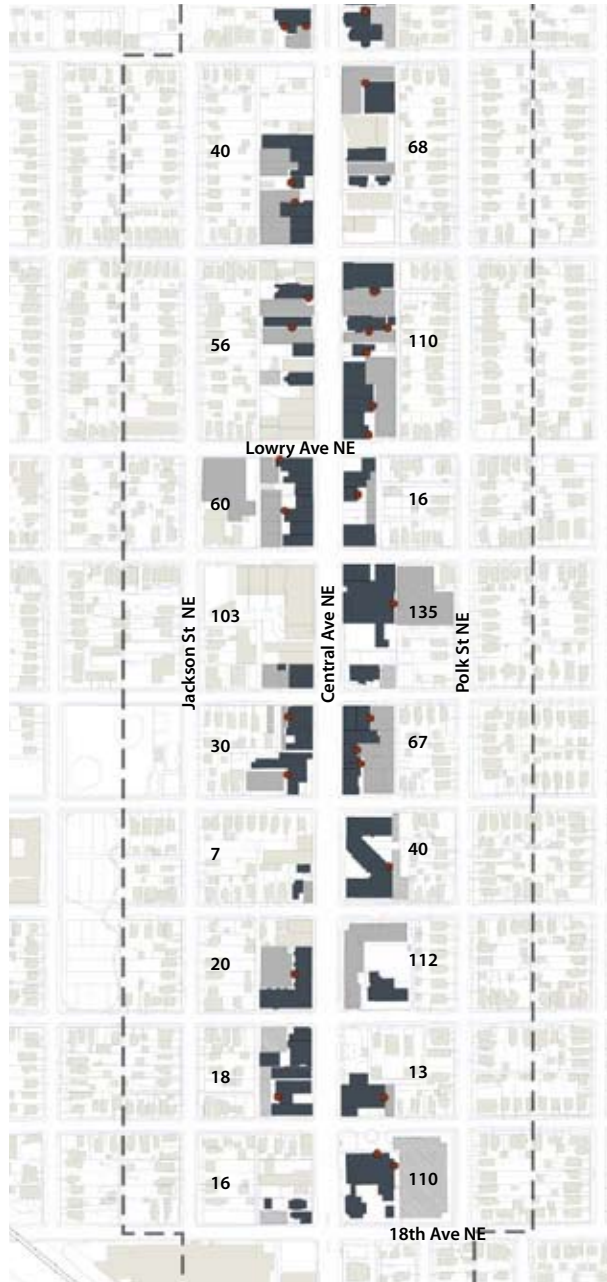
The Making Central Avenue Great Plan from the late 1990's recommended creating a coordinated parking system behind the businesses, accessible from the rear alley. The ideas were implemented by many businesses. On several blocks, merchants share the parking resource. The system is relatively successful, but is in need of continued implementation and maintenance. The shortcomings of parking issues are not quantitative; there is enough parking to serve all current businesses. The shortcomings are:

- The system is not comprehensive and therefore it is sometimes difficult to locate and navigate
- Poor maintenance of loading areas and dumpsters makes the area unattractive
- Rear entries to stores are essential for the system to succeed. On some blocks rear entries are either unmarked or not open.
- Pedestrian access from the parking areas to the sidewalk is circuitous and requires walking through the parking lots and alleys to the side streets.
- Directional signs to the parking areas do not exist. When driving on Central Avenue there are no clear signs directing you to the parking lots behind the buildings.

The basic strategy of creating a coordinated and consistent parking system behind business is a sound one. This Plan supports the existing strategy but recommends improvements to address the issues above.

Surface parking at the rear of buildings will likely serve current and future development on the in-line blocks but will not be sufficient for more intense development at the nodes in the future. Parking needs at the nodes will likely require either larger parking lots, or structured parking. Given the size of blocks, a larger parking lot can be created if properties on Jackson Street NE or Polk Street NE are acquired and the block is restructured. These larger parking lots should not degrade the residential streets. Rather they should be developed with the expectation that residential uses on the residential streets will thrive.

Access (continued)



Recommendations

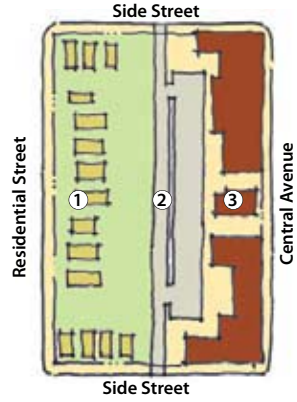
- Locate directional signage at intersections directing drivers to parking areas.
- Improve the appearance of parking areas with trees, dumpster enclosures, defined edges.
- Improve rear entrances with better signage and lighting. Design the rear entrance as if it is a front entrance.
- Explore opportunities to create mid-block passages that connect the parking areas to the sidewalks. Mid-block passages between buildings can take a variety of forms.
- Explore opportunities to create district parking at the nodes.

Existing Parking: There are approximately 1000 of off-street parking spaces in parking lots behind Central Avenue. About 150 of those spaces are dedicated for housing. The remainder is available for Central Avenue Commercial use.

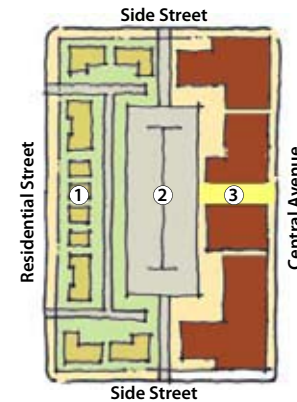
Access (continued)



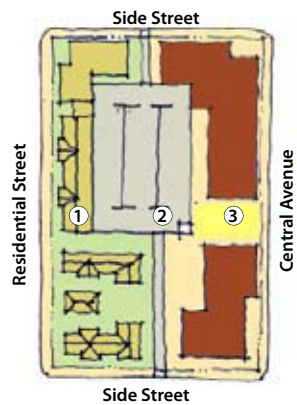
Existing Parking: The current parking supply contains enough parking for the short term but it is under-utilized. Most businesses do not have rear entrances. The parking system can be more effective with additional and improved rear entrances and passages between the parking area and the sidewalks on Central.



Alternative 1



Alternative 2



Alternative 3

- ① Maintain/repair residential edge
- ② Consolidated parking
- ③ Passage to Central Avenue

Restructured Block, Three Alternatives: As the Avenue redevelops, blocks can be restructured to increase parking without negatively impacting the parallel neighborhood streets. In some cases, residential alleys would have to be re-aligned to maintain access to properties.

Transformative Project: Central & Lowry

Setting

Central Avenue and Lowry Avenue are the primary crossroads in Northeast. Lowry Avenue is one of the few streets that cross Northeast and connect directly to North Minneapolis to the west and St. Anthony to the east. Despite the intersection's prime location, the blocks around it are under-performing. The southeast corner is vacant, the southwest and northwest corners contain one and two-story buildings that are occupied on the ground floor but partially vacant above. The northeast block is the only one that has had any significant investment over the years as it houses Holy Land and the East Side Food Co-op.

As a natural crossroads, the redevelopment potential of the four blocks surrounding the intersection is significant. Equally important to the redevelopment potential is the opportunity to create a landmark and a destination; a Center on Central for all of Northeast. A redevelopment effort at this intersection can transform the Avenue; re-positioning it in the regional marketplace. Also, as a designated Activity Center, Central & Lowry provides a location for uses with activity throughout the day and into the evening, including some 24-hour uses.

Lowry Avenue Plan

In 2002 Hennepin County commissioned and adopted the Lowry Avenue Plan. The Lowry Avenue Plan addressed the entire length of Lowry Avenue as it connects North and Northeast Minneapolis. The Plan was endorsed and adopted by the City for North Minneapolis, but it was not fully endorsed or adopted by the City for Northeast Minneapolis because of the large scale property impacts and acquisitions that would be necessary to build the road envisioned by the Plan.

The Plan recommended lane configurations based on projected traffic volumes for 2020. Between the River and Central Avenue. The County's Lowry Avenue Plan recommends the following:

- Four (4) lanes of through traffic (tapering to two east of Central Avenue).
- A center turning lane.
- On-street bike lanes.
- On-street parking.
- Wide sidewalks.



Central and Lowry Intersection

Central & Lowry (continued)

These elements would require a right-of-way of approximately 115'. The existing right-of-way is 60 feet. Implementation of the Lowry Avenue Plan therefore would require significant property acquisition on one or both sides of Lowry Avenue in order to accommodate all of the desired program elements (5 lanes, bike lanes, on-street parking and pedestrian enhancements). The proposal for significant property acquisition was the main reason the City did not fully adopt the Plan in 2002. Since the Plan was completed (but not fully adopted by the City) property owners along Lowry Avenue in Northeast, and in particular at the Central / Lowry intersection have been in a state of uncertainty and limbo as they do not know what the resolution of the Lowry Avenue Plan will be and how it will affect their properties.

This Plan takes a strong position on the role of transportation as it relates to encouraging high-quality urban redevelopment.

- **Urban intersections should not necessarily strive for Level of Service A, B, C or D.** Level of Service measurements are measurements of delay for

motorists, and therefore are biased towards automobile traffic that is passing through an area - not necessarily traffic that is destined to an area. To the degree streets and intersections accommodate through-traffic at the expense of bicyclists, transit riders, and pedestrians, they encourage and enable longer distance travel. This Plan suggests urban streets should be designed to balance the multiple users, prioritizing those who contribute to a sustainable growth pattern over those who do not.

- **Level of Service measurements are valid only if the level of service is measured for all users of the street and intersection.** High levels of service for automobiles may result in low level of service for transit riders, bicyclists, pedestrians, and businesses along a street and intersection. It is important to create streets with high-level of services for all users, not just automobiles. While delay is the primary consideration for automobiles, level of service should be measured quite differently for transit riders, pedestrians and bicyclists. Level of service for transit can be measured by frequency of buses/trains, and quality of waiting facilities. Level of Service for pedestrians can be measured by continuity of sidewalks, protection from weather, conflicts with other vehicles, air quality, and quality of building

	Automobiles	Bicyclists	Pedestrians	Transit Riders
Level of Service A/B				
Level of Service C/D				
Level of Service E/F				

Level of Service: Level of Service for streets and intersections should apply to multiple users.

Central & Lowry (continued)

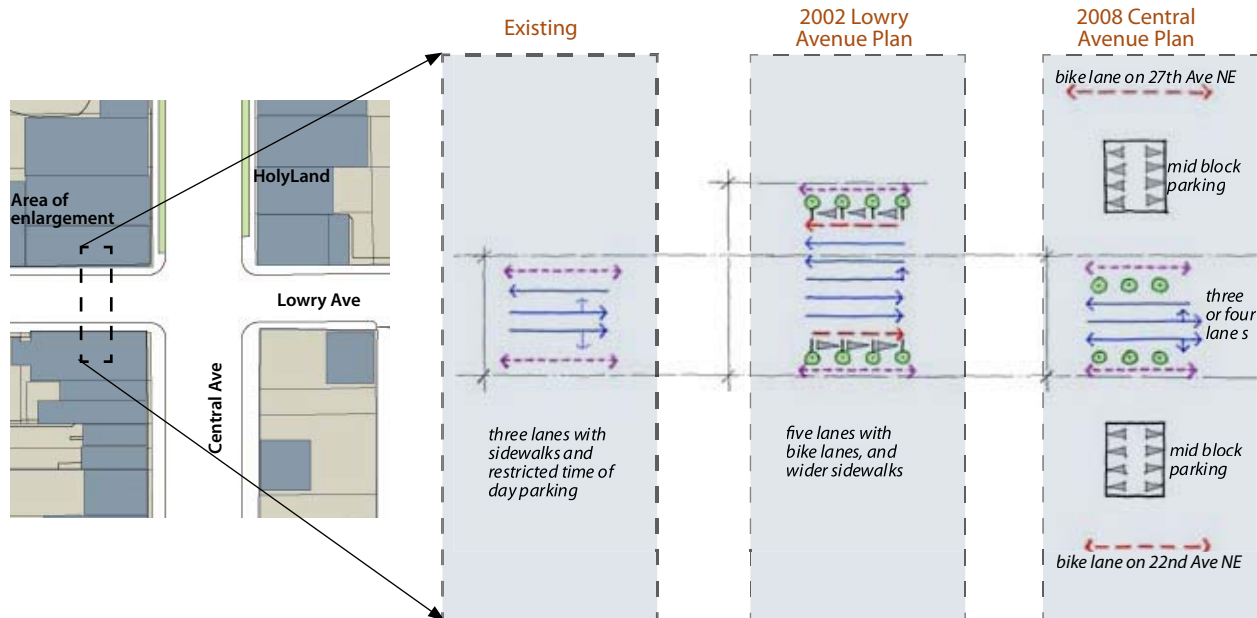
frontage. Level of Service for bicyclists can be measured by evaluating the quality of bike lanes, intersection conflicts, and speed of adjacent vehicular traffic.

- **Traffic Forecasts should be viewed as warnings not mandates.** If projections for land development and travel patterns require infrastructure investments that are either not sustainable or are deleterious to existing communities, then they should be interpreted as helpful warnings.
- **Existing high quality urban buildings should be preserved if at all possible.** It is important to maintain the existing right-of-way because an enlargement of it will likely result in demolishing the Arcana Building, a good urban building. A widened intersection (such as at Lyndale and Lowry Avenue) will create conditions that are hostile to pedestrians and counter to the goals of this Plan.

Lowry Avenue Alternative

This Plan offers a recommendation for resolving the outstanding issues so property owners can make decisions based on a predictable future. This Central Avenue Plan recommends a context sensitive solution to rebuilding Lowry Avenue with a goal of maximizing economic development opportunities, maintaining (and redeveloping) important urban buildings, and creating a pedestrian friendly intersection that serves the overall redevelopment of the area.

The 2002 Lowry Avenue Plan proposed a roadway to serve multiple users: Cars and trucks (passing through and parking), bicyclists (on and off street), transit, and pedestrians. The desire to accommodate so many users resulted in a proposal for a wide right-of-way. This Plan recommends removing some of the program elements from the right-of-way in an effort to preserve existing buildings and to maintain the dimensions of the intersection.



Lane Configurations on Lowry Avenue, between Monroe Street and Central Avenue

Central & Lowry (continued)

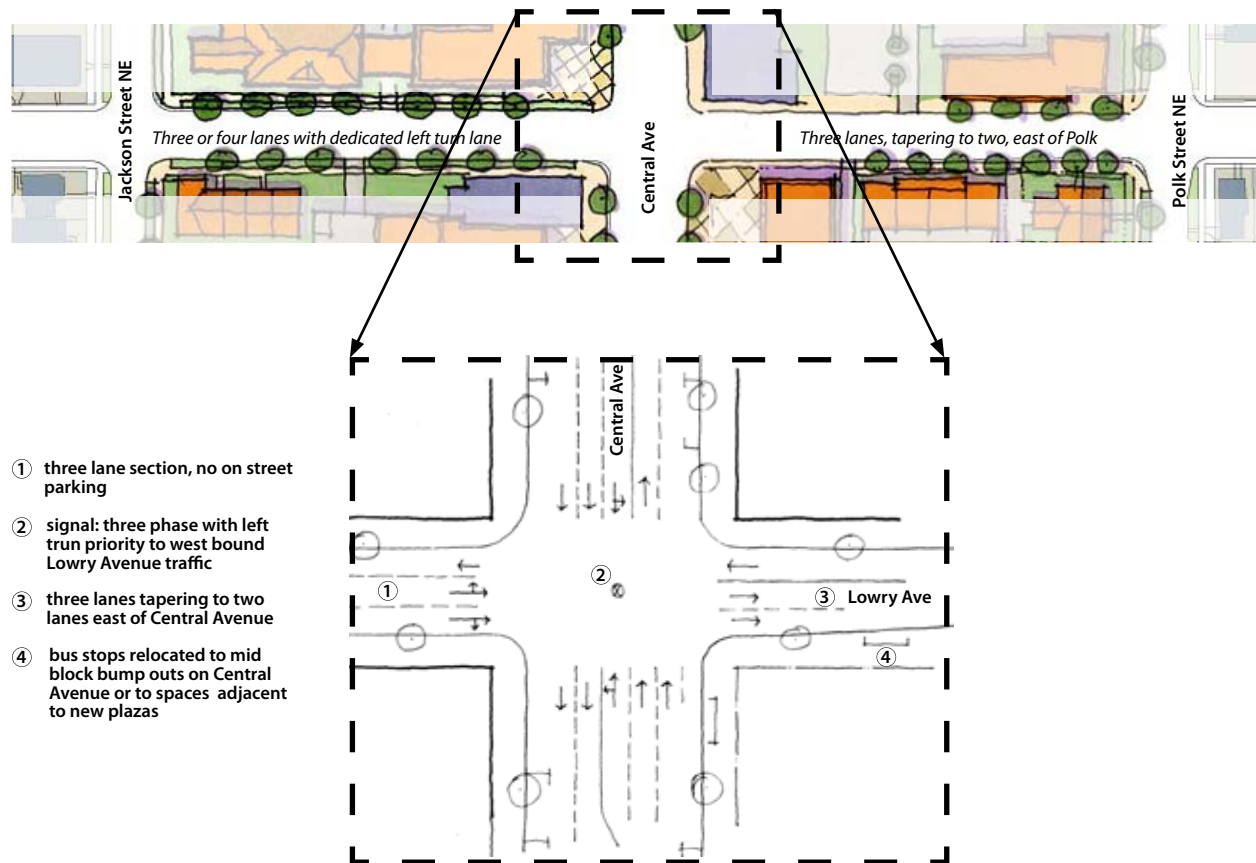
Recommendations

- East-west bike lanes will connect on both 29th and 27th Street, as shown in the drawing on pg. 74, and 18th Street NE.
- Increased mid block parking on all four corners.

With these two elements (on street parking and bike lanes) removed from the right-of-way a three or four lane street section with minimum 8' sidewalks can be created in the 60' right-of-way.

With a three or four lane section, this Plan then recommends adding a left turn signals to the intersections - in particular to the west bound Lowry Avenue traffic. A left turn signal will increase the overall capacity of the intersection without expanding the roadway.

A four lane section may will result in 8' sidewalks on Lowry. An 8' sidewalk is the minimum acceptable for an urban commercial area and is too small if a transit stop is also requires - as it is in this location. Therefore, the Plan recommends engaging Metro Transit is a thorough audit of all the bus stops and relocating them where there is adequate room and it works most efficiently and comfortably for bus riders. This will likely result in bus stops being shifted to locations adjacent to plazas or along curb extensions. Comfortable bus waiting facilities are critical to providing high level of service.



Lowry Avenue / Central Avenue Intersection

Central & Lowry (continued)

Development Opportunity

Complete demolition and redevelopment of all four blocks is neither necessary nor recommended. Incremental intensification can occur on all but the southwest block. The condition of the southeast block has degraded to the point where more significant property assembly and a larger redevelopment effort is recommended.

On the remainder of the three blocks, there are opportunities to restructure the blocks to create additional surface parking while at the same time rebuilding the residential edges on Polk and Jackson Streets NE. New developments can be integrated with older buildings, giving them new economic life. Lesser buildings can be removed and infilled with new buildings that connect to mid-block buildings atop parking structures.

Investments on these blocks can be incremental, consisting of building renovations, signage improvements, and small scale infill buildings. There should be a gradual or incremental intensification.

Over time, the uses on the block should adjust to the market. The Plan recommends that the Lowry/Central intersection become a regional draw; a place for unique offerings and entertainment. The Arcana building can be restored into a performance space, existing and new spaces can house restaurants and unique retail opportunities.

In order to achieve the ambitions for a transformative project, plans for the redevelopment should include a signature public open space and a signature building. The southeast block is the most likely site for such a project since it is largely vacant and partially blighted. The Plan recommends a corner plaza at the southeast corner that is privately owned and maintained but publicly accessible. It should be a gathering space that is activated by commerce and urban activity. It should be large enough for a gathering and for multiple uses, but not too large that the buildings defining it are disconnected from Central Avenue.



New Mid-Block Developments: Old buildings can be incorporated into new developments. Incremental improvements to existing buildings will bring new economic life to the Avenue.

Redevelopment of this block should have mid-block parking that serves itself as well as the area. The parking should be connected to the Plaza and the intersection via a passage. The ground floor of the building should contain active uses including retail and entertainment oriented to the plaza and to Central Avenue. The upper floors should contain housing and/or office uses.

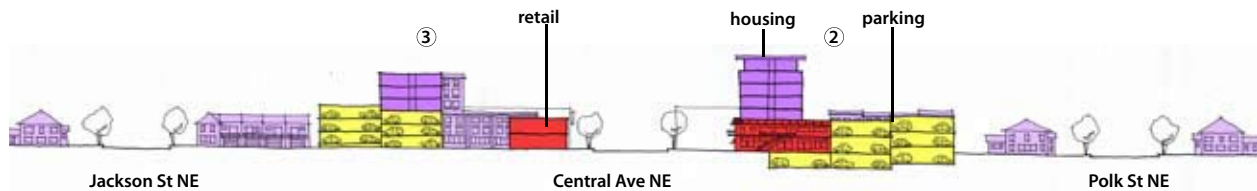
Redevelopment of this block must take into consideration rebuilding the residential edge of the neighborhood on Polk Street NE. The block can be restructured with realigned alleys and new residential lots. New housing on Polk Street NE can be dense (small apartment buildings, townhouses) however they must be compatible with the prevailing scale of the neighborhood.

Central & Lowry (continued)

- ① Restructure the block with a mid-block 2-level parking structure to serve a rebuilt Eastside Co-op and other retail uses on the block. Provide a passage/plaza that would connect the parking to Central Avenue and serve as a courtyard or enhanced entrance for new building. Redevelop north side of block and Polk Street NE with urban oriented housing in scale with the neighborhood.
- ② Redevelop Block with signature mixed-use project containing an open space/plaza oriented to Central Avenue. Parking structure with liner housing facing north and south and townhouses or small apartments on Polk Street NE
- ③ Consolidate and share parking (church and retail) in a mid-block lot or parking structure. Use air rights to develop mid-block housing that connects to Central Avenue through either existing renovated or new building. Revitalize Arcana building and other buildings on Central Avenue. Develop townhouses on Lowry Avenue.
- ④ Redevelop Lowry Ave edge of block with multi-use corner building. Realign alley to separate commercial traffic from residential traffic.



Illustrative Master Plan



Section AA: Building heights should be tallest towards Central Avenue and transition to neighborhood scale to the east and west. Commercial Uses should also be concentrated towards Central Avenue (red), served by mid block and structured parking (yellow). Residential Uses (purple) should face Jackson Street NE and Polk Street NE.

Central / Lowry (continued)



A Center on Central: Robust new development can redefine the Avenue without negatively impacting the neighborhoods. The corner should be marked with a landmark building that gives the area a strong identity.



Signature Open Space: An urban plaza can be created at the intersection. The plaza would be privately owned and maintained, but publicly accessible.



5c. South Segment

Over 400 artists have studios within the blocks adjacent to this segment of Central Avenue, but this vibrant arts community is invisible and perceived as inaccessible from the Avenue. Similarly, the arts-related amenities of the Avenue are few and those that exist are difficult to access. There is an opportunity to improve the physical relationship between Central Avenue and the NE Arts District that will make both into places people can see, places they can get to, and places they want to be.

Setting

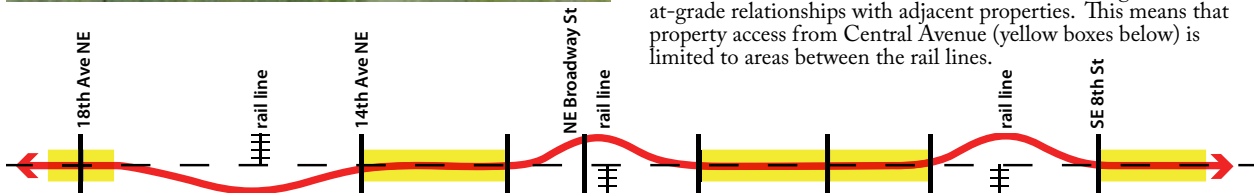
The South Segment is defined on the north side by 18th Avenue NE and on the south by 7th Street SE. It is in this segment that the Avenue does three interesting things. First, it changes direction. Summer Street NE marks the location where the Avenue goes from a northeast-southwest to a north-south orientation.

Second, the Avenue changes in elevation. It passes over two rail lines and under one, each time rising above and sinking below adjacent properties. Third, the Avenue passes by the most intense concentration of Northeast Arts District studios and building clusters, and almost all passers-by have no idea that such an asset is there.



Setting: Central Avenue rises above two rail lines (top left) and passes by the NE Arts District (bottom left).

Central Avenue Profile: Central Avenue (red line below) rises above two rail lines and sinks below another, creating a lack of at-grade relationships with adjacent properties. This means that property access from Central Avenue (yellow boxes below) is limited to areas between the rail lines.



Built Form

Land Use & Development Intensity

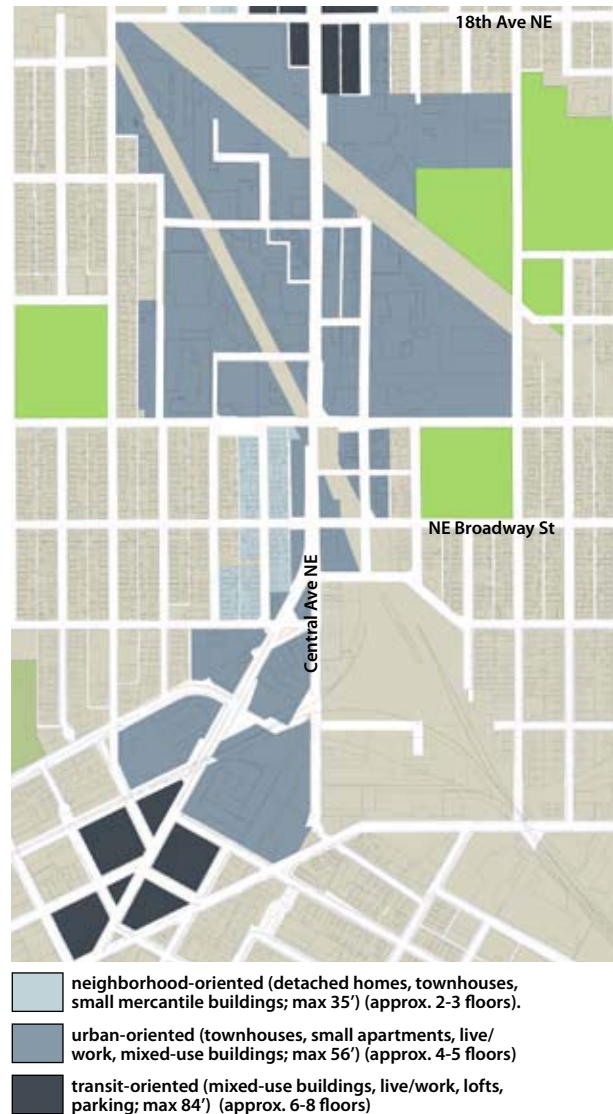
Industrial and arts land uses occupy the most land area and comprise the longest continuous frontage along Central Avenue. These uses give the core of the segment most of its physical character and identity. Also contributing to the area’s character is the low development intensity, which leads to an inactive streetscape and less pedestrian-friendly experience than other areas along the corridor. A third element that gives character to the area is the pair of rail lines that form a “wedge” shape on the ground as they pass through the arts area and across Central Avenue.

Recommendations

- Retain industrial land use designation for much of the area to align with the goals of the Northeast Arts District and the area’s history of an employment area.
- Combine industrial land use with commercial and mixed-uses along Central Avenue to offer opportunities for an arts presence on the Avenue.
- Designate the South Segment as urban-oriented to help facilitate a more active streetscape.
- Use the “wedge” shape dictated by the rail lines as a distinctive name for the area: the Central Arts Wedge.



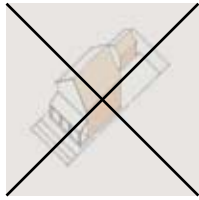
Land Use Plan: With the exception of the north and south ends of the South Segment, the primary land use designation is industrial.



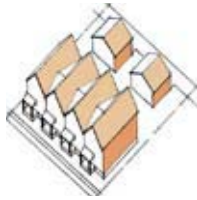
Development Intensity Plan: Development intensity is primarily urban-oriented in the South Segment.

Built Form (continued)

Building Types



detached



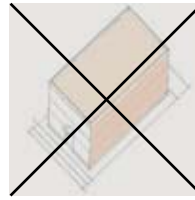
townhouse

- Locate in areas adjacent to neighborhoods.



live-work

- Locate within the Arts Wedge and along Central Avenue.

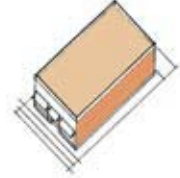


small apartment



courtyard apartment

- Locate in all areas.



mercantile mixed-use

- Locate along Central Avenue.



large plate mixed-use

- Locate within the Arts Wedge and along Central Avenue.



loft studio

- Locate within the Arts Wedge.



office/lab



industrial warehouse

- Locate within the Arts Wedge.



podium & tall apartment

- Locate within the Arts Wedge and along Central Avenue.



parking building

- Locate within the Arts Wedge.



Townhouse



Live-Work



Large Plate Mixed-Use



Loft Studio



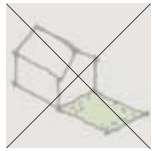
Industrial Warehouse



Podium & Tall Apartment

Open Space (continued)

Open Space Types



front yard



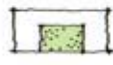
window box

- Locate in all areas.



balcony

- Locate in all areas.



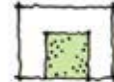
forecourt

- Locate within the Arts Wedge and along Central Avenue.



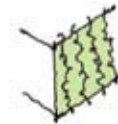
green roof

- Locate in all areas.



courtyard

- Locate in all areas.



green wall

- Locate in all areas.



work yard

- Locate within the Arts Wedge; if small, locate near neighborhoods.



passage

- Locate in all areas.



plaza

- Locate in all areas.



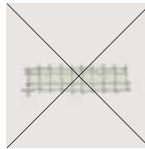
street trees

- Locate in all areas.

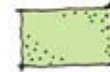


square

- Locate within the Arts Wedge.

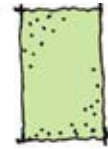


promenade



field

- Locate within the Arts Wedge.



park

- Locate near neighborhoods.



trail

- Locate within the Arts Wedge.



Forecourt



Courtyard



Work Yard



Passage



Square



Park

Access

There are few street connections to Central Avenue in this segment. This is due to the difference in grade between the Avenue and surrounding properties, the rail lines that cross the study area, the large, irregularly shaped industrial sites, and the dead-end roads that disconnect residential neighborhoods from industrial areas.

Recommendations

Pedestrians & Bicycles

- Create and improve alternative routes for pedestrians, such as sidewalks on streets within the Wedge.
- Create sidewalks and crossings across Central Avenue and NE Broadway Street where streets do not connect.

- Establish bicycle connections from north to south and east to west through the industrial areas.
- Improve signage and provide wayfinding assistance for pedestrians and cyclists.

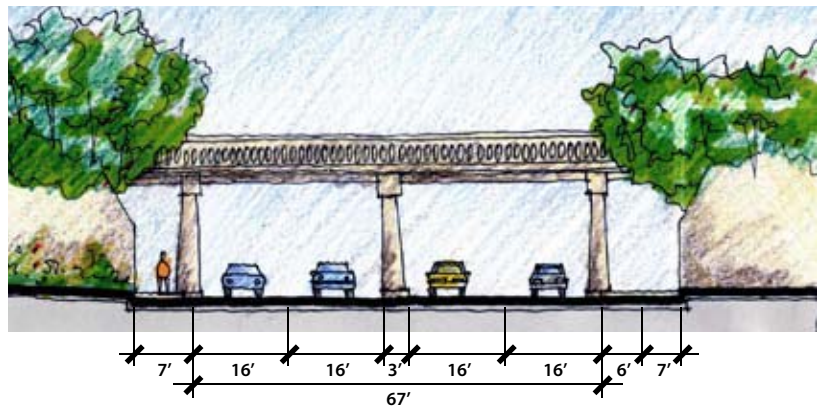
Transit

- Improve conditions of transit stops in the area.
- Incorporate the arts into transit stops.

Automobiles & Parking

- Establish a long-term vision for structured parking in the destination-oriented arts area.
- Improve street conditions in industrial areas.
- Rebuild the portion of Central Avenue that passes through the South Segment.

Existing Street Section: Existing conditions show Central Avenue as it is today: four traveling lanes and a narrow sidewalk without much building frontage.



Proposed Street Section: Proposed changes include adding sidewalk area on both sides of the Avenue, adding bike lanes in both directions, and adding an arts median down the middle. Such features create a more pedestrian-friendly environment by increasing pedestrian amenities and adding elements to slow automobile traffic in the area.

Transformative Project: Central Arts Wedge

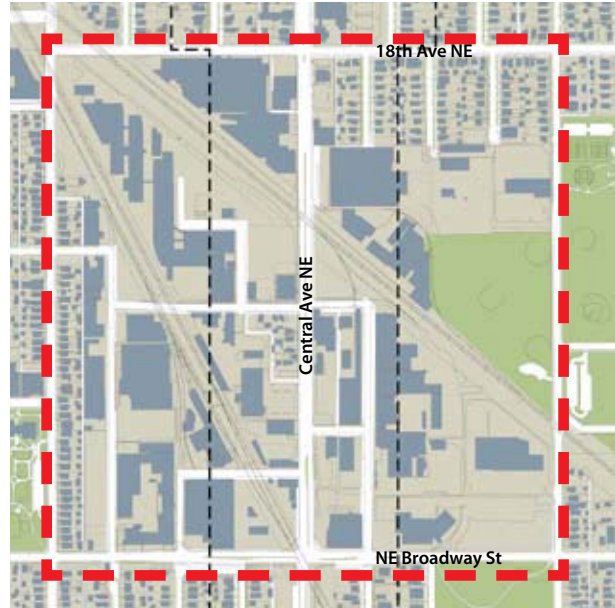
Setting

The west half of the South Segment’s transformative site is strategically located in the southeast corner of the Northeast Arts District. Although it is just eight percent of the District’s geographic area, over 50 percent of Northeast’s 400 independent artists have studios here. Currently, there are six studio buildings within the site.

The site’s east half is not an official part of the District, but its gritty character, old industrial buildings, and historical significance is similar. Together, these two sides of Central Avenue, from NE Broadway Street on the south to NE 18th Avenue on the north, can become one powerful place that has a strong physical arts presence along Central Avenue.

Two active rail lines pass through the site, adding to its character but complicating its legibility and accessibility. The street network is disconnected, and there are few ways to enter and move through the site. Most of the buildings are old, large, and industrial; several are for sale or lease and are ready to be reused or redeveloped.

While the focus of the plan’s attention is on the wedge area, there are several important contributing structures outside this area (e.g. Thorp Building, the buildings on Quincy Street, the Waterbury Building and the Casket Arts Building) that are part of the arts identity of Northeast Minneapolis.



The Site: The transformative project in the South Segment is approximately 140 acres and includes the significant southeast corner of the Northeast Arts District.



Existing Conditions: Production has always been a tradition in this area. The Northrup King building once housed a seed company. Now, over 50 percent of Northeast’s independent artists have studios in this area, over 100 of them in the Northrup King building.

Central Arts Wedge (continued)

The Concept

Because the arts has little presence on Central Avenue, the arts community misses a valuable opportunity to market itself physically and establish a relationship with Avenue amenities. Development here should leverage the arts and focus on creating a successful future for the NE Arts District and for Central Avenue.

Recommendations

- Locate signage at intersections directing drivers to parking areas.
- Provide opportunities for the public to engage and appreciate the Northeast Arts District.
- Create a strong arts presence on Central Avenue.
- Blend old and new buildings and spaces.
- Improve pedestrian access to and throughout the area through a logical but quirky network of lanes, alleys, passages, and streets.
- Provide opportunities for artists to live, work, produce, create, display, sell, and show their work in existing and new buildings.
- Create a unique system of courtyards, fields, and work yards to produce an identifiable area.
- Continue to allow for affordable, flexible production space that meets needs of artists living and working in

this area, including truck and rail access.

- Cross-promote the assets of the entire Northeast Minneapolis Arts District, including non-arts uses, to strengthen its overall appeal and strength.



Arts Focus Area Plan: The plan for the Arts Wedge focuses on helping the arts community establish a strong physical presence along Central Avenue (new development in orange)



Arts Focus Area Vision: Development in the Arts Wedge should blend the old and new buildings and spaces.

Central Arts Wedge (continued)

The Strategy

Cultural districts should have a strong identity, should be walkable and connected, and should be easy for visitors to navigate. The Central Arts Wedge is already part of a cultural district, but it lacks the physical characteristics described above. By using a phased development approach that builds on existing strengths and resources, the Arts Focus Area can become a vibrant place that captures the creative, impromptu, and gritty essence of the arts in Northeast.

To do so, it is necessary to look to strong existing conditions. They will dictate the appropriate way for the area to grow toward a more cohesive and identifiable place that retains the authenticity it has now. This Plan recommends starting with an organizing structure based on existing conditions and needs.

- The area has several significant arts and historical buildings. Improve connections between them.
- The area has lots of undefined open spaces. Treat open spaces as destinations instead of leftover areas.
- The area has streets and sidewalks. Improve conditions and connections to render them navigable, convenient, and friendly for pedestrians and visitors.
- Improve, increase, and diversify overall connectivity between places within the area.
- The area is located adjacent to Central Avenue. Strengthen its visibility and presence on the Avenue.

An open space and access network to connect arts resources within and across Central Avenue offers a guiding framework for new development. A phased approach suggests how this might be implemented.



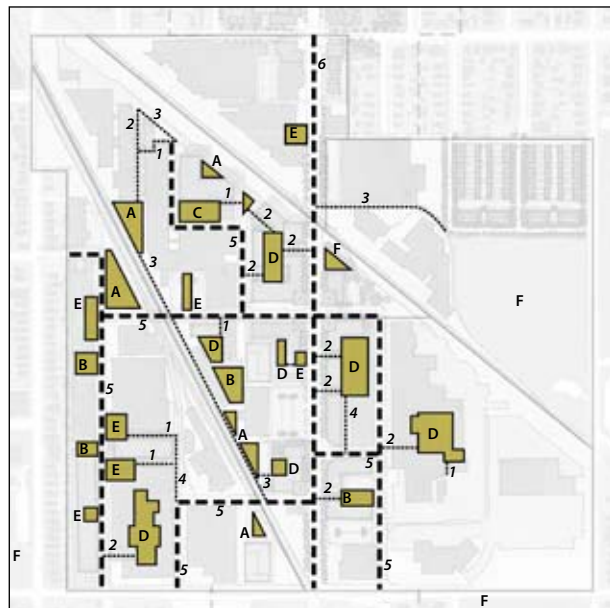
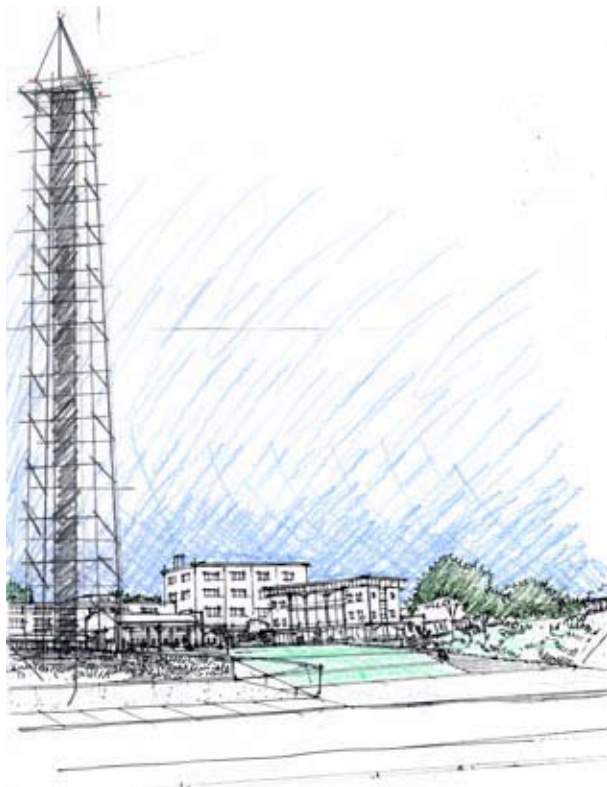
Opportunities: Existing conditions in the Central Arts Wedge (1 & 2) and a similar destination-oriented arts and cultural area in Toronto, Ontario, Canada (3 & 4) showing the potential for passages, walks, and paths.

Central Arts Wedge (continued)

Open Space & Access Framework

Several open spaces exist in this area, but they are undefined and uninviting. They can be designed to support the mission and focus of the Central Arts Wedge area and can be destinations themselves. These spaces should accompany new development and should be connected directly to the access network via one of the access types.

A variety of access types should connect to and between destinations in the Arts Wedge, and should themselves be destinations. They should be navigable, and should enhance the area's character by offering an even better way to embark on the beloved "urban adventure" experience this area supports. Opportunities for creativity, innovation, and experimental ventures should be part of the open space and access network design.



- | Proposed Open Space Types | Proposed Access Types |
|---------------------------|-----------------------|
| A. Field | 1. Passage |
| B. Work Yard | 2. Walk |
| C. Square | 3. Path |
| D. Courtyard | 4. Alley |
| E. Forecourt | 5. Street |
| F. Park | 6. Avenue |



Open Spaces & Access: Creative and innovative artistic statements should help make open spaces into destinations (top left). Higher quality connections between the Arts Wedge and Central Avenue (bottom) should increase the presence of the arts on Central Avenue.

Central Arts Wedge (continued)

Arts Presence on the Avenue

The arts can materialize along the frontage of Central in three ways.

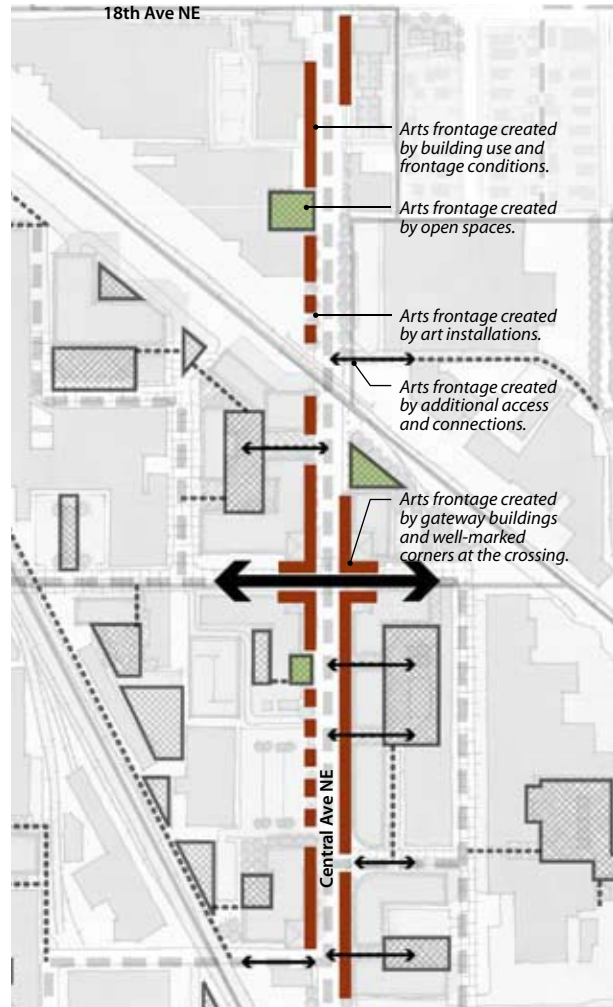
- Storefronts for arts-related and arts-supporting commercial.
- Access connections from Central Avenue to the Arts Wedge interior.
- Strong gateway where 14th Avenue NE crosses Central Avenue and connects both sides of the Arts Wedge.

Transitions to Neighborhoods

The “wedge” of land that bisects the area not only gives it a name, but also gives boundaries to the area that can absorb the most intense development. The historic building pattern in the wedge includes buildings of a larger, taller scale than those nearer to the neighborhoods. Thus, this is the area where larger, taller buildings should continue to be concentrated. However, where taller buildings meet Central Avenue, they should step back so as not to overwhelm the feeling of the Avenue. Smaller buildings should be located outside the wedge, where the area meets the neighborhoods.



The Wedge: The two rail lines that bisect the area form a wedge shape (yellow), which gives the area its name. This is where larger and taller buildings should be located to leverage the arts with minimal physical impact on adjacent neighborhoods.



Arts on Central Avenue: Strengthening the Arts Wedge area with the open space and access framework will increase the visibility of the arts community, and the Northeast Arts District, on Central Avenue.



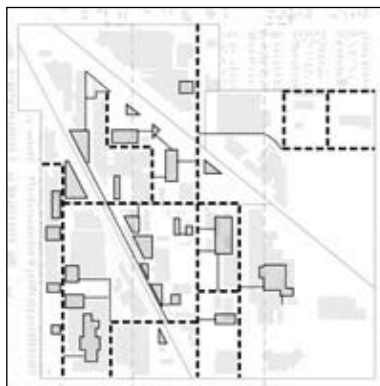
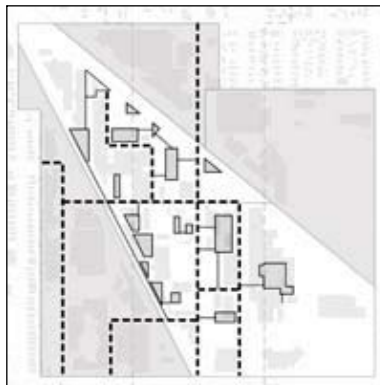
Section AA: Buildings Between the Rails: Taller buildings should be located in the “wedge” created by the rail lines and should step down toward Central Avenue. Smaller buildings should be located in the areas adjacent to surrounding neighborhoods.

Central Arts Wedge (continued)

Built Form Phases



Open Space & Access Phases



Short-term

- Improve existing streets (gravel or loose cobblestone) to establish strong infrastructure for the area.
- Focus redevelopment in the area near Northrup King to strengthen and capitalize on the area's biggest asset.
- Start to define the Central Avenue and 14th Avenue NE intersection, the only crossing of Central Avenue in the area, to establish and define a gateway.

Medium-term

- Improve the Central Avenue streetscape and narrow the Avenue width between NE Broadway Street and 18th Avenue NE.
- Focus redevelopment between the rail lines on both sides of Central Avenue to give the arts community a presence on the Avenue frontage.

Long-term

- Add neighborhood street network and complete the secondary open space and access network.
- Focus redevelopment in the areas adjacent to surrounding neighborhoods.
- Build smaller scale buildings in areas adjacent to neighborhoods.



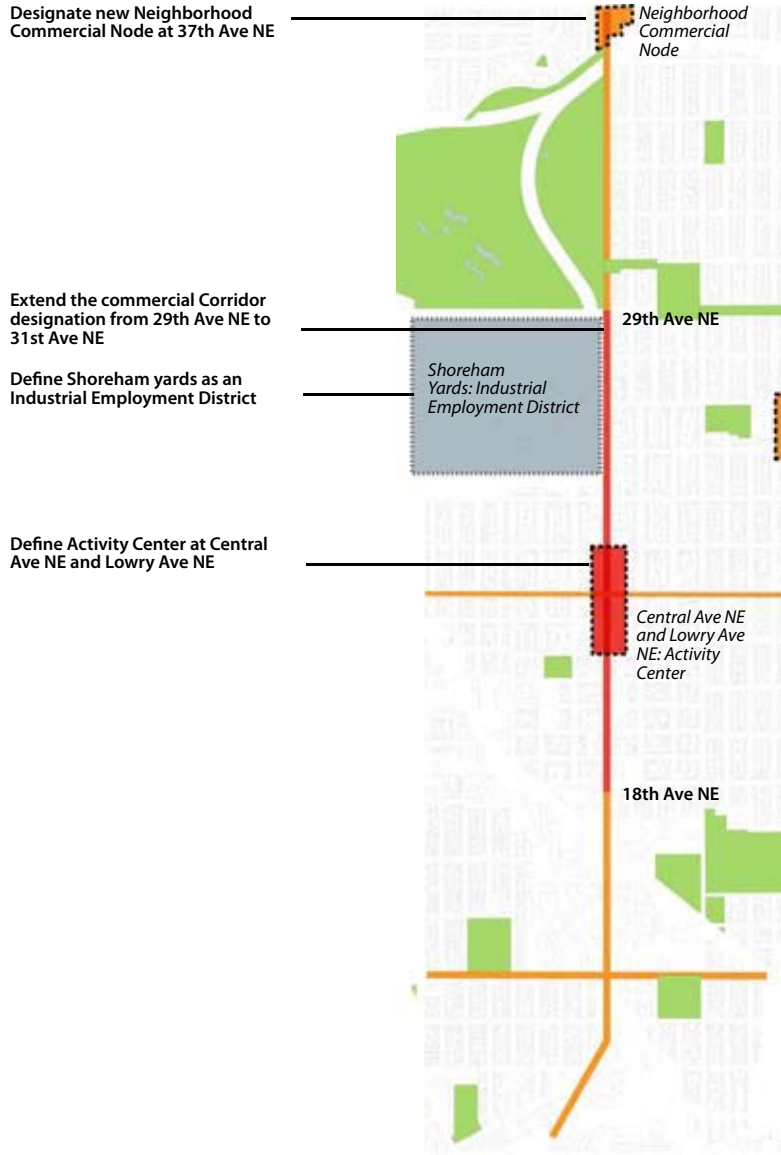
6. Implementation

Implementation of this Plan is expected to occur over approximately 20 years. It will require a coordinated and concerted effort between private and public stakeholders. The following section outlines the implementation steps necessary to realize the vision of this Plan. Recommendations are categorized as short term (0-5 years) medium term (5-10 year) and long term (10-20 years).

Comprehensive Plan Changes



Existing Comprehensive Plan Land Use Features



Proposed Comprehensive Plan Land Use Features

Implementation - North Segment

Recommendation	Timetable	Responsibility
<p>Between 36th Ave NE and 37th Ave NE</p> <ul style="list-style-type: none"> • Designate 37th Avenue NE and Central Avenue as a Neighborhood Commercial Node. • Encourage urban-oriented building types like townhouses, small apartments, and mixed-use buildings. • Require new buildings to have urban-oriented frontages such as storefronts, stoops, courtyards, or narrow porch yards. • Improve surface parking lots with additional trees, stormwater management, and low hedges or walls along the edge of the sidewalk. 	<ul style="list-style-type: none"> • Near term 	<ul style="list-style-type: none"> • CPED, Development Community
<p>Between 31st Ave NE and 36th Ave NE</p> <ul style="list-style-type: none"> • Maintain the residential character of Central Avenue • Set buildings back to create generous front yards in keeping with the prevailing patterns of homes along this stretch of the Avenue. Occasional corner buildings are exceptions. • Encourage primarily low- and medium-density residential uses and neighborhood building types such as single family homes, small apartments, and live/work units, on the east side of Central Avenue between 31st Avenue NE and 36th Avenue NE. • Domestic and residential features such as sloped roofs, balconies, porches, dormers, front yards, gardens, and patios are encouraged in residential buildings. 	<ul style="list-style-type: none"> • Near term 	<ul style="list-style-type: none"> • CPED, Development Community

Implementation - North Segment

Recommendation	Timetable	Responsibility
<p>Columbia Park</p> <ul style="list-style-type: none"> • Explore possibility of locating a trail head, bike rental, bike repair, or restaurant in or adjacent to the Columbia Golf Course club house. • Consider locating a private restaurant in the Columbia Manor club house (or general area) to create a destination and gathering space similar to Tin Fish at Lake Calhoun or Sea Salt at Minnehaha Park. Such a destination could be developed in conjunction with a trail head or bike rental/repair facility and the completion of the Grand Rounds. 	<ul style="list-style-type: none"> • Medium term, in conjunction with completion of the Grand Rounds and other Park improvements; zoning issue would have to be resolved 	<ul style="list-style-type: none"> • CPED, Park Board, Private investor (restauranteur and / or entrepreneur), Public Works
<p>Between 27th Ave NE and 31st Ave NE:</p> <ul style="list-style-type: none"> • Extend the Commercial Corridor Designation from 29th Ave NE to 31st Ave NE. • Create a concentration of commercial uses at 29th Ave NE • Mark the intersection at 29th Avenue NE with relatively intense development and create a gateway to Shoreham Yards as well as to the neighborhood. • Encourage mixed use developments with housing (except for in Shoreham Yards) above active ground floor uses on the east side of Central Avenue between 27th Avenue NE and 31st Avenue NE. 	<ul style="list-style-type: none"> • Near and medium term 	<ul style="list-style-type: none"> • CPED, Audubon Neighborhood, Development Community
<p>Central Avenue Art Trail</p> <ul style="list-style-type: none"> • Create an outdoor urban gallery showcasing local artists and local culture. In the North Segment, the trail can be located along the edge of Columbia Park and in front of the Shoreham Yards Redevelopment. 	<ul style="list-style-type: none"> • Immediate 	<ul style="list-style-type: none"> • Northeast Minneapolis Arts Association, neighborhoods, Park Board, private sponsors, private property owners.

Implementation - North Segment

Recommendation	Timetable	Responsibility
<p>Shoreham Yards Transformative Site</p> <ul style="list-style-type: none"> • Pre-market the site and identify potential corporate or institutional tenants. • Stabilize the roundhouse; explore innovative reuse options for the Roundhouse. • Develop a detailed Master Development Plan for the property • Redevelop with substantial amount of living wage jobs. • Create a green edge along Central Avenue connecting Columbia Park and St. Anthony Cemetery. Use this green edge for the Central Avenue Arts Trail • Celebrate the Roundhouse with public access and a significant public space that connects it to Central Avenue. • Extend neighborhood streets into the property to create urban scaled development blocks. 	<ul style="list-style-type: none"> • Immediate • Near term 	<ul style="list-style-type: none"> • CP Rail, County, Shoreham Yards Advisory Committee, CPED, Private Development Community, NE Chamber of Commerce, and NE CDC

Implementation - Central Segment

Recommendation	Timetable	Responsibility
<p>Land Use and Development Intensity</p> <ul style="list-style-type: none"> • Reinforce Central Avenue from 31st Avenue NE (North Segment) to 18th Avenue NE as Northeast’s commercial core and its downtown. • Encourage a diversity of investments along Central Avenue, ranging from small incremental investments to large transformative investments. • Establish physical differentiation and distinctions along the Avenue by creating higher redevelopment areas at 29th Ave NE(North Segment), 18th Ave NE and Lowry Ave. • Work with property owners at these locations to create a coordinated approach to parking, redevelopment, business and tenant mix. • Consider rezoning from 18th Avenue NE to 31st Avenue NE to C2 with an area of C3A at Lowry Avenue NE. • Extend Pedestrian-Oriented Overlay District from 31st Avenue NE (North Segment) to 18th Avenue NE. • Strongly encourage ground floor retail and restaurants at 18th Ave NE, Lowry Ave, and 31st St NE; encourage active ground floor uses in between. • Encourage infill development on parking lots that face onto Central Avenue • Encourage redevelopment and redesign of single-story buildings to improve their relationship with the Avenue and to give them new economic life. • Encourage new development to have a cadence and rhythm that relates to the existing pattern of buildings. 	<ul style="list-style-type: none"> • Near term 	<ul style="list-style-type: none"> • CPED, Property Owners, Development Community, Business Owners, Northeast CDC

Implementation - Central Segment

Recommendation	Timetable	Responsibility
<p>Business Mix</p> <ul style="list-style-type: none"> • Support existing and new independent businesses by encouraging small scale improvements to storefronts and signage. Support existing and new entrepreneurs that offer unique products and goods. • Provide larger retail spaces for regional and national businesses that appeal to a broad cross section of Northeast as well as to a regional market. • Recruit businesses (local and national) that serve the day to day needs of a local Northeast market (example: FedEx Kinkos). • Build on Central Avenues niche in the market for ethnic stores and restaurants by recruiting related businesses from around the region. 	<ul style="list-style-type: none"> • Immediate • Near term 	<ul style="list-style-type: none"> • CPED, Property Owners, Development Community, Business Owners, Neighborhoods Northeast CDC, Northeast Chamber of Commerce
<p>Open Space</p> <ul style="list-style-type: none"> • Develop a series of small parks and plazas that enhance the quality of the sidewalk for pedestrians. • Develop passages between parking areas and Central Avenue. • Encourage new development to articulate the ground plane by setting the building back from the property line 8' to create space for dining, display of goods, etc. • Work with MnDOT to develop and implement an overall strategy for making Central Avenue more pedestrian friendly, including building curb extensions at intersections and mid-block to improve pedestrian crossing conditions and to create additional opportunities for seating, landscaping, transit facilities, etc. 	<ul style="list-style-type: none"> • Near term, Medium term 	<ul style="list-style-type: none"> • CPED, Property Owners, Development Community, Business Owners, Neighborhoods, Northeast CDC. • CPED, Public Works, Property Owners, Development

Implementation - Central Segment

Recommendation	Timetable	Responsibility
<p>Jackson and Polk Street and the transitions between the Avenue and the neighborhoods</p> <ul style="list-style-type: none"> • Strengthen Jackson and Polk Street NE as high quality neighborhood streets with primarily medium-density housing. Eliminate commercial incursions onto these streets by redeveloping parking lots, removing commercial signs, and realigning alleys and driveways. • Redevelop infill lots with medium density housing • Seek opportunities to assemble larger properties to redevelop with small apartments, townhouses, or other medium density housing types. • Increase monitoring and code enforcement on Jackson and Polk Street. • Maintain 35' as the prevailing height of buildings on Jackson and Polk Street. Step up to taller heights toward the middle of the block. Locate tallest buildings in the middle of the block where they will not shadow existing residential buildings. • Maintain narrow front yards as the prevailing frontage condition on Jackson and Polk Street NE 	<ul style="list-style-type: none"> • Near term 	<ul style="list-style-type: none"> • CPED, Property Owners, Development Community, Business Owners, Neighborhoods, Northeast CDC.
<p>Art on the Avenue</p> <ul style="list-style-type: none"> • Implement the Central Avenue Art Trail along both sides of the street. Use wider sidewalks as well as private property to house pedestals for the Art Trail. • Explore and encourage additional opportunities for Art on the Avenue: signage, streetscaping, murals and lighting; vacant buildings as temporary galleries, events and parades 	<ul style="list-style-type: none"> • Immediate 	<ul style="list-style-type: none"> • CPED, Property Owners, NEMAA

Implementation - Central Segment

Recommendation

Bicyclists	Timetable	Responsibility
<ul style="list-style-type: none"> • Restripe Central Avenue between 27th Ave NE and 18th Ave NE to create bike lanes. Consider inboard bike lanes located between parked cars and the sidewalk. • Create parallel bike lanes on Fillmore and Monroe Streets for bikers who seek alternative routes to Central. • Explore options for creating east-west bike lanes on 22nd Ave NE and 18th Ave NE, and that connect on both 27th and 29th Ave NE, as shown in the drawing on pg. 73. • Locate centralized bike corrals where east-west bike routes cross Central Avenue. • Encourage new developments to install bike racks • Incorporate bike parking into street furniture configurations at regular intervals convenient to service and business destinations. 	<ul style="list-style-type: none"> • Near term, medium term • Near term, medium term 	<ul style="list-style-type: none"> • CPED, Public Works • CPED, Public Works, Metro Transit, Property Owners
<p>Transit</p> <ul style="list-style-type: none"> • Improve bus waiting facilities at 18th Ave NE and Lowry Ave. New curb extensions and moderate building setbacks can increase the area available for waiting. • Support development of a streetcar by offering a site for a maintenance facility, increasing residential densities, and economic activity along all parts of Central Avenue. 	<ul style="list-style-type: none"> • Medium term, long term • Near term, medium term 	<ul style="list-style-type: none"> • CPED, Public Works, Metro Transit, Private Developers, Business Community, Northeast Chamber of Commerce, Neighborhoods • CPED, Public Works, Private Developers, Business Community, Northeast Chamber of Commerce, Neighborhoods
<p>Automobiles and Parking</p> <ul style="list-style-type: none"> • Improve rear parking areas with landscaping and signage • Create mid-block passages between parking areas and Central Avenue. • Create centralized parking lots/ structures at the nodes. • Improve directional signage and wayfinding to parking areas. 		

Implementation - Central Segment

Recommendation	Timetable	Responsibility
<p>Central and Lowry Transformative Site</p> <ul style="list-style-type: none"> • Rebuild Lowry Avenue within existing right-of-way by relocating bike lanes to parallel streets and increasing mid-block parking, and creating a dedicated left turn lane with extended “green time” • Consider rezoning all four blocks to C3A with a Pedestrian Oriented Overlay. • Southeast block: redevelop with signature mixed-use project containing an open space/plaza oriented to Central Avenue, parking structure with liner housing facing north and south and townhouses or small apartments on Polk Street NE • Northeast block: redevelop with a mid-block 2-level parking structure to serve a rebuilt Eastside Co-op and other retail uses on the block. Provide a passage/plaza that would connect the parking to Central Avenue and serve as a courtyard or enhanced entrance for new building. Redevelop north side of block and Polk Street NE with urban oriented housing in scale with the neighborhood. • Northwest block: redevelop Lowry Ave edge of block with multi-use corner building. Realign alley to separate commercial traffic from residential traffic. • Southwest block: consolidate and share parking (church and retail) in a mid-block lot or parking structure. Use air rights to develop mid-block housing that connects to Central Avenue through either existing renovated or new building. Revitalize Arcana building and other buildings on Central Avenue. Develop townhouses on Lowry Avenue. 	<ul style="list-style-type: none"> • Near term 	<ul style="list-style-type: none"> • CPED, County, Property Owners, Development Community, Business Owners, Neighborhoods, Northeast CDC.

Implementation - South Segment

Recommendation	Timetable	Responsibility
<p>Land Use and Development Intensity</p> <ul style="list-style-type: none"> • Retain the industrial land use designation for the majority of the segment to align with the goals of the Northeast Arts District and the area’s rich employment history. • Combine industrial land use with commercial and mixed-uses along Central Avenue to offer opportunities for an arts presence on the Avenue. • Designate the South Segment as urban-oriented to help facilitate a more active streetscape. • Use the “wedge” shape dictated by the rail lines as a distinctive name for the area: the Central Arts Wedge. • Develop a Master Development Plan for the Central Arts Wedge 	<ul style="list-style-type: none"> • Near term 	<ul style="list-style-type: none"> • CPED, Property Owners, Development Community, NEMAA, Northeast CDC.
<p>Pedestrians and Bicyclists</p> <ul style="list-style-type: none"> • Create and improve alternative routes for pedestrians, such as sidewalks on streets within the Wedge. • Create sidewalks and crossings across Central Avenue and NE Broadway Street where streets do not connect. • Establish bicycle connections from north to south and east to west through the industrial areas. • Improve signage and provide wayfinding assistance for pedestrians and cyclists. 	<ul style="list-style-type: none"> • Near term 	<ul style="list-style-type: none"> • CPED, Public Works

Implementation - South Segment

Recommendation	Timetable	Responsibility
<p>Transit</p> <ul style="list-style-type: none"> • Improve conditions of transit stops in the area. • Incorporate the arts into transit stops. 	<ul style="list-style-type: none"> • Near term 	<ul style="list-style-type: none"> • CPED, Public Works, Metro Transit
<p>Automobiles & Parking</p> <ul style="list-style-type: none"> • Establish a long-term vision for structured parking in the destination-oriented arts area. • Improve street conditions in industrial areas. • Rebuild the portion of Central Avenue that passes through the South Segment to include on street bike lanes, pedestrian amenities and narrower drive lanes 	<ul style="list-style-type: none"> • Near term 	<ul style="list-style-type: none"> • CPED, Public Works
<p>Central Avenue Arts Wedge Transformative Site</p> <ul style="list-style-type: none"> • Locate signage at intersections directing drivers to parking areas. • Provide opportunities for the public to engage and appreciate the Northeast Arts District. • Create a strong arts presence on Central Avenue. • Blend old and new buildings and spaces. • Improve pedestrian access to and throughout the area through a logical but quirky network of lanes, alleys, passages, and streets. • Provide opportunities for artists to live, work, produce, create, display, sell, and show their work in existing and new buildings. • Create a unique system of courtyards, fields, and work yards to produce an identifiable area. 	<ul style="list-style-type: none"> • Near term 	<ul style="list-style-type: none"> • CPED, Public Works, NEMAA, Development Community, NECDC, NE Chamber of Commerce

Implementation - South Segment

Recommendation	Timetable	Responsibility
<ul style="list-style-type: none"> • Continue to allow for affordable, flexible production space that meets needs of artists living and working in this area, including truck and rail access. • Cross-promote the assets of the entire Northeast Minneapolis Arts District, including non-arts uses, to strengthen its overall appeal and strength. 	<ul style="list-style-type: none"> • Near term 	<ul style="list-style-type: none"> • CPED, Public Works, NEMAA, Development Community, NECDC, NE Chamber of Commerce