



# West Broadway **ALIVE**

## Executive Summary





West Broadway Alive is a plan for the revitalization of West Broadway Avenue in north Minneapolis. Community-initiated, and highly collaborative in its development, it sets a policy foundation and action agenda for re-establishing West Broadway as a community asset—the commercial and community heart of North Minneapolis.

### Context

Like the north Minneapolis community in which it is located, West Broadway faces multiple and interrelated challenges. Yet it has tremendous assets. Its commercial potential is based not on hope and idealism, but on real structural advantages such as its proximity to downtown Minneapolis, its location relative to competing commercial areas, and ready access to Interstate 94. These characteristics offer the promise of a self-sustaining future once threshold livability conditions are addressed, and the commercial and residential development markets are righted.

The West Broadway Alive small area plan envisions a vibrant and successful corridor, and it identifies key actions necessary to realize that vision. Significant and sustained investment will be required, as well as ongoing collaboration. The prize is a distinctive and attractive North Minneapolis main street that will serve as an anchor of community stability, value, and pride.

### Community Engagement

The West Broadway Alive planning process employed extensive and innovative community engagement strategies in order to reach a diverse community and foster genuine ownership of the plan. A community based steering committee played a critical role in this. It prioritized and provided guidance on outreach strategies. It provided perspective on whether agendas and materials intended for public meetings would be effective in communicating information and inviting input.

Public meetings were advertised using radio, newspaper, flyers, and e-mail distribution lists. Posterboards advertising events were set up in local businesses. Community meetings were intentionally designed to be lively events with many methods of soliciting input, so that the process might get a reputation for being engaging and worthwhile. Specific outreach strategies were designed to reach the most populous ethnic communities that reside in the area.

Additional efforts were made to extend the planning process into the community. Project materials were brought to community festivals and events, as well as neighborhood meetings. Information was gathered through surveys and street



interviews. Area youth were recruited to contribute to the planning process. They conducted street interviews, administered shopping surveys, and analyzed crime patterns.

## Plan Foundation

A set of core values and objectives that underpin West Broadway revitalization efforts were drafted by the West Broadway Alive Steering Committee, and fine-tuned through presentation to the broader community at the community open houses.

### *Vision*

West Broadway is a multicultural place rich in history, civic engagement and the arts.

The West Broadway community celebrates the Avenue as a welcoming, attractive, safe place alive with the collaboration of residents, business owners and others, promoting economic vitality for future generations.

### *Guiding Principles*

Improvements along West Broadway will help to build a unified character and identity to the corridor with improved physical environments, better functioning business districts and diverse residential developments.

Linkages and approaches to West Broadway are highly important. New development and streetscape improvements will make West Broadway feel closer and easier to get to.

Public art, façade improvements and other design features will create an outlet for community expression while unifying the street aesthetically.

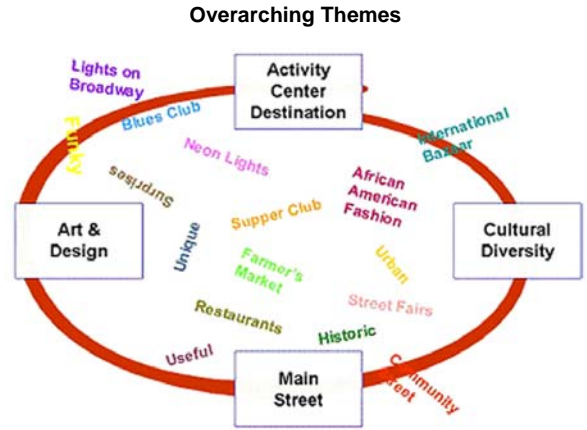
The West Broadway community welcomes new development and expects that it exhibit high-quality construction and design. New development will complement the best elements of the existing historic character of West Broadway and the surrounding neighborhoods.

The West Broadway community values and supports local businesses. New businesses are welcome as well, particularly those that add to a healthy mix of goods and services available in North Minneapolis.

Housing growth is essential because it contributes to the economic viability of West Broadway. New development will create options, adding to the area's supply of middle income and upscale housing while providing some affordable living opportunities, including ownership and well-managed rental units. New housing will meet the needs of residents in various life stages.

### Overarching and Area Themes

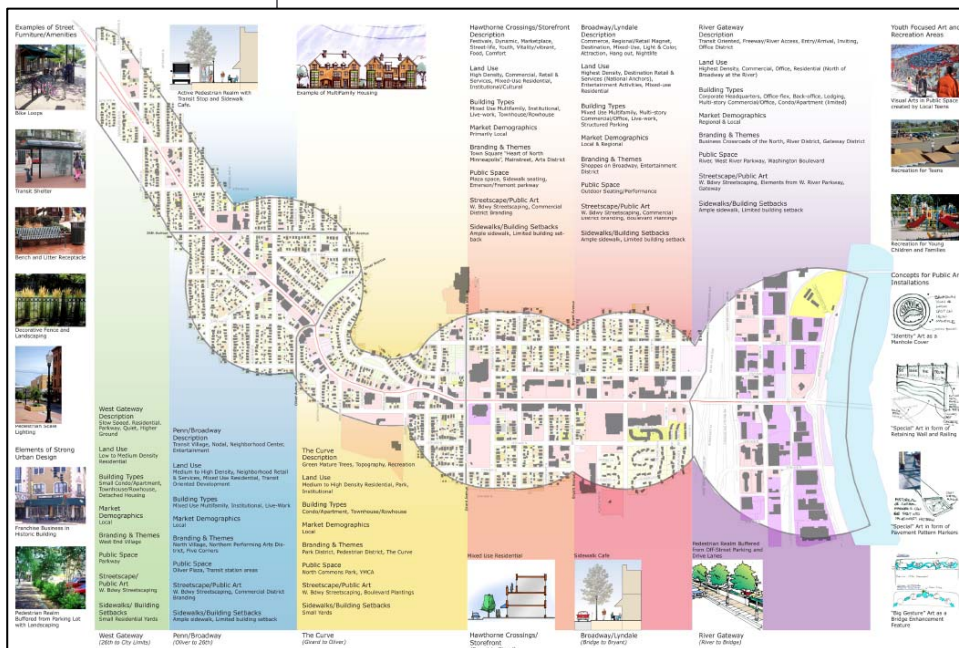
A good plan builds on existing strengths, so many initial community exercises focused on identifying the perceived strengths and weaknesses of the West Broadway corridor. The input offered through these exercises was distilled into a set of overarching themes. These represent existing strengths, as well as the nucleus of an identity that can be strengthened through future branding and marketing activities.



While the West Broadway corridor is in clear need of visual and marketing elements that strengthen the street's sense of unity and connectedness, a plan for West Broadway also needs to acknowledge the reality that different sections of the corridor serve different roles. For example, some parts of West Broadway are more residential in character, and that character should be strengthened. And some of the commercial areas are more neighborhood-oriented while others draw from a broader market area.

Six sub-areas were identified through the planning process.

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



The District Themes map summarizes the character of these six areas in terms of their desired land use, scale of development, market area, potential marketing labels, and visual characteristics.

**Frames of Reference**

Three frames of reference were utilized in evaluating the corridor and in considering actions to strengthen and animate West Broadway. These multiple perspectives served to reduce blind spots and resulted in a robust and holistic vision and action agenda.

- **Development.** What can be done to invite and encourage development investment?
- **Business.** What strategies should be employed to help existing businesses and commercial nodes to thrive?
- **Design.** What design improvement and place-making projects should be undertaken to make West Broadway more beautiful and inviting?

**Development Guidance**

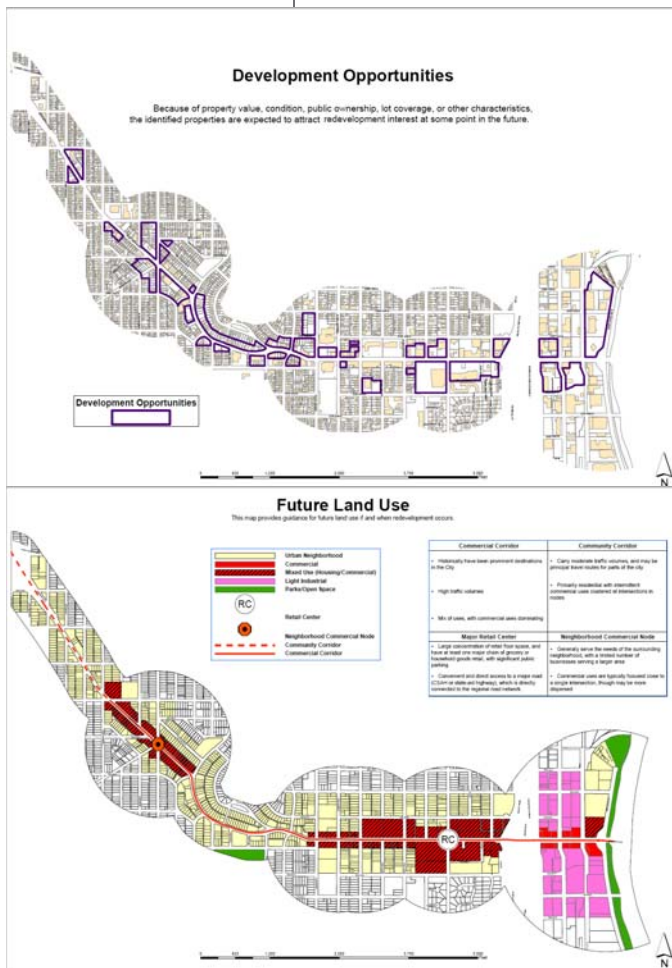
**Development Opportunities**

Development opportunity sites are properties that are judged to be likely candidates for redevelopment. The West Broadway Alive plan undertook an assessment of property in the West Broadway corridor to identify development opportunity sites, using a broad set of criteria.

The map can be of service in setting City priorities for development related activities such as site assembly and development support. It can also be employed in conversation with developers about what opportunities might be available for redevelopment.

**Land Use and Development Intensity**

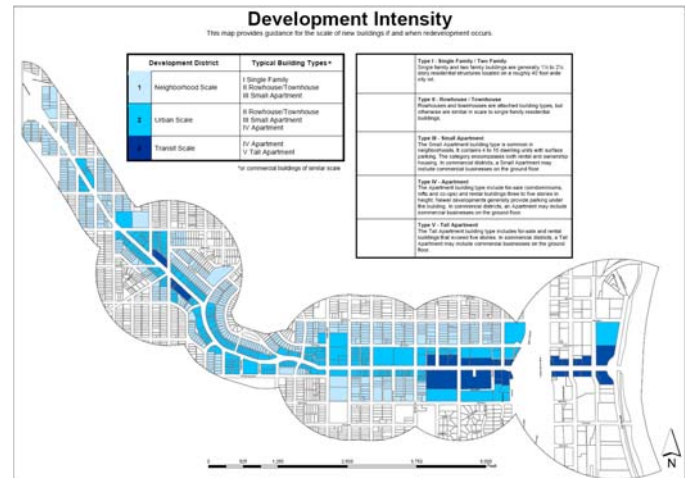
The West Broadway Alive plan offers a “Future Land Use” map that is compatible in format to the city’s comprehensive plan map. Most of West Broadway is a designated “Commercial Corridor” on this map. The “Retail Center” designation, newly created for the revised comprehensive plan, is proposed for the West Broadway/Lyndale Avenue commercial area. The area between Interstate 94 and West River Road is within a designated “Employment District”. The



coloration of property on the map represents the preferred future land use. Mixed use development (residential with ground floor commercial) is encouraged in all commercial areas except for in the Employment District.

This land use guidance promotes a West Broadway corridor that concentrates commercial development into recognizable commercial districts, and encourages multifamily housing development in between and outside these areas.

The “Development Intensity” map provides guidance concerning the appropriate level of density in the West Broadway corridor in terms of building type, height, and bulk.

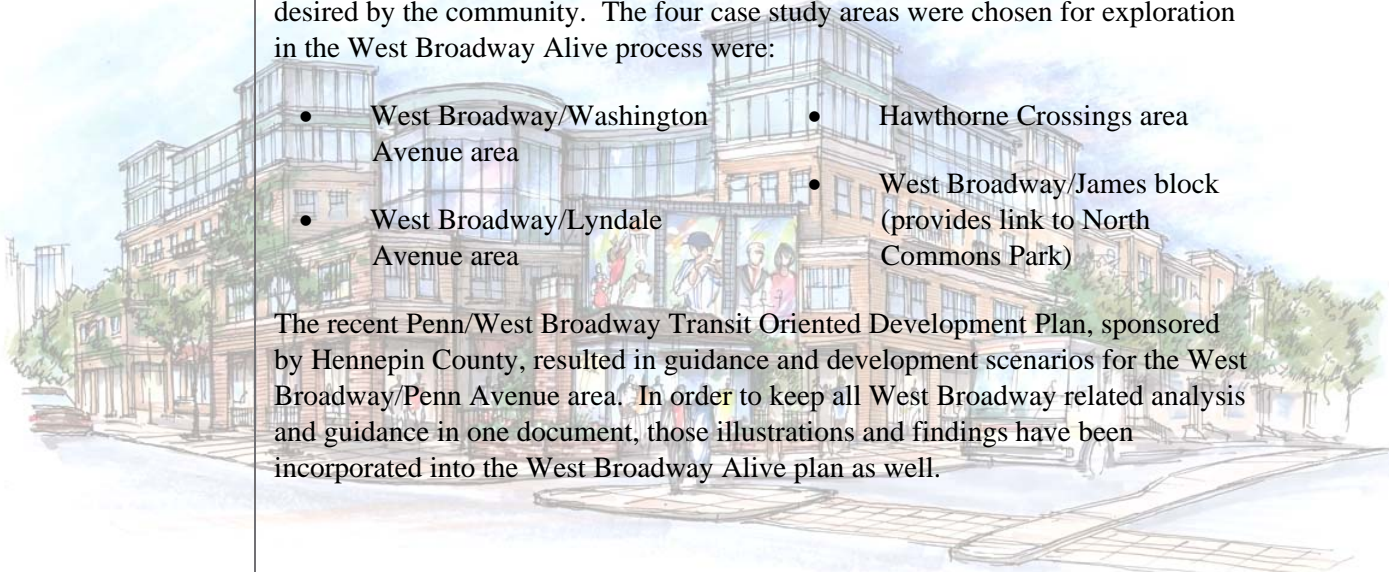


**Development Case Studies**

Several development case studies were selected to give community members an opportunity to weigh in on what they would like to see at specific sites, and to learn about how that relates to what is feasible from a development perspective. The sites were selected because they represented important opportunities, as well as a mix of different types of development opportunities. The scenarios that came out of this case study work are documented in the West Broadway Alive plan and will be used to communicate with future developers about the kind of development desired by the community. The four case study areas were chosen for exploration in the West Broadway Alive process were:

- West Broadway/Washington Avenue area
- West Broadway/Lyndale Avenue area
- Hawthorne Crossings area
- West Broadway/James block (provides link to North Commons Park)

The recent Penn/West Broadway Transit Oriented Development Plan, sponsored by Hennepin County, resulted in guidance and development scenarios for the West Broadway/Penn Avenue area. In order to keep all West Broadway related analysis and guidance in one document, those illustrations and findings have been incorporated into the West Broadway Alive plan as well.



### *Development Guidelines*

Development guidelines for West Broadway were developed to ensure that improvements to property and the streetscape, although made incrementally over many years, will contribute to a coherent and unified visual environment. Design improvements and public art are high priorities because they provide an opportunity to contribute to four community objectives.

- Unify the corridor
- Express community values
- Make West Broadway distinctive
- Engage the community in the creative process

### **Design Threads**

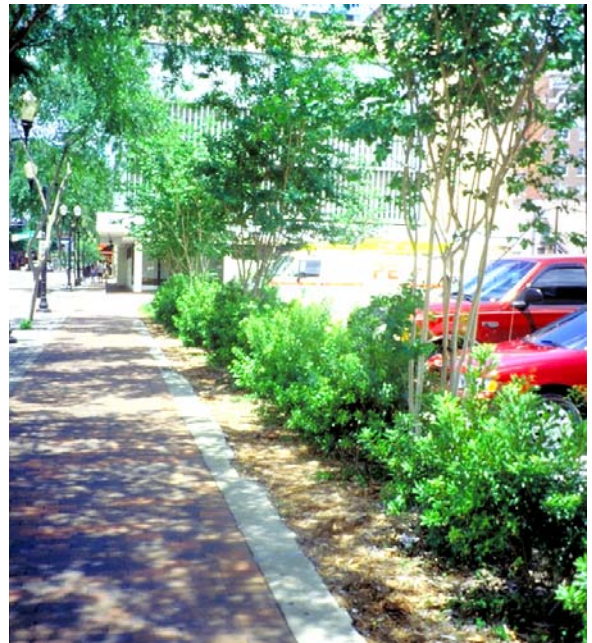
Design threads are ideas that can pull disparate elements together while also serving to make the corridor a special and distinctive place. They are simple, allowing abundant creativity within their broad guidance. Taken together they will cultivate an environment that could be described as “active”, “stimulating”, “engaging”, and “playful”.

1. **Color and Pattern.** The West Broadway environment should be marked by bright and multiple colors and patterns. Diversity in color is symbolic of the community’s diversity, and lends itself to participation in the creative process.
2. **Three Dimensionality/ Movement.** Functional and artistic elements that have depth, or evoke a sense of movement, have impact. Elements that project horizontally from buildings, or vertically from the sidewalk, are encouraged.
3. **Language.** Language can serve as a connecting thread along West Broadway. Capturing language in the built environment provides a way to express community values.



**Site and Building Development Guidelines**

The plan offers a set of guidelines that inform the development and improvement of private property. Improvements like façade upgrades or the addition of fencing and landscaping are undertaken by property owners, business owners, or developers, and collectively have a tremendous impact on the look and feel of West Broadway.

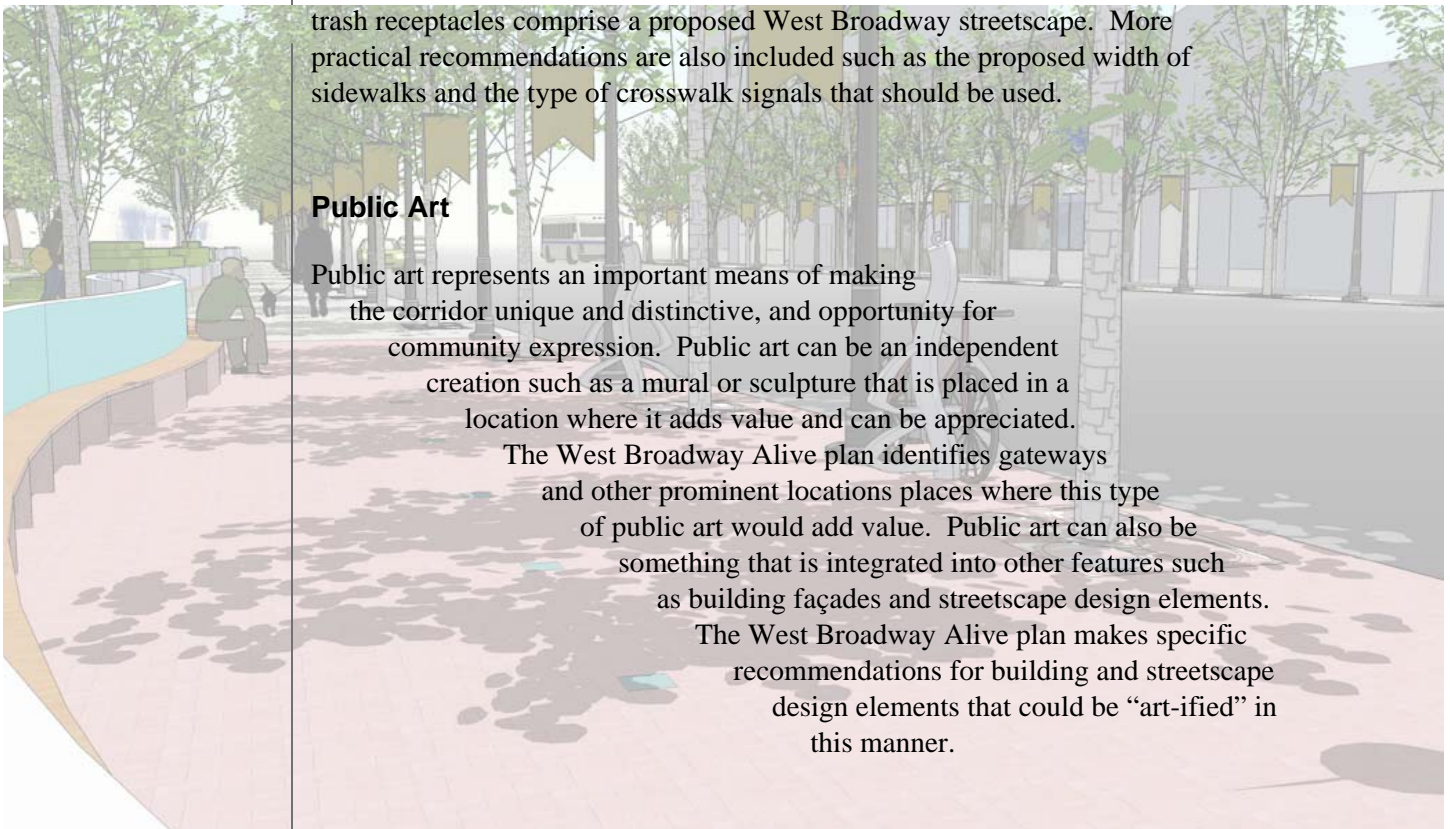


**Public Realm Development Guidelines**

The plan offers a set of guidelines for public realm improvements that are designed to make the street and sidewalk environment comfortable and attractive to pedestrians, and add color and character to the area as a whole. Elements such as bike racks, banners, and trash receptacles comprise a proposed West Broadway streetscape. More practical recommendations are also included such as the proposed width of sidewalks and the type of crosswalk signals that should be used.

**Public Art**

Public art represents an important means of making the corridor unique and distinctive, and opportunity for community expression. Public art can be an independent creation such as a mural or sculpture that is placed in a location where it adds value and can be appreciated. The West Broadway Alive plan identifies gateways and other prominent locations places where this type of public art would add value. Public art can also be something that is integrated into other features such as building façades and streetscape design elements. The West Broadway Alive plan makes specific recommendations for building and streetscape design elements that could be “art-ified” in this manner.





## Action Agenda

### Redevelopment

While the number of active development projects in the West Broadway corridor is a source of encouragement, the timeline for these projects is typically very long as a result of the need to assemble multiple sources of public and philanthropic financial support. And there are important types of development that are not being built. For these reasons, attracting new development to West Broadway continues to be of the highest importance, and the West Broadway Alive process devoted significant time and attention to understanding the challenges faced by developers in the West Broadway market area. Chief among these challenges are public safety issues, and the chaotic or unsightly visual environment in many parts of the corridor.

Five categories of actions emerged as especially promising to assist developers in crossing the project feasibility threshold. They are:

- **Site assembly.** Many of the most promising development opportunities on West Broadway require the acquisition of multiple parcels—which is time-consuming and costly for developers.
- **Adjacent conditions.** Development interest in a site can be enhanced if issues related to surrounding properties are attended to.
- **Financial support.** Several specific financial strategies emerged from developer dialogs.
- **Provision of market and demand information.** Market research is costly. Demand information on promising business sectors or residential submarkets could be developed and made available.
- **Transit development.** The provision of high quality transit service (e.g. streetcar) to the West Broadway corridor could play a powerful role in strengthening the market for new development.

### Business Improvements

Businesses in the West Broadway corridor are challenged by a number of area-wide conditions. Among these are real and perceived public safety issues, poor physical conditions and appearance of many structures, a limited product and business category mix, lack of an overall marketing concept, and the relatively low purchasing power of the nearby community. Improving the environment for business on West Broadway requires consideration of approaches to these challenges through two different perspectives—that of the individual business, and that of the business district.

### West Broadway Business Support–Capacity Assessment

Activity or Resource	Role/Responsibility: Primary/Operator = ● Supporting/Funder = ○									Overall Assessment
	Property Owners	Business Owners	Developers	Financial Institutions	Business Association	Neighborhood Organizations	City of Minneapolis	Other Public Sector	Other Funders (e.g. Norway, LISC, NEON)	
<b>Business Owners</b>										
Business loans/grants				●			●		●	■
Business technical assistance/coaching	○	○			●	○	○		●	■
<b>Property Owners/Developers</b>										
Property Rehab Funding	●		○	○			○		○	■
Facade improvement funding	●	●		○	●		○		○	■
Property Redevelopment	●		●	○			○	○	○	■
Promoting available properties	●				●					■
<b>District-wide</b>										
Security & Safety	●	●			●		●	○		■
Marketing & Branding		○			●	○	○		○	■
Event organizing	○	○			●	●				■
	Absent									■
	Insufficient									■
	Sufficient									■
	Abundant									■

### Business Support

In order to understand the availability of support for existing and future business owners in important categories, a capacity assessment was conducted. This assessment focused on the services that are currently available to business owners, and identified areas that are in need of strengthening. It found that financial support and technical assistance are generally available and improving. Identified needs include continued improvements to security coordination among store owners. And businesses would benefit from additional mechanisms for promoting available commercial space.

### Business District Needs

Businesses are more successful if operated in close proximity to compatible businesses, and in areas that are convenient and attractive. For this reason the West Broadway Alive plan also took a close look at what would facilitate the transformation of the several business districts along West Broadway into useful, attractive and thriving business destinations. The plan recommendations include:

- **Improve the business mix.** Make strategic improvements to the overall business mix in order to make commercial areas more useful and attractive
- **Make West Broadway a destination.** Increase the market area and overall consumer demand by building the destination character of parts of West Broadway
- **Marketing and branding.** Develop and implement a marketing program for West Broadway
- **Façade improvements.** Provide support for the improvement of facades of existing storefront buildings on West Broadway
- **Support businesses.** Provide a full menu of support for West Broadway businesses
- **Add housing.** Build housing and attract middle income residents in order to increase consumer demand for local businesses
- **Improve parking.** Enhance business district parking areas with lighting and additional security features.

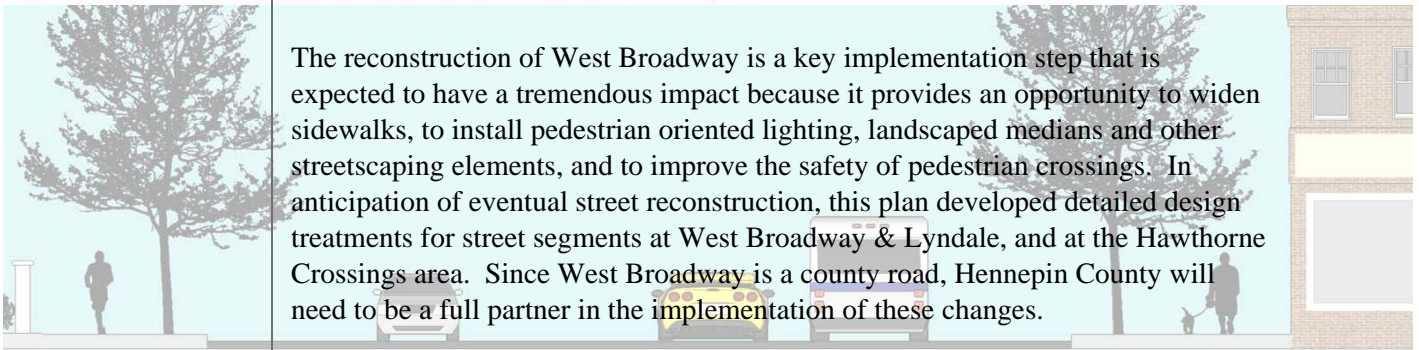
**Infrastructure Improvements**

Infrastructure improvements can play an important role in creating a supportive environment for new development and establishing a much improved aesthetic environment in the West Broadway corridor. The plan recommends major infrastructure improvements related to the reconstruction of West Broadway between Girard Avenue and the Mississippi River, enhancements to gateway cross-streets, and the addition of improved transit service to the West Broadway corridor.



**Street reconstruction**

The reconstruction of West Broadway is a key implementation step that is expected to have a tremendous impact because it provides an opportunity to widen sidewalks, to install pedestrian oriented lighting, landscaped medians and other streetscaping elements, and to improve the safety of pedestrian crossings. In anticipation of eventual street reconstruction, this plan developed detailed design treatments for street segments at West Broadway & Lyndale, and at the Hawthorne Crossings area. Since West Broadway is a county road, Hennepin County will need to be a full partner in the implementation of these changes.



**Gateway Corridors**

A couple of the approaches to West Broadway represent intriguing enhancement opportunities. The width of Washington Avenue and the importance of its route through Downtown Minneapolis from Seven Corners to West Broadway makes it well suited for enhancement as an attractive boulevard-style street. And indeed the concept is already being explored at the encouragement of Mayor RT Rybak. The West Broadway Alive plan supports the proposed improvements to Washington Avenue because it removes a barrier between downtown residents and West

Broadway and improves the desirability of redevelopment at West Broadway and Washington Avenue.

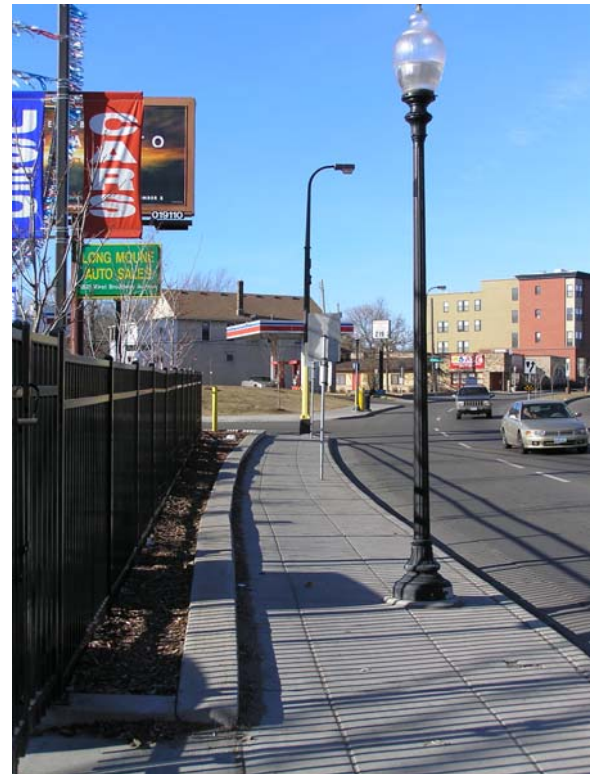
The development of Van White Memorial Boulevard from Interstate 394 to Plymouth Avenue presents a similar opportunity. Emerson and Fremont Avenues are local collector one-way paired streets that are directly in line with Van White Memorial Boulevard, and intersect with West Broadway at a key commercial node. This plan recommends that the parkway style design spirit of Van White Memorial Boulevard be extended up these streets to create an elegant and attractive gateway to West Broadway.



*Washington Boulevard Concept at West Broadway*

### Transit development

While bus rapid transit in the West Broadway corridor is appearing less likely, the City of Minneapolis is evaluating the desirability and feasibility of developing a streetcar network. A Washington Avenue/West Broadway streetcar corridor that terminates in Robbinsdale is among a set of six alignments that are considered most promising. Streetcar development has been shown in other city's to be a powerful catalyst for new development in disadvantaged communities. This plan recommends it as an anticipated difference-maker in attracting new multi-family market rate residential development, as well as high quality commercial redevelopment between Washington Avenue and the Mississippi River.



### Design Improvements

Design improvements are critical for branding the West Broadway corridor with visual distinctiveness and energy. The design guidelines of the West Broadway Alive plan provides were summarized above. The plan devotes attention to action strategies associated with fostering these design improvements. These include the following.

- **Major streetscaping improvements** would largely be installed as part of the street reconstruction project. But there are simpler public realm enhancements that can nevertheless be impactful. These require the coordination and collaboration of West Broadway property and business owners.
- **Aesthetic improvements to the Interstate 94 bridge** would remove a visual barrier to the West Broadway commercial core. Special purpose capital dollars are the most likely funding source of this type of improvements.
- **Façade improvements** can be incentivized by a public funding source, but also require the organized participation of property and business owners.
- **Public art** can be fostered at a number of levels. Strategies are identified related to collaboration between area arts organizations, and participation of the public in the development of some elements.



# WestBroadway

# ALIVE

City of Minneapolis  
Community Planning and Economic Development  
Approved March 2008

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The following organizations were generous in opening the doors of their facilities for community meetings related to this project: Plymouth Christian Youth Center, Shiloh Temple, American Indian Neighborhood Development Corporation (now Great Neighborhoods! Development Corporation). Thanks also to other West Broadway area businesses and organizations that provided tangible support to this project, including US Bank, Cub Foods, McDonalds, Bean Scene, and Cookie Cart.

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# 1. Introduction

## Project Goal

West Broadway has historically been the most significant commercial and cultural destination in north Minneapolis. Although much reduced from its boom years, it remains the main street of north Minneapolis. The purpose of the West Broadway Alive! (WBA) plan and planning process is to lay the groundwork for the revitalization of West Broadway as a recognized and cherished place and the center of commercial and community activity in north Minneapolis.

The West Broadway Alive plan seeks to provide a roadmap for improving the corridor as well as better understanding the strengths and opportunities within this unique section of Minneapolis. This plan has been developed to ensure that West Broadway truly does come alive with long-term economic stability and continues to be a place of community pride rooted in the many cultures and ethnicities that represent the Avenue and surrounding neighborhoods.

The plan outlines a vision for West Broadway, provides site specific guidance for future development, and proposes an action agenda comprised of recommended implementation steps.

It was understood from early on that West Broadway has historically never been just one thing. It has always operated on several levels, acting as:

- **Main Street**
- **Destination/Activity Center**
- **Community space**

This rich set of complementary roles has been diminished over time to the point where West Broadway today only fully accomplishes the first role—that of a place where local residents can pick up a range of convenience goods and services. In fact, many local residents go elsewhere even for daily needs such as groceries and household goods.

This plan is a roadmap for restoring West Broadway’s place in providing these three functions. We have learned that there is a potential market to be captured in all three areas. And in fact it has become apparent that, in order to make existing businesses successful and to invite new development to the many underutilized properties on West Broadway, it will be necessary to reestablish the place of West Broadway in each of these three roles.

## Three Frames of Reference

Because West Broadway is such a complex environment, the question of what would be required to achieve a transformed environment was approached through three lenses.

**West Broadway Should Be**

- **A Main street**  
Meeting the local shopping needs of North Minneapolis residents
- **A Destination**  
Offering sub-regional goods and services as well as destination “jewels.”
- **A Community space**  
Supporting markets and festivals that activate the street and provide a community gathering point





**Redevelopment.** What kind of new development is desired, and how can it be fostered?



The infographic titled "West Broadway Needs" is presented on a white background with a vertical green bar on the left. It lists three main categories, each with a sub-header and a list of specific needs, accompanied by small illustrative images. The categories are: 1. New Development (Redevelopment of private property, street reconstruction) with an image of a modern building under construction. 2. Business District Activation (Business mix, pedestrian amenities, business support, marketing and branding, community events) with an image of a busy street scene with people and shops. 3. Design Improvements (Façade improvements, streetscape improvements, development guidelines, public art) with an image of a street view showing buildings and a car.

### West Broadway Needs

- **New Development**  
Redevelopment of private property, street reconstruction
- **Business District Activation**  
Business mix, pedestrian amenities, business support, marketing and branding, community events
- **Design Improvements**  
Façade improvements, streetscape improvements, development guidelines, public art

**Business improvements.** What would it take to improve the attractiveness of the commercial districts, and what types of support are needed for existing businesses?

**Design.** How do we turn West Broadway into an attractive, welcoming and comfortable environment to spend time in?

An attempt was made throughout the planning process to not neglect any of these three perspectives. The action agenda was enriched as a result because consideration of the issues through each frame of reference yielded a different (but complementary) menu of recommended

improvement strategies.

## Project Background

The impetus for doing a comprehensive and long range plan for West Broadway originated with the West Broadway Area Coalition, which recognized the importance of focusing the collective attention of the City and community stakeholders on West Broadway. The project was taken up by the City and funded predominantly through City planning funds with some financial support from Near North/Willard Hay Neighborhood Revitalization Program funds.

This plan document builds on past planning work over the past several years, most notably a series of planning exercises focused on the Penn/Broadway node and the largely residential part of West Broadway that has become known as “The Curve.” It also benefits from a recent market analysis as well as an ongoing process concerned with marketing North Minneapolis—both of which were sponsored by the Northway Community Trust.

The West Broadway Alive study area includes property within a block of West Broadway from the Mississippi River to the western City limits. It extends further as appropriate to include property within a quarter-mile radius from the major transit nodes at Penn Avenue, Emerson/Fremont Avenues, and Lyndale Avenue. The study also includes an expanded area at the Mississippi River.

## Planning Process

The planning process was organized around community work sessions, but also utilized smaller group settings to extend the outreach and explore more focused topics. The design and execution of the planning process relied heavily on a community-based project Steering

Committee. Input from these processes was used to generate and refine ideas and plan recommendations.

## Community Engagement

The West Broadway Alive planning process went to great lengths to reach out and engage the community. A wide variety of methods were used to attract people to the five public meetings, resulting in an average attendance of 130 people. This was accomplished through the use of traditional methods such as e-mails, flyers, and newspaper advertisements. Nontraditional methods of getting the word out included stationing posterboards in heavily utilized neighborhood businesses, and talking about upcoming events on community radio programs.



A significant media outreach strategy was used to inform as many stakeholders as possible both about meetings and events and the process itself. Terry Collins at the Star Tribune published an article. Community newspapers covered events and provided other publicity including: North News, Asian-American Press, Minnesota Spokesman-Recorder, Hmong Times, One Nation News and The Sentinel. Broadcast media such as WCCO-AM, MPR, Cities 97, KBEM-FM presented public service announcements. Other organizations published information about the planning process in their newsletters.

The community meetings were themselves designed to be engaging. Every event included abundant visual material, and offered multiple methods of engaging with the ideas and providing input. Examples included drawing West Broadway logo ideas, placing dots on a poster to indicate preferences, building development scenarios with blocks, and walking along a life sized sidewalk in front of a life-sized storefront mockup.

Special efforts were made to connect with various minority communities. Local churches helped get the word out in this regard. A Hmong community organization assisted with outreach to Hmong residents and business owners. Interpreters were available at community meetings.

Beyond the efforts to attract people to community events, additional outreach was designed to connect with community members and other stakeholders where they lived and worked. Information about peoples' shopping choices was solicited via a survey that was placed in local businesses, as well as distributed to residential households by students in a North High School geography class. The geography class also mapped the West Broadway corridor with an eye toward physical conditions that made locations vulnerable to criminal activity.

Neighborhood outreach included discussion of the goals and recommendations of the plan in neighborhood meetings in nearly every north Minneapolis neighborhood, and several smaller sub-neighborhood

groups. West Broadway property owners, business owners, and developers were also convened for their insights and to cultivate their participation. Representatives from the Steering Committee attended community-wide events such as the North Housing and Home Improvement Fair and National Night Out with information about the planning effort.

A group of community members and other stakeholders played a role in guiding the planning process through participating in a project steering committee. The committee included representatives from neighborhood groups, the West Broadway Business Association and West Broadway Area Coalition, other neighborhood and community institutions and elected officials. The Steering Committee advised and assisted city staff and the project team on communication and outreach, and vetted public meeting agendas and materials.

The outreach and communications employed in the planning process helped to shape the plan through the inclusion of as many stakeholders as possible. It bore fruit in that there is a high degree of community consensus around the objectives and action strategies in the plan.

## Summary of Community Meetings

ASSETS: EAST



In order to ensure that these issues are properly vetted by stakeholders over twenty steering committee, task force, and open house meetings were conducted throughout this process. Below is a review of the various community meetings that occurred throughout the planning process.

### ***Community Kick-Off Meeting, August 24, 2006***

A community-wide project kick-off meeting was facilitated on Thursday, August 24, 2006, at Shiloh Temple, to introduce participants to the West Broadway Alive planning process. The event was attended by approximately 150 people. The focus was on obtaining baseline information about people's attitudes and perceptions of West Broadway. Stations were set up to allow participants to view the results of previous studies of West Broadway, as well as to offer input on key questions about West Broadway, including:

- What are its assets?
- What do you like?
- What types of new housing are needed?
- Indicate opportunities for change.
- What is your vision?
- Where do you live, work, shop and stop?
- What do you want to see?

### ***Open House Meeting Number 2, November 14, 2006***

A second community-wide public meeting was facilitated on Tuesday, November 14, 2006 at the Capri Theater. The event was attended by approximately 125 people. The meeting focused on four major issues pertaining to the planning process: vision statement/guiding principles, land and design concepts, options for enhancing Emerson and Fremont

Avenues as a gateway to West Broadway, and artistic motifs. Meeting participants listened to presentations about each of these four plan elements, discussed the topics with presenters, and were given comment cards to provide input to the City of Minneapolis and the SEH Team.



### ***Open House Number 3, February 10, 2007***

The third open house took place at the Plymouth Christian Youth Center. The purpose of the meeting was to allow participants an opportunity to experiment with what kind of development they would like to see on case study sites at Broadway and Washington, and at Broadway and Knox.

The exercise required placing and stacking blocks on a large aerial view of each site. The feasibility of the development concepts was analyzed during the exercise. An exhibit area solicited feedback on streetscape and public art concepts, as well as transportation elements. Roughly 70 community members attended this Saturday morning open house.

### ***Open House Number 4, May 8, 2007.***

A community-wide public meeting was facilitated on Tuesday May 8, 2007 at 800 West Broadway Avenue. The focus of the meeting was on West Broadway's commercial core.

Exhibits included materials related to business strategies, land use and development intensity, redevelopment scenarios, transportation, streetscape and public art ideas. The event was attended by approximately 160 people. The public were given comment sheets to provide general input to the City of Minneapolis and the SEH Team.



### ***Open House Meeting Number 5, July 17, 2007***

The final community-wide public meeting was held to discuss implementation strategies as well as celebrate the project. The event was attended by over 140 people. Meeting participants enjoyed a cook-out with local businesses contributing food and beverages for the event. A formal presentation was held to discuss implementation and revitalization strategies. Participants were also asked to provide

comments on streetscape elements, final design guidelines and implementation priorities.

## **Summary of Business Kick-off Meeting**

A project kick-off meeting was facilitated with the business community on Thursday, October 12, 2006. The event was attended by approximately 65 people who focused on developing a list of potential “brand” or “marketing” identities and strategies that could be employed during the planning process.

## **Summary of Developer Focus Meeting**

A developer focus group meeting was held on Wednesday, November 15, 2006 at the offices of Master at Broadway and 2<sup>nd</sup> Street. The purpose of the meeting was to provide information and solicit feedback regarding development issues along the West Broadway corridor. The meeting focused on passive elements within the corridor and explored what types of development are working or not working along the Avenue.

The consultant team and city staff provided an overview of the project and future plans for the Avenue as well as talked in general terms about land use and case study sites. Much of the meeting was spent learning from developers about the challenges of developing on West Broadway, and what could be done to help developers surmount those challenges. The event was attended by 23 people.

## 2. Plan Context

This chapter sets a context for the West Broadway Alive plan in several ways. It connects it to studies and plans that were done previously. And it explores the character of the community that surrounds West Broadway, exploring its population mix as well as property characteristics.

### Previous Plans and Studies

West Broadway Alive, like all planning studies, is built on previous work. A number of other important planning and transportation studies have been completed in recent years that bear on the West Broadway corridor area. These studies were conducted by the City and County, as well as various neighborhood groups, business associations and foundations. This chapter is intended to overview the most important of these studies.

#### Policies from the Minneapolis Plan:

- Minneapolis will encourage both private and public development that provides gathering spaces in city neighborhoods.(Policy 1.2)
- Minneapolis will work to enhance the appeal of city living by improving residents' actual and perceived sense of safety and security.(Section 1.9)
- Minneapolis will encourage reinvestment along major urban corridors as a way of promoting growth in all neighborhoods. (Section 4.1)
- Minneapolis will support development in commercial corridors where it enhances the street's character, improves its ability to accommodate automobile traffic and foster pedestrian movement, and expands the range of goods and services offered. (Section 4.3)
- Minneapolis will grow by increasing its supply of housing. (Section 4.9)
- Minneapolis will improve the availability of housing options (Section 4.11)
- Minneapolis will continue to support the role of arts in tourism and community pride. (Section 6.6)
- Minneapolis will continue to build, maintain and require a pedestrian system which recognizes the importance of a network of private and public sidewalks which achieve the highest standards of connectivity and amenity. (Section 8.3)
- Minneapolis will work with private and other public sector partners to invest in new development that is attractive, functional and adds value to the physical environment. (Section 9.6)

### The Minneapolis Plan

The Minneapolis Plan (left) was adopted by the Mayor and City Council in March of 2000. It is the city's foundational policy document, with policies that express general city values and goals. The West Broadway Alive Plan is compatible with the goals and spirit of The Minneapolis Plan. While the City is currently in the process of updating the Minneapolis Plan, policies excerpted at left from the 2000 Plan emphasize the importance of making areas like West Broadway strong and vital.

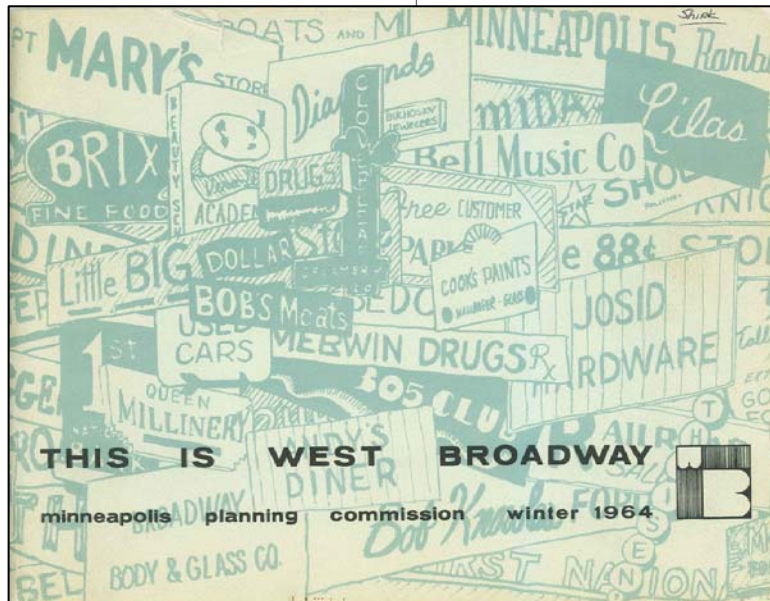
Although it is consistent with these and other goals of the Minneapolis Plan, the West Broadway Alive plan recommends that certain elements of The Minneapolis Plan be modified. These are based on a clarification of our understanding of the types of places we're trying to create along West Broadway. Specifically, this plan includes recommended changes to the maps in The Minneapolis Plan that guide land use and development. These recommendations are discussed fully in Chapter 4 of this document.

### West Broadway Plans

This section summarizes the findings and salient recommendations of previous studies of the West Broadway corridor spanning several decades, starting in the 1960's and extending to the present. Major studies were done in the 1980's, 1990's and this decade.

### **This is West Broadway (1964)**

The Minneapolis Planning Commission produced “This is West Broadway” in 1964 focusing on the area between Girard Avenue and the City limits. The study looked at design and land use issues. Recommendations that emerged from this study forty years ago sound familiar today: unifying building façade design, window displays, signage and street amenities, merchant sponsored parking lots. The study foresaw the need to develop both a community shopping center at Broadway and Emerson and a neighborhood shopping center at Broadway and Lyndale, as well as a service center on Broadway and Washington.



### **West Broadway Commercial District Design Guidelines (1982)**

Parking and pedestrian activity were topics of studies in the early 1980's. In order to stimulate business, increased parking

accessibility and parking adjacent to the commercial strip was called for. Recommended actions included placing vacant lots on the tax rolls, and making alleys an asset to the area. One study, the *West Broadway Commercial District Design Guidelines*, looked at pedestrian movement on Broadway from North 4<sup>th</sup> St. to Fremont Avenue. It proposed design concepts that focused on improving pedestrian access by designating turn lanes, establishing drop-off bays, bringing in improved street lighting and landscaping, widening sidewalks, and connecting off-street parking to pedestrian thoroughfares.

### **Minneapolis Planning Department zoning analysis (1986)**

Later in the decade, a zoning analysis by the Minneapolis Planning Department looked at changes in north Minneapolis neighborhood commercial areas. The study was insightful in its observations about the “hodgepodge of incompatible uses” that characterized development patterns. It attributed this condition in part to the permissive and flexible zoning of West Broadway property. It recommended that zoning should be modified to encourage the concentration of commercial businesses into nodes rather than along long strips of street frontage. It is not clear that any zoning modifications were made.

### **Governor's Design Team (1990)**

A 1990 report titled simply *West Broadway* by the Governor's Design Team made general design guideline and streetscape suggestions. The report recommended a consistent design theme, corner signage, trees and lamp poles with street names at each corner, to create a strong identity of place. In addition to improving store exteriors and street landscaping, the report recommended a buffer strip between the street and sidewalk with trees and lighting, green pedestrian ways, and the use of wrought

iron, stone walls, fences and hedges to create an urban feel to the area. The report further suggested accommodating the retail needs of the surrounding community, attracting business from NW Minneapolis, and establishing community space. Recommendations for specific zones included creating a gateway to West Broadway at Girard Crossing. Along Girard to James the suggestions included changing the vista and view of the downtown, creating mixed land uses, adding a park on Broadway, slowing traffic, creating a more amenable pedestrian environment and providing more community and human services.

**St Thomas Market Study (1998)**

This study utilized shopper surveys, phone surveys and focus groups to explore why people shopped or did not shop on West Broadway, and develop recommendations for how West Broadway can better position itself to grow, and better serve the area. The study concluded with a recommendation to “differentiate West Broadway by meeting community needs and developing its diversity.” Rather than competing head to head with big box areas such as Brookdale and the Robbinsdale malls, the study advocated the selective recruitment of businesses to address established needs such as a business center, moderate priced family clothing and shoe stores, and sit-down restaurants. It also suggested that West Broadway could be an appropriate home for a north Minneapolis cultural center, and a job/educational center.

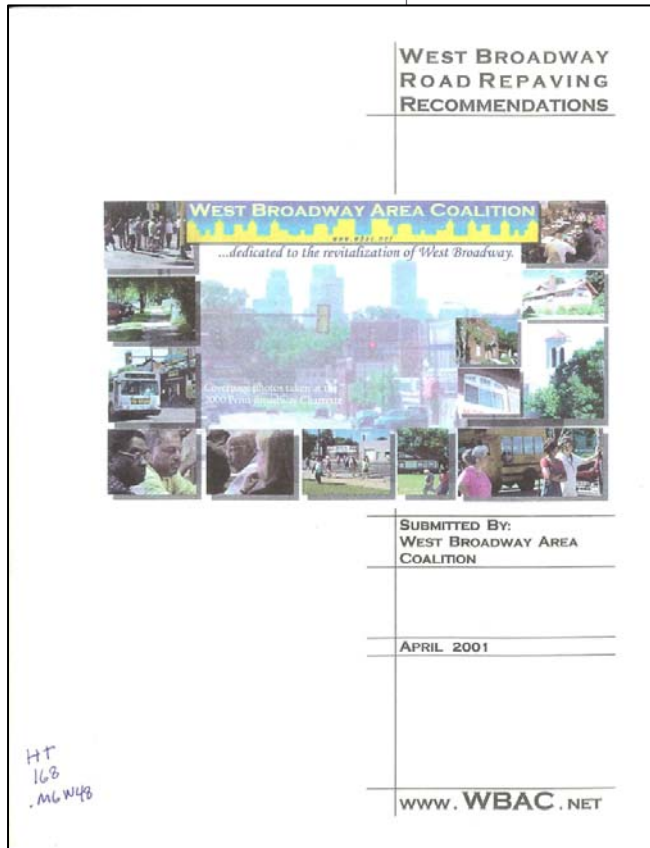
**Penn-Broadway Charrettes (2001)**

The Penn-Broadway Charrettes were conducted in July, 2000. They sought community input on design standards for development in the area near the Penn-Broadway intersection. The results affirmed community support for new urbanism design principles—the creation of a livable, walk-able and viable urban fabric with new buildings close to the sidewalk and parking in the back and on the side. Business owners and design team members endorsed additional housing development as a support to business development. It was recommended that new housing be deliberately designed and targeted to attract a broad residential market from low-income to middle- and upper-income households.

**West Broadway Road Repaving Recommendations (2002)**

In response to Hennepin County’s intent to reconstruct the entire West Broadway right of way from the west city limits to Girard Avenue, the West Broadway Area Coalition (with financial support from the City of Minneapolis) hired Biko Associates

to provide an independent analysis of road design options. Extensive public input was solicited, and findings were communicated to Hennepin





County engineering staff. These findings included potential roadway configurations, parking and turn lane strategies, and production of a report entitled West Broadway Repaving Recommendations.

The report identified four distinct segments of West Broadway between Girard Avenue and the western City Limits. They were termed the West Gateway, the Penn/Broadway commercial node, the Curve, and the Irving Avenue Business District. The primarily residential West Gateway section of West Broadway was to be enhanced by landscaping in order to feel compatible with the character of Theodore Wirth Parkway. The Penn Broadway commercial node was considered to function as a neighborhood scale main street. The Curve was redefined as predominantly residential, and the Irving Avenue Business District was deemed an acceptable location for neighborhood scale businesses.

Eight design principles were also articulated as follows: 1) Evoke a strong neighborhood identity. 2) Create a livable street. 3) Invest in the public realm. 4) Improve connections between pedestrians, cyclists, motorists and transit riders. 5) Celebrate existing strengths. 6) Promote public safety. 7) Encourage environmental responsibility. 8) Involve the community in the process.

### **West Broadway Rezoning Study (2003)**

The impetus for this zoning study was the realization that existing zoning patterns would not foster development that conformed to community preferences as expressed in the Penn-Broadway Charrettes and other planning processes. In particular, expressed community desires for the development of medium density housing and the maintenance of the traditional storefront character in the Penn-Broadway district were not fully supported by existing zoning. City staff worked with a committee of the West Broadway Area Coalition to develop and advance recommended zoning changes in support of these policy objectives. The proposed zoning changes were supported by the affected neighborhood organizations and approved by the City Council in early 2003.

### **Corridor Housing Initiative (2004)**

Corridor Housing Initiative (CHI) work on West Broadway used a very hands on and interactive process to create development scenarios for four selected sites on West Broadway near the Penn Broadway intersection. The two public meetings also resulted in the creation of design and

development guidelines for new development on West Broadway.

### **Penn/West Broadway Transit Oriented Development Study (2006)**

Penn/West Broadway Transit Oriented Development study took a look at the development opportunities that are present in the vicinity of the Penn Broadway intersection given the premise that a bus rapid transit line



would be coming on West Broadway. It yielded refined development guidelines that built on those produced through the CHI process. And it offered development scenarios for all four quadrants of the Penn Broadway intersection. These scenarios have now been incorporated into this plan.

### Northway Trust/Mike Berne Market Scan

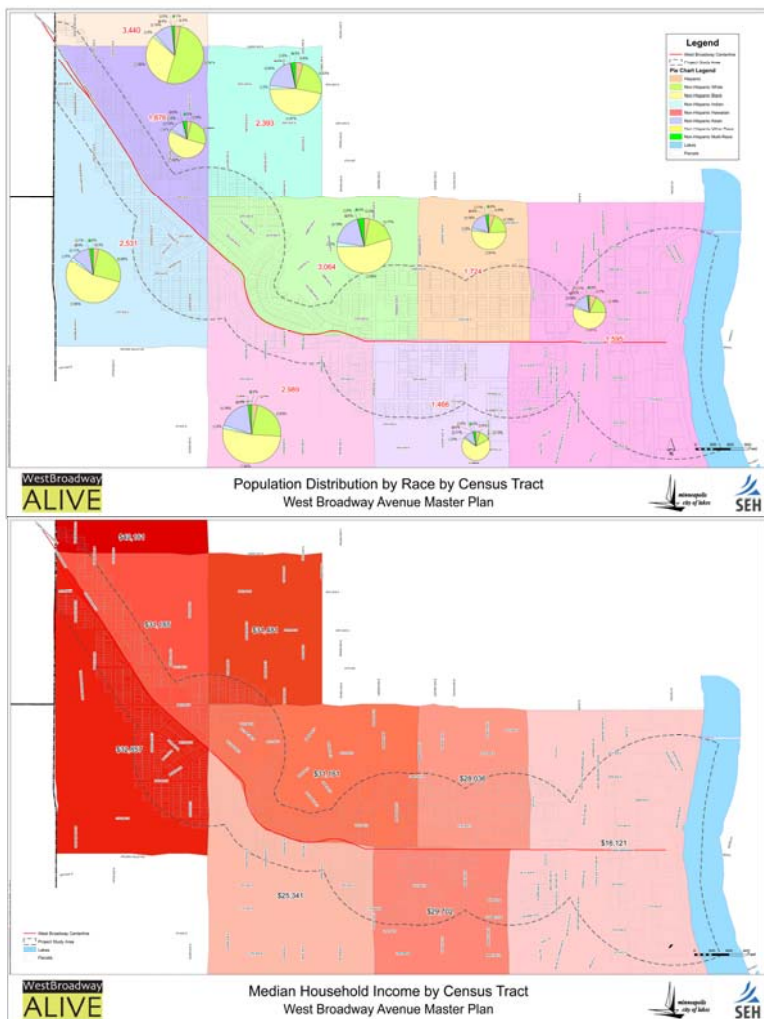
Northway Trust recently sponsored a market scan of north Minneapolis, using Michael Berne with MJB Consulting to do the research and analysis. The focus was on the various retail corridors and nodes in north Minneapolis—what level of business activity they could each realistically support and how they should be positioned. The findings of the Northway Trust/Mike Berne study are discussed in some detail in chapter 7. The insights it offers have been highly beneficial to this study of West Broadway.

## Community Context People

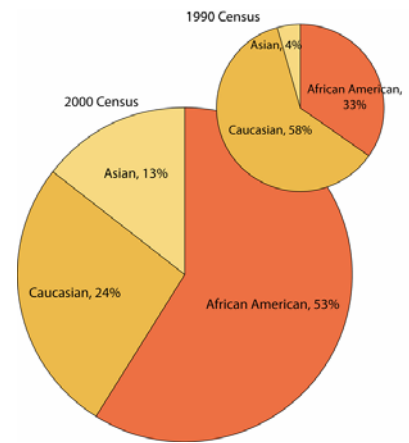
The boundaries of the West Broadway Alive! (WBA) study area include property in four Minneapolis neighborhoods—Hawthorne, Near North, Jordan and Willard-Hay. Around 9,500 residents live in these four neighborhoods. With a median age of 35 years old (2000 census), these are strikingly young neighborhoods. The combination of an increasing percentage of youth, an aging population, and a falling level of middle-aged adults indicate an increasingly dependent population in the WBA plan area. And families are dealing with capacity issues. Of families with kids, about half are in female headed families with no husband present.

The demographics of the plan area have changed dramatically from 1990 to 2000. Over that time period, the population of African-Americans has increased by 20-percent, the Asian population has more than tripled, and the Caucasian population

has dropped by more than half. This trend is particularly evident in the school population.



The West Broadway area is a low income community. Among the four neighborhoods that border on West Broadway, income levels are lowest in the Hawthorne Neighborhood. Hawthorne residents had a median income of \$21,865 at the time of the 2000 census. Willard-Hay households had the highest median income at \$33,482. This is still significantly less than the city-wide median income of \$44,116.



Race Demographics

### Property

Those familiar with West Broadway will recognize the existing land use pattern. Industrial uses are concentrated at the east end of the corridor. The part of West Broadway in the “commercial core” shows a uniform pattern of commercial development along West Broadway. This area also has most of the very large commercial properties. The Penn Avenue intersection has a critical mass of commercial land uses. Outside of these areas there is a mix of residential and commercial development.



Of the 3,123 housing units within the boundaries of the WBA plan area, the majority are single family homes. 21% are duplexes, and the remaining 5% are in multifamily buildings. The resulting household density is lower than in some comparison areas that are a similar distance from downtown Minneapolis. The residential vacancy rate is 7.7% in the study area compared with a citywide average of 4.3%. Around half of the housing units are renter-occupied and half are owner-occupied. These levels are pretty similar to Minneapolis citywide levels.

There are a lot of older homes in the West Broadway area. Most of the homes were constructed before 1939. Only 153 new units have been built since 1990, or 3.2% of the total. Many older units were demolished between 1990 and 2000, but older homes built before 1940 still constitute 53% of the total housing stock. Median home values are low but span a large range. Homes in the Willard-Hay neighborhood have a median value of \$79,500, while home values in the Hawthorne neighborhood are extremely low, with a median value of \$47,000. By way of comparison, the median value of a Minneapolis home is \$226,900. The lower home values in the West Broadway area are a result of less demand for the neighborhood, and disinvestment and deterioration in the housing structures themselves.

### 3. Plan Foundation

This chapter builds on the research reviewed in the Plan Background chapter. It lays out some key foundational elements of the West Broadway Alive plan. These include a vision statement and set of guiding principles that were formulated to give direction to the planning effort. They also include the initial analysis of the area from a planning perspective, and the identification of a small set of themes that can be built on as we explore more detailed recommendations and strategies.

#### Vision and Guiding Principles

The vision and guiding principles were created as a way to clearly identify the core values and objectives that should underpin a revitalization plan for West Broadway. They also provided a way to evaluate whether the plan and planning process are moving in the right direction. Actions taken in furtherance of the West Broadway Alive plan should be consistent with the goals and objectives represented by these statements.

The Vision and Guiding Principles were drafted by the West Broadway Alive Steering Committee, and fine-tuned through presentation to the broader community at some of the community open houses.

#### *Vision Statement*

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

#### *Guiding Principles*

- Improvements along West Broadway will help to build a unified character and identity to the corridor with improved physical environments, better functioning business districts and diverse residential developments.
- Linkages and approaches to West Broadway are highly important. New development and streetscape improvements will make West Broadway feel closer and easier to get to.
- Public art, façade improvements and other design features will create an outlet for community expression while unifying the street aesthetically.
- The West Broadway community welcomes new development and expects that it exhibit high-quality construction and design. New development will complement the best elements of the existing historic character of West Broadway and the surrounding neighborhoods.
- The West Broadway community values and supports local businesses. New businesses are welcome as well, particularly those that add to a healthy mix of goods and services available in North Minneapolis.
- Housing growth is essential because it contributes to the economic viability of West Broadway. New development

will create options, adding to the area's supply of middle income and upscale housing while providing some affordable living opportunities, including ownership and well-managed rental units. New housing will meet the needs of residents in various life stages.

## Initial Planning Analysis

The West Broadway corridor offers a kaleidoscope of environments. Historic buildings still stand along parts of the corridor, but in most places the original architecture has been replaced with various types of new development. The resulting style and scale of development is unpredictable. The street frontage is defined by a building wall in some areas, and large parking lots in others. Some aesthetic improvements have been made, but the corridor could still be described as chaotic from an overall visual perspective.

Connections to anchoring features are also weak. The important connection to the Mississippi River on the east end of the corridor is disrupted by unsightly industrial businesses and bars, as well as a bare-bones freeway style bridge over Interstate 94. The connection to Theodore Wirth Parkway on the west end is nearly invisible.

And yet, progress is being made on West Broadway. There is some high quality new development. Certain area institutions, both long-established and new, are thriving, and adding to the collection of north Minneapolis attractions. Some improvements have been made to the visual environment.

### Layer analysis

To understand this confusing picture, the consultant team did an initial planning analysis of West Broadway. This relied on the research in the preceding chapter, and a visual and computer inventory of West Broadway features and conditions. It created an inventory of map layers, each of which was focused on a different aspect of the corridor environment. These included the street network, building footprints, commercial properties, parking lots, natural features parks, and important intersecting streets and transit routes. From this work, corridor strengths and weaknesses were identified and mapped.

### Strengths and Weaknesses

West Broadway strengths include major park features at both its east and west ends. Theodore Wirth Park is a significant city park that is located at the western edge of the study area. It is traversed by Theodore Wirth Parkway, which along with Victory Memorial Drive is North Minneapolis's part of the Grand Round. These parkway streets are part of the city's bicycle network, and are important park amenities in their own right. At the other end of West Broadway lies the Mississippi River and the Mississippi River Parkway. At the time this plan was written, an extension of the parkway trail system along the Mississippi River Parkway was under construction. This extends the trail system from Plymouth Avenue past West Broadway to around 23<sup>rd</sup> Avenue. Other improvements include landscaping along the river, and adding stormwater retention features and public art.



Transportation & Transit



Park Features



*Strengths*



*Weaknesses*



*Planning Framework*

North Commons Park is a tremendous community asset in the West Broadway corridor area. It occupies nine city blocks, and has much to offer including a water park in its northeast corner. It is only a half block from West Broadway, but it is not readily visible from the street. Making a visible connection or gateway to North Commons Park from West Broadway is a recommendation that came out of this plan as discussed in Chapter 8, Case Studies.

Other strengths of the West Broadway corridor include its historic storefront buildings, particularly the intact three block stretch between Aldrich and Fremont Avenues. The concentration of commercial businesses in the commercial core, and at Penn Avenue, is an asset to the area. Cub Foods represents a commercial anchor around which the retail market can be strengthened. Arts organizations, like the Capri Theater, Hollywood School of Dance, and Juxtaposition Arts are engaging youth and calling attention to this part of Minneapolis. Visual improvements include the streetscaping that was installed from Girard Avenue to the City Limits, banners in the Hawthorne Crossings area, painted trash receptacles, sculptures and murals.

Weaknesses of the corridor area could begin with noting that the environment is not very comfortable for pedestrians. Sidewalks tend to be narrow. Landscaping and fencing is pretty uneven. Outdoor public spaces are lacking. Loiterers and panhandlers frequent some of the commercial areas.

There is transit on West Broadway, but more frequent service and connections to Northeast Minneapolis are lacking. One way traffic on Emerson and Fremont complicates access to West Broadway, and makes it difficult to get to parking at the rear of some businesses. The barriers to connecting the commercial districts to the Mississippi River make it difficult to capitalize on that tremendous asset. There are marginal businesses and vacant properties.

### **Planning Framework.**

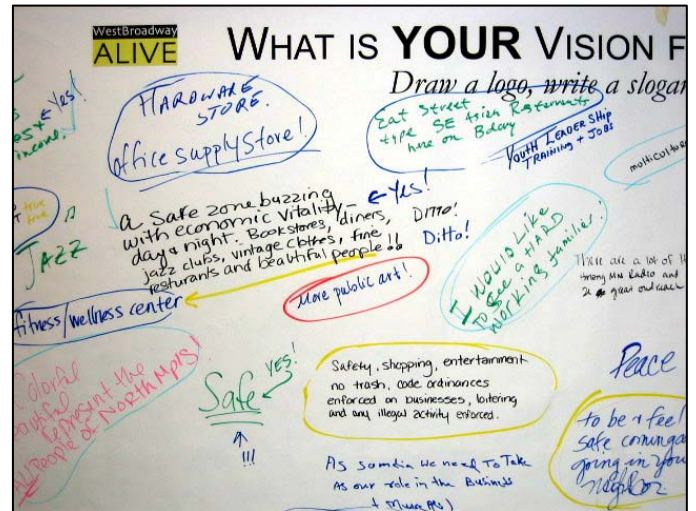
A final step in the planning analysis was to capture in symbolic form some of the major attributes of the corridor that should be kept in mind as more detailed work proceeded. The Planning Framework map was created for this purpose. It highlights the focuses of commercial activity, important connecting streets, and some of the nearby park and natural amenities to which connections can be strengthened.

### **Overarching and District Themes**

The initial planning analysis resulted in a good understanding of key characteristics of the West Broadway *physical* environment. The overarching and district themes are a way to capture important elements of West Broadway's *identity* that can be built upon in the future.

## Overarching Themes

The Overarching Themes are elements of West Broadway's identity that don't relate to particular parts of West Broadway. They reflect the personality and character of West Broadway as a whole. To explore this question, the public and business community were asked questions such as: What do you like about West Broadway? What is your vision for West Broadway? Write a slogan or draw a logo for West Broadway. What themes or branding should be considered for West Broadway?



This exercise yielded four themes that to some extent characterize the corridor already, but that should be strengthened through improvements to the corridor and through marketing. They can be thought of as aspects of West Broadway's identity. It is anticipated that future actions taken to brand West Broadway would utilize these as a starting point. The four overarching themes are the following:



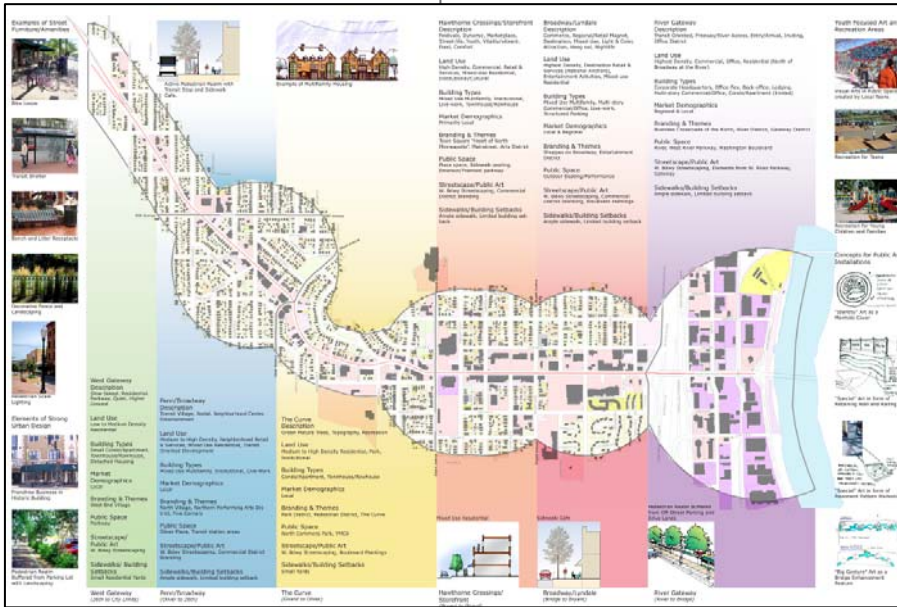
- **Main Street.** West Broadway is useful, comfortable and attractive to people in surrounding neighborhoods.
- **Activity Center/Destination.** West Broadway's commercial offerings and entertainment opportunities attract people from outside the immediate area.
- **Art and Design.** West Broadway is home to an assortment of strong visual and performing arts organizations and venues, and offers a unique, exciting, and artistic visual environment.
- **Cultural Diversity.** West Broadway is alive with people from a diversity of cultural backgrounds, and it reflects that heritage in its commercial venues and visual environment.

## District Themes

While the West Broadway corridor is in clear need of visual and marketing elements that strengthen the street’s sense of unity and connectedness, a plan for West Broadway also needs to acknowledge the reality that different sections of the

corridor serve different roles. For example, some parts of West Broadway are more residential in character, and that character should be strengthened. Again, some of the commercial areas are more neighborhood-oriented while others draw from a broader market area.

The consulting team, with input from City staff, the Steering Committee and the broader public, spent some time considering the existing and desired identity of the various street sections. Through this process, six street sections were identified as follows:



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

Taken together, the Hawthorn Crossings/Historic Storefronts district and the Broadway/Lyndale district are referred to in this plan as West Broadway’s “Commercial Core”.

These districts were given individual consideration concerning their character and identity. As a result, they are each characterized in terms of their desired land use, scale of development, market area, potential marketing labels, and visual characteristics. These recommendations are captured in the map at left, with a larger version of the map in the appendix. This analysis provides a starting point for considering more detailed development guidance for these areas in future chapters of this plan.



## 4. Land Use and Development



Current Comprehensive plan map  
of the West Broadway Area

The West Broadway corridor is uniquely benefited by its close proximity to the Mississippi River, to Interstate 94, and to downtown Minneapolis. Existing conditions create opportunities for redevelopment and rehabilitation. An analysis of the retail market allows a judgment to be made concerning how much property should be dedicated to commercial businesses as opposed to residential development. These and other conditions inform the land use guidance offered in the West Broadway Alive plan. It is intended to build on West Broadway's strengths and accomplish the objectives identified in the plan. The provision of development guidance can further objectives such as improving connections to the river, and creating a more walk-able commercial district.

This chapter provides a survey of existing development guidance, and offers three kinds of parcel specific land use and development guidance to inform future development. The "Future Land Use" map illustrates the locations throughout the corridor where commercial development, housing development, and industrial development are recommended. The "Development Intensity" map proposes appropriate levels of density for new development. And the "Development Opportunities" map indicates where redevelopment seems most likely to occur based on a balance of considerations.

Implementation of this land use guidance occurs at several levels. New development can be solicited and informed by these guidelines. Financial assistance can be conditioned on conformance to the guidelines. And the zoning of property can be changed so that it is compatible with the guidelines.

### Existing Land Use Guidance Comprehensive Plan

The city's current comprehensive plan, adopted in March, 2000, confers a "commercial corridor" designation on West Broadway from the Mississippi River to 26<sup>th</sup> Avenue North. From that point west to the city limits West Broadway is a "community corridor".

Three additional comprehensive plan designations guide development on West Broadway. The commercial core at West Broadway and Lyndale was designated an "auto oriented shopping center". The smaller scale commercial area at West Broadway and Penn was called a "neighborhood commercial node." And, finally, the industrial area between Interstate 94 and the Mississippi River was designated an "industrial/business park opportunity area."

These designations provide some very general and broad brush guidance for how the area ought to develop over time. However, this plan makes recommendations for modifying these features as noted at left.

#### Designations in the City's Current Comprehensive Plan

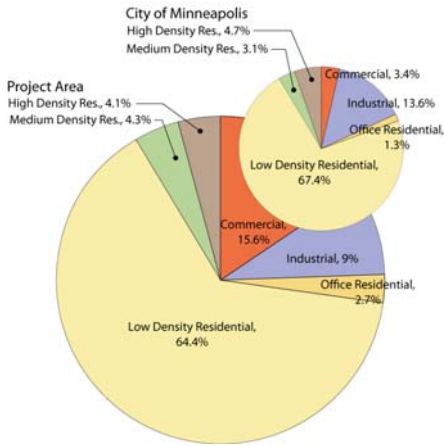
**Commercial corridors** are streets that support a mix of commercial and residential development, with commercial businesses being the dominant type of development.

**Community corridors** are streets that support a mix of commercial and residential development, with housing being the dominant type of development.

**Auto oriented shopping centers** are large scale commercial areas that may provide large surface parking areas along the street.

**Neighborhood commercial nodes** support smaller scale retail areas

**Industrial/business park opportunity areas** are areas in which additional industrial development is encouraged.



**Existing Zoning Designations**

## Zoning

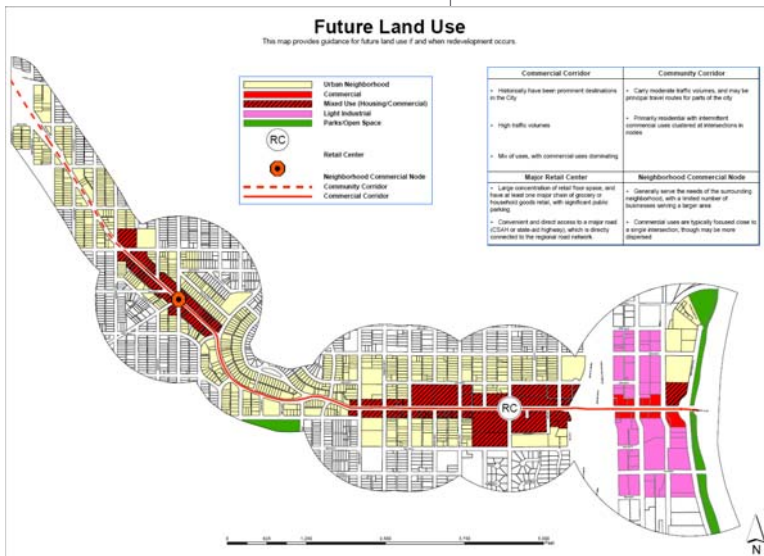
The study area includes property that fronts on West Broadway, as well as property that extends into the neighborhoods that border on West Broadway. Property along West Broadway includes land that is zoned commercial, residential and industrial. Although there are a few additional commercially zoned properties situated along Lyndale and Penn Avenues, most of the property that does not front on West Broadway is residentially zoned. Between Interstate 94 and the Mississippi River, most of the property that does not front on West Broadway is zoned industrial.

Within the entire study area there are approximately 331 acres of property. Of this, 241 acres or 73% of the total corridor area is in some type of residential zoning district. Commercial zoning makes up approximately 60 acres or 18% of the total area of the corridor. It is especially concentrated at Broadway and Lyndale, Broadway and Emerson, and Broadway and Penn. Industrial uses make up 9% or 29.6 acres. Industrial zoning is found primarily between Interstate 94 and the Mississippi River, with a couple of important exceptions that are located west of the freeway.

## Proposed Land Use Guidance Comprehensive Plan

As of the writing of this plan, the City’s comprehensive plan is being revised as required by the Metropolitan Council. With that revision, a new format for its Future Land Use map is being adopted. It will utilize a slightly different menu of symbols for land use features. For instance,

the automobile-oriented shopping center, used in the current map at West Broadway and Lyndale Avenue, will not be used at all in the new map. A new land use feature, the “Major Retail Center”, will take its place but have a slightly different meaning. In addition, the new map will offer parcel-specific coloration of all city properties, with colors signifying development guidance for each property.



The West Broadway Alive plan offers a “Future Land Use” map that is compatible in format to the city’s comprehensive plan map. It is illustrated in the left column below, and in a full page format at the end of this plan document. Its main themes are described below.

This plan recommends no changes to the commercial and corridor designations for West Broadway. This plan also recommends retention of the neighborhood commercial node designation at Broadway and Penn. The industrial designation has changed somewhat in the new comprehensive plan. As a result of a city-wide study of industrial land in 2006, the City of Minneapolis adopted strong policies protecting certain

industrial areas. These policies prohibit industrial-to-residential redevelopment in newly designated “Employment Districts”. The Future Land Use map in the city’s draft comprehensive plan utilizes the Employment District designation and incorporates the identified Employment Districts. The industrial areas on either side of West Broadway between Interstate 94 and the Mississippi River are part of an Employment District. This plan recommends the retention of the Employment District that spans West Broadway, but notes that commercial redevelopment along West Broadway is still permissible in an Employment District.

The Major Retail Center designation, newly created for the revised comprehensive plan, is intended for locations similar to the West Broadway commercial core—locations that have destination uses and direct access to the freeway system. The designation on West Broadway would give policy support for pursuing additional destination businesses, and improving the number and mix of retail businesses.

◆ ◆ ◆

**Criteria for designating Major Retail Centers [from the city’s draft comprehensive plan]**

- Large concentration of retail floor space, and have at least one major chain of grocery or household goods retail, with significant public parking.
- Convenient and direct access to a major road (CSAH or state-aid highway), which is directly connected to the regional road network.

◆ ◆ ◆



*Historic brick buildings are an anchor in the West Broadway commercial core*

The coloration of property on the Future Land Use map indicates commercial frontage on West Broadway that corresponds to three areas—the commercial core, the West Broadway/Penn neighborhood commercial node, and the river gateway area. Because it is in an employment district, the commercial area between Interstate 94 and the Mississippi River would not support mixed use development with residential dwelling units. But a residential-commercial mix of land uses would be encouraged in other commercial sections of West Broadway.

Two sections of West Broadway fall outside of West Broadway’s commercial districts. Properties fronting on West Broadway in these areas are colored yellow which means they are assigned to an “Urban Neighborhood” land use category. Although there are currently a number of commercial businesses scattered through these areas, the Urban Neighborhood category emphasizes the dominance of residential development. It does not preclude the presence of some commercial businesses. However, it

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**Definition of “Urban Neighborhood” land use category [from the city’s draft comprehensive plan]**

- Predominantly residential area with a range of densities . . . . May include some other small-scale uses, including neighborhood-serving commercial and institutional and semi-public uses (for example, schools, community centers, religious institutions, public safety facilities, etc.) scattered throughout.

⇐ ⇌ ⇒

supports the finding in the Economic and Business development chapter that commercial areas on West Broadway will be strengthened if the commercial districts are somewhat less sprawling and more focused within walkable sub-areas. This plan recommends that redevelopment of property designated Urban Neighborhood should generally lead to a stronger residential character in these areas.

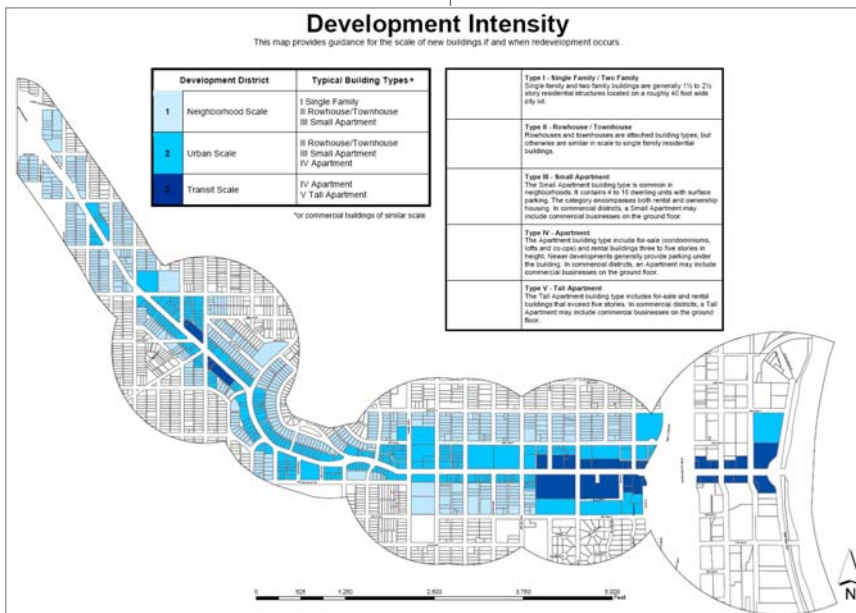
## Proposed Land Use Guidance: Comprehensive Plan Recommendations

Incorporate the guidance of this plan’s “Future Land Use” map into the city’s 2008 comprehensive plan update.

Rezone property in the West Broadway area to provide regulatory support for the plan’s land use guidance.

### Development Intensity

Additional and intensified development along West Broadway is critical to its vitality. More homes and businesses increase the market for West Broadway businesses, which in turn makes it easier to attract new businesses. Beyond this, more households and daytime commercial traffic contribute to a safer street because criminal activity is deterred in areas that are well populated. Increased density would also lend support to attempts to strengthen the public transit system along West Broadway.



**Recommended development intensity. See appendix for a larger scale image.**

Development intensity has not been a contentious issue in this planning process. The public has been consistently supportive of increased development intensity because of an understanding that is a required element if West Broadway is to experience transformative changes. The West Broadway Alive process benefited in this regard from several other community engagement processes over the past several years (e.g. the Corridor Housing Initiative and a West Broadway rezoning study) that explored the need for increased development. There is also, of course, an understanding that new development needs to be sensitive to its context. It must be sensitive in design to compatibility with adjacent and nearby

properties.



*Single family and two family buildings are generally 1-1/2 to 2-1/2 story residential structures located on a roughly 40 foot wide city lot*



*The "Small Apartment" building type contains 4 to 16 dwelling units with surface parking. The category encompasses owner or rental housing, and may include ground floor commercial*



*The "Apartment" building type contains ownership and rental buildings three to five stories in height. Newer buildings generally have parking under the building. These buildings may include ground floor commercial businesses.*

Every property on West Broadway is not equally suited to high density development. The appropriate scale of development is related to such factors as the strength of the existing and proposed public transit network, the character of the surrounding area including the proximity of single family homes, and the likely size of potential development parcels.

In order to provide guidance for the scale of new buildings and infill development along the corridor, a development intensity map was produced and made available for public comment at West Broadway Alive public meetings. The map assigns property in the West Broadway corridor—whether residential, commercial or mixed use—to one of three development districts. The three development districts represent different acceptable density levels. The Transit Scale development district supports the highest density development. The Urban Scale development district suggests a three to five story upper limit on development. And the Neighborhood Scale development district supports low to medium density development types that are more compatible with the character of the surrounding residential neighborhoods.



*Rowhouses and townhouses are attached building types that are similar in scale to single family residential buildings*

Density is frequently measured using parameters like floor area ratio, or dwelling units per square foot of property area. These density measures are not very intuitive, in part because they don't lend themselves to being depicted visually. This plan attempts to make the proposed density levels more intuitive by correlating each district with a mix of compatible development types that are common in Minneapolis and will be easily recognized by most Minneapolis citizens.

New development should offer a mix of development styles, and larger sites should consider site designs that provide a mix of development types within the development.

This plan proposes that the highest density development would be largely centered on parts of Broadway close to Interstate 94. This supports the objective of strengthening the destination retail character of the West Broadway/Lyndale area. And it opens the door to a high intensity office district or corporate headquarters at West Broadway and Washington Avenue. These areas are fairly well buffered from nearby single family housing.

The "Tall Apartment" building type includes for sale and rental buildings over five stories in height. These buildings may include ground floor commercial businesses



*The "Tall Apartment" building type includes for sale and rental buildings over five stories in height. These buildings may include ground floor commercial businesses*

Much of the rest of the West Broadway street frontage would embrace three- to five-story new development. The exception is at the West Gateway section of West Broadway where the platting of property is toward the north-south side streets rather than along West Broadway. This makes it difficult to assemble a functional development parcel that would front on West Broadway.

Underdeveloped sites are detrimental to the long-term vitality of West Broadway. Low intensity commercial developments spread the commercial district and increase the distance between commercial establishments. This makes the commercial district less attractive because it is not as convenient to come to the district and pick up goods and services from multiple businesses. For this reason, mechanisms should be put in place to deter new low intensity development, and particularly single story commercial developments. While this will present a hurdle to some businesses, especially certain national chains, an increasing number have learned that they can be successful in urban style buildings. For West Broadway, the highest goal is not to attract a particular business, but to build a commercial district that is useful and attractive.

### **Proposed Land Use Guidance: Development Intensity Recommendations**

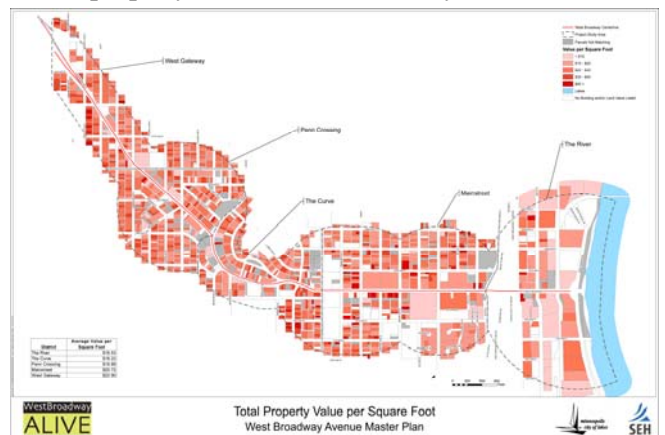
Capture the site specific density guidance of the Development Intensity map when rezoning property in the West Broadway corridor.

Encourage new development fronting W Broadway to be a minimum of two stories in height with increased building to land ratio.

### **Development Opportunities**

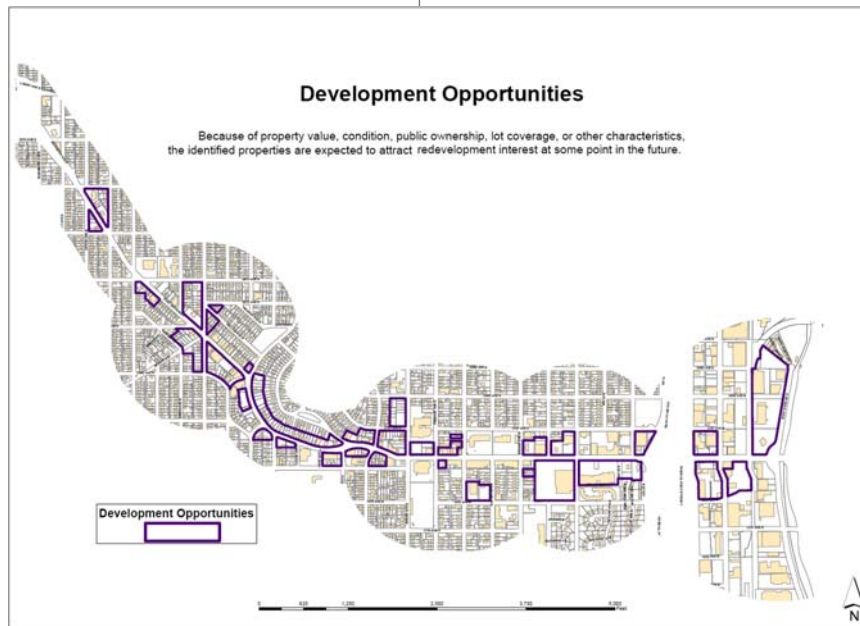
Development opportunity sites are properties that are judged to be likely candidates for redevelopment. The West Broadway Alive plan undertook an assessment of property in the West Broadway corridor to identify development opportunity sites. A broad set of criteria was used to flag these sites, including the following:

- Property value per square foot
- Ratio of land value to building value
- Floor area ratio



- Property coverage
- City owned/tax forfeiture status
- Opportunity to bundle properties for significant redevelopment projects

Where there is existing development or structure, the identification of a particular property as a development opportunity is not meant to imply that there is something wrong with the existing development. Rather, it is a professional estimation that, under certain circumstances, redevelopment of the property may be financially possible. The map can be of service in setting City priorities for development related activities such as site assembly and development support. It can also be employed in conversation with developers about what opportunities might be available for redevelopment.



Identified opportunity sites appear in the small format map at left, and in a more full sized format in the appendix.

### **Greening/ Open Spaces**

There are excellent opportunities along West Broadway to green the corridor and connect it with parks and landscaped areas.

**The Urban Canopy.** There are opportunities to add street trees in locations where the West Broadway sidewalk can be widened. This is proposed to occur, for example, with redevelopment projects between Lyndale Avenue and the

Mississippi River—and as a result of realigning the street in the Hawthorne Crossings area. The tree canopy can be reinforced by tree planting on private property as, for instance, with new housing development along the West Broadway curve area. The recently established median areas host young trees, and proposed additional medians in the vicinity of West Broadway and Lyndale can do likewise.

**Connections w/ parkway-style cross streets.** West Broadway has an opportunity to link with “green” cross streets at several key locations including West River Road, a future Washington Boulevard, the future parkway-style Emerson/Fremont pair, and Theodore Wirth Parkway/Victory Memorial Drive.

**Park Connection.** North Commons Park is one of the biggest parks in North Minneapolis, and a tremendous community asset. Although it is a short half-block from West Broadway, it is practically invisible from the corridor. With redevelopment of the small block between the park and West Broadway, a visual indication of the park can be established on West Broadway. This possibility was considered as a case study site

during the planning process, and is described in more detail in the “Case Studies” chapter.

**Plazas and pocket public spaces.** The opportunity to develop a significant community plaza amenity at the Hawthorn Crossings Shopping Center at West Broadway and Emerson is described in the “Case Study” chapter. Other opportunities exist for smaller but similarly important public spaces. With the renovation of the Capri theater at West Broadway and Oliver, its owners envision an imaginative and welcoming public space between the theater and the Plymouth Christian Youth Center schools to its south. The developer of the Delisi property at West Broadway and Penn intends to make the triangular shaped remnant at the intersection a heavily landscaped space that includes a transit plaza and possibly outdoor restaurant seating. The owner of the corresponding triangular space at the opposite side of the intersection is interested in making similar landscaping improvements. The gateway areas at both ends of West Broadway are promising opportunities for green space, landscaping improvements, and public art. Finally, with opportunities a number of new developments of significant size, opportunities are created for building in spaces that are points of interest, provide environmental benefits, and expand the visual landscape.



## 5. Transportation

West Broadway has been an important transportation connector in north Minneapolis from the earliest days of the City of Minneapolis. The alignment of West Broadway is along land that was originally identified as high and dry. Thus it was originally created as an oxcart trail between early settlements along the Mississippi River and communities to the north and west such as Osseo. After north Minneapolis was further developed, it became an important streetcar route, which influenced the development of the two and three story commercial buildings that lined the street.

Because transportation and development are inevitably interrelated, this plan takes a close look at a number of elements of the West Broadway transportation system. Recommendations presented in this chapter were developed through an integrated planning/design process that took land use, economic development, and livability into consideration while formulating transportation improvement strategies. The recommendations are consistent with the West Broadway Vision Statement and Principles of Development (Ch 3), and Transportation Development Principles outlined below.

### *Transportation Topics*

The Transportation Chapter of this plan addresses the following topics:

- Transportation Context
- Transportation Development Principles
- Transit
- West Broadway Street Design
- Interstate 94 Bridge Enhancements
- Pedestrian Street Crossing Improvements
- Parking Analysis and Strategies
- Gateway Corridors



### Transportation Context

West Broadway serves multiple roles that can come into conflict at times. It is a Hennepin County road that is identified in the Twin Cities Metropolitan Highway Plan as an Augmenter-Type, “A” Minor Arterial. As such, it is a regional transportation route that is intended to meet travel demand for commuters between downtown Minneapolis and the northwest suburbs. It supports frequent bus service via a bus line along West Broadway, and several that intersect it. And it is a commercial street that requires an environment supportive of pedestrian movement.

It is a challenge to balance these multiple functions. If free-flowing traffic is prioritized in support of its regional function, the corridor could be handicapped as a business district and community center. But pursuing an urban design ideal at the expense of West

Broadway’s transportation functionality would be similarly

counterproductive. In a balanced scenario, residents would have a safe street, with reasonable speeds and ample sidewalks, and an ability to cross the street comfortably at signalized intersections—without significantly diminishing the capacity of the corridor to move traffic.

### **2005 Road Reconstruction**

In 2005, West Broadway was reconstructed by Hennepin County between Girard Avenue North and the western City Limits. The design for the reconstructed roadway was developed cooperatively by Hennepin County, the City of Minneapolis, in consultation with a community organization—the West Broadway Area Coalition (WBAC)—and the

broader public. The objectives for the reconstructed roadway right-of-way included:



- on-street parking
- sidewalk widths that would allow pedestrians to safely and conveniently circulate across and along West Broadway
- transit facilities
- traffic signalization at the Humboldt/West Broadway intersection (a critical location where school children cross the street)
- raised medians in residential sections of the street

Because the roadway design objectives competed for space in a very constrained right of way, the approved design for West Broadway struck a balance that did not fully achieve some objectives. Most importantly, sidewalks were widened minimally or not at all. And on-street parking was lost during rush hour due to the construction of dedicated turn lanes.

It is anticipated that the County will reconstruct the remaining segment of West Broadway that is within north Minneapolis within 10 years. This street segment is between Girard Avenue North and West River Road. In anticipation of this need, and because of the opportunities that are generated by the street reconstruction, the West Broadway Alive proposes a design for the reconstructed street. During the West Broadway Alive public engagement process, community members had several opportunities to offer their input on the proposed design scenarios.

### **Penn Broadway TOD Plan**

The Penn Broadway Transit Oriented Development Plan (see Chapter 2) included transportation related recommendations. These recommendations informed the analysis and recommendations of the West Broadway Alive plan, and are integrated into it as appropriate.

## Transportation Development Principles

The following transportation development principles grew out of an examination of existing conditions (especially traffic and pedestrian conflicts) and the evaluation of potential changes at particular locations on West Broadway. They pertain to further improvements to the street, and are intended to provide a rationale for some of the more specific recommendations that follow.

- Accommodate transit operations
- Provide infrastructure, whenever possible, to support multi-modal forms of transportation, including transit, bicycling, and walking
- Provide adequate sidewalk widths to ensure space for convenient pedestrian circulation and installation of street furniture
- Provide safe pedestrian crossings and reduce potential vehicular-pedestrian conflicts through good design of physical features (street, curbing, crosswalks) and other management strategies
- Construct planted medians within districts where the street width allows it
- Provide boulevards between the street and sidewalk in residential areas
- Synchronize traffic signals to ensure efficient, east/west signal progression.
- Accommodate left-turns at critical intersections to facilitate through movements:
- Maintain on-street parking wherever possible

## Transit

Transit service along and intersecting West Broadway is highly important to North Minneapolis households, many of whom are without automobiles and rely on local transit to get to work and shopping areas.

Existing transit service is adequate to meeting local needs, but this plan calls for improvements to the West Broadway commercial core that will augment its character as a destination shopping area. Transit service improvements ought to respond to and support these changes. Beyond this, it should not be forgotten that transit improvements can also play a leading role in stimulating transformation. It is well known that such improvements, and particularly fixed guideway transit systems, can stimulate improvements in an area. The streetcar service that is under consideration for the West Broadway corridor could serve this purpose.

## Bus Service

Metro Transit's Route 14 provides existing transit service along West Broadway, linking to Downtown Minneapolis on one end, and Robbinsdale and Golden Valley destinations on



Bus Service

the other. Additional bus routes intersect West Broadway, connecting to downtown on one end and various destinations on the other. They include:

- Route 5, which is the most frequent bus service to north Minneapolis, crossing West Broadway at Emerson and Fremont Avenues North
- Route 7, which serves Washington Avenue North
- Route 19, which serves Olson Memorial Highway and Penn Avenue North
- Route 22, which serves Lyndale Avenue North
- Route 32, which does not serve West Broadway, but instead runs along Lowry Avenue. It is the only route that crosses the Mississippi River and directly links north and northeast Minneapolis.

The existing transit network provides good coverage of North Minneapolis from a spacing perspective. And the presence of high frequency service on Routes 5 and 19 is an important asset. As the West Broadway area is improved, however, housing growth is anticipated, along with growth in customer traffic to West Broadway businesses. This will increase the demand for transit service above its current levels. As this occurs, frequency of service as well as extensions to the transit network ought to be reconsidered to ensure that demand is being met, and that transit improvements are supportive of business district improvements. This plan recommends the following specific changes be considered as improvements occur in the West Broadway corridor area.

It is important to note that coverage by itself isn't the whole story with respect to bus service to North Minneapolis. Quality of service is important as well. In particular, antisocial or criminal behavior occurs frequently enough on some buses that it has a negative effect on ridership.

### **Transportation: Bus Service Recommendations**

Reevaluate service frequency of buses serving West Broadway periodically, with improvements when warranted to support new residential development and the expansion of commercial activity. Routes 14 and 22 in particular should be considered for service improvement based on the development anticipated in this plan, along with bus service connecting across the river to connect Northeast Minneapolis to West Broadway.

Metro Transit should take steps as needed to ensure that the use of buses to and from West Broadway is perceived as consistently safe and comfortable on every bus route.

### ***Bus Rapid Transit / Light Rail Transit***

In recent years, other transit service has been under consideration for West Broadway. These include Bus Rapid Transit (BRT) and Light Rail Transit (LRT). Bus Rapid Transit proposals that were developed in the

early 2000s would have served West Broadway on routes that would have terminated in the northwest suburbs. These have been taken off the table in favor of an analysis of options that include Light Rail Transit. The bus rapid transit project invested considerable time and expense into acquisition and design of bus rapid transit stations on West Broadway. Although a bus rapid transit route that serves West Broadway looks unlikely to be resurrected, the idea of enhanced bus areas on Broadway has merit and may retain some support on the part of Metro Transit staff.

An Alternatives Analysis is currently being designed to explore mass transit options that would serve the northwest suburbs. West Broadway is currently not being considered as an alignment option; it was, however, evaluated two decades ago as part of the 1991 Hennepin County Regional Railroad Authority's LRT Comprehensive Plan, and it was eliminated from consideration.

### Streetcar

The City is exploring the development of a streetcar network. In recent years, streetcar lines have been developed or are being planned in many American cities because they can provide a high-quality rail transit service at a lower capital cost than the higher capacity light rail transit lines. They can effectively catalyze and organize economic development. And they can attract private funding.

In August of 2007, the City released a draft final report of the "Minneapolis Streetcar Feasibility Study," which was the product of several phases of analysis to evaluate the potential for streetcar service to improve transit service in existing primary bus corridors and to catalyze economic development in those corridors. Evaluation criteria included



physical and geometric constraints, transit supportive land uses, economic development potential, transit operations, transit demand, cost-effectiveness, and funding. The draft final report identifies a long-term streetcar network made up of seven corridors that could be implemented within 20 to 50 years, depending on funding availability. West Broadway/Washington Avenue North between downtown and the Robbinsdale Transit Center is one of the long-term network corridors. A first stage line reaching West Broadway and Emerson was also identified.

The draft final streetcar study report does not recommend a first streetcar corridor for the City to pursue because that decision must be based upon further assessment of community support, private sector interest and the ability to generate sufficient capital and operating funding in each corridor. The study recommends several next steps to ensure the long-term potential for streetcar operations in the seven corridors and to pursue an appropriate first streetcar segment, including further corridor-by-corridor evaluation of economic development potential, developer

support, community and political support, and funding sources, maintenance facility locations. The study also recommends development of streetcar design guidelines to ensure that streetcar requirements are considered when streets are reconstructed.

This plan strongly supports the development of a north Minneapolis streetcar line. Streetcar service on West Broadway would improve the ridership and quality of transit service on an important transit corridor. It also has the potential to make a significant difference in the extent and quality of new development that is built along West Broadway. New housing and commercial development at key development opportunity sites has the reciprocal effect of boosting ridership for the streetcar line. Coordinating streetcar development with the reconstruction of West Broadway between Girard Avenue and the Mississippi River might save some costs associated with Streetcar development.

### Transportation: Streetcar Recommendations

Encourage prioritization of a West Broadway streetcar line because of its importance from a community development perspective.

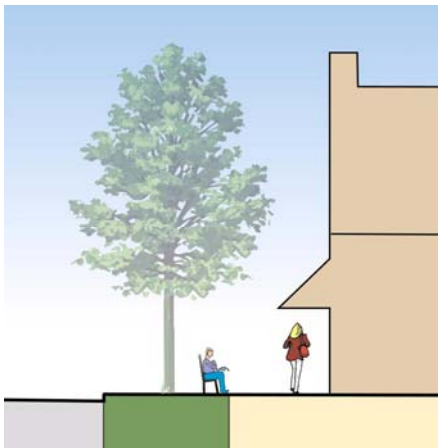
Coordinate future evaluation of streetcar finance tools and economic development potential between the streetcar and the West Broadway community development initiatives.

Explore synchronizing the development of the streetcar line with reconstruction of West Broadway between Girard Avenue and the Mississippi River.

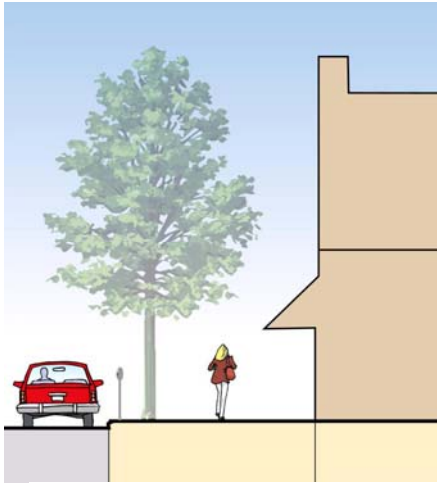
### West Broadway Street Design

This part of the West Broadway Alive plan considers how the street itself can contribute to a commercial environment that is more active and successful, as well as more comfortable and attractive. Efforts were made in the planning process to determine how design features might be provided along West Broadway to improve characteristics of the corridor that have a negative impact on pedestrians and transit riders. These characteristics include: (a) sidewalks that are at minimum widths (6 or 7 feet in some locations), (b) lack of aesthetic features and points of interest to enhance the pedestrian experience, and (c) street and traffic signal designs that facilitate pass-through traffic movements.

The primary opportunity for street redesign is in the part of West Broadway that has not yet been reconstructed—the section of the street between the Mississippi River and Girard Avenue. Reconstruction of this section of West Broadway is tremendously important because it provides an opportunity to address many blocks of the narrow sidewalk condition, and to install pedestrian oriented lighting and other streetscaping elements. In anticipation of eventual street reconstruction,



*Cross section of residential area  
from building façade to street*



*Cross section of commercial district  
from building façade to street*

this plan developed detailed design treatments for the following street segments.

- The Hawthorne Crossing area—between Bryant and Emerson Avenues
- The Broadway/Lyndale area—from Interstate 94 to Bryant Avenue
- The Interstate 94 bridge

In addition to these areas, the Penn/West Broadway TOD Plan made some recommendations concerning changes to the right of way at the Penn/West Broadway intersection. These have also been incorporated into this document.

Other parts of Broadway receive a more general review for transportation enhancement opportunities in the sections that follow.

Street layouts and cross-sections include specific dimensions in order to provide a clear proposal for how a given part of West Broadway might be constructed to balance transportation and community development objectives. The specificity of the diagrams should not, however, be taken to imply that the proposed scenario is the only way, or even necessarily the best way, to balance these objectives. Further analysis, consideration and negotiation will occur during subsequent design processes prior to street reconstruction.

### **West Gateway**

This area is west of the Broadway/26<sup>th</sup> Avenue intersection, and was part of the 2005 West Broadway street reconstruction project. No further changes to street layout or cross-section are envisioned in this plan. However, sidewalks and boulevards remain substandard in many parts of this street segment. This plan recommends that, as redevelopment occurs, boulevards and sidewalks are widened and improved to the dimensional goals stated above.

The streetscaping installed as part of the street reconstruction included center medians and pedestrian scale decorative lighting. While this represents a significant improvement to the look of the street, the streetscaping remains fairly understated and the landscaping of the median area is somewhat sparse. Future projects could include the addition of streetscape elements consistent with these plan recommendations. There are also opportunities for improved landscaping of medians or the areas surrounding street trees, as described in the Development Guidelines chapter.

### **Penn-Broadway**

This street segment extends from Oliver Avenue to the 26th Avenue North intersection, and was part of the 2005 West Broadway street reconstruction. It is a mix of housing and commercial development, and functions as a neighborhood commercial node. Based upon the analysis of the Penn Broadway TOD Plan, additional improvements are

recommended (as illustrated) at the Penn Broadway intersection to shorten the distance required to cross the street in order to facilitate pedestrian movement. Signal countdowns are also recommended, as are special crosswalk treatments.

The narrow width of sidewalks through most of this commercial district is of great concern as it contributes to an inhospitable environment for pedestrians. This plan recommends that, as redevelopment occurs, boulevards and sidewalks are improved to the standards of the City's adopted Transportation Action Plan.



Future projects could also include the addition of streetscape elements consistent with these plan recommendations, as well as improved landscaping of medians or the areas surrounding street trees, as described in the Development Guidelines chapter.

### ***The Curve***

Same as West Gateway, above.

### ***Hawthorne Crossing / Historic Storefronts***

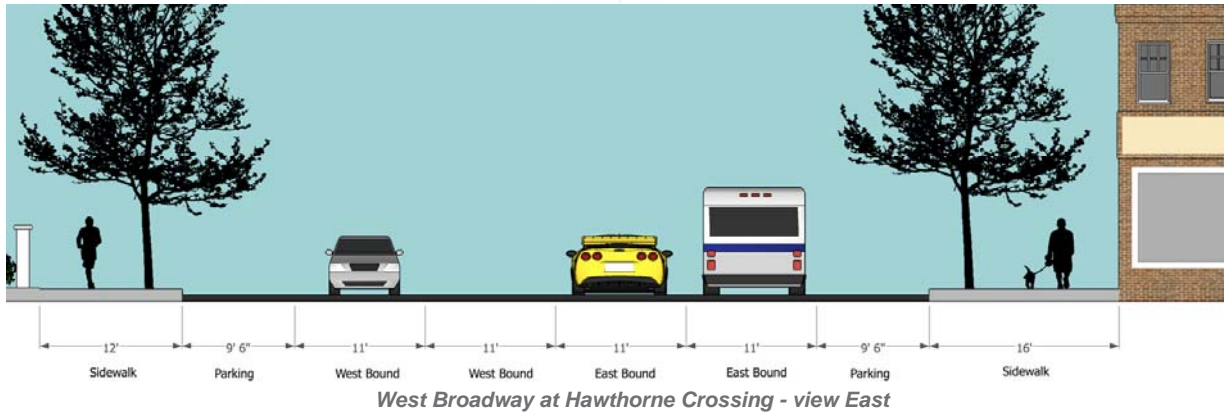
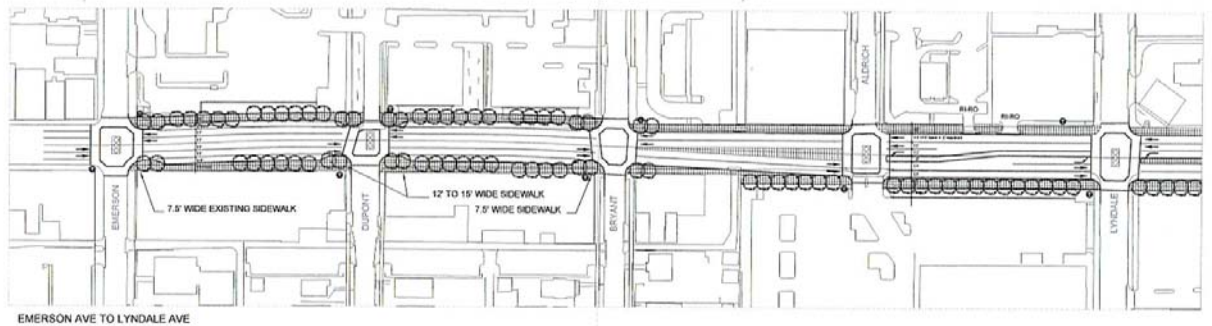
This section of West Broadway extends from Aldrich Avenue to Girard Avenue. It was not reconstructed as part of the 2005 West Broadway street reconstruction. Emerson and Fremont are the significant intersecting streets. The area supports a mix of housing and commercial development, with commercial development predominating. It is part of the commercial core of West Broadway. The West Broadway Alive planning process devoted significant attention to considering how to transform the character of this area to a commercial main street that is comfortable and attractive, and highly activated with pedestrian activity and successful businesses.

The redesign of West Broadway through this area plays an important role in the transformation of this commercial sub-district. The recommendations for redesigning this segment of West Broadway should be taken into consideration at such time as the street is reconstructed.

The following transportation-related concerns were identified during the course of this planning process:

- The inadequate sidewalk width adjacent to storefronts makes it an uncomfortable pedestrian environment.





- The speed and volume of traffic, and the width of the street, make it difficult for pedestrians to cross the street.

As illustrated in the accompanying diagrams, this plan recommends that the street be realigned through this area in order to expand the sidewalks on the south side of the street. Street reconstruction also allows for the implementation of a full streetscape treatment. Also recommended are improvements at the signalized intersections to make it safer for pedestrians to cross the street. These include curb extensions that shorten the walk distance for pedestrians (by approximately 12 feet) as they cross the street. The curb extensions also help define the areas along the street where on-street parking will be permitted.

### **Broadway / Lyndale**

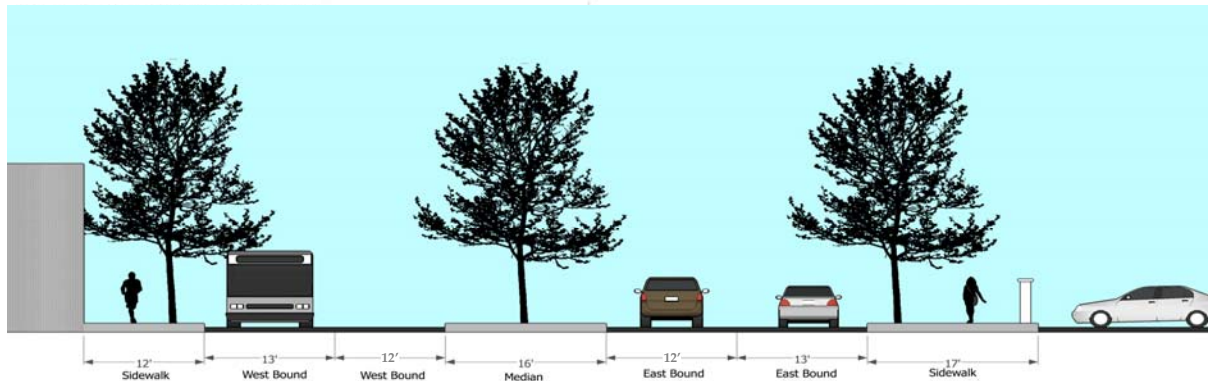
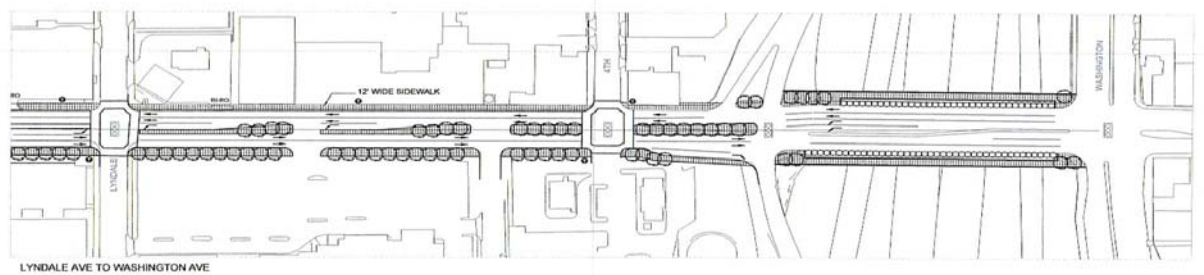
This section of West Broadway extends from Interstate 94 to Aldrich Avenue. It was not reconstructed as part of the 2005 West Broadway street reconstruction. Lyndale Avenue is the significant intersecting street. The area supports a mix of commercial development and, along with the River Gateway section, carries the most traffic of any part of West Broadway. It has immediate freeway access. The West Broadway Alive planning process devoted considerable attention to considering how to turn this area into a lively pedestrian oriented, high-density, mixed use district organized around ground floor destination goods and services.

The redesign of West Broadway through this area can support these objectives in several ways. These recommendations for redesigning this

segment of West Broadway should be taken into consideration at such time as the street is reconstructed.

The following transportation-related concerns were identified during the course of this planning process:

- Expansive and underutilized parking lots on south side of street.
- Buildings tend to be deeply set back from the street, which is inconsistent with building a sense of place, and makes it difficult to foster an environment that feels safe.
- Inadequate sidewalk width impacts pedestrian circulation and is not consistent with place-making
- The speed and volume of traffic, and the width of the street, make it difficult for pedestrians to cross the street.



*West Broadway at Lyndale - view West*

As illustrated in the accompanying diagrams, street reconstruction allows for several improvements that improve the character and marketability of the area. This plan recommends that property be acquired as part of the street reconstruction project to accomplish several objectives. Most importantly, sidewalks can be widened and a landscaped median can be constructed in the street, supporting landscaping and potentially a gateway feature. Street reconstruction allows for the implementation of a full streetscape treatment. Similar to the Hawthorn Crossings/Historic Storefront district, changes are recommended that make it easier for pedestrians to cross the street. These include brightly striped crosswalks, signal countdowns, and a median of sufficient width to provide a landing

spot for pedestrians that can't make the crossing within the time available.

Because of the abundance of parking in this street section, the acquisition of additional right of way leaves ample parking for the existing businesses.

### **River Gateway**

This section of West Broadway extends from the West River Parkway to Interstate 94. Washington Avenue and the West River Parkway are significant intersecting streets. Recently the Mayor has led a blue ribbon panel of planners, architects, urban designers, developers and economists to consider how to convert Washington Avenue into a grand boulevard that links downtown southward to the Seven Corners area and northward to West Broadway.

While West River Parkway provides an important amenity and anchor to the east end of West Broadway, the benefit of this connection is largely lost because of the condition of the environment between the Parkway and West Broadway's commercial core. Businesses in this area include several industrial buildings that present a mixed front on West Broadway, two bars, a liquor store, an adult entertainment (strip club) establishment, and a recently rehabilitated bowling alley that now operates as a commercial office building. The area has been had public safety issues in recent years.

On-street parking is permitted along both sides of the street in this section of West Broadway but most of the uses that line the street provide off-street parking.

This area is envisioned to support redevelopment of the street frontage as high density offices, with industrial uses at the rear. Both street reconstruction and redevelopment bring opportunities to change the physical infrastructure so that it is better serves its role as gateway to West Broadway, and supports an activated pedestrian environment. A street layout and cross-section design for this section of West Broadway is not proposed as part of this plan. It would have to be developed as part of a future street reconstruction. When developed it can consider changes to the street similar to those proposed in the Broadway/Lyndale District and the Hawthorn Crossings/Historic Storefront district.

It may be possible to add on-street bicycle lanes on West Broadway between West River Road and Lyndale Avenue. This would probably require the elimination of on-street parking through this stretch, and may also require some property acquisition. At Lyndale Avenue, this bicycle way should be connected north and south to existing bicycle facilities on Plymouth and 26<sup>th</sup> Avenues. The merits of this concept should be evaluated as part of the reconstruction of the eastern half of West Broadway.

## Transportation: West Broadway Street Design Recommendations

Encourage the reconstruction of West Broadway on an expedited timeline.

Acquire additional property as necessary in order to meet the objectives identified in this plan.

Utilize the preceding objectives and design illustrations to inform the street design.

Engage in a thorough exploration of concept design alternatives, with community engagement, and giving consideration to issues and opportunities raised in this plan, prior to doing a detailed design for the River Gateway section of West Broadway.

## Interstate 94 Bridge Enhancements

The Interstate 94 Bridge was built in 1974. It is a 33-year old structure that is utilitarian in design, and devoid of any aesthetic enhancements. It provides a first impression of West Broadway for people entering West Broadway from Washington Avenue, and is an important element in the landscape that greets people coming from across the Mississippi River. Its unsightly appearance is an impediment to attracting commercial

customers to West Broadway. It also deters pedestrian circulation to the Mississippi River from North Minneapolis.

From a transportation perspective, the intersections on either side of the bridge have been identified as high crash intersections. Sidewalks on the bridge are only six feet in width. They are an

uncomfortable environment for pedestrians and bicyclists because of their narrow dimension and the absence of physical protection between the sidewalk and the road.

This plan calls out connections to the Mississippi River as an important strategic objective. To create this continuity, this bridge has to contribute to that objective. Design enhancements to the bridge can improve its sense of comfort for pedestrians and



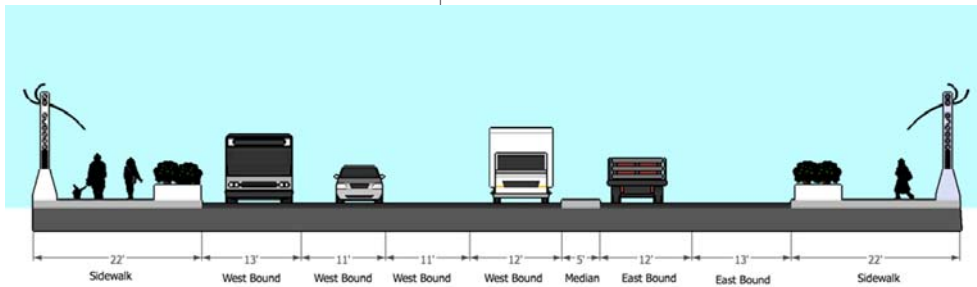
*Bridge Scenario 1: Redesign within existing row.*



*Artistic Bridge Concept*

bicyclists. They can be designed to extend elements of the proposed West Broadway streetscape. And they can go beyond this to create a distinctive landmark that truly announces the entrance to North Minneapolis's main street.

Two bridge improvement cross sections follow. The first involves enhancing the bridge within the existing bridge width. The lanes on the bridge are wider than necessary, and if brought into alignment with minimum state aid standards several feet of width can be gained on each side of the bridge for sidewalks. A barrier of some kind can be placed at the edge of the sidewalk to improve the sense of safety for pedestrians. And some lighting or artistic treatment could be added to the outside walls of the bridge.



*Bridge Scenario 2: Expanded bridge deck.*

The second scenario involves increasing the physical width of the bridge deck, allowing a more complete set of design improvements. The structure in this instance is able to provide a much improved space to accommodate both

pedestrians and bicyclists, with a sense of ample protection from the traffic. It can support a full streetscape treatment, supporting a continuity of design that connects West Broadway all the way to the Mississippi River. Streetscape elements can include lighting, landscaped planters, and artistic elements that marks West Broadway from the Interstate below as a distinctive and desirable location. The artistic bridge concept below is one illustration of how the bridge could become a special environment.

Improvements to the Interstate 94 bridge go beyond what can be funded through city resources. Special funding will need to be pursued to meet this objective. Furthering this goal might start with creating a more detailed design proposal for the bridge that would allow for the estimation of the cost of the project.

### **Transportation: I-94 Bridge Enhancements Recommendations**

Pursue improvements to the I-94 bridge that extend elements of the West Broadway streetscape and create an engaging gateway to the West Broadway commercial core.

Develop a more detailed proposal for the bridge with associated cost estimates.

Identify and pursue potential funding for the improvements.

## Pedestrian Street Crossing Improvements

One of the challenges to establishing a welcoming pedestrian-friendly street is the intimidating effect of automobile traffic. And where people can't easily cross the street, it's difficult for business districts to thrive. West Broadway faces this challenge. Traffic volumes make West Broadway a difficult street to cross. It is approximately 66 feet wide, curb-to-curb, and needs to accommodate bus boarding and alighting operations, parked cars, and moving traffic. West Broadway stands out as an area of concern in City accident statistics.



*Curb Extension*

West Broadway street reconstruction offers an opportunity to make changes that would improve the safety of the street for pedestrians, as well as to enhance the aesthetic character of the corridor. In that context, the following improvements are recommended for West Broadway.

- Curb extensions should be installed at the corners of signalized intersections. These would bookend the on-street parking areas and would not reduce the number of travel lanes. They would shorten the distance pedestrian walk when crossing the street, and improve visibility between pedestrians and motorists prior to entering intersections.
- The design of crosswalks should serve to boldly mark the pedestrian zone. Crosswalks can also contribute to making the area distinctive. Zebra-type crosswalk striping is effective in highlighting the pedestrian zone for pedestrians and motorists alike. To further this effect, as well as add character to the corridor, consideration should be given to additional design features such as retrofitting the crosswalk zone or intersection zones with colored concrete or asphalt, as in the accompanying illustration.
- Signal countdowns should be added to traffic signals along West Broadway. This requires a modification to the standard traffic light assembly. Signal countdowns clearly display the seconds remaining to cross the street.

At the Penn-Broadway intersection, the lack of dedicated parking lanes prevents the use of curb extensions as a strategy to enhance pedestrian safety. As an alternative, this plan recommends exploring the installation of islands at the acute angles of the intersection to narrow the crossing distance for pedestrians, consistent with the recommendations of the Penn/West Broadway Transit Oriented Development Plan.

### Transportation: Pedestrian Street Crossing Improvements Recommendations

Pursue the identified improvements as opportunity allows and with street reconstruction.

Investigate the viability and desirability of making the proposed intersection changes at Penn and West Broadway.

## Parking Analysis and Strategies

A parking supply/demand analysis was conducted as part of the West Broadway Alive study to evaluate the adequacy of parking in the commercial core of West Broadway. The area evaluated was along West Broadway between Interstate 94 and Fremont. It included on-street parking and off-street parking, including parking lots behind the storefronts along West Broadway.

Detailed findings from this parking analysis can be found in an appendix to the plan. Some of the key findings include the following:

- The Hawthorne Crossings area does not have a parking deficiency. The total parking supply for this area (which includes parking to the north and south of West Broadway, on-street and off-street) is 323 parking spaces. At no point were the off-street parking spaces more than 53% occupied.
- On-street parking plays an important role in the Hawthorne Crossings area. It has a higher occupancy rate than the off-street parking lots, which illustrates the fact that people see it as a convenient way to come to the business district.
- Because of efforts to breathe additional vitality into this commercial district, there may be a need to accommodate more vehicles in the future and a significant reduction in the parking supply would not be recommended.
- Parking at the rear of the storefront buildings should be improved to the standards of a new parking area. This entails additional lighting, landscaping, and security elements, and in some cases new paving.
- Regardless of ownership and management of the parking lots, the goal should be to keep them available for the general public, and allow patrons of any business in the business district without restriction.
- The Broadway Lyndale area does not have a parking deficiency. Both Broadway Center and Cub Foods have large surface parking areas that are far from being full at the busiest times of the day and week.
- New development could be constructed in the Broadway Lyndale area along West Broadway without replacing the displaced parking. Redevelopment of this area to its capacity would require the addition of some structured parking.

## Gateway Corridors

Improvements to West Broadway are by definition a goal of this plan. But to attract people to West Broadway, it is also important to pay attention to the character of some of the streets that carry traffic to West Broadway. The most important north-south corridors that intersect West Broadway are West River Parkway, Washington Avenue, Lyndale Avenue, Emerson and Fremont Avenues, and Penn Avenue. Of this set, three streets hold particular promise and opportunity in terms of future enhancement. These are West River Parkway (under the leadership of the MPRB), Washington Avenue (which is a special interest of the

Mayor), and the Emerson/Fremont pair (explored as an element of this plan).

### West River Parkway

West River Parkway is currently being improved by the Minneapolis Park and Recreation Board. The improvement will ultimately extend the parkway-type street and trail amenities from their current terminus at approximately Plymouth Avenue north past West Broadway to around 26th Avenue North. The proposed design includes an opportunity for public art at West Broadway.



West River Parkway Concept

### Washington Boulevard

Washington Avenue is a major north/south street that extends from the northern City Limits, through north Minneapolis and downtown Minneapolis, and into south Minneapolis and the University of Minnesota in southeast Minneapolis. The section of the street between West Broadway and “Seven Corners” has been identified as having particular significance and opportunity. Its width, existing character, and development potential make it a candidate for boulevard style improvements. The Mayor

has been a particular booster of this vision. He and an urban design team have been exploring scenarios for greening the street, and dressing it up with aesthetic improvements. It would become a promenade, connecting downtown to the University of Minnesota on the south end, and West Broadway on the north end.



Washington Boulevard Concept at West Broadway

### Emerson / Fremont

The Emerson Fremont one-way pair serves as an important collector through North Minneapolis between Plymouth and Lowry Avenues. It carries Metro Transit’s Route 5, the most frequent and heavily utilized North Minneapolis bus route. It represents an exceptional opportunity for enhancement. In a part of the city that lacks natural amenities, it is well located to be improved as an enhanced street, being about equidistant from Theodore Wirth Parkway and West River Road. It is identified in the city’s bicycle master plan as the right place to provide a principal north-south on-street bicycle connection through the heart of the neighborhood. It crosses West Broadway at the key Broadway-Emerson intersection, which is a gateway to Broadway’s commercial core and which itself has great potential for aesthetic enhancement. And most intriguing, it is precisely positioned to serve as an extension of Van White Memorial Drive, which ends on an Emerson Avenue alignment at



its terminus at Plymouth Avenue. The opportunity explored in this planning process is the extension of design features from the parkway style Van White Memorial Drive northward along Emerson and Fremont. This would brand the street as a special street up to West Broadway or Lowry Avenue, and potentially even further. If distinctive design improvements were implemented along Emerson and Fremont, it would serve as an invitation to North Minneapolis from Interstate 394, as well as a gateway to West Broadway.

During the West Broadway Alive process, the Minneapolis Public Works Department also happened to be conducting a study of the Emerson Fremont pair. The study was responding, at least in part, to the complaints of residents concerning the speed of traffic along Emerson and Fremont Avenues. These excessive speeds have been confirmed empirically, and have resulted in some tragic accidents. The Public Works study focused on how to calm traffic along Emerson and Fremont, and in particular gave careful consideration as to whether conversion of the streets to two way streets should be part of the solution. City staff took care to coordinate the analysis and processes related to the two studies.

Two scenarios are presented in this section. These are illustrative of the kinds of improvements that are being considered for the two streets.

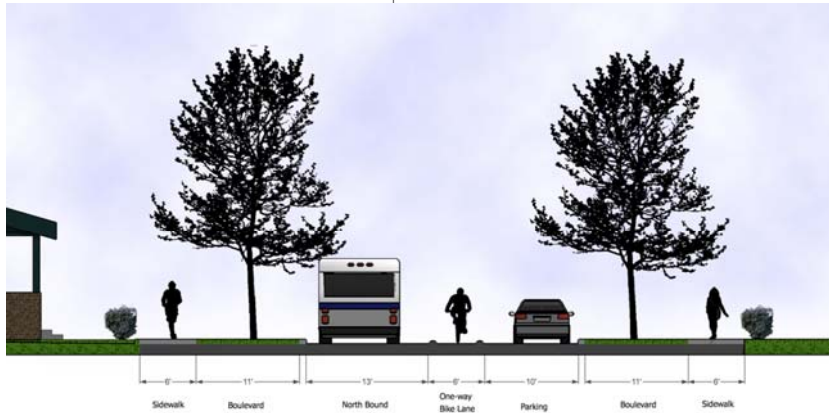
#### Scenario #1: Emerson/Fremont with minimal reconstruction



Scenario 1 shows a street design that requires minimal reconstruction of the street because the changes occur by and large within the existing street curbing. Existing lane widths, currently wider than necessary, would be narrowed to the city standard. This in and of itself would have the effect of slowing traffic. Narrowing traffic lanes creates sufficient space to allow the addition of the one-way on-street bike lane. Sidewalks would remain in their current locations. In

addition to these changes, the streets could be narrowed at the intersections by adding curb extensions at intersections on the side of the street where the parking lane is located. This has two effects. The narrowed street at each intersection has an additional traffic calming effect. And the reduced crossing distance makes it more comfortable for pedestrians to cross the street.

## Scenario #2: Emerson/Fremont reconfigure within existing street curbing



Scenario 2 shows a street design that narrows the physical dimension of the street pavement in favor of an expanded space off the street that can be utilized for extra landscaping and other amenities. The idea is to create a street pair that is as similar as possible to the elegant, parkway-style Van White Memorial Boulevard, albeit in a different setting. Emerson and Fremont would become truly distinctive amenity streets through North Minneapolis, and add a sense of

place through the core of the neighborhood. Specifically, the street design captures additional amenity space by eliminating one of the two moving lanes on Emerson and Fremont. Preliminary analysis indicates that the traffic volumes can be accommodated in a paired street system where each street is a one-way street. Width can be added at Plymouth, West Broadway, and Lowry if necessary to support turning lanes.

Beyond the elimination of a moving lane on each street, Scenario 2 also calls for narrowing traffic lanes, adding a one-way bike lane on each street, and constructing curb extensions at intersections on the side of the street where cars park.

### Community Input

Community input was solicited on potential changes to Emerson and Fremont. In terms of values, slowing traffic was highest priority and improving safety was highest priority. The Public Works study found that it would work from a traffic perspective to convert streets to two way streets, and this received a lot of attention from community residents. While there were a mix of reactions, and some strongly held views, most were opposed to this conversion. There was support for adding a bike lane, and some strong support for pursuing the high amenity street alternative, Scenario 2.

### Transportation: Gateway Corridors Recommendations

Support the development of boulevard-style improvements to Washington Avenue that extend to West Broadway on the north.

Pursue further investigation of parkway style enhancements to Emerson and Fremont consistent with Scenario 2 above, including a more detailed potential design with associated cost estimates.

## 6. Housing

The housing stock in the West Broadway area has value. The original homes are aging, but they were built in a time when quality materials were used and they have a distinctive character. The structures are relatively large by Minneapolis standards.

The area is, however, being confronted with a number of serious challenges. North Minneapolis is the epicenter of the foreclosure crisis in the upper Midwest. It is common to see two or three vacant and boarded houses on a block. Visual blight is present here and there, although it is not rampant. These conditions have driven property values down, which in turn dampens interest in reinvestment—and the capacity for it.



Despite these conditions, retention of the existing housing stock and the development of new housing are essential to realizing the vision of the West Broadway Alive plan. Many West Broadway businesses find it difficult to stay afloat in a neighborhood where the average household buying power is so low. If the number of households diminishes, business conditions will become more precarious. The reverse is also true. New housing brings an increase in households—which in turn creates an expanded market for West Broadway goods and services. New housing also supports transit infrastructure, and adds foot traffic which contributes to a safer environment.

This chapter considers where housing growth should happen in the West Broadway area, and what kind of housing is desirable. It touches on the issues related to attracting high quality housing development, but this is explored in more detail in the Economic Development chapter.

### Geography

The West Broadway Alive plan supports housing development along most parts of the corridor, with the notable exception of the industrial area between Interstate 94 and the Mississippi River. That part of West Broadway is in an Employment District, which by policy prohibits the introduction of housing so that land suitable for industrial businesses might be preserved. In the commercial districts along West Broadway, housing development is allowed and even encouraged over ground floor commercial businesses.

Opportunities for new development are called out in the Development Opportunities map. And the Development Intensity map provides information related to the appropriate density of new housing developments.

## Type of Housing

To take the temperature of the community, people were asked to weigh in on what kind of housing was needed in the West Broadway area. The results reflected support for new housing that was varied and met the needs of multiple markets. Housing for seniors, families and singles were supported in equal measure. There was support for housing that would meet the needs of low income households, as well as that which would attract middle income and more affluent households.

Interestingly, in terms of building style single family homes and townhomes received few votes. Perhaps this was because people did not see those housing types as being compatible with a busy street like West Broadway. The same may be true of ownership housing, which also got few votes. But it also may not have been clear to people what that meant in a corridor development context. It may have been more clear if the choice had been phrased “condominiums and townhomes”.

<b>“WHAT KIND OF HOUSING DOES WEST BROADWAY NEED?”</b>	
<b>HOUSING TYPE</b>	<b># of VOTES</b>
Low income housing	65 votes
Market rate housing	55 votes
Upscale housing	47 votes
Housing for seniors	45 votes
Housing for families	44 votes
Housing for singles	44 votes
Rental housing	33 votes
Ownership housing	19 votes
Single-family homes	14 votes
Townhouses and condominiums	12 votes
	<b>TOTAL =378</b>

The diversity of public responses to this question aligns well with city housing policy. City policy supports the provision of a variety of housing choices. It emphasizes the need for affordable housing, but in disadvantaged communities it calls for attending to the socioeconomic sustainability of the community by adding market rate and even upscale housing options. A policy approach that calls for a wide variety of new housing types addresses the polar concerns of gentrification and concentration of poverty. The affordable housing units that are part of the mix ensure that as the community stabilized it doesn’t experience wholesale influx of middle class and affluent residence at the exclusion of working class and more economically challenged households—adding to the existing affordable housing developments in the community. And on the other pole, high quality ownership and rental housing that broadens the mix and extends the capacity of the residential community contributes to the stability of the community.

Objectives such as these Housing objectives concerning mixed income, mixed rental housing This mixed income, ownership strategy is also responsive to concerns about outlined While neighborhoods such as this are sensitive about gentrifications, New mixed income housing adds to

the stock of affordable housing, even as it diversifies the socioeconomic mix of the community. In that sense, it advances the One consequence of this is anti-gentrification. It should not lead to a replacement of housing and households with a substitute is designed and developed for a mixed income market

### **Housing: Type of Housing Recommendations**

Facilitate the development of new housing development in appropriate locations along and near West Broadway.

Support the development of a good mix of ownership and rental housing, as well as housing for individuals and families.

Exert efforts to foster housing targeted to markets that will improve the socioeconomic mix in the West Broadway area.

### **Development challenges**

Housing development has slowed city-wide. While this reflects nationwide trends, it is also part of a recurrent market cycle that will reverse itself in due course. When the housing market rebounds, it will still be quite challenging to build housing in the West Broadway area due to the area's crime, disinvestment, etc. And the objectives related to housing mix compound this challenge because housing that targets a middle income or higher income market is not eligible for most public sources of development support.

Because of the importance of fostering new housing development in the West Broadway area, and the need to attract a sustainable mix of new owners and tenants, all reasonable measures must be taken to surmount the difficulties described above. The Economic Development chapter of this plan includes a more full discussion of strategies that may serve to foster West Broadway area development that meets community and city goals.

## 7. Economic and Business Development

When West Broadway developed as a key westward corridor to the suburbs and the commercial hub of North Minneapolis, it served a broader market area than it does today. In the current language for classifying commercial districts, West Broadway would have been considered a “Community Business District,” drawing from a wide area with comparison goods offered by larger anchor stores like Target or car dealers. West Broadway is now classified as a “Neighborhood Shopping Center” meaning it has a supermarket along with other stores that offer convenience goods and services. Its retail environment is characterized by a number of small “Mom and Pop” establishments and a handful of franchises that provide needed goods and services to area residents such as beauty services, auto services, fast food and some apparel.



West Broadway and 4<sup>th</sup> Street, 1949.

West Broadway’s reduction in service area and economic impact was partly a consequence of changes in the economies of cities everywhere. Cheap gas, more affluent households, and increasing use of automobiles resulted in people going farther for goods and services, and spending a smaller portion of their incomes at the local commercial districts. Beyond this, West Broadway has suffered from issues of public safety, declining incomes and disinvestment in local property. A vital business district requires a complement of businesses that are well-presented and well-managed. West Broadway can take important steps in that direction, as it works toward both capturing a greater share of local spending and expanding its market reach.

As a commercial market area West Broadway serves the basic convenience needs (food, pharmacy, alcohol, etc.) of the local neighborhood. It does not offer extensive comparison goods (furniture, appliances, etc.) that would draw customers from outside the area. West Broadway is “oversupplied” or concentrated with salons, barber shops and auto parts and repair services. West Broadway also has an abundance of fast food outlets. Two of its franchises (KFC and Spin Cycle) are reportedly the most productive in the state/nation. Cub Foods, the major anchor for the district, has made a significant investment in their facility in recent years. West Broadway is a challenging location for retailers due to the low average income of the area’s consumers, poor image due to real and perceived crime, poor repair of stores and storefronts, unorganized parking and lack of identified themes or sub-districts to draw consumers.

### Existing Conditions

#### Demographics

West Broadway’s principal market area encompasses roughly 31,000 people in 9,300 households that live within a mile of West Broadway. This is about 8.2% of the City’s population and 5.7% of its households. In addition, the corridor serves more than 20,000 cars per day and almost a thousand bus riders. The traffic count on nearby I-94 is 125,000 vehicles per day. This

makes for a large base of potential shoppers that could be captured by a strengthened business district.

The West Broadway area has certain defining demographic characteristics that make it unique among commercial corridors in the Twin Cities. Its market area is more than 50% African American. (Whites are now 18% of the area's residents. The third largest racial/ethnic group is Asian with 16% of area residents.) With an average age of 25 (compared to 36 in Minneapolis overall) it is a young population with numerous babies, young children, and teens. These submarkets should be kept in mind because they can support clusters of goods and services. The area's concentration of African Americans can be the focus of specialty foods, fashion and music stores, restaurants and

entertainment options not found in other Minneapolis commercial corridors.

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**The profile of market area consumers**

- Larger than average sized households
- Younger than average population
- Half the buying power of the average Twin Cities household
- Split between families and singles is 70-30
- Even split of renters and homeowners
- 1 in 4 households is a single female with children under 18.
- Almost 30 % of households are without cars (compared to 20 % in Minneapolis overall)
- More than 50% are African American.

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### ***Business inventory***

The current business mix along West Broadway was inventoried from Hennepin County property records and a windshield survey. The full results can be found in the Economic Development appendix. The majority of businesses are local serving, convenience good and services that cater to a lower income clientele including beauty salons, fast food, auto repair services and non-bank financial services, e.g. check cashing and pay-day loan services.

### ***Business owner input***

This West Broadway Alive process benefited greatly from large and small group discussions with business and property owners. Business owners consistently highlighted the need to address crime and safety issues such as disappearing inventory and harassment of customers. They appreciated the recent rollout of such measures as new beat cops on Broadway, video surveillance cameras, and shot spotters. Many report individual investments in security efforts that help but represent additional costs in an already challenging retail environment. Business and building owners described poor building conditions and the need for support storefront improvements, security lighting, rear parking. They also welcome new enthusiasm for the WBAC and prospects for more marketing efforts of the area.

## Shopper survey

The shopping survey was completed by 146 respondents from a number of settings. It was hosted by five businesses along West Broadway— McDonalds, Cub, US Bank, Broadway Liquor Outlet, and Hollywood School of Dance. West Broadway Alive Steering Committee members completed the survey, as did attendees at the November 10 public meeting. Another set of surveys were given to North Minneapolis residents by students from a class at North High.

The survey form provided space for identifying where people did their shopping for groceries and other retail—and why. The comments that were filled in on the form were quite illuminating. Key findings of the survey are located at left.

### Key findings of the survey:

- Cub Foods ranked as a highly valued and frequented retail store on the avenue. Also mentioned were CVS and Walgreen's.
- A majority of respondents use the Cub Foods store on W. Broadway as their primary "food at home" provider. Rainbow in Robbinsdale and Wal-Mart were the next highest ranked grocery stores of these consumers.
- Brookdale, Mall of America and Rosedale ranked as the shopper first choice in non-grocery items largely due to available of apparel and lots of choice.
- For "eating out" – respondents chose downtown, and several mentioned Global Market, Uptown and Brookdale as eating destinations.
- Local fast food was highly frequented by respondents--especially McDonalds, Burger King and Wendy's. Shoppers valued the convenience, low prices, taste and service. Shoppers disliked their lack of cleanliness, and the people that loiter.

## Northway Community Trust/MJB Consulting

In 2006, Northway Community Trust hired MJB Consulting to evaluate the commercial corridors and nodes in north Minneapolis and evaluate the roles that each can and should play in a healthy overall north Minneapolis commercial landscape. This plan borrows heavily from MJB's excellent analysis. The Northway Community Trust/MJB Consulting (NCT/MJB) study suggests the following suitable development types for each of North Minneapolis' commercial districts:

The NCT/MJB study considers West Broadway at length. The following are some of its observations and recommendations:

- With such a large concentration of African Americans, urban areas such as Chicago and Milwaukee should be canvassed for possible retail outlets that could work for West Broadway
- New ground-floor storefronts should be highly visible from the avenue in highly-trafficked areas
- In order to reposition itself among competing retail centers, West Broadway should deliver comparison goods and sit-down restaurants
- West Broadway is an appropriate place for chains (realistic targets are the Burlington Coat Factory, Savers and Big Lots)
- The appropriate format for a restaurant would be "family" style with moderately-priced food, casual atmosphere and no alcohol (two that fit the profile are Ponderosa and Embers America)
- Cub Foods should be retained and supported (it is an important presence in future tenant-recruitment efforts)
- Redevelopment efforts in larger and deeper parcels, such as at Broadway Center, 718-800 Broadway and Hawthorne's Crossing, are advisable
- Gateway and arrival points such as the Interstate 94 connection should be enhanced as a welcome to North Minneapolis



## Challenges

Among the greatest challenges to be overcome in order to improve West Broadway are the following:

### *Real and Perceived Safety and Security Issues*

Consumers and residents rated West Broadway poor in terms of safety and security. One survey respondent wrote: “Get rid of all the druggies and ‘wanna-be thugs’ that plague the area.” Customers are driven away by disruptive or disorderly patrons or loiterers. Business owners also called this out as their #1 concern. Many business owners have invested in security improvements and personnel. In West Broadway Alive conversations, they expressed appreciation for the recent rollout of new public and private security measures, but there is universal agreement that more needs to be done.



### *Poor Physical Image and Upkeep*

Disinvestment and suburban style development over the last few decades have resulted in a corridor with little aesthetic character. Shopper surveys and community input at West Broadway Alive events indicate that visual improvements are needed to make the commercial districts/nodes more inviting and pleasant. Physical improvements such as lighting, parking, plantings and cleanliness are key elements of an attractive shopping district. Business and property owners reported limited ability to fund physical improvements in their properties

given poor market conditions. They suggested an increased public commitment to façade grant and rehab loans.

### *Limited Business Mix*

Convenience and selection are key issues for consumers – in addition to price and quality, many shoppers enjoy being able to choose from a variety of options. West Broadway does not have a wide variety of types of stores, nor does it have much depth among stores for shoppers looking to comparison shop. The varying commitment and wide mix of property ownership along West Broadway make it difficult to organize a concerted effort to market and redevelop individual shops toward a better business mix.

### *Lack of Marketing Concept*

There is no overall approach to attracting people to support businesses along West Broadway. Nor is there agreement on who comprises the target market. To some extent individual businesses will inevitably have to identify their own market and marketing strategy. But the load is lightened considerably where there is a district identity and outreach.



## Civic Involvement and Political Commitment

Making Broadway a healthy and self-sustaining environment will require both public and private sector investments. While West Broadway is a current priority for both the community and elected officials alike, sustained engagement and advocacy will be required in order to ensure that investment and action continues over the necessary multi-year time frame.

## Stagnant Residential Growth and Low Purchasing Power

Purchasing power is a function of number of households, income of households, and how much of that disposable income can be captured locally. This plan has a number of strategies designed to capture a greater share of the spending of residents in the nearby neighborhoods rather than allow it to “leak” out of the neighborhood to competing commercial areas. Adding housing can help to increase the purchasing power of the community, as well as to diversify the household mix so that Growth Given recent changes in the financial marketplace by adding middle income residents. But developing housing is currently a very challenging proposition in the West Broadway corridor, as is discussed in more depth in chapter 6 of this plan.

## Recommended Strategies

West Broadway offers a number of opportunities for the future given a concerted effort with a market-based revitalization strategy. Some general objectives include:

- **Improve the business mix.** Make strategic improvements to the overall business mix in order to make commercial areas more useful and attractive
- **Make West Broadway a destination.** Increase the market area and overall consumer demand by building the destination character of parts of West Broadway
- **Marketing and branding.** Develop and implement a marketing program for West Broadway

### What makes for a successful commercial node?

- Shoppers with money to spend
- An attractive and accessible district
- The right product and service mix
- Image and recognition in larger marketplace

Location	Action/Development Type	Comments
West Broadway & Penn	Retail	
Penn-Lowry	Convenience Goods/Services and Doctors’ offices, free market development	Proximity to North Memorial Medical Center
Emerson-Lowry	Ethnic specialty district (Hmong)	
Lyndale-Lowry	Supra-convenience node	
Plymouth-Penn	Highly-visible businesses with convenient parking	
Glenwood Avenue	Mixed-use development	Site-demolished Gas station
44th-Penn	Low-rent	Like Johnson Street NE or Downtown Bryn Mawr
42nd-Lyndale	Signage, place-making	

- **Facade improvements.** Provide support for the improvement of facades of existing storefront buildings on West Broadway
- **Support businesses.** Provide a full menu of support for West Broadway businesses
- **Add housing.** Build housing and attract middle income residents in order to increase consumer demand for local businesses
- Improve shopper parking and pedestrian flow.

These strategies are discussed in more detail below.

### 1. Improve business mix

The commercial corridor of West Broadway currently serves local residents' shopping needs in a number of categories: groceries, fast food, clothing (limited), health care, banking/ financial services and other services. The avenue also offers residents of the surrounding neighborhoods a number of places to worship, pursue recreational activities and learn. Market research and surveys of nearby residents found that many local residents bypass West Broadway in favor of shopping areas that are farther away. There are many reasons for this, including the issues of safety, and the lack of an attractive retail setting. Beyond these concerns, which are considered in preceding chapters,

residents report that the product and service mix is not appealing. This signals a failure of the existing commercial areas on West Broadway, but it also signals an opportunity. It means that neighborhood residents could be attracted back to West Broadway if a better mix of goods and services was offered.

We have identified market demand for more stores than are currently thriving on the avenue. Using Claritas data, a shopper survey, and responses to questions asked at West Broadway Alive events, a number of retail and service categories were identified as new market opportunities. The Northway Community Trust/MJB Consulting study of north Minneapolis commercial districts also generated

some relevant information.

The analysis using **Claritas MarketPlace** data shows almost \$56 million in unmet retail opportunity in the market area. The majority of this is in auto-related businesses. This small area analysis within a metropolitan region compares supply and demand only within the boundaries of the

#### Potential Recapture of Sales Leakage

Category	Demand – Supply	Sales per Sq. ft.
Electronics and Appliances	+\$1,976,943	\$276.64
Building Materials and Garden	+\$3,677,802	\$289.14
Specialty Food Stores	+\$791,821	\$276.79
Clothing Stores	+\$1,706,520	\$198.73
Jewelry, Luggage and Leather Goods Stores	+\$722,465	\$292.79
Sporting Goods, Hobby and Musical Instrument Stores	+\$1,147,413	\$171.34
Books, Periodical and Music Stores	+\$1,054,548	\$155.38
Other General Merchandise Stores	+\$6,010,379	\$171.10
Office Supply, Stationery and Gift Stores	+\$1,148,850	\$172.14
Used Merchandise	+\$228,267	\$137.38
Full-Service Restaurants	+\$7,766,293	\$301.85
Fast Food	+\$784,036	\$259.48
Bars	+\$204,013	\$129.34

(Consumer Expenditure data analysis for Northway Trust by MJB Consulting, 2007) *Note:* It is important to note that in many of these categories the market demand in square footage, while undersupplied, is smaller than a typical store; thus, it would not support such development.

defined market area. It does not account for the fact that many businesses such as high ticket item auto dealers cluster together so that consumers can comparison shop. It also ignores the proximity of other shopping areas. However, some of these gaps do offer potential development opportunities in the West Broadway marketplace. Strong retail opportunities are in:

- *General Merchandise (\$26 million),*
- *Clothing (\$8 million),*
- *Home Centers (\$6.6 million),*
- *Sporting Goods, Hobby, Books, etc. (\$3.6 million)*
- *Lawn and Garden (\$2.4 million)*
- *Hardware Stores (\$2.2 million)*

The following chart is from the NCT/MJB study. It shows there are opportunities to recapture “leakage” from other shopping areas in certain commercial categories.

Community perceptions can add to what is learned through professional analysis because it comes from direct experience. For instance, a business inventory may show abundant square footage of specialty clothing, but if it is all of the same type, or targets very narrow market niches, residents will still report a need for clothing stores. Some of the businesses identified by the public are listed in the box at left.

During the planning process, property owners and developers discussed a strategy for attracting retailers that involved working together on some event sponsorship, website and other marketing of available properties. Another strategy is to make a leasing agent available to property owners as a free or reduced cost service. When the property owner had a vacancy, the leasing agent would bring seek out candidate tenants that would be not only reputable businesses that can pay the lease, but that would also contribute to the overall business mix that is desired in different parts of West Broadway.

It’s important to note that diversifying the business mix doesn’t imply that local or existing businesses are bad or unwanted. What’s envisioned is making a retail recruitment service available to commercial property owners when he or she has a vacancy in the normal course of events. Local businesses give an area character and would be an important part of a new business mix just as it is with existing businesses.

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**The public identified a need for more or better commercial establishments in the following categories:**

- Grocery store
- Bookstore
- Discount retailer
- Bakery
- Restaurants (sit-down)
- Sporting goods
- Music club
- Theater
- Workout/health center
- Warehouse club
- Specialty clothing store
- Café
- Building materials store
- Garden store
- Many others

◆ ◆ ◆  
**Recommended Strategies: Business Mix Recommendations**

Provide the services of a leasing agent, at a no cost or reduced cost basis, to assist property owners in finding reliable tenants that also contribute to the overall business mix in the commercial district.

Create a website and/or other mechanisms that can draw attention to West Broadway commercial areas, and market vacant and available retail space.

## 2. Make West Broadway a destination

West Broadway is not currently viewed as a destination commercial area by Minneapolis residents. The majority of its market is drawn from the adjacent neighborhoods. But the market analysis done by Northway Community Trust, and this study's research, tell us that it may be possible to change that. The location of West Broadway in relationship to other competing shopping areas puts it in position to attract a larger market if the area begins to feel more safe and attractive, and a useful range of destination goods and services is offered. Consequently, this study recommends that steps are taken to attract a mix of destination goods and services of general appeal. Beyond this, there are certain market niches that could be capitalized upon to attract more targeted submarkets to West Broadway. These include culturally focused and arts related offerings. In geographic terms, there is value in clustering destination goods and services so as to make the trip convenient and worthwhile for a destination shopper. This study proposes that the West Broadway/Lyndale intersection is the best location for a cluster of regional or sub-regional destination establishments. This area is conveniently accessible to Interstate 94, and many of the properties are suitable for a concentration of destination businesses because of their depth as well as the length of their frontage along West Broadway. On the south side of West Broadway these parcels include the Broadway Center shopping center, the first 100 feet of the Cub Foods site along West Broadway, and the fast food properties between 5<sup>th</sup> Street and Interstate 94. On the north side of West Broadway, they include the blocks between Lyndale and Bryant Avenues, and the Marigold Foods site.



The relatively large opportunity sites in the West Broadway/Lyndale area provide an opportunity to assemble the critical mass of commercial offerings that is needed to re-brand West Broadway as a destination. Retail businesses should be pursued that are unique to the region or have a regional draw (such as bigger box discount, hardware or electronics stores). The Northway Foundation/Mike Berne study suggested that urban retailers such as Burlington Coat Factory and Super Savers be pursued, as well as sit-down restaurants such as Embers and Ponderosa.

Racial diversity is one of the hallmarks of the West Broadway community. In the past this has been a detriment to attracting shoppers from across the region, but commercial areas in other cities have been successful in making this a market strength. Culturally-focused stores and restaurants can help brand the area as a regional destination for minority consumers—particularly African-American. This could include some upscale establishments. A focus on fashion and culture would augment the breadth



of existing offerings in the beauty, hair care, and music categories. A Magic Johnson affiliated Starbucks might do well. The NCT/MJB study also suggested looking at Chicago and Milwaukee for examples that could work for West Broadway. The culturally specific focus can blend into a more general character emphasizing goods and services for a hip, urban and culturally diverse market.

West Broadway can also build on the strength and draw of its arts facilities. To a limited extent, the avenue already draws the larger community to arts and cultural offerings, but these are episodic (Juneteenth, FLOW, Peace Ball and other community celebrations). The Capri Theater puts on theater, music and film events of various kinds. Its owner, Plymouth Christian Youth Center, is moving ahead with plans to rehabilitate its interior and step up programming. When this has been completed, it will draw people to West Broadway more frequently. Juxtaposition Arts has plans to expand its facilities and programming. Additional arts facilities and events on West Broadway can build on this foundation.

Events are a terrific way to attract the attention of the broader community to an area. In the last few years, West Broadway has become the primary focus of an extremely successful art crawl/festival called FLOW. This plan suggests the development of a festival space along the south side of the Hawthorn Crossings Shopping Center that can be programmed regularly as a farmer's or arts market, and that can be utilized as an events space for other community events.



### **Recommended Strategies: Build a Destination Recommendations**

Support redevelopment in the Broadway Lyndale area that offers a strong mix of sub-regional destination business establishments.

Give priority to attracting destination businesses of broad appeal, as well as those that would build West Broadway's identity as a destination for culturally focused, urban goods and services, and a place with a vibrant arts scene.

Design and build a unique and attractive public space along the West Broadway sidewalk at Hawthorn Crossings, programming it for a regular weekly market event, as well as for larger community events.

### 3. Market West Broadway

Image and recognition in the larger marketplace is a key to West Broadway's revitalization. The identified themes in the Overarching Themes graphic were developed early in the West Broadway Alive process. They call out characteristics that are existing assets of the West Broadway community. They provide guidance for building a marketing campaign. The following messages flow from the Overarching Themes:



- **West Broadway is your local main street**, with mom and pop stores, and a diversity of the goods and services you need for your daily lives.
- **West Broadway is a unique destination** offering category stores, ethnic goods and services, and art/music offerings.
  - **West Broadway is multi-cultural**, with products, services and employees that reflect the diversity of the community
  - **West Broadway is a place for the arts**, with arts performance, arts education, and a visual environment that reflects the bold and creative artistic culture of the community

JUXTAPOSITION ARTS SCULPTURE GARDEN



During the course of the West Broadway Alive study, parallel work occurred focused on marketing North Minneapolis as a whole. This was undertaken by the Northside Marketing Task Force with the support of Northway Community Trust. The outcome of this process included messaging and logos that accentuate the strengths of North Minneapolis, and its desirability as a place to live. These products were unveiled on Saturday, November 10. Future efforts to develop a marketing plan for West Broadway should build on the themes and approaches that were developed for North Minneapolis as a whole.

The Overarching Themes and the Marketing Task Force work for north Minneapolis provide starting points for a marketing plan for West Broadway. This study recommends that a professional branding and marketing plan be completed for West Broadway, building on these materials. The plan should include specific verbal and graphic products that would be used to draw customers to West Broadway. Implementation of the marketing plan through various communication and outreach mechanisms would follow.



## Recommended Strategies: Market West Broadway

### Recommendation

Develop and implement a professional branding and marketing plan for West Broadway that builds on the work of this plan and the North Minneapolis marketing plan developed by the Northside Marketing Task Force.

Organize community events that bring people and positive attention to West Broadway.



#### 4. Encourage Building Façades Upgrades

Improving the appearance of existing buildings is a necessary part of providing safe, clean and attractive retail areas on West Broadway. The Design Guidelines chapter of this plan includes guidelines for façade treatments that will build a collective identity for storefronts on the street, while representing something of the community's character. In order for this to be effectively implemented, large numbers of business and property owners need to make improvements to their storefronts. There is a problem, however, in that many of the existing businesses are not reaping financial returns sufficient to support big investments in their buildings.

This plan recommends that funding be made available to assist property owners and business owners with storefront improvements. Moreover, assistance should be structured so as to facilitate the improvement of many businesses in a given area so that there is a visual improvement to a relatively quick visual improvement to the district as a whole. One approach to pursuing this could be to offer an additional financial incentive to property or business owners where a cluster of businesses on a block collectively commit to improving their facades.

## Recommended Strategies: Façade Upgrades

### Recommendations

Provide financial assistance for façade improvements on West Broadway and encourage business participation in the program.

Provide an additional financial incentive to each business or property owner participating if they can achieve a high level of participation in a given commercial block or district.

#### 5. Support Businesses

Revitalization strategies need to enhance the profitability and success of existing small businesses and new ventures on the avenue. As part of this study, an inventory was developed which looked at the availability of support for businesses and business districts along West Broadway. It found that financial support and technical assistance to businesses are available and improving. The Northside Economic Opportunities



**West Broadway Business Support–Capacity Assessment**

Activity or Resource	Role/Responsibility: Primary/Operator = ● Supporting/Funder = ○										Overall Assessment
	Property Owners	Business Owners	Developers	Financial Institutions	Business Association	Neighborhood Organizations	City of Minneapolis	Other Public Sector	Other Funders (e.g. Northway, LISC, NEON)		
<b>Business Owners</b>											
Business loans/grants				●			●		●		■
Business technical assistance/coaching	○	○			●	○	○		●		■
<b>Property Owners/Developers</b>											
Property Rehab Funding	●		○	○			○		○		■
Facade improvement funding	●	●		○	●		○		○		■
Property Redevelopment	●		●	○			○	○	○		■
Promoting available properties	●				●						■
<b>District-wide</b>											
Security & Safety	●	●			●		●	○			■
Marketing & Branding		○			●	○	○		○		■
Event organizing	○	○			●	●					■
Absent											■
Insufficient											■
Sufficient											■
Abundant											■

*This chart appears in a full page format with notes in the appendix*

Network (NEON) has been instrumental in reaching potential business entrepreneurs. Financial support for existing businesses is available through a number of municipal and nonprofit sources, if business owners know how to access them.

The inventory shows that dollars for building rehabilitation and façade improvements are inadequate. However, the City of Minneapolis is in the process of making a new façade improvement program available.

Prominent areas of weakness include the ongoing need to making the corridor feel safe and comfortable. Many steps have been taken in this regard and more are needed. Increasing coordinated security measures among store owners (such as sharing security guards, instituting “neighborhood watch” type activities among stores using the Internet and other communications methods, video cameras, etc.) will help. Another weakness is in the capacity to promote available commercial space, and in the need for branding and marketing activities. These would be appropriate roles for the business association to play.

**Recommended Strategies: Support Businesses Recommendations**

- Continue to support technical assistance, business loan, and entrepreneurship programs.
- Improve the availability of financial support for the rehabilitation of existing storefront buildings.
- Continue to strengthen strategies for improving public safety and deterring loitering and panhandling.

**6. Encourage new market rate housing and mixed use development**  
 Attracting new housing development to the West Broadway is critical in order to improve demand for West Broadway businesses. More residents in ownership or well-managed rental housing improves the safety of the environment by adding foot traffic and visibility to the area. Housing development is discussed in more detail later in this chapter in the section on Redevelopment, and in Chapter 6.

**7. Facilitate shopper parking & pedestrian flow**  
 A successful retail environment requires sufficient and convenient parking. It also requires attention to the pedestrian experience. The environment must feel comfortable and safe for people after they get out of their

automobiles. These issues are considered in depth in Chapter 5 of this report

## Redevelopment

Although attracting new development to West Broadway is of the highest importance, current market conditions make it extremely difficult to do so. New rental or ownership housing competes with existing North Minneapolis housing stock that is priced very low due to long-standing neighborhood conditions and the current foreclosure crisis. In a similar fashion, unless built for an identified tenant, new retail or office space has to compete with neighboring commercial space priced at half the rent that new space must generate to cover construction costs.



Despite the difficulty of the market environment, there is a surprising amount of development currently in process along West Broadway. Of the seven active projects listed in the box at left, one of them is a new housing development. The remaining are all commercial renovation and expansion projects with identified tenants. Of the commercial projects, two are by non-CDC nonprofit organizations. Three are by CDCs or community minded developers. And one is by a local business owner. The City is playing, or being asked to play, a financial role in every one of these developments.

These active projects signal that a market for new development does exist on West Broadway. But that must be qualified in several important ways. The timeline for these and other recent projects on West Broadway is sometimes very long as a result of the need to assemble multiple sources of public and philanthropic financial support. And there are important kinds of development that are not being built in this market. These include almost all kinds of new construction projects, as well as housing development that is not rent- and income-restricted. Taking further steps toward revitalizing West Broadway will require finding ways to attract increased development activity, and to stimulate the types of development that are not yet occurring on West Broadway.

This study attempted to better understand the challenges developers face in taking on West Broadway area projects, and thereby to identify tangible strategies for surmounting those challenges. Information was gathered through a developer focus group, and through one-on-one conversations with five developers that are experienced in doing projects in challenging environments. A focused conversation also happened with Minneapolis development staff. These conversations resulted in a much improved understanding of how developers think about working in North Minneapolis, and the insights and ideas that were offered were of tremendous value.

In these conversations certain challenges related to doing new development in the West Broadway area were voiced over and over. The broadest concern had to do with concerns that there was insufficient market for the product. With new housing, for instance, this was

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### Active Development Project on West Broadway

- 201 W Bdwy—Master Development/Irv's Bar
- 800 W Bdwy—AINDC/YWCA Development
- 1100 W Bdwy—Juxtaposition Arts expansion
- 2000 W Bdwy—Legacy, Multifamily rental housing
- 2027 W Bdwy—PCYC, Capri Theater
- 2119 W Bdwy/Delisi's—Ackerberg, Delisi's, KMOJ
- 2220 W Bdwy/Bean Scene—Dean Rose, Restaurant Expansion



sometimes phrased as a question about who would want to buy or rent in the West Broadway area at this point in time. To attract buyers or renters to the development, units would need to be priced at a level that would not cover the cost of the project. Drilling down, the most commonly voiced reason for the depressed market was public safety. It is difficult to attract new businesses and residents to an area where safety is a real concern, and the perception of safety is worse. For developers, public safety concerns also affect access to project capital because lenders are reluctant to put money into what is perceived as a risky environment. Design was the third factor that was repeatedly cited by developers. The degraded and chaotic visual environment makes it difficult to attract good quality residential or commercial tenants to new development.

The conversations with developers yielded a wealth of potential approaches to addressing these concerns and making it more inviting for developers to undertake development in the West Broadway area. Clearly all positive steps to improve the West Broadway environment will improve the prospects for additional development. This includes realizing current development projects, and undertaking some of the business-oriented and design improvement strategies recommended this plan. Beyond these actions the following are ideas that came out of the conversations with developers. Each of these strategies merits further consideration.

- **Transit development.** Of all the strategies discussed, this was seen as the single greatest difference-maker. The proposed streetcar line terminating initially at West Broadway and Emerson could create market interest in the West Broadway/Lyndale and West Broadway/Washington areas that could yield development at a much larger scale than what might result in its absence. The experiences of cities like Portland reinforce the value of streetcars in stimulating new development in challenged communities.
- **Information on market demand.** Although the general market for residential development is not great, there may be submarkets that could be attracted to West Broadway area housing if better understood. More detailed market research can be conducted on groups such as Hmong immigrant families, African American professionals, artists, North Memorial staff, people that go to church in North Minneapolis, people that already live in the neighborhood that are ready and able to move up to new housing. An extension of this strategy might be to solicit groups that are interested in partnering with a developer to occupy or part-occupy a new developer. Participants benefit by moving into a housing development where they will have a known community. Developers benefit by pre-selling (or pre-renting) units and having a stable core of residents from the outset.
- **Site assembly.** Site assembly is costly for developers because it takes lots of time, and because until the final acquisition is made and the project can proceed, interest must generally be paid on the financing of earlier acquisitions. Site assembly by a public

development agency can make a development opportunity attractive that would not otherwise be of interest to a developer.

- **Adjacent conditions.** Development interest in a site can be enhanced if issues related to surrounding and nearby properties are attended to. These can include criminal activity, neglect of the yard or house exterior, or the need for major rehabilitation or structural replacement. A related strategy is to undertake large project areas because that allows a developer to create much of the environment for the development. **Financial enhancements.** One developer suggested that predevelopment money is the hardest to come by, and felt that the most strategic use of municipal resources would be to make a large predevelopment fund available to developers. Another developer asked for the City to consider backing TIF funds with municipal bonds because that increases the value of the tax increment for the developer. A third idea was advanced for ownership housing projects in impacted neighborhoods. The affordability criteria for ownership dwelling units financed by the city (through the Affordable Ownership Housing Program) in disadvantaged areas should be adjusted so that households at 80% of Area Median Income could be built. That would allow the developers to sell the units at a better price while contributing to a city goal of de-concentrating poverty in disadvantaged communities. A fourth need that was identified were gap financing resources that could be used to finance market rate units in mixed income developments in the West Broadway Area.

### **Economic Development: Redevelopment Strategies Recommendations**

Build the case for building a West Broadway streetcar line.

Undertake market research on potential residential submarkets.

Expand the number of West Broadway project areas in which the City is undertaking site assembly for development.

Commit to remedying issues with adjacent properties as an element in recruiting developer interest to the West Broadway area.

Explore ways of making additional financial resources available in some of the areas identified in these developer interviews—predevelopment resources, gap resources for market rate units in mixed income developments, city-backed TIF, and expanded flexibility in the use of city programmatic resources.

## 8. Case Study Sites

Case studies allow the exploration of development possibilities at key locations or representative sites. They provide the community an opportunity to weigh in on what they would like to see at the site, as well as learn about how that relates to what is feasible. Meeting attendees learn about the target sites and about development in general through looking at case study sites. Beyond this, in most cases there is a tangible product that results from looking at case study sites. That product is one or more plausible development scenarios. The development scenarios may be used to communicate to future developers about the kind of development desired by the community.

Four case study sites were chosen for exploration in the West Broadway Alive study, using two different processes. The consultant team spent some time developing scenarios for two of these sites, the Hawthorn Crossings Shopping Center, and the Broadway Lyndale area. The resulting scenarios were presented for community feedback at a West Broadway Alive community meeting.



A more hands-on public process was utilized to explore two additional sites at one of the West Broadway Alive public meetings. One of these sites is a small block that could be used to link North Commons Park to West Broadway. The other includes development sites on both sides of West Broadway at the West Broadway/Washington Avenue intersection. These sites were explored through the use of the Minnesota Block Model exercise. Participants stacked blocks representing a desired development. These scenarios were photographed, and their key characteristics analyzed through a computer spreadsheet to provide feedback on whether the proposed development would

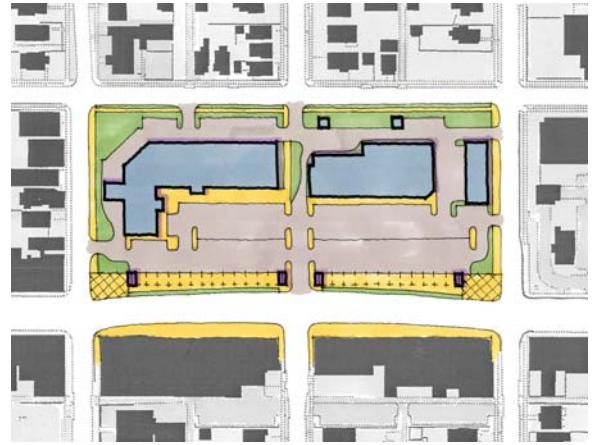
be feasible. Depending on what was learned about the feasibility of the scenario, participants were welcomed or encouraged to adjust the scenario in order to improve the development's financial projection. A development scenario that is more feasible is more likely to attract a real life developer.

The final case study was not developed through this planning process. It emerged through the Penn/West Broadway Transit Oriented Development planning process.

### Case Study #1: Hawthorne Crossings *Site Characteristics*

Hawthorn Crossings was constructed in 1997. Current tenants include a bank, a medical clinic, a shoe store and a laundromat. The total site area is approximately 6 acres and is currently zoned CS3—Commercial Shopping Center District. The Future Land Use map in this plan supports mixed use development (residential and commercial) on this site when it is redeveloped. Ingress and egress to the site is available at four locations—

from Emerson Avenue on the West and Bryant Avenue on the east, from West Broadway on the south, and 21<sup>st</sup> Avenue on the north. The site is bordered by residential uses to the north and other commercial businesses to the west, south and east.



### Redevelopment Concept

This case study concept was developed by the consultant team. The public was invited to provide feedback to it at two of the public meetings. It explores the possibility of rearranging the existing Hawthorn Crossings parking area to free up space along the southern portion of the site. This would allow for the creation of a linear pedestrian plaza along West Broadway—a space that has been dubbed the “Art-Cade.” (The Art-Cade concept is discussed in more depth in the Public Art section of the Development Guidelines chapter.) The Art-cade would serve as a community gathering place, supporting a regular outdoor market, as well as a place to hold special community events. Additional changes to the area, such as building curb extensions and special cross-walks and utilizing signal countdowns, would strengthen the ability of pedestrians to circulate across West Broadway and truly use this part of West Broadway as an integrated commercial district.



## Case Study #2: Broadway/Lyndale

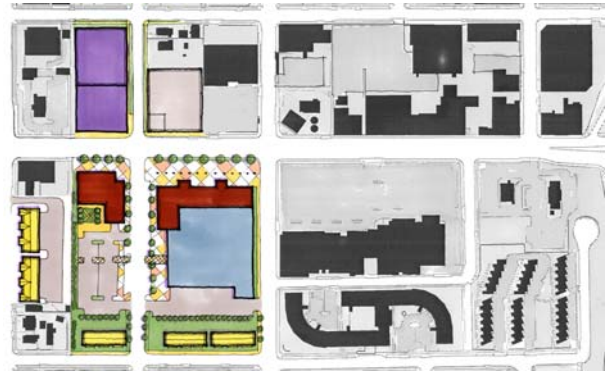
### Site Characteristics

Broadway Center is located on the south side of West Broadway between 5th Street North and Lyndale Avenue. It is currently zoned C3S—Commercial Shopping Center District. Access to the site is gained from West Broadway or from 5th Street North. Loading occurs at the rear of the structure off of 18 ½ Avenue North. The site is across the street from a Kemps manufacturing facility. It is flanked by commercial development to the east and west, with senior housing across the street to the south. Parking is situated between the shopping center and West Broadway, and occupies over fifty percent of the 4.5 acre lot.



The property to the west of Broadway Center is a Cub Foods grocery store (formerly Target). The site is also zoned C3S—Commercial Shopping Center District. The parking lot can be entered from either West Broadway or 18<sup>th</sup> Avenue.

Loading occurs on the 18<sup>th</sup> Avenue side of the building. Neighboring uses include commercial development to the north and east, a mosque to the south, and residential property to west.



### **Redevelopment Concept**

Broadway Center is believed to have great redevelopment potential because of the size of the property, its proximity to the freeway, and the fact that it is well buffered from the single family homes. The concept explored by the consultant team calls for mixed-use (commercial and residential) buildings to be situated along West Broadway. The ground floor would be designed to support destination commercial businesses, building on the suitability of the location for a sub-regional market. Parking for the site would occur at the rear of the site. The concept illustration shows a four stories, but taller buildings could also be supported at this location.



The concept for the Cub Foods site stems from the need to building a more walkable environment along West Broadway, and the opportunity presented by the vast and underutilized parking lot area. It proposes adding a mixed use (commercial and residential) development along West Broadway, bridging the space between West Broadway and Cub Foods. Ground floor businesses would open onto West Broadway and the Cub Foods parking lot. The building would be situated so as to allow a widened and improved sidewalk environment—adding decorative lighting and other streetscaping elements, as in the preceding example. The parking area in the center of the site would remain. Eventually residential housing units could also be built above the Cub Foods store.



## Case Study #3: North Commons Connection

For Case Studies #3 & #4, ideas were developed by community participants at the project's third public meeting. Attendees were invited to experiment with constructing a development that they would like to see on either or both of the two case study sites. The exercise required placing and stacking blocks on a large aerial view of each site. Designers were on hand to sketch the participant's block model. And the feasibility of the development concepts from a developer perspective was analyzed during the exercise, so participants got feedback on how realistic their development ideas were.

### Site Characteristics


The North Commons Connection site is a small block that has frontage on West Broadway between James and Knox Avenues North. Golden Valley Road is at the south side of the block. Properties on this block are in several zoning districts—I1 (light industrial), C1 (Neighborhood Commercial), and R4 (Multiple-family). The block is on the outside radius of the part of West Broadway called "The Curve". That makes it highly visible to an automobile driver as he or she follows the curved street traveling either east or west. It is believed that the short length of Knox Avenue North at the west side of the case study site could be vacated. That might support a visible gateway or promenade to the park that would serve both the new development and the YMCA facility on the west side of Knox Avenue.




### Redevelopment Concepts




This selection of this case study site came out of an open space analysis of West Broadway. This analysis identified some ways to add vegetation and greenery along West Broadway, but little opportunity to open up the landscape for a more significant park amenity. It also recognized that one of the greatest parks in North Minneapolis was only a narrow block away from West Broadway. The subject block is a legitimate redevelopment opportunity in its own right. But the additional objective of the case study was how the redevelopment of the block could support the creation of a prominent gateway to North Commons Park—putting a park entrance (or at least a strong visual signal that the park is close at hand) right on West Broadway.

Six or eight development scenarios in total were documented. Three of them are illustrated above. The concepts that were developed by the workshop participants tended to emphasize the development possibilities more than how and where a park gateway might fit into the development scenario. All of the scenarios included housing. The concepts varied in whether or not they provided space for commercial development on the ground floor. They also varied in how many housing units were proposed in the development, and whether ownership or rental housing was preferred.

**Case Study Site: North Commons Block**  
Block Exercise Summary Sheet



	<b>Scenario 1: 34 Housing Units</b>	<b>Additional Details</b> <ul style="list-style-type: none"><li>• 34 ownership dwelling units—condos and townhomes</li><li>• 30,000 s.f. commercial</li><li>Financial estimate: \$5 million deficit</li></ul>
	<b>Scenario 2: 80 Housing Units</b>	<b>Additional Details</b> <ul style="list-style-type: none"><li>• 80 dwelling units, 100% residential</li><li>• 20% of du's are affordable</li><li>Financial estimate: \$3 million deficit</li></ul>
	<b>Scenario 3: 80 Housing Units</b>	<b>Additional Details</b> <ul style="list-style-type: none"><li>• 80 dwelling units, 2500 s.f. commercial</li><li>• 50% of du's are mkt rate condos, 50% are affordable rental</li><li>Financial estimate: \$2 million deficit</li></ul>





## Case Study #4: Washington Avenue Gateway Site Characteristics

The Washington Avenue Gateway site includes the West Broadway frontage on both sides of the street between Washington Avenue and 2<sup>nd</sup> Street North. The north half of the case study area is currently zoned I2—Medium Industrial. The south half is zoned C2—Neighborhood Corridor Commercial. Surrounding uses for both sites include commercial and industrial businesses. This site is in a designated employment district, which

has the effect of protecting the property for industrial and commercial use, and prohibiting the development of housing. It has immediate access to Interstate 94, and great visibility from Interstate 94. It is a very short walk to the Mississippi River. Skyline views from a new development would be tremendous, although some of the current nearby businesses do not make attractive neighbors. A streetcar line traveling up Washington Avenue and turning west on West Broadway is in the top tier of candidate streetcar lines in the city’s proposed streetcar network. There is also an emerging vision for Washington Avenue itself, fostered particularly by Mayor Rybak. This would see the street transformed into a grand boulevard from West Broadway on the north all the way to Seven Corners on the south.

Case Study Site: Washington Boulevard/West Broadway Block  
Block Exercise Summary Sheet



Scenario 1: N & S Sides



**Additional Details**  
• 61,000 square feet total, commercial—restaurant & office  
Financial estimate: \$3 million deficit



Scenario 2: North Side



**Additional Details**  
• 50,000 square feet, 100% commercial—office and retail  
Financial estimate: \$3 million deficit



Scenario 3: South Side



**Additional Details**  
• 50,000 square feet, 100% commercial  
Financial estimate: \$2.5 million deficit

### Redevelopment Concepts

This part of West Broadway has great potential to become an office/commercial district that would be unique in the combination of assets and amenities it offers. Most importantly, it offers immediate proximity to both the regional transportation network and the Mississippi River—without paying the high costs associated with a downtown location.

Six or eight development scenarios in total were documented. Three of them are illustrated here. The concepts vary in what kind of commercial development is emphasized, and what the best size of the development would be. Many of the scenarios reflected the prominence and visibility of the site, offering a significant architectural feature at one or both of the West Broadway/Washington Avenue corners.

## Case Study #5: Penn and West Broadway

The Penn and West Broadway area was the subject of a Hennepin County funded planning exercise that immediately preceded the West Broadway Alive plan—the Penn/West Broadway Transit Oriented Development (TOD) Plan. The findings and recommendations of this plan include several fairly detailed development scenarios, and a set of design guidelines that is intended to inspire and guide redevelopment in the Penn/Broadway area. Images from the plan show significant redevelopment opportunity at the



northwest and southeast quadrants of the Penn/West Broadway intersection. They include ample housing, mostly at a three to five story scale, and new ground floor commercial development. Some infill development and façade improvements are recommended for the northeast and southwest quadrants of the intersection.

It's not by accident that the design guidelines from the Penn/West Broadway TOD Plan are very compatible with the design guidelines in this plan. They preceded those of this plan and represented one source of input to these guidelines.

Moreover, the West Broadway area community has been giving a largely consistent message about the character of West Broadway that they'd like to see. The following design guidelines are taken from the Penn/West Broadway TOD Plan.



*Case Study #5: Penn/West Broadway*



1. Transit is necessary to the vitality of urban living and an integral component of the Penn-West Broadway commercial node.
2. Development and future redevelopment should celebrate, build upon and enhance the neighborhood-chosen design elements and assets of Penn-West Broadway and the surrounding community.
3. Existing businesses have the deep support of the community.
4. The community welcomes new businesses, but any new commercial use should complement the existing neighborhood while increasing the diversity of products and services available in North Minneapolis.
5. New and redeveloped buildings should balance, enhance or complement the existing character of the West Broadway community.
6. New housing units should complement and supplement the existing housing types found in the surrounding neighborhood.
7. Public art awareness is encouraged in design(s) and planning, especially for public spaces and uses.
8. The transit stations or facilities at this node should be designed as civic places and focal points for the community; transit-oriented development should support and enhance the design of spaces.

## 9. Development Guidelines and Concepts

Development Guidelines for West Broadway are intended to ensure that improvements to property and the streetscape, although made incrementally over many years, will contribute to a coherent and unified visual environment. During the West Broadway Alive process, the North Minneapolis community placed a high priority on design improvements and public art. This seemed to be a priority strategy in reclaiming the corridor as a cherished, distinctive and attractive place.

Development guidelines in a corridor plan serve an important purpose. The process of developing guidelines facilitates systematic thinking about what kind of visual environment ought to be fostered. Once created, they are a record of community preferences as expressed through the public process. They are a useful tool in communicating to developers and property owners what improvements to property they are encouraged to make. And they serve as an action agenda for public realm improvements that require the partnership of governmental actors. Although the guidelines proposed for West Broadway are fairly comprehensive and somewhat detailed, they still retain flexibility and abundant opportunity for creativity.

The proposed guidelines flow from a set of overarching objectives that answer the question, “What are we trying to accomplish as we make design improvements to West Broadway?” Each of the following objectives was strongly affirmed by participants in the planning process.

### ***Objectives for West Broadway Design Improvements:***

1. **Unify the corridor.** Design elements and public art should serve as a visible connecting thread that pulls together the corridor, giving a much needed sense of continuity to what is now a sensory jumble of environments of various scales, textures and conditions.
2. **Make West Broadway distinctive.** West Broadway as the commercial main street of North Minneapolis should be a highly distinctive environment unlike any other commercial area in Minneapolis.
3. **Express community values.** Design improvements and public art should use symbolism, visual expression, and language that has meaning for the North Minneapolis community and is consistent with community values.
4. **Engage the community in the creative process.** Utilizing the rich network of arts organizations in North Minneapolis, community members ought to be directly engaged in the creative process, becoming co-creators of important elements of the visual environment.

### ***Design Threads:***

Design threads are general characteristics that can build continuity along West Broadway. These threads can help to pull disparate elements together while also serving to make the corridor a special and distinctive place. The following design threads are simple and readily grasped, and allow abundant

creativity within their broad guidance. They lend themselves to building an environment that would be described by terms such as “active”, “stimulating”, “engaging”, and “playful”.

1. **Color and Pattern.** The West Broadway environment should be marked by bright and multiple colors and patterns. This is a visual theme that is simple and intuitive, but bold nevertheless—particularly as employed over time by multiple property owners and for numerous streetscape improvements. Diversity in color is symbolic of the community’s diversity, and lends itself to participation in the creative process. The idea is to employ bright colors primarily, and dynamic patterns secondarily, in private elements such as fencing and awnings, and in streetscape elements such as bike racks and banners. No other Minneapolis corridor has explicitly embraced the use of a bright panoply of color in branding its identity.
2. **Three Dimensionality/Movement.** West Broadway should be designed in three dimensions. Functional and artistic elements that have depth, or evoke a sense of movement, have impact. Elements that project horizontally from buildings, or vertically from the sidewalk, are encouraged. These might include awnings, projecting lighting or signage, bike racks, or flower pots hanging from brackets on street poles. It may even be possible to employ features that literally move—as, for example, mounting pinwheels or wind-vanes on streetlights or business signage.
3. **Language.** Language should serve as a connecting thread along West Broadway. North Minneapolis has become fertile ground for poetic expression, particularly in the lives of youth that have dedicated time and heart to expressing their own truth through “spoken word”. Their passion has had a ripple effect in building self-awareness in the larger community. Capturing language in the built environment provides a way to express community values. Examples might include inscribing sidewalks with text or painting phrases or poetry on trash receptacles. The content can be drawn from the words of historical mentors, or capture one of the driving truths from a North Minneapolis Poetry Slam competitor.

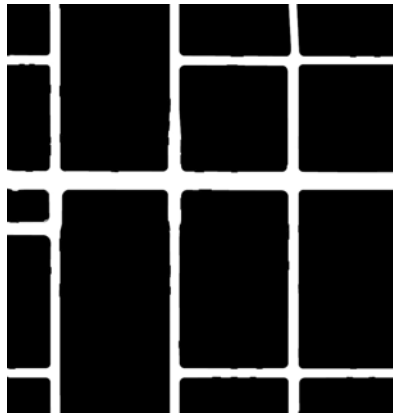
The design objectives and the design threads have both had an important impact on the development guidelines that follow. The guidelines are categorized under three headings, as those pertaining to a) site development, b) public realm development, and c) public art. Within each of these categories, features of the built environment are prioritized that afford opportunities to further the design objectives, and to build on the identified design threads.

## Guidelines for Site Development

Site development guidelines inform the development and improvement of private property. Such improvements are undertaken by property owners, business owners, or developers. If these private parties can be effectively engaged, with the result that multiple private improvements take place up

and down the corridor, this can have a tremendous impact on the look and feel of West Broadway.

In the following guidelines, the site development standards are grouped according to whether they serve to build patterns at the level of block, site, building, or façade.



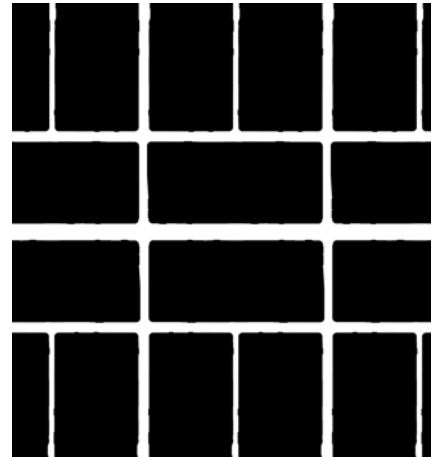
### **Block Design**

#### **Connected Grid Pattern**

A regular pattern of intersecting streets and sidewalks should be maintained. A consistent block size is part of this pattern, and gives W. Broadway area an understandable and convenient pedestrian environment. Lots and blocks along W. Broadway should maintain and reinforce the typical dimension of existing blocks. Street segments should not be eliminated to create consolidated blocks that disconnect the public realm. Where opportunity allows, vacated streets that reinforce this regular pattern should be reintroduced.

#### **End-Grain Pattern**

Properties that orient toward West Broadway create an end-grain block pattern. This results in commercial building fronts and residential buildings that open toward the West Broadway sidewalk, creating a direct relationship between buildings and the public realm. New development should reinforce this end-grain pattern, with buildings oriented to West Broadway.



**JUXTAPOSITION ARTS SCULPTURE GARDEN**



#### **Open Space and Public Art**

West Broadway has excellent, intermittent opportunities for enhancing the corridor with open spaces and public art. The design of public spaces and art along West Broadway should provide a thematic thread that contributes to the special character of the street. Seating areas and expanded sidewalks should invite residents to inhabit and enjoy the neighborhood. Public art strategies and potential locations are detailed later in this chapter.

### **Site Design**

#### **Density**

Because West Broadway is served by high frequency transit service, higher density development is appropriate along most of the street. All new buildings should be at least two stories in height. More specific geographic guidance for density of new development is established in the plan's Development Intensity Map.



### Frontage Types

A building’s frontage type refers to the relationship between the building and the street, including the scale and setback of the building. A variety of frontage types occur on W. Broadway. In general, buildings facing West Broadway should have an urban frontage, which means the building is immediately accessible to the public sidewalk, and there are active ground floor uses. New buildings facing side streets should generally have a residential frontage, with a landscaped setback between the building and sidewalk. A residential frontage can include front porches or patios adjacent to the structure.

### Off Street Parking

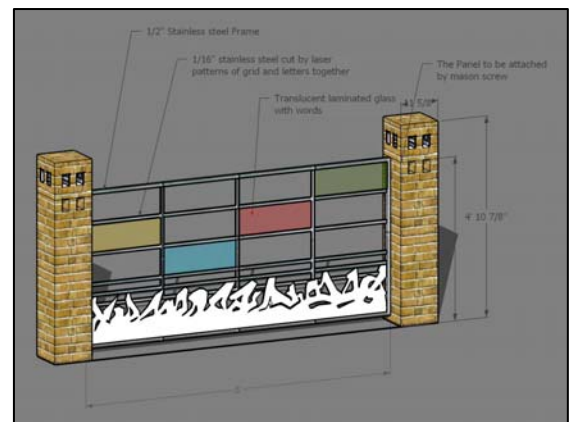
Parking lots along West Broadway should be kept to a minimum in number and in length of their West Broadway frontage. Parking lots that front on West Broadway and intersecting streets should be screened with fencing, walls or shrubbery. Parking for new buildings should not be located between the building and the street.



It should be located in a parking structure or on a surface lot situated adjacent to or behind the new building. Block-specific parking lots should be identified and parking associations should be developed to ensure their maintenance. Safety should be addressed by providing identifiable, well lit, and well maintained pedestrian routes between the parking lot and store entrances. Bicycle parking should typically be provided for every new development, and should be available for every commercial area on West Broadway.

### Fencing & Landscaping

Edges of parking areas need to be clearly distinguished from the public right of way with a combination of fencing and landscaping. The fencing serves to clearly mark the transition from public right of way to private property, where the private property would be expected to be managed more actively by property owners, business owners, and business employees. This plan recommends the creation of a fence section unique to West Broadway, to be utilized by property owners as a consistent barrier element.





Landscaping is recommended on private property along the public sidewalk—particularly at parking areas, and in locations where there is space between the sidewalk and buildings. It greens the street, and makes it more attractive. Planters, and planted containers or pots, should be considered next to buildings, but only where enough space remains on the sidewalk so that pedestrians can still comfortably use the sidewalk.

## **Building Design**

### **Building Types**

The existing variety of building types is part of what gives West Broadway its unique character and scale. Building types appropriate for the area include commercial, mixed-use, or multi-family residential buildings. They also include buildings of different sizes such as smaller buildings oriented perpendicular to the street, and larger buildings oriented along the street. The smaller buildings create a finer grained building pattern—for instance, where individual buildings cover a typical 40 feet lot frontage. Larger building types are typically found at the major cross-streets. New development along West Broadway should be sensitive to building on these existing patterns, so that the environment grows more intelligible—which in turn makes it a more comfortable human environment.



## **Façade Design**

### **Building Facades**

Facades serve as the interface between indoor and outdoor space. Individually and collectively, they make an important contribution to the look of the West Broadway corridor. New or upgraded building facades on West Broadway should show common design characteristics. This furthers the goal of honoring the historicity of West Broadway, while it establishes an increased sense of visual continuity along the corridor, and consciously infuses the environment with a design character that is reflective of the liveliness and diversity of North Minneapolis.

The façade guidelines in this section of the West Broadway Alive plan are intended to provide design direction that supports these goals. They reinforce the urban character of West Broadway, while consciously embracing a design ethic that encourages color,



creativity, and a sense of depth and movement. Building facades that are deteriorated in condition or “tired” in appearance should be restored to good condition and enhanced with design elements conforming to these guidelines. New buildings should include elements as described below to build on the corridor’s historical character and emerging personality.

### Materials

The restoration of original exterior materials (for example, brickwork) should be prioritized where possible. Front facades of new buildings should include some brick to provide an element of continuity with the historic character of West Broadway structures.

### Doors & Windows

Facades should include prominent front entrances and abundant window glass. Principal entrances to West Broadway buildings, commercial or residential, should face the street. They should be clearly defined and emphasized through the use of architectural design features. Storefronts should have an abundance of large display windows with transparent glass.



Front facades of commercial buildings fronting on Broadway should contain a minimum of 50% window space for the first floor, which exceeds that which is required by the zoning code. Windows and balconies above the first floor should be vertically oriented, and in scale and proportion to the building, and the context and character of other buildings along the street. Windows should be open, and not covered by bars, signage, shelving, or other obstructions.



### Balconies

Balconies overlooking West Broadway are encouraged. They provide depth to facades, and encourage informal interaction between the interior and exterior environments. They also strengthen public safety by increasing the informal surveillance of the street.

### Awnings or other horizontal projections

Awnings, projecting trellises or similar design elements provide depth, distinctive character, and color to building facades. West Broadway facades should incorporate one of these elements. It should be brightly colored or patterned.







## Signs & Identification

All commercial establishments should provide exterior signage. The position of signage can vary within the constraints provided by the city's zoning code. Projecting signage is encouraged, as are designs that are highly colorful, or that evoke a sense of movement or playfulness. The creation of building or business signage is an opportunity to hire an artist or designer that can create something truly unique and distinctive.

## Exterior Lighting

Exterior lighting should be located so as to light building fronts and the public sidewalk. Lighting that projects from the building is encouraged, as are designs that evoke a sense of movement or playfulness. The design and creation of lighting presents an opportunity to hire an artist or designer that can create something truly unique and distinctive.



## Development Guidelines: Site Development Recommendations

Make site development guidelines available to developers of West Broadway property. Encourage building and site design that is consistent with these guidelines.

Make site development guidelines available to business and property owners that are upgrading their façades or installing landscaping and fencing. Encourage improvements that are consistent with these guidelines.

## Guidelines for Public Realm Development

Public realm guidelines inform the development and improvement of the street and sidewalk environment. Installation of these elements will typically require the participation of city and county staff. Similar to the private property improvements discussed above, public realm improvements offer tremendous potential for shaping the visual landscape, and they can affect the level of comfort a pedestrian feels when strolling through or shopping in the area. They are organized below by element under four headings—Traffic Calming, Under Foot, Over Head, and Street Furniture.

### Pedestrian Improvements

#### Curb extensions

Curb extensions are recommended on West Broadway at locations where high numbers of street crossings occur or are desired. Curb extensions are an extension of the street curb into the



parking lane. They shorten the distance a pedestrian must travel to cross the street. And they frame the area along the street where on-street parking is permitted. The narrowed street between the curb extensions serves to slow traffic.



### Crosswalks

Pedestrian crosswalks play an important role in making street crossings feel safe and comfortable. They direct pedestrians to safe crossing areas and alert motorists to where pedestrians may be crossing. West Broadway has high volumes of traffic, and is a location of concern with respect to accidents involving pedestrians. This plan recommends a highly visible design for crosswalks at key intersections. The proposed design involves replacement of the intersection's pavement with colored concrete, in combination with boldly painted crosswalk striping (not present in illustration).

### Signal countdowns

Signal countdowns are recommended for West Broadway pedestrian crossings. Signal countdowns are a crossing signal for pedestrians that replaces the standard Walk/Don't walk signal system. They literally count down the seconds remaining until the red light appears, so that pedestrians know exactly how long they have to get across the street. These systems are known to reduce accidents, as well as provide a sense of comfort to pedestrians that are not fast walkers.



### Under Foot

#### Sidewalks

Sidewalks of adequate width are desperately needed along West Broadway. Existing sidewalks are typically 6 to 9 feet wide, even in front of storefront buildings. This feels extremely tight, with moving traffic lanes often immediately adjacent to the curb. Narrow sidewalks are a deterrent to attracting pedestrians and shoppers to West Broadway. Sidewalks should be a minimum of 12 feet and a desired dimension of 15 feet wide in commercial areas along West Broadway. This provides sufficient space for streetscaping elements such as street trees and bicycle racks, and it could accommodate some sidewalk seating outside a restaurant or café. Sidewalks should be a minimum of six feet wide along West Broadway's non-commercial segments with an ample landscaped area between the sidewalk and the street. These dimensional goals should be pursued aggressively when properties are being redeveloped, or the street is being reconstructed.



Sidewalks should be given additional design interest by utilizing a scoring pattern that produces larger and smaller squares such as was recently done on Lake Street. The larger squares provide an opportunity for capturing community values through the use of language, as is described in the public art section below.

### Street trees



Street trees provide a unifying element and soften the landscape. A small set of tree varieties of similar appearance should be utilized. Trees should be planted along the edge of the street and in landscaped medians. Trees should only be planted in the public sidewalk where they are wide enough so that the remaining space still provides a comfortably sized walkway.

### Tree grates

Tree grates are recommended for the commercial segments of West Broadway. They should utilize a standard grate design, but be set within a border of bricks, so as to add color and visual interest, and to recall West Broadway's historic character.

An alternative model would utilize the brick border but in the area surrounding the tree it would utilize shrubbery or perennials up and down the corridor as another way to brand the corridor. This approach could be employed in the residential as well as the commercial parts of West Broadway. It would make a stronger contribution to the distinctiveness of West Broadway, as well as goals of making it a colorful and distinctive environment. But it would also require great cooperation and participation on the part of West Broadway property and business owners.



### Landscaped Medians

Landscaped medians provide an outstanding opportunity for landscape improvements. Currently landscaped with intermittent trees in a grassy area, the possibilities for enhancement are tremendous, and can yield a huge visual impact with a relatively small installation cost. The maintenance of enhanced median areas is the greatest limiting factor. Almost all scenarios for enhancing median areas would involve the adoption of these areas by nearby residents or organizations.

### Overhead Lighting

Pedestrian scale decorative lighting is a standard ingredient in corridor design upgrades. Additional lighting on West Broadway should use a standard design that is consistent in design to the lighting already installed from Girard Avenue to the Robbinsdale city limits. To the extent possible, pairs of light standards should be placed symmetrically along opposite sides



of the street. Light standards also serve as a base for mounting such elements as banners, hanging flower baskets.

### Banners

Banners, mounted on light standards, are recommended on West Broadway. They add dimension to light standards, and make the corridor more active and colorful. They can be utilized for marketing a business district, and/or provide an opportunity for visual art and community engagement.



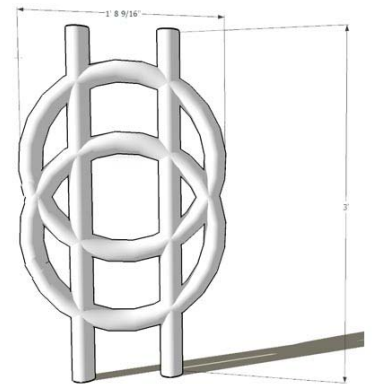
### Hanging flower baskets

Hanging flower baskets are also recommended for West Broadway. They would be mounted on light standards, similar to banners. They add depth to light standards and make the corridor more active and colorful.

## Street Furniture

### Bicycle racks

Bicycle racks make West Broadway more inviting to non-motorists, and are an important part of an environmentally friendly city. Bicycle racks should be provided in the vicinity of transit stops and in commercial and mixed-use areas. One bicycle parking space should be provided for every 2,000 square feet of commercial space. They can be installed on both private property and in the public right of way. In the right of way, they should be located near the curb in the street furnishings zone, ideally across from building entrances.



### Trash receptacles

Trash receptacles should be provided throughout the West Broadway corridor. They should be located in the street furnishings zone. Since the existing square, concrete trash receptacles have become canvases for art, as well as messages that show neighborhood pride or that advertise community events, this plan recommends that they continue to be the design of choice for West Broadway.



### Benches

Benches along West Broadway should be located in active areas where sitting will not contribute to unwanted loitering or criminal activity. Benches are a prominent visual element, and may be custom design, offering a good subject for one-of-a-kind



public art.

## Development Guidelines: Public Realm Development Recommendations

With street reconstruction, implement a full and dynamic streetscape buildout that is consistent with these guidelines.

Explore ways of adding a limited number of high impact streetscape elements prior to street reconstruction.

### Public Art Guidelines

Public art can be free-standing. But often times it is a modification of elements in the built environment. For West Broadway, many of the design elements identified in preceding sections present opportunities for custom modifications that introduce artistic elements. This section of the development guidelines chapter calls out those elements that may be particularly conducive to the creation of public art. The processes for creating these artistic elements vary in difficulty, and the lifespans of the artistic elements vary. Those that offer opportunities for community members to contribute to their creation tend to be relatively shortlived. Those that are more elaborate and permanent are more likely to be the creation of an experienced public artist, with the community playing a consultative role.

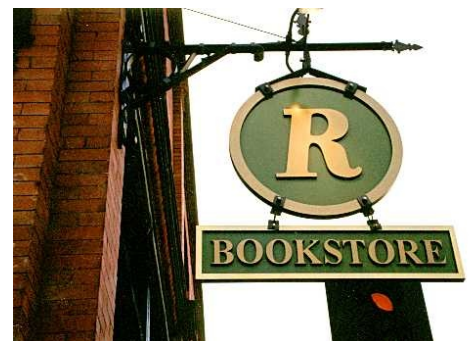
#### Over Head Banners

This element is attached to street light standards. Banners should be utilized both as an artistic element, and for branding the commercial district. For example, some banners could show a West Broadway logo or branding element. Others would be custom designed with community participation. Backgrounds of an agreed upon West Broadway color palette might be used to tie features together. Creating and hanging a certain number of banners is recommended as part of the annual “Art on Broadway” installation.



#### Façade Elements

The West Broadway façade guidelines include recommendations for awnings or other horizontal projections, signage and lighting. Any of these elements can be custom-designed to introduce artistic elements or to enhance its distinctive or playful character. The incorporation of public art into façade designs or upgrades is encouraged.



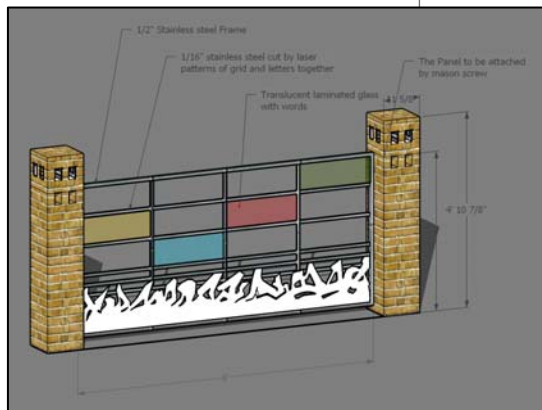
## Under Foot Sidewalks



This plan recommends adding language to sidewalks through etching, or through re-pouring selected sidewalk squares and inscribing text before the replacement section has hardened. These would be long-lasting installations that would accumulate to a body of evocative and meaningful messages over time. Treating a certain number of sidewalk squares is recommended as part of the annual “Art on Broadway” installation.

Sidewalk drawing, painting or poetry directly on the existing sidewalk can also be employed as a short-term expression of public art.

## Street Furniture Fencing



This planning process was able to benefit from a collaboration of the City’s artist in residence and staff from Juxtaposition Arts to create a proposed fence section that would be unique to West Broadway. This plan recommends utilizing a fence section of this kind to add interest to the visual environment and to make West Broadway distinctive. It would be employed by private property owners, most commonly as a part of the required screening and landscaping of parking areas.

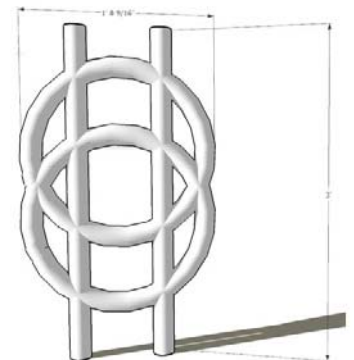
## Bike Racks

The City’s artist in residence and Juxtaposition Arts also collaborated on a proposed bike rack design that would be unique to West Broadway. This plan recommends utilizing a bike rack design of this kind to add interest to the visual environment and to make West Broadway distinctive. It could be of a uniform design and brightly colored, but colored differently for the four commercial districts—

Broadway/Penn, Hawthorne

Crossings/Historic Storefronts, Broadway/Lyndale, and

Broadway/Washington. Bike racks would be used both by private property owners, and by the City and County as it makes improvements in the public right of way.



## Trash receptacles

Trash receptacles should be considered opportunities for both branding and public art. They are well suited for the highly visible, low tech, participatory art that is prioritized in this plan. Some trash receptacles can display a West Broadway logo or branding element. Others can advertise a community event or movement, or display unique artistic creations. Designing and painting trash receptacles is recommended as part of the annual “Art on Broadway” installation. Backgrounds that utilize an agreed upon West Broadway color palette might be used to tie features together.



### Benches

Bus benches and sidewalk seating can be custom designed. This plan recommends the creation over time of a set of unique benches along the corridor. This results in a highly visible and long-lasting streetscape element. The installation of one or more benches or sidewalk seats is recommended as part of the annual “Art on Broadway” installation.



### Special Projects

There are opportunities up and down West Broadway for additional artistic contributions to the visual landscape. These elements are more likely to be custom designed for a particular location, and would generally be long-lasting.

### Transit shelters

Transit shelters are likely to be installed at only a few key intersections on West Broadway. Their enhancement with public art is recommended. Transit shelters afford excellent opportunities for art—either in the creation of a shelter of unique design, or by adding artistic elements to a shelter of a more standard design. Transit shelters may be part of an artistically designed transit plaza. The northwest and southeast corners of Penn & Broadway, the northeast corner of Emerson & Broadway, and several corners at Lyndale & Broadway, afford excellent opportunities for creating a special transit facility environment.



### Art-cade

The “Art-cade” is a recommended and exciting concept for creating a distinctive linear plaza along West Broadway at Hawthorne Crossings. The intent would be for it to be the location of a regular community event that could include Farmer’s Market, art market, or other type of community bazaar, potentially combined with street food, and music or other outdoor entertainment designed.

**JUXTAPOSITION ARTS SCULPTURE GARDEN**



**Sculpture**

There are opportunities for context sensitive sculpture to be created and installed at certain locations along West Broadway. These are particularly impactful at gateway locations or at locations where the viewshed along West Broadway terminates.

**Murals**

Building owners have invited the creation of murals on the facades of certain buildings on Broadway.



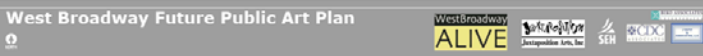
**Art on Broadway Installation**

This plan recommends that a collaborative and deliberate effort be made to plan and install certain public art elements on West Broadway on an annual basis. This effort would be led by North Minneapolis community and arts organizations. It would give high priority to considerations of public and youth engagement. Elements that would be well-suited for inclusion in this annual installation would be:

- Banners
- Trash receptacle paintings
- Sidewalk inscriptions
- Benches
- Others as selected



**Process of Public Art Making**



**Gateways**

These are entrances to West Broadway from either end of the corridor, or from particularly significant cross streets. The east gateway itself includes several points that feel like entrances to Broadway—crossing the Mississippi River Bridge, traveling under the railroad bridge, and crossing the I-94



Bridge. There are opportunities for creating and placing public art at each of these points. Juxtaposition Art's mosaic sculpture at Broadway and 2nd Street is a beautiful installation marking the east gateway to West Broadway. Significant cross street entrances to West Broadway include the West River Road, Washington Avenue, the interstate, Lyndale Avenue, the Emerson-Fremont pair, and Penn Avenue. The proximity of North Commons Park to West Broadway has also been identified as a gateway opportunity that can be realized with the redevelopment of intervening property.

### **Viewsheds**

The West Broadway corridor presents numerous opportunities for highlighting art or development design features at highly visible locations. Such opportunities include instances where the landscape opens up, such as on either side of the I-94 bridge. They include the end points of straight sections of West Broadway, because the eye naturally sights down such street lengths. And they include the outside edge of curved street sections, because where the street curves the eye naturally sweeps along the outside perimeter. Development at such natural viewsheds should offer distinctive and gracious architectural elements or public art.

### **Process**

Public art is part of everyone's environment, and as such should make use of public processes to invite community input. Where public art is produced for the public right of way, a formal process is required that includes a review by the city's Art Committee. Where something highly visible and distinctive is to be created for a new development or on private property, consultative processes to engage the broader community are encouraged.

## **Development Guidelines: Public Art Recommendations**

Encourage developers, as well as property and business owners, to incorporate public art and artistic elements into new development and façade improvements.

Work with local arts organizations to explore the creation of an annual art installation on West Broadway.

Support public engagement round public art installation, whether constructed in the public realm or on private property.

Explore ways of adding a limited number of high impact streetscape elements prior to street reconstruction.

## 10. Public Safety

Improvements to safety and security are required in order to increase the customer traffic that West Broadway has lost over the last several decades. This entails reducing the actual incidence of criminal activity on West Broadway, as well as reducing the negative perception of West Broadway as a dangerous street.

Led by the Minneapolis Police Department and partner organizations, a number of initiatives are underway to address these issues. West Broadway beat cops have been added, and cameras installed on the street that can swivel and zoom. “Shot spotters” register the location of shots fired, and communicate this immediately to law enforcement personnel. Social service providers, community organizations, and government agencies are continuing to address the root causes of crime.

In addition to this important work, there is an aspect of public safety that is related to how places are designed. Crime Prevention Through Environmental Design (CPTED) is an approach to designing and building physical environments (sidewalks, buildings, parking lots, landscaping) in a way that reduces the incidence of crime and fosters a sense of safety and security. This plan recommends that CPTED principles be employed in the design and redesign of buildings and properties so as to make West Broadway a less hospitable location for criminal and antisocial activity. CPTED strategies fall into four categories: Natural Surveillance, Territorial Reinforcement, Natural Access Control, and Target Hardening.

### Natural Surveillance

Public spaces should have clear sight lines, and should be visible from private spaces. A common natural surveillance strategy is to ensure that buildings have adequate window coverage facing a public sidewalk. A second strategy is to minimize hiding places, such as dead-end alleys or other places that are removed from view. A third strategy is to light places when it’s dark.



### Territorial Reinforcement

Boundaries between public and private space should be clearly defined, using design elements such as retaining walls or hedges.



### Natural Access Control

Landscaping elements such as fences and gates restrict access to private property while providing visual interest.



### Target Hardening

Securing property through conventional means, such as locking doors and windows, is also important.

Many of the recommendations in this plan are consistent with these CPTED principles, and will thus serve to foster a safer environment. For example:

- Wider sidewalks with increased pedestrian activity, a plaza at Hawthorn Crossings, and outdoor cafes and patios will improve natural surveillance.
- Common fencing standards will help reinforce the lines between public and private space.
- As new development replaces surface parking lots and inactive building fronts, natural surveillance of the public realm will improve. The City's zoning code and site plan review process require several CPTED characteristics to be built into new development.
- Façade improvement programs will create opportunities for adding windows along the public sidewalk, and will give pedestrians the impression that properties are being maintained.

### CPTED Scan

A CPTED scan of West Broadway properties was completed as part of the West Broadway Alive plan. The goal was to identify properties with site or building designs that might leave them particularly vulnerable to crime. While many properties along West Broadway would benefit from CPTED enhancements, making improvements to just a few of the most vulnerable properties may also result in significant improvements to the corridor overall. A good part of this work was done in collaboration with students from a geography class at North Community High School. Some of their work is in an appendix to this plan.

The following parcels were identified as high priority for CPTED type design improvements.

### Hawthorn Crossings parking lot

Area residents and customers of Hawthorn Crossings shopping center report that its parking lot feels unsafe at night. Inadequate lighting and the distance of the businesses from the natural



surveillance of the street contribute to this feeling. Currently, large overhead lights provide some illumination, with more localized pedestrian-level lighting along the interior sidewalks. Additional lighting could be added to the interior of the parking lot. Attention should be given to appropriate levels of illumination that minimize glare and contribute to a sense of safety. This recommendation is compatible with more extensive recommendations for Hawthorn Crossings that involve reconfiguring the parking lot, adding a linear pedestrian plaza along its southern side, and animating this space on a regular basis with an outdoor market and other community events.



### Marathon gas station

The Marathon gas station on the northeast corner of Fremont and West Broadway shows signs of deferred maintenance that include cracked pavement, overgrown weeds, and façade damage. These conditions contribute to a sense of neglect, making people feel as though this is an unsafe place. The building has only a single small window which severely limits the natural surveillance of the canopy area. There is also little delineation between the public sidewalk and the gas station property, and a potential hiding place is available for criminal activity in a dead zone behind the building. All of these concerns can be addressed through incremental improvements to the property without eliminating the gas station. However, redevelopment of the site in a way that brings a activity

closer to the street, or a front door accessible from the public sidewalk, would best advance CPTED objectives at this corner.

### Broadway School

The sheer size of the parking lot at Broadway School makes it difficult to monitor. Additionally, it lacks features that visually reinforce the distinction between public space (the sidewalk) and private space (the parking lot). Adding landscaping between the sidewalk and the parking lot,



with a low decorative fence or hedge, would direct pedestrian activity to the sidewalk rather than the parking lot, creating a sense of predictability. In the long term, redevelopment of the site, or its West Broadway edge, would do more to generate legitimate and positive traffic at the street, and contribute to the natural surveillance of the site.

### The Curve

Several properties on the south side of West Broadway between Girard Ave N and Logan Ave N feature long stretches of blank walls or boarded windows. When combined with the curvilinear street pattern and lower volumes of foot traffic, pedestrians along this stretch feel isolated and unsafe.



While some of these properties may be redeveloped in the future, a few short-term improvements would substantially improve the sense of safety for pedestrians in this area. Improvements could include replacing boarded windows on the block between Girard and Irving and installing windows on the West Broadway-facing side of Checker Auto Parts. If the YMCA remodels or expands its building between Knox and Logan Avenues, it should explore options for improving natural surveillance along West Broadway where there is currently a blank wall.

### **Public Safety: CPTED Scan Recommendations**

Schedule friendly meetings with property owners that own the identified properties in order to discuss concerns and encourage that they make improvements. Potential resources for assisting with safety related improvements should be identified in advance of these meetings.

## 11. Implementation Strategies

The focus of this chapter is on how the objectives of this plan can be realized, and the proposed strategies implemented. A great many proposed strategies are being recommended through this plan in preceding chapters. The purpose of this chapter is to look at how these strategies are put into action.

This chapter also touches on who should be engaged in pursuing various tasks. Overall implementation of the plan is not the sole responsibility of any one party. Rather it is a shared task, in which many organizations and individuals must bring their energy, resources and creativity to bear over an extended period of time—and with different parties playing different roles with respect to different strategies depending on their capacity and expertise.

Some major themes should be kept in mind if significant implementation of this plan is to be realized. Implementation will require:

- **Market improvement.** Some improvement to the commercial and residential market must happen in order to support the changes called for in this plan. This improvement is stimulated by all the energy being invested in improving conditions related to public safety, mortgage foreclosures, the public schools, etc. It is also improved by each of the developments currently underway.
- **Significant investment—over time.** The market will not be self-supporting in a few years. It will require a decade or two of steady improvements and new investments to foster an environment where new investments are happening completely on a market basis.
- **Sustained focus—by community, business and property owners, and public officials.** These efforts require champions in different sectors that can sustain energy for implementation activities and investments.
- **Resource development.** New sources of financial capacity are likely required in order to mount a sufficient revitalization effort, and to provide niche support in areas not well supported by existing financial resources.
- **Infrastructure investment.** Certain key physical infrastructure investments are critically important to stabilizing values in the community and stimulating new development that helps the corridor reach its potential.

With a commitment of attention and resources over time by local government, the community, and other partners, a market can be cultivated to support a higher functioning West Broadway commercial district, and these gains can become self-sustaining. This plan puts a major emphasis on identifying the actionable strategies that lead to this self-sustaining future.

This planning process consciously attempted to lay the groundwork for these actions through community outreach and consensus building, and by building and strengthening connections with potential future implementation partners.

The Implementation Strategies chapter looks at the action strategies that are most pivotal in realizing the West Broadway Alive vision. They are presented initially in a comprehensive fashion under topical headings. Next, the strategies for geographic sub-areas are highlighted. The final section of this chapter looks at how these actions might be phased, with some being pursued in the short term and another set of inter-related actions being coordinated with future street infrastructure and transportation improvements.

## Implementation Strategies

Implementation of the West Broadway Alive plan requires multiple lines of attack. In this section, the recommended implementation strategies are categorized under the following topical headings:

- Regulation and Guidance
- Infrastructure Investments
- Redevelopment
- Economic and Business Development
- Design Enhancements
- Resource Development

The Implementation Worksheet provides a framework for itemizing these actions. It includes recommended timelines, identifies the likely lead organization, and lists key partners and potential funding sources.

Selected strategies are highlighted in the section below utilizing a “recipe cards” format that provides additional description about the strategy.

### Regulation and Guidance

	Proposed Timeline	Implementation Lead	Key Partners	Funding Sources
<b>Regulation/Guidance</b>				
Modify designated features and land use map in The Minneapolis Plan to support WB Alive land use guidance	First 5 years	City of Minneapolis		n/a
Rezone property to be consistent with WB Alive land use guidance	First 5 years	City of Minneapolis	West Broadway Business and Area Coalition (WBBAC), property owners	n/a
Explore regulatory changes to require increased development intensity	First 5 years	City of Minneapolis	WBBAC, property owners	n/a

The primary mechanism for implementing the development guidance in this plan is through modification of the city’s regulatory framework. This includes the city’s comprehensive plan (The Minneapolis Plan), its zoning code, and the zoning of property in the plan area.

The Minneapolis Plan is the city’s comprehensive plan. The West Broadway Alive plan proposes changes to The Minneapolis Plan related to its designated land use features and parcel-specific future land use guidance. (See maps in Chapter 4.) At the time of this writing, the City is in the process of rewriting The Minneapolis Plan. The changes recommended in the West Broadway Alive plan will be incorporated in the updated version of The Minneapolis Plan.

Zoning changes will be required to further implement the guidance in this plan’s future land use map and development intensity map. This must be done shortly after plan adoption, since state law requires consistency between a city’s comprehensive plan and the zoning of property.

This plan’s recommendation that new buildings have at least two floors would be implemented through the addition of requirements in the City’s zoning code. This should be done as soon as possible after plan adoption.

### Infrastructure Investments

	Proposed Timeline	Implementation Lead	Key Partners	Funding Sources
<b>Infrastructure Investments</b>				
Reconstruct and Realign West Broadway between I-94 and Emerson Avenue--to provide increased sidewalk width, space for streetscaping, landscaped medians, pedestrian street crossing improvements	5 to 10 years	Hennepin County, City of Minneapolis	Property owners, business owners, community organizations	Hennepin County, Mpls capital improvements program, special service district, new resources
Reconstruct and Realign West Broadway between West River Parkway and I-94--to provide increased sidewalk width, and space for streetscaping, pedestrian street crossing improvements	5 to 10 years			
Develop a streetcar line from downtown to West Broadway/Emerson	5 to 10 years			
Implement short term pedestrian street crossing improvements--signal count-down, striping	First 5 years	City of Minneapolis	Hennepin County	Not identified
Safety and aesthetic enhancements to Interstate 94 bridge	First or second 5 years	Hennepin County	City of Minneapolis	State of Minnesota, federal transportation programs

Getting new development along West Broadway will mean breaking down the barriers to development as discussed in Chapter 7 of this plan. It also means attracting developers through infrastructure investments that make the West Broadway area a more desirable and marketable place to live and to do retail business.



**Physical/Design Improvements**  
**Street Reconstruction**

**Strategy**

- Street reconstruction allows widening of sidewalks, addition of landscaped boulevards in medians, installation of streetscaping elements, special crosswalks
- Project needs to get on Hennepin County's five-to-ten year capital improvement program
- Community engagement in design process to ensure that design meets the objectives of the West Broadway Alive plan
- Work closely with business community to support business survival
- One to two year project

**Implementation Lead**


- Hennepin County
- City of Minneapolis

**Key Partners**

- Property Owners
- Business Owners
- Community Organizations

**Funding Sources**

- Hennepin County
- City of Minneapolis
- Property owners



2007      2012      2017      2022

**ACTION STEPS**

Infrastructure investments have a role to play in stimulating change and maintaining property values. The benefits of streetcar development are described in Chapter 5 and below. To realize this for West Broadway will be a significant challenge being that there have been no streetcar lines developed in Minneapolis since the last of the streetcar lines was removed some decades ago. A strong case for streetcar development to West Broadway would need to include a combination of some of the following: outside (federal or state) resources, the identification of existing or new internal resources, synchronization of streetcar development with other capital projects, a dramatically significant joint development opportunity.

Street reconstruction with associated streetscaping will require Hennepin County support and leadership. This project is not yet identified in Hennepin County's capital improvement program. Typically street reconstruction projects require financial contributions from the city and property owners. There were

several points of engagement with each of these governmental partners during the West Broadway Alive process. These conversations can now be deepened and focused on implementation.

The proposed improvements of Emerson and Fremont, as well as the bridge over I-94, need study at a more detailed level, with additional community engagement. More detailed design proposals and cost estimates would come out of that process. An attempt to identify resources could follow.

### Redevelopment

	Proposed Timeline	Implementation Lead	Key Partners	Funding Sources
<b>Redevelopment</b>				
Redevelop high priority opportunity sites	Ongoing	Developers	City, community, intermediaries	multiple
Address redevelopment challenges--pre-development assistance, site assembly, gap financing, market building	Ongoing	Developers, City of Minneapolis	City of Minneapolis, Hennepin County, State of Minnesota, lenders	Developer equity, traditional sources of public funding, new resources
Grow the residential market by identifying and attracting potential submarkets	First 5 years	City of Minneapolis	City of Minneapolis, developers, community	Will attempt to identify pro-bono assistance for this

Getting new development along West Broadway will mean breaking down the barriers to development as discussed in Chapter 7 of this plan. It also means attracting developers through infrastructure investments that make the West Broadway area a more desirable and marketable place to live and to do retail business.

Redeveloping properties on the scale that is needed on West Broadway is a daunting task that requires taking a fresh look at every tool in the development toolkit. The Development Opportunities map identifies a large number of properties that a) are under-developed, and b) would provide a great benefit to the community if redeveloped. The Economic and Business Development chapter of this plan discusses many of the strategies that may

## Redevelopment

### Redevelop High Priority Opportunity Sites

**Strategy**


- WB Alive plan establishes guidance for development
- Site selection is developer driven as market opportunities are identified
- Developer interest can be recruited by government, community
- City can play role in addressing development challenges through site assembly, gap financing, etc
- Additional proposed actions support development
  - Increasing resource base for development support
  - Market research
- Ongoing—no specific start or termination dates

**Implementation Lead**  
Developers

**Key Partners**

- City of Minneapolis
- Community
- Intermediaries

**Funding Sources**  
Multiple

## ACTION STEPS

be employed to support and catalyze the development called for in this plan—from market enhancement to resource enhancement to environmental improvements. Some of these strategies can be explored and developed in response to a development proposal that needs additional resources to address a challenge or close a development gap. But most should be undertaken independent of any specific proposal because the development of the tool or service takes time and will have general use with multiple development projects. Examples of redevelopment strategies that should be undertaken independent of a specific development proposal include:

- Market research on potential residential submarkets
- Creating a corridor-specific capital source that can amplify the financial resources available for development support. This is described in more detail below.
- Others as described in Chapter 7

## Economic and Business Development

	Proposed Timeline	Implementation Lead	Key Partners	Funding Sources
<b>Economic/Business Development</b>				
Rehabilitate storefront buildings	Ongoing	Property owners	City of Minneapolis, financial institutions	Private financing, city business finance programs, new resources
Enhance business technical assistance and financial support	Ongoing	City of Minneapolis, NEON	WBBAC, Neighborhood Development Corporation, Local Initiatives Support Corporation, Mpls Consortium of Community Developers	Same as partners, City of Mpls "Great Streets" program, Empowerment Zone, foundations
Improve business mix--Make leasing consultant available	First 5 years and ongoing	WBBAC, City of Minneapolis, property owners		City of Minneapolis Great Streets Program, foundations
Market W Bdwy commercial districts	First 5 years and ongoing	WBBAC, Northside Marketing Task Force	City of Minneapolis, Northway, nbhd organizations, business and property owners	Corporations, foundations, business and property owners
Program Hawthorne Crossings for community activity	First 5 years	WBBAC or other community organization	Property & business owners, collaboration of community organizations, City of Minneapolis	Neighborhood Revitalization Program, others
Improve shared parking opportunities	First 5 years and ongoing	Developers, property owners, City of Minneapolis	WBBAC, neighborhood organizations, business owners	Private financing, developers, City of Minneapolis

Economic and business development both benefit from a close collaboration between public and private parties. On West Broadway these relationships have been strengthened through the planning process. Additional collaboration can be organized around implementation of specific strategies that the plan identifies.

The Implementation worksheet highlights a wide-ranging mix of strategies that would strengthen West Broadway's business districts. Each of these can be undertaken in the near term, and do not depend on street reconstruction.

Technical support for West Broadway businesses is available, and is already being strengthened. Entrepreneurship training is available as well, with a structured and multifaceted program that can lead to the opening of a new business in the community.

The Hawthorn Crossings/Historic Storefront District provides an excellent opportunity to reshape and activate a physical space along West Broadway so that it can support regular community events. The realization of this objective requires the full engagement of property owners in the district. It

requires the development of a detailed design, and the aggregation of resources to reconfigure the shopping center parking lot, and construct the community space. This would contribute to changed perceptions of West Broadway by bringing positive attention and a celebratory atmosphere to the corridor.

This plan encourages marketing and branding of West Broadway. It lays the groundwork for marketing and branding activities through identifying topical and visual themes that are recommended for the corridor. It does not, however, substitute for a fully realized marketing strategy. Efforts to market the district should be pursued. They should build on this plan, and on the work of the Northside Marketing Task Force. A strong marketing plan will require additional investment to hire a commercial marketing professional. A rollout of new marketing for West Broadway should build upon the creation and activation of new public space in the Hawthorn Crossings/Historic Storefront District.

**Economic/Business Development**  
**Improve Business Mix - Make Leasing Consultant Available**

**Strategy**


- Working closely among implementation partners, identify services to be made available through a leasing consultant
- Leasing consultant would fill commercial space while consciously improving array and synergy of business district offerings of district
- Establish funding for program
- Contract with appropriate individual or company for services
- Recruit interest in West Broadway Commercial space, and market commercial space as it becomes available
- Program would be multi-year, with a target start in 2008 or 2009

**Implementation Lead**

- West Broadway Business and Area Coalition
- City of Minneapolis
- Property owners

**Funding Sources**

- City of Minneapolis "Great Streets" program
- Foundations



**ACTION STEPS**

Improvement of the business mix in Broadway's commercial sub-districts is another plan priority, as discussed in detail in Chapter 7. This strategy starts with strengthening the sense of common purpose between property owners. Then resources must be identified, and finally an agent hired that would represent the district as a whole and bring prospective tenants to all property owners in the district.

## Design Enhancements

	Proposed Timeline	Implementation Lead	Key Partners	Funding Sources
<b>Design Enhancements</b>				
Limited streetscaping improvements from Mississippi River to Girard Avenue—bike rack and bench installation, annual public art installation	First 5 years	Collaboration of community organizations	WBBAC, Northside Arts Collective, Juxtaposition Arts, local schools	Mpls capital improvements program, new resources
Full streetscaping from Mississippi River to Girard Avenue—complete streetscaping installation at the time of street reconstruction	5 to 10 years	Hennepin County, City of Minneapolis	Property owners, business owners, community organizations	Hennepin County, Mpls capital improvements program, special service district, new resources
Parkway style enhancements along Emerson and Fremont from Plymouth Avenue to West Broadway or Lowry	First or second 5 years	City of Minneapolis	Nbhd orgs	State of Minnesota, U.S. DOT
Façade and security-related improvements	First 5 years and ongoing	Property owners	City of Minneapolis, WBBAC	City of Minneapolis Great Streets Program, neighborhood NRP funds
Landscaping and fencing improvements	Ongoing	Property owners	City of Minneapolis	Private
Hawthorne Crossings facelift and site reconfiguration	First 5 years	Sherman Associates	City of Minneapolis, community organizations	Private investment, City of Mpls, foundations
Create and install public art	Ongoing	Collaboration of community organizations	WBBAC, Northside Arts Collective, Juxtaposition Arts, North High	Various

One of the most effective ways to encourage reinvestment and development along West Broadway is to make visual improvements to the corridor environment. This requires engaging private property owners and tenants along West Broadway in a coordinated effort to upgrade building facades

utilizing the same aesthetic playbook—and to make improvements to properties using landscaping and the installation of fencing of a common design. These efforts can be engaged immediately and will take some time to fully implement.

There is a category of aesthetic improvements that requires relatively little financial investment but an extensive effort to enlist and coordinate participation. Strategies related to developing a common landscaping theme—around street trees or in the street median—fall in this category. These are labor-intensive efforts that could naturally be undertaken by a West Broadway focused nonprofit organization.

Most streetscape improvements will require that local governments play a major role. West

Broadway business owners are generally not earning revenues sufficient to make deep contributions to the installation of street furniture as part of area-wide beautification efforts. In any case property owners should take on responsibility for maintenance and upkeep of the streetscape.

Most streetscape improvements will need to wait several years, in order to be coordinated with the anticipated reconstruction of West Broadway from the river to Girard Avenue. This plan recommends taking advantage of the future street reconstruction to widen sidewalks and install landscaped medians. If elements such as pedestrian scale lighting were installed right

### Physical/Design Improvements

#### Façade Improvement Program

**Strategy**

- Design guidelines for façade improvements are established through the West Broadway Alive plan
- Community organization selected to market availability of funding, and disburse funds, to business and property owners along West Broadway
- Set goal of transforming West Broadway commercial districts (as opposed to individual businesses) through providing incentives for greater participation
- Multi-year program, with target start in 2008


**Implementation Lead**  
Property and Business Owners


**Key Partners**

- City of Minneapolis
- West Broadway Business and Area Coalition
- Other community organization

**Funding Sources**

- City of Minneapolis "Great Streets" program
- Neighborhood Revitalization Program
- Local Initiatives Support Corporation

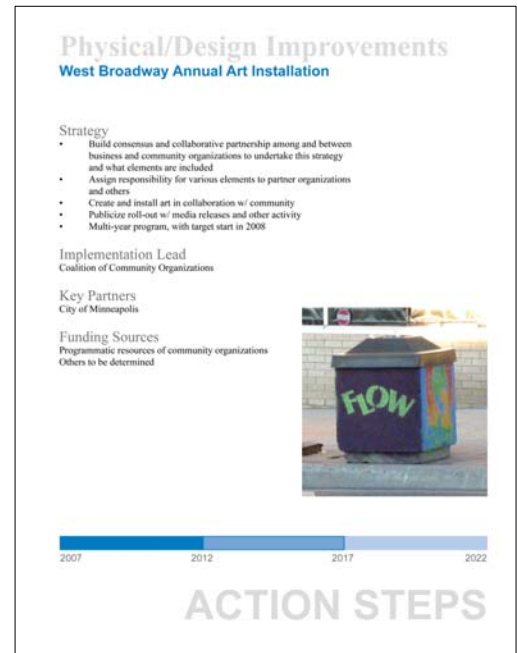




## ACTION STEPS

away, they would have to be removed and re-installed with street reconstruction so as to be in proper relationship with the new curb lines.

In the near term, some aesthetic improvements and visual touches are already being added by local nonprofits. Banners have been created and hung on light poles. Trash receptacles are being painted annually. This plan recommends that these efforts be coordinated, expanded, and touted as an annual arts installation on West Broadway.



### Resource Development

	Proposed Timeline	Implementation Lead	Key Partners	Funding Sources
<b>Resource Development</b>				
Create corridor-specific or area-specific value capture fund from property value appreciation	First 5 years	City of Minneapolis	Hennepin County, State of MN	Local property appreciation
Nurture and build West Broadway focused alliance of champions, implementation leaders, and resource partners--residents, property owners, business owners, corporations, foundations, public sector elected officials and staff	First 5 years and Ongoing	WBBAC	City of Minneapolis, Northway, neighborhood organizations	

### Financial

While there has been some development activity on West Broadway that is purely market driven, it will not occur to the extent that is needed without a significant investment of resources over a number of years. Moreover, the improvements and activation of West Broadway as envisioned in this plan goes well beyond the redevelopment and rehabilitation of property and buildings—important as that is. These pieces—streetscaping, public art, business support, etc—will not be supplied by the market. They will not be fully realized in the absence of leadership and additional resources.

North Minneapolis in general, and West Broadway in particular, have been receiving a lot of attention recently due to public safety concerns and more recently the mortgage foreclosure crisis. This planning process brought additional attention to the needs and potential of West Broadway. Clearly the continued cultivation of corporate, foundation, and developer interest will pay great dividends in the implementation of this plan.

Several factors argue for the development of an additional financial resource to support West Broadway revitalization.

- **The magnitude of need.** West Broadway is a long corridor. Scores of properties would benefit from redevelopment or rehabilitation, and many properties require improvement in order to have a significant impact on the visual environment. Moreover, some of the most promising sites for redevelopment are very large. Developing them to their potential will be very expensive.
- **The timeline.** A big resource outlay over the next couple of years would result in the development of a few projects. In the view of this study, that won't be enough to create a self-sustaining commercial and residential market. What is needed is a significant investment that is ongoing for 10 to 15 years.
- **Programmatic blind spots.** Current housing development programs are set up to support affordable housing units—both ownership and rental. In the core of this disadvantaged community it is critically important that new housing development creates mixed income housing. Capital costs for streetscaping are typically supported by the property owners along the street. In this corridor, we recommend that outside funding be identified for streetscape installation, and the property owner commitment is to pay for just the ongoing maintenance of the streetscape.
- **Lowry Avenue.** Lowry Avenue faces development challenges of a similar magnitude, and insufficient resources to address them.

This plan recommends the creation of a West Broadway/Lowry Revitalization Fund that would bring additional resources to addressing these challenges. It would allow North Minneapolis to essentially pay for its own improved environment by leveraging the increased value of North Minneapolis properties. North Minneapolis property values are at a depressed level in comparison with the rest of the city—and even in comparison with north Minneapolis property values a couple of years ago. As crime is stabilized, the mortgage foreclosure crisis is addressed, and West Broadway and Lowry Avenues become useful and attractive community destinations, property values in North Minneapolis will rise to a level that more closely approaches the value of comparable properties in other parts of the city. This appreciation over time can be front-loaded via a public finance mechanism to pay for the corridor improvements that will stimulate the value increases. The West Broadway/Lowry Revitalization Fund has the following recommended characteristics:

- **Source of funds.** The resources come from properties that are located in the neighborhoods fronting on West Broadway and Lowry Avenues—Cleveland, Folwell, McKinley, Jordan, Hawthorne, Willard-Hay, and Near North. As values increase due to area improvements, the increase or “increment” in taxes collected, or a portion thereof, is directed to the Revitalization fund.
- **Use of funds.** The funds are directed to investments in property or the right of way along West Broadway and Lowry Avenues. They would be used to advance the goals of this plan and the Lowry Avenue

Corridor Plan. They could be used flexibly within a framework of defined eligible activities. It is recommended that eligible expenditures include site assembly, gap financing, rehab support, streetscaping, and contributing to the capital costs associated with installing the Washington Avenue/West Broadway streetcar line.

- **Capitalization and capture period.** These have not yet been determined. Municipal bonding is a candidate for capitalizing the fund, using a conservative approach to estimating the anticipated revenues to be generated. The proposed capture period would likely be 15 years or more.
- **Authorization.** The establishment of this fund may require special legislation.

## People

Implementation ultimately requires people that are aligned in purpose. This encompasses broad community engagement, and the cultivation of relationships on multiple additional levels.



Ongoing community engagement allows the community to see results from their investment in this planning process, and honors their role as the driver of continuous forward progress over time. Ongoing engagement provides an opportunity to keep the objectives of this plan in the forefront of the collective consciousness of the West Broadway area community and its organizational partners.

There has been significant public interest in receiving some kind of ongoing communication about West Broadway revitalization. The West Broadway Alive steering committee recommended the following concrete actions steps.

- **Ongoing community stewardship.** The West Broadway Business and Area Coalition should take on the recommendations of this plan as a major part of its mission and work plan.
- **WB Alive advisory committee.** The WBBAC should host a broadened WB Alive advisory committee on a quarterly or semiannual basis to advise the WBBAC and City staff on their ongoing actions in support of realizing the WB Alive plan.
- **Annual community event.** A widely advertised community event should be held on an annual basis with the objective of keeping the community apprised, encouraged, and engaged in West Broadway revitalization. This could be used as an opportunity to garner community input on upcoming implementation activities

The planning process also allowed for the creation of important connections with other organizations that have extremely important roles to play in plan implementation. These include property owners, business owners, corporate and foundation representatives, developers, churches, neighborhood

organizations and others. Because implementation hinges on the quality and investment of networks such as this, relationship building and nurturing needs to be ongoing.

## District Focused Implementation Plans

### West Gateway



The West Gateway street segment is an important entrance to Minneapolis from the city of Robbinsdale. There is a wide median at this entry point that offers an outstanding opportunity for an artwork or monument that marks this important gateway to North Minneapolis. The design and construction of this gateway element should be seen as a short term implementation priority. Improved landscaping of medians could also be undertaken by some organization or set of stakeholders.

One property stands out in this street segment as an important opportunity for redevelopment—the triangular block at 2601 West Broadway. This plan’s guidance

would encourage a multi-story development that met identified goals for housing mix.

Sidewalks and boulevards are substandard in many parts of this street segment. This plan recommends that, as redevelopment occurs, boulevards and sidewalks are improved to the standards of the City’s adopted Transportation Action Plan.

### Penn Broadway

The Penn Broadway street segment extends from Oliver Avenue to the 26th Avenue North intersection. It is a mix of housing and commercial development, and functions as a neighborhood commercial district. Three development projects are currently underway that will strengthen this node—

rehabilitation of the Delisi building, the restoration and of the Capri Theater with amplified programming, and the construction of a new commercial building at West Broadway and Logan Avenue. There is physical space and interest in installing unique



and striking public spaces at the southeast and northwest corners of the Penn/West Broadway intersection. Enhanced bus shelters could be incorporated into the design of the space. District wide façade



improvements are another short-term priority. Changes to the design of the Penn/West Broadway intersection are recommended in order to make it easier for pedestrians to cross the street. Improved striping and the installation of signal countdowns are complementary improvements.

Over the longer term, there are excellent opportunities for larger scale redevelopment at the northwest and southeast quadrants of the intersection. Sidewalk widths should be widened to the city standard whenever redevelopment occurs. And joint parking arrangements need to be explored that satisfy the complementary need for parking of the different purposes.

The narrow width of sidewalks through most of this commercial district is of great concern as it contributes to an inhospitable environment for pedestrians. This plan recommends that, as redevelopment occurs, boulevards and sidewalks are improved to the standards of the City's adopted Transportation Action Plan. The installation of additional streetscaping elements should be considered over time. And improved landscaping of medians could also be undertaken by some organization or set of stakeholders.

### ***The Curve***

This street segment extends from Girard Avenue to Oliver Avenue. It is a mix of housing and commercial development, and the West Broadway Alive Plan calls for its residential character to be strengthened over time.



There are many opportunities for redevelopment in this part of West Broadway. There is a lengthy stretch of property along the north side of the curve where multi-family residential development is being pursued. The westernmost of these properties is the visual terminus of the view down Broadway from the west, and is one of the strongest opportunities on West Broadway to capitalize on a prominent location with distinctive architectural features and/or public art. Redevelopment of the 1601 block on the south side of West Broadway might give North Commons Park a visual presence on West Broadway, as was explored as a case study in one of the West Broadway Alive open houses.

Where redevelopment does occur, boulevards and sidewalks should be improved to the standards of the City's adopted Transportation Action Plan. The installation of additional streetscaping elements should be considered over time. Improved landscaping of medians could also be undertaken by some organization or set of stakeholders.

### ***Hawthorn Crossings/Historic Storefronts***

This section of West Broadway extends from Girard Avenue to the Aldrich/Bryant Avenue midblock. It is a mix of housing and commercial development, with commercial development predominating. It is a sub-district of the commercial core of West Broadway, and an area with great promise for being activated as a main street style shopping area. This plan

recommends that several strategies be employed in combination in the near term.

- Reconfigure the parking lot of the shopping center to create space along West Broadway for a linear plaza along the West Broadway sidewalk.



- Build the linear plaza and program it with a regular outdoor market and special events.
- Make special incentives available in combination with a façade improvements program, with the goal of seeing upgraded facades for the great majority of the storefront properties.
- Make a limited set of streetscape and aesthetic improvements to the public realm.
- Add signal countdowns to the traffic signals at Bryant, Dupont and Emerson, and refresh or install a bold crosswalk striping pattern in order to make pedestrians feel more comfortable crossing the street.

Next tier strategies to be pursued should include the improvement of parking areas at the rear of the storefronts, and evaluation and improvement of the on-street parking meter system.

Street reconstruction in the five to ten year time frame will allow further improvements that include widening sidewalks and installation of a complete streetscape treatment. A streetcar line might also be extended to the Broadway Emerson area at that time or at a point further in the future.

### ***Broadway/Lyndale***

The Broadway/Lyndale segment of West Broadway extends from the Aldrich/Bryant Avenue mid-block to the Interstate 94 Bridge. It is a mix of commercial and industrial development, with several large parcels and few remaining storefronts. It is a sub-district of the commercial core of West Broadway. Because of its proximity to the freeway, its existing shopping center, grocery store and big box businesses, and its large parcels, it has great promise for further development as the center of gravity for destination-oriented businesses on West Broadway. There are several sites that present tremendous opportunities for redevelopment with the result that more than any other part of West Broadway, the Broadway Lyndale area can establish its own environment.

In the near term it will be important to support the existing development proposal for a North Minneapolis YWCA at Broadway and Aldrich, as well as to work in cooperation with the Cub Foods grocery store at Lyndale Avenue to continue to improve their security environment. Capital monies can be pursued for aesthetic enhancement of the bridge over Interstate 94.

A number of important steps can be taken over a longer time period. Firstly, street reconstruction allows for the widening of sidewalks and the installation of a complete streetscape including some landscaped medians. This would green the street, create an inviting aesthetic environment, and provide visual continuity all the way to the Mississippi River. It will likely be five to ten years before this work can be undertaken, given that it must first be programmed in the Hennepin County capital improvements program.

Secondly, several properties in this area seemed poised for redevelopment—which would dramatically change the character of the area. Most notably, three blocks at the Broadway Lyndale intersection



represent tremendous development opportunities. There has been developer interest in the Broadway Center shopping center. This plan developed case study scenarios of liner development along the Cub Foods site. And the northwest quadrant of the West Broadway/Lyndale intersection holds promise for redevelopment as well.

Thirdly, the proposed Washington Avenue/West Broadway streetcar line would tremendously strengthen the market's response to redevelopment in the West Broadway/Lyndale area. Streetcar availability improves the transit connection to downtown and greatly reduces its psychological distance.

Efforts should be made to synchronize these private and public development elements as much as possible in order to create a market for the new development, while expanding the anticipated ridership and success of the new streetcar line. In the absence of coordination of these elements, West Broadway is less likely to be developed to its potential, and the Washington Avenue/West Broadway streetcar line is likely to be less successful. Preparatory steps should be taken in the five to ten years prior to this constellation of improvements. These include retaining site control of key parcels, and establishing a funding source such as the West Broadway/Lowry Revitalization Fund that can contribute to both the new development and the streetcar line capital costs.

## River Gateway

The River Gateway segment of West Broadway extends from the Mississippi River to the Interstate 94 Bridge. It is an important gateway to Minneapolis from northeast Minneapolis, as well as from points south such as the city's warehouse district. It is a mix of commercial and industrial development, including some of the properties that are the strongest impediments to attracting higher quality businesses and development to the West Broadway corridor. Because of its immediate freeway access and outstanding visibility from the freeway, its proximity to downtown Minneapolis and the Mississippi River, and its buffering from residential property, this part of West Broadway holds great promise for an office and corporate headquarters district.

In the near term it is important to support the existing development proposal at West Broadway and 2<sup>nd</sup> Street. The city and business community should work vigorously to enforce site standards for all of the businesses in the area, as well as parking and trucking regulations—and to encourage healthy and safe business practices among businesses in the area. An outstanding opportunity for a gateway public art element is available at the Mississippi River Boulevard. The design and construction of this gateway element should be seen as a short term implementation priority.

A number of important steps can be taken over a longer time period. Firstly, street reconstruction allows for the widening of sidewalks and the installation of a complete streetscape. This would allow for greening the street, create an inviting aesthetic environment, and provide visual continuity all the way to the Mississippi River. It will likely be five to ten years before this work can be undertaken, given that it must first be programmed in the Hennepin County capital improvements program.

Secondly, redevelopment of several of these blocks should be pursued. If possible, redevelopment should include the properties in this area that are most blighting. If this is not accomplished, the area is unlikely to reach its potential with more intensive development of the kind explored in this plan's case study scenarios.



Thirdly, the proposed Washington Avenue/West Broadway streetcar line would tremendously strengthen the market's response to redevelopment in the West Broadway/Lyndale area. Streetcar availability improves the transit connection to downtown and greatly reduces its psychological distance.

Just as with the Broadway Lyndale street segment, the existing conditions and potential of this area argue for making efforts to synchronize these private and public development elements as much as possible in order to create a market for the new development, while expanding the anticipated ridership and success of the new streetcar line. In the absence of coordination of these elements, West Broadway is unlikely to be able to attract high quality corporate interest. And the Washington Avenue/West

Broadway streetcar line is likely to be less successful. Preparatory steps should be taken in the five to ten years prior to this constellation of improvements. These include retaining site control of key parcels, and establishing a funding source such as the West Broadway/Lowry Revitalization Fund that can contribute to both the new development and the streetcar line capital costs.