

Chapter 5: Intersection Specific Recommendations

Introduction

The Penn Avenue Community Works Corridor Vision and Implementation Framework addresses strategies and recommendations that apply to key intersections along the Penn Avenue corridor. This chapter addresses issues specific to key areas and intersections and, depending on the intersection, may include recommendations pertaining to redevelopment and land use, commercial and housing development, job creation and access, roadway improvements, streetscape, placemaking and wayfinding. Some intersections were evaluated more broadly than others due to the greater role they play in the corridor. Also, this chapter is intended to complement the *West Broadway Alive Plan* and the *Lowry Avenue Strategic Plan* and is not meant to be a separate, additional plan for those intersections. The following is a brief introduction of each topic studied at key intersections along the corridor.

Redevelopment and Land Use

Five key intersections along the Penn Avenue corridor were examined to assess redevelopment options based on near-term market potential as well as their potential to be catalysts to influence positive change throughout the corridor. The intersections include: 1) 44th Avenue North, 2) Lowry Avenue North, 3) West Broadway Avenue, 4) Plymouth Avenue North, and 5) Glenwood Avenue North. At each of these locations, the consultant team examined a range of options for the mix of land uses, potential building heights, allowable housing densities, appropriate building scale and character, open space, and specific development proposals that are or have been proposed. A set of preliminary alternative development concepts for each of these areas was presented and reviewed by the Project Steering Committee, Project Implementation Committee (PIC), neighborhood organizations, and members of the community through a series of meetings and open houses conducted in fall 2014. These concepts have continued to be refined based on County and City Staff technical reviews and feedback.

Commercial and Housing Development

The same five key intersections (44th Avenue, Lowry Avenue, West Broadway Avenue, Plymouth Avenue and Glenwood Avenue) evaluated for redevelopment and land use opportunities were also evaluated to assess commercial and housing development potential. Additionally, the study examined commercial development potential near the Osseo Road and 49th Avenue intersection, located next to the Humboldt Industrial Park. At each of these locations, development potential may be directly connected to proposed transit services, vacant and/or underutilized properties identified for redevelopment opportunities, existing and proposed businesses, housing and other economic factors. Commercial and housing development recommendations are provided, offering strategies to revitalize these key intersections and enhance the economic well-being and livability of the neighborhoods near them.

Job Creation and Access

In addition to the corridor-wide strategies for job creation and access discussed in Chapter 3, Chapter 5 offers specific strategies to enhance job creation and access at the Humboldt Industrial Park, near the Osseo Road and 49th Avenue intersection.

Roadway

Chapter 4 provides a discussion of existing roadway conditions and proposed corridor-wide roadway improvements for Penn Avenue. Chapter 5 builds on those proposed improvements and provides preliminary (30%) roadway design and construction costs for eight (8) key intersections along the corridor, each of which is a planned C Line BRT station. The intersection design layouts are based on analysis related to heavy vehicle turning movements and potential impacts to intersection elevations and drainage conditions caused by curb line modifications. These intersection designs will likely lay the foundation for design of the near-term improvement projects associated with the C Line BRT project.

Streetscape

The Penn Avenue Vision and implementation Framework project includes recommendations for streetscape design at several key intersections along Penn Avenue, including preliminary cost estimates for several intersections. Streetscape design concepts at intersections address a range of improvements within the public right of way, including an enhanced pedestrian realm; improved safety, comfort and security; community identity; and greening initiatives. Streetscape design alternatives were prepared and reviewed through an extensive community engagement process, yielding a preferred streetscape design concept. The following offers a broad set of streetscape design recommendations for mixed-use intersections, followed by prototypical streetscape design plans and sections:

Mixed-Use Intersection Streetscape Design Recommendations

1. *Enhance mixed-use intersections*

- Incorporate design strategies that will strengthen the relationship between active ground level building uses and the streetscape.
- Provide spaces on the sidewalk for outdoor dining. This may include building setbacks where space is limited.
- Incorporate public art in the public realm.
- Enhance district identity through the use of banners, signage and gateway elements.



2. Enhance BRT stations

- Incorporate curb extensions to provide the space necessary for BRT station amenities.
- Install shelters (heated) for transit user comfort and protection from the sun, rain and cold.
- Install seating for transit users.
- Install bike racks to encourage multi-modal transportation and facilitate bike/bus transfers.
- Provide trash receptacles to keep station areas clean.
- Provide signage and wayfinding systems to orient and direct transit users.
- Provide ticketing stations/booths.
- Provide adequate lighting to ensure safe and secure transit station areas.
- Provide security cameras to enhance public safety and security.



3. Capture space

- Consider acquiring additional space from vacant sites and/or on public property at key intersections to provide space for placemaking, greening, outdoor plazas and dining spaces.

4. Provide a higher level of streetscape amenity

- Provide a concentration of trees and plantings that create a special identity at intersections; in particular, use trees and plants that have seasonal interest and/or special growth characteristics.
- Provide a concentration of pedestrian lighting elements at intersections where pedestrian activity is greater to enhance intersection identity and public safety.
- Provide a concentration of site furnishings (seating, trash receptacles, bike racks, etc.) at intersections to enhance the pedestrian environment and amenities for customers of local shops and businesses.
- Provide signage and district identity elements at intersections to orient and direct visitors and enhance district identity.
- Incorporate public art.
- Provide special paving systems such as concrete or brick pavers to strengthen intersection identity.



5. Communicate district (neighborhood) identity

- Incorporate banners, signage, gateway elements, plantings and public art into the streetscape design to communicate district identity.



6. Strengthen spatial definition at intersections

- Encourage compact, vertically mixed-use buildings with strong architectural features that front the street.
- Encourage a layering of streetscape and building elements, such as arcades, shop window displays, open-air cafes and bars.



7. Enhance wayfinding and connections to area amenities

- Incorporate a wayfinding system that includes kiosks, street and building signage, and public art to orient and direct employees, visitors and residents to key amenities, destinations and businesses in and near the corridor.

8. Pocket parks and plazas for gathering

- Incorporate small pocket parks and plazas to encourage social gathering at intersections.

9. Utilize structural soils

- Utilize structural soil systems and tree trenches to encourage healthy tree growth and provide opportunities to store stormwater runoff for irrigation purposes.



10. Consider Special Service Districts (SSD's)

- Consider the establishment of special service districts to provide funding, maintenance, operations and event planning at key mixed-use intersections.
- An SSD is “a defined area within the city where special services are rendered and the costs of the special services are paid from revenues collected from service charges imposed within that area.” An SSD may be established anywhere in a city but only business property (i.e., commercial, industrial, utility, or land zoned for commercial or industrial use) will be subject to the service charge. SSDs are commonly used in areas with a concentration of retail stores.
- In addition to the existing SSD, located at West Broadway and Penn Avenue, SSD's are possible at Lowry Avenue, 44th Avenue and Plymouth Avenue. At this time, however, there is either not enough commercial property at the intersection or sufficient commercial property owner support to establish additional SSDs.

11. Consider Encroachment Permits

- Adjacent property owners in commercial areas without special service districts may work with the city to secure encroachment permits or may enter into agreements with the city to operate and maintain streetscape elements such as benches, trash receptacles, special paving and plantings.

12. Celebrate seasons and events

- Utilize plant materials that have seasonal interest (trees, flower plantings)
- Celebrate seasonal events with banner poles and signage
- Provide the ability to incorporate tree lighting for holidays.



13. Special alley treatment (pedestrian friendly)

- Incorporate lighting in alleys to enhance pedestrian safety.
- Consider special paving treatment to enhance pedestrian safety.
- Incorporate signage and wayfinding systems.
- Encourage doorways or entries into businesses off alleyways.



14. Safety and security

- Include security cameras to enhance public safety and security.
- Include additional lighting at intersections to enhance public safety and security.
- Encourage crime prevention through environmental design (CPTED) strategies at intersections.
- Provide safe pedestrian crossings at all intersections by providing visible pedestrian markings, lighting, countdown traffic signals, signage, and bumpouts to reduce pedestrian crossing distances.

15. Incorporate innovative stormwater treatment

- Consider green infrastructure systems such as rain gardens, permeable pavers, stormwater cisterns, tree trenches, etc. to infiltrate, store and reuse stormwater runoff.

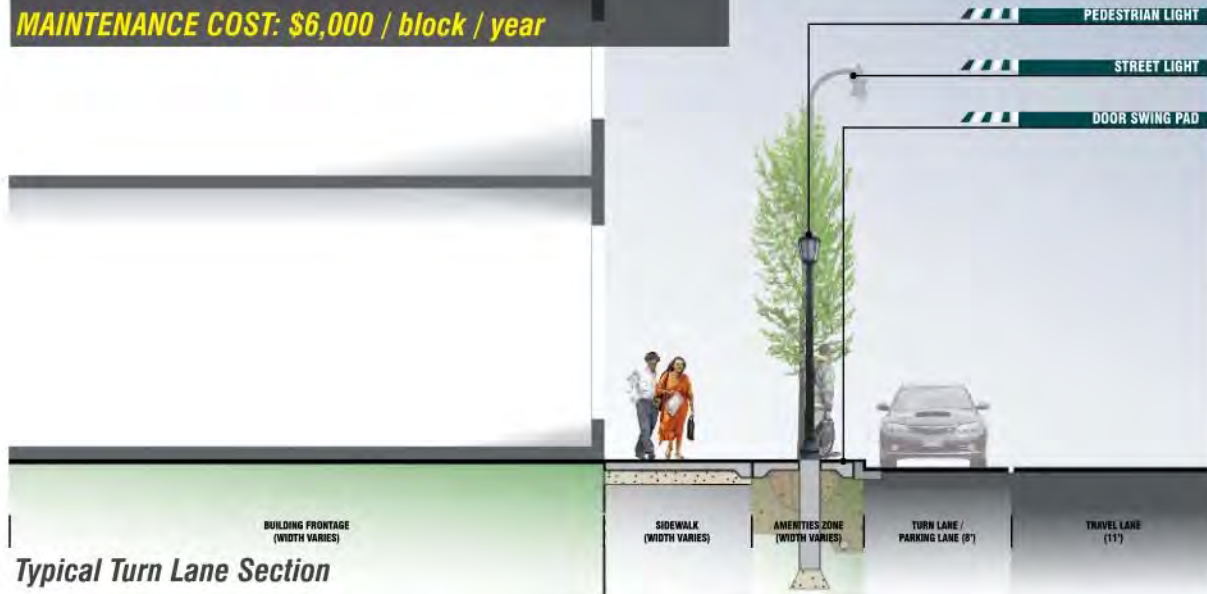


66' R.O.W. - Intersection Streetscape Concept

PREFERRED SCENARIO - INTERSECTION

CAPITAL COST: +/- \$350,000 / block

MAINTENANCE COST: \$6,000 / block / year



Typical Turn Lane Section



Typical Turn Lane Plan

Figure 5.1 - Recommended Intersection Streetscape Design - Typical

66' R.O.W. - Intersection Streetscape Concept

PREFERRED SCENARIO - INTERSECTION BUMP OUT

CAPITAL COST: +/- \$350,000 / block

MAINTENANCE COST: \$6,000 / block / year

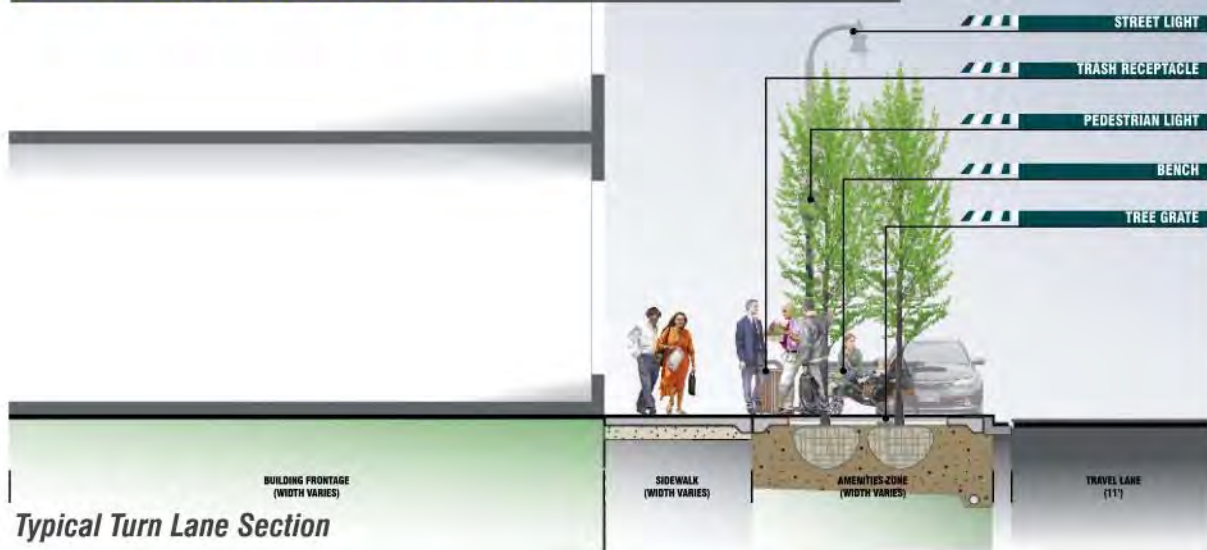


Figure 5.2 - Recommended Intersection Streetscape Design – with Bump Outs

66' R.O.W. - BRT Station Streetscape Concept

PREFERRED SCENARIO - BRT STATION

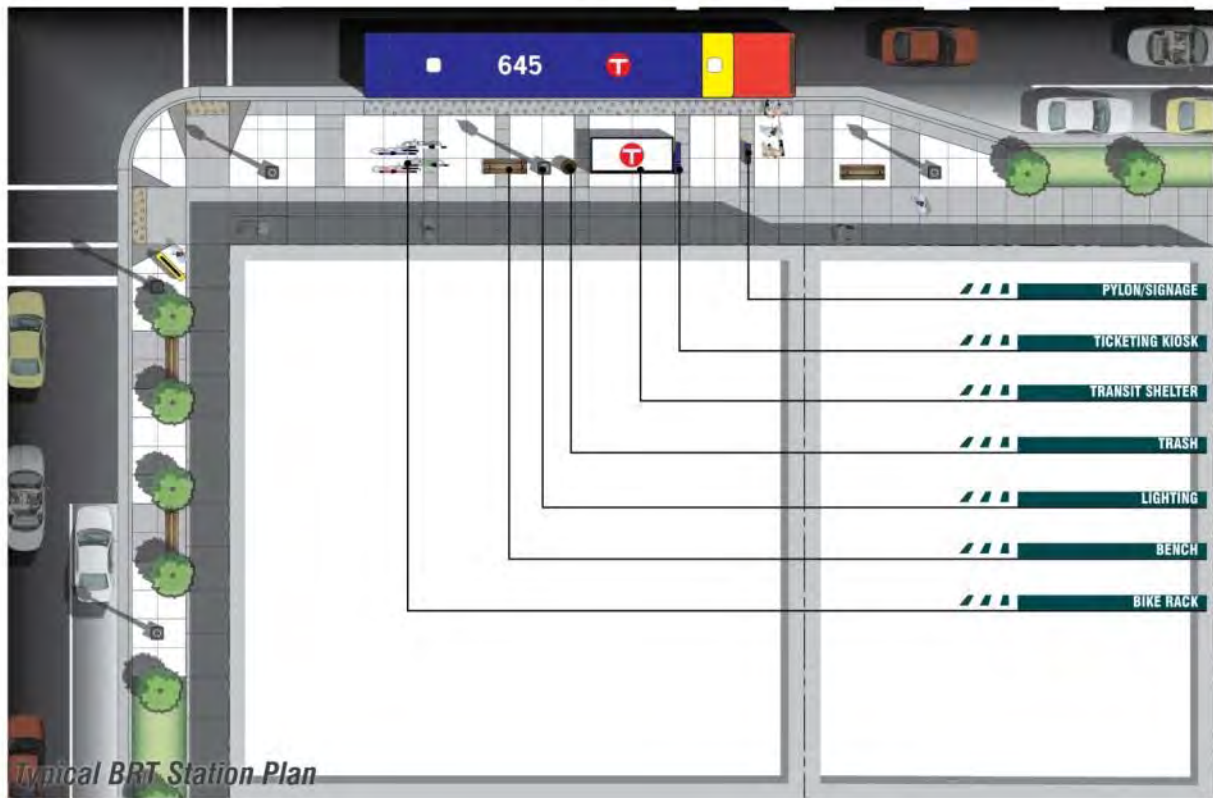
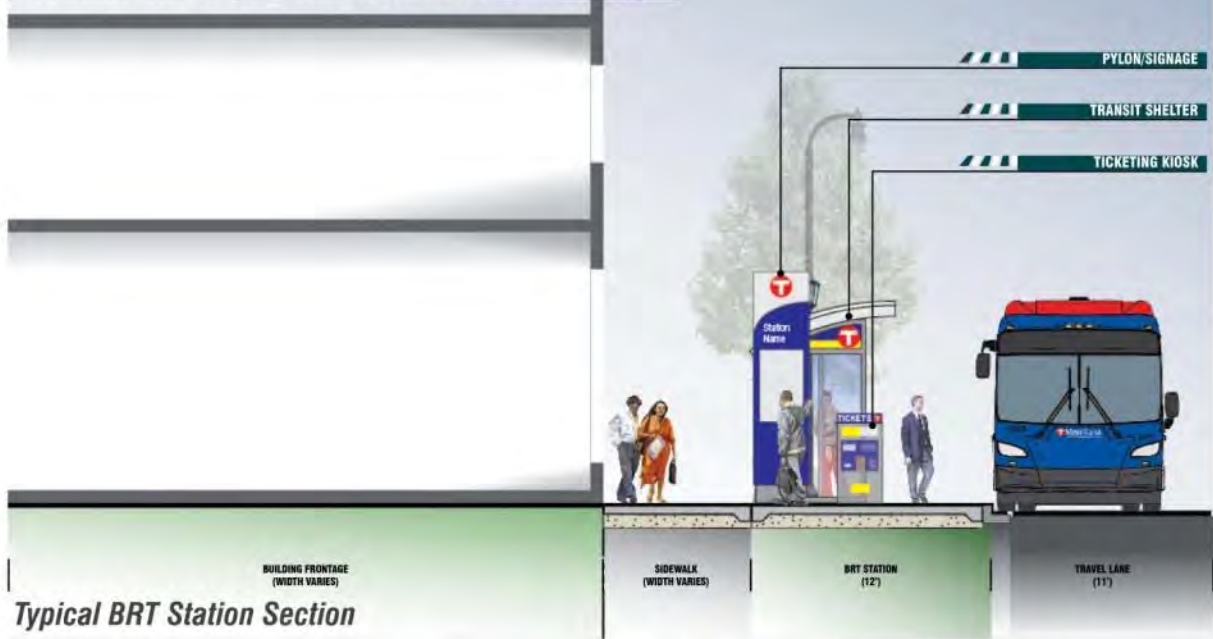


Figure 5.3 - Recommended Streetscape Design – BRT Station



Intersection-Specific Streetscape Improvement Example – Penn Avenue at West Broadway Before Photo (top) and After Rendering (bottom)

Placemaking and Wayfinding

In addition to streetscape design, Chapter 5 offers recommendations for placemaking and wayfinding at several key intersections along the Penn Avenue corridor. Placemaking and wayfinding considerations were vetted with the Project Implementation Committee in March, 2015, and further vetted with the community through a series of neighborhood meetings in the spring of 2015. Placemaking and wayfinding recommendations provide strategies for creating a greater sense of identity, meaningful places for social gatherings, and orientation to local destinations and amenities.

Osseo Road and 49th Avenue

Introduction

The intersection at Osseo Road and 49th Avenue is located at the far north end of the corridor study area, adjacent to the Humboldt Industrial Park. The intersection includes primarily single family residential and industrial park uses. The site located on the southwest quadrant of the intersection is located within Brooklyn Center and is currently being redeveloped. The Penn Avenue Corridor study looked at development opportunities and ways to enhance job creation and access to jobs in the area.

Context

The Humboldt Industrial Park contains a concentration of higher paying jobs. While there are limited sites remaining in the industrial park, these sites should be marketed to potential businesses that would commit to bringing living wage jobs to the area in exchange for some incentives. One four-acre site on the Minneapolis side is currently available but may need substantial clean-up. This site should be assessed. Other sites near this intersection are across the city boundary in Brooklyn Center. Additional sites are also located along the Upper River and may be more viable for larger industrial users. Convenient transit connections to the Upper River sites may need to be improved. Funds were recently obtained by the City of Minneapolis to analyze environmental issues on the Upper Harbor Terminal site and determine the extent of potential clean-up.

There are no services such as lunch options or convenience goods for workers near Osseo and 49th. During community conversations, neighborhood residents said they would like to see some type of convenience goods and services nearby to serve daily needs by providing healthy food options, household items and prepared foods.

Commercial and Housing Development

The neighborhood expressed an interest in having more neighborhood goods and services in close proximity (i.e. within walking distance or a short driving distance). Sites to accommodate retail development in this area are very limited, but one way to expand the options for food retailers is to bring food trucks into the area. These options could help satisfy local workers and a portion of residents in the neighborhood.

The Site located at the intersection of Osseo Road and 49th Avenue North is vacant. Residents indicated that this may be a potential location to consider some type of neighborhood market that could also offer more fresh food options. Parking at this site would be limited and gas would not be sold at this location.

Job Creation and Access

The City of Minneapolis' Grow North program provides incentives to qualified employers that bring living wage jobs to North Minneapolis. These incentives include: Personal one-on-one assistance from a business development consultant in the City of Minneapolis, connections to state and county grant funds for clean-up of contaminated sites, financing for transportation improvements and building renovation and rehabilitation, guidance in accessing funds from the Work Opportunity Tax Credit (WOTC), and a federal tax credit to private sector companies that hire workers from nine

target groups. Advantages of locating on sites in North Minneapolis are its central location, convenient access to major transportation arteries, business financing programs that offer funding ranging from \$1,000 to \$10 million, assistance with finding qualified workers, assistance for navigation of the City's regulatory process, and a recent land use planning process that highlighted industrial uses as a priority for the area (connections to living wage jobs).

In addition to grants for Brownfield redevelopment, other grants include competitive state grants through the Minnesota Department of Employment and Economic Development (MN DEED) to support redevelopment; however, these grants are competitive and cities, which apply on behalf of the company, are required to match the funds at a 1:1 ratio. Grant amounts are up to \$1 million.

An innovative business development program similar to the redevelopment grants, whereby the City applies on behalf of the company and is required to match funds at a 1:1 ratio, is targeted primarily to technology businesses.

Other funding includes TIF financing, although TIF use in the Twin Cities has been decreasing, and Minneapolis usually opts not to use TIF to assist a business in moving into the City.

Specific incentives through the Grow North program include:

- » Loans of up to \$200,000 for capital investments such as acquisition, building improvements, and new construction.
- » Loan forgiveness of \$5,000 per North Minneapolis resident hired,
- » Workforce training and recruitment assistance,
- » Downpayment assistance for employees of recruited businesses to purchase a home in North Minneapolis.

These incentives are available to for-profit businesses that commit to:

- » Bring at least 40 FTEs to North Minneapolis;
- » At least 15 new jobs must go to North Minneapolis residents to qualify for at least partial loan forgiveness
- » Pursuing a high level of green construction for new construction of buildings. This requirement is intended to be somewhat flexible, but applicants are encouraged to the highest degree possible to pursue energy efficient building materials and practices. LEED certification is not required, but companies should be seeking ways to incorporate "green" practices in construction and use of equipment. Negative environmental impacts should be avoided.

It is recommended that promotion of joint efforts among job training organizations to match people with specific skill sets from the area's labor pool with potential employers continue.

At this time, it is estimated that up to 100,000 square feet of industrial floor area could be accommodated in the corridor due to demand. If sites cannot be accommodated in the Penn Corridor, other sites on the North Side should be considered where land is currently zoned for industrial and/or commercial office uses. Existing programs to enhance transit connections to these employment concentrations should be combined with these efforts. Specific sectors of the economy that have been increasing employment include: construction, light manufacturing, information technology and business services.

44th Avenue North and Penn Avenue

Introduction

The intersection at 44th Avenue and Penn Avenue is located at the north end of Penn Avenue. This intersection is a designated Neighborhood Commercial Node per the *Minneapolis Plan for Sustainable Growth*. Community input suggested this intersection build on its reputation as a neighborhood dining area. The Penn Avenue Corridor study looked at redevelopment and land use opportunities, commercial and housing development, streetscape improvements, placemaking and wayfinding, and development character recommendations.

Context

The intersection of 44th Avenue North and Penn Avenue is located near the north end of the corridor. This intersection is designated a Neighborhood Commercial Node per the Minneapolis Plan for Sustainable Growth. It is a traditional neighborhood commercial intersection containing a cluster of pedestrian-scale buildings and storefronts that are a neighborhood asset and destination. Existing businesses, shops and services serve neighborhood residents, and Victory 44 and Emily's restaurants draw customers from outside the corridor. Arts and health related businesses are also present. Businesses here enjoy little competition from similar retail intersections in the vicinity, and low lease rates can be attractive to startups.

Land available for redevelopment at this intersection is limited, but there are a couple of underutilized sites that, through redevelopment, could enhance the character and success of the intersection. The site at the end of Penn Avenue North is currently a surface parking lot serving some of the local businesses. This site offers an excellent opportunity to visually terminate Penn Avenue with an iconic building.

The site at the southeast corner of 44th Avenue and Penn Avenue is currently developed, with a surface parking lot facing the corner and the building set back. Reversing this development pattern through redevelopment would strengthen the intersection.

The 44th and Penn intersection currently operates as a neighborhood service area. This intersection could benefit from placemaking and branding that enhances the awareness of existing businesses located at this intersection, and by attracting new businesses that would be compatible with the existing business mix. This intersection is ripe for a unique identity that would heighten awareness of the intersection among local residents as well as residents from other neighborhoods outside of the immediate area.

Redevelopment and Land Use

Infill/Redevelopment Opportunities

1. Infill the surface parking lot at the north end of Penn Avenue with a retail/restaurant building that terminates the view up Penn Avenue and creates a landmark building at this intersection; upper floor could be office, housing, or loft/studio spaces
2. Redevelop property on the southeast corner of the intersection with a retail/restaurant building

3. Redevelop triangular site at Osseo Road and Penn Avenue North with a retail/restaurant building and incorporate a public plaza space to the east of the building where Penn Avenue would be closed off

Land Uses (preferred land use recommendations, but not restricted to these land uses)

1. Retail/commercial uses at the street level of buildings; uses should be compatible with existing uses within the this Neighborhood Commercial Node
2. Retail/commercial uses consist of neighborhood-serving businesses, shops, and services
3. Increase the number of retail/commercial businesses to achieve a critical mass and strengthen intersection's role as a commercial intersection
4. Consider the development of market rate general occupancy rental housing at this intersection

Housing Density

1. Medium to high density (between 15 to 40 units per acre)
2. Addition of housing with higher densities than currently exist within and around the intersection will provide important support for retail/commercial businesses

Potential Redevelopment Sites

During this project scenarios that identified some potential options for redevelopment at this intersection were developed for discussion. The options focused on adding a moderate amount of commercial space (between 2,100 and 6,000 square feet) to enhance the retail dynamic of the intersection and increase the use of underutilized sites. A map on the following page identifies the Sites mentioned here.

Terminus of Penn Avenue at 44th Avenue - North Side – This site is currently being used as a surface parking lot for businesses between two buildings. A new building that would connect the two existing buildings, creating a more consistent visual streetscape, could be constructed. The new building would also serve as a centerpiece of the intersection at the end of Penn Avenue. The building could potentially hold up to 3,000 square feet on a main level, and a second story could support some traditional office space, multifamily housing units, or loft/studio spaces, increasing the arts connection at the intersection. The lower level could attract a restaurant, but space for outdoor seating, which is popular in the Twin Cities during the summer months, would be very limited. The first floor could also serve as traditional retail space.

Southeast corner of Penn and 44th – This parcel is the largest of the three, with the ability to accommodate 5,000 square feet of space. A larger retail use could be accommodated on the site, with parking shared between a new building and the existing building to the east. This site could also accommodate traditional office, although attracting a traditional office use to this location is likely to be more challenging than increasing retail uses at this intersection. This would be considered a long-term redevelopment option for this Site.

Northwest corner of 44th and Penn – This site could accommodate up to 2,100 square feet of retail space. This property is in a highly visible location as the roadway curves to the northwest. The property could be considered for additional restaurant space or traditional retail goods or services. At 2,100 square feet, the Site is somewhat small for a restaurant, but could accommodate a smaller food service use such as a coffee or small sandwich shop. New restaurants attracted to the area should complement rather than mimic the types of concepts that already exist.

Alternative Redevelopment Concepts Explored



Option 1 - Plan View

Penn Avenue and 44th Avenue - Option 1

Building	Residential (type/ units)	Retail/ Restaurant (sf)	Office (sf)	Civic/ Institutional	Parking Ramp
A		3,000 sf			
B		3,200 sf			
Total		6,200 sf			



Option 1 - Bird's Eye View

Community Input for Option 1

- » Support infill of existing parking lot at the end of Penn Avenue (Building A)
- » Support redevelopment of Domino's site with a building that fronts the street with parking behind
- » Consider a plaza or farmers market instead of building development (Building A)



Option 2 - Plan View

Penn Avenue and 44th Avenue - Option 2

Building	Residential (type/ units)	Retail/ Restaurant (sf)	Office (sf)	Civic/ Institutional	Parking Ramp
A		2,100 sf			
B		3,000 sf			
C		5,000 sf			
Total		10,100 sf			

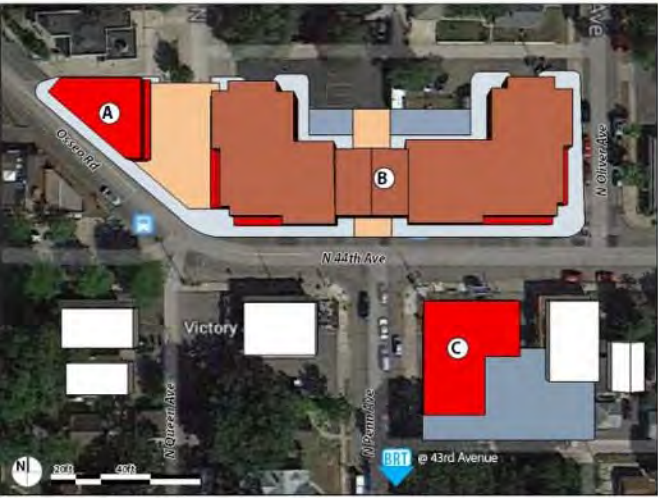


Option 2 - Bird's Eye View

Community Input for Option 2

- » Create a plaza with flower pots by Warren building
- » Community favors lower scale development, not exceeding 2 stories
- » Community likes idea of vacating Penn Ave north of 44th and creating a public plaza
- » More neighborhood service uses and small professional offices are desired
- » Develop senior housing

- » Support for infill of existing parking lot at north end of Penn Ave
- » Support for redevelopment of Domino's site with building that fronts Penn Avenue
- » Redevelopment should be consistent with scale and character of existing buildings



Option 3 - Plan View

Penn Avenue and 44th Avenue - Option 3

Building	Residential (type/units)	Retail/Restaurant (sf)	Office (sf)	Civic/Institutional	Parking Ramp
A		2,100 sf			
B	72 apt units	12,600 sf			
C		5,000 sf			
Total		19,700 sf			



Option 3 - Bird's Eye View

Option 3 above shows an expanded Parcel B as mixed use with commercial space on the lower level and residential units above

Community Input for Option 3

- » Concern over redevelopment intensity, density and building height
- » Too dense – doesn't fit well with existing homes and businesses in the area
- » Concern about keeping existing businesses if redevelopment like this were to occur
- » Like the plaza between Buildings A and B – should be art focused

Target Initiatives

The following points summarize target initiatives for redevelopment and for creation of a more unique identity for the intersection.

- » Increase the amount and type of retail at the intersection to improve the retail dynamic; support existing businesses and strengthen the retail character of the intersection by attracting compatible business/retail uses;
- » Create more opportunities for community members to access retail goods and services closer to where they live.
- » Support a higher level of development intensity in this urban retail district with an improved pedestrian environment and reduced reliance on the automobile.

Additional Redevelopment Considerations

1. Infill/redevelopment of sites north of 44th Street could potentially move forward short-term (3-5 years) but the site south of 44th Street may involve a business relocation and longer-term vision
2. Potential for larger scale redevelopment of the area north of 44th Avenue, between Penn and Oliver Avenues, with a 3-story mixed-use building that includes multi-family housing above street level shops and services, and parking within or below the building

3. The additional retail/commercial portion of this larger scale redevelopment would likely require a longer timeframe for implementation
4. Potential for mixed-income rental housing in a larger scale redevelopment project
5. Market rate housing units would likely require additional financing support to allow rents to rise gradually to true market rates
6. The risks of redevelopment in this area are increased by the lack of nearby precedents for new construction, thus making it more challenging to attract developers to this intersection
7. Established public subsidy sources are difficult to utilize for mixed-use retail and market rate housing units; achieving development goals may require new funding strategies or increased flexibility in existing funding programs

Commercial and Housing Development

Recommendations

Commercial

The intersection currently provides a cluster of neighborhood-oriented and destination uses. Increasing the types of goods and services offered at this intersection should result in a larger customer draw from the neighborhood and surrounding areas. Additional destination uses (restaurants, arts businesses) are likely to attract patrons from outside of the immediate area.

In the short-term, it is estimated that up to 6,000 square feet of commercial space could be accommodated, provided that between half to two-thirds of that amount would include another restaurant that would complement Victory 44 and Emily's. An additional restaurant would increase business to the area and increased customer traffic could support all venues.

Costs to develop restaurant space are high, primarily because of the cost to install a commercial kitchen, which can range in price anywhere from \$100,000 to \$200,000 or more. Total costs to open a restaurant can range from \$300,000 to \$500,000 or more. Three restaurants (including Dominos) are already established at this intersection, so another user may more readily consider this location than one where there are no other restaurants nearby. Providing assistance with build-out and purchase of equipment for independent operators could improve the ability to attract more restaurants to the area. Funding sources for this assistance could include a new program to offer tenant improvements and/or build-out of the existing space. A proposed fund of \$750,000 has been considered, but this amount would likely need to be doubled, at a minimum, to provide opportunities for more than one intersection of the corridor.

On-street parking is available near the intersection. If, however, all sites are redeveloped, then additional surface parking to meet increased demand may be needed to accommodate redevelopment that will occur on other parcels. Although the typical parking demand ratio is 4 stalls per 1,000 square feet, on-street parking availability can reduce this ratio. The number of stalls required to meet demand will also depend on the types of businesses that are attracted to the area. Sit-down restaurants that serve all day will require a higher number of parking stalls than other service businesses or restaurants that have limited service hours (i.e. only lunch, only dinner). If multifamily housing is developed at this intersection, then structured parking could serve retail customers and residents. Multifamily parking demand is considered at a 1:1 parking stalls per unit

ratio unless there is high-speed transit. With bus rapid transit in an urban area, parking requirements in order to meet demand have usually been reduced to 0.8:1 stalls per unit.

One of the previous development scenarios increased residential density at the intersection through a mixed use building that included multifamily apartments on the upper floors and retail space on the street level. If rental housing is developed at this intersection, it should be market rate, with rents ranging from \$900 per month for one-bedroom units to \$1,500 per month for three-bedroom units. The target market should be households with incomes of roughly \$45,000 or more annually, which is roughly 80% of median for a single-person household.

The size of the building should be modest, between 50 and 60 units, and should be weighted more heavily toward smaller unit types (studio and one-bedroom units). However, given the current architectural character of the intersection, a building housing 50 to 60 units is likely to appear quite large. The current character of the intersection has more of a quaint village feel. If a large multifamily building is constructed on the site of the existing older retail buildings, it could change the character of the intersection, potentially reducing the intersection's current historic quality. It would be important to consider how a new, larger mixed-use building would integrate into this intersection. Additional architectural details may be needed to maintain the "village character" that exists.

General

Encouraging new businesses to come to the area will require:

- » Making sites available
- » Creating a strong sense of place (placemaking efforts)
- » Creating a strong neighborhood identity for this retail cluster (branding)

Benefits

New development at the intersection could create the following benefits:

- » If redevelopment is allowed to occur more slowly in the area with less public intervention, private market forces may reshape the area with less need for public financial assistance.
- » Incorporating new multifamily housing at the intersection would create a group of people that would view this intersection as one of their neighborhood shopping areas. This could increase market support for existing businesses, thereby increasing revenues to local businesses.
- » Enhancing and increasing the mix of businesses in the intersection supports the existing commercial uses, creates additional excitement among potential customers and provides more reasons for customers to come to the area.

Challenges

Lease rates for older spaces are often less than what new construction must charge to meet development costs, meaning older spaces likely are better able to support start-up businesses that do not have extensive financial resources at the outset. With redevelopment however, the overall commercial cost structure may change in the area. Many of the existing businesses have been located in the area for several years. Some of these businesses may choose to relocate if new space does not suit their current business model.

As mentioned in the corridor-wide strategies, the estimated funding gap per multifamily unit is roughly \$75,000 for market rate housing. An estimated building size of 50 units for this intersection

results in a funding gap of roughly \$3.7 million dollars. Some of the gap could be funded through a TIF package or a combination of other federal funding in addition to TIF, but this strategy is likely to require a policy change at the City level or an exception for districts that meet certain criteria.

If occupancy rents were established at \$1.60 per square foot, but required cash flow rents are \$1.80 per square foot, there would need to be a minimum rent adjustment of four percent per year to increase the rents to the level at which they would cash flow the property. This level may be achievable in the short-term given current strong market conditions, but may be unsustainable if the market slows. It may be better to try to secure a higher level of equity capital through grant funding or a low interest loan for an extended period of time to further reduce the funding gap.

Limited land is available at this intersection for new development, but existing businesses and residents would benefit from having new commercial and residential uses in this location.

Preliminary Streetscape Improvement Concept



Figure 5.4 - 44th Avenue North and Penn Avenue Intersection

Streetscape Preliminary Cost Estimates – 44th Avenue Intersection

ITEM	QUANTITY	UNIT	UNIT PRICE	AMOUNT
Removal of concrete walk	1,100	SY	\$6.00	\$6,600.00
Removal of light pole	4	EA	\$500.00	\$2,000.00
4" Concrete sidewalk	12,000	SF	\$6.50	\$78,000.00
Pedestrian light fixture	8	EA	\$7,500.00	\$60,000.00
Street tree w/structural soil	17	EA	\$1,500.00	\$25,500.00
Tree grates	17	EA	\$2,000.00	\$34,000.00
Planter pots	8	EA	\$2,000.00	\$16,000.00
Bench	5	EA	\$2,000.00	\$10,000.00
Waste receptacle	2	EA	\$1,500.00	\$3,000.00
Bike rack	6	EA	\$360.00	\$2,160.00
Wayfinding/signage	1	LS	\$20,000.00	\$20,000.00
<i>Subtotal</i>				\$257,260.00
<i>Contingency (15%)</i>				\$38,589.00
<i>Design and Engineering (8%)</i>				\$20,580.80
Total Cost				\$316,429.80

Placemaking and Wayfinding

Neighborhood Destination

This type of intersection is the most common along Penn Avenue. Initial streetscape concepts call for wider sidewalks, boulevard trees, street lighting, and bump-outs to be installed at residential areas along Penn (refer to Streetscape section for more complete information).

Wayfinding Elements

- » Totems: should be installed to orient transit users
- » Banners: should recall the history of the neighborhood or community living in the area.
- » Lighting: pedestrian scale street lighting should be located at street corners (refer to Streetscape section for examples).
- » Pavement: a change in material or use of color for paving can help create a sense of place. This will require SSD establishment, however.

Placemaking Elements

- » Trees: use of trees is encouraged as they provide shade, shelter, and aesthetic appeal.

Building Scale and Character

1. Compatible with scale and character of intersection's existing commercial buildings (2-4 stories)
2. Inviting street level façades
3. Commercial buildings front the streets with building, building entries and shop windows
4. Incorporate off-street parking behind or below new buildings
5. High quality materials

Public Space

1. Close off Penn Avenue north of 44th Avenue to the alley to mitigate complicated intersection
2. Develop new plaza space right of way if Penn Avenue can be terminated

3. Install streetscape improvements along Penn Avenue and 44th Avenue, including new sidewalk paving, pedestrian street lights, seating, street trees and landscaping, trash receptacles, bike parking, public art, wayfinding, and signage

Potential Intersection Redevelopment Character

44TH AVENUE AND PENN AVENUE

- Infill development on vacant and/or underutilized properties
- Ground level retail/restaurant/shops and services
- Apartments/stacked townhomes
- 12-40 dwelling units per acre
- 2-4 story buildings
- Surface, structured or underground parking



Pedestrian-scaled streetscape includes amenities such as trees, bike racks and seating



Outdoor seating and dining are accommodated without compromising the pedestrian environment.



Development is compatible with the surrounding context and provide comfortable public spaces and amenities.



Buildings are designed to front the street and create high quality public spaces.

Figure 5.5 – 44th Avenue North and Penn Avenue Redevelopment Character

43rd Avenue and Penn Avenue

Introduction

The intersection at 43rd Avenue and Penn Avenue is located a block south of the 44th Avenue neighborhood commercial area. This intersection has been identified for transit and roadway improvements associated with the BRT station. The Penn Avenue Corridor study looked at roadway improvements and costs associated with those improvements as well as streetscape design recommendations.

Roadway Improvement Cost Estimates

Concept Cost Estimate (based on 2014 bid prices)

			43rd Ave	
ITEM DESCRIPTION	UNIT	UNIT PRICE	EST. QUANTITY	EST. AMOUNT
PAVING AND GRADING COSTS				
GrP 1a	Excavation - common & subgrade	cu. yd.	500	\$3,500
GrP 2a	Common Borrow (CV)	cu. yd.		
GrP 2b	Granular Subgrade (CV)	cu. yd.		
GrP 3a	Mainline Pavement (\$54 to \$92)	(1) sq. yd.	1,330	\$93,100
GrP 3b	Driveway Pavement	(1) sq. yd.	15	\$300
GrP 4a	Concrete Walk / Trail / Median	(2) sq. yd.	720	\$25,200
GrP 4b	ADA Pedestrian Curb Ramp	each	8	\$9,600
GrP 5	Concrete Curb and Gutter	lin. ft.	680	\$10,880
GrP 6	Concrete Median Barrier (Permanent)	lin. ft.		
GrP 7a	Removals - Pavement (includes sidewalk)	sq. yd.	2,100	\$15,750
GrP 7b	Removals - Buildings	each		
GrP 7c	Removals - Drainage	lin. ft.		
GrP 7d	Removals - Curb and Gutter	lin. ft.	660	\$1,980
SUBTOTAL PAVING AND GRADING COSTS:				\$160,310
DRAINAGE, UTILITIES AND EROSION CONTROL				
Dr 1	Local Utilities - Sanitary Sewers	lin. ft.		
Dr 2	Local Utilities - Watermains	lin. ft.		
Dr 3	Drainage - urban (??% range 10-30%)	25%		\$40,000
Dr 4	Turf Establishment & Erosion Control	5%		\$8,000
Dr 5	Landscaping			
SUBTOTAL DRAINAGE, UTILITIES AND EROSION CONTROL				\$48,000
SIGNAL AND LIGHTING COSTS				
SGL 1	Signals (permanent, includes existing signal removal)	each		\$300,000
SGL 2	At Grade Intersection Lighting (permanent - non signalized)	each		\$25,000
SGL 3	Mainline Lighting (permanent)	mile		\$300,000
SUBTOTAL SIGNAL AND LIGHTING COSTS:				
SIGNING & STRIPING COSTS				
SGN 1	Mainline Signing (C&D)	mile	0.1	\$3,500
SGN 2	Mainline Striping	mile	0.1	\$500
SGN 3	Mainline Signing (A, OH, Br Mtd)	each		\$30,000
SUBTOTAL SIGNING & STRIPING COSTS:				\$4,000
SUBTOTAL CONSTRUCTION COSTS:				\$212,310
MISCELLANEOUS COSTS				
M 1	Mobilization	5%		\$11,000
M 2	Non Quantified Minor Items (10% to 30%)	15%		\$32,000
M 3	Temporary Pavement & Drainage			
M 4	Traffic Control	3%		\$6,000
SUBTOTAL MISCELLANEOUS COSTS:				\$49,000
ESTIMATED TOTAL CONSTRUCTION COSTS without Contingency:				\$261,310
1	Contingency or "risk" (10% to 30%)	15%		\$39,000
ESTIMATED TOTAL CONSTRUCTION COSTS PLUS CONTINGENCY:				\$300,310
OTHER PROJECT COSTS:				
UTILITY AGREEMENTS		Lump Sum	TBD	
RW ACQUISITIONS		Lump Sum	TBD	
DESIGN ENG. & CONSTRUCTION ADMIN.		Lump Sum	TBD	
SUBTOTAL OTHER PROJECT COSTS				
TOTAL PROJECT COST (based upon 2014 bid price information)				\$300,310

NOTE: (1) Includes aggregate base class 5 and PASB or OGAB, as appropriate.
 (2) Includes aggregate base class 5.

Utility Agreements based upon:
 R/W Acquisitions based upon:

Project cost does not include Design, Construction Administration, ROW, or Public Utility Adjustment costs

Estimate does not include electrical systems, communication systems, passenger shelter/pylons and other station equipment, signal revisions for transit signal priority, and vehicles

Preliminary Streetscape Improvement Concept

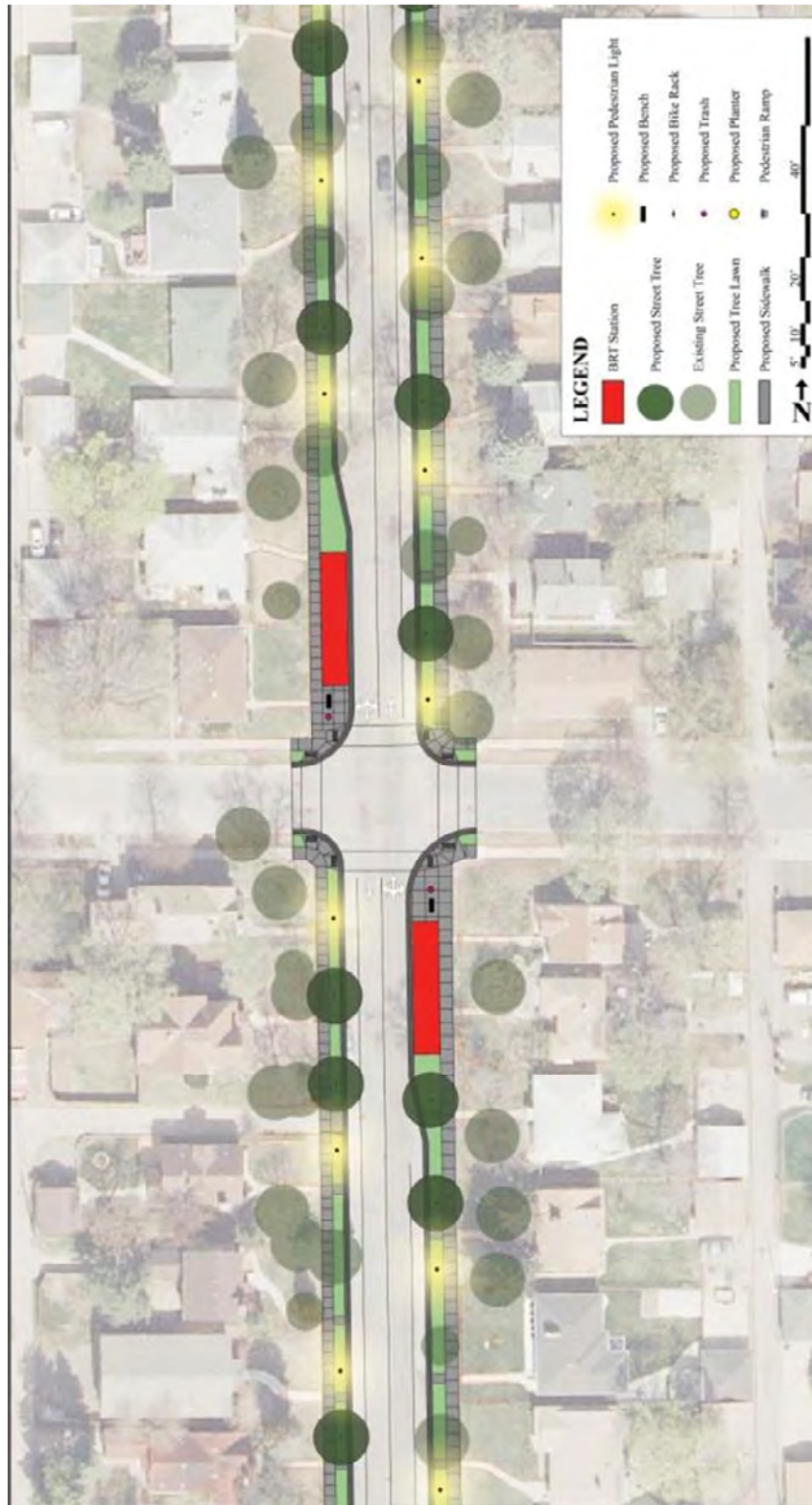


Figure 5.7 - 43rd Avenue North and Penn Avenue Intersection

Dowling Avenue and Penn Avenue

Introduction

The intersection at Dowling Avenue and Penn Avenue is located in the northern section of the corridor, adjacent to the Crystal Lake Cemetery. In addition to the cemetery, other land uses in the area include single family residential and a gas/service station. This intersection has been identified for transit and roadway improvements associated with the BRT station. The Penn Avenue Corridor study looked at potential redevelopment opportunities, roadway improvements and costs associated with those improvements, as well as streetscape design and placemaking recommendations.

Redevelopment and Land Use

Infill/Redevelopment Opportunities

1. Redevelop vacant site on southeast corner of Dowling Avenue and Penn Avenue

Land Use

1. Residential

Housing Density

1. Low to medium density (as defined in the *Minneapolis Plan for Sustainable Growth*)

Roadway Improvement Cost Estimates

Concept Cost Estimates based on 2014 bid prices

			Dowling Ave		
ITEM DESCRIPTION	UNIT	UNIT PRICE	EST. QUANTITY	EST. AMOUNT	
PAVING AND GRADING COSTS					
GrP 1a	Excavation - common & subgrade	cu. yd.	\$7.00	400	\$2,800
GrP 2a	Common Borrow (CV)	cu. yd.	\$12.50		
GrP 2b	Granular Subgrade (CV)	cu. yd.	\$14.00		
GrP 3a	Mainline Pavement (\$54 to \$92)	(1) sq. yd.	\$70.00	1,045	\$73,150
GrP 3b	Driveway Pavement	(1) sq. yd.	\$20.00	75	\$1,500
GrP 4a	Concrete Walk / Trail / Median	(2) sq. yd.	\$35.00	710	\$24,850
GrP 4b	ADA Pedestrian Curb Ramp	each	\$1,200.00	8	\$9,600
GrP 5	Concrete Curb and Gutter	lin. ft.	\$16.00	660	\$10,560
GrP 6	Concrete Median Barrier (Permanent)	lin. ft.	\$75.00		
GrP 7a	Removals - Pavement (Includes sidewalk)	sq. yd.	\$7.50	1,865	\$13,988
GrP 7b	Removals - Buildings	each	\$50,000		
GrP 7c	Removals - Drainage	lin. ft.	\$20		
GrP 7d	Removals - Curb and Gutter	lin. ft.	\$3.00	615	\$1,845
SUBTOTAL PAVING AND GRADING COSTS:					\$138,293
DRAINAGE, UTILITIES AND EROSION CONTROL					
Dr 1	Local Utilities - Sanitary Sewers	lin. ft.			
Dr 2	Local Utilities - Watermains	lin. ft.			
Dr 3	Drainage - urban (??% range 10-30%)	25%			\$35,000
Dr 4	Turf Establishment & Erosion Control	5%			\$7,000
Dr 5	Landscaping				
SUBTOTAL DRAINAGE, UTILITIES AND EROSION CONTROL					\$42,000
SIGNAL AND LIGHTING COSTS					
SGL 1	Signals (permanent, includes existing signal removal)	each	\$300,000	1	\$300,000
SGL 2	At Grade Intersection Lighting (permanent - non signalized)	each	\$25,000		
SGL 3	Mainline Lighting (permanent)	mile	\$300,000		
SUBTOTAL SIGNAL AND LIGHTING COSTS:					\$300,000
SIGNING & STRIPING COSTS					
SGN 1	Mainline Signing (C&D)	mile	\$35,000	0.1	\$3,500
SGN 2	Mainline Striping	mile	\$5,000	0.1	\$500
SGN 3	Mainline Signing (A, OH, Br Mtd)	each	\$30,000		
SUBTOTAL SIGNING & STRIPING COSTS:					\$4,000
SUBTOTAL CONSTRUCTION COSTS:					\$484,293
MISCELLANEOUS COSTS					
M 1	Mobilization	5%			\$24,000
M 2	Non Quantified Minor Items (10% to 30%)	15%			\$73,000
M 3	Temporary Pavement & Drainage				
M 4	Traffic Control	3%			\$15,000
SUBTOTAL MISCELLANEOUS COSTS:					\$112,000
ESTIMATED TOTAL CONSTRUCTION COSTS without Contingency:					\$596,293
1	Contingency or "risk" (10% to 30%)	15%			\$89,000
ESTIMATED TOTAL CONSTRUCTION COSTS PLUS CONTINGENCY:					\$685,293
OTHER PROJECT COSTS:					
UTILITY AGREEMENTS		Lump Sum	TBD		
R/W ACQUISITIONS		Lump Sum	TBD		
DESIGN ENG. & CONSTRUCTION ADMIN.		Lump Sum	TBD		
SUBTOTAL OTHER PROJECT COSTS					
TOTAL PROJECT COST (based upon 2014 bid price information)					\$685,293

NOTE: (1) Includes aggregate base class 5 and PASB or OGAB, as appropriate.
 (2) Includes aggregate base class 5.

Utility Agreements based upon:
 R/W Acquisitions based upon:

Project cost does not include Design, Construction Administration, ROW, or Public Utility Adjustment costs

Estimate does not include electrical systems, communication systems, passenger shelter/pylons and other equipment, signal revisions for transit signal priority, and vehicles

Preliminary Streetscape Improvement Concept

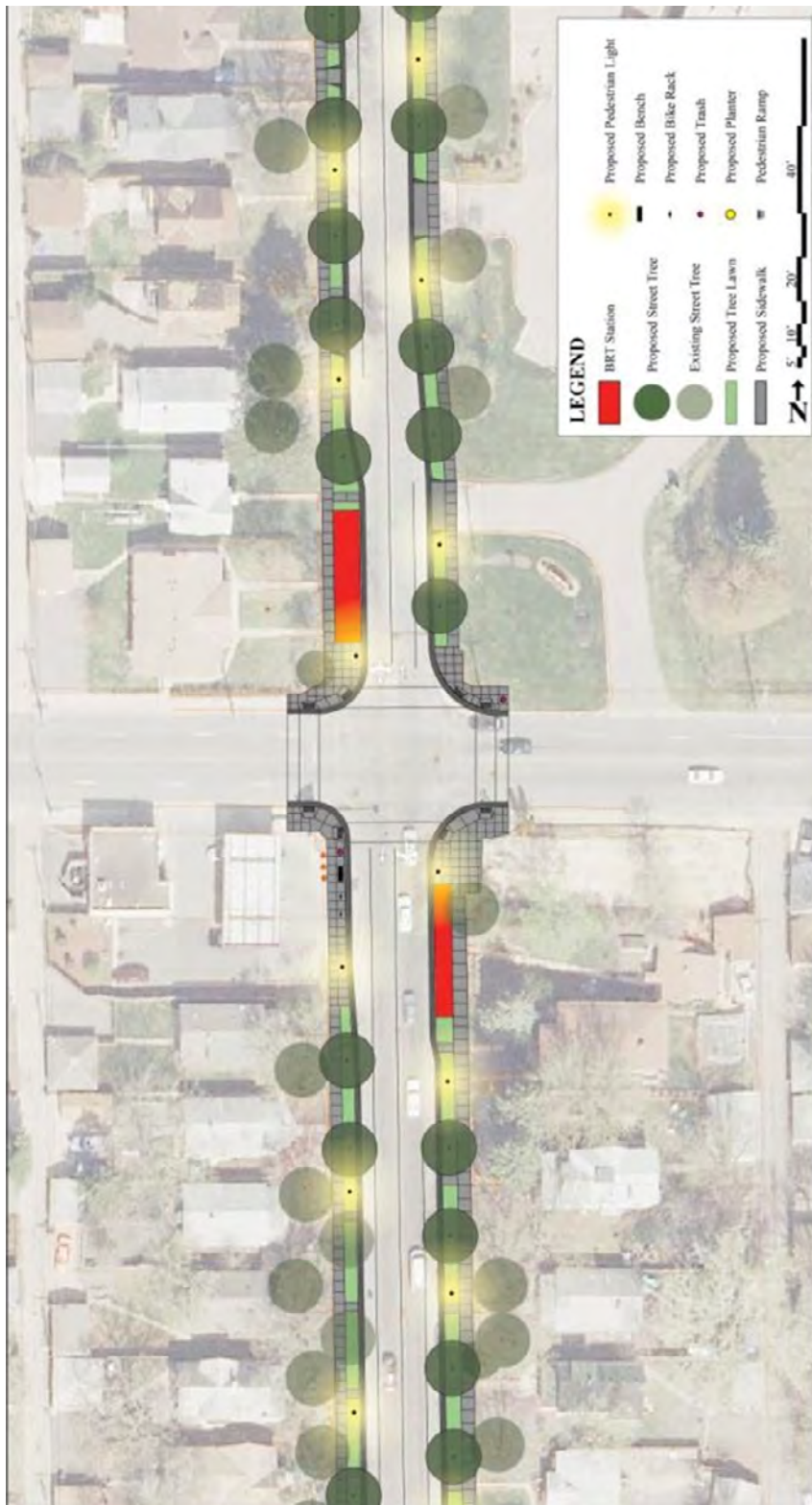


Figure 5.9 - Dowling Avenue and Penn Avenue Intersection

Placemaking and Wayfinding

Building Scale and Character

1. Compatible with scale and character of intersection's existing buildings (2-3 stories)
2. Incorporate off-street parking behind or below new buildings
3. High quality materials

36th Avenue North and Penn Avenue

Introduction

The intersection at 36th Avenue and Penn Avenue is located in the northern section of the corridor. The intersection includes a mix of neighborhood commercial and residential uses, including single family and multi-family housing. The southeast quadrant includes a vacant site, providing an opportunity for small-scale neighborhood redevelopment. This intersection has been identified for transit and roadway improvements associated with the BRT station. The Penn Avenue Corridor study looked at roadway improvements and costs associated with those improvements as well as streetscape design recommendations.

Roadway Improvement Cost Estimates

Concept Cost Estimate based on 2014 bid prices

			36th Ave			
ITEM DESCRIPTION	UNIT	UNIT PRICE	EST. QUANTITY	EST. AMOUNT		
PAVING AND GRADING COSTS						
GrP 1a	Excavation - common & subgrade	cu. yd.	\$7.00	500	\$3,500	
GrP 2a	Common Borrow (CV)	cu. yd.	\$12.50			
GrP 2b	Granular Subgrade (CV)	cu. yd.	\$14.00			
GrP 3a	Mainline Pavement (\$54 to \$92)	(1)	sq. yd.	1,295	\$90,650	
GrP 3b	Driveway Pavement	(1)	sq. yd.	25	\$500	
GrP 4a	Concrete Walk / Trail / Median	(2)	sq. yd.	660	\$23,100	
GrP 4b	ADA Pedestrian Curb Ramp		each	8	\$9,600	
GrP 5	Concrete Curb and Gutter		lin. ft.	620	\$9,920	
GrP 6	Concrete Median Barrier (Permanent)		lin. ft.			
GrP 7a	Removals - Pavement (includes sidewalk)		sq. yd.	2,065	\$15,488	
GrP 7b	Removals - Buildings		each			
GrP 7c	Removals - Drainage		lin. ft.			
GrP 7d	Removals - Curb and Gutter		lin. ft.	585	\$1,755	
SUBTOTAL PAVING AND GRADING COSTS:					\$154,513	
DRAINAGE, UTILITIES AND EROSION CONTROL						
Dr 1	Local Utilities - Sanitary Sewers		lin. ft.			
Dr 2	Local Utilities - Watermains		lin. ft.			
Dr 3	Drainage - urban (??% range 10-30%)		25%		\$39,000	
Dr 4	Turf Establishment & Erosion Control		5%		\$8,000	
Dr 5	Landscaping					
SUBTOTAL DRAINAGE, UTILITIES AND EROSION CONTROL					\$47,000	
SIGNAL AND LIGHTING COSTS						
SGL 1	Signals (permanent, includes existing signal removal)		each	\$300,000		
SGL 2	At Grade Intersection Lighting (permanent - non signalized)		each	\$25,000		
SGL 3	Mainline Lighting (permanent)		mile	\$300,000		
SUBTOTAL SIGNAL AND LIGHTING COSTS:						
SIGNING & STRIPING COSTS						
SGN 1	Mainline Signing (C&D)		mile	\$35,000	0.1	\$3,500
SGN 2	Mainline Striping		mile	\$5,000	0.1	\$500
SGN 3	Mainline Signing (A, OH, Br Mtd)		each	\$30,000		
SUBTOTAL SIGNING & STRIPING COSTS:					\$4,000	
SUBTOTAL CONSTRUCTION COSTS:					\$205,513	
MISCELLANEOUS COSTS						
M 1	Mobilization		5%		\$10,000	
M 2	Non Quantified Minor Items (10% to 30%)		15%		\$31,000	
M 3	Temporary Pavement & Drainage					
M 4	Traffic Control		3%		\$6,000	
SUBTOTAL MISCELLANEOUS COSTS:					\$47,000	
ESTIMATED TOTAL CONSTRUCTION COSTS without Contingency:					\$252,513	
1	Contingency or "risk" (10% to 30%)		15%		\$38,000	
ESTIMATED TOTAL CONSTRUCTION COSTS PLUS CONTINGENCY:					\$290,513	
OTHER PROJECT COSTS:						
UTILITY AGREEMENTS		Lump Sum	TBD			
R/W ACQUISITIONS		Lump Sum	TBD			
DESIGN ENG. & CONSTRUCTION ADMIN.		Lump Sum	TBD			
SUBTOTAL OTHER PROJECT COSTS						
TOTAL PROJECT COST (based upon 2014 bid price information)					\$290,513	

NOTE: (1) Includes aggregate base class 5 and PASB or OGAB, as appropriate.
 (2) Includes aggregate base class 5.

Utility Agreements based upon:
 R/W Acquisitions based upon:

Project cost does not include Design, Construction Administration, ROW, or Public Utility Adjustment costs

Estimate does not include electrical systems, communication systems, passenger shelter/pylons and other station equipment, signal revisions for transit signal priority, and vehicles

Preliminary Streetscape Improvement Concept

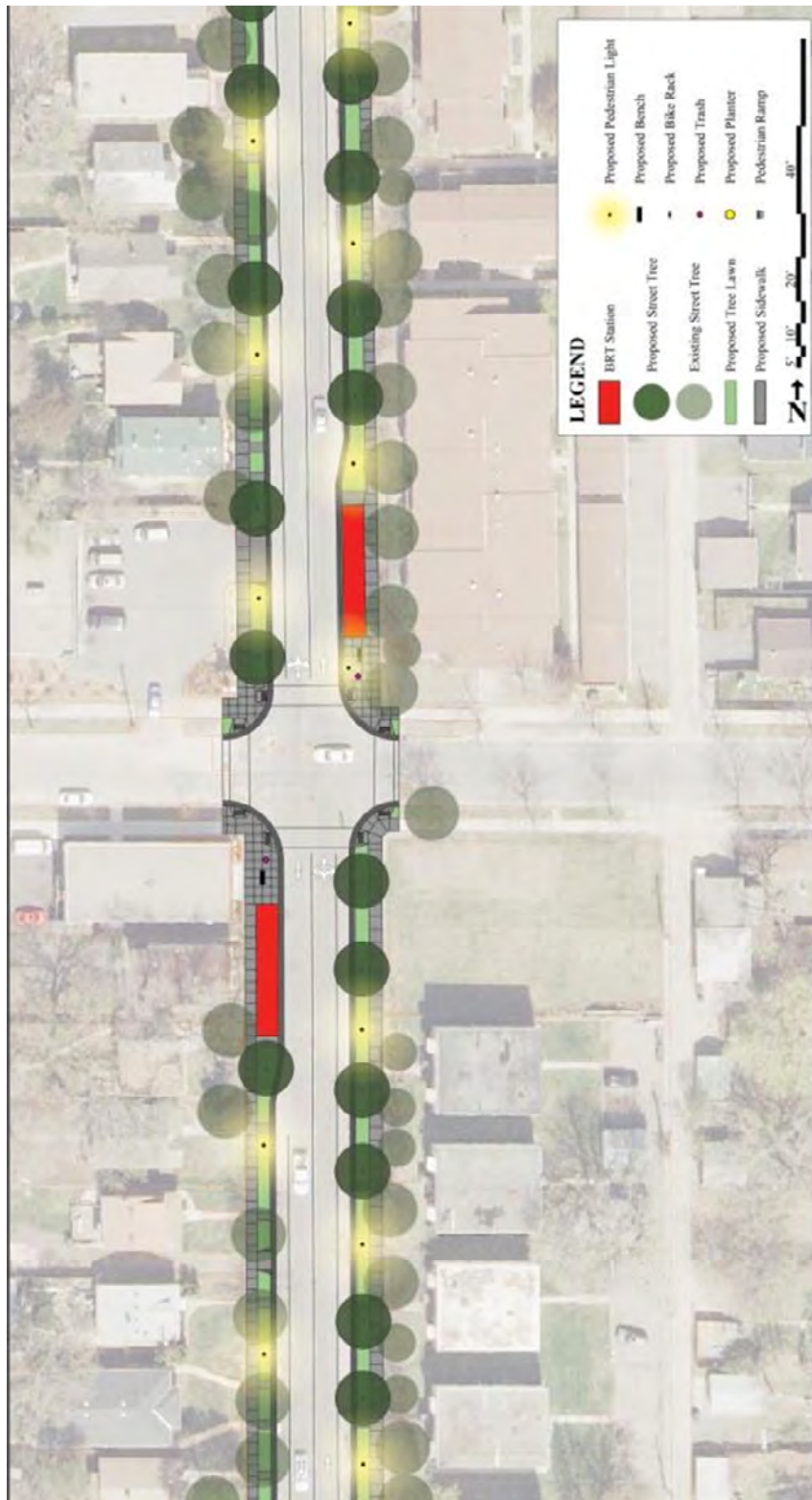


Figure 5.11 - 36th Avenue North and Penn Avenue Intersection

Lowry Avenue North and Penn Avenue

Introduction

The intersection at Lowry Avenue and Penn Avenue is located in the northern section of the Penn Avenue corridor and has been guided by the *Lowry Avenue Strategic Plan*. This intersection is a designated Neighborhood Commercial Node per the *Minneapolis Plan for Sustainable Growth*. The area has seen recent roadway and streetscape improvements on Lowry Avenue. It has also received attention related to redevelopment of vacant county owned sites on the northeast and northwest quadrants of the intersection. Community input suggested this intersection build on its reputation as a neighborhood business area. This intersection has been identified for transit and roadway improvements associated with the BRT station. The Penn Avenue Corridor study looked at redevelopment and land use opportunities, commercial and housing development, roadway improvements and associated costs, streetscape improvements and associated costs, placemaking and wayfinding, and development character recommendations.

Context

Lowry is a major east-west arterial corridor and this intersection provides several important neighborhood serving businesses, shops and services. At one point in its history, this intersection was home to over 40 local businesses, including a wide range of neighborhood-serving businesses. Today, there are less than a dozen businesses, but the existing businesses, including a hardware store, bookstore, café, grocery, liquor store, and laundromat offer excellent anchors to attract new development into the area. Community members have expressed a desire to include new neighborhood serving businesses in any redevelopment scenarios at this intersection.

The intersection at Lowry Avenue North and Penn Avenue is one of the most fully-developed retail clusters in the corridor and has seen streetscape and redevelopment improvements in recent years, but also includes several vacant and underutilized sites. The vacant sites located on both sides of Penn Avenue just north of Lowry are publicly-owned, large parcels that could accommodate mixed-use development. The *Lowry Avenue Strategic Plan* identified these sites for multi-story, mixed-use development including multi-family residential over ground level businesses. Other vacant and underutilized sites at this intersection offer opportunities for infill development. A lack of residential density and diversity at this intersection could be remedied through infill and redevelopment.

A strong local business association, the Lowry Business Association, private and community investment, and municipal participation have combined to strengthen the retail options in this area. The Lowry Business Association remains committed to increasing retail uses at this location and seeks ways to retain existing businesses and attract new businesses to the area.

Redevelopment and Land Use

Infill/Redevelopment Opportunities

1. Infill the two vacant parcels north of the liquor store site in northwest quadrant with townhouses
2. Redevelop the publicly-owned vacant parcels in the northwest quadrant with commercial and/or mixed-use building(s) placed at the corner and up to the sidewalks
3. If the liquor store site is included in the redevelopment of northwest quadrant, incorporate this business into the new commercial or mixed-use building

4. Redevelop the publicly-owned vacant and underutilized parcels in the northeast quadrant with a mixed-use building and townhouses placed at the corner and up to the sidewalks
5. Redevelop the vacant parcels at the Lowry and Oliver Avenue intersection with retail or office south of Lowry, and townhouses north of Lowry

Land Uses (preferred land use recommendations but not restricted to these land uses)

1. Retail/commercial uses compatible with existing uses within this Neighborhood Commercial Node at street level of buildings
2. Retail/commercial uses consist of neighborhood-serving businesses, shops, and services
3. Increase the number of retail/commercial businesses to achieve a critical mass and strengthen the intersection's role as a commercial area
4. Incorporate market rate multifamily rental housing in addition to owner-occupied townhomes
5. Townhouses anticipated to be a later phase of redevelopment following stabilization of commercial and mixed-use redevelopment phases

Housing Density

1. Medium to high density (15 to 40 units per acre)
2. Locate high density residential over street level retail/commercial at the corner redevelopment sites
3. Develop medium density residential on small infill sites to transition from taller mixed-use buildings to existing single family homes
4. Addition of housing with higher densities than currently exist within and around the intersection will provide important support for retail/commercial businesses

Potential Redevelopment Sites

Development scenarios prepared for this intersection focused on creating a mix of new commercial space, some of which would be incorporated with residential units in mixed-use structures. Medium-density residential would be placed adjacent to, but behind the core of the intersection, and would act as a buffer to single-family homes.

Northeast and Northwest corners of Penn and Lowry – These corners are being considered for mixed-use with commercial space at the street level and residential above. Residential for these sites would be high-density, increasing the development intensity at these two corners of the intersection. Potential commercial uses could include medical office space, traditional service office or service businesses, and traditional retail space.

West of the northwest corner of Penn and Lowry – A building with 5,500 square feet of space could be accommodated on this site. The property is situated along the alley which leads over to the park to the north. If the alley is maintained, placemaking efforts could direct people toward parking behind the building and toward the park. In addition, a pedestrian connection with wayfinding signage to the west of the building could be added to better connect people to the park.

Southwest corner of Penn and Oliver – Option 1 below shows a small commercial building with approximately 5,500 square feet of space that could be accommodated on the site with parking behind the building. Uses here could be retail or medical office space.

North on Penn Avenue – These two parcels could incorporate medium-density residential development in two clusters of buildings. Although these units could be either rental or owner-occupied, community discussions have indicated a preference for new owner-occupied housing. The redevelopment of these parcels is suggested to occur after other improvements have been made to the intersection (placemaking, multifamily housing (mixed income or market rate) and additional retail). Improvements will support increased buyer confidence and higher home values, thereby reducing development gaps in creating new construction. Medium-density development will expand housing product types available in the neighborhood.

Option 3 below presents a less intense redevelopment scenario, with less multifamily and a greater focus on commercial spaces.

Alternative Redevelopment Concepts Explored



Option 1 - Plan View

Penn Avenue and Lowry Avenue - Option 1

Building	Residential (type/units)	Retail/Restaurant (sf)	Office (sf)	Civic/Institutional	Parking Ramp
A	4 townhomes				
B		5,500 sf			
C	30 apt units	7,500 sf			
D	4 townhomes				
E	30 apt units	7,500 sf			
F		5,500 sf			
Total	68 units	26,000 sf			



Option 1 - Bird's Eye View

Community Input for Option 1

- » Building heights should have no more than four stories
- » No more than 4 stories at this intersection
- » Create an environment where businesses can thrive
- » Parking is an issue that needs to be addressed
- » Create a strong connection to Cleveland Park
- » Appropriate density for this intersection
- » Integrate liquor store into new development



Option 2 - Plan View

Penn Avenue and Lowry Avenue - Option 2

Building	Residential (type/units)	Retail/ Restaurant (sf)	Office (sf)	Civic/ Institutional	Parking Ramp
A	2 townhomes				
B	68 apt units	7,500 sf			
C	56 apt units	7,500 sf			
D	4 townhomes				
E			16,000 sf		
Total	130 units	15,000 sf	16,000 sf		



Option 2 - Bird's Eye View

Community Input for Option 2

- » Add ground level retail to west side of Building B
- » Include mixed income apartments
- » Improve façade on liquor store
- » 3 story buildings are appropriate
- » Townhomes should be affordable
- » This option needs more green space



Option 3 - Plan View

Penn Avenue and Lowry Avenue - Option 3

Building	Residential (type/units)	Retail/ Restaurant (sf)	Office (sf)	Civic/ Institutional	Parking Ramp
A	4 townhomes				
B		5,500 sf			
C		7,500 sf			
D	4 townhomes				
E	18 apt units	1,200 sf			
F		5,500 sf			
Total	26 units	19,700 sf			



Option 3 - Bird's Eye View

Community Input for Option 3

- » This intersection needs green space
- » Needs more density at the intersection of Penn and Lowry
- » Need signature buildings at intersection

Target Initiatives

- » Increase the mix of retail businesses at the intersection to improve retail dynamics and attract more customers.
- » Diversify the types of spaces available to increase development interest from the private sector and provide for more small to mid-size businesses, including medical office.
- » Increase residential density at this intersection.
- » Improve perceptions of safety at the intersection through placemaking improvements and greater activity (residential and commercial) at the intersection.

Additional Redevelopment Considerations

1. Development is consistent with *Lowry Avenue Strategic Plan*
2. Additional commercial land uses are supportable in the short-term
3. The focus on increasing commercial development at this intersection reflects the interests of the community
4. Developer discussions identified a desire to increase retail and medical office uses at this intersection to support existing retail uses and achieve a critical mass of commercial
5. Larger size apartment buildings would require a phased development approach to ensure proper market absorption; however, larger size buildings would likely achieve higher economies of scale in terms of development costs
6. Site assembly will be required to achieve redevelopment potential in some areas

Commercial and Housing Development

Recommendations

Retail

Over the next 3 to 5 years, the intersection could accommodate up to 5,000 square feet of medical office that would provide general clinic services to residents and employees of the surrounding area.

The development of between 1,500 and 3,500 square feet of additional restaurant space would complement the existing food offerings at the intersection. Because the costs to open a restaurant are high, attracting additional restaurants to the area may require some initial public assistance (ranging from \$50,000 to \$300,000) to support building improvements, and equipment purchases for the space.

The findings show sufficient market support for an additional 2,000 square feet of other retail targeted to service businesses or traditional retail users.

Multifamily

In the short term (3-5 years) findings show market support for an additional 80 market rate rental units, with monthly rents ranging from \$875 per month for a one-bedroom unit to \$1,350 per month for a two-bedroom unit. Unit sizes should be similar to what is currently being built for new market rate construction, with one-bedroom units ranging from 680 to 700 square feet and two-bedroom units ranging from 950 square feet to 1,050 square feet. Multifamily should be developed first on the northwest corner of the intersection closest to the park to provide an additional amenity to residents, and a second building could be developed after the first building has reached stabilized occupancy

(95%). The timeframe for a second building would be most likely within a five to seven-year timeframe from today, based on market demand.

Medium-density owner-occupied townhomes could be developed on sites north of the intersection. Allowing a longer timeframe for these to develop (between 5 and 7 years) will likely reduce the need for a sizeable public subsidy and create an environment for market-supported values for new construction. The townhomes or potentially zero-lot line homes should be the final component. They will require a slightly longer timeframe, most likely six to eight years, to achieve market rate pricing for new construction, which in 2015 would mean in the low \$200,000s.

Benefits

Expanding and diversifying the retail mix will support a more dynamic retail environment and will attract more customers to the area.

Additional retail and services including health care will enhance the identity of the intersection as a neighborhood intersection.

Housing developed at the intersection would support increased commercial revenues for existing and future businesses, leveraging additional investments.

Challenges

Attracting the appropriate retail mix will require a strong marketing program and may require some financial assistance for certain types of uses (i.e. restaurants);

Developing ownership housing near the intersection is likely to first require additional physical and market improvements to support a market rate price structure and strong buyer interest in owner-occupied housing. Improvements would include increased retail options, placemaking to support branding efforts, and stronger identity for the intersection. New construction and increased commercial and multifamily housing will support the ability to attract ownership housing as buyers will have greater confidence that home values will appreciate. Better connections to the park will also improve the attractiveness of the area to potential buyers. Greater pedestrian and commercial activity should increase the perception of safety, another important factor in attracting homeownership investment. Priority order of improvements:

- » Implement placemaking improvements and branding efforts including a strong connection from Lowry to the Park
- » Diversify the retail mix by incorporating more food concepts, medical office space and neighborhood services
- » Develop additional multifamily housing
- » Remove any blighted or substandard housing or support rehabilitation

Townhomes will increase housing density on the existing property and the cost and size for a new construction townhome is usually below that of a single-family home. Townhomes can provide ease of maintenance, but also require effective management to ensure that repairs and upkeep are provided. If the number of units is too small, then owners are more inclined to try to manage the property on their own, which can create substantial difficulties. Another option may be to create zero lot line homes, but have each home act as a separate unit apart from the adjacent home.

Current market rate rental housing is being developed in urban districts outside of the Downtown at average per square foot rents of about \$1.80. Properties in Downtown Minneapolis are being developed at average per square foot rents of \$2.25 to \$2.30. In order to achieve higher per square foot rents, developers have reduced the size of units and added other features and amenities, such as high ceilings (9 ft.), more open floor plan layouts and oversized windows, to increase the perception of space in the unit. Unit sizes for these new units average 525 square feet for studio units, 680 to 700 square feet for one-bedroom units, and 950 square feet for two-bedroom units. At these square footages and assuming \$1.80 per square foot, rents would be \$945 for a studio unit, \$1,224 for a one-bedroom unit and \$1,710 for a two-bedroom unit. The current funding gap per unit is estimated at roughly \$75,000, or about \$3.7 million for a 50-unit project.

Roadway Improvement Cost Estimates

Concept Cost Estimate based on 2014 bid prices

			Lowry Ave	
ITEM DESCRIPTION	UNIT	UNIT PRICE	EST. QUANTITY	EST. AMOUNT
PAVING AND GRADING COSTS				
GrP 1a	Excavation - common & subgrade	cu. yd.	300	\$2,100
GrP 2a	Common Borrow (CV)	cu. yd.		
GrP 2b	Granular Subgrade (CV)	cu. yd.		
GrP 3a	Mainline Pavement (\$54 to \$92)	(1) sq. yd.	920	\$64,400
GrP 3b	Driveway Pavement	(1) sq. yd.	35	\$700
GrP 4a	Concrete Walk / Trail / Median	(2) sq. yd.	430	\$15,050
GrP 4b	ADA Pedestrian Curb Ramp	each	4	\$4,800
GrP 5	Concrete Curb and Gutter	lin. ft.	350	\$5,600
GrP 6	Concrete Median Barrier (Permanent)	lin. ft.		
GrP 7a	Removals - Pavement (includes sidewalk)	sq. yd.	1,465	\$10,988
GrP 7b	Removals - Buildings	each		
GrP 7c	Removals - Drainage	lin. ft.		
GrP 7d	Removals - Curb and Gutter	lin. ft.	300	\$900
SUBTOTAL PAVING AND GRADING COSTS:				\$104,538
DRAINAGE, UTILITIES AND EROSION CONTROL				
Dr 1	Local Utilities - Sanitary Sewers	lin. ft.		
Dr 2	Local Utilities - Watermains	lin. ft.		
Dr 3	Drainage - urban (??% range 10-30%)	25%		\$26,000
Dr 4	Turf Establishment & Erosion Control	5%		\$5,000
Dr 5	Landscaping			
SUBTOTAL DRAINAGE, UTILITIES AND EROSION CONTROL				\$31,000
SIGNAL AND LIGHTING COSTS				
SGL 1	Signals (permanent, includes existing signal removal)	each	0.5	\$150,000
SGL 2	At Grade Intersection Lighting (permanent - non signalized)	each		\$25,000
SGL 3	Mainline Lighting (permanent)	mile		\$300,000
SUBTOTAL SIGNAL AND LIGHTING COSTS:				\$150,000
SIGNING & STRIPING COSTS				
SGN 1	Mainline Signing (C&D)	mile	0.05	\$1,750
SGN 2	Mainline Striping	mile	0.05	\$250
SGN 3	Mainline Signing (A, OH, Br Mtd)	each		\$30,000
SUBTOTAL SIGNING & STRIPING COSTS:				\$2,000
SUBTOTAL CONSTRUCTION COSTS:				\$287,538
MISCELLANEOUS COSTS				
M 1	Mobilization	5%		\$14,000
M 2	Non Quantified Minor Items (10% to 30%)	15%		\$43,000
M 3	Temporary Pavement & Drainage			
M 4	Traffic Control	3%		\$9,000
SUBTOTAL MISCELLANEOUS COSTS:				\$66,000
ESTIMATED TOTAL CONSTRUCTION COSTS without Contingency:				\$353,538
1	Contingency or "risk" (10% to 30%)	15%		\$53,000
ESTIMATED TOTAL CONSTRUCTION COSTS PLUS CONTINGENCY:				\$406,538
OTHER PROJECT COSTS:				
UTILITY AGREEMENTS		Lump Sum	TBD	
R/W ACQUISITIONS		Lump Sum	TBD	
DESIGN ENG. & CONSTRUCTION ADMIN.		Lump Sum	TBD	
SUBTOTAL OTHER PROJECT COSTS				
TOTAL PROJECT COST (based upon 2014 bid price information)				\$406,538

NOTE: (1) Includes aggregate base class 5 and PASB or OGAB, as appropriate
 (2) Includes aggregate base class 5.

Utility Agreements based upon:
 R/W Acquisitions based upon:

Project cost does not include Design, Construction Administration, ROW, or Public Utility Adjustment costs

Estimate does not include electrical systems, communication systems, passenger shelter/pylons and other station equipment, signal revisions for transit signal priority, and vehicles

Preliminary Streetscape Improvement Concept

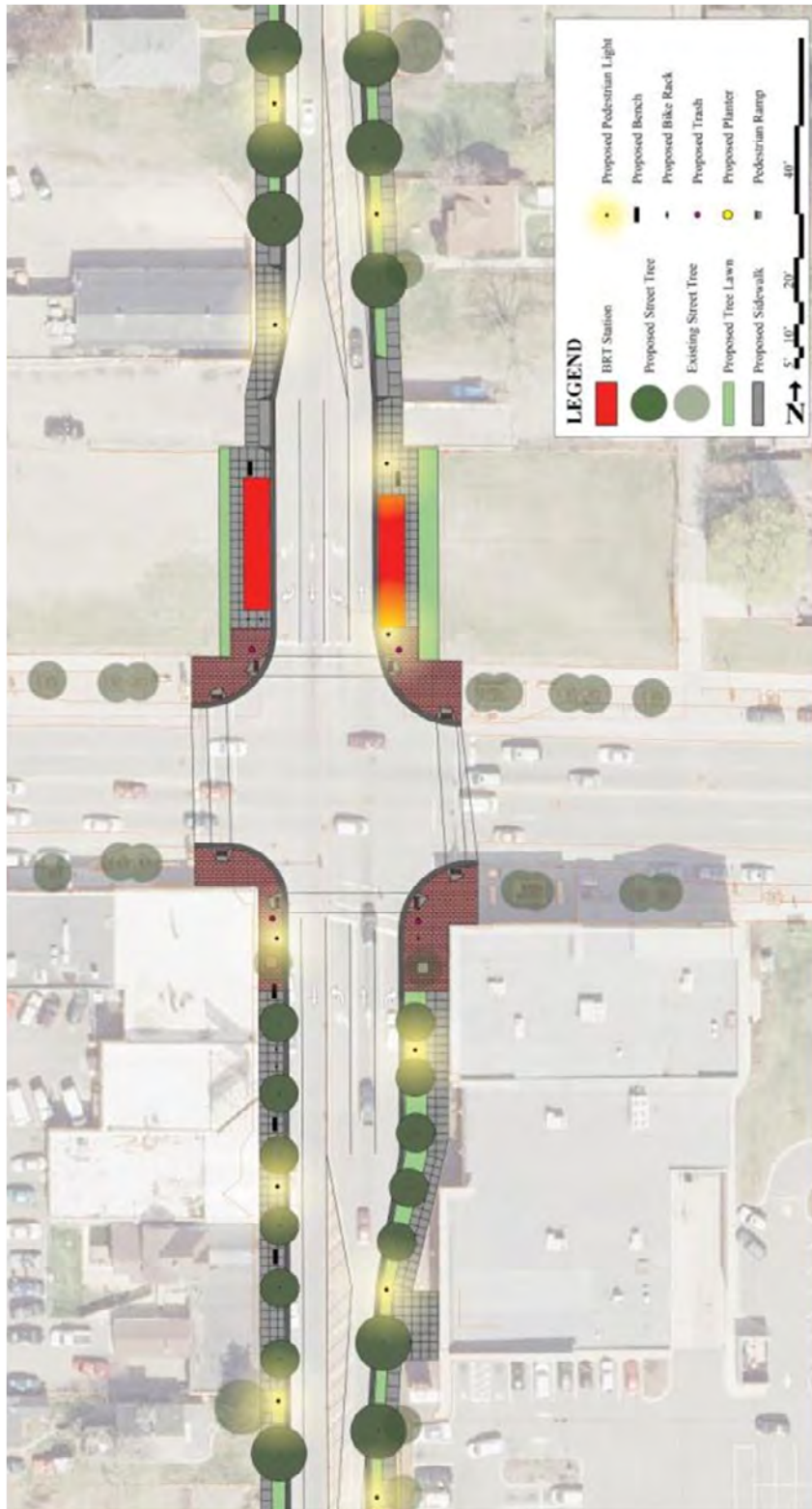


Figure 5.13 - Lowry Avenue and Penn Avenue

Streetscape Preliminary Cost Estimate – Lowry Avenue Intersection

ITEM	QUANTITY	UNIT	UNIT PRICE	AMOUNT
Removal of concrete walk	1,100	SY	\$6.00	\$6,600.00
Removal of light pole	4	EA	\$500.00	\$2,000.00
4" Concrete sidewalk	12,000	SF	\$6.50	\$78,000.00
Pedestrian light fixture	8	EA	\$7,500.00	\$60,000.00
Street tree w/structural soil	6	EA	\$1,500.00	\$9,000.00
Tree grates	6	EA	\$2,000.00	\$12,000.00
Street tree	5	EA	\$600.00	\$3,000.00
Sod	160	SY	\$6.00	\$960.00
Boulevard topsoil	25	CY	\$40.00	\$1,000.00
Bench	5	EA	\$2,000.00	\$10,000.00
Waste receptacle	4	EA	\$1,500.00	\$6,000.00
Bike rack	6	EA	\$360.00	\$2,160.00
Wayfinding/signage	1	LS	\$20,000.00	\$20,000.00
<i>Subtotal</i>				\$210,720.00
<i>Contingency (15%)</i>				\$31,608.00
<i>Design and Engineering (8%)</i>				\$16,857.60
Total Cost				\$259,185.60

Placemaking and Wayfinding

Building Scale and Character

1. Compatible with scale and character of intersection's existing commercial buildings (2-4 stories)
2. Buildings at the corner of Lowry and Penn Avenues should be up to 4 stories in height, but scale down to 3 stories moving west along Lowry Avenue and north along Penn Avenue
3. Inviting street level façades
4. Freestanding commercial and mixed-use buildings front the streets with building, building entries and shop windows
5. Incorporate off-street parking behind or below new buildings
6. High quality materials

Public Space

1. Provide enhanced pedestrian connections and visibility to Cleveland Park through redevelopment of the site on the northwest corner of Penn Avenue and Lowry Avenue
2. Install streetscape improvements along Penn Avenue (compatible with recent improvements on Lowry Avenue), including new sidewalk paving, pedestrian street lights, seating, street trees and landscaping, trash receptacles, bike parking, public art, wayfinding, and signage.

Neighborhood Business

These intersection types along Penn Avenue are where activity levels are the highest, As a result, they require careful planning and consideration. Some of the proposed streetscape changes at these intersections are: wider sidewalk with activities, enhanced BRT stations, pocket parks and plazas where possible, and storm water treatment (refer to Streetscape section for more complete information).

Wayfinding Elements

- » Kiosks: should include transit maps and also locations of local points of interest or local businesses if possible.
- » Banners: can be used to celebrate the activity happening at the intersection and the local businesses that have roots there. Banners can possibly be sponsored and maintained by local businesses or organizations.
- » Pavement: due to heavy pedestrian use, the sidewalk should be able to accommodate lanes of travel and excess activities from the adjacent businesses.

Placemaking Elements

- » Storm water treatment: can become creative placemaking tools here, e.g. rain garden.
- » Canopies: consider using the architecture of the buildings present to gather people.
- » Fixtures: Lighting and utility fixtures can be beautified by public art (refer to Streetscape chapter for examples of standard lighting fixtures).
- » Furnishing: Street furniture is highly recommended at this intersection to accommodate higher levels of pedestrian activities. Examples include: charging stations, chairs, bike racks, trash receptacles, etc. Although Lowry is currently not a SSD, perhaps it can become one in the future with development. Otherwise street furnishing can be provided for and maintained by local businesses through an encroachment permit.

Potential Intersection Redevelopment Character

LOWRY AVENUE AND PENN AVENUE

- Infill development on vacant properties
- Located at major nodes
- Apartments/condominiums/stacked townhomes/ senior housing
- 12-60 dwelling units per acre
- 2-4 story buildings
- Surface, structured or underground parking
- Ground level retail/office



Mixed-use buildings located at the corners include active ground level uses.



Increased housing density with a mix of uses and well-designed public spaces are encouraged.



Neighborhood serving commercial uses, including retail, restaurant and office uses are encouraged.



Townhomes provide a transition in scale between higher density buildings and existing single-family homes.

Figure 5.14 – Lowry Avenue and Penn Avenue Development Character

29th Avenue North and Penn Avenue

Introduction

The intersection at 29th Avenue and Penn Avenue is located two blocks south of Lowry Avenue. The intersection includes primarily single family residential uses. This intersection has been identified for transit and roadway improvements associated with the BRT station. The Penn Avenue Corridor study looked at roadway improvements and costs associated with those improvements as well as streetscape design recommendations.

Roadway Improvement Cost Estimates

Concept Cost Estimate based on 2014 bid prices

			29th Ave		
ITEM DESCRIPTION	UNIT	UNIT PRICE	EST. QUANTITY	EST. AMOUNT	
PAVING AND GRADING COSTS					
GrP 1a	Excavation - common & subgrade	cu. yd.	\$7.00	500	\$3,500
GrP 2a	Common Borrow (CV)	cu. yd.	\$12.50		
GrP 2b	Granular Subgrade (CV)	cu. yd.	\$14.00		
GrP 3a	Mainline Pavement (\$54 to \$92)	(1) sq. yd.	\$70.00	1,415	\$99,050
GrP 3b	Driveway Pavement	(1) sq. yd.	\$20.00		
GrP 4a	Concrete Walk / Trail / Median	(2) sq. yd.	\$35.00	740	\$25,900
GrP 4b	ADA Pedestrian Curb Ramp	each	\$1,200.00	8	\$9,600
GrP 5	Concrete Curb and Gutter	lin. ft.	\$16.00	700	\$11,200
GrP 6	Concrete Median Barrier (Permanent)	lin. ft.	\$75.00		
GrP 7a	Removals - Pavement (includes sidewalk)	sq. yd.	\$7.50	2,315	\$17,363
GrP 7b	Removals - Buildings	each	\$50,000		
GrP 7c	Removals - Drainage	lin. ft.	\$20		
GrP 7d	Removals - Curb and Gutter	lin. ft.	\$3.00	685	\$2,055
SUBTOTAL PAVING AND GRADING COSTS:					\$168,668
DRAINAGE, UTILITIES AND EROSION CONTROL					
Dr 1	Local Utilities - Sanitary Sewers	lin. ft.			
Dr 2	Local Utilities - Watermains	lin. ft.			
Dr 3	Drainage - urban (??% range 10-30%)	25%			\$42,000
Dr 4	Turf Establishment & Erosion Control	5%			\$8,000
Dr 5	Landscaping				
SUBTOTAL DRAINAGE, UTILITIES AND EROSION CONTROL					\$50,000
SIGNAL AND LIGHTING COSTS					
SGL 1	Signals (permanent, includes existing signal removal)	each	\$300,000		
SGL 2	At Grade Intersection Lighting (permanent - non signalized)	each	\$25,000		
SGL 3	Mainline Lighting (permanent)	mile	\$300,000		
SUBTOTAL SIGNAL AND LIGHTING COSTS:					
SIGNING & STRIPING COSTS					
SGN 1	Mainline Signing (C&D)	mile	\$35,000	0.1	\$3,500
SGN 2	Mainline Striping	mile	\$5,000	0.1	\$500
SGN 3	Mainline Signing (A, OH, BrMtd)	each	\$30,000		
SUBTOTAL SIGNING & STRIPING COSTS:					\$4,000
SUBTOTAL CONSTRUCTION COSTS:					\$222,668
MISCELLANEOUS COSTS					
M 1	Mobilization	5%			\$11,000
M 2	Non Quantified Minor Items (10% to 30%)	15%			\$33,000
M 3	Temporary Pavement & Drainage				
M 4	Traffic Control	3%			\$7,000
SUBTOTAL MISCELLANEOUS COSTS:					\$51,000
ESTIMATED TOTAL CONSTRUCTION COSTS without Contingency:					\$273,668
1	Contingency or "risk" (10% to 30%)	15%			\$41,000
ESTIMATED TOTAL CONSTRUCTION COSTS PLUS CONTINGENCY:					\$314,668
OTHER PROJECT COSTS:					
UTILITY AGREEMENTS		Lump Sum	TBD		
R/W ACQUISITIONS		Lump Sum	TBD		
DESIGN ENG. & CONSTRUCTION ADMIN.		Lump Sum	TBD		
SUBTOTAL OTHER PROJECT COSTS					
TOTAL PROJECT COST (based upon 2014 bid price information)					\$314,668

NOTE: (1) Includes aggregate base class 5 and PASB or OGAB, as appropriate.
 (2) Includes aggregate base class 5.

Utility Agreements based upon:
 R/W Acquisitions based upon:

Project cost does not include Design, Construction Administration, ROW, or Public Utility Adjustment costs

Estimate does not include electrical systems, communication systems, passenger shelter/pylons and other station equipment, signal revisions for transit signal priority, and vehicles

Preliminary Streetscape Improvement Concept

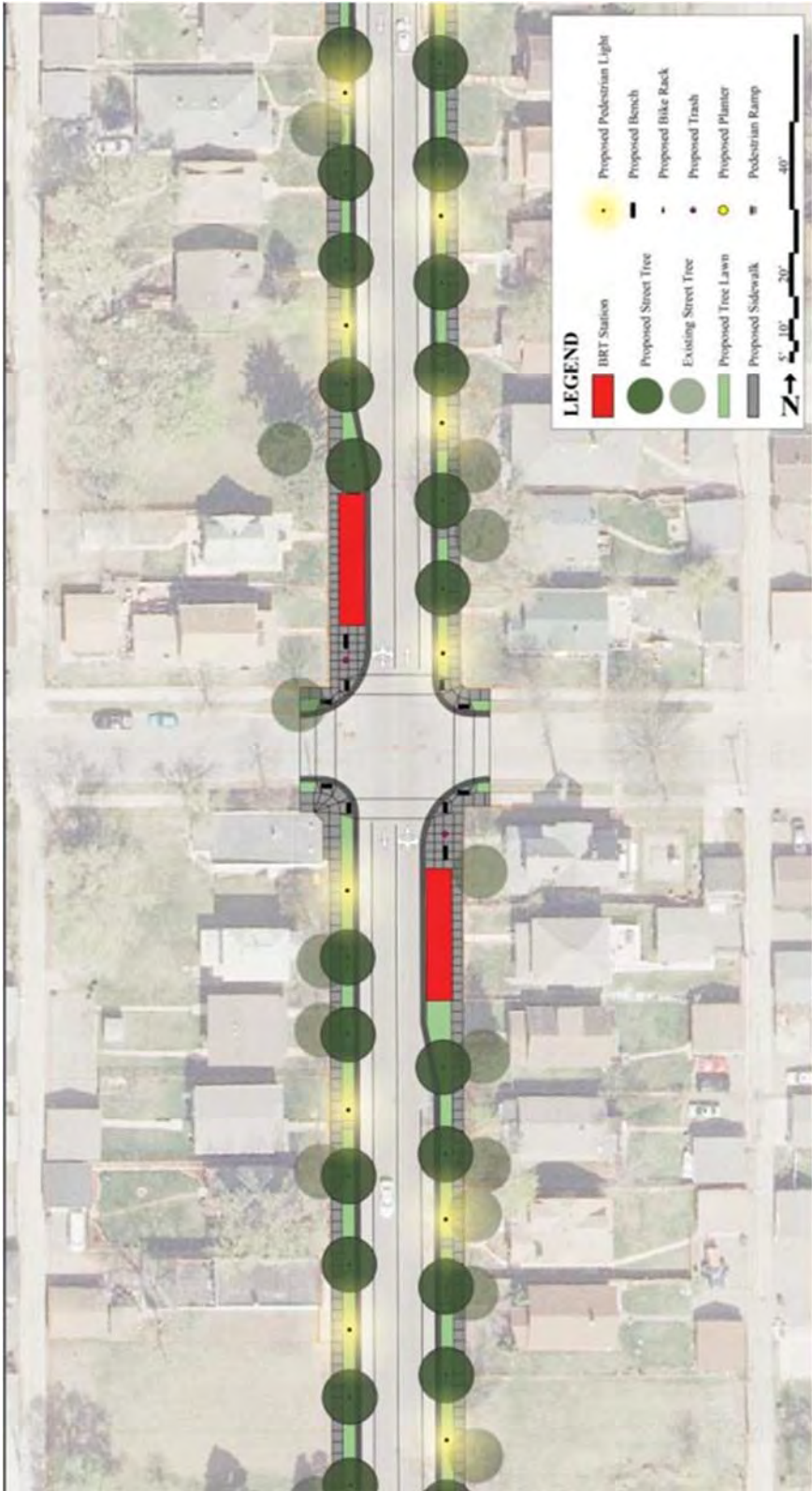


Figure 5.16 - 29th Avenue North and Penn Avenue Intersection

West Broadway Avenue and Penn Avenue

Introduction

The intersection at West Broadway Avenue and Penn Avenue is located in the middle section of the of Penn Avenue corridor. This intersection is a designated Neighborhood Commercial Node per the *Minneapolis Plan for Sustainable Growth*. The area has seen recent redevelopment activity and interest, including West Broadway Crescent (recently completed), Capri Theater Expansion (proposed), and the Broadway Flats (under construction) developments. Other vacant and/or underutilized sites in the area offer redevelopment opportunities. Community input suggested this intersection build on its reputation as an arts/entertainment/cultural area. This intersection has been identified for transit and roadway improvements associated with the BRT station. The Penn Avenue Corridor study looked at redevelopment and land use opportunities, commercial and housing development, roadway improvements and associated costs, streetscape improvements and associated costs, placemaking and wayfinding, and development character recommendations.

Context

The intersection at West Broadway Avenue and Penn Avenue offers tremendous redevelopment opportunities as one of the major commercial intersections in north Minneapolis. It is the largest and most fully-developed intersection of the Corridor. West Broadway has historically been the most significant commercial and cultural destination in north Minneapolis, and it currently hosts a diverse variety of institutional, commercial office/retail and multifamily uses. Although much reduced from its boom years, it remains the main street of north Minneapolis, and where it intersects with Penn Avenue vacant and underutilized sites are being planned for redevelopment. Other vacant and underutilized sites in the area offer future redevelopment promise. Several of these sites are publicly owned.

The *Minneapolis Plan for Sustainable Growth* identifies the West Broadway and Penn Avenue intersection as a Neighborhood Commercial Node. The *West Broadway Alive Plan* calls for intense redevelopment at this intersection, including transit-supportive uses and greater housing density. Indeed, the northwest corner of the intersection has experienced new development, including the construction of a moderate-rent multifamily property with new retail space on the first floor.

Input from the community suggests residents and businesses in the area would like to see redevelopment focused on arts, culture and entertainment uses. The existing cluster of arts institutions and businesses can serve as a base for additional arts branding and the recruitment of new arts-related establishments. Recently the City of Minneapolis issued an RFP for development of the Capri Block. The RFP included the space in the middle of the block between the Capri Theater and the office building on the west side. At this time, no formal development concept has been approved, but suggested concepts include high-density residential, public parking, an outdoor gathering space for the theater and additional retail that would include one or two restaurants that would serve the neighborhood and theater patrons.

Recent development and development in process has established a sense of momentum here. This development includes:

1. Broadway Flats (under construction in 2015)
 - Mixed-use development located on the NW corner of Penn Avenue and West Broadway

- Four-story building
 - Rental apartment building with 103 workforce apartment housing units (30% to 60% of AMI)
 - 19,000 square feet of commercial space at ground level
2. West Broadway Crescent (construction completed in 2015)
- High density residential development located east of Penn Avenue on West Broadway
 - Three-story building
 - Rental apartment building with 54 affordable housing units (30% to 60% of AMI)
3. Capri Theater Expansion (planning underway)
- Expansion of Capri Theater on vacant site west of existing building
 - Two-story theater building, including multi-purpose space and uses that complement the theater

SHARED PARKING RAMP ON THE CAPRI BLOCK

Redevelopment concepts for the Capri Block on West Broadway Avenue include a mix of multifamily, retail, and entertainment uses. In order to accommodate future parking needs at full development of the block, a structured parking ramp is being considered. The parking ramp is likely to be shared by residents of the housing, office users at the Five Points office building, patrons of the Capri Theater, and additional retail users that would locate on the block.

Although the ramp will be shared by a number of users, peak usage of the ramp is most likely to occur in the evening hours between 6:00pm and midnight when residents are returning home from work, while at the same time events are occurring at the Capri Theater and retail users, if entertainment or food service-based, are open for business in the evening hours.

At this time, we do not know the parking needs of all of the users whose customers/patrons may utilize the parking ramp. As the development concept for the block is refined, we recommend engaging a parking consultant to evaluate the potential usage patterns of the ramp in order to size the ramp appropriately for uses on the block.

Contributions toward the development cost of the parking structure may be considered from the blocks users such as:

- » Parking development costs for residential multifamily parking and retail parking provided by the party that will construct these uses;
- » The City and/or County could provide a portion of the funds to support economic development in the area.
- » It is unlikely that retailers attracted to the Site would have funds that could be dedicated to constructing the ramp and it is uncertain that any of these users would be identified prior to the development of the ramp.

The table below outlines some methods municipalities have generally used to fund parking structures.

Funding Strategy	Description	Applicability to Capri Block
USER FEES		
Parking Fees	Direct User Fee, charged to either individuals or businesses or institutions that would use the parking facility; this could include residents of housing units, patrons of the Capri Theater, employees of local businesses, retail customers and transit riders.	Direct User Fees could partially cover some annual operating and maintenance costs which are estimated at \$500 per stall per year. Discounted parking could be offered by businesses to their customers for purchases or sales at nearby establishments. The cost of the parking must be seen as a value to the customer versus other options. In the short-term, charging for parking for retail customers before a solid business base is developed could deter patrons.
PUBLIC PRIVATE PARTNERSHIPS		
Municipal Service District	Special assessment fee, charged to property owners in a defined district for municipal services	This type of assessment is likely premature for the Capri Block until a higher level of usage in the area is developed.
Shared Parking	The multifamily residents living on the block are likely to demand parking at different peak times of the day and week than retail users. However, a unique situation exists here with the Capri Block in that there could be times, especially in the early to mid-evening hours when residents, retail customers and Capri Theater patrons demand parking all at the same time	As mentioned previously, the developer of the housing and retail uses could fund part of the garage in acknowledgement that a portion of the spaces would be shared with other users. These shared spaces can be applied to meeting local parking goals for the development.
LOCAL FUNDING TOOLS AND STRATEGIES		
Parking District or Payment in Lieu of Parking	Districts are established to provide pooled parking for developments. Districts feature a management entity and process to collect payments in lieu of parking (PILOP) from developers.	This could work, but again, it is likely that a parking district could not be successfully established until a greater amount of redevelopment occurs and the area becomes busier and more attractive to residents and visitors for shopping and entertainment.
Tax Increment Financing	Financing tool that allows future tax revenue or tax increment from private development to finance bonding for public improvements (related to private development); City has been generally opposed to this strategy	This could work if there would be sufficient revenues generated from the parking structure to retire the debt on the ramp and still be able to sustain basic operating and maintenance costs. In the short-term, this is unlikely. Monthly parking fees would come primarily from the residents paying to park their cars in the ramp in a secure location.
Funding Strategy	Description	Applicability to Capri Block
Special Assessment District	Special assessments in a defined geographic district are charged in relation to capital improvements that enhance property value.	In the short-term, this is likely not a feasible strategy to entertain

Other TIF Alternatives	Private sector financing of upfront capital improvements with an agreement that the municipality will provide a grant to cover certain costs. In this case the City may use an installment financing arrangement or a lease-purchase agreement to purchase public elements of the project.	Private sector financing could aid in getting the ramp constructed, but ongoing operation and management in addition to the amount of tax revenue generated to retire the debt is likely to remain an issue for a number of years.
Parking Enterprise Fund (could be public or private or a combination of both)	Fund is created and is intended to be self-sustaining and separate from the general fund. The fund is able to raise revenues through monthly leases or monthly permits, parking meter revenues, parking violation revenues and short-term parking fees. Municipality creates a special public parking authority separate from the municipality. The parking authority or utility is responsible for all aspects of public parking.	A parking authority could gather revenues from other parking streams in the community to help fund parking development and parking operation in other locations. This could essentially be a revenue sharing situation where parking revenues from high parking zones could be diverted to assist lower parking zones for initial development and some level of operation. The hope is that once the parking structure is built, that it will increase the desirability of the area raising its own revenues.
Municipal Bond Financing	City sells municipal revenue or general obligation bonds to construct the parking ramp; operation and maintenance would have to come from revenues, shared parking fees, special assessments or other revenues that could be diverted to the ramp.	Potential to divert a portion of the City's meter revenues to assist in the operation and maintenance of a parking structure on the Site. This would occur until such time as the parking structure could be supported in other ways, perhaps through a special assessment district.
FEDERAL OR STATE GRANT PROGRAMS		
Transportation Investment Generating Economic Recovery (TIGER)	Federal grant program created to support economic recovery during the recession. Since the program was created, six rounds of TIGER grants \$4.1 billion have been authorized.	The scope and magnitude of the parking facility is not likely to qualify to receive a TIGER grant.
Livability and Sustainability Funds	Planning grants are available from HUD, and FTA, related to the HUD/EPA/FTA sustainability initiative; also Metropolitan Council Livability Funds	This could have applicability to increase economic development in this area and support interest from businesses in locating where there is public parking available. Some transit users may also be able to utilize the parking (if cost effective) and car sharing could also be located here.
USER PROPORTIONS		
Estimated Usage of the Parking Facility	Residential - 65% of the structure (0.8 stalls/unit); Retail - 25% of the structure; Entertainment - 5% of the structure - visitors; transit riders; others (Estimates only)	Estimated usage of the facility by user category for a ramp on the Capri Block.

Sources: Maxfield Research and Consulting, LLC; Parking Facilities Analysis - Downtown Development; Chicago Metro Planning Agency

Redevelopment and Land Use

Infill/Redevelopment Opportunities

1. Move forward with the proposed Broadway Flats mixed-use development on the vacant site located at the northwest corner of West Broadway and Penn Avenue, including future expansion phases of this proposed redevelopment
2. Assemble and redevelop underutilized sites between McNair Avenue and 24th Avenue on the southwest corner with a multi-story mixed-use or commercial building
3. Assemble and redevelop underutilized and vacant parcels along the west side of Penn Avenue, south of West Broadway, with a mixed-use building and townhouses
4. Assemble and redevelop sites between the 5 Points Building and the Capri Theater with a mixed-use building, shared parking structure and, potentially, townhouses
5. Move forward with the proposed Capri Theater expansion

Land Use (preferred land use recommendations but not restricted to these land uses)

1. Retail/commercial uses at street level of buildings and compatible with existing uses within this Neighborhood Commercial Node
2. Develop more commercial, arts and entertainment businesses to build on existing arts and entertainment theme
3. Retail/commercial uses consist of neighborhood-serving businesses, shops, and services
4. Rental housing with initial rents below market rate should be considered for the redevelopment of the Capri Block
5. Rental townhouses could move forward in the short-term but would likely require assistance for monthly rents to be affordable to the market; for-sale townhouses could be affordable or market rate but market rate will require a longer development timeframe
6. Potential new shared parking structure west of the Capri Theater with businesses at street level if the structure is located right on West Broadway Avenue. The proposed new shared parking structure could serve multifamily residents, office workers, theater patrons, retail shoppers and others seeking public parking in the area. However, a parking analysis should be completed to determine hours of peak usage, if some residential parking should be reserved only for tenants of the building, and how shared parking might be optimized for all users.

Housing Density

1. Medium to high density (as defined in the *Minneapolis Plan for Sustainable Growth*)
2. Locate high density residential over street level retail/commercial at the corner redevelopment sites
3. Develop medium density residential on small infill sites to transition from taller mixed-use buildings to existing single family homes
4. Addition of housing with higher densities than currently exist within and around the intersection will provide important support for retail/commercial businesses

Potential Redevelopment Sites

Southwest Corner of West Broadway and Penn Avenue – The redevelopment scenarios for this intersection included varying levels of development intensity in the southwest quadrant of the intersection. An angled street, McNair Avenue, is shown in one of the scenarios as being closed at the intersection and developed into an outdoor gathering space flanked by mixed-use development and additional retail development facing Penn Avenue.

Broadway Liquor Outlet will relocate across West Broadway to the northwest corner of Broadway and Penn Avenues when construction of the mixed use building on that site is complete. There is an opportunity to attract a national general merchandise retailer with an urban format (12,000 to 15,000 square feet) to occupy the former Broadway Liquor Outlet site. Parking would be available behind the building. One of the needs identified in the retail gaps analysis was a general merchandise retailer, but most general merchandise formats have, in the past, been too large to be accommodated in central core urban areas or have been vertical in nature (Downtown Minneapolis Target). New smaller urban footprints for general merchandise retailers are being developed in the Twin Cities and in urban centers throughout the country. They carry a smaller selection of items but carry items that usually sell at a high volume.

Southeast mid-block segment of West Broadway and Penn Avenue – “Capri Block.” The expansion of the Capri Theater is assumed in all the development scenarios for this block. Additional uses considered for the site include mixed-use with high-density housing, a parking garage that would serve residents of multifamily housing in addition to retail and theater patrons, and retail spaces focused on restaurants, a coffee shop, and other entertainment-based or arts-based spaces. Other retail uses would also be appropriate.

Alternative Redevelopment Concepts Explored



Option 1 - Plan View

Penn Avenue and West Broadway - Option 1

Building	Residential (type/ units)	Retail/ Restaurant (sf)	Office (sf)	Civic/ Institutional	Parking Ramp
A	103 apt units	19,000 sf			
B		14,000 sf			
C	48 apt units	2,400 sf			
D	8 townhomes				
E	120 apt units	13,000 sf			
F		8,400 sf			358 spaces
G				14,000 sf	
Total	279 units	48,400 sf		14,000 sf	384 spaces



Option 1 - Bird's Eye View

Community Input for Option 1

- » Create alleyways with pedestrian access (like 50th and France)
- » Attract sit-down restaurant with bar
- » Provide sensitive transitions in scale to residential neighborhoods surrounding intersection
- » Artist housing needed
- » Provide shared parking ramp

- » Utilize historic buildings
- » More entertainment venues needed



Option 2 - Plan View

Community Input for Option 2

- » Higher density supports transit and retail
- » More restaurants are needed
- » Incorporate artist live/work spaces
- » Like the parking behind buildings
- » Connect triangle site to more commercial
- » Like closing McNair and adding more green space/plaza here
- » Provide a pedestrian connection along closed McNair Ave to West Broadway

Penn Avenue and West Broadway - Option 2

Building	Residential (type/units)	Retail/Restaurant (sf)	Office (sf)	Civic/Institutional	Parking Ramp
A	103 apt units	19,000 sf			
B	80 apt units	14,000 sf			
C	82 apt units	6,000 sf			
D	100 apt units	20,000 sf			
E					370 spaces
F				14,000 sf	
Total	365 units	59,000 sf		14,000 sf	370 spaces



Option 2 - Bird's Eye View



Option 3 - Plan View

Community Input for Option 3

- » Furniture building and open triangular parcels northeast of intersection should be converted to plaza space or pocket park

Penn Avenue and West Broadway - Option 3

Building	Residential (type/units)	Retail/Restaurant (sf)	Office (sf)	Civic/Institutional	Parking Ramp
A	103 apt units	19,000 sf			
B		14,000 sf			
C	48 apt units	2,400 sf			
D	8 townhomes				
E		10,200 sf			
F	18 townhomes				
G	40 apt units	10,100 sf			
H				20,000 sf	
Total	217 units	55,700 sf		20,000 sf	



Option 3 - Bird's Eye View

- » Significant traffic and retail concentrations at this intersection would support additional commercial development
- » Marginal buildings and secondary spaces are convertible/redevelopable
- » Want to see things happen here
- » There is a concern that the economic potential of the area may be dampened by a higher proportion of low-income households. However, redevelopment should target uses most likely to be supported by households in the area, which include neighborhood-oriented goods and services.
- » Iconic architecture desired

Target Initiatives

Target initiatives for redevelopment at this intersection include:

- » To increase arts and entertainment businesses at the intersection (these would also include sit-down restaurants, coffee shops and fast casual eating and beverage facilities). Attracting these types of businesses to the intersection will further promote interest in the arts and may cause arts-related businesses to cluster at this intersection.
- » To increase residential and commercial density at this intersection to promote more pedestrian traffic and connect the east end of the Capri Block with the West End. This will create a better synergy among uses along the block and in the overall intersection.

Additional Redevelopment Considerations

1. Development is consistent with *West Broadway Alive Plan*
2. Site assembly will be required to achieve redevelopment potential in some areas
3. Redevelopment of multiple mixed-use buildings will require a phased development approach to ensure proper market absorption, but phasing of redevelopment could also result in the need for less financial intervention
4. Market rate housing units would likely require additional financing support to gradually raise rents to true market rates
5. Established public subsidy sources are difficult to utilize for mixed-use retail and market rate housing units; achieving development goals may require new funding strategies or increased flexibility in existing funding programs
6. Additional capacity may be needed, and champions identified, for coordinated efforts to increase commercial intersection vibrancy, including physical upgrades, business mix improvements, and programmatic initiatives such as events and marketing

Commercial and Housing Development

Recommendations

The recommendations for this intersection focus on increasing the retail mix, with a focus on entertainment and arts-related uses, and supporting the development of medium- and high-density residential to cluster more people in proximity to transit and commercial uses.

Retail

Assembling a site of up to 15,000 square feet that in the short-term (3 to 5 years) could be used for a larger retail concept is a favorable strategy. A mixed-use development that would increase residential density and provide for a mix of new retail/office space would also be appropriate. If a mixed-use building is developed in the southwest corner of the intersection, then retail formats are likely to be smaller in size—1,500 to 3,000 square feet each.

On the Capri Block site at least two restaurant spaces with different formats that will address the needs of theater patrons and would serve as destination locations for others from outside of the immediate area are recommended. Total square footage for restaurants is estimated to be approximately 5,000 to 8,000 square feet. Additional retail space on the block could be targeted to other arts-related spaces. Because of the high cost to build out restaurant space with a commercial kitchen, attracting restaurants to the area is likely to require some level of public financial assistance for equipment purchases and/or tenant improvements to the space.

Attracting new retail to the site should be carefully coordinated with the expansion of the theater and the development of public parking to support retail customers.

Multifamily

New moderate-income multifamily (Low Income Housing Tax Credits (LIHTC) program) is already under construction in the northwest quadrant of the intersection. In order to balance the mix of multifamily housing available at this intersection, the recommendation is to develop between 100 and 125 units of market rate housing that would have moderate rents (somewhat below market rate) but would target households earning more than 60% of the Household Area Median Family Income (HAMFI). Market rate is considered to be affordable to households earning 80% or more of HAMFI. The recommendation is that unit rents initially be set at 80%, which would make them affordable to households earning an estimated \$38,000 or more annually as a single individual.

These units could be developed in the short-term (within 3 to 5 years) as current market conditions are strong and favor the development of multifamily rental housing. There are a limited number of larger market rate units on the North Side, and units in a high-density building would provide a mix of unit types (studio to two-bedroom) that are difficult to find in the area because of the high number of three-bedroom single-family homes available for rent. The anticipation is that rents would range from \$800 per month for a studio unit, \$925 per month for a one-bedroom unit to \$1,400 per month for a two-bedroom unit. Rents are in 2015 dollars.

Owned rowhomes (about 8 units) facing Penn Avenue could be developed in the mid-term (next 5 to 10 years).

Benefits

The potential benefits of incorporating a broader mix of retail goods and services would bring desired goods and services closer to the resident market, which the community identified as a priority.

Redevelopment of the Capri Block also has the potential to enhance entertainment-based retail options in close proximity to the theater and to residents living at the intersection.

Another benefit of redevelopment at the intersection would be the introduction of market rate housing, which would be better able to attract higher profile retail uses to West Broadway as well.

Challenges

The existing Broadway Liquors Outlet site is privately owned and may be planned for other development.

The development of market rate housing with moderate rents is likely to require some public financial assistance.

The development of owner-occupied rowhomes along Penn Avenue will likely require a mid-term timeframe (between 5 to 8 years) in order to achieve the higher costs necessary to develop new residential construction. Costs may be mitigated, however, if some public sources of funding, such as Land Trust or land write-downs, are used to reduce development costs.

Developing ownership housing near the intersection will first require additional improvements (more retail and improved placemaking) to support new market rate construction. Ownership housing is typically a long-term investment in the area, and owners are more likely to purchase housing if they believe that the neighborhood is stable and property values are increasing.

Preliminary Roadway Improvement Plan

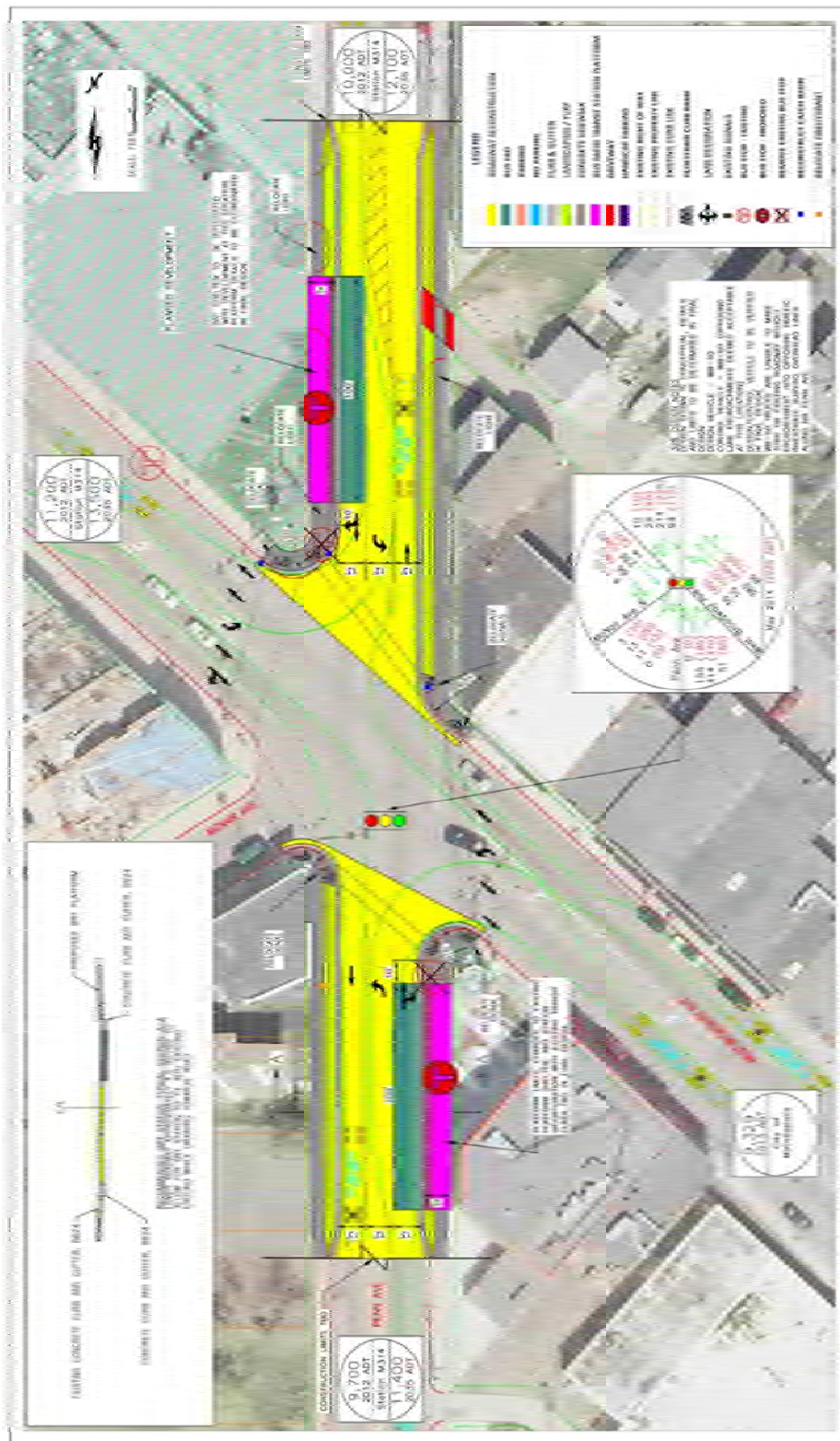


Figure 5.17 - West Broadway Avenue and Penn Avenue Intersection

Roadway Improvement Cost Estimates

Concept Cost Estimate based on 2014 prices

			West Broadway Ave		
ITEM DESCRIPTION	UNIT	UNIT PRICE	EST. QUANTITY	EST. AMOUNT	
PAVING AND GRADING COSTS					
GrP 1a	Excavation - common & subgrade	cu. yd.	\$7.00	600	\$4,200
GrP 2a	Common Borrow (CV)	cu. yd.	\$12.50		
GrP 2b	Granular Subgrade (CV)	cu. yd.	\$14.00		
GrP 3a	Mainline Pavement (\$54 to \$92)	(1) sq. yd.	\$70.00	1,700	\$119,000
GrP 3b	Driveway Pavement	(1) sq. yd.	\$20.00	20	\$400
GrP 4a	Concrete Walk / Trail / Median	(2) sq. yd.	\$35.00	700	\$24,500
GrP 4b	ADA Pedestrian Curb Ramp	each	\$1200.00	8	\$9,600
GrP 5	Concrete Curb and Gutter	lin. ft.	\$16.00	875	\$14,000
GrP 6	Concrete Median Barrier (Permanent)	lin. ft.	\$75.00		
GrP 7a	Removals - Pavement (includes sidewalk)	sq. yd.	\$7.50	2,750	\$20,625
GrP 7b	Removals - Buildings	each	\$50,000		
GrP 7c	Removals - Drainage	lin. ft.	\$20		
GrP 7d	Removals - Curb and Gutter	lin. ft.	\$3.00	810	\$2,430
SUBTOTAL PAVING AND GRADING COSTS:					\$194,755
DRAINAGE, UTILITIES AND EROSION CONTROL					
Dr 1	Local Utilities - Sanitary Sewers	lin. ft.			
Dr 2	Local Utilities - Watermains	lin. ft.			
Dr 3	Drainage - urban (??% range 10-30%)	25%			\$49,000
Dr 4	Turf Establishment & Erosion Control	5%			\$10,000
Dr 5	Landscaping				
SUBTOTAL DRAINAGE, UTILITIES AND EROSION CONTROL					\$59,000
SIGNAL AND LIGHTING COSTS					
SGL 1	Signals (permanent, includes existing signal removal)	each	\$300,000	1	\$300,000
SGL 2	At Grade Intersection Lighting (permanent - non signalized)	each	\$25,000		
SGL 3	Mainline Lighting (permanent)	mile	\$300,000		
SUBTOTAL SIGNAL AND LIGHTING COSTS:					\$300,000
SIGNING & STRIPING COSTS					
SGN 1	Mainline Signing (C&D)	mile	\$35,000	0.1	\$3,500
SGN 2	Mainline Striping	mile	\$5,000	0.1	\$500
SGN 3	Mainline Signing (A, OH, Br Mtd)	each	\$30,000		
SUBTOTAL SIGNING & STRIPING COSTS:					\$4,000
SUBTOTAL CONSTRUCTION COSTS:					\$657,755
MISCELLANEOUS COSTS					
M 1	Mobilization	5%			\$28,000
M 2	Non Quantified Minor Items (10% to 30%)	15%			\$84,000
M 3	Temporary Pavement & Drainage				
M 4	Traffic Control	3%			\$17,000
SUBTOTAL MISCELLANEOUS COSTS:					\$129,000
ESTIMATED TOTAL CONSTRUCTION COSTS without Contingency:					\$686,755
1	Contingency or "risk" (10% to 30%)	15%			\$103,000
ESTIMATED TOTAL CONSTRUCTION COSTS PLUS CONTINGENCY:					\$789,755
OTHER PROJECT COSTS:					
UTILITY AGREEMENTS		Lump Sum	TBD		
R/W ACQUISITIONS		Lump Sum	TBD		
DESIGN ENG. & CONSTRUCTION ADMIN.		Lump Sum	TBD		
SUBTOTAL OTHER PROJECT COSTS					
TOTAL PROJECT COST (based upon 2014 bid price information)					\$789,755

NOTE: (1) Includes aggregate base class 5 and PASB or OGAB, as appropriate.
 (2) Includes aggregate base class 5

Utility Agreements based upon:
 R/W Acquisitions based upon:

Project cost does not include Design, Construction Administration, ROW, or Public Utility Adjustment costs

Estimate does not include electrical systems, communication systems, passenger shelter/pylons and other station equipment, signal revisions for transit signal priority, and vehicles

Preliminary Streetscape Improvement Concept

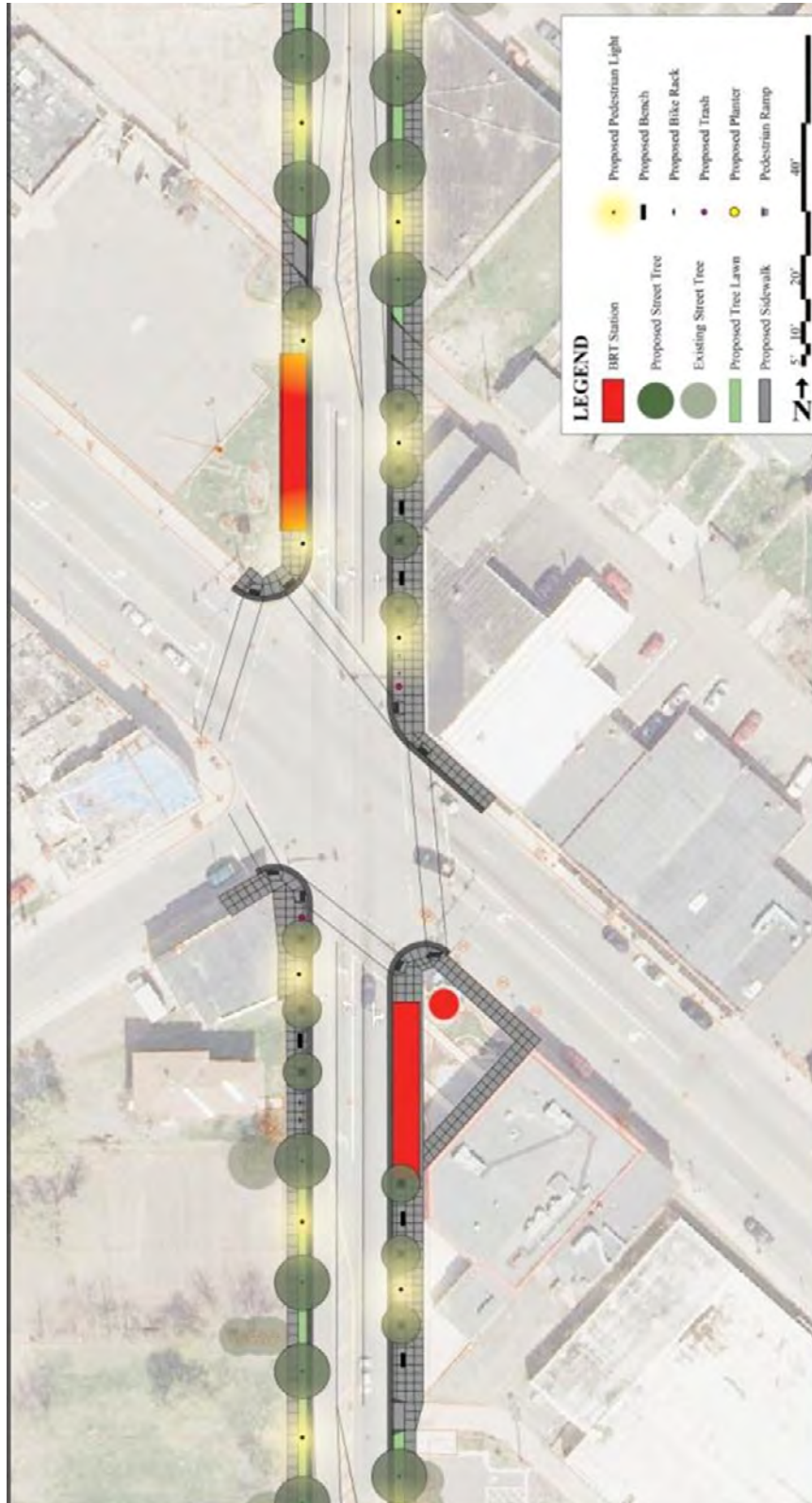


Figure 5.18 - West Broadway Avenue and Penn Avenue Intersection

Streetscape Preliminary Cost Estimates – West Broadway Avenue Intersection

ITEM	QUANTITY	UNIT	UNIT PRICE	AMOUNT
Removal of concrete walk	1,100	SY	\$6.00	\$6,600.00
Removal of light pole	4	EA	\$500.00	\$2,000.00
4" Concrete sidewalk	12,000	SF	\$6.50	\$78,000.00
Pedestrian light fixture	6	EA	\$7,500.00	\$45,000.00
Street tree w/structural soil	11	EA	\$1,500.00	\$16,500.00
Tree grates	11	EA	\$2,000.00	\$22,000.00
Bench	5	EA	\$2,000.00	\$10,000.00
Waste receptacle	2	EA	\$1,500.00	\$3,000.00
Bike rack	6	EA	\$360.00	\$2,160.00
Wayfinding/signage	1	LS	\$20,000.00	\$20,000.00
<i>Subtotal</i>				\$205,260.00
<i>Contingency (15%)</i>				\$30,789.00
<i>Design and Engineering (8%)</i>				\$16,420.80
Total Cost				\$252,469.80

Placemaking and Wayfinding

Building Scale and Character

1. Compatible with scale and character of existing commercial buildings (3-5 stories) at the intersection
2. Inviting street level facades
3. Freestanding commercial and mixed-use buildings front the streets with building, building entries and shop windows
4. Incorporate off-street parking behind or below new buildings
5. High quality materials

Public Space

1. Create a plaza space between the expanded Capri Theater and the redevelopment site to the west
2. Consider closing McNair Avenue from Penn Avenue/West Broadway to the alley and creating a public plaza space. This action would help alleviate a confusing intersection and would provide public space at this intersection.
3. Install streetscape improvements along Penn Avenue, including new sidewalk paving, pedestrian street lights, seating, street trees and landscaping, trash receptacles, bike parking, public art, wayfinding, and signage

Arts, Culture, and Entertainment

This intersection is where local businesses share sidewalks with the Capri Theater – a long established arts and cultural institution. West Broadway is an important intersection because it brings together very different groups of people through its amenities. Another special aspect of West Broadway is that it currently belongs to a Special Services District, which means the following wayfinding and placemaking elements are easier to implement.

Wayfinding Elements

- » Kiosks: should include transit maps, real time bus information and local points of interests if possible.

- » Banners: signage and banners should testify to the vibrant history and cultural presence of West Broadway in order to express its identity. Banners can be sponsored by the West Broadway Business coalition or local community groups.
- » Pavement: change in material, use of color, and permeable paving should be considered. These elements help organize space and can help with water remediation.

Placemaking Elements

- » Furnishing: due to the high volume of activity at West Broadway, street furniture can create a comfortable place where people can gather and can also serve as overflow spaces for local businesses.
- » Greenspace: West Broadway is the perfect place for a pocket park, a plaza in an alley, or a parklet. Consider using the City of Minneapolis' Parklet Pilot program or encouraging local businesses or community groups to sponsor and maintain their own green space.
- » Outdoor Programming: planned outdoor events (weather permitting) are great ways to bring folks together. Perhaps this can be the location of the next Open Streets, Play on Penn, or a Holiday Parade.

Potential Intersection Redevelopment Character

WEST BROADWAY AVENUE AND PENN AVENUE

- Infill development on vacant properties
- Apartments/condominiums/stacked townhomes/senior housing
- 36-100 dwelling units per acre
- Retail/restaurant/entertainment
- 3-5 story buildings
- Structured or underground parking encouraged
- Ground level retail/restaurant/office



Buildings designed to address the street and strengthen district identity.



Mixed-use buildings include active ground level uses that support transit use and district identity - arts, culture and entertainment.



Redevelopment and infill include appropriately scaled building transitions, high quality public spaces and public art.



Placemaking through public/common space design is encouraged.

Figure 5.19 – West Broadway Avenue and Penn Avenue Development Character

Golden Valley Road and Penn Avenue

Introduction

The intersection at Golden Valley Road and Penn Avenue is located three blocks south of West Broadway, in the middle section of the Penn Avenue corridor. The area has seen recent redevelopment activity and interest, including The Commons at Penn Avenue (under construction) development. Other vacant and/or underutilized sites in the area offer redevelopment opportunities. This intersection has been identified for transit and roadway improvements associated with the BRT station. The Penn Avenue Corridor study looked at redevelopment and land use opportunities, roadway improvements and associated costs, streetscape improvements and associated costs, placemaking and wayfinding recommendations.

Redevelopment and Land Use

Infill/Redevelopment Opportunities

1. Redevelop vacant site on the northwest corner of Golden Valley Road and Penn Avenue
2. Assemble and redevelop sites on the northeast corner of Golden Valley Road and Penn Avenue
3. Assemble and redevelop sites on the southeast corner of Golden Valley Road and Penn Avenue

Land Use (preferred land use recommendations but not restricted to these land uses)

1. Retail/commercial uses compatible with existing uses within the this Neighborhood Commercial Node at street level of buildings
2. Retail/commercial uses consist of neighborhood-serving businesses, shops, and services
3. Residential

Housing Density

1. Medium density (as defined in the *Minneapolis Plan for Sustainable Growth*)

Roadway Improvement Cost Estimates

Concept Cost Estimate based on 2014 bid prices

			Golden Valley Ave			
ITEM DESCRIPTION	UNIT	UNIT PRICE	EST. QUANTITY	EST. AMOUNT		
PAVING AND GRADING COSTS						
GrP 1a	Excavation - common & subgrade	cu. yd.	\$7.00	400	\$2,800	
GrP 2a	Common Borrow (CV)	cu. yd.	\$12.50			
GrP 2b	Granular Subgrade (CV)	cu. yd.	\$14.00			
GrP 3a	Mainline Pavement (\$54 to \$92)	(1)	sq. yd.	\$70.00	1,070	\$74,900
GrP 3b	Driveway Pavement	(1)	sq. yd.	\$20.00		
GrP 4a	Concrete Walk / Trail / Median	(2)	sq. yd.	\$35.00	670	\$23,450
GrP 4b	ADA Pedestrian Curb Ramp		each	\$1,200.00	8	\$9,600
GrP 5	Concrete Curb and Gutter		lin. ft.	\$16.00	690	\$11,040
GrP 6	Concrete Median Barrier (Permanent)		lin. ft.	\$75.00		
GrP 7a	Removals - Pavement (includes sidewalk)		sq. yd.	\$7.50	1,925	\$14,438
GrP 7b	Removals - Buildings		each	\$50,000		
GrP 7c	Removals - Drainage		lin. ft.	\$20		
GrP 7d	Removals - Curb and Gutter		lin. ft.	\$3.00	635	\$1,905
SUBTOTAL PAVING AND GRADING COSTS:					\$138,133	
DRAINAGE, UTILITIES AND EROSION CONTROL						
Dr 1	Local Utilities - Sanitary Sewers		lin. ft.			
Dr 2	Local Utilities - Watermains		lin. ft.			
Dr 3	Drainage - urban (??% range 10-30%)		25%		\$35,000	
Dr 4	Turf Establishment & Erosion Control		5%		\$7,000	
Dr 5	Landscaping					
SUBTOTAL DRAINAGE, UTILITIES AND EROSION CONTROL					\$42,000	
SIGNAL AND LIGHTING COSTS						
SGL 1	Signals (permanent, includes existing signal removal)		each	\$300,000	1	\$300,000
SGL 2	At Grade Intersection Lighting (permanent - non signalized)		each	\$25,000		
SGL 3	Mainline Lighting (permanent)		mile	\$300,000		
SUBTOTAL SIGNAL AND LIGHTING COSTS:					\$300,000	
SIGNING & STRIPING COSTS						
SGN 1	Mainline Signing (C&D)		mile	\$35,000	0.1	\$3,500
SGN 2	Mainline Striping		mile	\$5,000	0.1	\$500
SGN 3	Mainline Signing (A, OH, Br Mtd)		each	\$30,000		
SUBTOTAL SIGNING & STRIPING COSTS:					\$4,000	
SUBTOTAL CONSTRUCTION COSTS:					\$484,133	
MISCELLANEOUS COSTS						
M 1	Mobilization		5%		\$24,000	
M 2	Non Quantified Minor Items (10% to 30%)		15%		\$73,000	
M 3	Temporary Pavement & Drainage					
M 4	Traffic Control		3%		\$15,000	
SUBTOTAL MISCELLANEOUS COSTS:					\$112,000	
ESTIMATED TOTAL CONSTRUCTION COSTS without Contingency:					\$596,133	
1	Contingency or "risk" (10% to 30%)		15%		\$89,000	
ESTIMATED TOTAL CONSTRUCTION COSTS PLUS CONTINGENCY:					\$685,133	
OTHER PROJECT COSTS:						
UTILITY AGREEMENTS		Lump Sum	TBD			
R/W ACQUISITIONS		Lump Sum	TBD			
DESIGN ENG. & CONSTRUCTION ADMIN.		Lump Sum	TBD			
SUBTOTAL OTHER PROJECT COSTS						
TOTAL PROJECT COST (based upon 2014 bid price information)					\$685,133	

NOTE: (1) Includes aggregate base class 5 and PASB or OGAB, as appropriate.
 (2) Includes aggregate base class 5.

Utility Agreements based upon:
 R/W Acquisitions based upon:

Project cost does not include Design, Construction Administration, RQW, or Public Utility Adjustment costs

Estimate does not include electrical systems, communication systems, passenger shelter/pylons and other station equipment, signal revisions for transit signal priority, and vehicles

Preliminary Streetscape Improvement Concept

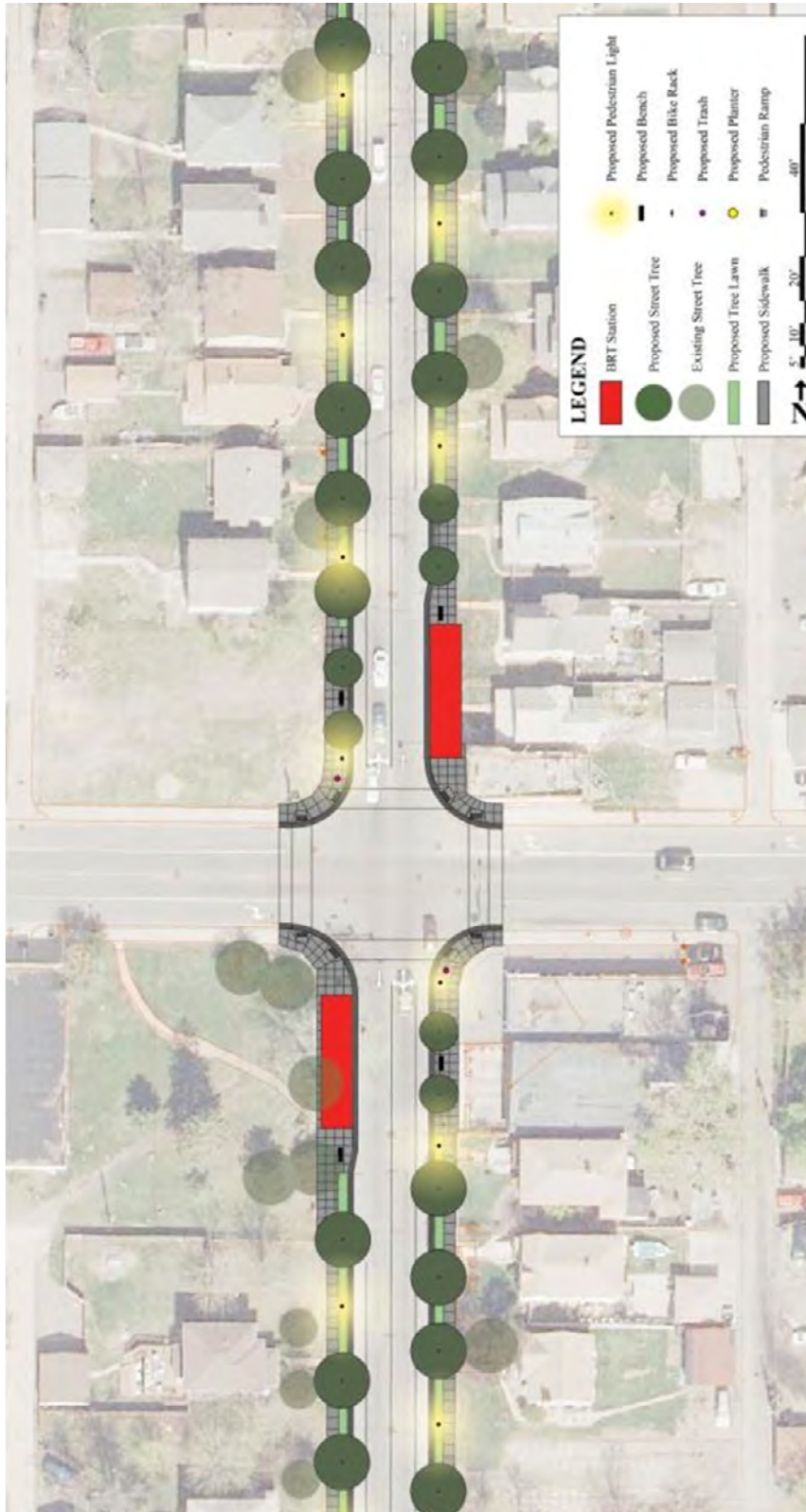


Figure 5.21 - Golden Valley Road and Penn Avenue Intersection

Streetscape Preliminary Cost Estimates – Golden Valley Road Intersection

ITEM	QUANTITY	UNIT	UNIT PRICE	AMOUNT
Removal of concrete walk	800	SY	\$6.00	\$4,800.00
Removal of light pole	2	EA	\$500.00	\$1,000.00
4" Concrete sidewalk	8,000	SF	\$6.50	\$52,000.00
Pedestrian light fixture	3	EA	\$7,500.00	\$22,500.00
Street tree w/structural soil	6	EA	\$1,500.00	\$9,000.00
Tree grates	6	EA	\$2,000.00	\$12,000.00
Bench	4	EA	\$2,000.00	\$8,000.00
Waste receptacle	2	EA	\$1,500.00	\$3,000.00
Bike rack	4	EA	\$360.00	\$1,440.00
Wayfinding/signage	1	LS	\$20,000.00	\$20,000.00
<i>Subtotal</i>				\$133,740.00
<i>Contingency (15%)</i>				\$20,061.00
<i>Design and Engineering (8%)</i>				\$10,699.20
Total Cost				\$164,500.20

Placemaking and Wayfinding

Building Scale and Character

1. Compatible with scale and character of intersection's existing buildings (2-4 stories)
2. Inviting street level facade
3. Freestanding commercial, office, and mixed-use buildings front the streets with building, building entries and shop windows
4. Incorporate off-street parking behind or below new buildings
5. High quality materials

Public Space

1. Install streetscape improvements along Penn Avenue, including new sidewalk paving, pedestrian street lights, seating, street trees and landscaping, trash receptacles, bike parking, public art, wayfinding, and signage.

Neighborhood Destination

This type of intersection is the most common along Penn Avenue. Initial streetscape concepts call for wider sidewalks, boulevard trees, street lighting, and bump-outs to be installed at residential conditions along Penn (refer to Streetscape section for more complete information).

Wayfinding Elements

- » Totems: should be installed where BRT bump-outs are located to orient transit users.
- » Banners: should recall the history of the neighborhood or community living in the area.
- » Lighting: pedestrian scale street lighting should be located at street corners and bump-outs (refer to Streetscape chapter for examples).
- » Pavement: a change in material or use of color for paving can help create a sense of place. This will require SSD establishment or an encroachment permit, however.

Placemaking Elements

- » BRT Shelters: can become a place where people meet and interact.

- » Trees: use of trees is encouraged in residential areas as they provide shade, shelter, and aesthetic appeal.

Plymouth Avenue North and Penn Avenue

Introduction

The intersection at Plymouth Avenue and Penn Avenue is located in the middle section of the Penn Avenue corridor. This intersection is a designated Neighborhood Commercial Node per the *Minneapolis Plan for Sustainable Growth*. The area has seen recent attention related to redevelopment of the vacant city owned site on the southeast quadrant of the intersection. Community input suggested this intersection build on its reputation as a health, wellness and education area, related to the existing businesses in the area. This intersection has been identified for transit and roadway improvements associated with the BRT station. The Penn Avenue Corridor study looked at redevelopment and land use opportunities, commercial and housing development, roadway improvements and associated costs, streetscape improvements and associated costs, placemaking and wayfinding, and development character recommendations.

Context

Decades ago, this intersection was bustling with neighborhood commercial businesses, shops and services. Since then, the area has transitioned into a strong employment center with NorthPoint Health and Wellness Center, Minneapolis Urban League, and University of MN Urban Research and Outreach-Engagement Center (UROC) providing many of the jobs in the area.

Publicly-owned vacant and underutilized sites south of Plymouth Avenue on both sides of Penn Avenue offer redevelopment opportunities without the hurdle of acquiring private property. Redevelopment here could provide a mix of new uses that could add vitality to the area, such as high density residential, commercial and retail uses. Today there are few businesses in the area to establish a neighborhood retail identity, and with so many employees in the area, restaurants, coffee shops and grocery stores would add value to the intersection. The strong daytime population with disposable income strengthens market potential for commercial activity at Plymouth and Penn Avenues.

The site on the southwest corner of the intersection is owned by the City of Minneapolis and is currently being used as a surface parking lot for employees of NorthPoint. The site located on the southeast corner is also owned by the City and is currently vacant. A recent development proposal for this site included a 30,000 square foot grocery store, and NorthPoint has also been exploring expansion alternatives. The development of these proposals, coupled with transit related investments (Penn Avenue BRT and Bottineau LRT), would establish great momentum for additional development in the area.

Plymouth and Penn has a large employment concentration because of the location of the NorthPoint clinic. Planning efforts are underway to expand NorthPoint, creating additional clinic and office space and additional parking for staff and customers. Community input indicates that there is limited to no retail within walking distance of the facility. A grocery store that was planned for the southeast corner of the intersection may not move forward in the short-term, but the desire to have additional healthy food options in the Penn Avenue Corridor and on the North Side still exists.

Food service, coffee, water, soft drinks and luncheon/breakfast foods should be considered for this location to supplement the additional office and clinic space. Food trucks could assist in satisfying a portion of these dining needs.

The significant medical and education components at this intersection could also be expanded by attracting additional providers that would have synergies with existing uses.

Redevelopment and Land Use

Infill/Redevelopment Opportunities

1. Anticipate and facilitate a potential NorthPoint expansion on the existing campus (north of Plymouth Avenue and west of Penn Avenue) but also on the east side of Penn Avenue
2. Redevelop the publicly-owned property on the southwest corner of Plymouth Avenue and Penn Avenue with multi-story, mixed-use housing above street level retail, or an office building and possibly townhouses
3. Redevelop the publicly-owned property on the southeast corner of Plymouth Avenue and Penn Avenue with a commercial building

Land Use (preferred land use recommendations but not restricted to these land uses)

1. Retail/commercial uses compatible with existing uses within this Neighborhood Commercial Node at street level of buildings
2. Additional medical office/healthcare uses that build on the current healthcare and wellness theme at this intersection have strong potential to move forward in the short-term with modest financial support. Current barriers include needed parking to meet demand and expansion of primary clinical space; additional outreach to specialist providers to overcome perceived barriers of safety and security in the area; and additional retail goods and services to support worker needs.
3. Retail/commercial uses consist of neighborhood-serving businesses, shops, and services
4. Residential is possible in the short-term with a mixed-income or entirely market rate format, but would still require financial intervention to fund development cost gaps

Housing Density

1. Medium density (as defined in the *Minneapolis Plan for Sustainable Growth*)
2. Develop townhouses along Queen Avenue to transition from taller mixed-use buildings to existing single family homes

Potential Redevelopment Sites

Northeast corner of Penn and Plymouth - This site, located north of the Urban League property, is currently planned for an expansion of NorthPoint and may include structured parking. Structured parking is encouraged at this intersection to allow for expansion of employment opportunities in the area and the creation of some complementary retail and service businesses. New structured parking also supports redevelopment at the other corners of the intersection, which may have limited space remaining to accommodate vehicles.

The vacant land north of the Urban League could be redeveloped to incorporate high-density multifamily housing.

Southeast and Southwest corners of Penn and Plymouth – The southeast and southwest corners of the intersection could be a mix of a) expanded medical, research, organizational or other office space, and/or b) neighborhood serving commercial retail and services that also support daytime workers at this commercial intersection.

Alternative Redevelopment Concepts Explored



Option 1 - Plan View

Penn Avenue and Plymouth - Option 1

Building	Residential (type/units)	Retail/Restaurant (sf)	Office (sf)	Civic/Institutional	Parking Ramp
A	5 townhomes				
B	46 apt units	3,000 sf			
C		30,000 sf			
Total	51 units	33,000 sf			



Option 1 - Bird's Eye View

Community Input for Option 1

- » Promote jobs at this intersection
- » Add new townhomes on vacant sites as an extension of artist townhomes nearby on Plymouth
- » Retail needed at this intersection to provide places for nearby employees to have meals and shop
- » More retail, less housing
- » Ensure housing affordability
- » Daycare would be a good use here to support employees in the area
- » Development at the SE & SW corners could reinvigorate the business incubator at the Urban League

Penn Avenue and Plymouth - Option 2



Option 2 - Plan View

Building	Residential (type/ units)	Retail/ Restaurant (sf)	Office (sf)	Civic/ Institutional	Parking Ramp
A			30,000 sf		
B		30,000 sf			
Total		30,000 sf	30,000 sf		



Option 2 - Bird's Eye View

Community Input for Option 2

- » Support idea of medical office and like the scale of development proposed
- » Create more job training places here
- » Life cycle housing at or near the intersection
- » Recreate community component at Urban League
- » Density is critical for success

Target Initiatives

Initiatives for redevelopment at this intersection would include:

- » An increase in health care services at this intersection to serve health care customers;
- » An increase in living wage jobs at this intersection due to the expansion of the clinic; health care positions typically pay higher wages and often pay living wages;
- » Attracting additional retail that will serve the neighborhood, workers and customers of Northpoint.

Additional Redevelopment Considerations

1. Area lacks businesses such as restaurants and shops that could capture the spending power of daytime employees and also meet the needs of area residents
2. The employees working in this area provide a daytime market for retail goods, services, cafes, and restaurants

Commercial and Housing Development

Recommendations

Medical Office

Based on an examination of current market conditions, the expansion of the NorthPoint facility with a new parking garage is worthy of support, and expansion could occur in the short-term (within 3 years).

There is a strong opportunity to create a medical office hub at this intersection that would offer additional medical office space for specialty practitioners. Land use plans should support the ability to expand medical space at this intersection.

Where appropriate, smaller retail spaces between 1,000 to 2,000 square feet could be incorporated at the street level to attract retail uses that would serve workers, residents and customers of the clinic. Food service retailers have been identified through interviews and community input as being the most desired uses to attract.

Creating a critical mass of development in the area may result in additional private investment that would capitalize on the public investments in structured parking and the NorthPoint expansion. Potential targets for additional investment include additional medical office or retail space. Structured parking could potentially accommodate employee parking in addition to client and customer parking. This subject will need further examination of number of employees, number of daily customers and then some accounting for those that would choose public transit rather than driving individual vehicles.

If developing additional retail space at this intersection, the level of development that occurs depends on other uses that may be encouraged to locate at the intersection. If a significant amount of medical office space locates at Penn and Plymouth, it would provide less land to accommodate a small size grocery. Conversely, a small size grocery could be incorporated on the ground floor of a mixed use building, allowing for multiple uses on one site. Retail should be targeted toward neighborhood goods and services, especially those that also meet the needs of the strong daytime population. Although the exclusive development rights for the southeast corner of Plymouth and Penn Avenues has expired, City staff is continuing to work with the developer on locating a grocery store at this intersection.

Multifamily

Although the immediate preferred focus is to expand medical office and retail at this intersection, some properties could also accommodate new multifamily housing in mixed-use buildings. If multifamily is developed, the recommendation is for between 50 and 75 units of market rate housing with moderate rents to start ranging from \$875 per month for a one-bedroom unit to \$1,400 per month for a two-bedroom unit.

Benefits

The benefits that would be derived from an expansion of the NorthPoint campus and development of additional retail options in the intersection include:

- » An increase in living wage jobs in the Corridor.
- » An increase in health, education and wellness options in the area.

- » An increase in retail options for customers, residents and employees.

Challenges

NorthPoint currently serves as a lynchpin in the corridor for living wage jobs and can serve as a catalyst to support additional public and private investment. Investments made to expand NorthPoint would leverage other private investment dollars at the intersection; therefore, the expansion of NorthPoint will be critical to attracting additional specialty medical office space at this intersection.

Preliminary Roadway Improvement Plan

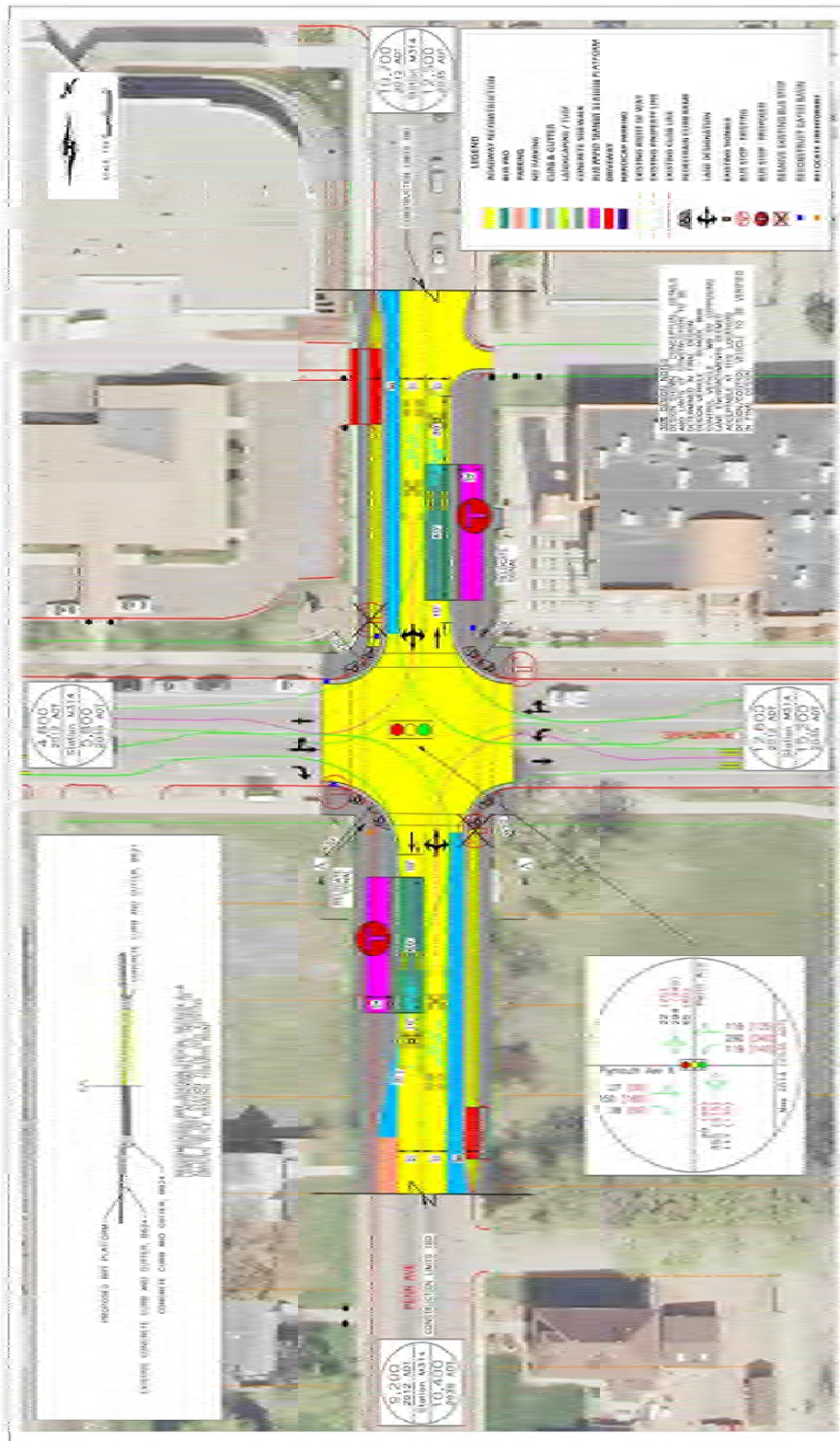


Figure 5.22 - Plymouth Avenue and Penn Avenue Intersection

Roadway Improvement Cost Estimates

Concept Cost Estimate based on 2014 bid prices

			Plymouth Ave		
ITEM DESCRIPTION	UNIT	UNIT PRICE	EST. QUANTITY	EST. AMOUNT	
PAVING AND GRADING COSTS					
GrP 1a	Excavation - common & subgrade	cu. yd.	\$7.00	600	\$4,200
GrP 2a	Common Borrow (CV)	cu. yd.	\$12.50		
GrP 2b	Granular Subgrade (CV)	cu. yd.	\$14.00		
GrP 3a	Mainline Pavement (\$54 to \$92)	(1) sq. yd.	\$70.00	1,685	\$117,950
GrP 3b	Driveway Pavement	(1) sq. yd.	\$20.00	45	\$900
GrP 4a	Concrete Walk / Trail / Median	(2) sq. yd.	\$35.00	780	\$27,300
GrP 4b	ADA Pedestrian Curb Ramp	each	\$1200.00	8	\$9,600
GrP 5	Concrete Curb and Gutter	lin. ft.	\$16.00	780	\$12,480
GrP 6	Concrete Median Barrier (Permanent)	lin. ft.	\$75.00		
GrP 7a	Removals - Pavement (includes sidewalk)	sq. yd.	\$7.50	2,640	\$19,800
GrP 7b	Removals - Buildings	each	\$50,000		
GrP 7c	Removals - Drainage	lin. ft.	\$20		
GrP 7d	Removals - Curb and Gutter	lin. ft.	\$3.00	705	\$2,115
SUBTOTAL PAVING AND GRADING COSTS:					\$194,345
DRAINAGE, UTILITIES AND EROSION CONTROL					
Dr 1	Local Utilities - Sanitary Sewers	lin. ft.			
Dr 2	Local Utilities - Watermains	lin. ft.			
Dr 3	Drainage - urban (??% range 10-30%)	25%			\$49,000
Dr 4	Turf Establishment & Erosion Control	5%			\$10,000
Dr 5	Landscaping				
SUBTOTAL DRAINAGE, UTILITIES AND EROSION CONTROL					\$59,000
SIGNAL AND LIGHTING COSTS					
SGL 1	Signals (permanent, includes existing signal removal)	each	\$300,000	1	\$300,000
SGL 2	At Grade Intersection Lighting (permanent - non signalized)	each	\$25,000		
SGL 3	Mainline Lighting (permanent)	mile	\$300,000		
SUBTOTAL SIGNAL AND LIGHTING COSTS:					\$300,000
SIGNING & STRIPING COSTS					
SGN 1	Mainline Signing (C&D)	mile	\$35,000	0.1	\$3,500
SGN 2	Mainline Striping	mile	\$5,000	0.1	\$500
SGN 3	Mainline Signing (A, OH, Br Mtd)	each	\$30,000		
SUBTOTAL SIGNING & STRIPING COSTS:					\$4,000
SUBTOTAL CONSTRUCTION COSTS:					\$557,345
MISCELLANEOUS COSTS					
M 1	Mobilization	5%			\$28,000
M 2	Non Quantified Minor Items (10% to 30%)	15%			\$84,000
M 3	Temporary Pavement & Drainage				
M 4	Traffic Control	3%			\$17,000
SUBTOTAL MISCELLANEOUS COSTS:					\$129,000
ESTIMATED TOTAL CONSTRUCTION COSTS without Contingency:					\$686,345
1	Contingency or "risk" (10% to 30%)	15%			\$103,000
ESTIMATED TOTAL CONSTRUCTION COSTS PLUS CONTINGENCY:					\$789,345
OTHER PROJECT COSTS:					
UTILITY AGREEMENTS		Lump Sum	TBD		
R/W ACQUISITIONS		Lump Sum	TBD		
DESIGN ENG. & CONSTRUCTION ADMIN.		Lump Sum	TBD		
SUBTOTAL OTHER PROJECT COSTS					
TOTAL PROJECT COST (based upon 2014 bid price information)					\$789,345

NOTE: (1) Includes aggregate base class 5 and PASB or OGAB, as appropriate.
 (2) Includes aggregate base class 5.

Utility Agreements based upon:
 R/W Acquisitions based upon:

Project cost does not include Design, Construction Administration, ROW, or Public Utility Adjustment costs

Estimate does not include electrical systems, communication systems, passenger shelter/pylons and other station equipment, signal revisions for transit signal priority, and vehicles

Preliminary Streetscape Improvement Concept

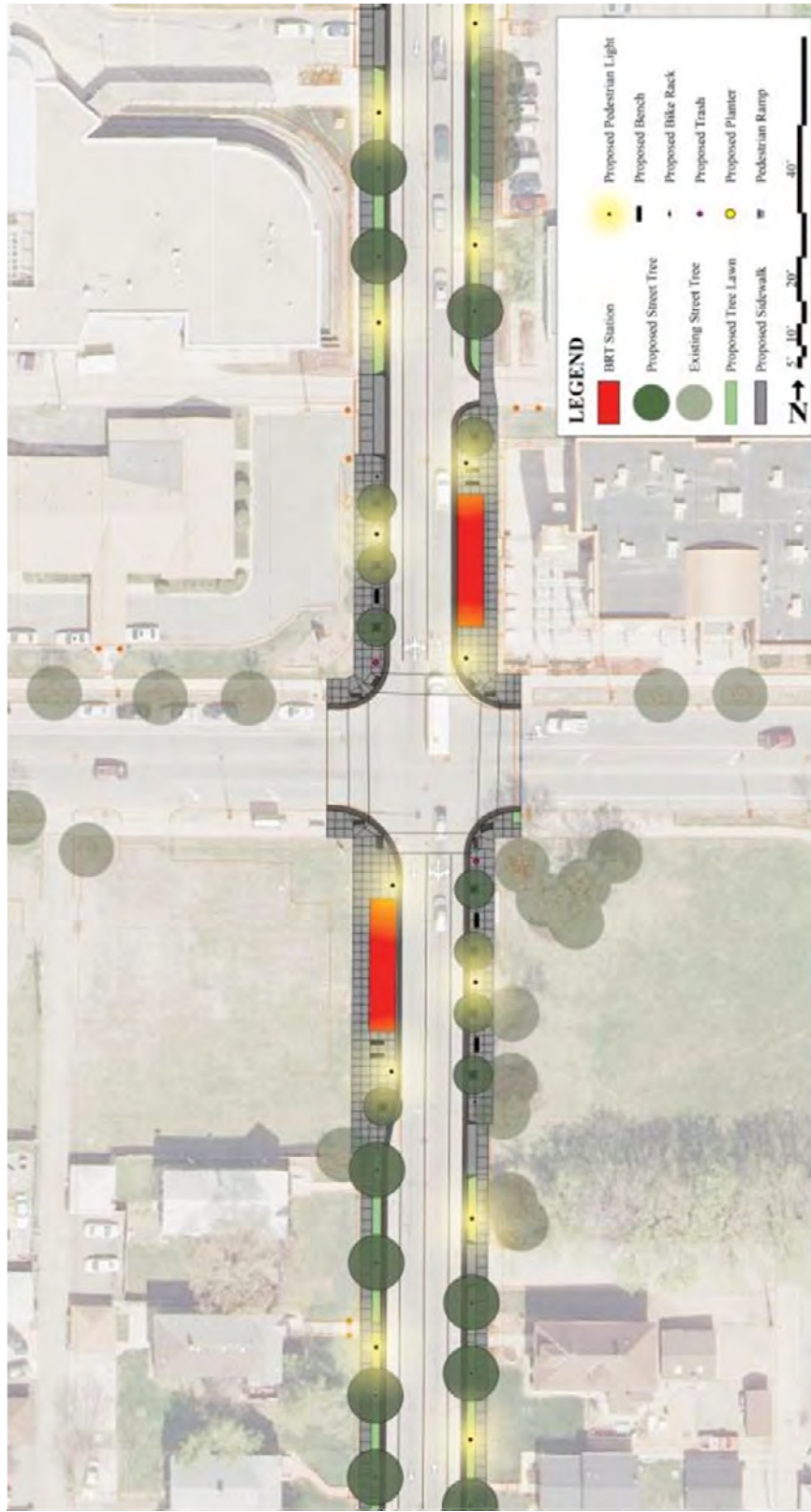


Figure 5.23 - Plymouth Avenue and Penn Avenue Intersection

Streetscape Preliminary Cost Estimates – Plymouth Avenue Intersection

ITEM	QUANTITY	UNIT	UNIT PRICE	AMOUNT
Removal of concrete walk	1,100	SY	\$6.00	\$6,600.00
Removal of light pole	4	EA	\$500.00	\$2,000.00
4" Concrete sidewalk	12,000	SF	\$6.50	\$78,000.00
Pedestrian light fixture	7	EA	\$7,500.00	\$52,500.00
Street tree w/structural soil	9	EA	\$1,500.00	\$13,500.00
Tree grates	9	EA	\$2,000.00	\$18,000.00
Bench	7	EA	\$2,000.00	\$14,000.00
Waste receptacle	2	EA	\$1,500.00	\$3,000.00
Bike rack	8	EA	\$360.00	\$2,880.00
Wayfinding/signage	1	LS	\$20,000.00	\$20,000.00
<i>Subtotal</i>				\$210,480.00
<i>Contingency (15%)</i>				\$31,572.00
<i>Design and Engineering (8%)</i>				\$16,838.40
Total Cost				\$258,890.40

Placemaking and Wayfinding

Building Scale and Character

1. Compatible with scale and character of the intersection's existing commercial and institutional buildings (2-4 stories)
2. Inviting street level facade
3. Freestanding commercial, office, and mixed-use buildings front the streets with building, building entries and shop windows
4. Incorporate off-street parking behind or below new buildings
5. High quality materials

Public Space

1. Consider building setbacks at the corners of Penn Avenue and Plymouth Avenue to create public plaza spaces at the corners and provide places for gathering and public art
2. Install streetscape improvements along Penn Avenue, including new sidewalk paving, pedestrian street lights, seating, street trees and landscaping, trash receptacles, bike parking, public art, wayfinding, and signage

Health and Wellness

This intersection will become a health and wellness hub with the development of NorthPoint. As a result, it can potentially be a big destination in the study area.

Wayfinding Elements

- » Kiosks: should include transit maps, real time bus information and local points of interests if possible. NorthPoint may consider installing kiosks that will serve as a campus map to orient people looking for health and wellness services.
- » Banners: banners can take on the health and wellness theme; explore potential sponsorship of these banners with NorthPoint.

Placemaking Elements

- » Outdoor events: Urban League Family, which takes places every year, is a hugely attended event. In the future, there can be more outdoor events on NorthPoint's campus that provide health education or bring people in the neighborhood together
- » ADA compliance: because this will become a health and wellness destination in the future, special care should be taken to ensure that sidewalks, ramps, and other means of access are more than ADA compliant and intuitive to use.

Potential Intersection Redevelopment Character

PLYMOUTH AVENUE AND PENN AVENUE

- Infill development on vacant properties
- Apartments/condominiums/stacked townhomes/senior housing
- 12-60 dwelling units per acre
- Office buildings
- 2-4 story buildings
- Surface, structured or underground parking
- Ground level retail/office



Mixed-use/multi-family residential building with ground level retail/restaurant uses.



Building scale, massing and orientation designed to provide quality open spaces and street frontage, while transitioning in scale to fit in with the surrounding context.



Buildings designed to fit in with the surrounding context and include active ground level uses.



Commercial/office buildings address the street and strengthen district identity.



Figure 5.24 – Plymouth Avenue and Penn Avenue Development Character

Glenwood Avenue North and Penn Avenue

Introduction

The intersection at Glenwood Avenue and Penn Avenue is located in the southern section of the Penn Avenue corridor. Glenwood Avenue has seen recent redevelopment activity and interest east of Penn Avenue to downtown Minneapolis. Vacant and/or underutilized sites in the area offer redevelopment opportunities. The Penn Avenue Corridor study looked at redevelopment and land use opportunities, commercial and housing development, streetscape improvements and associated costs, placemaking and wayfinding, and development character recommendations.

Context

Glenwood Avenue North is a designated Community Corridor from Cedar Lake Road west to Penn Avenue per the *Minneapolis Plan for Sustainable Growth*. Community Corridors are primarily residential corridors with intermittent commercial uses located at intersections. Commercial uses should be small scale serving the immediate neighborhood. East of Cedar Lake Road Glenwood Avenue is a designated Commercial Corridor, connecting to downtown Minneapolis.

The intersection of Glenwood Avenue North and Penn Avenue includes a small convenience store, residential uses, open space, and a vacant parcel (NW corner). The open space is part of an historic reuse of the Ripley Memorial Hospital, which now includes market and affordable rental apartment units. The convenience store on the southeast corner has been cited by the community as a problem property, contributing to unwanted activity. Nearby, Redeemer Church has initiated reuse of buildings with new businesses, including a combination bike and coffee shop.

Redevelopment opportunities at this intersection should support community desires for higher density housing and small, neighborhood-oriented shops and services. The vacant site on the northwest corner and the convenience store site, coupled with adjacent vacant parcels, offer the best options for redevelopment and infill in the area.

The parcel in the northwest corner of the intersection has been vacant for several years. Previous proposals, primarily for high-density housing on the site, did not move forward. Older single-family homes face Glenwood Avenue on the north side of the street, and there is a convenience market with no gas on the southeast corner. The former maternity hospital was converted several years ago to mixed-income housing. Conversations with the community revealed that the area is experiencing some residential change as new buyers purchase homes and upgrade them. Some concern was expressed by the community regarding the potential for gentrification that would cause residential pricing and monthly rents to become unaffordable for lower income residents. Some successful strategies for mitigating gentrification include supporting development of permanent income-restricted housing and mixed-income housing within new developments, stabilize existing residents economic situations; encourage a displacement-free zone and control specific parcels for community development.

In order to accommodate more retail at this intersection, additional sites would likely have to be acquired to create larger parcels for redevelopment. This process is likely to require a longer timeframe. Also, this intersection is three and a half blocks south of the planned Highway 55 Station for the Blue Line, which could also accommodate some additional retail development.

Redevelopment and Land Use

Infill/Redevelopment Opportunities

1. Redevelop the vacant site on the northwest corner of Glenwood Avenue and Penn Avenue with a multi-story mixed-use building
2. Repurpose and renovate the existing single family home on the northeast corner of Glenwood Avenue and Penn Avenue for commercial uses on the ground floor and residential above
3. Assemble and redevelop sites on the southeast corner of Glenwood Avenue and Penn Avenue with a multi-story mixed-use building and possibly small apartment buildings
4. Infill the vacant lot in the southeast quadrant with single family residential

Land Use (preferred land use recommendations but not restricted to these land uses)

1. Corner retail/commercial uses compatible with existing uses within this Neighborhood Commercial Node at street level of buildings, but not auto-oriented commercial
2. Retail/commercial uses consist of neighborhood-serving businesses, shops, and services
3. Residential primarily above street level retail could move forward in the short-term, if entirely affordable or mixed-income
4. Market rate residential would require a longer term plan that should include more redevelopment, including commercial, and will require a higher level of financial intervention

Housing Density

1. Medium to high density
2. Addition of higher density housing within and around the intersection will provide important support for retail/commercial businesses

Potential Redevelopment Sites

Northwest corner of Glenwood and Penn Avenue – This site is currently vacant and could accommodate a limited number of high-density housing units, potentially 30 units or less.

Southeast corner of Glenwood and Penn Avenue – A redevelopment of this intersection could incorporate retail at the street level with housing above, but the site is small, so unless additional parcels are added to the site to create a larger developable area only a limited number of units could be developed.

Northeast corner of Glenwood and Penn Avenue – A redevelopment of this corner could increase residential density and provide for new owner-occupied townhomes or other residential products.

Alternative Redevelopment Concepts Explored



Option 1 - Plan View

Penn Avenue and Glenwood - Option 1

Building	Residential (type/ units)	Retail/ Restaurant (sf)	Office (sf)	Civic/ Institutional	Parking Ramp
A	18 apt units	1,200 sf			
B	48 apt units	3,000 sf			
Total	66 units	4,200 sf			



Option 1 - Bird's Eye View

Community Input for Option 1

- » Feels like the right type of development
- » Include plaza and green spaces



Option 2 - Plan View

Penn Avenue and Glenwood - Option 2

Building	Residential (type/ units)	Retail/ Restaurant (sf)	Office (sf)	Civic/ Institutional	Parking Ramp
A	18 apt units	1,500 sf			
B	6 apt units	1,500 sf			
C	40 apt units	2,500 sf			
D	8 apt units				
E	8 apt units				
F	1 sf home				
Total	81 units	5,500 sf			



Option 2 - Bird's Eye View

Community Input for Option 2

- » Incorporate stormwater gardens
- » Need corner store components at ground level of buildings
- » This option feels more complementary to Ripley Gardens
- » Neighborhood wants more residential density
- » Harrison may not want more townhomes here
- » Former gas station may have redevelopment challenges
- » Like the reuse of residential structures for retail use

Targeted Initiatives

Market conditions indicate that this area is changing. Targeted public investments in key locations at this intersection could support more rapid change and leverage additional private investment.

Redevelopment goals include:

- » Increasing the variety of housing options in the area to include a mix of high-density multifamily with various building sizes to fit on existing parcels; incorporate some duplex units and new single-family on parcels that are mid-block on Penn Avenue or on Glenwood Avenue. High-density housing should be concentrated at the core of the intersection.
- » Maintain the availability of food and convenience items in the area, but in a different setting; incorporate more healthy food options;

Additional Redevelopment Considerations

1. Development sites are small, so some additional site assembly will likely be needed for development to occur
2. Commercial development will likely require financial assistance initially

Commercial and Housing Development

Recommendations

Retail

There is an opportunity to develop a food co-op, but doing so would likely require more than 3,000 square feet on one site. It may be possible to acquire additional property to accommodate a larger site, or another larger property nearby should be considered.

Smaller retail uses may be likely to shift over to the Blue Line Station Area at Hwy. 55 and Penn Avenue, which would create a greater opportunity for retail in close proximity to the Glenwood intersection. This development would effectively expand retail uses in the area and would create more options for users than just those businesses at the Glenwood intersection.

A small market or grocery could maintain food and convenience items in the neighborhood, but could also allow for a deli and/or a higher proportion of prepared foods. This is a concept that has already been developed in urban locations in and near Downtown.

Multifamily

Northwest Corner – 20 to 25 units of multifamily housing (market rate or mixed-income) with rents of \$800 to \$1,100 per month for one- and two-bedroom units could be developed at this site.

Southeast Corner – 50 units of multifamily housing (market rate/mixed income) developed in the short- to mid-term, depending on resources, with estimated rents of \$850 to \$1,250 per month could be developed at this site;

Northeast and Southeast Corners – (Parcels D, E and F) Rowhomes for owner purchase could be developed with a mid- to long-term timeframe. Rowhomes on the southeast corner would be located south of the existing convenience store and face Penn Avenue.

Benefits

Incorporating new housing options in the neighborhood would support an increase in market values. New affordable housing could be developed that would restrict rent levels and provide new housing products for low- and moderate-income households, but could be developed in a mixed-income setting.

Introducing improved food options into the neighborhood would promote health and wellness and reduce the food desert effect in the area.

Increasing neighborhood goods and services would allow residents to purchase items in closer proximity to their places of residence, reducing the need to drive long distances and reducing dependency on the automobile.

The development of the LRT station at Highway 55 and Penn Avenue may spur some private financial investment on its own that will also benefit the Glenwood and Penn Avenue intersection.

Challenges

The neighborhood expressed some concerns about gentrification specifically related to housing costs.

New development that would occur in the short-term (3 to 5 years) may require a higher level of public financial assistance to fill the gap between current market rents/lease rates and development costs, which have been escalating rapidly.

The acquisition of the convenience store site is a key to successful redevelopment at this intersection.

Preliminary Streetscape Improvement Concept

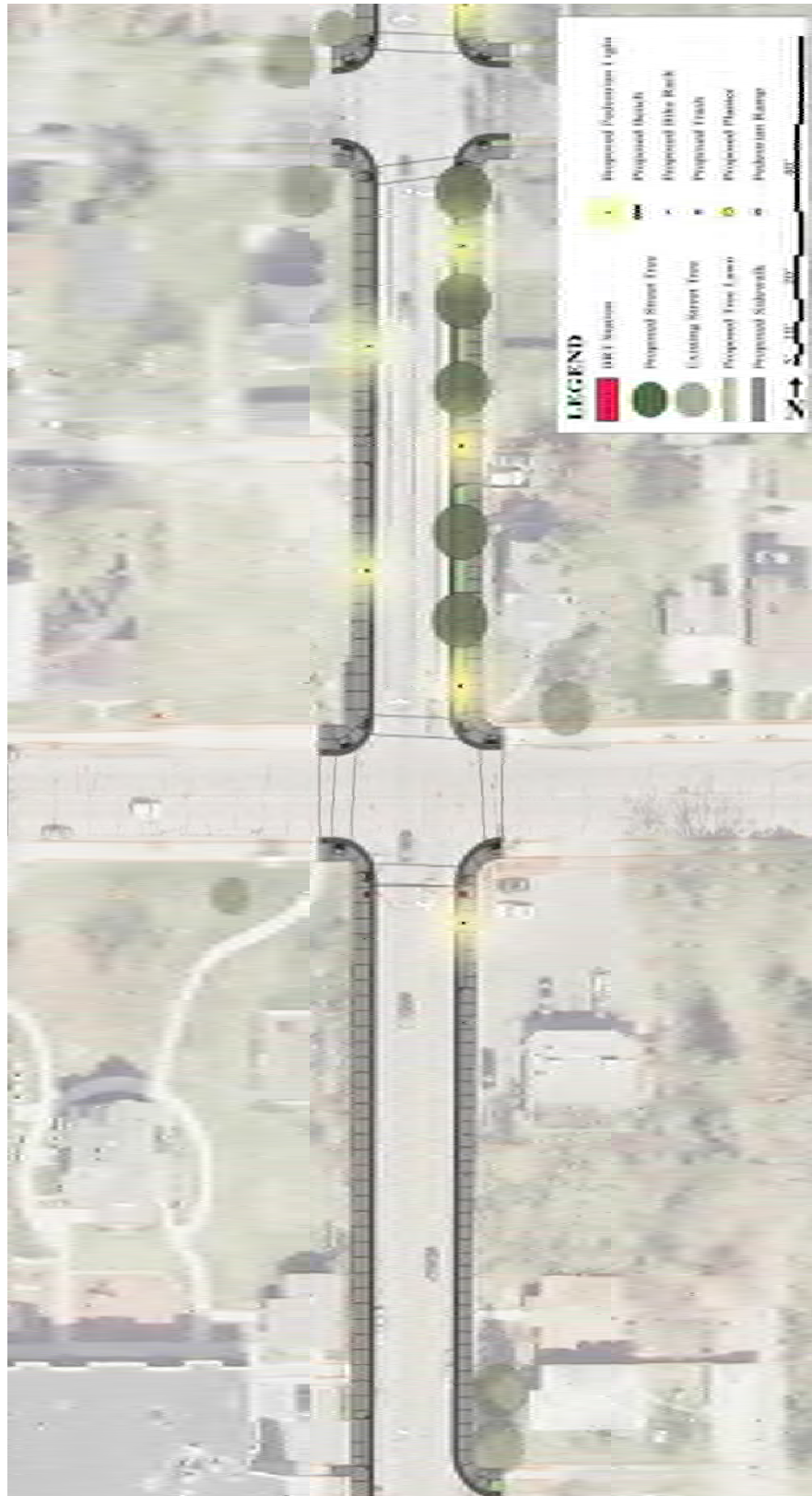


Figure 5.25 - Glenwood Avenue and Penn Avenue Intersection

Streetscape Preliminary Cost Estimate – Glenwood Avenue Intersection

ITEM	QUANTITY	UNIT	UNIT PRICE	AMOUNT
Removal of concrete walk	650	SY	\$6.00	\$3,900.00
Removal of light pole	2	EA	\$500.00	\$1,000.00
4" Concrete sidewalk	6,000	SF	\$6.50	\$39,000.00
Pedestrian light fixture	2	EA	\$7,500.00	\$15,000.00
Waste receptacle	2	EA	\$1,500.00	\$3,000.00
Bike rack	6	EA	\$360.00	\$2,160.00
Wayfinding/signage	1	LS	\$20,000.00	\$20,000.00
Subtotal				\$84,060.00
<i>Contingency (15%)</i>				\$12,609.00
<i>Design and Engineering (8%)</i>				\$6,724.80
Total Cost				\$103,393.80

Notes:

1. Estimates of streetscape costs represent planning level understanding of costs for information only
2. The estimates do not include costs for BRT station area improvements

Placemaking and Wayfinding

Building Scale and Character

1. Compatible with the scale and character of the intersection's existing buildings (2-4 stories)
2. Inviting street level facade
3. Freestanding commercial, office, and mixed-use buildings front the streets with building, building entries and shop windows
4. Incorporate off-street parking behind or below new buildings
5. High quality materials

Public Space

1. Install streetscape improvements along Penn Avenue, including new sidewalk paving, pedestrian street light, seating, trees and landscaping, trash receptacles, bike parking, wayfinding, and signage

Neighborhood Destination

This type of intersection is the most common along Penn Avenue. Initial streetscape concepts call for wider sidewalks, boulevard trees, street lighting, and bump-outs to be installed at residential conditions along Penn (refer to Streetscape section for more complete information).

Wayfinding Elements

- » Banners: should recall the history of the neighborhood or community living in the area.
- » Lighting: pedestrian scale street lighting should be located at street corners and bump-outs (refer to Streetscape section for examples).
- » Pavement: a change in material or use of color for paving can help create a sense of place. This will require SSD establishment, however.

Placemaking Elements

- » Trees: use of trees is encouraged in residential areas as they provide shade, shelter, and aesthetic appeal.

Potential Intersection Redevelopment Character

GLENWOOD AVENUE AND PENN AVENUE

- Infill development on vacant and underutilized properties
- Apartments/condominiums/townhomes/senior housing
- 12-60 dwelling units per acre
- 2-4 story buildings
- Surface, structured or underground parking
- Ground level retail and restaurant uses



Potential to repurpose residential buildings to include retail, restaurants, shops and services.



Moderately scaled mixed-use buildings with multi-family residential and ground level retail uses provide greater residential density and neighborhood serving shops and services.



Townhomes provide a good transition in scale from single-family detached homes to multi-family residential buildings, while adding to residential density near the Glenwood node.



Quality open spaces, including courtyards and streetscapes provide residents and retail/restaurant customers with meaningful places to be outdoors.

Figure 5.26 – Glenwood Avenue and Penn Avenue Development Character

I-394 and Penn Avenue

Introduction

The intersection at I-394 and Penn Avenue is located at the south end of Penn Avenue. The proposed Southwest Light Rail Transit line proposes an LRT station just south of this intersection. Providing good connections for pedestrians, bicyclists and motorists will be an important factor in recommendations at this intersection. The Penn Avenue Corridor study looked at streetscape improvements designed to enhance those connections at this intersection.

Preliminary Streetscape Improvement Concept



Figure 5.27 - Interstate 394 and Penn Avenue Intersection

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