St. Anthony East Neighborhood Association
Final Master Plan

September 8, 2014

BIKO ASSOCIATES
INCORPORATED

St. Anthony East Neighborhood Association Master Plan

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INTRODUCTION

PURPOSE

This master plan is a policy document that was commissioned by the Saint Anthony East Neighborhood Association (SAENA) to guide future land use and development. The planning horizon for the master plan is 20 years.

The plan is intended to state a community-endorsed vision for the neighborhood based on existing City of Minneapolis policy and input from residents, business owners/operators, and other stakeholders in the neighborhood.

The plan includes a future vision of what stakeholders want the neighborhood to be and goals, objectives, and policies that will contribute toward the vision's implementation.

PLAN OVERVIEW

The SAENA master plan is organized around four main sections.

- *Summary of Background Research:*
  This section describes the planning/design process that was followed to develop the master plan and presents findings from outreach and analyses that were conducted to learn about the neighborhood. Included are:
  - Highlights from a survey that was administered to stakeholders by the neighborhood organization
  - Findings from one-on-one interviews that were conducted with key stakeholders
  - Outcomes from a Webster School focus group
  - Outcomes from an arts focus group meeting
  - Research on physical characteristics of the neighborhood.

- *Planning and Design Directions:*
  This section details the neighborhood's vision, which was developed with input provided by stakeholders through:
  - Master Plan Steering Committee meetings
  - Three community meetings
  - A community workshop

  This section of the plan also outlines the plan's policies.

- *Future Land Use, Transportation, and Design Plans:*
  The land use and design plan illustrates the neighborhood's vision, land use directions, and physical improvements in plans and sections. Examples are shown of how parcels within the neighborhood can be redeveloped.

- *Goal Statements and Implementation Plan:*
  This final section outlines policies and steps the organization can take to implement the land use and transportation plans and physical improvements.

SETTING

The St. Anthony East Neighborhood Association (SAENA) is located within Minneapolis' Northeast Community and is one of the oldest neighborhoods within the city. The neighborhood's boundaries are Broadway to the north, Central Avenue to the east and southeast, railroad tracks to the south,

5th Street to the southwest, and Washington Street to the west.

St. Anthony East, the southernmost area of the Northeast Community, is one of the earliest areas of the city to be settled. Originally the area was part of the City of St Anthony before it was annexed into Minneapolis in 1872.

In the 1990s, as the area approached nearly a hundred years of settlement, the Neighborhood Revitalization Program (NRP) assisted residents and businesses to utilize grants and loans to complete construction, alteration or improvement projects, and the city invested in new streets and urban landscaping.

Neighborhoods that border SAENA are Sheridan, Logan Park, Northeast Park, St. Anthony West, Beltrami, Nicollet Island East, and Marcy Holmes. These neighborhoods are important to SAENA, as land use in SAENA is predominantly residential. As a result, residents are drawn to the adjacent neighborhoods to take advantage of their shopping

and entertainment venues and employment opportunities.

St. Anthony East Compares Favorably with the City of Minneapolis:

According to data provided by City-Data.com and City of Minneapolis Community Planning and Economic Development (CPED), SAENA compares favorably with the City of Minneapolis in several areas that are measures of livability. Demographic and socio-economic indicators show that St. Anthony East is nearly equal to the city (or out performs the city) in areas such as: population

growth, ethnic diversity, urban density, household income, housing values, educational attainment, and employment.

These and other data point to St. Anthony East as a neighborhood of "choice," where:

- housing is affordable,
- there is a healthy mix of rental and ownership housing, and a significant percentage of residents are educated, are employed, and earn a livable wage.

The idea that the St. Anthony East neighborhood is and should be a "choice" neighborhood became one of the central themes of the master plan. Residents agreed that the neighborhood is a good place to live and raise families and the neighborhood's assets (affordable housing, high percentage of home ownership, high percentage of owner-occupied duplexes, number of neighborhood parks, and accessibility to activity centers and employment centers) need to be featured prominently in the plan and should serve as a foundation for future land use directions and physical improvements.

SUMMARY OF BACKGROUND RESEARCH

PLANNING AND DESIGN PROCESS

The planning and design process implemented for the SAENA master plan study was developed by the Biko Associates consultant team and refined by the SAENA Master Plan Steering Committee to meet needs of the neighborhood. The Steering Committee expressed a strong desire for an eight-month process that would allow stakeholders to have frequent opportunities for review and comment.

The planning and design process is illustrated on the following page. The process, which was executed over an eight-month period, included:

- Analysis of the SAENA survey, which was designed, tested, and administered by SAENA staff and members
- One-on-one interviews with representative stakeholders
- Engagement with artists
- Engagement with the Webster School Sub-Committee
- Analysis of the neighborhood's physical features.

Highlights from these steps in the process are summarized below.

SAENA SURVEY KEY FINDINGS

As part of the master planning process and general community outreach, SAENA designed and administered, with assistance provided by the Center for Urban and Regional Affairs (CURA) at the University of Minnesota, a resident and business survey to gather input from stakeholders groups on questions related to the future of the neighborhood. Survey questions focused on various neighborhood characteristics including access to businesses, parks, desired features of future residential development, and other aspects stakeholders would like to see change, improve, or stay the same.

Surveys were completed and returned by:

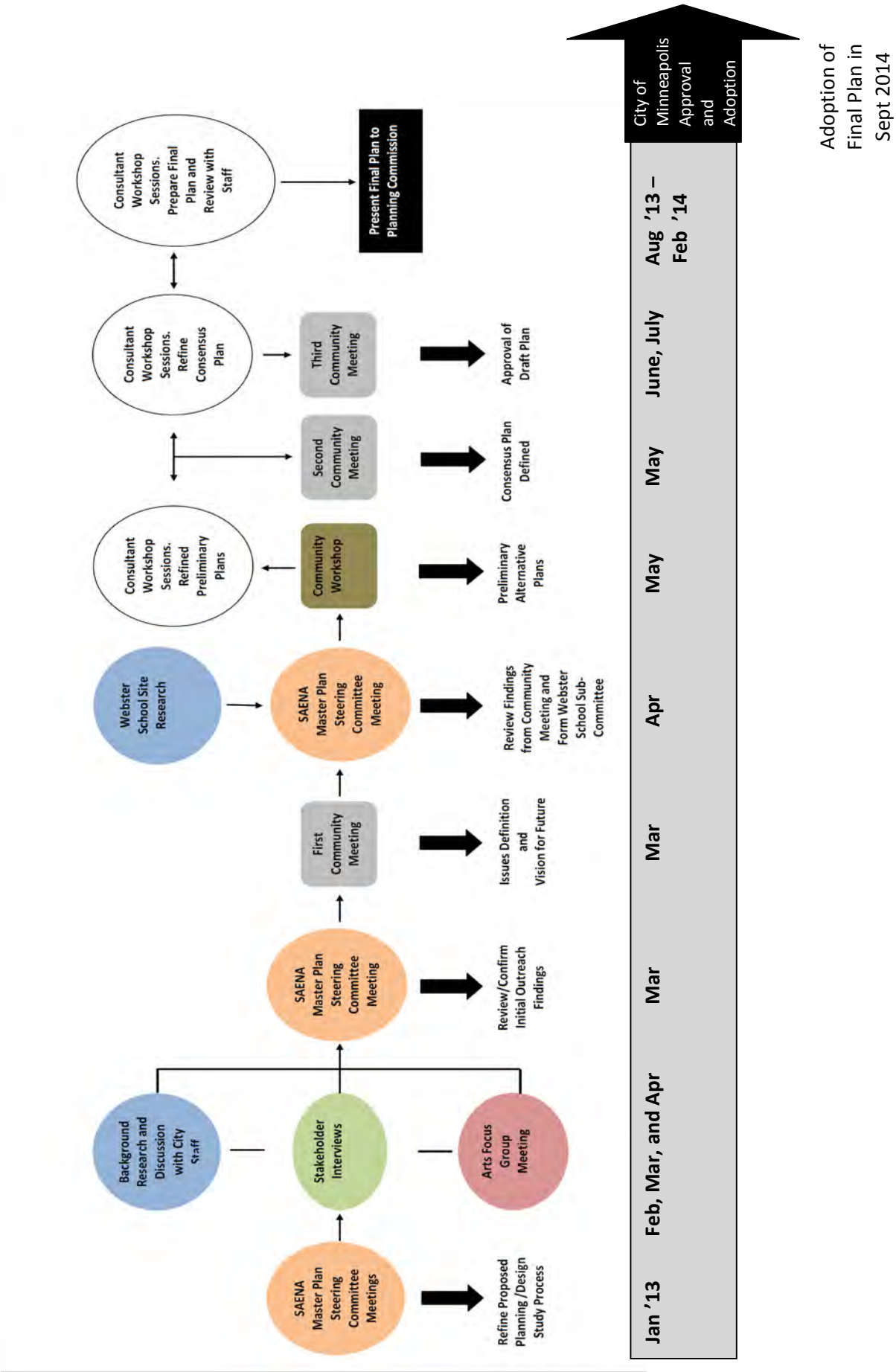
- 290 resident households, out of a total 1,054 households (28 percent)
- three of the eight neighborhood businesses (38 percent)

Survey respondents reflected a broad swath of the neighborhood, with input coming from all of the neighborhood's demographic groups. Survey results reflect a mix of opinions on many issues, but also consensus in other areas. Overall, residents see the neighborhood as a good place to live where neighbors are friendly, all areas of the neighborhood are within reasonable access of a park, and transportation access (to jobs, entertainment, and shopping) is good.

The survey indicated that the critical issues (and those that addressed in this master plan) are:

- Land Use and Neighborhood Character
- Transportation
- Parks

Land Use and Neighborhood Character:
Residents did express clear interests in seeing some retail development occur within the neighborhood. Retail businesses residents would like to see include neighborhood-oriented operations; e.g., a deli or bakery, small grocery store, coffee shop, and/or sit-down restaurant. Several respondents expressed concern that the number of bars in the neighborhood was sufficient and need not be increased.



Adoption of Final Plan in Sept 2014

Many of the respondents described their preferences for residential development. Overall, there was support for mixed use housing. However, a significant number of respondents did express a preference for single family homes, compared to town homes or apartment buildings.

In line with their desire to maintain the character of a residential neighborhood, residents favored using the Webster School building as an early childhood center and/or community center. It was determined by the residents that the early childhood education component could attract children from all over the Minneapolis Public School (MPS) district, but the community center would largely serve residents.

Transportation:
The survey also included questions about transportation and residents' interest in the Nicollet-Central Transit Alternatives study, where improved transit modes were under analysis for implementation in the future. The majority of people indicated that they use public transit with a high level of frequency and voiced support for the modern streetcar mode, should improved transit services be implemented on Central Avenue. The two most popular locations for a streetcar station were Spring Street and Broadway Street.

The next most important transportation issue dealt with bicycle transportation and residents needs for bike paths that better link the neighborhood with other areas of the city.

Parks:
Regarding the neighborhood's parks, some residents supported a number of improvements, especially a dog park, a pavilion, new playground equipment, and the addition of grilling equipment. A large number of other ideas for improving parks were identified by some, but none received overwhelming support.

SAENA Survey Overview:
In summary, the survey revealed generally positive views of the neighborhood, with a desire for increased attention to upkeep of residential property, increased lighting, and less petty crime, which had been increasing slowly in recent years. The survey also showed that there was a desire for neighborhood-oriented commercial/retail, additional single family housing, and improvements to the parks, which many felt had been neglected by the Minneapolis Park and Recreation Board (MPRB) in recent years.

A summary of key findings follows.

- Over 80 percent of respondents said that St Anthony East is either an "excellent" or "good" place to live.

- Residents indicated that their parks and proximity to essential goods and services are major assets to the neighborhood.

- 69 percent of respondents said that they would like a bakery/deli business in the neighborhood. Over 50 percent of respondents also indicated support for a coffee shop, grocery store, or sit-down restaurant in the neighborhood.

- Respondents' preferences for park improvements include the addition of grilling equipment, a park pavilion, and a dog park. However, none of these improvements gained support of 50 percent or more of respondents.

- When asked about a potential streetcar line on Central Avenue, 80 percent of respondents indicated that they would use it either very frequently, somewhat frequently, or occasionally. Only 20 percent indicated that they would rarely or never use it. Spring Street and Northeast Broadway, in that order, were the favored locations of a streetcar stop in the neighborhood if the development were to occur.

- More than 50 percent of respondents indicated that the Webster school building should be used an early childhood center or a community center if the building were to become vacant. There was also support for medical/therapeutic services to be offered there.

- Themes of write-in questions include interest in more street lighting, general upkeep of properties, park improvements, and additional businesses.

- The most frequently-used park by residents is St Anthony Park, followed by Logan Park. Community Commons Park was the least frequently-used park. Over a quarter of respondents did not know where Community Commons Park is.

- Though opinions on housing development varied, 60 percent of respondents indicated support for mixed-use (commercial and residential) properties.

ONE-ON-ONE INTERVIEWS

An early part of the planning process included one-on-one interviews with representative members of the neighborhood. Following a discussion on the purpose and intent of the interviews, the Master Plan Steering Committee worked with the consultant team to develop three broad discussion topics and 23 specific questions that would be addressed during the interviews. The discussion topics addressed three time periods:

- The Past
- The Here and Now
- The Future

Findings from the interviews are summarized below.

The Past:
Length of residency in the neighborhood covered a wide range. At the low end of the range are those who have lived in the neighborhood for one or two years. In the middle of the spectrum are 12- and 16-year residents. At the high end of the spectrum are those with more than 24 years residency in the neighborhood. Three of the residents who were interviewed stated that they moved to the neighborhood first as renters and, within a few years, decided to purchase a home in the neighborhood.

All the interviewees with more than one or two years residency have witnessed changes in the neighborhood. The observed changes were identified as both positive and negative. The positive changes were identified as: a) new townhome developments, b) Clare House, c) a broadening diversification (age, ethnic, racial, and income) within the neighborhood.

The negative changes included increased crime; increased number of rental properties, which are sometimes not as well maintained as the homeowner properties; and increased traffic generated by development.

The Here and Now:
Except for those with the longest tenures, the majority of current residents found themselves moving into the neighborhood without long-term plans. Often cited as decision factors for coming to the neighborhood were: a) affordable rent, b) affordable price points, c) safety, d) central location, e) character of neighborhood and housing stock.

When asked why they decided to stay in the neighborhood, respondents cited the following reasons:

- Proximity to downtown, the University of Minnesota, and other locations.

- Close access to my job. The amount of time I spend behind the wheel is so little that I never buy gas anymore.
- Transit service is very good.
- The neighborhood is walkable and has a good design (single family) form.
- The number of parks in the neighborhood is a plus.
- It is like a small town; a good place for my children to grow up.
- As time has gone on, the neighborhood has never become a "yuppie" area.
- Architectural character of homes.
- People are friendly and it is easy to get acquainted with the people on your block.
- The neighborhood is safe and criminal activity is relatively low.

When asked what would motivate them to leave the neighborhood, many respondents commented that the question was difficult, because they could never envision leaving. When pressed, the respondents cited the following:

- The schools could be better. They are not competitive with schools in other areas.
- Too many bars and entertainment businesses that can lead to instability/reduced desirability in the housing market.
- Housing values may not rise as quickly here as in other neighborhoods.
- Housing is not available for people as they age.

The Future:

The questions posed to the interviewees about the future helped lay a foundation for a future vision. When asked what they would like to see at the end of the master plan's horizon (2030), they commented that the following things were important:

- Peaceful and quiet neighborhood
- More ethnic diversity
- More transit friendly
- More bicycle friendly
- Still affordable for working class people and young professionals
- Maintain the family-orientation
- Maintain the quaintness and small town vibe

The interviewees were asked to describe the goods and services they would like to access in the neighborhood. They cited the following:

- Community center where there would be a range of services for families and individuals. Similar to the "Y" on Lake Street.
- Non-bar, non-entertainment establishments that provide goods and services and places where people can meet; e.g. restaurants, hardware store, coffee shop
- Educational facilities (early childhood)
- Opportunities for small businesses
- Businesses are needed that do the neighborhood no harm in terms of negatively impacting peace, quiet, property values

- Should serve demographics of neighborhood

- Should serve to bring residents together across lines that would otherwise divide them.

The interviewees were asked to describe any limitations they would place on businesses coming to the neighborhood in the future. They cited the following:

- Businesses that depend on drive-by traffic should be located along the commercial streets, Central and Broadway.

- Remove underutilized properties so destination businesses can be located in the interior of the neighborhood.

- Locations where businesses are located should not negatively impact already established residential areas

The interviewees were asked to describe needed physical improvements in the neighborhood. There was general agreement in their responses, which included:

- There was broad agreement that the playground equipment should be improved

- As ash trees and others are removed, they should be replaced.

- Special pavers are needed to demarcate pedestrian walk zones at dangerous intersections along Broadway and Central; e.g. where people cross Broadway to get to Logan Park.

- Street lighting most of the interviewees supported street lighting improvements
- Traffic control devices a few locations were identified where improvements in signage could be made…..Broadway and Spring, for example.

- There was generally no support for traffic circles.

- About half the respondents indicated mild support for a dog park. The other half was opposed to the idea. It was determined that no action on the dog park would be taken without further discussion.

- Bicycle facilities should be provided

The future use of the Webster School building and site was addressed, and the interviewees commented that in addition to an early childhood center, consideration should be given to:

- Community center

- Office building for small businesses, like the Tech Center in Dinkytown

- Shopping mall with neighborhood-oriented shops

- Athletic center including tennis courts

When asked about future housing opportunities in the neighborhood, a discernible difference was clear; with half of the respondents preferring low density single family development and the other half preferring medium and high density housing.

ARTS FOCUS GROUP MEETING

A focus group meeting was held with neighborhood artists at the direction of the Master Plan Steering Committee. It was the Committee's feeling that with the large numbers of artists in the neighborhood and SAENA's proximity to 13th Avenue NE in the Sheridan neighborhood (the city's burgeoning arts district), opportunities may exist to:

- More purposefully and effectively Incorporate the arts into the

neighborhood's future than had been done in the past

- Identify locations that would be appropriate for artistic installations in the neighborhood

- Identify support systems for artists to further help them become established in the neighborhood.

Key findings from the focus group meeting were:

1. Artists who live or are based out of Northeast should get priority consideration for Northeast art projects.

2. Two possible themes for public art in the St. Anthony East neighborhood are: a) the neighborhood's historic, working class roots and b) the recent influx of new immigrants to the community.

3. Artists are drawn to the area around St Anthony East because of the affordability of working space and the already established arts community.

4. The artists were interested in seeing collaborative spaces in which artists of all kinds could present and perform their works. These spaces would be community cultural hubs where residents and artists could interact and shape the artistic vision of Saint Anthony East.

5. Public spaces, such as parks, can be a center for community based art, including music, dance, theatre, visual arts, photography, etc.

6. The Webster School would be an excellent space for use by artists, including studio and performance spaces.

WEBSTER SCHOOL SUB-COMMITTEE

During the time this master plan was being prepared, MPS made a decision to re-open the Webster School as a community school with an early childhood education component. The school board has redrawn its borders so that the Webster School will serve as a school for children (Kindergarten through 3rd grade) who live in downtown Minneapolis as well as other nearby neighborhoods. The school is scheduled to re-open in the 2015 – 2016 school year.

While MPS's decision to re-open the school is welcomed news for SAENA, there is still concern that in the long-term, the school board may reverse its decision and leave the neighborhood in the same position it was in with an unused institutional building. As a result, SAENA residents have decided to remain vigilant and involved with MPS on a regular basis and to continue to investigate optional re-use scenarios for the school building and grounds.

Following are facts about the Webster School site and building and re-use options identified by the Webster School Sub-Committee for future discussion, in the event MPS decides to close the school once again.

Webster Site and Building Facts:
The original Webster School, erected in 1880 at the intersection of Summer and Monroe Streets, was named for Daniel Webster, the American statesman and orator. The building was demolished in 1980, and six years later the new Webster School building was erected in 1986 at the intersection of Spring and 5th Streets.

MPS closed the new Webster Elementary School in 2006, and, since then, residents expressed interest in reclaiming the building and site for re-use. As part of the planning and design process, the Master Plan Steering Committee formed the Webster School Sub-Committee. The sub-Committee met during the process to:

- learn about physical characteristics of the school and site,

- identify potential re-use opportunities, and

- develop a strategy for informing MPS about the neighborhood's re-use ideas before MPS finishes its re-use study in December 2013.

- According to MPS, $2 to 3 million will be required to bring Webster building in compliance with educational or administrative uses.

- The triangular shape of the lot and building is difficult to rehab with traditional architectural approaches.

- The Webster School building is three to four times the size of 13th/University early childhood building.

- The Webster School gymnasium takes up the north end. A porch takes up the south end. The middle section is a sort of enclosed interior courtyard (or huge hallway) around which there are small classrooms, known as an "open plan."

Webster School Re-Use Options:

- Re-opened as a school, early childhood education center, a charter school, an urban campus for post-secondary schools
- An office building to replace the Technology Center in Dinkytown
- A community center with offices, meeting rooms, athletic facilities, and studios for artists (performing and visual)

PHYSICAL CHARACTERISTICS OF THE NEIGHBORHOOD

KEY FEATURES OF THE NEIGHBORHOOD

Analyses were conducted to identify and inventory physical conditions in the neighborhood. This work was conducted through field surveys and review of planimetric mapping provided by the City of Minneapolis. Focal points of this work were reviews of the neighborhood's businesses and institutions, housing stock, transportation system, and strengths and opportunities.

As illustrated on the following page on the existing land use map, the neighborhood's predominant land use is residential. The housing stock is largely low density, single family and duplex. Higher density, multi-family housing is located along Broadway, south of 3rd Avenue, and in scattered sites within the interior of the neighborhood.

Institutions and Businesses:
There is one large institutional use, the Webster School at the intersection of 5th Street/ Spring Street, and a small institutional use, a house of worship at the intersection of Jefferson Street/Broadway Street.

Webster School at the intersection of Spring and Washington Streets.

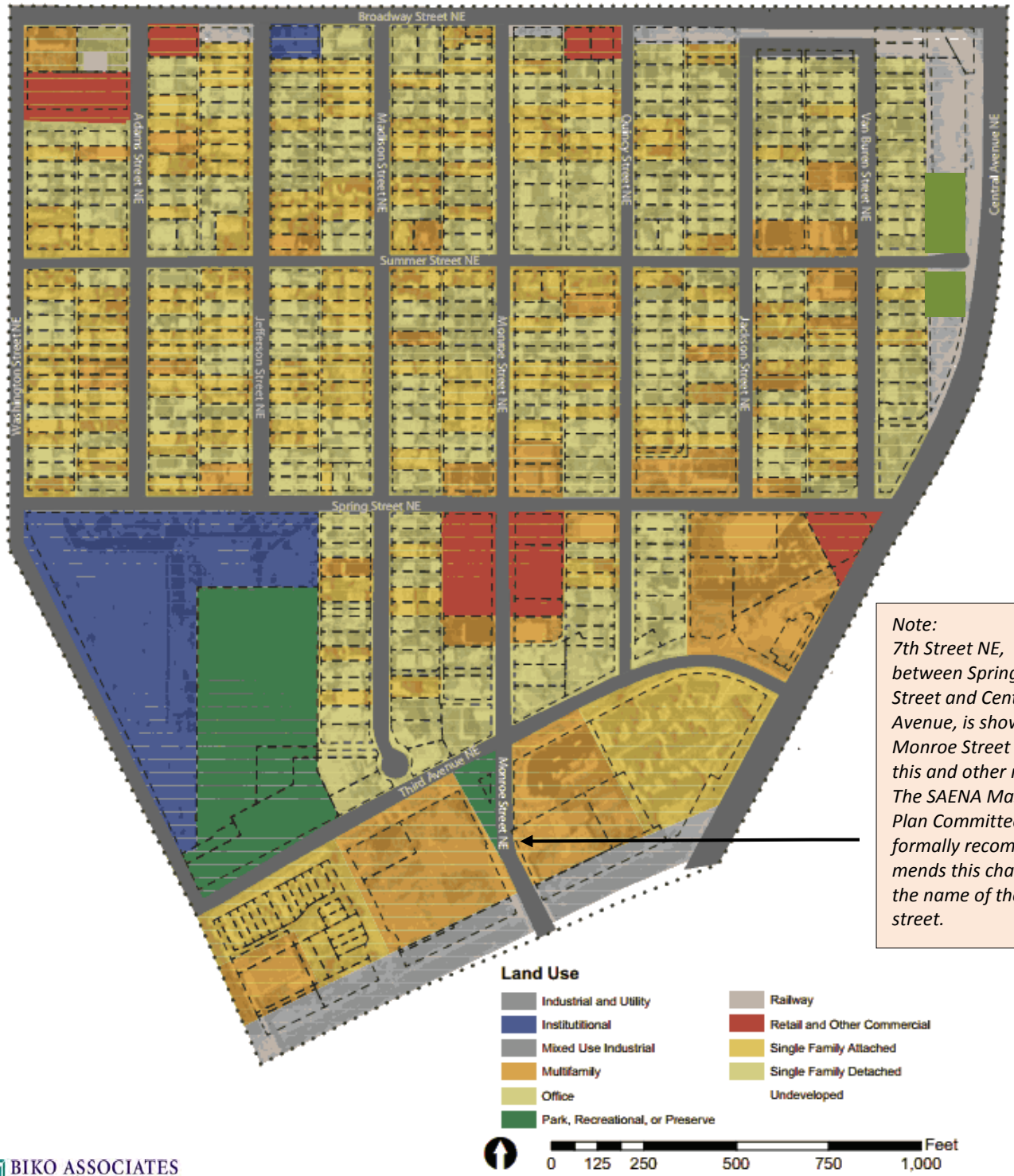
The neighborhood has eight businesses. These are located along Broadway Street, Central Avenue, and at the core of the neighborhood where Monroe Street and Spring Street intersect.

Business center south of Broadway Street along Adams Street

Cali's Vietnamese Restaurant at the intersection of East Broadway Street and Adams Street.

Uncle Franky's, across the street from the former MPS District headquarters, Northeast Broadway and Monroe.

St. Anthony East Existing Land Use



Note:
7th Street NE, between Spring Street and Central Avenue, is shown as Monroe Street NE on this and other map. The SAENA Master Plan Committee formally recommends this change in the name of the street.

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Parks:
There are two parks in the neighborhood. The largest is St. Anthony Park, which is located at the intersection of 5th Street/3rd Avenue in the southwest corner of the neighborhood. This park is also associated with the Webster School site, although the park and school are owned by two separate jurisdictions; the MPRB and MPS.

St. Anthony Park provides basketball and tennis courts, a softball field, a tot lot and children's playground, and restroom facilities.

SAENA's neighborhood parks and Webster School site.

St. Anthony Park located at the southwest corner of the neighborhood.

The second park is Community Commons Park and the Summer Street Community Garden. These facilities, which are owned by SAENA, are located at the intersection of Van Buren Street and Summer Street, just off the cul-de-sac near Central Ave.

Summer Street Community Garden.

Housing Stock:
As mentioned, the St. Anthony East neighborhood is one of the oldest neighborhoods in the City of Minneapolis. As an older neighborhood, St. Anthony East's housing stock was built over many years; a few homes were built during the latter years of the 19th Century. This contributes to the eclectic mix of housing in the neighborhood.

Housing types found in the neighborhood are shown on the following pages. The housing types are categorized by their location in the neighborhood. These groups are:

- Along the southeastern edge (Central Avenue) and southern edge (3rd Avenue and Spring Street): Apartment buildings, multi-family buildings, low rise attached housing, mid-rise attached housing and townhomes.

- Along the neighborhood's northern edge (Northeast Broadway Street): Single family, duplex, and multi-family dwelling units.

- Within the interior of the neighborhood: Single family and duplex residential and scattered apartment buildings.

Clare House, located at 929 Central Avenue, provides affordable housing for persons suffering with HIV/ AIDS.

Comparatively older, one-level subsidized housing.

Townhouse residential development along Spring Street.

Single family residential fronting on north/south Madison Street, just south of East Broadway Street.

Recently constructed townhomes along 3rd Avenue.

Apartment building fronting on East Broadway Street.

Single family home adjacent to an apartment building in the interior of the neighborhood.

Example of 1960s bungalow

Example of homes constructed in the early 20th Century in the neighborhood's interior.

Example of 1960s bungalow

Examples of homes constructed in the early 20th Century in the neighborhood's interior.

1960s bungalow adjacent to an older home.

As shown on the map on page 19, the majority of the housing stock was built in the decade defined as 1900 to 1929. Following this period's activity would be the housing constructed between 1960 and 2007. There was an obvious lapse in housing construction during the Depression period and into World War II.

Transportation System:
The street system serving the neighborhood consists of two regional streets, Northeast Broadway Street and Central Avenue, and neighborhood (or local streets). The neighborhood's key local streets that provide cross-neighborhood continuity are:

- Washington Avenue and 5th Street
- Monroe Street (a north/south transit street and snow emergency route)
- Summer Street
- Spring Street
- Third Avenue

Review of the transportation mapping on page 20 shows that the daily traffic volumes are consistent with the functions of these streets. The configuration of the neighborhood streets, where "T-intersections" are formed, prevent through traffic and high use of local streets. These configurations also help to control speed through the neighborhood.

Strengths and Opportunities:
The neighborhood is a 'bedroom' neighborhood where community members reside but do not work or shop for many basic goods and services. With jobs and goods and services provided outside the neighborhood, access to destinations outside the neighborhood is a key strength. Easy access (by car, transit, bike or on-foot) to outside destinations allows residents to enjoy the benefits of urban living without having to bear the burden of associated impacts.

Presented on page 23 is a diagram that illustrates the neighborhood's strengths and opportunities. This master plan's challenge major challenge is to build on the existing strengths and opportunities to address community-identified goals, which are outlined in the Policy and Implementation element of the plan.

Saint Anthony East Housing Age

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Saint Anthony East Transportation Mapping

Regional and Local Daily Traffic Volumes

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Saint Anthony East Transportation Mapping

Transit Routes and Bike Paths

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Saint Anthony East Transportation Mapping

Neighborhood Destinations and Intersections

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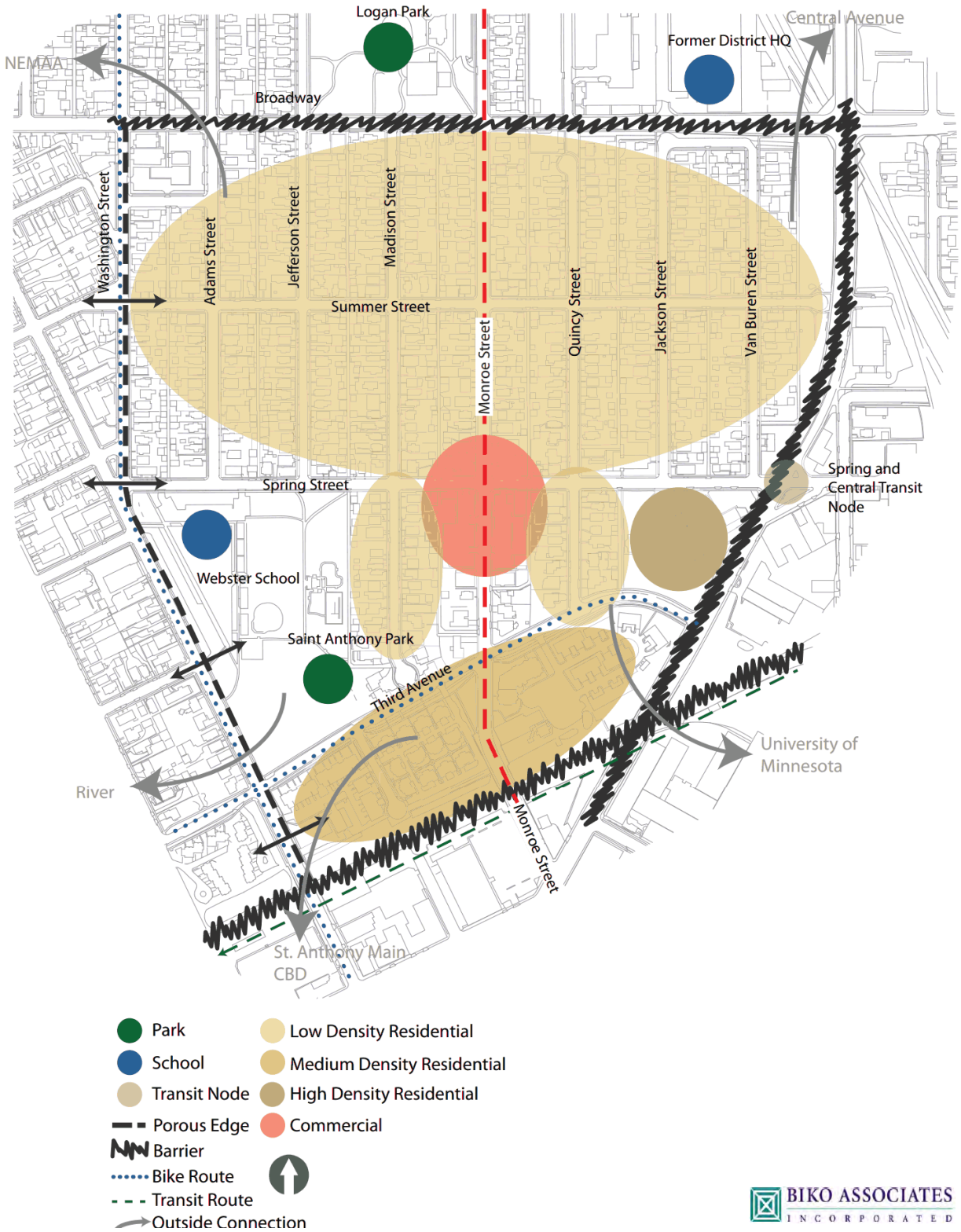
Saint Anthony East Strengths and Opportunities



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PLANNING AND DESIGN DIRECTIONS

COMMUNITY MEETINGS

The community outreach program followed to complete the master plan study included four community meetings:

1. Community Meeting 1 – Where findings from the background research were presented, and residents and other stakeholders had opportunities to discuss the neighborhood's assets, liabilities, issues and concerns.

2. Community Workshop --- Where, based on earlier-identified assets, liabilities, issues, and concerns, three major directions for the plan were developed. Language supporting the major directions laid the foundation for policies and goal statements.

   Stakeholders at the workshop developed alternative conceptual framework plans, which were refined by the consultant team.

3. Community Meeting 2 --- Where stakeholders reviewed the conceptual framework plans that had been refined by the consultant team. Stakeholders defined a "consensus" framework plan that was to be further refined by the consultant team as the draft land use plan.

4. Community Meeting 3 --- Where the draft master plan was presented to the neighborhood for review and comment.

Major outcomes from each of the four meetings are summarized below.

COMMUNITY MEETING 1 (Issues Identification)

Neighborhood Assets:

- Central location
- Accessibility
- Good transit service
- Quiet, walkable neighborhood
- Friendly, small-town character
- Parks and open space
- Low rent/price point
- Safety
- Fun and artsy

Neighborhood Liabilities:

- Absentee landlord/maintenance issues
- No decision on Webster School
- Poor housing value/choice
- Poor public area lighting
- Need better schools/children's services
- Crime prevention through design is needed
- Too many bars/entertainment
- Limited grocery options

Description of SAE Neighborhood in the Future:

- Peaceful, quiet and safe
- More ethnically diverse
- More transit and bicycle friendly
- Still affordable
- Family-oriented, working class
- Unique small-town vibe

Business in the Neighborhood:

- Small, neighborhood scale facilities are needed
- Businesses that serve the neighborhood and residents
- More non-bar/entertainment establishments (coffee shop, deli, etc.)
- Maintain current bar/restaurant mix but the mix should not expand
- Businesses that do not negatively impact residences

Housing in the Neighborhood:

- Current housing stock is believed to be in "above average" condition
- Maintenance standards should be enforced to prevent deterioration
- Current supply is eclectic with housing being built in late 19th Century all the way to the present. There is a mix of styles. Not all the housing stock is marketable and, if replacement is needed, there is a question as to whether all should be re-built.
- As for replacement housing, some in the neighborhood would like to see the existing pattern of single family and duplex housing continue. Others feel the market would not support single family but would support multi-family housing. Finally some feel there is room for two approaches to housing replacement: a) multi-family along edges where major streets form neighborhood borders and b) single family and duplex in the interior of the neighborhood.
- Promote mixed-use development at appropriate locations within the neighborhood.

Guidance and Direction:

- Embrace change
- Offer a variety of housing stock
- Consider higher density housing at Webster School
- Stress single family home character and rehabilitation
- Consider mixed-use and multi-family residential along Broadway
- Include a paving/repaving/street environment policy for SAE
- Consider use of subdivision ordinances to allow duplexes to be divided into two owner-dwelling units; thus facilitating an increased number of owner-occupied units
- Create a better park image for all green space
- Include plan policies for the rail corridor
- Include plan policies for more property owner maintenance responsibilities
- Include time and phasing in all categories of plan diagrams and plan language
- Maintain the commercial core as it exists today with polices that promote neighborhood style commercial establishment, in a mixed-use format, over time as properties change hands or requests for zoning or plan changes are submitted
- Promote the Webster School building and site as a mixed-use education-arts-business incubator
- Include clear multi-modal layers of use especially bike trials
- Improve park play equipment and add trails to St. Anthony Park
- Clare Housing is a great neighbor – promote similar developments
- Include a tree replacement policy statement in the plan
- Add art installations

COMMUNNITY WORKSHOP (Identification of Three Major Planning Directions and Development of Alternative Conceptual Framework Plans)

Three Major Planning Directions:

The community workshop resulted in the identification of three major planning directions: 1) movement and circulation, 2) circulation and accessibility, and 3) land use and development. These are explained below.

- Movement through and Circulation within the Neighborhood:
  - Recognize Central Avenue as regional transit corridor where bus operations (and future streetcar operations are important to the neighborhood
  - Recognize the need to extend the proposed modern streetcar north along Central Avenue, through the

neighborhood and up to Lowry Avenue at a minimum
  - Recognize Monroe Street as a local transit street
  - Recognize Spring Street, Monroe Street, and Washington Street/5th Avenue as the neighborhood's most direct, internal through streets
  - Accommodate all transportation modes to ensure safe, efficient, and convenient movement through and within the neighborhood for all users

- Circulation and Accessibility:
  - Improve the safety, efficiency, and convenience of pedestrian circulation
  - Improve pedestrian access to transit facilities and services
  - Ensure safe, efficient, and convenient access to/from land uses within the neighborhood

- Land Use and Development:
  - Build-out the Spring/Monroe commercial corner to better serve neighborhood and sub-regional markets
  - Define uses for the Webster School building and site that serve neighborhood and community markets
  - Support Transit Oriented Development along regional transit corridors
  - Ensure development of adequate buffers to separate potentially incompatible uses
  - Where appropriate consolidate parcels to facilitate economically efficient development

Three conceptual framework plans were developed by residents and other stakeholders at the community workshop. The three concepts, shown in the appendix, highlight community assets that should be included in the master plan.

COMMUNITY MEETING 2

The consultant team refined the concepts developed by stakeholders and produced four alternatives that were presented at the second community meeting. The alternatives are shown on pages 29 and 30 and represent four directions for the neighborhoods future development.

They are described below as:

Alternative 1 --- Status Quo
This is the "do nothing" approach where land use and land use patterns within the neighborhood are expected to remain unchanged over the next 20 years. This pattern includes single family and duplexes throughout the neighborhood, especially north of Spring Street and surrounding the intersection of Spring Street/Monroe Street.

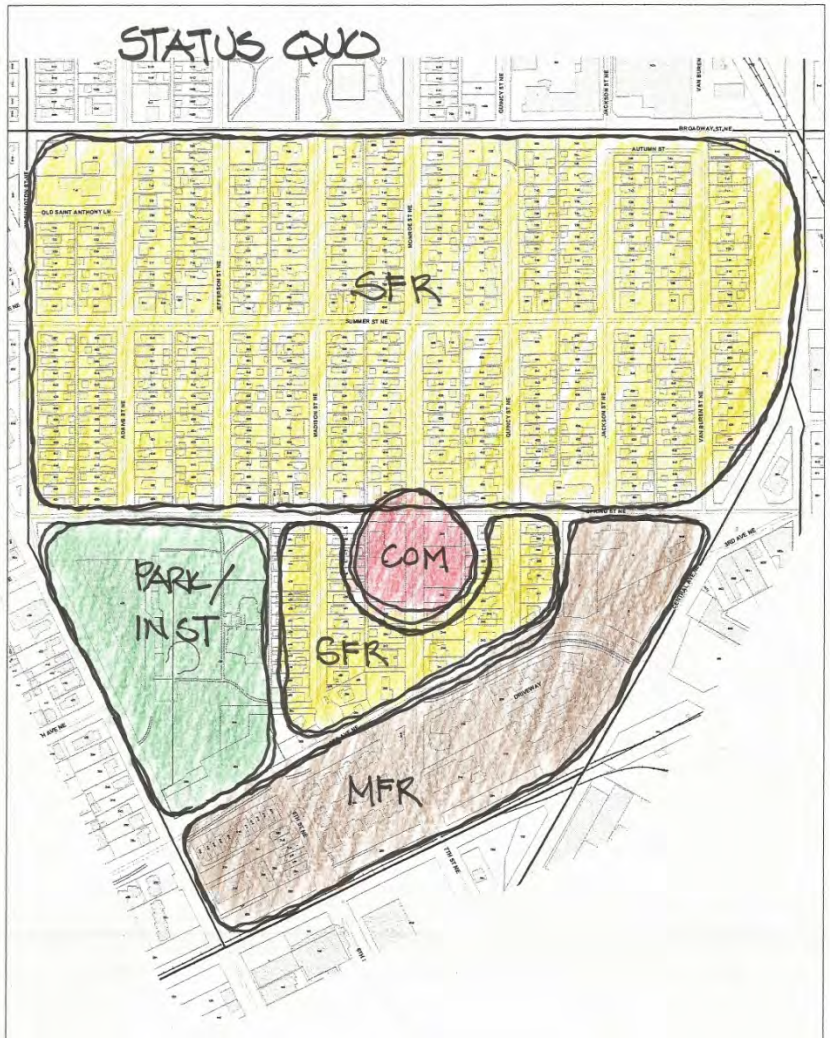
Alternative 2 ---Perimeter Fence:
Focus single family and duplex redevelopment along Broadway Street and a park along Central Avenue. .

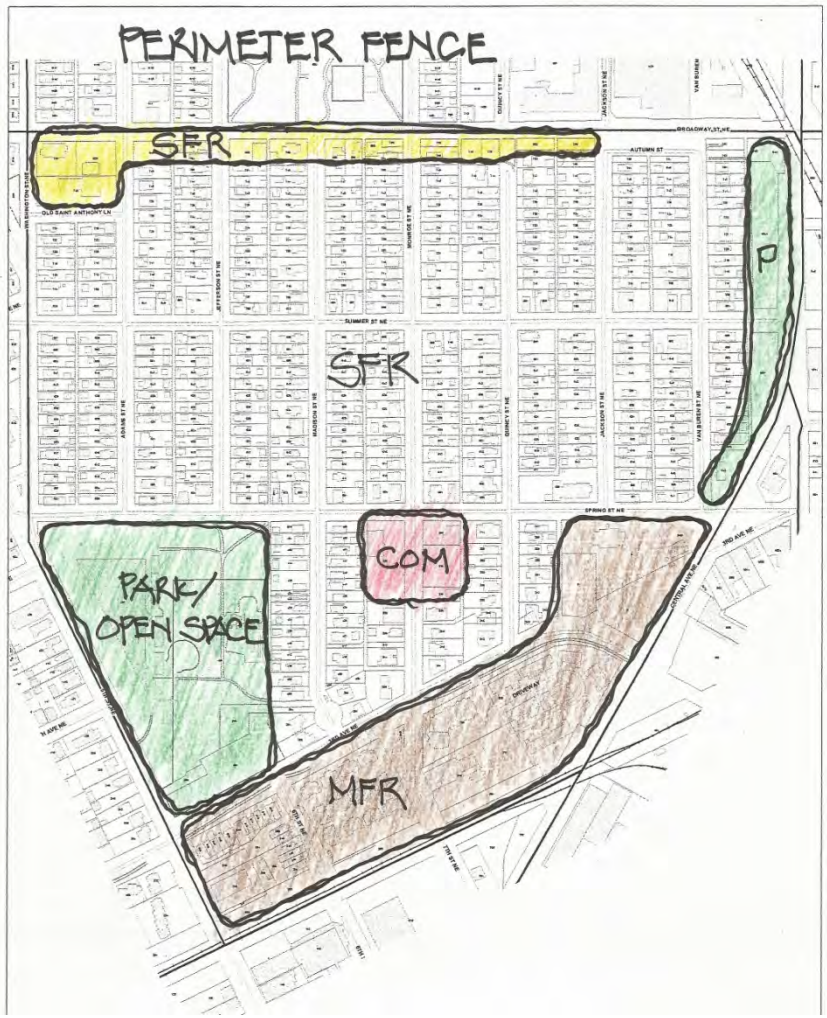
Alternative 3 --- Changes at the Edges:
Focus mixed use development along the edges of the neighborhood; along Broadway Street and Central Avenue.

Alternative 4 --- Core Focus
Strengthen single family and duplex development north of Spring Street and multi-family development south of Spring Street. Redevelop the core of the neighborhood (intersection of Monroe Street and Spring Street) and the east and west ends of Spring Street with commercial uses.

After reviewing these alternatives at the second community meeting, stakeholders developed the "consensus alternative," which is illustrated on page 31. Key features of the consensus alternative are:

- Mixed use developments along Broadway with attractive, well maintained rear entrances
- Reinforced single family and duplex north of Spring Street and surrounding the core of the neighborhood
- Multi-family residential south of 3rd Avenue
- High density residential just west of Central Avenue and south of Spring Street
- Mixed use development on all four quadrants of the Monroe Street/Spring Street intersection
- Adequate and attractive buffering should be included between any new mixed use developments and adjacent residential areas
- Adequate parking supplies for all new residential development should be provided on-site to accommodate retail users and residents so that parking for the new developments will not impact the adjacent neighborhoods





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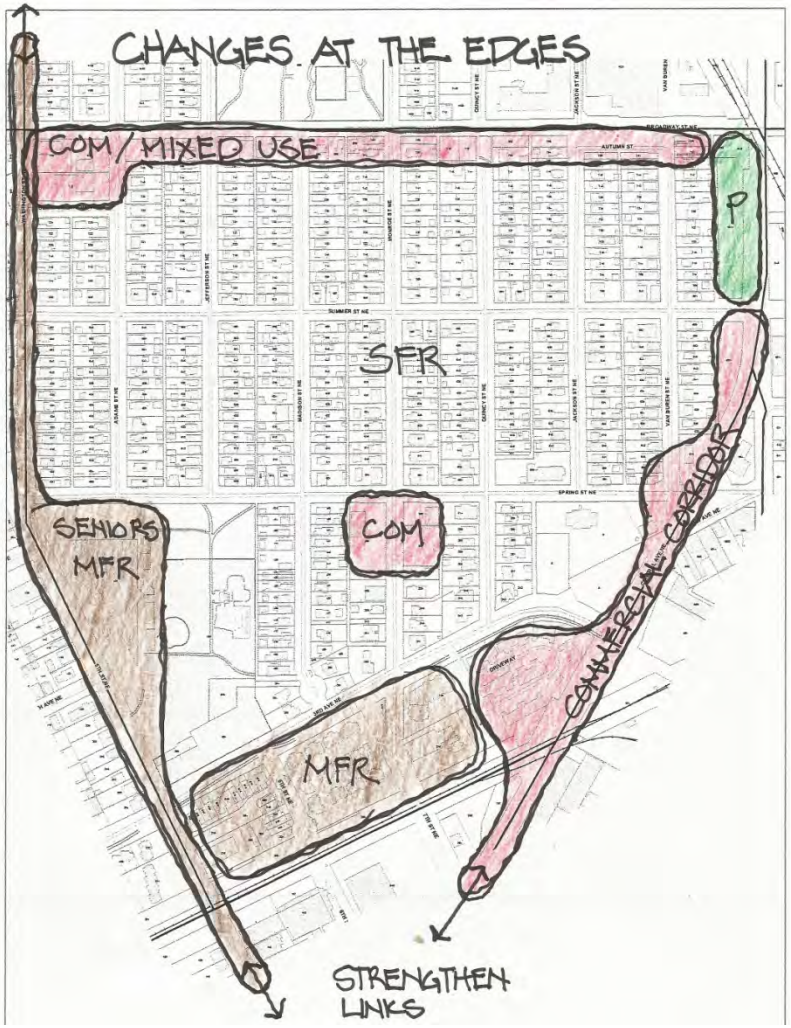

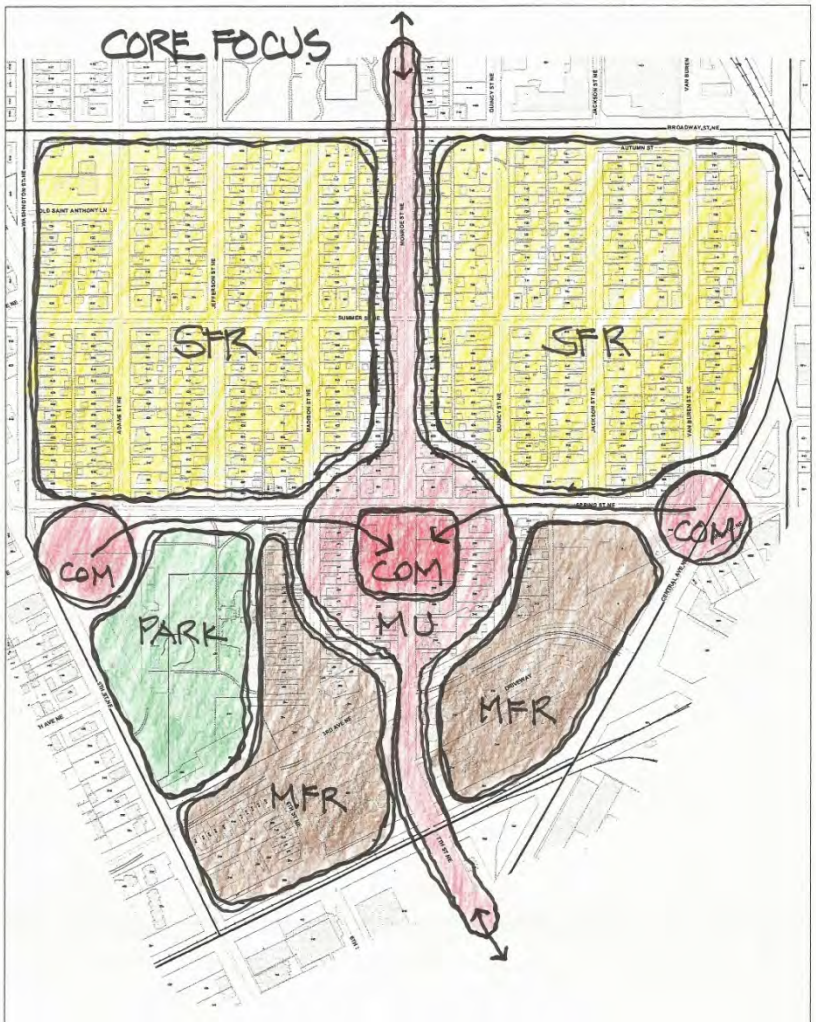

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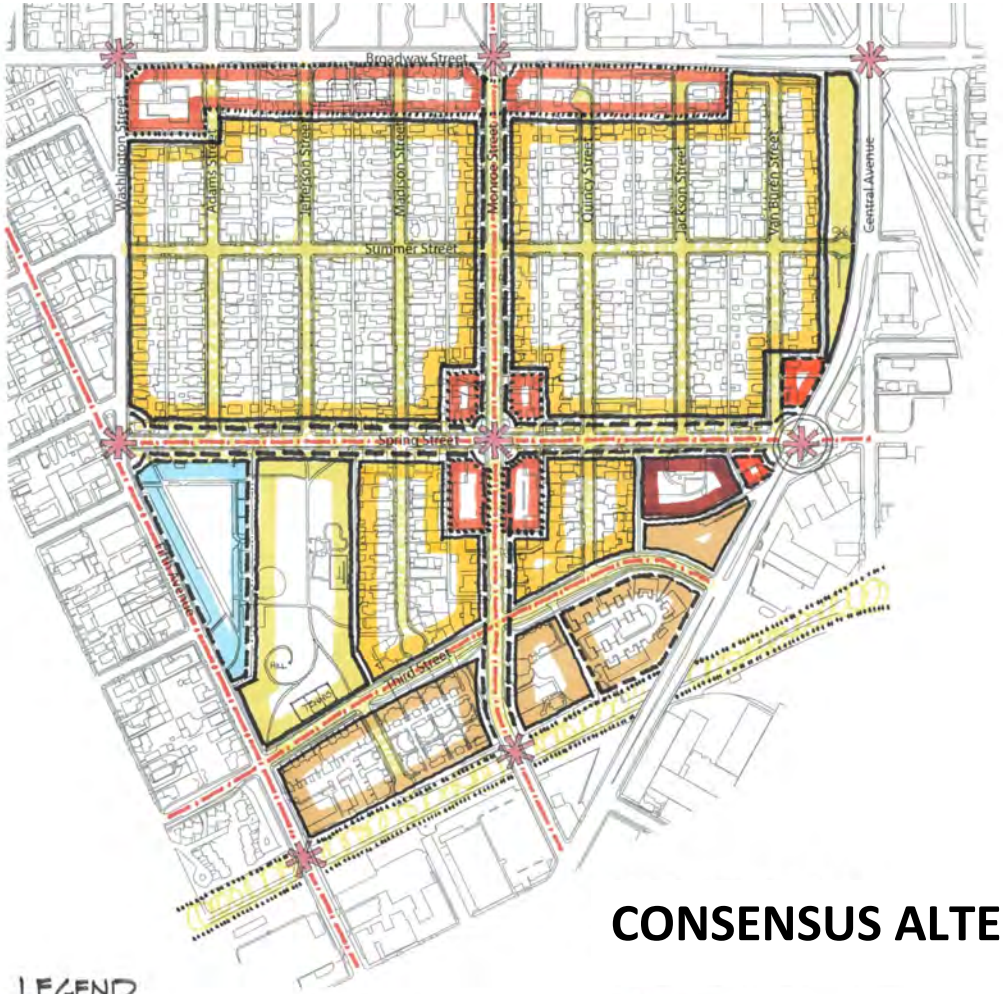

CONSENSUS ALTERNATIVE

LEGEND

LAND USE
- Low Density Residential
- Mid Density Residential
- High Density Residential
- Mixed Use
- Commercial
- Institutional
- Park / Open Space

PHASING
- Near Term 1-5 yrs
- Mid Term 5-10 yrs
- Long Term 10-20 yrs

SYMBOLS
- Art Installations
- Bike Trails / Paths
- Transit Station
- Green Streets

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- Transit-oriented commercial development at the intersection of Central Avenue/Spring Street where a “modern streetcar,” transit stop is proposed by the neighborhood and planners for the Nicollet-Central Transit study
- Institutional and park space at the Webster School site
- Park development in the southwest quadrant of the Central Avenue/Broadway Street intersection
- Identification and design of Spring Street and Monroe Street as prominent streets within the neighborhood to accommodate bikes
- Identification and design of other streets as landscaped “green streets.”

COMMUITY MEETING 3

Participants at the third community meeting had an opportunity to review a preliminary draft version of the master plan before the meeting was held. Their comments focused on revisions to street sections for Broadway, Summer, Spring, and Monroe Streets. Their recommended revisions have been incorporated and are shown on the sections that begin on page 38.

FUTURE LAND USE, TRANSPORTATION AND DESIGN PLANS

FUTURE LAND USE

The future land use plan for the neighborhood is presented on the following page. The land use plan recognizes that change over the next 20 years is inevitable and that there are forces outside the neighborhood that have an impact on what occurs within the neighborhood. One of these forces is the strong trend toward mixed use residential development in the urban core that is outstripping development of single family homes. This trend is already underway in the Nicollet Island East Bank neighborhood and is likely to occur in the Marcy Holmes neighborhood, St. Anthony East's neighbors to the south. Other forces are:

- The aging of the residents in the neighborhood and the desire of older residents to remain in the neighborhood but not necessarily in single family homes.

- The marketability of existing single family homes in the neighborhood, where many of the neighborhood's oldest homes are in a condition where major remodeling would be needed to make them attractive to all but a small segment of today's market of home buyers.

- The proposed Nicollet-Central "modern streetcar" line that, if built, will run between Lake/Nicollet in South Minneapolis and a terminus in Northeast Minneapolis. After completion of the Alternatives Analysis (AA) study of the streetcar, the proposed terminus is in the vicinity of 5th Street Northeast, but further study, to be completed in the upcoming Environmental Assessment, could see the line extended further to the north along Central Avenue. The neighborhood has formally gone on record to support a streetcar terminus at the intersection of Central/Lowry Avenues.

The plan preserves and protects lower density, single family and duplex residential by identifying locations where comparatively higher density residential development can occur…. along Broadway Street and Central Avenue…. the edges of the neighborhood…..and south of 3rd Avenue.

Example of a modern streetcar at a station in Portland. One of the goals of the Nicollet-Central Transit study is to encourage development to occur at station locations. As shown, higher density development is encouraged along these transit investments at station locations.

Mixed use housing with commercial/retail space on the ground floor and residential above. Recommended for the Broadway Street corridor.

St. Anthony East Future Land Use Plan

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Attached, medium density row housing recommended for the area south of 3rd Avenue in proximity to a future Nicollet-Central modern streetcar station.

With the neighborhood divided between those who favor strengthening St. Anthony East as a low density, single family neighborhood and those who favor higher density and development of townhomes and multi-family housing, the land use plan is a compromise solution that was struck among neighbors.

Features of the land use plan include:

- Comparatively higher density, mixed use development along Northeast Broadway Street between Washington Street and Jackson Street. The mixed use developments would provide commercial/retail space at the ground level and residential space above. Four to five story buildings are envisioned.
  .
- Dense redevelopment of the Monroe Street/Spring Street intersection as the neighborhood's internal mixed use commercial/retail node, consistent with current property owners' willingness to participate. It is envisioned that the commercial/retail uses at this node would attract both local and regional markets. The boundaries of this node are shown on the Future Land Use Plan on the preceding page.

- Nicollet-Central modern streetcar station at the intersection of Central Avenue/ Spring Street. As shown, it is envisioned that neighborhood commercial uses would be developed adjacent to the station.

- High density housing is envisioned to be developed adjacent to the station on the south side of Spring Street.

- Community Commons Park/Summer Street Gardens would be expanded north from its present location to the southwest quadrant of Central Avenue/Northeast Broadway Street. The neighborhood might pursue the expansion through use of its NRP funding.

  St Anthony East Neighborhood's commitment to maintaining Community Commons Park as a park with gardens is grounded in the history of the property. The land was originally cleared in preparation for building the I-335 highway. When that project failed in the face of strong community resistance, Minneapolis was left with this parcel. From the original letter in 2002, Familia de Fe Presbyterian Church wrote to SAENA "It was in 1973 that the city of Minneapolis was looking for an organization to which it could transfer an odd-shaped parcel of land along Central Avenue. The neighborhood leaders and the church leadership agreed to put the property in the name of the church, because it was a tax-exempt corporation (SAENA had not yet been incorporated in 1973) and to use it for the benefit of the neighborhood as a multi-purpose park." In that same letter Familia de Fe notes that they had operated the park, playground, and community garden for 30 years. Familia de Fe transferred the park to SAENA in 2003 as their local membership

had dwindled with changing demographics and they no longer wished to put resources into managing a park. As a testament to the perseverance of our community in stopping the freeway, upholding the tradition that this should be a public space benefiting the community with play and gardening, and the original intent of the City of Minneapolis, it is the community's intent to maintain the space as a "multi-purpose park" regardless of future transit opportunities.

The introduction of comparatively higher density mixed use residential developments along Northeast Broadway Street, at the intersection of Monroe/ Spring Streets, and at the potential streetcar station should be sensitive to existing, adjacent residential uses. Design features of any new, higher density mixed use residential developments should include:

- attractive and functional rear entrances that would augment primary, front door entrances and provide access to parking lots that would be located behind the buildings,
- attractive and appropriate buffering, and
- self-contained parking to ensure that adjacent residential streets are not impacted by the developments' parked cars.

It is the desire of the neighborhood to see these mixed use residential developments occur over time where existing property owners are inclined to: a) develop their properties themselves to meet the neighborhood's vision or b) be a willing seller to a developer who will implement the envisioned new land use.

TRANSPORTATION PLAN

The transportation plan calls for the improvement of neighborhood streets to facilitate pedestrian hospitality, provide bicycle paths, ensure accessibility to the recommended mixed use node at Monroe/Spring Streets, and enhance livability.

Representative design recommendations for neighborhood streets are shown on the following pages. The key map below identifies the locations of sections beginning on page 39.

Northeast Broadway Street:
With new development along the south side of Northeast Broadway Street, an opportunity will exist to provide a 10 foot-wide boulevard on the south side of the street. No additional right-of-way would be required.

Summer Street:
Summer Street exists today with 33 feet of pavement within 54 feet of right-of-way. It allows for two general purpose travel lanes and two parking lanes.

It is recommended that this low volume street should be converted to a friendlier street for pedestrians by reducing the pavement width to 25 feet at the intersection points. This would be accomplished by constructing 4 foot-wide curb

bump-outs at the intersections, which would serve to shelter the parking lanes. No additional right-of-way would be required to implement the recommended improvements.

Spring Street:
This east/west, Municipal State Aid (MSA) street will play important roles in the future. For one it currently (and will in the future) provides for continuous, cross-neighborhood travel. In the future it will link Central Avenue (a regional street) to the intersection of Monroe/Spring Streets, the future location of an internal mixed use node.

The existing section shows a 36 foot-wide pavement area between the curbs, two, 3.5 foot-wide boulevards, and intermittent parking lanes on both sides of the street. The existing right-of-way is 55 feet. The 36 foot-wide pavement area is not wide enough to convert Spring Street to a bike street with two, 11 foot-wide travel lanes; two, 5 foot-wide bike lanes; and one 8 foot-wide parking lane.

The proposed section shows that Spring Street will have Bicycle Advisory Lanes. The City of Minneapolis is receiving national attention as the first city in the United States to introduce advisory bike lanes. Advisory Lanes are implemented in situations where streets are seemingly too narrow to add bike lanes. Streets with bike advisory lanes are signed to alert motorists to a condition where they should slow their speeds and be prepared to share the road with cyclists. Streets where bike advisories are implemented do not have centerline stripes. The absence of a centerline signals motorists that it is permissible to move way to the left to give cyclists wide operating envelopes.

On-street parking would be lost on the south side of Spring Street. This should not be problematic, as there is already one long segment of Spring Street where on-street parking is not allowed. It is additionally recommended that bump outs should be constructed on the northwest and northeast corners of the Jackson Street/Spring Street intersection. These will address a sight distance issue where southbound cars parked along Jackson Street, up to the corner, prevent southbound vehicles from clearly observing east/west traffic on Spring Street.

A national first: advisory bike lanes with no centerline on East 14th Street in Minneapolis, MN

Monroe Street:
Monroe Street, which is an MSA route, Snow Emergency street, and transit street has a 58 foot-wide right-of-way. In order to achieve the neighborhood's desire of making Monroe Street a more friendly pedestrian and bicycle street, it is planned that it will provide two, 6 foot-wide sidewalks; two, 4 foot-wide boulevards; and 38 feet of pavement from curb-to-curb. Within the paved area there will be an 8 foot-wide parking lane on the southbound side of the street, which will leave 30 feet for two-way general traffic lanes, two-way bus operations, and two-way bike operations. As with Spring Street, this is not enough space to provide the desired elements.

Therefore, it proposed that Monroe Street will also have Bicycle Advisory Lanes.

URBAN DESIGN PLAN

As illustrated on the land use plan, several urban design amenities have been proposed for implementation to enhance livability in the neighborhood. These include:

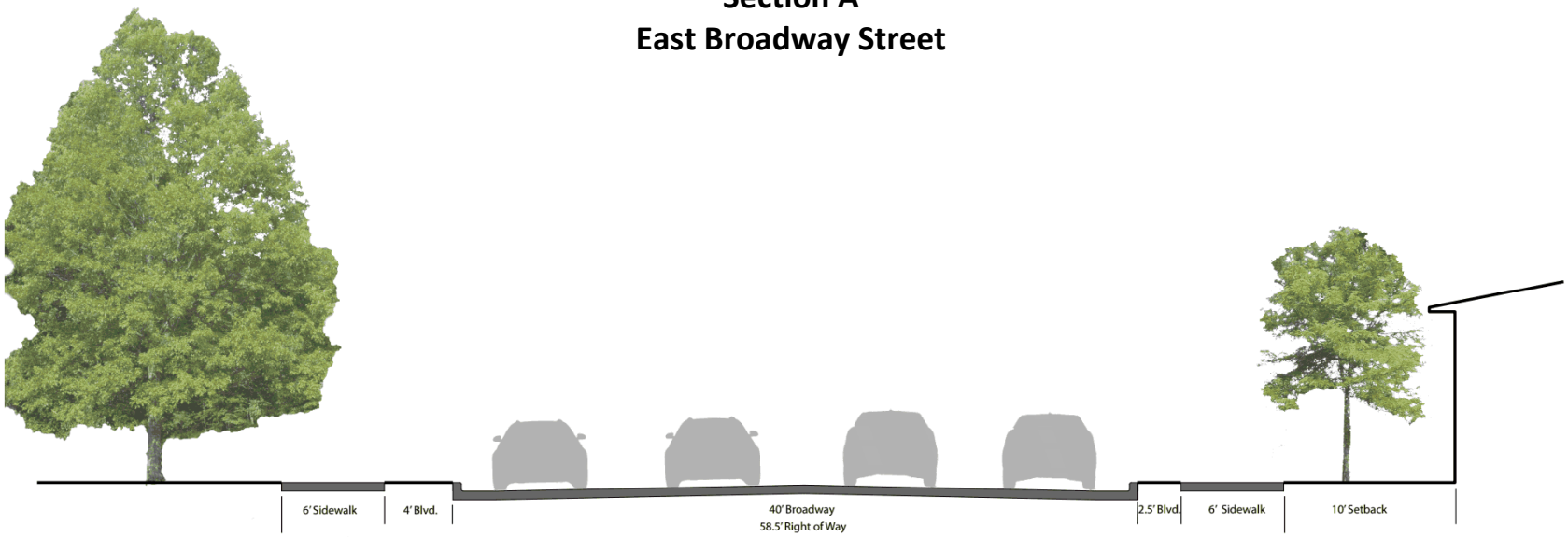
- Public art installations at key, gateway intersections where motorists, cyclists, and pedestrians will enter the neighborhood. Bicycle paths will be located along Monroe and Spring Streets and 3rd Avenue.

- Public art installations are recommended throughout the neighborhood at the intersections of:
  - Broadway/Washington
  - Broadway/Monroe
  - Broadway/Central
  - Spring/Washington
  - Spring/Central
  - The neighborhood's southern terminus with 5th and Monroe Streets

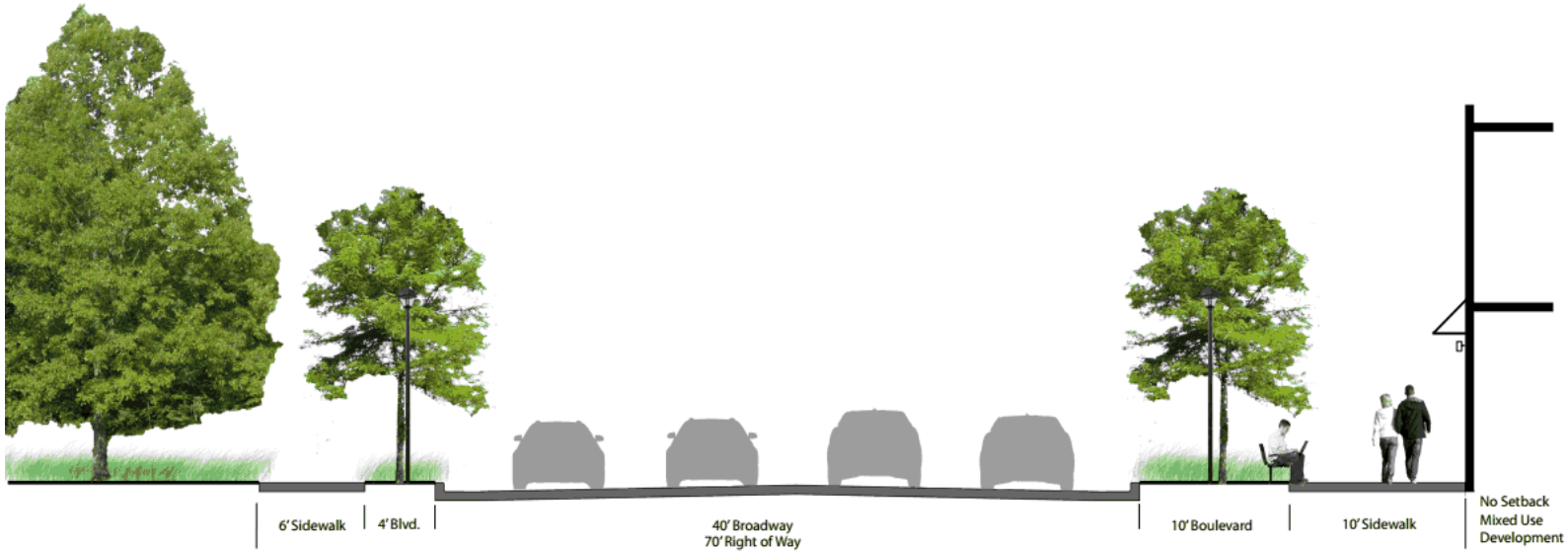
- Green east/west and north/south streets that are heavily planted with street trees and shrubs

- Installation of pedestrian-scale street lighting on Monroe and Spring Streets.

Section A
East Broadway Street



Existing Conditions
Broadway Street



Proposed Conditions
Broadway Street

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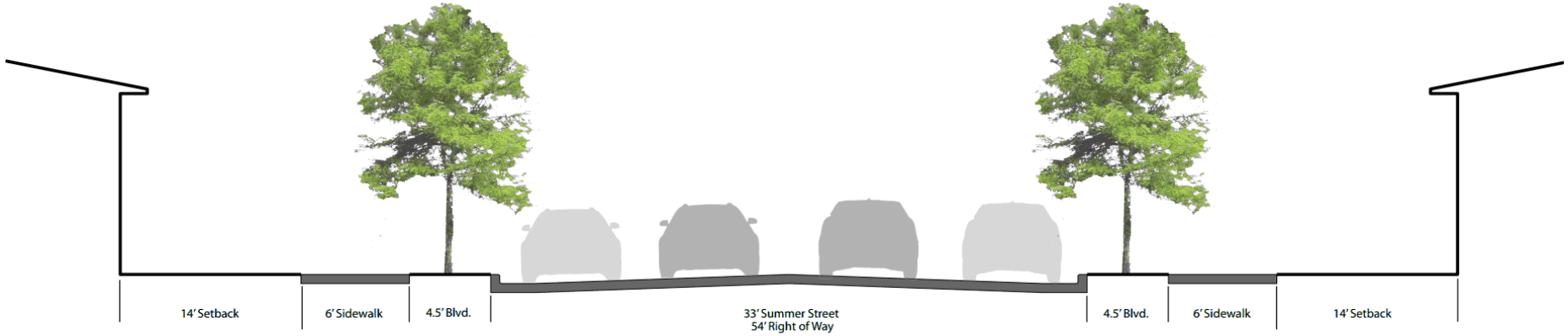
Section B
Summer Street



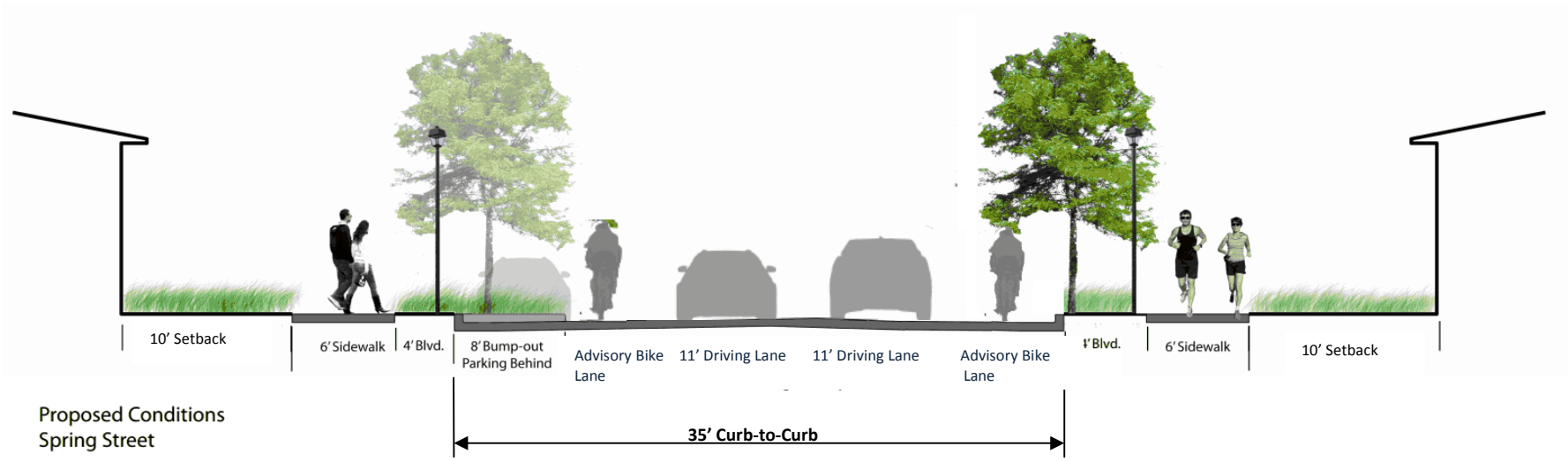
Existing Conditions
Summer Street

Proposed Conditions
Summer Street

BIKO ASSOCIATES
INCORPORATED

Section C
Spring Street

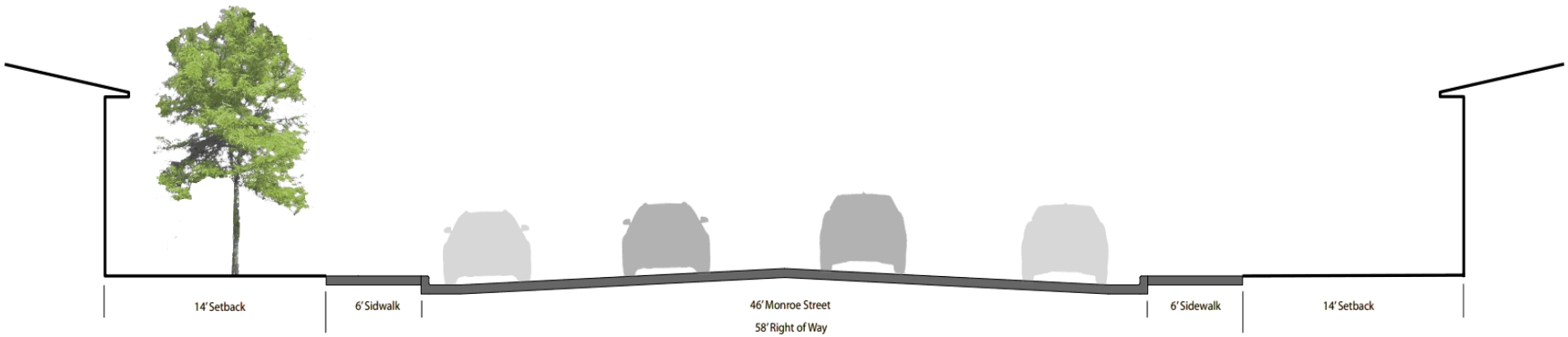
Existing Conditions
Spring Street



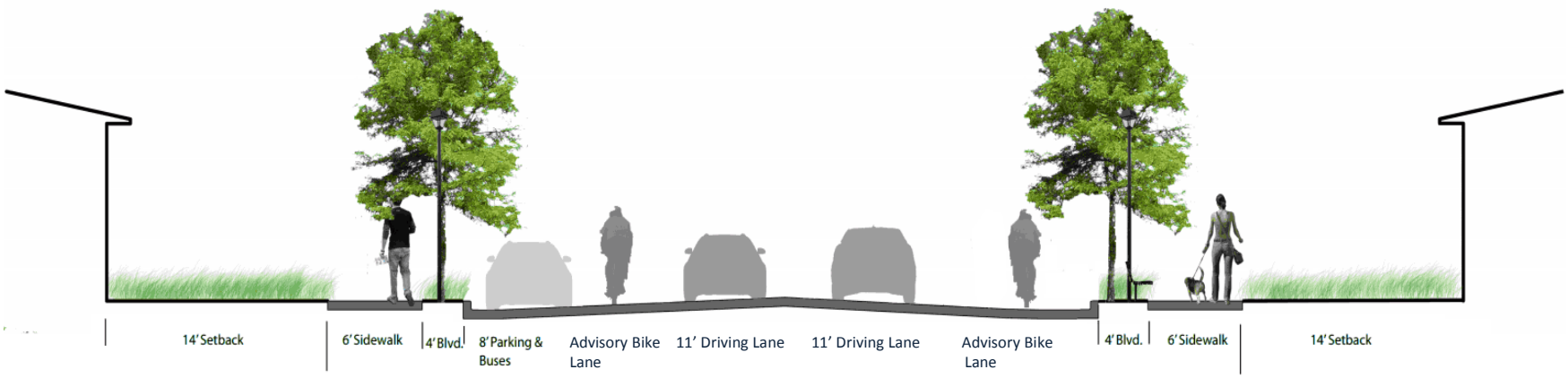
Proposed Conditions
Spring Street

BIKO ASSOCIATES
INCORPORATED

Section D
Monroe Street



Existing Conditions
Monroe Street



Proposed Conditions
Monroe Street

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EXISTING ZONING

PURPOSE

In order to implement some of the recommended future land uses described in the previous section of the plan, zoning code revisions will be necessary. A discussion on SAENA zoning districts is provided below to ensure residents will be prepared to coordinate with the city when rezonings will be necessary.

PRIMARY ZONING DISTRICTS

The City of Minneapolis' regulatory tool for land use and development is the Zoning Ordinance, which is outlined in the Municipal Code. Primary zoning districts within the St. Anthony neighborhood are illustrated on the map on the following page. As shown, the primary zones regulating land use within the neighborhood are:

- R1 and R1A Single Family Districts:
  The R1 and R1A districts allow for single-family dwellings as well as some institutional and public uses. Most development occurs at no more than 2.5 stories.

- R2 and R2B Two-Family District:
  The R2 and R2B zoning districts allow for single- and two-family dwellings as well as some institutional and public uses. Most development occurs at no more than 2.5 stories.

- R3 Multiple-Family District:
  The R3 district is a medium density district, and allows for a mix of single-family, two-family, and multiple-family dwellings. Most development occurs at no more than 2.5 stories.

- R4 Multiple-Family District:
  The R4 district is a medium density district that allows for a range of housing densities. The character of areas zoned R4 range from area to area as most development occurs at no more than 4 stories.

- R5 Multiple-Family District:
  The R5 district is a high density zoning district that encourages multiple-family residential development. Most development also occurs at no more than 4 stories.

- R6 Multiple-Family District:
  The R6 district allows for the high density residential development. Buildings with up to six stories are allowed in R6 districts.

- OR1 Neighborhood Office Residence District:
  The OR1 district allows for small scale mixed use development of low to moderate density dwellings and office uses. This district often serves as a transition between neighborhood commercial centers and the surrounding residential uses. Most development occurs at no more than 2.5 stories.

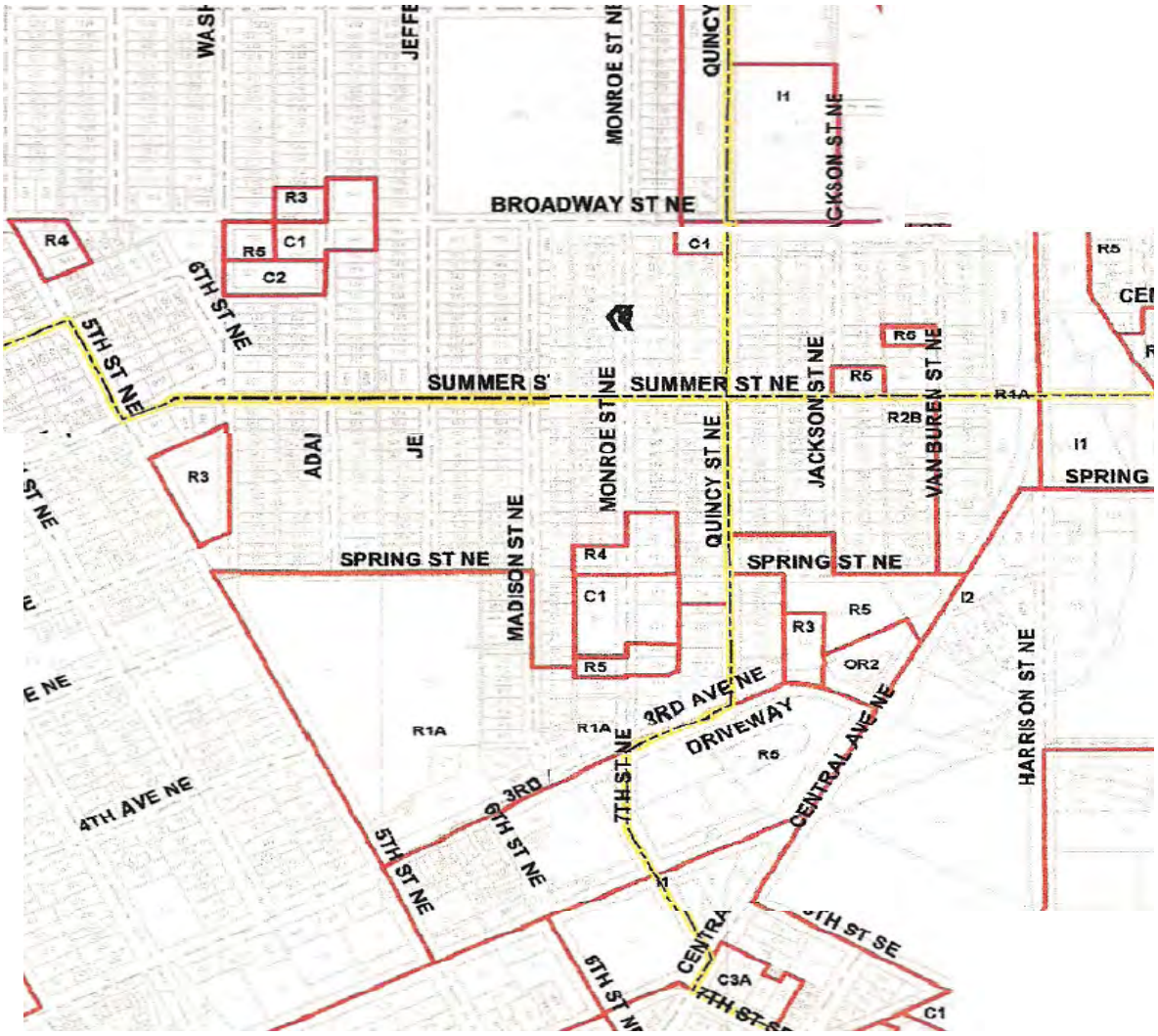
- OR2 High Density Office Residence District:
  The OR2 district provides the opportunity for a mixed use environment of moderate to high density dwellings and large office uses, with additional small scale retail sales and services uses designed to serve the immediate surroundings. Most development occurs at no more than 4 stories.

- C1 Neighborhood Commercial District:
  The C1 district provides for a convenient shopping environment of small scale retail sales and commercial services that are compatible with adjacent residential uses. In addition to commercial uses, residential uses, institutional and public uses, parking facilities, limited production and processing and public services and utilities are allowed. Most development occurs at no more than 2.5 stories.

- C2 Neighborhood Corridor Commercial District :
  The C2 district allow for retail sales and commercial services that are larger in scale than allowed in the C1 District. Most development occurs at no more than 4 stories.

The recommended mixed use residential developments are allowed in commercial districts, but not in residential districts, such as R3, R4, or R5.

Saint Anthony East Primary Zoning Districts



OVERLAY DISTRICTS

An overlay district is any of several additional districts established by the zoning regulations that may be more or less restrictive than the primary zoning district. Where a property is located within an overlay district, it is subject to the provisions of both the primary zoning district and the overlay district. Where the provisions are in conflict, the overlay district governs.

As shown on the map below, there are no overlay zones within the St. Anthony East, but three overlay districts are immediately adjacent to the neighborhood. One overlay district is Pedestrian Oriented (PO), and the other two are Industrial Living (IL) and University Area(UA).

- PO Pedestrian Oriented Overlay District : The PO district is intended to preserve and encourage the pedestrian character of commercial areas and to promote street life and activity by regulating building orientation and by prohibiting certain high impact and automobile-oriented uses.

- IL Industrial Living Overlay District: The IL district allows for residential units and limited retail establishments to be built in industrial zoning districts. This district is used primarily in areas where transition away from industrial uses is expected to be long term.

- UA University Area Overlay District: The UA University Area Overlay District was established to ensure high quality residential development through site design and off-street parking regulations that acknowledge the unique demands placed on land uses near a major center of educational employment and enrollment.

Saint Anthony East Overlay District

GOAL STATEMENTS AND IMPLEMENTATION STEPS

GOAL STATEMENTS

Goal 1:
Identify opportunities to implement the recommended future, market-driven mixed use housing development plan while maintaining the overall, low density, single family nature of the neighborhood.

- With locations along the periphery of the neighborhood identified for comparatively higher density housing, work with existing property owners to enable them to either redevelop their properties or, as willing sellers, sell their properties to developers.
- Coordinate with the city to ensure appropriate zoning changes to allow development of higher density, mixed use residential uses. See a map of existing zoning on previous pages.
- Maintain single family and duplex zoning in the interior of the neighborhood.
- Discourage construction of apartment buildings and higher density housing in the interior of the neighborhood.
- Develop a set of plans of "neighborhood-approved" housing typologies that can be reviewed and referenced in the event that existing housing in the interior of the neighborhood is lost, demolished, or condemned. Coordinate the development and approval the housing typologies with city staff.

Goal 2:
Enhance opportunities for home ownership.

- Develop a program within the SAENA organization to assist owners of duplexes in the conversion of their properties to condominiums.
- Develop a program within the SAENA organization to aggressively market properties to potential owners when they come up for sale.

Goal 3:
Generally provide opportunities for the development of commercial/retail uses and specifically strengthen the commercial node at the neighborhood's core (intersection of Monroe Street/Spring Street).

- Work with residential property owners along Broadway to assist them should they want to convert their residential properties to commercial or mixed use.
- Promote mixed use development along Northeast Broadway Street, at the Monroe/Spring Streets node, and at the Central Avenue/Spring Street intersection where the streetcar station is recommended.
- Promote commercial/retail development at the future Nicollet-Central station at the intersection of Central Avenue/Spring Street.
- Coordinate with the city during the development review process for new commercial and mixed use properties along Broadway and other major corridors to ensure that they are designed to include buffers and adequate on-site parking supplies.

Goal 4:
Improve the character of neighborhood streets to reinforce hospitable pedestrian and cycling environments.

- Work with City of Minneapolis Public Works Department to implement recommended improvements to neighborhood streets.
- Work with City of Minneapolis Public Works to implement a name change for 7th Street Northeast to Monroe Street Northeast.

Goal 5:
Reinforce the hierarchy of the neighborhood's streets where some provide local access and others provide for transit, snow emergencies, and continuous travel across the neighborhood.

- Work with City of Minneapolis Public Works Department to implement recommended improvements to neighborhood streets.
- Work with City of Minneapolis Public Works to implement traffic calming, pedestrian, and bike path improvements referenced in the plan.

Goal 6:
Improve accessibility by expanding transit and bike facilities serving the neighborhood.

- Become active to support the Nicollet-Central modern streetcar project in its next phase of study, the Environmental Assessment (EA).
- Continue to support the neighborhood's desire to see the modern streetcar's northern terminus extended to the intersection of Central/Lowry Avenues.
- Promote the use of existing transit services the neighborhood currently enjoys. Establish a link to Metro Transit on the neighborhood's website.

Goal 7:
Improve the parks by updating and maintaining equipment and developing new park space in the southwest quadrant of the Central Avenue/ Broadway Street intersection.

- Continue to meet with and engage the MPRB around the topic of neighborhood parks and seek opportunities to expand Community Commons Park.

Goal 8:
Enhance the visual appeal and design character of the neighborhood to enhance livability.

- Work with local artists and the City of Minneapolis Arts Commission to identify opportunities to develop public art for installation at gateway locations in the neighborhood.
- Work with City of Minneapolis Public Works to advance the installation of pedestrian scale street lighting along Monroe and Spring Streets.

APPENDICES

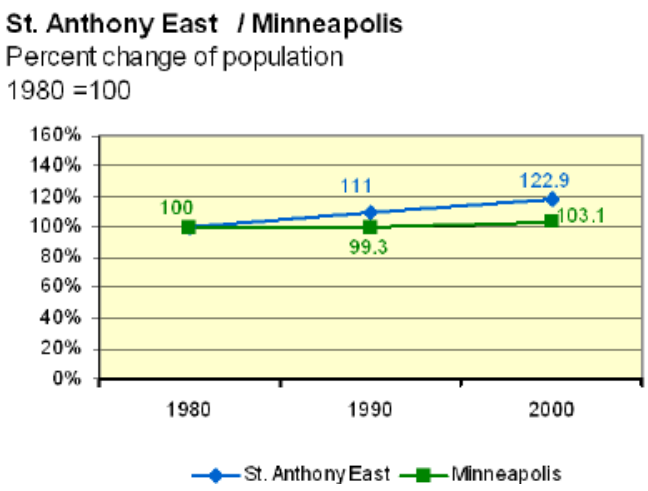
ST. ANTHONY EAST COMPARED TO MINNEAPOLIS AS A WHOLE A-2

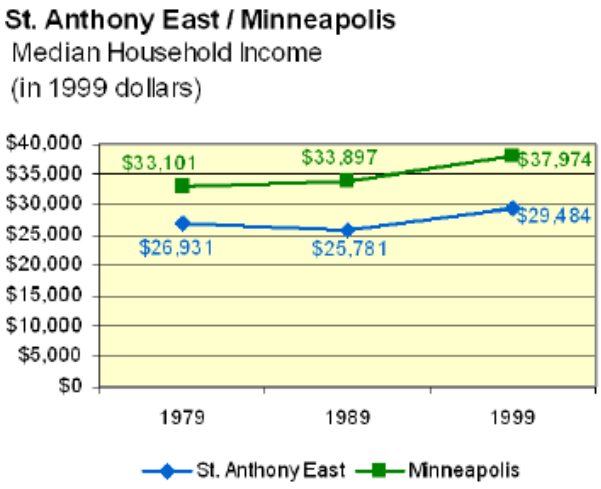
ST. ANTHONY EAST DEMOGRAPHIC OVERVIEW A-5

ST. ANTHONY EAST COMPARED TO MINNEAPOLIS AS A WHOLE

Population Growth Trend:

	1980	1990	2000
St. Anthony East	1,818	1,997	2,148
Decade- to-Decade Percent Change		10 percent	8 percent
City	370,951	368,383	382,618
Decade- to-Decade Percent Change		-.06 percent	4 percent





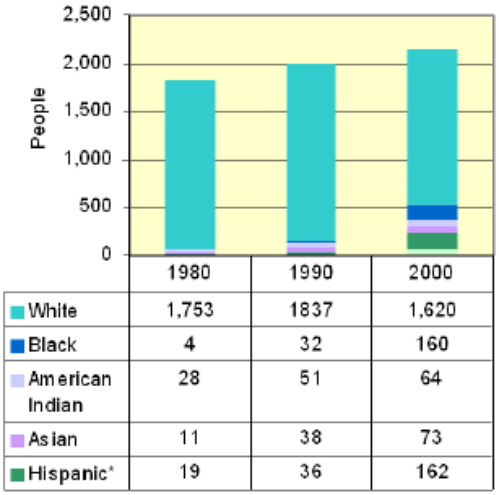
Population in 2010:

St. Anthony East: 2,355
Minneapolis: 382,578

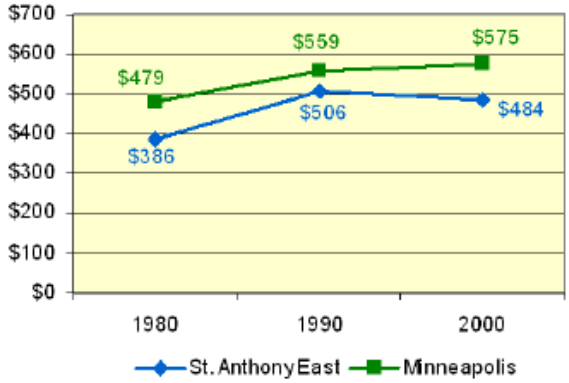
Population density:

St. Anthony East:	9,731 people per square mile
Minneapolis:	6,948 people per square mile

St. Anthony East: Ethnic distribution



St. Anthony East / Minneapolis
Median gross rent
(in 2000 Dollars)



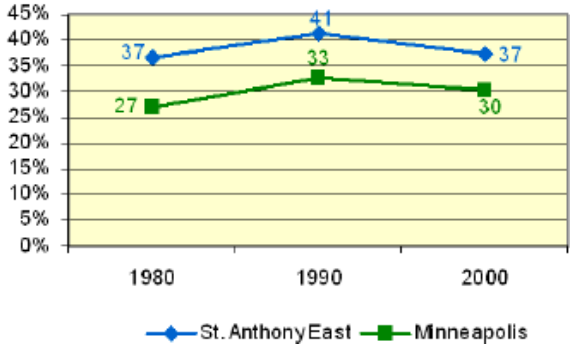
Median household income in 2010:

St. Anthony East:	$41,611
Minneapolis:	$46,232

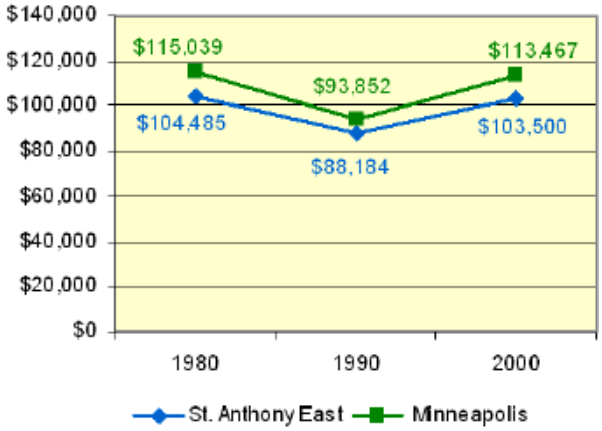
Percentage of population below poverty level:

St. Anthony East:	19.1 percent
Minneapolis:	22.9 percent

St. Anthony East / Minneapolis
Median housing costs as a percentage of median household income



St. Anthony East / Minneapolis
Median house values
(in 2000 Dollars)



Percentage of people 3 years and older in K-12 schools:

St. Anthony East:	19.5 percent
Minneapolis:	14.0 percent

Percentage of people 3 years and older in undergraduate colleges:

St. Anthony East:	8.4 percent
Minneapolis:	10.3 percent

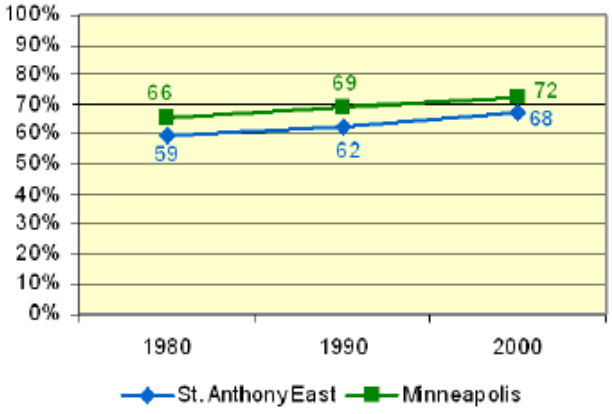
Percentage of people 3 years and older in grad. or professional schools:

St. Anthony East:	5.2 percent
Minneapolis:	4.0 percent

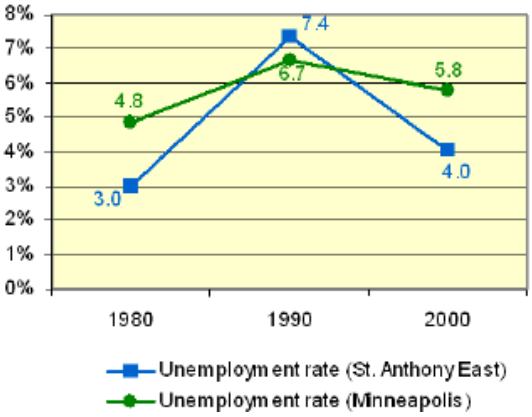
Percentage of students K-12 enrolled in private schools:

St. Anthony East:	32.1 percent
Minneapolis:	11.9 percent

St. Anthony East / Minneapolis
Labor force participation

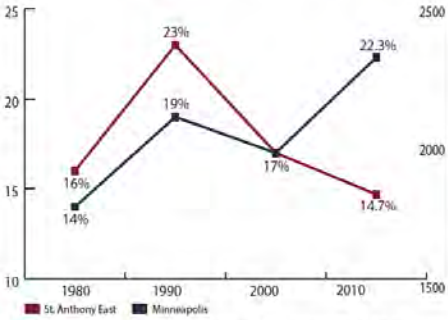


St. Anthony West / Minneapolis
Unemployment trends

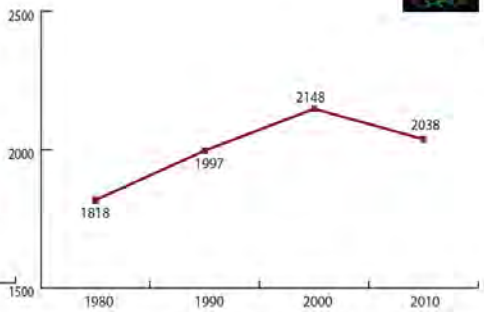


St. Anthony East Demographic Overview

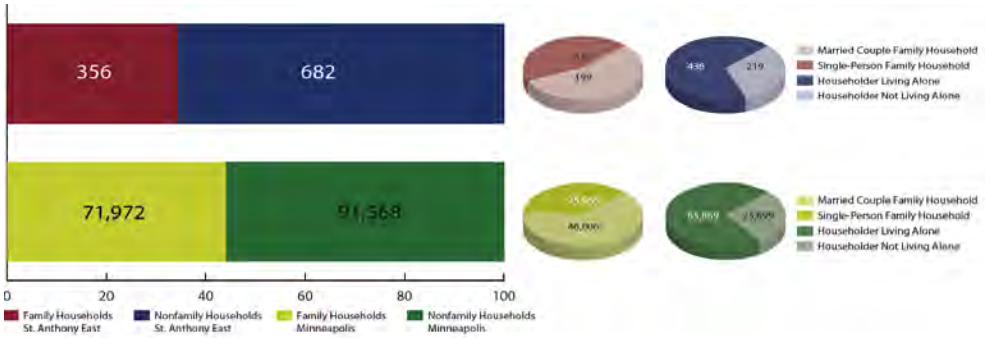
Median Household Income in 2011 Dollars



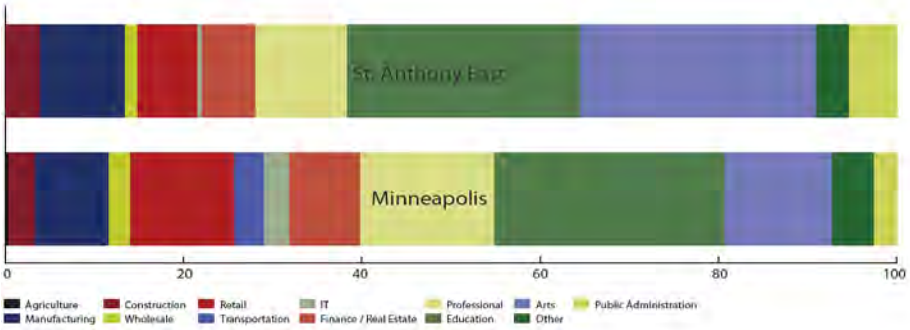
Percent of Population Below the Poverty Line



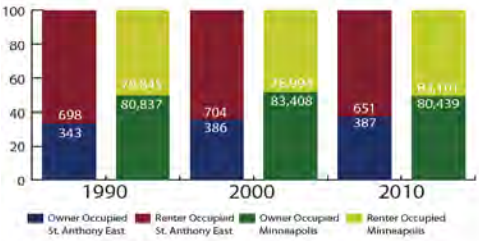
Total Population St. Anthony East



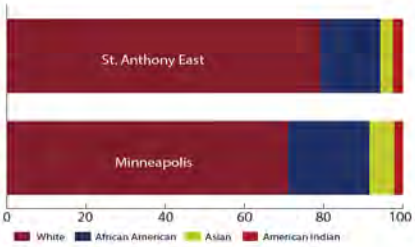
Households By Type 2010



Employment By Sector



Housing by Tenure



Population Percent by Race 2010