



Request for City Council Committee Action from the Department of Community Planning & Economic Development

Date 5-26-2006

To Council Member Gary Schiff
Chair, Zoning and Planning Committee

Referral to Council Member Paul Ostrow
Chair, Ways and Means/Budget Committee

**Subject West Broadway Alive! A Master Plan for West Broadway
Avenue-Hire consultant & authorize grant funding (Wards 3, 4
& 5)**

Recommendation

Authorize hiring SEH Short Elliott Hendrickson, Inc.; Authorization to use CDBG funding 0400 890 8962 from the CPED-Planning budget in the amount of \$105,000, and NRP Funding in the amount of \$25,000 (CNRO 890 3550 R48N1535)

Previous Directives

Approved release of Request for Proposals for consultant services for development of land use plan, contingent on approval by the Permanent Review Committee by Zoning and Planning Committee and referred to Ways & Means Budget Committee on Monday, January 23, 2006; Approved by Ways & Means/Budget Committee

Prepared or Submitted by Tom Leighton, Principal Planner 612-673-3853 and Pamela Tracy, Program Assistant 612-673-2596

Approved by Barbara Sporlein, Director,
CPED Planning Division _____

Permanent Review Committee (PRC) Approval Not Applicable

Note: To determine if applicable see <http://insite/finance/purchasing/permanent-review-committee-overview.asp>

Policy Review Group (PRG) Approval Date of Approval Not Applicable

Note: The Policy Review Group is a committee co-chaired by the City Clerk and the City Coordinator that must review all requests related to establishing or changing enterprise policies.

Presenters in Committee Tom Leighton, Principal Planner

Financial Impact (Check those that apply)

No financial impact (If checked, go directly to Background/Supporting Information).

Action requires an appropriation increase to the Capital Budget or Operating Budget.

Action provides increased revenue for appropriation increase.

Action requires use of contingency or reserves.

Business Plan: Action is within the plan. Action requires a change to plan.

Other financial impact (Explain): \$105,000 of CDBG Funds already in CPED-Planning Budget; \$25,000 of NRP Funds-Agreement N1535 Between NRP Policy Board and the City Council executed March 7, 2006

Request provided to department's finance contact when provided to the Committee Coordinator.

Community Impact (use any categories that apply)

Neighborhood Notification \$25,000 provided by Northside Residents Redevelopment Council as the designated NRP neighborhood organization for Near North and Willard-Hay neighborhoods of Minneapolis

City Goals Prepare a Master Plan for West Broadway Avenue

[Background/Supporting Information Attached](#)

Scope of Services, Narrative Format

1. Vision and Fundamental Principles

The vision element will capture the essence of the community's overarching objective with respect to West Broadway in a succinct vision statement. It will also call out the most fundamental principles that will guide revitalization activity.

2. Survey of Existing Conditions

A plan for West Broadway must be based on a good understanding of existing conditions. This encompasses an understanding of the West Broadway community including its demographic and employment characteristics, and property attributes such as land use, zoning, property value, building floor area, number of housing units and occupancy, affordability, homestead status, and building condition. Data would be compiled on the movement of vehicles, bikes and pedestrians, and the availability and use of public transit. Market data and analysis will be important in order to support recommendations related to land use, development guidelines, branding and marketing, and to evaluate the general feasibility of development concepts. It will be important to understand the historical context, as well as the existing plan basis in terms of the city's comprehensive plan and other recent planning and goal setting exercises.

3. Land Use

The land use plan will detail the proposed future land use of the West Broadway area. It will include a map of proposed future land use and accompanying descriptive text. It will include a land use map in a format that is suitable for incorporation into the city's comprehensive plan.

The land use plan will consider appropriate locations for commercial, residential, industrial and mixed use development, as well as open space and green linkages. The land use plan would set the stage for a future analysis of the zoning of property between Girard Avenue and the Mississippi River.

Changes to comprehensive plan features may be proposed as part of this analysis. These may include changes to the designation of certain features as well as changes to the extent of features.

West of Girard Avenue, the land use plan will build on the rezoning study done by the City of Minneapolis in 2003. At the Penn Broadway business node, the land use plan will build on and incorporate the work done through the Penn-West Broadway Transit Oriented Development Plan.

4. Transportation, Transit and Parking

The TT&P analysis will examine existing conditions and propose strategies and designs that address specific transportation issues that arise through the planning process. In geographic terms, the emphasis would generally be on the area from Girard to the Mississippi River because West Broadway has just been reconstructed from Girard Avenue to the western city limits. Anticipated issues include consideration of street layout, as well as right of way cross sections and dimensional modifications at key locations. Recommended changes might be implemented at such time as the east half of the street is reconstructed. Proposed right of way cross sectional diagrams from the north building wall to the south building wall at key locations allows the proper siting of new structures and the preservation of adequate sidewalk width. Proposed alterations to rights of way would be based on considerations of street functionality, aesthetic character, and ability to the right of way support viable and active business, pedestrian and residential environments.

Other anticipated areas of inquiry include a parking analysis for the business districts east of Girard Avenue that considers the availability, demand, ownership and management of nearby parking. Traffic calming strategies should be proposed to make it easier for pedestrians to cross West Broadway at key locations. A streetscape design for West Broadway east of Girard should emerge through the process that is compatible with the streetscape already implemented east of Girard. Aesthetic improvements to the I-94 bridge structure and its signage will be considered, as will enhancements to Emerson Avenue that would extend certain streetscape elements of Van White Memorial Boulevard to West Broadway.

Work done as part of the Penn-West Broadway Transit Oriented Development Plan would be incorporated into this section. The principles, analysis and recommendations of the Access Minneapolis plan will also inform the recommendations of this section of the report.

5. Housing

Growing the household base along and near West Broadway is supported by city policy and will have multiple benefits including increasing the market for West Broadway business establishments, supporting high quality transit service, and improving public safety along the avenue. The housing element of the WBA plan will identify opportunity locations for new housing. It should engage process participants in a deeper understanding of the complex dynamic between community preferences for housing types—in terms of density, ownership vs. rental housing, affordable vs market rate housing—and the market and financing constraints that govern what is do-able. The housing element may propose realistic goals for overall housing growth as well as for the desired overall mix of ownership,

rental, market rate and affordable housing. It may identify anticipated challenges to reaching goals and propose actions that might address these challenges.

The housing element will also take into consideration the needs of major area employers for workforce and employee housing, and explore options for strengthening work-housing relationships.

The housing element will build on the recent work of the Corridor Housing Initiative project on West Broadway.

6. Economic/Business Development

This plan element will utilize market analysis methodologies to understand the existing and potential commercial retail and services market on Broadway. It will evaluate the existing organizational capacity of the business community. Based on these findings and an understanding of best practices nationwide, it will recommend a targeted set of priority strategies for activating the business environment and job base on West Broadway. These may include mechanisms for supporting the growth of existing small business or the establishment of new business ventures, marketing and branding approaches, recruitment of businesses in key product or service niches, and organizational capacity building.

The economic/business development element of the plan can make use of and build on a West Broadway market analysis, funded by Northway Trust, which is nearing completion. Moreover, it must relate closely to broader north Minneapolis business development initiatives that are being sponsored by Northway Trust, north Minneapolis neighborhoods, and the Northside Partnership Initiative.

7. Development Guidelines

The development guidelines section of the study would describe desired characteristics of private development elements in the West Broadway area. It would recommend appropriate scale of development at different locations, and desirable characteristics of development with respect to such aspects as site layout, landscaping, fencing, height, scale, massing, fenestration, and lighting.

Development guidelines would be presented utilizing both illustrative and text formats.

8. Development Concepts for Case Study and Opportunity Sites

The site analysis would identify properties along West Broadway that are judged to be illustrative of issues common to redevelopment along West Broadway or are expected locations for near term or catalytic redevelopment. For each selected site, one or more development concepts would be created that proposes site layout, land use, development intensity, and parking. Development concepts may suggest general types or characteristics of housing or businesses that would be suitable for the site. Concept level development forms will be derived for each site. Around a dozen opportunity sites are anticipated.

Public workshops that explore site specific development concepts will explicitly consider city goals and policies, development feasibility, and community preferences to arrive at concepts that can be supported from multiple perspectives.

West Broadway sites that were explored as part of the Corridor Housing Initiative may be included in the set of opportunity sites, but would be the subject of abbreviated analysis because of the prior work that was done.

9. Livability—Public Safety and Aesthetics

Public safety and the management of antisocial behavior affect the comfort level of the West Broadway environment. This plan element will include an overall Crime Prevention Through Environmental Design (CPTED) scan of the corridor, and make recommendations for improving both the safety of the corridor and the perception of safety through modifications to the physical environment. It will also recommend practices and organizational approaches to managing criminal and disruptive behavior. It will incorporate and build upon the public safety strategy that is being developed concurrently by CPED, the Minneapolis Police Department, and the West Broadway Business Association.

The aesthetic quality of West Broadway also bears on the livability of the corridor. This plan element will identify important viewsheds along Broadway, opportunities for greening the corridor, proposed gateway elements, and public art opportunities. It will propose a menu of fencing and landscaping materials and patterns that could be utilized by the private sector as properties are upgraded through the City's site plan review process or for other reasons. These should be compatible with design elements at the Bus Rapid Transit stations at Penn, Emerson, and Lyndale Avenues. The use of common materials and design can contribute to a sense of continuity and assist in branding the West Broadway corridor. These recommendations would build on the work of previous exercises with a public art and aesthetics focus, including the West Broadway Gateway Project, and the work of Juxtaposition Arts toward the creation of a public art plan for West Broadway.

10. District Focus: Hawthorne Crossings/Historic Storefront District

The Hawthorne Crossings/historic storefront district between Bryant and Emerson Avenues has been significantly modified through the development of the Hawthorne Crossings shopping center, but nevertheless includes several contiguous blocks of historic storefront buildings that recall the role of West Broadway as the "Main Street" of north Minneapolis. While redevelopment has disrupted this pattern it adds commercial floor area and parking to the business district. Currently a mix of architectural styles, this commercial node has fundamental elements that lend itself to its re-creation as a town square that can serve again as a commercial and community heart of North Minneapolis.

This plan element will bring together work completed under all of the above topical headings to consider and propose a holistic strategy for remaking this urban space so that it can play a leading role in the revitalization of West Broadway. Proposed strategies might encompass street alignment modifications and traffic calming measures, streetscape improvements, area parking strategies, provision and suggested programming of functional community space (including an enhanced BRT station amenity), branding and marketing of the district, façade upgrades, and public art. It may propose roles for existing or new organizational entities related to ownership and management of area parking, collective marketing and leasing, and business development.

11. District Focus: Lyndale/Freeway/River District

The functionality and aesthetic character of West Broadway between Bryant Avenue and the Mississippi River has a significant impact on the ability of West Broadway businesses to attract a wider market that includes new residential developments along the Mississippi and new and existing households in northeast Minneapolis. This plan element will bring together work completed under all of the above topical headings to consider and propose a holistic strategy for improving the functionality of this district for new and existing development, and to reduce the psychological distance between the river and the Hawthorne Crossings/Historic Storefront District. Proposed strategies might encompass street

alignment modifications and traffic calming measures, streetscape improvements along West Broadway and the I-94 bridge, redevelopment of key properties, façade upgrades, and public art.

This plan element will draw from the analysis and recommendations of the West Broadway Gateway Project.

12. Five Year Revitalization Plan

Bringing renewed vitality to West Broadway will require a revitalization plan that is ambitious but not unrealistic. The revitalization plan should identify key challenges to the realization of important goals, and explore and identify financial resources and key partnerships that might serve to overcome these barriers. The case for action and investment of resources should be supported by a general analysis of the fiscal and social benefits of plan implementation.

The central element of the revitalization plan will be the identification of a limited set of key strategies that can serve as a focal point for near term action by West Broadway stakeholders and partners. The identified strategies would be a) of highest priority, b) attainable over a five year period and, c) taken together, expected to have a catalytic effect on the perception and functionality of West Broadway as a place to live, work and shop—opening the door to additional market-based commercial and development activity. Anticipated priority strategies include the redevelopment of key properties, streetscape improvements, branding and marketing, and regulatory modifications.

The revitalization plan will explore and propose lead entity(s), key partners, sources of funding, and timeline for each of the prioritized actions. Potential resources for accomplishing objectives are expected to be identified throughout the process, but will be enhanced through explicit analysis and investigation of the most promising sources of public, community, private, and philanthropic support. Focused sessions with city development staff, private and non-profit developers, and potential private sector partners will inform this plan element and help to orient research and analysis. This plan element will benefit from and build upon existing organizational relationships with entities such as the Northside Partnership Initiative and the Northway Foundation.

Given that implementation of the WBA Plan will require the collaborative energies and focused attention of multiple parties (including the West Broadway residential and business communities, public sector policy makers and staff, private and nonprofit developers, private corporations, and philanthropic organizations), it is imperative that the planning process itself is structured to facilitate broad-based ownership of the plan and its proposed outcomes. One of the critical tasks in this regard will be to establish and strengthen key relationships and partnerships through the planning process, and to encourage the emergence of plan champions in multiple sectors.

Product Expectations—West Broadway Alive!

The completion and production of a plan document is the tangible outcome of this process. The WBA plan document should document existing conditions, the planning process, analysis and findings, and make recommendations relative to each of the elements in the scope of services. The document should include text and graphics as appropriate. For readability few if any pages should be entirely text. Twenty five hard copies of the plan should be produced, along with 100 CD copies. Additional requirements concerning the plan document and other deliverables are noted in Appendix A of the RFP.

Process Expectations—Public Engagement, Communication and Outreach

A successful West Broadway planning process will require excellent communication and outreach. Multiple community engagement approaches are essential in a community where traditional methods of outreach may not reach everyone. The ultimate success of this work will be measured by the extent to which it tangible results to the West Broadway environment. Given this, it is imperative that the WBA plan when finished represents a community consensus, that the community grows through the process in its embrace of West Broadway as North Minneapolis's main street, and that it is energized and empowered to devote ongoing time and energy to championing the revitalization of West Broadway over time. "Community" in this context is considered to include neighborhood residents (both homeowners and renters), property owners, and business owners and managers.

A successful process as defined in the preceding paragraph is also dependent upon the engagement of organizations that have an existing or natural affiliation with the West Broadway community, and that can partner with the city and community in achieving the implementation objectives. These include private companies and foundations that may consider investing financial or expertise-related resources in the implementation of the plan.

A WBA Steering Committee is being formed to provide process guidance and assist with communication and community outreach.

Public sector staff w/ relevant technical expertise are also being identified and will be available as needed through the course of the WBA process.

A contract with a third party is being established to provide communication and outreach services. These services do not need to be included in proposals responding to this RFP. They include:

- Strategize w/ city staff and the consultant team on communications and public engagement strategies and tactics
- Co-draft, edit, format and distribute communications materials for distribution, for web or bulletin board posting, and/or for advertising through print, radio or television based media.
- Establish or enhance existing grassroots networks of outreach that can be employed through this process.
- Document communication and outreach measures taken throughout the process, and levels of attendance at meetings and events.

Project Process and Schedule

Respondents to this request for proposal should propose a process timeline and schedule for completion of the WBA process and plan document.

- Public engagement events should be highlighted and described, along with their anticipated topics, objectives/products, and intended audiences.
- Delivery dates should be proposed for plan elements and the most important intermediate products.

- A minimum of five public meetings are to be advertised broadly as open to all. These should include a kick-off meeting to be conducted within two months of contract execution, and a public presentation of final recommendations.
- Because certain plan topics require specialized technical analysis and review, and present unique opportunities for community/partner engagement, consideration should be given to tailoring process tracks for them. This could involve subcommittees of the WBA Steering Committee, and/or holding topic-specific events/sessions w/ specialized reviewers or focus groups as appropriate. Analysis, findings and recommendations would be brought back into the general process flow at the appropriate time.
- Special consideration should be given concerning how to engage difficult-to-reach communities, and business owners/managers.
- The WBA Steering Committee will meet approximately monthly over the course of the project. These will include meetings prior to each public meeting/event to review the proposed agenda, methodologies, and materials.
- Appropriate points of connection with technical advisers should be proposed.
- Services and products related to this request for proposal are to be completed within 12 months of the contract award date.

Management Structure

Staff from the Planning Division of the Community Planning and Economic Development (CPED) Department will manage this project. The consultant is expected to meet regularly and as requested with City staff during the course of the study. These meetings are in addition to meetings with the WBA Steering Committee. The consultant will discuss proposed methodologies with and gain approval from City staff prior to performing the study tasks. All written, graphic, display, and presentation materials to be made available to the public are to be provided to City staff for review no less than one week prior to their use or distribution. Materials and proposed agendas for steering committee meetings are to be made available for staff review no less than 3 working days prior to steering committee meeting days.

All sections of the plan document must be reviewed by the city project manager before being considered a final draft. The final draft of the plan is subject to a formal 45 day public comment period prior to being considered for adoption by the City Planning Commission and City Council.