



Windom Park Neighborhood Small Area Plan

Volume 2: Plan Document



April 21, 2018

**Windom Park Small Area Plan
Volume 2: Plan Document**

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PREFACE

The Windom Park Small Area Plan was commissioned in 2016 by Windom Park Citizens in Action (WPCiA), the official City of Minneapolis -designated citizen participation organization for the Windom Park neighborhood. WPCiA is also the Neighborhood Revitalization Program (NRP)-designated organization that prepared all of the neighborhood's NRP Participation Plans and successfully implemented all of the neighborhood's NRP programs under Phases 1 and 2 since 1992.

The neighborhood's plan comprises two documents. Volume 1 reported findings from research and analyses that were conducted to gain an understanding of the neighborhood's history, demographics, and physical conditions. This document, Volume 2, presents the actual small area plan for the neighborhood.

NEED AND PURPOSE for the SMALL AREA PLAN

In August 2015, the neighborhood's membership and leadership decided to use a portion of its unspent NRP Phase 2 funds to contract a consultant firm to assist in the development of a small area plan that would address transportation, land use, and urban design issues and inform the City of Minneapolis' update of its comprehensive plan. By September 2015, the organization had prepared and issued a Request for Proposals (RFP) to consultant firms to prepare the small area plan. It was the organization's intent that the completed small area plan would be submitted to the City of Minneapolis' City Council for adoption in November 2016, following statutorily required reviews by residents and community members and City of Minneapolis Public Works and Community Planning and Economic Development (CPED) Departments during the summer of 2016. It was envisioned that the neighborhood's plan would be accepted by the WPCiA board in

September 2016 and then sent to the City of Minneapolis Planning Commission for review and eventual approval before being sent to the City Council for adoption.

The organization selected its preferred planning consultant in November 2015, but, for reasons still unclear, approval of its NRP Phase 2 contract was blocked, and the organization was not able to proceed with work on the plan as intended.

The organization's leadership made many inquiries to learn why approval of its contract to use its NRP Phase 2 funds had been blocked. The Community Participation Program (CPP), which administers NRP, explained that it had learned that the Public Works Department had blocked the contract because the Department was going to address the neighborhood's transportation issues and did not need consultant assistance. When asked about this revelation, the Public Works Department reported that it was unaware of the neighborhood organization's RFP and subsequent selection of a consultant.

Finally, after inquiring for almost a year, a decision was made to lift the block, and WPCiA notified its selected consultant that work could begin on the plan. As of this time, it is still not known why the block was lifted or who lifted it. No light has ever been shed on this sequence of events; not even from the office of Council Member Kevin Reich, who represents the Windom Park neighborhood.

As mentioned, one of the purposes of the small area plan was to inform and contribute to the development of Minneapolis' updated comprehensive plan. Each municipality in the Twin Cities metropolitan area is required by state statute to update its comprehensive plan every 10 years. Update plans are due to the Metropolitan Council of the Twin Cities on December 31, 2018.

ACKNOWLEDGEMENTS

CPED staff have informed WPCiA that the agency is fully engaged in outreach initiatives and internal activities to update the comprehensive plan and is no longer receiving small area plans from neighborhood organizations.¹ According to CPED staff, WPCiA's small area plan was completed too late to be considered in the updated plan.

WPCiA feels it is important for residents and others in the community to know that it was the one-year delay that put the organization in a position where its input would not inform the city's updated plan.

Despite this setback, the Windom Park Small Area Plan was prepared with the intent of supplementing, supporting and sometimes modifying the city's comprehensive plan. Consequently, most of the key ideas of the city plan are reaffirmed, but a few changes or additions are recommended. Where this plan departs from the city plan, the difference is noted.

This plan serves as the official statement by WPCiA on how to apply the *Minneapolis Comprehensive Plan* in the neighborhood. WPCiA intends that in the years immediately following adoption of the 2018 comprehensive plan update, this plan will be incorporated by reference into the city's *Comprehensive Plan*, as many other small area plans have been. This will help city staff understand how the *Comprehensive Plan* should be interpreted and applied in the Windom Park neighborhood.

¹ Presumably, neighborhood-initiated small area plans will once again be received by CPED once the city's update comprehensive plan has been approved by the Metropolitan Council.

The Windom Park Citizens in Action Small Area Plan was developed through a citizen-led process. When the block on the use of NRP Phase 2 funds was finally lifted in November 2016, the WPCiA board appointed a Steering Committee to oversee the project and work closely with the consultant team.

Steering Committee members met on near-monthly basis for a year, between December 2016 and December 2017, clarifying neighborhood goals and objectives, defining issues, reviewing findings from the consultant team's research and analysis activities, and choosing preferred courses of action.

In addition, residents and other community members participated in three Community-Wide meetings where issues and a neighborhood vision were defined, design alternatives were reviewed, and draft recommendations were reviewed.

Appreciation is expressed and thanks are given to all those who contributed time, energy, and interest in the development of the plan.

Steering Committee Members:

- Gayle Bonneville, WPCiA staff
- Andrew Erickson, WPCiA Treasurer
- Chelsey Hendrickson
- Devon Lundy
- Daniel Miller
- Witt Siasoco
- Anne Therkelsen, WPCiA Board Member
- Zachary Wefel, WPCiA Board Chairperson

INTRODUCTION

PURPOSE

This small area plan document is both a physical plan and a policy plan that was commissioned by the Windom Park Citizens in Action (WPCiA) neighborhood organization. It was approved by the WPCiA board of directors on January 23, 2018. It was prepared in order to:

1. Identify and research transportation issues currently facing the neighborhood.
2. Develop and recommend solutions to current transportation issues under the broad contexts of transportation, land use, and urban design.
3. Develop and recommend policies to guide future land use and development. The horizon for the small area plan is 20 years; 2038.
4. Recommend changes to the City of Minneapolis' current comprehensive plan (*The Minneapolis Plan for Sustainable Growth*, adopted by Council in 2009) that bear on the Windom Park neighborhood's future.

In its Request for Proposals (REF), which was issued in August 2015, the neighborhood stated that its priority problem areas were:

- Johnson Street from 18th Avenue to Lowry Avenue, with special emphasis on the 18th and 22nd Avenue intersections
- Lowry Avenue parking options at Polk Street
- 18th Avenue from Central to Stinson Boulevard, with special emphasis on enforcing the STOP sign at Fillmore Street

PLANNING/DESIGN PROCESS

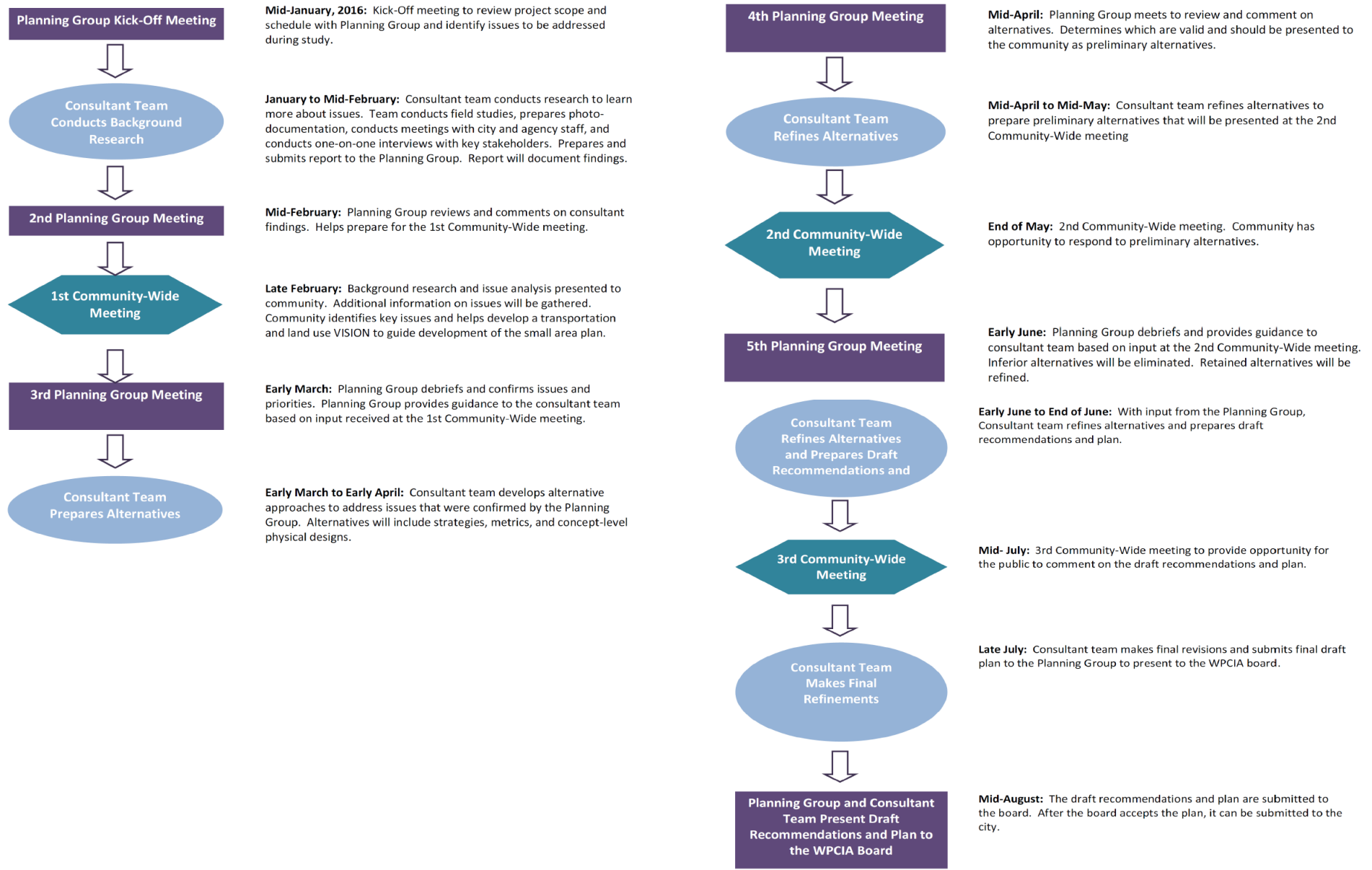
The planning and design process followed to prepare the plan has at its core community engagement. The process revolved around regularly scheduled Steering Committee meetings. In addition, the process also included three community/neighborhood-wide meetings that were held to:

- **Community-Wide Meeting 1:** Identify and rank subjects of concern, opportunities and challenges; review the initial background research of the planning consultants; contribute ideas for a vision statement for the neighborhood; discuss general alternatives in the subjects of land use, urban design, transportation and parks.
- **Community-Wide Meeting 2:** Review and discuss refined ideas in the subjects of land use, zoning, transportation and parks.
- **Community-Wide Meeting 3:** Review and discuss the elements of the draft neighborhood plan. Determine which of the community's concerns and comments should be included in the final neighborhood plan.

Other participation efforts included administration of two opinion surveys; one administered to businesses, and the other administered to residents.

The planning/design process and project schedule are illustrated on page 2.

WINDOM PARK SMALL AREA PLAN PLANNING/DESIGN PROCESS and SCHEDULE



SMALL AREA PLAN ELEMENTS

This is a small area plan that was prepared under the guidelines of the City of Minneapolis. As mentioned, it was originally intended to be adopted as an element of the *Minneapolis Comprehensive Plan* and provide

In order to meet city requirements, so that it can eventually be approved by the Planning Commission and then adopted by the City Council, the small area plan must address elements of the city's comprehensive plan that are relevant to the neighborhood. Thus, the plan's elements cover:

- Land Use, Zoning, and Housing
- Open Space and Parks
- Heritage Preservation
- Transportation
- Implementation

NEIGHBORHOOD VISION and GOALS

Neighborhood Vision:

The Windom Park neighborhood is envisioned to be a neighborhood in the City of Minneapolis that:

- Provides a range of housing opportunities (single family, duplex, multi-family, market rate, affordable, and subsidized) for homeowners and renters.²
- Supports the location of comparatively higher intensity land use along the neighborhood's major transit corridor, Central Avenue.
- Supports development of future transportation system improvements that will accommodate the travel desires of cyclists, pedestrians, and people with disabilities.
- Supports transportation infrastructure within the neighborhood that will provide residents, shoppers, workers, students, and others safe and convenient transportation options.
- Encourages internal, commercial nodes to continue to be attractive and supports the businesses and property owners in these nodes in their efforts to further enhance their appearance and expansion of their markets beyond the immediate neighborhood.

² According to the Minnesota Compass 2011-15 report, the Windom Park neighborhood has 1,252 (44 percent) renter occupied housing units out of 2,836 total housing units.

- Supports the continued use of Windom Park as a gathering place for the neighborhood's families and children.

Neighborhood Goals:

- **Attract Families -- Recharge** the neighborhood's vitality and ensure its longevity as a neighborhood of *choice* by encouraging families with school-age children to purchase homes.
- **Protect Traditional Appearances** -- Maintain the predominant, traditional appearance of the neighborhood.
- **Revitalize the Housing** -- Renovate and rehabilitate the current housing stock. Build new housing that is visually compatible with the rest of the housing on the block face.
- **Selectively Encourage Higher Density Housing along Transit Corridors** -- While recognizing and respecting the fact that decisions regarding the redevelopment of any privately-owned property would be solely based on the desires of the property owner, selectively encourage higher density housing redevelopment to occur along the neighborhood's most important north/south transit corridor, Central Avenue.
- **Improve the Appearance of the Neighborhood's Interior Commercial Node** -- Improve the appearance of the commercial node on Johnson Street, between 22nd and 19th Avenues, through:
 - improvements to building exteriors and parking lots and installation of design features that are unified and consistent,

- re-construct the existing traffic channelizer at Johnson Street/22nd Avenue to include design features that unify the commercial node³, and
- install a traffic channelizer at the commercial node where Johnson Street intersects 19th Avenue with design features like the ones included at the intersection of Johnson Street/22nd Avenue.

- **Calm Traffic⁴ on 22nd Avenue** -- Install a neighborhood-scale, traffic circle at the intersection of 22nd Avenue/Ulysses Street (or another type of traffic control device) to calm traffic along the 22nd Avenue, a designated bicycle route.



Neighborhood-scale traffic circles intended to calm traffic. In many situations, residents agree to care for plantings in the circles. A recent study conducted by the Public Works Department found that they are effective at getting traffic to slow down.

- **Calm Traffic on Johnson Street** -- Soften the effect of traffic driving through the neighborhood with:
 - installation of a traffic channelizer at the intersection of Johnson Street/23rd Avenue to slow and better organize

³ Design features recommended for inclusion are illustrated in this document on page 39.

⁴ Calming traffic refers to regimenting the flow of traffic so that it is more orderly and reducing the speed of traffic so that it is safer. Calming traffic does not necessarily result in a reduction of traffic volume on one street and a shift of higher traffic volume to another street.

traffic on Johnson Street and enhance safety for children walking to/from Windom Park,

- relocation of the Johnson Street/23rd Avenue traffic signal to Johnson Street/22nd Avenue to improve signalized traffic progression on Johnson Street and enhance safety for pedestrians and cyclists, and
- installation of a traffic channelizer at the intersection of Johnson Street/23rd Avenue to slow and better organize traffic on Johnson Street and enhance safety for pedestrians crossing Johnson Street to access Windom Park.

- **Designate 22nd Avenue as the Safe Route to School --**
Coordinate with the Pillsbury School to designate 22nd Avenue (including the signalized Johnson Street/22nd Avenue intersection) as the SRTS. Once implemented 23rd Avenue on the east side of Johnson Street would no longer be the SRTS street.
- **Calm Traffic on Lowry Avenue --** Support and be advocates for Hennepin County's *Lowry Avenue Northeast Corridor Plan and Implementation Framework* and specifically those elements of the plan that call for improvements that will, in priority order:
 - slow and better organize east/west traffic flow on Lowry Avenue between Central Avenue and Stinson Boulevard,
 - enhance the appearance of Lowry Avenue,
 - enhance safety and convenience of travel for pedestrians and people using wheelchairs, and
 - provide a safe experience for cyclists.
- **Support Higher Levels of Enforcement of Traffic Laws --**
Encourage higher levels of enforcement, particularly at the STOP sign at the intersection of 18th Avenue/Fillmore Street, where Fillmore Street is a SRTS for the Yinghua Academy. Also in relation to Yinghua Academy, encourage higher levels of

enforcements at the intersection 18th Avenue/Buchanan Street where a STOP sign is located.

- **Support and Encourage Efforts to Fill Gaps in the Neighborhood's Pedestrian and Bicycle Networks --**
 - Support and advocate for a continuation of the 18th Avenue Bike trail between Johnson Street and Stinson Boulevard, which would include:
 - protected east/west bikeway,
 - construction of a sidewalk along the north side of 18th Avenue between Arthur Street and Stinson Boulevard,
 - improved pedestrian walk zone at Arthur Street/18th Avenue, and
 - Improved traffic signal phasing/timing for pedestrians at the intersection of Johnson Street/18th Avenue.
 - Support and advocate for improved pedestrian and bicycle crossings of New Brighton Boulevard between the Windom Park neighborhood and the Diagonal Trail.
 - Support and advocate for north/south bicycle lanes on Stinson Boulevard.
 - Support and advocate for a Central Avenue *road diet* to reduce four lanes to three with wider bicycle lanes and sidewalks between Lowry and 18th Avenues.
- **Use the Plan --** Ensure the ongoing use of the Windom Park Neighborhood Small Area Plan as a relevant, current, and consistent statement of the neighborhood's aspirations for ordered growth and development that is respectful of the neighborhood's history and character and investments already made by existing residents and community members.

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FUTURE LAND USE and ZONING

FUTURE LAND USE PLAN and OPPURTUNITY SITES

This section of the plan presents the neighborhood's future land use plan. As will be noted when reviewing Figure 1, Future Land Use Map, there are no changes to the vast majority of the neighborhood's land uses. Two opportunity sites, however, were identified during the planning/design process, and the land use map reflects the changes anticipated by the Steering Committee.

It should be noted that the plan is not advocating the immediate redevelopment of private properties on the two opportunity sites. It should also be noted that the Windom Park neighborhood Small Area Plan recognizes and respects private property rights. Thus, the plan does not anticipate, nor would it support, any attempt on the part of any public agency to condemn and acquire through eminent domain any private property owner's property for the sake of any housing redevelopment program.

If, however, there is ever any interest in developing comparatively higher density housing in the neighborhood, the plan does guide developers to consider the two opportunity sites. Reasons supporting the plan's selection of the three opportunity sites are:

- Guidance (*not a directive*) from the Metropolitan Council to locate higher density housing along transit routes in proximity to commercial/retail services.
- Knowledge that amenities (such as parkways and bicycle facilities) can be important physical elements around which successful housing redevelopment can occur.

- The neighborhood seeks to increase value within its borders through pursuit of the highest and best use of land.

The future land use plan is shown on page 8. The two opportunity sites where a recommended change in the land use type are:

- **Wells Fargo Bank office at the intersection of Central Avenue and 23rd Avenue**

Rationale -- With the advent of electronic banking, many banks in the Twin Cities are reconsidering the need for large buildings that can accommodate in-person interactions with customers. These banks have opted to reduce the scale of their buildings and have either sold or redeveloped their properties. Examples include the US Bank on Central Avenue, the US Bank Building on 4th Street SE, the Wells Fargo Banks Hennepin Avenue/4th Street SE, and the TCF Bank in Edina.

The neighborhood would support any plans Wells Fargo Bank may have in the future to redevelop its property as a mixed use development with commercial uses on the ground level and three to four levels of residential above.

- **Minneapolis Public Housing Authority's (MPHA) Parker Sky View apartments at the intersection of Central Avenue/18th Avenue**

Rationale -- Like other Public Housing Authorities (PHAs) across the country, the MPHA has felt the impact of decreasing appropriations from the Department of Housing and Urban



Figure 1: Future Land Use



Opportunity sites shown as Mixed Use developments with commercial use on the ground floor and residential uses above. The residential densities would range between High Density (50 to 120 dus/acre) and Very High Density (> 120 dus/acre).

**Legend
Future Land Use**

- Low-Density Housing (up to 20 DU/acre)
- Medium-Density Housing (20-50 DU/acre)
- High-Density Housing (50-120 DU/acre)
- Very High-Density Housing (>120 DU/acre)
- Congregate Living
- Commercial
- Mixed Use
- Public/Institutional
- Cultural/Entertainment
- Transportation/Communication/Utilities
- Industrial
- Parks/Open Space

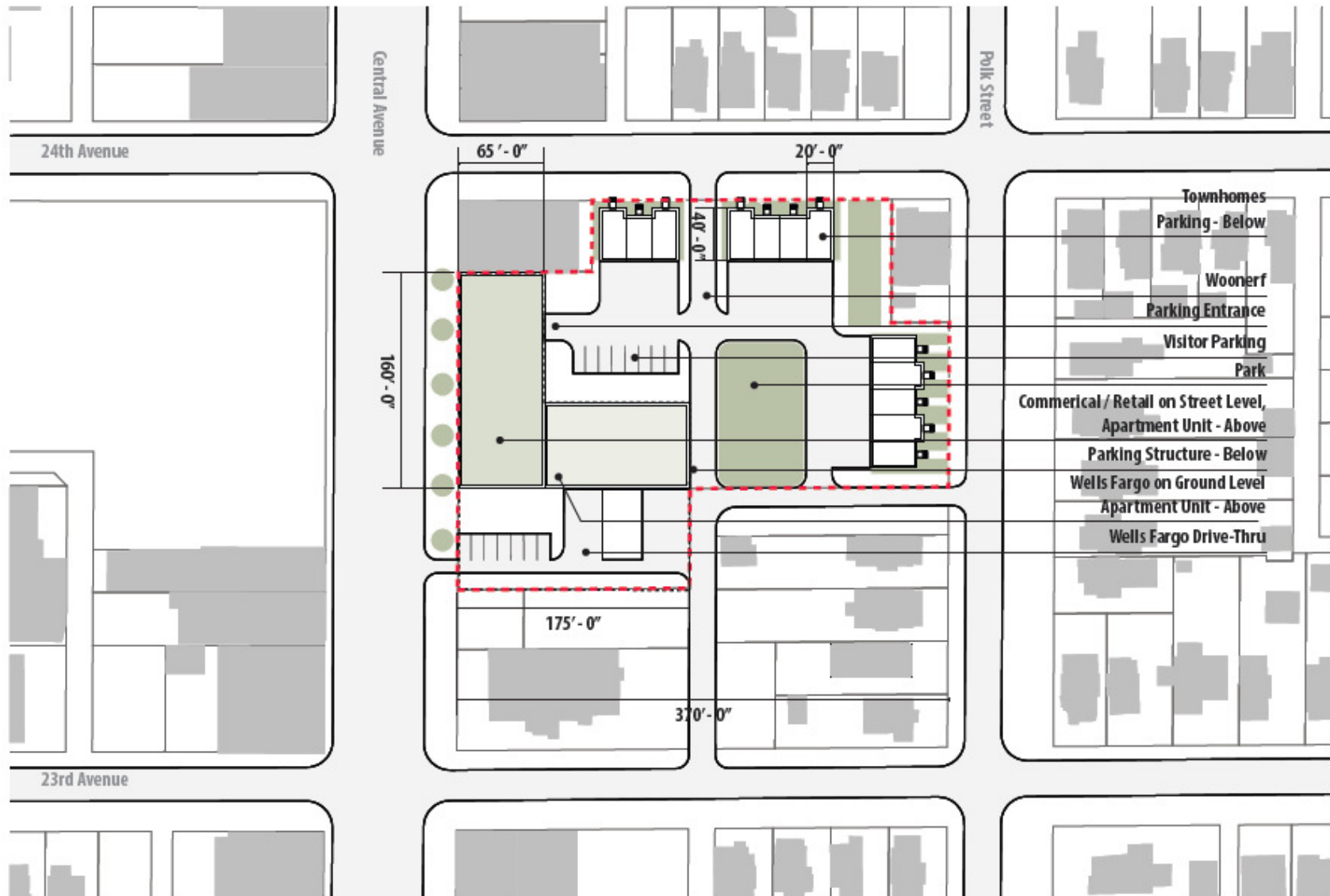
Development (DHUD) for more than a decade for the modernization and upkeep of its existing portfolio of project-based properties. Without these funds, MPHA finds itself in a position where comprehensive maintenance cannot be accomplished on any single property, as shrinking funds must be divided among all its housing projects across the city.

As an alternative to direct appropriations to DHUD and, in turn, appropriations to the PHAs, Congress authorized the Rental Assistance Demonstration (RAD), which allows PHAs to: a) convert project-based rental assistance programs to Section-8 certificates, b) partner with private sector entities, c) secure private sources of capital financing, and d) through the partnership with a private sector developer, address deferred maintenance issues that have caused the rental stock to deteriorate nationwide. RAD is a central part of DHUD's rental housing preservation strategy which is designed to:

- Safeguard long-term rental housing assistance for both current tenants and future generations;
- Improve and Modernize HUD-assisted multi-family properties; and
- Stabilize these properties by placing them on solid financial footing.

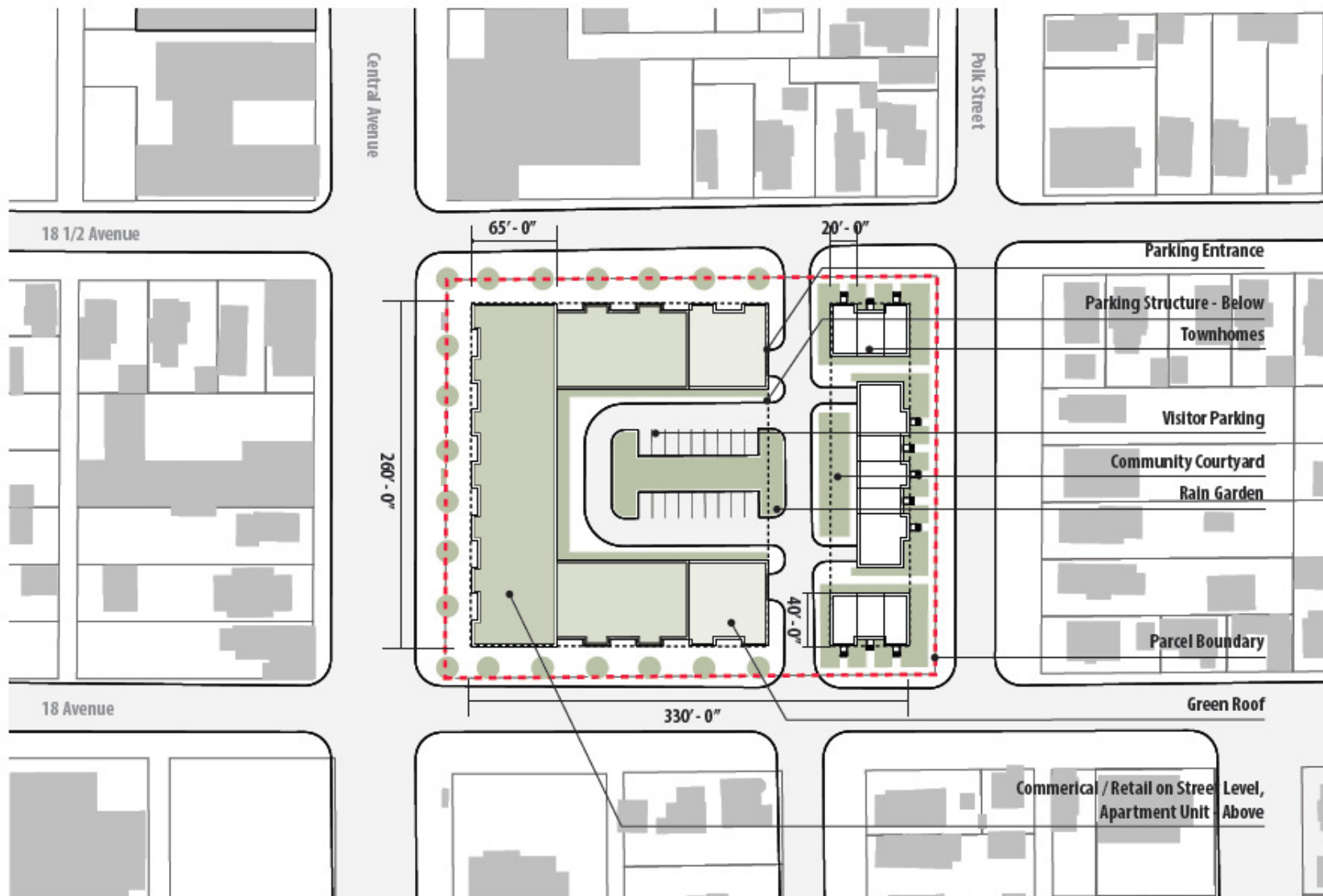
Through RAD arrangements, existing housing project buildings have been demolished, and new apartment buildings, with a mix of subsidized and market rate units, have been constructed in their place. MPHA is currently investigating the pros and cons of participating in the RAD program, and should the agency determine that RAD is appropriate for the Parker Sky View Apartments, the Windom Park neighborhood organization will support the agency's efforts to provide new housing for subsidized and market rate tenants.

Conceptual-level plans and elevations of the discussed future uses are shown on the following pages.



23rd Avenue and Central Avenue

**Figure 2: Conceptual Plan
Wells Fargo Site at Central Avenue/23rd Avenue**



18th Avenue and Central Avenue

Figure 3: Conceptual Plan
MPHA Parker Sky View at Central Avenue/18th Avenue

FUTURE ZONING

The neighborhood's current residential zoning districts are R1 and R2B with R3, R4, and R5. These are explained in Volume 1: Background Research and also described below.

- **R1 District:** 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.
- **R2B 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.
- **OR1 Neighborhood Office Residence District:** The OR1 district allows for small scale mixed use development of low to moderate density dwellings and office uses. Most development occurs at no more than 2.5 stories.
- **OR3 Institutional Office Residence District:** The OR3 district is a mixed use district of very high density dwellings, large office uses,

and major institutions, with additional small scale retail sales and services uses designed to serve the immediate surroundings. Most development occurs at no more than 6 stories.

In the interest of: 1) increasing residential density and 2) increasing the supply of housing throughout the neighborhood, it was suggested, during the small area plan study, that the entire neighborhood should be up-zoned where the minimum residential zoning would be R3. In addition to addressing these two interests, it was believed that up-zoning the neighborhood would enable people to remain in their homes longer and increase the neighborhood's population, which has declined by 4.5 percent since 1990. It is known that increasing the number of dwelling units within a market area increases expendable income, which would be a benefit for neighborhood businesses.

This idea of up-zoning the entire neighborhood to R3 was rejected by a majority of neighborhood residents. Likewise, the neighborhood's residents have rejected the idea of up-zoning the entire neighborhood to R4, as has been proposed in the draft City of Minneapolis Comprehensive Plan Update.

Thus, there are no anticipated zoning changes in the neighborhood, except for Central Avenue, where residents of the neighborhood would support a change to "Mixed Use" for an existing commercially zoned use and an existing high rise apartment.

As to the interior of the neighborhood, even if along transit corridors like Johnson Street and Stinson Boulevard, the residents decided they do not want to see any changes at all. They, instead, expressed interest in making sure their neighborhood never changes and has the same residential land uses it has today; both in the foreseeable future and even in the long-term.

Figure 4 on page 13 illustrates future zoning districts in Windom Park, which reflects no changes.

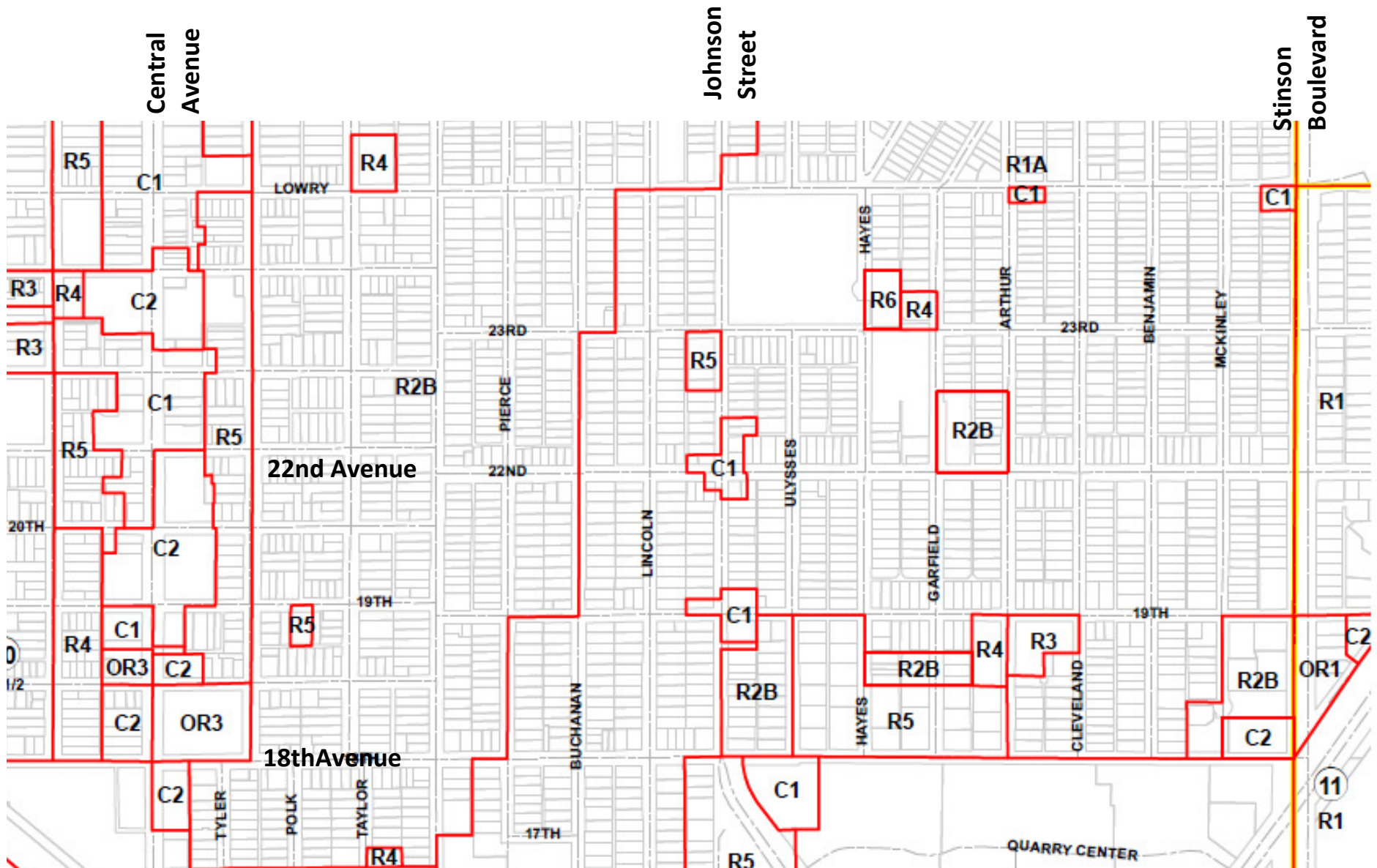


Figure 4: Future Primary Zoning
Source: Minneapolis Plan for Sustainable Growth

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URBAN DESIGN GUIDANCE

What Is Urban Design?

Urban design is a broad phrase having to do with the way a city appears and functions at a humanized scale that can be detected and is meaningful to both individuals and groups of people. It encompasses architecture, building size and placement, the relationship of buildings to the street, street and street edge design, public space design, and other features. In Minneapolis, as in many cities, a central objective of urban design is to create an environment that makes public spaces, including streets, attractive and that supports walking.

Urban Design Objectives

Work with Minneapolis Department of Planning and Economic Development to promote urban design features that:

- Support walking by requiring that the first floor of every building have doors and windows along the sidewalk and that the garage and most or all of the parking are located to the rear
- Announce and celebrate neighborhood entrances and passages
- Allow innovation in architecture while achieving the other objectives or policies of this neighborhood plan.
- Protect community heritage and historically-significant buildings
- Are supportive of transit and biking as transportation modes

Urban Design Policies

The Windom Park neighborhood organization endorses these urban design policies:

1. *Traditional Design*

Build the neighborhood with practices that were used before the automobile became dominant, such as:

- Rectangular blocks with sidewalks, boulevards and street trees, all of which promote walking
- Buildings that have short front setbacks (or none at all) and have doors and windows facing the public sidewalk
- Houses that have a porch on the front and the garage in the rear
- A transition from the street to the building that moves from public space (the street and sidewalk) to semi-private space (the front yard) and then private space (the porch and the inside of the building)
- Physical buffers and transitions between residential and non-residential buildings that protects the housing
- Commercial buildings located according to a plan that designates suitable nodes and corridors
- Higher density development near transit stops and in proximity to commercial/retail goods and services

- Housing above commercial space in locations designed for higher density development
- A street system that is fully interconnected except for traffic diverters or intersection closings that are needed to prevent cut-through traffic or inappropriate truck traffic.

2. *Single- and Two-Family Dwellings*

- Maintain and preserve the quality and unique character of the city's existing housing stock. Housing renovation should reflect the setbacks, orientation, pattern, materials, height and scale of surrounding buildings.
- Infill development shall incorporate the traditional layout of residential development that includes a standard front and side yard setbacks, open space in the back yard, and detached garage along the alley or at back of lot.
- Detached garages are preferred over attached garages and should be accessory in size and use to the primary residential structure.
- Appropriate non-residential land uses, such as institutional, public and suitable commercial uses, should be integrated into low density residential areas through proper building location and design, landscaping, and other site improvements.

3. *Commercial Development*

- Enhance the city's commercial districts by encouraging appropriate building forms and designs, historic preservation objectives, site plans that enhance the pedestrian environment, and by maintaining high-quality four-season public spaces and infrastructure.

- Orient new buildings to the street to foster safe and successful commercial nodes and corridors.
- Unify the neighborhood's commercial nodes with signage and design features that identify the node as a unified district

4. *Street Medians, Boulevards, Trees, and Sidewalks*

- Maintain a high-quality environment for walking by improving all of the trees and other plantings along the sidewalks.
- Ensure that all of the street boulevards in the neighborhood are planted with trees according to a plan adopted by the city. Request that the city plant trees at no cost in every designated location
- Improving the boulevard forest is imperative because of the upcoming loss of most of the ash trees throughout the city.
- Conduct a campaign that encourages homeowners and tenants to care for the trees and grass in the boulevards in from their houses.

5. *Neighborhood Entrances and Edges*

- Highlight the principal passages through the neighborhood – Lowry Avenue, Johnson Street, 18th Avenue -- with landscaping, lighting, sidewalks and building orientation.
- Announce and celebrate neighborhood entrances and passages with monuments, signs, landscaping, lighting and private site design employing local artists wherever possible:
 - Lowry Avenue/Stinson Boulevard,
 - 18th Avenue/Stinson Boulevard.
 - 19th Avenue/New Brighton Boulevard,
 - 18th Avenue/Johnson Street,
 - 18th Avenue/Central Avenue
 - Lowry Avenue/Central Avenue

6. *Neighborhood Passages*

Improve the appearance of the major streets through the neighborhood and calm the traffic. These streets include Central Avenue, Lowry Avenue, Johnson Street, 18th Avenue, and New Brighton Boulevard.

7 *Heritage Preservation*

Formally request the Minneapolis Heritage Preservation Commission to study the neighborhood to determine whether any buildings or districts are eligible for local or national historic designation and the benefits that come with that status. Of particular interest is the red brick residential structure on the northeast corner of the 18th Avenue/Lincoln Street intersection.

8. *Site and Building Maintenance*

Conduct an ongoing campaign to encourage property owners and tenants to maintain the quality of their front yards and the public street boulevards. Request that the Minneapolis Department of Regulatory Services vigorously enforce the housing maintenance and rental housing licensing provisions of the City Code. Maintain regular communications with the Department Director to express WPCiA's preferences for service and to receive annual summaries of violations and enforcements.

9. *Development Review*

Continue to monitor the notices sent by the city regarding Site Plan Reviews. Provide a written response from WPCiA on all such applications even if the organization has no comment. Conduct a timely neighborhood review and provide a written response on Site Plan Reviews of significant interest, such as major redevelopment projects like the one proposed by the city at the intersection of Lowry and Central Avenues.

BUILDING FRONTAGE GUIDELINES

Urban design guidance is provided in this plan in the form of Building Frontage Guidelines, an element of Built Form. Several climatically-appropriate frontage types are depicted on Figure 5 on page 19. These guidelines do not address style or building vernacular but will help ensure that streets are lined with ground-level features that contribute to active, safe and walkable streets. These are guidelines that should be followed where new development or redevelopment occur in the neighborhood. These may even be applied, in some cases, where existing buildings are being revitalized or remodeled.

The building frontage types shown on Figure 5 were developed by Peter Musty, LLC. and are generic. They should be further developed and calibrated so they closely match the desired range of building-to-street relationships in the Windom Park neighborhood. Further work would involve development of a "Building Frontage Guidelines Map" by assigning these frontage types to street lengths or block faces throughout the neighborhood.

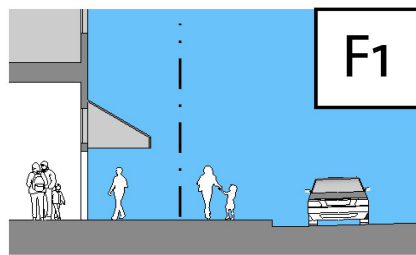
COMBINED EFFECTS OF FUTURE LAND USE PLAN, ZONING, and URBAN DESIGN GUIDANCE

The future land use plan and recommended future zoning and urban design guidance are intended to:

- ✓ Protect the established low- to mid-density pattern of housing and small businesses.
- ✓ Maintain the predominate, traditional appearance of the neighborhood, which is residential buildings of two to two-and-a-half stories with front porches, gables, rear garages and small front lawns. Protects and honors community heritage as expressed

through its buildings. Any new building should follow the design guidelines of this plan.

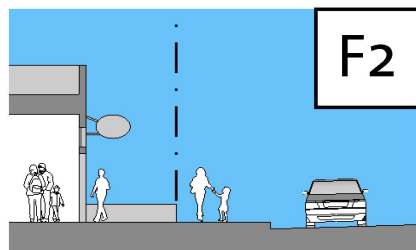
- ✓ Allow new residential buildings that are compatible in size and appearance with their neighbors while accommodating higher residential density (*if desired*) and architectural innovation.
- ✓ Promote mixed use redevelopment along the Central Avenue.
- ✓ Promote life-cycle housing so that seniors can continue to live in the neighborhood once they have decided to leave their current homes.
- ✓ Support a safe neighborhood where walking and bicycling to shopping destination is feasible.



Storefront

Appropriate Context: This frontage type is for small retail or service spaces fronting public spaces in Core areas.

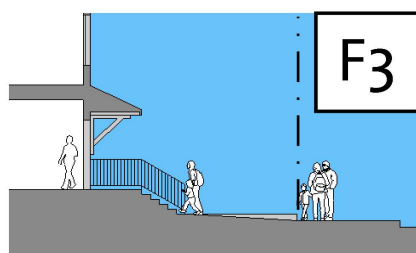
Configuration: There may be an exterior entrance for each leasable space, spaced relatively closely along the sidewalk. Follow City guidelines for commercial storefronts for glazing, setbacks, awnings, signage, lighting and for related outdoor commercial uses such as sidewalk cafes.



Doorway (At-Grade)

Appropriate Context: This frontage type is for smaller commercial spaces in commercial or mixed use buildings that front a sidewalk. This is not to be used as a substitute for Storefront, where Storefront is merited or preferred, in core areas. The Doorway has less window space because the interior use might be office rather than retail.

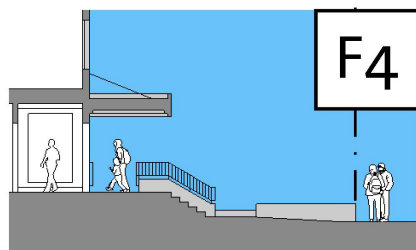
Configuration: The at-grade doorway may serve one or multiple interior users. If set back 6'-12', a 'door-court' provides space for bike parking, seating and greenery.



Stoop

Appropriate Context: This frontage type is primarily for single family row houses and multifamily buildings with units facing the street. They provide a good transitional frontage condition for buildings in between neighborhood and core areas.

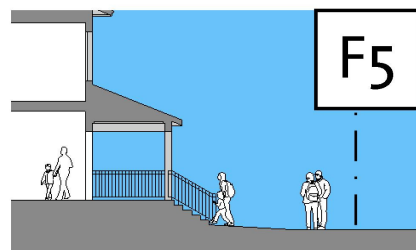
Configuration: Exterior stairs access a sheltered or recessed area large enough for a family to stand and wait for the door to be unlocked, and for guests to stand back after ringing the doorbell. Stairs facing the street provide a social setting.



Shared Entry

Appropriate Context: This frontage type is for apartment buildings. This residential frontage may be also used in a vertically mixed-use building that also features Storefront frontage.

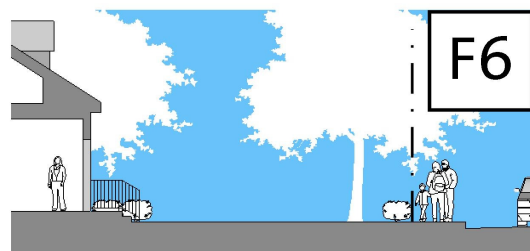
Configuration: There would be a single entrance to the building with security features. Individual apartments would have entry doors along central hallways. Buildings with this condition may also feature the Stoop frontage for first-floor units having direct access to the sidewalk.



Porch & Yard

Appropriate Context: This frontage is typically for residential applications but can be found on commercial buildings, especially in transitional areas between single family streets and more commercial blocks.

Configuration: 7.5' clear zone allows porch to become furnishable living space. Accessible entries should be accessed from the front to the side of central stair, which should be visible from the street.



Common Lawn

Appropriate Context: Common Lawn describes the predominant primary frontage condition found throughout some post-war residential neighborhood streets.

Configuration: See City's current regulations governing setbacks and lot, yard and building placement of single family homes.



Figure 5: Frontage Types
Source: Peter Musty, LLC

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PARK LAND

Windom Park, which is bordered by Lowry Avenue, Hayes Street, 23rd Avenue, and Johnson Street, is the only park in the Windom Park neighborhood. It sits on a tract of land that was sold to the City of Minneapolis Park Board (circa 1889) by the Moulton family. Prior to selling the property, the Moulton family used the land as a nursery.

By 1893, the name of the park had been changed from Moulton Park to Windom Park. It was renamed after the Minnesota Representative, Senator, and Secretary of the Treasury William Windom. Windom Park saw small incremental improvements made throughout the early 20th Century, but was not subject to comprehensive landscaping efforts until great depression-era federal work crews did so in the 1930s. A bandstand was completed in 1951, and athletic fields, a wading pool, and a field house were added in the 1960s. A small playground for young children was built in 1975, a broomball court was added in 2010, and a new playground was completed in 2015.

WPCiA will be an active participant in the "East of the River Parks Master Plan" process, the newly launched comprehensive community engagement project of the Minneapolis Park and Recreation Board (MPRB). This project will engage community members and other stakeholders in the development of a vision for neighborhood parks, including Windom Park and its neighborhood recreation center. WPCiA plans to receive regular updates from its designated representative on the park board's Community Advisory Committee.

In addition, WPCiA will continue to pursue several community-driven projects suggested as part of its Neighborhood Revitalization Program Phase 2 activity. The neighborhood has suggested funding such amenities as a pergola-type structure at the wading pool and accessible drinking fountains (for humans and dogs) at the park. There has also

been an interest in completing the previous park playground plan, which included an unfunded "nature play area."

Though not a park, Stinson Boulevard is included in the Grand Rounds Scenic Byway System, and was built on land that was donated by James Stinson in 1885. The Grand Rounds Scenic Byway System was first envisioned as a greenbelt around Minneapolis of wooded parkways by landscape architect Horace Cleveland in 1883. It was originally envisioned to connect many parks throughout the city.

There is a gap in the build-out of the system to a connected loop of parkways between the East River Parkway and where Stinson Boulevard becomes Stinson Boulevard at 18th Avenue NE. The segment of Stinson Boulevard that runs along the eastern edge of the Windom Park neighborhood does not have bicycle lanes or any accommodations for cyclists.

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HERITAGE PRESERVATION

Historic preservation efforts are managed nationwide by the inclusion of districts, sites, buildings, structures, and objects on the National Register of Historic Places (NRHP). Nominations are directed through State Historic Preservation Offices (SHPOs), and properties included on the NRHP must meet specific criteria for evaluation. According to these criteria, listed buildings must possess integrity of location, design, setting, materials, workmanship, feeling, and association. They should be associated with events or people that have made a significant contribution to history, and be of and historical, cultural, and architectural significance.

A review was conducted of the NRHP, and it was found that there are currently no buildings on the NRHP list in the Windom Park neighborhood.

The City of Minneapolis also designates historic landmarks (of which there are 160) and historic districts (of which there are 15). There are neither designated historic landmarks nor districts within the Windom Park neighborhood. The nearest landmarks are the Hollywood Theater in the Audubon Park Neighborhood, the Shoreham Yards Roundhouse in the Columbia Park Neighborhood, and the Cream of Wheat Building in the Mid-City Industrial Neighborhood.

The neighborhood organization should coordinate with the city's Office of Heritage Preservation to request a thorough review of the neighborhood's resources (buildings, districts, and places) to determine if any are eligible for designation on the city's list. If there are resources in the neighborhood that the city recognizes, further steps should be taken to coordinate with the Minnesota SHPO to determine if identified resources meet criteria for the NRHP.



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TRANSPORTATION (Movement)

The transportation element of the Windom Park Small Area Plan is perhaps one of the most important elements of the plan. As cited in the RFP the neighborhood issued in August 2015, transportation issues, which had long been ignored, were taking their toll on residents as they drove, walked, and biked through the neighborhood and interfaced with pass through (regional) traffic on the neighborhood's major streets. It was transportation issues that led them to seek assistance two years ago. Key issues identified in the RFP were:

- Johnson Street from 18th Avenue to Lowry Avenue, with special emphasis on the 18th and 22nd Avenue intersections
- Lowry Avenue parking options at Polk Street
- 18th Avenue from Central to Stinson Boulevard, with special emphasis on enforcing the STOP sign at Fillmore and Buchanan Streets

Based on early work with the Steering Committee and other community members, the original list of three transportation issues was expanded to 13. These are identified and located on Figure 6 on the following page. As shown, the list of transportation issues includes pedestrian and cycling issues in addition to issues related to automobiles and traffic.

TRANSPORTATION GOALS and OBJECTIVES

Three overarching movement goals addressed in the plan are:

1. Ensure safety and convenience of travel
2. Support all modes of travel
3. Promote a livable and sustainable environment

More specifically, these can be divided into objectives for the regional roads and local streets. As shown on Figure 7, which shows the functional classification of roads in the neighborhood, the regional roads are Central Avenue, Lowry Avenue, Johnson Street, 18th Avenue, and New Brighton Boulevard. The local streets, including Stinson Boulevard, are the many residential streets that run north/south and east/west through the neighborhood..

Regional Road Objectives:

- Reduce vehicle speed
- Calm the flow of traffic
- Reduce the volume of truck traffic
- Improve safety for vehicles, pedestrians, and cyclists

City Street Objectives:

- Prevent regional traffic from using local streets
- Ensure safety for pedestrians
- Ensure convenient and safe routes for cyclists
- Support complete streets

WINDOM PARK NEIGHBORHOOD LANDMARKS, STREETS, AND TRANSPORTATION ISSUE AREAS



Figure 6: Preliminary List of Windom Park's Transportation Issues

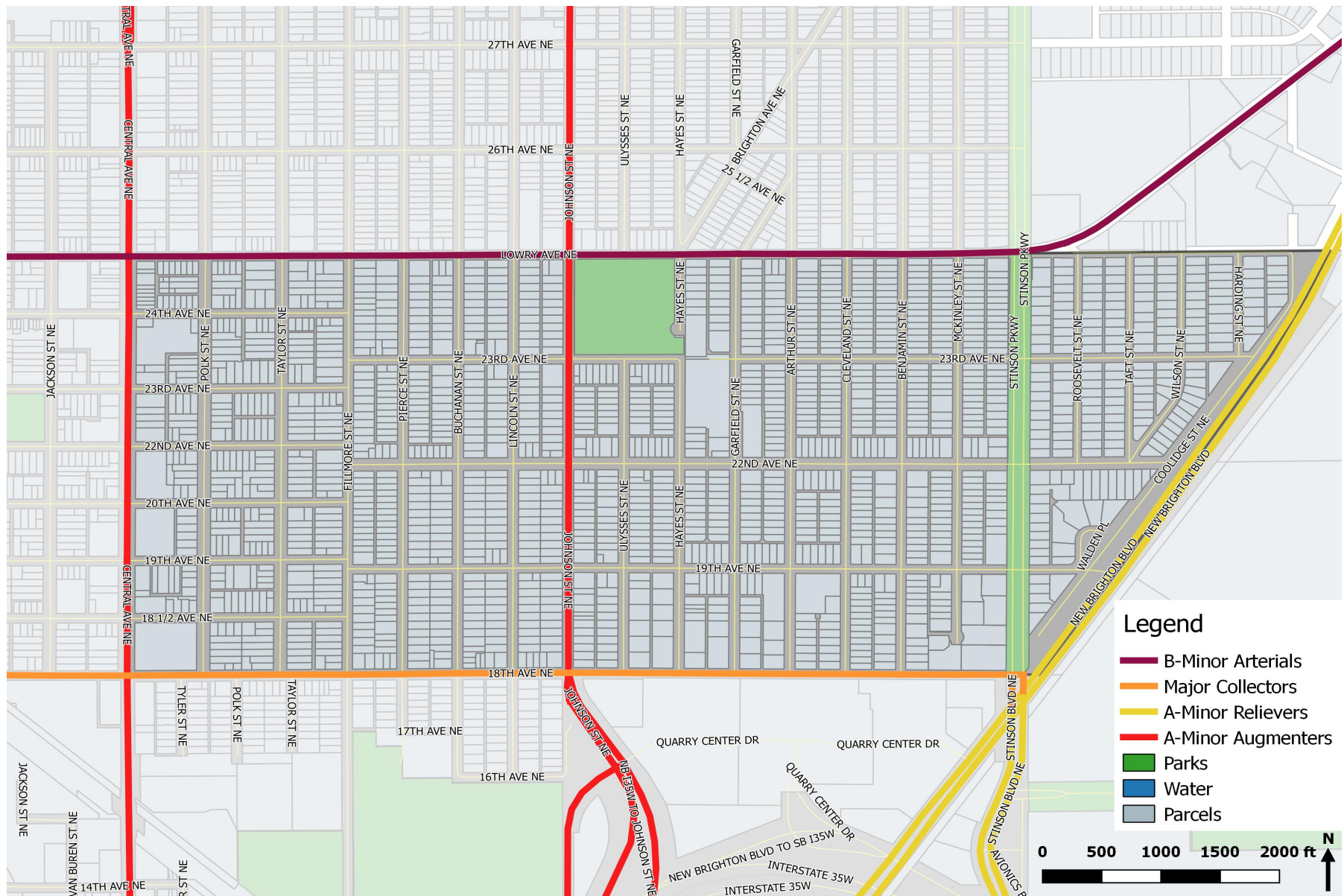


Figure 7: Roadway Functional Classification
Source: Twin Cities Metropolitan Highway Plan; Metropolitan Council

CENTRAL AVENUE; RECOMMENDED IMPROVEMENTS

A major concern for Central Avenue is the lack of adequate safety for cyclists. Central Avenue, an A-Minor Arterial exists today as a State of Minnesota Highway, Trunk Highway 65. The segment that passes along the western edge of the Windom Park neighborhood (between Lowry and 18th Avenues) carries approximately 16,000 vehicles per day.

Recommended Treatment for Central Avenue:

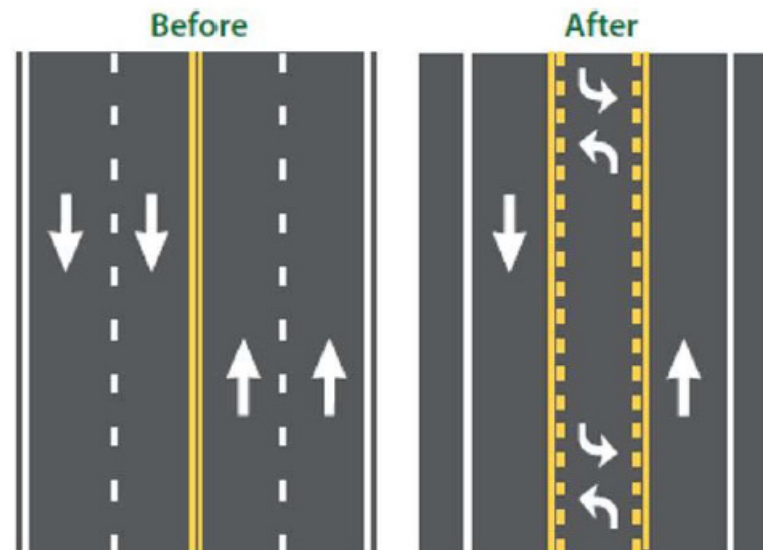
This segment of Central Avenue is striped to provide four general purpose lanes, two on-street parking lanes, and two in-the-street bicycle lanes. The approximate curb-to-curb (pavement) width of Central Avenue is 68 feet, as shown on Figure 8 on the next page.

The recommended treatment for Central Avenue is a three-lane section, between 27th Avenue and 13th Avenue where a raised concrete median has been constructed on the northbound approach to the intersection. The three-lane section within this segment of Central Avenue would include a Two-Way .Left-Turn Lane (TWLTL), two general purpose lanes, two on-street parking lanes, and two bike lanes. Assuming a 14 foot-wide TWLTL and 13 foot-wide general purpose lanes, the bike lanes under the proposed condition would be 7 feet wide. Under the existing condition, the bike lanes are 5 feet wide.

Research was conducted to determine if a three-lane section on Central Avenue is feasible. Although additional analysis would need to be conducted to identify specific details about traffic operations, transit operations, terminal points for the three-lane section, and land use, it appears that a three-lane section is a reasonable and realistic possibility. According to a MnDOT report prepared by CH2 M Hill in September 2015, conversions from four lane sections to three lane sections are feasible where daily traffic volumes are 20,000 to 25,000 vehicles per day (vpd) or less. The same report indicated a three-lane section coupled with bicycle enhancements along a corridor can result in a safer and more complete environment for drivers as well as pedestrians.

The report explained that four lane to three lane conversions are an effective countermeasure to address rear-end, right angle, and head-on crashes. The overall crash modification factors (CMFs) can range from 0.81 to 0.53, demonstrating a notable decrease in crashes. This range is based on characteristics of the site being considered. In Minnesota, average crash rates for three-lane facilities is 2.0 and 5.7 crashes per million entering vehicles (MEV) per year for four-lane facilities, respectively. Therefore, the three-lane configuration crash rate is 46 percent lower than that of four-lane facilities. The CMF range is dependent upon the surrounding environment. Typically, larger CMFs are associated with more urban settings and smaller CMFs appear in more suburban or small town environments. Thus, given its urban setting, an overall reduction in crashes on Central Avenue could be significant.

It is important to note that because of the decreased number of lanes, there exists the possibility for drivers to experience increased delay while traversing the 3-lane section.



Source: FHWA, *Road Diet Informational Guide*. 2014 (FHWA-SA-14-028)

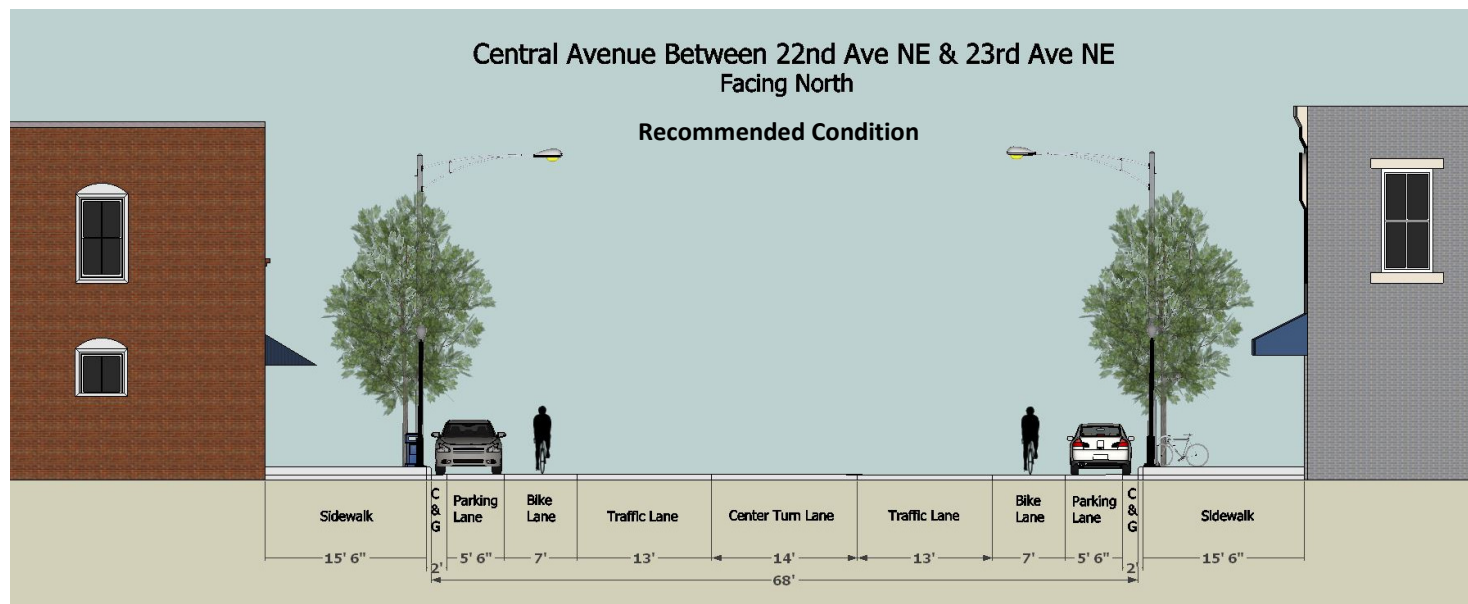
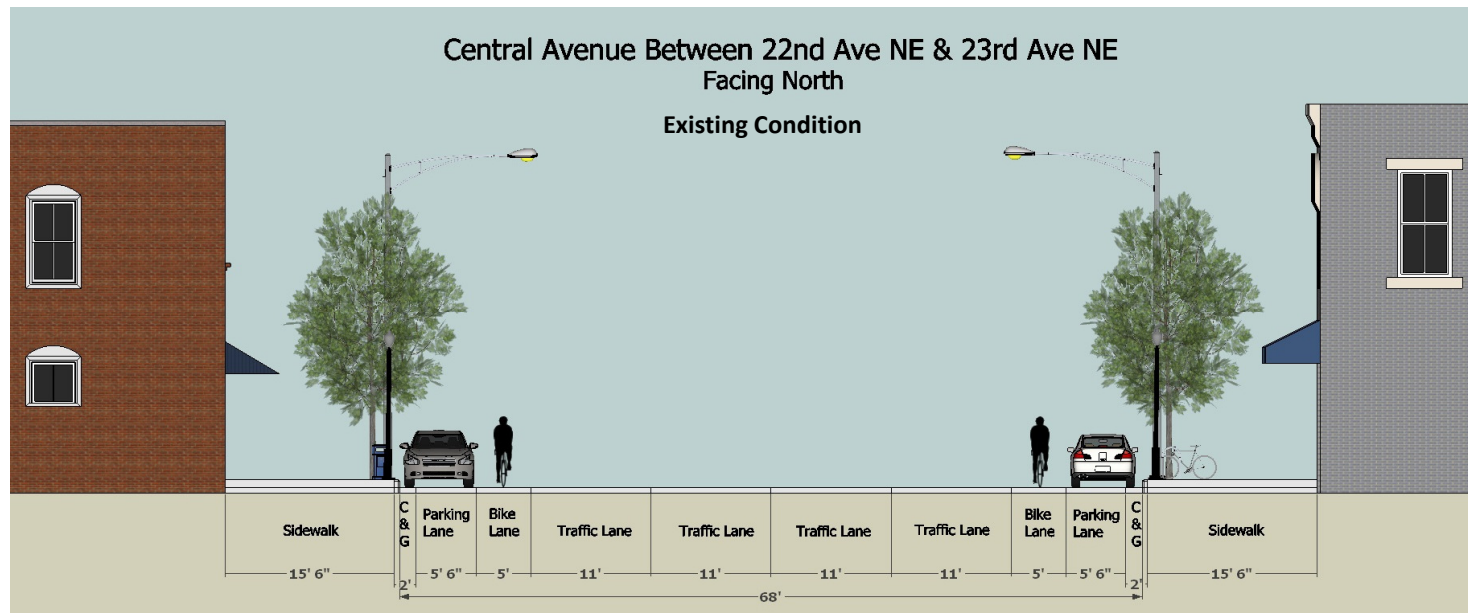


Figure 8: Recommended Treatment for Central Avenue

LOWRY AVENUE

When work on the small area plan began, the major issues for Lowry Avenue were:

- Traffic operations at the intersection of Lowry Avenue/Johnson Street
- On-street parking operations near Polk Street
- Only moderate daily traffic volumes (8,400 vpd from Johnson to Stinson and 10,900 vpd from Central to Johnson) but speeding vehicles between Johnson Street and Stinson Boulevard
- Inadequate sidewalk width
- Lack of bicycle lanes

Between the time work on the plan was underway and the preparation of this plan document, the Public Works Department had addressed the first two of these issues. First, exclusive eastbound and westbound left-turn lanes were striped at the intersection of Lowry Avenue/Johnson Street. Next, a traffic channelizer was constructed at the intersection of Lowry Avenue/Polk Street, and signage was installed indicating that on-street parking is prohibited on Lowry Avenue between Central Avenue and alley between Polk and Taylor Streets.

Consistent with a redevelopment proposed for the southeast corner of the Lowry Avenue/Central Avenue intersection, further improvements are anticipated in traffic operations along Lowry Avenue in the block between Central Avenue and Polk Street. The redevelopment gives the county an opportunity to acquire property on the south side of Lowry, which would provide eastbound vehicles additional room to complete eastbound left-turns into the Holy Land parking lot, which is on the north side of Lowry Avenue.

Speeding between Johnson Street and Stinson Boulevard:

It was determined through field surveys that the width of the general traffic lanes on Lowry Avenue within this segment is too wide.

Consequently, speeds can be higher than they should be. Adjacent to Windom Park and extending east to Stinson Boulevard, Lowry Avenue the public right-of-way is 64 feet wide. Within this area there are two 12 foot-wide general purpose lanes, and, including curb and gutter, two 11-1/2 foot wide parking lanes. This totals 47 feet of pavement, which is excessive.

Inadequate Sidewalk Width:

The width of the sidewalks on Lowry Avenue is 5 feet, which is the standard for residential walks. There are no grass boulevards or street trees, however. This condition, with a 5 foot-wide sidewalk immediately adjacent to speeding cars is threatening and inhospitable to pedestrian and cyclists, not to mention people who are bound to wheelchairs.

Lack of Bicycle Lanes:

Lowry Avenue is the most direct and logical route cyclists would take to ride between the Windom Park neighborhood and the City of St. Anthony Village. Bicycle facilities are absent, however, and cyclists complained that while there is plenty of room, the lack of designated lanes makes them uncomfortable when cars are using the available space at high speeds.

Recommended Treatments for Lowry Avenue:

It was felt that alternatives for Lowry Avenue could have an impact on on-street parking. After conducting field studies and analyses to identify the preferred locations and occupancy rates for on-street parking along Lowry Avenue, alternative sections were developed to determine how best to accommodate cars, bikes, and pedestrians and wheelchairs along Lowry Avenue.

The parking analysis showed that on-street parking demand is highest along the corridor in the segment between Central Avenue and Johnson Street. Heading east from Johnson Street, parking demand is slightly lower. Figure 9 shows results of the parking study.

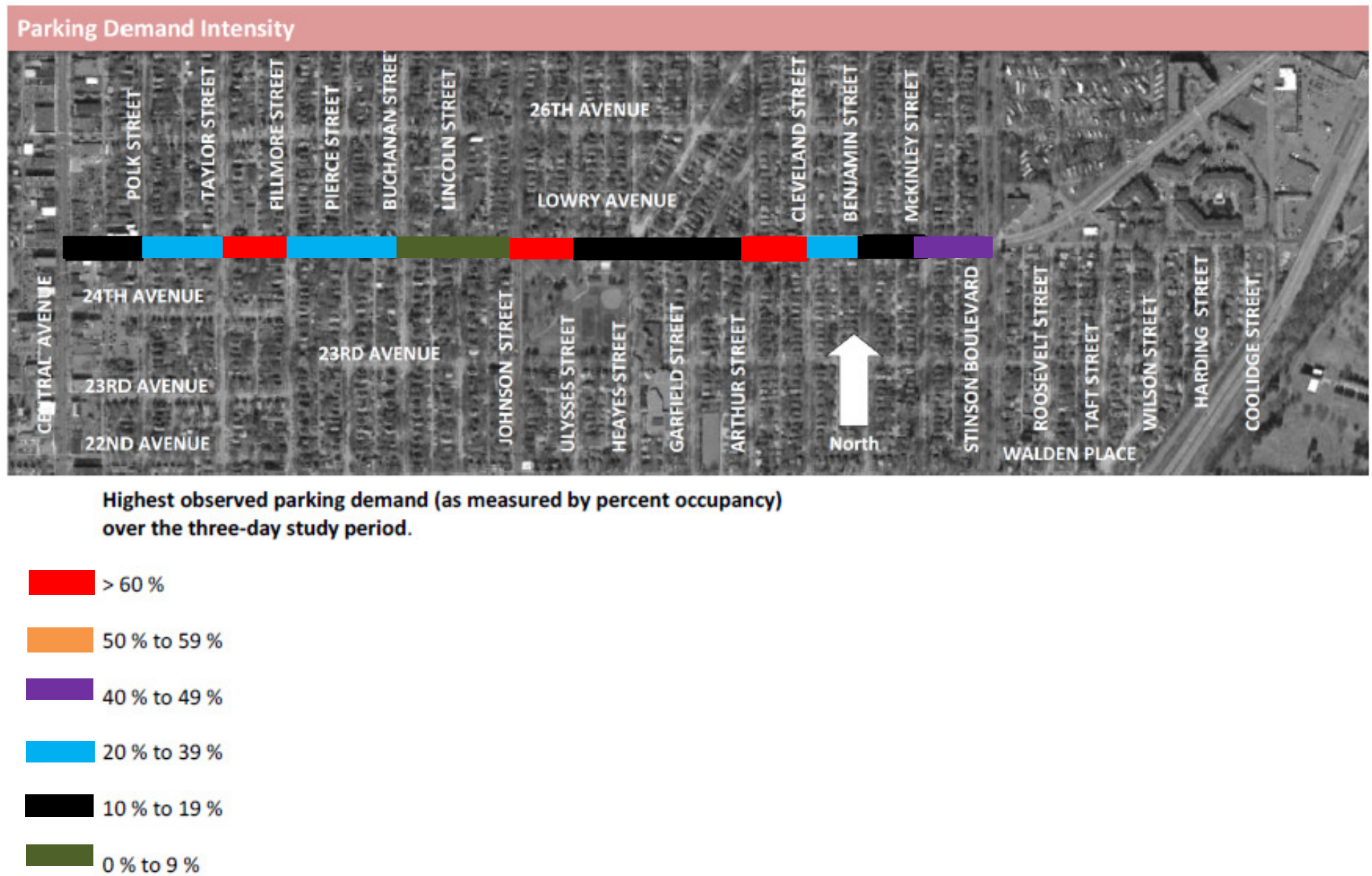


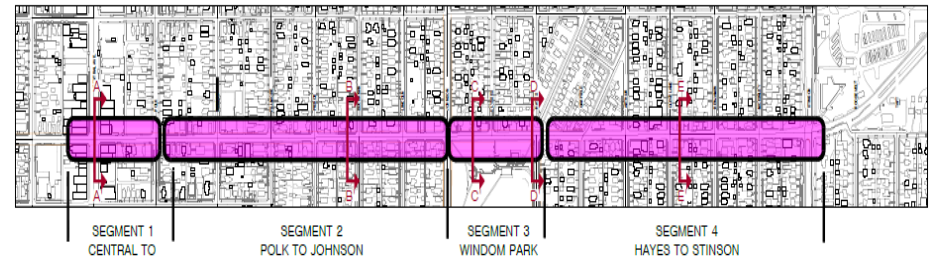
Figure 9: Lowry Avenue Parking Demand Locations , by Percent Occupied

With on-street parking demand occurring along the corridor as displayed on Figure 9, it was determined that eliminating on-street parking to accommodate traffic, bikes, pedestrians and wheelchairs would not be a preferred course of action, and if compromises needed to be made in order to maintain on-street parking on both sides of the street, the neighborhood would prefer the following in priority order:

1. Slow and better organize east/west traffic flow on Lowry Avenue between Central Avenue and Stinson Boulevard
2. Enhance the appearance of Lowry Avenue
3. Enhance safety and convenience of travel for pedestrians and people using wheelchairs
4. Provide a safe experience for cyclists.

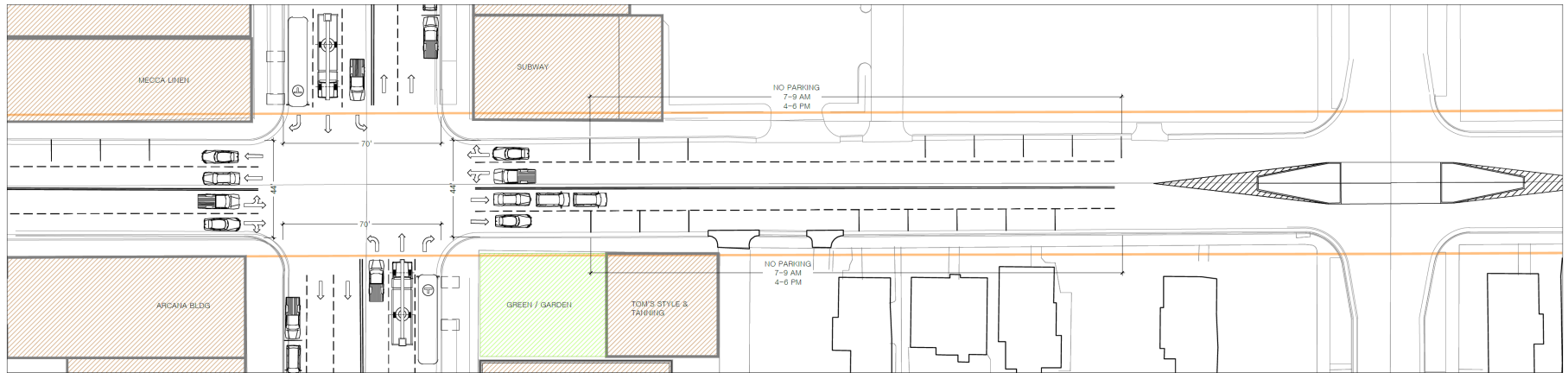
The Lowry Avenue alternatives that were developed for consideration included the following:

- Segment 1 -- Central Avenue to Polk Street:
 - Add eastbound and westbound SHARROWS
 - Determine at a later time if Hennepin County will require acquisitions on the south side of Lowry consistent with the proposed redevelopment on the southeast corner of the Lowry Avenue/Central Avenue intersection. With acquisition opportunities to widen Lowry Avenue between Central Avenue and Polk Street may come. At this time further bicycle enhancements may be incorporated.
- Segment 2 -- Polk Street to Johnson Street:
 - Same as Segment 1; add eastbound and westbound SHARROWS

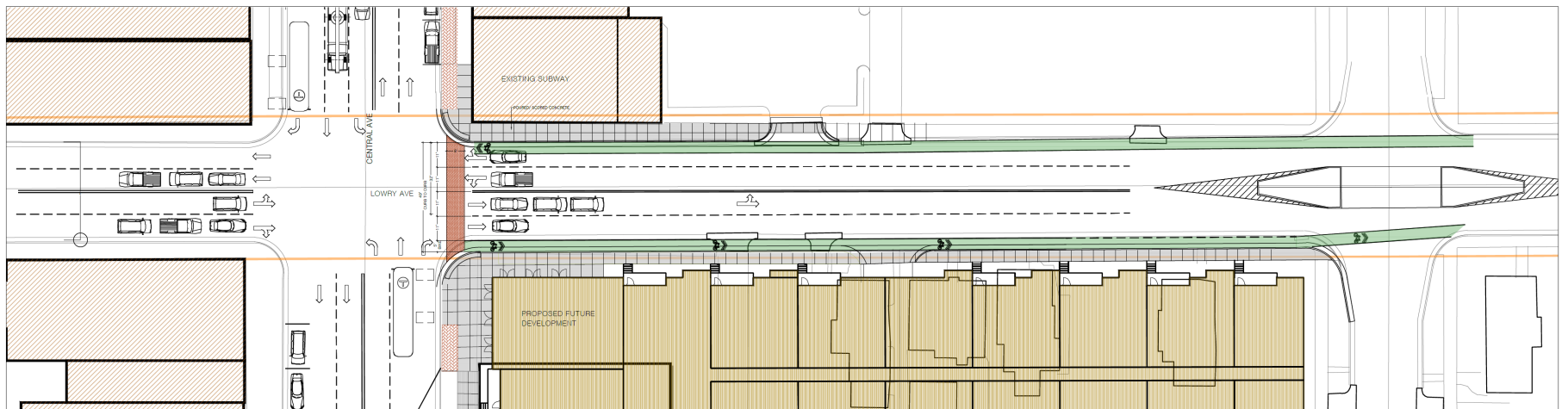


- Segment 3 -- Adjacent to Windom Park:
 - Within 64 feet of right-of-way
 - Two 11 foot-wide general purpose lanes, two 5 foot-wide bicycle lanes, two 6 foot-wide (with curb and gutter two 7-1/2 foot-wide) parking lanes, and 2 5 foot-wide boulevards.
 - If there are right-of-way encroachments, take property on the south side (Park side) of Lowry Avenue.
- Segment 4 -- Hayes Street to Stinson Boulevard:
 - Within 64 feet of right-of-way
 - Two 11 foot-wide general purpose lanes, two 5 foot-wide bicycle lanes, two 7 foot-wide parking lanes, and two 5 foot-wide sidewalks
 - Construct a bump out on the north side of Lowry Avenue at Hayes Street, where a traffic signal has been installed to ensure safety for children riding their bikes and walking to the Pillsbury School. (Hayes Street is a Safe Route to School (SRTS) street.)

Plans and sections illustrating these conceptual, recommended treatments are presented on the following pages.

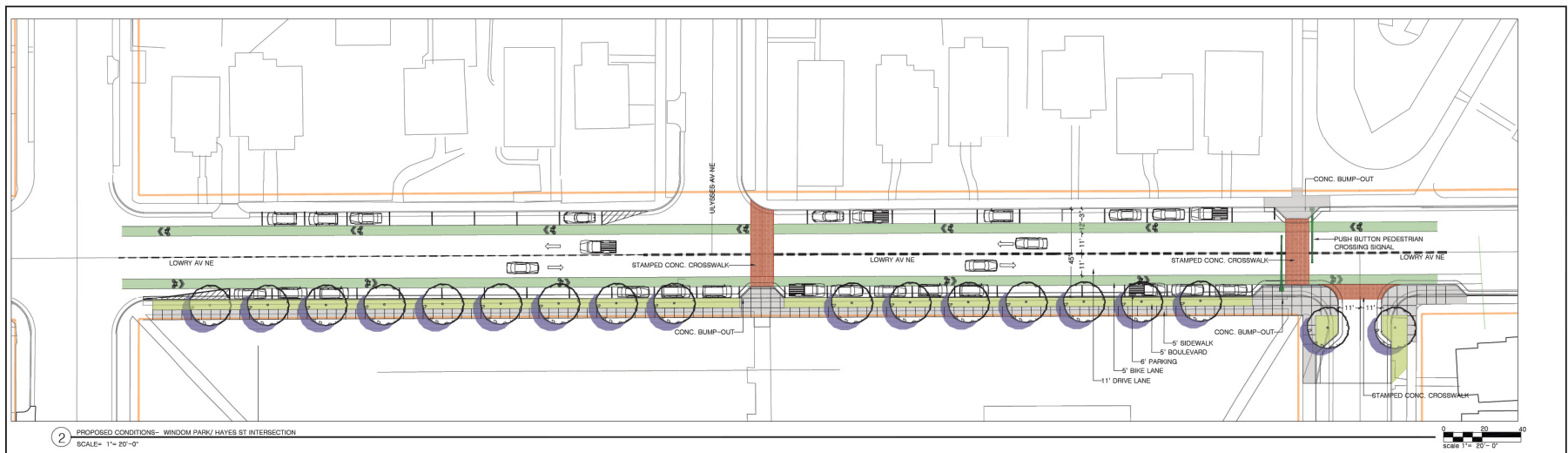
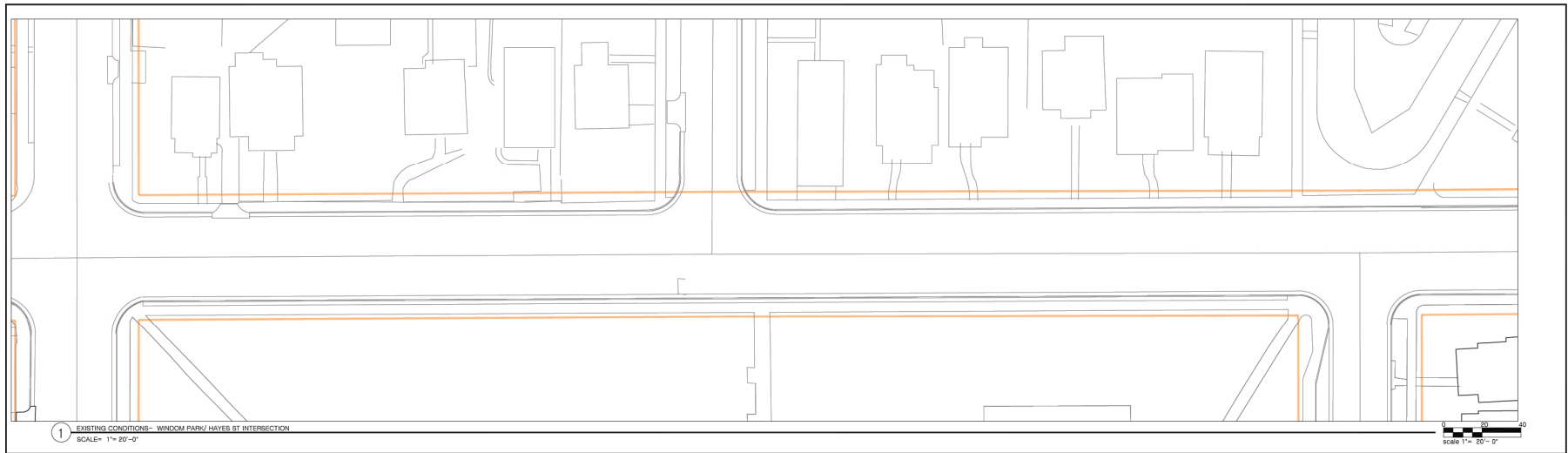


EXISTING CONDITIONS- CENTRAL/ LOWRY -60' 67' ROW
44' CURB TO CURB



CONCEPT 2- CENTRAL/ LOWRY
49' CURB TO CURB- SHARROW - NO "ON-STREET" PARKING

Figure 10: Recommended Treatment for Lowry Avenue, Segments 1 and 2



LOWRY AVE/ WINDOM PARK/ ULYSSES/HAYES/ CONCEPT #3- 64' ROW- 45' CURB FACE TO FACE

Figure 11: Recommended Treatment for Lowry Avenue, Segment 3

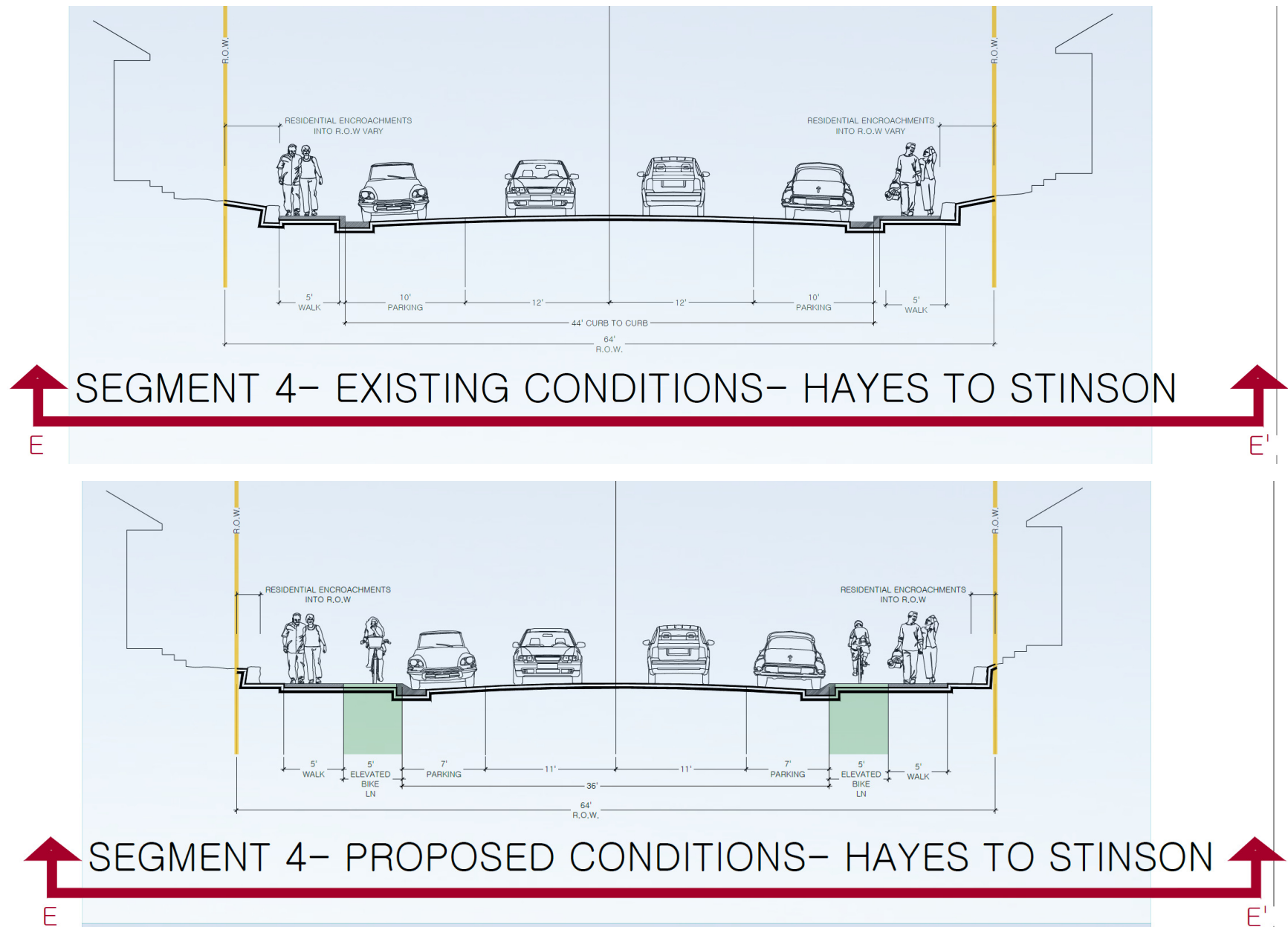


Figure 12: Recommended Treatment for Lowry Avenue, Segment 4

JOHNSON STREET

Issues on Johnson Street included:

- Lack of efficient signal progression due to a traffic signal's installation at 23rd Avenue rather than 22nd Avenue
- Vehicle speeding which resulted in collisions between moving and parked vehicles at the 22nd Avenue intersection
- Suspected high semi truck volumes
- Increased speed of vehicles approaching the I-35W southbound ramp from Johnson Street.

Although Central Avenue is a State of Minnesota Highway and Johnson Street is a city street, daily traffic volumes are higher on Johnson Street, between Lowry and 18th Avenues, than they are on Central Avenue. The daily volume of vehicles within this segment of Johnson Street is 16,100 vpd. The daily volume on Central Avenue within this segment is 15,700. Central Avenue currently has four general purpose lanes, and Johnson Street only has two.

The effect of this volume of traffic on livability is particularly noticeable during the weekday peak hours, as commuter use Johnson Street to access I-35W. It is also noticeable during the weekends, as Johnson Street intersects the main driveway to/from the Quarry Shopping Center.

Recommended Treatments for Johnson Street:

A study was completed during the preparation of this plan to determine the effects of relocating the traffic signal at the 23rd Avenue/Johnson Street intersection to 22nd Avenue. The study, which was conducted during the school year in 2017, took into account AM and PM peak hour turning movements at both intersections.

Findings from the study showed two things. First, the traffic signal at 23rd Avenue/Johnson Street results waste green time that should be

devoted to north/south traffic on Johnson Street. This waste occurs because the volume of traffic approaching the intersection on eastbound and westbound 23rd Avenue is very low, never rising above 10 vehicles. The westbound approach to the intersection is a small local street that is discontinuous. Therefore it is not surprising that there is very little traffic originating from this street .

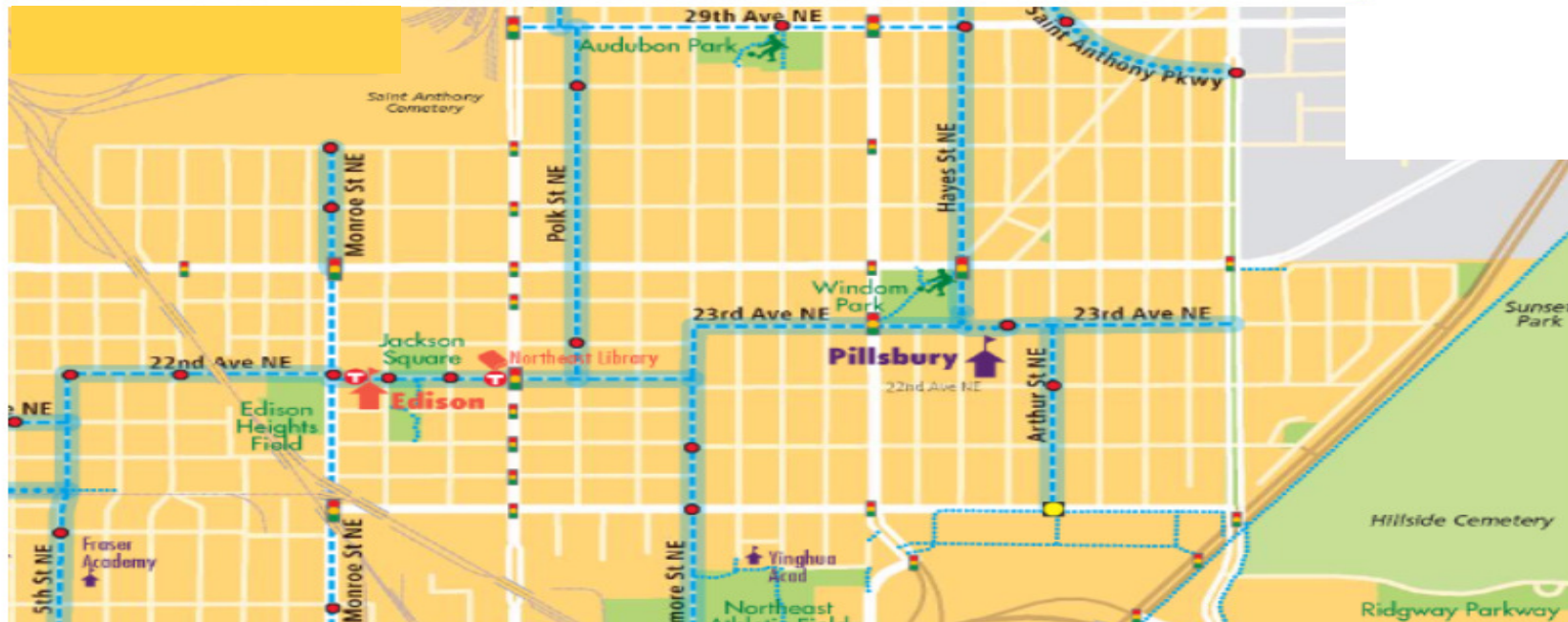
Second, a Time-Space analysis showed that traffic signal progression would be 10 percent to 15 percent more efficient with a traffic signal at 22nd Avenue, compared to 23rd Avenue. 22nd Avenue is half-way between Lowry Avenue and 18th Avenue, and traffic signal progression is most efficient where traffic signals are evenly spaced. Thus, with less than optimal traffic signal spacing and inefficient traffic signal progression, vehicles may increase their speed during the peak periods to "make the light." only to find that they are still in a queue when they reach the terminal points on Johnson Street (18th Avenue in the AM and Lowry Avenue in the PM).

According to Windom Park residents, the traffic signal was installed at the 23rd Avenue intersection in 1991 after a girl was hit and killed by an automobile. It is understood that all concerned (the neighborhood, Pillsbury Elementary School, and the Public Works Department) are attached to the traffic signal at its current location. As shown on the map on the following page, 23rd Avenue is one of the two Safe Routes to School (SRTS) for the Pillsbury School. The traffic signal in its current location also assists pedestrians walking to Windom Park.

The following recommendations for Johnson Street would address a number of issues that have been identified by the residents:

1. Relocate the traffic signal to 22nd Avenue. This will improve signal progression on Johnson Street and will possibly improve driver behavior, as more efficient signal progression will eliminate the need to speed to "make the light."

Minneapolis Walking Routes for Youth



2. Relocate the SRTS from 23rd Avenue to 22nd Avenue. 22nd Avenue is already designated as a bike route that has continuity across Northeast Minneapolis. (See the map above.)
3. Construct a neighborhood scale traffic circle, or another type of traffic control device) at the intersection of 22nd Avenue/Ulysses Street to calm traffic on this designated bikeway and ensure safety for children using 22nd Avenue as a SRTS.
4. Construct a traffic channelizer at the intersection of 23rd Avenue/Johnson Street that functions exactly like the one that was constructed at the intersection of 22nd Avenue/Johnson Street in spring and summer 2017. It would function to slow and organize north/south traffic on Johnson Street and enhance safety for

pedestrians by providing a refuge for them as they cross Johnson Street en route to Windom Park.

5. Construct a similar traffic channelizer at the intersection of 19th Avenue/Johnson Street.

Illustrations of these treatments follow . As shown on pages 38 and 39, the traffic channelizer recommended for 22nd Avenue includes decorative design features. These are intended to match design features the businesses will use to improve the appearance of the 22nd Avenue/Johnson Street business node. The same design treatments could be incorporated into the recommended traffic channelizers at 23rd Avenue/Johnson Street and 19th Avenue/Johnson Street.

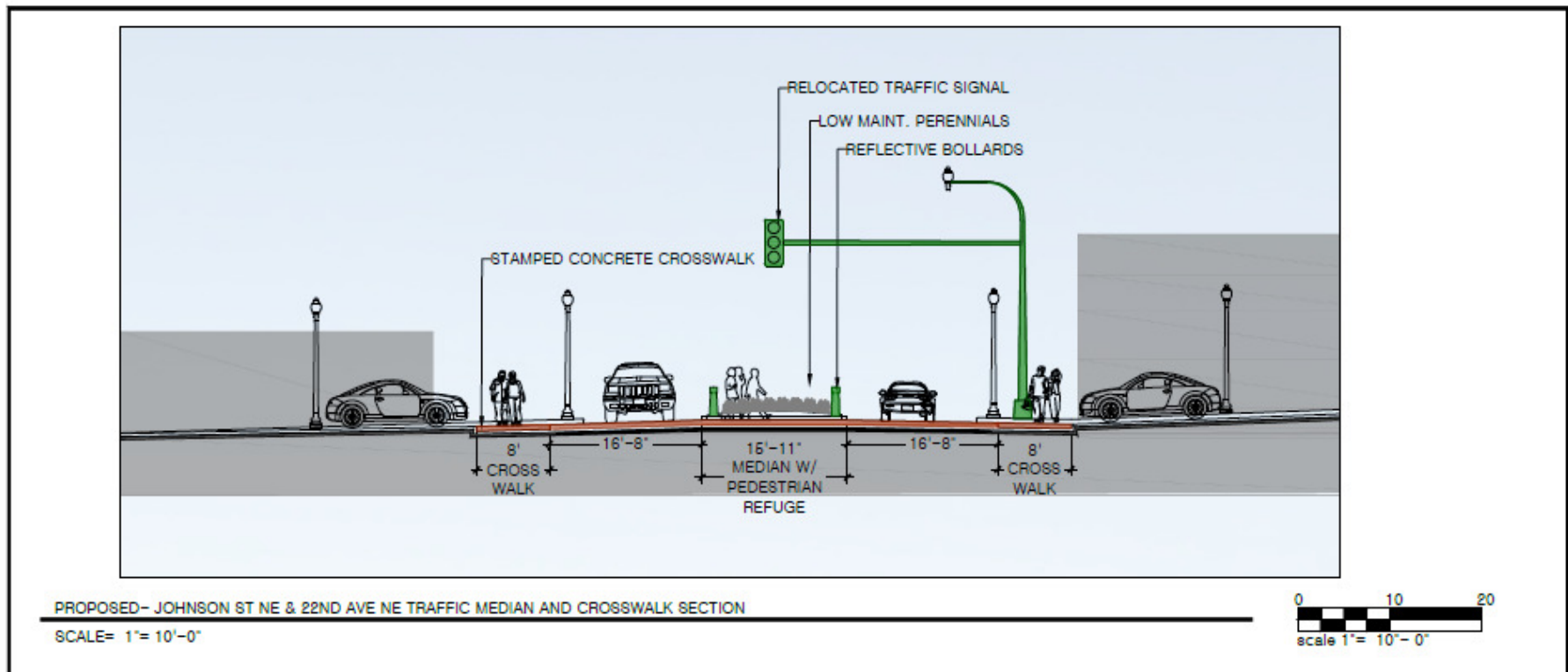


Figure 13: Recommended Treatment for Johnson Street at 22nd Avenue

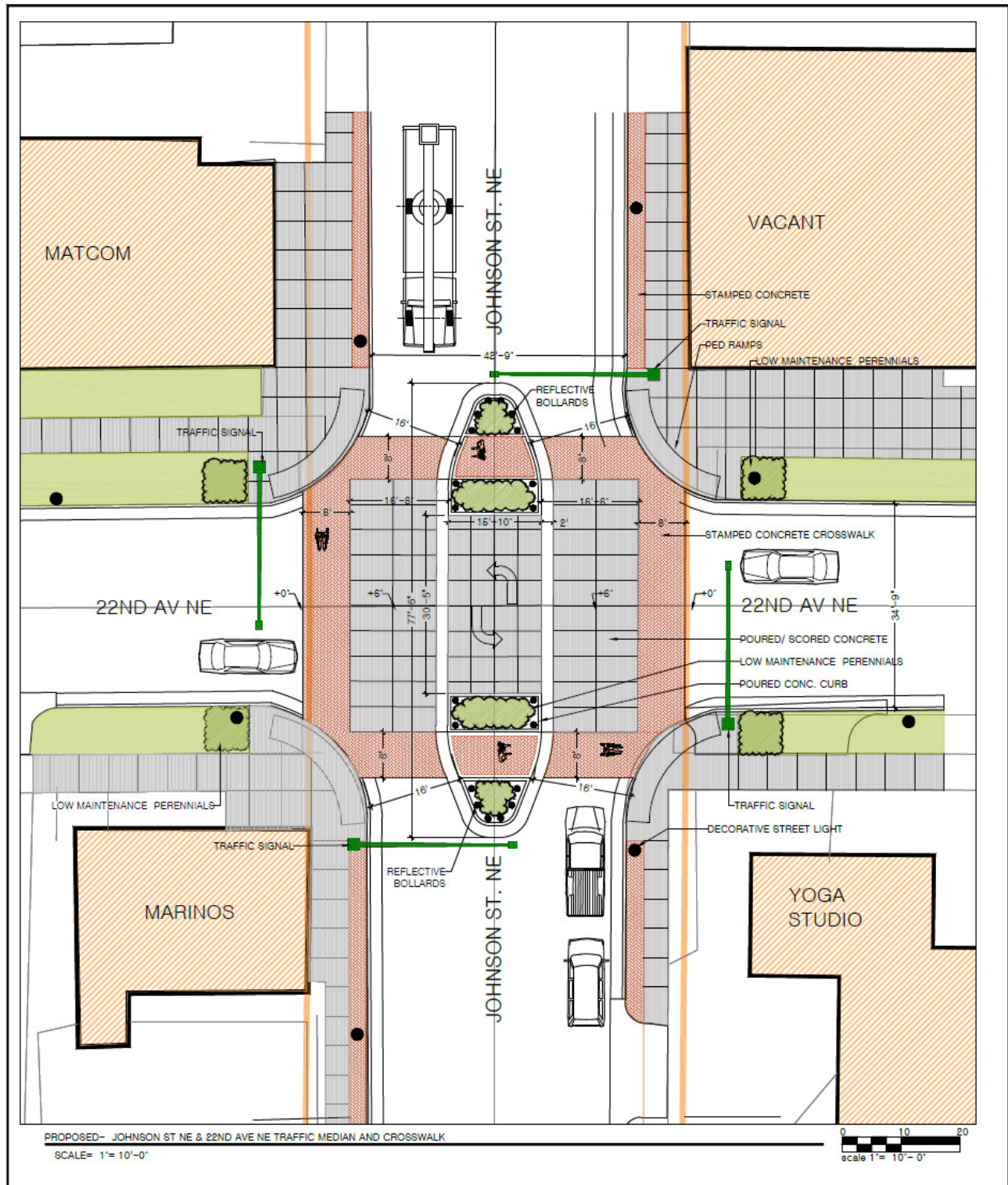


Figure 14: Recommended Treatment for Johnson Street at 22nd Avenue

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18TH AVENUE

The issues along 18th Avenue focused on:

- Pedestrian access from the Windom Park neighborhood to the Quarry Shopping Center
- Lack of a sidewalk on the north side of 18th Avenue between Arthur Street and Stinson Boulevard
- Pedestrian safety for people crossing 18th Avenue near Johnson Street

Recommended Treatment for 18th Avenue:

Each of these issues will be addressed with design and implementation of the 18th Avenue Bike Trail between Johnson Street and Stinson Boulevard. The neighborhood should go on record to support and advocate for the Bike Trail's completion.

STINSON BOULEVARD

Stinson Boulevard is a part of the Grand Rounds, although it does not have bike lanes. Over the years residents along Stinson Boulevard have advocated against the inclusion of bike lanes, as each of the proposal advanced have located the bike trails in the median where trees might be impacted.

Recommended Treatment for Stinson Boulevard:

Sections are shown on the following page that illustrate how bike lanes can be fit in the street and any impacts to the median can be avoided. The treatment includes a 7-1/2 foot-wide parking lane, a 5 foot-wide bike lane, and an 11-1/2 foot wide general purpose lane in each direction. Other than these changes, the pavement, boulevard (verge), and sidewalk widths remain unchanged from the existing condition.

NEW BRIGHTON BOULEVARD

New Brighton Boulevard is Hennepin County Highway 88. Daily traffic volume is nearly 14,000 vehicles that travel at 50 mph or greater. It is a formidable barrier that lies between the Windom Park neighborhood and the Northeast Diagonal Trail, a pedestrian, wheelchair, and bicycle facility that serves both commuters and recreational enthusiasts. The Diagonal Trail is three miles long and serves communities and trip destinations in both Hennepin and Ramsey County, including:

- Broadway Street just east of New Brighton Boulevard
- Walnut Street and Rose Place in West Roseville
- East Hennepin Avenue
- Stinson Boulevard/New Brighton Boulevard intersection (Quarry Shopping Center)

Neighborhood residents have identified four possible crossing locations:

- St. Anthony Boulevard crossing at Silver Lake Road/CSAH 88
- 19th Avenue
- Stinson Boulevard
- TH 36 exit on Diagonal Trail

Each of these has its own set of issues, and, since the Diagonal Trail was constructed, a range of possible solutions has been discussed and debated. It is recommended in this plan that a definitive study should be prepared by Hennepin county and the Cities of Minneapolis, Roseville, and St. Anthony Village to identify and prioritize the implementation of safe bike and pedestrian crossings at these locations. It is anticipated that bicyclists and pedestrians would be invited to participate in the study.

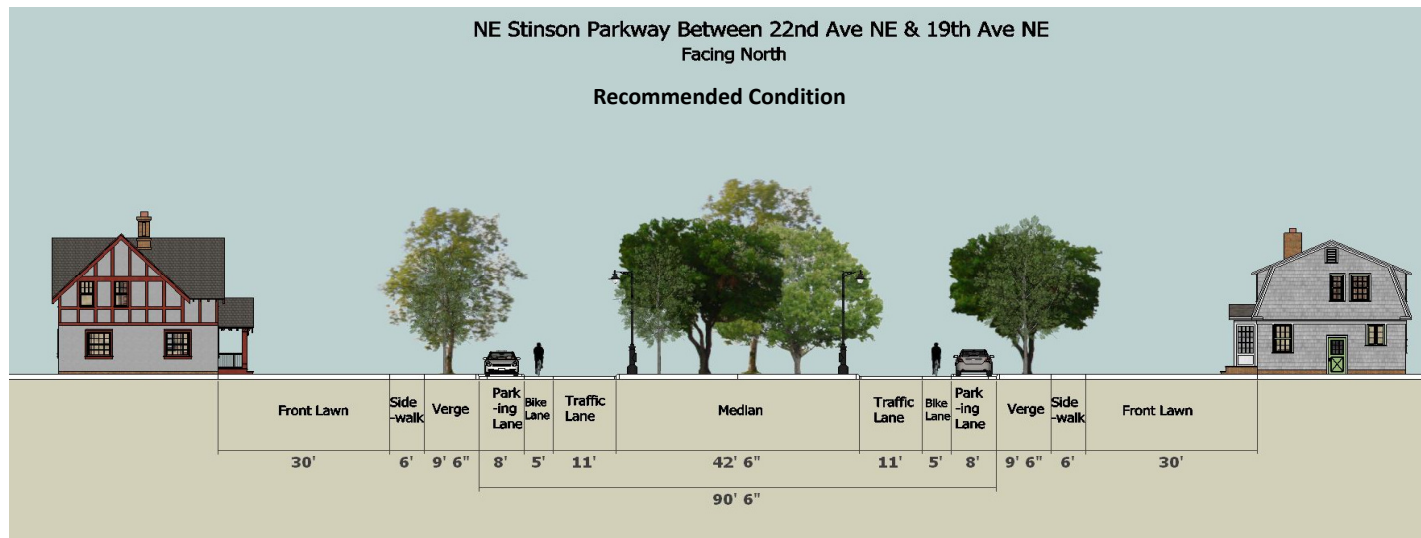
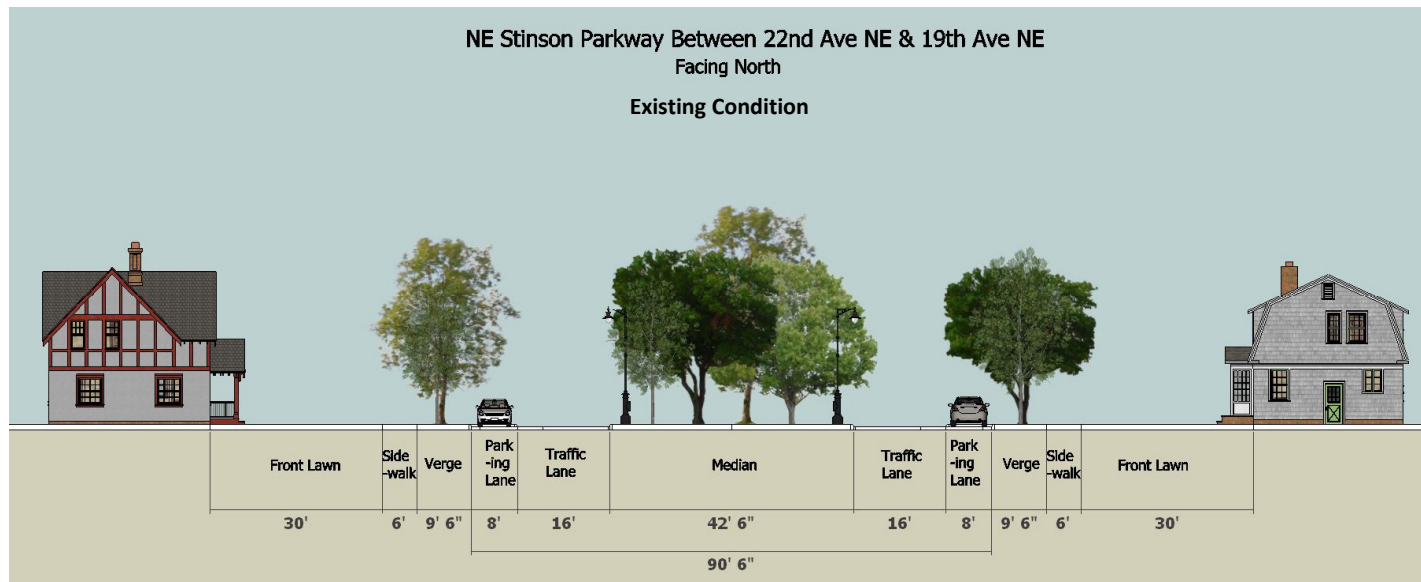


Figure 16: Recommended Treatment for Stinson Boulevard

BICYCLE TRANSPORTATION

Members of the Steering Committee have developed the following list of items to be considered for improving bike safety and completing the neighborhood's bike network.

Existing:

Currently, the only marked and signed Bike Boulevards in Windom Park, west of Johnson, are 22nd Avenue to Arthur Street and from Arthur to 18th Avenue. A green Bike Boulevard way-finding sign "Diagonal Trail" points bicyclists traveling west on 22nd to turn (right) on Arthur Street. Another sign at the 18th Avenue/ Arthur Street intersection points bicyclists to go west. There is no signage west of Johnson.

Diamond- shaped "Share the Road" signs exist on 22nd Avenue between Johnson Street and New Brighton Boulevard, Lowry to 18th Avenue on Arthur Street, and along New Brighton Boulevard north of 19th Avenue. Diamond Shaped "Pedestrian Crossing" signs are posted at the 19th Avenue/New Brighton Boulevard intersection.

There are two off-road, low-level bike paths. The 18th Avenue Bike Path between Stinson Boulevard and Johnson Street and the Stinson Triangle Bike Path between Coolidge St and the backside of the St. Anthony Village Shopping Center.

Recommendations for Augmenting Complete Streets:

1. Extend the 22nd Avenue Bike Boulevard to New Brighton Boulevard, adding street pavement markings and way finding both east and west. Install a traffic signal at the intersection of Johnson Street and 22nd Avenue.
2. Add bike lanes to the New Brighton Boulevard (Service Road) to increase pedestrian and bicyclist safety. This is a route heavily used

by pedestrians and bicyclists as an exercise and dog walking route as well as connecting to the Diagonal Trail.

1. Improve pedestrian and bicycle crossing at CSAH 88 at 19th Avenue intersection that is used to access the Diagonal Trail. Consider a pedestrian activated warning signal.
3. Extend the Stinson Triangle Path north to Kenzie Terrace through the backside of St. Anthony Shopping Center to connect with the shopping center businesses, Kenzie Terrace, St. Anthony Village, St. Anthony Parkway and the Diagonal Trail. Extend the Arthur Street Bike Boulevard north to Lowry Avenue and further. Street pavement markings and install a pedestrian activated warning signal at the intersection of Arthur and Lowry.
4. Add bike lanes to Stinson Boulevard from 18th to Lowry and extending to St. Anthony Parkway. This is a heavily used recreational and commuter bicycle route and a marked lane would provide visual boundaries for both the vehicle and cyclist.
5. Connect the 18th Avenue Bike Path to the 18th Avenue Reconstruction east of Johnson Street. Consider repaving and widening the south side 18th Avenue sidewalk into a dedicated bikeway and converting the bike path to pedestrian walkway.
6. Develop an inviting entrance into the Quarry Shopping Center from 18th and Arthur that includes way-finding signs, regional map, art and sculpture. Extend this approach through the Quarry backside access. Improve the quantity, quality and location of bike racks at the Quarry Shopping Center to encourage shoppers and employees commuting by bicycle.
7. Improve pedestrian and bicycle crossings at the intersection of 18th, Stinson and New Brighton Boulevard. Make connections north to Stinson and New Brighton Boulevard more clearly

identified. Currently access to New Brighton Boulevard (service road) is a pedestrian built dirt path. Consider a northbound bike path on the sidewalk from 18th to 19th Avenue adjacent to Stinson. At 19th and Stinson, Stinson widens allowing an on-road bike lane.

The illustration to the right shows locations of the proposed considerations.

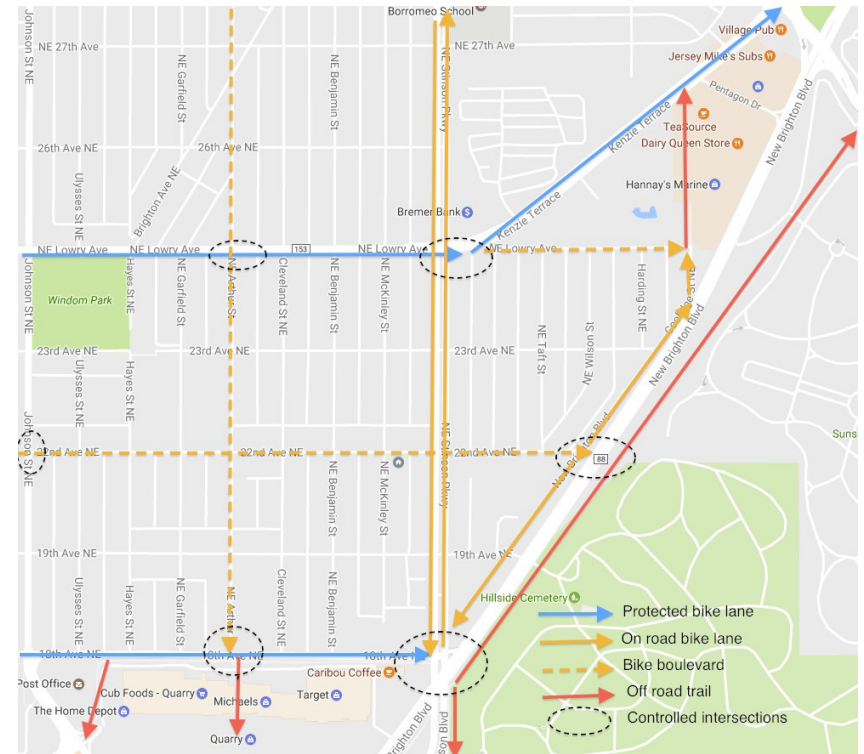


Figure 16: Proposed Neighborhood Bike Network.

Implementation Plan

This section describes how the plan's usefulness will be monitored and how it may be amended. This chapter of the plan also lists the major actions WPCiA expects to take in order to carry out the objectives and policies of the plan. This work plan should be updated annually.

Implementation Plan Objectives

- ✓ **Annual Report:** Prepare an annual report describing how the plan has been used and what changes have occurred that may affect the relevance of the document.
- ✓ **Periodic Amendments:** Periodically propose amendments to the plan as conditions warrant.
- ✓ **Regular Reviews:** Conduct a formal review of the plan at least once every five years.
- ✓ **Priority Actions:** Continue to establish a schedule of short-term and long-term actions as a targeted work program to guide the ongoing implementation of the plan.

Implementation Plan Policies

Annual Report

Every twelve months a sub-committee of the WPCiA Board should prepare a report describing how the plan has been used and what changes have occurred that may affect the relevance of the document. The report should summarize:

- How the plan was used to direct decisions about development review or public improvements

Criteria to Consider When Reviewing Plan Changes

These criteria should be considered when reviewing changes to the plan:

1. The change is consistent with the goals and objectives or other elements of the Neighborhood Plan.
2. The change does not create an adverse impact on public facilities and services that cannot be mitigated. Public facilities and services include roads, sewers, water supply, drainage, schools, police, fire protection and parks.
3. Development resulting from the change does not create an undue impact on surrounding properties. Such development should be consistent with the physical character of the surrounding neighborhood or would upgrade and improve its viability.
4. The change allows a more viable transition to the planned uses on adjacent properties than the current land use.
5. The change does not have a significant adverse impact on the natural environment including trees, slopes and groundwater, or the impact could be mitigated by improvements on the site or in the same vicinity.
6. There is a change in City policies or neighborhood characteristics that would justify a change.
7. The change corrects an error made in the original plan.
8. There is a community or regional need identified in the Minneapolis Comprehensive Plan for the proposed land use or service.

- How development did or did not coincide with the guidance of the plan
- How the neighborhood has changed in ways that may call for amendments to the plan.

The report should be transmitted to the WPCiA Board and made available to the public. A brief presentation at a Board meeting should be conducted to call attention to the major findings of the annual report.

No plan amendments are required in conjunction with these reports, although such amendments may be appropriate depending on the reports' findings.

Periodic Amendments

It is appropriate that some parts of the plan are rarely amended while others are highly subject to examination. The features that should be most long-lasting are those that are most fundamental such as the Neighborhood Goals found on pages 3 through 5. The Objectives of each topic are more open to revision, and the specific Policies are most changeable. Changes to the plan maps would, of course, depend on the magnitude of the revision, their relationship to the Goals and Objectives, and the nature of the changing circumstances that lead to the desire for amendments.

The WPCiA Board should propose amendments to the small area plan from time to time as circumstances warrant. The public should be notified of these major proposed changes and allowed an opportunity to become informed of the change and comment. The Board will consider community members' opinions in evaluating how a proposed change would meet the above criteria. The Board could consider soliciting public opinion through opinion surveys, neighborhood meetings and the Internet.

Regular Reviews

At least once **every five years**, the Board will conduct a formal review of the entire plan, changing those features and sections that are judged to be out of date and/or not serving their purpose.

At least once every **ten years**, the process for the formal review should involve an *ad hoc* advisory group that assists the Board, as was done in 2015.

Priority Actions

The Board will conduct the actions listed in the following matrix to carry out this plan. The Board's actions will be consistent with the policies of the Neighborhood Plan. Those actions include but are not limited to review of:

- Administrative actions
- Coordination with Public Works actions
- Plans of other agencies as they affect the Saint Anthony West neighborhood
- The Zoning Ordinance and Zoning Map.

Plan Implementation Actions Matrix

Priority Actions	Lead Agency Organization	Supporting Agency Organization	Timeline
Administrative Actions:			
1. Establish a sub-committee of the Board to develop a process for leading the organization through annual reviews of the Small Area Plan and presenting outcomes/findings to the Board for consideration	• WPCiA Board	• Neighborhood and Community Relations (NCR)	10 months from the Board's adoption of the Small Area Plan. (Approximately November-December 2018.)
2. Small Area Plan Review Sub-Committee develops process for conducting an internal review, involving the WPCiA membership, recording minutes, and reporting findings to the Board.	• Sub-Committee	• NCR	One month after Board establishes the Sub-Committee. (Approximately December 2018.)
3. WPCiA Board develops process for reviewing and assessing the relevance of the Small Area Plan.	• WPCiA Board	• NCR	Five years after the Board adopted the Small Area Plan. (Approximately December 2023.)
Coordination the Department of Community Planning and Economic Development (CPED)			
1. Respond to CPED to inform the department about WPCiA's opinions on the draft Comp Plan Update	• WPCiA Board		Before June 2018
2. Initiate a visit with NCR and the CPED Sector Planner to present/explain the Small Area Plan: <ul style="list-style-type: none"> • Preferred land use and zoning • Intentions to identify potentially historic properties • Intentions to maintain and improve Windom Park • Plans to improve the commercial nodes in the neighborhood • Need for cooperation with Public Works Department to implement transportation improvements within the neighborhood 	• WPCiA Small Area Plan Steering Committee	<ul style="list-style-type: none"> • NCR • Minneapolis Heritage Preservation Commission • Minneapolis Park and Recreation Board (MPRB) • Minneapolis Public Works Department 	September 2018
3. Describe WPCiA's interest in seeing higher density development occur along Central Avenue. Site Wells Fargo Bank and Skyline Tower as two examples.	• WPCiA Small Area Plan Steering Committee	<ul style="list-style-type: none"> • CPED • Minneapolis Public Housing Authority (MPHA) 	August - September 2018

Priority Actions	Lead Agency Organization	Supporting Agency Organization	Timeline
Heritage Preservation			
1. Establish a Heritage Preservation Sub-Committee to coordinate with the Minneapolis Heritage Preservation Commission.	• WPCiA Board	• NCR and Heritage Preservation Commission	Fall 2018
2. Meet with Heritage Preservation Commission to discuss potentially significant historic resources in the neighborhood	• Heritage Preservation Sub-Committee	• Heritage Preservation commission	Fall-Winter 2018
3. Work with owners of private resources to encourage their registration of historic properties.	• Heritage Preservation Sub-Committee	• Heritage Preservation Commission	Spring -Summer 2019
Windom Park			
1. Continue current coordination with the MPRB to improve Windom Park	• WPCiA Community Land Use and Planning (CLUP) Committee	• MPRB	Ongoing
Commercial Node Improvements and Urban Design			
1. Strengthen the organization's relationships with the neighborhood's commercial businesses.	• WPCiA CLUP Committee and staff	• CPED	Spring-Summer 2018
2. Research City-sponsored programs and services available to small businesses for improving the appearance of their properties	• WPCiA CLUP and staff	• NCR • CPED	Spring-Summer 2018
3. Initiate meetings with commercial property owners (on a node-by-node basis) to discuss unified appearance and other physical improvements that they can implement, including special pavers (or scored, colored concrete) and street lights	• WPCiA CLUP Committee and staff	• CPED • Public Works Department • Capital Long-Range Improvement Committee	Fall-Winter 2018 Spring 2019

Priority Actions	Lead Agency Organization	Supporting Agency Organization	Timeline
Commercial Node Improvements and Urban Design (continued)			
4. Ensure that the city planning staff members observe the guidance of the Urban Design section of this plan when reviewing applications for Site Plan Approval	• WPCiA CLUP Committee and staff	• CPED	Ongoing
5. Approach Public Works Department with proposal to enhance the traffic diverter at 22nd Street with design treatments that will match those selected for the 22nd/Johnson commercial node	• WPCiA CLUP Committee and staff	• Businesses at the 22nd Avenue commercial node	Winter 2018
Transportation (Movement)			
Establish 22nd Avenue as the Safe Route to School			
1. Establish a Transportation Sub-Committee to address the neighborhood's transportation and movement issues.	• WPCiA Board	• NCR	Summer 2018
2. Review Small Area Plan and become intimately familiar with the recommended transportation and movement improvements	• Transportation Sub-Committee		Summer 2018
3. Coordinate with Pillsbury School to promote biking and walking to school and discuss advantages of relocating SRTS from 23rd to 22nd	• Transportation Sub-Committee	• Pillsbury School	Fall 2018
4. Working with Pillsbury School approach Public Works Department with proposal to: <ul style="list-style-type: none"> relocate SRTS to 22nd relocate traffic signal from 23rd to 22nd construct a traffic calming device at 23rd to assist in the calming of north/south traffic flows on Johnson Street and pedestrian crossings to/from Windom Park. 	• Transportation Sub-Committee	• Pillsbury School	Winter 2018
Construct Traffic Diverter at 19th Avenue			
1. Approach Department of Public Works with proposal to construct a traffic diverter at 19th/Johnson	• Transportation Sub-Committee	• Businesses at the 19th Avenue commercial node	Winter 2018

Priority Actions	Lead Agency Organization	Supporting Agency Organization	Timeline
Central Avenue Center Left-Turn Lane			
1. Coordinate with businesses along Central Avenue. Educate them on the safety benefits of installing a center left-turn lane on Central Avenue.	• Transportation Sub-Committee	• NE Chamber of Commerce • Central Avenue Business Association	Fall 2019
2. Approach Public Works Department with proposal to convert Central Avenue to a 3-lane section	• Transportation Sub-Committee	• MnDOT	Winter 2019
Bicycle and Pedestrian Movements on County Roads			
1. Continue to check-in with neighborhood residents to gauge their support for improvements on Lowry Avenue. While it is hoped that on-street parking, pedestrians, and bikes can be accommodated, the prioritized improvements in this Small Area Plan are: • retain on-street parking • pedestrian and wheelchair first • bicycle second	• Transportation Sub-Committee	• Hennepin county Public Works	At the time Hennepin county focuses attention on Lowry Avenue, east of Central Avenue.
2. Coordinate with Hennepin County to seek improvements for pedestrians and cyclists who attempt to cross New Brighton	• Transportation Sub-Committee		Summer 2018 and ongoing
Bicycle Improvements on Stinson Parkway			
1. Sponsor a Northeast Minneapolis Bicycle Summit to discuss bicycle improvements on Stinson Parkway	• Transportation Sub-Committee	• Minneapolis Bicycle Task Force	Summer 2019
2. Develop a design concept that can be supported by a large number of cyclists and approach the MPRB with a proposal to implement the preferred concept	• Transportation Sub-Committee	• Minneapolis Bicycle Task Force • MPRB	Winter 2019

Priority Actions	Lead Agency Organization	Supporting Agency Organization	Timeline
Bicycle and Pedestrian Improvements on 18th Avenue			
1. Approach Public Works Department with a proposal to extend the recent improvements on 18th Avenue to the area between Johnson Street and Stinson Parkway.	<ul style="list-style-type: none"> • Transportation Sub-Committee 	<ul style="list-style-type: none"> • Minneapolis Bicycle Task Force • Public Works • Long Range Capital Improvement Committee 	Fall 2019 to Summer 2020
Transit Improvements			
1. Coordinate with Metro Transit (Facilities Planning) to determine the most appropriate locations in the neighborhood for bus stop enhancements.	<ul style="list-style-type: none"> • Transportation Sub-Committee 	<ul style="list-style-type: none"> • Metro Transit 	Summer 2020

Windom Park Neighborhood

Small Area Plan



April 21, 2018