

# Downtown Action Plan

## Ten-Year Transportation Action Plan



# A C C E S S MINNEAPOLIS

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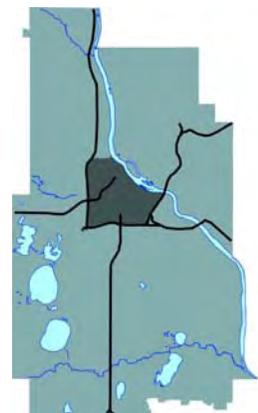
## Introduction

### *Vision for the Future*

The purpose of *Access Minneapolis*, the city's Ten-Year Transportation Action Plan, is to identify *specific* actions that the City and its partner agencies (Metro Transit, Metropolitan Council, Hennepin County, Minnesota Department of Transportation) need to take within the next ten years to implement the transportation policies articulated in *The Minneapolis Plan*. Based on these guiding policies, the vision for *Access Minneapolis* is:

- Transportation is important to the economic viability of the city, the region and the state. *Access Minneapolis* will lay the transportation groundwork for achieving the long-range vision of Minneapolis as a vital and thriving metropolitan urban center that is a great place to live, work, play, visit and conduct business.
- The city must remain livable and walkable to maintain its regional and national competitiveness. In most cases, it is not feasible or desirable to increase the curb-to-curb width of roadways in the city. However, there are many opportunities for improving the operational capacity of the transportation system without street widening. *Access Minneapolis* will result in a city that is livable and walkable while optimizing the operational capacity of the transportation system.
- *Access Minneapolis* will result in a citywide transportation system that is multi-modal (pedestrian, bicycle, transit, automobile, freight), providing good transportation choices to people, including people with disabilities.
- *Access Minneapolis* will result in a citywide transportation system that serves anticipated employment and residential growth and optimizes access to destinations by all modes (pedestrian, bicycle, transit, automobile, freight) throughout the city, between neighborhoods, to/from and within downtown.
- Although all modes of transportation are important, transit is critical for maximizing the people-carrying capacity of the transportation system. *Access Minneapolis* will result in a transit system that operates efficiently and effectively in downtown and throughout the city. Transit will become the mode of choice for Minneapolis residents, workers and visitors.

The Downtown Action Plan is one of four documents comprising *Access Minneapolis*. Other elements of the Ten-Year Transportation Action Plan include a Citywide Action Plan, Design Guidelines for Streets and Sidewalks, and a Streetcar Feasibility Study. The Downtown Action Plan provides specific recommendations for actions that will be undertaken in downtown Minneapolis over the next ten years, recognizing that this timeframe is subject to the availability of funds, which will set the stage for a downtown that is filled with people and a multitude of activities.



### Future Growth in Downtown

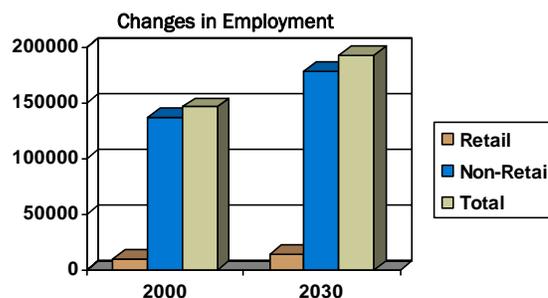
Downtown Minneapolis is a vibrant urban center that is home to over 20,000 residents, the workplace of over 140,000 employees, and a great destination for visitors, shoppers and conventioners. People make over 520,000 trips per day to and from downtown. Many additional trips occur each day within downtown. During a 2003 cordon count along a line forming the perimeter of downtown approximately 72% of trips crossing the cordon line were



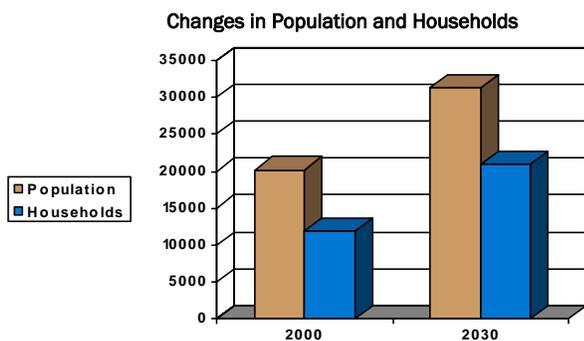
vehicle trips; 21% were transit; and 8% were walking or biking. Many additional trips, particularly walking trips, occur every day within the core of downtown. These are trips that do not cross the cordon line and, therefore, are not included in the cordon counts. The *Minneapolis Plan* states that about half of downtown trips currently are walk, bike or transit trips. One of the downtown transportation targets of the city's *Sustainability Plan* is to increase the use of alternative transportation modes in downtown to 67% by 2013. It will require aggressive actions to support walking, biking and transit to achieve this goal within the next six years.

It is critical to the City and the entire Twin Cities region that downtown continues to grow and continues to improve its reputation as a world class city that is a safe, interesting, fun and economically vital place. Downtown also needs to be a place where people like to walk, a place that is easy to get to and get around in, and a place that has a very good transit system.

Stronger linkages are also needed between the downtown and surrounding neighborhoods, such as North Loop, Downtown East, East Hennepin, Cedar Riverside, Stevens Square/Loring Heights, Elliot Park and Loring Park, which are experiencing a renaissance in residential development. The Downtown Action Plan proposed here creates the framework for meeting these needs now and in the future.



Source: Metropolitan Council - Central Corridor Study; for TAZs in Downtown Minneapolis



Source: Metropolitan Council - Central Corridor Study; for TAZs in Downtown Minneapolis

Both the City and the Metropolitan Council project that, by 2030, the downtown area will experience a 50 percent increase in residential population and an additional 40,000 jobs, which will generate 150,000 more trips a day. In keeping with recent development trends, the City anticipates clustering employment and commercial growth in the downtown core where it has concentrated historically. Special events facilities and residential growth will continue to

be directed to the outer core and edges of downtown where there is easy access to amenities such as cultural and recreation resources and to regional transportation networks.

Critical to nurturing this development pattern is an environment in which people feel safe and find it easy to get around. The transportation system helps create this environment by organizing movement into patterns that are easily understood and orderly. It also offers people a range of choices that best suit individual needs and preferences.

### ***Planning Process***

Within the system planning framework developed for *Access Minneapolis*, the downtown is identified as an Activity Center that has unique transportation needs. A layered analysis was utilized for the downtown transportation system to develop a strategy for meeting these multi-modal needs. Different system studies were conducted to answer the following questions:

- Which streets need to be modified to encourage more biking?
- Which streets need to be modified to encourage more walking?
- Which pattern of transit service works best for the downtown and which streets need to emphasize the movement of transit?
- Which streets are critical for moving traffic in and out of downtown and which are important for circulating traffic within downtown?
- Where is better freeway connectivity needed?
- What curbside changes or management strategies are needed to address property access needs, such as access to parking ramps, deliveries, drop-off/pick-up, valet and on-street parking?

### ***Infrastructure Needs***

One of the outcomes of answering the above questions was an understanding of what types of needs are present in the downtown for each of the system elements. These needs are illustrated in the following graphics:

- Figure 1 shows the extent of transit operations that are affected by low operating speeds
- Figure 2 shows the gaps identified in the pedestrian and bicycle systems in downtown
- Figure 3 shows the condition of the physical infrastructure (pavements and bridges) and
- Figure 4 shows locations where safety and congestion need to be addressed.

The results of these studies were synthesized into an integrated strategy with complementary system components and action plans. The new transportation strategy for downtown places particular emphasis on walking, biking and transit (bus, light rail and commuter rail) and pedestrians, while also retaining automobile access.

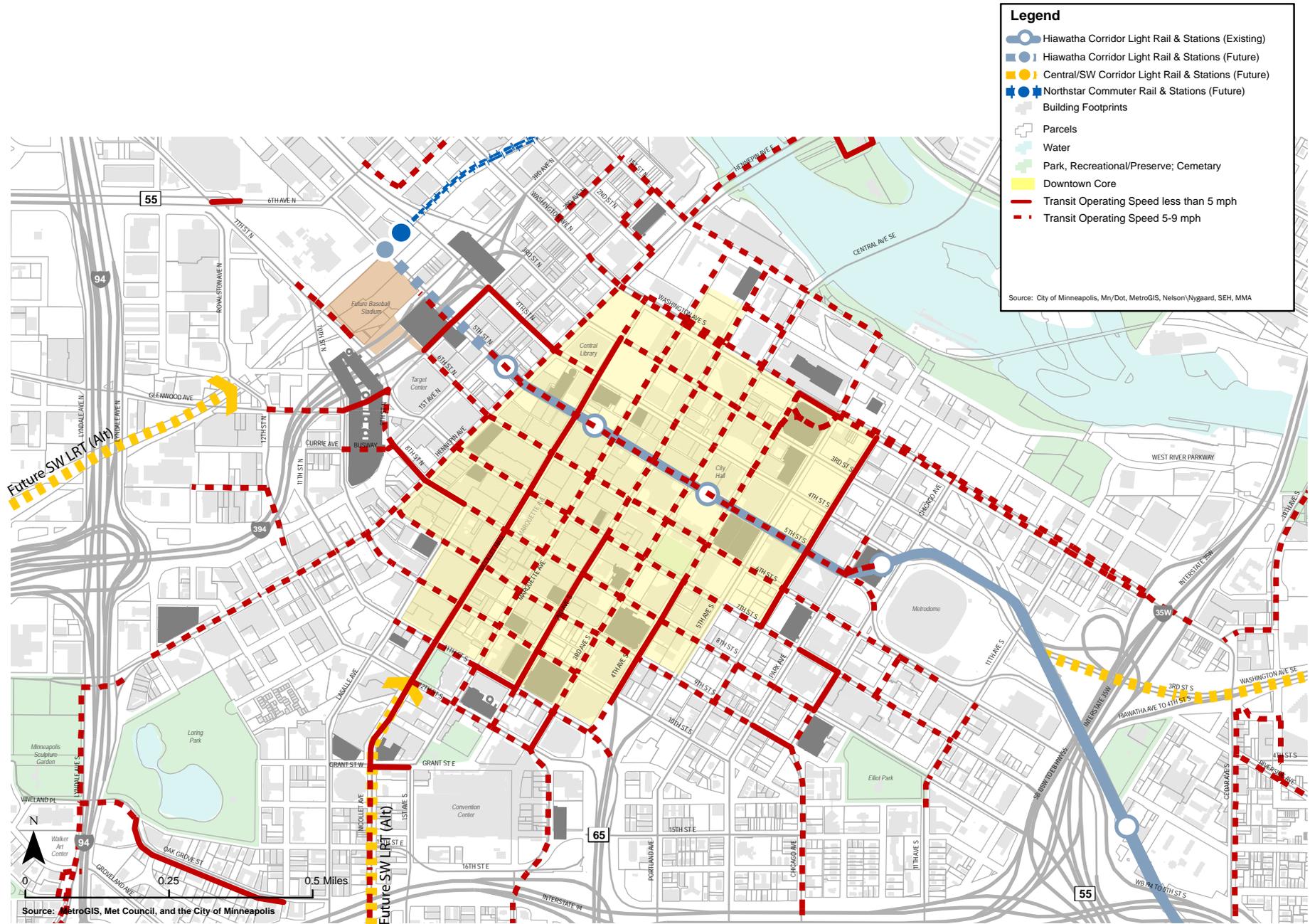


Figure 1: Transit Operating Needs in Downtown

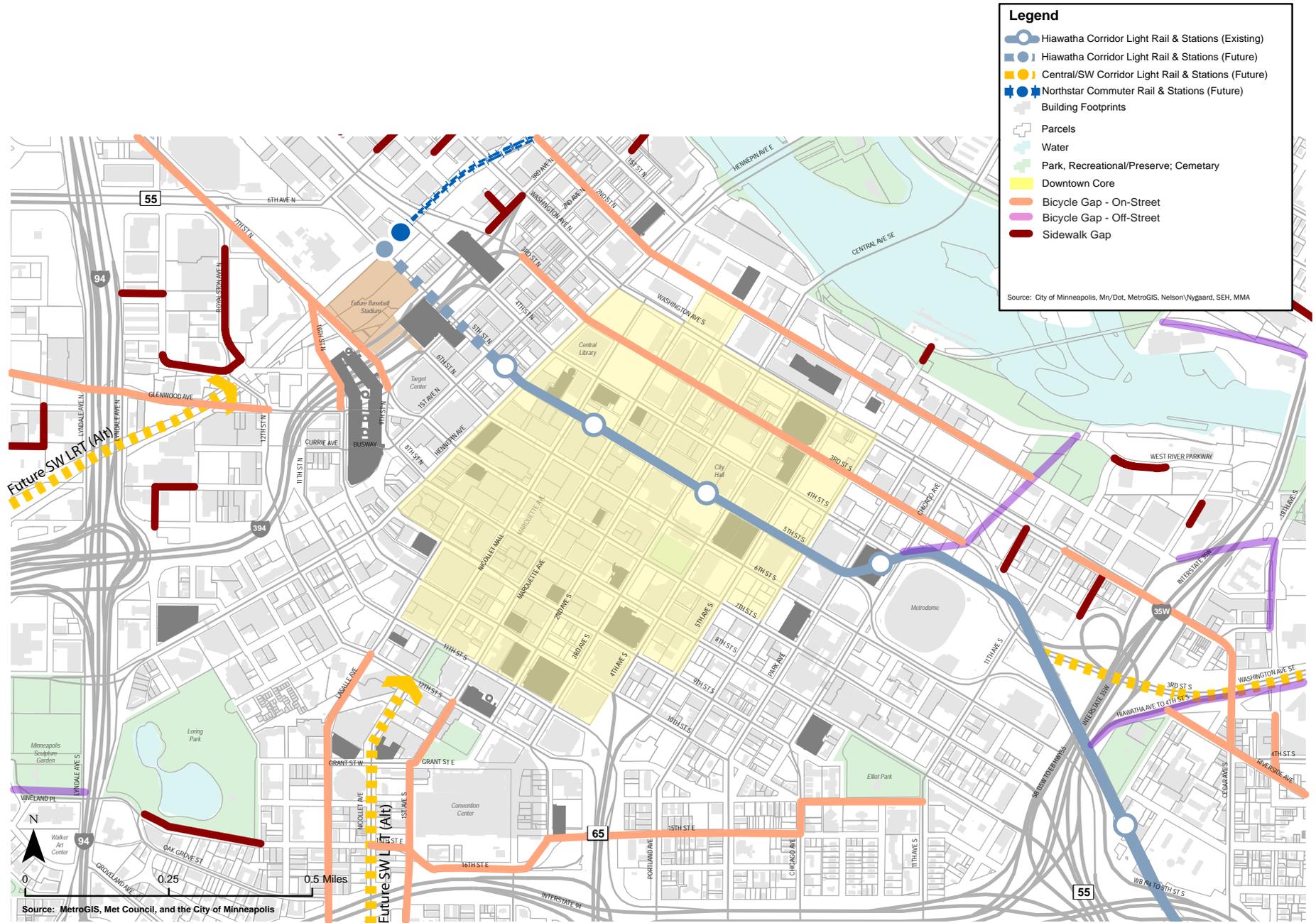


Figure 2: Pedstrian and Bicycle System Gaps in Downtown

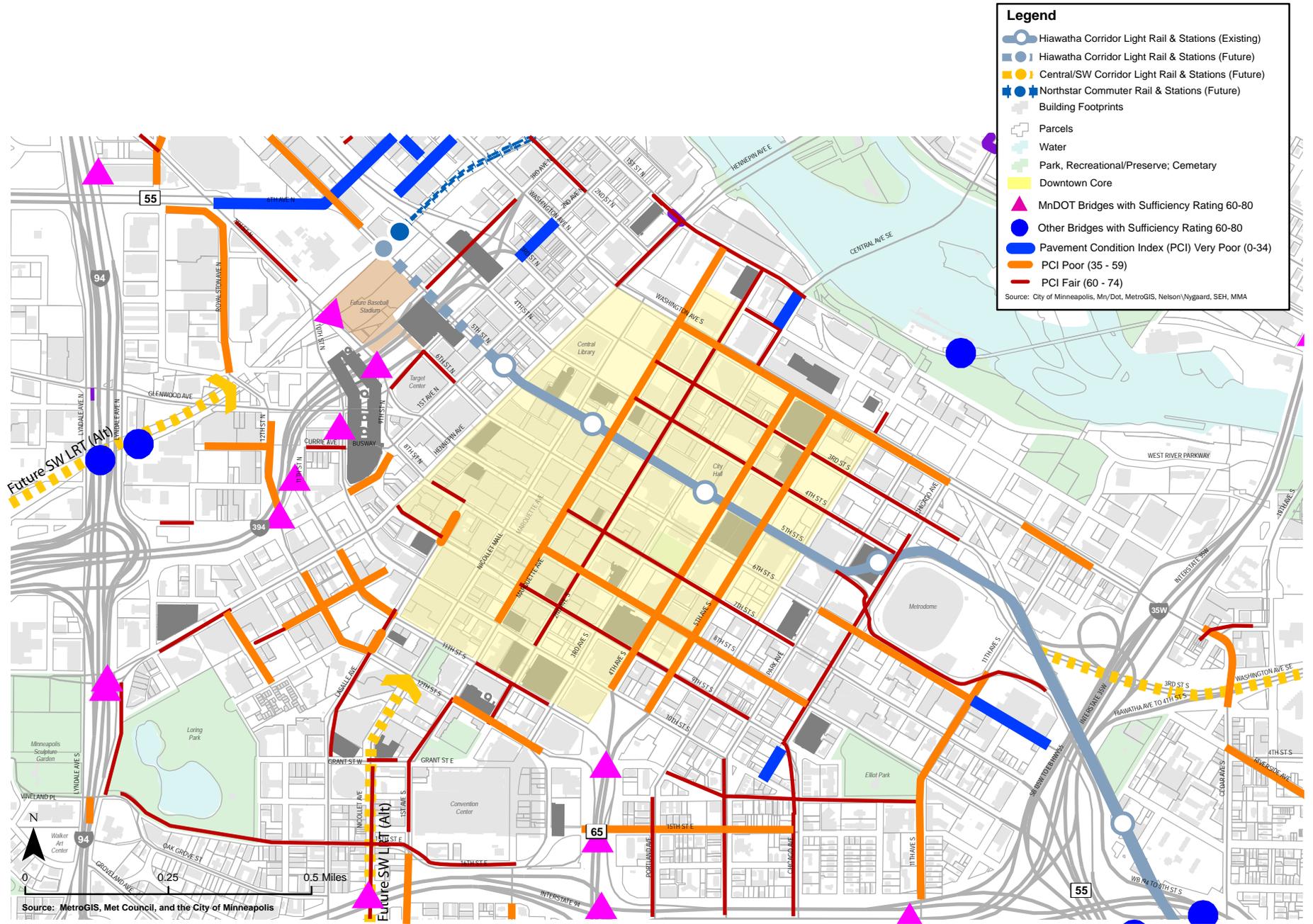


Figure 3: Pavement and Bridge Needs in Downtown

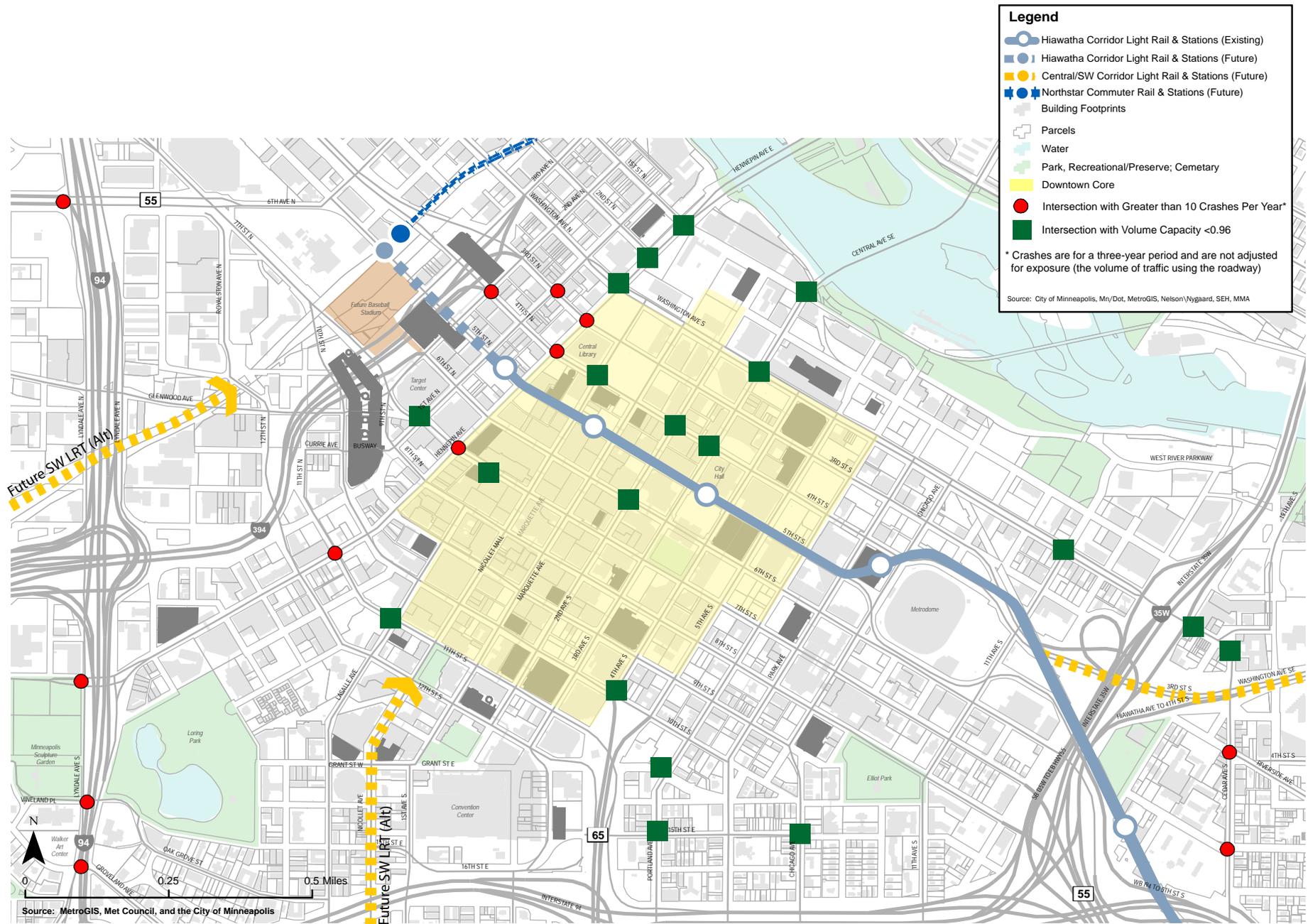


Figure 4: Safety and Congestion Needs in Downtown

This approach ensures that automobile access is always accommodated, but gives appropriate priority to walking, biking and transit, which must take on a rising share of travel in and through the downtown as growth continues to occur. And since all trips include some walking, the pedestrian environment becomes increasingly critical. A high quality pedestrian environment contributes significantly to the character and appeal of downtown as well as providing for pedestrian movement.

The Downtown Action Plan assumes that a reasonable walking distance for most trips is about  $\frac{1}{4}$  to  $\frac{1}{2}$  mile (about a 5-10 minute walk). However, transit passengers should not need to walk this far for transfers.

### **Key Objectives**

Several key objectives guided the development of the downtown strategy including:

- Sustain continued growth.
- Maintain and improve the quality of life and the character of downtown.
- Use limited space efficiently and effectively – move more people using the existing infrastructure.
- Make it practical to live without a car if desired.
- Make downtown attractive and easy to navigate for visitors, customers, residents, and workers.
- Take actions now that set us on the right path for the future.

Although the planning process used to develop the Downtown Action Plan was iterative and dynamic among different modes, the street and sidewalk network provides the underlying infrastructure for all modes of travel. Without adequate use of walking, biking and transit, the street network cannot accommodate the level of travel projected for the downtown in the future.

The description of the Downtown Action Plan which follows is organized by modal network—pedestrian, bicycle, transit and auto. Each network is introduced with an opening discussion, which is followed by a description of recommended strategies and specific action steps.

### **Pedestrian Network**

A principal goal of *Access Minneapolis* is to achieve a downtown where walking and bicycling are dominant activities. A robust pedestrian network is critical to improving the livability of downtown for its growing residential population, as well as for visitors, employees and shoppers. It is also very supportive of increased transit use. Although there are sidewalks on all streets in downtown and an extensive skyway network, there are several immediate actions needed to strengthen their function as a pedestrian network and to enhance the walkability of downtown.

### ***Pedestrian Realm in Downtown***

All streets in downtown need to support and encourage more people to walk, to walk more often and to walk farther. Improvements to pedestrian facilities in downtown will vary by location and opportunity, but may include wider sidewalks, sidewalk repair, curb extensions, pedestrian level lighting, landscaping, street furniture, and other amenities. The street and sidewalk design guidelines developed for *Access Minneapolis* address the desired dimensions for the pedestrian realm and will be used to guide improvements to the pedestrian system in downtown.

Other needed improvements to the pedestrian environment throughout downtown include crosswalk safety improvements, a more aggressive sidewalk cleaning program, lower cost “greening” improvements by private property owners, and wayfinding systems. In addition, efforts to encourage walking, such as incentive programs with employers or neighborhoods, walking tours, and programmed activities within the street-level pedestrian realm, will attract more pedestrians and create a more appealing walking environment.

Finally, improved pedestrian facilities at freeway crossings along primary pedestrian corridors surrounding downtown are needed. The combination of high speed traffic entering and exiting the freeway system at pedestrian crossings and the minimal pedestrian facilities provided on bridges crossing the freeway create a real and perceived barrier to walking in and around downtown and create significant barriers between residential neighborhoods and the downtown core.

### ***Primary Pedestrian Corridors***

The sidewalk component of the Downtown Action Plan is based on the Downtown East/North Loop Master Plan<sup>1</sup>, which defines a primary pedestrian network at the street level. The network provides pedestrian connections or corridors within and across downtown as well as between the downtown and adjacent neighborhoods. It links major cultural, entertainment, shopping, and recreational destinations and incorporates transit streets, which by their nature will attract and generate significant pedestrian traffic. It also creates linkages between different types of pedestrian facilities, such as sidewalks, trails and the skyway system.

Streets comprising the primary pedestrian network (see Figure 5) will eventually have wider sidewalks, enhanced pedestrian facilities and improved streetscaping. Wherever possible, pedestrian flow will be given priority, design strategies will be implemented to reduce long stretches of blank building walls and to shorten distances where conflicts between vehicles and pedestrians may occur, such as at intersection crosswalks and across driveways to surface parking lots and parking ramps.

Action priorities are placed on completing gaps in the system and widening sidewalks where possible. Other improvements to the pedestrian environment, such as streetscaping and pedestrian facilities will be addressed by the new Pedestrian Advisory Committee as it

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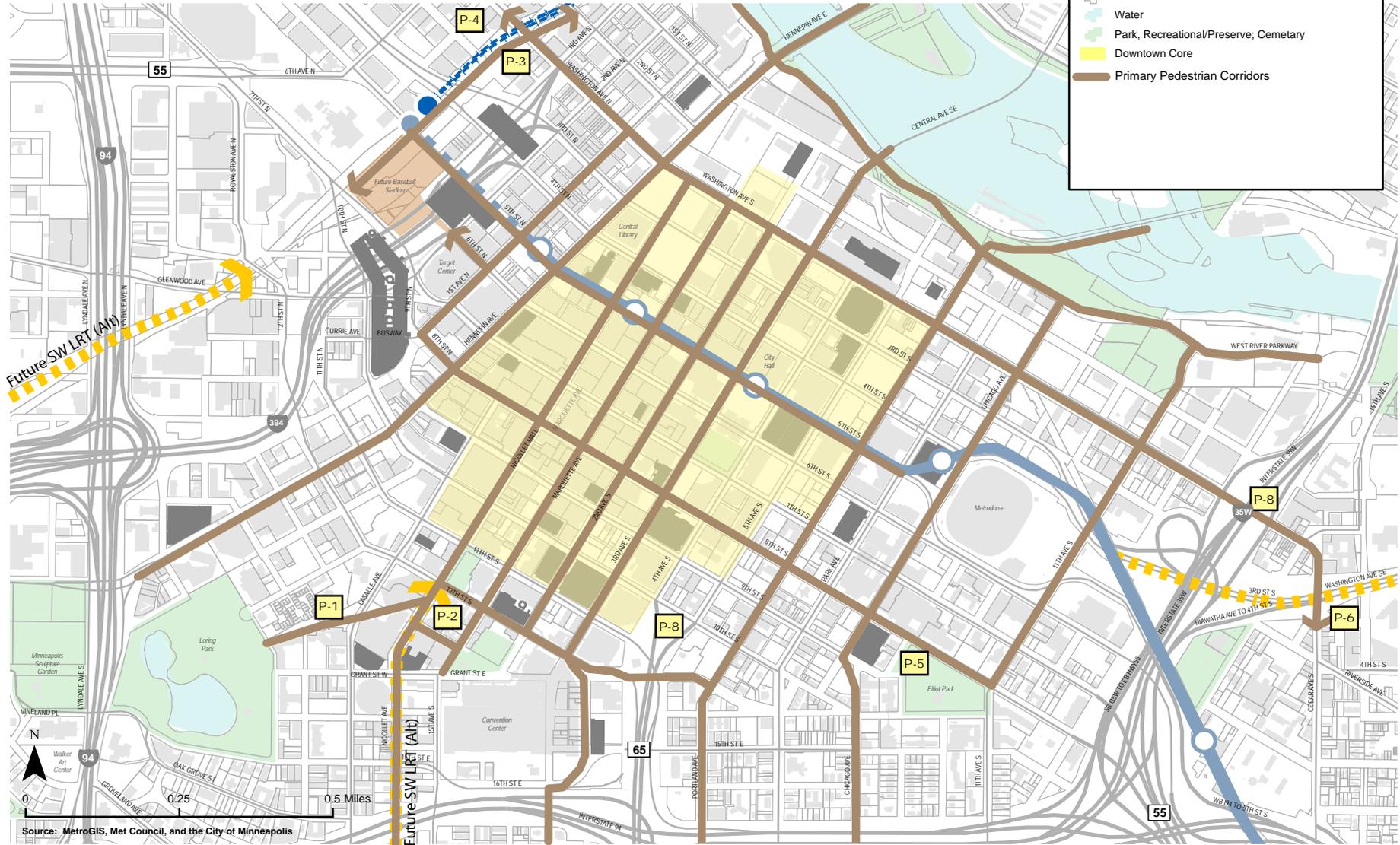
<sup>1</sup> *Downtown East/North Loop Master Plan*, City of Minneapolis Planning Department, October 2003, Chapter 5

**Pedestrian Action Items**

- P-1 Complete improvements to Loring Greenway and linkage to Nicollet Mall
- P-2 Design and Construct 13th Street plaza between Nicollet Mall and Convention Center
- P-3 Provide a linkage between West River Parkway and the Cedar Lake Trail
- P-4 Design and construct North Loop pedestrian connection(s) between 2nd St N and Washington Avenue for better transit connections
- P-5 Provide an improved pedestrian connection between Elliott Park and downtown
- P-6 Provide an improved pedestrian connection between Cedar Riverside and downtown
- P-8 Improve pedestrian crossings at freeway entrance and exit ramps

**Legend**

-  Hiawatha Corridor Light Rail & Stations (Existing)
-  Hiawatha Corridor Light Rail & Stations (Future)
-  Central/SW Corridor Light Rail & Stations (Future)
-  Northstar Commuter Rail & Stations (Future)
-  Building Footprints
-  Parcels
-  Water
-  Park, Recreational/Preserve; Cemetary
-  Downtown Core
-  Primary Pedestrian Corridors



Source: MetroGIS, Met Council, and the City of Minneapolis

Figure 5: Priority Pedestrian Corridors

develops a new Pedestrian Master Plan. Council has directed that this plan be completed by December 31, 2008. The action items for the pedestrian network are the following:

- **West River Parkway and Cedar Lake Trail** – build a linkage between these two trails to provide a continuous network on the periphery of the downtown.
- **Marquette and 2<sup>nd</sup> Avenue South** – widen the sidewalk to provide increased space for transit passenger facilities.
- **Loring Greenway** – complete improvements and linkage to Nicollet Avenue.
- **Nicollet Mall and the Convention Center** - improve the street-level pedestrian connection along 13<sup>th</sup> Street and provide a vertical connection between the sidewalk and the existing skyway.
- **North Loop – between 5<sup>th</sup> and 10<sup>th</sup> Avenues North** – provide a pedestrian connection(s) between 2<sup>nd</sup> Street North and Washington Avenue., connecting to transit service along Washington Avenue.
- **Elliot Park** – provide an improved pedestrian connection between Elliot Park and the downtown core.
- **Cedar Riverside** – provide an improved pedestrian connection between Cedar Riverside and downtown.
- **Complete the Pedestrian Master Plan** by December 31, 2008. – The plan will include implementation steps, timeline and funding sources and will be included in the Access Minneapolis Ten-Year Transportation Action Plan.
- **Sidewalk Greening and Sidewalk Cleaning Programs.** – A sidewalk greening program will be implemented that encourages private property owners to “green” the sidewalks in front of their properties using strategies such as green walls, public art, and planters. An improved sidewalk cleaning program will also be implemented.
- **Incentive Programs and Programmed Activities.** - The city will work with Walking Minneapolis and other private initiatives to implement Incentive programs and programmed activities that will encourage people to walk and to participate in downtown activities.

## **Skyways**

Downtown Minneapolis has an extensive skyway system (see Figure 6). This largely privately-operated indoor pedestrian network provides convenient access between offices, retail, hotels and parking ramps in the core of downtown. It is a unique attraction and has supported downtown Minneapolis’ economic competitiveness as an employment center. However, the skyway system also poses a challenge for the goals of *Access Minneapolis* to increase transit use, walking and bicycling.

For those who use them regularly, skyways are a convenient and comfortable way to move around downtown, but for those who don’t use them regularly, they can be confusing and difficult to navigate. The skyways provide direct access to parking ramps, but they are not designed to provide direct access to public transit. The skyways are heavily used during

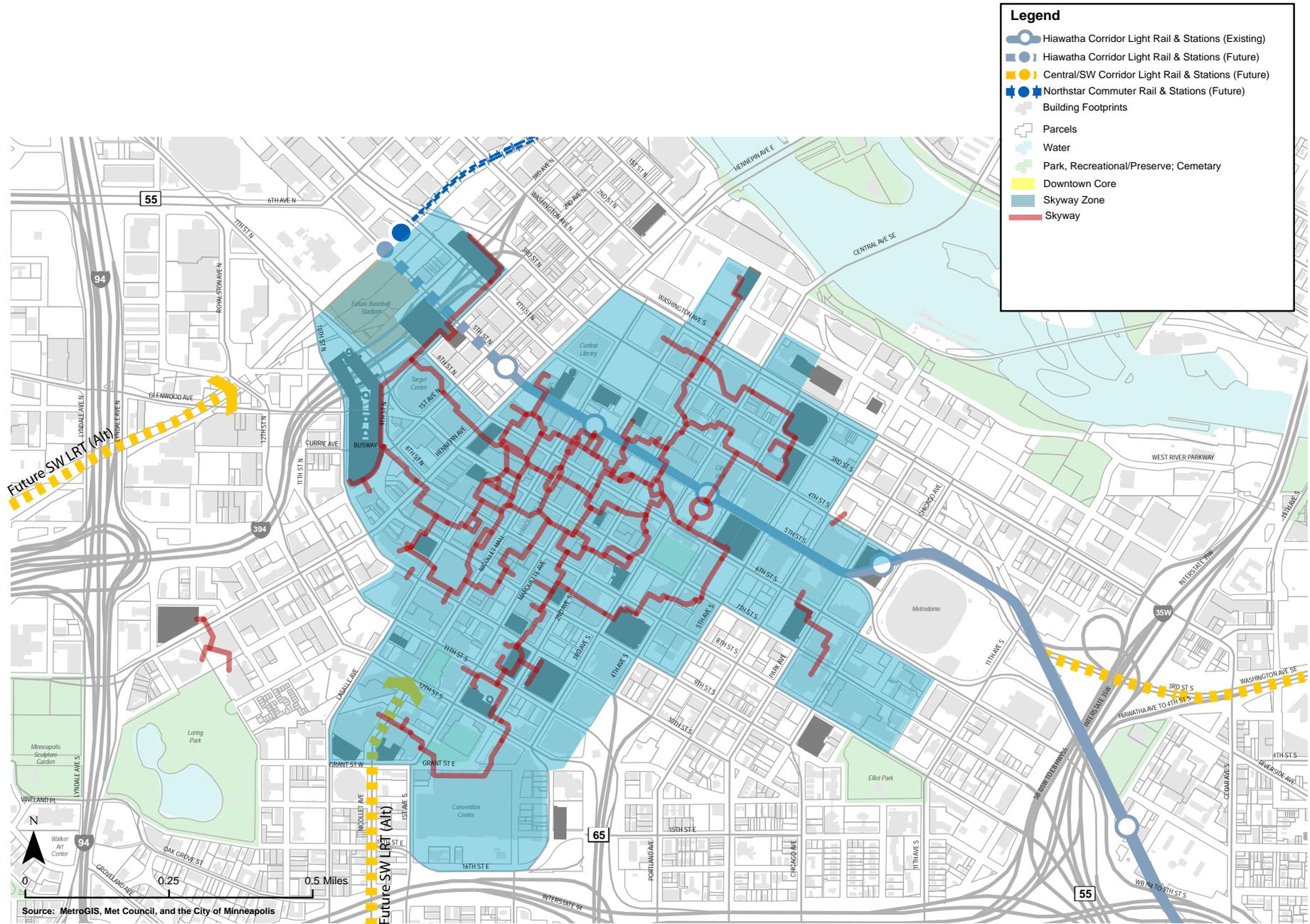


Figure 6: Skyway System

business hours, causing pedestrian traffic on street-level sidewalks to be lighter than in typical downtowns, which hurts opportunities for street-level retail, isolates transit riders waiting for buses and trains, and generally diminishes the comfort of walking on downtown streets.

To support the underlying modal-shift goals of *Access Minneapolis* and the continued residential and employment growth in downtown Minneapolis, better integration of the skyway system with the street-level sidewalk and transit systems is needed. The adopted 2003 Downtown East/North Loop Master Plan provides a good basis for this integration, including the following recommendations for new developments:

- **Skyway Expansion** – Encourage skyway expansion only within the downtown core and other key high-intensity uses, such as the new Ballpark. This strategy promotes street-level pedestrian activity in growing downtown neighborhoods and historic areas and ensures that new skyways will have high levels of use. In addition to these recommendations for new developments, the following actions will be taken to address existing buildings and skyways:
- **Physical and Visual Connections** – Promote building architecture and skyway bridge design in new developments to physically and visually connect the sidewalk with the skyway, through the use of highly visible vertical circulation and skyway concourses located along the outside perimeter of buildings, such as in the new Target store on Nicollet.
- **Connections Between Sidewalks and Skyways** – Construct skyway stair towers at the edges of the Skyway System to facilitate interface with the sidewalk system and proposed green spaces.
- **Wayfinding** – Expand the use of skyway wayfinding signage. The standard “Blue Water” signage exists throughout much of the skyway system; it will continue to be used and expanded in buildings that do not use it. In addition, the wayfinding signage program will be expanded to identify points of access between the street and the skyway system through wayfinding strategies located at both levels. This will be coordinated with any other wayfinding programs for transit or walking in downtown.
- **Vertical Access** - Work with individual property owners to improve vertical access between the existing skyway and sidewalk systems at key transit nodes downtown through signage, operating procedures, street level uses, etc. It is especially important to ensure that there is convenient access from major transit stops into the skyway system.
- **Hours of Operation** – Work with property owners to implement and maintain more consistent hours of operations throughout the skyway system.
- **Maintenance** – Work with property owners to ensure a consistent high level of maintenance throughout the skyway system.
- **Security** – Work with property owners to ensure that skyways are safe and comfortable for people to use.

## Bicycle Network

The growing regional network of off-street bike trails plus the addition of on-street bike lanes has proven successful in promoting the bicycle for both recreational use and for commuting. Minneapolis is one of the nation's highest ranked cities for bicycle use as a mode of transportation and the downtown is a popular destination for cyclists.

The Downtown Action Plan is guided by the Minneapolis Bike Plan Map<sup>2</sup>, which integrates with the Hennepin County Bicycle Plan<sup>3</sup> for regional connectivity. The bicycle network identifies streets that provide safe access to all areas of the downtown. The city's Bicycle Advisory Committee is the city's vehicle for making most recommendations for bicycle facilities. Therefore, this study focused primarily on gaps in the system. Both on-street lanes and off street bicycle paths/trails were included in the development of action steps for the proposed downtown bike lane system (see Figure 7).

Recommended actions related to the bicycle network include:

- ***Cedar Lake Trail*** – connect with West River Parkway.
- ***Hiawatha LRT Trail*** – connect with existing 4<sup>th</sup> Street South bike lane and add new 3<sup>rd</sup> Street South bike lane **between Chicago and Hennepin**.
- ***Portland Avenue South*** – consolidate existing Park and Portland bike lanes onto Portland when these streets are converted to two-way operation in downtown.
- ***2<sup>nd</sup> Avenue South and Marquette Avenue South*** – retain existing one-way bike lanes until streets are reconstructed. When double-width transit lanes are constructed, the bike lanes will be removed and bikes will be permitted to use Nicollet Mall 24-hours per day. Bikes will be allowed to use the 2<sup>nd</sup> and Marquette dual bus lanes during off-peak periods. In addition, staff will explore with Metro Transit 24-hour-a-day bike use of the bus passing lanes on 2<sup>nd</sup> and Marquette.
- ***Hennepin Avenue*** – retain existing two-way bike lane in center of street. These bike lanes will be extended north across the river to Main Street and south to the existing bike path along the west side of Loring Park. Due to the unique safety problems associated with the proposed bicycle lane configuration on Hennepin, additional study will be done to explore different bike lane configurations (for example, cycle tracks) and improved intersection treatments (pavement markings, signing and signalization) for bicyclists, and transitions between center-running and side-running bike lanes.
- ***2<sup>nd</sup> Street North*** – connect existing bike lanes from 2<sup>nd</sup> Avenue South to 3<sup>rd</sup> Avenue North across Gateway Park and Hennepin Avenue. This may require an easement through private property.
- ***10<sup>th</sup> and 11<sup>th</sup> Street South*** – widen bike lanes to standard bike lane width.
- ***15<sup>th</sup>/16<sup>th</sup> Streets*** – provide on-street bike lane between Elliot Park and Loring Park.

<sup>2</sup> *Bikeways Master Plan*, City of Minneapolis, Department of Public Works, 2001

<sup>3</sup> *Hennepin County Bicycle Transportation Plan*, Hennepin County Department of Public Work – Transportation Division, January 1997, reprinted September 2001

**Bicycle Action Items**

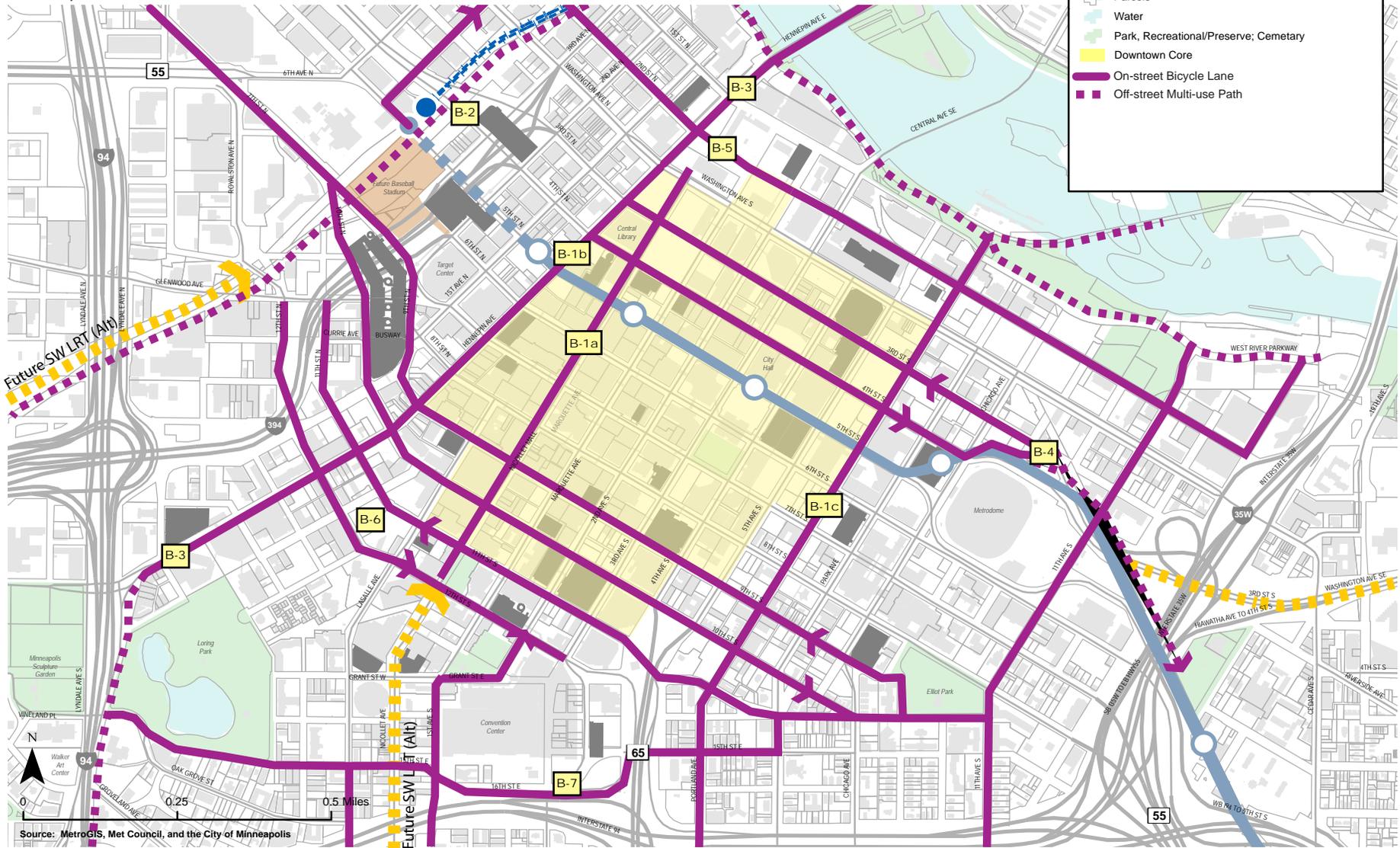
- B-1 Modify / Reconstruct Bicycle Lanes
  - a. When 2nd and Marquette double-width transit lanes are open, bicycles permitted 24-hr/day on Nicollet Mall; bikes permitted in double-width transit lanes during non-peak periods.
  - b. Hennepin Avenue concurrent with change to two-way
  - c. Portland Avenue concurrent with change to two-way.

- B-2 Construct link between West River Parkway and Cedar Lake Trail
- B-3 Extend Hennepin Avenue bike lanes to East Hennepin and Loring Park
- B-4 Complete connection to Hiawatha bikeway and add bike lane on 3rd Street

- B-5 Complete 2nd Street North connection to North Loop (may require easement)
- B-6 Restripe bike lanes on 10th and 11th Streets to standard width
- B-7 Extend bike lane along 15th Street to connect Oak Grove, Loring Park and Elliot Park

**Legend**

- Hiawatha Corridor Light Rail & Stations (Existing)
- Hiawatha Corridor Light Rail & Stations (Future)
- Central/SW Corridor Light Rail & Stations (Future)
- Northstar Commuter Rail & Stations (Future)
- Building Footprints
- Parcels
- Water
- Park, Recreational/Preserve; Cemetary
- Downtown Core
- On-street Bicycle Lane
- Off-street Multi-use Path



Source: MetroGIS, Met Council, and the City of Minneapolis

Figure 7: Bicycle Network

- ***Downtown-University of Minnesota connection*** – provide bicycle connection from the east side of downtown to Cedar Riverside and the University of Minnesota.
- ***Bicycle Parking*** - provide additional bicycle parking, lockers and shower facilities in downtown to ensure that convenient bicycle parking is available at all major employment centers.
- ***Incentive Programs*** – incentive programs, including special events, that encourage bicycling will be developed and targeted to downtown employers and residential neighborhoods.
- ***Bicycle Master Plan*** – prepare a bicycle master plan for the city, including the downtown area. The plan will include implementation steps, timeline and funding sources and will be included in the Access Minneapolis Ten-Year Transportation Action Plan. Council has directed that this plan be completed by December 31, 2008.
- ***Additional Bike Lanes Downtown*** – as sealcoating or other projects are done on downtown streets, bike lanes will be added to streets where possible by adjusting lane widths. In making these decisions, consideration will also be given to competing uses for space, connectivity to streets and trails outside downtown, presence of freeway ramps, suitability for bicycle use, and possibly other factors. Where space is available within the existing curbs and the street is suitable for high levels of bicycle use, a bike lane will be included in the project
- ***New designs for bicycle facilities/treatments*** – new designs for bicycle facilities and treatments will be explored including, but not limited to, bicycle lanes between the parking lane and sidewalk, curbed bicycle lanes and bicycle signalization. Appropriate locations will be identified, in downtown if possible, for testing these designs.

## Transit Network

Encouraging the use of transit is extremely important to maintaining mobility and sustaining the economic vitality of downtown and the City as a whole. High quality transit service encourages denser development, which in turn increases ridership, which provides the justification for providing an even higher level of transit service. There is limited physical space available for transportation infrastructure in a built urban environment and transit provides a markedly improved efficiency in the use of available space and financial resources. It should also be noted that service quality is not just affected by service frequency and coverage. It is also affected by the quality of such things as passenger facilities, transit vehicles, sidewalk connections to transit routes, lighting and security as well as factors such as facility and vehicle cleanliness, boarding times and crowded buses.

### ***Importance of Planned Regional Transit Facilities***

*Access Minneapolis* and the proposed downtown transportation strategy are based on the assumption that, by 2030, several proposed regional transit facilities will be in place, including:

- Northstar Commuter Rail
- Southwest LRT
- Bottineau Boulevard BRT
- Central Light Rail Transit (LRT)
- I-35W Bus Rapid Transit (BRT)
- Cedar Avenue BRT

Without these facilities, it will be very difficult to accommodate the projected increase in downtown trips and to achieve transit ridership goals. The number of both buses and automobiles in downtown will increase, making management of the downtown transportation system even more challenging.

### ***Transit Challenges in Downtown***

Successful transit service has three important service characteristics:

- Reliable service provided at frequent and regular intervals.
- Travel time that competes favorably with the automobile.
- Service and facilities that are high quality and easily accessible.

Downtown transit service suffers in each of these areas. A citywide transit study<sup>4</sup>, which included an extensive analysis of downtown service, identified the following key transit service issues in downtown:

- *Growing volume of buses in downtown.* Metro Transit projections for 2030 indicate that even if all proposed rail projects are built—Northstar, Southwest Corridor, Central Corridor—the number of bus trips flowing into the downtown during one PM peak hour will rise from 500 trips in 2005 to over 800 trips in 2030. This is an increase of 45 percent over current levels. If no rail projects are built, the number of bus trips will rise to over 900 trips for one PM peak hour, nearly doubling the number of buses in downtown.
- *Slow transit service.* Existing transit lanes, particularly the contraflow lanes on Marquette and 2<sup>nd</sup> Ave. S., are very congested. This reduces transit speeds and impacts the reliability of transit service through downtown. Transit providers currently operate buses on many other streets in downtown to help address this issue. Many bus routes through downtown travel at less than five miles per hour and some less than typical walking speed.
- *Variety of transit markets.* There are three distinct downtown transit markets:
  - Primary Transit Network (all-day regional and citywide and downtown services that provide local 24/7 service, particularly to near downtown neighborhoods)
  - Peak Period Express Commuter Service
  - Consumer/Visitor Market (intra-downtown circulation)

Service levels on the Primary Transit Network and for the peak period express commuter market are quite good. Intra-downtown circulation service, particularly for the visitor/consumer market and downtown neighborhoods, is not well defined, is infrequent in some areas, and in several areas does not provide the desired levels of service.

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<sup>4</sup> The analyses and results are discussed in the *Downtown Transit Circulation Concept* technical report that is contained in the Appendix

- *Confusing transit system*, particularly for new users, largely due to the distribution of transit service throughout downtown, the predominantly one-way street system and the limited route and schedule information offered on the street.
- *Particularly heavy concentration of north-south service.* Bus service to and from downtown is concentrated in three primary directions: north-south, east-west, and from the southwest (Hennepin Avenue). These transit spines are illustrated in Figure 8. Nearly half of the peak period bus trips in downtown are concentrated in the north-south spine. Recommended strategies for improving transit service in downtown are organized around serving these three major transit service spines.
- *The perception and reality of safety at bus stops and on routes.*

**Key Strategies for Downtown Transit Service**

The recommended downtown transit strategy (illustrated in Figure 9) reflects four basic principles for serving the multiple transit markets in downtown:

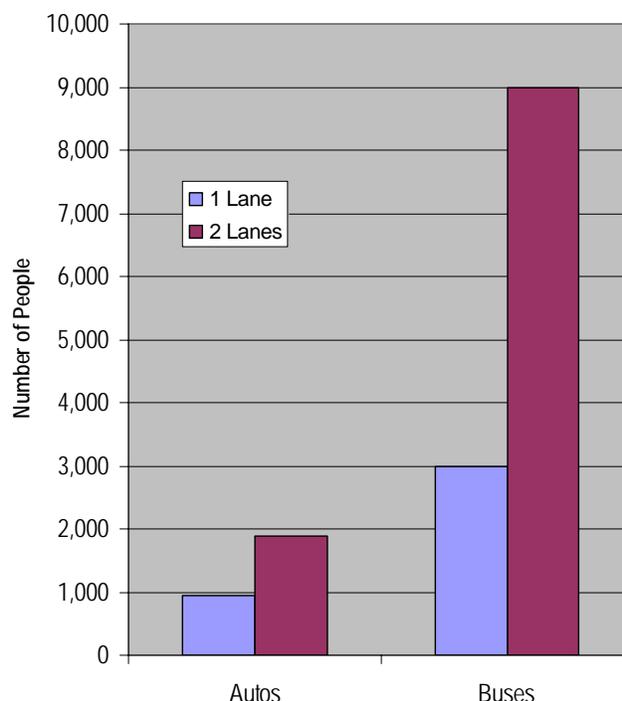
- Consolidate commuter service onto streets where transit is given modal priority and resources for transit services and facilities can be concentrated.
- Re-configure Primary Transit Network and local service routes to take advantage of designated transit spines.
- Provide an intra-downtown circulation service focused on Nicollet Mall.
- Re-arrange bus stops so that buses stop no more frequently than every other block.

The concept of consolidating transit service on transit spines (see Figure 8) as a means of organizing service delivery and making the transit network easier to understand and use is a new approach that has worked well in other metropolitan downtowns (Seattle and Portland).

Transit priority on streets serving as transit spines optimizes opportunities to improve transit services and facilities for riders. It also frees other streets for different modes of transportation that also need accommodation.

Since there are fewer stops to maintain, it allows for investments in higher quality facilities, such as lighted shelters, real-time information, police services and wayfinding. It also uses security resources more effectively by clustering transit riders and security operations in

**Number of People Carried per Hour**



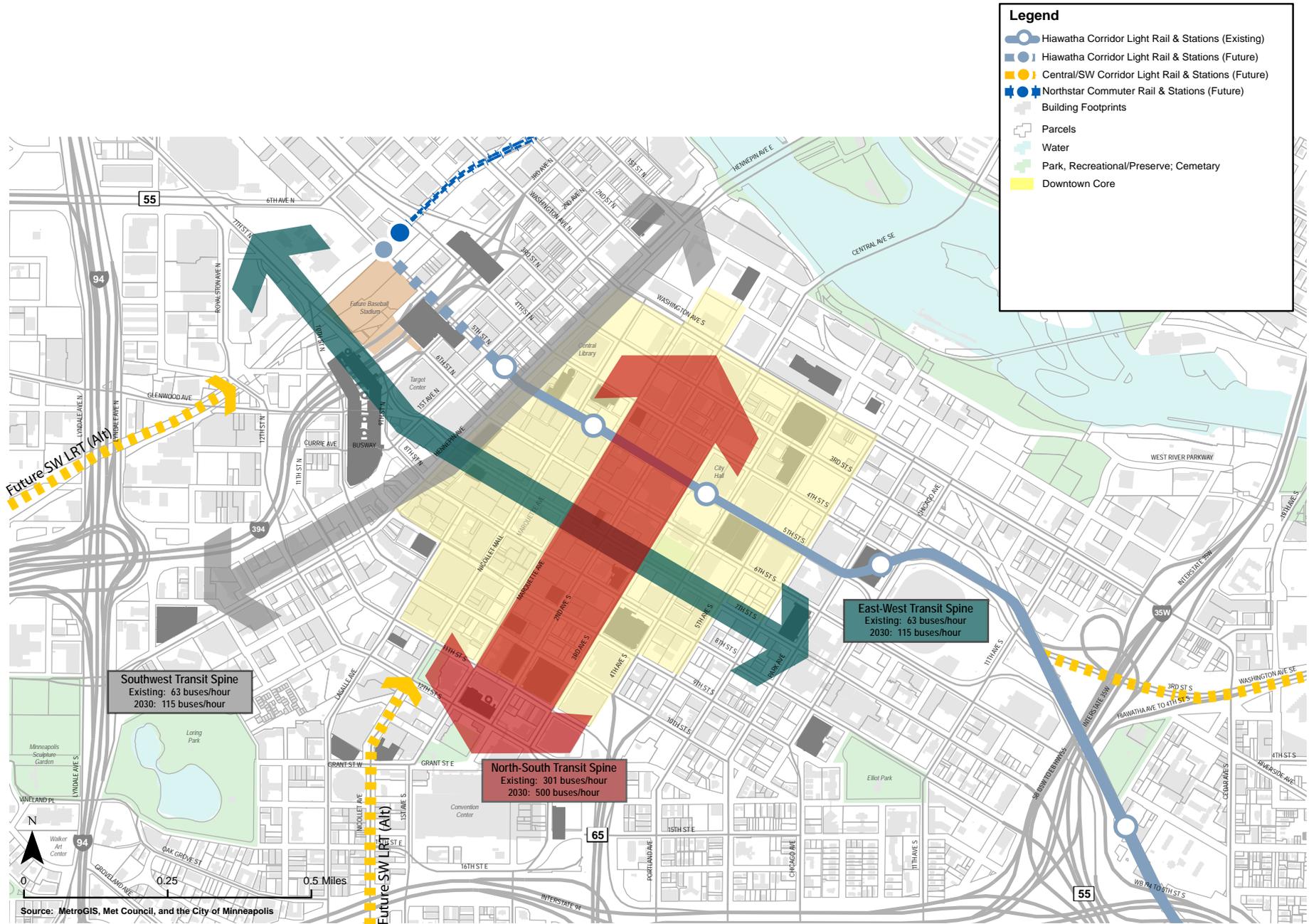


Figure 8: Major Transit Service Spines

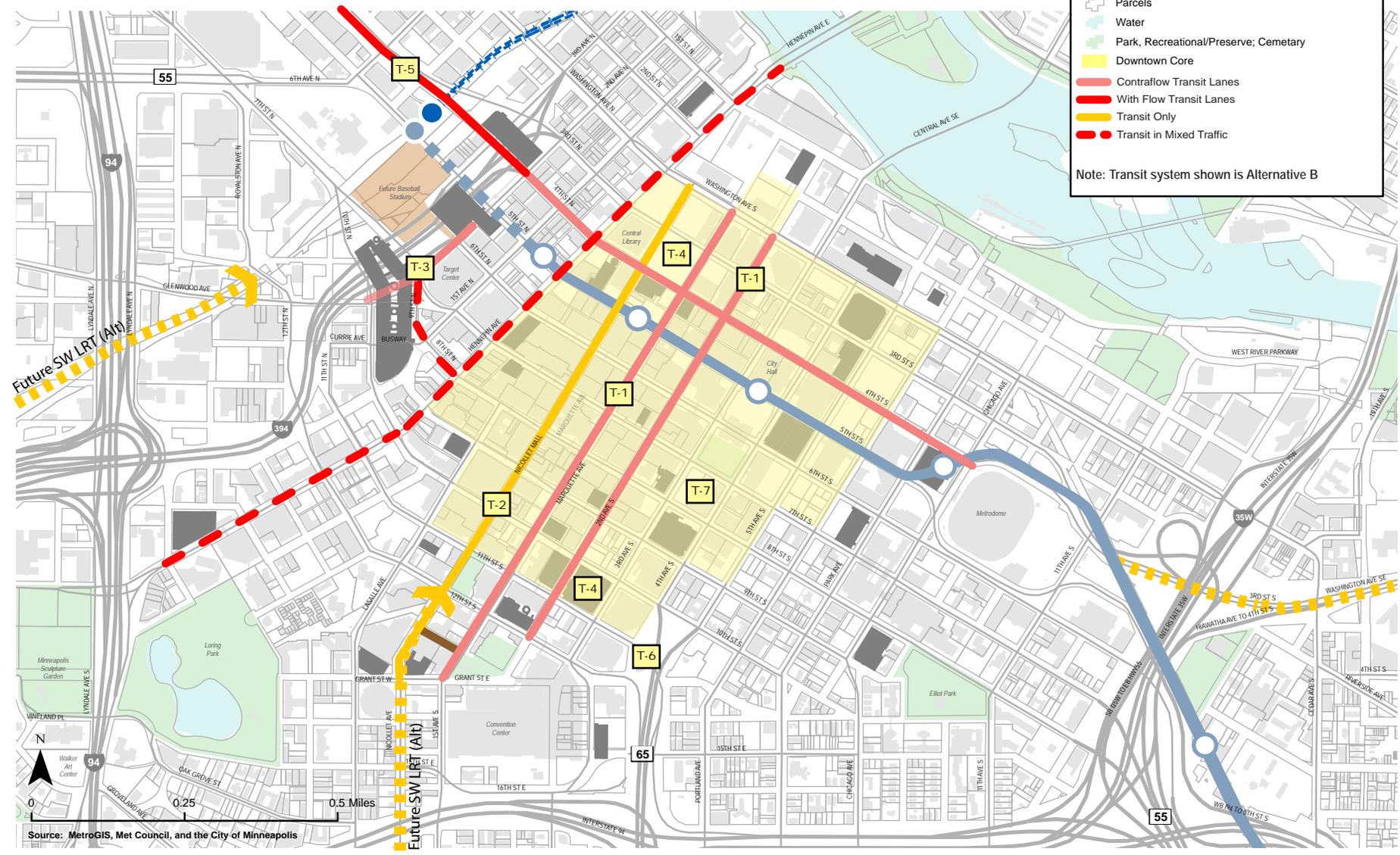
**Transit Action Items**

- |   |   |   |
|---|---|---|
| T-1 Double-Width Contraflow Transit Lanes on Marquette and 2nd Avenues South  | T-4 Siting of Layover Facilities  | T-7 Evaluate Alternatives for East-West Transit Spine |
| T-2 Local Bus Services Nicollet Mall, Pedestrian Connector on 13th St. Center | T-5 Re-establish Shoulder Bus Lane on I-94 Off-ramp to 4th Street North           |   |
| T-3 Contraflow lane on 2nd Ave N.   | T-6 Provide Direct Connection Between I-35W South HOV Lanes and North-South Spine |   |

**Legend**

- Hiawatha Corridor Light Rail & Stations (Existing)
- Hiawatha Corridor Light Rail & Stations (Future)
- Central/SW Corridor Light Rail & Stations (Future)
- Northstar Commuter Rail & Stations (Future)
- Building Footprints
- Parcels
- Water
- Park, Recreational/Preserve; Cemetary
- Downtown Core
- Contraflow Transit Lanes
- With Flow Transit Lanes
- Transit Only
- Transit in Mixed Traffic

Note: Transit system shown is Alternative B



Source: MetroGIS, Met Council, and the City of Minneapolis

Figure 9: Downtown Transit Strategy

fewer corridors. With respect to speed and reliability, focusing transit on fewer streets optimizes stop and line spacing, which results in fewer transit stops downtown and protects transit speed and reliability as automobile congestion grows. In addition, this offers great value for systems and facility investment including better bus stop amenities with better spacing, on-street transit lanes/advantages and traffic signal improvements.

### **North-South Spine**

The north-south direction of travel, which currently includes buses on Nicollet, Marquette, 2<sup>nd</sup> Avenue S, and 3<sup>rd</sup> Avenue S, is the most challenging to accommodate as it has approximately 150 buses/peak hour/peak direction, which is about five times the demand carried on the southwest and east-west spines. Three alternatives were evaluated for this spine (see the *Downtown Transit Circulation Concept* technical report for details):

- Interception of peak express buses (traveling in the north-south direction) at transit terminals with a shuttle operating on Nicollet Mall between the terminals.
- Double-width transit lanes on Marquette – with two transit lanes in each direction.
- Double-width contraflow bus lanes on Marquette and 2<sup>nd</sup> Avenues South with two transit lanes on each street.

Third Avenue South was also considered but is further from the downtown core where most transit commuters need to go and where transfers are most easily accommodated and it has recently been reconstructed with planted medians.

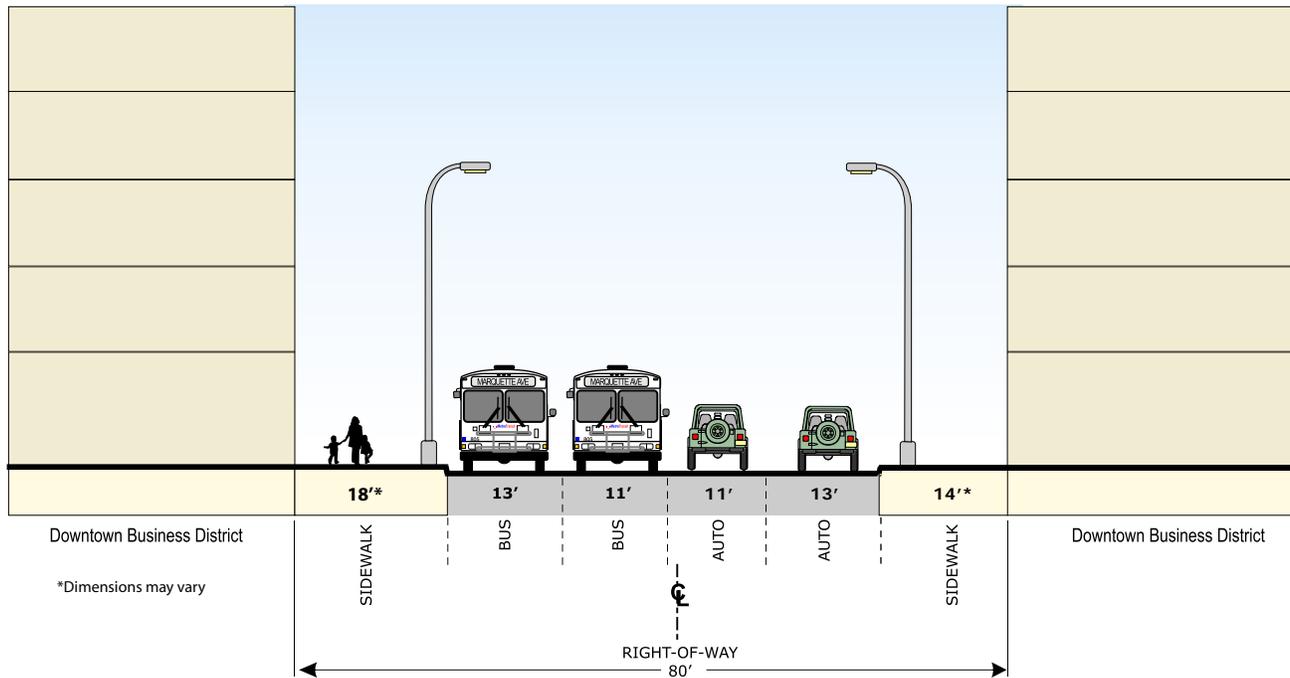
It was determined that double-width transit lanes on Marquette or Marquette and 2<sup>nd</sup> were needed, due to the volume of buses, even with peak interception of express buses. It was also determined that some buses would need to continue to operate on Nicollet Mall due to the high number of buses in the north-south demand spine.

Use of Marquette for transit lanes in each direction was dismissed because it would have had greater impacts on properties along Marquette and would have had significant impacts on traffic circulation in downtown which is already affected by the one-way system of streets and the restriction of traffic on Nicollet Mall. Thus, the recommended location for the north-south transit spine is a pair of contra-flow double-width transit lanes along Marquette Avenue (southbound) and 2<sup>nd</sup> Avenue South (northbound). The double width lanes are illustrated in Figure 10.

There are several important issues that will require additional analysis as the double-width lanes are designed and constructed. These issues include:

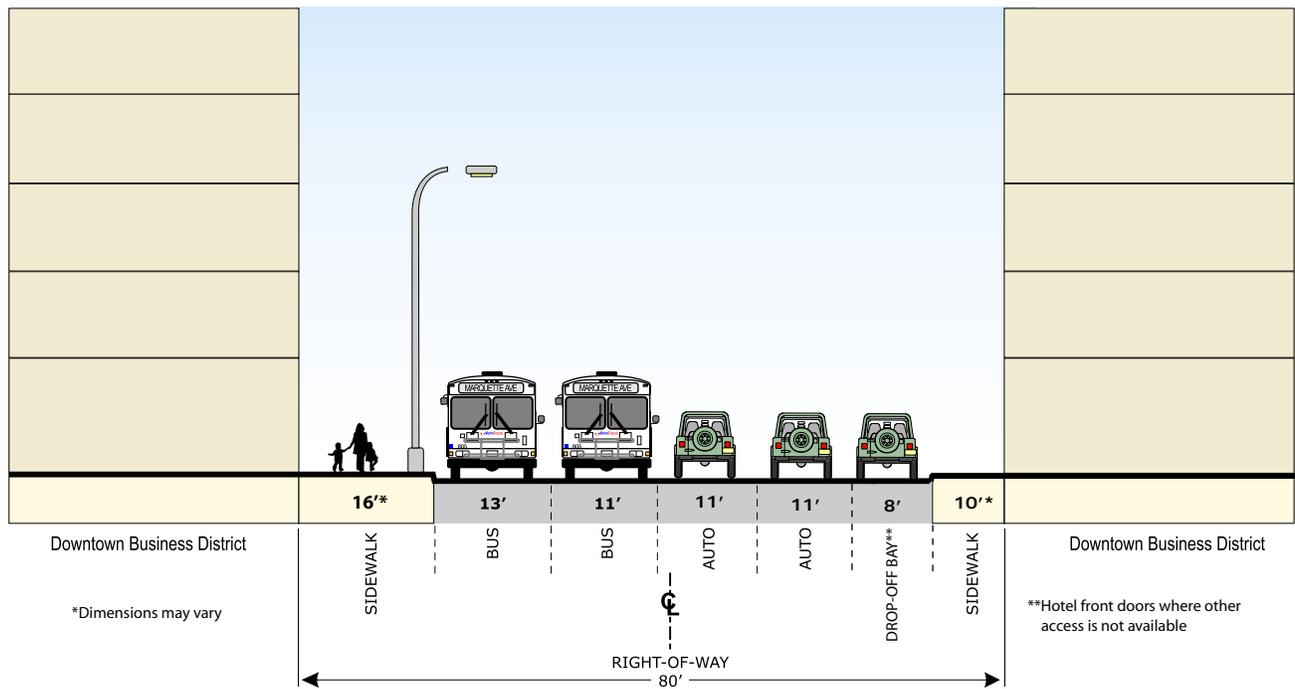
- Parking ramp access/egress during peak periods
- Sidewalk capacity for transit passengers
- Location of bus shelters/stops to avoid conflicts with other sidewalk uses
- Design, operation and safety of the bike lanes
- Provision for necessary curbside uses, particularly passenger drop-off/pick-up and deliveries
- Management of peak period traffic at intersections, particularly left-turning vehicles

### Cross-section without Drop-off Bay



Marquette shown - 2nd is reversed

### Cross-section with Drop-off Bay



Marquette shown - 2nd is reversed

Figure 10: Proposed Marquette and 2nd Avenue

### **Southwest Spine**

There are approximately 30 buses per peak hour in each direction operating along Hennepin Avenue in downtown today. This peak-hour bus volume is expected to grow to about 55 buses in each direction in the future. Currently buses operate in mixed traffic in the northeast direction and in a contraflow lane in the southwest direction. There are no reasonable alternatives to Hennepin Avenue for providing service in the southwest spine without significant impacts to travel time for transit patrons. Therefore, it is recommended that southwest service continue to operate along Hennepin Avenue. Hennepin Avenue is recommended to operate as a two-way street (see following section on streets) and, therefore, it is recommended that transit operate in mixed traffic in both directions in the future.

### **East-West Spine**

Four streets were evaluated initially as a potential east-west transit spine: 6<sup>th</sup>, 7<sup>th</sup>, 8<sup>th</sup> and 9<sup>th</sup> Streets (see *Downtown Transit Circulation Concept* technical report for details). Each street was evaluated based on its centrality to the core, its continuity with transit corridors outside downtown, potential speed and reliability, usefulness for internal circulation in downtown, and impact on existing curb uses. In addition, several operational strategies were evaluated, including: (1) operation on a pair of one-way streets, (2) operation in contraflow lanes, (3) operation in same-direction transit lanes, and (4) operation in mixed traffic. Based on this evaluation, the following was recommended:

- Continue to use 4<sup>th</sup> Street for central corridor buses until Central LRT is constructed – many of these buses will be replaced by the LRT service.
- Continue to operate peak period I-94 express buses on 6<sup>th</sup> St. (outbound in the afternoon) and 7<sup>th</sup> St (inbound in the morning) because these streets provide direct access to/from I-94 East.
- Continue to explore multiple options or combinations of sub-options, including 4<sup>th</sup> Street, to serve and improve the East-West transit spine.

Issues that will be considered in the evaluation include infrastructure needs/costs, traffic impacts, transit service impacts, ability to accommodate curbside uses, parking ramp access/egress, sidewalk space, ability to provide personal security, and perhaps other issues.

### **Intra-Downtown Circulation Service**

The downtown business community has sought resources for many years for a “downtown circulator” that would provide transit service along Nicollet Mall targeted to the downtown visitor/consumer market and would provide a north-south connection between the Hiawatha LRT line, the Convention Center and key hotels and other points of interest in downtown. This proposed system was detailed in a 2003 report,<sup>5</sup> but funds have never been available to implement the service. Concurrently, there has been significant interest in removing all buses from Nicollet Mall. Three alternatives were evaluated for meeting the unique

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<sup>5</sup> *Downtown Minneapolis Circulator*, Downtown Circulator Task Force, October 2003.

transportation needs of this market (see *Downtown Transit Circulation Concept* technical report for details):

- Alternative A: A shuttle bus operating along Nicollet Mall connecting two peak interception terminals at the north and south ends of downtown. This alternative is similar to the downtown circulator concept but has somewhat different routing and higher frequency of service. This alternative is expected to have a capital cost of approximately \$10 million and an annual operating cost of \$3-5 million.
- Alternative B: Local bus service operating on Nicollet Mall with all express service relocated to Marquette and 2<sup>nd</sup> Avenue South. Local service would be configured to provide a similar or better frequency of service than Alternative A at very little additional cost.
- Alternative C: Local bus service operating concurrently with express service on Marquette with some peak period express buses operating on Nicollet Mall. Local service would be configured to provide a similar or better frequency of service than Alternative A at very little additional cost.

Based on a detailed evaluation of the three alternatives (see *Downtown Transit Circulation Concept* technical report for details), Alternative B was recommended as the preferred strategy because it has the best potential for providing a high level of intra-downtown circulation service at a reasonable cost. Because this alternative uses local PTN service, it also helps to provide improved cross-downtown service for downtown residential neighborhoods, particularly when coupled with service on the east-west and southwest spines. To achieve these goals, the following service and facility actions will be taken:

- All buses operating on the Mall will be low-floor hybrid buses.
- All express buses will be moved from the Mall to Marquette and 2<sup>nd</sup> Avenue South after construction of the double-width transit lanes.
- All buses will enter Nicollet south of Grant and north of Washington, and all buses will stop only at existing shelters (every other block).
- Service will be regularly spaced, reliable and fast (approximately 2-3 minute service during peak periods and approximately 4-5 minute service during off-peak periods).
- A pedestrian facility will be constructed between Nicollet Mall and the Convention Center along 13<sup>th</sup> Street South and the bus stop at this location will be identified as the Convention Center stop.
- Nicollet Mall buses ending in downtown will be free for those boarding within downtown and the stop in front of the Convention Center will become a free stop for those traveling within downtown.
- Buses and shelters will be secure and well-maintained.
- Service will be very easy to understand – transparent for the out-of-town visitor.
- Service on Nicollet Mall will be marketed as a downtown shuttle.

- Bicycles will be permitted to use Nicollet Mall 24 hours/day after the double-width transit lanes are implemented on 2<sup>nd</sup> and Marquette.

### **Near Downtown Neighborhood Service**

On all four corners of downtown, dense residential areas are adding to the vibrancy of the core, providing a base of customers for the diversity of services and activities that makes for a great downtown. These dense areas also have the potential to be attractive neighborhoods for people who choose not to own cars, or to use their cars rarely. The four corners of development, roughly, are:

- Loring Park in the southwest, by far the oldest and most built-out of the four.
- The North Loop area, whose residential component runs generally from Washington Avenue to the river, and extends out to around 9th Avenue North.
- The Downtown East area, which includes the area between Washington and the river from Hennepin to I-35W.
- Elliot Park in the southeast, already well established but still growing, generally south of 8th Street and east of Park Avenue.

The strategy for meeting near downtown transit needs is to rely upon the Primary Transit Network lines that provide good service for radial trips (see Figure 11) from edge-of-downtown neighborhoods. This is the case with much of Loring Park, which is served by the Hennepin and Nicollet PTN corridors, and also Elliot Park and Downtown East, which are served by the Chicago PTN corridor, and a candidate PTN corridor on 11th Avenue S. Washington Avenue routes provide service to the new neighborhoods along the river, both in the North Loop and near the Historic Mill district.

Specific recommendations are:

- As density increases and funding becomes available, frequency will be improved on PTN routes serving downtown neighborhoods with particular emphasis on the 11<sup>th</sup> Avenue South and Washington Avenue corridors which have less frequent service
- Conduct market surveys in the downtown and near-downtown neighborhoods to determine the extent and nature of latent demand for transit services.
- Market existing service to downtown and near-downtown neighborhoods, providing information about the downtown fare zone and PTN services.
- Re-evaluate the downtown fare zone to ensure that zone boundaries are established using consistent criteria.

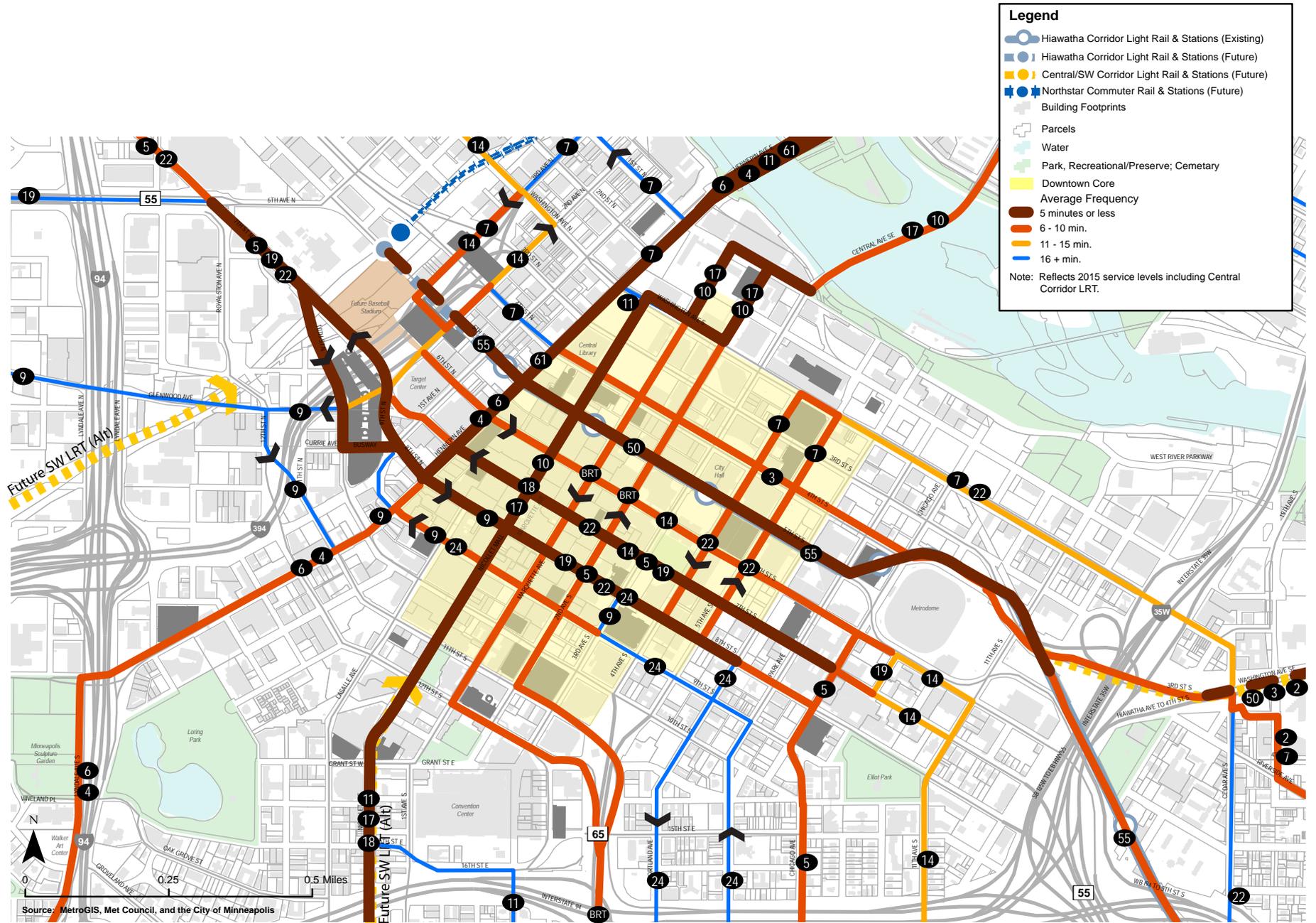


Figure 11: Midday PTN Service to Near Downtown Neighborhoods

**Bus Access to/from Freeway System**

Most peak period express bus service enters and exits downtown via the freeway system. These points of access to and from downtown are often congested and can have a significant negative impact on the reliability and speed of transit service. Therefore, it is very important that the High Occupancy Vehicle (HOV) lanes that provide “head of the queue” access around freeway ramp meters be maintained and that appropriate transit access is provided into downtown.

Specific recommendations are:

- Re-establish the shoulder bus lane on the I-94 North off-ramp to 4<sup>th</sup> Street North.
- Changes in the I-35W corridor as part of the Lake Street Access Project will provide for BRT lanes on the freeway ramps that connect to 4<sup>th</sup> and 5<sup>th</sup> Avenues South. These BRT lanes will need to connect to the downtown north-south transit spine as directly as possible. This may, at some point in the future, require reserved bus lanes between 2<sup>nd</sup>/Marquette and I-35W along 11<sup>th</sup> and 12<sup>th</sup> Streets.

**Layover Facilities**

Since downtown is the origin and destination of many Metro Transit riders, most lines logically end downtown. The start of a line requires a place for the bus to dwell for a few minutes. This dwell, called layover, has two purposes: It provides a regular break time for the driver, and it provides time to catch up to the schedule if the bus is running late.

Some Metro Transit routes currently layover at the 5<sup>th</sup> and 7<sup>th</sup> Street Transit Centers, the Gateway, and the Leamington, while others have designated on-street areas at the edges of downtown. The 5<sup>th</sup> and 7<sup>th</sup> Transit Centers will be needed in the future and will continue to serve a layover function for routes on the east-west spine. The proposed change on 2<sup>nd</sup> Avenue North to two-way operation (Twins Ballpark proposal) will serve the 5<sup>th</sup> Street Transit Center once the Twins Ballpark is in place.

New layover space at the north and south edges of the downtown core and in the southeast corner of downtown will be needed to support the transit spines. Metro Transit and city staff will need to jointly determine the appropriate locations for those facilities.

***Summary of Recommended Actions for Transit***

The following are actions required to implement the recommendations described above (see “Implementation” section for details):

- Design and construct double-width transit lanes and associated passenger facilities on Marquette and 2<sup>nd</sup> Avenues South, and work with suburban transit system partners to implement route changes and marketing.
- Purchase hybrid buses for Nicollet Mall – the city will work with Metro Transit to accelerate the implementation of all hybrid buses on the Nicollet Mall to more quickly bring relief from bus noise and odor issues for the pedestrian, bicyclist, and dining environment while still meeting the local and visitor transit needs.

- Implement changes to transit service on Nicollet Mall including routing, scheduling, marketing, fares, etc.
- Design and construct the Convention Center pedestrian facility along 13<sup>th</sup> Street.
- Further evaluate alternatives for the east-west transit spine.
- Make facility and operational adjustments to Hennepin Avenue to provide for two-way street operation with transit operating in mixed traffic.
- Make other service changes as needed to focus downtown transit service on the major transit spines (see Figure 8).
- Re-establish the shoulder bus lane on the I-94 North off-ramp to 4<sup>th</sup> Street N.
- Provide as direct a connection as possible between the proposed I-35W South BRT lanes and the downtown north-south spine.
- Provide additional layover facilities in downtown to support the transit spines.
- Provide maps of transit routes, downtown fare zone, and skyway system and real-time service information in downtown shelters.
- Market the downtown fare zone and the revised service on Nicollet Mall.
- Conduct additional studies to address current and future transit service needs of downtown and near-downtown neighborhoods.

## **Auto/Street Network**

Past transportation policies placed a priority on expediting automobile movement into and out of downtown. The intent was to accommodate high volumes of traffic, such as commuters and people attending special events, in short peak periods of time. In general, traffic congestion in downtown occurs only during peak periods and only along short segments of streets in the downtown core or at access points to the freeway system. The one-way street was and still is an important tool for meeting these peak period needs. However, a two-way street also offers advantages that may have greater *all-day* benefits as the downtown becomes more residential and transit is given modal priority. Two-way streets offer the following advantages that might directly benefit the downtown area:

- Provide better internal downtown circulation
- Make the street system more legible to visitors and customers unaccustomed to the downtown and, thereby, easier to find destinations, parking, etc.
- Provide traffic calming where slower speeds are desirable.
- Increase access to properties making it easier to drop-off passengers, to enter and exit parking ramps, and to utilize loading dock and loading/deliver zones.
- Maximize movement alternatives when construction detours occur.

Given the potential for two-way streets to help achieve the City's vision for the downtown, combinations of one-way and two-way alternatives were evaluated. The results of this

analysis (see *Downtown Streets Strategies* technical report)<sup>6</sup> indicated that the downtown would benefit from a network that combined one-way and two-way streets.

The proposed one-way streets provide connections into the downtown core from the regional freeway system and better manage high peak hour volumes through the downtown core. The proposed two-way streets provide better intra-downtown circulation, particularly in those areas outside the Core, which are being guided toward moderate intensity development that is more mixed-use or residential in nature. These land uses are better served by a more flexible two-way system that provides a more balanced flow of traffic and potentially slower traffic speeds.

The proposed combined system of one-way and two-way streets balances automobile access and circulation with appropriate transit priority on some streets and improved conditions for walking and bicycling. Figure 12 and Figure 13 show the one-way and two-way networks proposed for downtown.

### **One-Way Network**

The one-way network provides circulation couplets—streets that operate in tandem, but in opposite directions. Listed below are specific strategies for streets that will be part of the one-way network.

- **3<sup>rd</sup> and 4<sup>th</sup> Streets** function as a one-way couplet that provides access to I-94 on the west side of downtown and to I-35W and Washington Avenue through the University of Minnesota campus on the east side. To further enhance this freeway connectivity, it is proposed that the I-35W interchange at 3<sup>rd</sup> 4<sup>th</sup> Streets be modified to provide full directional access to the north, as well as to the south. 4<sup>th</sup> Street will retain the existing contraflow transit lane, at least until the Central LRT line is constructed.
- **6<sup>th</sup> and 7<sup>th</sup> Streets** function as a one-way couplet that connects to I-94 on the east side of downtown and to I-394 on the west side. To enhance the freeway connection from I-94 East, it is proposed that, in the long run, a new ramp be constructed from I-94 to 7<sup>th</sup> Street, replacing the existing ramp at 5<sup>th</sup> Street. In the short term, it is proposed that 10<sup>th</sup> Avenue South be modified to provide a more direct connection between the I-94 ramp at 5<sup>th</sup> Street and 7<sup>th</sup> Street.
- It is also proposed that the **I-394 on-ramp at 10<sup>th</sup> Street**, which is currently restricted to high occupancy vehicles, be opened to all traffic. This change will provide a better distribution of traffic exiting the downtown (see further discussion under Freeway Access) to I-394. In the long run, redesign of the I-394 bottleneck is needed where lanes from the Third Avenue Distributor, I-94 East, I-94 West and Hennepin/Lyndale Avenue merge together.
- **9<sup>th</sup> and 10<sup>th</sup> Streets** will continue to serve the I-35W/TH 65 ramps on the south side of downtown and will transition to two-way operation east of 5<sup>th</sup> Avenue South.

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<sup>6</sup> The analyses and results are discussed in the *Downtown Streets Strategy* technical report

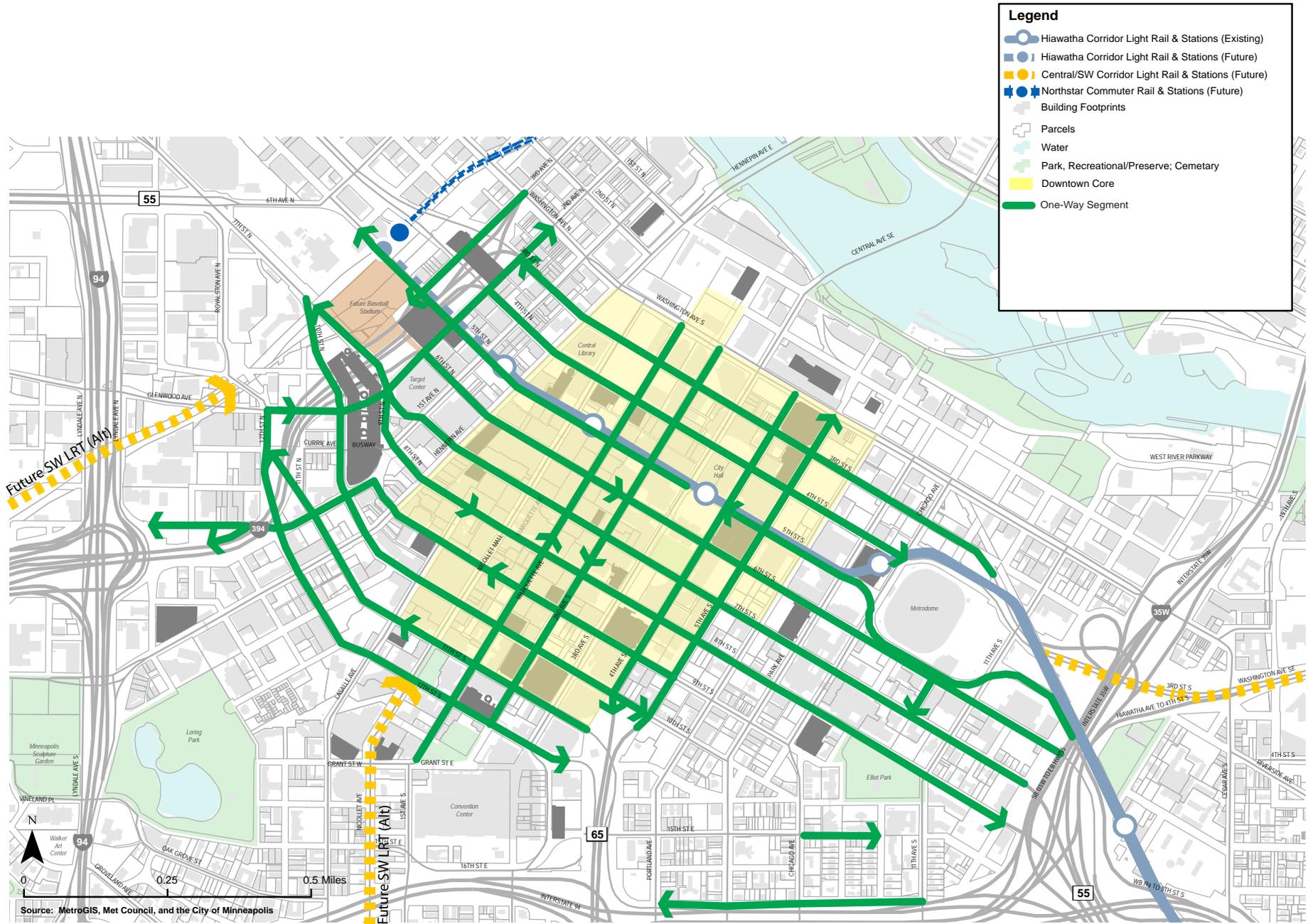


Figure 12: One-Way Street Network

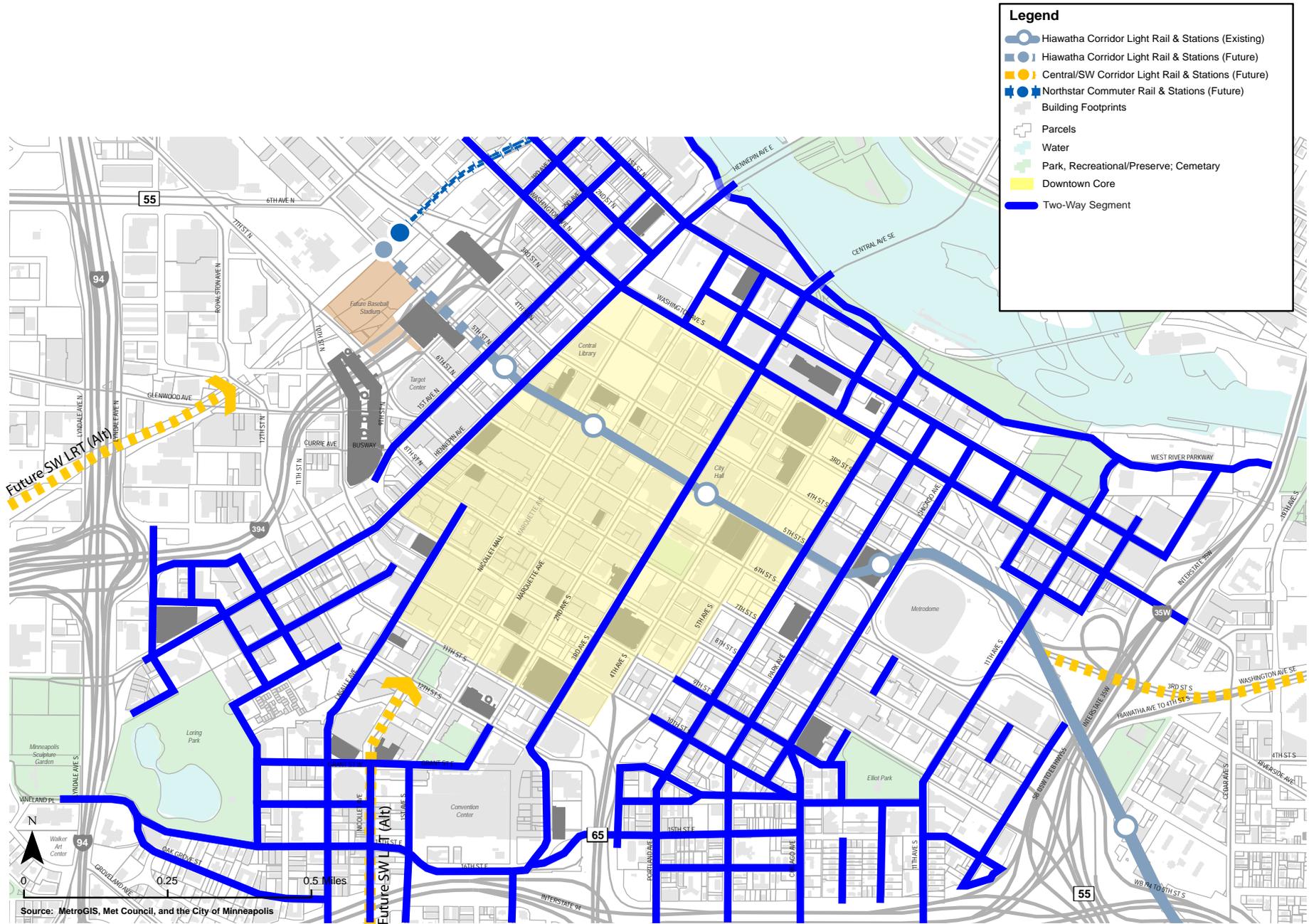


Figure 13: Two-Way Street Network

- **11<sup>th</sup> and 12<sup>th</sup> Streets** will continue to serve the I-35W/TH 65 and I-394 ramps on the south and west sides of downtown, respectively
- **4<sup>th</sup> and 5<sup>th</sup> Avenues South** will continue to connect to the I-35W/TH 65 ramps on the south side of downtown and will be one-way to Washington Avenue.
- **Marquette and 2<sup>nd</sup> Avenues South** will serve one-way auto traffic on the contra-flow transit spines. These streets do not provide freeway access but operate better as one-ways due to the contraflow transit lanes.

### **Two-Way Network**

Three streets in the downtown core —Hennepin Avenue, 1<sup>st</sup> Avenue North, and 3<sup>rd</sup> Avenue South (existing two-way) are proposed to become two-way, and most streets on the edges of downtown will be two-way. Following are specific strategies for streets that will be changed from one-way to two-way:

- **Hennepin Avenue** will become a two-way street (two lanes in each direction (as shown in Figure 14) with transit in mixed flow. A two-way Hennepin will allow for shortened “around the block” circulation that now cannot occur between 1<sup>st</sup> Avenue North and 2<sup>nd</sup> Avenue South because of the one-way streets and the transit-only lanes on Hennepin, Nicollet and Marquette Avenue South.
- **1<sup>st</sup> Avenue North**, which currently functions as a one-way couplet with Hennepin Avenue, will become two-way.
- **1<sup>st</sup> Avenue S. and LaSalle Avenue** south of downtown are proposed to become two-way streets to Franklin Avenue but this decision is linked to the operation of these streets outside of downtown. A methodology for evaluating one-way vs. two-way operation will be discussed as part of the Citywide Ten-Year Transportation Action Plan.
- **Portland and Park Avenues**, in downtown only, are proposed to become two-way streets with two lanes of traffic in each direction north of Franklin. This decision is linked to redevelopment of the east downtown area and to directional operation of these streets outside of downtown. A methodology for evaluating one-way vs. two-way operation will be discussed as part of the Citywide Ten-Year Transportation Action Plan.
- **9<sup>th</sup> and 10<sup>th</sup> Streets east of 5<sup>th</sup> Avenue South** will become two-way streets to better serve residential development in the Elliot Park neighborhood.

### **Traffic Operations**

The downtown street system is a grid network of short blocks that is particularly sensitive to sudden changes in traffic demand. Detailed analysis was done to assess the impacts of future growth and proposed changes in street operation on overall traffic operations in downtown. A critical factor in the 2030 analysis was the retiming of signals to address changing demand patterns. With this retiming and the modifications to various streets as noted above, the downtown street system can accommodate future traffic volumes at levels of operation similar to those experienced today (see chart below).

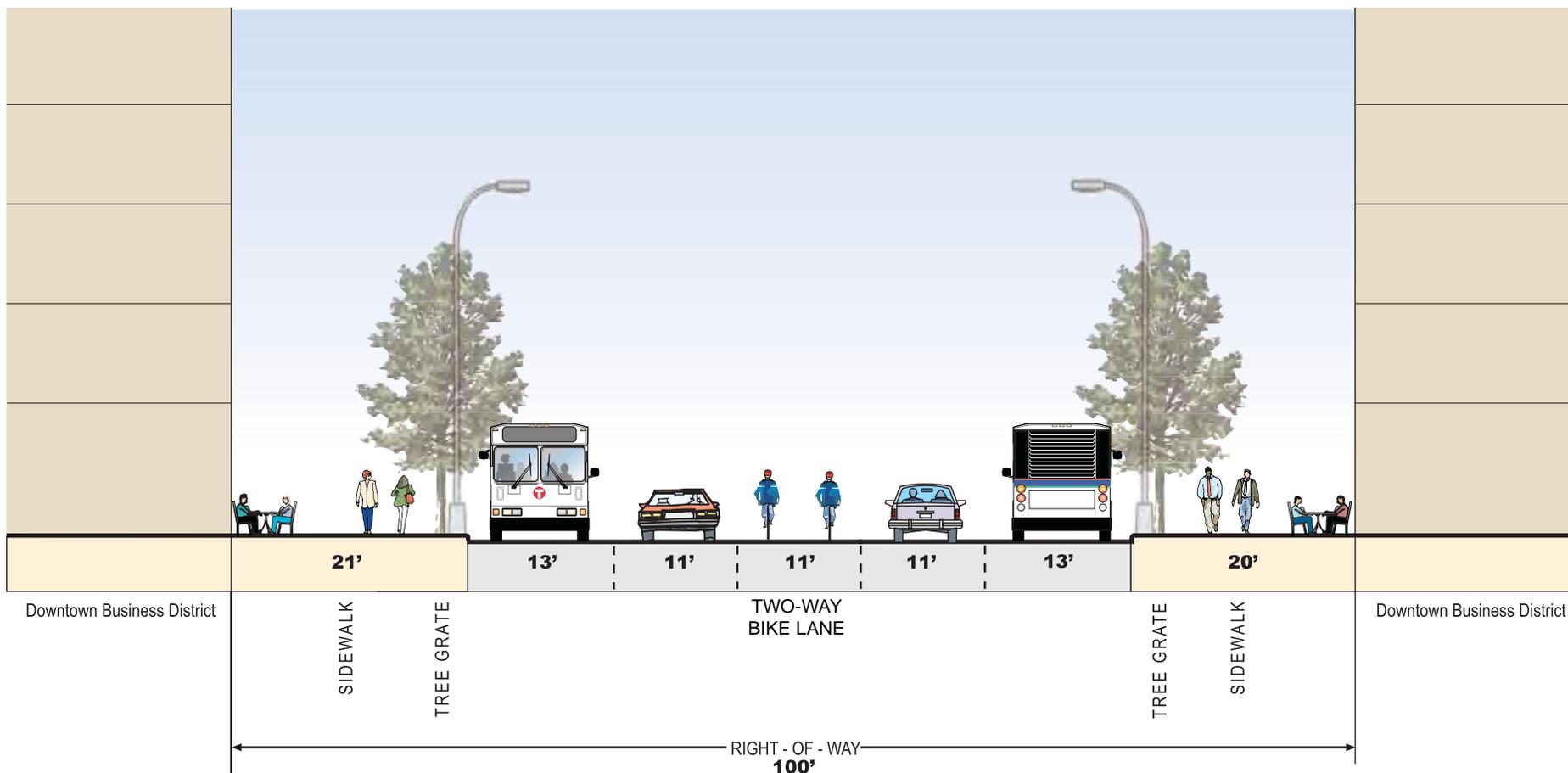
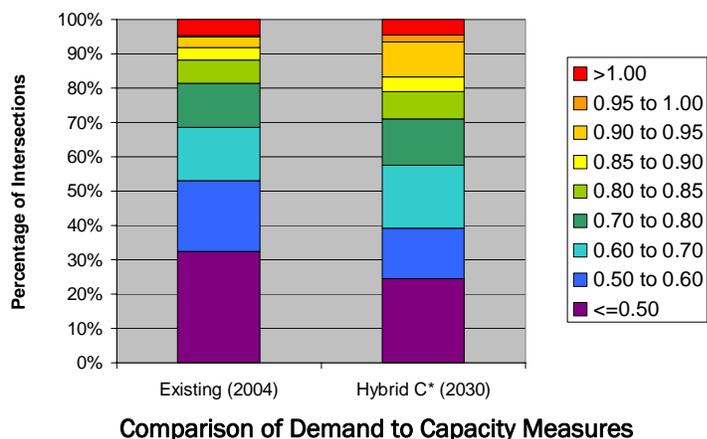


Figure 14: Proposed Two-Way Hennepin Avenue



The City uses a mix of strategies and technologies to manage traffic signals that control vehicle, bicycle and pedestrian movement at downtown intersections. The signal system is augmented by traffic control (off-duty police) officers during peak periods and special events at key intersections and parking ramp exits. The outcomes noted above require continued emphasis on honing these operating techniques, which include the following action steps:

- Optimize signal timing and make adjustments to signals as needed.
- Update special event traffic management to address new stadium locations, new events, and the proposed change in transit operations on Nicollet Mall, Hennepin Avenue, and 2<sup>nd</sup> and Marquette Avenues.
- Establish required training and procedures for traffic control officers who manage traffic at key intersections and driveways to parking garages to ensure the most efficient traffic flow.
- Implement anti-gridlock measures such as “don’t block the box” striping and enforcement at intersections.

A number of traffic management strategies are recommended for implementation as part of the ten-year action plan, including the following:

- Update codes and ordinances related to parking and curbside uses
- Update special event traffic management procedures
- Examine and update training and required procedures for traffic control activities
- Identify necessary changes to the City’s policies that only sworn police officers may direct traffic exiting parking ramps/buildings and draft language to allow a suitable non-sworn officer to perform those duties.
- Implement gridlock measures such as “don’t block the box”
- Optimize Central Business District signal timing and make adjustments to signals as needed

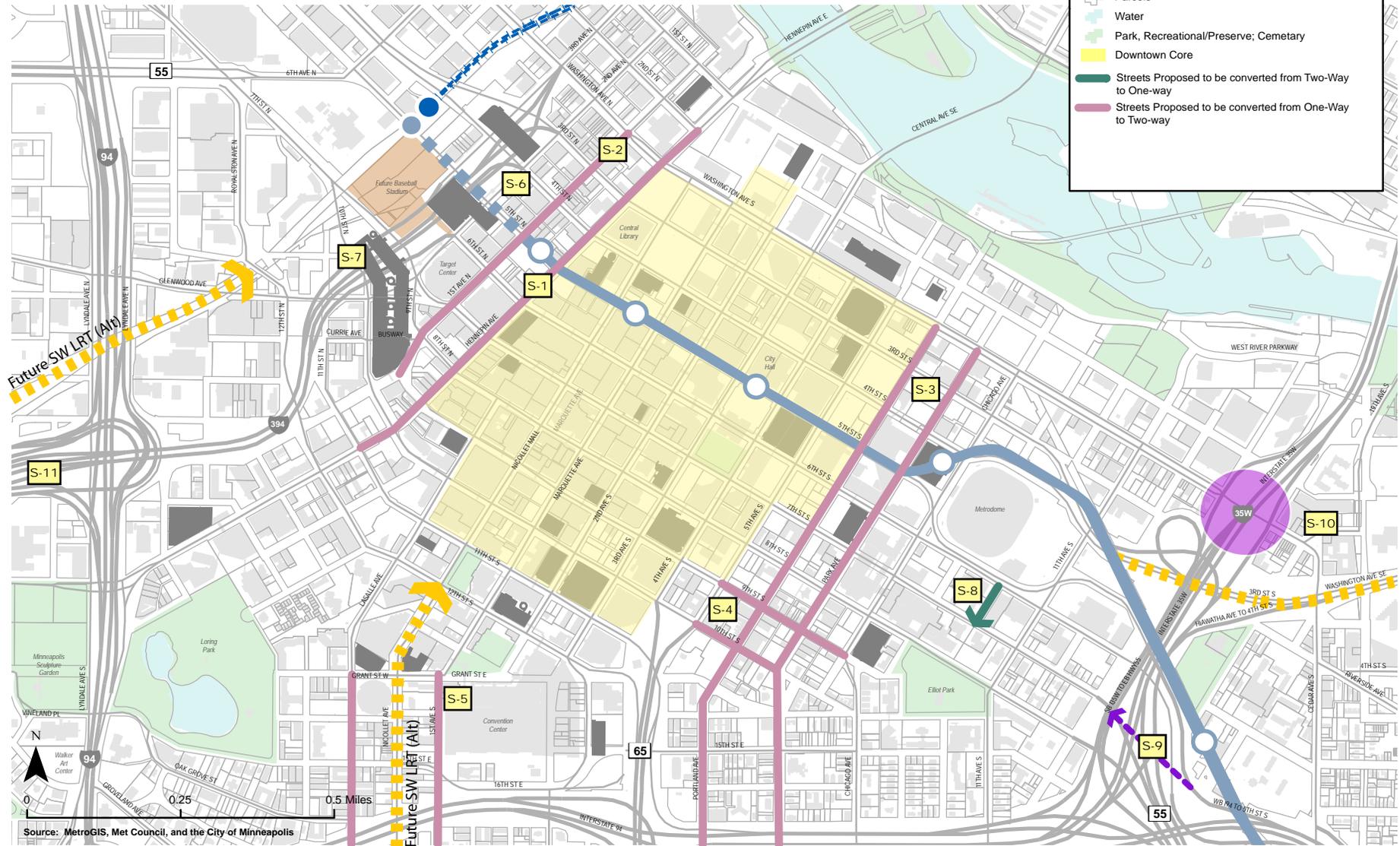
Figure 15 illustrates the proposed changes to the downtown street system.

**Streets Action Items**

- |   |   |  |
|---|---|--|
| S-1 Hennepin Avenue to two-way operation  | S-5 LaSalle and 1st Avenues South north of Franklin Avenue to two-way operation       | S-9 Design and construct new 7th Street ramp from I-94 East                              |
| S-2 1st Avenue North to two-way operation   | S-6 Change 2nd Ave N to two-way   | S-10 Design and construct changes to 3rd Street and Washington Ave interchanges at I-35W |
| S-3 Park and Portland Avenues South north of Franklin Avenue to two-way operation | S-7 Change 10th Street HOV ramp to mixed use  | S-11 Design and construct changes to I-394/Third Avenue Distributor 'bottleneck'         |
| S-4 9th and 10th Streets South east of 5th Avenue South to two-way operation      | S-8 Design and implement changes to 10th Ave South to create connection to 7th Street |  |

**Legend**

-  Hiawatha Corridor Light Rail & Stations (Existing)
-  Hiawatha Corridor Light Rail & Stations (Future)
-  Central/SW Corridor Light Rail & Stations (Future)
-  Northstar Commuter Rail & Stations (Future)
-  Building Footprints
-  Parcels
-  Water
-  Park, Recreational/Preserve; Cemetary
-  Downtown Core
-  Streets Proposed to be converted from Two-Way to One-way
-  Streets Proposed to be converted from One-Way to Two-way



Source: MetroGIS, Met Council, and the City of Minneapolis

Figure 15: Proposed Changes in Downtown Street System

## **Air Quality**

The intersection of 7<sup>th</sup> Street South and Hennepin Avenue requires particular attention to air quality issues. During the development of the State Implementation Plan (SIP)<sup>7</sup> to respond to the Clean Air Act in the early 1980's, the conversion of Hennepin Avenue to one-way northbound flow was identified as a required measure to remediate conditions at the intersection that were adversely affecting air quality. To determine the feasibility of returning Hennepin Avenue to two-way mixed traffic, it was necessary to re-evaluate the air quality conditions at this location. The findings of an updated air quality analysis indicate that the projected conditions for two-way operation on Hennepin Avenue will not cause air quality problems. This is due primarily to the significant reduction in vehicle emissions that has occurred since the early 1980's when the SIP was first prepared. Since the SIP is a federally required plan, it must be formally amended before changes to traffic operations can occur. Accordingly the action step for air quality is the following:

- Initiate amendment of the State Implementation Plan to remove the one-way operation of Hennepin Avenue as a required Traffic Control Measure.

## **Management of Curbside Uses**

In a built urban environment like downtown Minneapolis, there are many property services that need to occur in the curb lanes of public streets. Some older buildings do not have off-street loading docks, for example. Uses such as hotels need front door access for customers with luggage and uses such as theatres and restaurants often desire valet parking. These "curbside" uses include deliveries and package pick-up, passenger drop-off/pick-up, taxi stands, valet parking, and tour bus staging.) In addition, curb lanes are often used for on-street parking, sometimes with parking restricted during peak periods to provide additional traffic capacity. While they may be difficult to deal with, large trucks are important to the economic vitality of the downtown and they need to be accommodated on the streets and when loading and unloading. During off-peak periods, particularly in evenings and on weekends, allowing on-street parking increases the presence of street activity, providing a safer and more comfortable place for people to walk. The increasing demand for street space by all modes of transportation emphasizes the need to employ an organized management plan for how the curb lanes are used for these curbside activities. Options for providing for these curbside uses include:

- Provide parking and/or loading bays by widening sidewalks at bus stops and intersections (sometimes referred to as "bump-outs"). It is the city's practice to provide bays only by use of bump-outs, not by narrowing existing sidewalks. This is an extremely important distinction as, in most cases, downtown sidewalks are already too narrow and a linear clear zone needs to be maintained for pedestrian flow and to meet Americans with Disabilities Act (ADA) requirements.
- Allow use of curb traffic lanes during off-peak hours, evenings and weekends for truck loading and unloading, on-street parking and other curbside uses.

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<sup>7</sup> *Minnesota State Implementation Plan*, Federal Register Citation 70 FR 8930, February 24, 2005. *Air Quality Control Plan for Transportation*, Metropolitan Council, January 1980.

- Permit the use of transit lanes by professional drivers (such as delivery vehicles, taxis and limo drivers) during off-peak hours, evenings and weekends
- Provide for curbside uses in shared zones and/or on cross-streets
- Use pricing to limit on-street parking to short-term uses

Where modifications to streets are proposed to provide for transit lanes, bike lanes, and/or wider sidewalks, the city will work with individual property owners during preliminary engineering to make decisions about how to accommodate needed curbside uses. Criteria which will be used to determine if a permit will be granted for curbside uses other than metered parking will include at least the following:

- Direct link to land use operations (for example, hotel drop-off/pick-up)
- Transit use limits available curb space (for example, Nicollet Mall)
- Building does not have a viable off-street truck loading dock
- A cross-street option is not available
- There is an existing permit
- There is adequate sidewalk width

Proposed action items are:

- Work with directly impacted property owners along streets where major changes are proposed during preliminary engineering to determine the most appropriate design and location for accommodating needed curbside uses.
- Re-evaluate and create a revised downtown system for managing on-street parking, loading and deliveries, valet parking, taxi stands, tour bus staging and other curbside uses to reduce conflicts with the movement of vehicles, transit, bicycles and pedestrians on streets and sidewalks.
- Revise and update guidelines and ordinances as necessary for designation of passenger drop-off and pick up areas, valet parking locations, loading zones for delivery vehicles, taxi stands, tour bus staging and other curbside uses. This is particularly important on the major transit spines.
- Evaluate the pricing structure for, and placement of, on-street parking.
- Determine strategies for providing on-street motorcycle and scooter parking.

## **Travel Demand Management**

A number of strategies for encouraging walking, bicycling and transit use have identified throughout the Downtown Action Plan. There are also a variety of activities that help to reduce automobile travel, many currently encouraged by the Minneapolis Transportation Management Organization (TMO) that will continue to be supported by the City, including carsharing, carpooling, telecommuting, flextime and the use of incentives as noted below.

### ***Carsharing***

Carsharing is a relatively new concept that is becoming popular in major cities throughout the United States and around the world. A fleet of automobiles is owned by the carshare company and the vehicles are parked at convenient locations around the city. Individuals or businesses pay a fee to become a carshare member. Members reserve a vehicle, pick up and drop off the car, and pay for the miles used. The car is unlocked with a personal card or key and fees are charged automatically based on usage. In Minneapolis, *Hourcar* currently has ten hubs and *Zipcar* currently has three. The City of Minneapolis provides space in the Haaf parking ramp for a carshare hub.

Carshare vehicles promote transit use by making it both possible and convenient for residents and commuters to use transit knowing that a vehicle is available for an unexpected trip or an off-site meeting that requires driving. The utility of carshare is directly linked to the availability and proximity of vehicles. The city can promote carshare in a variety of ways to support transit – reserve on-street (and off-street) parking spaces near transit stations and in activity centers for carshare vehicles, encourage property owners to bundle carsharing subscriptions with tenants’ rent/lease payments and encourage employers to subscribe to carsharing services for mid-day employee use.

The city will designate on-street parking spaces near major transit stops and in municipal parking ramps for carshare parking and will work with carshare companies, employers and neighborhoods to increase the number of hubs in the city and encourage city residents to reduce their auto ownership by using these services along with increasing walking, bicycling and transit use.

### ***Carpooling***

Carpooling is simply sharing an automobile ride with someone else. The city will continue to support carpooling, particularly through the use of reduced parking fees in municipal parking ramps. The city will also continue to work with the Minneapolis TMO and major employers to create incentive programs for carpooling and to encourage commuters to share the ride. Carpooling is supported regionally through the use of High Occupancy Vehicle (HOV) lanes on freeways and ramp meter bypass lanes.

### ***Telecommuting and Flextime***

The city will continue to work with the Minneapolis TMO and major employers to encourage increased opportunities for telecommuting and flextime.

### ***Incentives***

Another aspect of travel demand management is the provision of incentives to encourage residents and employees of the city to use transit, walk and bicycle in place of driving. Employer-based incentives like MetroPass, which offer discounted transit passes to employees and tax breaks to employers, are already available and in use. The city, which is already working with the Minneapolis TMO, will further encourage the use of these programs by working to expand the concept to other groups.

## **Parking**

The management of parking in downtown, both in terms of location and pricing will also need to reflect the population and employment growth expected to occur. As shown in Figure 16, parking in downtown is a mix of public and private surface lots and parking structures. In addition, a large amount of on-street parking is provided throughout downtown. Future development will decrease the amount of surface parking lots in downtown and parking management strategies will be one of several tools that will need to be used to encourage a modal shift to walking, bicycling and transit.

Continued residential development in and near downtown introduces new parking needs and resources that need to be integrated into a strategy for shared use of parking space among downtown residents, visitors and workers to support transit use, walking and biking. Action steps are the following:

- The City will encourage private property owners to locate parking facilities, particularly those for employees, outside the core area along one-way streets that provide direct access to/from freeway ramps. New parking facilities will be discouraged along transit spines and primary pedestrian corridors.
- The City will encourage new parking ramps to have active uses at street level.
- The city will implement pricing practices that encourage parking outside the core, particularly for long-term commuter parking.
- The city will continue to expand the use of electronic message signs to provide direction to available parking facilities to minimize the amount of “search and park” circulating traffic.
- The city will continue to encourage the use of motorcycles and scooters by designating free parking spaces in municipal parking ramps.

## **Implementation**

The following Implementation Plan identifies the steps required to implement the Downtown Action Plan, the needed financial resources, the proposed timeframe for implementation and briefly describes unresolved issues. The timeframe for implementation will be dependent on available funding and not all funding sources have been identified at this time.

### ***Short-Term Actions***

Funding will need to be assembled, property owner issues will need to be resolved, and design work will need to be completed before many of the major infrastructure changes can be constructed. This process could take up to 2-3 years. Thus, an emphasis over the next three years will be on initiatives that can be implemented quickly and on the establishment of a number of ongoing activities that are considered important to achieving the long-term goals for a vibrant, safe, comfortable and attractive downtown as well as maintaining a multi-modal transportation system that functions in an integrated and effective manner.

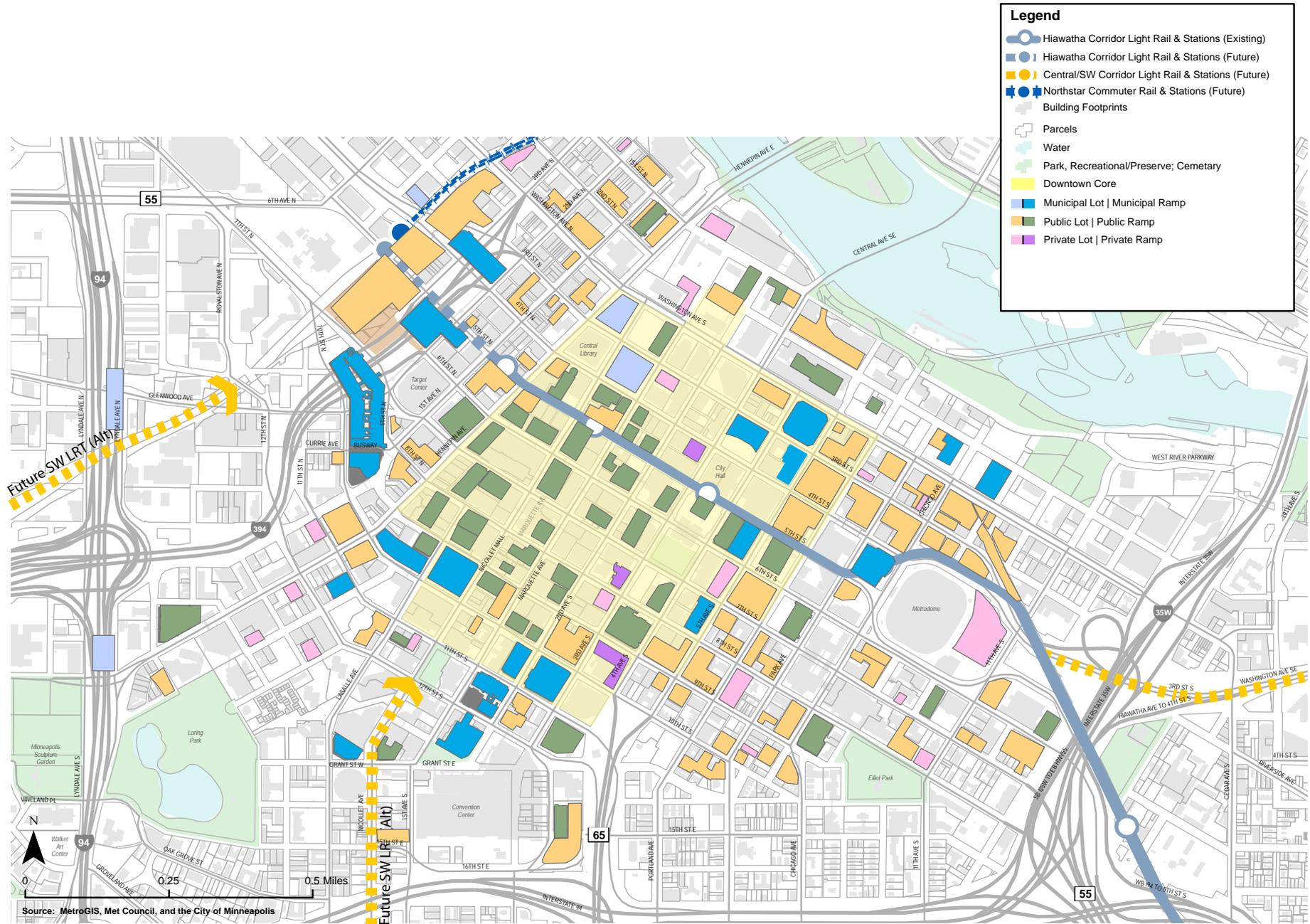


Figure 16: Parking Facilities in Downtown

The short-term (1-3 years) action plan is built around key themes that focus each year's activities around specific objectives. The short-term plan is summarized in Figure 17 and described briefly below.

**2007-2008: Clean-Green-Seen**

The actions undertaken in 2007-2008 will focus on making downtown safe, attractive and comfortable, particularly for people walking in the core area. Many of these recommended activities are consistent with the objectives of the proposed Downtown Service District. A great deal can be done to improve the overall safety, attractiveness and comfort of downtown through actions that do not require major reconstruction of infrastructure. Financial resources are required, of course, and the active involvement of private property owners will be critical to the success of many of these proposed actions. In general, the emphasis will be on:

- Working with private property owners to “green” building fronts and sidewalks through the use of planters, green walls, public art and other strategies.
- Working with the Police Department and Metro Transit Police to provide enhanced personal security
- Improving, through both public and private actions, the overall cleanliness of downtown sidewalks.
- Implementing strategies that improve intersection safety.
- Implementing programs, through downtown employers and residential neighborhoods that will encourage walking, biking, and transit.
- Updating development controls to ensure that new development and redevelopment projects incorporate the city's new design guidelines for sidewalks and streets and reflect the city's downtown greening objectives.

**2008-2009: Come, Play and Stay**

Attracting visitors, customers and conventioners to downtown is important to the short and long-term economic vitality of the downtown. It is important, therefore, that actions are put into place that make it easy for people who only come to downtown occasionally to get around downtown. This will be the focus of activities in 2008-2009. Many of the programs initiated in 2007 will also be continued. Key activities in this timeframe will focus on making downtown easy to navigate and will include actions such as:

- Provide signing to help people find key destinations. Examples include signing to connect Nicollet Mall to the river and signing between the Metrodome LRT Station and the Guthrie.
- Constructing a pedestrian facility that connects Nicollet Mall and the Convention Center.
- Providing bike lane connections (Hennepin Avenue to Loring Park and East Hennepin, Cedar Lake Trail to West River Parkway, 2<sup>nd</sup> Street North between Marquette and Hennepin, and a connection to the LRT bikeway).

Figure 17. Short-Term Implementation Strategy - Downtown Action Plan

YEAR**	2007-2008	2008-2009	2009-2010	2010-2017
THEME	CLEAN-GREEN-SEEN	COME, PLAY AND STAY	CONNECTING TO OUR DOWNTOWN	INVESTING IN OUR INFRASTRUCTURE
FOCUS	Making Downtown Safe, Attractive and Comfortable	Tourists, Visitors, Customers and Conventioneers (RNC)	Connections to/from Downtown	Major Infrastructure Investments (preparing for in previous years)
<b>Pedestrian System</b>	<ul style="list-style-type: none"> <li>Loring Park Greenway</li> <li>Sidewalk "Green and Clean" Program*</li> <li>Incentive Program*</li> <li>Security strategies (e.g., Hassle Factor, SafeZone, Security Ambassadors)</li> <li>Street Furniture Program*</li> <li>Sidewalk snow removal program*</li> <li>Pedestrian Master Plan</li> </ul>	<ul style="list-style-type: none"> <li>Wayfinding (streets and skyways)*</li> <li>1Convention Center Pedestrian facility on 13<sup>th</sup> St</li> <li>Ped improvements at freeway ramp entrances/exits</li> <li>Special walking events*</li> <li>Sidewalk activities*</li> </ul>	<ul style="list-style-type: none"> <li>Improve Pedestrian Crossings over Freeways *</li> <li>North Loop Connection</li> <li>Elliot Park Connection</li> </ul>	<ul style="list-style-type: none"> <li>Identified in Pedestrian Master Plan and through PAC process</li> <li>Cedar-Riverside Connection</li> </ul>
<b>Bikeway System</b>	<ul style="list-style-type: none"> <li>Test intersection markings and signals on Hennepin Ave</li> <li>Extend Hennepin bike lanes to East Hennepin</li> <li>Incentive Program*</li> <li>Bicycle Parking*</li> <li>Widen 10<sup>th</sup> and 11<sup>th</sup> Street bike lanes</li> <li>Bicycle Master Plan</li> </ul>	<ul style="list-style-type: none"> <li>Extend Hennepin bike lanes to Loring Park</li> <li>Cedar Lake Trail connection</li> <li>2<sup>nd</sup> Street connection</li> <li>Hiawatha connection and bike lane on 3<sup>rd</sup> St</li> <li>Special biking events*</li> </ul>	<ul style="list-style-type: none"> <li>15<sup>th</sup>/16<sup>th</sup> Street bike lanes</li> <li>7<sup>th</sup> Street bike lanes</li> <li>10<sup>th</sup> Ave bike lanes</li> <li>9<sup>th</sup>/10<sup>th</sup> Street bike lane modifications</li> <li>Improve bicycle crossings over freeways*</li> </ul>	<ul style="list-style-type: none"> <li>Identified through BAC process</li> <li>Bike lanes on Park and Portland</li> <li>Bikes permitted to use Nicollet Mall 24 hours/day after double-width transit lanes implemented on 2<sup>nd</sup> and Marquette</li> <li>Bikes permitted to use double-width transit lanes on 2<sup>nd</sup> and Marquette during non-peak periods</li> </ul>
<b>Transit System</b>	<ul style="list-style-type: none"> <li>Surveillance cameras*</li> <li>Shelter cleaning*</li> <li>Increase transit police presence*</li> <li>Signing/mapping in shelters*</li> <li>Incentive program*</li> <li>Adjust signal timing on key routes*</li> <li>Snow plowing on priority transit routes*</li> </ul>	<ul style="list-style-type: none"> <li>Nicollet Mall shuttle service and fare changes</li> <li>Marketing for downtown fare zone and Nicollet Mall shuttle service*</li> <li>Hybrid buses</li> </ul>	<ul style="list-style-type: none"> <li>Design improvements for 2<sup>nd</sup> and Marquette</li> <li>I-94 shoulder bus lane</li> <li>Hybrid buses</li> <li>Northstar Commuter Rail &amp; LRT extension</li> </ul>	<ul style="list-style-type: none"> <li>Double-width transit lanes on 2<sup>nd</sup>/Marquette</li> <li>East-West spine (depends on preferred solution)</li> <li>Hybrid buses</li> <li>Central &amp; Southwest LRT</li> <li>Layover facilities</li> </ul>
<b>Street System</b>	<ul style="list-style-type: none"> <li>Crosswalk markings*</li> <li>Update codes, guidelines and practices re. parking and curbside uses*</li> <li>Update training and procedures for traffic control officers*</li> </ul>	<ul style="list-style-type: none"> <li>Variable message signs for parking*</li> <li>Anti-gridlock measures*</li> </ul>	<ul style="list-style-type: none"> <li>Hennepin Ave and 1<sup>st</sup> Ave N –signals (in preparation for two-way)</li> <li>Optimize signal timing*</li> <li>Real-time info in ramps*</li> <li>10<sup>th</sup> Street Ramp to I-394</li> <li>2<sup>nd</sup> Ave N.</li> <li>10<sup>th</sup> Ave connection to 7<sup>th</sup> St</li> </ul>	<ul style="list-style-type: none"> <li>Hennepin Ave and 1<sup>st</sup> Ave N Two-Way - seal coat and striping</li> <li>Park and Portland two-way</li> <li>9<sup>th</sup> and 10<sup>th</sup> Streets two-way</li> <li>LaSalle and 1<sup>st</sup> Ave two-way</li> <li>Institute regular downtown street mill &amp; overlay program*</li> </ul>

\*Ongoing annual activities

\*\*Timing is subject to availability of funds; some capital projects may occur earlier or later than indicated. All capital projects require advance design work in year(s) preceding the implementation year

- Implementing service and fare changes on Nicollet Mall and implementing a marketing program related to the downtown fare zone and the improved service on Nicollet Mall
- Adding variable message signs to direct drivers to available parking
- Testing and implementing anti-gridlock measures such as “don’t block the box”.

### **2009-2010: Connecting to Our Downtown**

While some actions in the 2007-2009 timeframe will focus on improving access around downtown, actions in the 2009-2010 will be more focused on multi-modal connections to downtown. The most significant change in this time period will be the opening of the Northstar Commuter Rail and the extension of LRT. In addition, design work will be underway to prepare for the implementation of more significant infrastructure improvements, including the double-width transit lanes on 2<sup>nd</sup> and Marquette. Some of the key strategies for the 2009-2010 timeframe include:

- Improving pedestrian and bicycle connections across freeways
- Providing improved pedestrian connections between the North Loop and Elliot Park neighborhoods and the downtown core
- Extending the bike lane system
- Providing improved freeway ramp access for buses (I-94 at 4<sup>th</sup> Street) and mixed traffic (10<sup>th</sup> Street ramp at I-394 Third Avenue Distributor)
- Implementing the changes to two-way operation on Hennepin Avenue, 1<sup>st</sup> Avenue N. and 2<sup>nd</sup> Avenue N.
- Providing additional real-time traffic information in municipal parking ramps.

It is anticipated at this time that funding can be assembled to construct the double-width transit lanes on 2<sup>nd</sup> and Marquette beginning in 2010-2011. This timeframe is contingent on the successful application for federal funds.

### ***Ten-Year Implementation Plan***

Both short-term (1-3 years) and long-term (4-10 years) actions are listed in the matrix in Figure 18, which identifies the responsible agency, partner agencies, estimated cost, estimated timeframe and key unresolved issues. Each of the major action items is labeled by mode and numbered. Figure 19 is a key map that shows the locations of the action items for downtown.

### **Design Guidelines**

New design guidelines for sidewalks and streets are being developed as part of the *Access Minneapolis* Ten-Year Transportation Action Plan. These guidelines, which will be completed over the next few months, should be applied whenever street and/or sidewalk reconstruction occurs in the downtown area.

### ***Unresolved Issues***

There are still important issues that require additional work to complete the Ten-Year Action Plan for downtown. Staff will continue to work with partner agencies and key stakeholders to resolve these issues. The most important issues include:

- Security issues in downtown
- Transit operation in the east-west spine
- Curbside uses along streets where major changes are being proposed (many of these issues will not be resolved until preliminary design work is completed)

### ***Agency Coordination***

Many of the proposed actions will require interagency coordination, both internally and externally, for successful and timely implementation. Therefore, three actions have been recommended to specifically address coordination needs:

- Establish an ongoing coordination team between Minneapolis Public Works and Metro Transit to address common issues related to transit service, facilities, operations and maintenance.
- Establish an ongoing coordination team between Minneapolis Public Works and Community Planning and Economic Development to address common issues related to infrastructure, development, codes and ordinances, and planning and design.
- Participate in SafeZone programs and other public safety and security activities (Minneapolis Police Department, Metro Transit and Public Works).
- Continue to coordinate closely with the downtown business community throughout the implementation of proposed actions. This will be especially necessary when property owner issues are being resolved or public/private partnerships are needed for successful implementation. The planned Downtown Service District is one format in which this coordination might occur.

### **Changes to Plan**

The Project Steering Committee, including members of the business community, residents, business associations, neighborhood organizations, and others from appropriate subgroups, will be involved when there is a modification or adjustment to the Access Minneapolis Plan that will impact bus routes, lane configuration, pedestrian or bike plans.

Figure 18. Implementation Plan – Downtown Action Items

No.	Action	Responsible Agency	Partners	Estimated Capital Cost	Estimated Timeframe (dependent on available funds)	Unresolved Issues
<b>PEDESTRIAN ACTIONS</b>						
P-1	Complete improvements to Loring Greenway and linkage to Nicollet Mall	Minneapolis		\$2 million	2007-2008	
P-2 (T-2)	Design and construct 13th Street plaza between Nicollet Mall and Convention Center	Minneapolis		See T-2	2007-2008	
P-3 (B-2)	Provide a linkage between West River Parkway and the Cedar Lake Trail	Minneapolis		See B-2	2007-2009	
P-4	Between 5 <sup>th</sup> and 10 <sup>th</sup> Avenues N., design and construct North Loop pedestrian connection(s) between 2nd Street North and Washington Avenue for better transit connections	Minneapolis	Metro Transit	\$1 million	2008-2009	
P-5	Provide an improved pedestrian connection between Elliott Park and downtown	Minneapolis		\$3 million	2007-2009	Appropriate routing needs to be determined; may be along 8 <sup>th</sup> or 9 <sup>th</sup> Street
P-6	Provide an improved pedestrian connection between Cedar Riverside and downtown	Minneapolis		TBD	TBD	Location to be determined
P-7	Develop and implement citywide street furniture program	Minneapolis		Ongoing staff time	2007-ongoing	Relates to Street Design Guidelines, affects existing and future furniture
P-8	Improve pedestrian crossings at freeway entrance exit ramps (e.g., 10 <sup>th</sup> Street) and on freeway bridges	Minneapolis		\$50,000/yr	2007-2010	
P-9	<b>Skyways</b>					
	<ul style="list-style-type: none"> <li>Expand skyway wayfinding signage within and to/from skyway system</li> </ul>	Minneapolis	Property owners	Ongoing staff time	Ongoing	
	<ul style="list-style-type: none"> <li>Work with property owners to improve vertical access to skyway system</li> </ul>	Minneapolis	Property owners	Ongoing staff time	Ongoing	
	<ul style="list-style-type: none"> <li>Provide stair towers at the edges of the skyway system</li> </ul>	Minneapolis	Property owners	Ongoing staff time	Ongoing	

No.	Action	Responsible Agency	Partners	Estimated Capital Cost	Estimated Timeframe (dependent on available funds)	Unresolved Issues
	<ul style="list-style-type: none"> <li>Work with property owners to establish consistent hours of operation (public and private), consistent maintenance and security practices</li> </ul>	Minneapolis	Property owners	Ongoing staff time	Ongoing	
	<ul style="list-style-type: none"> <li>Work with private property owners and developers to provide skyway connections between existing and new parking ramps located outside the core and office buildings in the core</li> </ul>	Minneapolis	Property owners	Ongoing staff time	Ongoing	
P-10	<b>Pedestrian Master Plan (part of citywide master plan)</b>	Minneapolis		\$250,000 (Non-motorized Grant)	2007-2008	To be completed by December 31, 2008
P-11	<b>Implement sidewalk “greening” program</b>	Minneapolis	Property owners and service districts	Ongoing staff time	2007-ongoing	Program Format (examples: Adopt-A-Block, Blooming Boulevards)
P-12	<b>Improve crosswalk visibility (tape)</b>	Minneapolis		\$800,000	2007-2017	Establish annual program for expansion, 50 downtown core and 200 CBD intersections
P-13	<b>Implement aggressive sidewalk cleaning program</b>	Minneapolis	Service districts	Ongoing staff time	2007-ongoing	Establish ongoing program; Sentence to Serve
P-14	<b>Work with Walking Minneapolis and other private initiatives to develop &amp; Implement incentive programs and programmed activities that will encourage walking</b>	Minneapolis	Minneapolis TMO, Walking Minneapolis	\$20,000/yr	2007-2008	
P-15	<b>Install signing or mapping where wayfinding is needed</b> <ul style="list-style-type: none"> <li>Bike lane and sidewalk gaps</li> <li>Metrodome LRT station and Guthrie</li> <li>Nicollet Mall and River</li> <li>Convention Center</li> <li>Skyway maps at transit shelters</li> </ul>	Minneapolis	Walking Minneapolis	\$20,000/yr	2007-2017	

No.	Action	Responsible Agency	Partners	Estimated Capital Cost	Estimated Timeframe (dependent on available funds)	Unresolved Issues
P-16	Review and update development controls to ensure that the city's design guidelines for sidewalks and streets are reflected and the city's objectives for greening the downtown are achieved.	Minneapolis		Ongoing staff time	2007-2008	
<b>BICYCLE ACTIONS</b>						
B-1	Modify/reconstruct existing bike lanes with seal coating or street reconstruction projects (costs included in street projects)					
B-1a	<ul style="list-style-type: none"> <li>Nicollet Mall</li> </ul>	Minneapolis	Metro Transit		2012	When 2 <sup>nd</sup> and Marquette double-width transit lanes are open, bicycles permitted 24-hr/day on Nicollet Mall
B-1b	<ul style="list-style-type: none"> <li>Hennepin Avenue</li> </ul>	Minneapolis		See S-1	2013	Implement with change to two-way operation
B-1c	<ul style="list-style-type: none"> <li>Portland Avenue</li> </ul>	Minneapolis	Hennepin County	See S-3	TBD	Implement with change to two-way operation
B-2 (P-4)	Construct Cedar Lake Trail Phase 3 link to West River Parkway	Minneapolis		\$8 million	2008-2009	
B-3	Connect Hennepin Avenue bike lanes to East Hennepin and Loring Park	Minneapolis		\$500,000	2007-2008	
B-4	Complete connection to Hiawatha LRT Bikeway, providing a connection to 4 <sup>th</sup> St and a new bike lane on 3 <sup>rd</sup> St between Chicago and Hennepin	Minneapolis		\$1.5 million	2007-2008	
B-5	Complete 2nd Street connection to North Loop	Minneapolis		\$150,000	2007-2008	May require easement through private property
B-6	Restripe bike lanes on 10 <sup>th</sup> and 11 <sup>th</sup> Streets South to achieve standard bike lane width	Minneapolis		\$20,000	2007	
B-8	Complete bike lane along 15 <sup>th</sup> /16 <sup>th</sup> Streets to connect Loring Park and Elliot Park neighborhoods	Minneapolis		\$150,000	2008-2009	
B-9	Install bike racks and lockers as recommended in Downtown Bicycle Parking Study	Minneapolis	Property owners	\$20,000/yr	2007-2017	Enhance the annual program

No.	Action	Responsible Agency	Partners	Estimated Capital Cost	Estimated Timeframe (dependent on available funds)	Unresolved Issues
B-10	Work with employers to install showers for bicyclists	Minneapolis	Minneapolis TMO; property owners	Ongoing staff time	2007-2008	
B-11	Implement incentive program for employers and neighborhoods to encourage bicycling	Minneapolis	Minneapolis TMO; employers; neighborhood associations	\$20,000/yr	2007-2008	
B-12	Test intersection markings and/or bike signals on Hennepin Avenue	Minneapolis		\$100,000	2007-2008	
B-13	Evaluate streets scheduled for sealcoating or other projects to incorporate bike lanes where feasible	Minneapolis		Ongoing staff time	Ongoing	
B-14	Complete Bicycle Master Plan	Minneapolis	Bicycle Advisory Committee	\$200,000	2008	Complete by December 31, 2008
<b>TRANSIT ACTIONS</b>						
T-1	<b>Double-Width Transit Lanes on Marquette and 2<sup>nd</sup> Avenue South</b>				Open late 2012	
	<ul style="list-style-type: none"> <li>Design street improvements to create double-width transit lanes</li> </ul>	Minneapolis	Metro Transit	\$5 million	2008-2009	High priority to meet with individual property owners during preliminary engineering-resolve issues related-curbside uses (loading bays, taxi stands, valet parking, on-street parking, deliveries, etc.)
	<ul style="list-style-type: none"> <li>Reconstruct both streets and revise signal systems</li> </ul>	Minneapolis	Metro Transit	\$23 million	2011- 2012	Pursue federal funding
	<ul style="list-style-type: none"> <li>Design, procure and install or construct passenger facilities on both streets</li> </ul>	Metro Transit	Minneapolis	\$5 million	2010-2012	Shelter design, Street Furniture Program
	<ul style="list-style-type: none"> <li>Prepare and implement communications materials</li> </ul>	Metro Transit	Minneapolis; Suburban Transit Systems	\$200,000	2009- 2012	

No.	Action	Responsible Agency	Partners	Estimated Capital Cost	Estimated Timeframe (dependent on available funds)	Unresolved Issues
	<ul style="list-style-type: none"> <li>Implement route/ schedule changes</li> </ul>	Metro Transit	Suburban Transit Systems	TBD	2011-2012	
	<ul style="list-style-type: none"> <li>Consolidate bus stops and remove stops/shelters from former transit streets</li> </ul>	Metro Transit	Minneapolis; Suburban Transit Systems	TBD		
<b>T-2</b>	<b>Local Shuttle Bus Service on Nicollet Mall</b>					
	<ul style="list-style-type: none"> <li>Purchase hybrid buses (phased over five years)</li> </ul>	Metro Transit		\$11 million	2007-2011	Part of Metro-wide program
	<ul style="list-style-type: none"> <li>Changes to downtown fare structure</li> </ul>	Metro Transit	Minneapolis	\$50,000/year	2007-2017	
	<ul style="list-style-type: none"> <li>Design and reconstruct 13<sup>th</sup> Street pedestrian “front door” connection between Nicollet Mall and Convention Center</li> </ul>	Minneapolis		\$1.2 - \$1.8 million	2007-2008	Design concept being developed, full reconstruction without and with elevator skyway connection
	<ul style="list-style-type: none"> <li>Real-time electronic information boards, route mapping, signing and other facilities</li> </ul>	Metro Transit	Minneapolis; Nicollet Mall Service District	\$50,000/yr	2007-2017	
	<ul style="list-style-type: none"> <li>Design and implement “Branding” Communications Plan</li> </ul>	Metro Transit	Minneapolis, Meet Minneapolis, BOMA, Downtown Council and other Business Partners	\$200,000	2007-2008	
	<ul style="list-style-type: none"> <li>Extend Route 10</li> </ul>	Metro Transit		\$120,000 /yr	2008-2012	
	<ul style="list-style-type: none"> <li>Implement route and fare changes</li> </ul>	Metro Transit		\$50,000/yr	2008-2012	
<b>T-3</b>	<b>Evaluate alternatives for east-west transit spine</b>			Ongoing staff	2007-2008	
<b>T-4</b>	<b>Layover Facilities</b>					
	<ul style="list-style-type: none"> <li>Determine locations for layover facilities</li> </ul>	Metro Transit	Minneapolis	TBD	TBD	
<b>T-5</b>	<b>Re-establish shoulder bus lane on I-94 North off-ramp to 4<sup>th</sup> Street North</b>	Mn/DOT	Minneapolis Metro Transit	\$50,000	2008-2009	Coordination with Ballpark

No.	Action	Responsible Agency	Partners	Estimated Capital Cost	Estimated Timeframe (dependent on available funds)	Unresolved Issues
T-6	<b>Provide direct connection between I-35W BRT lanes and North-South Spine</b>	Mn/DOT	Minneapolis Metro Transit	TBD	TBD	Coordination with I-35W reconstruction
T-7	<b>Downtown Transit System Strategies</b>					
	<ul style="list-style-type: none"> <li>Develop and implement bus stop security measures (on-street and on bus)</li> </ul>	Metro Transit	Minneapolis	TBD	2007	Who, what, when, where
	<ul style="list-style-type: none"> <li>Design, procure and install, or construct passenger facilities on 3<sup>rd</sup>, 11<sup>th</sup> and 12<sup>th</sup> Streets</li> </ul>	Metro Transit	Minneapolis	\$1 million	2010-2012	Shelter design
	<ul style="list-style-type: none"> <li>Re-evaluate the boundaries of the downtown fare zone and implement marketing of the downtown fare zone</li> </ul>	Metro Transit		\$200,000	2007-2008	Fare zone boundaries
	<ul style="list-style-type: none"> <li>Route information in downtown shelters (signage, schedules, maps, etc.)</li> </ul>	Metro Transit	Minneapolis	\$50,000/yr	2007-2017	
	<ul style="list-style-type: none"> <li>Conduct market survey to determine the extent and nature of latent demand for transit service in downtown and near-downtown neighborhoods</li> </ul>	Metro Transit	Minneapolis	Ongoing staff time	2007-2008	
<b>STREET ACTIONS</b>						
S-1	<b>Hennepin Avenue</b>					
	<ul style="list-style-type: none"> <li>Design changes to make a two way street</li> </ul>	Minneapolis	Metro Transit; Hennepin County; BAC	\$200,000	2007-2008	Meet with property owners during preliminary engineering to resolve issues related to curbside uses (loading bays, taxi stands, valet parking, deliveries, etc.)
	<ul style="list-style-type: none"> <li>Amend State Implementation Plan</li> </ul>	Minneapolis	Metropolitan Council; MPCA; EPA	\$50,000	2007-2008	Approval of SIP amendment by MPCA and EPA
	<ul style="list-style-type: none"> <li>Seal coat and restripe to make two-way and revise signal system</li> </ul>	Minneapolis		\$800,000	2011-2012	

No.	Action	Responsible Agency	Partners	Estimated Capital Cost	Estimated Timeframe (dependent on available funds)	Unresolved Issues
S-2	<b>1<sup>st</sup> Avenue North</b>					
	<ul style="list-style-type: none"> <li>Design changes to make a two-way street</li> </ul>	Minneapolis		\$300,000	2008-2009	High priority to meet with individual property owners to resolve issues related to curbside uses (loading bays, taxi stands, valet parking, on-street parking, deliveries, etc.)
	<ul style="list-style-type: none"> <li>Seal coat and restripe to make two-way and revise signal systems</li> </ul>	Minneapolis		\$1.3 million	2011-2012	
S-3	<b>Park and Portland Avenues South - north of Franklin Avenue</b>					
	<ul style="list-style-type: none"> <li>Complete planning studies</li> </ul>	Hennepin County	Minneapolis	\$100,000	2008-2009	<ul style="list-style-type: none"> <li>Determination of one-way vs. two-way south of downtown and relationship of this decision to downtown segments</li> <li>Relationship to redevelopment planning in Downtown East area</li> </ul>
	<ul style="list-style-type: none"> <li>Complete design</li> </ul>			\$500,000	2012-2013	<ul style="list-style-type: none"> <li>Meet with individual property owners to resolve issues related to curbside uses (loading bays, taxi stands, valet parking, on-street parking, deliveries, etc.)</li> </ul>
	<ul style="list-style-type: none"> <li>Seal coat, restripe to make two-way and adjust signal systems</li> </ul>	Hennepin County	Minneapolis	\$2.7 million	2014-2015	
S-4	<b>9<sup>th</sup> and 10<sup>th</sup> Streets South east of 5<sup>th</sup> Avenue South</b>					
	<ul style="list-style-type: none"> <li>Complete planning and design studies</li> </ul>	Minneapolis		\$200,000	2012-2013	
	<ul style="list-style-type: none"> <li>Seal coat, restripe to make two-way and adjust signal systems</li> </ul>	Minneapolis		\$800,000	2013-2014	
S-5	<b>LaSalle and 1<sup>st</sup> Avenues South - north of Franklin</b>					
	<ul style="list-style-type: none"> <li>Complete planning and design studies</li> </ul>	Minneapolis		\$200,000	2013-2014	
	<ul style="list-style-type: none"> <li>Seal coat, restripe to make two-way and adjust signal systems</li> </ul>	Minneapolis		\$800,000	2014-2015	
S-6	<b>2<sup>nd</sup> Avenue North</b>	Hennepin County	Minneapolis	TBD	2009-2010	Potential Ballpark mitigation measure for 3 <sup>rd</sup> Ave N closure

No.	Action	Responsible Agency	Partners	Estimated Capital Cost	Estimated Timeframe (dependent on available funds)	Unresolved Issues
<b>FREEWAY RAMP ACTIONS</b>						
S-7	Change 10 <sup>th</sup> Street HOV ramp at I-394 TAD to mixed use	Mn/DOT	Minneapolis; Metropolitan Council; Hennepin County	\$50,000	2009-2010	Coordination with Ballpark
S-8	Complete Feasibility Study to determine appropriate changes to 10 <sup>th</sup> Ave. S. to create connection to 7 <sup>th</sup>	Minneapolis		\$50,000	2008-2009	
S-9	Design new 7 <sup>th</sup> Street ramp from I-94 East	Mn/DOT	Minneapolis; Metropolitan Council	TBD	2015 or later	Work with Mn/DOT to program, design and construct various elements of Downtown Freeway study
S-10	Design changes to 3 <sup>rd</sup> /4 <sup>th</sup> Streets and Washington Avenue interchanges at I-35W	Mn/DOT	Minneapolis; Metropolitan Council; Hennepin County	TBD	2007-2010	Work with Mn/DOT and other agencies to develop designs along with Central Corridor LRT; construct when funding is located
S-11	Develop, design and construct changes to I-394/Third Avenue Distributor "bottleneck"	Mn/DOT	Minneapolis, Metro Council	TBD	2007-2008 (develop and design)	Work with Mn/DOT to program, design and construct
<b>MANAGEMENT ACTIONS</b>						
M-1	<b>Parking and Curbside Use Actions</b>					
	• Update codes and ordinances related to parking and curbside uses	Minneapolis		\$50,000	2007-2008	Curbside uses Includes loading, valet, hotel, truck and other zones
	• Update guidelines related to on-street and off-street parking, pricing and location	Minneapolis		\$50,000	2008-2009	
	• Develop and implement new on-street parking technology when meters are removed			\$20,000/yr	2007-2017	
	• Review, develop and implement systematic update to policies and procedures for management of curbside uses	Minneapolis		\$50,000	2007-2009	
• Expand real-time information in ramps	Minneapolis		\$20,000/yr	2008-2017		

No.	Action	Responsible Agency	Partners	Estimated Capital Cost	Estimated Timeframe (dependent on available funds)	Unresolved Issues
	<ul style="list-style-type: none"> <li>Expand variable message signs</li> </ul>	Minneapolis		\$20,000/yr	2008-2017	
	<ul style="list-style-type: none"> <li>Work with private property owners to coordinate skyway connections between existing and new parking ramps located outside the core and office buildings within the core consistent with area plans</li> </ul>	Minneapolis	Property Owners	Ongoing staff time	Ongoing	
<b>M-2</b>	<b>Traffic and Travel Demand Management Actions</b>					
	<ul style="list-style-type: none"> <li>Update special event traffic management</li> </ul>	Minneapolis	Metro Transit	\$25,000	2007-2008	<ul style="list-style-type: none"> <li>Most events except Holidazzle will be relocated off Nicollet Mall – new locations need to be identified and approved</li> <li>Continue to development and implement Ballpark event management plan</li> </ul>
	<ul style="list-style-type: none"> <li>Examine and update training and required procedures for traffic control activities</li> </ul>	Minneapolis PW & MPD	Parking ramp owners and operators	\$25,000	2007-2008	
	<ul style="list-style-type: none"> <li>Determine necessary changes to the City’s policies that only sworn police officers may direct traffic exiting buildings and draft language to allow a suitable non-sworn officer to perform those duties.</li> </ul>	Minneapolis PW, IGR and legal staff		Ongoing staff	2007	Ordinance changes to be introduced at the 7/20/07 Council meeting and any state legislative changes to be incorporated into the City’s 2008 legislative agenda.
	<ul style="list-style-type: none"> <li>Implement gridlock measures (e.g., “don’t block the box”)</li> </ul>	Minneapolis		\$20,000/yr	2008-2017	<ul style="list-style-type: none"> <li>Applicable fines</li> <li>Appropriate intersections</li> </ul>
	<ul style="list-style-type: none"> <li>Optimize CBD signal timing and make adjustments to signals as needed</li> </ul>	Minneapolis		\$500,000	2009-2010	Approximately 200 signals
	<ul style="list-style-type: none"> <li>Work with the TMO, downtown employers and downtown neighborhoods to expand carsharing, carpooling, telecommuting, flextime and other travel demand management strategies</li> </ul>	Minneapolis	TMO		Ongoing	

No.	Action	Responsible Agency	Partners	Estimated Capital Cost	Estimated Timeframe (dependent on available funds)	Unresolved Issues
M-3	<b>Agency Coordination</b>					
	<ul style="list-style-type: none"> <li>City/Metro Transit coordination team</li> </ul>	Minneapolis	Metro Transit Suburban Transit Systems	Ongoing staff time	2007-ongoing	Operations, maintenance, facilities, services
	<ul style="list-style-type: none"> <li>Public Works/CPED coordination team</li> </ul>	Minneapolis		Ongoing staff time	2007-ongoing	Infrastructure and development issues; codes, ordinances; planning and design
	<ul style="list-style-type: none"> <li>Participate in Safe Zone programs and other public safety/security activities</li> </ul>	Minneapolis	Metro Transit, Public and private security efforts	Ongoing staff time	2007-ongoing	Public safety and security issues

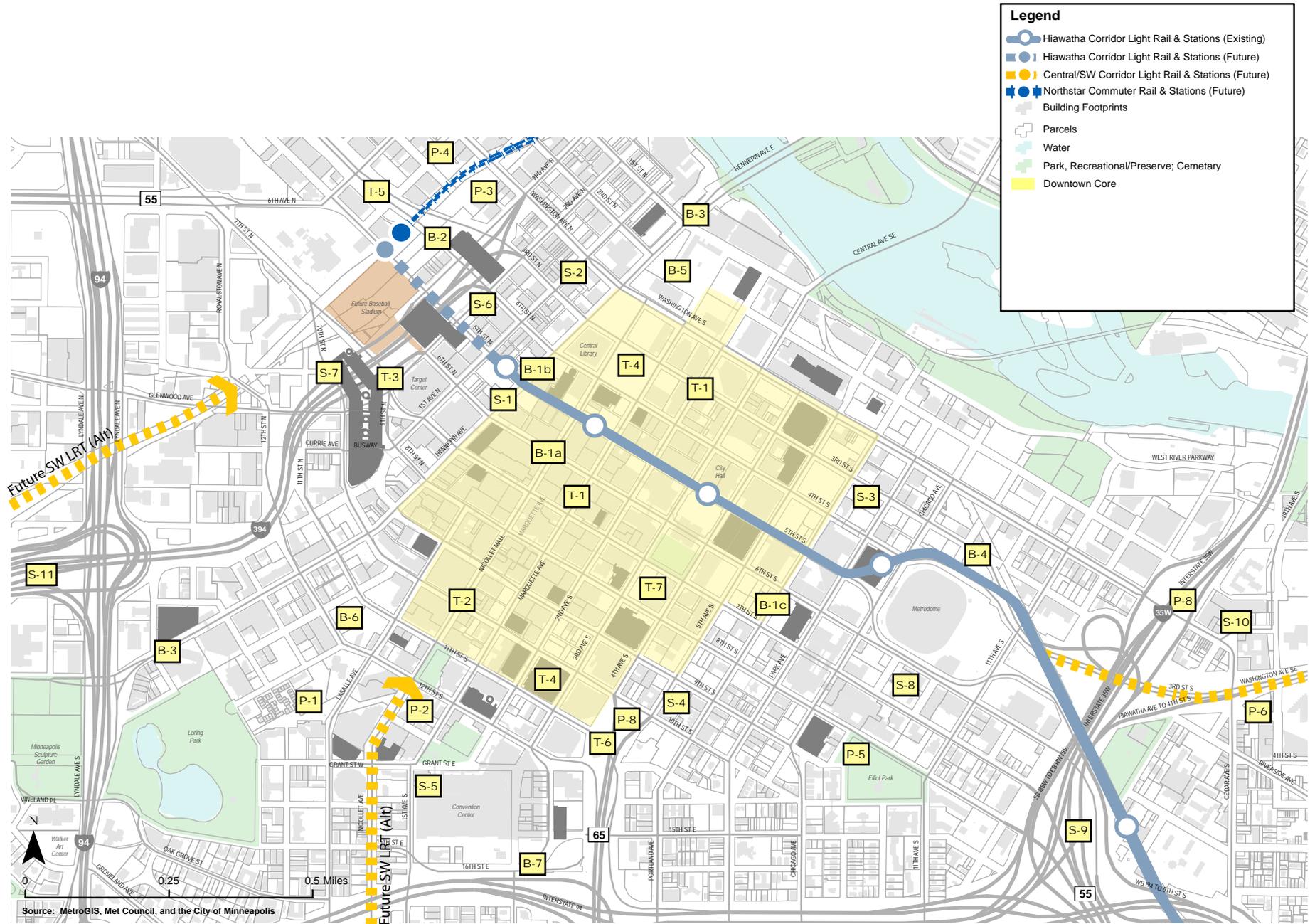


Figure 19: Key Map for Downtown Strategies