

Attachment 2: Scope of Work

Penn Avenue Community Works Corridor Vision and Implementation Framework

Scope of Work

The following Scope of Work identifies a process for achieving the study components of the Penn Avenue Community Works Corridor Vision and Implementation Framework.

Phase 1: Scope the Project

- 1.1 Synthesize early community input as compiled by Hennepin County staff.
- 1.2 In consultation with project staff, develop a methodology and execute a comprehensive community engagement/public involvement strategy that:
 - Builds on the community engagement philosophy described above.
 - Defines key engagement parameters for the project. This includes the engagement goal and “promise to the public”; core values; project stakeholders; major topics for communications and engagement; and core communication mechanisms.
 - Utilizes effective communication tools (visual and otherwise) accessible to a broad and culturally diverse audience.
 - Engages community leaders and underserved populations.
 - Includes planning and facilitation, in coordination with project staff, to provide effective time management, ensure active participation, and guide prompt decision-making during monthly Project Implementation Committee meetings.
 - Includes community-based events and activities in locales where underserved populations congregate.
 - Includes a deliberate focus on connecting with hard-to-reach communities.
 - Includes specific engagement techniques to meet the needs of underserved communities, (e.g., in small groups and/or native languages, as necessary).
 - Ensures the community outreach strategies align with the project stages that follow in this scope of work so that input gathered from broader community engagement can meaningfully impact the work products developed, including key decision points.
 - Includes preparation of web-ready materials appropriately formatted for the project website.
 - Incorporates an online community engagement platform as designated by the county (such as Civic Ideas, Open Town Hall, Mind Mixer, etc.).
- 1.3 Stakeholder meetings. Hennepin County will convene meetings with the interagency project staff as well as the Project Implementation Committee to gain additional insights into the project that can be used to fine-tune this scope of work. The Consultant Project Manager shall meet every two weeks with project staff, monthly with the Project Implementation Committee, and four times annually with the Steering Committee.

- 1.4 Kick-off tour with Project Implementation Committee representatives and consultant team. Representatives will point out assets, issues and concerns.
- 1.5 Recommend scope revisions to the submitted proposal. Based on the knowledge gained from the meetings above and consultant team expertise, refine the scope of work while staying within the project budget. The consultant team will be responsible for analysis and drafting recommendations in all project phases in addition to public meeting facilitation and production of reports.
- 1.6 Jobs Training. The consulting team will work with Hennepin County staff to identify ways in which the project can create employment and/or job training opportunities in professional disciplines including but not limited to planning, landscape architecture, engineering and related disciplines. Ideas to be explored include the direct employment of interns on a part-time basis and the establishment of one or more “career fairs” at specified points in the planning process that can introduce potential students to planning, landscape architecture, engineering, community engagement, economic development and related disciplines by providing direct, real-world examples of the work typically attributable to the various professions. The HKGi team will work to include interns who are North Minneapolis residents from the Minneapolis Community and Technical College, the University of Minnesota and/or other educational institutions. Budgets will be modified internally among the HKGi project team members to accommodate appropriate stipends.

Phase 1 Deliverables

1. Detailed project work program.
2. Synthesis of early community input.
3. Draft community outreach and engagement strategy (to be submitted for review within 30-days of contract signing). Strategy will include:
 - preparation and logistics for specific community engagement activities, including identifying desired populations for engagement, securing appropriate locations, advertising, and various media announcements.
 - public presentations, engagement techniques, and materials including but not limited to electronic PowerPoint presentations, presentation boards (including multi-lingual materials)
 - documentation and response to all comments received during community engagement activities
4. Communication tools that narratively and graphically illustrate the outreach and engagement strategy, work program, and the synthesis of early community input to the broader community.
5. Revised community outreach and engagement strategy.

Phase 1 Schedule

Completion of revised scope of work and community outreach strategy is anticipated within six weeks of contract execution/signing by Hennepin County.

Phase 2: Inventory and Assessment

The Inventory and Assessment phase is intended to provide the factual and analytical basis for the remainder of the community development planning and design effort. Sources for the inventory will be GIS, existing maps, property records, plans and studies; input from the broader community in prior engagement efforts; and input from the Project Implementation Committee. The consultant team will conduct the analysis with support from project staff.

2.1 Baseline Data Collection

- 2.1.0 Parameter Refinement Workshop. In-depth workshop to ensure that the technical and engagement efforts remain tightly aligned. Key members of the team will review and refine the technical and engagement parameters and make minor task adjustments for Phase 2 informed by the findings and results of Phase 1.
- 2.1.1 Existing plan and policy review
 - a. Identify relevant transportation plans and policies and summarize key items and information related to this study: Access Minneapolis, Hennepin County Transportation System Plan, Metropolitan Council Transportation Policy Plan, etc.
 - b. Review relevant transit plans and studies, including Sector 8 restructuring plan (2007-2009; <https://metrotransit.org/expansion-northwest-metro.aspx>); ATCS (2012; <http://metrotransit.org/arterial-study>) and related concept plans for rapid bus on Penn Avenue.
 - c. Identify and review policy documents for Penn Avenue corridor neighborhoods, relevant land use plans, studies, including neighborhood and community-based plans, and summarize key items and information related to this study, including The Minneapolis Plan for Sustainable Growth, Access Minneapolis, Penn Avenue Redevelopment Plan, West Broadway ALIVE!, Lowry Avenue North Corridor Plan, and see also Section IV. Additional Information. Generate a map illustrating the geographic boundaries of plans that impact segments of the corridor.
 - d. Summarize relevant stormwater management information from City, including information on recently constructed and planned improvements in or near the study area.
 - e. Compile and map information on projects and improvements in Penn Avenue corridor communities included in the participating jurisdictions' capital improvement program (CIP) plans.
- 2.1.2 Compile and graphically present comprehensive baseline information for Penn Avenue corridor neighborhoods. Existing baseline data and recommendations from prior studies available as part of the Bottineau Transitway Station Area Pre-Planning Study, North Minneapolis Housing Market Index, and other available sources will be compiled. **NOTE: Task 2.1.2 a through i will be completed by Hennepin County staff.**
 - a. Compile and map available property information, including zoning, land use, ownership, property value, physical condition, publicly-owned land, vacant land, vacant and boarded properties, and foreclosures.
 - b. Compile and map demographic, socio-economic, and livability data:

- population data including age and racial distributions, level of education, trends, current estimates and projections.
 - household data including the types and sizes of households, income and poverty, housing affordability and the number and location of mortgage and tax forfeitures,
 - employment data and economic information to determine the current characteristics of the existing neighborhood and business community.
 - housing information including the review of the existing housing stock; the amount, characteristics (including the number of bedrooms) and availability of existing and future lifecycle housing (condos, apartments, double, triplexes and single family homes); and the existing housing market and trends.
 - crime statistics from the last several years
- c. Identify and map employers and businesses on or near the corridor, and compile information on retail, office and commercial services available in the corridor
 - d. Identify key community assets within three to four blocks of Penn Avenue: parks, schools, libraries, other key institutions,
 - e. Identify historic landmarks or potential historic landmarks, and historic districts or potential districts.
 - f. Identify intersections that historically featured thriving commercial districts, and compile information and visual documentation of the mix of businesses and the context that supported these commercial districts.
 - g. Identify public art and cultural institutions
 - h. Identify arts-related uses
 - i. Identify major employment sectors of corridor residents
- 2.1.3 Compile and review existing traffic and transit data. **NOTE: Task 2.1.3 a and b will be completed by Hennepin County staff.**
- a. Existing traffic counts for autos, bicycles, and pedestrians on Penn Avenue, including cross-streets at signalized intersections where available, will be made available to the consultant team.
 - b. Coordinate with Metro Transit to obtain and summarize current transit routes, bus stop locations, frequency, and ridership.
- 2.1.4 Compile, review and graphically present information obtained by participating agencies regarding existing economic development programs and efforts in Penn Avenue corridor neighborhoods, including identifying the organization, scopes of work, funding sources, outcomes, businesses served, etc. **NOTE: Task 2.1.4 a through d will be completed by Hennepin County staff.**
- a. Programs funded by City of Minneapolis Great Streets (past 3 years)
 - b. Job training/workforce development programs and initiatives (government and nonprofit)
 - c. Other relevant economic-development related work (past 3 years)
 - d. County, City, Metropolitan Council, and State funding commitments for private commercial development projects or public facilities (past 3 years)

- 2.1.5 Compile, review and graphically present existing housing development programs and efforts in Penn Avenue corridor neighborhoods, including identifying the organization, scopes of work, funding sources, outcomes, housing units, etc. **NOTE: Task 2.1.5 a and b will be completed by Hennepin County staff.**
- a. Compile information from successful housing initiatives focused on Penn Avenue corridor neighborhoods, such as those involving the Northside Home Fund (including Green Homes North), the Twin Cities Community Land Bank, City of Lakes Community Land Trust, and others
 - b. County, City, Metropolitan Council, and State funding commitments for housing development projects (past 3 years)

2.1 Deliverables

1. A report summarizing the demographic, socioeconomic, housing, employment, economic, land use, and public safety characteristics of the corridor as noted above. The report will identify community strengths and assets, highlight current efforts, demonstrate current levels of investment, and illustrate upcoming projects.
2. A series of project base maps that thoughtfully and clearly communicate the corridor characteristics described above and build a sense of the relationships among characteristics.
3. A summary analysis of preliminary themes and findings, highlighting key issues, opportunities, and other considerations.
4. Communication tools that narratively and graphically illustrate key messages from this work to the broader community.

2.2 Connectivity/Mobility Inventory and Assessment

Building on the data collection work, the objective of this task is to develop a comprehensive understanding of existing infrastructure conditions (pedestrian, bike, vehicular, transit, and subsurface infrastructure, etc.) and through collaboration with corridor communities, identify and assess what is currently working well, issues, opportunities, and constraints. This task includes synthesizing information from the data collection efforts, the built environment, and the community. Information compiled from this task will lay the foundation for answering the following guiding questions:

- What is the role and character of Penn Avenue? How do corridor communities envision the role and character of Penn Avenue changing in the future?
- How well does Penn Avenue serve the needs of all modes of transportation now, and how can it better serve a mix of modes in the future?
- How well does the existing transit service and infrastructure meet the mobility needs of residents and visitors?
- Penn Avenue is both a street that provides mobility and connects people and places, and it is also a place. What is the community's vision for Penn as both a street and a place?

- 2.2.1 Physical survey of existing conditions of Penn Avenue (as-needed to augment data collection efforts)

- a. Field survey of topography is underway by Hennepin County and will be made available to the consultant team as available.
 - b. Compile information about existing public and private subsurface utilities. **NOTE: Subtask 2.2.1b will be completed by Hennepin County staff.**
 - c. Pavement condition inventory.
 - d. Pedestrian environment / sidewalk inventory (pedestrian ramps, signal systems, etc.). Note existing pedestrian crossing locations and other major pedestrian facilities, with emphasis on transit stop locations. Note any obstacles within the sidewalk, such as utility poles. Identify the condition and width of sidewalks and whether they meet Americans with Disabilities Act (ADA) Requirements.
 - e. Bike facility inventory (bike parking, NiceRide locations, usage information).
 - f. Existing streetscape elements inventory. **NOTE: Metro Transit will provide a bus stop and shelters database in GIS format to support this subtask.**
- 2.2.2 Assess current and projected functionality of Penn Avenue
- a. Identify areas of high pedestrian / bike use, including significant generators of pedestrian activity
 - b. Observe current intersection functions and note any vehicle, bicycle, pedestrian conflicts and general dysfunction; identify any pedestrian and bicycle safety issues or high accident locations.
 - c. Assess level of service of the existing road for all modes, including auto, transit, bike, and pedestrians.
 - d. Conduct any additional traffic, bike, or pedestrian counts determined necessary to analyze the traffic situation.
 - e. Evaluate existing crash data for intersections.
 - f. Forecast vehicle, pedestrian, and bicycle travel demand one year after significant recommended improvements, and for year 2035 and project levels of service for the AM and PM peak, assuming land use and redevelopment scenarios developed concurrently.
 - g. Analyze mode splits at intersections (car, bike, transit, pedestrian) now and 10 years from now. **NOTE: To support this subtask, Metro Transit will provide current and BRT forecast load data by intersection (by direction and by time of day) to inform mode split calculations.**
- 2.2.3 Transit assessment
- a. Ensure that messaging and communications are consistent with other ongoing transit projects including arterial BRT project development, West Broadway Alternatives Analysis (AA), Bottineau Transitway and Southwest LRT.
 - b. Coordinate with Metro Transit to assess proposed arterial BRT locations and configurations informed by community input.
 - c. Evaluate traffic impacts of in-lane stops at proposed arterial BRT stations using VISSIM and report measures such as person-delay, level of service, and travel time differentials for autos and transit vehicles to determine feasibility of in-lane stops.
 - d. In partnership with Metro Transit, engage community leaders for input on the efficacy of current transit service (routes and frequency) for transit-dependent residents, with a strong emphasis on connections to jobs and other resources.

- e. As part of other outreach efforts, gather community input on existing travel behaviors, popular origins/destinations, and challenges in accessing desired places. Identify unmet transit needs and compile results.
 - f. Coordinate with arterial BRT project development, West Broadway Alternatives Analysis (AA), and Bottineau LRT and Southwest LRT with a focus on Penn Avenue stations.
 - g. Coordinate with Metro Transit plans for bus connections to Southwest LRT Penn Ave Station and Bottineau LRT Penn Ave station as planning for Southwest LRT and Bottineau LRT continue.
 - h. Evaluate strategies (physical improvements or other) for maximizing connectivity to Southwest LRT Penn Avenue Station and Bottineau LRT Penn Avenue station.
- 2.2.4 Assess bike/pedestrian infrastructure, including the following:
- a. Summarize existing conditions for non-motorized transportation (bicycle and pedestrian) in the corridor. Identify gaps and needs, including connections to parks, schools, and other area amenities. Identify issues and opportunities pertaining to the pedestrian realm, including, but not limited to: incorporating the 44th, Penn, Osseo Intersections and Corridor Study (other possibilities include the pedestrian connection on Osseo from 44th and Penn to North of the Humboldt Industrial Area); lack of sidewalks along Crystal Lake Cemetery on the east side of Penn Ave; assess opportunities and impacts of wider tree boulevards and bump-outs (including bump-outs for BRT platforms), other options for beautification, improved crosswalk marking, possible signal countdowns, clear zones, etc., as well as other pending or proposed projects, such as pedestrian medians planned at Lucy Laney School.
 - b. Analyze possible bike route on Penn Avenue in relation to other north-south routes (Theodore Wirth/Victory Memorial, Irving, Emerson, Fremont, etc.), identify necessary bike route connections to Penn, and identify improvements to connections to existing east-west bike routes including Webber Parkway, 37th Avenue Greenway, 26th Avenue Greenway, and Cedar Lake Trail, and bike connections to other amenities and key destinations.
 - c. Study “offset intersections” at 14th and 16th Avenues for vehicular and pedestrian improvements or realignments.
- 2.2.5 Conduct an environmental screening that outlines potential impacts to the natural and built environment, establishes the purpose and need for recommended infrastructure investments and provides a clear linkage to potential future National Environmental Policy Act (NEPA)/Minnesota Environmental Policy Act (MEPA) processes.
- 2.2.6 Parking analysis
- a. Inventory on and off-street parking on Penn Avenue, targeted counts of utilization, and conduct a survey of typical weekday on-street parking use patterns. Evaluate locations where weekend parking surveys are needed and conduct surveys at these locations. Summarize data by location. **NOTE: Task 2.2.6 a will be completed by Hennepin County staff.**
 - b. Identify areas where the removal of on-street parking may be possible and provide the rationale and potential benefits.

- c. Assess future parking demand in light of proposed roadway design changes, planned transit improvements, and land use / redevelopment scenarios developed concurrently as part of this project, including the potential for future development to be more transit-oriented and less parking intensive.
- 2.2.7 Organize and facilitate a series of tours – bike/walk, transit, driving – with community representatives to highlight preliminary findings and solicit feedback. **NOTE: Task 2.2.7 has been omitted from the Scope of Work.**
- 2.2.8 Coordinate and integrate inventory and assessment work with other study area initiatives, including the Bottineau LRT and Southwest LRT projects and station area planning.

2.2 Deliverables

1. A connectivity/mobility report, including a series of project maps, summarizing all of the information above, demonstrating preliminary findings and highlighting what is working well, key issues and opportunities, and other considerations.
2. Draft environmental screening report, to be refined in later project phases.
3. Communication tools that narratively and graphically illustrate key messages from this work to the broader community.

2.3 Economic Development and Livability Inventory and Assessment

Building on the data collection work, the objective of this task is to develop a comprehensive understanding of existing conditions related to land use (publicly held lands, guiding policies and plans, open space/amenities, zoning, future land use, etc.), economic development and local economic issues (corridor businesses, business associations, market conditions, buying power and spending trends, city and nonprofit supported economic development initiatives, etc.), real estate development (current development proposals, real estate market, housing market, existing housing stock, trends). Through collaboration with corridor communities, the consultant team will identify and assess what is currently working well, issues, barriers, opportunities, and constraints. This task includes synthesizing information from existing data sources, plans and studies, the built environment, and the community. This task involves an integrated assessment of existing economic development activity and current strategies for promoting economic and real estate development that builds on the analysis done in 2.1.4 and 2.1.5.

- 2.3.1 Based on community input and a physical inventory, identify additional community assets and public realm features in Penn Avenue corridor neighborhoods
 - a. Key connections from parks, schools and other key destinations to Penn Avenue, including transit and bike facilities
 - b. Potential locations for public art or arts districts, iconic features or signature visual elements that speak to Penn Avenue corridor's identity
 - c. Public gathering spaces
 - d. Community gardens and urban farming sites
 - e. Pedestrian lighting locations and types, and identify areas in need of improved lighting.
 - f. Overhead power lines

- g. Inventory tree canopy
- 2.3.2 Map and inventory additional assets in Penn Avenue corridor neighborhoods and identify points of common interest with Penn Avenue Community Works. **NOTE: Task 2.3.2 a through I will be completed by Hennepin County staff.**
 - a. Neighborhood organizations
 - b. Business associations and business initiatives
 - c. Faith-based organizations and initiatives
 - d. Schools and education-related organizations and initiatives
 - e. Health and health-related organizations and initiatives
 - f. Arts-related community organizations and initiatives
 - g. Community garden and urban farming initiatives
 - h. Active developers (for-profit and non-profit)
 - i. Housing-related initiatives
 - j. Active philanthropic organizations and initiatives
 - k. Job training/workforce development organizations and initiatives
 - l. Significant community events
- 2.3.3 Assess current market conditions
 - a. Assess corridor retail market conditions and market profile; including spending power, retail leakage, and other data available (Consultant will have access to customizable available through the City of Minneapolis CPED's ESRI Business Analyst Online). Assess real estate market conditions and trends, including prevailing office/retail lease rates, single and multi-family housing market values and rental housing lease rates
- 2.3.4 Conduct a housing inventory and assessment in Penn Avenue corridor neighborhoods, including:
 - a. Review North Minneapolis Housing Market Index data and assess conclusions and recommendations.
 - b. Affordable housing inventory, including identification and quantification of units meeting specific affordability thresholds, and units with long-term income/rent restrictions. Inventory will include clarification of affordability-related terms (such as "low-income housing," "workforce housing," etc.).
 - c. Analyze and assess diversity of existing housing stock in terms of affordability, condition/quality, and appropriateness for life cycle.
 - d. Assess gaps in the housing mix, including what's missing and what's needed now and in the future in light of demographic trends in Penn Avenue neighborhoods, Minneapolis, and the region as a whole.
 - e. Assess what types of housing development are currently feasible from a market perspective.
 - f. Comparative analysis of the benefits of current housing strategies, including the costs and benefits of single family housing development and multifamily housing development (e.g., development cost per unit, amount of subsidy per unit, property taxes generated, etc.).
- 2.3.5 Potential redevelopment site analysis/physical condition of existing uses.

- a. Identify current real estate development proposals planned and pending, as well as any sites currently identified as redevelopment opportunities.
 - b. Identify any additional sites within the corridor that are candidates for redevelopment through private sector initiative. They include under built sites, vacant sites, and sites occupied by vacant and/or deteriorated buildings.
 - c. Based on community input to-date, development projects pending, and current planning efforts, develop a framework for determining where density can or should happen.
- 2.3.6 Obtain and review corridor Phase 1 information when available. **NOTE: Task 2.3.6 has been completed by Hennepin County staff.**
- 2.3.7 Inventory and assessment of other corridor infrastructure.
- a. Work with City of Minneapolis Public Works to identify the location and capacity of existing municipal water and sanitary sewer facilities, and identify any deficiencies. **NOTE: Task 2.3.7 a will be completed by Hennepin County staff.**
 - b. Stormwater infrastructure analysis:
 - Map the sub-drainage areas for the Penn Avenue corridor and their discharge location. Note any capacity issues.
 - Identify areas under-served by stormwater infrastructure and sub-standard systems and services
 - Identify areas with concentrated utilities making stormwater infrastructure too difficult or costly to accommodate.
 - Map areas along the corridor suitable for infiltration, filtration, and storage or delayed release of water into the pipeshed.
 - c. Identify sites adjacent to the Penn Avenue corridor that currently discharge directly into the street (e.g. parking lots graded to flow into the street). This will help assess the actual volume the streets will need to be designed to handle.

2.3 Deliverables

1. An economic development/livability report, including a series of project maps, summarizing all of the information above, demonstrating preliminary findings and highlighting what is working well, the key issues and opportunities, and other considerations.
2. Communication tools that narratively and graphically illustrate key messages from this work to the broader community.

2.4 Show the Possibilities

- 2.4.1 Based on tasks 2.1-2.3 and incorporating community engagement input to-date, identify and provide visuals of precedents and case studies of innovative community development initiatives or relevant examples of specific strategies that will contribute to a shared understanding of options and possibilities. This task does not involve substantial research (“deep dive”), rather this effort will present enough information to stimulate ideas and discussion, contribute to the overall analysis of what makes places desirable and what makes them work economically, and identify a smaller subset of case studies for further research.

- 2.4.2 Identify and provide visuals of intersections, some from the metropolitan area, that exhibit many of the qualities and characteristics deemed desirable through the prior tasks, and illustrate how and why these examples may or may not serve as relevant models.
- 2.4.3 Draw out themes about what Penn Avenue corridor communities have described as desirable characteristics of places through engagement efforts to-date, and themes or relationships that make such places work (for example, the role of density, importance of appealing to residents across the age spectrum, having a mix of uses within walking distance, etc.)
- 2.4.4 Evaluate the applicability and interest in various case studies, and further assess a smaller subset to the extent necessary to consider these as models for future phases of work.

2.4 Deliverables

1. Summary of precedents and case studies, including key themes and relationships, and identification of examples for further evaluation and consideration of the relevance for Penn Avenue Community Works.
2. Communication tools that narratively and graphically illustrate key messages from this work to the broader community.

2.5 Public Engagement

Interface with project stakeholders outside of the PIC and Steering Committee meetings.

Phase 2 Deliverables

1. Synthesize findings from all Phase 2 work and develop a comprehensive, integrated analysis of salient corridor successes, issues, and opportunities.
2. A series of maps and other visuals that thoughtfully and clearly communicate salient corridor characteristics and build a sense of the relationships among characteristics.
3. A memorandum detailing outreach efforts used, populations targeted, number of engagement sessions, participants at meetings, key outcomes from each of these interactions, and a summary of core messages gleaned from community engagement efforts during Phase 2.
4. Communication tools that narratively and graphically illustrate key messages from this work to the broader community.

Phase 3: Set Priorities and Develop Alternative Strategies

The primary focus of Phase 2 is to review the integrated analysis of corridor issues and opportunities completed in Phase 2 and refine priorities guided by ongoing community input and collaboration. In addition to the integrative assessment work and strategy development outlined below, during this phase of the project the consultant team will:

- conduct a process for working with the project team, the PIC, and the broader community to build consensus about salient corridor issues

- establish realistic, actionable, community-based project goals, objectives, and priorities that will guide the development and evaluation of alternatives
- formulate alternative strategies for addressing priority issues, including preliminary (order of magnitude) estimates of each strategies' relative cost and benefit

This Phase will create a framework for reviewing and evaluating alternatives for the overall project objectives and related deliverables.

3.1 Connectivity/Mobility Priorities and Alternatives

- 3.1.0 Parameter Refinement Workshop. In-depth workshop to ensure that the technical and engagement efforts remain tightly aligned. Key members of the team will review and refine the technical and engagement parameters and make minor task adjustments for Phase 3 informed by the findings and results of Phase 2.
- 3.1.1 Build consensus regarding salient corridor connectivity/mobility issues, and refine objectives and priorities based on prior phases of work as described above. Consider guiding principles informed by best practices with regard to equitable development, transit-oriented development, and sustainability.
- 3.1.2 Develop conceptual layout alternatives for Penn Avenue roadway including arterial BRT platform locations. Based on community input, assess options for balancing community-based desires for amenities along Penn Avenue, including ways to address parking needs, transit access, and provide appropriate biking and pedestrian infrastructure in the right-of-way. The starting assumption is that no additional right-of-way will be acquired. Any recommended exceptions will be carefully assessed. Specifically,
- Consider the availability of facilities on nearby routes.
 - Analyze whether parking can be eliminated in portions of the corridor to make room for bicycle and pedestrian improvements.
 - Analyze whether green infrastructure can be used to treat, move and store stormwater. Incorporate green infrastructure into the overall concept level layout.
 - Provide preliminary cost estimates for the implementation for any transportation improvements (i.e. restriping, construction of green boulevards, etc.).
 - Confirm design concepts for arterial BRT station platforms with community input, including fit with Metro Transit's extra-small to large station area prototypes for station design in coordination with urban design.
- 3.1.3 Based on analysis and community input to-date, identify up to five intersections for further evaluation and design. Intersections should be strong candidates for early implementation based on redevelopment potential, transit access, or other factors.
- 3.1.4 Assess streetscaping options, including bike parking as a design element, from an urban design perspective, including options that build on the area's identity. Options may include varying streetscape elements based on different character areas and available right-of-way along the corridor.
- 3.1.5 Develop and assess creative strategies for improving the character of Penn Avenue beyond publicly-owned right-of-way.

- 3.1.6 Assess options and strategies for enhancing pedestrian and bike connections to key destinations, including employment, housing, amenities, and others identified as part of the origin-destination study and broader community input.

3.2 Economic Development/Livability Priorities and Alternatives

- 3.2.1 Build consensus regarding salient corridor economic development and livability issues, and refine objectives and priorities based on prior phases of work as described above.
- 3.2.2 Forecast market conditions and build an understanding of future possibilities for Penn Avenue, including:
 - a. Project the feasibility of development types and the redevelopment of priority redevelopment intersections or sites.
 - b. Determine optimal mixes and locations of residential, retail, commercial, and other uses within the area to recapture economic leakage, support sustainable economic development, and maximize opportunities for economic growth. Utilize national databases and supplement the data with interviews and local market research.
 - c. Explore uses that could feasibly be attracted to this corridor based on market analysis. Consider both near-term feasibility, and mid-term feasibility, based on opportunities resulting from strategies and investments developed concurrently through the current scope of work.
 - d. Explore the role of density, including potential scenarios based on where and what levels of density can happen.
- 3.2.3 Conduct a comparative analysis of existing projects, initiatives, and efforts already supported through a community process that address salient corridor issues and meet priorities and objectives.
- 3.2.4 Conduct a comprehensive assessment of key physical and other assets and strategies for strengthening those assets
- 3.2.5 Review and assess potential economic development strategies, including those that:
 - a. Address needs of existing businesses and assess comparative strategies for business retention and expansion
 - b. Attract desired businesses, goods and services, and/or commercial development at Commercial Nodes: 44th, Lowry, West Broadway, and Plymouth.
 - c. Recruit additional employers to corridor neighborhoods, and/or improving access to key employers or employment sectors
 - d. Create opportunities for entrepreneurs and start-up businesses
 - e. Promote access to jobs, including enhanced connections to significant job centers
- 3.2.6 Assess future land use and redevelopment opportunities and strategies, including:
 - a. Creating thriving destinations at major intersections through public improvements and programmatic efforts, including shared structured parking facilities.
 - b. Strategies for promoting redevelopment of up to five key opportunity sites or intersections. Using currently adopted land use designations from the City of Minneapolis as a point of departure and the previously completed analyses, assess redevelopment options and run scenarios for up to five intersections based on near-term market potential and catalytic impact on the corridor. Address land use mix,

- proposed building heights, allowable densities, stormwater treatment, and open space. Perform a preliminary financial feasibility analyses, including an estimate of any associated environmental cleanup if indicated by available Hennepin County Environmental Services Phase I and Phase II assessments.
- c. Charting the future direction of major intersections that are currently not designated Commercial Nodes: Dowling, Golden Valley Road, and Glenwood.
 - d. Promoting housing development in designated areas, including coordination with Northside Home Fund and others.
 - e. Potential design principles to be followed for new development and incremental building and site improvements, based on a summary of existing design policies from the comprehensive plan and site plan review requirements of the zoning code, with a discussion of how design considerations for the Penn Avenue corridor complement those policies and regulations.
 - f. Strategies to address the gaps and barriers for planned/pending redevelopment proposals that align with this community planning and design effort
 - g. Strategies for cleanup of contaminated sites. **NOTE: Task 3.2.7 g will be completed by Hennepin County staff.**
- 3.2.7 Assess strategies for reuse and redevelopment of publicly-held lands, including ways to promote interagency coordination and streamline public processes
- a. Assess barriers and challenges to effective reuse and redevelopment of publicly-held properties, as well as models of success.
 - b. Explore and comparatively assess alternative approaches.
- 3.2.8 Review and assess potential housing strategies, including those that:
- a. Address gaps in the current housing mix and promote balanced housing choices, including quality rental and ownership housing across the age and income spectrum. Assessment will explicitly address the question of level of affordability, and ways to support housing choices at a variety of income levels.
 - b. Mitigate unintended negative outcomes of housing strategies, including evaluating concerns that may arise from the housing inventory work conducted (e.g., concentration of poverty, displacement, and gentrification),
 - c. Address vacant and boarded properties, including a comparative assessment and guidance regarding the efficacy of tear-down versus rehabilitation strategies in certain circumstances.
 - d. Involve a coordinated approach to successful redevelopment of publicly-owned lands
 - e. Contemplate a comprehensive suite of housing strategies that may evolve over time; for example, strategies may be suggested to substantially incentive certain types of housing in the near-term, but could evolve to lessen support over time as market conditions improve; or strategies could be suggested to address a particular current housing need, but may evolve as housing needs change over time.
- 3.2.9 Assess broader opportunities and strategies for placemaking, beyond those identified in 3.1, including opportunities for public art, ways to enhance existing open space and parks, and support existing community initiatives identified previously (e.g., garden and urban farming efforts, events like “Open Streets,” etc.)

- 3.2.10 Explore opportunities and assess options for employing innovative stormwater management techniques.
- 3.2.11 Identify opportunities for coordination and alignment across jurisdictions.
- 3.2.12 Organize and facilitate a series of tours – focused on economic development, housing, and livability – with community representatives to highlight preliminary findings and solicit feedback. Include developers or those with other relevant expertise to advance the assessment of alternative strategies. **NOTE: Task 3.2.12 has been omitted from the Scope of Work.**

3.3 Public Engagement

Interface with project stakeholders outside of the PIC and Steering Committee meetings.

Phase 3 Deliverables

1. Synthesize all Phase 3 work and develop a comprehensive, integrated analysis of corridor objectives, priorities, alternatives and strategies in a report. The report will:
 - Capture the specific community-based project goals, objectives, and priorities established through the work to-date.
 - Call out specific issues and activities requiring interagency cooperation.
 - Pose alternative strategies for addressing priority issues, including preliminary estimates of each strategy's relative cost and benefit.
 - Establish a framework for reviewing and evaluating alternatives for the overall project objectives and related deliverables.
2. A memorandum detailing outreach efforts used, populations targeted, number of engagement sessions, participants at meetings, key outcomes from each of these interactions, and a summary of core messages gleaned from community engagement efforts during Phase 3.
3. Communication tools that narratively and graphically illustrate the process and outcomes of this work to the broader community.

Phase 4: Establish Corridor Vision

Phase 4 involves ongoing collaboration with the Steering Committee, the PIC, and the broader community to 1) evaluate alternatives and strategies developed in prior phases of work in light of the project goals, objectives and priorities, relative costs and benefits, and 2) build a comprehensive, long-term, community-based vision for the Penn Avenue corridor. The Penn Avenue Community Works Corridor Vision will:

- Reflect the diverse community voices heard throughout the engagement process.
- Provide the foundation to guide future interagency efforts and investments related to multimodal transportation, land use, economic development, housing, and placemaking in the Penn Avenue corridor.
- Recognize different character areas of Penn Avenue neighborhoods that each contribute to the corridor's identity.

- Chart a vision for the Penn Avenue roadway, streetscape, and transit service that will maximize community benefits
- Establish a path for stimulating economic development and enhancing livability in Penn Avenue corridor neighborhoods.

Phase 4 Deliverables

The Corridor Vision will be presented in a detailed report that summarizes all the work and findings from prior project phases, including the work process, alternatives and options considered. Corridor Vision report will include:

- 4.0 Parameter Refinement Workshop. In-depth workshop to ensure that the technical and engagement efforts remain tightly aligned. Key members of the team will review and refine the technical and engagement parameters and make minor task adjustments for Phase 3 informed by the findings and results of Phase 4.
- 4.1 Conceptual roadway layout (15-20% design) for Penn Avenue that meets the needs of all modes, balances these needs with community input, and complies with the County's Complete Streets Policy, from the proposed Southwest LRT Station south of I-394 to 49th & Osseo Road, including layout of BRT platform locations (delivered as Microstation files as well as pdf files).
- 4.2 Design for up to five study intersections (30% design) determined through this scope of work to be strong candidates for early implementation based on redevelopment potential or other factors.
- 4.3 Comprehensive placemaking vision for the corridor, including:
 - 4.3.1 A thoughtful urban design and schematic design level streetscape plan for Penn Avenue that reflects community assets and establishes an authentic identity for the corridor while recognizing that elements may vary based on the character of different segments.
 - 4.3.2 A prioritized guide for open space and public realm enhancements that will improve livability and safety of connections to key destinations.
 - 4.3.3 Design principles to be followed for new development and incremental building and site improvements that will establish clear expectations for property owners, design professionals, and developers.
 - 4.3.4 Renderings and images that communicate the placemaking vision to a broader audience.
- 4.4 Future land use map ready for adoption by the Minneapolis City Council (in the format of The Minneapolis Plan for Sustainable Growth and recently-adopted small areas plans), incorporating station area plans at Penn & Olson Memorial, Penn & I-394 as developed by the Bottineau and Southwest projects, respectively.
- 4.5 Vision for quality, mixed-income and life-cycle housing stock throughout Penn Corridor neighborhoods that builds on the strengths and established toolkits of local government and non-profit partners.
- 4.6 Development intensity and opportunities map (modeled after the West Broadway ALIVE! Plan, Midtown Greenway Land Use and Development Plan and cognizant of Minneapolis zoning and planning designations), including redevelopment options and a targeted redevelopment strategy that capitalizes on current market trends and the potential

- opportunities created by the proposed Southwest LRT, Bottineau LRT, and Penn Avenue BRT in terms of the connectivity and infrastructure investments those projects represent.
- 4.7 Strategic plan for interagency collaboration in the coordinated reuse and redevelopment of publicly-held properties.
 - 4.8 Conceptual stormwater management plan for the corridor, including both the roadway and potential redevelopment sites as identified through this scope of work.
 - 4.9 Coordinated economic development framework, including vision to guide strategies to retain, support and recruit small businesses, enhance economic opportunity, provide jobs and job access.
 - 4.10 Pre-NEPA (National Environmental Policy Act) document, consistent with Federal Highway Administration's (FHWA) guidance on planning and environmental linkages, summarizing the environmental scan conducted including any and all major elements for further review within a NEPA Document (state and federal requirements).
 - 4.11 A memorandum detailing outreach efforts used, populations targeted, number of engagement sessions, participants at meetings, key outcomes from each of these interactions, and a summary of core messages gleaned from community engagement efforts during Phase 4.
 - 4.12 A series of executive summary level pieces intended to communicate the Corridor Vision to a broader audience.
 - 4.13 Agency and Community Review – Active review of by appropriate jurisdictional agency and collaborating community partners.
 - 4.14 Public Engagement – Interface with project stakeholders outside of the PIC and Steering Committee meetings.

The consultant team will work with County, City, and Metro Transit staff to formulate an approach to delivering all data and work products -- tables, maps, geo-coded information, graphics and visuals, PowerPoints, reports, etc. – in formats that will be compatible with current information systems and usable as working documents as the Penn Avenue Community Works Project proceeds. The consultant team will suggest ways to ensure the longevity, usefulness, and accessibility of the deliverables generated through this scope of work. The Corridor Vision will be presented in a format that can be adopted by the City Council and used by agency staff and citizens. It will include clear, readable maps of the project area and chapters consistent with the Minneapolis Comprehensive Plan.

Phase 5: Develop Long-Term Implementation Framework

Phase 5 involves developing a coordinated, Long-Term Implementation Framework to achieve the Corridor Vision. The Long-Term Implementation Framework will create a strategic framework for public investments that not only leverage private investment, but deliver community and economic benefits. The Framework will detail recommended private and public investments and implementation strategies, including multimodal transportation investments, economic development and redevelopment strategies, housing strategies, and placemaking enhancements. The Framework will identify strategic investment areas and catalytic development sites to help prioritize public and private investment, provide clear recommendations on policy and programmatic interventions to help with implementation, and

identify the role of key actors to support the implementation strategies. Overall, the Framework will provide strategic guidance on the order and priority of investments, including identification of early investments likely to catalyze further development, amplify community benefits, cement partnerships, and build community support for ongoing implementation. Tasks to address the long-range Framework include:

- 5.0 Parameter Refinement Workshop. In-depth workshop to ensure that the technical and engagement efforts remain tightly aligned. Key members of the team will review and refine the technical and engagement parameters and make minor task adjustments for Phase 5 informed by the findings and results of Phase 4.
- 5.1 Identify opportunities to align jurisdictional authorities, policies, technical and financial resources to maximize benefits.
- 5.2 Establish a foundation to collectively advocate for corridor-wide funding needs.
- 5.3 Identify timely infrastructure investments needed to deliver the full benefits of other planned or pending projects, including Penn Avenue BRT, Southwest LRT and Bottineau LRT.
- 5.4 Identify any environmental mitigation activities likely involved in implementing recommended roadway improvements or other strategies
- 5.5 Recommend any changes to guiding policies that may be required to align with the vision and implementation framework
- 5.6 Recommend specific investments or strategies that generate a high return on investment for partner agencies or potential partners
- 5.7 Provide a mechanism/methodology for measuring successful implementation.
- 5.8 Run return on investment scenarios
- 5.9 Agency and Community Review – Active review of by appropriate jurisdictional agency and collaborating community partners.
- 5.10 Public Engagement – Interface with project stakeholders outside of the PIC and Steering Committee meetings.

Phase 5 Deliverables

The Long-Term Implementation Framework report will detail all of the information described above. For each of the following types of recommended strategies and investments, action items will be identified with timelines, sequencing and phasing options, lead agencies or responsible parties, range of costs, potential funding sources, and identification of challenges:

- Multimodal transportation investments
- Economic development strategies
- Redevelopment strategies
- Housing strategies
- Environmental mitigation
- Placemaking and public realm enhancements, such as open space, public art, and streetscape, and/or
- Other strategies identified through the process.

The Framework Report will provide a detailed discussion of strategic phasing options and recommended phasing, with focused attention on projects and investments recommended for

early implementation. It will lay out a rationale for early implementation and chart a work plan highlighting next steps to achieve early results.

Phase 6: Prepare Final Plan

- 6.1 Combine Phase 4 and Phase 5 Deliverables, including refinements from initial reviews by the Steering Committee, PIC, and agency staff, and summarize deliverables from prior Phases.
- 6.2 Document the community engagement strategy and results, including a recommendation for best practices that might be used for Community Works projects in the future.
- 6.3 Create a series of communication tools highlighting key project components, as identified by project staff.

Final Deliverable

The format of the Final Deliverable, including all data, graphics, reports, etc., will reflect the desire that all output from this scope of work will be accessible, usable, and in many cases, updatable by the project team in the future.

Agency and Community Review

Hennepin County desires active review of various components by the appropriate jurisdictional agency and collaborating community partners during the development of the project. Therefore, the following agencies will be involved, at a minimum, with the formal or informal review of various components of the project:

- Hennepin County Department of Public Works (including Housing, Community Works & Transit, Transportation, Environmental Services, Property Services, and Strategic Planning & Resources)
- City of Minneapolis Community Planning and Economic Development
- City of Minneapolis Planning Commission
- City of Minneapolis Public Works
- City of Minneapolis Neighborhood & Community Relations
- Minneapolis Park and Recreation Board
- Minneapolis Police Department
- Minneapolis School District
- Metro Transit
- Metropolitan Council
- Minnesota Department of Transportation
- Mississippi River Watershed Management Organization
- Bassett Creek Watershed Management Commission
- Shingle Creek Watershed Management Commission
- Minnesota Department of Transportation
- Participating Minneapolis neighborhood associations

Agency and community partners will be given adequate time to review various components of the work during the project, and at least one month to review and comment on drafts of Phase 4 and Phase 5 deliverables.