

SMALL AREA PLAN





## City of Duluth

411 West First Street  
Duluth, Minnesota  
55802

### Certified Copy

Resolution: 15-0524R

File Number: 15-0524R

#### RESOLUTION ADOPTING THE LINCOLN PARK SMALL AREA PLAN AND HEALTH IMPACT ASSESSMENT (LINCOLN PARK SMALL AREA PLAN AND HEALTH IMPACT ASSESSMENT)

##### CITY PROPOSAL:

RESOLVED, that:

(a) The city council adopted the Comprehensive Land Use Plan on June 26, 2006, via Resolution 06-0491, which outlined the desired arrangement of land uses for the next 20 years and identified sub-areas of the city to be studied in more detail; and

(b) The city planning division has prepared and recommends approval of the Lincoln Park Small Area Plan (SAP), a land use plan for one of the sub-areas identified in the Comprehensive Land Use Plan; and

(c) The purpose of the Lincoln Park Small Area Plan is to conduct a more detailed study of the neighborhood and business district area along West Superior Street than was provided for in the Comprehensive Land Use plan through an assessment of current demographics, land use, zoning, transportation, development opportunities, and environmental characteristics that will form the basis for the plan recommendations and implementation strategy; and

(d) The city planning division in conjunction with the Minnesota Department of Health has prepared and recommends approval of the Health Impact Assessment (HIA) conducted on the SAP. The purpose of the HIA was to explore how the SAP might impact the community's health, positively and negatively, and make recommendations to the SAP to promote positive impacts and reduce negative impacts; and

(e) The city planning commission has reviewed the SAP and the HIA, and conducted public hearing on May 12, 2015, at their planning commission meeting, and recommends adoption of the Lincoln Park Small Area Plan and the Health Impact Assessment recommendations.

This Resolution was approved.

I, Jeffery J. Cox, City Clerk of the City of Duluth, Minnesota, do hereby certify that I have compared the foregoing passed by the city council on 8/31/2015, with the original approved and that the same is a true and correct transcript therefrom.

IN WITNESS WHEREOF, I have hereunto set my hand and affixed the corporate seal of said city of Duluth.

Assistant City Clerk

Date



# ACKNOWLEDGEMENTS

## **Mayor**

Don Ness

## **City Council**

Zack Filipovich

Jay Fosle

Sharla Gardner

Howie Hanson

Jennifer Julsrud

Linda Krug

Emily Larson

Barb Russ

Joel Sipress

## **Planning Commission**

Marc Beeman

Drew Digby

Terry Guggenbuehl

Janet Kennedy

Tim Meyer

Garner Moffat

Luke Sydow

Michael Schraepfer

Zandra Zwiebel

## **City Planning Division Staff**

Keith Hamre, Director of Planning and Construction Services

Charles Froseth, Land Use Supervisor

Ben Van Tassel, Senior Planner

Kyle Deming, Planner II

John Judd, Senior Planner (Project Planner)

John Kelley, Planner II (Project Planner)

Jenn Reed Moses, Planner II

Mike Palermo, Planner II

Steven Robertson, Senior Planner

## **Small Area Plan Committee**

Rick Ball, Housing and Redevelopment Authority

Chris Benson, Frost River

Jodi Broadwell, Resident

Tim Caines, Boys & Girls Club (LP School)

Deborah DeLuca, Port Authority

Gary Eckenbrg, Resident

Mike Erickson, Neighborhood Police

Judy Gibbs, Trail and Bike Coordinator

Alex Giuliani, Clyde Iron (Hockey Heritage Center)

Josh Gorham, St. Louis County Health

Howie Hansen, City Council

Tom Hanson, Duluth Grill

Annie Harala, ISD 709

Robert Herling, MIC-ARDC

Heath Hickok, Duluth Transit Authority

Pam Kleinschmidt, Citizen Patrol

Pam Kramer, Duluth LISC

Lars Kuehnow, Entrepreneur Fund

Tammie Marotta, Fair Food Access Committee

Angie Miller, Community Action Duluth

Garner Moffit, Planning Commission

Kelly Muellman, MN Department of Health

Leea Powers, Native Community

Jan Saxhaug, City Business Development

Jodi Slick, Ecolibrium 3

Ed Smith, Esmond Tenants Assn.

Heidi Timm-Bijold, City Business Development

Renee Van Nett, Native Community

Thomas Vaughn, Heritage Preservation



# TABLE OF CONTENTS

<b>Executive Summary</b>	6
<b>Assessment</b>	7
Study Area	7
Plan Process	7
Previous Planning Efforts	7
Demographics	9
Transportation	12
Environmental Characteristics	16
Comprehensive Land Use Plan Principles	16
<b>Recommendations</b>	18
Land Use	18
Economic Development	19
Transportation	21
Housing	26
<b>Implementation</b>	28
Land Use Recommendations	28
Economic Development Recommendations	29
Transportation Recommendations	31
Housing Recommendations	34

# LIST OF MAPS & FIGURES

## Maps

1. Study Area .....	8
2. Existing Zoning.....	11
3. Transportation.....	13
4. Trails and Bike Routes.....	15
5. Environmental Characteristics .....	17
6. Land Use Recommendations .....	19
7. Sidewalk Recommendations.....	24

## Figures

1. Resident Age in Study Area.....	11
2. Zoning Analysis .....	12
3. Functional Classification of Roadways .....	12
4. DTA Trips.....	14





# EXECUTIVE SUMMARY

The Comprehensive Plan, adopted in June of 2006, recognized that there were areas of the City where uncertainty about market conditions, ownership patterns or infrastructural capacity was particularly high, and that those areas would require additional study to guide possible modifications to the future land use map. Superior Street in Lincoln Park was designated as a future study area. However, during the initial planning stages of the Small Area Plan (SAP) a much broader area of study was recommended due to recent commercial activity and neighborhood revitalization efforts. Therefore, it was determined that an expanded area surrounding the commercial corridor along Superior Street would also be included in the evaluation for future land use activity as well.

The SAP for the Lincoln Park neighborhood was completed in tandem with the Minnesota Department of Health who coordinated a health impact assessment (HIA), which assessed the potential positive and/or negative health impacts of the SAP recommendations. The HIA developed modifications or additions to the SAP to promote the positive impacts and mitigate the negative impacts.

The planning process included stakeholder and public input. In addition two large public meetings were held to gather input on a vision for the Lincoln Park area. As a result of background research, previous study recom-

mendations, and recent planning and development activity, the following five goals were created:

1. To guide new economic development opportunities that complement existing development while minimizing potential negative impacts to surrounding residential neighborhoods.
2. To identify land resources for commercial/industrial development.
3. To improve and enhance the natural environment.
4. To provide safe and convenient motorized and non-motorized transportation options throughout the study area.
5. To enhance the appearance of the area.

Each goal has specific recommendations for long and short term implementation. Many require ongoing partnerships between the City, non-profit organizations, businesses, and **neighbors. The recommendations continue the City's policy** of strengthening neighborhoods through land use changes and neighborhood stabilization. An important part of this planning process was identifying win-win recommendations such as more appropriate land use and zoning categories, safer modes of travel including vehicular, pedestrian and bicycle travel, economic development opportunities, neighborhood curb appeal and a clean and safe work/live environment.



# ASSESSMENT

## Study Area

The study area boundaries run east to west from North 12<sup>th</sup> Avenue West to North 39<sup>th</sup> Avenue West, and north to south from the alley above West 3<sup>rd</sup> Street to the Freeway (I-35). The study area is approximately 1,000 acres, or 1.5 square miles (see map on page 8).

### Small Area Plan

A small area plan is a plan that is developed for a clearly defined area and gives more detailed recommendations than would be provided in a comprehensive plan. A small area plan does not replace the comprehensive plan but rather serves to augment it. The small area plan builds on the goals, policies and implementation strategies in the comprehensive plan to provide a finer level of detail.

## Plan Process

This plan followed a process similar to the ones used successfully in the City's previous small area plans. In addition, the Minnesota Department of Health (MDH), in collaboration with City planning and economic development staff, conducted a health impact assessment (HIA) on the small area plan draft recommendations to explore how the plan would impact the neighborhood's health. Community health data has been included in the Plan, which is included as an appendix to this SAP. Each section of recommendations includes a brief summary of the health impacts.

At a preliminary project planning meeting in May of 2014, the MDH HIA Coordinator, Duluth LISC, and City staff from Planning and Business Development conducted a stakeholder analysis to identify key stakeholders for the Lincoln Park SAP and HIA committee. The small area plan committee was made up of stakeholders in the Lincoln Park neighborhood including residents, local businesses, public and private agencies, and a representative of the Planning Commission. The committee's responsibility was to guide and review the elements of the Small Area Plan effort. The meetings also proved to be sources of additional information as discussions regarding the opportunities for better transportation, land use, housing, and economic development were stimulated by the diverse membership.

Public meetings were held on September 17, 2014 (25 at-

tendees) and March 25, 2015 (30 attendees). A plan web site was updated regularly with meeting presentations and project updates, and provided a place for people to submit comments and sign up for meeting notices.

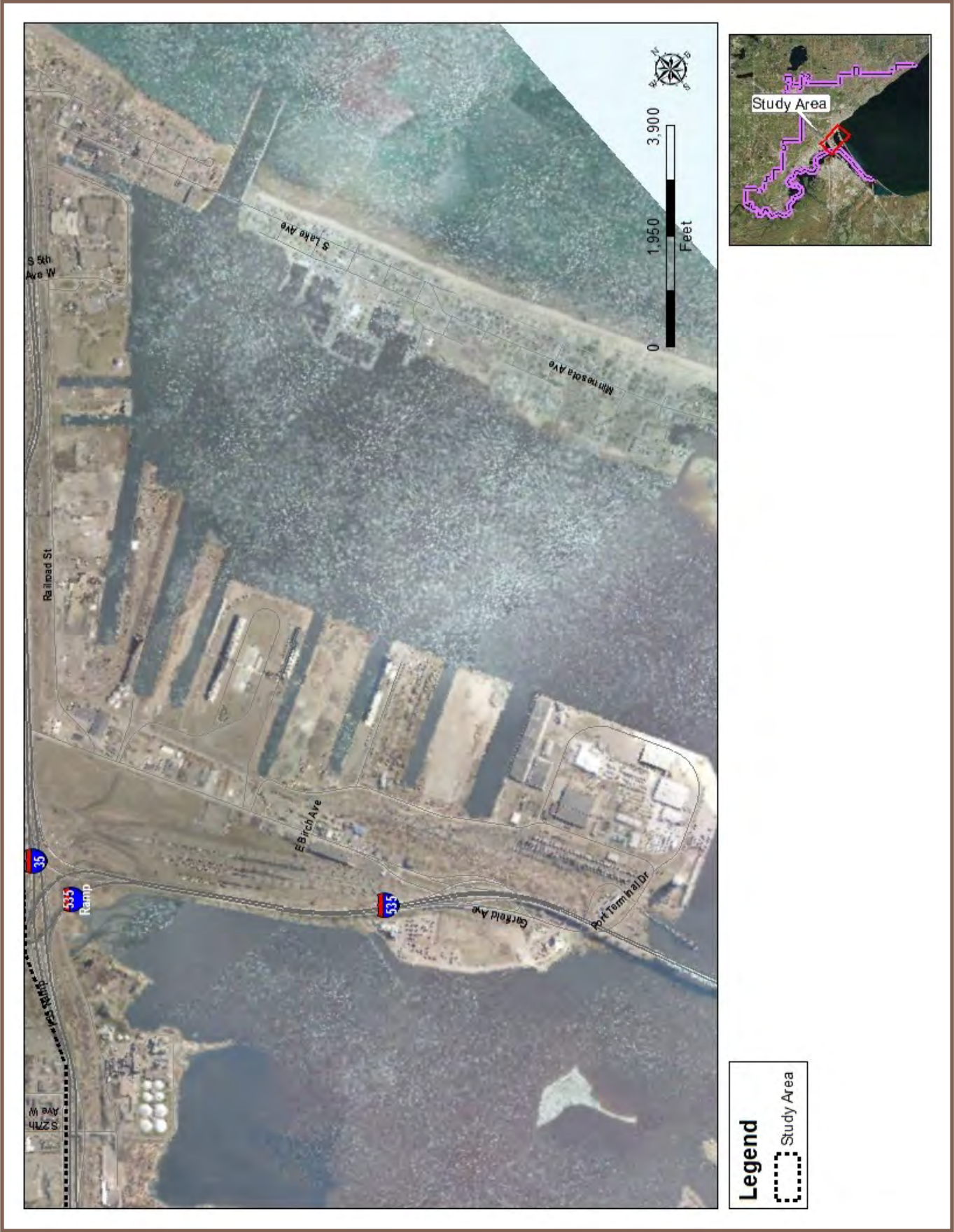
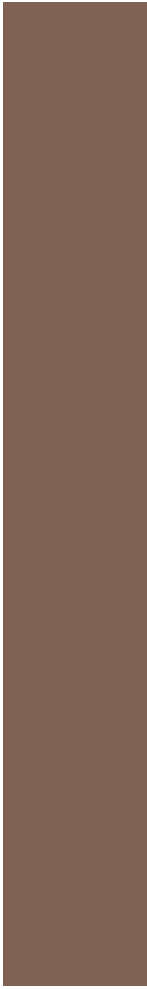
## Previous Planning Efforts

Lincoln Park has a long history of planning and community engagement, with the more recent history below spanning over four decades. These plans were reviewed as one of the early stages of the small area plan process, both to add context to the understanding of the neighborhood and to build on previous goals and recommendations.

- 2014 "On the Move" Lincoln Park Action Plan
- 2012 Lincoln Park Neighborhood Revitalization Plan
- 2011 LISC MetroEDGE/Lincoln Park Commercial Market Assessment
- 2007 Lincoln Park Community Neighborhood Revitalization Plan
- 2002 Lincoln Park Transportation Assessment
- 2000 Lincoln Park/Third Street Corridor Revitalization Plan
- 1999 Lincoln Park Business District Michigan Street Realignment Corridor Strategic Vision
- 1985 The West End Community Demonstration Project
- 1983 West End Urban Design Plan
- 1982 A Revitalization Plan for West End Business District







Map 1: Study Area



- 1970 Sketch Plan of West End Neighborhood

## Demographics

### Population & Persons Per Household

The majority of the study area is located within census tract 156 with the far western end partially within census tract 128 and the eastern end partially within tract 20. Given the fracture among census tracts, the most accurate data is from the 2010 Census where information can be aggregated by block. This allowed use of information solely for the Lincoln Park Study Area rather than the larger census tracts. Unless noted otherwise, data is from the 2010 Census.

The total population of Lincoln Park study area is 3,034. The population with the study area equates to approximately 3% of the total population of the City of Duluth. There are 1,424 households for an average size of 2.1 persons per household which is below the City average of 2.4 persons per household.

### Education

Data concerning educational attainment is only available at the larger census tract level. The following data covers census tract 156 and is from the 2008 to 2012 American Community Survey. The study area has a high percentage of residents with less than a high school diploma: about 20% of 18 to 24 year olds and 18% of persons 25 years and older have less than a high school diploma, compared to Duluth as a whole, which estimates only 7% of residents of either age group has less than a high school diploma. Only 20% of census tract 156 have been awarded a bachelor's degree or higher, while Duluth averages 32%. This is important because those with less education have a much higher rate of poverty. Looking at all age groups within the study area, 44% of those with less than a high school diploma, and 32% of those with a high school diploma or equivalent live below

the poverty level. In comparison, just 7% of individuals with a bachelor's degree live under the poverty level.

### Employment & Poverty

Poverty is calculated based on household size, type, and income. A family of four with two children under 18 would be counted as living under the poverty level with an annual income less than \$22,811. As suggested above, Lincoln Park has a high rate of poverty compared to the rest of Duluth. The poverty level for census tract 156, according to the 2008 to 2012 American Community Survey, is 39%, with 61% of persons under 18 years of age living under the poverty level. This is consistent with a lower educational attainment compared to the rest of the city. An issue that exacerbates the problem is high unemployment. In census tract 156, residents are unemployed. In 2010, unemployment for the two largest minority groups was approximately four times greater than Duluth as a whole: black or African American unemployment was at 50% while American Indian was at 39%. The median household income for census tract 156 was \$19,825, which is much lower than Duluth at \$41,116 and Minnesota at \$58,476.

### Race

Lincoln Park is one of Duluth's most diverse neighborhoods. People of American Indian and Alaska Native heritage in 2010 made up 5.9% of the study area's population, which was a decrease from the 2000 Census at 7.1%. However, people of African American heritage doubled from 3.5% in 2000 to 7% in 2010. Similarly, the population of "Two or More Races" increased from 2.8% to 6.4%. This accounted for a reduction in the "White



Alone” population from 85.6% to 79.2%. All other demographic groups experienced changes of less than 0.3%.

### Life Expectancy

While data pertaining to life expectancy is not available on a neighborhood level, there is a data on the County and City level pertaining to life expectancy of various socioeconomic classes. The St. Louis County Health Status Report identifies disparities in life expectancy based on education, location, income, and race. The report shows a difference of 11.2 years from the highest area (zip code 55812 at 84.65 years) to the lowest area (Zone D, containing Lincoln Park, Park Point, and Central Hillside, at 73.44 years). Furthermore, people living in areas with a median income of less than \$25,000 have a life expectancy in St. Louis County of 74.47. Education plays a role in life expectancy as well: persons 25 or older with a high school diploma have a life expectancy of 76.82. Persons of color in Duluth have a life expectancy of 72.85, compared to 77.17 for the white population. This information is important to be aware of as the minority population in the study area is increasing. The disparities identified here should be further considered as part of future planning efforts in this area of the city.

### Age

The median age in the study area in 2010 was 31.5. The cohort with the largest population is 25 to 29 year olds. This cohort can have a great influence on housing and tends to lead to growth in the population of children. This

can already be seen, as the fourth highest cohort is children under age 5.

### Housing

In the study area there are 432 owner occupied units and 992 renter occupied units for a total of 1,424 units. Greater Lincoln Park has about 2,927 residential units, 1,447 of which are owner occupied and 1,480 of which are renter occupied. There is a significantly higher percentage of rental units in the study area (70% as compared to 51% in greater Lincoln Park). This can be attributed to the single-family residential nature of neighborhoods up the hill, as opposed to the mixed use neighborhood adjacent to Lincoln Park’s central business district.

### Existing Zoning

The study area is approximately 323 acres in size. The map on page 11 shows existing zoning in the study area. An analysis of these districts can be seen in Figure 2. The study area has eight zone districts, which include residential, mixed use, and industrial land uses. The study area historically has been mostly light to heavy industrial and commercial use, with residential along the northern portion of the area. Of the 323 acres within the study area, the single largest single zoning district is Industrial with 110 acres (34 percent of total). Although zoned Industrial, the current land use is primarily a mix of commercial and light industrial in nature. The second largest zoning designation is the combination of Mixed Use-Business (MU-B) and Mixed Use-Neighborhood (MU-N). Combined, these zoning districts account for 126 acres (39 percent of total). Uses in these districts include business park (light industrial and technology based), commercial, retail

Figure 1: Resident Age in Study Area

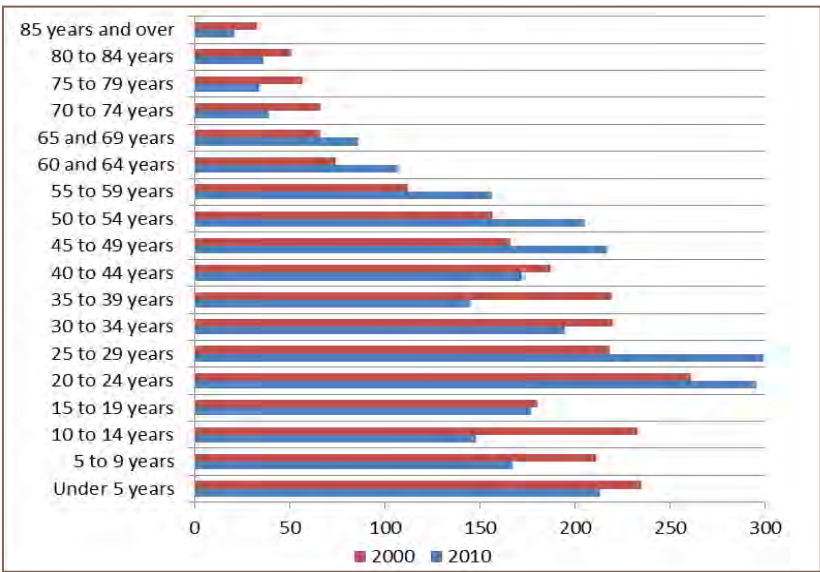








Figure 2: Zoning Analysis

	Current Zoning				Future Land Use			
	Parcels	Square Feet	Acres		Parcels	Square Feet	Acres	
I-G	306	4,831,362	111	34.4%	14	37,588	1	0.3%
MU-B	270	3,961,824	91	28.2%	265	4,714,208	108	33.5%
MU-C	0	0	0	0.0%	204	2,410,657	55	17.1%
MU-N	288	1,537,570	35	10.9%	461	2,516,289	58	17.9%
F-5	83	640,859	15	4.6%	189	1,827,707	42	13.0%
P-1	12	696,028	16	5.0%	21	1,029,378	24	7.3%
R-1	138	597,102	14	4.2%	2	8,228	0.2	0.1%
R-2	440	1,790,185	41	12.7%	385	1,527,327	3	10.9%
<b>Total</b>	<b>1537</b>	<b>14,054,930</b>	<b>323</b>	<b>100.0%</b>	<b>1541</b>	<b>14,071,384.1</b>	<b>323</b>	<b>100.0%</b>

and office, and residential uses. The third largest is Residential zoning with 55 acres (17 percent of total), including districts for single-family and two family (R-1) and multi-family (R-2). Form based zoning is the fourth largest designation with 15 acres (5 percent of total). A form-based district promotes foreseeable built results, often buildings that promote pedestrian activity, using physical form (rather than separation of uses) as the organizing principle for the code. The final zoning district within the study area is Park and Open Space (P-1) and accounts for 16 acres (5 percent of total). This district is intended to protect and reserve lands for recreational, scenic and natural resource uses.

The study area is slowly transitioning from more intensive land use activity such as industrial and manufacturing to a neighborhood and destination commercial use. This has happened in recent decades as, nationally as well as in Duluth, manufacturing industries have declined. The buildings — from former offices to machine shops — are being repurposed. New businesses and craft industries that have found homes in Lincoln Park include Frost River, breweries such as Bent Paddle and Lake Superior, Duluth Makerspace, and Clyde Iron. Most of these businesses are locally owned and operated. One notable absence from commercial areas is a grocery store; Lincoln Park is classified as a food desert, meaning residents lack convenient access to healthy food.

## Transportation

### Roadways

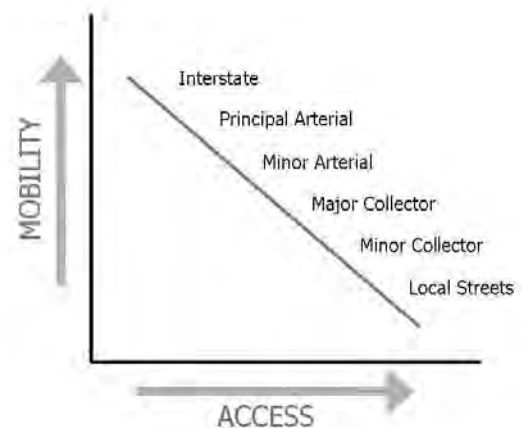
The study area is well-served by an extensive network of public streets and highways. Roads serve a variety of functions and are classified by how they are used. The functional classification system, summarized in Figure 3, is used nationwide to provide consistency in transportation

planning, and are based on anticipated traffic volume, access, and service area. The roads carrying the largest traffic volumes in urban areas make up the arterial system. The arterial system includes the interstate and freeway system, principal arterials, major arterials, and minor arterials. Roads serving localized areas and carrying lesser traffic volumes make up the collector system which feeds into the arterial system. The collector system includes major and minor collectors. All other roads are considered local streets. The Metropolitan Interstate Council (MIC) reviews the functional classification of roadways in the Duluth-Superior metro area. Traffic volume is measured on the basis of Average Annual Daily Traffic (AADT).

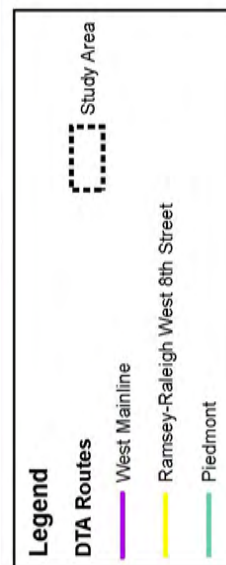
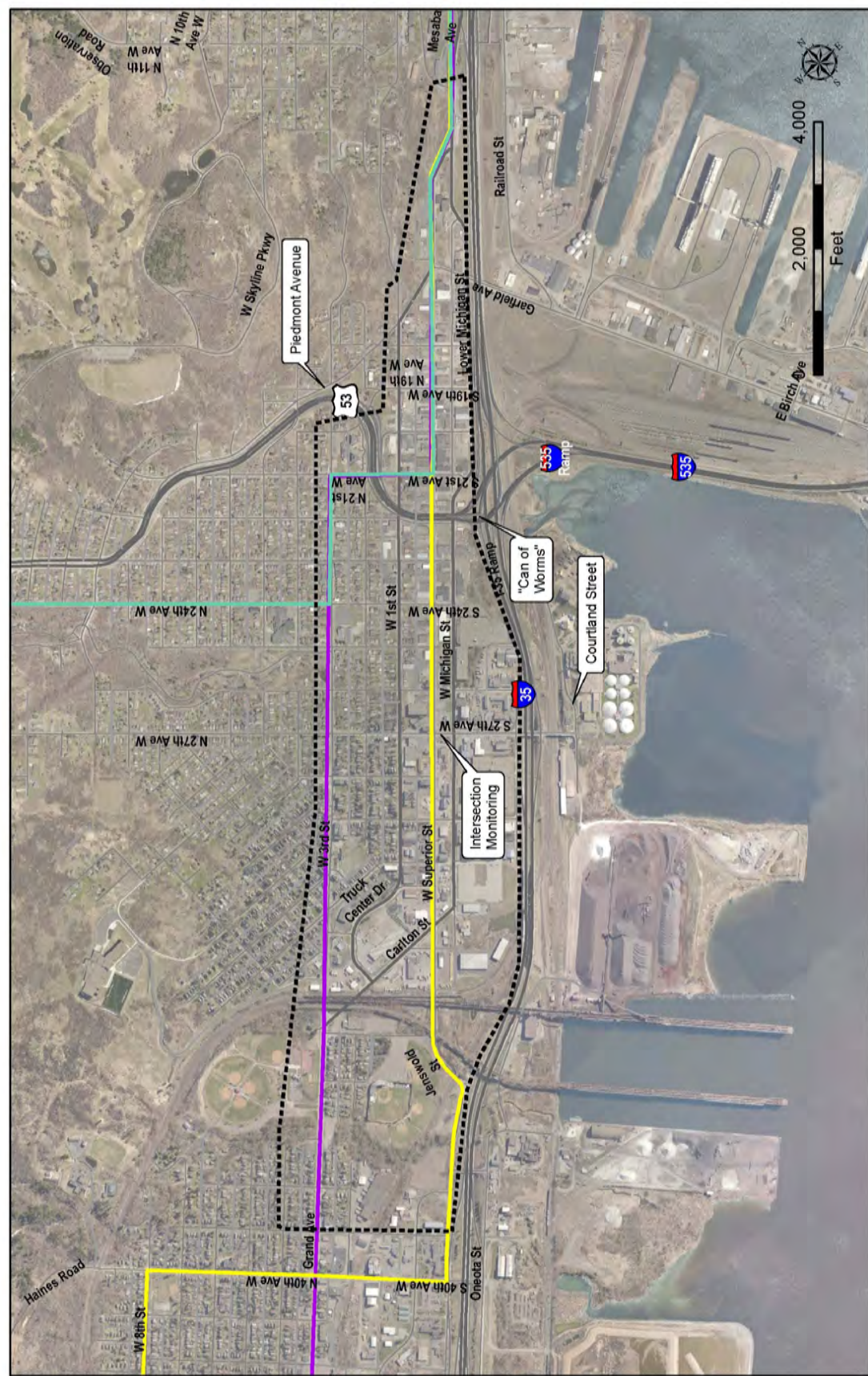
#### Interstate Highways

Interstate 35 carries large amounts of traffic through the City of Duluth and has two access points in the Lincoln Park area — 27th Avenue West and 21st Avenue West. Near the 21st Avenue West area is the interchange between Interstates 35 and 535 and Trunk Highway 53. This interchange, sometimes referred to as the “can of worms,” provides access to roadways leading to the Miller Hill area, City of Superior, downtown Duluth and the west areas of Duluth. The 27th Avenue

Figure 3: Functional Classification of







Map 3: Transportation





W bridge also connects to Courtland Street and could be the best connection providing access to the harbor for the neighborhood.

#### Principal Arterials

U.S. Trunk Highway 53, or Piedmont Avenue as it known in the Lincoln Park area, moves traffic up and down the hill from Interstates 35 and 535. This highway provides access to the Miller Hill area as well as a through route to the Iron Range. Access is limited near the interchange with I-35, although as you move up the hill access points increase.

#### Minor Arterials

The minor arterials that are in the study area include West First Street, Carlton Street, Michigan Street and portions of Superior Street and 27th Avenue West. West First Street, from lower Piedmont Avenue to 27th Avenue West, is a minor arterial that provides access to the Lincoln Park core commercial area. It is a one way west-bound street that connects to the minor arterial section of 27th Avenue West from First Street to I-35. Carlton Street connects Michigan and Superior Streets to Grand Avenue west of the ore docks. Superior Street functions as a traditional main street in the area, with tall buildings housing many storefronts, and a pedestrian-friendly streetscape design from the 1980s.

#### Major Collectors

The major collectors in the study area include West 3rd Street, Truck Center Drive, portions of West First Street and Superior Street and 19th, 21st, 24th, and 27th Avenues West. West Third Street is an extension of Grand

Avenue and serves the Third Street businesses and provides an east-west route for the neighborhoods in the area.

#### Local Roads

All roads that are not functionally classified are considered local roads. The function of these roads is to provide access to residential areas, as they are not designed to carry high levels of through traffic. Design speeds are lower than functionally classified roads and the purpose is to move people from their homes to the functionally classified system.

#### Congestion

Generally speaking, motorized traffic in the study area is safe and efficient. The area around the intersections of 27<sup>th</sup> Avenue W with Superior Street and Michigan Street appear to hold the greatest potential for congestion and traffic conflicts due to development patterns and the short distance between the intersections. In addition, a substantial amount of heavy truck traffic navigates these intersections daily.

#### Road Condition

Several miles of poor road pavement exist in Lincoln Park. **The “can of worms” interchange is aging, and MnDOT estimates it will need to be replaced within the next 25 years.** Traffic flow via the 27th Avenue W bridge will likely be examined at the same time. The future reconstruction poses an opportunity to improve or create new street connections and **to improve the neighborhood’s access to the waterfront. It** will also be important to ensure convenient access to the Lincoln Park neighborhood, without contributing to congestion in the neighborhood.

### **Transit**

Lincoln Park is well served by transit with five major routes traversing the neighborhood including the West Mainline and Proctor (Routes 1, 2, 3), Ramsey-Raleigh (Route 4) and Piedmont (Route 9). Map 5 displays the routes in Lincoln Park. The West Mainline is the primary route with the most trips and highest ridership, as shown in Figure 4. The average daily ridership for the routes combined is 2,400. West 3<sup>rd</sup>

**Figure 4: DTA Trips**

ROUTE	WEEKDAY TRIPS*
West Mainline (1,2)	109
Proctor (3)	40
Ramsey-Raleigh (4)	34
Piedmont (9)	51

\* Note that number of trips is counted in each direction, not round trip.



Street/Grand Avenue is the most productive transit route for the DTA.; the bus trip to downtown is 8 minutes.

## Sidewalks

Sidewalk conditions in Lincoln Park are comparable to other Duluth neighborhoods with the majority of sidewalks in fair or poor condition. Lincoln Park has the fewest miles of sidewalks in good condition (Lincoln Park Transportation Assessment 2002). Although the sidewalk system is well-formed, there are a few gaps impeding the system from being comprehensive.

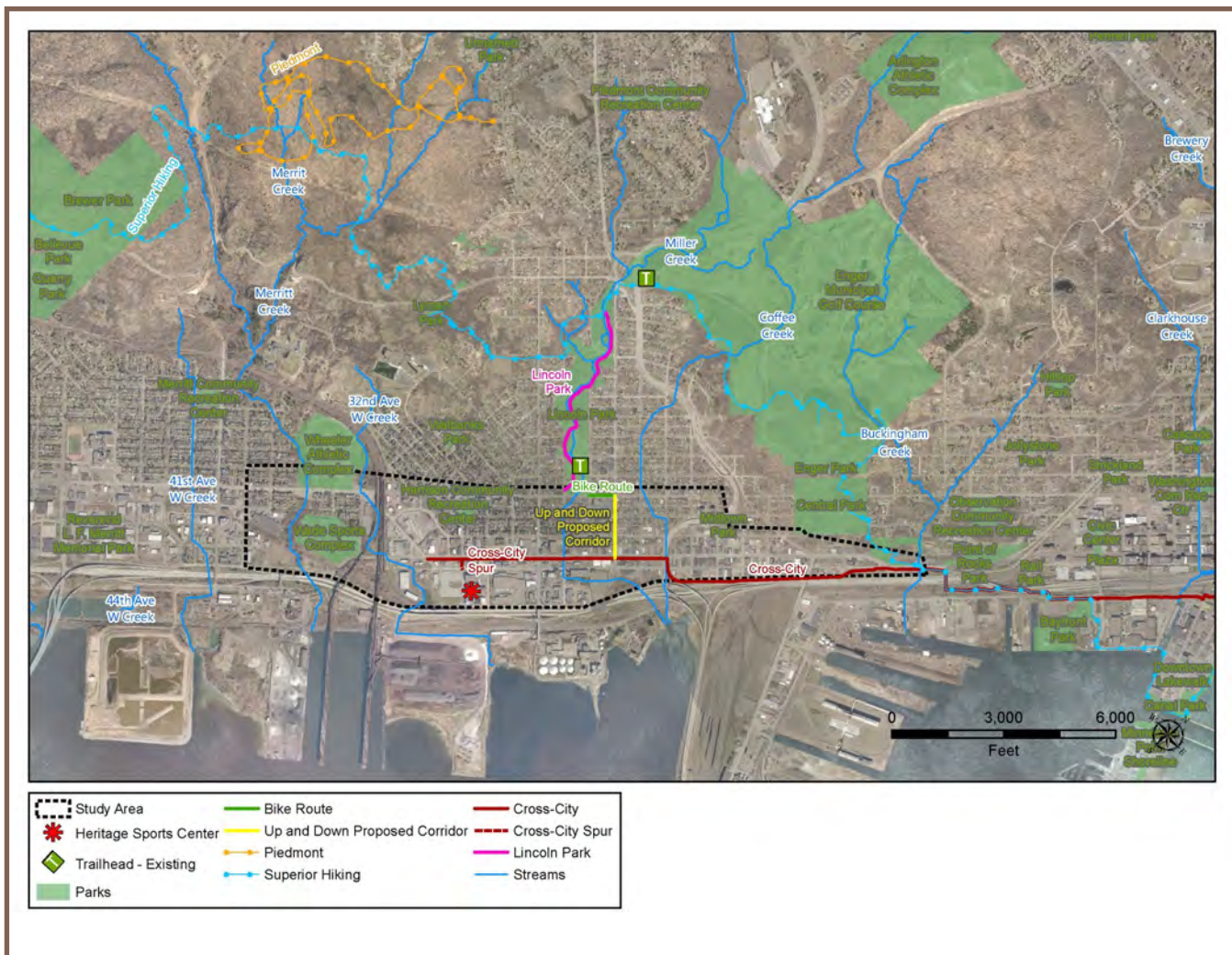
## Trails

There is a substantial amount of pedestrian and cycling activity within the study area and the Lincoln Park neighborhood. However, there are limited recreational trails in the area. Existing trails in the area include Lincoln Park Park and

the Superior Hiking Trail passing through the far eastern portion of the study area, as shown in Map 4. A large section of the Cross City Trail was recently constructed within the study area running west along lower West Michigan Street then north along South 22<sup>nd</sup> Avenue West to West Superior Street, then continuing west to Carlton Street. There is a spur or connector trail from the Cross City Trail running south at South 30<sup>th</sup> Avenue West to the Heritage Sports Center.

## Bike Routes

The 2011 Duluth-Superior Metropolitan Bike Map depicts a signed bike route that runs along Michigan Street from 11<sup>th</sup> Avenue West to east of 40<sup>th</sup> Avenue West and north along 24<sup>th</sup> Avenue West to Lincoln Park Park. Lower Michigan/Michigan Street is being de-designated and the signs have been removed now that Cross City Trail is in place. With the Cross City Trail, the short bike ride to downtown is more convenient. There is a small segment



Map 4: Trails and Bike Routes

of West 3<sup>rd</sup> St between 24<sup>th</sup> Ave West and Lincoln Park Dr that is a signed bike route.

## Environmental Characteristics

The study area is relatively flat in topography and lies within an old river and lake bottom. Above West 3<sup>rd</sup> Street the neighborhood begins to take on a hillside character with steeper sloped areas. The study area contains important natural features, some of which are shown in Map 5. It includes five watersheds: Merritt Creek, 32<sup>nd</sup> Avenue West Creek, Miller Creek, Coffee Creek, and Buckingham Creek. Four of the five creeks are a designated trout stream by the Minnesota Department of Natural Resources. This means that the stream is, or has in the past, supported trout. The five watersheds are within the sensitive lands overlay of the 2006 Comprehensive Land Use Plan and are regulated in the Unified Development Chapter under the Natural Resource Overlay District. Each stream has an area prone to flooding, called a flood plain. All new developments must be designed to stay out of flood plains.

The majority of the study area is developed either commercially or residentially. The residential neighborhood and Lincoln Park Park exhibit the most significant tree cover.

Rock outcroppings exist in several locations of the study area. There are several areas where the slopes and rock outcropping have prevented development. One of these is the "Point of Rocks" area which, despite historic blasting to create housing in the past, remains a challenge to development and creates a



physical separation between Lincoln Park and downtown.

## Comprehensive Land Use Plan Principles

Duluth's Comprehensive Land Use Plan is the foundation for all other planning. Its governing principles are the structure around which neighborhood level plans are built. The following table lists the plan's governing principles and how they impact the assessment and goals of the Lincoln Park Small Area Plan.

<b>#1—Reuse previously developed lands.</b>	This principle guides the plan's objectives for development opportunities. Most of the neighborhood has already been developed, so reuse is a priority when considering new opportunities.
<b>#2—Declare the necessity and secure the future of undeveloped places.</b>	This plan looks at ways to preserve and enhance existing open spaces within the study area.
<b>#3—Support traditional economic base.</b>	Lincoln Park contains many long-standing commercial and industrial businesses, which are expected to continue.
<b>#4—Support emerging economic growth sectors.</b>	Emerging growth areas include craft manufacturing and brewing, and specialty restaurants and retailers. Land use and zoning recommendations should support these uses.
<b>#5—Strengthen neighborhoods.</b>	This principle is at the heart of all small area plans, since by their nature they are intended to guide future development in a way that improves the neighborhood.
<b>#6—Reinforce the place-specific.</b>	The traditional commercial corridor along Superior Street and the landscape of Lincoln Park Park are identifiable parts of the area. Newer place-making contributions include Clyde Iron's historic brick, Duluth Grill's parking lot gardens, and Bent Paddle Brewing's industrial character.
<b>#7—Create and maintain connectivity.</b>	This plan looks at ways to improve pedestrian and bicycle connectivity.
<b>#8—Encourage mix of activities, uses and densities.</b>	The study area already contains a mix of residential and commercial uses in close proximity, which is one of the amenities of the neighborhood.
<b>#9—Support private actions that contribute to the public realm.</b>	The plan emphasizes creating opportunities for private actions that work in concert with community needs and desires such as sustaining the Lincoln Park traditional commercial corridor along West Superior Street.
<b>#10—Take sustainable actions.</b>	Possible sustainable actions identified during the planning process include emphasizing non-motorized transportation, using existing utilities, and promoting redevelopment and infill development.
<b>#11—Include consideration for education systems in land use decisions.</b>	The plan encourages land use, housing types and transportation to accommodate the neighborhood educational facilities such as Lincoln Park Middle School, the Heritage Center, and the Duluth's Children's Museum.
<b>#12—Create efficiencies in delivery of public services.</b>	This policy is integral to the plan, especially regarding revitalizing blighted properties and/or removal of blighted buildings and preparing the site for new development. The plan also encourages residential revitalization and infill.





Lincoln Park Small Area Plan

# RECOMMENDATIONS

## Land Use

### Goal 1.

**Change zoning map designation to better reflect existing land use while minimizing potential negative impacts to surrounding area.**

### *Rationale*

The current zone districts within the Lincoln Park Small Area Plan study area are not compatible with the changing land use patterns. The vision for the area is to have zoning that will allow for a broad mix of local and craft businesses, and draw neighbors and visitors to neighborhood-serving and destination retail, restaurants, shops and services.

### *Recommendations*

- A. Rezone 12<sup>th</sup> Avenue West (M&H Gas Station) along W. Superior St. from Garfield Ave. South to Freeway: From R-2 and MU-N to MU-B
- B. Rezone 14<sup>TH</sup> Avenue West along W. 1<sup>st</sup> Street to 17<sup>th</sup> Avenue W. down to Piedmont/Garfield Ave and W. Superior Street (Gospel Tabernacle Church) back to 14<sup>th</sup> Avenue W.: From MU-B & R-2 to MU-N
- C. Rezone below W. Michigan Street at Garfield Ave. to 22<sup>nd</sup> N. 22<sup>nd</sup> Avenue West down to Freeway: From I-G to MU-C
- D. Rezone alley above W. Superior Street to from Hwy 53/22<sup>nd</sup> Avenue between Piedmont Ave. and N. 22<sup>nd</sup> West: From I-G to MU-B.
- E. Rezone N. 20<sup>th</sup> Avenue West to N. 39<sup>th</sup> Avenue West from Alley above and below West 3<sup>rd</sup> Street to MU-N
- F. Extending F5 from N. 22<sup>nd</sup> Avenue West to N. 30<sup>th</sup> Avenue West between W. Michigan Street and W. 1<sup>st</sup> Street
- G. Rezone S. 22<sup>nd</sup> Avenue W to S. 26<sup>th</sup> Avenue West between W. Michigan Street and Freeway (DTA): From I-G to MU-B

- H. Rezone S. 26<sup>th</sup> Avenue W. to S. 31<sup>st</sup> Avenue West between W. Michigan and Freeway (Clyde Iron, Post Office) from I-G to MU-C
- I. Rezone Freeway to RR Tracks at N. 33<sup>rd</sup> Avenue West along W. Superior Street to Carlton Street and South to Freeway: From I-G to MU-B
- J. Truck Center Drive to Winnipeg and Vernon Avenue, to W. 3<sup>rd</sup> St, to Carlton Avenue and N. 34<sup>th</sup> Avenue W, down Carlton Avenue back to Truck Center Drive.
- K. Grand Avenue and N 34<sup>th</sup> Avenue W to Grand Avenue Alley, west along Grand Avenue Alley to N 39<sup>th</sup> Avenue W, north to Grand Avenue and east back to N 34<sup>th</sup> Avenue W.

## **Health Impact Assessment - Land Use**

### *Rationale*

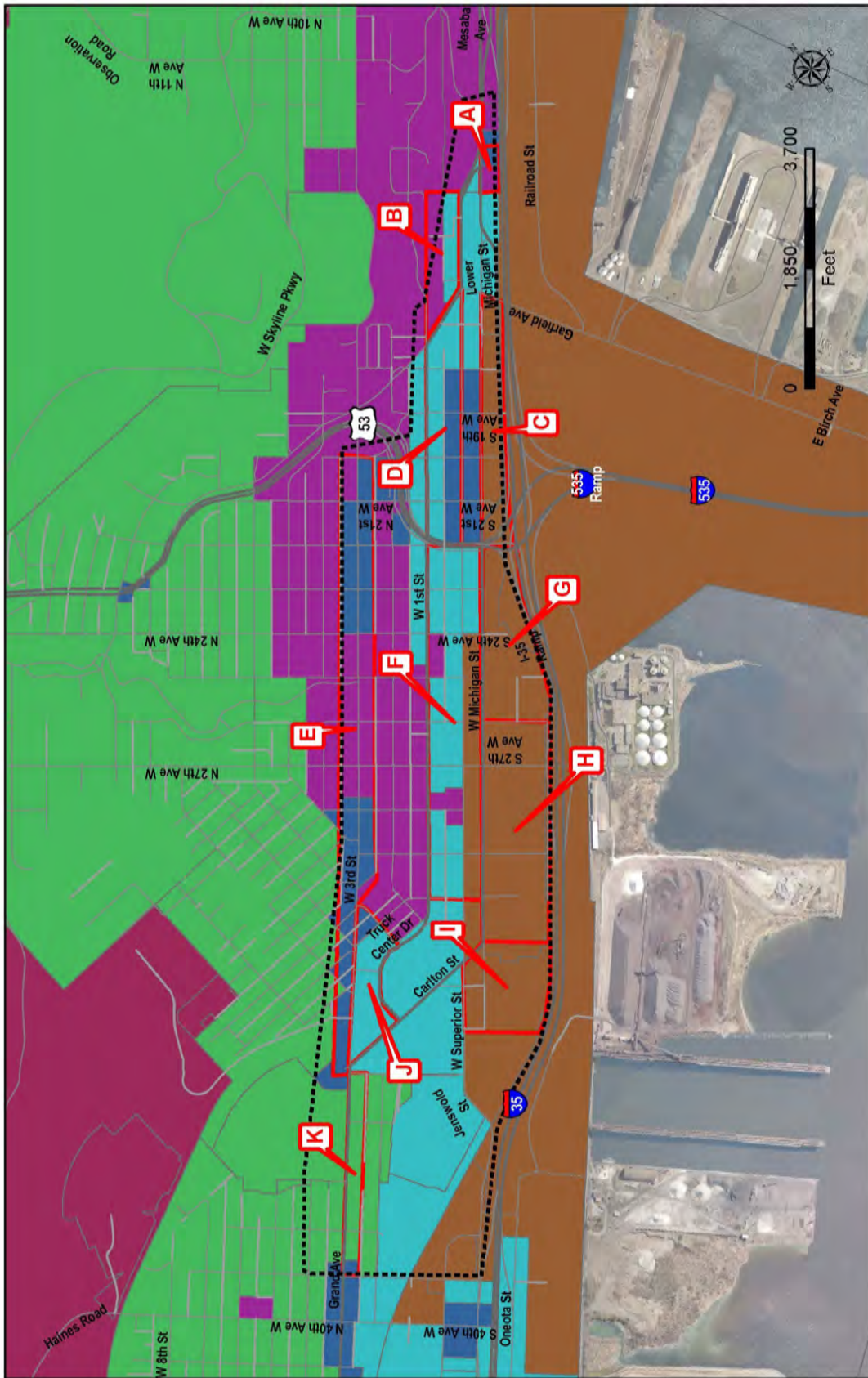
The three health determinants assessed for Land Use recommendations included 1) housing availability, quality and affordability; 2) community building/social cohesion; and 3) access to healthy food. Overall, the recommendations will likely have a positive impact on the number of housing units available (such as more multi-family and live-work housing), opportunities for land uses that encourage interaction among community members (such as libraries, art galleries, churches, theaters, etc.), and access to healthy food by increasing the number of parcels that allow small or large grocery stores, retail stores and restaurants, as well as urban agriculture. The Land Use recommendations will have little to no direct impact on the quality or affordability of housing units.

### *Recommendations*

- A. Consider a model foods ordinance similar to the City of Minneapolis Staple Food Ordinance to ensure that all small corner stores stock a variety of healthy foods.
- B. Consider zoning regulations or necessary ordinances for mobile food markets that could travel the neighborhoods designated as food deserts to increase access to healthy food. See regulations for mobile retail (e.g., Fig Leaf).







Map 6: Land Use Recommendations

## Economic Development

### Goal 1.

#### **Redevelop and revitalize the retail core to serve the neighborhood and attract destination businesses.**

##### ***Rationale***

The Lincoln Park Business District stretches from Garfield to 40th Ave. West along Superior Street and Michigan Avenue. The Lincoln Park Business District is an important mixed use service area consisting of retail, service, manufacturing, and light industrial. The commercial corridor serves the immediate surrounding neighborhood and is a regional destination for commercial and light industrial activity. The business district is situated at the junction of several major traffic corridors including I-35, access to TH 53, and I-535 to Superior Wisconsin.

The commercial corridor along Superior Street contains a mix of existing businesses that are long standing in the community but the corridor is lacking in shopping and services that will promote and foster a vibrant neighborhood.

The surrounding residential neighborhoods are a mix of rental properties and owner occupied homes many of which are in need of maintenance and repair. The anticipated new business activity and revitalization efforts for existing mixed use buildings will prompt the need for additional residential workforce housing. A mix of housing types will be needed to meet the income level and living needs of residents.



### ***Recommendations***

#### Commercial

- A. Promote City Business Development policies to benefit existing as well as new businesses.
- B. Adapt or modify current Non-Government Organizations (NGO) and City loan /grant programs to meet the needs of existing and new property and business owners.
- C. Acquire underutilized/vacant sites suitable for business development.
- D. Assemble a professional team of advisors (Contractors, engineers, architects, real estate agents, developers, retail and color consultants) to work with business / property owner during the initial stages of redevelopment

### Goal 2.

#### **Brownfield redevelopment: Garfield, Oneota, W. Superior/ Michigan Street Corridor**

##### ***Rationale***

Brownfields are properties that are contaminated or have been identified as potentially being contaminated. Past industrial practices and commercial activity in the Lincoln Park SAP area has created potential brownfields. Clean up and redevelopment of contaminated properties, increases development opportunities, boosts local economies, creates jobs and protects public health.

### ***Recommendations***

- A. Identify location, type and level of contamination at each site.
- B. Execute clean-up or preparation of sites to allow for new & expanded business
- C. Develop programs that assist businesses to locate to ex-brownfield site

### Goal 3.

#### **Build out Clyde Park Complex**

##### ***Rationale***

Clyde Park is a mixed-use recreational and commercial development that has attracted new development to the area, including an adjacent sporting goods store and the Children's Museum. Build out of the Clyde Park complex will add additional value to the facility and provide much needed improve-



ments to neighborhood stabilization, traffic safety, access, and circulation within Lincoln Park.

### ***Recommendations***

- A. Increase Clyde (Heritage Sports center) integration with Wheeler field, Wade stadium and Harrison Community Center.
- B. Interconnect the Cross City Bike Trail with other recreational and business opportunities in the neighborhood

### **Goal 4.**

#### **Adaptive reuse of existing multi-story buildings.**

##### ***Rationale***

Adaptive reuse is a process that performs alterations to existing buildings for new uses such as commercial/retail into mixed-use housing. There are several multi-story buildings located along Superior Street currently occupied by commercial/retail businesses that can be modified to accommodate housing on the upper floors.

### ***Recommendations***

- A. Follow a three part plan for stabilization of the Esmond building, including:
  - 1. Stabilization of the structure and living situation for tenants at the Esmond (the former Seaway Hotel).
  - 2. Construction of nearby replacement housing for residents of the Esmond, so they are able to remain the neighborhood if they wish to do so.
  - 3. Renovation of the Esmond for housing on the upper floors with shops and office space on the superior street level.
- B. Incremental improvement of the upper stories of other Superior Street buildings from loft/storage to office, to housing while retaining commercial space at the street level

### **Goal 5.**

#### **Focus on Lowering Crime rate and improving perception of overall safety of Lincoln Park Neighborhood**

##### ***Rationale***

Statistically, crime rates in Lincoln Park are marginally higher than Duluth for every type of crime. The public and advisory committee input during the Lincoln Park study revealed a

perception of the area as that of an “underclass” in terms of income level, neighborhood amenities working class, general neighborhood conditions, and level of rental versus home ownership. It is these conditions that contribute to the perceived “fear” of crime in the area.

### ***Recommendations***

- A. Maintain and supplement neighborhood policing and citizens crime watch efforts
- B. Develop and exploit more positive “Public Relations” stories about the neighborhood and its revitalization.

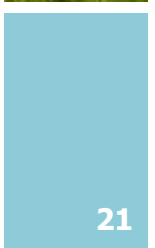
### **Health Impact Assessment - Economic Development**

##### ***Rationale***

The three health determinants assessed for Economic Development recommendations included 1) employment/living wage jobs, 2) community building/social cohesion, and 3) access to healthy food. Overall, the recommendations will likely have a positive impact on total number of jobs, approximately 40% of which could be in industries that are more likely to provide living wage jobs; on social cohesion through employment opportunities; and access to healthy food through building redevelopment, increased jobs and wages to afford healthy food, and potentially urban agriculture.

### ***Recommendations***

- A. Enforce Duluth’s first source hiring requirement in development agreements and consider tying requirement for attempted local hiring to the storefront loan program if there is a resulting increase in jobs. Increasing employment in the community may have a positive impact on crime levels and social cohesion.
- B. To support redevelopment of buildings and parcels in Lincoln park, explore the possibility of unique building ownership models, such as non-profit owners with businesses run by for-profit companies.



# Transportation

## Goal 1.

### **Provide safe, convenient, and efficient multi-modal transportation options for residents, businesses, and visitors**

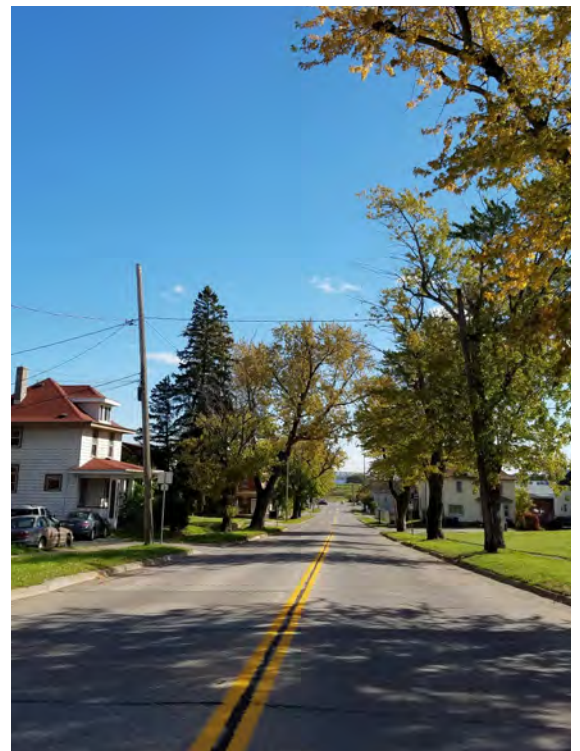
#### ***Rationale—Motorized***

Generally speaking, conditions related to motorized traffic in the Lincoln Park SAP study area are safe and efficient. Conditions could change in some locations as future growth occurs, and so it is recommended that issues related to heavy truck traffic and parking be studied more closely in coming years. The area around the intersections of 27<sup>th</sup> Avenue W with Superior Street and Michigan Street appear to hold the greatest potential for future congestion and traffic conflicts. This is due to the anticipated patterns of commercial redevelopment there, as well as the close proximity of those two busy intersections to each other. In addition, a substantial amount of heavy truck traffic navigates these intersections daily. For these reasons, it is recommended that the City of Duluth both continue to monitor conditions at these intersections and begin to strategize and plan for a future redesign of those intersections.

Regarding the condition of infrastructure, several miles of poor road pavement exists in the Lincoln Park neighborhood, many of which the City will not be able to be address any time soon. A few street segments are being recommended (both within and outside of the SAP area) as priorities based on their function, traffic volumes, and connection to activity centers or other important routes. It is also known that Minnesota Department of transportation (MnDOT) will need to address the aging “Can of Worms” interchange within the next 25 years. This poses an opportunity to improve, or create street connections. In particular, it is recommended that the City seek to create a secondary road access to Courtland Street and a more obvious and “streamlined” connection between W 3<sup>rd</sup> Street and Piedmont Avenue – which could help to relieve future traffic conditions on Superior Street within the Lincoln Park Business District.

## ***Recommendations***

- A. Monitor traffic operations and traffic safety along 27<sup>th</sup> Avenue W between W 3<sup>rd</sup> St and I-35. Begin planning for eventually reconstruction/redesign for this road segment.
- B. Review parking needs in the Lincoln Park neighborhood business areas. Specifically consider the following actions:
  - Conduct a parking capacity/vacancy study - revisit metering strategy for public spaces.
  - Facilitate discussions with area businesses about opportunities to coordinate usage of private parking spaces.
  - Investigate public/private opportunities to invest in enhancing space below US 53 at Superior & 22<sup>nd</sup> Ave W for public parking.
- C. Convert the following street segments from one-way to two-way:
  - Michigan St - from 21<sup>st</sup> Ave E to 18<sup>th</sup> Ave W.
  - W 1<sup>st</sup> St - from 27<sup>th</sup> Ave E to 22<sup>nd</sup> Ave W. (Investigate feasibility of also converting 27<sup>th</sup> Ave W to 30<sup>th</sup> Ave W).
- D. Conduct an updated review of truck routes in the city to determine, in part, future route designations, space, and infrastructure needs for heavy trucks in the neighborhood.





- E. Repair or replace road pavements in poor condition (see Map 4.1 for segment locations and suggested prioritization).
- F. Reconstruct/Redesign the segment of 27th Avenue W between W 3rd St and I-35 to meet increased demand of multiple user groups.
- G. As part of a "Can of Worms" reconstruction, incorporate the following improvements (contingent upon design):
  - Create a secondary street connection to Courtland St, aligning with the intersection of Lower Michigan St & 21st Ave W. Incorporate access to the waterfront.
  - Seek to improve connection of W 3rd St to Piedmont Ave via street realignments.

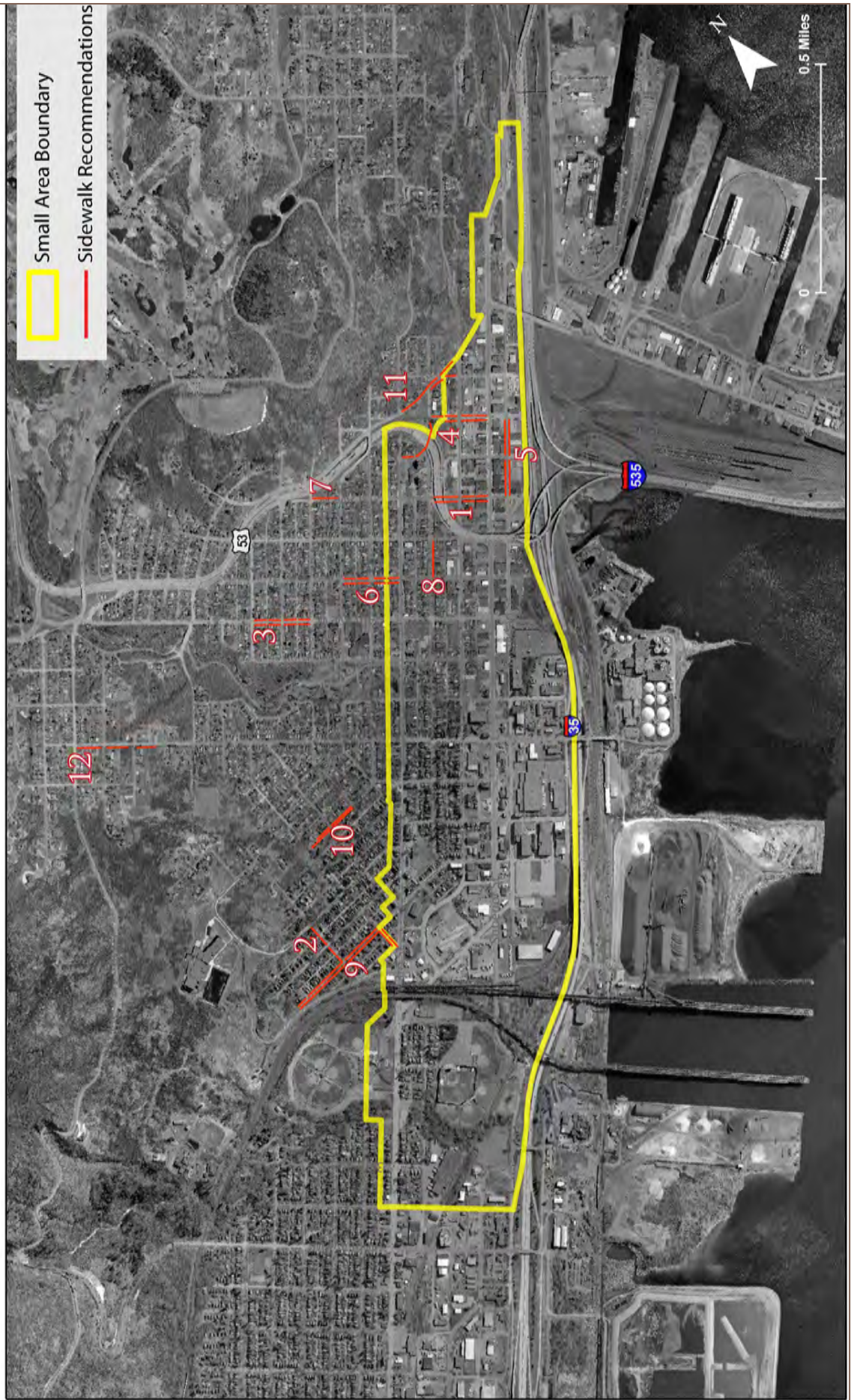
### ***Rationale—Active Transportation (Pedestrian, bike, etc.)***

There is a substantial amount of pedestrian and cycling activity within the SAP study area as well as the greater Lincoln Park neighborhood. Several sidewalk segments in poor condition are being called out as priorities for repair based on their connection to activity centers, to bus routes, or known heavy usage. In addition, a number of potential future trails and "greenway" connections have been identified that would provide missing connections or enhance connections to parks and other recreational areas. Two safety improvements are recommended for immediate implementation: 1) repainting the edge lines on Skyline Parkway to create more space for cyclists, runners, and walkers while also calming traffic speeds; and 2) replace the Cross City Trail stop signs at 27<sup>th</sup> Ave W with bike-specific signal heads in order to reduce confusion among cyclists and motorists at that busy, signalized intersection. Several other improvements are recommended for the Cross City Trail in order to improve connectivity, reduce safety conflicts, and increase a variety of scenery for trail users. These things will make the trail more attractive and increase its use, and the city will be able to better capitalize on its investment in the trail.

### ***Recommendations***

- H. Develop an access management policy (and possibly specific design standards) for Superior St between 30th Ave W and 22nd Ave W to help guide the development review process and mitigate the number and placement of driveways across the Cross City Trail.
- I. Repaint edge lines on Skyline Parkway from Haines Rd to 28th Ave W to reduce the width of travel lanes and increase the width of shoulders.
- J. Make the following improvements to the existing section of the Cross City Trail:
  - Install or improve curb cuts 19th Ave W, 20th Ave W, and 21st Ave W (create spur connection)
  - Replace trail stop signs with bike signal heads at the intersection of 27th Ave W and paint a trail crossing through the intersection (see Figure 4.1 and Figure 4.2).
  - Paint a trail crossing across Michigan St at the intersection of Cross City Trail spur and Michigan St in front of the Heritage Center.
  - Install Hi-visibility pedestrian crossing signs and pedestrian-activated flashing beacons at the intersection of the Cross City Trail spur at both Michigan St and Superior St.
- K. Develop a greenway segment of the Cross City Trail from Carlton St & Superior St intersection to Wade Field and Wheeler field along Merritt Creek (see Map 4.2).
- L. Repair or replace sidewalk segments in poor condition (refer to Map 4.3 for locations and recommended prioritization)
  - Increase enforcement of vehicles parking on/over sidewalks
- M. Increase bike parking opportunities throughout the neighborhood (see Map 4.4 for key locations)
- N. Formalize public right-of-ways between Superior St and Michigan St at 28th Ave W and 26th Ave W. as pedestrian walkways.





Map 7: Sidewalk Recommendations



- O. Construct paved multi-use trail segments at the following locations (see Map 4.5):
- Devonshire Trail - Michigan Ave to Atlantic Ave (pair with sidewalk improvements on Devonshire St).
  - Trail through Lincoln Park park at W 6th St.
  - Trail linking Anson Ave to W 10th St (see Map X on pg. X).
- P. Plant a natural buffer or install special infrastructure between the Cross City Trail and I-35 (from 22nd Ave W to intersection of Lower Michigan & Superior St) to reduce potential conflicts with trail users and debris from the interstate.
- Q. Improve connection between the Heritage Center and Harrison Park by doing the following (see Map 4.6).
- Paint a two-way bike lane on the NE side of 30th Ave W between Grand Forks Ave and Superior St.
  - Reorganize recreational facilities in Harrison Park to allow for a paved multi-use trail between Grand Forks Ave and the Harrison Community Club facility.
- R. Include a sidewalk or trail facility as part of any future secondary access to Courtland St. to support pedestrian and bike access to the waterfront.
- S. Seek ways to enhance 26th Ave W. as a greenway connection between Superior St and Lincoln Park park. Explore opportunities to create a pedestrian path as part of any concept for daylighting Miller Creek at this location.

### ***Rationale—Transit***

The Lincoln Park neighborhood generates a lot of bus ridership. W 3<sup>rd</sup> Street/Grand Avenue is the most productive transit route for the DTA. It is recommended that the City of Duluth recognize this mainline transit corridor as an asset to be protected and enhanced. It can do this by ensuring that the land use requirements along the corridor encourages density, multiple uses, and minimal building setbacks - as well as amenities such as benches and the shade trees. The City should work closely with the DTA to explore opportunities to create express service options along portions of the corridor. In addition, key bus stops and transfer points (e.g. W 3<sup>rd</sup> Street & 24<sup>th</sup> Avenue W) should be identified as locations where investments need to be made to ensure adequate space exists for the necessary amenities and bus operations that will need to occur there.

- T. Conduct a coordinated transit network plan for the City of Duluth aimed at better matching land use ordinances

with goals for the transit network. Pay particular attention to the following corridors in Lincoln Park:

- W 3rd St. (Develop a transit overlay zone district)
  - Superior St. (Extend F-5 district to 30th Ave W)
  - 24<sup>th</sup> Ave W.
- U. Enhance the vicinity of Superior St & Cross City Trail spur as a bus stop serving the Heritage Center. Create a dedicated waiting area for bus riders.
- V. Seek a Complete Streets solution to achieve the following on Grand Ave (Carlton St to Central Ave):
- Express bus lanes (especially on the south side for inbound buses, but also to support an **"Express Grocery Bus" service in the area**).
  - Minimal conflicts with future Cross City Trail alignments.
- W. Convert parking lane on south side of Grand Ave (from Carlton St to Central Ave.) to a dedicated inbound lane.
- X. Prioritize key bus stops and transfer points, determine space requirements, and install bus shelters at key locations (see Map 4.7).



## **Health Impact Assessment-Transportation**

### ***Rationale***

The three health determinants assessed for Transportation recommendations included 1) safety (traffic and crime), 2) community building/social cohesion, and 3) access to healthy food. Overall the recommendations will likely have a significant positive impact on traffic safety for all users, and particularly for pedestrians and bicyclists; and possible positive impact on community building/social cohesion and access to healthy foods. Crime levels may be positive or negatively impacted; if more **people are active in a community it can result in 'natural surveillance', more 'eyes on the street' and less crime; or** more activity can sometimes result in higher crime levels (bike theft as a result of more bike parking).

### ***Recommendations***

- A. Locate bus stops away from entrances to bars, within sight of other locations (natural surveillance).
- B. Wayfinding – point out access to local retail, service and recreation destinations (e.g., Wheeler, Wade, **Heritage, and "restaurants & shops" in central business district**).
- C. Encourage more greening by developing a Lincoln Park streetscape program or requirements for street trees and street and building lighting in sidewalk replacement projects. Work with business owners and City Engineering on proper placement of street trees and lighting.



*Lincoln Park Small Area Plan*

## **Housing**

### ***Rationale***

**The dynamics of Lincoln Park's population is shifting.** This includes a large number of people in their mid to late twenties who will be starting families in the near future. The 4<sup>th</sup> largest age cohort is 0-5 years of age suggesting this trend has already begun. To accommodate the housing needs for these age groups and to support efforts being made by community leaders a housing focus zone was identified on the Western edge of the Lincoln Park study area. This area is predominantly single family homes and is walkable to Harrison Community Center, Lincoln Park Middle School, the **Heritage Center, and Duluth Children's Museum.** Many of the homes were built on 25 foot wide lots over 60 years ago and are in poor condition. The focus will be on rehabbing homes that are in moderate condition, demolish those that are in poor condition, and consolidate these now vacant lots with the property of the adjacent neighbor thereby increasing the value of their property while reducing the neighborhood density. This will provide emerging families an improved housing stock to choose from and help give the neighborhood a more stable population.

To support young single and two person households and to meet the market demand, second floor housing above multi-story buildings along Superior Street is encouraged. The proposed zoning changes will allow for mixed used development and provide for convenient non-motorized access to businesses and amenities. Coordination among City departments **and community partner's in identifying and enforcing the** building code and rental licensing standards will promote the proposed housing recommendations and encourage resulting in a mix of housing that is decent and affordable.

### **Goal 1.**

**Improve the housing stock, making the neighborhood a more desirable place to live with affordable housing options**

### ***Recommendations***

- A. Work with rental licensing and inspections to fully enforce rental and building code and gain full compliance of vacant property registration to ensure all rental properties in the area are safe and up to code.
- B. Increase promotional and educational efforts of the Housing Resource Connection. Inform the public throughout Lincoln Park, about all of the housing assistance products and programs available to assist with **lowering existing homeowner's cost of living, removing**



blight, encourage and lowering the cost of housing rehabilitation, and improvement to the rental housing stock.

- C. Designate a six-block focus area as a 'Lincoln Park Housing Revitalization Area' between First Street and Third Street and 26<sup>th</sup> Ave W and 30<sup>th</sup> Avenue West. This neighborhood has potential to be the impetus behind an entire revitalization of all of Lincoln Park given its centrality, proximity to businesses, amenities, parks, and transportation. Property values are low, yet many of the properties are in good condition or are potentially good rehab candidates. A focus of many of the previous recommendations could help to begin initial investment, with the potential of attracting families or young professionals looking to purchase first homes.

## **Goal 2.**

### **Create a vibrant and safe residential neighborhood**

#### ***Recommendations***

- A. In areas where residential land uses collide with other non-residential uses, evaluate the effectiveness of current required screening for vehicle parking, parking lot surface, storage, and other potential neighborhood detractors.
- B. Remove structures that are condemned and deteriorated beyond rehabilitation. Remaining lots should be evaluated for redevelopment or sold to adjoining property owners, decreasing density and expanding lot sizes.

## **Goal 3.**

### **Encourage housing development near/within the Superior Street Corridor.**

#### ***Recommendations***

- A. Through revised zoning, building code enforcement and housing program incentives encourage second floor apartments above businesses along the Superior Street Corridor, which creates addition housing but also the potential for business owners and/or employees to live near where they work.

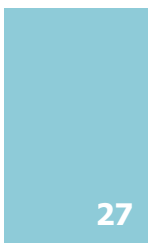
## **Health Impact Assessment—Housing**

### ***Rationale***

The three health determinants assessed for Housing recommendations included 1) housing needs (tenure, quality and affordability); 2) community building/social cohesion; and 3) access to healthy food. Overall, the recommendations will likely have a positive impact on homeownership and housing quality. The recommendations could possibly have positive or negative impacts on housing affordability (rehab costs could increase housing costs or result in cost savings, such as energy efficiency), community building/social cohesion (homeownership often increase social cohesion, but residents moving in and out of the neighborhood voluntarily or involuntarily can decrease social cohesion), and access to healthy food (could increase if new residents are coming from areas with lower food access or housing costs decrease and free up money for food, or it could be the opposite).

### ***Recommendations***

- A. Host annually an informational session in Lincoln Park on the acquisition of vacant residential buildings (or parcels), purchasing a home, and rehabilitation.
- B. Include "energy efficiency programs/assistance for home owners and renters, if available" in Housing recommendation 1-B. Energy efficiency improvements increase the value of home and could reduce housing cost-burden.
- C. Encourage screening between residential and non-residential uses to use "green wall" or other type of green screening as an alternative to hard-scape, while keeping in mind Crime Prevention through Environmental Design best practices for safety and defensible space.
- D. Enforce Duluth's first source hiring requirement in development agreements and consider tying requirement for attempted local hiring to the storefront loan program if there is a resulting increase in jobs. Increasing employment in the community may have a positive impact on crime levels and social cohesion.
- E. To support redevelopment of buildings and parcels in Lincoln Park, explore the possibility of unique building ownership models, such as non-profit owners with businesses run by for-profit companies.



# IMPLEMENTATION

## Land Use Recommendations

	Plan Recommendation	Lead	Timeline
<b>GOAL 1: Change zoning map designation to better reflect existing land use while minimizing potential negative impacts to surrounding area.</b>			
<b>1-A</b>	12 <sup>th</sup> Avenue W along W Superior Street from Garfield Avenue south to freeway	City of Duluth Planning	2015-2017
<b>1-B</b>	14 <sup>th</sup> Avenue W, W 1 <sup>st</sup> Street, 17 <sup>th</sup> Avenue W, Piedmont/Garfield Ave and W Superior Street	City of Duluth Planning	2015-2017
<b>1-C</b>	Below W Michigan Street at Garfield Ave. to 22 <sup>nd</sup> , down to freeway	City of Duluth Planning	2015-2017
<b>1-D</b>	Alley above W Superior Street between Piedmont Avenue and N 22 <sup>nd</sup> West	City of Duluth Planning	2015-2017
<b>1-E</b>	N 20 <sup>th</sup> Avenue W to N 39 <sup>th</sup> Avenue W from alley above to alley below W 3 <sup>rd</sup> Street	City of Duluth Planning	2015-2017
<b>1-F</b>	N 22 <sup>nd</sup> Avenue W to N 30 <sup>th</sup> Avenue W between W Michigan Street and W 1 <sup>st</sup> Street	City of Duluth Planning	2015-2017
<b>1-G</b>	S 22 <sup>nd</sup> Avenue W to S 26 <sup>th</sup> Avenue West between W Michigan Street and freeway	City of Duluth Planning	2015-2017
<b>1-H</b>	S 26 <sup>th</sup> Avenue W to S 31 <sup>st</sup> Avenue W between W Michigan Street and freeway	City of Duluth Planning	2015-2017
<b>1-I</b>	Freeway to railroad tracks at N 33 <sup>rd</sup> Avenue W along W Superior Street to Carlton Street and south to freeway	City of Duluth Planning	2015-2017
<b>1-K</b>	Grand Avenue from N 34 <sup>th</sup> Avenue W to N 39 <sup>th</sup> Avenue W	City of Duluth Planning	2015-2017





## Economic Development Recommendations

	Plan Recommendation	Lead	Partners	Timeline
<b>GOAL 1: Redevelop and revitalize the retail core to serve the neighborhood and attract destination businesses.</b>				
<b>1-A</b>	Promote City Business Development policies to benefit existing as well as new businesses	Business & Economic Development (BED)	City Planning, Entrepreneur Fund, LISC	2015
<b>1-B</b>	Adapt or modify current At Home and DEDA loan/grant programs to meet the needs of existing and new property and business owners	BED, DEDA, Entrepreneur Fund	LISC/At Home in Duluth partners, LPBG, Advance Lincoln Park	2015
<b>1-C</b>	Acquire underutilized/vacant sites suitable for business development	BED, DEDA	LISC/At Home in Duluth partners, LPBG	2016
<b>1-D</b>	Assemble a professional team to work with business/ building owners	BED	LISC/At Home in Duluth partners, Advance Lincoln Park, LPBG	2016
<b>GOAL 2: Brownfield redevelopment: Garfield, Oneota, W. Superior/ Michigan Street Corridor</b>				
<b>2-A</b>	Identify location, type and level of contamination	BED, DEDA	Environmental Consultants (Barr, BayWest, AMI)	2015
<b>2-B</b>	Clean-up or preparation of sites	BED, DEDA	Environmental Consultants (Barr, BayWest, AMI)	2015
<b>2-C</b>	Develop programs that assist businesses to locate to ex-brownfield site	BED, DEDA	Planning, Entrepreneur Fund, LISC/At Home in Duluth partners	2015
<b>GOAL 3: Build out Clyde Park Complex</b>				
<b>3-B</b>	Increase Clyde integration with Wheeler Field and Wade Stadium	Planning, Parks	BED	2015
<b>3-C</b>	Interconnect Cross City Trail with other recreational opportunities and businesses	Planning, Parks	BED, Healthy Duluth Area Coalition, LISC/At Home in Duluth partners	2016
<b>GOAL 4: Adaptive reuse of existing multi-story buildings.</b>				
<b>4-A</b>	Renovation of the Esmond for housing, shops and office space	HUD, HRA	BED, DEDA, Planning, Center City Housing, LISC/At Home in Duluth partners	2015
<b>4-B</b>	Incremental improvement of upper stories of Superior Street buildings housing while retaining commercial space at street level	HRA, DEDA, BED	HUD, Planning, Entrepreneur Fund, LISC/At Home in Duluth partners	2016



## Economic Development Recommendations continued

	Plan Recommendation	Lead	Partners	Timeline
<b>GOAL 5: Focus on Lowering Crime rate and improving perception of overall safety of Lincoln Park Neighborhood</b>				
<b>5-A</b>	Maintain and supplement neighborhood policing and citizens crime watch efforts	Police, LPCP	LPCP, LPBG, Ecolibrium3, At Home in Duluth partners	2015
<b>5-B</b>	Develop and exploit more positive PR stories about the neighborhood and its revitalization.	City Communications, Advance Lincoln Park, Ecolibrium3	BED, LPBG, LISC/At Home in Duluth partners	2015

## Transportation Recommendations

	Plan Recommendation	Lead	Partners	Timeline
<b>GOAL 1: Provide safe, convenient, and efficient multimodal transportation options for residents, businesses, and visitors</b>				
<b>Motorized</b>				
<b>1-A</b>	Monitor traffic operations and traffic safety along 27th Avenue W and begin planning for eventual reconstruction/redesign	City Engineering	MIC, MnDOT	Ongoing
<b>1-B</b>	Review parking needs in the Lincoln Park neighborhood business areas	City Planning	City Planning, Duluth Parking Commission, City Engineering, Neighborhood businesses.	2015-2019
<b>1-C</b>	Convert from one-way to two-way: <ul style="list-style-type: none"> <li>Michigan St - from 21st Ave W to 19th Ave W.</li> <li>W 1st St - from 27th Ave W to 22nd Ave W</li> </ul>	City Engineering	City Planning, MIC	2015-2019
<b>1-D</b>	Conduct an updated review of truck routes in the city	City Engineering	City Planning, MIC, Port Authority	2015-2019
<b>1-E</b>	Repair or replace road pavements in poor condition	City Administration, City Engineering		2020-2029
<b>1-F</b>	Reconstruct/redesign the segment of 27th Ave W between W 3rd St and I-35	City Administration, City Engineering	MnDOT	2030 and beyond
<b>1-G</b>	Incorporate improvements as part of a "Can of Worms" reconstruction	City Administration, City Engineering	MnDOT	2030 and beyond





## Transportation Recommendations continued

	Plan Recommendation	Lead	Partners	Timeline
<b>Active Transportation (Pedestrian, bike, etc.)</b>				
<b>1-H</b>	Develop an access management policy for Superior Street	City Planning	City Engineering	2015-2019
<b>1-I</b>	Repaint edge lines on Skyline Parkway	City Engineering		2015-2019
<b>1-J</b>	Make improvements to the existing section of the Cross City Trail	City Engineering	City Parks & Recreation	2015-2019
<b>1-K</b>	Develop a greenway segment of the Cross City Trail along Merritt Creek.	City Administration, City Parks & Recreation	City Engineering	2015-2019
<b>1-L</b>	Repair or replace sidewalk segments in poor condition	City Administration, City Engineering		2015-2024
<b>1-M</b>	Increase bike parking opportunities	City Administration, City Planning	City Engineering, Business Assoc.	2020-2029
<b>1-N</b>	Formalize public right-of-ways as pedestrian walkways	City Administration, City Engineering	City Parks & Recreation	2020-2029
<b>1-O</b>	Construct paved multi-use trail segments	City Administration, City Parks & Recreation	City Engineering	2015-2029
<b>1-P</b>	Plant a natural buffer or install special infrastructure between the Cross City Trail and I-35	City Administration, City Engineering	MnDOT	2020-2029
<b>1-Q</b>	<ul style="list-style-type: none"> <li>Improve connection between the Heritage Center and Harrison Park</li> </ul>	City Administration, City Parks & Recreation	City Engineering	2020-2029
<b>1-R</b>	Include a sidewalk or trail facility as part of any future secondary access to Courtland Street	City Administration, City Engineering	MnDOT, City Parks & Recreation	2030 and beyond
<b>1-S</b>	Seek ways to enhance 26th Ave W as a greenway connection between Superior St and Lincoln Park Park.	City Administration, City Parks & Recreation	City Planning	2015-2029



## Transportation Recommendations continued

	Plan Recommendation	Lead	Partners	Timeline
<b>Transit</b>				
<b>1-T</b>	Conduct a coordinated transit network plan	City Planning	DTA, MIC	2015-2019
<b>1-U</b>	Enhance the vicinity of Superior Street and the Cross City Trail spur as a bus stop serving the Heritage Center.	City Planning, City Engineering	DTA	2015-2019
<b>1-V</b>	Seek a Complete Streets solution for Grand Avenue	City Administration, City Engineering	DTA	2015-2019
<b>1-W</b>	Prioritize key bus stops and transfer points, determine space requirements, and install bus shelters at key locations	DTA, City Planning		2020-2029





## Housing Recommendations

	Plan Recommendation	Lead	Partners	Timeline
<b>GOAL 1: Improve the housing stock, making the neighborhood a more desirable place to live with affordable housing options.</b>				
<b>1-A</b>	Work with rental licensing and inspections to ensure all rental properties in the area are safe and up to code.	City Life Safety	City Blight Committee; Housing Resource Connection	2015, Ongoing
<b>1-B</b>	Increase promotion and education of the Housing Resource Connection	Housing Resource Connection	City Community Development, LISC/ At Home in Duluth, Ecolibrium3, landlord association	2015-2017
<b>1-C</b>	Designate a six-block area as a 'Lincoln Park Housing Revitalization Area' between First Street and Third Street and 26 <sup>th</sup> Ave W and 30 <sup>th</sup> Avenue West	Housing Resource Connection and City Planning Dept/ Community Development.	Ecolibrium3, LISC/ At Home in Duluth partners, City Parks, housing investors	2015-2017
<b>GOAL 2: Create a vibrant and safe residential neighborhood</b>				
<b>2-A</b>	Evaluate required screening for vehicle parking, parking lot surface, storage, and other potential neighborhood detractors	City Planning	Ecolibrium3, LPBG; At Home in Duluth partners	2015
<b>2-B</b>	Remove structures that are condemned and deteriorated beyond rehabilitation	City Blight Committee	City Planning Dept., SLC, Housing Resource Connection, At Home in Duluth partners	2015-2017
<b>GOAL 3: Encourage housing development near/within the Superior Street Corridor.</b>				
3-A	Encourage second floor apartments above businesses on the Superior Street Corridor	City Planning Dept.	LISC/ At Home in Duluth partners, LPBG, Ecolibrium3, Advance Lincoln Park	2015-2017

