





### MIDTOWN GREENWAY EXTENSION IMPACT STUDY

#### Prepared For:



Midtown Greenway Coalition 2834 10th Avenue South Minneapolis, MN 55407

#### Prepared By:

DF/

#### Damon Farber Landscape Architects

310 South 4th Ave, Suite 7050 Minneapolis, MN 55415



#### Visible City

501 West Lynnhurst Avenue, Suite 200 St. Paul, MN 55104

Completed July 2021

### Introduction

- Existing Conditions
- Impact Analysis
- Conclusion
- Appendix

# 01 INTRODUCTION

## INTRODUCTION

#### BACKGROUND

The Midtown Greenway is a 5.7-mile bicycle and pedestrian trail located in a former commercial railway trench. The trail runs east and west through the City of Minneapolis, largely uninterrupted by automobile traffic. The Midtown Greenway originally opened in 2000 and is now considered one of the most vital features of the city's acclaimed bicycle network as well as being placed on the National Register of Historic Places. The Greenway bicycle and pedestrian trail connects Bde Maka Ska to the Mississippi River and facilitates access to the north, south, and west via connections to the broader trail network. It is estimated that an average of 5,000 people use the trail each day and over one million bike trips are made each year.

Formed in the late 1980's, The Midtown Greenway Coalition became an official non-profit organization in 1995. Recognizing the potential of the corridor as an active transportation route, the Coalition advocated for the transformation into the bicycle and pedestrian corridor it is today. The Coalition has worked with Hennepin County and other public agencies throughout the process of planning and constructing the Greenway and continues to engage with residents, businesses, and private developers to ensure that the Greenway is protected and continually improved.



Fig. 1: Historic images of the Midtown Greenway



THE CREATION OF THE GREENWAY HAS LED TO AN EXPLOSION OF RESIDENTIAL AND COMMERCIAL DEVELOPMENT IN THE PAST 20 YEARS ALONG THE SURROUNDING CORRIDOR.

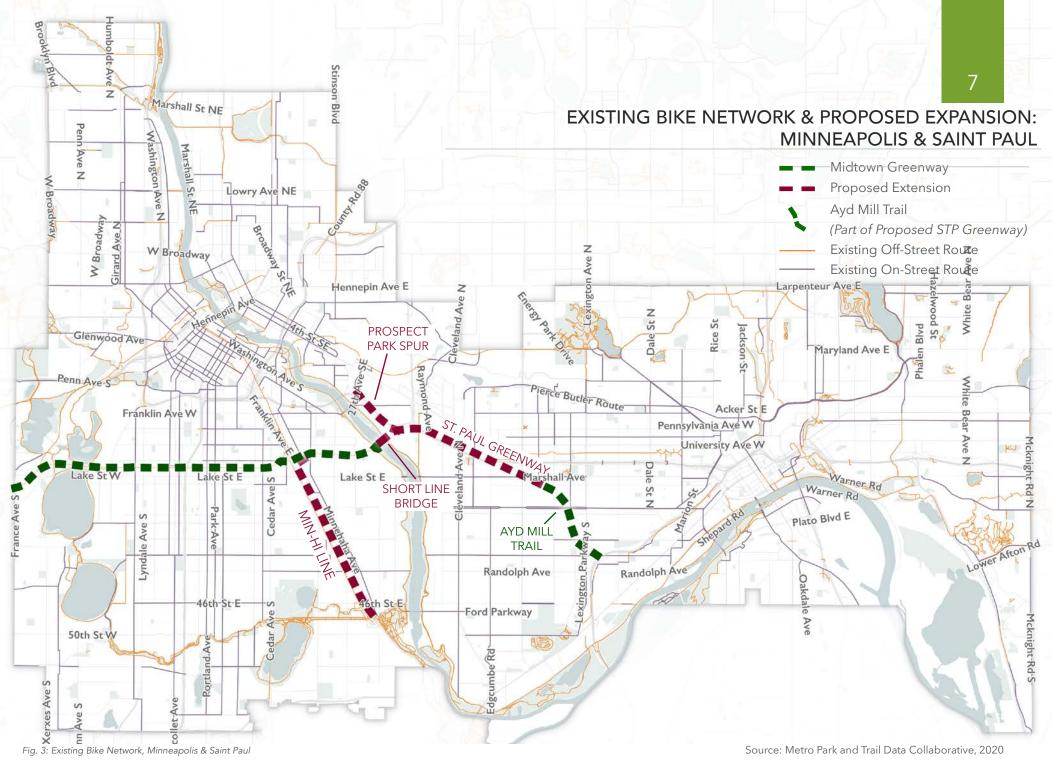
The Midtown Greenway has become known as a "bicycle highway" because it includes separate one-way paths for each direction of bicycle travel and a parallel two-way pedestrian path. In the past 20 years, the creation of the Greenway has led to an explosion of residential and commercial development adjacent to the corridor. With higher property values along the Greenway and the continuing expansion of bicycle infrastructure, it illustrates the role that bicycle trails can play in revitalizing once underused corridors. In addition to the health and economic benefits the Greenway brings to the city, it also serves ethnically diverse neighborhoods along the route and provides alternative modes of transportation for families lacking the resources to own an automobile. Despite the Greenway's success, expansion across the river to the east has yet to be realized. In 2006, Hennepin County funded a study evaluating the feasibility and associated costs of extending the Midtown Greenway across the Mississippi River. The focus was on using the existing railroad bridge (Short Line Bridge) and including options for building new bridges nearby. The County ultimately decided not to pursue the project due to the largely unknown condition of the existing Short Line Bridge and community objections to building a new bridge.

In 2019, the Midtown Greenway Coalition funded another study which focused exclusively on the projected costs of repairing and rehabbing the Short Line Bridge for bicycle and pedestrian use. This study determined the bridge could be safely rehabbed (or rebuilt), and presented various options and associated costs for placing a bike-ped trail on the bridge. This extension would establish regional connection points to the east including to the University of Minnesota, Allianz Field, and downtown Saint Paul. Both the 2006 and 2019 studies suggest there are feasible solutions to crossing the river and establishing a more regionally significant trail.



Fig. 2: Midtown Greenway (July 2019) near Midtown Global Market

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#### TIMELINE OF GREENWAY CONSTRUCTION

The Greenway was built in four phases from 2000 through 2007 (see "Fig. 4: Midtown Greenway – Built in Four Phases" on page 8).

#### **PHASE ONE**

Phase One of the Greenway opened in August 2000 starting at the intersection of 31st Street and Chowen Avenue. The Greenway enters the 29th Street trench near Hennepin Avenue running between Lake of the Isles and Bde Maka Ska.

#### **PHASE TWO**

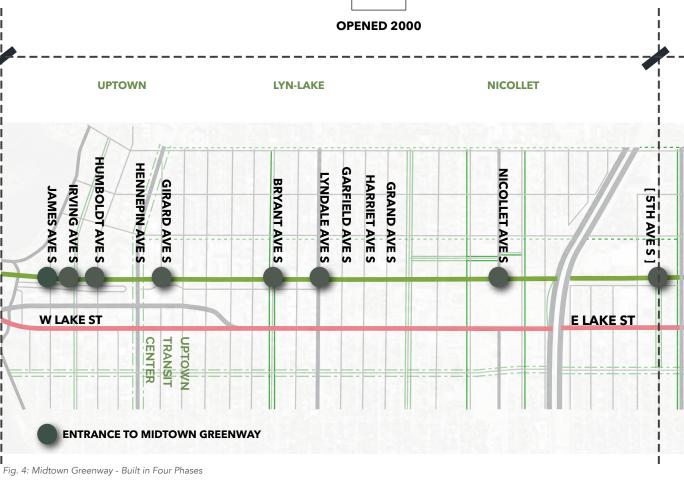
Phase Two opened in November 2004 and runs from 5th Avenue to Hiawatha Avenue.

#### **PHASE THREE**

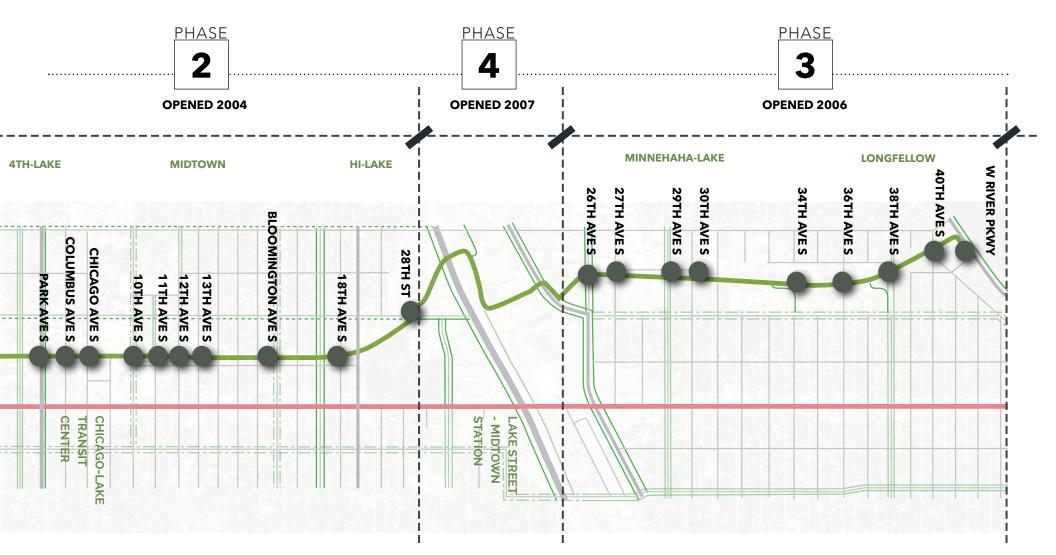
The rest of the Greenway to the Mississippi River opened as Phase Three in September 2006.

#### **PHASE FOUR**

Hennepin County and the City opened Phase Four in the fall of 2007 with the new Martin Olav Sabo Bridge, creating a safe alternative to the dangerous at grade seven lane crossing at Hiawatha Avenue.



PHASE



# **PURPOSE OF THIS STUDY**

The potential for the Midtown Greenway to be a driver of monetary and social value in the surrounding community has been broadly recognized since its inception. Despite being anecdotally acknowledged, less emphasis has been placed on the quantification of this value until now. While not all new development can be directly tied to the Greenway, in the 20 years since its opening, a strong mix of new multifamily, commercial, and other development has emerged in the areas directly adjacent to and nearby the trail. During this time, the total property value within 500 feet of the greenway increased by \$1.8 billion (see "Fig. 12: New structures built within

half-mile of Midtown Greenway, 2000-2020" on page 18). Hundreds of millions of dollars have also been spent in building permitting fees with at least 2,500 new housing units added within 500 feet of the Greenway since its opening. This finding suggests that proximity to the Greenway is viewed as a desirable amenity by both developers and residents.

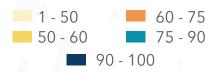
The Greenway includes some of the most heavily-trafficked cycling points in the city due to its extent and convenience. Even though ridership in Saint Paul is notably lower than in Minneapolis due to a less robust bike network, bike count patterns reveal an especially high volume of traffic passing between the two cities. The locations with the highest average number of cyclists (between 2007-2009) were the Midtown Greenway terminus and West River Parkway in Minneapolis and the Marshall Avenue Bridge in Saint Paul. This data reveals a strong flow of bike traffic between the two cities with the Lake Street/Marshall Avenue Bridge as the main connection.

### **<u>\$1.8 BILLION</u>** IS THE TOTAL INCREASE IN PROPERTY VALUE WITHIN 500 FEET OF THE GREENWAY IN THE 20 YEARS SINCE ITS OPENING.



Fig. 5: At least 2,500 new housing units have been added within 500 feet of the Midtown Greenway since it's opening, including the developments shown in the images above.

#### BIKE SCORE, MINNEAPOLIS & SAINT PAUL



Scores determined by these 4 equally weighted components: BIKE LANES | HILLS | DESTINATIONS + ROAD CONNECTIVITY | BIKE COMMUTING MODE SHARE

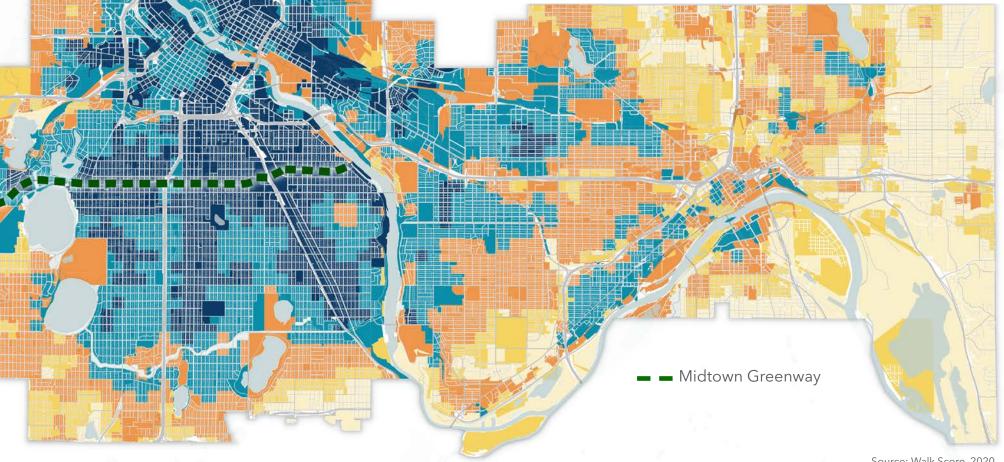
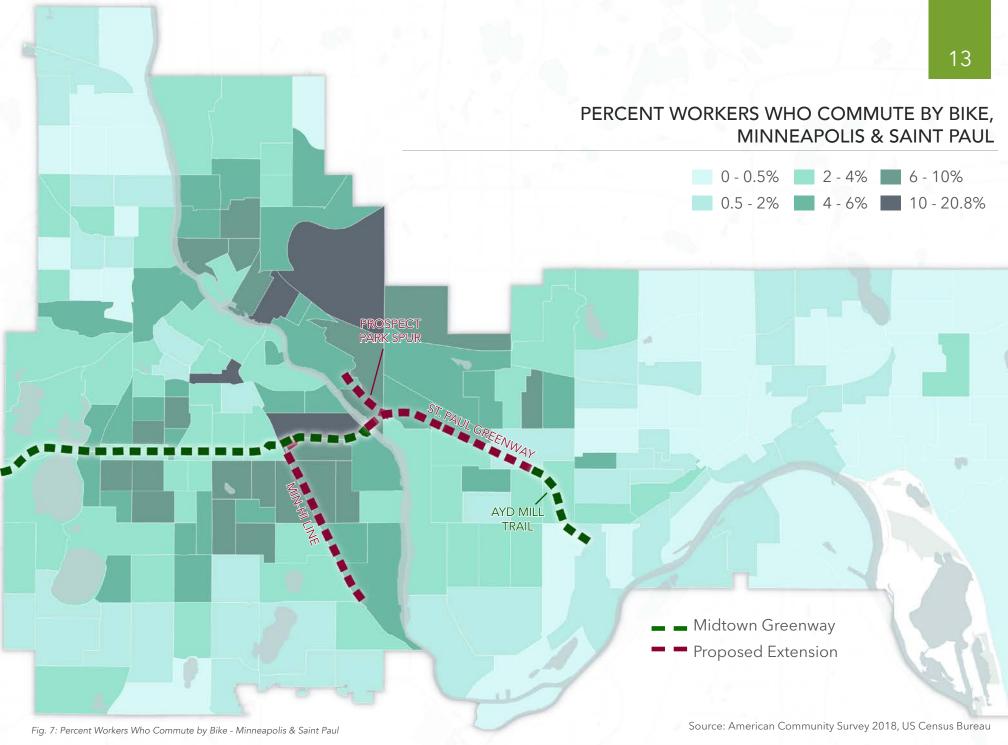


Fig. 6: Bike Score - Minneapolis & Saint Paul

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Source: Walk Score, 2020



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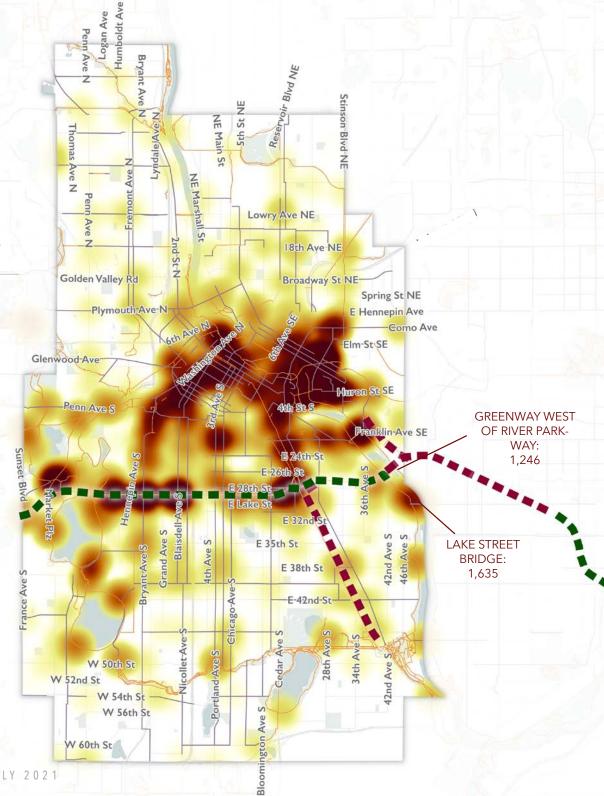
#### MINNEAPOLIS DAILY BIKE COUNT AVERAGE BY COUNT LOCATION, 2007-2017

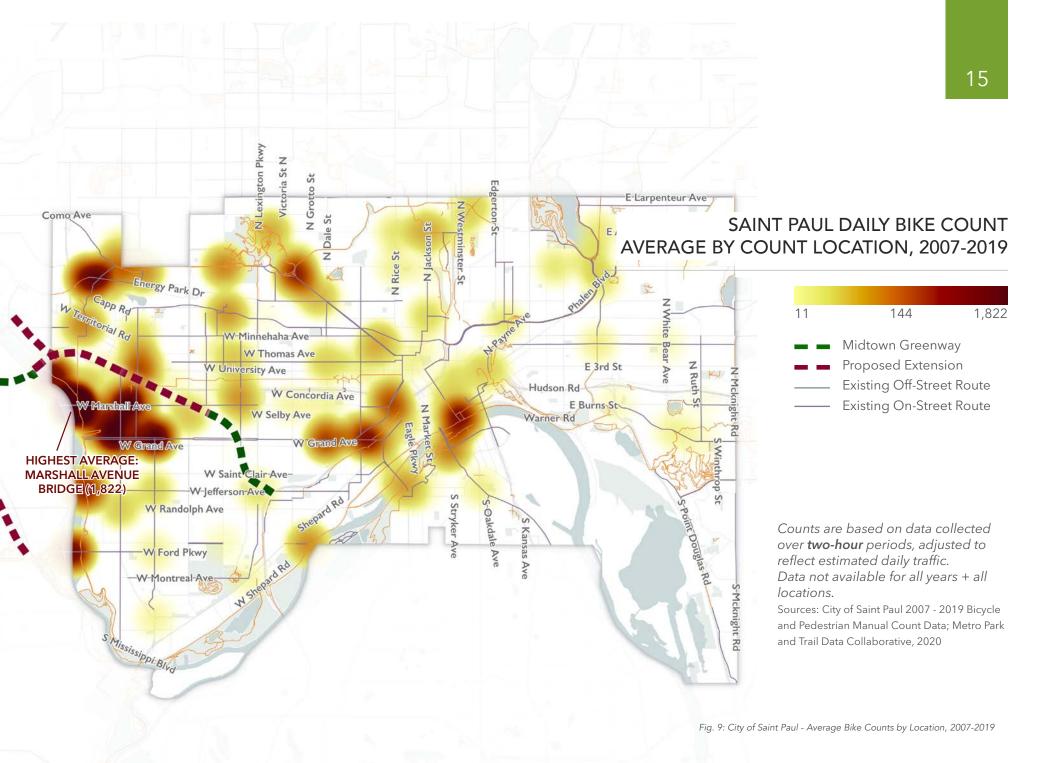


Counts are based on data collected over two-hour periods, adjusted to reflect estimated **daily** traffic. Data not available for all years + all locations.

Sources: City of Minneapolis Pedestrian and Bicycle Traffic Counts, 2018; Metro Park and Trail Data Collaborative, 2020

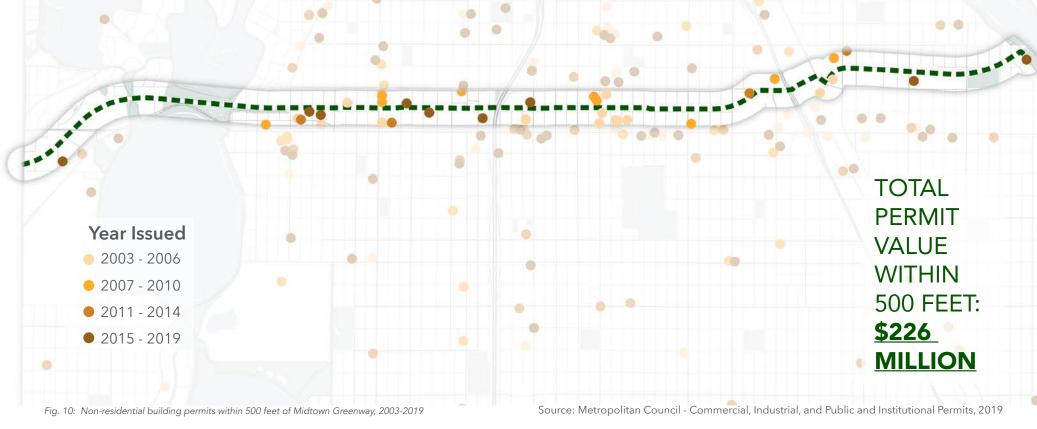
Fig. 8: City of Minneapolis - Average Bike Counts by location, 2007-2017





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NON-RESIDENTIAL BUILDING PERMITS WITHIN 500 FEET OF MIDTOWN GREENWAY, 2003-2019



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 RESIDENTIAL BUILDING PERMITS WITHIN 500 FEET OF MIDTOWN GREENWAY, 2003-2018

0.01

...



Fig. 11: Residential building permits within 500 feet of Midtown Greenway, 2003-2018

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TOTAL PERMIT VALUE WITHIN 500 FEET: \$362.3 MILLION

...

Source: Metropolitan Council - Residential Building Permits, 2018

TOTAL

NEW

UNITS

2,478

WITHIN

500 FEET:

17

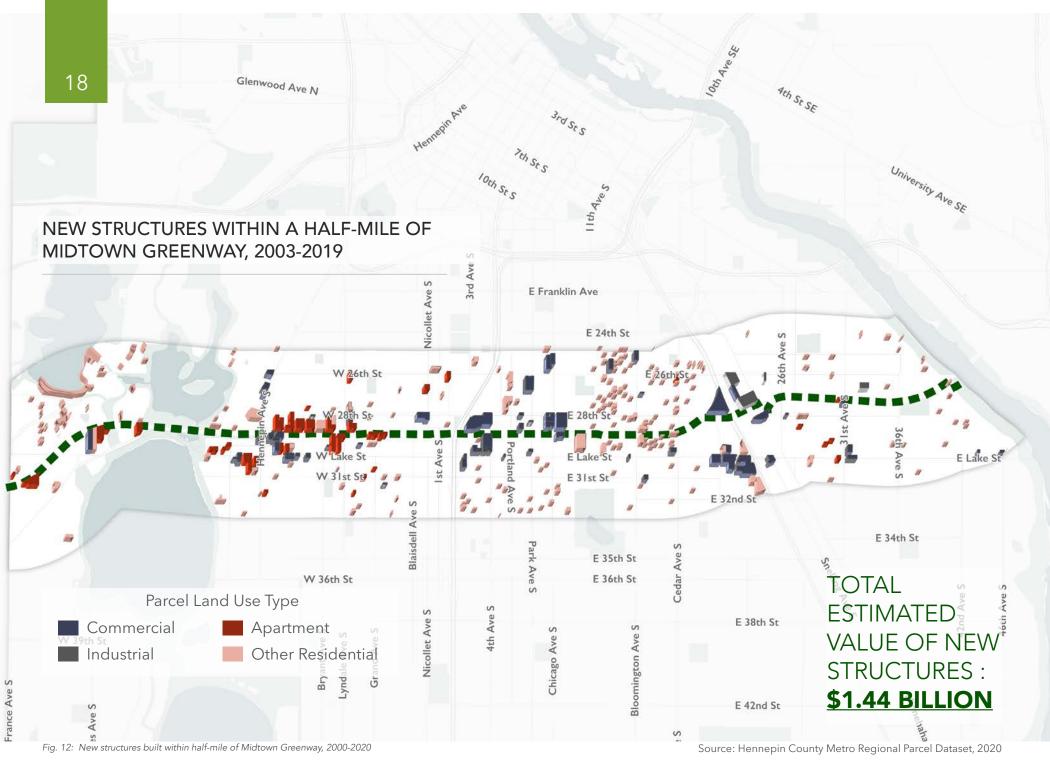




Fig. 13: Short Line Bridge - Identified as the most viable Greenway extension across the Mississippi River

## **STUDY AREA**

While the Midtown Greenway has contributed heavily to the strengthening of Minneapolis's bike network, a dramatic opportunity exists to further expand the trail's impact and enhance accessibility across the Twin Cities. For over 15 years, community advocates and other stakeholders have supported an extension across the Mississippi River via the Short Line Bridge. A Saint Paul Greenway would link to significant multi-modal transportation networks and commercial nodes including the new Ayd Mill Trail, the Cleveland Avenue bikeway, East River Road, and Summit Avenue.

Four Opportunity Districts have been identified by the Midtown Greenway Coalition as segments where strong potential exists for development and extension of the bikeway network (see "Fig. 14: Opportunity District – All Districts Overview" on page 21). The proposed Saint Paul Greenway was split into two segments for the purposes of this study.

Segment 1 follows the existing rail line from the Mississippi River to Cleveland Avenue. Segment 2 extends to Ayd Mill Road, connecting the newly opened Ayd Mill Trail with the proposed Saint Paul Greenway and the rest of the existing bike network. Additionally, two Opportunity Districts in Minneapolis were included in the analysis: the Min-Hi Line is a proposed link between the existing Greenway to Minnehaha Falls; and the Prospect Park Spur, which would connect the Saint Paul Greenway to the "missing link" of the Grand Rounds Byway System. All four Opportunity Districts follow rail corridors experiencing varying levels of use. This study explores the economic conditions, demographic dynamics and opportunities for positive change in each District.

A Saint Paul Greenway would link to the new Ayd Mill Trail, the Cleveland Avenue bikeway, East River Road, Summit Avenue, and the rest of the city's multi-modal transportation network and commercial nodes.

### OPPORTUNITY DISTRICTS OVERVIEW

#### **GREENWAY SEGMENT 1**

→ located in Saint Paul - follows the existing rail line from the Mississippi River to Cleveland Avenue

#### **GREENWAY SEGMENT 2**

→ located in Saint Paul - extends to Ayd Mill Road from Greenway Segment 1

#### MIN-HI LINE

→ proposed link between the existing Greenway to Minnehaha Falls

#### PROSPECT PARK SPUR

→ would serve as an at-grade connection between the Saint Paul Greenway and the 'missing link' of the Grand Rounds Byway System near the University of Minnesota, in addition to the extensive bike network of Southeast and Northeast Minneapolis



- 500 ft. Buffer Half-Mile Buffer
- Proposed Extension
- Midtown Greenway
- Ayd Mill Trail (Part of Proposed STP Greenway)
- Minneapolis-Saint Paul Boundary

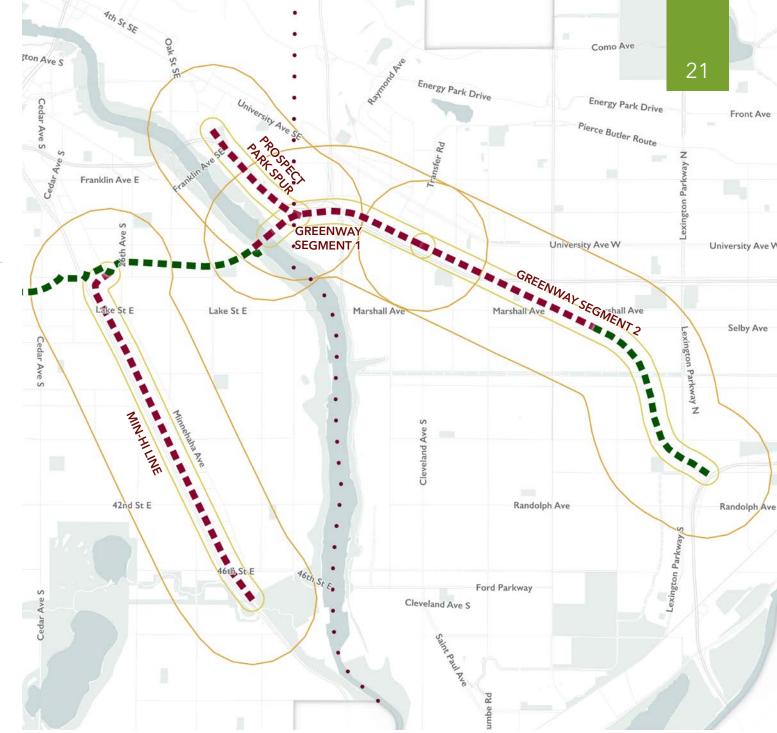


Fig. 14: Opportunity District - All Districts Overview

# **CASE STUDIES**

There are numerous examples of greenways in America providing economic and equity benefits to their communities that can serve as benchmarks for trail success. The following two case studies are examples of transformational greenway projects - the Minneapolis's Midtown Greenway and Atlanta's Beltline. Each illuminates the economic and equity benefits that could be realized in Minneapolis and Saint Paul by extending the Midtown Greenway across the river into Saint Paul and connecting it to the newly constructed Ayd Mill Trail.

### MIDTOWN GREENWAY - LEADING THE WAY

The Midtown Greenway provides a good example of how trail development can help enhance economic development along a corridor and provide a new way to get around town. The first phase of the Greenway opened in 2000, converting a rail line trench into a neighborhood amenity and alternative mode of transportation. In the years since the first segments were constructed, the Midtown Greenway Coalition has worked to provide enhanced access to the trail from surrounding neighborhoods, increasing accessibility to this valuable transportation resource and recreation amenity.

#### CONNECTIONS TO OPPORTUNITY

Providing safe, welcoming, equitable and convenient access to the Greenway from surrounding neighborhoods and businesses has been a priority promoted by the Midtown Greenway Coalition. Residents who live near the Midtown Greenway largely mirror the racial and socioeconomic demographics of the city of Minneapolis. They have larger non-white populations who are more likely to be under the poverty line than the entirety of the seven-county Twin Cities region. The Greenway provides a means by which people can access jobs, run errands and recreate thereby improving connections to opportunity for those who live and work along the corridor.



Fig. 15: The Midtown Greenway is a valuable transportation resource and recreation amenity.

#### **ECONOMIC IMPACT**

The Midtown Greenway has transformed commuting options and improved the quality of life in many Minneapolis neighborhoods and the real estate community has taken note. While there are many factors spurring redevelopment, the trail amenity paired with thoughtful planning appear to be key factors in helping spur new nodes of development along the corridor. Numerous residential and commercial development projects have emerged along the Midtown Greenway route in the past 20 years. Since 2000, the value of property within one mile of the Greenway has increased by \$7.875 billion (see "Fig. 41: Change in Estimated Market Value, 2000-2020" on page 50).

The Midtown Greenway offers lessons for other cities in how urban trails form a crucial component of a region's transportation network, improve accessibility, and enhance economic activity.

#### **MEASURING SUCCESS**

The Greenway has attracted residential, office, and retail development along its corridor, and developers have found that prospective tenants see trails as an attractive asset that sets their projects apart from others in the region.

> EACH YEAR MORE THAN A MILLION BIKE TRIPS ARE MADE ON THIS UNIQUE, NEARLY CAR-FREE TRAIL.

Community partnerships and continued investment in the corridor have helped catalyze:

- <u>\$1.8 billion</u> increase in property value within 500 feet of the greenway since 2000
- <u>**1.5 million**</u> square feet of new commercial space
- **<u>4,390</u>** new multifamily housing units
- Creation of <u>thousands</u> of new jobs in the corridor
- An increase in cycling in Minneapolis
- Over <u>5,000 plantings of trees</u> and shrubs along the greenway



Fig. 16: The Midtown Greenway improves connections to opportunities for those who live and work along the corridor, including to commercial nodes such as Eat Street in Minneapolis.

AS THE PLACE "WHERE ATLANTA COMES TOGETHER," THE BELTLINE SUPPORTS COMMUNITY CONNECTEDNESS AND ECONOMIC GROWTH.

### ATLANTA BELTLINE

The Atlanta BeltLine is a planned loop of parks, trails, transit, and affordable housing that circles the City of Atlanta. Built mostly in abandoned railway corridors, the BeltLine is transforming neighborhoods and residents' lives with new green space, mobility and affordable housing options. In the process, it is creating the opportunity for healthier and more economically prosperous lives. Atlantans are gaining greater access to employment centers, fresh foods, and healthcare.

The plan for the Atlanta BeltLine includes:

- the introduction of a 22-mile transit system
- 33-mile trail network
- a combined 2,000 acres of new and restored green space
- public art
- historic preservation
- 28,000 new and 5,600 affordable housing units
- 30,000 permanent and 48,000 construction jobs
- up to \$10 billion in total projected economic development

The 8.75 miles of open trails are lined with public art installations and a linear arboretum. The Atlanta BeltLine will ultimately connect 45 in-town neighborhoods, provide first and last mile connectivity for regional transportation initiatives, and put Atlanta on a path to 21st century growth and sustainability.

#### **GUIDING PRINCIPLES**

Guided by principles of equitable and sustainable development, the BeltLine is delivering transformative public infrastructure that enhances mobility, fosters community, and improves connections to opportunity. The Atlanta BeltLine is committed to building a more socially and economically resilient Atlanta with partner organizations and host communities through job creation, inclusive transportation systems, affordable housing, and public spaces for all.

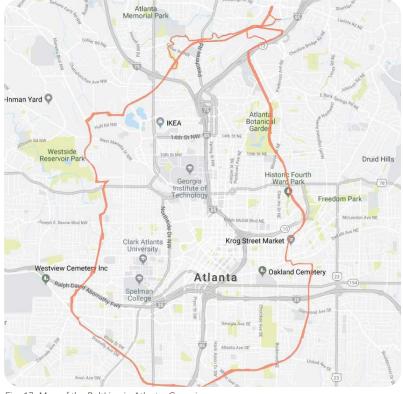


Fig. 17: Map of the BeltLine in Atlanta, Georgia.



The Atlanta Beltline is projected to generate \$10 billion in total economic growth within the City of Atlanta.

#### **ECONOMIC IMPACT**

As of the end of 2019, the Atlanta BeltLine generated a direct economic impact of nearly \$6.2 billion dollars in private development. Approximately \$600 million was invested in the project's delivery from 2005 to 2019, representing a positive return on investment of over 10 to 1. The project is projected to generate \$10 billion in total economic growth within the City of Atlanta, much of which will support ongoing project costs through a Tax Allocation District (TAD), Georgia's state term for Tax Increment Financing.

When the TAD was created in 2005, properties around the proposed BeltLine generated limited tax revenue. To spur economic development, the City of Atlanta, Fulton County, and Atlanta Public Schools agreed to create a TAD on parcels surrounding the BeltLine corridor. As investment increases around the BeltLine, this TAD generates tax revenue to support ongoing project implementation.



Fig. 19: View of the BeltLine in Atlanta, Georgia.

Fig. 18: View of the BeltLine in Atlanta, Georgia.

# 02 EXISTING CONDITIONS

# EXISTING CONDITIONS MIDTOWN GREENWAY



Fig. 20: View of the Midtown Greenway

The Midtown Greenway is surrounded by residential areas with a range of housing types. It shares its east/west corridor with Lake Street, a longtime commercial and retail center located one block to the south.

Several significant north/south streets intersect the Greenway and Lake Street, including Bloomington, Chicago, Hennepin, Hiawatha, and Lyndale Avenues. The segment of the Greenway east of Hiawatha Avenue is notably less dense in its residential pattern because it contains fewer multifamily units and devotes major land areas to industrial uses (see <u>"Fig. 22: Total Population within a Half-mile of Midtown Greenway" on page 28</u>).

The greenway serves a very ethnically and economically diverse community. In a period of increasing economic disparities in the US associated with race, education and other factors, the Greenway corridor ties together some of Minneapolis' highest and lowest income residents across a varied mix of Minneapolis neighborhoods.

Substantial racial and ethnic segregation exists along the corridor. People of color comprising less than 10% of residents in areas near the Chain of Lakes and Mississippi River but represent up to 87% of the residents in the Phillips, Central and Powderhorn neighborhoods (see "Fig. 23: People of Color within a Half-mile of Midtown Greenway" on page 29). A similar pattern exists for income: Compared to citywide median household income for Minneapolis as a whole of \$62,583, the communities along the Midtown Corridor experience median household income as high as \$209,000 and as low as \$14,700 (see "Fig. 24: Median Household Income within a Half-mile of Midtown Greenway" on page 30). Mirroring the same demographic pattern, while some block groups include no households receiving public assistance, in other neighborhoods, more than half of households do (see "Fig. 25: Public Assistance within a Half-mile of Midtown Greenway" on page 31). Levels of education attained by residents of the neighborhoods surrounding the Midtown Greenway reflect a similar pattern (see "Fig. 26: Educational Attainment within a Half-mile of Midtown Greenway" on page 32).

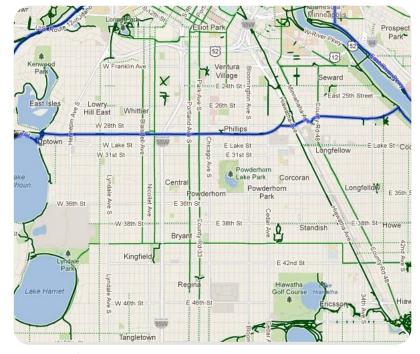
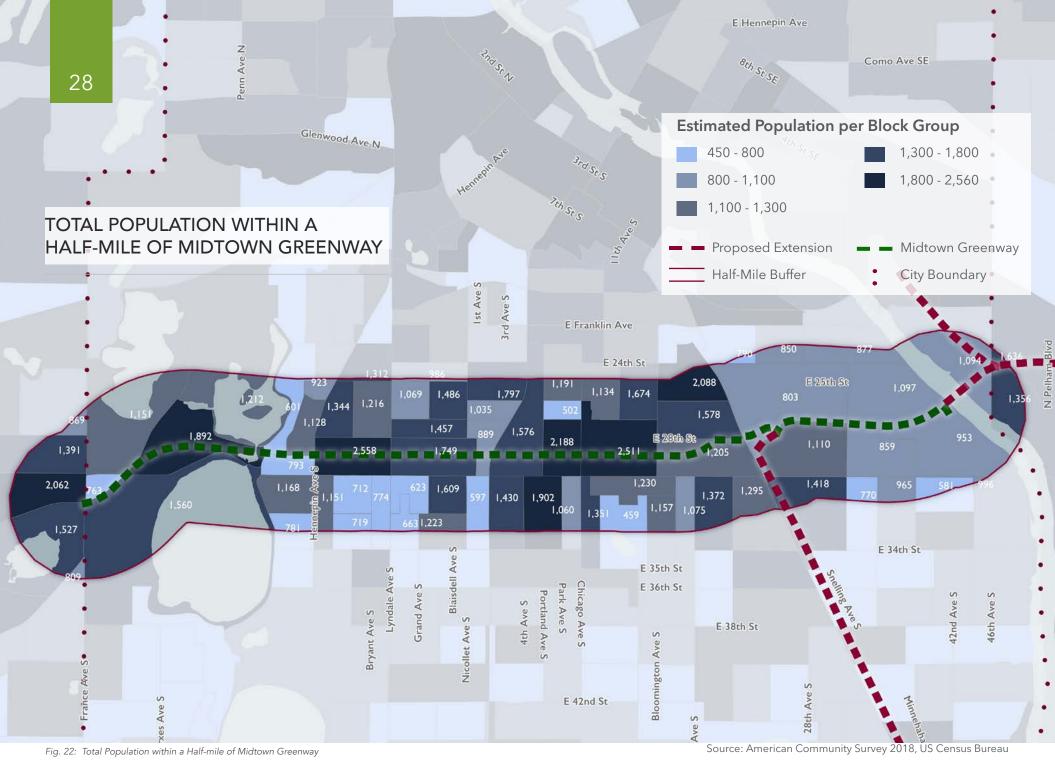
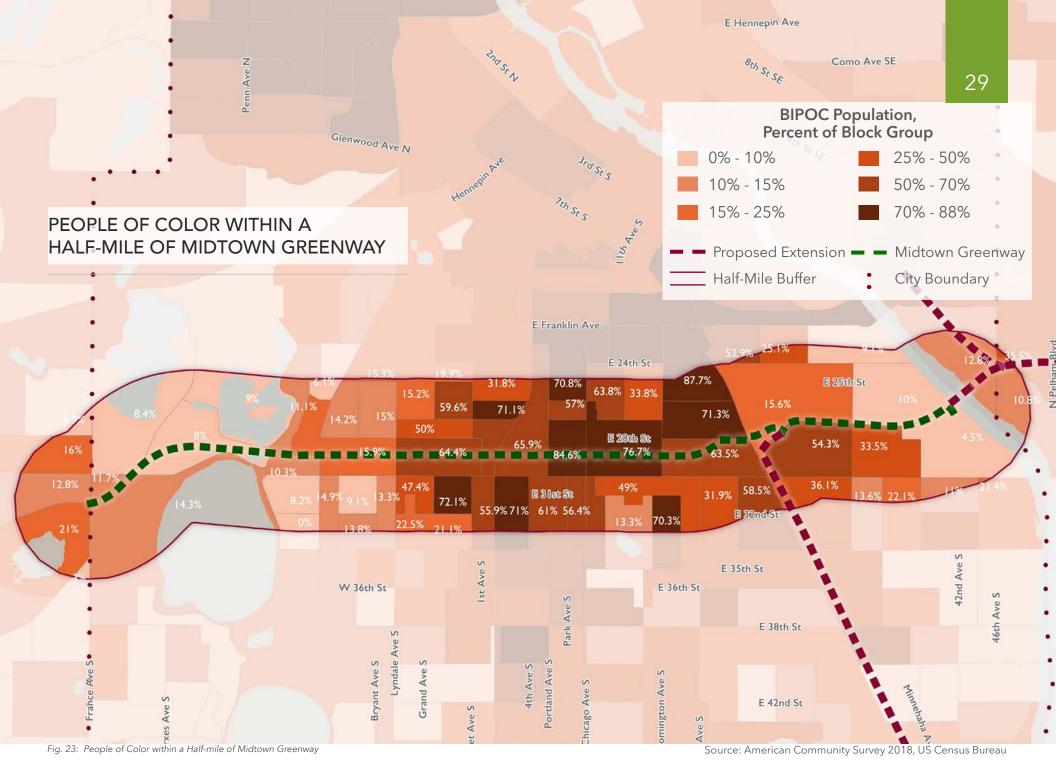


Fig. 21: Map of the Midtown Greenway

In a period of increasing economic disparities in the US associated with ethnicity, education and other factors, the Greenway corridor ties together some of Minneapolis' highest and lowest income residents.



MIDTOWN GREENWAY EXTENSION IMPACT STUDY | JULY 2021



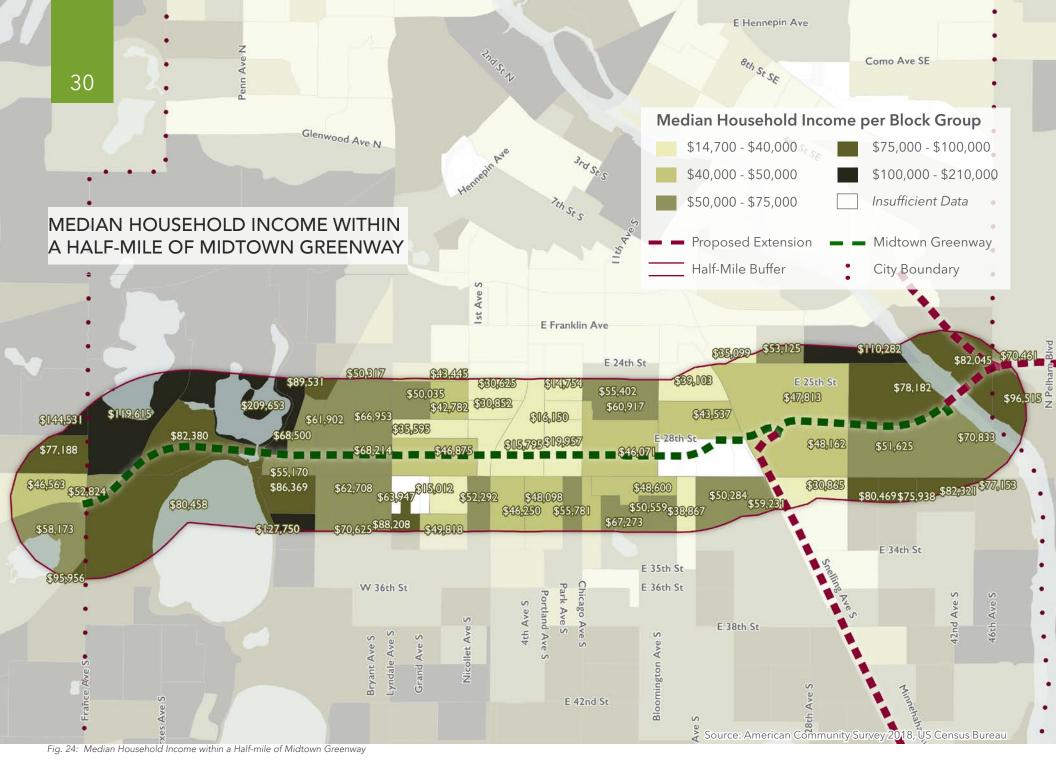
























Fig. 27: Midtown Greenway images

# **OPPORTUNITY DISTRICTS**

**Four Opportunity Districts** have been identified by the Midtown Greenway Coalition as segments where strong potential exists for development and extension of the bikeway network in Minneapolis and Saint Paul.

In each case, adding bikeways to current rail rights of way would expand connections to and from the Greenway, linking residents even more effectively to jobs, education, training, retail, local and regional amenities. The segments also represent areas of comparatively underutilized urban land, well served by other public infrastructure where bikeways could help catalyze greater levels of activity (see "Fig. 28: Opportunity Districts – Land Use" on page 35).

EXTENDING THE MIDTOWN GREENWAY TRAIL OVER THE MISSISSIPPI RIVER AND THROUGH SAINT PAUL WOULD CREATE THE BEST INTER-CITY BICYCLE HIGHWAY IN THE NATION.

### OPPORTUNITY DISTRICTS OVERVIEW

#### GREENWAY SEGMENT 1

→ located in Saint Paul - follows the existing rail line from the Mississippi River to Cleveland Avenue

#### **GREENWAY SEGMENT 2**

→ located in Saint Paul - extends to Ayd Mill Road from Greenway Segment 1

#### MIN-HI LINE

→ proposed link between the existing Greenway to Minnehaha Falls

#### PROSPECT PARK SPUR

→ would serve as an at-grade connection between the Saint Paul Greenway and the 'missing link' of the Grand Rounds Byway System near the University of Minnesota, in addition to the extensive bike network of Southeast and Northeast Minneapolis

#### OPPORTUNITY DISTRICTS: LAND USE

#### **Primary Land Use**

Single-Family Housing
Multifamily Housing
Commercial
Industrial
Institutional / Municipal
Vacant
Open Space

Other / Unknown

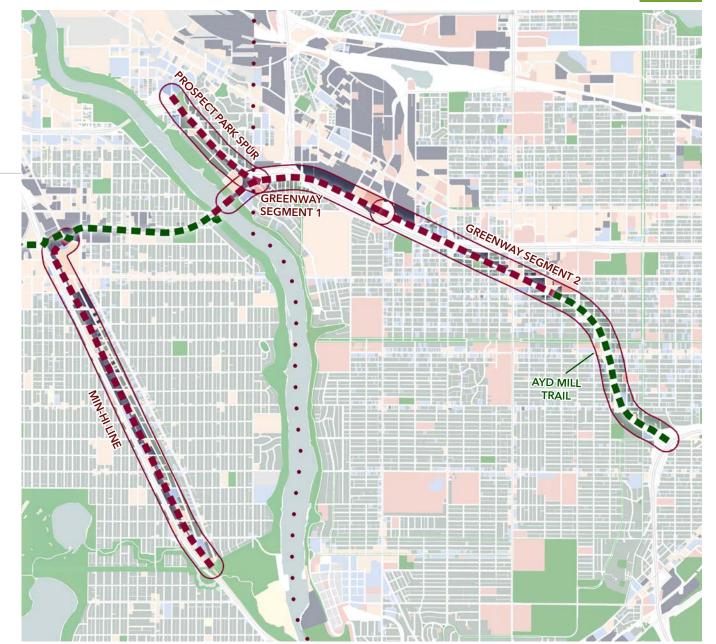
Mpls-StP Border

Proposed Extension

500 ft. Buffer

🗕 🗕 Midtown Greenway

Ayd Mill Trail (Part of Proposed STP Greenway)



Source: Hennepin County / Ramsey County Metro Regional Parcel Dataset, 2020

GREENWAY SEGMENT 1 EXTENDS EAST FROM THE MISSISSIPPI RIVER AND FOLLOWS THE CANADIAN PACIFIC RAIL CORRIDOR ACROSS THE MINNEAPOLIS - SAINT PAUL CITY LINE TO CLEVELAND AVENUE.

#### GREENWAY SEGMENT '

**Greenway Segment 1** is an Opportunity District extending from the Mississippi River, and following the East Canadian Pacific rail corridor across the Minneapolis-Saint Paul city line to Cleveland Avenue. The Segment 1 area is characterized by a division of land use: To the north of the segment (and Interstate 94, along which it proceeds) is industrial property, with increasingly dense commercial and multifamily development along University Avenue. To the south are the residential areas of Desnoyer Park, comprised mostly of single-family homes and smaller apartment properties. The space between is railroad, road and other public right of way, extending to a band of 400 feet or more in width.

In demographic terms, the Segment 1 Opportunity District is home to households of mixed income and a range of racial and ethnic identities, with more people of color living north of the rail alignment. Most residents speak English as the primary language at home, and a strong majority have pursued education beyond a high school diploma.

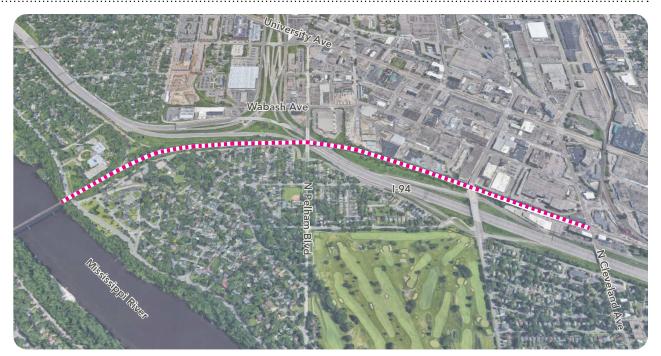


Fig. 29: Aerial - Greenway Segment 1 - Mississippi River to N Cleveland Ave

GREENWAY SEGMENT 2 EXTENDS FROM CLEVELAND AVENUE EASTWARD ALONG THE RAIL CORRIDOR, LINKING TO THE AYD MILL BIKEWAY.

#### GREENWAY SEGMENT 2

**Greenway Segment 2** extends from the terminus of Greenway Segment 1, from Cleveland Avenue eastward along the rail corridor, linking to the Ayd Mill Bikeway at Pascal and Selby Avenues. Beginning in 2020, the Ayd Mill Bikeway provides an off-street route to Lexington Parkway and Jefferson Avenue in Highland Park. Like Segment 1, land use in the Segment 2 Opportunity District comprises a cross section including industrial uses between Cleveland and Prior Avenues and between Marshall and Selby Avenues at the western gateway of the Ayd Mill Bikeway. Also in common with Segment 1, Segment 2 would be constructed on excess right-of-way. South of Selby Avenue, it is surrounded by residential neighborhood development patterns.

Community characteristics of the Segment 2 Opportunity District include modest and higher household incomes and more racial and ethnic diversity along the northern parts of the area than the southern. Notably, areas of lower incomes and educational attainment and areas with higher proportions of limited English speaking households are located along the northern parts of the area along with the eastern terminus around Lexington and Jefferson.



Fig. 30: Aerial - Greenway Segment 2 - Cleveland Avenue to Ayd Mill Bikeway

THE MIN-HI OPPORTUNITY DISTRICT EXTENDS FROM THE EXISTING MIDTOWN GREENWAY, FOLLOWING A RAIL LINE BETWEEN SNELLING AVENUE & HIAWATHA AVENUE SOUTHEAST TO MINNEHAHA FALLS.

#### MIN-HI LINE

The **Min-Hi Line** Opportunity District extends from the existing Midtown Greenway at East 28th Street and Minnehaha Avenue South, following a rail line between Snelling Avenue and Hiawatha Avenue southeast to the bikeway hub at East Minnehaha Parkway and Minnehaha Avenue. The Min-Hi area is characterized by residential uses and local services west of Hiawatha Avenue, a railroad-oriented band of industrial and commercial uses in the blocks to the east of Hiawatha, and residential areas further to the east, extending to the Mississippi River.

The Min-Hi Line Opportunity District is home to primarily moderate-income households with some attainment of higher education, with measures of median income and educational attainment higher among the neighborhoods in the south of the area. The northern end, where this Opportunity District intersects with the existing Midtown Greenway in the Hiawatha Avenue and Lake Street area, is characterized by more ethnic diversity, lower median household income and levels of education (see Fig. 37 on page 44, Fig. 35 on page 42, and Fig. 38 on page 45).

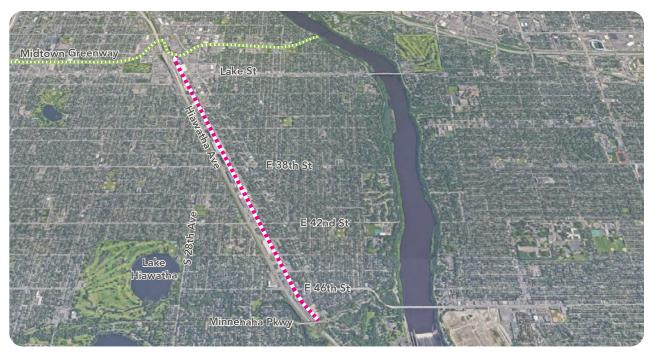


Fig. 31: Aerial - Min-Hi Line - connects Midtown Greenway to Minnehaha Falls

THE PROSPECT PARK SPUR OPPORTUNITY DISTRICT WOULD CONNECT THE SAINT PAUL GREENWAY TO THE 'MISSING LINK' OF THE GRAND ROUNDS BYWAY SYSTEM NEAR THE UNIVERSITY OF MINNESOTA.

#### PROSPECT PARK SPUR

The **Prospect Park Spur** Opportunity District frames a spur diverging northwest from the Canadian Pacific rail as it proceeds east into what is labeled in the study as Greenway Segment 1 (see Fig. 32 on page 39) and is the smallest and least visible of the areas. South of Franklin Avenue, the spur is used only for passive activity such as car storage. North of Franklin Avenue, including the rail bridge that links the rail to 27th Avenue SE where it meets a dead end, this rail segment is unused and functionally abandoned. Land uses in the Opportunity District as a whole include significant multifamily housing including Glendale Homes, single family and smaller housing types, institutional uses including University assets, and the Interstate 94 highway corridor.

Community characteristics of the Prospect Park Spur Opportunity District are varied, including University of Minnesota students, faculty and staff, a collection of immigrant communities and parts of Prospect Park. Such variation is expressed in block groups with median household incomes ranging from \$14,942 to \$110,282, and with proportions of BIPOC residents in these block groups ranging from 4.5% to 79.2% (see "Fig. 35: Opportunity Districts: Median Household Income" on page 42).

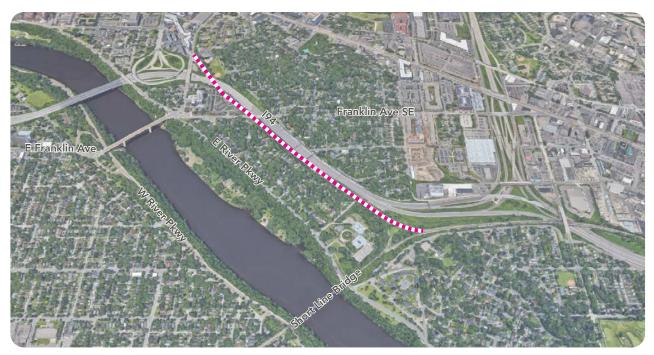
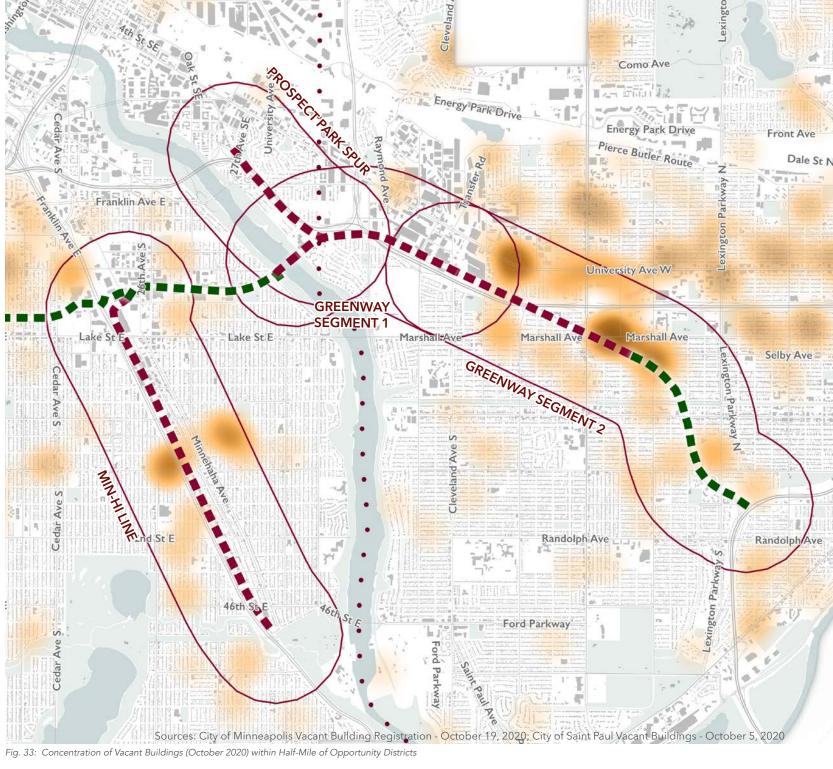


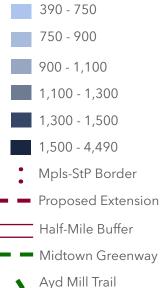
Fig. 32: Aerial - Prospect Park Spur

CONCENTRATION OF VACANT BUILDINGS (OCTOBER 2020) WITHIN A HALF-MILE OF OPPORTUNITY DISTRICTS



#### OPPORTUNITY DISTRICTS: TOTAL POPULATION

#### Estimated Population per Block Group



Ayd Mill Irail (Part of Proposed STP Greenway)

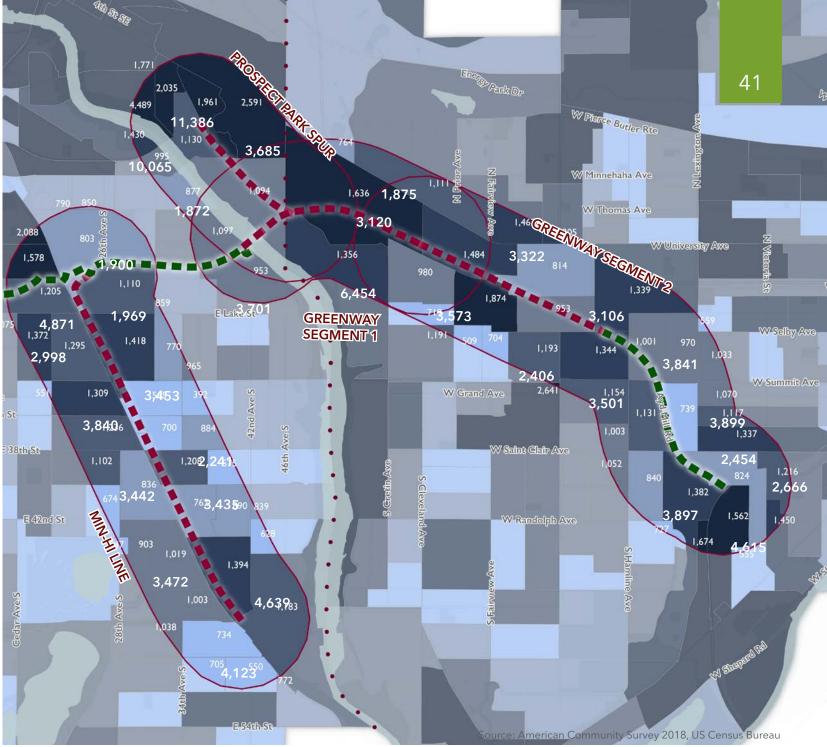


Fig. 34: Opportunity Districts: Total Population

OPPORTUNITY DISTRICTS: MEDIAN HOUSEHOLD INCOME

#### Median Household Income per Block Group



Mpls-StP Border

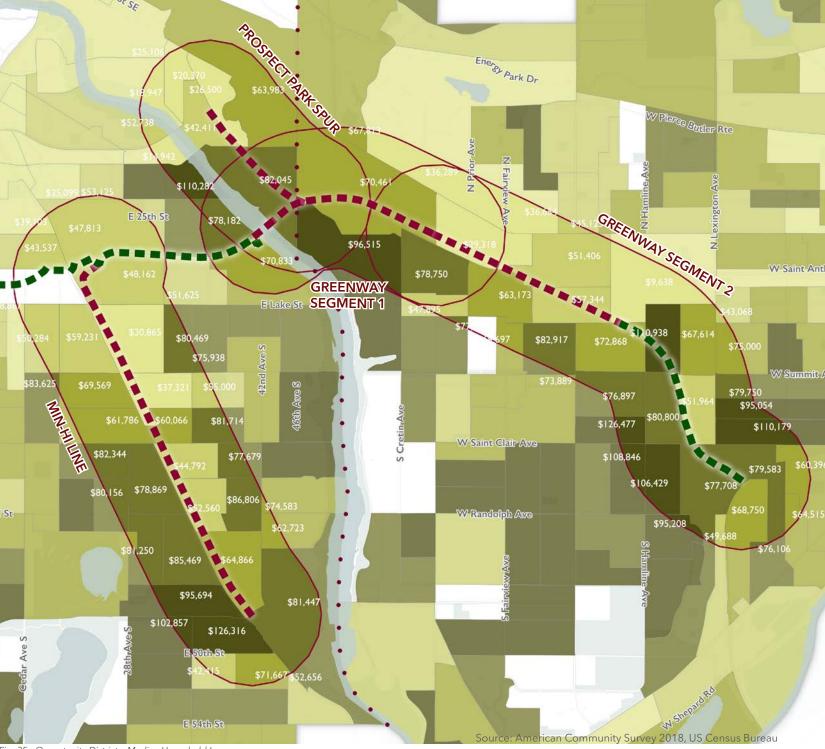
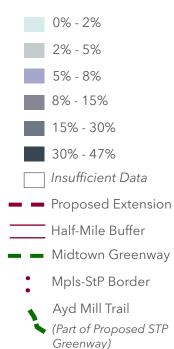
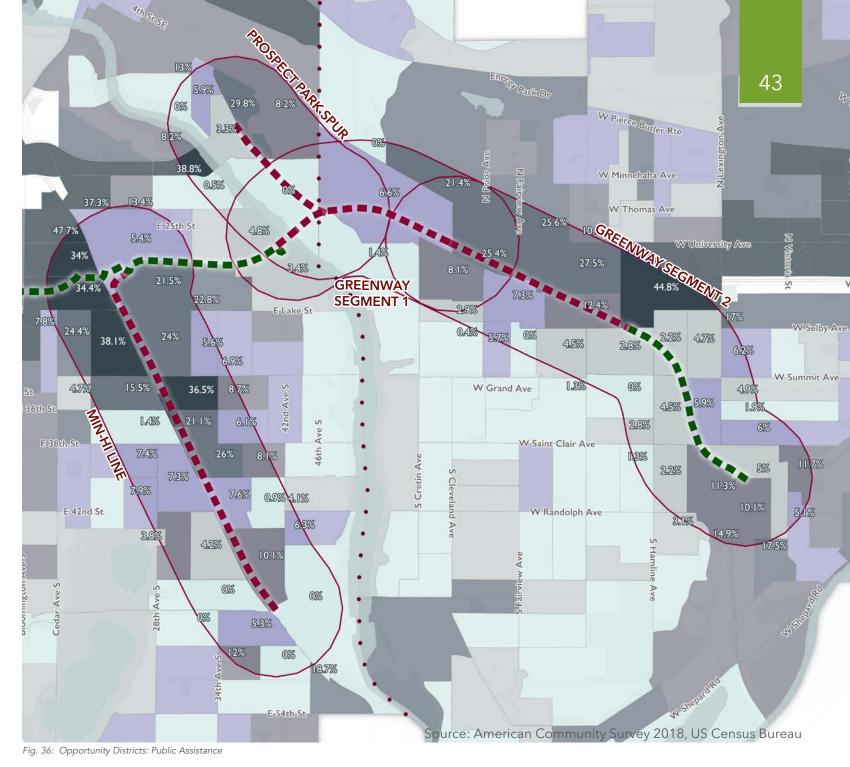


Fig. 35: Opportunity Districts: Median Household Income

OPPORTUNITY DISTRICTS: PUBLIC ASSISTANCE

Percent of Households per Block Group Receiving Cash Public Assistance or Food Stamps/SNAP





EXISTING CONDITIONS | CHAPTER 2

**OPPORTUNITY DISTRICTS:** PEOPLE OF COLOR

**BIPOC** Population, Percent of Block Group



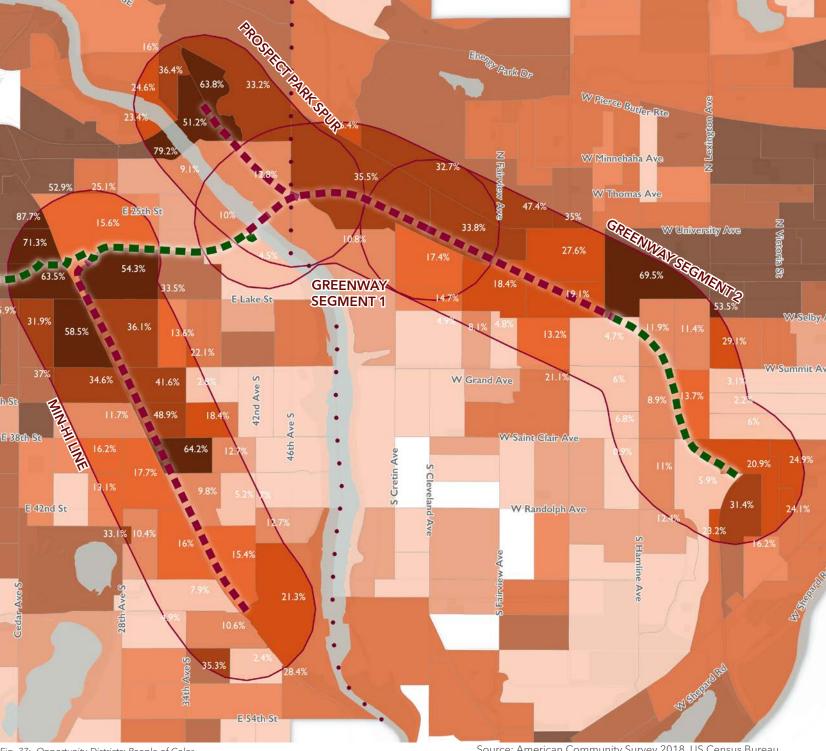
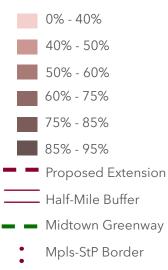


Fig. 37: Opportunity Districts: People of Color

Source: American Community Survey 2018, US Census Bureau

#### OPPORTUNITY DISTRICTS: COLLEGE EDUCATION

#### Highest Education Attained (Population Age 25+): College Degree\*, Percent per Block Group



- Ayd Mill Trail
- (Part of Proposed STP Greenway)

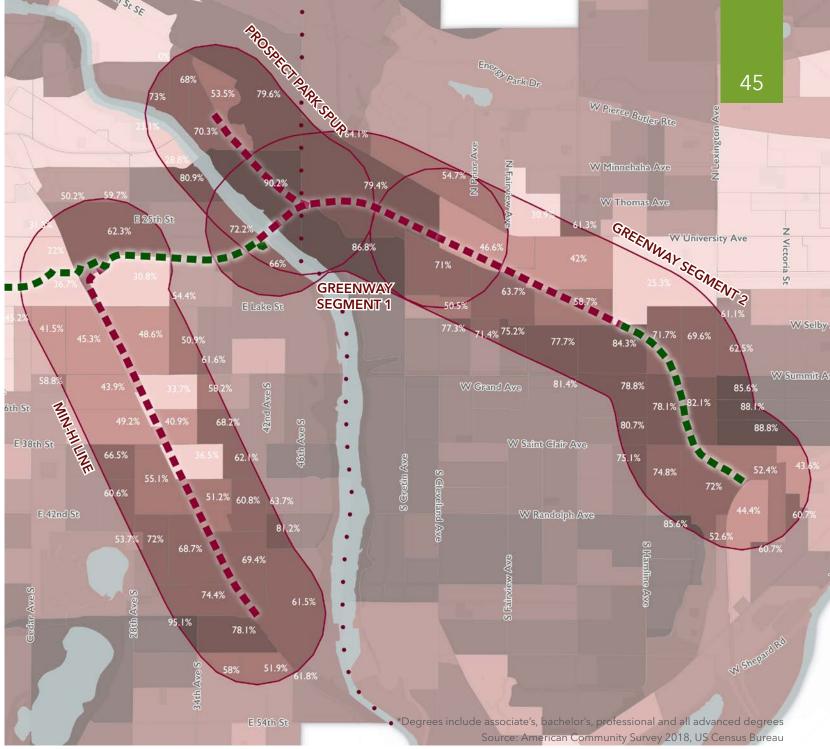
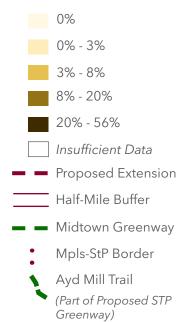


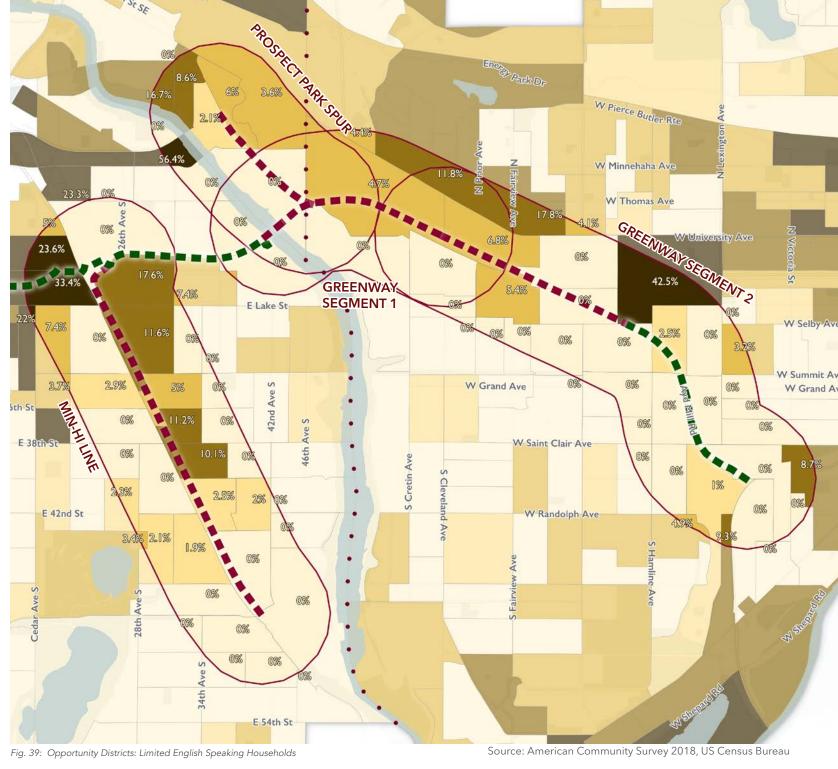
Fig. 38: Opportunity Districts: College Education

EXISTING CONDITIONS | CHAPTER 2

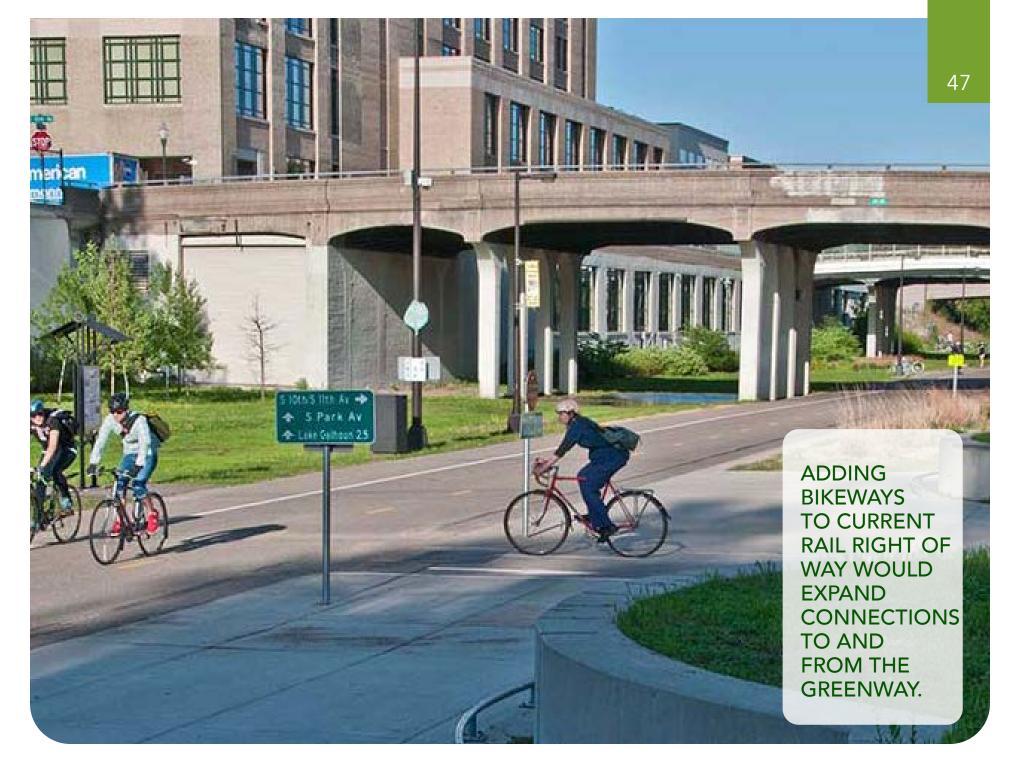
OPPORTUNITY DISTRICTS: LIMITED ENGLISH SPEAKING HOUSEHOLDS

Limited English Speaking Households, Percent per Block Group





MIDTOWN GREENWAY EXTENSION IMPACT STUDY | JULY 2021



# IMPACT ANALYSIS

03

### **IMPACT ANALYSIS**

#### OVERVIEW

Numerous partners began development of the bikeway in the 1990's, including the Midtown Greenway Coalition, Hennepin County (which owns the Greenway property), the City of Minneapolis (which maintains it), and nearby businesses and other partners. In its current form, the Greenway was completed in 2006. This study collected and analyzed data for parcels (land use, market value and payment of property tax), within a mile of the Greenway from project inception in 2000 to the current year.

#### ECONOMIC AND TAX BASE BENEFITS

For the twenty-year period since the bikeway's development began the Midtown Greenway has acted as the spine for dramatic redevelopment and reuse across south Minneapolis. During this period, the property located within 500 feet of the Greenway increased in value by \$1.8 billion, adjusted for inflation and expressed in today's dollars (see "Fig. 41: Change in Estimated Market Value, 2000–2020" on page 50). As a result of this value, an additional \$30.37 million in property taxes was collected in 2020 (see "Fig. 42: Change in Tax Revenue, 2000–2020" on page 51).

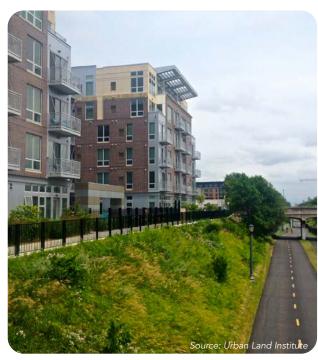


Fig. 40: Development along the Midtown Greenway

### Since 2000, the property located within 500 feet of the Greenway has increased in value by **\$1.8 BILLION**\*.

\*Adjusted for inflation and expressed in today's dollars.

**\$30.37 MILLION** is the amount of property taxes collected in 2020.



Fig. 41: Change in Estimated Market Value, 2000-2020

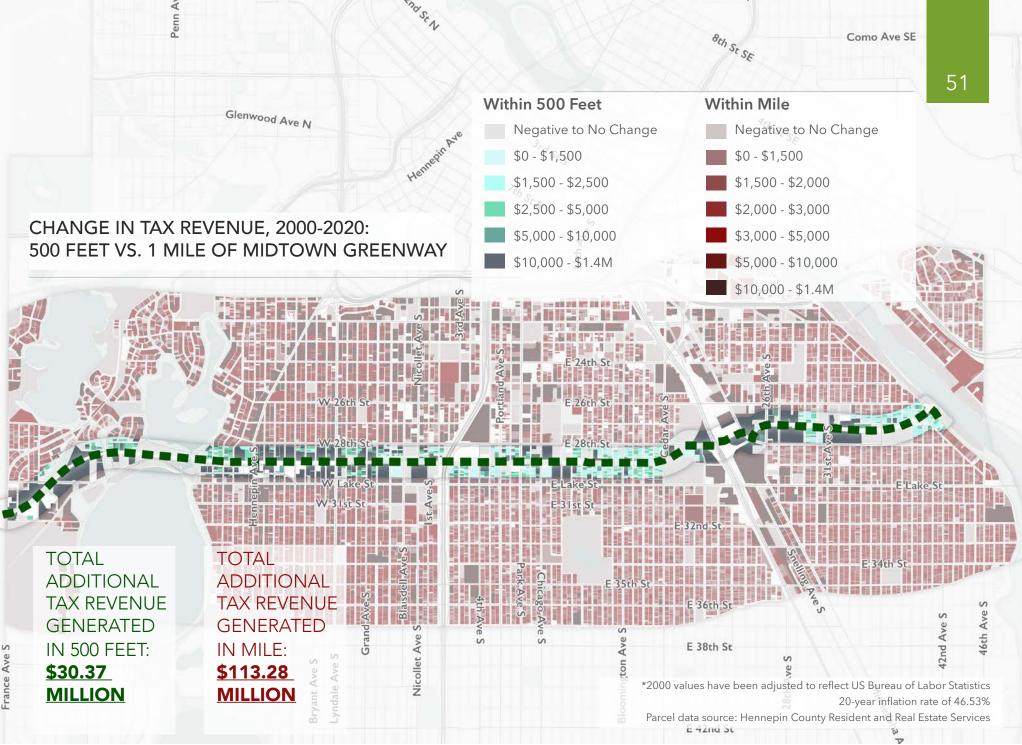


Fig. 42: Change in Tax Revenue, 2000-2020

#### ECONOMIC & TAX BASE BENEFITS CONTINUED

The economic and tax base benefits are also reflected in a larger geography surrounding the Greenway. Since 2000, the value of property within a wider band extending one mile north and south of the Greenway has increased by \$7.875 billion (see "Fig. 41: Change in Estimated Market Value, 2000–2020" on page 50). From this additional value, property taxes paid in 2020 increased by \$113.28 million (see "Fig. 42: Change in Tax Revenue, 2000–2020" on page 51).

This report does not claim that all the new construction and investment, and increased value of existing property, is attributable to the Midtown Greenway alone. However, the



Fig. 43: Development along the Midtown Greenway in Uptown neighborhood

scale of growth in the areas surrounding the Greenway has been supported by the increased bike accessibility, the demonstrated demand for residents to rent and own homes nearby, and response of the businesses offering amenities to those residents.

The transition of the Milwaukee Road railroad, acquired by Hennepin County in 1994, to the Midtown Greenway was itself a reactivation of underused space in the community. In the years that followed, underused and vacant parcels were activated in new ways providing value to the community through additional housing, commercial and retail space, and increased jobs. Bikeways can play a strategic role in expanding equitable access, facilitating infill development, and creating more productive urban land use. Adapting this strategy in each of the Opportunity Districts can support infill development consistent with the context of each area. SINCE 2000, THE VALUE OF PROPERTY WITHIN ONE MILE NORTH AND SOUTH OF THE GREENWAY HAS INCREASED BY <u>\$7.875 BILLION</u>. FROM THIS ADDITIONAL VALUE, PROPERTY TAXES PAID IN 2020 INCREASED BY <u>\$113.28</u> MILLION.

#### CURRENT (2020) ESTIMATED MARKET VALUE WITHIN 500 FEET OF GREENWAY SEGMENT 1



CURRENT (2020) ESTIMATED MARKET VALUE WITHIN 500 FEET OF GREENWAY SEGMENT 2

#### Building + Land Estimated Market Value



N Fairvie W University Ave W University Ave W Saint Anthony A z Z W Concordia Ave W Marshall Ave W Marshall Ave W Selby Ave Z W Summit Ave W Summit Ave W Summit Ave W Grand Ave W Grand Ave W Grand A TOTAL **ESTIMATED** W Saint Clair Ave MARKET VALUE IN STUDY AREA: \$477.4 W Jefferson Ave **MILLION** W Randolph Ave Source: Hennepin County / Ramsey County Metro Regional Parcel Dataset, 2020

Fig. 45: Estimated Market Value within 500 feet of Greenway Segment 2

#### CURRENT (2020) ESTIMATED MARKET VALUE WITHIN 500 FEET OF MIN-HI LINE

#### Building + Land Estimated Market Value





Fig. 46: Estimated Market Value within 500 feet of Min-Hi Line

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CURRENT (2020) ESTIMATED MARKET VALUE WITHIN 500 FEET OF PROSPECT PARK SPUR

#### Building + Land Estimated Market Value





Fig. 47: Estimated Market Value within 500 feet of Prospect Park Spur

#### THE MIDTOWN GREENWAY DEMONSTRATES HOW BIKEWAYS CAN SUPPORT THE ADDITION OF VALUE TO NEARBY PROPERTIES.

#### ECONOMIC & TAX BASE BENEFITS CONTINUED

When applied to the Opportunity Districts, the experience of the for Midtown Greenway can help highlight potential for economic and tax base benefits associated with bikeway proximity. In addition to strengthening accessibility, dynamics surrounding the Midtown Greenway underscore how bikeways can support the addition of value to nearby properties.

With modest investment required in new infrastructure, parcels in each of the Opportunity Districts, including currently vacant or underused spaces, can become places for housing, job creation, and park use (see "Fig. 33: Concentration of Vacant Buildings (October 2020) within Half-Mile of Opportunity Districts" on page 40). This added capacity spreads levies across a wider base while increasing total assessed property taxes. This approach supports the cities, counties and school districts that rely upon those levies.

To develop an estimate of the magnitude of this potential in each Opportunity District, we developed a methodology that uses three tiers of land use intensity to measure potential change within 500 feet of the Midtown Greenway during the period from 2000–2020. The basis of the tiers is the estimated market value of each parcel (for land and for buildings respectively) as follows:

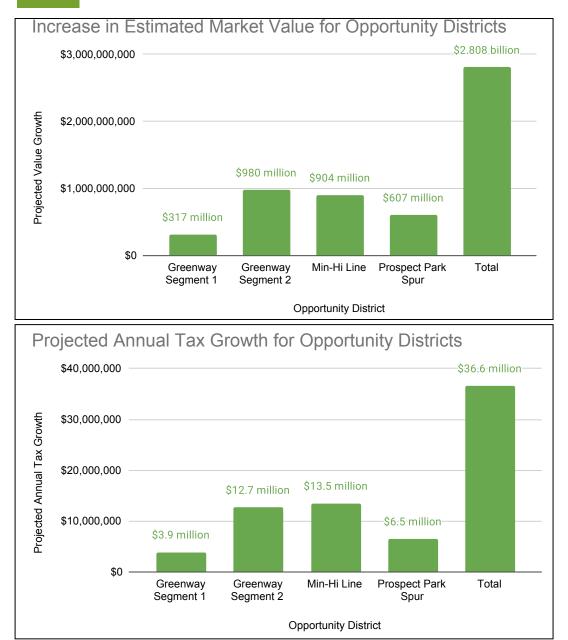
- Parcels where the estimated market value of buildings comprises 60% or more of the total estimated market value, are considered "highly utilized." These are least likely to change in land use or in intensity of development.
- Parcels where the estimated market value of buildings comprises less than 60% of the total estimated market value, are considered "underutilized" in this method. These are moderately likely to be redeveloped, potentially in combination with other parcels.
- Parcels with no structures. These are most likely to be assembled and redeveloped, potentially in combination with underutilized parcels.

Our approach measured how the value of each parcel changed through the study period (2000-2020) and categorized these into one of the three tiers described. In aggregate, the value changes of the parcels in the three tiers add to the total increase in value surrounding the Midtown Greenway, of \$1.8 billion, adjusted for inflation and expressed in today's dollars (see "Fig. 41: Change in Estimated Market Value, 2000-2020" on page 50).

Using this analytic finding, we then applied the rate of infill development that occurred within 500 feet of the Midtown Greenway to the respective tiers in each of the Opportunity Districts. For each district, the rate of increase in value for each tier was applied to each parcel of the same tier (highly utilized, underutilized, and those with no buildings). Using this method, the increase in estimated market value for each of the Opportunity Districts, and total additional annual property taxes collected at today's tax rates, are projected in <u>"Fig. 48:</u> Increase in Estimated Market Value & Projected Annual Tax Growth for Opportunity Districts" on page 58.

In combination, these projections exceed the value growth and property tax growth documented around the Midtown Greenway over the past two decades.

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#### Fig. 48: Increase in Estimated Market Value & Projected Annual Tax Growth for Opportunity Districts

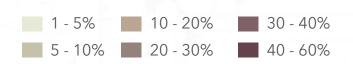
#### EQUITY IMPACTS

In its current form, the Midtown Greenway is a facility that links some of the highest and lowest income neighborhoods in Minneapolis. Additional transit investment in the form of the Green Line extension, and the B Line arterial bus following Lake Street, will reinforce the connective value of the Greenway for communities in Minneapolis, Saint Paul and surrounding cities. Extending the Midtown Greenway into four Opportunity Districts offers the potential to more equitably tie areas of the region particularly subjected to disinvestment to surrounding areas and regional systems (see "Fig. 50: Opportunity Districts: Combined Population Metrics" on page 60).

Establishing equity as a priority for expanding the Greenway network is consistent with existing policy direction. It recognizes the connection between strengthening the reach of bikeway access to regional destinations, the transit system and amenities, with the creation of jobs, places of education and training, and a higher quality of life for all.

A key element of the success of the Midtown Greenway has been how it has tied together various areas of Minneapolis that are characterized by economic prosperity in some cases and economic hardship in others. The expansion of the Greenway network into four Opportunity Districts will further provide increased accessibility to many residents, including multiple communities currently experiencing low household income, barriers to education attainment, lower levels of access to car transportation, and other hurdles (see "Fig. 49: Percent Households with No Vehicle available Minneapolis & Saint Paul" on page 59).

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 Midtown Greenway Proposed Extension

Source: American Community Survey 2018, US Census Bureau

IMPACT ANALYSIS | CHAPTER 3

Fig. 49: Percent Households with No Vehicle available Minneapolis & Saint Paul

PROSPECT PARK SPUR

AYD MILL TRAIL

#### OPPORTUNITY DISTRICTS: COMBINED POPULATION METRICS

Block groups with some combination of the following population metrics:

- Lowest 40% median household income
- Lowest 40% of college degree holders
- Highest 40% of households receiving public assistance or SNAP benefits
- Highest 40% of households that speak limited English



- 3 metrics
- 4 metrics
- Mpls-StP Border
- Proposed Extension
- Half-Mile Buffer
- Midtown Greenway
  - Ayd Mill Trail (Part of Proposed STP Greenway)

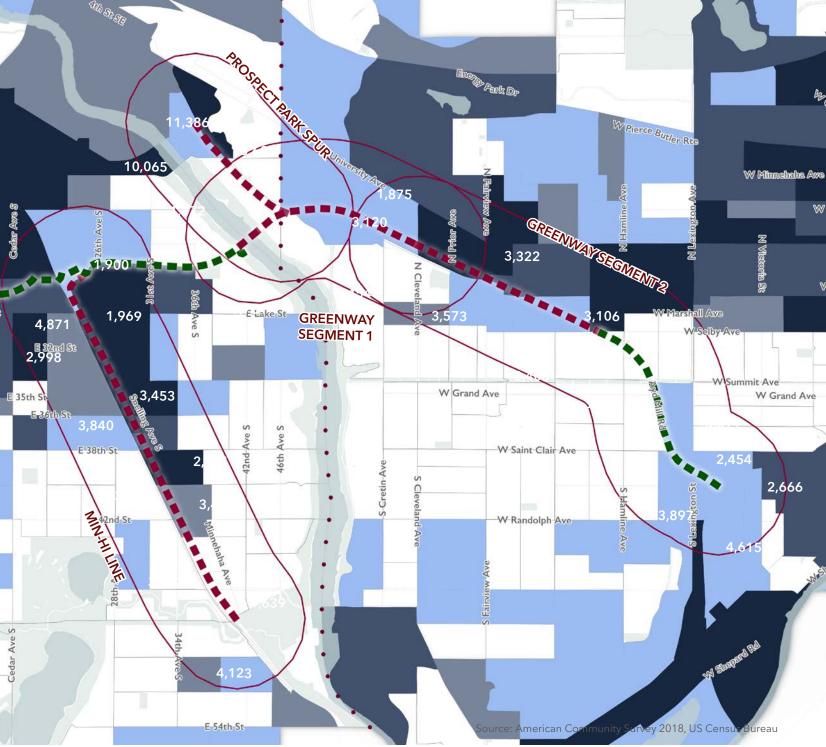


Fig. 50: Opportunity Districts: Combined Population Metrics

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OF THE GREENWAY **NETWORK WILL** DELIVER MORE ACCESSIBILITY TO MULTIPLE COMMUNITIES CURRENTLY **EXPERIENCING** LOW HOUSEHOLD **INCOME, BARRIERS** TO EDUCATION ATTAINMENT, LOWER LEVELS OF ACCESS TO CAR TRANSPORTATION, AND OTHER HURDLES.

THE EXPANSION

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## O4 -CONCLUSION

### **BENEFITS OF EXTENDING THE MIDTOWN GREENWAY**

Over the last 20 years, the Midtown Greenway has developed into a critical piece of infrastructure within Minneapolis and has become the spine of the regional bikeway transportation network. The Greenway has not only spurred and anchored substantial economic growth – it has made this growth more accessible to residents by connecting to destinations for work, education, training, and leisure and by connecting neighborhoods to each other. Extending the Greenway into multiple well suited corridors and linking to the completed Ayd Mill Trail, offers a rich opportunity to generate more efficient use of land, more economic activity, and more equitable access to this community asset.



Fig. 51: Extending the Midtown Greenway would facilitate and encourage physical activity.

### **ECONOMIC BENEFITS**

Minneapolis and Saint Paul are each growing in population and employment and are experiencing increasing demand for land area to accommodate all aspects of urban life. As the dynamics of rail transportation shift, short lines and rail spurs are becoming candidates for alternative or secondary uses, including bikeways. Given regional demand for space, opportunities to reuse and redevelop parcels along these rights of way are receiving more attention. In addition, the amenity value of access to bikeways – particularly when linked to a substantial, off street network – appears to be growing in urban and suburban neighborhoods alike.

> Minneapolis and Saint Paul are experiencing increasing demand for land area to accommodate all aspects of urban life.

### ECONOMIC BENEFITS OF EXTENDING THE MIDTOWN GREENWAY:

- <u>Stronger connections</u> among the region's commercial districts and neighborhoods;
- <u>Greater utilization of urban land</u> and existing infrastructure including the transit network, street network, and other utilities;
- Increased utilization translates to a <u>larger property tax base</u>, which reduces the overall burden of property tax levies; and
- Construction and maintenance of bikeways provide <u>ongoing jobs</u> benefits as well.



Fig. 52: Extending the Midtown Greenway would create stronger connections among the region's commercial districts and neighborhoods.

### **EQUITY BENEFITS**

The Midtown Greenway travels through diverse neighborhoods with varying levels of household income. The Opportunity Districts represent a series of potential network expansions that will connect residents – including those with lower incomes or less access to cars – to regional jobs and amenities.

Likewise, trails and greenways create healthy recreation and transportation opportunities by providing people of all ages with attractive, safe, accessible places to bike, walk, hike, jog, skate or ski. In doing so, they make it easier for people to engage in physical activity. With the increase in health-focused initiatives, and more multi-use trails being constructed than ever before, there is evidence showing the positive impact that trails like the Midtown Greenway have on public health.

It is well documented that people in low-income communities and communities of color suffer disproportionately from the effects of physical inactivity. Recent research has identified some key factors that negatively influence a community's level of physical activity: higher rates of crime, lack of access to public parks and play areas, and poor bicycle and pedestrian infrastructure. Expansion of the Midtown Greenway is expected to not only improve connectivity between Minneapolis and Saint Paul, but to provide better access to homes, schools, and jobs for everyone while promoting healthier lifestyles for Greenway users.



Fig. 53: Extending the Midtown Greenway would provide a trail network extension to help form a more equitable community in the future.

#### EQUITY BENEFITS OF EXTENDING THE MIDTOWN GREENWAY:

- Deliver <u>low-cost transportation</u> options for residents to access destinations for work, education and training, or leisure activities
- By adding <u>bikeway extensions</u> in the corridors identified as Opportunity Districts, the rail lines that for decades have often divided communities on the basis of race, ethnicity and financial wealth, can instead bring those neighborhoods together.
- Facilitate and encourage <u>physical</u>
   <u>activity</u>
- Improve psychological health
- Improve <u>air and water quality</u>
- Improve <u>social health</u> of corridor communities
- <u>Reduce</u> frequency of automobile <u>crashes with pedestrians and cyclists</u>
- Improve access to <u>healthy foods</u> in the corridor

APPENDIX: REFERENCES & ADDITIONAL MAPPING

05

### REFERENCES

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- MnDOT Route Centerlines Minnesota Department of Transportation, 2021 (https://gisdata.mn.gov/dataset/ trans-roads-centerlines)
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   Real Estate Services, 2000
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- Atlanta Beltline, Inc., 100 Peachtree NW, Suite 2300, Atlanta, GA 30303
- US Department of Transportation, Federal Highway Administration, Center for Innovative Finance Support

- Minnesota Department of Transportation <u>Assessing</u> the Economic Impact and Health Effects of Bicycling in <u>Minnesota</u>, December 2016
- Midtown Greenway Extension Across Mississippi River Bridge L5733 – Pedestrian/Bicycle Trail Use Study, April 2019 – Kimley-Horn and Associates, Inc.
- <u>A Greenway Runs Through It: The Midtown Greenway</u> and the Social Landscape of Minneapolis, Minnesota, Aaron M. Brown, Dept of Geography, Macalester College, Spring 2010
- Urban Land Institute <u>Active Transportation and Real</u> <u>Estate: The Next Frontier,</u> March 2016
- Rails to Trails Conservancy <u>From Trail Towns to TrOD:</u> <u>Trails and Economic Development</u>, August 2007
- Rails to Trails Conservancy <u>Urban Pathways to Healthy</u> Neighborhoods: Promising Strategies for Encouraging <u>Trail Use in Urban Communities</u>

### **ADDITIONAL MAPS**

This appendix includes additional mapping analysis that is • relevant to this study. Focus topics include:

- Bike crashes within a quarter mile of Lake Street/Marshall Avenue Bridge
- Change in Estimated Market Value (EMV) within 500 feet
   vs 1 mile of the Midtown Greenway, 2000–2002 & 2000–2020
- Change in Tax Revenue within 500 feet of the Midtown Greenway, 2000-2020
- Change in Tax Revenue within 500 feet vs 1 mile of the Midtown Greenway, 2000–2020
- Job Growth within 500 feet of the Midtown Greenway, 2002-2003
- High School Education within a half mile of Midtown Greenway
- Land Use within 1 mile of Midtown Greenway, 2002
- Limited English Speaking Households within a half mile of Midtown Greenway

- New Structures Built within a half mile of Midtown Greenway, 2000-2004
- New Structures Built within 500 feet of Midtown Greenway, 2000-2020
- Residential Building Permits within 500 feet of Midtown Greenway, 2003–2018
- High School Education within a half mile of Opportunity
   Districts
- Parcel Utilization within 500 feet of Opportunity Districts
- Total Tax Revenue within 500 feet of Opportunity Districts
- Job Counts within a half mile of Opportunity Districts



Sources: City of Minneapolis Transportation Data Management System (2003-2008), City of Saint Paul Pedestrian and Bike Crash Data (2016-2018)

CHANGE IN ESTIMATED MARKET VALUE, 2000-2002: 500 FEET VS 1 MILE OF MIDTOWN GREENWAY PHASE 1



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CHANGE IN ESTIMATED MARKET VALUE, 2000-2020 500 FEET VS 1 MILE OF MIDTOWN GREENWAY PHASE 1



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#### CHANGE IN TAX REVENUE WITHIN 500 FEET OF MIDTOWN GREENWAY, 2000-2020



CHANGE IN TAX REVENUE, 2000-2020: 500 FEET VS. 1 MILE OF MIDTOWN GREENWAY



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#### JOB GROWTH WITHIN 500 FEET OF MIDTOWN GREENWAY, 2002-2003

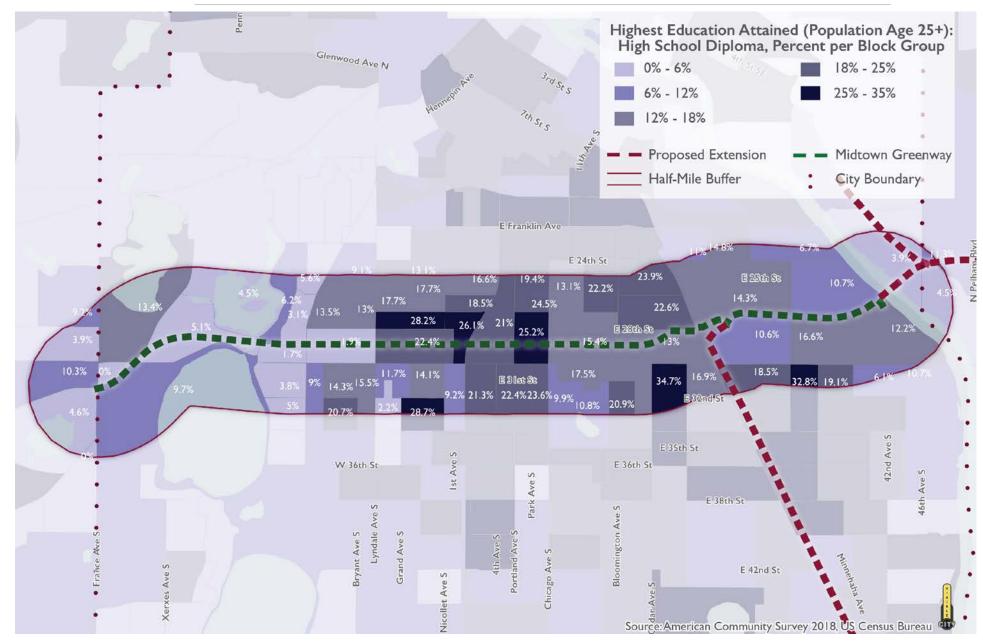


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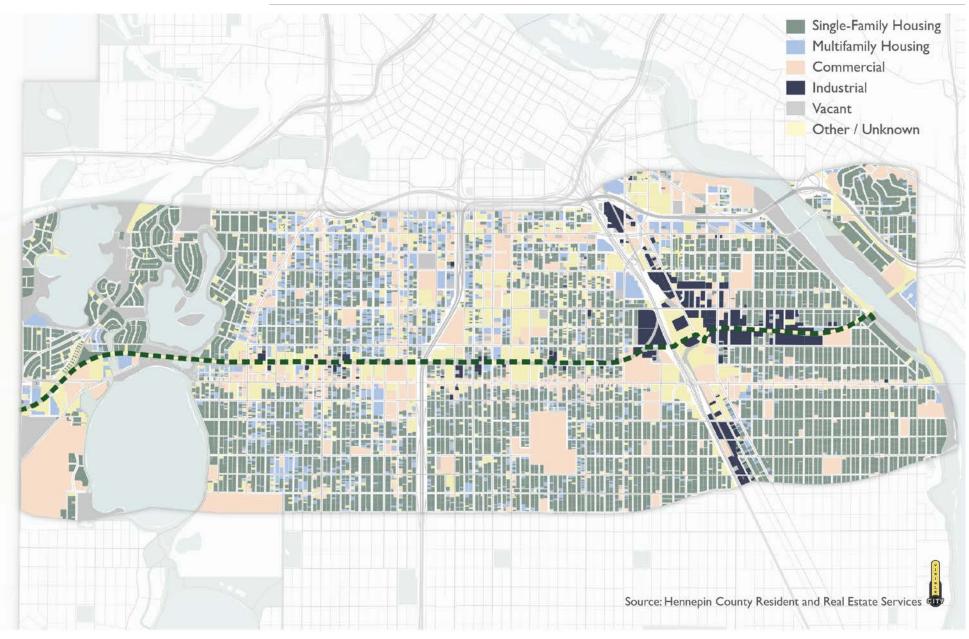
Source: OnTheMap / US Census Bureau Center for Economic Studies, 2017

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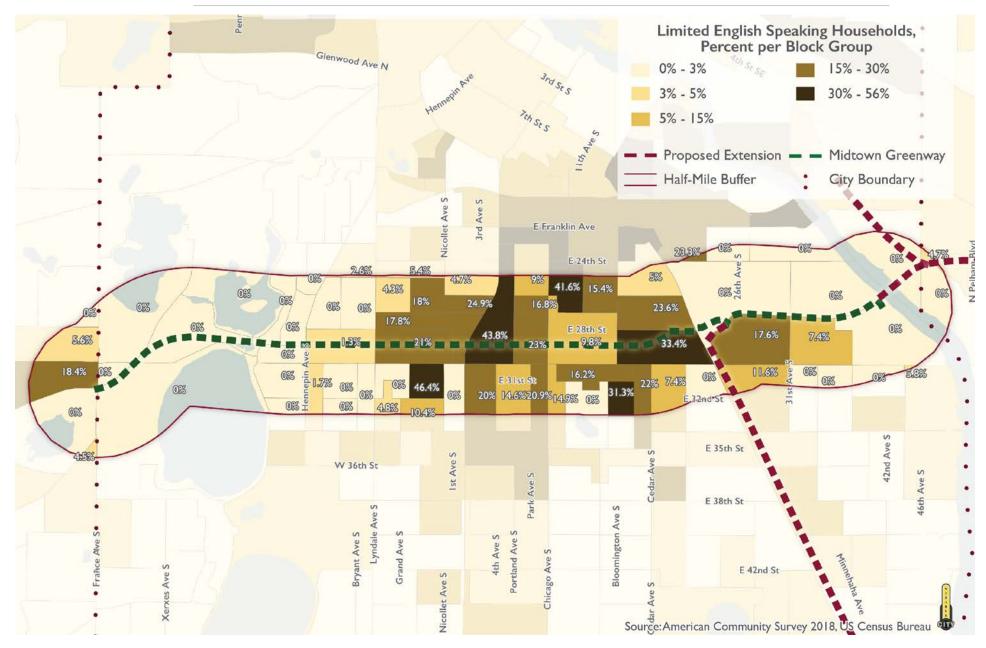
#### HIGH SCHOOL EDUCATION WITHIN HALF MILE OF MIDTOWN GREENWAY



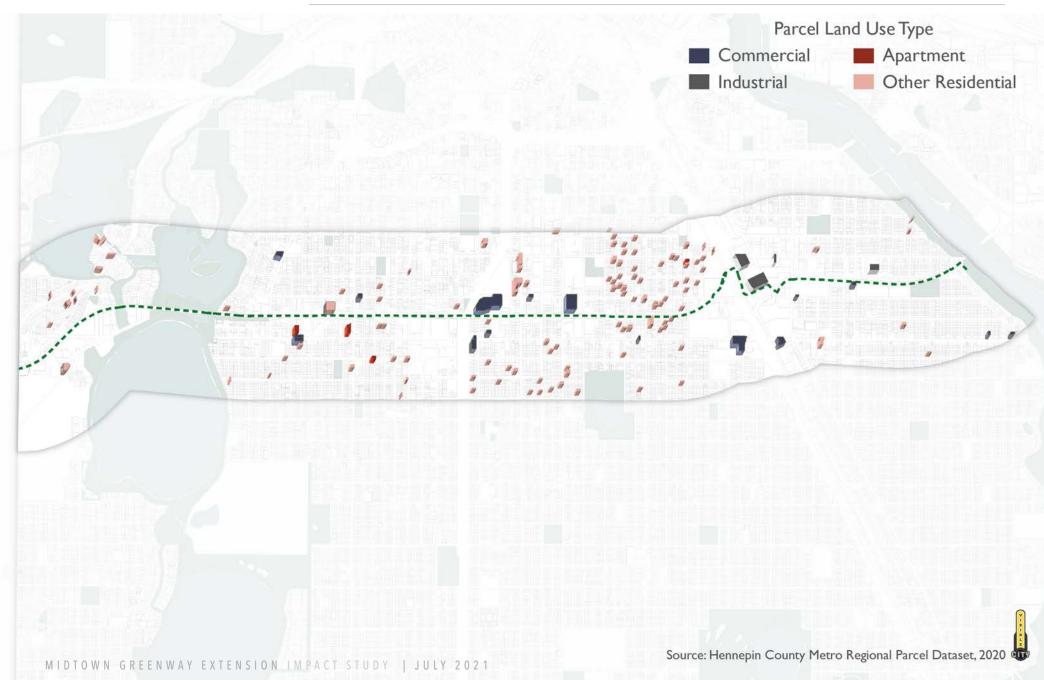
#### LAND USE WITHIN 1 MILE OF MIDTOWN GREENWAY, 2002



#### LIMITED ENGLISH SPEAKING HOUSEHOLDS WITHIN HALF MILE OF MIDTOWN GREENWAY



### NEW STRUCTURES BUILT WITHIN HALF MILE OF MIDTOWN GREENWAY, 2000-2004

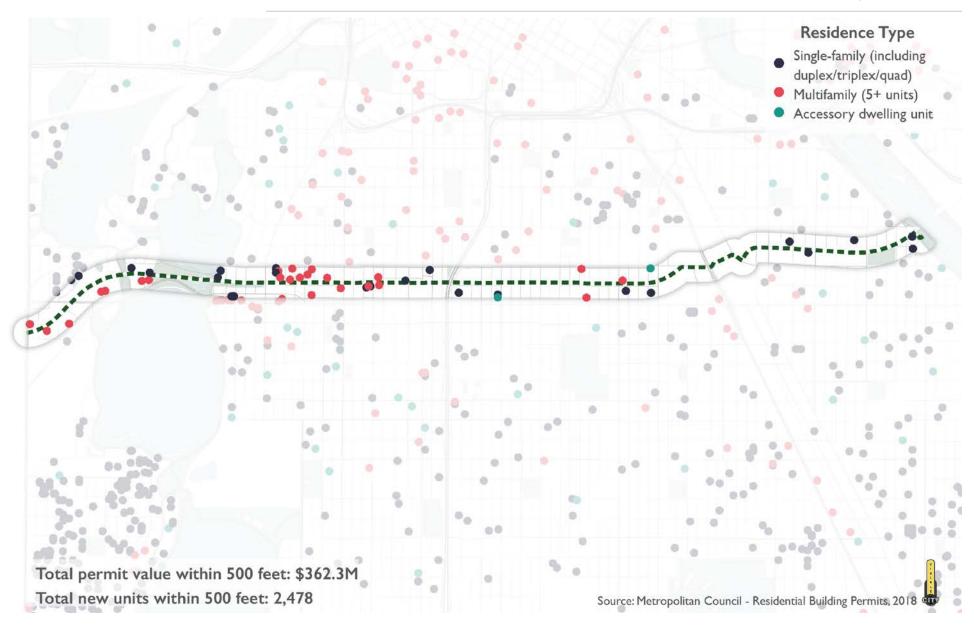


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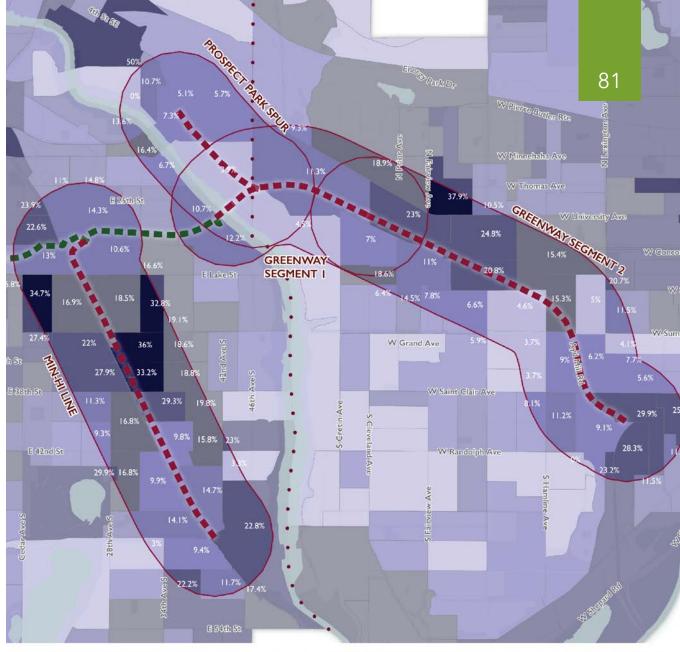
#### NEW STRUCTURES BUILT WITHIN 500 FEET OF MIDTOWN GREENWAY, 2000-2020



#### RESIDENTIAL BUILDING PERMITS WITHIN 500 FEET OF MIDTOWN GREENWAY, 2003-2018



#### OPPORTUNITY DISTRICTS: HIGH SCHOOL EDUCATION

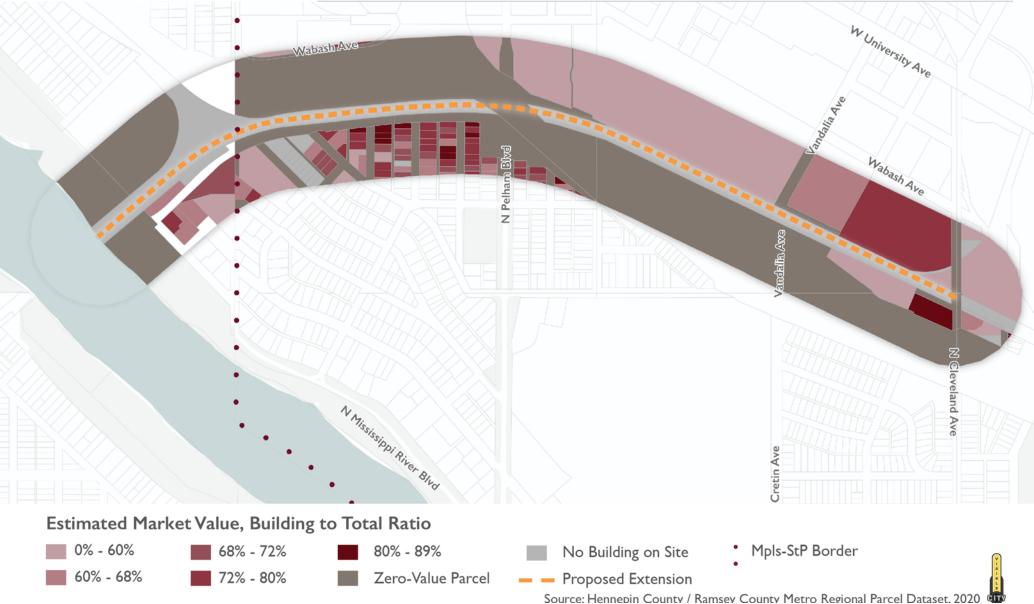


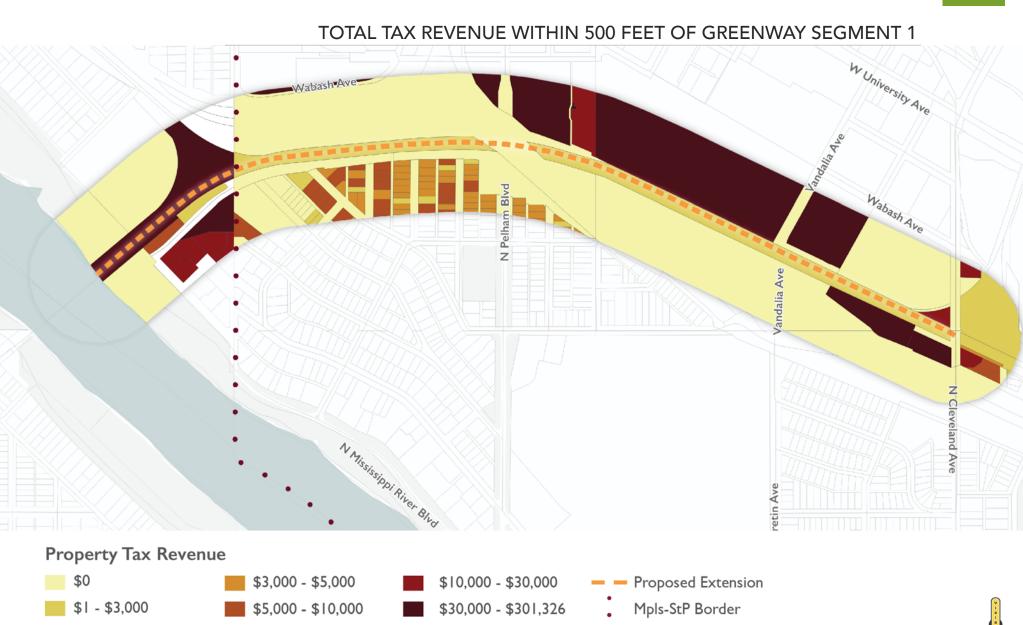
Highest Education Attained (Population Age 25+): High School Diploma, Percent per Block Group



Sources: American Community Survey 2018, US Census Bureau

#### PARCEL UTILIZATION WITHIN 500 FEET OF GREENWAY SEGMENT 1

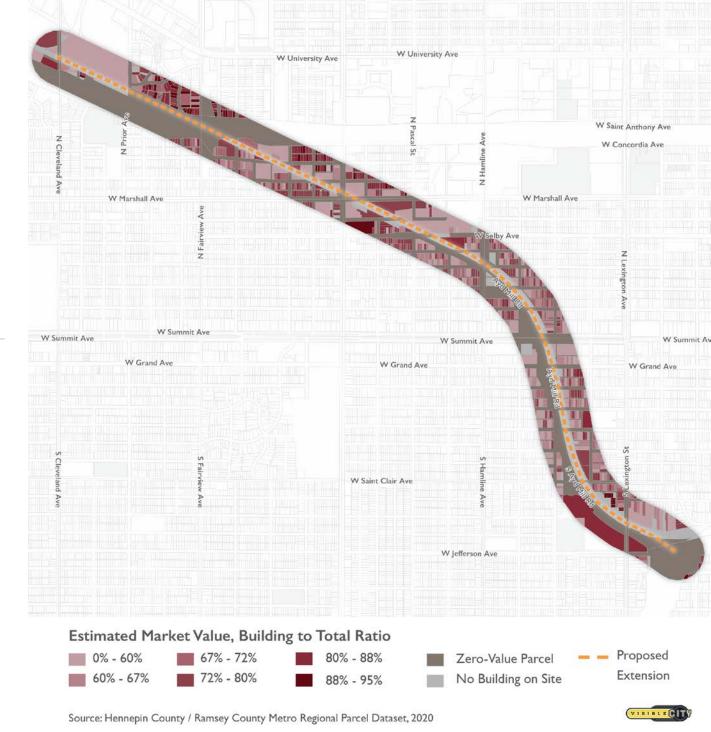




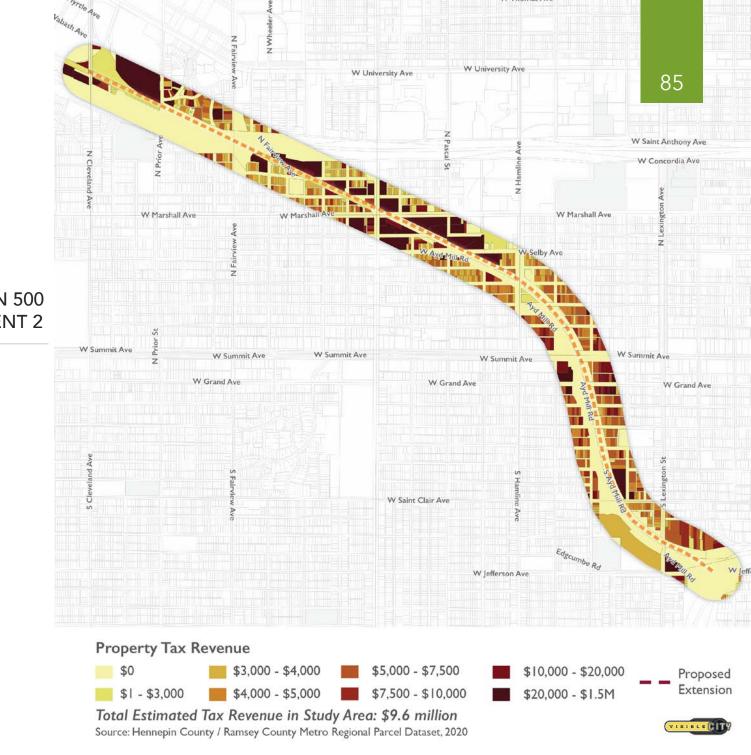
Total Estimated Tax Revenue in Study Area: \$2.1 million

Source: Hennepin County / Ramsey County Metro Regional Parcel Dataset, 2020 🚥

#### PARCEL UTILIZATION WITHIN 500 FEET OF GREENWAY SEGMENT 2



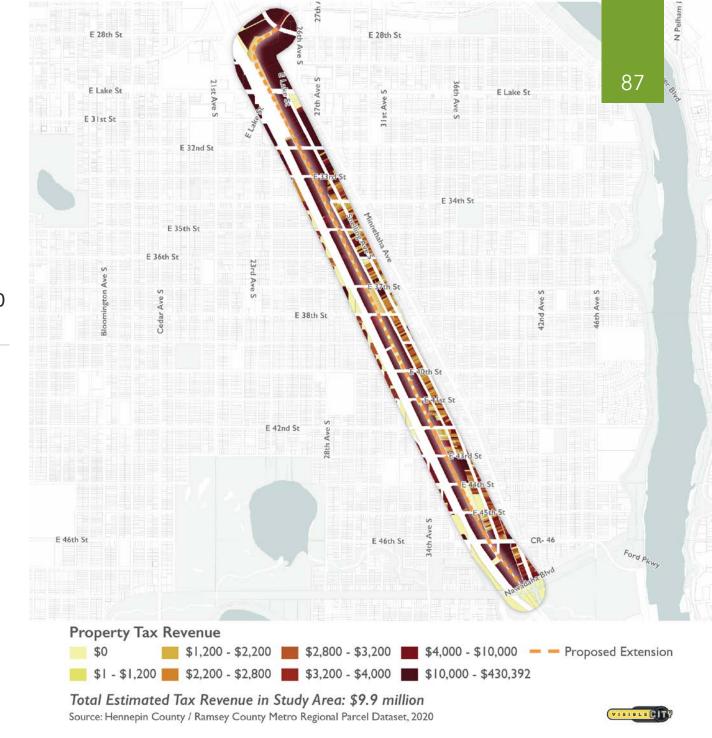
## TOTAL TAX REVENUE WITHIN 500 FEET OF GREENWAY SEGMENT 2



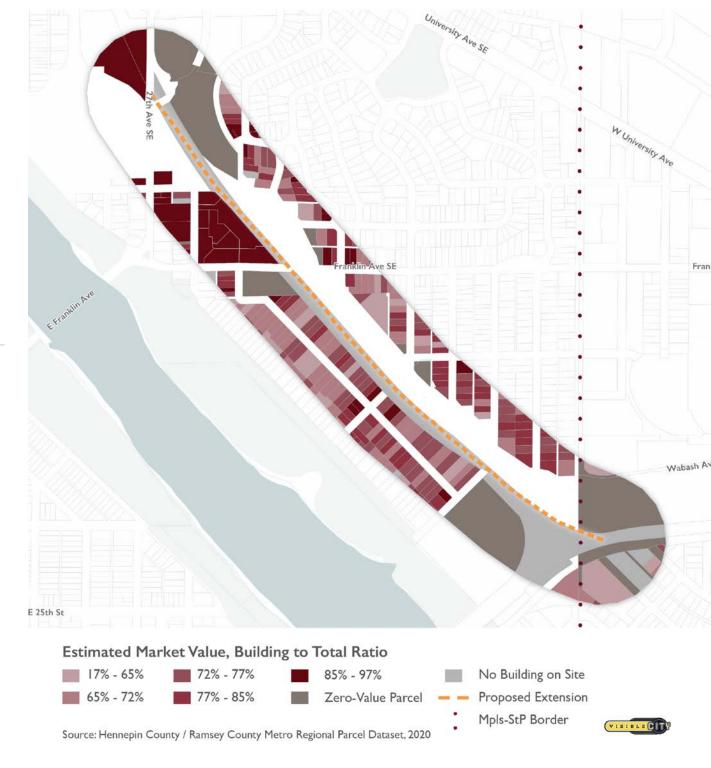
#### PARCEL UTILIZATION WITHIN 500 FEET OF MIN-HI LINE



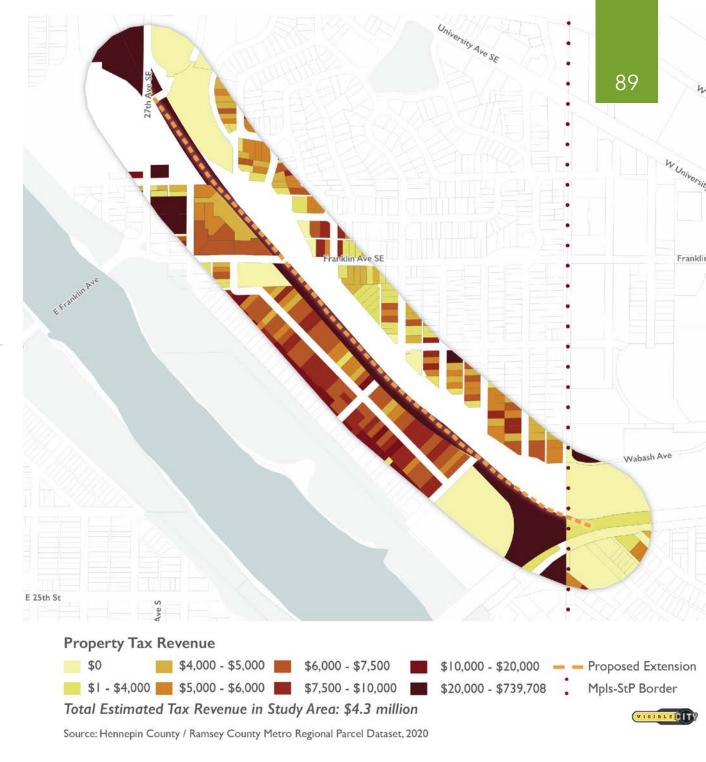
#### TOTAL TAX REVENUE WITHIN 500 FEET OF MIN-HI LINE

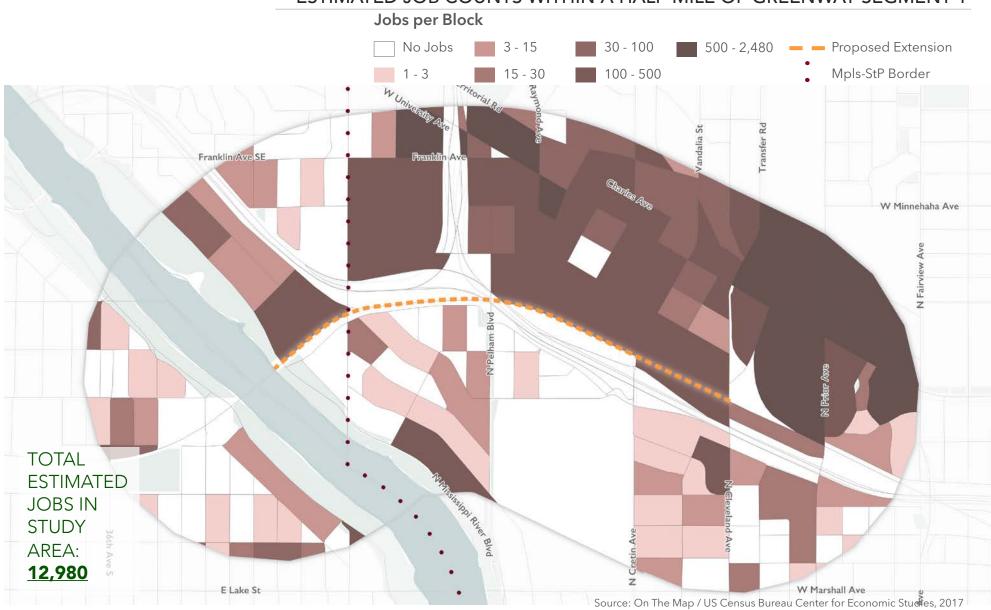


#### PARCEL UTILIZATION WITHIN 500 FEET OF PROSPECT PARK SPUR



#### TOTAL TAX REVENUE WITHIN 500 FEET OF PROSPECT PARK SPUR

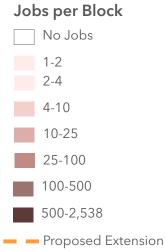




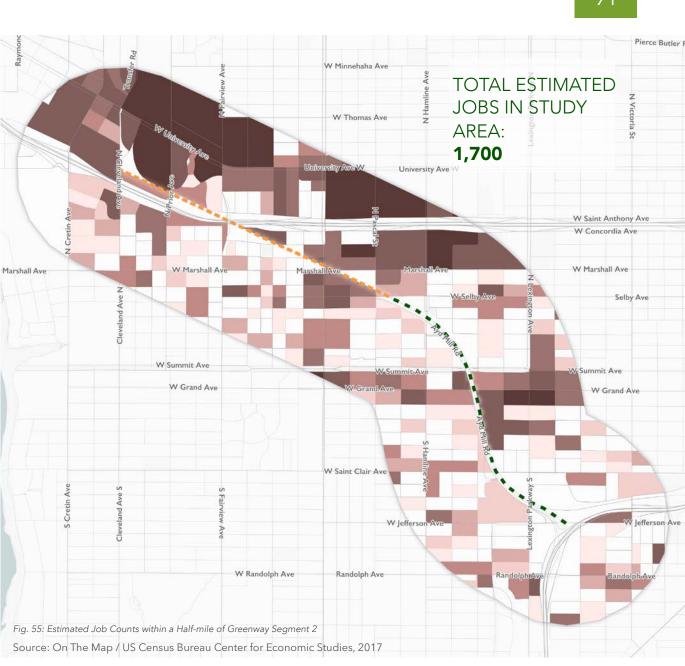
#### ESTIMATED JOB COUNTS WITHIN A HALF-MILE OF GREENWAY SEGMENT 1

Fig. 54: Estimated Job Counts within a Half-mile of Greenway Segment 1

#### ESTIMATED JOB COUNTS WITHIN A HALF-MILE OF GREENWAY SEGMENT 2



🗕 🗕 Ayd Mill Trail

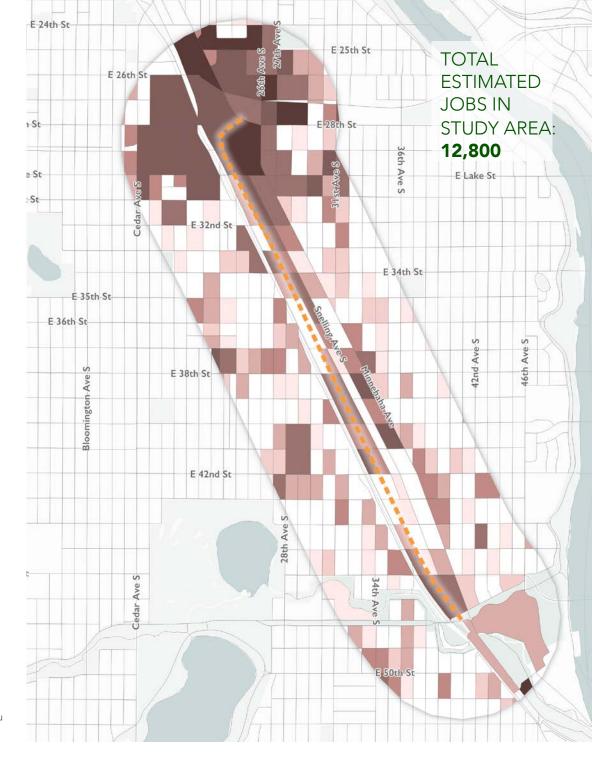


### ESTIMATED JOB COUNTS WITHIN A HALF-MILE OF MIN-HI LINE

# Jobs per Block



Fig. 56: Estimated Job Counts within a Half-mile of Min-Hi Line



Source: On The Map / US Census Bureau Center for Economic Studies, 2017

### **ESTIMATED JOB COUNTS WITHIN** A HALF-MILE OF **PROSPECT PARK SPUR**

#### Jobs per Block

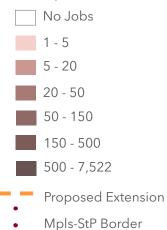




Fig. 57: Estimated Job Counts within a Half-mile of Prospect Park Spur

1/2011