

NEIGHBORHOOD REVITALIZATION PLAN

WEST DULUTH COMMUNITY



**City of Duluth Minnesota
Neighborhood Revitalization Planning
March 2008**

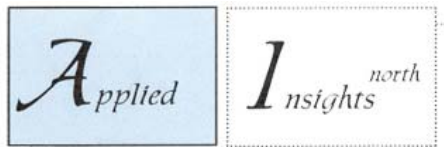
Contributing Partners:
City of Duluth, Community Development Office
Local Initiatives Support Corporation
Spirit Valley Citizens' Neighborhood Association



**Strategic Neighborhood Action Plan
for
Sustaining a Revitalized West Duluth**

**Prepared for Spirit Valley Citizens' Neighborhood
Development Association**

Prepared by



Date Presented: March 2008

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Support Corporation (LISC) and City of Duluth
Office of Community Development*

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PURPOSE

Two decades ago the plan for West Duluth was entitled “Opportunities for Change.” Its premise was that the West Duluth neighborhood had endured serious setbacks and required a focused plan to build upon its assets to create a change for the better. Solid, concerted effort by the neighborhood in conjunction with the city and other partners has resulted in what can only be called a dramatically revitalized neighborhood. While there is still much to be done, the West Duluth community has redeveloped its business district, a key residential neighborhood, and added substantial amounts of new housing. More important, it has redeveloped its place within the city.

This plan is purposely entitled “sustaining a revitalized” West Duluth in recognition of the strides the community has made. West Duluth is no longer a community that is down on its luck but, rather, is one that has caused positive change to occur and is prepared to build upon that change to secure an even better neighborhood. It is the purpose of this plan to provide an updated program of action to frame and direct the ongoing efforts by residents and the City to sustain a revitalized West Duluth neighborhood.

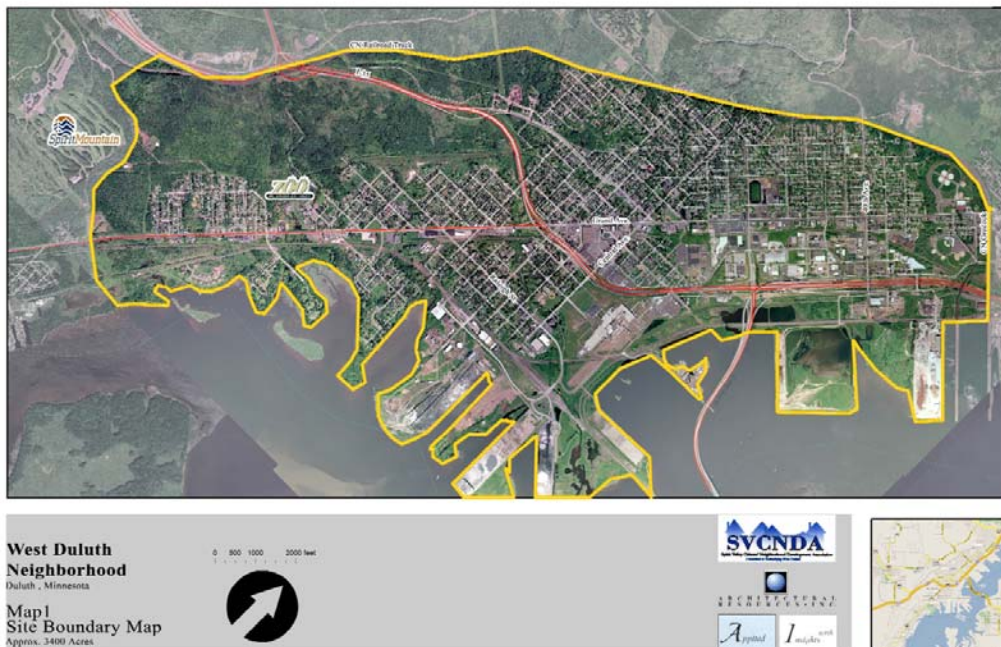
This purpose is to be achieved by stating community objectives, articulating a set of strategies to realize those objectives, identifying focus areas within which keystone revitalization actions are coordinated, and offering a measurable plan of action.

This plan is prepared by the West Duluth community, which will spearhead its implementation in cooperation with a wide range of partners including the City of Duluth, private sector interests, and non-profit service organizations.

PART 1: THIS IS WEST DULUTH

PLAN BOUNDARIES

The geographical extent of this plan matches that of the 1986 West Duluth plan plus the Norton Park neighborhood as far as the Grand Avenue entrance to Spirit Mountain. Beginning at the CN ore docks, this area encompasses the neighborhoods of Denfeld, Oneota industrial district, Spirit Valley business district, Ramsey, Irving, Fremont, Fairmont Park, and Norton Park.



¹ “West Duluth Opportunities for Change, Recommended Options for Land Use and Housing”, prepared by the West Duluth Citizen Plan Steering Committee, May 1987.

NEIGHBORHOOD HISTORY

Although human settlement of what is now West Duluth began with American Indian tribes followed by European fur traders, the pattern of the community was established in the latter half of the 19th Century. The St. Louis River waterfront was the focal point for nodes of industrial development around which neighborhoods grew. Over time rail and then street systems connected the nodes and expanded development away from the water.

West Duluth was an unabashed blue-collar community. Men worked in the concentration of heavy industry and transportation transfer facilities. The bulk of the housing was two-story single-family homes built on small lots. Local business districts were vibrant and diverse. Neighborhood identity was strong.

During the late 1900s, heavy industry began to disappear. Waterfront businesses were reduced to a couple spots and large portions of the riverfront fell into disuse and were disconnected from the nearby neighborhoods. In this context, the construction of I-35 through the neighborhood was both a boon and a bane. The highway eliminated hundreds of housing units and created yet another physical barrier slicing through the neighborhood. On the other hand, it created opportunities for new industrial enterprises, eliminated blighted areas, and, probably most important, provided a fast and convenient transportation connection to the rest of the city, region, and state.

And, in a not unrelated action, the West Duluth community banded together, formed SVCNDA, initiated a series of programs and projects, and, in general, assumed control of the neighborhood's future. Among the outcomes of the emerging activity was the 1987 West Duluth plan, which set forth an agenda for neighborhood revitalization.

Since then, other plans and programs have been formulated focusing on distinct sections of the neighborhood. The Western Waterfront Trail and Munger Trail projects highlighted the attractiveness and value of the St. Louis River. The Fremont housing project built upon a river orientation and provided needed new housing. The West Duluth Business District plan identified a plan of action for rejuvenating the core business area. This was followed by the Ramsey Village project aimed at revitalizing a critical residential area. Planning for the former DW&P rail yard area seeks to provide a wider range of housing and offer additional recreational amenities to the area. Private investors have stepped forward with housing and commercial projects along the river and Grand Avenue.

This current plan seeks to continue this tradition of neighborhood-based revitalization.



APPROACH AND PROCESS

The approach taken in preparing this plan was:

- Neighborhood leadership, in this case, by SVCNDA.
- Foundation of existing plans and community efforts.
- Recognition of strong, ongoing neighborhood-based development efforts.
- Consistency with the City Comprehensive Plan.
- Consistency with other neighborhood revitalization plans, particularly the one for Morgan Park that was being concurrently prepared.
- Openness to the alternative perspectives.
- Recognition of need for partnerships and coordination for implementation.
- Focus on practical implementation.

This plan was prepared through a process that was directed by SVCNDA. A consultant team was retained for the technical aspects of the effort while SVCNDA assumed control of securing active public participation. The following summarizes milestones in the effort:

- Public Meeting #1: August 7 – This session initiated the planning process. After a brief review of the planning effort, participants brainstormed an extensive list of issues and opportunities for redeveloping the neighborhood.
- Public Meeting #2: September 5 – Participants reviewed and commented on the planning area boundary and a review of the 1987 neighborhood plan's issue areas in terms of progress made since then and their current relevance. That was followed by a discussion of specific geographic areas where focused action may best impact the neighborhood.
- Public Meeting #3: October 3 – Participants reviewed the tentative focus areas, brainstormed ideas for projects in the focus areas, reviewed neighborhood-wide issues related to recreation and housing, and learned about a proposed independent living project. In addition, there was an update on the effort to clean up the former DWP rail yard site.
- Creating Neighborhoods That Work – At Home In Duluth Showcase & Assembly: October 6 – This citywide program sponsored by Duluth LISC allowed West Duluth to present the progress made to date on its plan.
- Public Meeting # 4: November 8 – Participants divided into small groups to extensively review and comment upon draft goals, strategies, and actions for each focus area. In addition, the whole group reviewed the draft recreation facilities concepts.
- Public Meeting # 5: March 6 -- Participants reviewed the draft plan and suggested changes to the document.

PART 2: NEIGHBORHOOD ASSESSMENT

REVIEWING THE 1987 PLAN

The 1987 West Duluth plan offered a thorough evaluation of the neighborhood and set forth an ambitious action program. Thus, it provides an ideal foundation for evaluating change within the neighborhood, reviewing progress on achieving then-desired objectives, and identifying issues and opportunities that remain outstanding today. The following table describes the fifteen issue areas in 1987 and their status in 2007.

As noted in the table, West Duluth has made considerable progress on large and significant issues including the Ramsey Village project and upgrading the West Duluth business district. Still, substantial issues and opportunities remain as they were 20 years ago or have been transformed into new variations.

Where applicable, recommendations from the recently adopted Duluth Comprehensive Plan are included.



² City of Duluth Comprehensive Plan, adopted June 26, 2006.

1987 ISSUE AREA	DESCRIPTION	2007 STATUS
1. Fremont Area	Package public vacant land for new housing (infill and new subdivision) combined with removal/rehabilitation of dilapidated older housing; focus on river view/access.	This area has successfully been redeveloped.
2. Interlake-Hallet	Create stronger separation between industrial area and Irving neighborhood, separate industrial traffic, upgrade housing, pave dirt streets.	Transportation issues have been resolved but physical separation remains an issue and new issue of dust from dock facilities has arisen. Duluth's Comprehensive Plan indicates the need for a special planning effort for this area.
3. Irving Area	Tied to #2, upgrade Irving Park, develop off-street parking under I-35, upgrade housing, buffer from industrial area.	This area remains a top priority for multi-faceted action.
4. Keene Creek Outlet	Restore Grassy Point as wetland based environmental area; provide trail access to area; possible shore based fishing.	Restoration has been completed but fishing pier / boat access project remains an unresolved issue.
5. Lake Superior Paper Alternative Access	Develop new access route to LSPI (NewPage) and other waterfront industrial sites.	This remains an unresolved issue.
6. Waterfront Access to "Hots"	Create attractive and safe access from neighborhood to traditional fishing area along river.	Access to this area is not a priority but creating neighborhood access to the river in general is a major concern.
7. North Edge of Commercial Area	Create better edge between residences and businesses, expand off-street parking, and upgrade store facades.	This is a work in progress.
8. Ramsey Area	Stabilize and enhance residential neighborhood through new housing, removal of dilapidated housing, street closures and reroutings, and buffering of nearby commercial uses.	Creation of the Ramsey Village plan with its traditional neighborhood design concept guided a vast amount of redevelopment and new construction work in this neighborhood. More housing needs to be built and attention must be given to buffering from commercial uses.
9. East Grand Avenue Commercial Strip	Phase out commercial development on upper side of Grand Avenue and encourage more on lower side (and eliminate residences on this side).	This remains an unresolved issue. Duluth's Comprehensive Plan suggests that neighborhood commercial should remain on both sides of Grand Avenue.

1987 ISSUE AREA	DESCRIPTION	2007 STATUS
10. Oneota III (East of 40th)	Facilitate development of this area for commercial and light industrial uses	This has been accomplished.
11. Wade-Wheeler Area	Improve recreational facilities, especially dirt parking areas, reduce size of commercial area, eliminate conflicts with nearby residences and shift to lower density housing.	Facilities have been upgraded and on-street parking has eased that problem. Attention must be given to commercial uses and residential redevelopment.
12. 40th Avenue West Housing Site	Opportunity for new, single-family housing with scenic hillside views for moderate- to upper-income households.	Neighborhood opposition to proposed development caused this area to be shifted eastward out of the neighborhood.
13. Upper Cody Housing Site	Proposed housing development to provide alternative housing with view and to foster additional housing investment.	The Westgate Apartment project was constructed.
14. DW&P Housing Site	Opportunities for a mix of housing types and price ranges taking advantage of hillside, access to zoo, trail systems, and possible new neighborhood recreation area.	MnDOT completed the cleanup of the contaminated portions of the site and the site is being transferred to the City of Duluth, which will facilitate possible redevelopment activities in this area. Duluth's Comprehensive Plan identifies this area as "preservation" level open space, not recreation; the plan identifies possible housing development on the lower slope northeast of zoo.
15. West Grand Avenue / Zoo Approach	Upgrade visual aspect of corridor, eliminate dilapidated structures, resolve intersection conflicts, use streetscaping to unify area and make attractive, enhance regional tourism facilities (zoo, Western Waterfront Trail, etc.).	This remains an unresolved issue. Duluth's Comprehensive Plan identifies a neighborhood commercial strip on both sides of Grand west to 66th Avenue, residential from there to zoo, and residential and neighborhood mixed use in the Norton Park stretch.

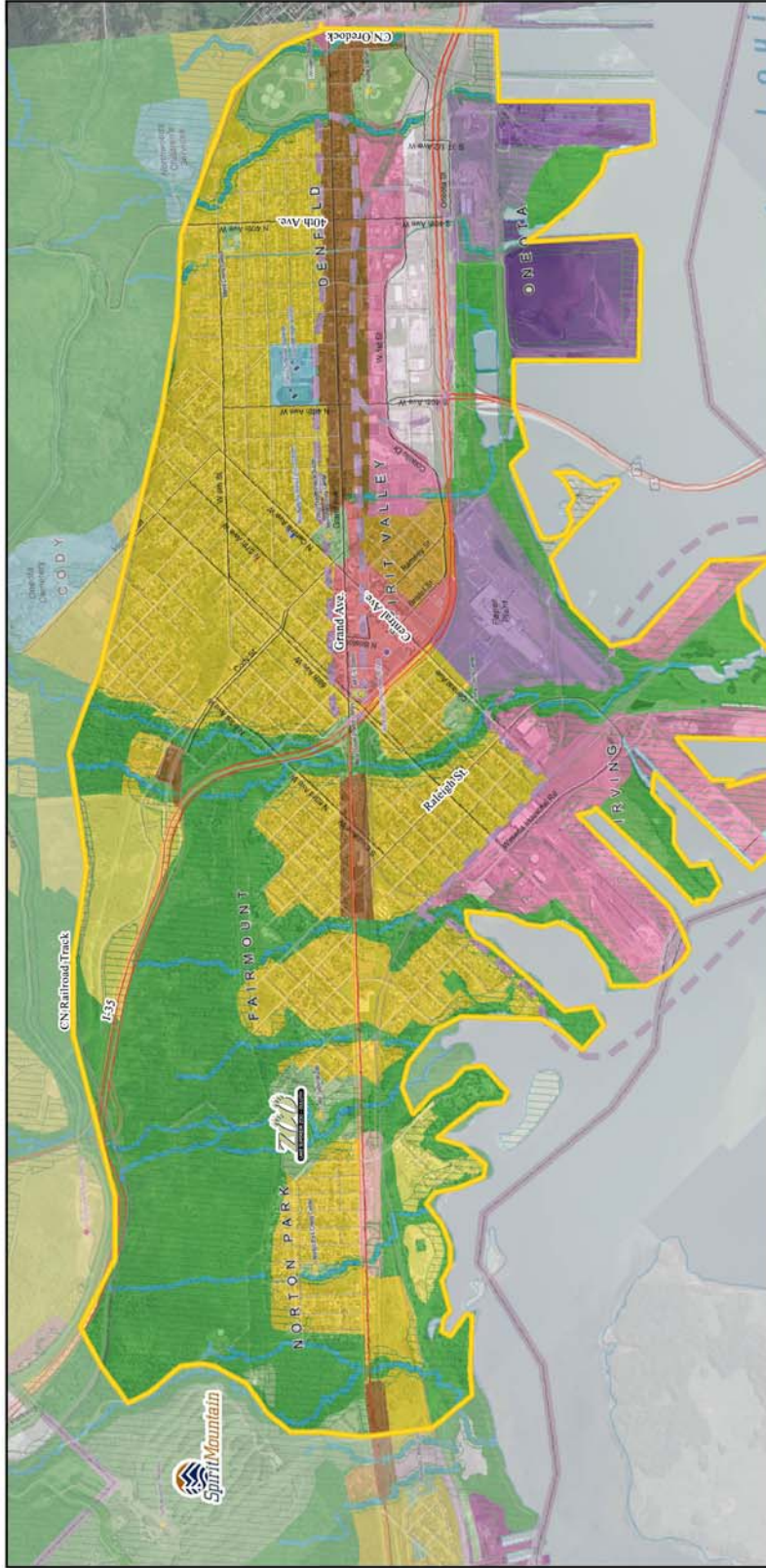
CITY COMPREHENSIVE PLAN

Duluth's Comprehensive Plan, adopted in 2006, offers a wealth of guidance for city actions. For the purposes of this revitalization plan, two components of the comprehensive plan are use. One is the list of governing principles, concepts that provide the philosophical foundation for the comprehensive plan and its implementation, and the future land use map.

Governing Principle	Application to West Duluth Neighborhood Plan
#1 Reuse previously developed lands.	This is a key component of the West Duluth plan. Examples include the Western Riverfront area and Irving neighborhood.
#2 Declare the necessity and secure the future of undeveloped places.	Open space areas within West Duluth are retained and enhanced through this plan.
#3 Support traditional economic base.	The Oneota industrial and paper mill areas are supported in this plan.
#4 Support emerging economic growth sectors.	The proposed mixed use redevelopment of the Western Riverfront area is grounded in this policy.
#5 Strengthen neighborhoods.	The entire plan is about strengthening the West Duluth neighborhood.
#6 Reinforce the place-specific.	Recognition of the quality and value of the unique West Duluth setting and neighborhood is a key-stone concept of the plan.
#7 Create and maintain connectivity.	The plan seeks to restore connectivity to the river and between neighborhood sub-areas (e.g., DWP corridor) and develop new connections between the neighborhood and the rest of Duluth (e.g., completion of the Munger Trail).
#8 Encourage mix of activities, uses and densities.	One of the attractive qualities of West Duluth is its mix of uses, activities, and density of development, which are being retained and enhanced through the plan.
#9 Support private actions that contribute to the public realm.	The plan emphasizes creating opportunities for private actions that work in concert with community needs and desires.
#10 Take sustainable actions.	This will be a goal of all implementation efforts.
#11 Include consideration for education systems in land use decisions.	The plan highlights two educational institutions as keystones for redeveloping portions of West Duluth.
#12 Create efficiencies in delivery of public services.	This policy is integral to the plan, especially regarding compact urban design and reuse of previously developed lands.

The comprehensive plan's land use map graphically presents many of the principles and policies of the plan. The following reviews those elements of the map that apply to West Duluth.

- Residential. The West Duluth neighborhood plan conforms to the comprehensive plan's designation of housing.
- Business District. The West Duluth neighborhood plan conforms to the comprehensive plan's business district designation.
- Grand Avenue, east of business district. The comprehensive plan has commercial uses on both sides of Grand Avenue while the 1987 plan suggested having it only on the lower side. This newer version of the West Duluth neighborhood plan supports the comprehensive plan with the exception of the area between Denfeld High School and Grand Avenue, where the neighborhood plan proposes a clear vista to the school from Grand with no intervening commercial uses.
- Grand Avenue, west of business district. The comprehensive plan's mix of uses along this corridor is supported by the West Duluth plan with the exception of the area around the Duluth Zoo. There, the comprehensive plan suggests having residential uses on both sides of Grand Avenue while the neighborhood plan supports a small commercial district on the lower side to support the tourism industry. Further, the comprehensive plan's suggestion of a commercial strip at the base of Spirit Mountain along Grand Avenue may be modified to fit the needs of actual development; the neighborhood plan suggests the amount and type of commercial in this area should be more limited.
- Industrial. The West Duluth neighborhood plan conforms to the comprehensive plan's designations.
- Western Riverfront Area. Both plans identify this area as needing a special redevelopment planning process. The general mixed-use category is supported by both plans, as are the designated open space areas.
- Creek Corridors. Both plans support the designation of creek corridors for open space.



SVCNDA
SOUTH VICTORIA CONSULTING GROUP

ARCHITECTURAL
RESOURCES, INC.

Applied Insights

Duluth Comprehensive Plan
Future Land Use

Legend

Future Land Use	Notes
Residential	
Medium Density Residential	
High Density Residential	
Office	
Community	
Industrial	
Public Use	
Water	
Wetlands	
Other	



**West Duluth
Neighborhood**
Duluth, Minnesota

Map 2
Comprehensive Land Use Plan Map
Approx. 3,400 Acres

The West Duluth community has worked hard for 30 years to rebuild itself in the wake of devastating changes resulting from the closure of the steel mill and building of I-35 through the neighborhood. That work has generated tremendous gains in housing, business activity, and neighborhood vibrancy. But more can and needs to be done. The following highlights West Duluth's current situation.

- West Duluth's business district ranks second in the city in terms of retail sales. It provides jobs, services, and establishes the neighborhood's identity. Recent streetscape and street improvements have greatly enhanced the district. Additional work remains, though, regarding more street work, creating more spaces for new businesses, revitalizing existing structures such as the mall, improving traffic and pedestrian flow, and strengthening ties to residential areas.
- Residential neighborhoods are mainly in good shape with high levels of home ownership and, in good part due to recent initiatives, a range of affordable units. The work in Ramsey Village needs to be finished. The Irving area needs rehabilitation and a general upgrade along the lines of Ramsey Village.
- The adoption of the new school building plan means that Denfeld High School and Laura MacArthur Elementary schools will remain as keystone facilities. Denfeld will be remodeled and MacArthur will be razed and rebuilt. Both efforts provide opportunities for integrated improvements to the surrounding neighborhoods.
- Grand Avenue is the neighborhood's main artery. While the business district portion has been up graded, additional and extensive work needs to be done both east and west of district. To the east the need is to remove conflicts between residential and commercial areas, open up the vista to Denfeld, rehabilitate or remove unsightly structures, and create opportunities for new businesses. To the west the need is to rehabilitate or remove unsightly structures, reduce or eliminate traffic conflicts, and generally enhance the corridor as the gateway to western tourist attractions.
- West Duluth is blessed with a wealth of quality recreational sites. But, these sites need to adapt to new population dynamics and the city's overall financial condition. This will mean aggregation of programming at a single site and shifting of facilities to the best sites. However, all dedicated park space is to be retained, even if downgraded in level of function and facilities.
- In general streets in West Duluth are in good condition. A number need rebuilding such as 6th and 7th Streets and 63rd Avenue. The need for railroad whistles could be eliminated at 67th Avenue West through the installation of signals and traffic barriers. Grand Avenue has issues with speeding and turning conflicts, especially from the zoo area to the business district. Industrial truck traffic travels through the Irving neighborhood. Greater use should be made of 59th Avenue West to direct tourists from I-35 to the business district and tourist attractions.

Duluth's Next Great Neighborhood

West Duluth's current and proposed revitalization efforts are built upon a strong foundation:

- Steady if modest population gains;
- Solid base of home ownership;
- Strong sense of place and neighborhood pride;
- Dynamic business district and nearby industrial area providing jobs, services, and community focus;
- Significant natural assets in form of the river and wooded hillside;
- Large number of quality recreational sites and facilities;
- Attractive land available for development.

- The St. Louis River is an underutilized resource both for the neighborhood and the city. There is a need for more and better direct neighborhood access to the river. The Tallas Island project may provide an opportunity for this as well as redevelopment of the Interlake Steel site.
- A number of regional and city/local trails traverse the neighborhood but their full potential isn't being met. The Munger Trail needs to be connected to downtown Duluth. The former DWP rail line corridor has the potential for a new intra-neighborhood trail as well as serving tourists.
- The Western Riverfront Area (Interlake / Hallett dock area) has been identified in the city's comprehensive plan as a potential major redevelopment site. Once cleaned up, this area could be a significant mixed use development that would transform the neighborhood providing jobs, housing, retail, and recreation.
- Spirit Mountain is preparing a master plan, which provides the opportunity for greater connections with West Duluth residents via access at the base of the hill. Along with improvements at the Duluth Zoo, Indian Point Campground, and regional trails, this effort could greatly enhance West Duluth as a highly desirable place in which to live.

Housing:

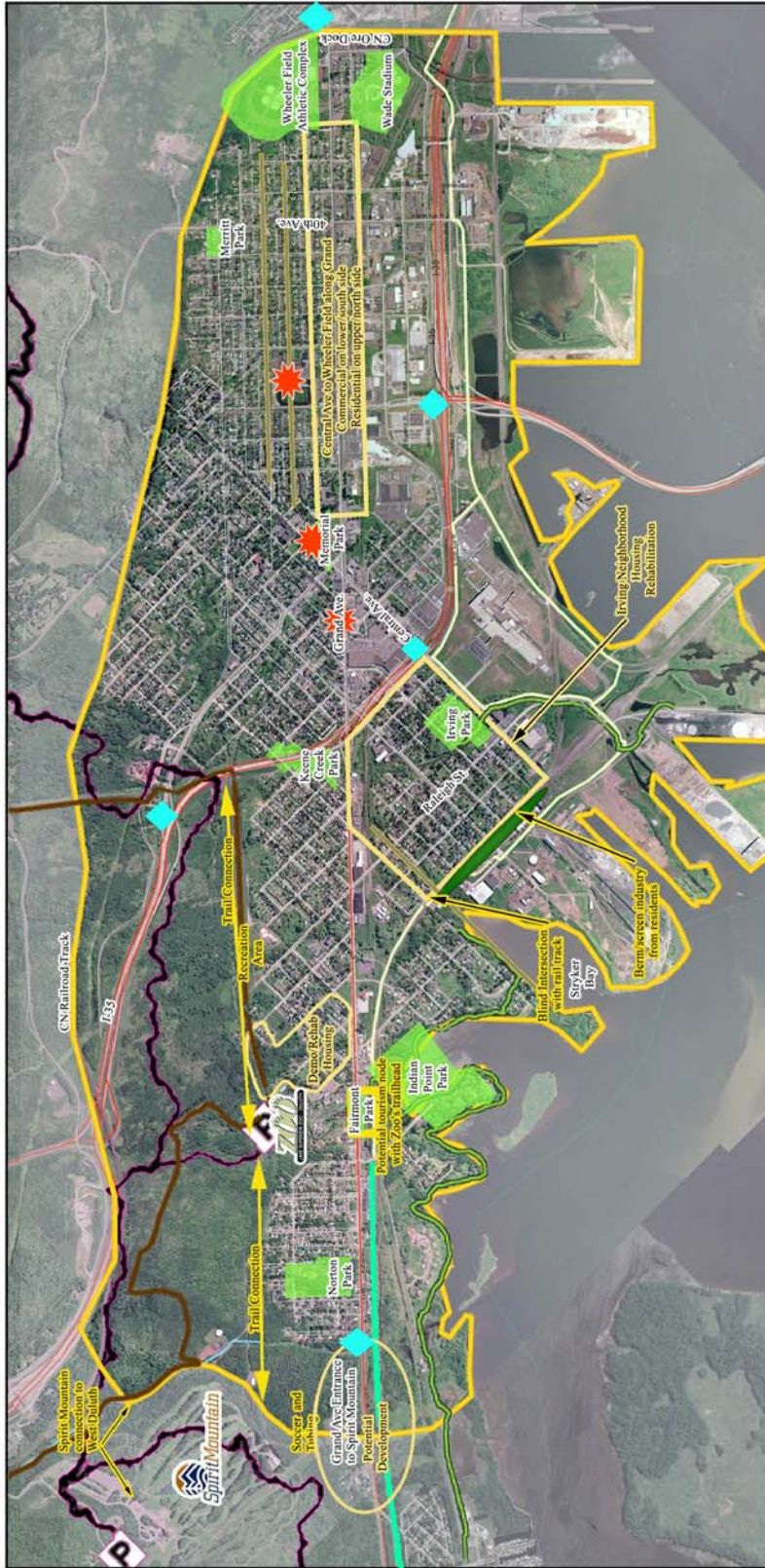
- Desire to increase the amount of market rate housing. Specific types of housing include assisted living, working family, and pre-retirees and retirees. Possible areas for new development that have been identified in previous efforts include either side of Grand Avenue at base of Spirit Mountain, and first "tier" along hillside above Fairmount Park between Redruth and the zoo.
- Infill housing at various locations.
- Rehabilitation in various locations based on need and opportunity, with special emphasis in Irving.
- Demolition at various locations based on need and opportunity.
- Finish Ramsey Village.

Recreation:

- There is a general recognition of various changes in the neighborhood population dynamics and the diminished capacity of the City to develop and maintain facilities.
- All open space and recreational areas are to be retained, but there is again recognition that the level of development and function of specific sites will have to change.
- There is a clearly stated desire for improvements to various trail systems. Among the issues are enhancing existing regional trails by making connections between the trails, completing key systems such as the Munger Trail, and developing new trails that serve neighborhood needs (e.g., safe travel within West Duluth) and tourism needs.

Streets:

- A number of specific projects and upgrades have been identified including rebuilding streets such as 6th and 7th Streets, improving safety conditions at railroad crossings such as the one 63rd Avenue, and similar actions.
- A general need for better lighting within neighborhoods. One specific area is 8th Street, which residents use as walking "promenade" across the entire upper neighborhood.
- Directional signage guiding visitors to area attractions is universally rated as poor and in need of upgrading.
- Additional stop lights on Grand Avenue.



SVCNDA
Soo Valley Council of Northland Development Agencies

ARCHITECTURAL RESOURCES, INC.

Applied *Insights*

- Legend**
- Park
 - W. Munger State Trail
 - Future W. Munger State Trail
 - Western Water Front Trails
 - Superior Hiking Trail
 - Snowmobile Trail
 - ★ Entry/Main Access Point
 - Redevelopment Area
 - Poor Street Conditions
 - Potential Development

0 500 1000 2000 feet

West Duluth Neighborhood
Duluth, Minnesota

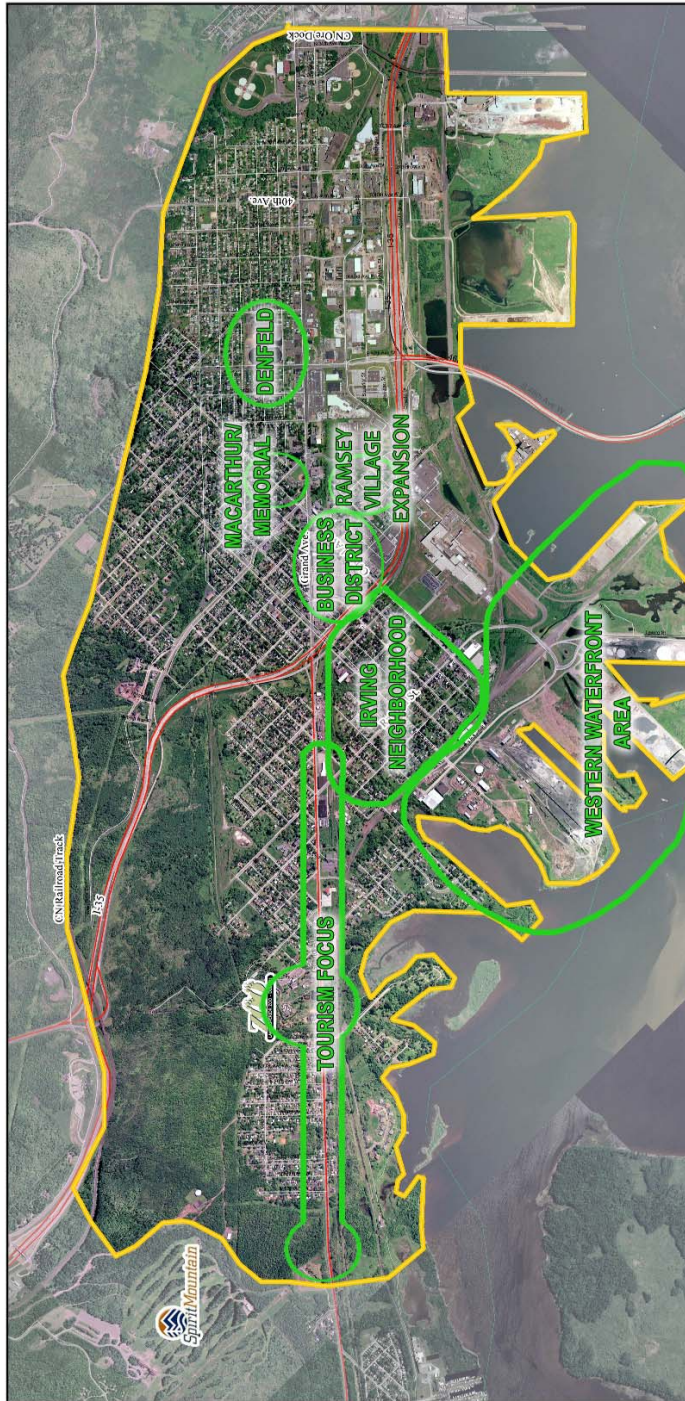
Map 3
Issues and Opportunities
Approx. 3400 Acres




FOCUS AREAS

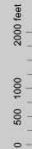

In the Strategic Neighborhood Action Plan process, focus areas are compact, discrete, easily discernible portions of the neighborhood where concentrated action will resolve serious issues, take advantage of viable opportunities, or both and spur sustained, overall revitalization throughout the neighborhood.

AREA	DEFINING OPPORTUNITY OR ISSUE
A. Denfeld High School	Proposed improvements at Denfeld High School under the adopted school district master plan are the catalyst for a broader range of local neighborhood improvements in housing and streets and resolving commercial/residential conflicts on upper side of Grand Avenue.
B. MacArthur School Memorial Park	Proposed improvements at MacArthur Elementary School under the adopted school district master plan are the catalyst for a broader range of local neighborhood improvements including upgrading and modifying Memorial Park, connecting the park with the school, integrating community functions with new school, street closures, and a suite of housing actions (acquisition, rehabilitation, and replacement).
C. Business District	As the core of the entire neighborhood, attention must be place on completing proposed improvements and pursuing additional ones regarding streets, business development, structure rehabilitation and upgrading, and resolving conflicts with adjoining residential areas.
D. Ramsey Village	Housing and redevelopment activities in this neighborhood have been key to West Duluth's recent revitalization. Remaining projects must be undertaken to sustain this initiative. Essential activities include providing workforce and special needs housing, extending the Central Avenue streetscape east along Ramsey Street to enhance pedestrian connections to the business district, and creation of a lighted pedestrian way from 53rd Avenue to Grand Avenue via the Veterans Memorial.
E. Irving Neighborhood	A coordinated set of actions is required to upgrade this vital neighborhood so it provides a quality place for people to live and helps sustain the vitality of the nearby business district. Specific areas requiring attention include housing (demolition, rehabilitation, infill), creating attractive and effective connection with business district, physically separating residential area from nearby industrial area, and upgrading Irving Park.
F. Western Riverfront	Duluth's comprehensive plan identified riverfront as requiring a special planning process to clarify long-term redevelopment objectives for this evolving area. The neighborhood sees this area as offering a breathtaking opportunity for innovative development that would enhance the entire West Duluth area. Among neighborhood objectives for the area are providing substantial neighborhood-oriented public access to the river, encouraging development of a business park type of employment center, and fostering residential development integrated into the business and open space developments.
G. Tourism Corridor	The opportunities provided by West Duluth attractions—Spirit Mountain, Zoological Gardens, Munger Trail, Western Waterfront Trail, train excursion—have not been exercised to the full benefit of the neighborhood or the attractions. This area needs an attractive, functional and unified streetscape. Efforts must be made to increase the synergistic interplay between the attractions. New developments, including commercial and housing, that feed off and support the attractions are to be encouraged.

WEST DULUTH NEIGHBORHOOD FOCUS AREAS



West Duluth Neighborhood
 Duluth, Minnesota
Map 4
 Focus Areas of Opportunity Map
 Approx. 3,400 Acres

A caveat must be noted for the Western Riverfront Focus Area. A remediation plan has been approved for the Stryker Bay / Interlake site, which occupies the core of the focus area. Remediation activities are underway and will not be completed until 2009. When completed, there will be restrictive easements and covenants on portions of the land, which will play a major role in determining what can be done and where on the property. Any future redevelopment of the area must take these factors into account.

PART 3: THE STRATEGIC NEIGHBORHOOD ACTION PLAN

Nearly 30 years ago the West Duluth neighborhood embarked on the journey to revitalize itself. Subsequently, the 1987 plan provided a guide to that effort. Since then, the neighborhood has made much progress towards revitalization and the city provided additional guidance with the citywide comprehensive plan. With this neighborhood level plan, the West Duluth community seeks to sustain its revitalization.

Overall Goals

The overall goals of the West Duluth Strategic Neighborhood Action Plan are:

- Sustain core neighborhood values and traditions, even as new ones are developed and welcomed, as the basis for the revitalizing community.
- Restore and enhance the neighborhood's capacity to support people in all phases of their life cycles.
- Establish West Duluth as the "next great place" in Duluth where people will want to live, conduct business, and work.



STRATEGIC STATEMENT

This plan is founded upon the following understanding of West Duluth’s core assets and how those assets are to be strategically leveraged for the purpose of sustaining the neighborhood’s revitalization.

CORE COMMUNITY ASSET		STRATEGIC NEED STATEMENT
Strong and deeply rooted sense of community	▶	West Duluth has, probably with just cause, the feeling it has played second fiddle in Duluth. As a result, it has used its powerful sense of community to reactively define itself as separate from the broader city and community, and, as the basis for its successful, neighborhood directed redevelopment efforts. Now this sense of community must be redirected into a value that welcomes people to live, work, and conduct business in the neighborhood.
Vibrant business district	▶	West Duluth’s strong business district, with its small town main street feel, establishes the sense of place of being in West Duluth but it requires substantial ongoing improvement to enhance its direct connections to the surrounding residential areas, enhance interactions within the district, and create opportunities for new businesses.
Quality residential neighborhoods	▶	The overall high quality of West Duluth’s residential areas are masked by a pervasive attitude in Duluth that western neighborhoods are inferior to eastern ones, and, by the pockets of residential areas in need of redevelopment in the fashion of the Ramsey Village endeavor. Highlighting housing opportunities will require targeted upgrading of housing, fostering new market rate housing, and promoting neighborhood values.
Natural setting of St. Louis River and hillside	▶	The river and hillside are vastly under utilized assets, which, if properly and fully integrated into the fabric and identity of the neighborhood, have the potential to become the distinctive foundation for new development and enhanced neighborhood vitality.

The overall strategy is to be implemented through a series of actions, some of which center on defined focus areas within West Duluth and some of which address neighborhood-wide issues and opportunities. It must be noted that the boundaries of the focus areas are intentionally vague, since the proposed actions often will spread outward from the core area throughout the surrounding neighborhood. The following presents the action plan.

● DENFELD FOCUS AREA

Goals	<ul style="list-style-type: none"> • Denfeld High School as an enhanced iconic landmark and institution defining West Duluth as a desirable place to live. • Elimination of negative impacts of the high school by better integrating it and its associated land uses into the fabric of the surrounding neighborhood • Replacement within the neighborhood of all housing lost due to Denfeld High School redevelopment effort and assist displaced residents to remain in the neighborhood.
Strategies	<ul style="list-style-type: none"> • Leverage the proposed ISD 709 investment in an expanded and enhanced Denfeld High School to upgrade the surrounding neighborhood with the specific objectives to: eliminate on-street school parking; insure adequate on-site parking; develop a neighborhood sensitive transportation plan for access to Denfeld High School and Public School Stadium; creation of new entrance to school property off Grand Avenue (roughly on 45th Avenue West alignment); to encourage ISD 709 to acquire (or have acquired by other entities) all property lying between Denfeld High School and Grand Avenue for use by the school in order to showcase Denfeld High School as a community landmark and to physically integrate the school with the Grand Avenue corridor.
Actions	<ul style="list-style-type: none"> • Establish a work group comprised of representatives from the school district, neighborhood, and City to oversee planning for expanded and enhanced Denfeld High School. • Encourage the City to rebuild neighborhood streets that serve or are adjacent to Denfeld High School specifically including 6th and 7th Streets. Such improvements are to extend throughout the length of the streets and not be confined to just the immediate area around the school. • Work towards the development of attractive and effective street lighting in the multi-block area around Denfeld High School and to Grand Avenue.
Partners	<ul style="list-style-type: none"> • ISD 709 • SVCNDA • Duluth LISC • West Duluth Business Association • Denfeld High School neighbors • City of Duluth

● MACARTHUR SCHOOL / MEMORIAL PARK FOCUS AREA

Goals	<ul style="list-style-type: none"> • MacArthur Elementary School as a state-of-the-art educational facility providing an anchor to the West Duluth community, providing quality education to neighborhood children, and highlighting the neighborhood as a desirable place to live. • An integrated, visually iconic MacArthur Elementary School and Memorial Park complex providing the foundation for educational, recreational, and family support services in West Duluth. • Replacement within the neighborhood of all housing lost due to MacArthur School / Memorial Park redevelopment effort and displaced residents to remain in the neighborhood.
Strategies	<ul style="list-style-type: none"> • Perceive the rebuilding of MacArthur Elementary School and the redevelopment of Memorial Park as a single project with specific objectives to include: integration of school and park as a single complex; integration of Valley Youth Center in the new school building; integration of recreation/community center in the new school building; insure that complex is visible from Grand Avenue; devise neighborhood friendly re-routing of traffic around to-be closed sections of Central Avenue and Elinor Street.
Actions	<ul style="list-style-type: none"> • Establish work group comprised of representatives from the school district, neighborhood, and City to oversee planning for expanded and enhanced MacArthur Elementary School / Memorial Park complex. • Secure development of “Miracle Field” project for Memorial Park. • Have city designate Memorial Park as the recreational programming site for West Duluth. • Undertake housing redevelopment and relocation project for any households displaced by development.
Partners	<ul style="list-style-type: none"> • ISD 709 • SVCNDA • Duluth LISC • Area neighbors • City Parks and Recreation • Valley Youth Center • Duluth HRA • Non-profit housing organizations • Veterans organizations • City of Duluth Community Development • West Duluth Business & Civic Club • Public Arts Commission

● WEST DULUTH BUSINESS DISTRICT FOCUS AREA

Goals	<ul style="list-style-type: none"> • Dynamic, attractive business district providing commercial goods and services to the neighborhood and broader community, offering opportunities for new enterprises, and is integrated into the fabric of the adjoining residential neighborhoods. • Enhanced business and employment opportunities for West Duluth residents. • Business district functioning as primary retail and service area for visitors to western Duluth tourist attractions including Spirit Mountain, Zoo, and trail systems. • Improved pedestrian circulation within the business district. • Improved vehicular access to existing and future businesses.
Strategies	<ul style="list-style-type: none"> • Market West Duluth business district to visitors to western Duluth attractions, and, secondarily, to rest of city and region • Completion of Ramsey Village plan – specifically to develop special needs and workforce housing – to further expand local market supporting business district. • Enhance business district’s identity by continuing program of common street lighting, graphics, vegetation, and storefront renovation. • Prepare integrated vehicular and pedestrian circulation plan.
Actions	<ul style="list-style-type: none"> • Redevelopment of Spirit Valley Mall to, among other things, provide more direct and obvious entrance and connection with Irving neighborhood, and resolve traffic issues in parking lot related to abandonment of Bristol Street. • Develop an improved and lighted pedestrian walkway from core commercial area to Ramsey Village and to Irving neighborhood. • Improve pedestrian connections to Memorial Park and proposed rebuilt MacArthur School including a possible mid-block cross walk across Grand Avenue. • Improve signage directing traffic to Spirit Valley Mall. • Reuse vacant or underutilized properties to provide more density and diversity to core commercial area. • Design and implement aesthetic improvements to I-35 exit ramp onto Central Avenue. • Provide financial support to assist businesses to renovate storefronts. • Assist businesses adjacent to Super One in improving alley access and a second entrance to Super One. • Engage in a cooperative venture with Spirit Mountain, Duluth Zoo, and other western Duluth tourist attractions regarding mutually beneficial projects and actions. • Extend Central Avenue streetscape design east along Ramsey Street from Central to Bristol. • Construct monumental signs identifying gateways to the business district
Partners	<ul style="list-style-type: none"> • SVCNDA • West Duluth Business Association • Duluth HRA • Minnesota Power • Private developers and investors • State of Minnesota • Duluth LISC • DEDA • Existing business owners • Area banks • MnDOT • Visit Duluth

● RAMSEY VILLAGE FOCUS AREA

Goals	<ul style="list-style-type: none"> • Mix of housing types that is affordable, attractive, and in quality condition. • Direct, attractive, inviting, and safe physical connections existing between the residential neighborhood and West Duluth business district and Grand Avenue.
Strategies	<ul style="list-style-type: none"> • Continue implementation of the Ramsey Village plan.
Actions	<ul style="list-style-type: none"> • Support development of special needs housing within the neighborhood. • Support development of independent living housing for older residents. • Support development of affordable workforce housing. • Promote construction of a lighted pedestrian path from 53rd Avenue West to Grand Avenue via the Veterans' Memorial. • Extend Central Avenue streetscape design east along Ramsey Street at least as far as 53rd Avenue.
Partners	<ul style="list-style-type: none"> • City of Duluth • At Home Collaborative • Duluth LISC • Northern Communities Land Trust • Duluth HRA • Ramsey neighborhood residents • Private investors and developers • Area banks and lenders

● IRVING NEIGHBORHOOD FOCUS AREA

Goals	<ul style="list-style-type: none"> • Irving Park as the attractive focal point of the neighborhood. • Housing that is affordable, attractive, and in quality condition. • Direct, attractive, inviting, and safe physical connections existing between the residential neighborhood and West Duluth business district.
Strategies	<ul style="list-style-type: none"> • Prepare and implement a redevelopment plan for the neighborhood modeled on the Ramsey Village effort with specific objectives to include: attractive and effective vehicle and pedestrian connections to West Duluth business district; redevelopment of Irving Park; market rate housing for a variety of homeowner markets; targeted program of housing demolition, infill with new housing, and rehabilitation; actions to insure continuation of Edison Raleigh School as a viable neighborhood institution with a minimum of adverse impacts on adjacent property; development of Phase 2 of Waseca Street industrial truck route to eliminate through truck traffic in neighborhood; construction of buffer for Munger Trail corridor and railroad tracks; and attractive and effective street lighting coordinated with business district design.
Actions	<ul style="list-style-type: none"> • Secure funds for the Irving neighborhood redevelopment plan, establish a planning committee to oversee the project, and implement it.
Partners	<ul style="list-style-type: none"> • City of Duluth • At Home Collaborative • Duluth LISC • Duluth HRA • Irving Community Club • Irving residents • Private investors • Area banks and lenders

● WESTERN RIVERFRONT FOCUS AREA

Goals	<ul style="list-style-type: none"> • Recognition of the St. Louis River as a vital component of West Duluth's being and identity. • Enhanced, direct connection to the St. Louis River for residents of and visitors to the West Duluth neighborhood. • Expanded employment opportunities for West Duluth residents. • Development of unique-to-Duluth area market rate housing. • Receive Phoenix Award for innovative redevelopment of Stryker Bay / Interlake Steel area.
Strategies	<ul style="list-style-type: none"> • Conduct multi-party planning process to devise redevelopment plan for this area with general intent to promote a multi-use business park / residential / recreation-open space area. Among the specific objectives of the plan are: leverage existing Grassy Point area for recreation and education; provide substantive access to river for neighborhood residents; eliminate physical barriers between existing neighborhood and former industrial lands but provide buffer for Munger Trail along railroad tracks; create mix of market rate housing; and provide opportunities for various forms of economic activity within a mixed use development.
Actions	<ul style="list-style-type: none"> • Promote initiation of planning process involving, at a minimum, City of Duluth, property owners, and West Duluth neighborhood interests, to devise a redevelopment plan for all or parts of area.
Partners	<ul style="list-style-type: none"> • City of Duluth • Private developers and investors • Current owners of the land • Minnesota Pollution Control Agency • Minnesota Department of Natural Resources • SVCNDA • DEDA • Duluth LISC • St. Louis River Citizens Action Committee



● TOURISM CORRIDOR FOCUS AREA

Goals	<ul style="list-style-type: none"> • Create opportunities for new and expanded business activity and employment through Increased levels of tourism activity in West Duluth.
Strategies	<ul style="list-style-type: none"> • Support marketing of western Duluth tourist attractions as a package with distinction added by their river and hill setting. • Support enhancement/expansion of existing attractions and development of new ones. • Making Grand Avenue corridor distinctively attractive, safe, and inviting.
Actions	<ul style="list-style-type: none"> • Establish traffic flow work group with City, MnDOT, St. Louis County, MIC, and tourist attractions to: designate Cody Street / 59th Avenue West as the linking route from I-35 to Grand Avenue for tourist attractions, devise uniform and attractive directional signs for attractions and businesses, and prepare program to improve Grand Avenue (e.g., streetscaping, reduction to 2 driving lanes, traffic calming, safety, bicycle/pedestrian lanes, etc.). • Support implementation of Spirit Mountain master plan. • Initiate planning process for Duluth Zoo / LS&M RR node to: improve parking for zoo and LS&M RR, integrate new parking for bicycle trails, foster new business development, enhance zoo entrance, redevelopment of Fairmount Park outside of zoo grounds, road alignment and reconstruction, and spur housing redevelopment near zoo. • Promote development of businesses in corridor that support / serve tourism traffic. • Promote construction of signals and traffic barriers at 67th Avenue West railroad crossing to eliminate need for train warning whistle. • Initiate planning process for Indian Point Campground to: create landing/access for kayaks and canoes adjacent to campground; redirect focus of campground toward long-distance bicyclists and hikers, and, kayakers/canoers. • Support placement of traffic control signals at intersection of Grand Avenue and 75th Avenue. • Inventory and evaluate buildings and lots along Grand Avenue. • Undertake program to improve the aesthetic image of Grand Avenue by removing blighted structures and rehabilitating others (including storefront façade redesigns).
Partners	<ul style="list-style-type: none"> • City of Duluth • Spirit Mountain Recreation Authority • MnDOT • Duluth Zoological Gardens • St. Louis County • Duluth LISC • LS&M RR organization • Visit Duluth • St. Louis River Citizens Action Committee • SVCNDA • Metropolitan Interstate Council • West Duluth Business Association & Civic Club

NEIGHBORHOOD RECREATION FACILITY REDEVELOPMENT

Goals	<ul style="list-style-type: none"> • Appropriate mix of recreational facilities and opportunities supporting West Duluth as an attractive and desirable place to live.
Strategies	<ul style="list-style-type: none"> • Support restructuring of recreational facilities within neighborhood that: focuses all programming-based activities at a rebuilt Memorial Park, and, modifies facilities at existing sites in line with current and anticipated use and financial capacity.
Actions	<ul style="list-style-type: none"> • As noted earlier, support redevelopment of Memorial Park as integral part of rebuilt MacArthur Elementary School. Redeveloped Memorial Park would include: service/community center integrated into new school, outdoor pleasure skating rink, "Miracle Field" ball field, and play area. • Remove structure and hockey rink boards at Merritt Park and make this site an open, non-programmed play area with some playground equipment, and, possibly, portable toilets. • Support shifting of ownership of Irving Park structure to Irving Community Club / Irving Hockey Association, and, retention of Irving Park for hockey, baseball, and general field games. Push for general site improvements in lighting, landscaping, ADA accessibility, remove fence separating Keene Creek Trail from park, and the like. • Support actions that retain Norton Park as is. • Support development of new playfield oriented recreation facility at former DWP rail yard site. Facility would include soccer fields (to replace one at Spirit Mountain that will likely be closed for additional development), football field, general play area, and trail head for trails. • Support completion of Munger Trail to Canal Park. • Support development of non-motorized trail using former DWP railroad corridor. Such trail is to be viewed as an intra-neighborhood connector, and, an adjunct to regional trail systems. • Support installation of play equipment at the Indian Point Campground for use by visitors and residents.
Partners	<ul style="list-style-type: none"> • Irving Community Club • Irving Hockey Association • Norton Park Community Club • Spirit Mountain • Arrowhead Youth Soccer Association • Junior football league • MNDOT • ARDC / MIC • SVCNDA • City Parks and Recreation • ISD 709 • Duluth LISC • Neighborhood District #1 Residents • Neighborhood District #2 Residents

HOUSING OPPORTUNITIES

Goals	<ul style="list-style-type: none"> • Sustain overall rate of homeownership within neighborhood. • Expanded range of market rate housing choices for near-retirees and retirees. • Expanded opportunities for young families to secure affordable housing.
Strategies	<ul style="list-style-type: none"> • Encourage innovative housing development at selected sites tied to unique opportunities / settings including: Western Riverfront Focus Area, base of Spirit Mountain on both sides of Grand Avenue, and lower slope areas in Fairmount Park area. • Concentrated program of rehabilitation, demolition, and infill development in the Irving neighborhood.
Actions	<ul style="list-style-type: none"> • As noted earlier, initiate redevelopment process for Irving neighborhood with emphasis on upgrading housing. • Collaborate with Spirit Mountain and other entities regarding housing development affiliated with and/or near the base of the mountain. • Work with City and other entities to spearhead market rate housing development near Duluth Zoo and on the lower slopes in the Fairmount Park neighborhood. • As noted earlier, initiative multi-faceted planning process, with an emphasis on providing new housing, within the Western Riverfront mixed use redevelopment area. • Continue integrated suite of housing programs within the neighborhood including rehabilitation, demolition, infill development, and the like.
Partners	<ul style="list-style-type: none"> • City of Duluth • LISC • Duluth HRA • At Home Collaborative • Private investors and developers

OTHER ACTIONS

Goals	<ul style="list-style-type: none"> • Network of safe, attractive, and effective pedestrian corridors within residential neighborhoods, and, between them and the West Duluth business district. • Welcoming atmosphere within neighborhood to new residents and businesses. • Streets and alleys in good condition throughout the West Duluth community.
Strategies	<ul style="list-style-type: none"> • Apply principles of Crime Prevention Through Environmental Design to devise comprehensive neighborhood safety program focused on creating safe, attractive pedestrian travel corridors within residential neighborhoods and from them to business district. • Reinvigorate community clubs to conduct and support events and programs that encourage interaction between neighbors; active outreach to new residents. • Use web-based communication system to increase communication between residents, enhance awareness of community activities, and stimulate involvement in neighborhood efforts.
Actions	<ul style="list-style-type: none"> • Provide attractive and effective lighting along 8th Street as a designated cross-neighborhood walking route, and, as a demonstration of the corridor concept. • Institute a block watch program coordinated across all the neighborhoods. • Establish tax preparation and advice service for low income residents. • Develop additional neighborhood festivals to encourage interaction between residents, and, to create colorful neighborhood atmosphere.
Partners	<ul style="list-style-type: none"> • City of Duluth • Duluth Police Department – community officers • LISC • Irving Community Club • Norton Park Community Club • SVCNDA

Actions (continued)	<ul style="list-style-type: none"> • Provide attractive and effective lighting along 8th Street as a designated cross-neighborhood walking route, and, as a demonstration of the corridor concept. • Institute a block watch program coordinated across all the neighborhoods. • Establish tax preparation and advice service for low income residents. • Develop additional neighborhood festivals to encourage interaction between residents, and, to create colorful neighborhood atmosphere. • Identify neighborhood streets, including associated sidewalks, requiring upgrading, and pursue their inclusion in City capital improvement programs. • Create a West Duluth neighborhood web site. • Work with Minnesota Power and the City to, wherever feasible, bury transmission and utility lines underground so as to enhance the attractiveness of the community. • Pursue completion of sanitary sewer infiltration and inflow reduction program.
Partners	<ul style="list-style-type: none"> • City of Duluth • Duluth Police Department – community officers • Duluth LISC • Irving Community Club • Norton Park Community Club • SVCNDA • Minnesota Power • Western Lake Superior Sanitary District • Neighborhood District #2 Residents

The following lists the previous strategies in terms of the standard strategic topics common to revitalization plans in Duluth.

STRATEGIC AREA	STRATEGY SUMMARY
Community Development	<ul style="list-style-type: none"> • Market West Duluth business district to visitors to western Duluth attractions, and, secondarily, to rest of city and region • Completion of Ramsey Village plan – specifically to develop 53rd Avenue park and associated housing – to further expand local market supporting business district. • Enhance business district’s identity by continuing program of common street lighting, graphics, vegetation, and storefront renovation. • Prepare integrated vehicular and pedestrian circulation plan. • Conduct multi-party planning process to devise redevelopment plan for Western Riverfront Area with general intent to promote a multi-use business park / residential / recreation-open space area. Among the specific objectives of the plan are: leverage existing Grassy Point area for recreation and education; provide substantive access to river for neighborhood residents; eliminate physical barriers between existing neighborhood and former industrial lands; create mix of market rate housing; and provide opportunities for various forms of economic activity within a mixed use development. • Perceive the rebuilding of MacArthur Elementary School and the redevelopment of Memorial Park as a single project with specific objectives to include: integration of school and park as a single complex; integration of Valley Youth Center in the new school building; integration of recreation/community center in the new school building; insure that complex is visible from Grand Avenue.

Community Development (continued)	<ul style="list-style-type: none"> • Leverage the proposed ISD 709 investment in an expanded and enhanced Denfeld High School to upgrade the surrounding neighborhood with the specific objectives to: eliminate on-street school parking; insure adequate on-site parking; develop a neighborhood sensitive transportation plan for access to Denfeld High School and Public School Stadium; to encourage ISD 709 to acquire (or have acquired by other entities) all property lying between Denfeld High School and Grand Avenue for use by the school in order to showcase Denfeld High School as a community landmark and to physically integrate the school with the Grand Avenue corridor. • Prepare and implement a redevelopment plan for the Irving neighborhood modeled on the Ramsey Village effort with specific objectives to include: attractive and effective vehicle and pedestrian connections to West Duluth business district; redevelopment of Irving Park; market rate housing for a variety of homeowner markets; targeted program of housing demolition, infill with new housing, and rehabilitation; actions to insure continuation of Edison Raleigh School as a viable neighborhood institution with a minimum of adverse impacts on adjacent property; development of Phase 2 of Waseca Street industrial truck route to eliminate through truck traffic in neighborhood; construction of buffer for Munger Trail corridor and railroad tracks; and attractive and effective street lighting coordinated with business district design. • Support restructuring of recreational facilities within neighborhood that: focuses all programming-based activities at a rebuilt Memorial Park, and, modifies facilities at existing sites in line with current and anticipated use and financial capacity. • Making Grand Avenue corridor distinctively attractive, safe, and inviting.
Housing	<ul style="list-style-type: none"> • Encourage innovative housing development at selected sites tied to unique opportunities / settings including: Western Riverfront Focus Area, base of Spirit Mountain on both sides of Grand Avenue, and lower slope areas in Fairmount Park area. • Concentrated program on rehabilitation, demolition, and infill development in the Irving neighborhood. • Construct veterans housing project.
Economic Development	<ul style="list-style-type: none"> • Support marketing of western Duluth tourist attractions as a package with distinction added by their river and hill setting. • Support enhancement/expansion of existing attractions and development of new ones.
Other Actions	<ul style="list-style-type: none"> • Apply principles of Crime Prevention Through Environmental Design to devise comprehensive neighborhood safety program focused on creating safe, attractive pedestrian travel corridors within residential neighborhoods, and, between them and the West Duluth business district. • Reinvigorate community clubs to conduct and support events and programs that encourage interaction between neighbors; active outreach to new residents.

PERFORMANCE OUTCOME MEASURES

The following sets forth the anticipated achievements to be in place after one year and after five years of implementation effort.

Community Development

1-Year Outcomes

- ▶ Establish work group to oversee planning for renovated and expanded Denfeld High School and surrounding area.
- ▶ Establish work group to oversee planning for reconstructed MacArthur Elementary School, a revitalized Memorial Park, and surrounding area.
- ▶ City of Duluth officially designates Memorial Park as the recreational programming facility for West Duluth.
- ▶ Two soccer fields developed at former DWP rail yard site.

5-Year Outcomes

- ▶ Secure City commitment to rebuild 6th and 7th Streets.
- ▶ Development of street lighting in multi-block area around Denfeld High School.
- ▶ Designation of Memorial Park as a "Miracle Field" site.
- ▶ Pedestrian path from Ramsey Village to Grand Avenue via Veterans' Memorial.
- ▶ Streetscape improvements along Ramsey Street from Central to 53rd Avenue.
- ▶ Funding secured to prepare Irving Neighborhood Redevelopment Plan.
- ▶ Merritt Park redeveloped into open, non-programmed play area.
- ▶ Irving Park structure transferred to neighborhood control and general site improvements completed.
- ▶ Munger Trail extension into downtown Duluth completed.
- ▶ Designation of new trail along former DWP rail line.
- ▶ New play equipment installed at Indian Point Campground.

Housing

1-Year Outcomes

- ▶ Creation of special needs housing complex for homeless veterans.
- ▶ One house built and sold along Wadena Street.
- ▶ Two lots identified for sale and infill redevelopment for single-family homes.
- ▶ Four new homes sold, and four homes rehabilitated through a home rehabilitation program.
- ▶ Senior housing project.

5-Year Outcomes

- ▶ Replacement housing for households displaced by construction of MacArthur Elementary School and revitalized Memorial Park.
- ▶ Creation of independent living housing complex for older residents.
- ▶ Do a feasibility study and pursue development funding to develop housing near Spirit Mountain, near Duluth Zoo, and along lower slopes in the Fairmont Park neighborhood.
- ▶ Ten lots identified for sale and infill redevelopment for single-family homes.
- ▶ Ten homes sold and rehabilitated through a home rehabilitation program.

Economic Development

1-Year Outcomes

- ▶ New signage directing traffic to Spirit Valley Mall to provide a safer traffic flow.
- ▶ One vacant or underutilized property reused by new or expanded business.
- ▶ Three storefronts upgraded.
- ▶ Cooperative venture with western Duluth tourist attractions regarding mutually beneficial projects and actions.
- ▶ Develop a program to attract desired new businesses resulting in job creating and business district expansion.
- ▶ Evaluation of potential to establish a local farmers' market.
- ▶ Inventory of buildings and lots along Grand Avenue west of business district to identify opportunities for attraction of new business to district.
- ▶ Work group established to devise traffic flow plan for tourists and to improve Grand Avenue west of business district.
- ▶ Indian Point Campground revitalization plan completed.

5-Year Outcomes

- ▶ Reconfigured and redeveloped Spirit Valley Mall.
- ▶ Ten storefronts renovated.
- ▶ Improved and lighted pedestrian walkways from Ramsey Village and Irving neighborhood to business district.
- ▶ Improved pedestrian connections to Memorial Park / MacArthur School area.
- ▶ Five vacant or underutilized properties reused by new or expanded business.
- ▶ Aesthetic improvements to I-35 off ramp to Central Avenue.
- ▶ Monumental signs identifying gateways to business district.
- ▶ Streetscape improvements along Ramsey Street.
- ▶ Planning process initiated to guide redevelopment of Western Riverfront Focus Area.
- ▶ Feasibility plan in place regarding improvements to the Duluth Zoo / LS&M RR tourist node.
- ▶ Two properties improved along Grand Avenue corridor between 59th Avenue and Spirit Mountain.
- ▶ One new business along western Grand Avenue catering to tourists.
- ▶ New traffic control signals at intersection of Grand Avenue and 75th Avenue.
- ▶ New warning signals and barriers at 67th Avenue railroad crossing.

Other Actions

1-Year Outcomes

- ▶ At least two Block Watch Programs instituted resulting in safer neighborhoods.
- ▶ One new neighborhood festival.
- ▶ Weed and Seed Program funded.

5-Year Outcomes

- ▶ Two new neighborhood festivals.
- ▶ Under Weed and Seed Program, one additional community police officer hired.
- ▶ Under Weed and Seed Program, additional training for community police officers.
- ▶ Under Weed and Seed Program, after school program for area youth established.

APPENDIX A. BACKGROUND INFORMATION

GENERAL POPULATION DATA

The most recent information at the sub-city level comes from the US Census. The City of Duluth Planning Office prepared an analysis of the 2000 Census at the planning district level ("2000 Census Report", City of Duluth, March 2003). The following are highlights from that report for West Duluth (Planning District 2):

- District 2 covers 5,610 acres (13% of Duluth); this figure does not include Norton Park, which is within the area covered by this plan but not within District 2.
- Total Population: District 2 had 11,100 people in 1990 and grew to 11,431 in 2000, a 3% gain compared to 2% gain for entire city. Norton Park had 317 people in 2000.
- Population under age 18: Was 2,721 in 2000 a decline of -1.9% from 1990 (city wide was 5.5%). This age group is 24% of District 2 population compared to city average of 21%.
- Population over age 65: Was 15.7% of district in 2000, which was almost equal to city average of 15.1%.
- Population by race: 94.4% of district was Caucasian (city: 95.9%) with American Indians at 1.9%, African-Americans at 0.7%, and Asians at 0.7%.

Housing Data

- The district had 1,678 housing units in 1990 and 1,739 in 2000 (+3.6%).
- The density of housing within the district was nearly identical to city average -- 0.90 units/acre compared to city figure of 0.86 units/acre.
- The level of homeownership declined slightly from 74.2% in 1990 to 73.5% in 2000; overall rates for Duluth in those years were 64.4% and 64.1%. The lowest level for a planning district in Duluth in city was 26.6% and the highest was 91.0%.

Population Descriptions

ESRI, a major GIS software company, has used its geographic-based analytic tools to evaluate a wide range of data sources to devise what it has called "Community Tapestry [a] market segmentation system [that] classifies U.S. neighborhoods into 65 segments based on their socioeconomic and demographic composition. Segmentation explains customer diversity, describes lifestyles and lifestages, and incorporates a wide range of data such as demographic, business, and market potential data. Built by ESRI's data development team, Community Tapestry represents the fourth generation of market segmentation systems that began 30 years ago. A large array of attributes from the most powerful data available captures the subtlety and vibrancy of U.S. neighborhoods. Sources include data from Census 2000, ESRI's proprietary demographic updates, the InfoBase consumer database from Acxiom Corporation, the national consumer survey from Mediamark Research Inc. Doublebase 2005, and other sources."

For zip code 55807, which covers a large area incorporating West Duluth, the top three "community tapestry" types are as follows:

Segment 32 Rustbelt Traditions

Rustbelt Traditions neighborhoods are the backbone of older, industrial cities in states bordering the Great Lakes. Most employed residents work in the service, manufacturing and retail trade industries. Most residents own and live in modest single-family homes that have a median value of \$107,222. Households are primarily a mix of married-couple families, single-parent families, and singles who live alone. The median age is 36.1 years; the median household income is \$49,579. Residents prefer to use a credit union and invest in certificates of deposit. They use coupons regularly, especially at Sam's Club; work on home remodeling or improvement projects; and buy domestic vehicles. Favorite leisure activities include hunting, bowling, fishing, and attending auto races, country music shows, and ice hockey games.

APPENDIX A. BACKGROUND INFORMATION

Segment 57 Simple Living

Simple Living neighborhoods are found in urban outskirts or suburban areas throughout the United States. Half of the households are comprised of singles who live alone or share housing, and 32 percent consist of married-couple families. The median age is 40.5 years. Approximately one-fifth of householders are aged 65 years or older; 12 percent are aged 75 years or older. Housing is a mix of single-family dwellings and multiunit buildings of varying stories. Some seniors live in congregate housing (assisted living). Fifty-five percent of households are occupied by renters. Approximately 40 percent of households receive Social Security benefits. Younger residents go dancing; the seniors play chess, participate in bingo nights, and pursue hobbies such as painting and refinishing furniture. Most households do not own a personal computer, cell phone, or DVD player. Cable TV is a must; residents watch hours of TV a day, especially family programs, news programs, and game shows.

Segment 29 Rustbelt Retirees

Most Rustbelt Retirees neighborhoods can be found in older, industrial cities in the Northeast and Midwest, especially in Pennsylvania and other states surrounding the Great Lakes. Households are mainly occupied by married couples with no children and singles who live alone. The median age is 44.6 years. Although many residents are still working, labor force participation is below average. More than 40 percent of households receive Social Security benefits. Most residents live in owned, single-family homes, with a median value of \$134,314. Unlike many retirees, these residents are not inclined to move. They are proud of their homes and gardens and participate in community activities. Some are members of veterans' clubs. Leisure activities include playing bingo, gambling in Atlantic City, going to horse races, working crossword puzzles, and playing golf.

Business District Data

The West Duluth business district defines the neighborhood. It is a vital, dynamic district that now ranks second (only to Miller Mall area) among Duluth's 14 business districts in terms of total sales.

West Duluth Retail Sales			
Sales Reported Monthly Made in City (unadjusted for inflation)			
Year	West Duluth Sales	Percent of City Sales	District Rank Among City Districts
2005	\$185,747,000	14.2%	2
2000	\$145,856,000	12.2%	2
1995	\$119,161,000	12.0%	4

Source: City Sales Tax Office—City Treasurer; Applied Insights^{north}.

APPENDIX A. BACKGROUND INFORMATION

Traffic Count Data

The City of Duluth Department of Public Works Engineering Division regularly counts traffic on city streets. The following highlights recent counts (average daily traffic) in West Duluth; the two-digit number in parentheses indicates the year of the count.

- Grand Avenue: at 85th Ave W – 11,000 (06); at 78th Ave W – 14,200 (06); at 56th Ave W – 8,234 (07); at 46th Ave W – 11,744 (07).
- Central Avenue: between Nicollet St and I-35 – 7,400 (06); between I-35 and Bristol St. – 12,200 (06); between Ramsey and Central – 8,100 (06); between Central and Cody – 4,450 (06).
- Cody Avenue: between 63rd and 64th Ave W – 4,100 (05); between 56th and Central Ave – 3,350 (05).
- Eighth Street: between 58th and 59th Ave – 1,150 (06); between 56th and Central Ave – 1,446 (07); between Central and 46th Ave – 5,000 (06).
- Highland: between 56th and Central Ave – 3,200 (06).
- Raleigh Street: between 61st and 60th Ave – 2,169 (07); between 58th and 59th Ave – 2,932 (07). Waseca Industrial Road (easterly extension of Raleigh): east of Central Ave – 500 (06).
- Bristol Street: between Grand and Ramsey St – 4,200 (06); between Central and 54th Ave - - 5,700 (06).
- Ramsey Street: between Central and 54th – 2,900 (06); between 52nd and 51st Ave W – 2,000 (06).

APPENDIX B. ADDITIONAL IMPLEMENTATION ACTIONS

Many ideas were raised at the various public planning sessions during the creation of this plan. Many of these are ideas are generally included in the recommendations and others are at a more detailed level than needed for the plan. However, they are valid items that should not be lost or forgotten since they will help flesh out future projects. They are listed here by general topic.

- **Denfeld Focus Area**
 - How about looking beyond Denfeld to the ore dock area?

- **MacArthur / Memorial Park Focus Area**
 - Maximize school – park open space.
 - Make sure there is adequate parking.
 - Monumental signage greeting people to West Duluth at triangle of Grand and Central.
 - Increase the “curb appeal” of the area; make visual statement of West Duluth’s attributes of quality education and recreation.

- **Irving Focus Area**
 - Connect Irving to Western Waterfront Trail.
 - Safety issue at Edison Raleigh school – children play area is too small; conflicts with alley; school is considered a community asset and should be retained; consider buying out adjacent homes to provide additional space; do this as part of a project planning process.
 - Better lighting and physical connection under freeway to business district.
 - Sidewalk connection to business district under freeway at 56th.
 - Streets need rebuilding – 57th from Raleigh to Grand, and, Raleigh from Grand to Central.
 - Need physical / visual connection to Grand.

- **Tourism Corridor Focus Area**
 - Construct a railroad depot below Spirit Mountain to provide connection to proposed high speed railroad from Twin Cities.
 - Consider development at base of Spirit Mountain below Grand Avenue.
 - Consider small chalet at base of Spirit Mountain.
 - Integrate Spirit Mountain and zoo, perhaps via a gondola.
 - Consider developing new emphasis for zoo such as focus on North American animals. Also, better signage to zoo is needed.
 - Connect expanded Munger Trail to business district.
 - Kingsbury Creek trail is a forgotten gem – needs to be promoted.
 - Western Waterfront Trail is an asset that is not well known. No signage.
 - Develop loop trail on DWP corridor to connect Munger Trail to West Duluth business district.
 - Expand West Duluth trolley idea to include run between business district and zoo/Spirit Mountain.
 - Walking and biking connections along Grand Avenue west from business district to attractions are unsafe and unattractive.
 - Consider construction of water park and swimming pool.
 - Better marina and boat access to river.
 - Clyde Avenue boat access is not well known.
 - Create river access at Tallas Island. Sand beach there could become a public swimming area.
 - Use Indian Point Campground for non-camping season uses such as canoeing, skating, cross country skiing, hiking, and the like.
 - Develop better freeway access to West Duluth – Cody Street is not the best access.

APPENDIX B. ADDITIONAL IMPLEMENTATION ACTIONS

- Use 59th Avenue from Cody as main entrance into West Duluth and attractions from I-35.
- Need better signage to direct people from I-35 to western attractions.
- How can we capitalize on the proposed Lake Superior freshwater estuarine center?
- Can new restaurants be attracted to the Grand Avenue corridor? Are there any non-market impediments such as inappropriate zoning?
- Need traffic signal at intersection of Grand Avenue and 67th Avenue (beside Asbury church).
- Need traffic signal at intersection of Grand Avenue and 75th Avenue (access to Indian Point and Norton Park).

- **Western Riverfront Area**
 - Encourage upscale housing in this area.
 - Convert from industrial to commercial / business park.
 - Add marina.
 - Business park with upscale housing.

- **Recreation**
 - Support connection of Munger Trail to Canal Park.
 - Consider a community garden for portion of Irving site.
 - Consider possibility of designating some of the wilder trails as “leash free” trails for dogs.

- **Business District**
 - Need to address vacant properties through adjacent neighborhood.
 - Make an effort to bring in new businesses.
 - Consider a program to give businesses a lower rate of interest to expand.
 - Raleigh at 58th Avenue needs to be rebuilt.