



**PLANNING COMMISSION STUDY MEETING
THURSDAY, JANUARY 21, 2021
(VIA WEBEX)
BLOOMINGTON, MN 55431
6:00 PM**

Chair Jon Solberg has determined it is not practical or prudent to conduct an in-person meeting at City Hall due to the global COVID-19 health pandemic as permitted by MS 13D.021. All members of the Planning Commission and staff plan to participate remotely and electronically as permitted by law. All of the items on the January 21st agenda are study items. The meeting is open to the public, but will not be televised. Public comment is not taken on study items. Members of the public may listen to the meeting via Webex or phone.

To listen to the meeting:

1. Listen by phone: 1-415-655-0001, Access code 177 136 1969 (The City recommends using a cell phone to eliminate long distance charges)
2. Listen via Webex: <https://logis.webex.com/logis/onstage/g.php?MTID=efd865cebde3c1ffbc76e5ccb3d39defd>, Event # 177 136 1969.
Password: plan

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|--------------------------|---|
| ITEM 1
(study) | City of Bloomington
Discuss Lyndale Retrofit Plan |
| ITEM 2
(study) | City of Bloomington
Discuss Planning Commission meeting format |

BloomingtonMN.gov: A yearly meeting schedule, agendas, and the official minutes once approved are available. If you require a reasonable accommodation, please call 952-563-8733 (MN Relay 711) as soon as possible, but no later than 9:00 a.m. one business day before the meeting day.



Planning Commission Item

Originator Planning	Item Draft Lyndale Avenue Retrofit Strategy - Study Discussion
Agenda Section Item 1	Date January 21, 2021

Requested Action:

City staff and Stantec are seeking feedback and direction from the Planning Commission on the draft recommendations and priorities presented during the study session for the Lyndale Avenue corridor.

Item presented by: Jason Beske and Beth Elliot - Stantec Inc.

Description:

The draft Lyndale Avenue Retrofit Strategy, included in the attachments, recommends actions the City can take to foster transformation and redevelopment within the Lyndale corridor over a 20-year period. The Strategy emphasizes priority actions for two key nodes (around 86th and 98th) where demand for reinvestment and redevelopment is anticipated to occur first. Strategies and design principles related to mobility and open space, and to address retail and other businesses in the corridor are also recommended.

The attached staff report briefly describes the project background and highlights of the draft strategy. Planners from Stantec will present an overview of the draft strategy and recommendations in more detail at the meeting.

Next Steps:

- Present draft strategy to City Council for review and comment on February 8, 2021
- Stantec will make final revisions to incorporate comments from Planning Commission and City Council
- Public hearing before Planning Commission on March 11, 2021
- Public hearing before City Council on April 5, 2021 (tentative) to adopt the plan

Attachments:

[PC Staff Report](#)
[Final Draft Strategy](#)

GENERAL INFORMATION

Applicant: City of Bloomington

Request: Provide feedback and direction on the Lyndale Avenue Retrofit final draft plan.

CHRONOLOGY

Various Commissions:	12/02/2019 – Informational update
City Council:	12/02/2019 – Informational update
City Council:	03/02/2020 – Informational update
Planning Commission:	07/16/2020 – Informational update
City Council:	07/20/2020 – Informational update
Various Commissions:	07/21/2020 through 10/27/2020 – Informational updates
Planning Commission:	01/21/2021 – Review final draft (study session)

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BACKGROUND

To foster strategic redevelopment of the Lyndale Avenue corridor, between 98th Street and Interstate 494, the City partnered with Stantec Consulting Services, Hennepin County and the community to develop a vision and strategies to guide and manage transformation of Lyndale Avenue into a walkable corridor connecting distinct neighborhood centers. The study, which began in October 2019, is intended to build on the corridor's foundational assets – jobs, adjacent residential neighborhoods, and an existing mix of retail and service. The study identifies opportunities for public and private investment to support a variety of housing and mobility options, attractive and inclusive public spaces, and retail to complement the needs of residents and visitors.

Community Engagement: Authentic public engagement has been a vital part of the process. Early in the study, meetings were conducted with stakeholders, residents, City Council and Commissions to obtain input, insights, and guidance in shaping the plan. City staff and Stantec also engaged the community through multiple interactive workshops, pop-up events held at various locations, and a series of meetings with developers, lenders, City and Hennepin County staff to identify opportunities and challenges and define a vision for the Lyndale Avenue Corridor. A multi-day engagement effort (Design Week) was held in early March 2020. This immersive process engaged the public, corridor stakeholders, City staff

and officials, and the design team in exploring ideas to address key opportunities and challenges. It offered multiple opportunities to provide input on a draft vision statement and initial ideas regarding mobility, open spaces, and redevelopment within the corridor. [Community engagement summaries can be found by clicking here.](#)

In fall 2020, the City launched a new interactive engagement tool – Let’s Talk Bloomington. A project “card” was created specifically for the Lyndale Avenue Retrofit to solicit public input on the draft framework strategies. For more information on the project, go to blm.mn/letstalk.

Some key takeaways from these public engagement activities include:

- Provide options to travel along Lyndale on foot, bike, bus, or car.
- Support local small businesses, while adding more non-franchised businesses.
- Expand housing options for a mix of incomes.
- Create more park areas and green spaces with seating to where people can gather and connect.
- Provide fun activities for families – green spaces, trees and plantings, bowling alley, restaurants with outdoor dining.
- Encourage taprooms/breweries.

CITY COUNCIL, PLANNING COMMISSION AND OTHER COMMISSION INPUT

Over the summer and fall of 2020, the draft corridor framework and node concepts were presented to the Planning Commission (July 16), City Council (July 20), Sustainability Commission (July 21), HRA (July 28), Creative Placemaking Commission (Aug 10), and the Advisory Board of Health (October 27). At these meetings, Council and Commission members expressed excitement and support for the concepts and ideas presented. Some key takeaways include:

- Agree with prioritizing redevelopment in key nodes (86th and 98th).
- Encourage moving forward with pilot/testing of multi-modal path along Lyndale.
- Explore options to encourage shared parking as an interim approach.
- Explicitly acknowledge redevelopment will take time and there are challenges to overcome to ensure expectations are realistic. Transitioning to new uses needs to respect, and work to retain, the many good businesses existing within the corridor.
- Support creation of a series of public spaces throughout the corridor, strengthening connections to adjacent neighborhoods and amenities, enhancing landscaping, and utilizing low-impact/sustainable design techniques.
- Encourage proactive integration of sustainable building and site design standards with new development.
- Encourage placing priority on enhancing pedestrian and bicycle movement and safety.
- Appreciate the importance of having clearly defined guidance and strategies city officials can use as they make decisions about development proposals and public investments.

OVERVIEW OF DRAFT LYNDALE AVENUE RETROFIT STRATEGY

The draft Lyndale Avenue Retrofit Strategy recommends actions the City can take to foster transformation and redevelopment within the entire corridor over a 20-year period. The Strategy emphasizes priority actions for the two key nodes (around 86th and 98th) where demand for reinvestment and redevelopment is anticipated to occur first. Strategies and design principles related to mobility and open space, and to address retail and other businesses in the corridor is also recommended. Some highlights are provided below, however, Stantec will present more details at the meeting.

Market and Trend Analysis

The Stantec team conducted several market analyses to ensure recommendations align with market realities. These studies may be found at blm.mn/letstalk (lower right under documents) and key findings are summarized below.

- The number of empty-nesters, retirees, younger singles and couples is expected to grow and will drive demand for more multi-family housing in Bloomington.
- Over the next 15 years, there will be demand for over 950 new multi-family units in the Lyndale Avenue corridor.
- Demand for new office space is limited. However, given its easy access to freeways, the Orange Line BRT, and goods and services, the Lyndale Avenue corridor may be poised to support 50,000-75,000 square feet of new office space, particularly if the corridor transforms into a more mixed use, walkable, environment.
- There is little demand for additional retail development along Lyndale given the general decline in bricks and mortar retail. However, new residential development will strengthen the market for existing retail and could attract new “experiential retail” such as restaurants.

Lyndale Avenue Retrofit Strategy Highlights

The Retrofit Strategy identifies several actions the City can take to leverage opportunities and address challenges to successfully transform Lyndale Avenue. Highlights include:

86th Street Node. The primary goal is to build on the existing mixed-use character of this area; however strengthen it by fostering new multi-family housing and more flexible reuse of older industrial and commercial properties. Priority recommendations include:

- Proactively rezone properties currently zoned B-2 to B-4 to allow and encourage new residential and mixed use development.
- Consider creating a transitional industrial overlay zone to increase development flexibility and expand reuse opportunities.
- Identify opportunities for lot consolidation and engage with property owners to understand their plans and connect them with potential developers.
- Conduct brownfield assessments on known contaminated sites. This will involve seeking grant funding.
- Implement pilot projects to test roadway modifications to enhance mobility (e.g., temporary removal of slip lanes; temporary bike lane). Pilot projects allow traffic and other impacts resulting from modifications within the public right-of-way to be tested prior to implementing more costly permanent changes.

98th Street Node. This area has the highest redevelopment potential in the corridor due to proximity to high frequency transit and redevelopment interest expressed by area property owners. Many sites in the area are quite large and under single ownership making them good candidates for redevelopment. Priority recommendations include:

- Proactively rezone properties currently zoned B-2 to B-4 to allow and encourage new residential and mixed use development.
- Build the Aldrich Green Spine. Extending Aldrich Avenue through this site will involve working in partnership with private property owners to construct a well landscaped public street in conjunction with site redevelopment.

- Take lead role in implementing public improvements to improve walkability, connectivity, and safety; particularly for pedestrians and bicyclists. This will involve working in partnership with public entities such as Metro Transit to enhance pedestrian access to the 98th Street Transit Station and the Orange Line BRT.
- Encourage transit-oriented development that includes a mix of residential and commercial uses and safe, accessible walking and cycling connections near transit service.

Retail Strategy. While the amount of space devoted to retail is not anticipated to grow in the corridor, it plays an important supportive role in redevelopment. As new residential develops along Lyndale, convenient access to retail services and destinations like restaurants and coffee shops will be important to creating thriving neighborhoods along the corridor. Priority recommendations include:

- Initiate conversations with large employers to better understand how efforts related to Lyndale corridor can best support the needs of area employees and employers.
- Evaluate expanding into loan programs to support local businesses.
- Organize business meetings to engage corridor business owners and help them understand and navigate the city’s regulatory processes. This may also involve connecting local businesses with funding and technical assistance programs.
- Create a Strategic Business Plan for the corridor to define detailed strategies specific to corridor businesses.
- Evaluate for the feasibility of establishing a Special Service District comprised of a group of property owners interested in working together to implement additional services or infrastructure enhancements within a defined area.

Mobility Strategy. The Strategy envisions a network of connecting streets, sidewalks and trails that make walking and bicycling safer, more convenient, and more comfortable. Priority should be given to physical improvements that enhance safety, complete connections, and make the pedestrian/bicycle environment more accessible and comfortable. Priority recommendations include:

- Retrofit slip lanes throughout the corridor as opportunities arise in conjunction with roadway improvement projects.
- Test the feasibility of installing a multi-modal path along the Lyndale corridor. This may involve implementation of a temporary bike lane to test the impacts on traffic flow before committing to construct a permanent facility.
- Narrow and eliminate curb cuts in conjunction with site redevelopment and/or public infrastructure projects.
- Widen sidewalks in conjunction with site redevelopment and/or public infrastructure projects.

Open Space Strategy. The Strategy envisions a network of parks and plazas connected by tree-lined sidewalks and trails throughout the corridor. This network allows people to safely and comfortably access places to congregate and relax along the corridor. Priority recommendations include:

- Plant a double row of trees where space allows to enhance the corridor appearance, provide shade and other environmental benefits.
- Provide flexible seating in public spaces consisting of durable, movable chairs.
- Use nature to educate by providing information highlighting natural features and processes on signs in public spaces.
- Orient public spaces toward Lyndale Avenue and abutting commercial buildings.
- Ensure safe connections between public and private spaces throughout the corridor.
- Design outdoor spaces to foster year-round uses.
- Connect to the Minnesota River Valley via trails along or parallel to Lyndale Avenue extending south of 98th Street to the river.

REQUESTED ACTION

At the January 21 study session, Stantec representatives will provide an overview of the draft plan, including a summary of key findings and recommendations. Staff and Stantec are seeking feedback and direction from the Planning Commission on the draft recommendations and priorities presented.



DRAFT REPORT

1-13-2021

LYNDALE Avenue suburban retrofit

ourb

reh·trow·fit - using what's here





Setting the Stage

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Managing Change
Corridor Context
Market Analysis

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Developing the Vision
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Mobility
Public Space
Key Nodes - 86th Street and 98th Street

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Key nodes - Retail - Mobility - Public space
Funding

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When World War II ended, Bloomington was a small town with less than 5,000 residents. By 1970 it had emerged as a bustling suburb with more than 80,000 residents. Fifty years later its population is roughly unchanged. The planning team had the privilege of meeting residents who had moved into their homes during that explosive period of growth and proudly claim these same homes today. Following World War II, the Bloomington we all know today was essentially shaped by a period of significant demographic, economic, and technological change (including the advent of universal access to automobiles). Five decades later, Bloomington faces a period of similarly explosive demographic, economic, and technological change. This time the community has a choice. It can choose to manage these forces to write Bloomington's next chapter. The result can be an era of unprecedented livability and economic opportunity centered on transformation of Lyndale Avenue from an arterial street - largely lined with strip retail devoted to pass-through traffic - into a mixed use, walkable Main Street that becomes the social, economic, and civic heart for the surrounding neighborhoods and all of Bloomington.

Today, Lyndale Avenue passes through the adjacent neighborhoods—providing some shopping, dining, and services but primarily serves as an arterial connection to other parts of Bloomington and the region. This plan identifies near-term and longer-term actions to initiate a process of retrofitting Lyndale into a walkable Main Street primarily dedicated to serving adjacent neighborhoods and new residents who will call Lyndale itself home. Lyndale Avenue will become a place of connection. A series of public spaces, bike lanes, inviting sidewalks, and more robust bus service will enhance access to new housing options, restaurants, shops and workplaces. Street trees lining Lyndale Avenue will improve the corridor appearance and enhance the pedestrian experience by providing shade while introducing increased environmental benefits to the community. Two “nodes”— around 86th and 98th Streets – will become centers of activity and public spaces that provide concentrations of places to eat, shop, gather, and celebrate.

Lyndale Avenue is the traditional core and heart of the community and supports a diverse population, services, and destinations that embrace equitable and safe neighborhoods for all.

What is the Lyndale Retrofit Strategy?

The Lyndale Retrofit Strategy is a plan to guide and shape the future of the Lyndale Avenue corridor—and the culmination of a year-long intensive community-based planning process. The Strategy is anchored by a vision informed by the community's views and the fundamental opportunities and challenges facing the corridor today and going forward as Bloomington adapts to a rapidly changing world. The vision for the future of the corridor is articulated as a series of achievable core principles for managing growth and change over the next decade. Each of these core principles leads to a series of targeted strategies that provide cohesive direction for implementation. These actions happen through subsequent planning and development policies, zoning and related regulations, incentives, Bloomington's capital budget, and similar tools. Finally, the Strategy offers specific recommendations to shape sites that are ripe for redevelopment to help ensure that investment is achieved for the Lyndale Avenue Corridor and adjacent neighborhoods.

The Lyndale Avenue Suburban Retrofit Strategy aims to reflect the strategic priorities of the community.

- Community Image and Amenities -
- Equity and Inclusion -
- High-Quality Services -
- Focused Renewal -
- Environmental Sustainability -
- Engagement and Transparency -



hold for acknowledgments



Setting the Stage

Note about COVID-19:

As we all face the changes in our lives imposed by a global pandemic, it is critical to understand how Covid-19 has impacted the community-based planning that constitutes the basis for this plan for the future of Lyndale Avenue.

To start, the pandemic reinforces key messages voiced by the community:

- Lyndale Avenue should emerge as a stronger community asset—a place that is more walkable, includes more green space (thus more positive physical and mental health benefits), and offers more inviting places for neighbors to gather outdoors. The national trend - perpetuated by the pandemic - is a desire for more places to walk and access nature within neighborhoods. This is a critical message the community repeated often during this planning process. The uncertainty of the retail market post-pandemic echoed another often-heard message - neighbors wanted to be sure that valued local retailers could remain in business and wanted to see a broader variety of retail and services along Lyndale Avenue. This ranges from amenities like restaurants and cafés to places that meet everyday shopping needs and provide basic services.
- The social isolation forced by the pandemic has spurred a growing interest in neighborhood-based access to culture, arts, and entertainment that mirrors an aspiration expressed by many community members - make sure that these kinds of amenities are part of Lyndale Avenue's future.

Managing the Accelerating Pace of Change to Build Our Legacy

While the COVID-19 pandemic will end, the fundamental demographic, economic, and technological forces that are reshaping cities and suburbs alike across North America - and were discussed extensively during the planning process - remain firmly in place. These forces can be managed to restore Lyndale Avenue to the role it long held but lost as America's retail economy, housing markets, and economy evolved—as a renewed Main Street and heart of its surrounding neighborhoods and all of Bloomington.

Demographics are Destiny

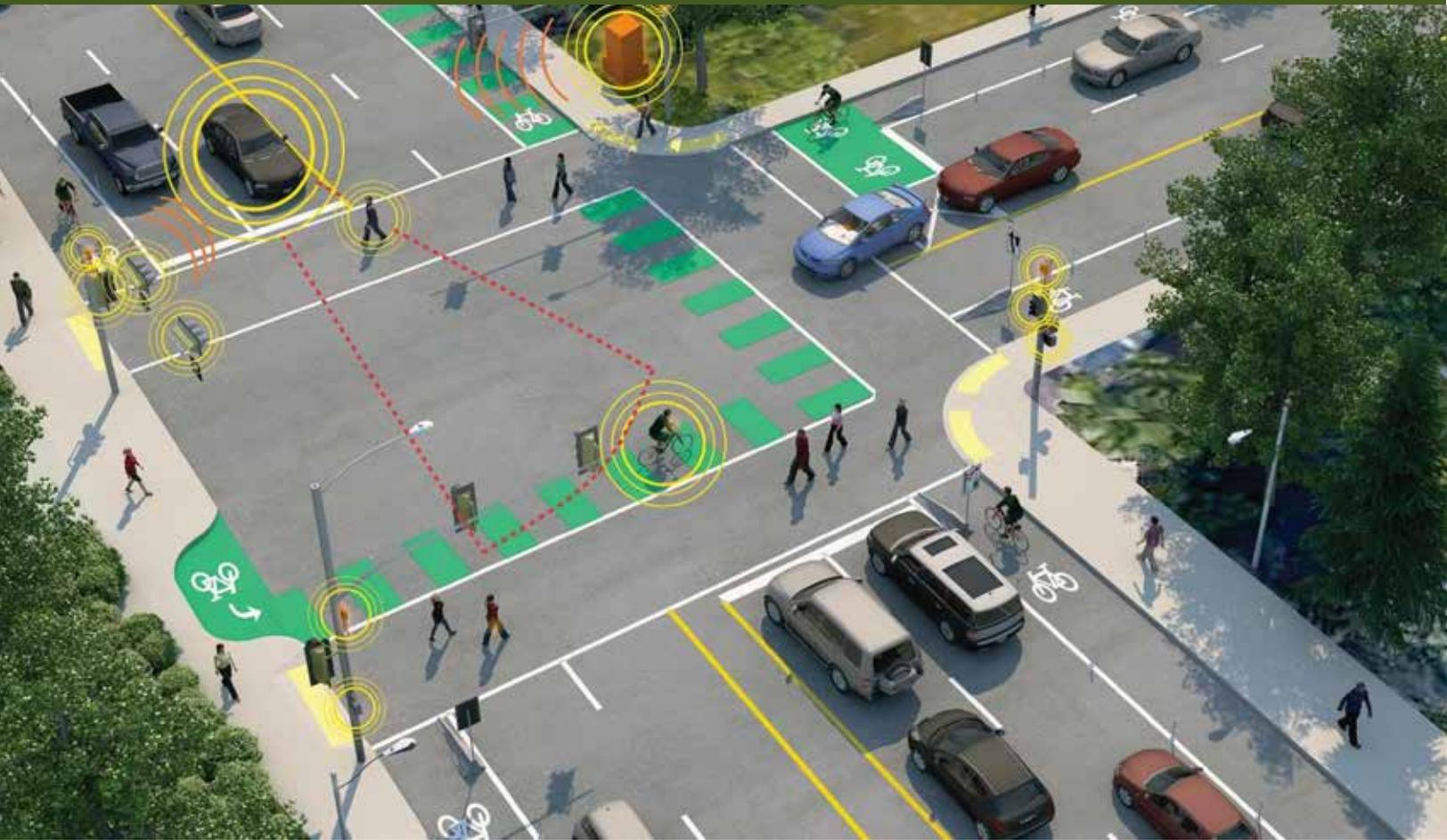
In the decades following the end of World War II, families with children dominated household growth and played a determinant role in spurring an explosion of growth in Bloomington, other suburbs in the metro, and across North America. Demographic trends have shifted dramatically and with them, housing markets. For the next few decades, seniors, singles, and couples without children in the home will represent most net new households in Bloomington, increasing demand for multifamily housing and townhouses in walkable settings - and the new retail and other small businesses they support.

The Knowledge Economy Drives Commercial Investment

Smaller households and an aging population are slowing workforce growth just as the growth in knowledge industries has dramatically increased the share of jobs in every region that require higher education. The resulting shortage of educated workers—often termed “talent”—has produced growing competition to attract and retain talent. With the right strategies in place, Bloomington will be in a strong position to provide the housing diversity that attracts a wider subset of workers to the community and Lyndale Avenue.

Retail is Changing Rapidly

The rise of online retail is taking a severe toll on auto-oriented retail. Strip retail centers along corridors like Lyndale Avenue have emerged as the new frontiers for redevelopment. In turn, a new era of smaller, unique, “Main Street” retail—largely supported by housing located within a roughly five-minute walk (quarter mile)—is taking its place. Food and drink—from coffee to beer—have taken center stage in this Main Street revival. Roughly 50% of all new retail leases in 2019 were for restaurants and related eateries. This Main Street retail renaissance has in turn helped attract new residents, jobs, and investment to a growing number of emerging walkable, mixed-use, suburban districts.



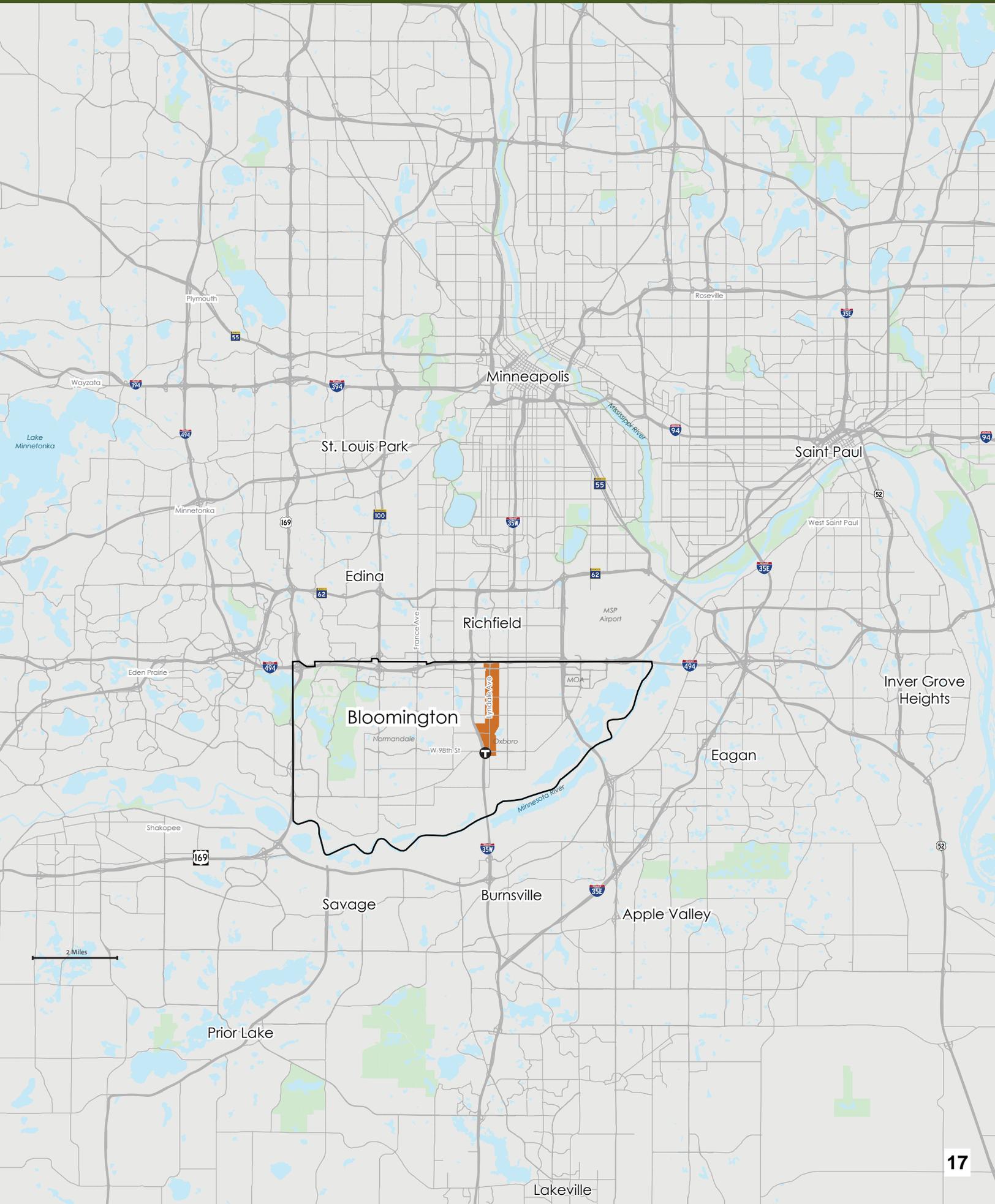
Smart mobility assists users by enhancing communication with pedestrian safety as the top priority



Jobs and investment flow to places where this talent wants to live and work.

Mobility Innovations will Change How we Move Around

Today we are on the cusp of two decades of transformative mobility innovations that will reinforce the land use and community development trends spurred by changing demographic and economic forces. The first waves of change are already visible and focused on Mobility as a Service (MaaS)—for example Lyft, Uber, and ever-evolving micro-mobility technologies deploying e-scooters and bike sharing. As a result, in roughly a decade the amount of additional parking required to support new housing, retail, and other uses along Lyndale Avenue will begin to decline.



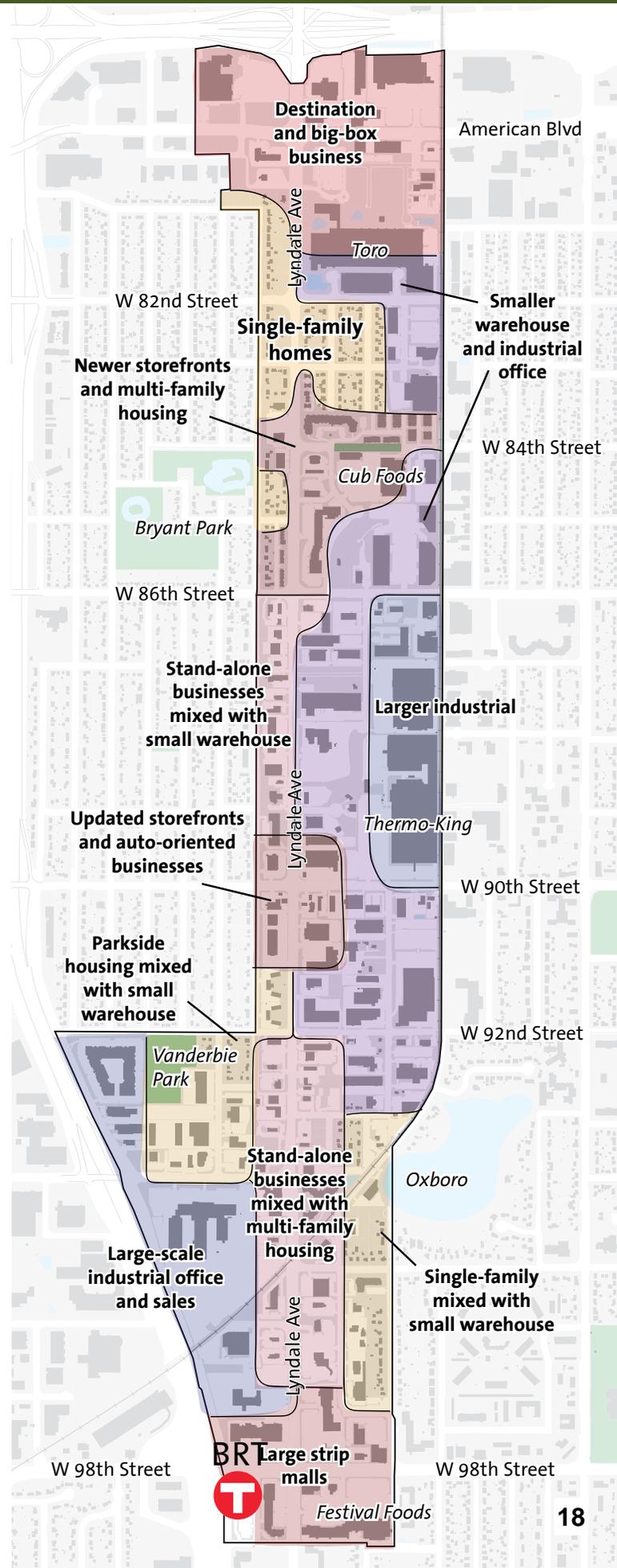


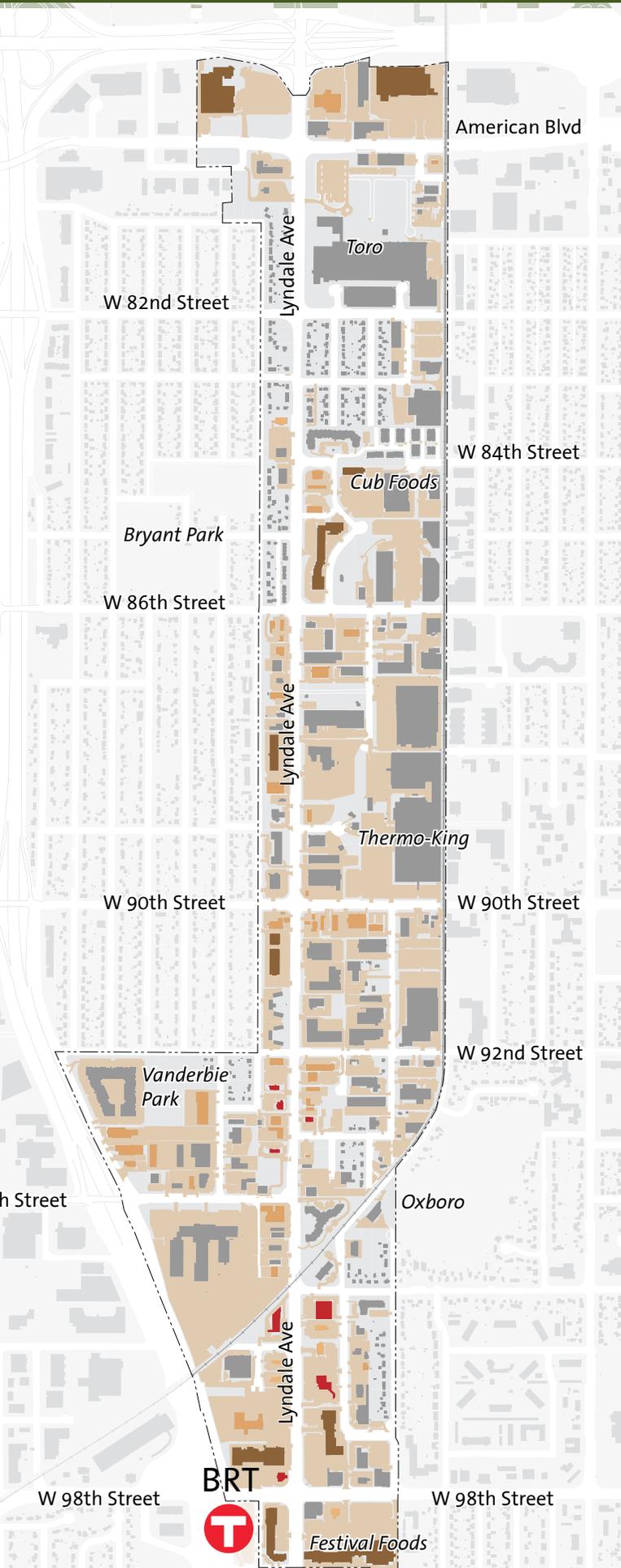
This senior housing is typical of housing on Lyndale Avenue

The Lyndale Avenue corridor developed as a long spine extending south from Minneapolis with a mix of residential, commercial, and industrial uses. Like only a few other commercial corridors that start in either Minneapolis or St. Paul and extend to nearby suburbs, Lyndale's character was originally based on auto-oriented commerce. It has always been a place to work or shop for nearby residents, but it has also been a transportation spine to get from one part of Bloomington to another. Today Lyndale is dominated by auto-oriented businesses, large parking lots, and limited pedestrian space.



Toro is a major employer on Lyndale Avenue





A field of parking in front of a one-story strip retail center



Suburban roadway and auto dealership



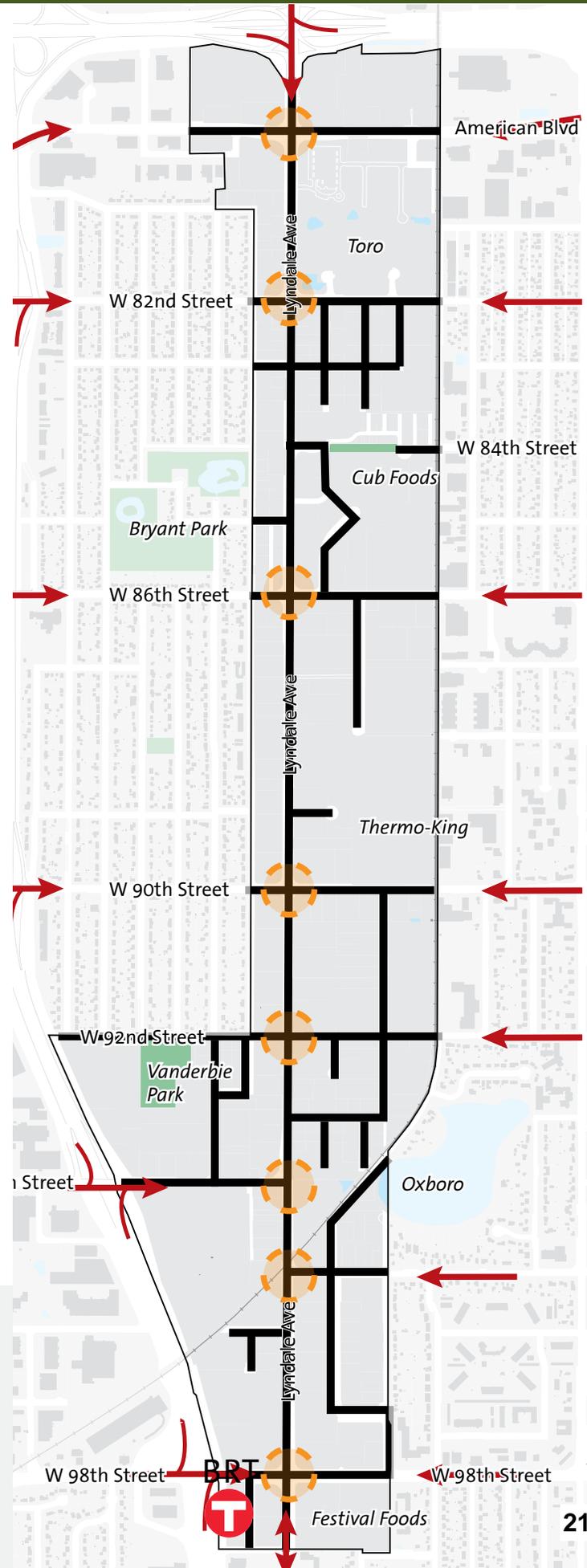
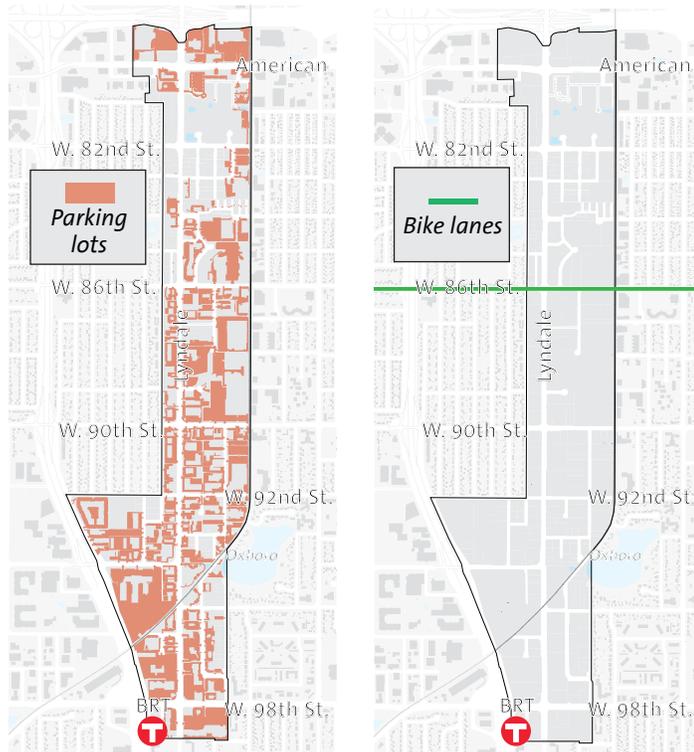
Wide and clear roadway next to narrow and icy sidewalk

Auto-oriented development and infrastructure (right)

- Strip malls
- Chain restaurants, auto service, pawn shops
- Drive-through service
- Other buildings (note spacing)
- Parking lots

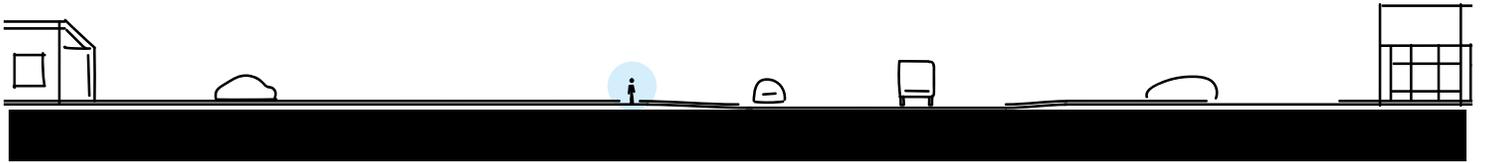
Access and transportation along the Lyndale Avenue corridor and surrounding area has – and continues to be – focused on getting cars swiftly to their destinations, which poses a challenge to overall accessibility and ADA compliance. Sites are dominated by large parking lots, with only one bikeway traversing the corridor on 86th Street. The existing Metro Transit Station, located at 98th Street and I-35W, serves as a major transfer hub for connecting bus routes and as a park and ride lot for commuters to downtown Minneapolis. Upgrades currently underway at the transit station to accommodate the pending Orange Line Bus Rapid Transit (BRT) will greatly enhance transit service in this area and provide opportunities to foster higher density, transit-supportive development. The Orange Line will connect Lyndale Avenue to Burnsville, Bloomington’s Penn-American District, Richfield, and Minneapolis via I-35W. Passenger service is anticipated to begin in late 2021.

The maps below show the disparity between infrastructure devoted to automobiles versus bicycles. The map on the left shows parking lots in red. The map on the right shows the single bike-lane in green.



Existing mobility network (right)

- Existing network
- Access point
- Primary Intersection

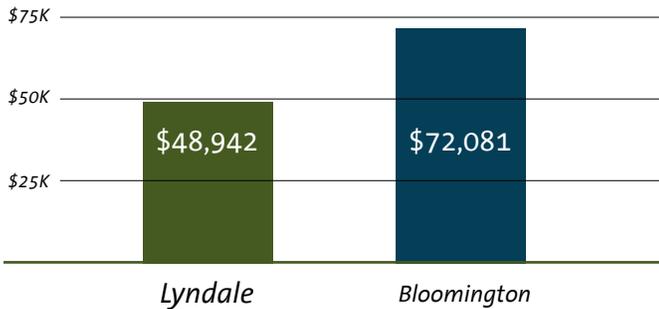


Scale of a human within a typical section of Lyndale Avenue:

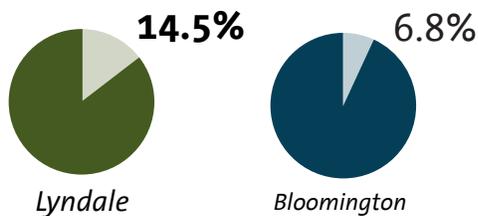


The communities along Lyndale are significantly poorer than Bloomington as a whole - both in median income and percent of households living below the poverty line. An increased mix of housing options at varied price-points is vital to attracting development while preventing displacement of community members.

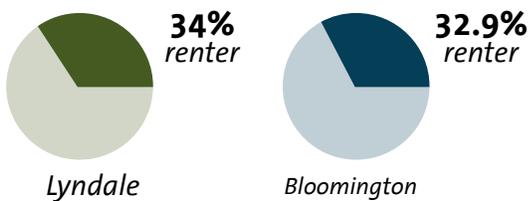
Lyndale has a lower average income:



Lyndale has a greater share of households below poverty level:



Lyndale has a similar share of rentals to owner occupied units:



Bloomington has great opportunity to attract new residents and businesses on corridors like Lyndale Avenue. Since almost half of Bloomington’s existing residential population is older and interest in downsizing from their single-family homes is anticipated to grow. This in turn presents opportunities to provide new housing options in the neighborhoods surrounding Lyndale Avenue. This is a trend experienced by suburbs throughout the country. In addition, because there are more jobs located in Bloomington than residents to take those jobs, an opportunity exists to entice those who work in Bloomington to move to Bloomington. While the statistics below represent Bloomington citywide, they illustrate how demographics can drive opportunities for more growth along Lyndale.

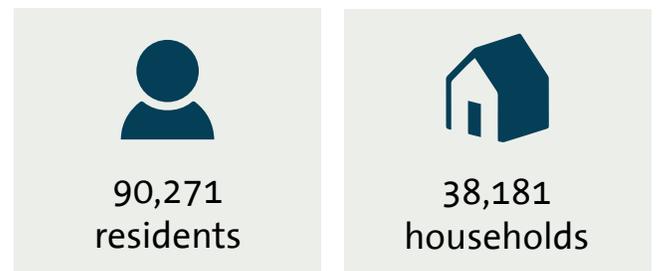
Retail businesses along Lyndale Avenue offer products and services that are well matched to the needs of the

surrounding neighborhoods in type and price point. While businesses along I-494 and American Boulevard are regional destination businesses, most businesses along Lyndale offer goods and services that meet daily needs of the local community.

The varying nature of the existing businesses – local businesses, national chains, auto services, large employers, service providers, a museum, and a clinic – is a notable strength that allows Lyndale Avenue to retain market share in the face of competition from districts that are newer and more upscale.



Existing residential and commercial development is typically low density



Metropolitan Council certified forecasts, July 2020





Demand is increasing for higher density, walkable development

Analyses of future demand for residential development, new retail business, and office space set the direction for the Lyndale Avenue Suburban Retrofit Strategy. The basis for much of this work relies on local demographics and national trends in living and working preferences. To accommodate these preferences, the City should prioritize increasing housing density along Lyndale Avenue that will drive investments in new commercial businesses and public amenities.

Lyndale Corridor Land Use Demand



Retail Demand

Lyndale Avenue today has more retail than expected from local buying power. Retail in the future will be more concentrated in walkable nodes.

Retail marketing efforts should be targeted at distinct Lyndale submarkets such as near large employers and strong retail nodes.

Retail development trends are turning toward “experiential retail”. Lyndale’s unique mix of uses and building types could have a “cool” factor with competitive strength based on the advantages compared to newer development, including:

- Neighborhood-orientation
- Locally-owned businesses
- Value-oriented businesses
- Walkability

Projection Analyses:

Bloomington Forecast Tracker

“Forecast Tracker” is the parcel-specific forecasting methodology the City uses for modeling traffic and utility needs. It tracks the type and amount of development associated with approved entitlements, discussions with developers and landowners, and land capacity based on zoning and development standards. Forecast residential (households) and commercial development (employment) is assigned to Traffic Analysis Zones (TAZ) and specific parcels. Anticipated completion dates are assigned to development forecasts 5, 10, and 20 years into the future. Forecast Tracker data is updated quarterly.



Housing Demand

+65

new housing units per year
totaling 975 units by 2035

+91,700 sqft

likely supported by market in
next 20 years



Office Demand

Emerging Market Projection

Zimmerman/Volk Associates, Inc. methodology focuses on anticipating demand in emerging markets with potential for extensive revitalization. Data are drawn from Hennepin County new and existing housing units, historical settlement patterns, IRS county-to-county migration within the Twin Cities, Census, and market dynamics. The methodology then evaluates the composition of potential housing market by lifestyles (e.g. retirees, families, younger singles/couples) with the incomes and financial capabilities of the potential housing market. More info can be found in the Appendix.

+193

new housing units per year
totaling 965 units by 2025

+50-75k sqft

likely supported by market in
next 7 years

Vision

The Vision for the Lyndale Avenue corridor grew out of the community engagement process and represents collective aspirations of the community. Ultimately, the vision statement and guiding principles lay the groundwork upon which the corridor should redevelop and grow.



Development of the framework plans at an open house

affordable space to support start-ups and entrepreneurs were also recognized to be of public benefit.

Participants also expressed a need to prioritize environmental factors along the corridor such as green space, native street trees, pollinator gardens and stormwater management. People want to bike along Lyndale, with safety being a priority. People mentioned several times that healthy food options were missing from the corridor and suggested co-ops or other small locally owned businesses and restaurants to fill the healthy food gap.

There was general consensus that the area surrounding 98th Street and Lyndale Avenue is the prime location for redevelopment in the near term. This area was understood as underutilized, accessible to the freeway, and (perhaps most notably) accessible to the planned Orange Line BRT station (anticipated to open December 2021). Another node around 86th Street and Lyndale Avenue was also supported as a place to expand housing, connections to employers like Thermo King, and improve pedestrian comfort through a variety of interventions.

Existing Planning Guidance

Several planning initiatives have been completed by the City in recent years, providing guidance through goals and strategies throughout the community and along the Lyndale Avenue corridor. The following guidance was taken into account from previous studies during the development of this strategy. Relevant guidance for the corridor includes:

- Foster redevelopment of older industrial areas
- Invest in neighborhood commercial areas
- Encourage and support transit improvements
- Streetscaping along Lyndale north of 98th St.
- North-south bikeway along Lyndale or alternative
- Close or reconfigure the Clover Center exit closest to Lyndale Ave
- Improve parking lot at Festival Foods
- Prioritize walking at 98th and Lyndale including removal of slip lanes
- Artist maker spaces
- Business incubators
- Breweries and tap rooms
- Live-work spaces
- Indoor agriculture

Vision Statement

Lyndale Avenue is a connected, walkable, and dynamic boulevard that connects a series of vibrant and distinctive neighborhoods along one, cohesive corridor.

It is the cultural heart of the community, with a diverse population and interests that embrace equitable and safe neighborhoods for everyone.

The corridor includes a series of destinations to live, dine, play, and work—preserving Bloomington’s unique history, while providing a framework to build new and exciting experiences.

Public gathering places for family and friends are conveniently accessible and reinforced with a range of restaurant and shopping destinations.

Opportunities to preserve and enhance nature are incorporated into future growth, creating a place where nature meets business.





The following principles translate this vision into actionable next steps to guide change:

- **Reimagine Lyndale Avenue as a Complete Street** that fully accommodates pedestrians, bikes, and transit—as well as cars—and invites people of every age and ability to safely and conveniently access, move throughout, and enjoy the corridor.
- **Introduce interactive and other innovative forms of public art**—along with public events—that tell the stories of those who live in or near the neighborhoods along Lyndale Avenue, promotes interaction, and invites strangers to become neighbors.
- **Create a compact critical mass of housing, jobs, and services in designated nodes**—planned and designed to be good neighbors—to support existing and new businesses, entertainment to enhance livability for the neighborhoods along Lyndale Avenue and all of Bloomington.
- **Create a public space network throughout the corridor** that connects existing parks and the Minnesota River Valley with a series of new parks and public spaces enlivened by adjacent restaurants, cafés, beer gardens and similar activities that invite people to celebrate a sense of shared community.
- **Ensure that Lyndale Avenue redevelops in a greener, more sustainable manner** by adding trees, a variety of landscaped spaces, and attractive stormwater facilities that bring people and nature together, and by encouraging energy efficient and low-impact design practices throughout the corridor.
- **Tap Lyndale Avenue’s roots as an historic “Main Street”** in ways that are authentic to the 21st century community it serves: transition to adjacent neighborhoods while respecting their scale and character, embrace notable institutions and places like the Works Museum and clock tower while creating new notable places like a public square.

Framework

The framework provides design guidance and high-level concepts for public space and mobility improvements with concentrated density and amenities focused in two key nodes. It supports underused portions of the corridor and the critical mass of people and activity required to bring the vision for Lyndale Avenue to life.

Mobility Framework

As with suburban corridors throughout the country, the mobility network in and around Lyndale Avenue prioritizes efficient automobile traffic.

Future changes to Lyndale Avenue should focus on making it a complete street that accommodates a full range of multi-modal options, including auto trips.

The Mobility Framework organizes strategies that support and encourage multi-mobility by looking at the needs of different users. For example, long segments of road with numerous curb cuts and free right turns work best for driving whereas more intersections within shorter segments and direct paths function better for pedestrians.

The Mobility Framework organizes concepts to reconcile needs of different users within the same physical space. The highest priority mobility improvements include:

-  **Multi-modal path** - a comfortable north-south path is needed directly on Lyndale for walking and biking.
-  **Priority street connections** - new street segments are needed to make connections in redevelopment areas and tighten the pedestrian grid.
-  **Green spine** - a new street segment is specifically designed to make walkers, bikers, and drivers supported in the same space with an inviting and pedestrian-friendly streetscape.
-  **Bus Rapid Transit Station** - this station is planned to open in 2021. Improvements to the surrounding multi-modal network will improve transit use and transit-oriented development investment.



■ ■ Multi-modal Path

Separated paths help people feel safer biking, walking, and rolling. This supports the citizens who currently walk and bike while also encouraging more people to do so.

A multi-modal path should be comfortable for all users, including kids and seniors.

It should be on the main thoroughfare to provide access to local businesses as more people choose to bike, walk, and roll.

Snow removal and other maintenance along the multi-modal path should take priority.

Intersections should be designed to foster safety of bicyclists and pedestrians first and foremost.

■ ■ Priority Street Connection

Walking is best supported where there is a tight grid of pathways to choose from. Several connections are needed to bisect large blocks and provide connections along the corridor.

Enhancing the appearance, safety, and comfort of these connections by including street trees and sidewalks can encourage more people to walk and/or bike to get to Lyndale businesses.

■ ■ Green Spine

A special type of Priority Street Connection is proposed in the northwest quadrant of 98th and Lyndale where a tree-lined “Green Spine” will create an attractive route through this large block to ensure people walking and rolling feel safe and comfortable.

Successful implementation of this signature feature requires a design that slows down through-traffic, provides spaces that allow people to linger, and improves access to business and other uses located in this quadrant.

T Transit Station Improvements

The existing 98th Street Transit Station and park and ride are undergoing upgrades to accommodate the Orange Line BRT anticipated to begin operating in late 2021. These improvements to the physical station and expanded transit service will further advance the multi-modal network in this area. This will have compounding benefits, attract more transit riders, drive demand for transit-oriented development, improve pedestrian and bicycle access, and so on.



Multi-modal path replaced one traffic lane using low cost bollards ^



A multi-modal path with high-quality materials ^



A missing connection between roads ^



Street connections that are comfortable for peds and cyclists ^v



Public Space Framework

Public space refers to places where people congregate, relax, move around, enjoy nature, and play. They include the parks, trails, sidewalks, and smaller plazas in and around the Lyndale Avenue corridor. While few public spaces currently exist within the study area, redevelopment will provide the opportunity to implement a framework of new public spaces and parks.

A diverse network of public spaces along the corridor—from large parks for community events to small plazas to meet up and enjoy lunch—will allow for a diversity of activities and support healthier lifestyles. Encouraging people to spend time outside and walk to destinations can create opportunities for community members to come together and build social ties.

The proposed framework elements shown on the map to the right—and described in more detail on the next page—lay the groundwork for achieving the overall vision for the corridor. These elements embody the fundamental urban design guidance upon which the future of the corridor will grow.

Key public space framework elements include:

-  **Public square** - a significant public place within the 98th and Lyndale node that draws people in
-  **Multilayered public space** - multiple smaller and more intimate plazas and other public places, clustered around the nodes.
-  **Tree lines** - weaving together parks and the corridor with trees, landscaping, and walkability
-  **Neighborhood park connection**
-  **Existing parks**
-  **Existing bike lane**



* Public Square

A proposed public square in the 98th Street Node will create a significant green space that anchors the corridor and serves as a central gathering place for residents to celebrate important community events. Development of the square will be contingent on the redevelopment of the northwest quadrant and the city should work with surrounding property owners to ensure that adequate development capacity is provided to support the future vision.



Public square in Burnsville ^

* Multilayered Public Space

The public spaces along Lyndale Avenue should provide a range of possibilities and options for residents, visitors, and workers. Smaller spaces—including plazas and pocket parks—should be clustered around the nodes to create small, green spots to foster social interaction and respite. Creating a pedestrian plaza around the existing clock tower (concurrent with future redevelopment) with adjacent restaurants and businesses would create an inviting gathering place while accentuating an important gateway landmark in Bloomington.



Multilayered public space including smaller spaces ^

● Tree Lines

Implementing continuous tree lines and landscaping can visually and physical weave together parks and public spaces throughout the corridor. Trees and landscaping will enhance walkability by creating a more comfortable pedestrian environment, providing shade, and filtering dust and exhaust along the corridor. Additional trees and landscaping should be integrated in public spaces and along streets throughout the corridor in conjunction with redevelopment and infrastructure improvements.

➔ Neighborhood Park Connections

The design of connecting streets and public spaces along the corridor should reinforce connections to existing parks in the neighborhoods near Lyndale Avenue. Providing sidewalks and trees in areas that are lacking will help weave together the public space network along Lyndale with the surrounding neighborhoods.



Tree lined street ^ v streetscaping along connection

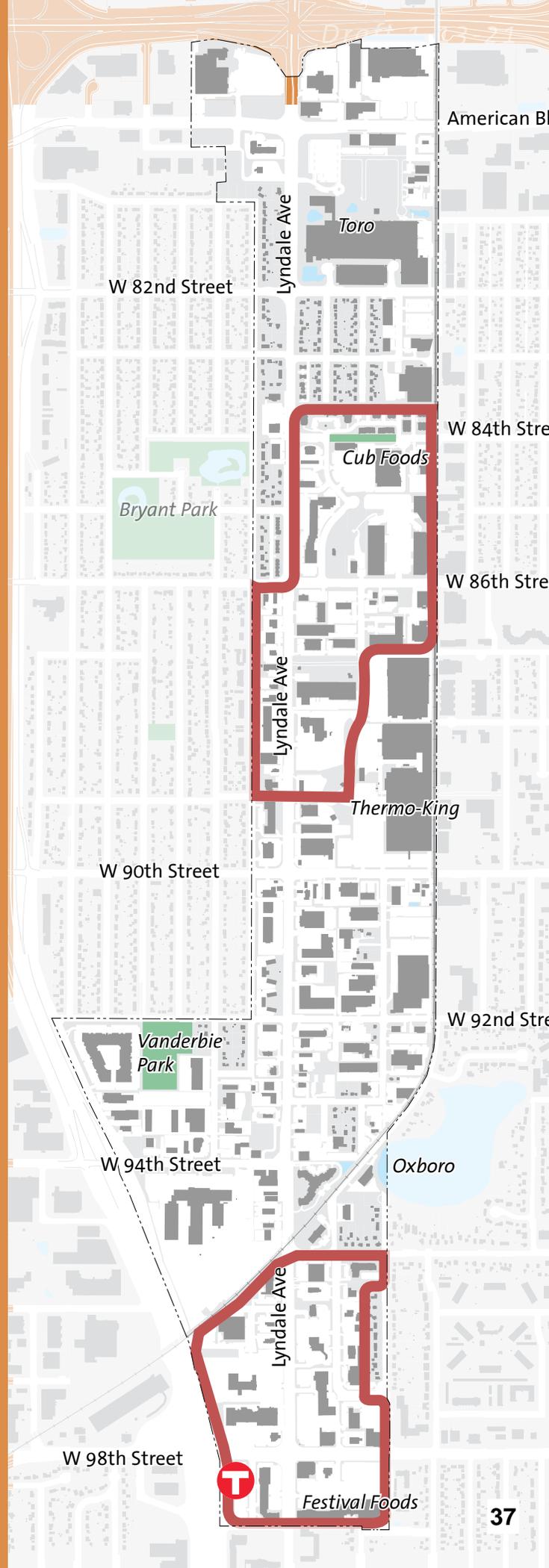


Key Nodes

Two nodes along the corridor offer the most opportunity to concentrate new housing, create livability and vitality through a premier public realm, and make walking and biking accessible and safe. Revitalization surrounding 86th and 98th will require proactive City investment and supportive policy and regulatory direction to fully realize the symbiotic relationship between market-based development and public realm investments.

Strategic public investments in the two nodes can leverage projected market demand for housing, focus redevelopment efforts, and demonstrate public realm improvements that create livable, thriving places. It is recognized that redevelopment will require investment of resources and careful attention must be paid to the impacts of adjacent land uses and the inclusion of sensitive transitions into adjacent residential and industrial areas.

 **Key nodes** - high priority areas for public-realm improvements and redevelopment potential



The boundaries around the 86th and 98th nodes were determined based on an assessment of the following considerations, which evaluated the likelihood and time horizon for redevelopment of parcels along Lyndale:

1. **Assessed value/acquisition cost** – sites with lower property values; which make mixed-use redevelopment more feasible.
2. **Parcel size** – parcels need to be large enough to accommodate a redevelopment project, small parcels with potential to be assembled with adjacent parcels were favored.
3. **Ease of assembly** – parcels that could be combined to create a larger, more significant redevelopment site.
4. **Consolidated ownership** – parcels under a single owner, or a parcel that is part of a large area with few owners.
5. **Owner motivation** – parcels where a developer-owner and/or an owner has demonstrated interest in actively exploring redevelopment opportunities.
6. **Catalytic value** – the parcel location is particularly strategic (e.g. near BRT station) and/or has potential for dramatic public benefit through redevelopment.
7. **Sustainability value** – the parcel presented opportunities to also addresses environmental issues such as flooding or contamination.
8. **Employment value** – parcel redevelopment would displace relatively few jobs and/or bring more jobs to the area.
9. **Character value** – current buildings or uses contribute little to the “authentic” character of the corridor (e.g. a row of fast-food chains).
10. **Land use synergy** – the current land uses are not synergistic with the long-term vision.





The area around 86th Street and Lyndale is envisioned in the future as an eclectic mix of residential, commercial, and 21st century industrial uses that offer a variety of commercial services to meet the daily needs of the community and nearby employees. The ideal future scenario will maintain and build on the existing mixed-use character of the node while fostering increased housing density and higher utilization of industrial sites through consistent leasing and more employees per business. Leasing will be more successful with more investment in the public realm and interest from developers on nearby sites. Sites and buildings should be designed to encourage walking, browsing, and lingering.

This plan recognizes most new development and reinvestment will happen based on market demand. To foster demand, zoning regulations must offer sufficient flexibility to respond to evolving market conditions while setting baseline requirements to ensure a consistent design character is achieved. In addition, support may be needed to retain and expand local businesses and expand housing opportunities, which contribute to this area's potential, create a sense of identity, and offer opportunities to focus on environmental preservation and management.

Key elements:

- ① Expand mix of uses
- ② Industrial property alternatives
- ③ Land use transitions
- ④ Green stormwater facility & public space

① Expand mix of uses

While this node currently supports a mix of uses, increasing housing choices and expanding reuse opportunities would increase its appeal to diverse populations and lifestyles, while offering a wider range of business and employment opportunities. This diversity makes good economic sense as well—the more activities and uses a place offers, the broader the potential audience of users it can serve.



A mix of uses including residential and industrial in St. Paul ^

② Industrial property alternatives

This node contains a significant number of “transitional” industrial sites that can support a range of creative uses to serve the neighborhood as it grows. Warehouse space is often flexible for uses like gyms, makerspace, and restaurants. Industrial spaces can be retrofitted to accommodate office or housing that would appeal to a growing range of residents and workers, providing unique living and working spaces in Bloomington. It is equally important to recognize the presence of several traditional industrial businesses that support a high number of living wage jobs. The City identifies these as “protected” industrial sites and redevelopment on adjacent properties must be carefully considered, both in terms of use and design, to ensure compatibility between existing and new uses. Compatibility issues could include intermittent noise and fumes from the “protected” industrial uses.



Industrial property alternatives in St. Paul < > and Minneapolis

③ Land use transitions

Many of the parcels along the corridor—particularly those on the west side of Lyndale Avenue south of 86th Street—have shallow lots and are adjacent to well-established residential neighborhoods. The redevelopment of shallow parcels should prioritize compatible development such as townhomes and other medium density uses as a means of transitioning to more intense development (e.g. mixed use, retail, multifamily) abutting Lyndale Avenue. This transition should also include stepping down heights from Lyndale to the back of sites adjacent to single-family homes. As noted above, transitions between uses with different intensities and characteristics (e.g., noise, smells, traffic, height) must be carefully considered.

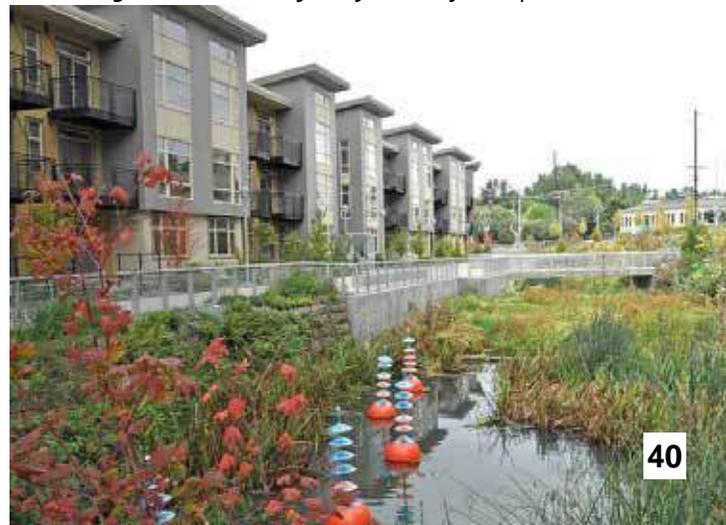


Transition between residential land use densities in Minneapolis ^

④ Green stormwater facility & public space

Flooding, particularly around the bus storage site, is significant. A regional stormwater management approach should be explored to serve multiple properties in the node. It could be designed as an aesthetically pleasing environmental facility or water feature, serving as a component of the future corridor park or trail system. The natural low point of the corridor near the current bus storage site experiences routine flooding and could be a good location for this type of facility. To be cost-effective, the stormwater management facility must be large enough to handle the volume of water generated in this area. The City should consider conducting a feasibility study in the near-term to evaluate this approach.

Attractive green stormwater facility with adjacent path v





In an area well-served by dedicated transit, 98th and Lyndale is envisioned as a hub of activity with retail, restaurants, and public spaces supported by a critical mass of residential density surrounding the 98th Street Transit Station. Sites and the connections between them will be designed to prioritize walking, biking, and transit access. Residents, employees, and visitors will be drawn to distinctive local businesses and new public spaces – both indoor and outdoor – that create opportunities to meet and interact with neighbors and friends.

The intersection of 98th and Lyndale has the most redevelopment potential along the corridor due to existing developer interest, significant transit enhancements (BRT), and large sites conducive to redevelopment. It will also require the most proactive effort on the City’s part to not only set the stage through regulatory flexibility and public infrastructure investments, but also through consistent relationship building to better position the City in its negotiations with property owners and developers to achieve the ideal reinvestment scenario. While the City revised the land use guidance and rezoned some sites after the adoption of the 98th Street Station Area Plan; additional rezoning and flexibility may be warranted.

Key elements:

- ① Ground level activation
- ② New public park
- ③ Aldrich “green spine”
- ④ BRT station orientation
- ⑤ Neighborhood services

① Ground level activation

Ground floors along primary street frontages--including streets surrounding the public square, clock tower plaza, and the Aldrich green spine - should be dedicated to retail (including restaurants, coffee shops, etc.) uses that draw customers from across the city throughout the day and early evening to create an 18-hour district. These might also include arts, culture (including museum), entertainment, and civic uses such as a library or other community-serving facilities. Activation can also be achieved through ground floor window displays and art.



Active use on ground floor with large doors and windows ^

② New public park (“The Square”)

A new community public space is envisioned to anchor Lyndale Avenue in the northwest quadrant. The public square will serve as the “heart of the community ” and provide cultural, recreational, and leisurely activities for residents, employees, and visitors to the area and across Bloomington. The square is envisioned to be surrounded by retail uses and restaurants fronting on public streets that can be closed to support larger public events (farmers market, concerts, etc.). Residential uses on upper levels provide increased housing choice for city residents close to this public space amenity and the 98th Street Transit Station.



Public square in Maple Grove ^

③ Aldrich “green spine”

Extending Aldrich Avenue--from 98th Street to 94th Street--provides increased accessibility to the new public square, retail and restaurant uses, and the 98th Street Transit Station (BRT). The street will be lined with a canopy of trees and wide sidewalks to create a pedestrian -scaled environment, foster outdoor dining, and future events. The green spine will break up the large blocks in this quadrant while improving access and creating frontage for new development.



Double line of trees creating pedestrian friendly environment ^

④ BRT station orientation

The 98th Street node will accommodate living, working, and playing in close proximity to a high-frequency transit hub, including BRT. The node envisions more robust mobility options that include buses, bikeshare, micromobility options (scooters, etc.), and pedestrian-friendly streets to ease access throughout the node. While a new pedestrian crossing along 98th Street near the BRT station is not recommended at this time, pedestrians can safely cross 98th Street at Lyndale Avenue and near the existing ramps to Interstate 35W to access the transit station.



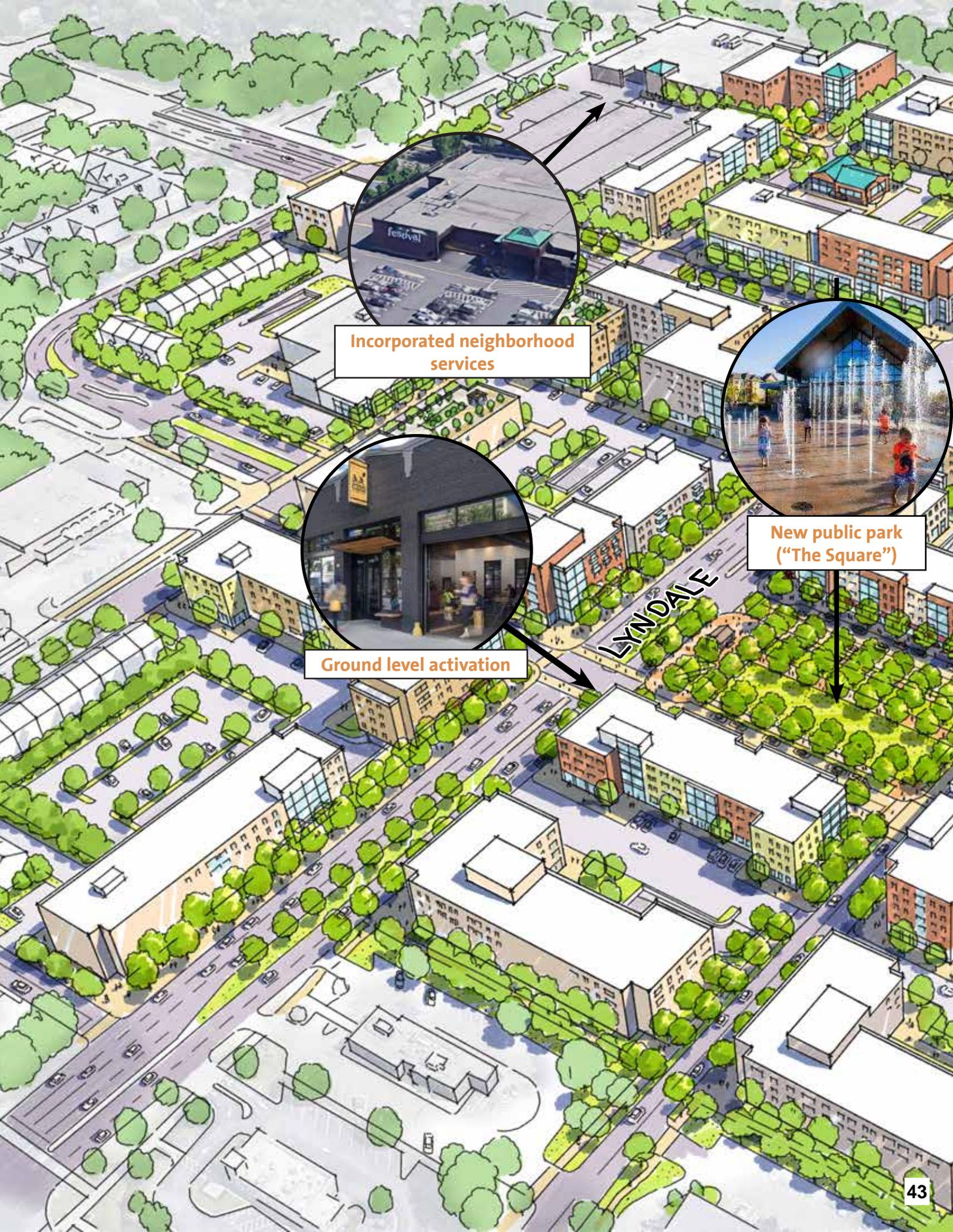
Buildings facing and with entrance facing BRT station ^

⑤ Incorporate neighborhood services

With an increase in residential development envisioned, there will be growing demand for services to accommodate the daily needs of new and existing residents in nearby neighborhoods. A grocery store, pharmacy, or other necessary uses may be incorporated either as they currently exist, or as part of future redevelopment plans within the node.



Neighborhood service in recent development in Bloomington v



Incorporated neighborhood services

Ground level activation

New public park ("The Square")

LYNDALE



Aldrich "green spine"



BRT station orientation

98TH STREET

Strategy

Attaining the vision and framework described in the preceding sections requires a strategic approach that is aspirational yet achievable. The following strategies are designed to provide guidance to planners, policy makers, and the entire community, and to aid in the transformation of Lyndale Avenue from an auto-oriented to a community-oriented corridor.



Key Nodes Strategy

40

The Key Nodes represent parts of the corridor that are best positioned for catalytic development based on market conditions, nearby employee density, major infrastructure investments, and the physical condition or land uses on existing sites. While conditions are in place for successful redevelopment, the City will need to take proactive steps to regulate the development type and design recommended in this plan. Proactive investment, City policy, and staff coordination should support necessary partnerships with the private sector to realize the required symbiotic relationship between market-based development and public realm investments.

The two redevelopment concept plans for the Key Nodes demonstrate how mixed-use, higher density development could physically be achieved on the Lyndale corridor. Testing the financial feasibility is just as important. In order to evaluate the economics of redevelopment, a site was chosen in each node to act as a case study. Market-based parking requirements (the number of spaces a developer would build, not what a zoning code would require) were applied to a financial proforma along with construction/demolition costs and a public realm budget. The purpose of this exercise was to test the economic feasibility of the redevelopment scenarios to determine the level of gap funding necessary to attract private investment. Each redevelopment scenario assumed stick construction, surface parking,

one level of underground parking, and a land purchase price premium if significant parcel assembly is needed. The details of these case studies can be found in the Appendix.

One noteworthy point is that City staff usually negotiate lower parking standards with developers in return for public benefits like affordable housing. Staff have found – and our proforma analysis also showed – that the cost to meet existing parking requirements can be prohibitive for some new development. While this informal practice works well, developers should not need to rely on a negotiation for the amount of parking that matches the realities of development. Instead, the City should consider reducing parking requirements for new development (particularly mixed-use development) across the city. Adjusted parking requirements should better reflect the financial realities of development and changes in mobility.

The Key Nodes have significant redevelopment potential, but the characteristics of individual sites need to be reconciled with the City's development regulations to ensure future projects are aligned with the corridor vision and act as a cohesive whole. Proactively zoning the Key Nodes to match the vision is one of the most effective ways to achieve that alignment.

These urban design principles provide guidance for future development and redevelopment along the Lyndale Avenue corridor. While the principles are not prescriptive, they provide overarching guidance to create a new network of streets, public spaces, and buildings in the nodes and adjacent to the corridor. They are based on feedback from the community during the engagement process and the vision and goals established in the retrofit strategy. They should serve as the basis for review of development applications, revisions to or development of future regulatory guidance, and as a signal to the community regarding the character and quality of development and redevelopment along the corridor. While these principles are focused in the two Key Nodes, they should be viewed as applicable best practices throughout the corridor. Following the Building and Site Development Principles that follow, additional topic-specific principles are included in the Mobility Strategy and Public space Strategy sections of this chapter.



Building & Site Development Principles

Surface parking: Site design should minimize the amount of surface parking and hide any surface parking from view of public spaces to the greatest extent possible.

Reduce setbacks: Site design should minimize building setbacks on frontages along public spaces and streets. If additional space is needed for right-of-way expansion along these corridors, building setbacks should serve as an extension of the sidewalk and public realm.

Ground-floor activation: Along primary street frontages, ground floors should be dedicated to uses that generate frequent customer foot traffic. These include retail (including restaurants, cafés, etc.) and/or other uses that animate the public realm including arts, culture (including galleries and museums), entertainment and civic uses such as a library or other community-serving activities. These uses animate streets and public spaces throughout the day and early evening to create an 18-hour district. Ground floor uses that spill out into the public realm (e.g. restaurants, cafés) should front actively used public spaces. Each separately leased ground floor space should have at least one public entrance on each street and civic space it abuts and maintain a ground floor transparency of 50% - 75%.

Secondary street frontages should maintain 25% - 50% first floor transparency when abutting public streets and public spaces. Ground floor uses should be dedicated to uses that animate the street front but may also include alternative elements such as display windows, culturally interpretive displays, and artwork.



86th and Lyndale has a wide variety of existing commercial, residential, and industrial uses. Environmental constraints on the east side of Lyndale, such as flooding and industrial site contamination, add an extra layer of complexity to redevelopment. The goal is to maintain the existing mixed-use character of the node while supporting increased density and higher utilization of industrial buildings and sites. Some of the industrial buildings may be reaching the end of their useful lives due to age and obsolescence. Repurposing them is limited by zoning. Some older industrial buildings fronting Lyndale Avenue resemble strip malls with multiple small tenant spaces. Such spaces may be conducive to retail but that use is prohibited by zoning.

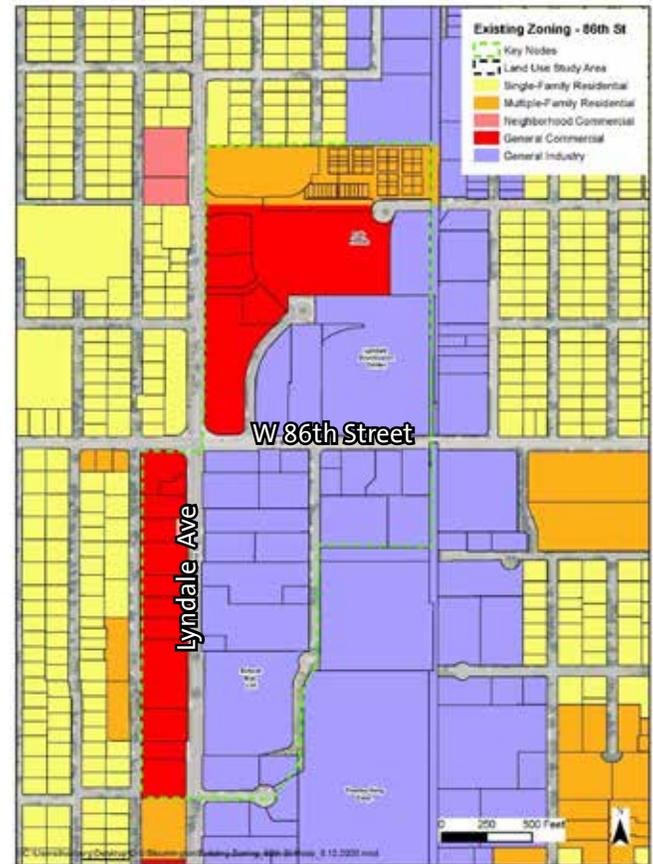
This plan anticipates most new development and reinvestment around 86th Street will be market driven. However, both the public and private sectors must work in cooperation to achieve the plan’s vision. Given the resources needed to catalyze redevelopment, public private partnerships are necessary to financially support the kind of new development and public benefits envisioned. Besides financial support, the City’s regulatory tools need to offer flexibility to respond to market conditions and set clear baseline requirements to ensure new development establishes a consistent character.

Regulatory Feasibility

Zoning in the 86th Street node reflects the existing character of commercial and industrial uses, not the vision for its future. Achieving the vision for this node is not feasible under the current regulatory framework. The B-2 General Commercial along the west side of Lyndale Avenue allows a variety of commercial uses but does not permit residential nor does the I-3 General Industrial zoning on the east side of Lyndale. Adding new residential options and density is key to catalyzing the type of development envisioned along this corridor. As such, it is critical that zoning is in place that allows residential redevelopment. While segments of Lyndale Avenue are zoned to allow new multifamily housing, such zoning is not prevalent in the two Key Nodes.

The City’s B-4 Neighborhood Commercial Center category is an appropriate alternative to the B-2 on the west side of Lyndale Avenue. It allows multifamily residential, offices, retail and restaurants, breweries, and cultural facilities. These are all uses that will create vitality as well as daily and destination services for residents of surrounding neighborhoods. Offering more flexible uses also gives property owners more choices to make new development financially feasible.

Existing zoning classifications:



Recommended zoning updates:

I-3 General Industry

Rezoned. Does not allow residential. Keep I-3 zoning in protected industrial area.

Uses: Most industrial. No residential. Retail as accessory use

Dimensions: 30’ front setback. FAR 0-1.

No minimum site size

Drawbacks:

- Prohibits residential
- Too limited in retail options
- Limited FAR
- Setback too much

B-2 General Commercial

Rezoned, does not allow residential

Uses: Commercial, including auto-oriented uses (including sales)

Dimensions: 35’ front setback. FAR up to 0.5

Drawbacks:

- Limited FAR
- Allows drive-throughs
- Setback too much, particularly on small sites

B-4 Neighborhood Commercial Center

Option to replace B-2

Uses: Most commercial and residential. No hotels. Limited auto-oriented uses. No vehicle sales

Dimensions: 10’ front setback. FAR 0.4 - 2

Drawbacks:

- Limited FAR
- Allows drive-throughs

Height

Regulations apply to all zoning categories

Dimensions: 4 stories

Drawbacks:

- Offer more height in return for amenities

Many of the industrial sites on the east side of Lyndale are older with limited opportunities for reuse under the current I-3 General Industry zoning. The regulatory controls need to be more flexible to foster reuse. The City's existing options for zoning classifications do not offer a good fit for these older industrial sites. Sites not identified to be protected for traditional industrial uses are anticipated to transition over time to other uses either by repurposing existing buildings or site redevelopment. A floating zone or overlay district on top of industrial base zoning could offer flexibility to allow more retail and restaurants – and even housing – while also requiring higher design standards for new development. The purpose of this tool would be to allow flexibility for creative use and design ideas from the private sector that will contribute to a mixed-use, pedestrian character for the node .

Financial Feasibility

The case study redevelopment scenario included the five parcels on the southwest corner of the 86th and Lyndale intersection. The scenario included a 4-story, mixed-use building and 16 townhome units on a 4-acre site assembled from five existing parcels. The mixed-use project would have 191 multifamily units and 15,000 square feet of retail, service and/or restaurant space. A more detailed description is provided in Appendix.

Implementation

The strategy laid out on the next page represents a critical path of steps to take in the order that makes the most sense for successful implementation. This is not an exhaustive list but indicates the necessary actions to remove barriers to implementation.



86th Street Redevelopment Concept ^

Proactively rezone.

The current B-2 along the west side of Lyndale prohibits residential. The City should initiate rezoning these properties to the B-4 district.

Evaluate use of a new overlay district or zoning district.

The transitional industrial properties fronting the east side of Lyndale should offer expanded retail sales and services to expand opportunities for reuse of existing buildings. Other transitional industrial sites throughout the city might be similarly situated with limited reuse options under zoning regulations. This district should also offer increased Floor Area Ratio (FAR) and more permissive setbacks than what is allowed in the current I-3 zoning district. One solution is to create a transitional industrial zoning district that accommodates accessory retail uses and limited residential with higher urban design requirements. Another option is to accommodate the design elements in an overlay district that can be applied to transitional industrial along Lyndale as well as in other parts of the city as applicable. If the City decides to seek an EPA brownfield grant, one purpose of the grant could be to do more planning or regulatory work to create this overlay district.

Support lot assembly.

As an old commercial corridor, Minnesota Pollution Control Agency (MPCA) data show contaminated sites throughout the study area. The City should seek brownfield grants to evaluate the level of contaminants as a major step toward private reinvestment in this node. The Environmental Protection Agency (EPA) brownfields program is an annual fall application process – the City should consider submitting an application for the 2021 grant round.

Conduct brownfield assessments.

As an old commercial corridor, Minnesota Pollution Control Agency (MPCA) data show contaminated sites throughout the study area. The City should seek brownfield grants to evaluate the level of contaminants as a major step toward private reinvestment in this node. The Environmental Protection Agency (EPA) brownfields program is an annual fall application process – the City should consider submitting an application for the 2021 grant round.

Test mobility pilot projects.

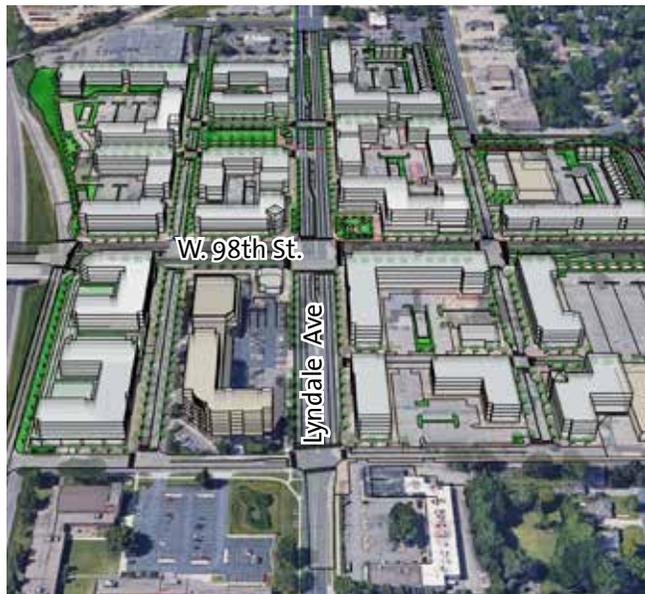
This node offers opportunities to begin testing some of the mobility recommendations, including eliminating free right turns at intersections, introducing curb bump outs at corners to narrow the crossing distance for pedestrians, and narrowing driving lanes to create pedestrian or bicycle space. The City should identify a first mobility pilot opportunity and create a work plan to perform the test.

The intersection of 98th and Lyndale has the most redevelopment potential along the corridor due to existing developer interest, addition of BRT service, and large sites with few owners. However, it will require a proactive effort on the City's part to not only set the stage for Transit-Oriented Development (TOD) through zoning changes and public infrastructure investments, but also to build relationships with property owners and developers to work in partnership to achieve the implementation priorities envisioned in this plan.

Regulatory Feasibility

The City revised the land use guidance at this corner with the adoption of the 98th Street Station Area Plan and rezoned three of the four corners to the B-4 Neighborhood Commercial Center district to accommodate more diverse uses and higher density to foster transit-supportive development near the Orange Line BRT station. Given market conditions, the node will not realize its full potential without further regulatory changes.

The majority of sites within the node boundary are zoned B-2 General Commercial which allows a variety of commercial uses, including many auto-oriented businesses, but prohibits housing. This poses a significant drawback to achieving the node's potential to support a critical mass of residents within walking distance of a major transit hub. All properties in this node fronting both Lyndale Avenue and 98th Street – including sites abutting the transit station – should be rezoned to B-4. This zoning supports the density and range of uses necessary to foster Transit-Oriented Development (TOD) throughout the node.



Rendered view looking north above the 98th Street Node

Existing zoning classifications:



Recommended zoning updates:

B-2 Neighborhood Commercial Center
 Rezone to B-4

- Uses:** Commercial, including auto-oriented uses (including sales)
Dimensions: 35' front setback. FAR up to 0.5
Drawbacks:
- Limited FAR
 - Allows drive-throughs
 - Setback too much
 - No residential

B-4 General Commercial
 Keep and expand, it is intended for walkability

- Uses:** Mostly commercial and residential. No hotels. Limited auto-oriented uses
Dimensions: 10' front setback. FAR 0.4 - 2
Drawbacks:
- Limited FAR
 - Allows drive-throughs
 - Prohibits hotels

Height
 Regulations apply to all zoning categories

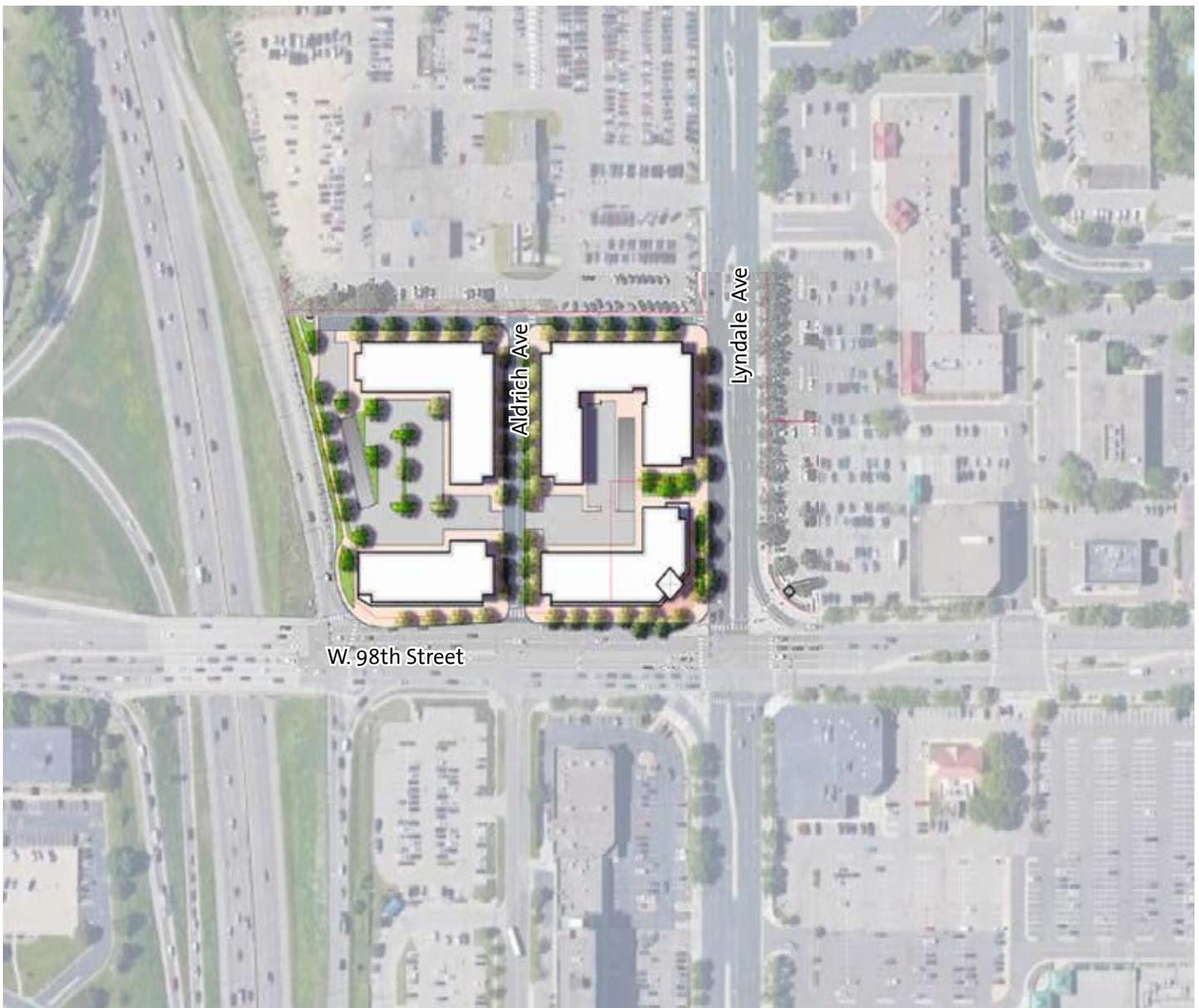
- Dimensions:** No limit on NW corner, 6 stories otherwise
Drawbacks:
- Offer more height in return for amenities

Financial Feasibility

The case study redevelopment scenario focused on the northwest corner of 98th and Lyndale. The scenario included four buildings on the site - two one-story buildings facing 98th Street (one on either side of the existing curb cut) and two four-story buildings on the northern portion of the site. With enough parking to match market needs, all four buildings are four stories and assumed to be stick-built. This scenario also included the north-south Green Spine constructed in the middle of the site that can extend to the north if and when those parcels are redeveloped. This scenario would have 274 units and 44,500 square feet of retail space. A more detailed description is provided in Appendix.

Implementation

The strategy laid out on the next page describes a critical path of steps to take in the order that makes the most sense for successful implementation. Realizing the vision for the 98th Street node will take time and resources. This is not an exhaustive list but indicates the necessary actions to remove barriers to implementation.



Lead with public improvements.

Enhancements to the 98th Street Transit Station to accommodate BRT will be the defining feature in this node but it needs to be more than simply functional. Public realm improvements - such as the Green Spine (Aldrich Ave extension), pedestrian improvements at intersections, and connections through large blocks - should create a premier public realm for improved walkability and livability. While Metro Transit is responsible for the BRT station itself, the City can play a strong role in negotiating public improvements and develop density to foster transit-supportive development on sites it controls through ownership or development controls.

Proactively rezone.

Sites directly abutting the 98th and Lyndale intersection were rezoned to the B-4 district with the adoption of the 98th Street Station Area Plan. That B-4 zoning should be applied to all sites within the node that have frontage along Lyndale or 98th Street that are currently B-2. The City should take the lead in rezoning to set the table for development so that potential developers have a clear understanding of the types of uses, density, and development character the City desires.

View node as a Transit-Oriented Development (TOD) location.

With investments in Bus Rapid Transit, the 98th Street Transit Station has the potential to attract the critical mass of development necessary to transform this node into a mixed-use neighborhood. Every proposed development should maximize its residential density while creating new pedestrian connections and gathering places. Development immediately adjacent to the BRT station site itself offers the greatest potential to catalyze redevelopment throughout this node.

Negotiate for public realm enhancements on prime sites.

This plan identifies some key connections and spaces that should be part of any negotiations for redevelopment on those sites. For example, the Green Spine should be implemented in conjunction with redevelopment of the Clover Center site with specific direction from City staff and this plan on standards and design.



Retail Strategy

This Retail Strategy is formulated at a unique time. Retail businesses are under stress that is unparalleled in modern times due to the COVID-19 pandemic. Mandatory shut-down orders affected many businesses, followed by slow resumption of business at retail stores, restaurants, and bars due to the safety concerns of customers.

The widely held presumption is that there will be a general restoration of the pre-pandemic baseline in the retail world, as the pandemic becomes well managed in one way or another. The timeline for that restoration is unknown. It is also based on the transitions happening in retail to more online shopping and smaller footprints for brick-and-mortar stores. Because a recovery will come, and because the Lyndale Avenue corridor will remain important to Bloomington's retail identity, long-term thinking about bolstering the attractiveness and vitality of the corridor remains relevant. This retail strategy offers a menu of ideas that merit consideration by Lyndale Avenue stakeholders as the corridor emerges from the COVID-19 pandemic. As this plan emphasizes,

the focus should be on local businesses that build Lyndale's character as Bloomington's Main Street.

While stakeholder input guided this analysis, a strategy would benefit from ongoing shaping by area stakeholders in the longer term. In this instance, because most of the business and organizational stakeholders are attending to immediate challenges related to the pandemic, outreach to business and property owners at this time would be premature. For that reason, this strategy can be thought of as a set of prospective actions and priorities prepared for future consideration and shaping by affected stakeholders.

Implementation

As with the other strategies in this chapter, the strategy laid out to the right represents a critical path of steps to take in the order that makes the most sense for successful implementation. This is not an exhaustive list but indicates important business development and retention actions to take.

Initiate conversations with large employers.

Representatives of businesses like Toro and Thermo King will have a vested interest in supporting retail (and corridor) revitalization that benefits their employees. The City should proactively reach out to garner champions to initiate an organizational structure to engage businesses along the entire corridor

Evaluate City programs expanding into loan programs.

Research support options with the Department of Employment and Economic Development (DEED). The City should evaluate opportunities to create a business development/support program (e.g. loan program). This should be discussed internally prior to conducting larger-scale business meetings but does not need to be completely figured out before moving forward.

Organize business meetings.

Businesses involved during the planning process highlighted their individual brands but do not see themselves in a larger corridor brand. There is an opportunity for individual businesses to start seeing themselves as contributing to the success of the whole through a series of meetings led by the City and the corridor's major employers. This will also be a good opportunity to discuss how to bring the existing Open to Business program to the corridor.

Create a Strategic Business Plan for the corridor.

Explore creation of a business coalition or organizational structure that defines business and retail specific strategics that go beyond the guidance in this plan. This could take the form of either a formal or informal Public Private Partnership (P3). This would be the primary topic of the business meetings highlighted above. A Strategic Business Plan for Lyndale needs to identify shared goals, objectives, roles and responsibilities, and funding sources.

Evaluate potential for a Special Service District (SSD).

Special service districts allow a city to provide an increased level of service or infrastructure in a defined commercial area. They are created through a petition of commercial property owners within the designated area based on representation of a combination of land area, tax capacity, and a proposed fee. Once passed, the City Council can create an Advisory Board to advise them on construction, maintenance, and operation of improvements. This board would be guided by the Strategic Business Plan created in the previous step. These increased services are paid through a service charge to commercial (and industrial) properties. In 1983, Bloomington became the first city authorized to establish an SSD at 98th and Lyndale. City staff should evaluate that district's successes and constraints as context before creating any new SSD.



Mobility Strategy

A robust mobility network supports walking, biking, driving, and taking transit.

Infrastructure investment has greatly prioritized automobiles and the impact is reflected in the limited accommodations for those walking, biking, and taking transit along Lyndale Avenue.

Installation and improvement of multi-modal facilities must be prioritized in order to create a safe and comfortable environment and to support high intensity development with effective travel demand management.

Wide and well-maintained sidewalks and bikeways create an environment that encourages people to walk around the neighborhood, providing mobility options without the costs associated with travel by car.

Implementation

As with the other strategies in this chapter, the strategy laid out to the right represents a critical path of steps to take in the order that makes the most sense for successful implementation. This is not an exhaustive list but identifies important pilot projects the City should consider as a first step toward permanent mobility improvements.

The following urban design principles apply to the mobility structure the key nodes and along the Lyndale Avenue corridor.

Connectivity: There are numerous opportunities to better connect Lyndale Avenue to existing parks, neighborhoods, community amenities, and transit stops. Priority should be given to enhancing existing streets or creating new connections to safely and comfortably accommodate pedestrians and bicyclists. Enhancements should include sidewalks trails and/or bike lanes, street trees and landscaping.

Wayfinding: Wayfinding and theming/branding should be used to help pedestrians, bicyclists, and motorists navigate throughout the corridor. Directional information can enhance connections and consistent design elements can create a sense of neighborhood identity.

On-street Parking: The inclusion of on-street parking should be considered on new and existing street sections where sufficient right-of-way is available. Priority should be given to designing new streets in the nodes to accommodate on-street parking. This is especially valuable near uses where customers come and go quickly, such as a coffee shop or dry cleaner.

Drive-throughs: The inclusion of drive-throughs should be limited along the corridor to help maintain a focus on pedestrians. To the extent possible, drive-throughs should be located in less visible areas of development sites and should not front on public streets or public spaces.

Bike Lanes: While the development of bike lanes should be prioritized along Lyndale Avenue, the concept of east-west bike lanes, particularly along 90th Street, intersecting with Lyndale Avenue should be explored as a means of enhance connections between the corridor and surrounding neighborhoods and community amenities.



Retrofit slip lanes.



Where possible, slip lanes should be closed to shorten pedestrian crosswalk distances and calm traffic. Slip lanes allow drivers to turn right without stopping at intersections, eroding a pedestrian's perception of safety. Closing of slip lanes can be commissioned as part of the pedestrian, bicycle, and/or public space network and become especially valuable space in conjunction with adjacent redevelopment. A pilot project could temporarily close select slip lanes using bollards and public art. Traffic movements could be studied during the pilot period to determine the impacts of closing a slip lane before committing resources to a permanent closure.

Install multi-modal path.



A safe and comfortable path for walking and biking along the entire Lyndale corridor is critical for creating multi-modal access to the businesses today and in the future. Aligning it along Lyndale Avenue allows for the most convenient and direct access to businesses on the corridor and connecting to the Minnesota River valley. If a multi-modal path is not currently feasible on Lyndale Avenue, an alternate should be considered that follows a route along a parallel street until a route along Lyndale is feasible. A future path on Lyndale is critical to transform Lyndale into a Complete Street.

Narrow and eliminate curb cuts.



Close duplicative curb cuts and reduce the width of driveway access to Lyndale Avenue and cross streets. This intervention reduces the number and width of driveway crossings to create a safer and more walkable pedestrian environment. It also slows traffic to speeds appropriate for encountering pedestrians and parking. As a first step, the City should require these changes through the permitting process as property owners make site changes or redevelop. No property owner should assume a right to all existing curb cuts or driveway openings in their current configuration.

Widen and shovel sidewalks.



Where space allows, widen the sidewalks along Lyndale. Wide and well-maintained sidewalks are critical components of a network that supports and encourages people to walk. Winter maintenance is key in Minnesota to sustaining a usable and attractive pedestrian environment. The City should flex their snow clearing enforcement authority on Lyndale – particularly considering the number of people in the area with accessibility constraints – and through its sidewalk plowing program. This will likely require an additional pass at snow removal on sidewalks after streets have been cleared to remove any residual street snow.

Build the Aldrich Green Spine.



The City should design the Green Spine (Aldrich extension) through the Clover Center site when feasible and advocate for it to be expanded north in conjunction with future redevelopment opportunities. This new street should adhere to City street design standards for low-traffic, pedestrian oriented streets.

Institute pilot projects.



Use low-cost materials like paint and bollards to implement public realm modifications and test their benefits and impacts without high investment. Slip lanes, curb cuts, and other roadway features can be temporarily altered to calm traffic and provide safer conditions for users with relatively low-cost solutions. Repetitive bollards attached to the roadway provide vertical separation between traffic and pedestrians/bicyclists without curb construction. Painted pavement markings can denote user separation and if done creatively can introduce a sense of place, identity, and even whimsy along the corridor. These applications can also help slow down traffic.



Public Space Strategy

Public spaces bring the community together. While grassy parks are often considered the centerpiece of public space networks, courtyards, plazas, pocket parks, and the sidewalks that connect them are also foundational to the public space network.

The Public Space Framework identifies systematic updates to undertake along the corridor to ensure that public spaces respond to the community's vision and supporting principles. The following actions will assist the City in achieving the long-term public space goals for Lyndale Avenue.

Urban design principles apply to public spaces in the key nodes and along the Lyndale Avenue corridor.

Visible from the street: Parks and green spaces/plazas intended to be publicly accessible need to be visible from the street, not enclosed by or behind buildings.

Flexible use: Public spaces must be designed to allow flexible use, including seating, lighting, and ideally connections to retail or food close by. Incorporate programmable space in parks, designed with flexibility to accommodate a variety of uses and 4-season experiences.

Public art: Public art and water elements make spaces inviting and memorable. They have the ability to surprise and delight, instilling a sense of connection and identity. Streetscapes and public spaces should incorporate public art, including interactive art that engages passersby, promotes spontaneous interaction, and draws the creativity of the local arts community into the corridor.

Native plantings: Promote the use of native plantings and low-impact design to enhance ecological functions and reduce impervious surfaces. Include education around the ecological benefits of these features in site or wayfinding signage.

Enhance comfort and accessibility: Public spaces must be designed to accommodate a broad spectrum of users and abilities. Design should enhance comfort, such as seating, shade trees, and shade structures, and minimize barriers to use and access. Wherever possible, offer seating options with back rests so people of all ages and ability can sit comfortably, longer.

Recreational and environmental purposes: Parks and public spaces should be designed to serve multiple functions, wherever possible. For example, a stormwater facility can be designed as an amenity in a park or plaza.

Maintenance and safety: Maintenance and safety are important to maintaining the built environment and critical for keeping public spaces attractive and functional. Sidewalks and trails should be safe, accessible and connected; missing segments should be completed as a priority. Interference between street trees, landscaping, and utilities should be minimized through careful design and placement. Landscaping must not obstruct visibility to ensure pedestrian and vehicular safety.

Scale and comfort: To create pedestrian scale and comfort street trees should be installed in conjunction with new development. Double rows of trees are particularly effective to reduce the scale of wide roadways. Consideration should be given to planting one row within public right-of-way and the second row on adjacent private land outside of the right-of-way. Other amenities within public spaces, including outdoor furniture, lighting, and other design elements, should maintain a pedestrian scale. Soliciting input on the design of new streets and public spaces from adjacent property owners will be important during the redevelopment process.



Plant a Double Row of Trees.



Planting double rows of trees—where space allows—can more than double the benefit. This strategy reinforces pedestrian perception of safety, provides shelter and shade for comfort, and promotes environmental quality by filtering air and absorbing rain. Street trees also help create a sense of pedestrian scale and reduce the visual dominance of wide roadways. This strategy is particularly important along the east side of the “green spine” and along the corridors within the nodes (Lyndale Avenue, 86th Street, and 98th Street).

Provide flexible seating.



Provide a range of seating options, including movable chairs, in public spaces that can be moved and rearranged by users to foster flexible use of the space, improve comfort, and create community ownership of the area. Note: seating must be durable and heavy enough to stay put.

Use nature to educate.



Highlight natural processes and function of elements like infiltration ponds and tree canopies to educate users on their importance and environmental benefits. Incorporating educational information into wayfinding or other signage in public spaces can foster environmental stewardship and awareness of the importance of the public space network in advancing our sustainability goals.

Design from the edge.



Give special focus to activating the edge of public spaces by orienting them toward the Lyndale Avenue corridor and commercial frontages. Reinforce the relationship between public spaces and adjacent uses through careful design and intentional programming.

Connect to the Minnesota River valley.



The Minnesota River is less than a mile south of the intersection of Lyndale and 98th Street. A major trailhead into the Minnesota Valley National Wildlife Refuge is located at the southern end of Lyndale. Sidewalk and/or trail connections should be extended south of 98th Street to connect to this incredible natural and recreational asset. In addition, wayfinding signs along Lyndale should provide information about access to the river valley as well as its natural amenities and cultural history.

Use Winter City Guidelines.

The northern climate requires special considerations for supporting and encouraging more people to access outdoor space during cold months. Minnesotans love getting outside in the winter, but it must feel safe and comfortable. Winter City guidelines provide ideas on how to activate outdoor spaces in the winter by orienting toward the sun, using shelters and landscaping to block winds, and creating means to generate warmth (e.g., fire pits, heat structures). (e.g., fire pits, heat structures).



Implementation Priorities

86th Street Node	Timing	Staff	Capital Funds	Other Funds
Rezone B-2 to B-4	Near-term	x		
Evaluate creation of overlay zone	Near-term	x		
Conduct brownfield assessments	Opportunity			x

98th Street Node	Timing	Staff	Capital Funds	Other Funds
Rezone B-2 to B-4	Near-term	x		
Public realm improvements	Opportunity		x	x
Aldrich Green Spine	Opportunity	x	x	x

Retail	Timing	Staff	Capital Funds	Other Funds
Evaluate expanding into loan programs	Near-term	x		
Engage corridor business owners	Near-term	x		
Create Strategic Business Plan for corridor	Mid-term	x		

Mobility	Timing	Staff	Capital Funds	Other Funds
Retrofit slip lanes	Near-term	x	x	
Narrow and eliminate curb cuts	Opportunity	x	x	
Test and install multi-modal N-S path	Near-term	x	x	
Widen sidewalks	Opportunity		x	

Public Space	Timing	Staff	Capital Funds	Other Funds
Use winter city design guidelines	Opportunity	x		
Plant double row of trees	Opportunity		x	x

Comments

Plan identifies priority sites

First consider new base zoning districts and then options for an overlay

EPA brownfield assessment program does not require matching grant

Comments

Plan identifies priority sites

Identify projects for CIP; Partner with Metro Transit, others; seek grants

Partner with private developer/owner when site redevelopment proceeds

Comments

State DEED programs could support economic development efforts

City staff should work with key large employers to host broader meetings

This would be a primary outcome of a meeting strategy

Comments

Conduct testing once normal traffic volumes return

Work with property owners during redevelopment and/or major infrastructure improvements

Conduct testing once normal traffic volumes return

Work with property owners during redevelopment and/or major infrastructure improvements

Comments

These should be part of the design process for any public spaces along the corridor

This is particularly important on west side of Green Spine

Funding

At this time, the redevelopment and expansion of a metro region's core has started to encompass suburban corridors like Lyndale Avenue—areas that were previously considered on the periphery of a city (e.g. Minneapolis) and are quickly being situated at the center. As an urban corridor that will rely on revitalization through redevelopment, creative partnerships and funding sources will need to be pooled to realize the full vision. This section offers detail on a few key new funding strategies that the City should consider while also identifying a subsequent list of broader funding sources specific to mobility, public space, and redevelopment.

Public Private Partnerships (P3s)

Redevelopment often requires support from the public sector to make the project feasible from a private investor's perspective. Issues such as high land cost, property assembly premiums, structured parking and, in many cases, an untested market add costs and risk to redevelopment projects. Cities enter public/private partnerships to advance projects that achieve their community and economic development goals. In many cases, only with City participation can areas or districts evolve to occupy a new position in the marketplace.

The level of public participation required is dependent on the local market, financing availability, and project-specific barriers to investment. In a public/private development arrangement the public sector can contribute 5% to 30% of the project's cost. Higher levels of public participation are typically supported for projects that generate significant positive outcomes to the community.

In suburban retrofit environments, the public/private partnership can include regulatory adjustments as well as gap funding. The City of Bloomington routinely works with developers

to provide regulatory flexibility. These modifications make sense and reduce a project's cost burden to better reflect the realities of the marketplace. Bloomington also uses tax increment financing and other tools to gap fund projects.

To realize redevelopment goals, the City must continue to work closely with prospective developers to help remove barriers to redevelopment investment. In many cities, redevelopment agencies are created to pursue a City's redevelopment goals. As with Bloomington's Port Authority and Housing and Redevelopment Authority (HRA), redevelopment agencies have greater flexibility when working with the private sector as compared to cities. In either case, whether City economic development or a quasi-public entity like a P3, the goal is to pursue investors and work closely with investors to make projects happen.

EPA Brownfield Grant Program

Changes in demographics, urban density, P3 partnerships, and economic justice have reinforced the importance of brownfields as redevelopment opportunities. They primarily exist in areas that once occupied industrial corridors or a confluence of infrastructure features. With a focus on the value rather than cost of redevelopment, we can develop financially feasible and constructible projects that will receive community support and become an economic engine for their respective neighborhoods.

The Environmental Protection Agency's (EPA) brownfield grant funds are used to assess, clean up, further plan, and redevelop underutilized properties. The funds can expand the ability for Bloomington to reposition vacant and underutilized properties for new, productive reuses and leverage considerable infrastructure and other financial resources.

The 86th Street Node could be a competitive candidate for this federal funding program. The type of work can vary depending on the needs of the area. One of the benefits of the brownfield work is that it removes a potential negative perception that might exist in this part of the Lyndale corridor for redevelopment opportunities. An EPA grant program, coupled with changes to zoning to make land uses on the properties on the east side of Lyndale more flexible, could be the best formula for driving redevelopment consistent with the goals of that node as well as the vision for the entire corridor.

nearby large companies. Additional fund purposes might be to subsidize elements like ground floor retail and affordable housing, contribute to the creation of public space, intersection improvements, etc. Since the resources are drawn from the City's share of property tax revenues, they can be utilized extremely flexibly for any public purpose the City engages in. The City should explore this concept further to determine its political and financial feasibility

Geographic Equity Fund

Based on an initial analysis of Bloomington's development finance opportunities, this new financial resource could direct a portion of the unleveraged property taxes from new development into a flexibly utilized Lyndale Avenue fund for a set period of time – maybe their first ten years. The principle is that the development that occurs organically in Bloomington's stronger market districts can be leveraged to make change and attract investment in weaker market locations where the development is not occurring without City support.

In terms of the resources that would be generated, if the unsubsidized development from 2020 to 2030 is similar to what occurred between 2010 and now, these data suggest there would be an annual contribution of about \$500,000 to the fund. The fund would receive about \$5 million over a ten-year period. If Lyndale Avenue were the focus of that fund for the next ten years it would be an appropriate source of City funds to contribute to a Lyndale Avenue business improvement district, as a challenge grant to incentivize the participation of Lyndale Avenue property owners, and the

Mobility Funding Sources

Program Agency	Purpose / Goals	Eligible Applicants	Eligible Use of Funds
<p><i>Accelerating Innovative Mobility (AIM) Challenge Grants</i></p> <p>Federal Transit Administration</p>	<p>To foster innovative transit technologies, practices and solutions that incentivize travelers to choose public transportation, promote economic development in communities, and enhance public/private partnerships to improve personal mobility.</p>	<p>Providers of public transportation, including public transportation agencies, state/local government DOTs, and federally recognized Indian tribes.</p>	<p>Projects that demonstrate innovative technologies, applications, practices, and/or service models that can lead to more efficient public transportation service, better mobility for individuals, and enhance the overall rider experience, with special emphases on innovative service delivery models, creative financing, novel partnerships and integrated payment solutions. Applicants are also encouraged to submit applications with other innovative models and ideas that may not fall into one of these areas.</p>
<p><i>Transportation Alternatives</i></p> <p>Minnesota Department of Transportation</p>	<p>Provides program funding for transportation alternatives (TA). These set-aside funds include all projects and activities that were previously eligible under TAP, encompassing a variety of smaller-scale transportation projects such as pedestrian and bicycle facilities, recreational trails, safe routes to school projects, community improvements such as historic preservation and vegetation management, and environmental mitigation related to stormwater and habitat connectivity.</p>	<p>Must be an entity eligible to receive federal TA funding. Eligible applicants are: a local government, a regional transportation authority, a transit agency, a natural resource or public land agency, a school district, local education agency, or school, a tribal government, a nonprofit entity responsible for the administration of local transportation safety programs, or any other local or regional governmental entity with responsibility for, or oversight of, transportation or recreational trails.</p>	<p>1. Construction, planning, and design of on-road and off-road trail facilities for pedestrians, bicyclists, and other non-motorized forms of transportation, including sidewalks, bicycle infrastructure, pedestrian and bicycle signals, traffic calming techniques, lighting and other safety-related infrastructure, and transportation projects to achieve compliance with the Americans with Disabilities Act of 1990 (42 U.S.C. 12101 et seq.) 2. Construction, planning, and design of infrastructure-related projects and systems that will provide safe routes for non-drivers, including children, older adults, and individuals with disabilities to access daily needs. 3. Conversion and use of abandoned railroad corridors for trails for pedestrians, bicyclists, or other non-motorized transportation users. 4. Construction of turnouts, overlooks, and viewing areas. 5. Community improvement activities, which include but are not limited to: o inventory, control, or removal of outdoor advertising; o historic preservation and rehabilitation of historic transportation facilities; o vegetation management practices in transportation rights-of-way to improve roadway safety, prevent against invasive species, and provide erosion control; and o archaeological activities relating to impacts from implementation of a transportation project eligible under title 23. 6. Any environmental mitigation activity, including pollution prevention and pollution abatement activities and mitigation to: o address stormwater management, control, and water pollution prevention or abatement related to highway construction or due to highway runoff, or o reduce vehicle-caused wildlife mortality or to restore and maintain connectivity</p>
<p><i>Community Challenge</i></p> <p>AARP</p>	<p>To improve housing, transportation, public space, technology (“smart cities”), civic engagement and more.</p>	<p>501(C)(3), 501(C)(4) and 501(c)(6) nonprofits, government entities, other types of organizations will be considered on a case-by-case basis.</p>	<p>Prioritize projects that aim to achieve the following outcomes:</p> <ul style="list-style-type: none"> * Increasing civic engagement with innovative and tangible projects that bring residents and local leaders together to address challenges and facilitate a greater sense of community inclusion and diversity. (Although this category is targeted to local governments, nonprofit organizations can apply for and receive a grant in this category provided they demonstrate that they are working with local governments to solicit and include residents’ insights about the project or to help solve a pressing challenge.) * Create vibrant public places that improve public spaces, parks and access to other amenities. * Deliver a range of transportation and mobility options that increase connectivity, walkability, bikeability, wayfinding, access to transportation options and roadway improvements. * Support the availability of a range of housing that increases accessible and affordable housing options. * Demonstrate the tangible value of “Smart Cities” with programs that engage residents in accessing, understanding and using data, and participating in decision-making to increase the quality of life for all. * Other community improvements: In addition to the five areas of focus, AARP wants to hear about local needs and new, innovative ideas for addressing them.

Loan or Grant Maximum	Notes/Special Requirements	Funding Cycle	Contact	Applicability to Plan
There is no minimum or maximum grant award amount; but amount of Federal share capped at 80%. \$11 million was total available in FY 2019.	Highlight innovation as part of their selection criteria.	Last round closed April 17, 2020; anticipate the next round opening February / March 2021	202-366-4052	For innovation and mobility projects in collaboration with Metro Transit.
Up to 80% of eligible construction costs; no maximum amount listed but impacted by amount of funding.	With through the Metropolitan Council.	Annual program with letters of interest typically due the end of October and final applications due early January. Awards announced in April.	Zue Vue, 651-366-3736 zue.vue@state.mn.us	For non-motorized portions of corridor, i.e. sidewalks, lighting, bicycle facilities, and intersection improvements
Grants can range from several hundred dollars for smaller, short-term activities to several thousand or tens of thousands of dollars for larger projects.	Planning activities not eligible.	Annually, May	Livable@AARP.org.	Public amenities in the form of park / outdoor recreation.

Public Space Funding Sources

Program Agency	Purpose / Goals	Eligible Applicants	Eligible Use of Funds
<p><i>Outdoor Recreation Grant</i></p> <p>MN DNR (administering National Park Service \$)</p>	<p>To increase and enhance outdoor recreation facilities in local and community parks throughout the state.</p>	<p>Cities, counties, and townships.</p>	<p>Land acquisition for parks & trails; construction of trails/biking/hiking paths, canoe/kayak launches, riverfront park amenities, park shelters, camping facilities, wildlife/nature observation & restroom facilities, and active outdoor sports facilities.</p>
<p><i>Community Challenge</i></p> <p>AARP</p>	<p>To improve housing, transportation, public space, technology ("smart cities"), civic engagement and more.</p>	<p>501(C)(3), 501(C)(4) and 501(c)(6) nonprofits, government entities, other types of organizations will be considered on a case-by-case basis.</p>	<p>Prioritize projects that aim to achieve the following outcomes: * Increasing civic engagement with innovative and tangible projects that bring residents and local leaders together to address challenges and facilitate a greater sense of community inclusion and diversity. (Although this category is targeted to local governments, nonprofit organizations can apply for and receive a grant in this category provided they demonstrate that they are working with local governments to solicit and include residents' insights about the project or to help solve a pressing challenge.) * Create vibrant public places that improve public spaces, parks and access to other amenities. * Deliver a range of transportation and mobility options that increase connectivity, walkability, bikeability, wayfinding, access to transportation options and roadway improvements. * Support the availability of a range of housing that increases accessible and affordable housing options. * Demonstrate the tangible value of "Smart Cities" with programs that engage residents in accessing, understanding and using data, and participating in decision-making to increase the quality of life for all. * Other community improvements: In addition to the five areas of focus, AARP wants to hear about local needs and new, innovative ideas for addressing them.</p>
<p><i>Our Town</i></p> <p>National Endowment for the Arts</p>	<p>Supports projects that integrate arts, culture, and design activities into efforts that strengthen communities by advancing local economic, physical, and/or social outcomes.</p>	<p>Partnerships required between governmental, nonprofit, and private sector leadership. These partnerships must involve two primary partners, as defined by these guidelines: Nonprofit organization; Local government entity; and one of these two primary partners must be a cultural (arts or design) organization.</p>	<p>Projects may include activities such as: Arts Engagement: Artist residency, Arts festivals, Community co-creation of art, Performances, Public art; Cultural Planning: Creating a cultural plan, or integrating plans and policies around arts and culture as part of a city master planning process, Cultural district planning (The process of convening stakeholders to identify a specific geography with unique potential for community and/or economic development based on cultural assets), Creative asset mapping (identifying the people, places, physical infrastructure, institutions, and customs that hold meaningful aesthetics, historical, and/or economic value that make a place unique), Public art planning (The process of developing community-wide strategies and/or policies that guide and support commissioning, installing, and maintaining works of public art and/or temporary public art); Design: Artist/designer-facilitated community planning, Design of artist space, Design of cultural facilities i.e. design processes to support the creation of a dedicated building or space for creating and/or showcasing arts and culture, Public space design i.e. The process of designing elements of public infrastructure, or spaces where people congregate (e.g., parks, plazas, landscapes, neighborhoods, districts, infrastructure, and artist-produced elements of streetscapes). Artist and Creative Industry Support: Creative business development, Professional artist development.</p>

Loan or Grant Maximum	Notes/Special Requirements	Funding Cycle	Contact	Applicability to Plan
Grant, 50% of eligible costs, up to \$250,000.	The 2020-2024 State Comprehensive Outdoor Recreation Plan (SCORP) is Minnesota's outdoor recreation policy plan. A majority of the review and selection process will focus on guidelines outlined in the 2020-2024 SCORP.	Annual solicitation, typically the end of March.	Mai Neng Moua, 651-259-5638, mai.n.moua@state.mn.us	Public amenities in the form of park / outdoor recreation.
Grants can range from several hundred dollars for smaller, short-term activities to several thousand or tens of thousands of dollars for larger projects.	Planning activities not eligible.	Annually, May	Livable@AARP.org	Public amenities in the form of park / outdoor recreation.
Grants range from \$25,000 - \$150,000 with 50% non-federal match required.	Project may be subject to the National Historic Preservation Act (NHPA) and/ or the National Environmental Policy Act (NEPA).	Annual program, typically in August	OT@arts.gov	Public amenities in the form of public art if the artist community is involved in the planning process.

Public Space Funding Sources (continued)

Program Agency	Purpose / Goals	Eligible Applicants	Eligible Use of Funds
<p><i>Five Star and Urban Waters Restoration</i></p> <p><i>National Fish and Wildlife Foundation</i></p>	<p>Projects should address water quality issues in priority watersheds, i.e. erosion due to unstable streambanks, pollution from stormwater runoff, and degraded shorelines caused by development. The program focuses on the stewardship and restoration of coastal, wetland and riparian ecosystems across the country.</p>	<p>non-profit 501(c) organizations, state government agencies, local governments, municipal governments, Indian tribes and educational institutions</p>	<p>Ecological improvements may include one or more of the following: wetland, riparian, forest and coastal habitat restoration; wildlife conservation, community tree canopy enhancement, water quality monitoring and green infrastructure best management practices for managing run-off. Projects should also increase access to the benefits of nature, reduce the impact of environmental hazards and engage local communities, particularly underserved communities, in project planning, outreach and implementation.</p>

Redevelopment Funding Sources

Program Agency	Purpose / Goals	Eligible Applicants	Eligible Use of Funds
<p><i>Small Cities Development Program</i></p> <p>Minnesota Department of Employment & Economic Development</p>	<p>1) Must benefit low- to moderate-income persons, eliminate slum & blight, or respond to urgent community threat (flood, tornado) 2) Must apply Federal Davis Bacon Wage Rates to construction activities</p>	<p>Cities < 50,000 residents and Counties < 200,000 residents</p>	<p>Public Facilities (sewer, water, storm); Housing & Commercial Rehab; New Housing Construction</p>
<p><i>Workforce Housing Development Program</i></p> <p>Minnesota Housing Finance Agency</p>	<p>To provide funds for the direct development of market rate residential rental properties to increase the availability of rental housing in Greater Minnesota.</p>	<p>Eligible applicants must satisfy the following requirements: *Must be an eligible project area (generally small and medium sized cities in Greater Minnesota) * Must be working with a developer * Must have a viable proposal for the development of a Market Rate Residential Rental Property, which can include mixed income.</p>	<p>Project-specific costs resulting in the direct development of market rate residential rental housing units within properties to serve employees of businesses located in the eligible project area or surrounding area.</p>
<p><i>Brownfields Assessment Grants</i></p> <p>U.S Environmental Protection Agency (EPA)</p>	<p>To empower states, communities, and other stakeholders to work together to prevent, assess, safely clean up, and sustainable reuse brownfields.</p>	<p>County, municipality, city, town, township, local public authority, school district, special district, intrastate district, council of governments (whether or not incorporated as a nonprofit corporation under state law), any other regional or interstate government entity, or any agency or instrumentality of a local government.</p>	<p>Brownfield inventories, planning, environmental assessments, and community outreach.</p>

Loan or Grant Maximum	Notes/Special Requirements	Funding Cycle	Contact	Applicability to Plan
Grant, up to \$50,000, 1:1 match minimum required	Projects should engage a diverse group of community partners to achieve ecological and educational outcomes.	Annually, typically in January	Chloe Elberty, 202-595-2434, Chloe.Elberty@nfwf.org	For increased tree canopy and connections to existing parks.

Loan or Grant Maximum	Notes/Special Requirements	Funding Cycle	Contact	Applicability to Plan
Grant; \$600,000 single-purpose; \$1.4 million 2+ activities	Construction projects must adhere to Federal Davis Bacon wage rates.	Annual program, preapplications in November and final applications in February.	Natasha Kukowski, 651-259-7425, natasha.kukowski@state.mn.us	If affordable housing (multi- or single-family) is an end use.

Funds will be awarded to recipients as grants or deferred loans. Applicants must indicate whether they wish to receive an award as a grant or deferred loan. The term will be 3 years. Deferred loans will have a 0% interest rate and will be forgiven after the 3 years	An eligible project area is either: * a home rule charter or statutory city located outside of the metropolitan area with a population exceeding 500; * a community that has a combined population of 1,500 residents within 15 miles of a city located outside the metropolitan area; or * an area served by a joint county-city economic development authority.	Annual program; current solicitation open with deadline of 12:00 p.m. CST on Thursday, December 17, 2020	Sara Bunn, 651.296.9827 sara.bunn@state.mn.us	If multi-family, market-rate housing is an end use.
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Grant up to \$300,000 for the City only or site specific. NO MATCH REQUIREMENT	The performance period for these grants is three years.	Annual program; current solicitation open with deadline of 12:00 p.m. CST on Thursday, December 17, 2020	Sara Bunn, 651.296.9827 sara.bunn@state.mn.us	If multi-family, market-rate housing is an end use.
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Program Agency	Purpose / Goals	Eligible Applicants	Eligible Use of Funds	Loan or Grant Maximum
<p><i>Brownfields Assessment Grants</i></p> <p>U.S Environmental Protection Agency (EPA)</p>	<p>To empower states, communities, and other stakeholders to work together to prevent, assess, safely clean up, and sustainably reuse brownfields.</p>	<p>County, municipality, city, town, township, local public authority, school district, special district, intrastate district, council of governments (whether or not incorporated as a nonprofit corporation under state law), any other regional or interstate government entity, or any agency or instrumentality of a local government.</p>	<p>Brownfield inventories, planning, environmental assessments, and community outreach.</p>	<p>Grant up to \$300,000 for the City only or site specific. NO MATCH REQUIREMENT</p>
<p><i>Brownfields Cleanup Grants</i></p> <p>U.S Environmental Protection Agency (EPA)</p>	<p>To empower states, communities, and other stakeholders to work together to prevent, assess, safely clean up, and sustainably reuse brownfields.</p>	<p>County, municipality, city, town, township, local public authority, school district, special district, intrastate district, council of governments (whether or not incorporated as a nonprofit corporation under state law), any other regional or interstate government entity, or any agency or instrumentality of a local government.</p>	<p>To carry out cleanup activities at brownfield sites. An applicant must own the site for which it is requesting funding.</p>	<p>Grant of up to \$500,000; 20% match required.</p>
<p><i>Flood Mitigation Assistance (FMA) Grant Program</i></p> <p>Federal Emergency Management Agency (FEMA)</p>	<p>To implement measures to reduce/eliminate risk of severe repetitive flood damage/repetitive flood damage to buildings insured by the National Flood Insurance Program (NFIP)</p>	<p>State Governments, Native American Tribal Governments (Federally recognized), D.C., US Territories. (Local gvmt. Must apply through state.)</p>	<p>Community flood mitigation activities (Flood mitigation design, development of community flood mitigation projects) to reduce NFIP flood claim payments; technical assistance/mitigation planning/ mitigation projects reducing risk to severe repetitive loss/repetitive loss properties</p>	<p>\$160M total available, no ceiling or floor listed, but 120 expected awards</p>
<p><i>Building Resilient Infrastructure and Communities (BRIC) Program</i></p> <p>Federal Emergency Management Agency (FEMA)</p>	<p>Oriented around pre-disaster mitigation</p>	<p>State Governments, Native American Tribal Governments (Federally recognized), D.C., US Territories. (Local gvmt. Must apply through state.)</p>	<p>State Governments, Native American Tribal Governments (Federally recognized), D.C., US Territories. (Local gvmt. Must apply through state.)</p>	<p>\$160M total available, no ceiling or floor listed, but 120 expected awards</p>
<p><i>Redevelopment Grant Program</i></p> <p>Minnesota Department of Employment & Economic Development</p>	<p>To help communities with the costs of redeveloping blighted industrial, residential, or commercial sites and putting land back into productive use.</p>	<p>Statutory or home rule charter cities, economic development authorities, housing and redevelopment authorities, counties, or port authorities.</p>	<p>Land acquisition, demolition, infrastructure improvements, soil stabilization when in-fill is required, ponding or other environmental infrastructure and adaptive reuse of buildings, including remedial activities at sites where a subsequent redevelopment will occur.</p>	<p>Grant for up to 50% of eligible project costs; no maximum dollar amount but dependent on their available funding and applications received.</p>
<p><i>Public Works & Economic Adjustment Assistance Program</i></p> <p>US Economic Development Administration</p>	<p>Provides grants to economically distressed areas for public works projects that: promote economic development; create long-term jobs; and/ or benefit low-income persons or the long-term unemployed.</p>	<p>States, cities, counties; Indian tribes; the Federated States of Micronesia; the Republic of the Marshall Islands; commonwealths and territories of the United States; and private or public nonprofits representing a redevelopment area or a designated economic development center.</p>	<p>Construction of key public infrastructure, such as technology-based facilities that utilize distance learning networks, smart rooms, and smart buildings; multitenant manufacturing; business incubator facilities; skill-training facilities and other facilities</p>	<p>50% of total project costs, up to \$3,000,000</p>

Notes/Special Requirements	Funding Cycle	Contact	Applicability to Plan
The performance period for these grants is three years.	Annual program; current cycle is open with deadline of 10/28/20.	Matt Didier, 312-353-2112, didier.matthew@epa.gov (EPA Region 5)	Matt Didier, 312-353-2112, didier.matthew@epa.gov (EPA Region 5)
The performance period for these grants is three years.	Annual program; current cycle is open with deadline of 10/28/20.	Matt Didier, 312-353-2112, didier.matthew@epa.gov (EPA Region 5)	If assessment shows further cleanup is needed.
First need to meet with State FEMA office regarding incorporation into the State's application to FEMA.	Just started new funding round, closes on 1/31/2021; deadline for including in MN's plan already passed. Can position for next round, fall 2021.	Heather Winkleblack 218-766-2301 Heather.Winkleblack@state.mn.us	For any flood / hazard mitigation elements of the development.
First need to meet with State FEMA office regarding incorporation into the State's application to FEMA.	Just started new funding round, closes on 1/31/2021; deadline for including in MN's plan already passed. Can position for next round, fall 2021.	Heather Winkleblack 218-766-2301 Heather.Winkleblack@state.mn.us	For any flood / hazard mitigation elements of the development.
<p>Priority is given to projects with one or more of the following characteristics:</p> <ul style="list-style-type: none"> * Contamination remediation needs in conjunction with a redevelopment project * Project meets current tax increment financing requirements for a redevelopment district and tax increments will contribute to the project * Redevelopment potential within the municipality * Proximity to public transit if located in the metropolitan area * Multi-jurisdictional projects that take into account the need for affordable housing, transportation, and environmental impact * Advances or promotes the Green Economy 	Typically offered twice per year in February and August; however, due to lack of funding there was no round in August 2020.	Kristin Lukes, 651-259-7451 kristin.lukes@state.mn.us	For public elements of the overall redevelopment of the area (parking, infrastructure, etc.).
Must align with regional Comprehensive Economic Development Strategy (CEDS) document	Year-round	Darrin Fleener, 312-789-9753, dfleener@eda.gov	For economic development activities, including business incubators as a building reuse strategy.







Planning Commission Item

Originator Planning	Item Discuss Planning Commission Meeting Format
Agenda Section Item 2	Date January 21, 2021

Requested Action:

Discuss and provide direction.

Description:

This item will allow the Planning Commission to discuss whether changes are desired to meeting format, including:

1. Televising study meetings and study items; and
2. Meeting end times.

Historically, regular meetings of the Planning Commission have been televised and study meetings, while open to the public, have not been televised. In the interest of transparency, the City Council changed its policy on televising study meetings during 2020 and decided to televise all study meetings. For 2021, the City Council has eliminated study meetings entirely. Council study items are added to the end of regular meetings and all study items are televised. If the Planning Commission desires to change the policy on televising study meetings, considerations include:

- Budget impacts and opportunity costs for the Communications Division.
- Study meetings would need to take place in the City Council Chambers to accommodate the need to televise.

The City Council recently adopted a policy to end meetings by 11:00 p.m. unless a majority of members agree to go later. The Planning Commission does not currently have a similar policy. In recent years, having items extend past 11:00 p.m. has been rare for the Planning Commission, but it does happen occasionally. One consideration is that development items are subject to agency action deadlines that may require Planning Commission action at a given meeting.