



**Burnsville**

**CENTER  
VILLAGE**

REDEVELOPMENT  
VISION

JANUARY 2019



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# EXECUTIVE SUMMARY

CHAPTER

# 01



## Executive Summary

### INTRODUCTION

The City has embarked on this study in order to identify redevelopment opportunities and create a plan with the overall goal to meet the market and community objectives. The Center Village Redevelopment Vision serves to guide decision-making, investments and priorities for transforming the District into a feasible, vibrant mixed-use neighborhood.

“There is nothing permanent except change.”

These few words by the Greek philosopher Heraclitus have never been more relevant than they are today. We live in a world of constant transformation. Everything is changing: how we learn, communicate and conduct business; how we move around from place to place; our growing awareness of our planet’s fragility and our role in its fate. The convergence of so much change in such a short period of time, and our ability to adapt to that change, has become the defining challenge of our era.

The magnitude of this rapid transformation is daunting and, more and more now agree, will come to define how we live from this point forward. We now realize that a sustainable, equitable and livable world depends, in part, on holistic approaches to designing and building our communities, whether large or small, urban, suburban or rural. Our communities and lifestyles will have to adapt to a dynamic, changing world.

Burnsville Center and County Road 42 reflect its era and the auto-centric, bricks and mortar approach to retail. It reflects a time when environmental concerns were just beginning to appear on the radar. It reflects a time when our communities were much more homogeneous. Today, we are becoming a sharing economy — multi-cultural and tech-savvy with vastly different needs and expectations. We are drawn to a place for a panoply of reasons, retail being only one.

Center Village, named to convey that this area will become a more village-like community hub, provides a unique opportunity to envision a forward-thinking, 21st century approach to community design. All systems — environmental, social, economic, physical — need to be considered together. The evolution of the mall area and its surrounding neighborhood from a predominantly retail environment to a more walkable and bikeable, fine-grained mix of uses — including housing, offices, health and wellness facilities, hospitality and public places — served by a variety of modes of movement and seamlessly integrating sustainable principles into its design, can become a model for adaptive reuse in a quickly evolving world.

Most importantly for Center Village, perhaps, is the imperative to act now to reimagine the mall area as a more diverse and inviting mixed-use marketplace that appeals to and attracts people from all walks of life to come to live, work, recreate, shop, and simply gather.

## THE VISION PLAN

The Center Village Vision presents a long-range framework for redevelopment in the Center Village District, which includes the expansive retail area north of County Road 42. Market-driven, the framework is designed to be flexible and nimble; it can respond to change in a myriad of ways, accommodating, for example, existing large-footprint stores while, over time, responding to retailers' changing needs and the impacts of new technologies on the shopping habits of clients. More importantly, it envisions new, finer-grained neighborhoods and housing mixing with retail uses, as well as other complementary uses such as parks, hotels, clinics, co-sharing work places, start-up offices, brew pubs and maker spaces — the elements that comprise emerging successful neighborhoods throughout the country.

## PUBLIC PROCESS AND COMMUNITY INVOLVEMENT

A recent book entitled *Our Towns: A 100,000 Mile Journey into the Heart of America*, by James and Deborah Fallows, found surprising commonalities between communities that proved to be resilient in the face of declining populations and disappearing Main Streets. They discovered that local activists — artists, brewers, makers, small business owners — played a major role in their community's startling comebacks, and change often began with small, private sector moves that signaled a new energy and commitment

to a place. Without grass-roots leadership, they found, the opportunity to make positive change was greatly reduced. That message is as important for the Center Village as it is for rebounding cities like West Duluth, one town highlighted in the book.

The development of the Center Village Vision was based, in part, on direct input from the community at large. Outreach occurred in a number of ways: in-person meetings and direct phone calls to stakeholders and constituents, a City-managed website with frequent updates about the study, presentations to open City Council and Commission meetings, and open houses for the general public. Through the use of preference surveys and other feedback loops, the Vision Plan is intended to reflect the goals and aspirations of a broad cross section of the Burnsville community. It is hoped that community involvement will continue, evolving into an active role in helping Center Village reach its potential.



Fig. 2: Study team engages the public at City of Burnsville public meeting  
(Photo by Christine Schuster)

## TRENDS

As we now recognize, traditional retail is undergoing a major disruption due to the advent of online shopping giants like Amazon. Yet some retailers, such as Costco, appear to be weathering the storm due to their unique business model, which promotes membership price discounts coupled with high volume and turnover, which keeps their costs low. But they are the exception: many retailers are finding that the old business models simply don't match with demographic changes and shifting buyers tastes. Stores like Target are downsizing in many markets, in some cases becoming the new iteration of the old corner store.

Millennials, between the ages of 22 and 37, comprise a major segment of the buying population. They are demanding a higher quality and more sensory buying experience; oftentimes, they will visit a store to "touch the fabric" and then buy online at another time. Stores like Apple, sleek and modern, have distilled the buying experience to a fine art, where the salesperson can invoice you anywhere in the store and send you an electronic receipt. The Apple stores may be small, but their buyer-friendly approach and distinctive products put them in a class by themselves. Shoppers from other cultures such as Somalia, for example, are comfortable in an open air market (even if indoors) with small stalls offering diverse products. Further looking to the Midtown Global Market in the former Sears Building in Minneapolis, one can see how today's retail environment can be informed by our increasingly multi-cultural population. All these trends point to the importance of a broader base of offerings, both within and outside of the mall.

## ASPIRATIONS

The aspirations for the redevelopment plan are to create new and constantly changing experiences that are responsive to the market and engaging to the community. Not every store can be, or should be, like an Apple store. There is a need for a mix of stores, appealing to the tastes and pocketbooks of a broad segment of the population. One thing appears to be as true today as it was when the malls first opened, anchored by three or four department stores with an array of smaller shops between: there is an important interdependence in the retail environment. A store's success can be traced to its location in a group of stores. In a small neighborhood commercial district, it is the mix of stores and the diverse character that brings customers in the door. Owners aspire to be in the right location and in the right mix.

# Background History & Recent Conditions

It is an interesting historic fact that Southdale, the nation’s first indoor mall, was master planned by Austrian architect Victor Gruen to be a mixed-use community, including the same mix of uses many malls nationwide are now working to integrate into their facilities, more than sixty years later. Burnsville Center, like most of its contemporaries, is an island in the familiar sea of parking. There is little to draw people into the mall other than retail, and many of those retail outlets can now be found elsewhere. The mall is completely oriented to the car; walking and biking and even the use of transit can be unsafe and unpleasant experiences.

## LAND USE & ZONING

Current land use patterns around Burnsville Center and north of CR 42 are typical of malls and large suburban retail stores regionally and nationally. Existing buildings, including Burnsville Center, Target, Costco, Best Buy and Total Wine, are large, inward-focused, and surrounded by vast amounts of surface parking. There is no “public realm” to speak of. Even the recent addition of a medical facility, Twin Cities Orthopedics, follows the same, decades-old model: it relies on a large surface parking lot surrounding the clinic, although it is significantly more inviting due to landscaping.

For decades, different land uses have been intentionally separated from one another; this is reflected in current zoning laws, which frequently prohibit mixed-use development. The Burnsville Center District is no exception. The City, however, is proactively working to change zoning laws to allow a much broader mix of uses in the District, and is encouraging planners and land owners to anticipate and accommodate that mix.



Fig. 3: Burnsville Center, 1977

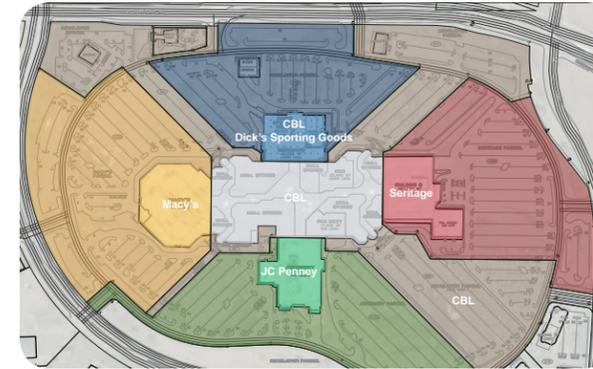


Fig. 5: Existing Burnsville Center ownership

## REAL ESTATE VALUE OF CORE STUDY AREA

The core study area illustrated to the right has a current taxable value of \$274,041,700 that generated \$9,968,516 in annual taxes in 2018, according to Dakota County records. The Burnsville Center Mall represents roughly 48% of the value and income in the district. A detailed table is included in *Appendix A1, page 110*, that illustrates the detail of the individual properties in the core study area.

## MOVEMENT

All the existing systems for movement — County Road 42, the internal ring road at Burnsville Center, and the feeder roads to the retail establishments to the north of 42 — are focused on moving traffic efficiently. The district depends on the private car for its survival. But that is beginning to change, as people, especially younger generations, are less interested in car ownership due to traffic congestion, and cost. Instead, they are turning to ride-sharing, transit, and even bicycles as alternate means for getting around. These changes will reshape our communities, including Center Village.



Fig. 4: Core Study Area: Taxable Value

# Existing Land Use



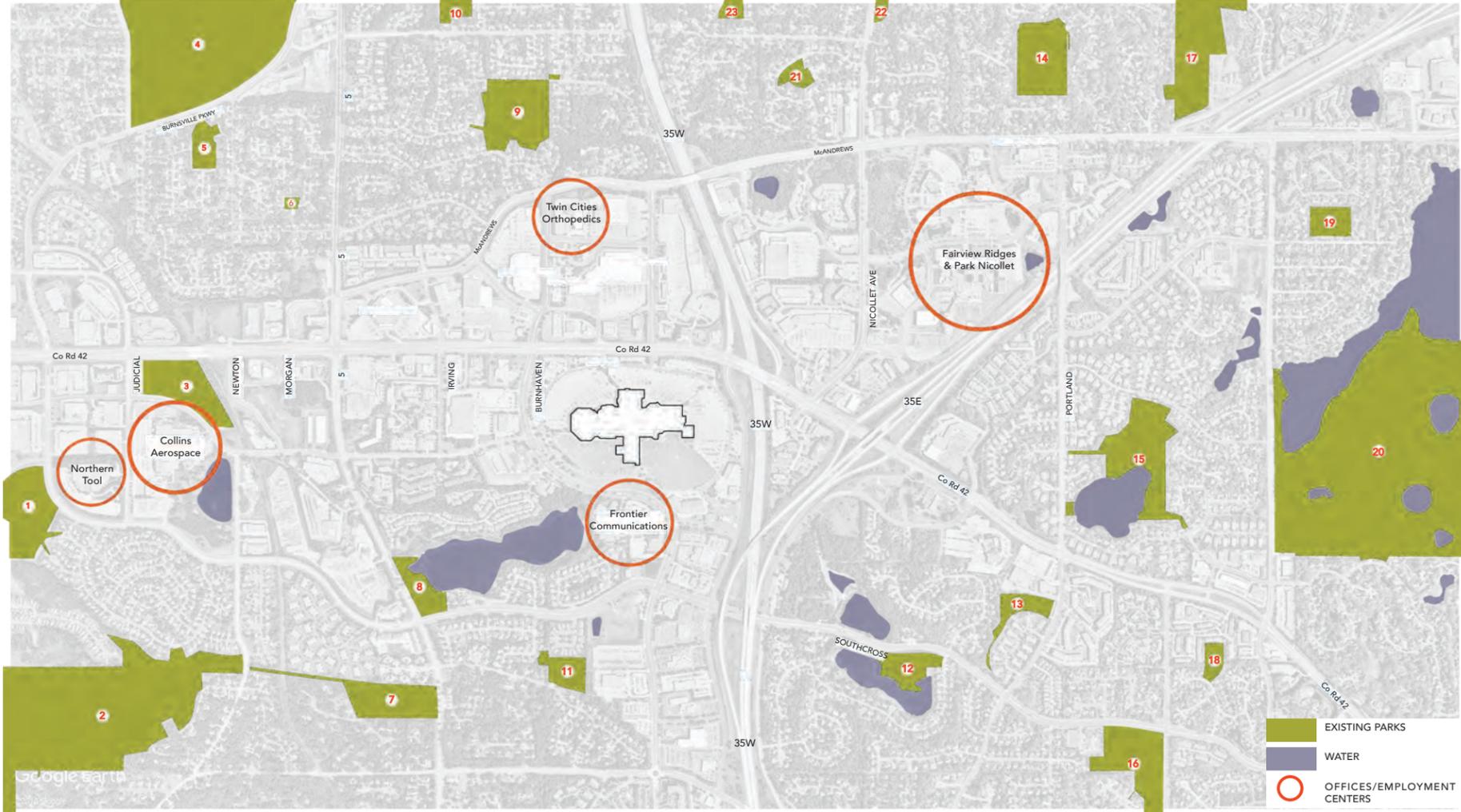
### EMPLOYMENT CENTERS

There are major regional employers near the Burnsville Center/County Rd 42 Area, including Fairview Ridges Hospital, Park Nicollet, Frontier Communications and the surrounding medical quadrant, and Collins Aerospace Systems, to the west of the mall. All have a need to attract and retain young employees, and have noted that housing options are limited in the area, forcing many employees into longer commutes. Likewise, opportunities are limited for the types of venues that young people enjoy, such as small theaters, brew pubs, music venues and galleries, to name a few.

A key to the success of a reimagined Center Village is its ability to support the needs of nearby employers, with a combination of affordable housing options, more engaging places to gather and enjoy free time — and capturing the “cool factor” that has transformed neighborhoods like Northeast Minneapolis into a regional destination.

### PARKS/PUBLIC SPACE

There are a number of small parks embedded in the neighborhoods surrounding the Center Village. They are community-focused, as expected, and have no presence in the retail district. Earley Lake, just south of the mall, is ringed by a public trail, but it is visually and physically disconnected from the mall. It, too, primarily serves local residents. The Vision proposes to develop two major public spaces, one to the north of 42 and one to the south. These parks will invite residents from inside and outside the district to the advantage of the new resource, like Nicollet Commons Park does for the Heart of the City. Enhanced connections could link amenities like Earley Lake and Center Village to make a stronger connectivity in the area.



1. Hollows 2. Kelleher 3. Rose 4. Neill 5. Burnsville Heights 6. Acorn 7. Northview 8. Day 9. Colonial 10. Knob Hill Park 11. Burnhaven 12. Twin Lakes Park 13. Interlachen Park 14. Forest Heights 15. Wood Park 16. Paha Sapa 17. Wolk 18. Coventry Court 19. Echo 20. Alimagnet 21. Rolling Meadows 22. Nicollet Park 23. Valley Highlands

# PUBLIC OUTREACH

## INTRODUCTION TO OUTREACH

The public outreach effort for the study sought to engage:

- Burnsville residents
- Significant employers operating within the project study area
- Property owners
- Business owners
- Burnsville Center owners and tenants
- Variety of regulatory agencies with interests in the district.

The process included a strategic approach to engaging stakeholders through a wide variety of tools:

- Online surveys
- A 3-day workshop
- On-site tours, group regulatory meetings
- Individual stakeholder meetings
- Stakeholder phone calls
- Open house gatherings at the City of Burnsville.

The input gathered provided important perspectives about what is possible within this district of the Burnsville community and was instrumental in the creation of the vision plan. A summary of the different input is gathered in the following pages.

# CHAPTER 02





# MARKET ANALYSIS SUMMARY

CHAPTER

# 03

# Market Analysis Summary



Fig. 10: Mall of America and Twin Cities Premium Outlets

## OVERVIEW

The County Road 42/ Burnsville Center retail area has developed over the past 40 years from rural farm fields into the City of Burnsville’s primary retail destination. Many residents, business owners and retail tenants recall fondly the vitality of the district in the 1980’s and 90’s. The early success of the Burnsville Center spurred additional growth along the County Road 42 corridor to the north and west. The district became a regional destination that attracted visitors from areas south of the Minnesota River and from across southern Minnesota and Iowa.

The market area and retail in general has changed significantly since the heyday of this area. The Mall of America, the retail district in Apple Valley and the new Twin Cities Premium Outlets in Eagan have taken retail market share. Retail is changing quickly and dramatically throughout the country. Change is happening for a handful of key reasons:

- E-commerce is accelerating
- Many markets are “over-retailed” – too much retail space has been built in the last fifty years and that space cannot be supported by consumer spending, causing significant closures of chain stores
- Intense competition from discount retailers (Fig. 12)
- Shifting consumer spending patterns: Millennials are buying less than previous generations and are buying experiences over stuff

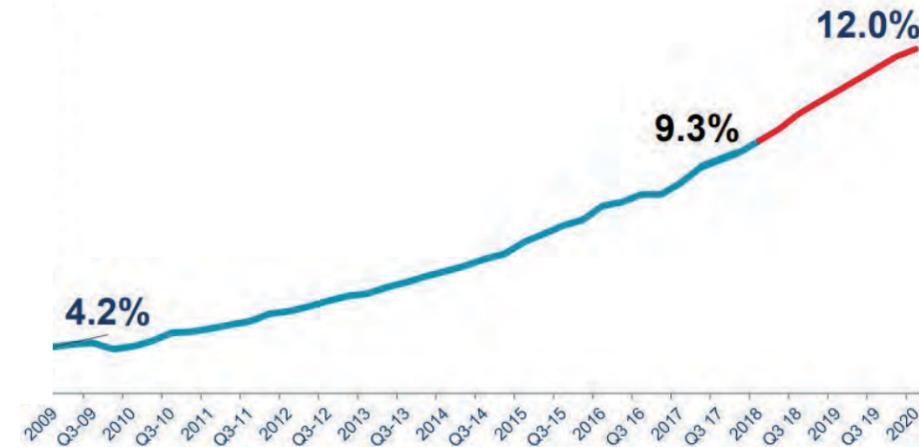


Fig. 11: E-Commerce Acceleration, Source: Company filings, Department of Commerce, Cushman & Wakefield

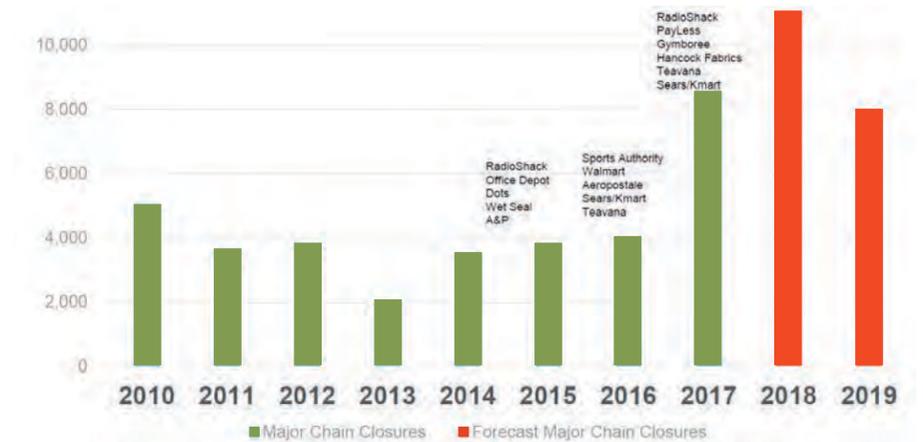


Fig. 12: Major Chain Closures, Source: Cushman & Wakefield



Fig. 13: Target

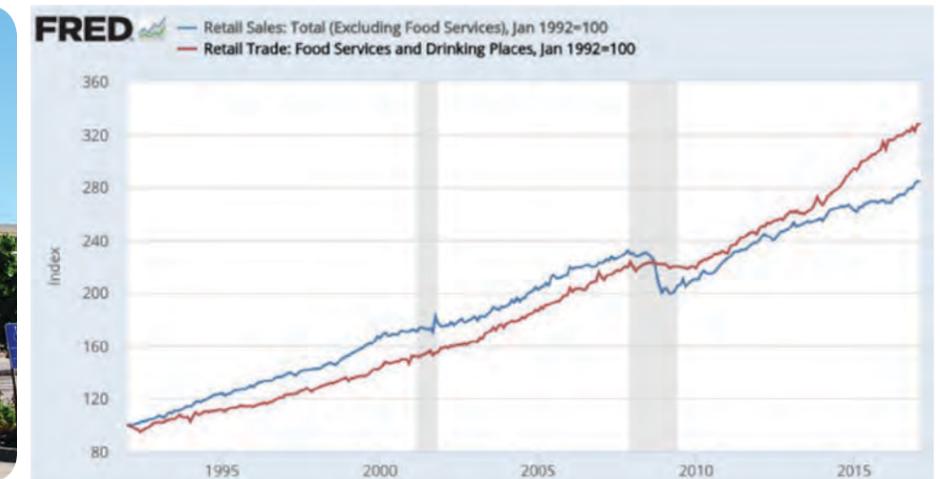


Fig. 14: Small Goods Vs. Entertainment, Source: FRED

**MARKET TRENDS**

The result of these trends over the past decade have resulted in discount retailers like Costco, Total Wine and Target to flourish in the district while other sites like the Burnsville Market Place, the Cub Foods site and the Burnsville Center Mall have seen a steady decline resulting in less retailers, limited capital improvements and a growing list of deferred maintenance projects. Concern is growing from residents, retailers and elected officials about what the future holds for this district.

Despite these challenges, the underlying market area remains as strong or stronger than it was during the heydays of the 1980’s and 90’s. The analysis of the market area is based upon three- and five-mile radius circles centered at County Road 42 and Aldrich. Major development types in the district (retail, housing, office) will compete for a share of demand (generated by population, employment growth, and other factors) in these large areas. This analysis defines the five-mile area as the “market area”. While a small portion of this market area does extend north of the Minnesota River, the vast majority is south of the river.

Population and median income are important indicators of the health of a market area for retail development. The figure to the right compares these data points in Burnsville

to other suburban retail areas in Eden Prairie, Edina and Minnetonka. Of the four areas reviewed, the Burnsville market area has the second-highest median household incomes, at about \$82,000, well above those near Southdale and Ridgedale Centers, and Twin Cities regional median. All other factors equal, commercial and residential developers and tenants will tend to seek out higher income households. The population within the five-mile market area is 173,535, easily comparable to Eden Prairie and Minnetonka and below Edina. Projected population growth of the market area is 3.9%, which is on par with the other areas previously described. A more detailed market and demographic analysis can be found in *Appendix A2, page 114*.

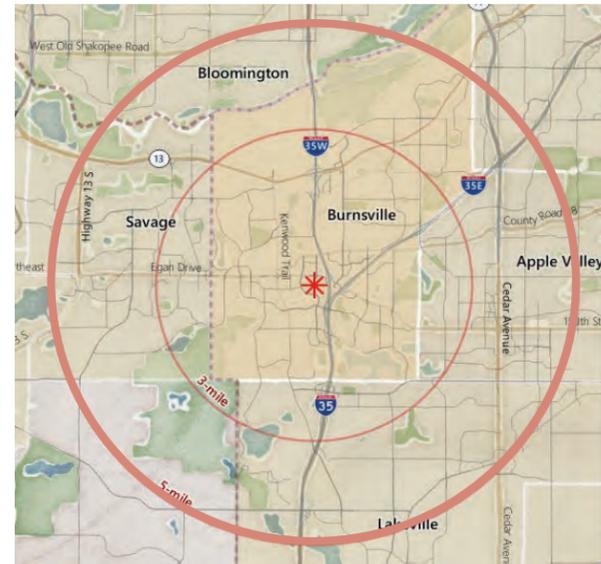


Fig. 15: Market Area

**HOUSING AND RETAIL DEMAND**

New demand for market rate and affordable housing to accommodate young professionals, especially from nearby health care facilities for Fairview and Park Nicollet are important to the health of the district and can begin to transform the district from a strictly retail area to a more diverse set of uses, similar to what is already happening around Southdale and Ridgedale Malls.

The constant evolution of retail in districts that are solely retail uses, like the Burnsville Center/County Road 42 retail area will only see changes that re-tenant empty retail space, redevelop underutilized retail buildings and generally not result in transformative change that will set this district up to be a long term sustainable asset for the community. There are however, examples in other parts of the country and within this region of retail areas like this transitioning into more vibrant and sustainable districts for their communities.

Based on a review of historic development patterns in the market area, current market conditions, and case studies such as Belmar, we believe that the long term (20+ year build out) land use mix for Center Village should include

significantly more housing; less retail area (square footage) that provides the same or more sales, energy and excitement, as well as some office, lodging, healthcare and other ancillary uses. The following chart illustrates the current land use mix in the district and the desired land use mix based upon the market and other successful examples like Belmar and more locally the Southdale and Ridgedale areas that are diversifying in land-use mix.

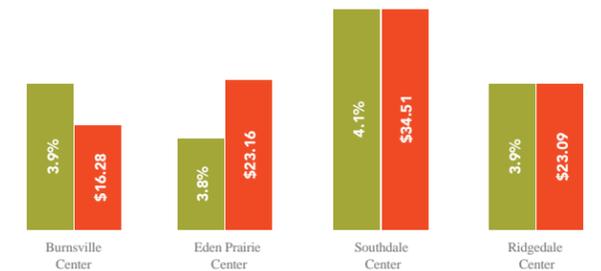


Fig. 16: Demographics of Comparable Centers

# DISTRICT PRINCIPLES

## CHAPTER

# 04

### OVERVIEW

This set of Guiding Principles highlight the overarching goals for the transformation of Center Village over time. As opportunities arise for public and private redevelopment or enhancements these principles should be integrated so that each project contributes to the betterment of a cohesive whole and supports the goals and aspirations of the vision plan. The principles are a means to convey the vision plan aspirations, provide a common language for discussion and oversight, and assist to validate the ability of proposed plans to meet the vision. These Principles should be re-evaluated periodically and refined as needed to ensure that the evolution of Center Village is robust.

# 1 Transform Transportation

## TRANSFORM THE CENTER VILLAGE FROM AUTO-CENTRIC INTO A MULTI-MODAL, PEDESTRIAN FRIENDLY PUBLIC REALM

- Develop a hierarchy of streets to create a more fine-grained environment within the north and south subdistricts of County Road 42.
- Create a distinctive pedestrian-friendly, walkable and bikeable environment of well-designed, connected and amenity rich networks.
- Develop public realm and architectural guidelines to enable new development to work harmoniously with the overall district vision plan.
- Integrate electric vehicle charging stations throughout project.



# 2 Reinforce Placemaking

## REINFORCE CENTER VILLAGE IDENTITY AND WAYFINDING THROUGH COORDINATED, BRANDED PLACEMAKING STRATEGIES

- Implement a distinctive identification system and a consistent vocabulary of design elements to orient and attract diverse visitors for multiple reasons.
- Implement an iconic “bridge as a gateway element” that announces the new mixed-use community along County Road 42. This true bridge crossing provides a primary pedestrian and bicycle connection beneath from the North and South Neighborhoods to the Center Village.
- Develop a vibrant and robust online presence to complement and enhance the existing and new bricks and mortar environment.
- Navigation of the ring road system, particularly from the medical campus to McAndrew’s and to the retail area.



## 3 Broaden **Land Use**

### **BROADEN THE MIX OF LAND USES WITHIN THE NORTH AND SOUTH NEIGHBORHOODS**

- Encourage development that brings more varied land uses, including different types of housing.
- Support a range of commercial uses to serve the emerging local community as well as attracting regional patronage.
- Support a mix of retail options, including smaller, more fine-grained uses as well as larger footprint structures. Provide options in the framework to accept both.
- Develop a varied system of open spaces, including parks, plazas, “green streets,” winter gardens, etc., to promote year-round experiences for everyone.
- Provide housing options to meet the needs of a range of users, socio-incomes and cultural back-grounds.
- Introduce civic uses and work environments, including government, library, or other state-of-the-art resource and communication centers, and co-working/meeting spaces, to attract a wider range of visitors to the district.
- Encourage vertical mixed-use development within the district core to enhance live, work and play opportunities.



## 4 Enhance **County Road 42**

### **DEVELOP STRATEGIES TO ENABLE BETTER MOVEMENT ON COUNTY ROAD 42 WHILE MITIGATING ITS IMPACT ON THE SURROUNDING DISTRICT**

- Explore options for CR 42 crossings from south to north, including state-of-the-art underpasses, an “iconic” bridge on CR 42 with non-motorized traffic below that creates a connected pedestrian friendly and safe passage.
- Integrate at-grade enhancements and cues for automotive users that enable safe pedestrian movement.
- Explore options to maintain CR 42 efficiency while buffering the impact of motor vehicles on the north and south subdistricts with landscaping or “art walls.”



# 5 Improve **Connections**

## IMPROVE CONNECTIONS TO ADJACENT DESTINATIONS AND REGIONAL SYSTEMS: FOCUS ON BROADENING MOBILITY OPTIONS AND ESTABLISHING LINKS

- The health of the Center Village is dependent — in part — on how well it is connected to other places. Focus on improving connectivity for all modes of movement, including transit, ride-hailing, autonomous vehicles and non-motorized movement.
- Integrate multi-modal transit systems into the Vision Plan, to make it convenient and attractive for the adjacent neighborhoods, employment centers like Collins Aerospace, Buck Hill and the Medical District to connect to Center Village.
- Locate a transit hub to serve the Orange Line Bus Rapid Transit Extension (OLX) and MVTA needs that creates a synergy with adjacent uses and builds vitality within the district.



# 6 Prepare for **Change**

## FROM CLIMATE CHANGE TO HOW WE SHOP, RECREATE AND MOVE, BUILD COMMUNITIES THAT REFLECT THE 21ST CENTURY WORLD

- Build upon Burnsville’s reputation as a “green” leader by integrating district systems for water, energy, stormwater and integrating technological advances seamlessly into the design of new buildings, landscapes and infrastructure, such as “smart streets” that are “tech ready” e.g. designed to accommodate wireless, interactive information kiosks, charging stations for electric vehicles, etc. to elevate Center Village as a state-of-the-art environment that will attract increasingly tech-savvy populations.
- As one moves away from CR 42, “set the stage” for new, environmentally friendly land use patterns and a system of streets and blocks that encourage walking and biking and limit auto impacts.
- Anticipate emerging new models and patterns for shopping, including the tremendous impact of online shopping and ride sharing. Store sizes may decrease, allowing for a finer grained pattern of shops that integrate more naturally into a neighborhood context.
- Remain flexible in the design of buildings, parking structures, streets and open space/parks and plazas to accommodate changing patterns of mobility and the evolving tastes and needs of a broader spectrum of cultures and a more active aging population.
- Enhance the Orange Line station as a “mobility hub” that integrates alternative transportation choices, virtual trip-planning, etc.



## 7 Welcome **Community**

### CREATE WELCOMING ENVIRONMENTS THAT ARE EQUITABLE FOR AN INCREASINGLY DIVERSE POPULATION

- Create indoor/outdoor spaces that offer unique opportunities and experiences for Burnsville and don't compete with amenities and offerings at other venues such as HOC. Programming should be coordinated for year-round and exceptional experiences.
- Develop places and activities that create an inclusive, welcoming environment for all people, including, ages, genders, ethnic and religious backgrounds.
- Explore the viability of an indoor/outdoor international food hall venue that includes a wide range of small vendors.
- Develop a free, outdoor venue to bring people together to enjoy music, literary and theatrical performance. This could be similar to "Shakespeare in the Streets" or "Music in the Parks", "Reading in the Parks".
- Provide new "cool" opportunities and venues for all ages to come to the district for a variety of reasons, ranging from sports to education to shopping, eating and worship.
- Promote local and regional artists to infuse the district with cultural meaning that reflects the unique history and environment of Burnsville and diversity of its population.



## 8 Strengthen **Burnsville Center**

### TARGET INVESTMENTS THAT ELEVATE EXPERIENCE

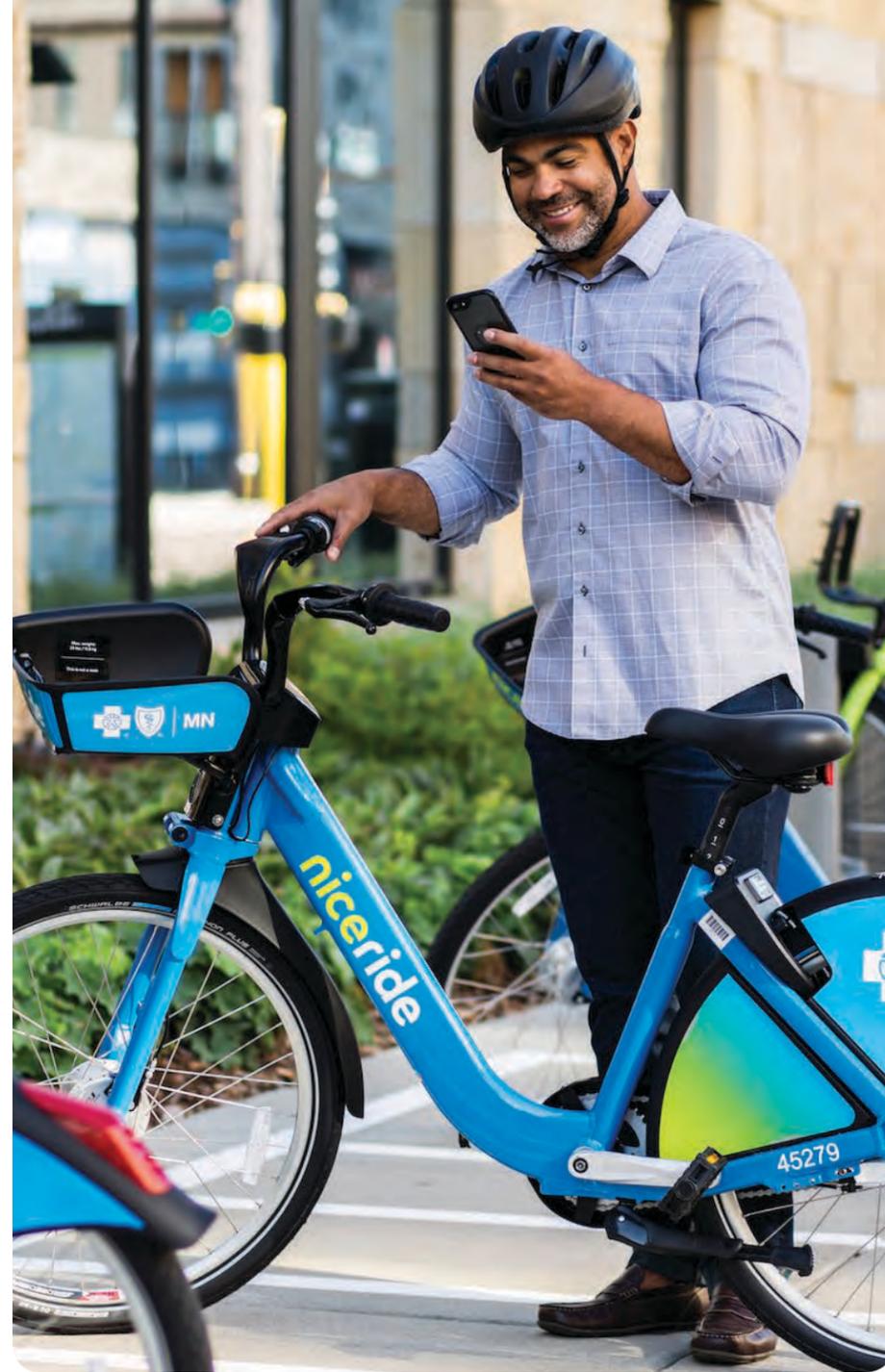
- Mix it up by adding a variety of experiences for all users, year round.
- Create a welcoming approach through investments in the public realm, wayfinding, architectural enhancements and daylighting.
- Up the food game through offering variety and choice for all ages - e.g. pop up specialty, food trucks, healthy choices such as farmers markets and international offerings and markets.
- Make it Burnsville – identify and create an authentic brand identity that reflects what is uniquely Burnsville.
- Create Places to play for all ages. Provide a range of play and entertainment venues in outdoor and indoor settings and activated for seasonal experiences.
- Elevate service and technology to capture tech-savvy workers, visitors and residents.
- Promote flexible parking to unlock mixed use potential of the entire site.



## 9 Promote Health and Wellness

### IMPROVE ACCESS AND CONNECTIONS TO RESOURCES THAT PROMOTE HEALTH AND WELLNESS

- In addition to developing a more walkable and bike connected district, add active uses to Center Village and the emerging North Neighborhood to encourage physical activity.
- Collaborate with Fairview, Park Nicollet and other major employers to promote active living and provide resources about food and nutrition, and health and wellness.
- Encourage a minute clinic to get established in Burnsville Center.



## 10 Introduce Innovation and Creativity



### BE CREATIVE!

- Introduce new programming, ideas, technologies, land uses and architectural character that will attract people to this “new” place year round.
- Identify the experiences making waves in the neighborhoods of the Twin Cities (and other cities) and bring them to Burnsville to breathe freshness and excitement into Center Village. This could include maker space for artisans, shared work environments, brew pubs, galleries, and so forth.
- Be flexible: new opportunities may emerge which are not specifically identified but may align with the overall vision of the Plan.
- Develop a process for evaluation of opportunities to determine alignment with vision plan.



# REDEVELOPMENT VISION

CHAPTER

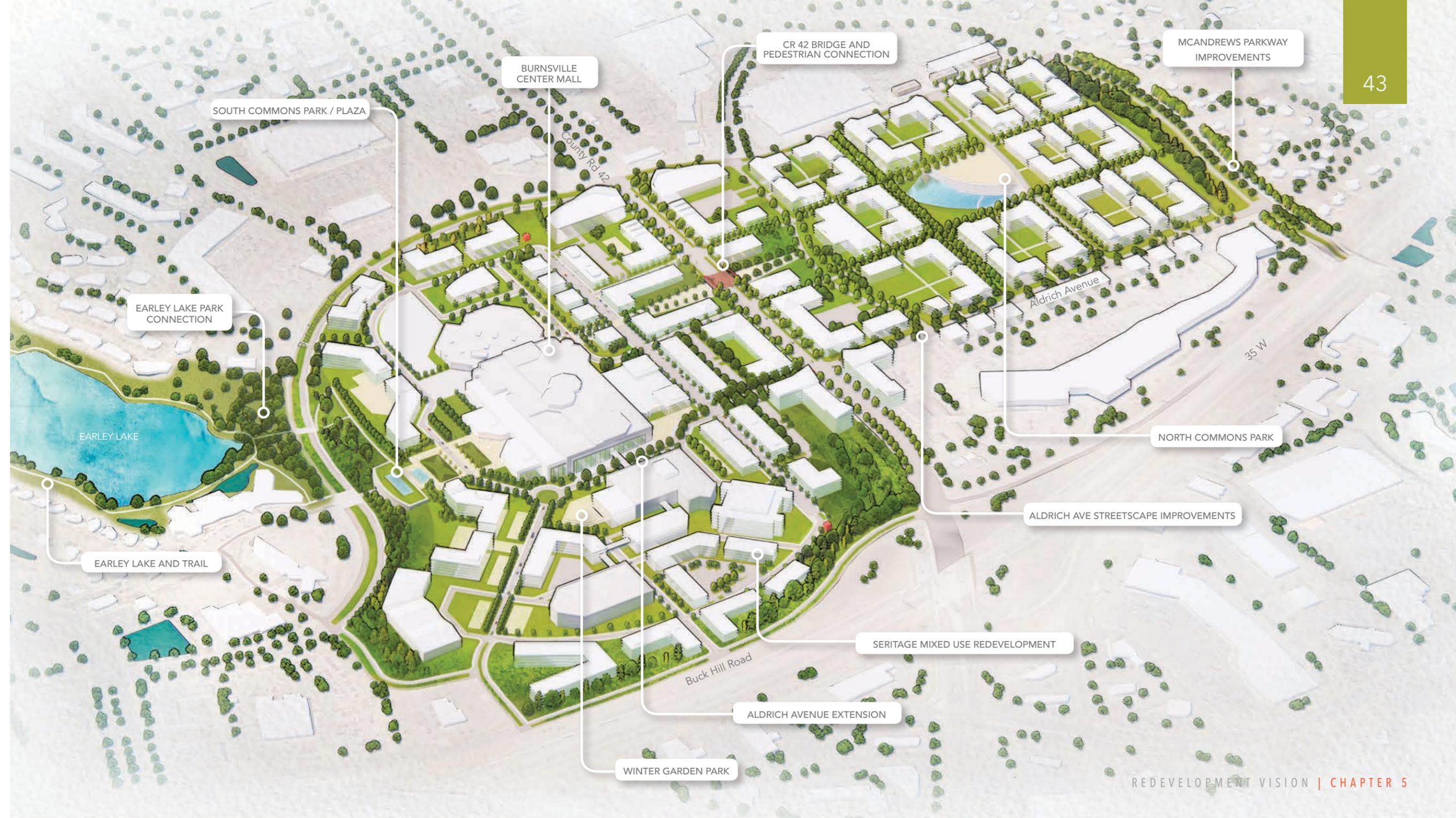
# 05

## 5.1 Center Village Vision

### INTRODUCTION

The Center Village Vision responds to multiple forces that are impacting retail areas across the country. With the advent of online shopping and downsized stores, an astonishing array of new technological breakthroughs, a more diverse cultural composition and the customer's desire for a more varied, stimulating and authentic experience, indoor malls have begun to externalize and urbanize, broadening their offerings by adding housing, hotels, civic uses, a clinic, co-working spaces, plazas and parks, maker spaces, brew pubs, better transit access and traffic-calmed streets to the mix of attractions that create a more "complete" community.

The transformation from an entirely auto-centric, single-use district to a more sophisticated and balanced "place" takes many years to achieve. The Vision Plan is recommending an incremental path forward — much like the way cities have always evolved — recognizing that small successes are critical first steps towards realizing a sweeping vision. The following are building blocks that, together, comprise the Vision Plan.



# 5.2 Key Components

## IMPROVEMENTS

- The plan illustrates smaller blocks to support a neighborhood scale and quality with an emphasis on a pedestrian friendly experience
- A variety of retail, dining, housing, office and entertainment experiences are connected by roads, alleys and plaza/gardens to create a vibrant livable neighborhood
- Parking structures are placed to the perimeter of the Mall redevelopment to support visitors and workers while creating quick access to the Mall and other experiences
- Transit is integrated to support ease of movement and support one trip many experiences
- The Mall is renovated to refresh the experience and expand the offerings
- New spaces and places provide large and small gathering for community events, festivals and a variety of programmed and impromptu experiences
- Technology rich environment throughout Center Village provide a connected environment anywhere and everywhere



## MASTER PLAN

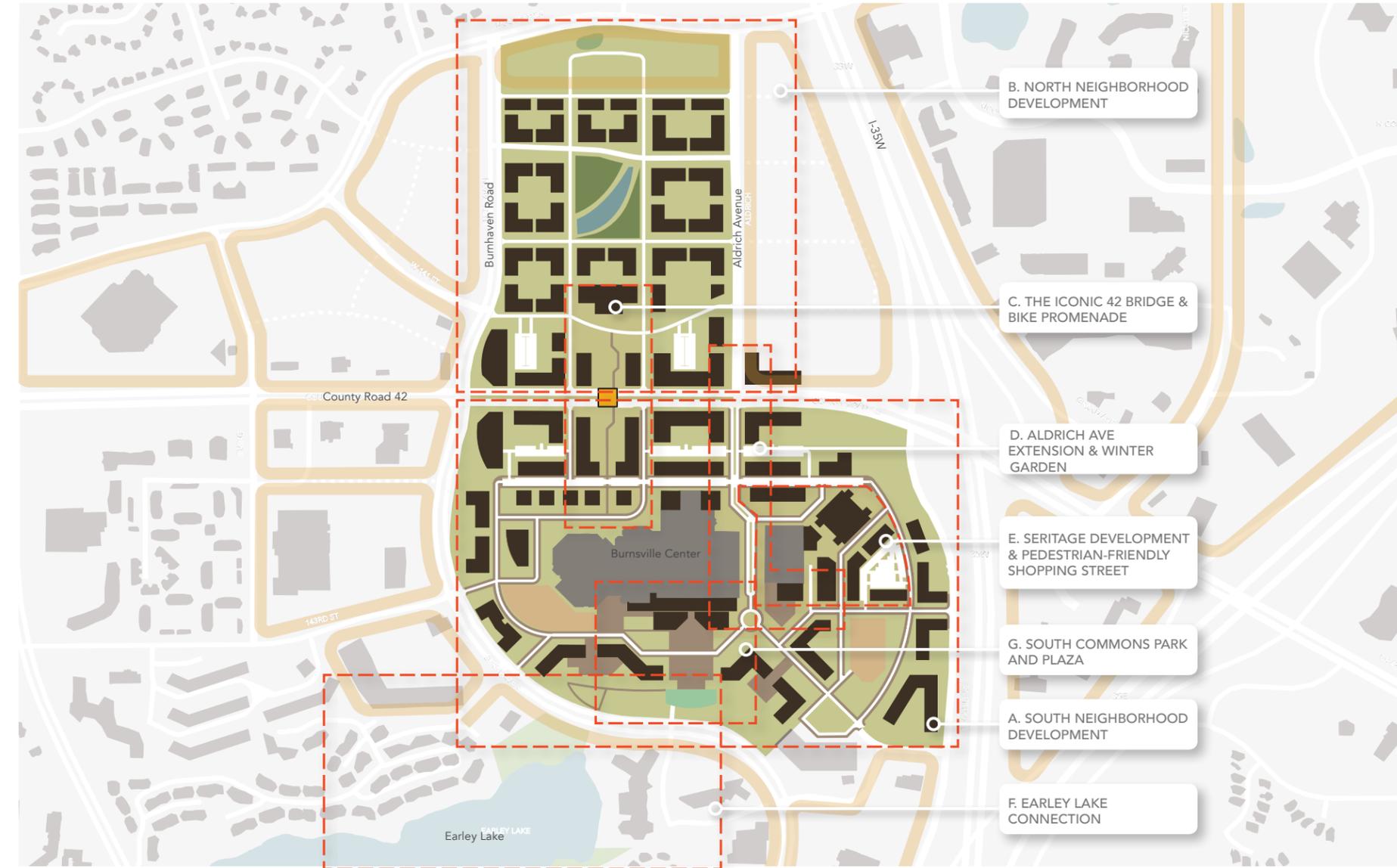


Fig. 17: Master Plan - Key Components

# A. South Neighborhood Development

## AREA SOUTH OF COUNTY ROAD 42

- The North and South Neighborhoods of Center Village are separated by County Road 42.
- Signature buildings create a gateway to the District heading West along with new branded signage and enhanced landscape provide combine to provide a new image for Center Village
- The South Neighborhood integrates new redevelopment associated with a refreshed Mall; offering extensive new shopping, entertainment, community gathering, work, education and housing opportunities in a walkable connected mixed-use environment
- The placement of the OLX station is recommended to be located within the South Neighborhood to support new housing, office, retail in a mixed-use development.

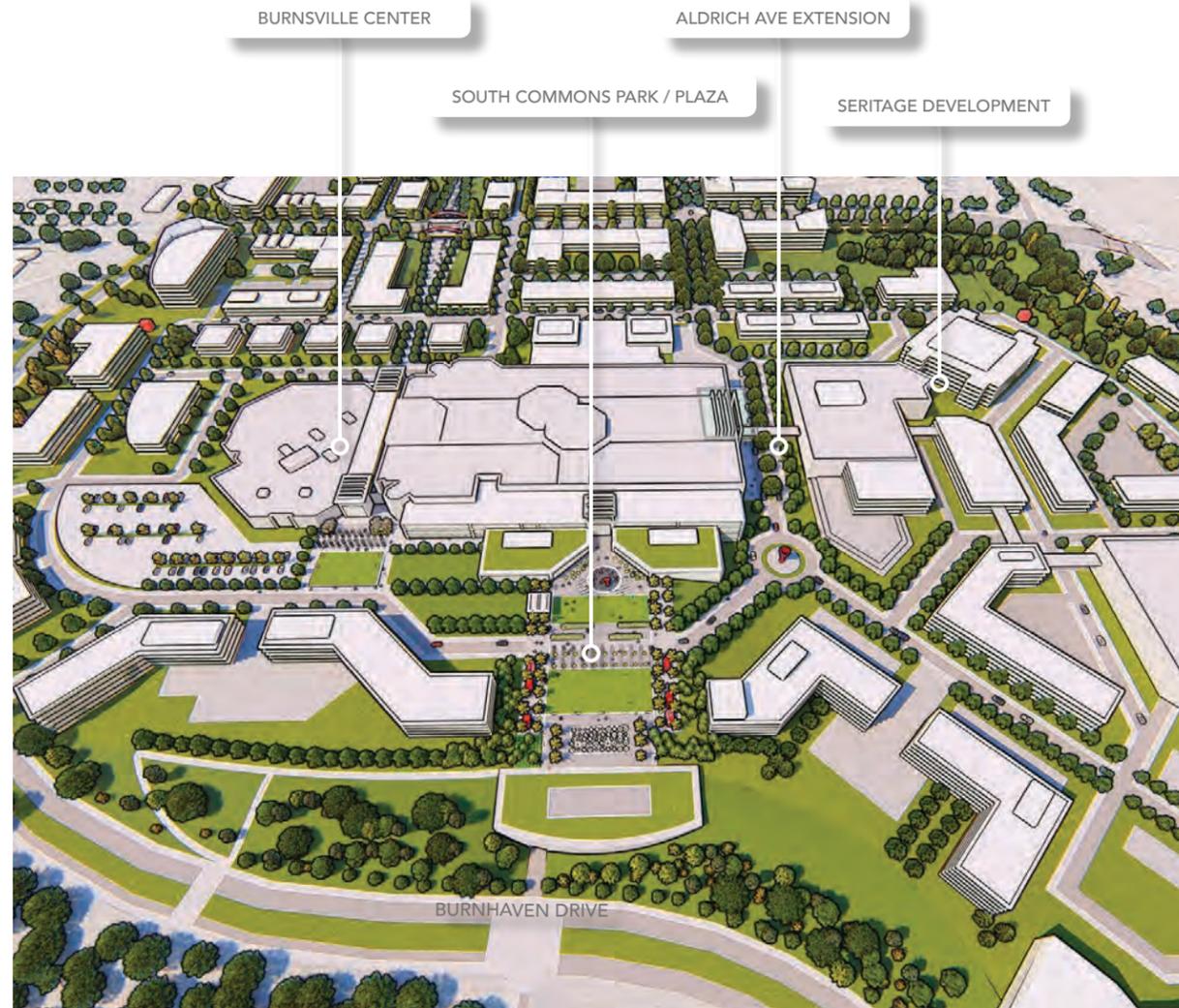


Fig. 18: View from South looking North to County Road 42.

# B. North Neighborhood Development

## AREA NORTH OF COUNTY ROAD 42

- Over time as redevelopment opportunities present themselves, new smaller blocks of mixed-use development will begin to create this new north neighborhood
- North Park Commons provides a neighborhood scaled park with unique features and integrated stormwater management
- A green network of streets, paths and open space make this an inviting and unique neighborhood within Center Village



Fig. 19: View from McAndrews Parkway looking South toward the Burnsville Center Mall.

## C. Iconic 42 Bridge & Pedestrian Bike Promenade

### CREATE GATEWAY ON COUNTY ROAD 42

- County Road 42 is an important connector to and through Center Village and moving traffic will remain paramount
- Signature architecture creates a gateway to Center Village combined with enhanced landscape and wayfinding to brand a new image for Center Village.
- A new iconic bridge structure allows unimpeded pedestrian and bike movement below, linking the north and south neighborhoods to transit, shopping, jobs and housing.



Fig. 20: View from north over Iconic 42 Bridge and Pedestrian/Bike Promenade

## D. Aldrich Ave Extension & Winter Garden

### EXTEND ALDRICH AVE SOUTH THROUGH MALL

- Extension of Aldrich Avenue south through the Mall provides an enhanced streetscape scaled for shoppers
- This road provides direct access into this mixed-use development and sets up new patterns of movement not associated with the Mall ring road
- The south facing Winter Garden provides a seasonal indoor/outdoor experience
- Programmed experiences, food beverage and entertainment will activate the garden with creative and “cool” experiences

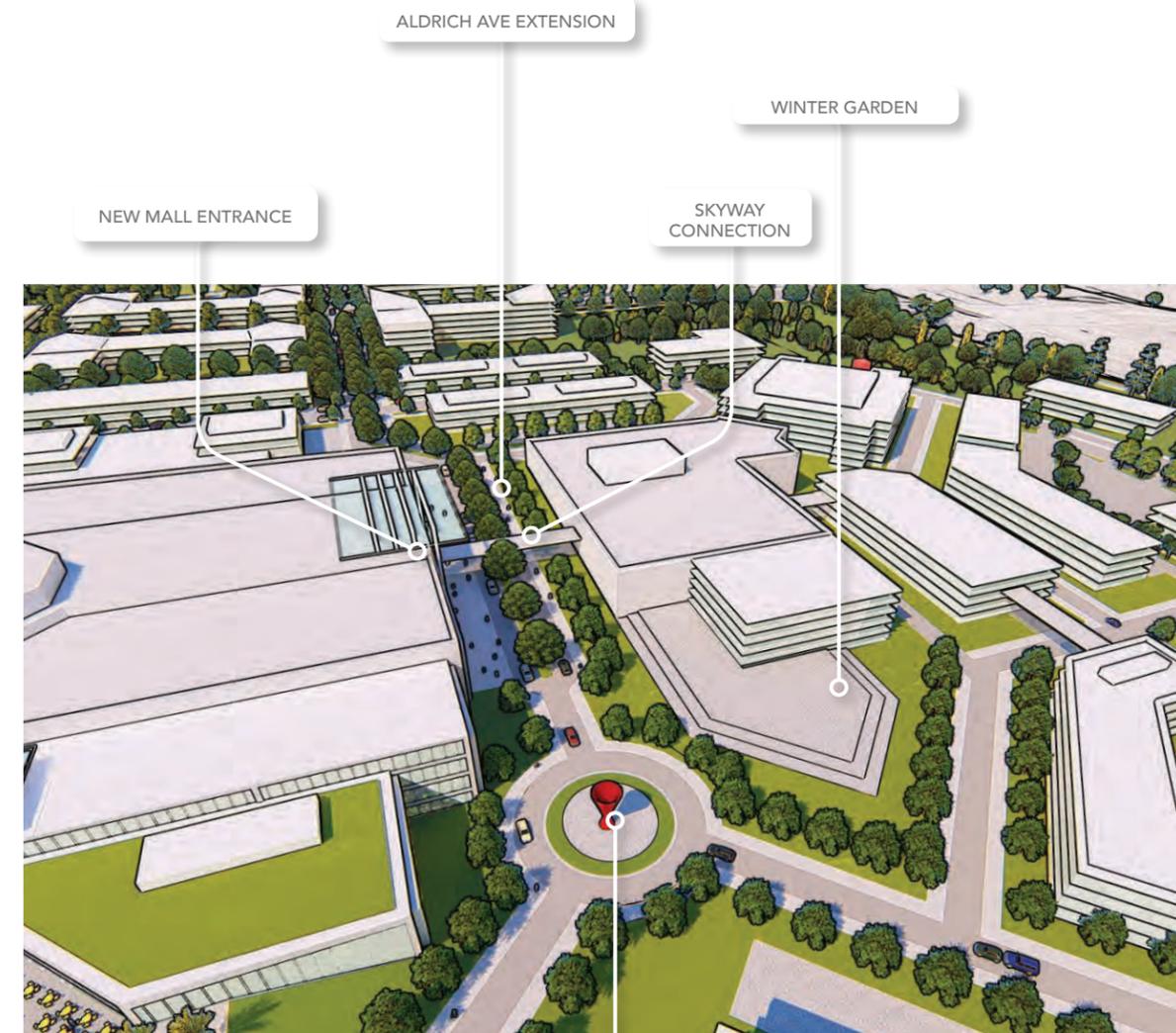


Fig. 21: View of Aldrich Ave Extension & Winter Garden from southeast

## E. Seritage Development & Ped.-Friendly, Shopping Street

### POTENTIAL REDEVELOPMENT OF THE SERITAGE PROPERTY

- The potential redevelopment of the Seritage property into a mixed-use development will be a catalyst project for reinvestment and a reset/refresh for the south neighborhood
- Integration of the Orange Line Extension (OLX) station could provide an excellent opportunity to support employee, business and residents of this high-quality amenity
- Skyway connections from the new development directly into the Mall provides easy and protected connectivity
- Structured parking will be located at the periphery or integrated into new developments to open up surface lot space for redevelopment



Fig. 22: View of Seritage Development and Pedestrian-Friendly Shopping Street

## F. Earley Lake Connection

### IMPROVED ACCESSIBLE CONNECTION

- Improved accessible connection from the South Commons Park Plaza to Earley Lake
- Enhanced Earley Lake Park provides community connections to this natural amenity and trail system

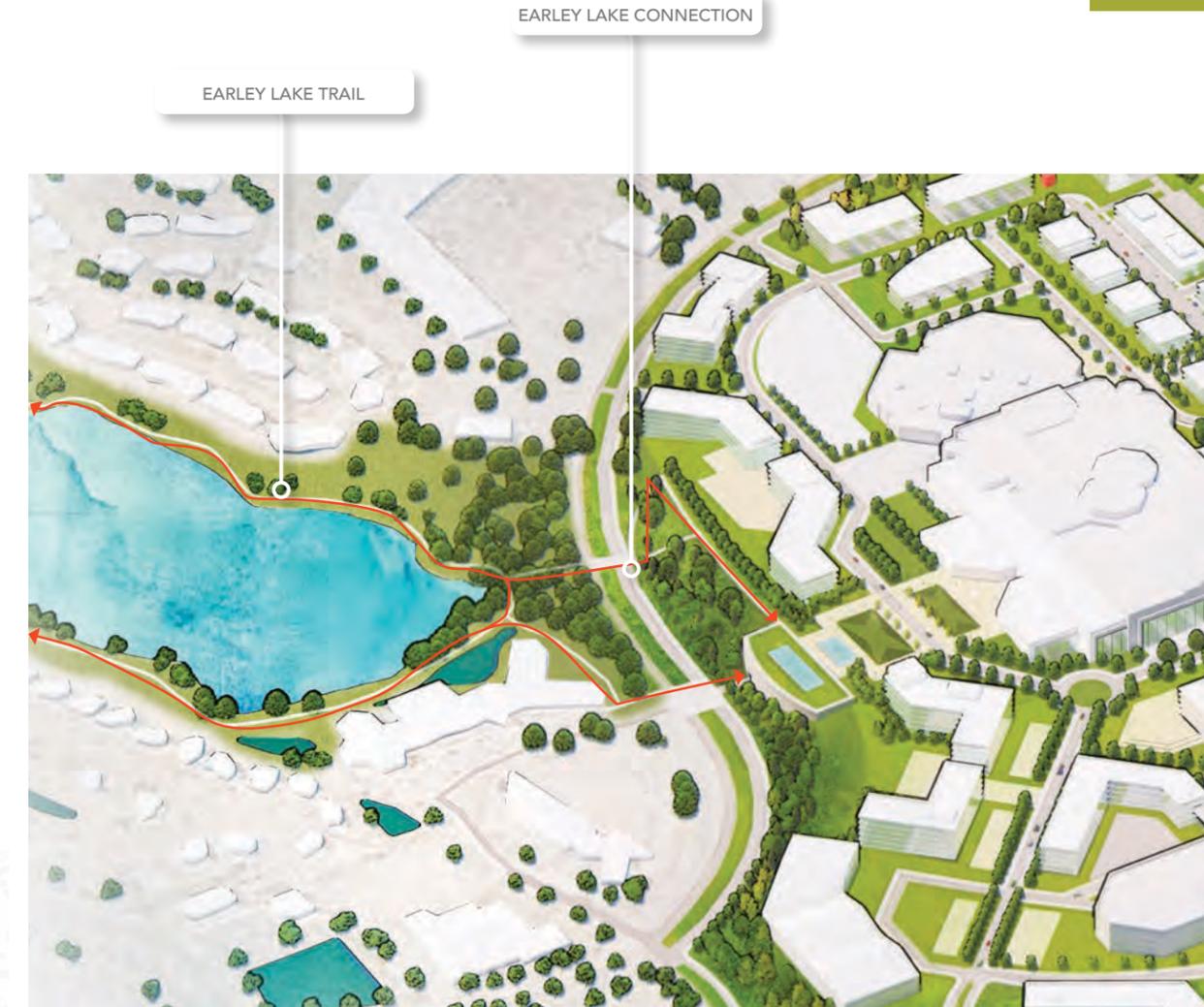


Fig. 23: View of Earley Lake Connection

# G. South Commons Park and Plaza

## HEART OF THE SOUTH NEIGHBORHOOD

- South Commons Park is the heart of the South Neighborhood with an open space park and plaza
- South facing exposure takes advantage of the view to Buck Hill, Earley Lake and wooded slopes beyond
- Indoor/ Outdoor shopping and dining experience activates the perimeter
- Large flexible gathering lawns and plazas support a variety of events and festivals for 250 plus people
- The Plaza is located over structured parking accessed from Burnhaven Drive
- Integrated green infrastructure includes, green roofs, permeable pavers, underground retention of stormwater and reuse
- New trees reduce the heat- island effects and provide shade along with native and edible gardens and landscape for an enhanced environment which is sustainable and inviting in all seasons
- Innovative technologies such as solar and wind power
- Daily and seasonal programming activates the space with new cool experiences like food trucks, athletic events and performances
- Designated area for rideshare and autonomous vehicle designated pick-up
- Play areas, ice-skating loop, climbing walls, edible gardens, rotating art or other signature elements for active and family friendly opportunities



- Key**
- |  |   |
|--|---|
| 1. View towards Buck Hill, Earley Lake, and wooded slopes beyond | 4. Flexible overhead structure                              |
| 2. Water feature/interactive space                               | 5. Enhanced mall entrance                                   |
| 3. Large, flexible gathering lawns                               | 6. Grand allee with flexible space for seasonal programming |
|  | 7. Seating area   |



Fig. 24: Existing View



Fig. 25: Proposed View



Fig. 26: View of South Commons Park and Plaza (opposite page)

## 5.3 Retail Improvements

### THE MALL REDEVELOPMENT

*The Mall* — There are a number of things that can happen quickly to reposition Burnsville Center as a regional presence in the metropolitan area. The mall itself suffers from deferred maintenance; in comparison to other similar malls in the region, it lacks the sparkle that comes with TLC. Aging carpet and shuttered storefronts give a sense of disinvestment. Investment in the “public” portions of the mall would provide a much-needed shot in the arm. Improvements should include public space refresh, additional food and beverage options, reimagined food hall (Revolution Hall at Rosedale Center), entertainment attractions, refreshed entrances, and new unique offerings.

*Seritage Property* — Seritage’s owners are ready for change. They have already developed potential concepts for adding land uses and creating a more intimate pedestrian-focused network of streets and pathways. One of those concepts is integrated into the Vision Plan. The long-range plan envisions the extension of Aldrich Ave. south between the mall and the Seritage property, creating new front doors for both and presenting the possibility to introduce new, smaller retail or food and beverage outlets along the street front.



### THE NORTH NEIGHBORHOOD

*The North Neighborhood Retail* — There is general agreement that the North Neighborhood retail is working well, although some upgrading of older buildings may be in order. The Burnsville Market Place and Cub Food sites provide immediate opportunities to establish a new development paradigm. The Center Village Vision is designed to be flexible and adaptable, eventually transitioning to a pattern of streets and blocks capable of accommodating both large and small footprint stores and new land uses.





### BURNSVILLE CENTER ARCHITECTURAL TRANSFORMATIONS

*The Burnsville Center Court* — It is about heart share not market share. Connect the center to the need of leaving something behind that makes this a better world. Create a holistic approach to multi-sensory engagement that is as beautiful as it is haptic, sonic, and escapist.

*Modernize the Interior* — To restore balance, the retail center needs to engage all senses. To respond to customer expectations, developers need to evolve to deliver a unified approach – one that integrates physical, digital, and mobile retail into one seamless experience.

*Up the Food and Retail game* — Provide a dramatically

enhanced overall food and beverage experience that captures more trip occasions from a more diverse base of clientele. Compete with E-tailers by maximizing convenience. Unburden shoppers – offer bag-drop and pick-up, same day local delivery and next day service form the mall. Allow for distribution points for Amazon pick-up and returns. Relieve the pain point of returns and drive footfall.

*Daylighting* — Experiences shaped with natural light tend to meet more of consumer’s underlying psychological needs and often shared with other people, giving a greater

sense of connection and form a bigger part of our sense of identity.

*Programing the Space* — Create multiple spaces that create a sense of place and community. Provide art and cultural offerings to make unique, activated areas. Create communal spaces dedicated to the idea of inclusionary prosperity to monetize the art of conversation. Institute a year-round daypart agenda of signature events that will resonate in the minds of the community.

*Entrances* — Create key welcoming points and dramatic entrances that open up the space to the outside world.

### BURNSVILLE CENTER WAYFINDING AND LANDSCAPE

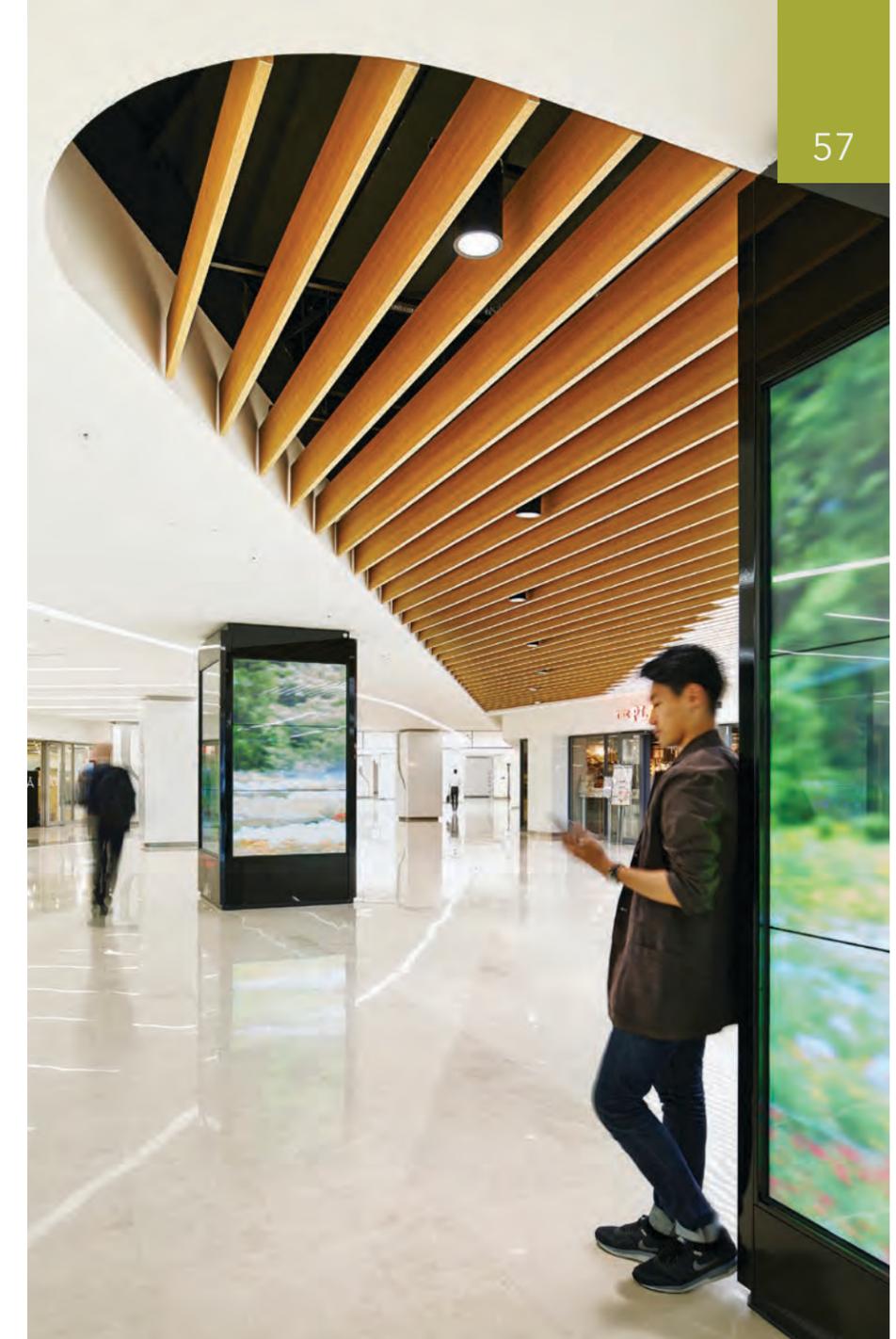
Create outdoor seating areas, sports fields and parks to generate destination spaces for play. These lost leaders can generate much needed footfall to existing retail. Remove unneeded parking to make space for denser mixed-use development, in-turn driving higher foot traffic. Rethink pedestrian and vehicular traffic to allow for denser parcelization, which can help to create more walkable, and human-scaled districts.

### DEMONSTRATED SUCCESS IN PUBLIC/PRIVATE PARTNERSHIPS

Locally, the cities of Edina and Minnetonka have been able to create public/private partnerships with mall owners to enhance pedestrian access, establish permanent transit facilities, improve public infrastructure, increase investment in the mall and open up new opportunities for infill development. Both cities have used TIF financing to create strong partnerships to promote the positive evolution of these important community destinations.



Fig. 27: Southdale Mall in Edina, MN: Local example of public/private partnership



# 5.4 Transportation and Infrastructure

## ROAD NETWORK & PARKING

The vision for the road network in the study area is to increase connectivity as redevelopment takes place. As redevelopment of larger parcels on the north side of County 42 occurs, the plan proposes the introduction of a gridded network of approximately 400-foot blocks. With development, two new cross streets are envisioned between Aldrich Avenue and Burnhaven Drive. Discussions with transportation stakeholders (Dakota County, Metro Transit, MVTA, and MnDOT) suggest that a grade seperated vehicular crossing could relieve pressure on County Road 42 and that maintaining a three-quarters access point at one of these streets to relieve pressure on the signalized intersections at Aldrich Avenue and Burnhaven Avenue would be beneficial. Traffic in the study area is already perceived to be heavy and additional development/redevelopment in the area is likely to add vehicles to the road network. Therefore, a detailed traffic study is recommended to determine the traffic modifications needed to support the redevelopment plan. Ongoing coordination with transportation stakeholders will be needed to ensure that the transportation system is designed to handle existing and proposed traffic.

On the south side of County Road 42, the plan proposes that Aldrich Avenue extend through the existing mall structure and connect to the existing exits at the southeast corner of the site. This extension would increase the street frontage of the businesses in the mall as well as increase the connectivity of the mall area. The plan also proposes straightening out and relocating the ring road on the north side of the mall to be closer to the mall building and to function as a strolling street that is a slower, walkable, and inviting environment for shopping, dining, and relaxing.

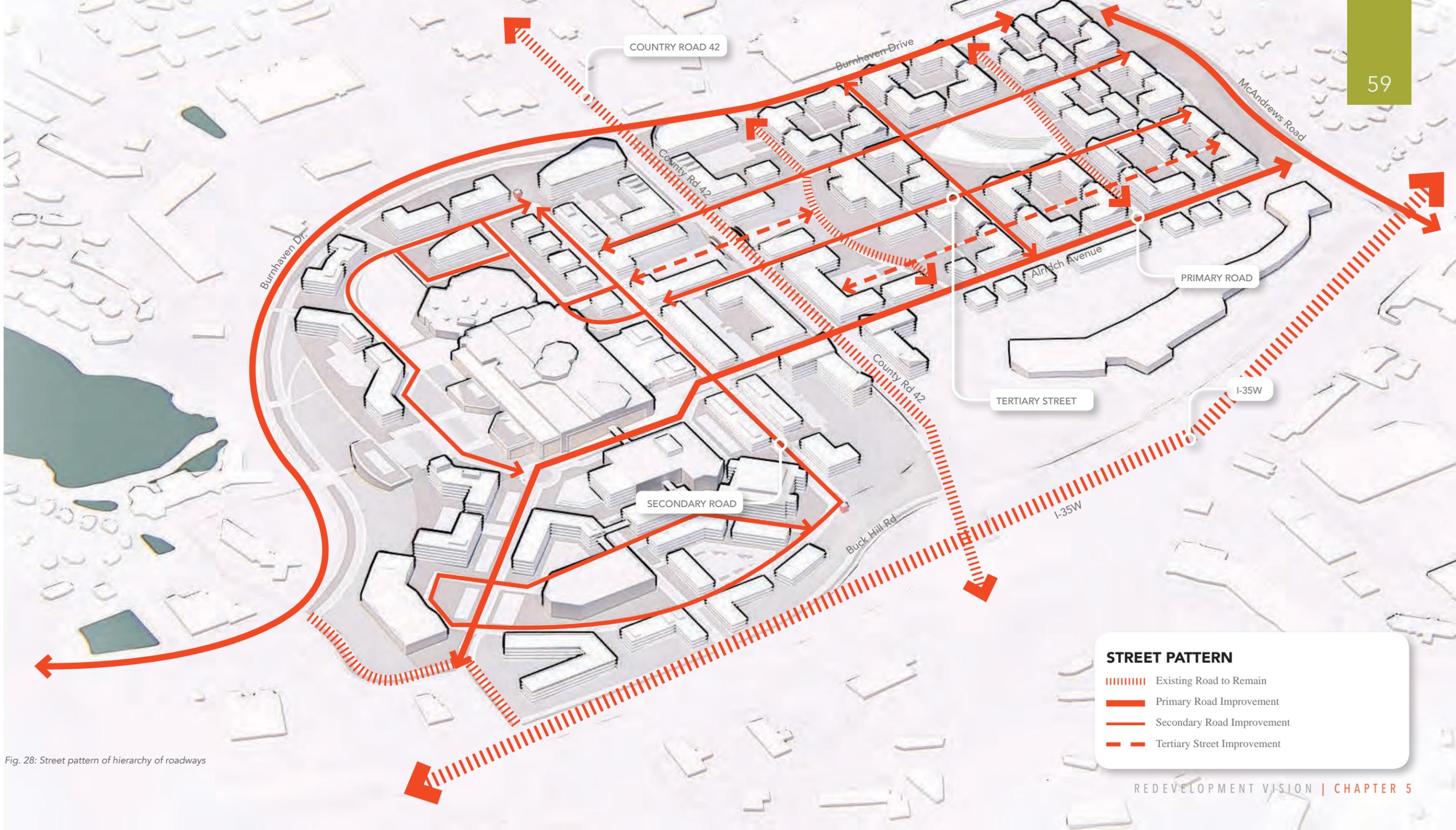


Fig. 28: Street pattern of hierarchy of roadways



Fig. 29: Existing Figure Ground

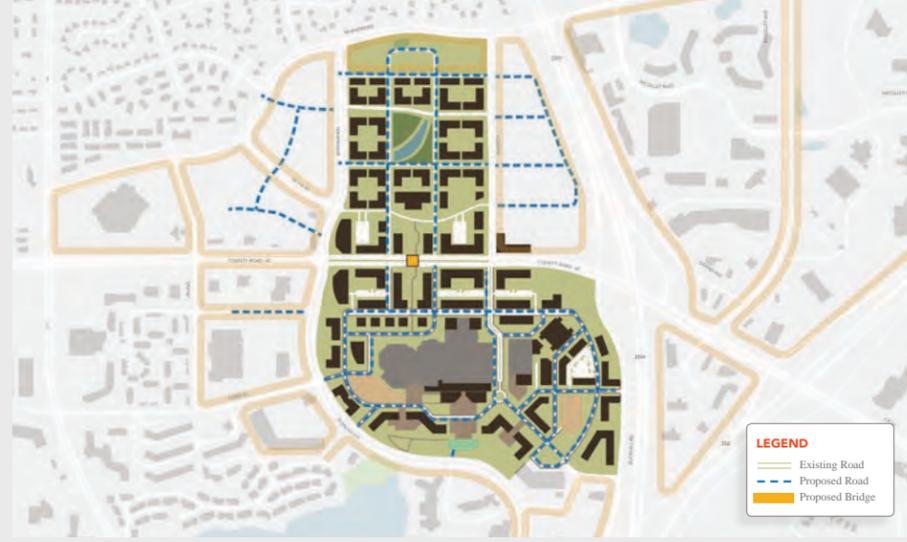


Fig. 30: Vision Figure Ground

### MIXED-USE BLOCK PATTERNS

An important feature of the Vision Plan is the development of a new street hierarchy, both north and south of CR 42. CR 42 will remain an important thoroughfare, moving traffic quickly in the east-west direction. Access to both the north and south sides will be at controlled intersections at Aldrich

Avenue and Burnhaven Drive. The current three-quarters access point between the two controlled intersections (about 600' between them) may need to be maintained at one or both of the proposed new cross streets between Aldrich Avenue and Burnhaven Drive to relieve pressure on the controlled

intersections. The proposed traffic study will provide greater insight on the access necessary in the study area. The two proposed cross streets could potentially improve traffic flows by dispersing the traffic flow. Acceleration and deceleration lanes can provide safe turning and merging movements.



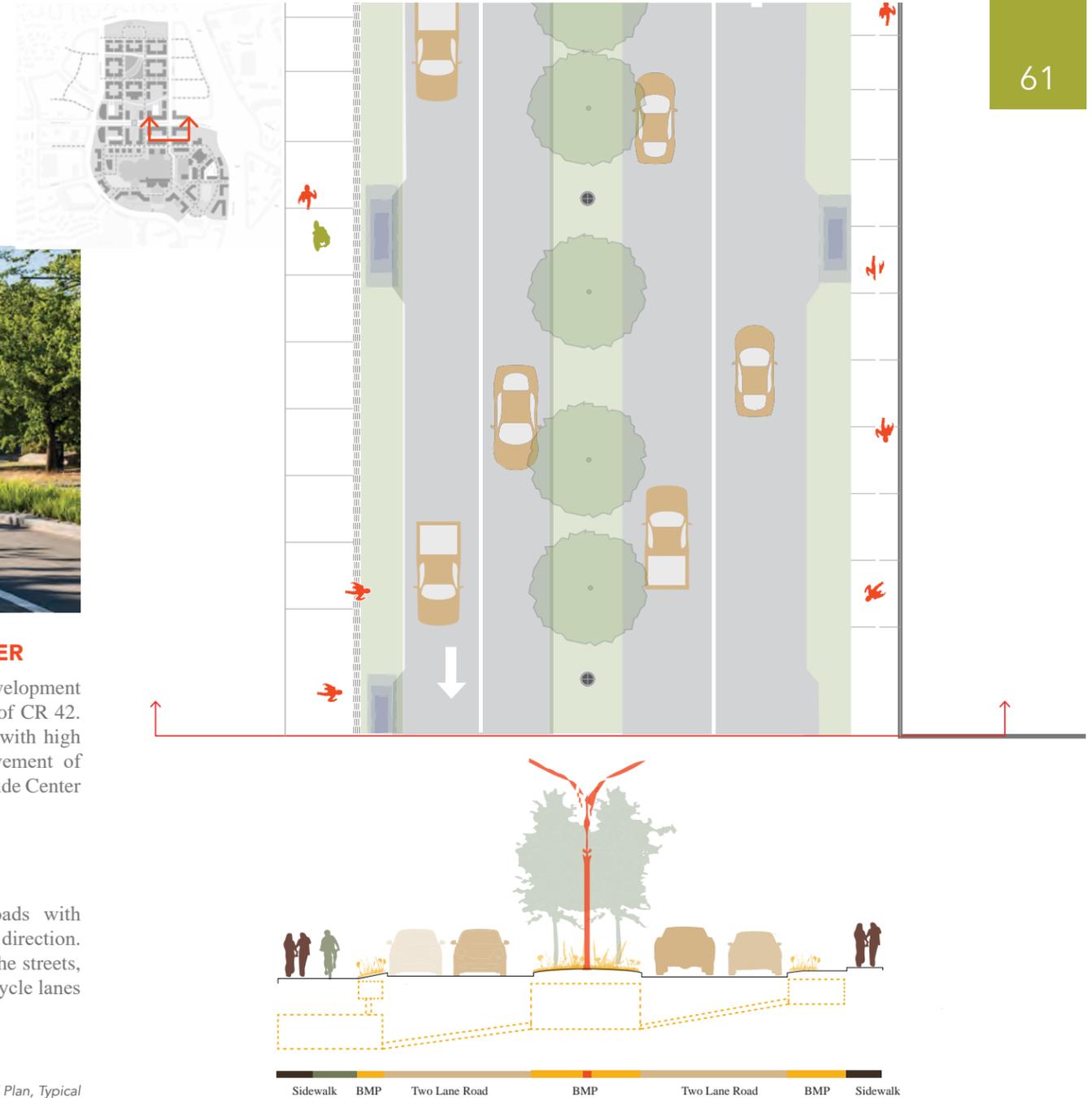
### STREET HIERARCHY AND CHARACTER

An important feature of the Vision Plan is the development of a new street hierarchy, both north and south of CR 42. CR 42 will remain an important thoroughfare, with high importance placed on continued efficient movement of vehicles through the corridor to destinations outside Center Village.

### PRIMARY ROAD

The Primary Roads are two lane traffic roads with a landscape median separating the traffic direction. Stormwater management, curb and gutter, line the streets, separating the traffic from the pedestrian and bicycle lanes on the elevated sidewalk.

Fig. 31: Primary Road - Section and Plan, Typical (i.e. Aldrich Avenue Extension)





**SECONDARY ROAD**

Within the 12 block North Neighborhood, the plan recommends a more balanced street system — pedestrian-friendly with calmed traffic, wide sidewalks, tree-lined streets, and a more traditional neighborhood feel. Cars will continue to have unimpeded access to the district’s primarily retail uses, such as Target, Best Buy, Costco and Total Wine. As the area evolves and new streets and blocks emerge, traffic will still have access as they do in Heart of The City, but the streets will be designed to calm traffic to provide a much safer pedestrian experience.

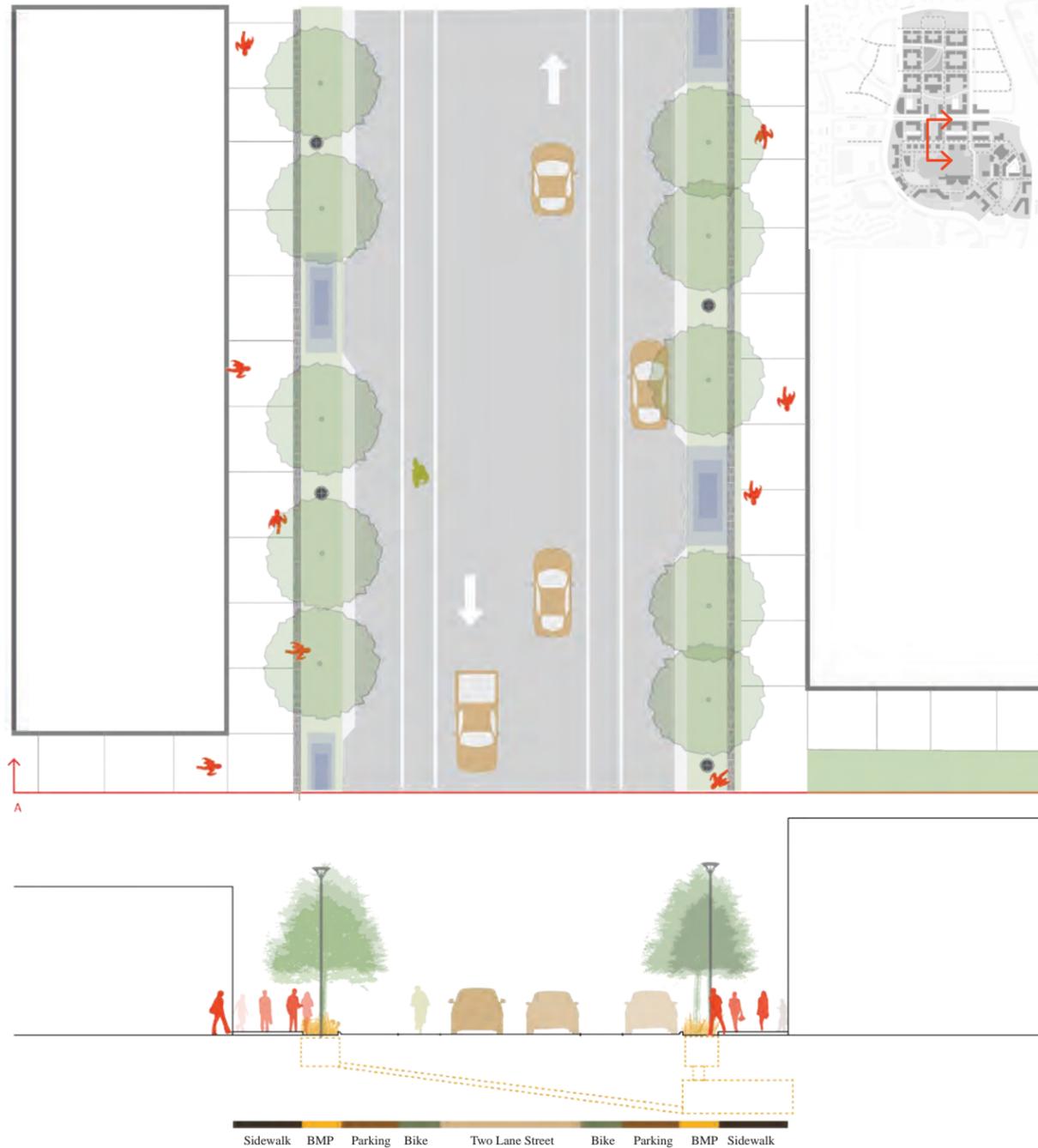


Fig. 32: Secondary Street - Section and Plan, Typical (i.e. Pedestrian-Friendly Shopping Street)



**TERTIARY STREETS**

South of CR 42, the plan recommends getting cars into parking areas — a mix of small strategically placed surface lots and parking structures (several smaller decks and two large ones at the east and west ends of the mall) — near the perimeter of the site. The smaller decks would service the smaller retail uses outside of the mall and the larger ones would focus on serving mall patrons. Skyway connections to the mall from the larger decks would be provided. By peeling cars off sooner, the internal streets can become less congested and more traffic-calmed, allowing new streets to be safe and pleasant for walking and shopping. Connections from the street to mall entries need to be visible and easily accessed from the new street network in all seasons. In addition, skyway connections from the ramps directly into the Mall are important links in a well-connected network.

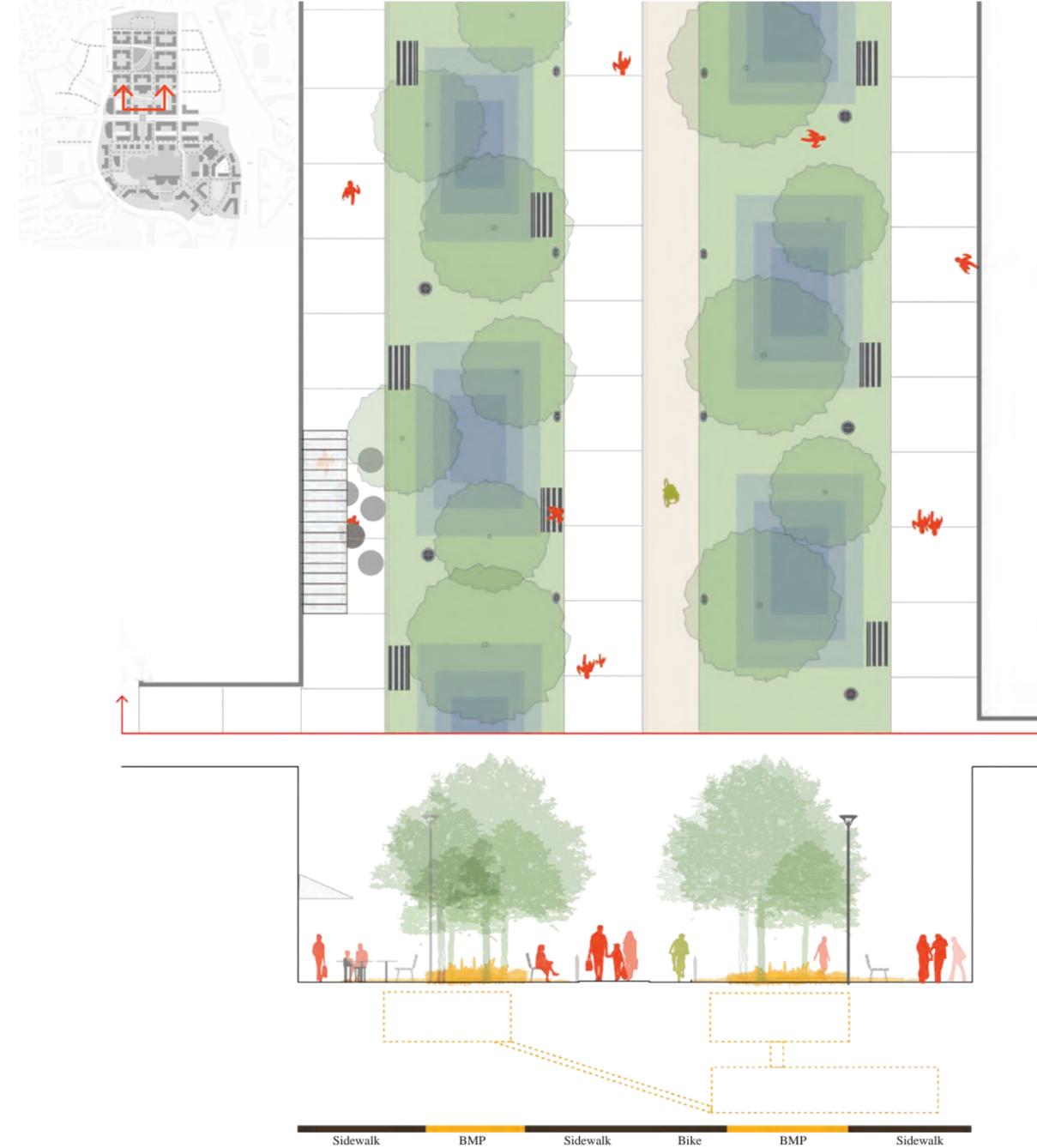


Fig. 33: Tertiary Street - Plan and Section, Typical

**COUNTY ROAD 42 CROSSINGS**

The plan recommends a combination of at-grade and grade separated modifications to improve the safety and comfort of those crossing County Road 42. Dakota County will be conducting a crossing study along County Road 42 in the near future that will look at crossing improvements in this study area as well as further to the east and west.

Some potential at-grade improvements that could be explored at Aldrich Avenue and Burnhaven Drive include:

- Altering the crosswalk to include colored or textured material
- Moving the stop bar further back from the crosswalk
- Introducing a pedestrian refuge

In addition to at-grade improvements, this planning process also analyzed the potential for a grade separated crossing below County Road 42 between Aldrich Avenue and Burnhaven Drive. The two options that the project team explored were a box culvert and a bridge. While a box culvert would likely be the most cost-effective option, an alternative in which County Road 42 is on two bridges over a bicycle and pedestrian trail would potentially be a more inviting option, with the open air and light from above. Retaining walls and connecting bicycle and pedestrian infrastructure will be required for the crossing. The location of this infrastructure is dependent on the timing of construction and the redevelopment of the surrounding land uses. Near-term alternatives, with limited property impacts, for the box culvert and bridge option and long-term alternatives that would follow redevelopment of existing land uses are shown in figures at right. These figures are all rough options that will require further scoping.



Fig. 34: York Avenue Underpass Near Southdale



Fig. 35: Option A - Culvert @ Existing Condition



Fig. 36: Option B - CR 42 Bridge with Pedestrian and Bike Connection Beneath

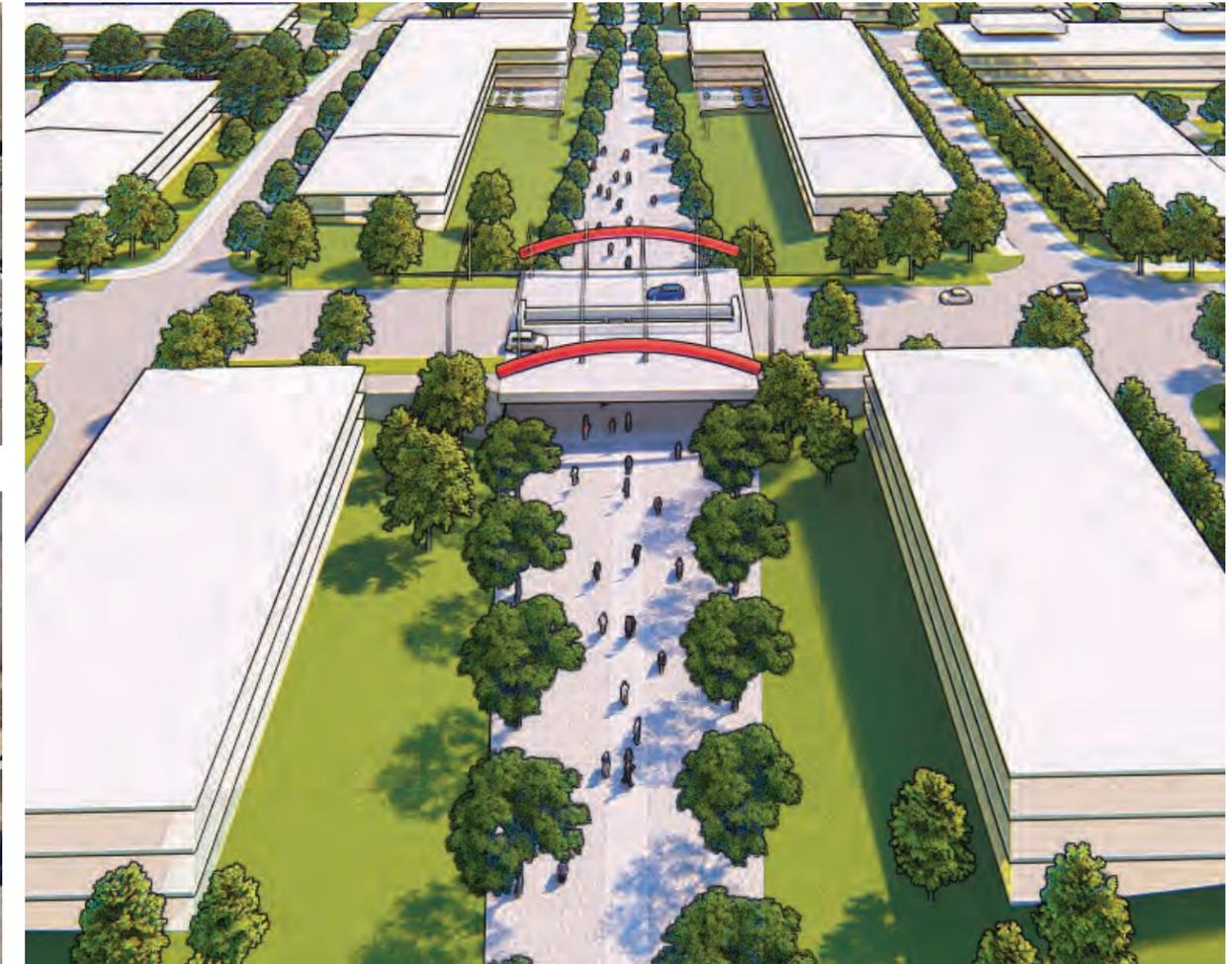


Fig. 37: Preferred - CR 42 Bridge with Pedestrian and Bike Connection

### REIMAGINING PARKING

The plan envisions a transition from surface parking to structured parking over time in the South Neighborhood (and likely the North), as development occurs and warrants the development of decks. The decks are recommended to be naturally ventilated, saving significant cost. Resident parking for new housing, office or hotel uses would be incorporated into the new structure, with below-grade facilities (“Fig. 40: Existing Surface Parking Analysis”).



Fig. 39: Precedent view of surface parking lot with integrated green space

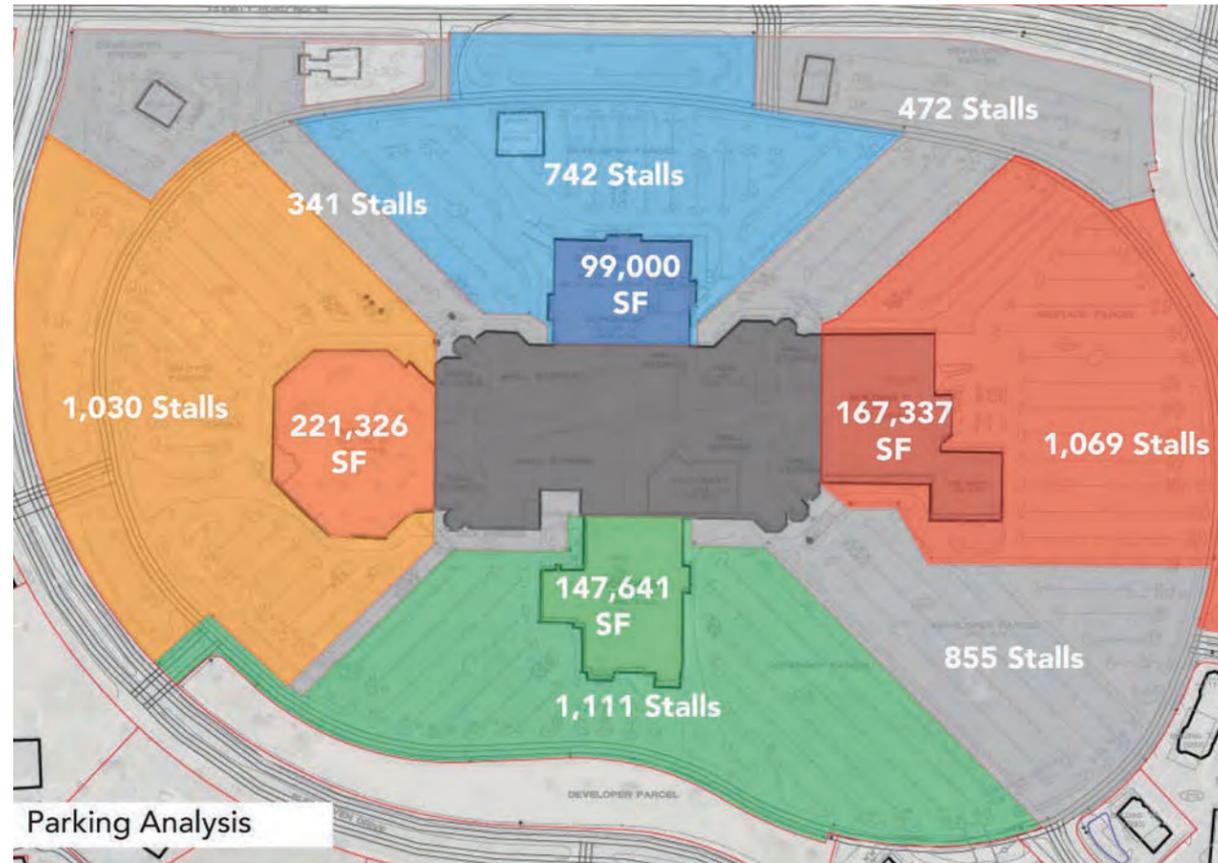


Fig. 40: Existing Surface Parking Analysis

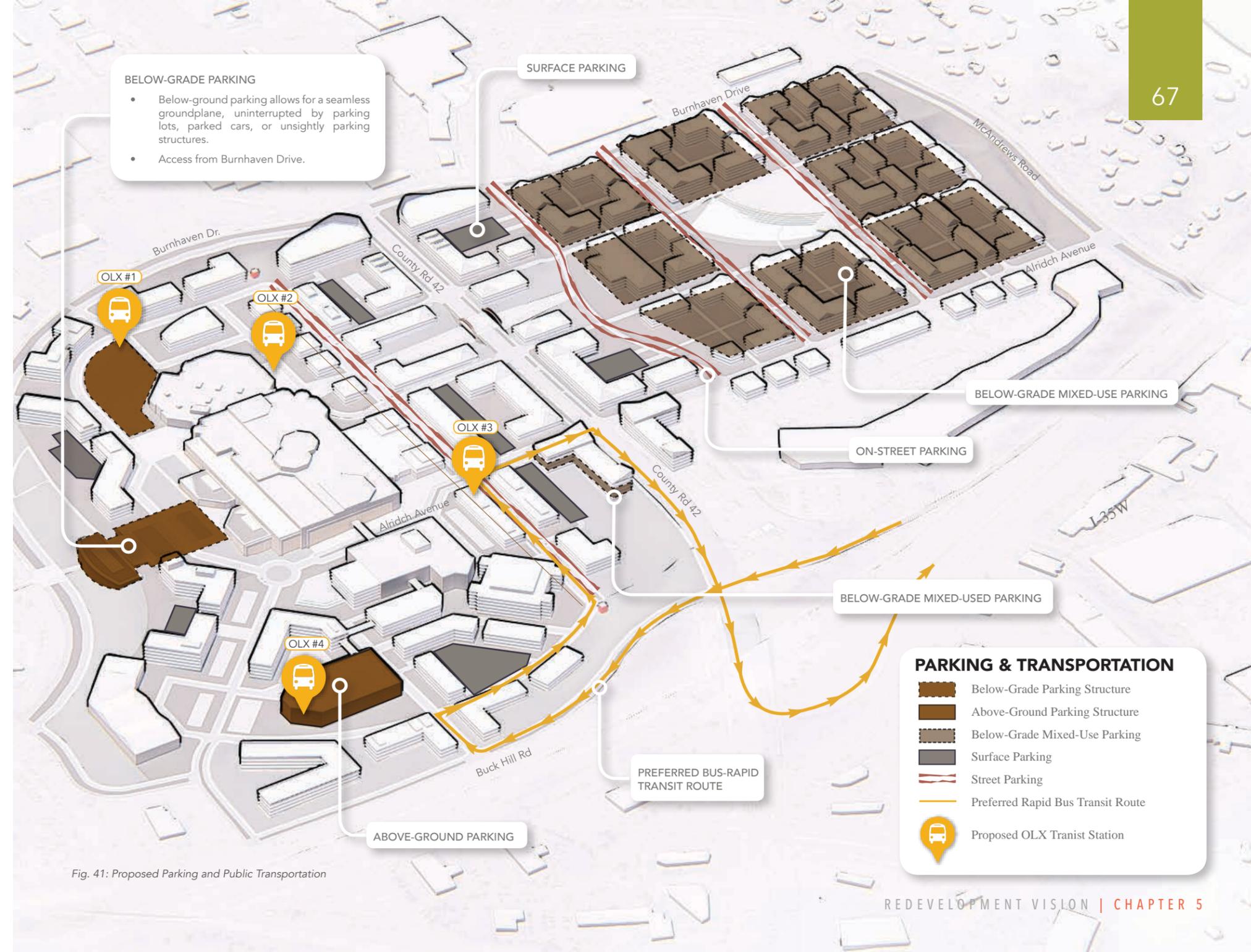


Fig. 41: Proposed Parking and Public Transportation

**TRANSIT INFRASTRUCTURE**

The vision for transit infrastructure in the study area includes stops for the existing Routes 442 and 444, which are operated by Minnesota Valley Transit Authority (MVTA), as well as a station location for an extension of the METRO Orange Line and space for additional local bus routes. Coordination with MVTA will be important in the study area to reflect and incorporate the needs of MVTA’s existing and planned service. Four different locations were analyzed for stations for the METRO Orange Line (See Figure 42).

Since it is unknown at this time whether this would be the last station for the METRO Orange Line or if the transitway would continue further south in Burnsville or to Lakeville, the routing for each potential station cannot be fully determined. If there are additional stations to the south, the route would follow Burnhaven Drive or Buck Hill Road to access Interstate 35W South. Benefits and drawbacks of each of the potential station locations are identified in the adjacent table.

STATION	BENEFITS	DRAWBACKS
Option One	<ul style="list-style-type: none"> <li>Proximity to the library and businesses and residences to the west</li> <li>Proximity to the County Road 42 crossing at Burnhaven Drive</li> </ul>	<ul style="list-style-type: none"> <li>Less integrated into the mall site</li> <li>Farther from likely near-term development on the former Sears site</li> </ul>
Option Two	<ul style="list-style-type: none"> <li>Proximity to the library and businesses and residences to the west</li> <li>Proximity to the potential grade-separated crossing on County Road 42</li> <li>Integrated into the mall site</li> </ul>	<ul style="list-style-type: none"> <li>Farther from likely near-term development on the former Sears site</li> <li>More circuitous routing required to access the station</li> </ul>
Option Three	<ul style="list-style-type: none"> <li>Integrated into the mall site and included in the likely near-term development on the former Sears site</li> <li>Only requires right turns to access the station</li> </ul>	<ul style="list-style-type: none"> <li>Farther from the library and the residences on the west side of the mall site</li> </ul>
Option Four	<ul style="list-style-type: none"> <li>Proximity to the existing transit station on the mall site</li> <li>Potential for integration with a parking structure</li> <li>Only requires right turns to access the station</li> </ul>	<ul style="list-style-type: none"> <li>Less integrated into the mall site</li> <li>Farther from the library and the residences on the west side of the mall site</li> </ul>

Fig. 42: Benefits and Drawbacks for Potential Station Locations



**UTILITIES**

In addition to transportation infrastructure, the project team also analyzed the existing utilities in the study area for suitability to identify potential improvements that will be needed as the area redevelops. More in-depth analysis will be required prior to development/redevelopment to ensure enough sewer, water, and stormwater infrastructure.

**WATER**

Trunk water mains are located on Burnhaven Drive (16 inches) and County Road 42 (24 inches), and a 12-inch watermain surrounds the mall. Distribution watermain lines will need to be relocated as redevelopment occurs in the study area. The existing trunk water mains are likely sufficient to serve existing and future needs.

**SANITARY**

Sanitary sewer infrastructure is available in the area and appears to be well-suited for development. The majority of redevelopment flows will be to a trunk gravity sewer main on Burnhaven Drive that is currently 12 inches.

**STORMWATER**

The storm sewer pipe network will need to be reconfigured based on the redevelopment that occurs in the study area and local and regional stormwater treatment facilities. While the portion of the mall site that is owned by CBL currently meets the City of Burnsville stormwater regulations, any redevelopment that occurs on the sites of the other three landowners will require stormwater

improvements. If each of the three other landowners were to construct underground stormwater retention systems, they would require an underground footprint of between 12,000 and 16,000 square feet, based on the size of these land owners and the City’s regulation of 1.1 inch volume over the redevelopment area. Innovative integrated storm water management strategies are recommended for the site to optimize the use of the land available as well as create a sustainable and welcoming environment.

**5G / WIFI**

The district integrates WiFi and 5G technology into physical furnishings and light fixtures. The district will allow users the option to connect to free WiFi inside and outside of the Center Village.



**PEDESTRIAN AND BIKE ENHANCEMENTS AND LINKAGES**

Bicycle use is on the rise, both recreationally and for serious commuting. The plan proposes to provide bicycle infrastructure throughout Center Village, with the acknowledgment that connections to other areas beyond the village core are crucial to encourage people to bicycle to destinations rather than drive (see the Study Area Vision Plan). Safety, convenience and comfort are essential throughout the bicycle system, whether on-street, striped bike lanes, dedicated and protected on-street lanes or off-street trails.

Pedestrian safety and comfort are also missing from Burnsville Center and the north side of CR 42 today. The plan envisions a connected system of wide, tree-lined sidewalks, reducing the scale of existing spaces to a much more “village-like” pattern.

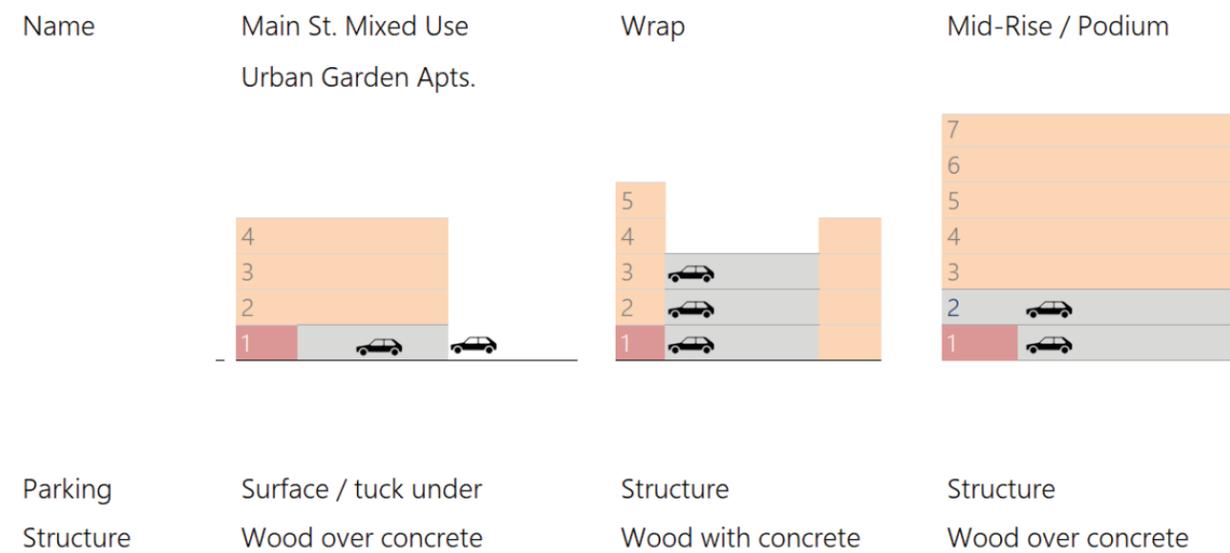
The connection beneath the proposed new bridge on CR 42 is the most important and expensive piece of infrastructure to offer both bicyclists and pedestrians safe passage between the North and South neighborhoods. The connection is also necessary to provide access to the OLX so people can safely walk from the north neighborhood to the proposed OLX station. It is a critical component, if the two districts are to successfully interact without forcing people to get back in their cars to cross CR 42 to do business on the other side. This becomes even more important when considering the new mix of land uses will include a range of housing types; people who live in one neighborhood or the other can walk or bicycle to shop, have dinner or attend a gathering on the other side. This reduces pollution, greenhouse gases, and contributes to a healthier lifestyle for those who live here.

A wide variety of national and local studies demonstrate the economic impact of sustainable, bikeable and pedestrian oriented streets. Urban areas around the country are being transformed from auto oriented places to pedestrian rich environments that increase retail sales, improve public health, increase mobility, improve safety and enhance the environment. More locally, the cities of Edina and Minnetonka are investing resources to improve pedestrian connectivity around Southdale and Ridgedale to improve access for the community.



Fig. 43: Proposed Pedestrian Paths and Multi-Use Trails

# 5.5 Development Prototypes

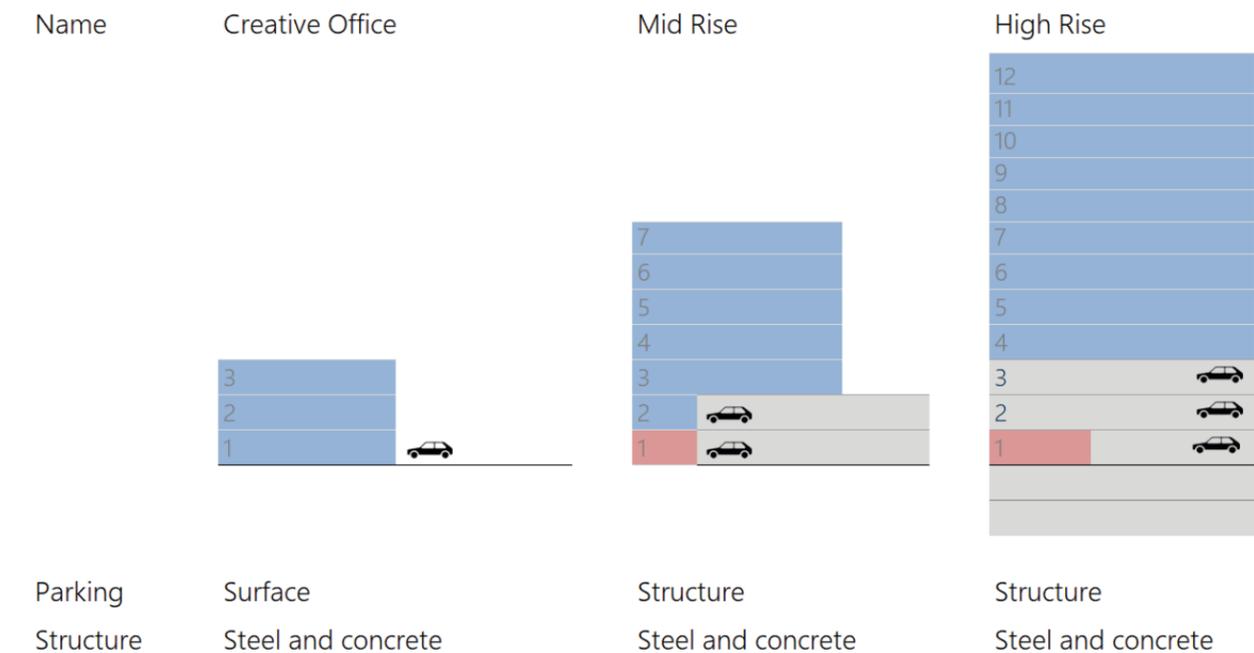


### HOUSING PROTOTYPES

A series of housing development “prototypes” is shown above. These reflect the types of buildings, and the scales and densities, that have been built near other malls in the region. Moving from left to right, the density of these projects increases, from four -story to relatively high-density, urban projects. Many mixed-use projects and places also develop

in phases, moving from left to right, with low mixed use to higher density mixed use with parking. This is notable for several reasons. First, residential projects tend to be the most “urban”—i.e., they tend to have fewer large fields of surface parking. Second, in many cases, it is economically possible for higher-density projects to displace surface parking

around Burnsville Center or displace low density projects north of County Road 42 in the Center Village District.



### RETAIL, MEDICAL AND OFFICE PROTOTYPE

A series of retail and office prototypes is shown above, which reflect the patterns of commercial development nationwide. Retail within commercial corridors such as the Burnsville study area may be provided via rehab (renovation, re-tenanting) or new construction. In either case, most new retail is single story. We show three different

prototypical office development types below, moving from suburban to urban density. Like housing, lower density office types tend to be built in early phases of development. Higher density office development can only take place in very mature markets where rents and demand are high, such as downtowns and very desirable suburban nodes. This

is partially due to the very high cost of building mid and high-rise office buildings, and the high cost of structured parking, which is exacerbated by parking demands at office development that may be four or more spaces per 1,000 square feet. The demand for medical office in this district could come in the form of a higher density office.

## 5.6 Land Use and Environment

### LAND USE TRANSFORMATION

In the historic streetcar era, land use was shaped by transit. Land uses were mixed, with housing, clinics and offices above retail uses at transit crossings, and multifamily housing feathering back into less dense, single family neighborhoods. Where older land use patterns failed, it was usually due to heavy industrial uses positioned adjacent to residential ones. The conflicts between the two were untenable. This led to new ideas about zoning, including the welcome idea of putting industrial uses off in their own quadrant, away from where people lived. The idea of separating land uses increased dramatically and was reflected in new zoning codes. As cars became the preferred way of moving around, it allowed us to separate land uses more and more, to the point that it became impossible not to own a car in many places. To get from one place to another often required being driven there, often via a convoluted and disconnected route.

In the past two decades, there has been a rediscovery of the benefits of mixing land uses and keeping them in much closer proximity. The core cities retained that pattern, but now, more and more suburban communities are looking for strategies to mix land uses. The Center Village Vision wholly supports that idea, promoting a wide mix of land uses (excepting heavy industrial, although high-tech “clean” and quiet industrial uses would not be incompatible).

The plan calls for a mixed-use neighborhood to the

north, with larger footprint retail buildings flanking the core of the new North Neighborhood, where more “fine-grained” retail establishments or clinics could locate, with housing or office uses above. The blocks in the North Neighborhood are about 400 feet square, which could also accommodate a fairly large retail building on one block.

To the south, a new road network around the mall creates the opportunity for a mix of new, smaller footprint buildings, with housing, civic, maker space, co-working space, a hotel and new retail uses. As with the North Neighborhood, the mix will create a complete, 24/7 community, a welcome departure from the current single use district that goes dark after 10:00 at night.



### HEALTHY PEOPLE, ENVIRONMENT, ENERGY, STORMWATER

The Center Village Vision is as much about creating a 21st century community as it is about designing a place where all the pieces successfully coexist and are mutually supportive. The plan is intended to meet or exceed what are known as “best practices”:

- meeting higher standards for creating clean energy,
- managing and recycling waste,
- promoting recycling programs,
- managing and reusing stormwater,
- and developing the urban forest and open space to cleanse the air and help reduce the carbon footprint.

Ultimately, the plan is designed to promote health and wellness by creating a walkable and bikeable district that is less carbon-dependent and more energy efficient. The integration of exercise into our daily lives — even simple walking — has been proven to be immensely beneficial to our health and our environment.

Grocery chains have been exploring opportunities for building a new store in the district; opportunities to move into the former Sears store have been explored but the cost to have a second-level presence has been too high. Given their desire for high visibility and ease of access, the site on the south side of CR 42 east of Aldrich could meet their needs. A possible second-level store above a parking ramp could provide visual connectivity to 42 while providing structured-parking shared with other redevelopment opportunities.

# 5.7 The Social Network

## PUBLIC SPACE AND AMENITIES

The goal is that these spaces are truly public, accessible to people living and working in the district but also to people from elsewhere. Like the central commons at Heart of the City, these places would include water features, stormwater management, trees, and inviting places to gather, celebrate and play. A community scaled gathering space could support larger programmed festivals or special events and include large year-round events, markets and unique offerings like skating or outdoor performances complementing the smaller venue at Heart of the City.

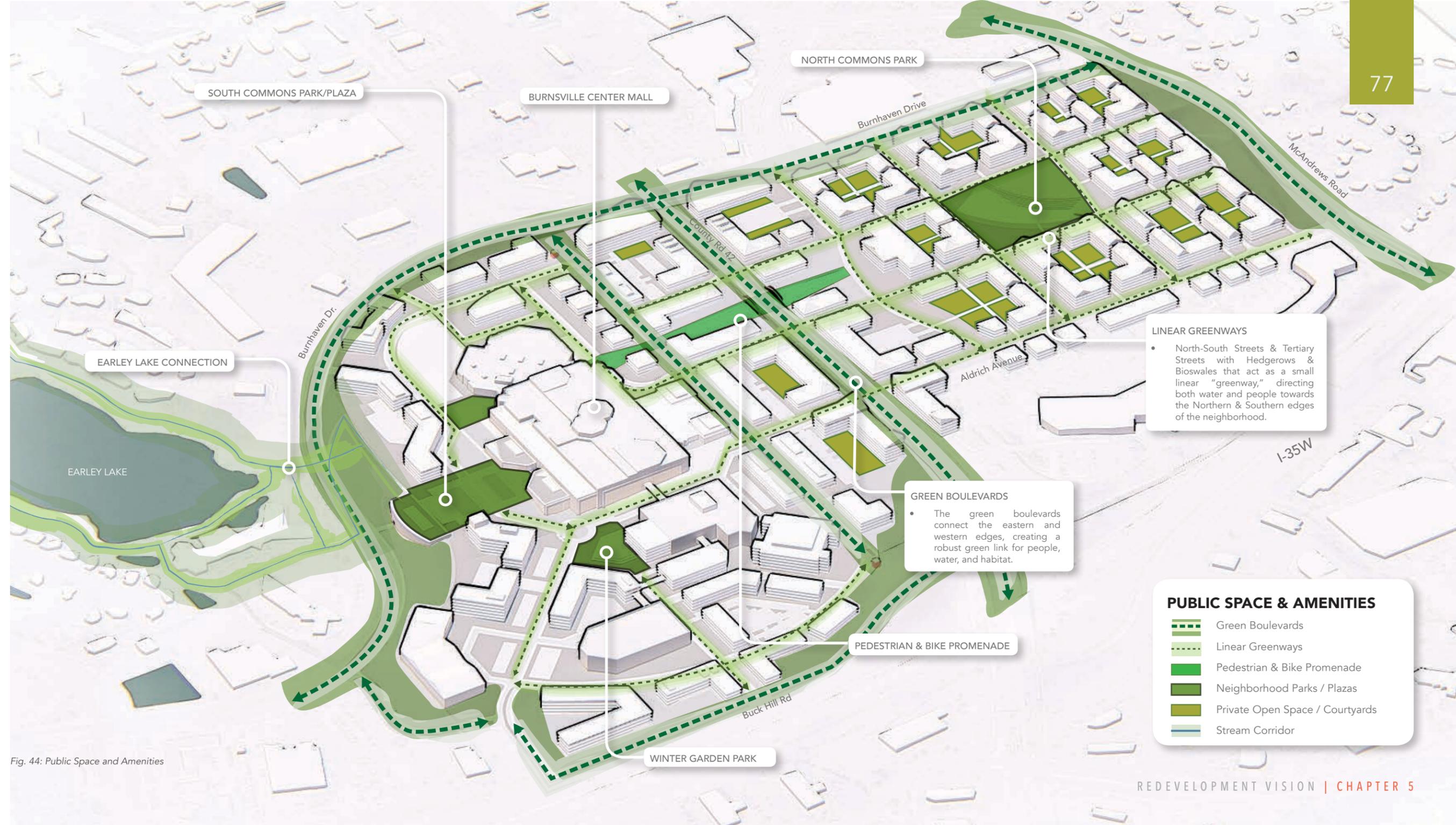


Fig. 44: Public Space and Amenities

### PROGRAMMING AND ATTRACTION

The plan proposes a North Commons and South Commons which are large community gathering spaces in central locations within the North and South Neighborhoods. In addition, the plan proposes that other community gathering spaces be scattered through the new Center Village, including alley-like pathways and courtyards that could have small food vendors and unique galleries and maker spaces lining them.

Integration of enhanced Mall improvements or new development could include a Winter Garden offering a southwest convertible indoor/outdoor light filled space for enjoyment in any season. This could be an opportunity to be supported by a public/ private investment. It would have a retractable glass cover that could open in the warm months, creating an open-air terrace with spectacular views and ample sunlight. Year around trees, perhaps palm trees, could occupy the space as well, since it has the advantage of year around warm climate. A new civic building, with co-sharing workplaces and meeting rooms, a high-tech resource facility, and other uses is recommended at the west end of the mall.



### PROGRAMMING SUPPORT

Programming could be supported through a variety of sources by establishing a management group, low or no fee venues, licensing fees for vendors and marketing of these events and programming should be integrated into overall city, chamber of commerce and mall marketing efforts.

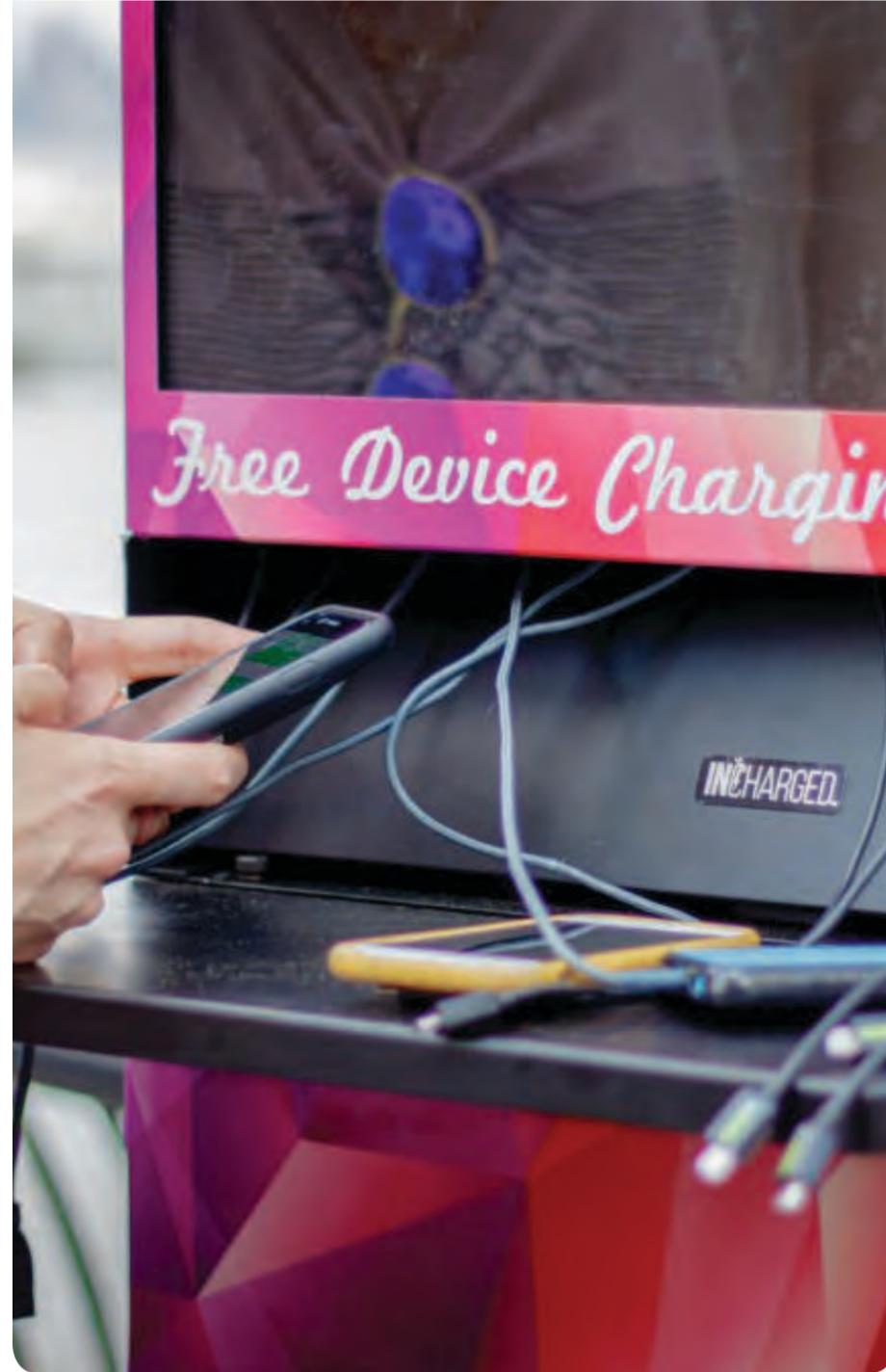
Integration of sustainable and well-designed amenities supports green infrastructure while contributing to the visual quality, identity and livability of the District environment. Development of Public Realm Guidelines will be an important early investment by the city to establish the design quality and character of public realm improvements with an emphasis on sustainable, innovative amenities including LED lighting standards, low water use, edible and native landscapes, enhanced paving, banners and other site furnishings that evoke a refreshed, safe and welcoming district. These amenity enhancements will require additional staff to maintain at an appropriate level and this cost should be integrated into the overall strategy.



### TECHNOLOGICALLY PROGRESSIVE

It almost goes without stating. The world is dramatically different than it was when Burnsville Center opened in 1977. Technology has effectively transformed everything we do, and it is no longer an option to not provide free wi-fi and all the electronic accoutrements that enable us to live comfortably in the modern world.

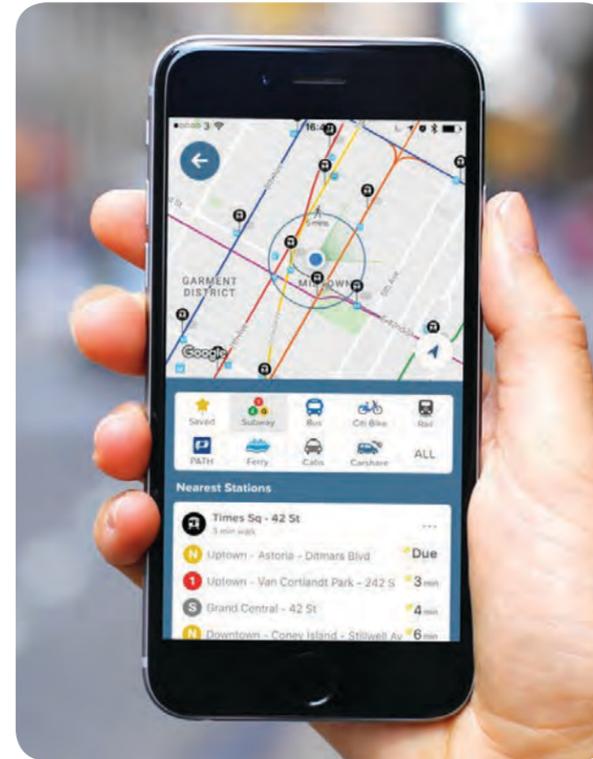
From combining bricks and mortar with online shopping kiosks in stores, to ride-hailing and providing charging stations in parking decks and on the street, to creating new branding and way-finding systems for smartphones, the advent of technological growth is already impacting the shape of our cities. To attract the best and the brightest to Center Village, the innovative technological systems need to be seamlessly integrated into the community.



### SIGNAGE AND WAYFINDING

Navigating Center Village should be intuitive and innovative. With the emergence of web-based technologies, both public and private investments should provide the infrastructure to allow for easy installation of state-of-the-art curbside technologies as they become available. These include real-time information regarding available parking and transit, user-friendly strategies to facilitate access to car and bike-share systems, clean energy production to power the systems, and other new ideas to create a cleaner and more efficient district. They also support an effective system of orientation and way finding for new and veteran visitors. Wayfinding signage and marketing graphics can be an effective first step in re-branding Center Village as a new vibrant neighborhood offering a mix of places to live, work and play.

Signage and wayfinding will guide those visiting the Fairview Medical district to Center Village via McAndrews Road. Branded signage will also direct visitors from adjacent neighborhoods to the Center Village, particularly those separated by County Road 42.



# Center Ownership and Layout

## RETAILERS AT CENTER OF BURNSVILLE

The Burnsville Center, including key property ownerships, is shown at right. **CBL Properties** is the owner of a majority of the mall, including all of the northern frontage along CR 42, the Dick's/Gordman's (north anchor) space, the central enclosed spaces, and a wedge of property (parking lot) on the southeast. CBL Properties is a real estate investment trust (REIT) that owns about 105 retail properties in the Midwest and Southeast and has its headquarters in Chattanooga, Tennessee. CBL has been involved and supportive of the Center/Corridor planning process.

**Seritage Growth Properties** owns a triangle of land on the east side of the center, where Sears operated until 2017. Seritage controls approximately 250 current and former Sears properties across the country, and the REIT's primary goal is to earn revenue from these properties via re-tenanting, renovations, or mixed-use redevelopment. Seritage has also been involved in this planning process and is interested in potentially re-tenanting the Sears building and/or developing new housing or lodging properties on the site. **Macy's** and **JC Penney** are the other major owners and plan to continue to operate at the Center.

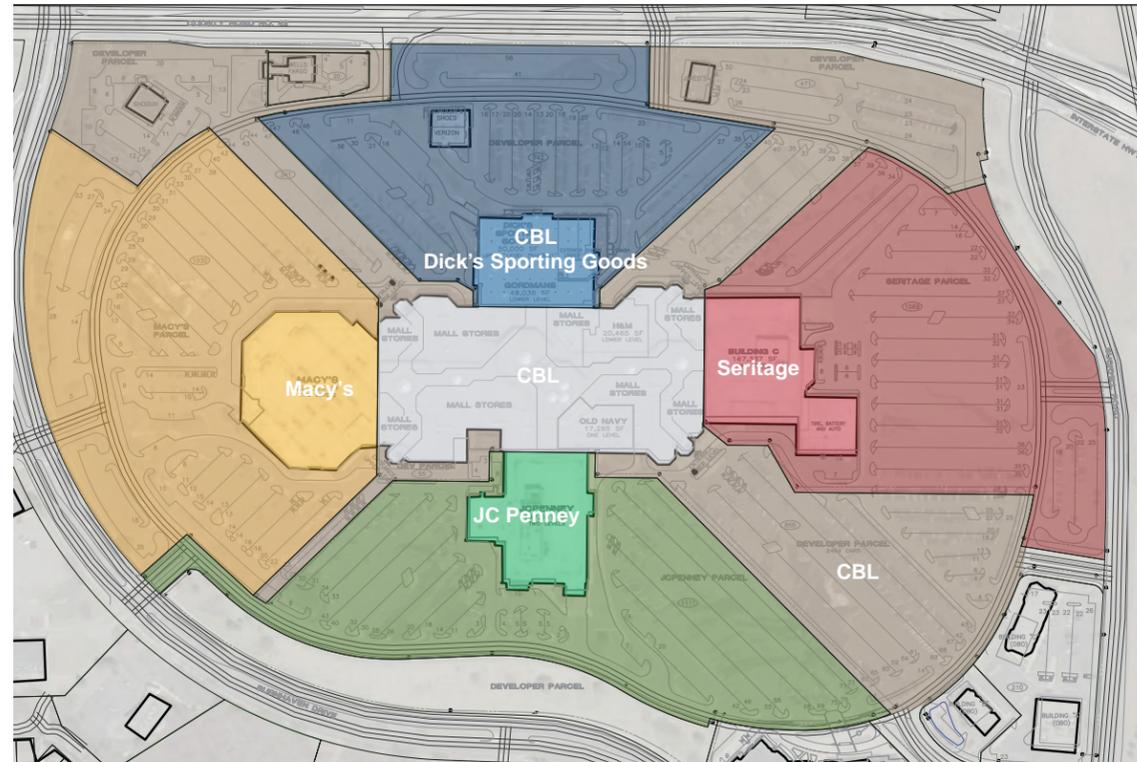


Fig. 45: Burnsville Center ownership and layout

# Market Analysis Conclusion

## LONG TERM LAND USE MIX

Based on a review of historic development patterns in the market area, current market conditions, and case studies such as Belmar, Leland Consulting Group (LCG) believes that the long-term (20+ year build out) land-use mix for Center Village should include significantly more housing; less retail area (square footage) that provides the same or more sales, energy, and excitement; as well as some office, lodging, and healthcare, and other ancillary uses. The graphic to the right illustrates the diversification of uses and the increased density proposed for the district south of County Road 42 over the life of the redevelopment effort. Certainly, the area north of 42 will only increase the diversity and density of uses over time. The north area was not included in this analysis because its evolution is much further in the future because of the success of so many retail destinations within that geographical area.

The Vision Plan illustrates an increase in value of the area south of County Road 42 almost nine times what currently exists today. This increased value also means this area will generate nine times as much tax dollars for the community.

## PRECEDENT FOR REVITALIZATION

Prior to being reborn as the Belmar mixed-use center, the site was Villa Italia, a regional mall located in Lakewood, Colorado, 4.5 miles outside of Denver. In terms of size (104 acres, 1.2 million square feet of commercial space) Villa Italia was similar to the Burnsville Center.

In the early 2000s, Villa Italia was struggling due to increasing competition from other centers, and changing retail formats. The City of Lakewood began to re-envision how Villa Italia could be renovated or redeveloped. The Belmar mixed-use center is a strong example of how a struggling suburban mall can be transformed into a vibrant destination through this diversification of uses and improved circulation and connectivity similar success is possible in Burnsville.

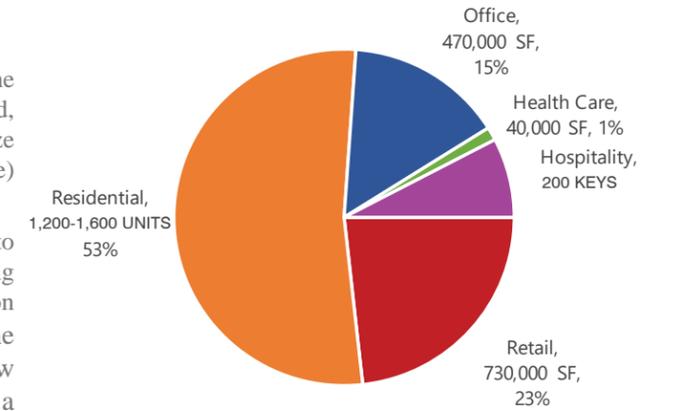


Fig. 46: Market Analysis Chart

	Villa Italia	Burnsville
Acres	104	105
Square Feet	1,200,000	1,400,000
Year Built	1966	1977
Miles from CBD	4.5	19

Fig. 47: Belmar/Villa Mixed-Use Center Precedent Chart



Fig. 48: View of Vision Plan towards Earley Lake

# ACTION STEPS

CHAPTER

# 06

# Action Steps **Introduction**



## **CENTER VILLAGE REDEVELOPMENT VISION**

The Center Village Redevelopment Vision is an ambitious plan that will require a long-term strategic partnership between the City of Burnsville, the community and the many stakeholders with interest in the district. Due to national changes in retail that are supported by changes in consumer preferences and demand, ongoing population growth in the market area, mid-to upscale demographics, major regional transportation and transit infrastructure, property that may be available for redevelopment, and an established Center Village Vision, the Burnsville Center and County Road 42 corridor retail can transition from a singular retail district into a mixed-use place.

It will take resolve and investments in human resources and infrastructure by the City and other stakeholders in order to achieve this outcome. The city will need sustained

city leadership and guidance will be paramount for success for many years; the examples at Lakewood/Belmar and Minnetonka/Ridgedale Center provide two examples. However, the City cannot achieve its desired results alone; City leaders will need to seek complementary commitments from other parties including key Burnsville Center and Corridor property owners/developers, the Chamber of Commerce, and other government agencies including Metropolitan Council, Metro Transit, Dakota County, Dakota County Community Development Agency (CDA), State, and Federal governments. Like the City, these other organizations want to see their investments matched and put their efforts towards successful projects. This suggests that the transformation of the Burnsville Center and Corridor will take place via both public-private and public-public partnerships, which may be both ad

hoc, and formally structured via development agreements, intergovernmental agreements, etc.

The tools and strategy that follows should be available to all stakeholders in the district. However, the initial focus should be on properties that have the most significant opportunity to effect change within the entire district for the benefit of all. We recommend, in the near term, the City focus most of its efforts for real estate redevelopment towards the Burnsville Center.

The Center is a large collection of properties (100+ acres), held by a small number of property owners, managers, and developers. They will need to match public efforts and investments with private investments. Further, the challenging outlook for mall real estate creates a strong incentive for the center owners to consider innovative solutions.

By contrast, the northern corridor retail is more stable and therefore its owners have less reason to change. The Cub Foods and Burnsville Marketplace sites are two properties on the north that could become models for how the northern district could evolve and the city should do everything in its power to see positive change aligned with the vision for the future. Despite those opportunities, the input we received throughout the process made it clear that most Burnsville residents gravitate to the mall as the historic social and commercial center of the area, and this attachment means that a transition to a mixed-use place should start there. These conditions have led to success in other mall repositioning efforts.

This is not meant to imply that the City should ignore the near-term changes and improvements that are possible on

the corridor as well, but rather a belief that the City will achieve the greatest near-term leverage (ratio of public to private dollars invested) at the Center. As the Center transforms, the City can shift its efforts increasingly to other parts of the study area.

### **PHASING/ACTION STEPS**

It is clear from conversations with existing property owners and potential developers that many stakeholders are sitting on the fence waiting to see what will happen in this district. Apple Valley's retail area continues to evolve, and the Twin Cities Premium Outlets has drawn new regional interest to Eagan. Burnsville's primary retail shopping area is at a critical juncture. An opportunity exists to galvanize stakeholders and energize capital that is currently sitting on the sidelines to invest in a bold new vision for the future of

this district and for the citizens of Burnsville. Opportunities like this must be seized, otherwise it is likely that this district will continue as a singularly focused land use with private capital remaining on the sideline or invested in other communities. Strategic near-term opportunities exist that will promote this new vision and begin to create positive change that will promote private re-investment in the district. A strong public/private partnership will help to sustain change over a long period of redevelopment. The following strategy articulates a series of short-term (1-5 years), mid-term (6-10 years) and long-term (11-20 years) actions that will work to transform the district into a mixed-use pedestrian destination for the community of Burnsville. This approach suggests a 'pay as you go' strategy to minimize city risk and align private and public investment through the life of the redevelopment.

**THE FINANCIAL CASE FOR IMPROVING THE DISTRICT**

The Vision Plan sets a bold vision for how this district can evolve to better serve the community. The improvements proposed also must be pursued within the context of a sound fiscal approach that insures public investment will spur significantly more private redevelopment. The graphic to the right illustrates the diversification of uses and the increased density proposed for the district south of County Road 42 over the life of the redevelopment effort. Certainly, the area north of 42 will only increase the diversity and density of uses over time. The north area was not included in this analysis because its evolution is much further in the future because of the success of so many retail destinations within that geographical area.

The Vision Plan illustrates an increase in value of the area south of County Road 42 almost nine times what currently exists today. This increased value also means this area will generate nine times as much tax dollars for the community. The illustrations to the right depict the change in value and tax generation projections.

The public infrastructure that is required to facilitate development of the Vision Plan is included to the right and reflects only a small portion of the overall taxes generated. This is a significant return on investment and provides confidence that public investment will spur private investment. With that said, we continue to recommend a ‘pay as you go’ approach that aligns public investment with greater private investment.

The following illustrations summarize how the district might evolve over the length of the redevelopment.

**EARLY PHASES - SOUTH OF COUNTY ROAD 42**

**LAND USE (SQUARE FOOTAGE)**

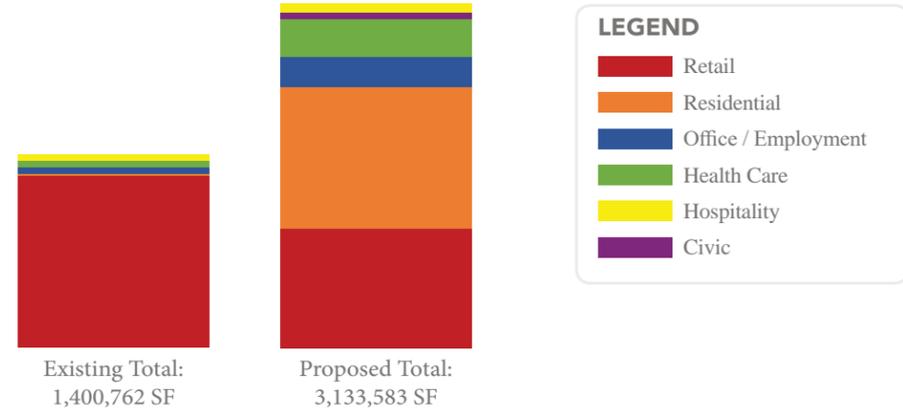
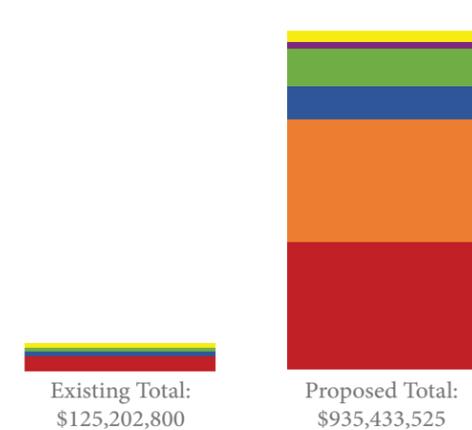


Fig. 49: Chart showing diversification of uses and the increased density over time

**REAL ESTATE VALUE (US DOLLARS)**



**ESTIMATED ANNUAL TAX (US DOLLARS)**

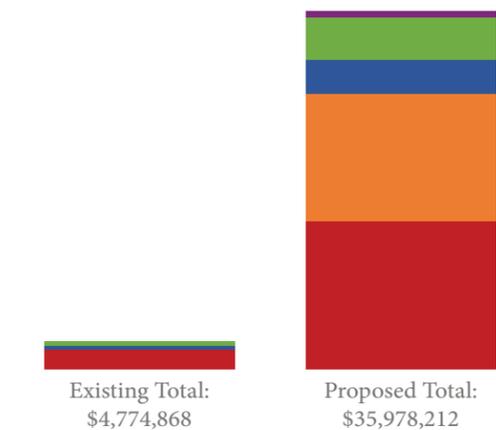


Fig. 50: Chart showing the change in value and tax generation projections



**PUBLIC PROJECTS**

Infrastructure	Total Cost Range	Comments
Aldrich Avenue Extension	\$4,250,000 - \$5,250,000	South of CR 42 through Mall. 4-Lane divided roadway with center median and one roundabout intersection. Sidewalk on one side (multi-use trail in off-road trail construction estimate).
County Road 42 Pedestrian Bridge and Underpass	\$4,500,000 - \$8,000,000	Includes bridge and culvert options.
Pedestrian Bridge over I-35W	\$4,000,000 - \$5,000,000	Pedestrian Bridge crossing I-35W. Includes ramp structures to 20 feet high.
On-Street Bike Lanes	\$100,000 - \$150,000	143rd Street only. Stripe shoulder as bike lane from Burnhaven to County Rd 5 on both sides of roadway.
Streetscaping	\$750,000 - \$1,000,000	Median and/or blvd Trees along Burnhaven Dr, Aldrich Ave, and Buck Hill Rd from McAndrews Rd to South Cross Dr.
Offroad Trail Construction Adjacent to Existing Roadways	\$1,500,000 - \$2,500,000	10-foot off-road trail adjacent to one side of Brunhaven Dr and Aldrich Ave from McAndrews Rd to South Cross Dr. Along Buck Hill Rd from CR 42 to South Cross Dr.
New Local Streets	\$8,000,000 - \$9,000,000	Two-lane roadway with sidewalk on both sides.
	<b>\$23,000,000 - \$31,000,000</b>	

Fig. 51: Chart showing public projects in study area

# Short-Term Actions

## Summary of Short-Term Actions

- \* Create Staff Implementation Team
- \* Finalize zoning to mixed-use
- \* Create redevelopment assistance toolbox
- \* Complete OLX Study
- \* Initiate Comprehensive traffic & Wayfinding Study
- \* Meet with key property owners to finalize redevelopment plans
- \* Early private redevelopment opportunities with zoning changes
- \* Aldrich Avenue Extension
- \* On-street Bike Lanes
- \* Streetscaping
- \* Dakota Transportation Plan Update (2019/2020)

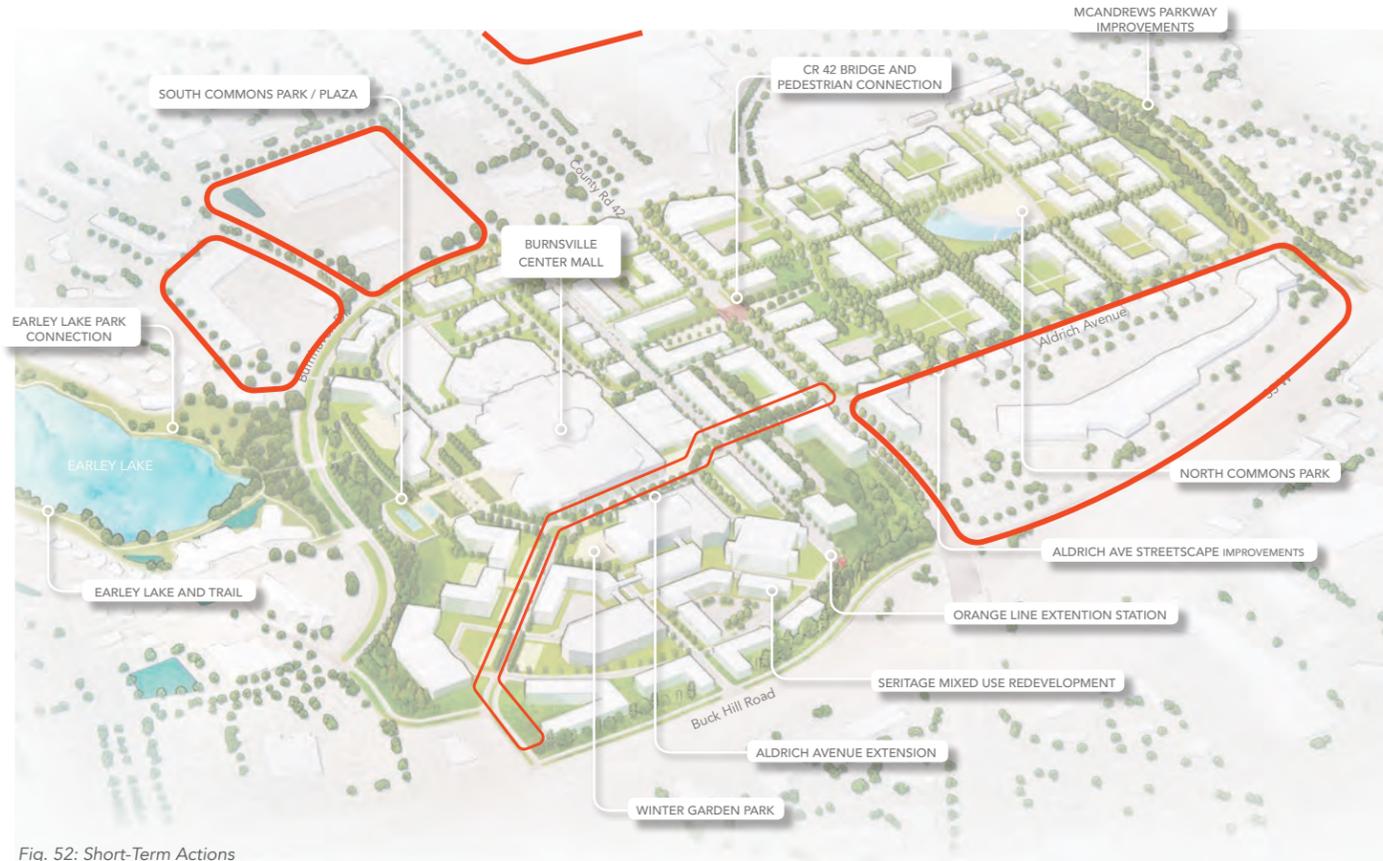


Fig. 52: Short-Term Actions

# Description of Short-Term Actions

## TIF & PIF FEASIBILITY STUDY & SPECIAL LEGISLATION

Tax increment financing (TIF) is one of the most important tools to finance large redevelopment projects like this in Minnesota. Using TIF, municipalities typically divert future property tax revenue increases from a defined area or district toward an economic development project or public improvement project in the community. TIF subsidies are not appropriated directly from a city's budget, but the city incurs loss through foregone tax revenue. A preliminary study, commissioned by the City of Burnsville of the district, has indicated that special legislation through the State of Minnesota will be required to achieve this. The cities of Minnetonka and Edina have both used TIF funding to build public-private partnerships, spur private investment and made physical improvements that enhance the districts surrounding Ridgedale and Southdale.

One other potential is the creation of a Public Improvement Fee (PIF). A Public Improvement Fee is a private fee that is collected by businesses on sales transactions. The money is used to pay for the public improvements related for a development of their site, such as curbs and sidewalks, storm management systems, sanitary sewer systems, public street lighting, and road and bridge development.

The PIF is specifically a fee and NOT a tax; therefore, it becomes a part of the overall cost of the sale/service and is subject to sales tax. The PIF is not collected by the city, but by a third party administrator hired by the owner of the development site. PIF's are a commonly used tool in other states, but less so in Minnesota. Special legislation will be required to pursue this redevelopment financing tool.

Preliminary indications suggest that legislative approval of either of these tools may take a multi-year effort and steps should be taken immediately to make these tools available.

## COUNTY ROAD 42 PEDESTRIAN STUDY

Dakota County has a planned study of pedestrian safety and connectivity along the entire stretch of County Road 42 and the study area is an important component of that study. The recommendation of improved crossings, the underpass connecting the north and south districts and continued performance of the roadway itself are important factors that will require additional study. The City of Burnsville should be an active participant in this study, advocating for the goals of this study to be refined and incorporated into the final recommendations. This plans completion is slated for the fall of 2019.

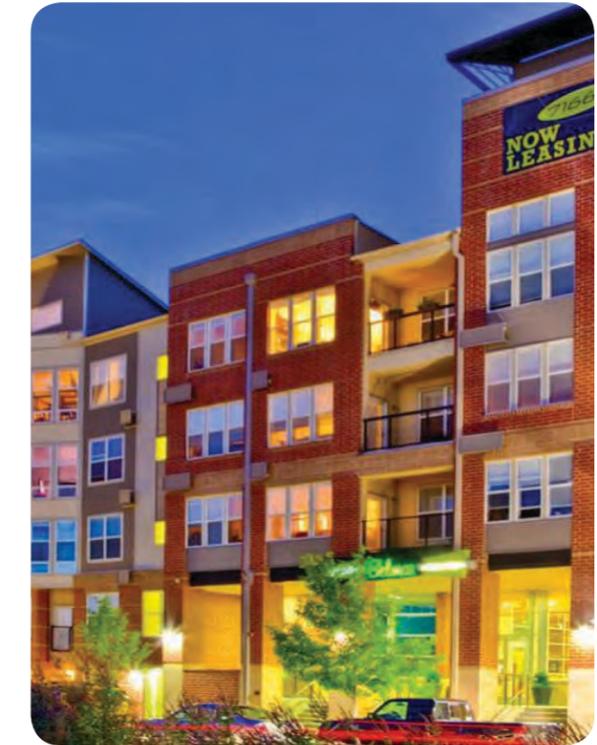


Fig. 53: Precedent: PIF Financial Funded Belmar Development



**ORANGE LINE EXTENSION**

MNDOT, Metro Transit, Minnesota Valley Transit and other government agencies (including the City of Burnsville) are working to develop the feasibility and future route and transit hub that will serve the Center Village district. These government agencies have participated in the Center Village Vision and their comments have been incorporated into the recommendations of this plan. It will be important for the City of Burnsville to stay engaged and be a conduit between private development initiatives within the district and the study. The study recommends four different potential locations for the transit hub and the final location will require close coordination with the mall owner and other property owners on the mall site on the final location. This study is slated to be complete by the end of 2019.

**CENTER VILLAGE TRAFFIC STUDY & DAKOTA COUNTY TRANSPORTATION UPDATE**

The Center Village recommends a bold new mix of uses within the study area and a new comprehensive network of streets, trails and pedestrian facilities. It will be important as an early step to further refine the exact sequence and detail of elements of the transportation network proposed. Any improvements should be made with an eye towards the final goals but it will also be important to understand what development levels will trigger specific transportation improvements. It is clear that access from County Road 42 and efficiency of that street are of paramount importance to not only retail areas within the district but to large employers like Collins Aerospace, Park Nicollet and Fairview Health Systems. This study will also begin to flesh out the details of streetscape, wayfinding and branding of the district. It will become an important roadmap as the district evolves.

Dakota County will be updating their overall Transportation Plan in 2019/2010. Burnsville should continue to advocate for the inclusion of the Burnsville Center Village Redevelopment Vision into the County Transportation Plan.

**ENVIRONMENTAL ASSESSMENT WORKSHEET AND ENVIRONMENTAL IMPACT STATEMENT**

The City of Burnsville may use an AUAR to review anticipated residential, commercial, warehousing, and light industrial development and associated infrastructure in the Center Village Area, if the city’s newly adopted comprehensive plan that includes at least the elements in Minnesota Rules, part 4410.3610, subpart 1, items A to C. Once an AUAR is complete, specific development proposals that are within the AUAR boundary, are consistent with the development assumptions, and comply with the conditions of the mitigation plan are exempt from EAW and EIS requirements. An AUAR Update would need to be completed every five years until all the development in the area has been approved. The table above illustrates the thresholds for each study.

**EXPLORE NEW TAXES AND RESOURCES TO FUND REDEVELOPMENT**

A variety of potential tools exist that would help to spur redevelopment. The City should work with its public finance consultant, Chamber of Commerce and Experience Burnsville to explore the most effective tools to use in supporting improvements within the district. A local option sales tax has proven effective for other communities

	Threshold for Preparation of an EAW <sup>1</sup>	Threshold for Preparation of an EIS <sup>2</sup>
Construction of a new or expansion of an existing warehousing or light industrial facility	450,000 square feet	1,000,000 square feet
Construction of a new or expansion of an existing industrial, commercial, or institutional facility	300,00 square feet	750,000 square feet
Residential development	250 unattached units or 375 attached units <sup>3</sup>	1,000 unattached units or 1,500 attached units <sup>4</sup>
Mixed residential and industrial-commercial projects	$\frac{\text{attached residential units}}{375} + \frac{\text{industrial/commercial square footage}}{300,000} \geq 1$	$\frac{\text{attached residential units}}{1,500} + \frac{\text{industrial/commercial square footage}}{750,000} \geq 1$

to fund large projects but can be viewed negatively from business/property owners. The Chamber of Commerce could be an important ally in achieving this for the good of the district. Other options include EDA and HRA Levy’s. These too will require additional discussion with each committee and your public finance consultant.

A more strategic sales tax approach could be the implementation of a lodging tax for economic development. This is a new idea under consideration in a few cities. The Center Village vision creates a bold redevelopment intended to draw to visitors, workers and residents to this district. A successful Center Village will create new opportunities for hospitality in this district and the use of a lodging task could be a more strategic approach to creating funds for economic development in the area. Experience Burnsville and the City could begin a conversation with hotel owners to determine feasibility and support of the creation of this tool.

**CREATE A SPECIAL SERVICE DISTRICT**

The first impression of visitors to this district is an important aspect that will help encourage people to stay and play within the district. Today, the landscaping, wayfinding and maintenance within the district does not add up to a quality first impression. One way for the City of Burnsville to provide an increased level of service within Center Village is the creation of a Special Service District. The enhanced look and feel of the district coupled with incremental redevelopment will help to signify to the tens of thousands of people traveling on County Road 42 everyday that this district is alive and well and evolving towards a brighter future.

**EXPANDING MIXED-USE ZONING DESIGNATION WITHIN THE DISTRICT**

The City has already made changes south of County Road 42 in the Burnsville Center Mall area to change land use

designation from General Business to Mixed Use. We suggest an expansion of that designation to the properties along the County Road 42 corridor and to the north within the Center Village vision. This will require an amendment early in 2019 after the comprehensive plan has been approved by the Metropolitan Council.

**CREATE CITY IMPLEMENTATION TEAM**

One of the key roles City staff has is to advance conversations with developers and property owners towards successful redevelopment agreements. Many of the public finance tools mentioned above will become important tools for discussion with property owners to navigate project concepts into concrete redevelopment plans. This will take significant City staff time and a concerted effort to help move private investment from the sidelines to the playing field. A visible and defined City Implementation Team is an important step to seeing this plan from vision to reality.

### SEEK INNOVATIVE PROGRAMMING TO RE-ATTRACT VISITORS TO THE DISTRICT AND COMPLIMENT EFFORTS AT HEART OF THE CITY

The community of Burnsville is evolving, and the role of retail has changed significantly and will continue to evolve in the future. New and innovative programming that does not duplicate activation efforts at Heart of the City will be important to attracting new and diverse audiences to the district. Efforts like the City of Minnetonka and Hennepin County’s ‘Rock out at Ridgedale’ helped to attract over 2,000 people to a concert in the parking lot. The one differentiation between the heart of the City and the Center Village district is the scale of public open space. The larger scale of proposed public spaces and the mall itself allows for completely different and complimentary activations to happen. Schedules of activations within both districts should be scheduled in concert as important and complimentary city assets.

### SERITAGE SITE

Successful and high-quality redevelopment/re-use of the Seritage property should be a near-term goal. This property is a large, underutilized, and centrally located component of the Center, whose owner would like to see it developed as a mix of uses including housing and commercial space. Within the next few years, the City should work with Seritage to establish a development plan for this site that

is a microcosm of the larger plan. Following that, the City can enter into a Development Agreement (DA) that defines roles and responsibilities for both parties. Development of the Seritage site could include a mix of re-tenanting approaches (for the existing Sears building) as well as the following development types in the near and medium term (coming five years):

- Market rate housing: Garden Apartments, Main Street Mixed Use (see prototypes above); Senior Housing. Higher-density wrap projects are possible but will be harder to “pencil” in the near term due to higher construction costs.
- Workforce Housing (Dakota County CDA)
- Senior Affordable Housing (Dakota County CDA)
- Possibly, higher density housing and/or hotel.

The City should seek to integrate the OLX alignment and station location with redevelopment of the Seritage site, if possible.

### IMPROVE BURNSVILLE CENTER

As the largest asset within the district, the Burnsville Center is a primary indicator of the health of the district. The current vacancies, deferred maintenance, lack of technology and tenant mix sends a strong message that

this asset is at a critical juncture. The center of the mall is the main street that most visitors experience the mall from and the impression visitors have, influences the perceived value of the goods and services sold within the mall. The City should work with the mall owner to develop an improvement plan to address these issues and begin to implement principles of the plan. The city of Edina employed a similar approach to compel the Southdale mall owner to go beyond minor remodeling, while also implementing improvements on the site that addressed community connectivity concerns.

### RE-TENANTING

Once the center has been stabilized, a stronger re-tenanting of the center and vacant spaces within Center village can take place. In keeping with trends in mall reuse projects across the country, reasonably strong demographics in the market area, and anchor retailers at the Center and Corridor, there are opportunities to bring new tenants and vitality to Center Village.

The north side of the mall is the most visible and has the most externally-focused activity. This is a good side to focus re-tenanting efforts in the near term and capitalize on the “turning inside-out” concept. Potential interior and exterior tenant types include:

- Food and drink; “international” food hall concept
- Entertainment and activities (e.g., Punch Bowl Social, karaoke, high-end bowling, gaming, etc.)
- Grocery
- Mid to higher-end fashion and home goods consistent with tenants in the Center and on the Corridor
- Co-working (e.g., WeWorks)/office space
- Healthcare
- Fitness
- Events

A strong public/private partnership can help leverage improvements to the mall that could aid in the retenanting effort. Minnetonka has demonstrated success in leveraging public improvements that have helped aid the tenant mix at Ridgedale Mall and a similar approach at Burnsville Center could help CBL enhance the tenant mix that currently exists at Burnsville Center.

### ALDRICH AVENUE EXTENSION

One of the potential early moves that can spark additional private investment in the district is the transformative extension of Aldrich Avenue south through the mall and connecting to Buck Hill Road. Early indications from Seritage indicate that a bold move is necessary to spur

private development. The purpose of the extension is to unlock the potential of the southern part of the site, provide a bold new entrance to the center ‘main street’ of the mall and improve the development potential of the Seritage site. It also creates a stronger connection through the loop road directly to the center that provides a true multi-modal connection that connects the north district to the south.

### ON STREET BIKE LANES

Many of the employment centers within the study area, Collins Aerospace, Park Nicollet and Fairview all suggested improved connections to the area and within the area are important to attracting employees to their institutions. Collins Aerospace held a bike to work event in the fall of 2018 and attracted over 200 riders to the district. On-street bike lanes are a relatively low-cost way to indicate that this district is evolving towards a more multi-modal future.

### STREETSCAPING

The visual brand of the district is an important visual indicator of the health of the district. Streetscaping allows the city to address, storm water management, landscaping, branding, pedestrian connectivity, lighting and wayfinding. These improvements alone will not spark redevelopment but when done in concert with other projects can be implemented in a thoughtful way to show a continued evolution of the district towards a richer and more pedestrian experience.



Fig. 54: View of proposed Aldrich Avenue extension

# Midterm Actions

### Summary of Midterm Actions

- \* Seritage redevelopment
- \* OLX transit hub
- \* Outlot redevelopment
- \* County Rd 42 underpass
- \* Areas south of County Rd 42 Redevelopment
- \* South Commons Park
- \* Parking Consolidation

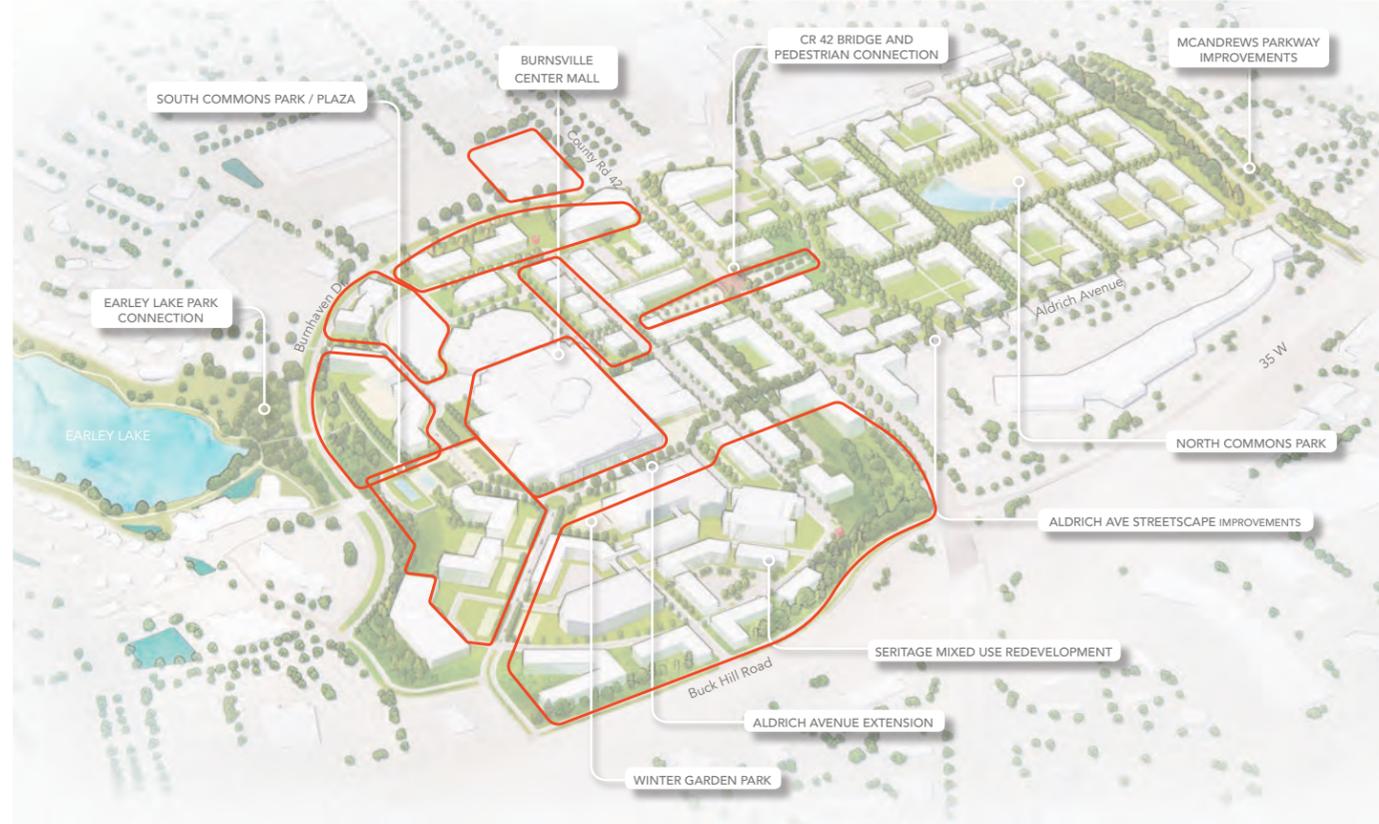


Fig. 55: Midterm Actions

# Description of Midterm Actions

The positive momentum created by the short-term actions will lead to new interest and investment in the district. A series of additional steps will help to promote the evolution of this district from a strictly retail area into a memorable mixed-use neighborhood.

### TRANSFORMATIVE INFRASTRUCTURE

As new interest escalates in the district transformative infrastructure projects will improve connectivity and the overall brand of the district. The new bridge on County Road 42 that promotes pedestrian and bike connectivity north and south will also act as a signature design element that lets people know they have arrived in the district. County Road 42 efficiency should also be explored with MNDOT to determine ways to relieve pressure through new interchanges connecting to the loop road as well as existing connections to 35E and 35W. County Road 42 is the lifeblood of the district and the smooth flow of traffic is important to retailers, residents and employers alike.

### CONNECTIVITY IMPROVEMENTS

Bike Lanes and improved pedestrian amenities on existing corridors and ROWs are equally important to transform this district into a mixed-use place. As Capital Improvement Funds become available and streets and roads require

rebuilding, additional funds should be sought to enhance the public realm. This not only makes the environment more hospitable to pedestrians, it raises the overall visual quality of the district. Improved storm water management and BMP's can be instituted at the same time to promote a healthier environment for all. New investments in the public realm include stormwater management, native landscapes, trees, paving enhancements, LED lighting, and 5G equipped infrastructure will contribute to creating an innovative, sustainable, and refreshed environment.

### ORANGE LINE AND MINNESOTA VALLEY TRANSIT HUB

The planned BRT Orange Line Extension to this district is a major opportunity that promotes inclusive access to this community amenity. The final hub location will be determined by a separate study but our recommendation is for the Transit Hub to have a close relationship to the mall, nearby residential and the northern portion of Center Village. The impact of this transit hub is an important opportunity that will unlock access to downtown Minneapolis, it's work force and also open opportunities for hospitality uses for weekend travelers not wanting to drive downtown but to access Burnsville amenities while also having easy access to the amenities of Minneapolis.

Inclusion within the Seritage redevelopment may provide a near term integrated transit redevelopment opportunity for the district.

A creative approach to funding federal improvements like the transit hub and County Road 42 bridge is to bundle them into a comprehensive solution for the site. This approach can help funding agencies better understand the project vision and can sometimes enhance funding requests. As projects are developed this strategy should be contemplated to improve the chances of funding success.

### PARKING CONSOLIDATION

The further consolidation of surface parking into ramps will unlock the full potential of the mixed-use village, freeing up much needed space to complete the experience and key linkages to the north and throughout the district. Ramps should be strategically located to provide safe and easy access to district amenities and also direct connections to the mall itself. The relationship between County Road 42, district amenities, the mall and the northern district should be studied carefully.

### COUNTY ROAD 42 UNDERPASS

One of the key pieces of infrastructure in the plan is the creation of an iconic bridge across County Road 42 that will provide an important visible marker within the district but also an important element of connectivity allowing pedestrians to pass safely between the north and south sides of the district. The pedestrian study completed in the short term action steps will help set a course for this improvement. Funding for this could come from a partnership between the City and Dakota County.

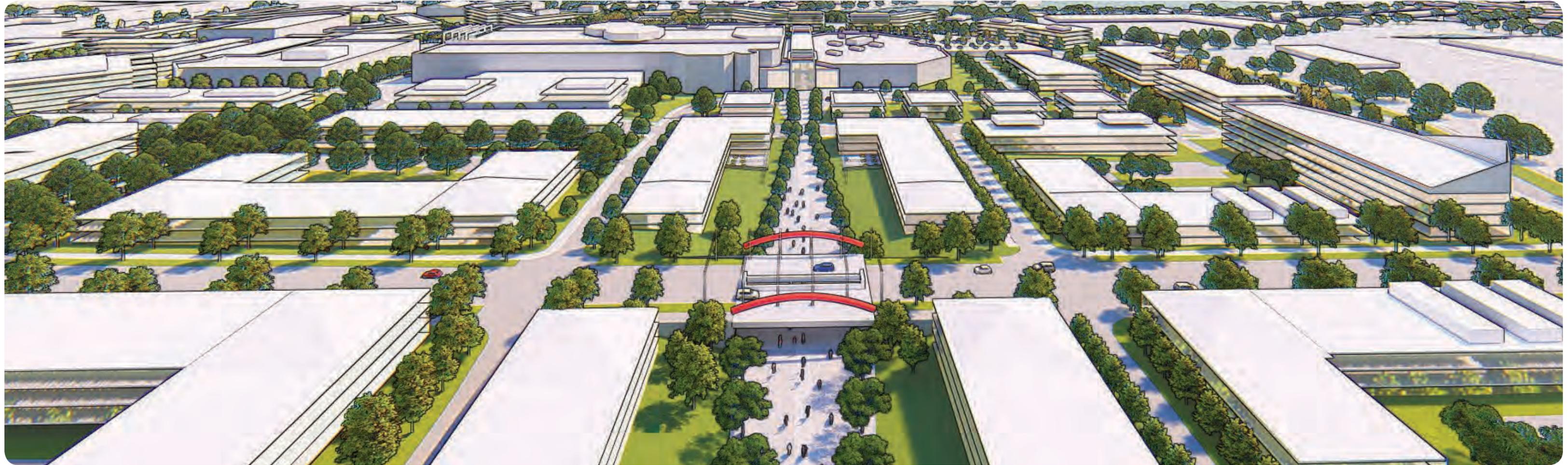


Fig. 56: View of County Rd 42 underpass and Iconic bridge

# Long-Term Actions

### Summary of Long-Term Actions

- \* North/South Pedestrian Mall
- \* MNDot Interchanges and Crossings
- \* North of County Rd 42 Redevelopment

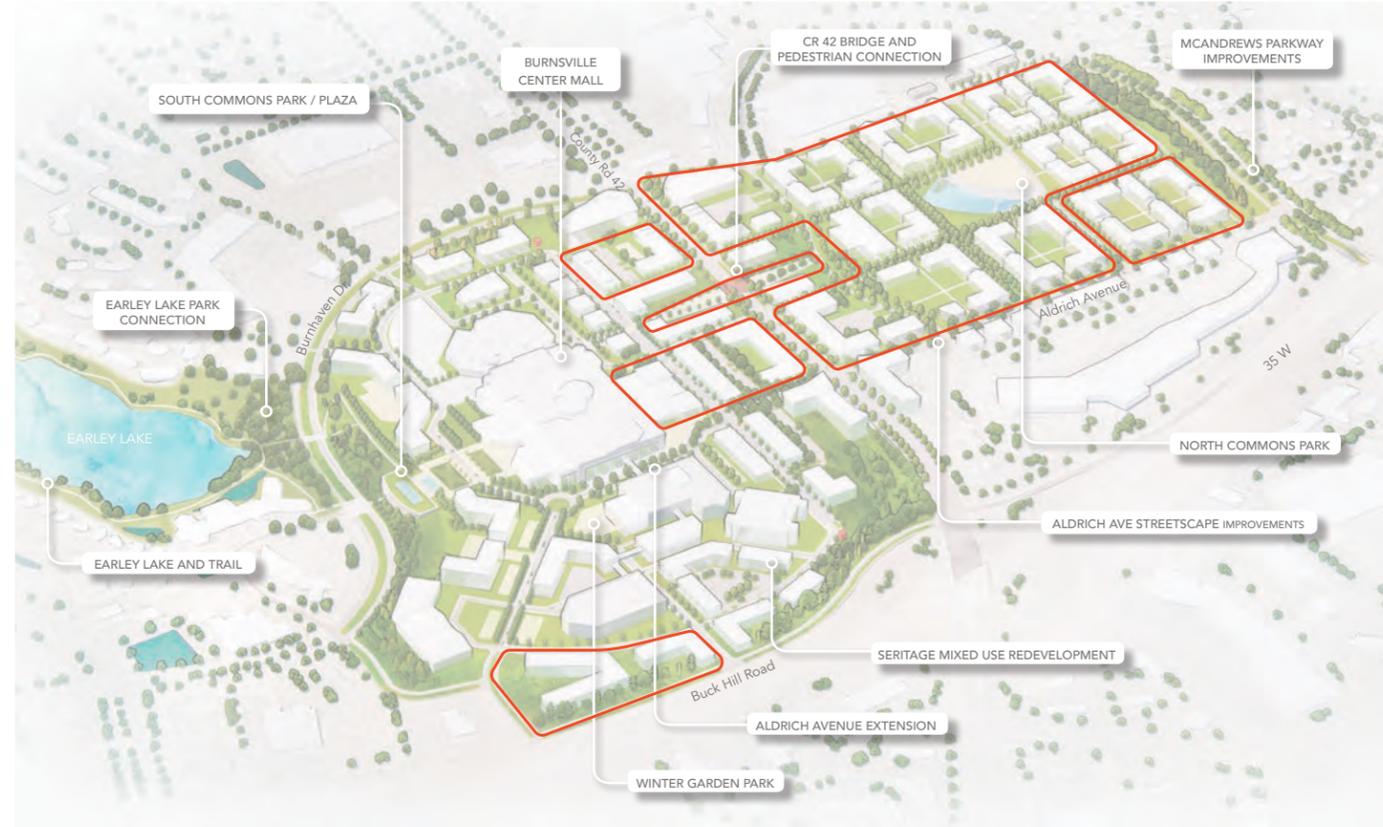


Fig. 57: Long-Term Actions

# Description of Long-Term Actions

The transformation that will have taken place within the district by this point reflects much of what is already happening in other regional shopping centers today. But the final step towards a full transformation will require a significant commitment by all parties.

### NORTH/SOUTH PEDESTRIAN MALL

Once the bridge on County Road 42 is complete, the north/south mall can be implemented. The mall is an important physical and visual link within the overall Center Village plan.

### NORTH DISTRICT RETAIL TRANSFORMATION

The existing successful retail north of County Road 42 is not immune to the long term transformation of retail in the U.S. Retailers like Target who just remodeled in Burnsville) are downsizing their stores in other markets to become more integrated with their neighborhoods. This same transformation can occur in Burnsville as this district evolves towards a mixed-use destination. As these parcels redevelop it will be important to integrate the finer grained street and pedestrian system in concert with each property owner to achieve the goals of the district. The early opportunities at Cub Foods and Burnsville Marketplace will provide direct examples of how parcels can transform into a more cohesive pieces of a whole.

### MNDOT INTERCHANGES & CROSSINGS

Improved access and egress from the district for all district stakeholders is a critical and long term goal to have this district function at a high level. Pressure already exists today and major employers work forces are impacted by congestion on County Road 42. A long term plan for improving access for vehicles and transit is important to the success of this entire district.



Fig. 58: North District Transformation

# Action Steps Summary

## Schedule for Improvements and Actions

	Study	Land-Use/ Zoning	Communications/ Staffing	Private Development	Capital Improvements	Potential Sources/Responsibility
<b>Short-Term Actions</b>						
TIF/PIF District Feasibility	x					City of Burnsville
County Road 42 Pedestrian Study	x					Dakota County
OLX Extension Study	x					Metro Transit/MVTA
Center Village Traffic Impact Study	x					Dakota County/MNDOT/City
Environmental Review/AUAR	x					Private Development Funded
Explore Feasibility of Local Option Sales Tax, EDA Levy and HRA Levy			x			City of Burnsville
Explore Feasibility of Hotel tax for economic development			x			City of Burnsville
Explore Feasibility of Special Service District for enhanced branding and level of service			x			City of Burnsville
Expand Mixed-use designation within the District		x				City of Burnsville
Facilitate parking conversation with mall owners			x			City of Burnsville
Create City Implementation Team (may require additional resources)			x			City of Burnsville
Seek innovative programming to attract people to District			x			City of Burnsville/CBL
Seritage Site				x		Tax Abatement/Private Investment/Livable Communities/ TOD/DEED
Burnsville Center Improvements				x		TIF/Tax abatement/Livable Communities/Private Funds
Aldrich Avenue Extension					x	Tax Abatement/Private Investment/Livable Communities/TOD/State/DEED BDPI
On Street Bike Lanes					x	DOT BUILD Grants/ City of Burnsville/Dakota County/BDPI
Streetscaping					x	Tax Increment Financing/ City CIP/Livable Communities Grants/Dakota County Soil Water
<b>Mid-Term Actions</b>						
Outlot Development				x		DEED/ Privately funded
OLX Transit Hub				x	x	State/Metropolitan Council/Metro Transit
Parking Consolidation				x	x	Tax Increment Financing
County Road 42 underpass					x	Tax Abatement/TIF/Livable Communities/TOD/State/County/DEED BDPI
Areas south of Cty Rd 42 Redevelopment				x		Private investment
Connectivity Improvements					x	Tax Increment Financing/ City CIP/Livable Communities Grants/BDPI
South Commons Park					x	Park Dedication/Livable Communities
<b>Long-Term Actions</b>						
North/South Pedestrian Mall under Cty Rd 42					x	Park Dedication/Livable Communities
North Commons Park					x	Park Dedication/Livable Communities
North District Retail Transformation				x		Private investment
New Local Streets north of Cty Rd 42					x	Tax Increment Financing/CIP/DEED BDPI
MNDOT Interchanges & Crossings					x	Tax Abatement/TIF/Livable Communities/TOD/State/County



Fig. 59: View of County Rd 42

# Funding Strategies



Success of the Vision Plan will require a many pronged strategy for funding key components of the plan while being responsive to emerging opportunities overtime. Leveraging private investments or providing matching grants from public and private sources will be a critical tool for redevelopment of the Center Village. In addition, public grants provide additional funding mechanisms for specific aspects of the plan including redevelopment, transit, housing and community vitality. A grant search was undertaken to explore possible funding opportunities for redevelopment. The following list of grants is not a complete list and further exploration and changing opportunities will require continued research to capitalize on available funding opportunities that align with project redevelopment goals. Staff time should be allocated for grant research and applications. A listing of grants and associated websites are located within *Appendix A4, page 158*.

## CAPITAL IMPROVEMENT PLANS

City, County, Housing Authority, Transportation. Federal and State Transportation and redevelopment funds focus on transportation, economic development, infrastructure and transportation.

## TAX INCREMENT FINANCING (TIF)

The district does not currently satisfy requirements for a TIF district. Special legislation will be required to establish a TIF district and should be pursued in the next legislative session.

## HOTEL & LOCAL OPTION SALES TAX

Hotel and local option sales tax are potential funding sources for public improvements that are essentially a user tax that allows the city to generate public infrastructure funding for the district by the people that use the district. Conversations with the Chamber, hospitality and retailers should take place to better understand if this approach would be supported by the local stakeholders.

## TAX ABATEMENT

Tax abatement is a tool that can be used for economic development. Tax abatement can be used for purposes similar to TIF, a widely used development tool. If a TIF District is approved, the Tax Abatement tool cannot be used.

## US DEPARTMENT OF TRANSPORTATION

BUILD Transportation grants replace the pre-existing Transportation Investment Generating Economic Recovery (TIGER) grant program. BUILD funding can support roads, bridges, transit, rail, ports or intermodal transportation.

## MN DEPARTMENT OF TRANSPORTATION (MNDOT)

Corridors of Commerce is a program of competitive state grants, augmented with local funding, that targets transportation routes identified as vital links for regional and statewide economic growth.

## STATE OF MN

Grants may be used to finance the capital costs of development or redevelopment projects to create jobs, increase the city tax base and enhance the city's attractiveness to private investment.

*Community Development Funding* provides financial assistance to communities statewide for projects that help them stay vital and better position them for economic growth.

*Housing Grants* funds are granted to local units of government, which, in turn, lend funds for the purpose of rehabilitating local housing stock. Loans may be used for owner-occupied, rental, single-family or multiple-family housing rehabilitation. In all cases, housing funds must benefit low- and moderate-income persons.

*Public Facility Grants* funds are granted for wastewater treatment projects, including collection systems and treatment plants; wells, water towers and distribution systems.

*Comprehensive Grants* frequently include housing and public facility activities and comprehensive projects may include an economic development activity, which consists of loans from the grant recipient to businesses for building, rehabilitation related to facade improvements, code violations, and health and safety issues. The most common economic development activity is rehabilitation of local commercial districts.

*Innovative Business Development*

*Public Infrastructure*

(BDPI) program focuses on job creation and retention through the growth of new innovative businesses and organizations and provides grants to local governmental units on a competitive basis statewide. The amount of a grant may not exceed the lesser of the cost of the public infrastructure or 50 percent of the sum of the cost of the public infrastructure plus the cost of the completed eligible project (<https://mn.gov/deed/government/financial-assistance/business-funding/innovative/>)

*Site Cleanup and Redevelopment* offer funds for reclaiming and redeveloping contaminated and blighted properties is essential for communities to remain vital and in the best possible position to attract new commercial, industrial and residential growth.

# Grant Programs

*Contamination Cleanup and Investigation Grant*

Helps pay for assessing and cleaning contaminated sites for private or public redevelopment.

*Cleanup Revolving Loan Program*

Provides low-interest loans through the U.S. EPA to clean up contaminated sites that can be returned to marketable use.

*Redevelopment Grant Program* helps communities with the costs of redeveloping blighted industrial, residential, or commercial sites and putting land back into productive use.

*Demolition Loan Program* helps with the costs of demolishing blighted buildings on sites that have future development potential but no current plans.

## US ENVIRONMENTAL PROTECTION AGENCY

EPA's Brownfields Program provides direct funding for brownfields assessment, cleanup, revolving loans, environmental job training, technical assistance, training, and research. To facilitate the leveraging of public resources, EPA's Brownfields Program collaborates with other EPA programs, other federal partners, and state agencies to identify and make available resources that can be used for brownfield activities.



### ASSESSMENT GRANTS

*Assessment Grants* provide funding for brownfield inventories, planning, environmental assessments, and community outreach.

*Assessment Grants* provide funding for a grant recipient to inventory, characterize, assess, conduct a range of planning activities, develop site-specific cleanup plans, and conduct community involvement related to brownfield sites. The performance period for these grants is three years.

A *Site-specific Assessment Grant* is appropriate when a specific site is identified, and the applicant plans to spend grant funds on this one site only.

An applicant may request up to \$200,000 to assess a site contaminated by hazardous substances, pollutants, contaminants (including hazardous substances co-mingled with petroleum), and/or petroleum.

An applicant may seek a waiver of the \$200,000 limit and request up to \$350,000 for a site contaminated by hazardous substances, pollutants, contaminants, and/or petroleum. Waiver requests must be based on the anticipated level of contamination, size, or status of ownership of the site.

### ADDITIONAL GRANTS

*Revolving Loan Fund (RLF)* Grants provide funding to capitalize loans that are used to clean up brownfield sites.

*Cleanup Grants* provide funding to carry out cleanup activities at brownfield sites owned by the applicant.

*Multipurpose (MP)* Grants provide funding to conduct a range of eligible assessment and cleanup activities at one or more brownfield sites in a target area.

*Area-Wide Planning Grants* provide funding to communities to research, plan and develop implementation strategies for cleaning up and revitalizing a specific area affected by one or more brownfield sites.

*Environmental Workforce Development and Job Training (EWDJT)* Grants provide environmental training for residents impacted by brownfield sites in their communities.

*Technical Assistance, Training, and Research Grants* provide funding to organizations to conduct research and to provide training and technical assistance to communities to help address their brownfields challenges.

### COUNTY GRANT PROGRAMS

The *Redevelopment Incentive Grant (RIG)* Program was created to increase the tax base and improve the quality of life in Dakota County through two specific strategies: redevelopment and affordable housing development. This program is currently under review and anticipated changes will affect available grants. <https://www.dakotacda.org/community-development/redevelopment-incentive-grant-program/>

### COMMUNITY DEVELOPMENT BLOCK GRANT PROGRAM

Federal CDBG Program was established to develop viable urban communities, provide decent housing and strive to create better living environments. CDBG funding furthers economic development opportunities for low- and moderate- income persons and to eliminate blight conditions. The CDBG Program provides grants to Dakota County to distribute to participating cities and townships.

### REDEVELOPMENT PROGRAM

The CDA's Redevelopment Program provides staff expertise to assist cities with their redevelopment goals. The CDA has worked with cities on a wide variety of projects ranging from the acquisition of affordable housing sites to the redevelopment of commercial sites.

### DAKOTA COUNTY SOIL AND WATER CONSERVATION DISTRICT

This program works in partnership with the state, watersheds, local units of government, developers and landowners to provide education, technical and financial support to minimize the impact of stormwater runoff from new and existing development.

These grants may provide opportunities for cost sharing of innovative Stormwater Management BMP's and landscaping for Clean Water.

### PRIVATE FOUNDATIONS

Can be another valuable source of funding for specific projects not eligible for other types of grants and can build community support through focused support other community work that may be important for the success of the vision plan.

### THE SAINT PAUL AND MINNESOTA FOUNDATION

This foundation funds program grants, capital grants and transitional operating grants. We are proud to serve the East Metro Area including Dakota County from organizations and organizations that serve individuals and communities and include:

*Community Connectedness* creates opportunities for equity in arts, civic dialogue, community problem solving as well as supporting natural and built spaces where people live, work and play.

*Capital Grants* are designed to support your organization's investment in buildings, facilities and equipment. Foundation investments are typically limited to buildings owned by nonprofits or held by long-term lease agreement.

### DAKOTA COUNTY ELF GRANT

This pilot program was authorized for brownfield redevelopment, environmental capital projects, environmental resources, natural areas, and parks master planning. It is only available to land fill host communities.

### METROPOLITAN COUNCIL LIVABLE COMMUNITIES GRANT (LCA)

The LCA funds community investment, that revitalized economies, created affordable housing, and links different land uses and transportation.

The Livable Communities Demonstration Account (LCDA) funds innovative (re)development projects that efficiently link housing, jobs, services and transit in an effort to create inspiring and lasting Livable Communities. Grants are available to fund basic public infrastructure and site assembly.

#### *Transit-Oriented Development*

*TOD Grants (LCA-TOD)* promote moderate to high density development projects located within walking distance of a major transit stop that typically include a mix of uses such as housing, jobs, restaurants, shops, and entertainment. Projects are eligible if they are located within a LCA-TOD-Eligible Area within one-half mile of LRT, BRT, commuter rail, or high-frequency express bus stations that are currently operational or will be operational by 2020. Projects within one-quarter mile of high frequency local bus routes are also eligible.

#### *Local Housing Incentives Account (LHIA)*

LHIA grants fund the expansion and preservation of affordable housing for rental and ownership to help municipalities meet their negotiated LCA housing goals. Grant funds cover gap financing costs.

# EXISTING REAL ESTATE VALUES

APPENDIX

# A1

# Existing Real Estate Values

## North of County Road 42

Property	Owner	2018 Total Taxable Value	Net Tax (Payable 2018)
<b>North of 42</b>			
Car Care Tire 1	SPIRITS PROP	3,552,900	117,693.56
Walgreens	MEDITERRANEAN INVESTMENTS-MN LLC	2,694,600	94,623.34
US Bank	U S BANK NATIONAL ASSOC	1,197,100	39,213.98
Barnes and Noble	PMJ BURNHAVEN LLC	2,716,000	105,778.38
Kinko's & Retail BLDG	PMJ BURNHAVEN LLC	2,394,900	<b>79,541.6</b>
Target	TARGET CORPORATION	11,511,400	450,747.94
Total Wine & More	PMJ BURNHAVEN LLC	4,477,700	149,419.48
Slumberland Burnhaven Mall	LARSON ENTERPRISES	3,135,600	102,641.98
Dakota Electric Assn	DAKOTA ELECTRIC ASSN	1,003,700	34,927.34
Center Place Office Bridge	CENTER PLACE PROPERTIES LLP	1,693,200	54,903.12
Fire Station #3	City of Burnsville	869,200	0.00
Pumpkin Patch Childcare	CSTZ LLC	623,600	19,132.88
Kohl's	BN3 BP ASSOCIATES LLC	7,388,200	265,804.62
MN Valley Surgical Center	HSRE-TCO BURNSVILLE LLC	14,597,300	506,237.22
<b>North Retail Core Total</b>		<b>57,855,400.00</b>	<b>2,020,665.48</b>
Burnhill Shoppers Corner	VORANDESOTO LLC	2,406,800	83,605.68
Ace Hardware / Tile Shop	CSM PARK PLACE LIMITED PARTNERSHIP LLL	13,346,600	451,925.52
Precision Tune	DEAN & BARBARA JOHNSON HOLDING LP	856,100	26,855.30
TCF Bank	CSM PARK PLACE LIMITED PARTNERSHIP LLL	1,044,400	35,839.82
Costco	COSTCO WHOLESALE CORPORATION	10,048,000	393,590.30
Burnsville Marketplace	JPT IND INC	28,448,600	926,741.40
Wedding Day & Vitamin	MIDLAND BURNSVILLE LLC	1,608,400	51,166.52
Commers Water / Enterprise	Commers Properties of Burnsville LLC	506,900	15,191.62
<b>North Retail Non-Core Total</b>		<b>58,265,800.00</b>	<b>1,984,916.16</b>
<b>North of 42 Total</b>		<b>116,121,200.00</b>	<b>4,005,581.64</b>

## South of County Road 42

Property	Owner	2018 Total Taxable Value	Net Tax (Payable 2018)
<b>South of 42</b>			
Burnsville Center SPE LLC	Burnsville Center SPE LLC	83,000,000	3,327,197.98
Penney's Dept Store	J C PENNY PROP INC	6,117,500	207,259.96
Macy's Burnsville Center	MAY DEPARTMENT STORES CO	6,000,000	213,578.72
Dick's BV Mall	BURNSVILLE CENTER SPE LLC	10,523,700	359,441.44
Seritage Site	SERITAGE SRC FINANCE LLC	6,650,300	238,841.10
Well's Fargo	1ST FED S & L OF MPLS	1,012,000	32,076.52
Odyssey 15 Theater	MN THEATERS 2006 LLC	5,757,200	255,602.80
Regency (Vacant)	BLAKELEY PROPERTIES LLC	906,200	29,977.62
14300 Retail	BLAKELEY PROPERTIES LLC	3,405,900	110,892.46
<b>Mall Total</b>		<b>123,372,800.00</b>	<b>4,774,868.60</b>
Red Lobster	GSPANDE LLC	1,420,100	45,740.00
Porter Creek Grill	DAG BURNSVILLE LLLP	1,939,800	61,972.08
At Home	BUILDERS PALMDALE LLC	1,884,200	242,468.96
Burnside Plaza	RR BIRCH RUN LLC	3,730,500	127,455.60
Burnside Plaza (small)	RR BIRCH RUN LLC	1,440,300	48,459.06
Burnhaven Library	County of Dakota	3,771,900	0.00
National Camera Exchange	JONATHAN H TSTE LISS	1,081,200	37,827.94
Frontier Communications	HILLCREST MANOR PROPERTIES LLC	4,425,100	147,858.90
Boyer & Co	BURNHAVEN ATRIUM LLC	2,068,700	65,217.02
Sundberg's Auto	BURNSVILLE AUTO MALL LLC	1,601,800	53,071.62
Burnsville Auto Mall	BURNSVILLE AUTO MALL LLC	1,321,100	43,572.86
Luther Volkswagen	LUTHER COMPANY LLLP	6,848,900	215,175.64
TGI Fridays	BERLE G & CAROL TSTE CRISP	1,573,800	50,787.12
<b>Non-Mall Total</b>		<b>33,107,400.00</b>	<b>1,139,606.80</b>
<b>South of 42 Total</b>		<b>156,480,200.00</b>	<b>5,914,475.40</b>

An aerial photograph of a city, showing a complex highway interchange with multiple overpasses and ramps. The surrounding area includes residential neighborhoods with houses and trees, as well as commercial buildings and parking lots. The image is in grayscale and serves as a background for the page header.

# LOCAL DEMO - GRAPHICS

APPENDIX

# A2

# Regional Context

## CITY OF BURNSVILLE

Several geographical areas that are relevant to this study are shown at right: The City of Burnsville, and 3, 5, and 10-mile radii from the study area. These radii are among the standard distances that retailers use to understand the demographics likely to affect the amount and types of goods that their shoppers are most likely to seek out.

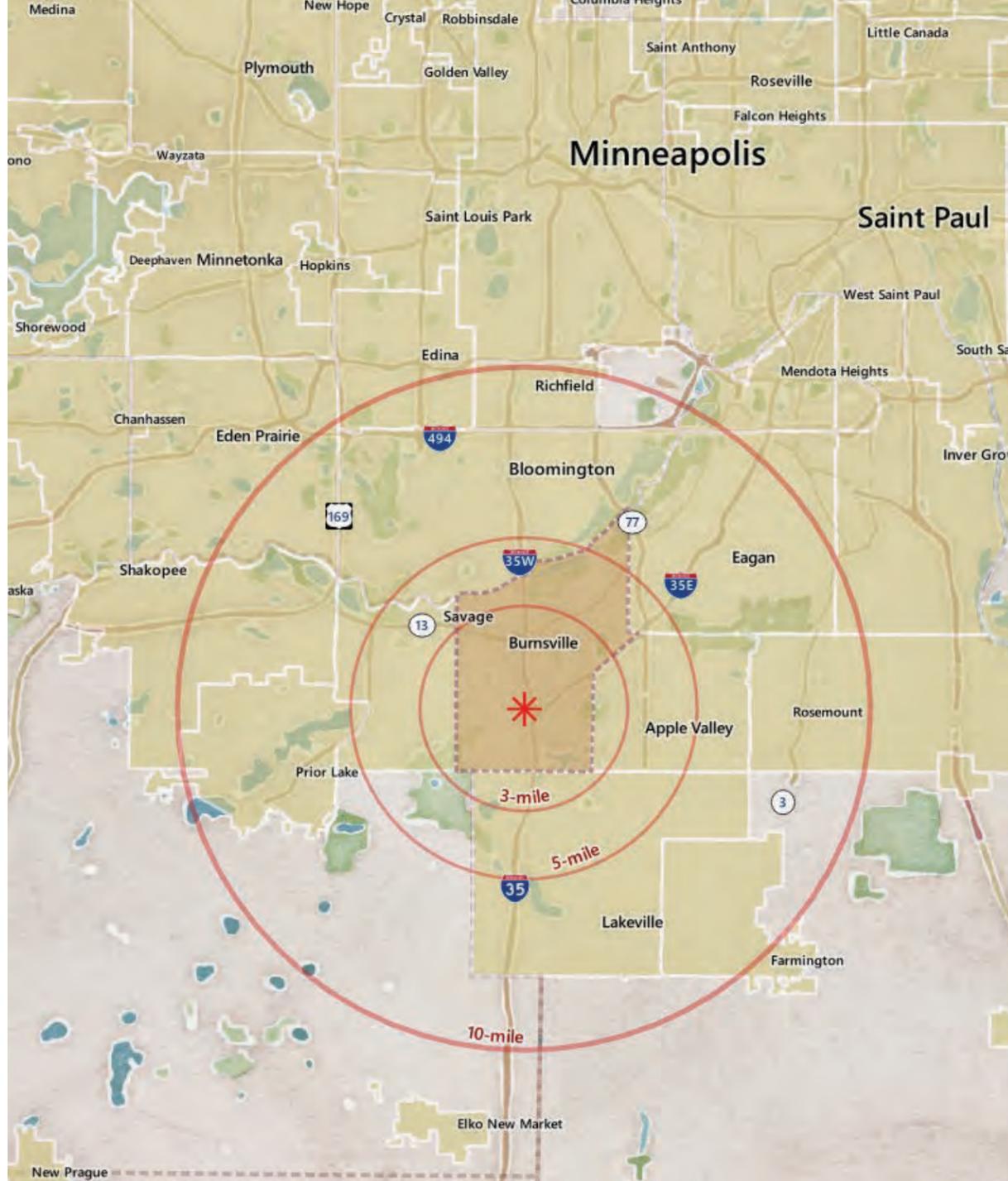


Fig. 60: Geographic areas relevant to this study. Source: Cushman & Wakefield

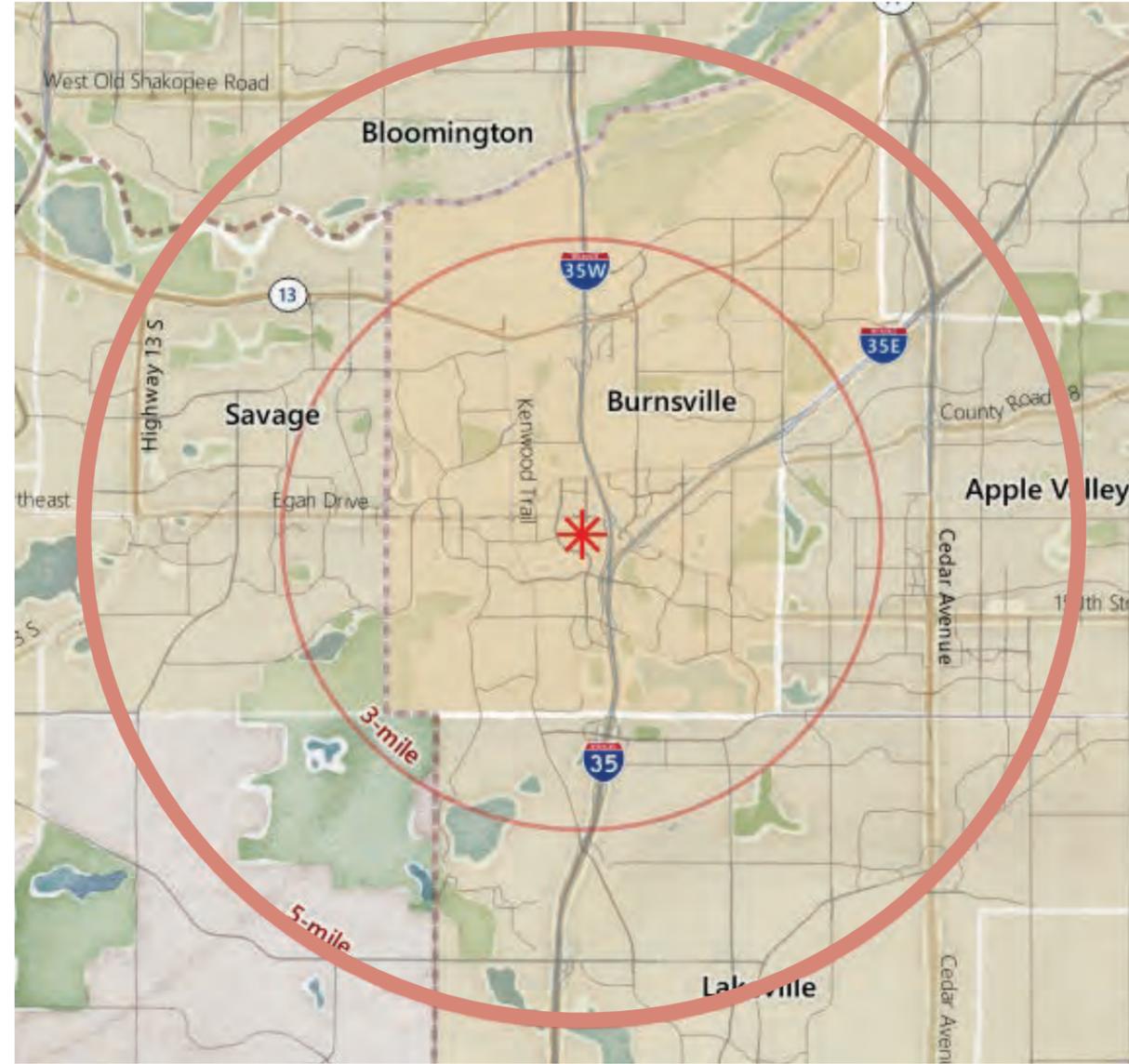
# Market Area

## GROWTH AT THE CENTER

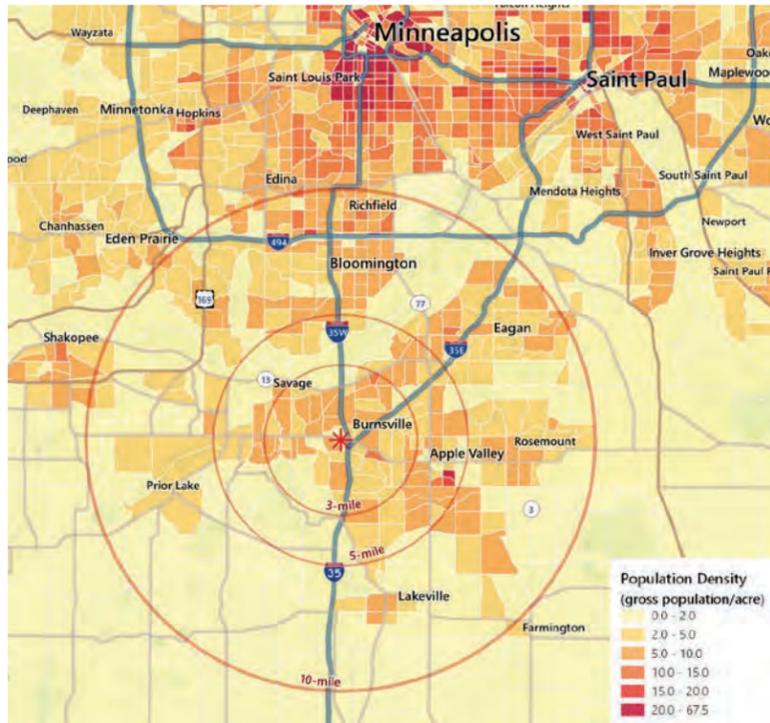
Three-mile and five-mile radius circles centered at the Burnsville Center are shown at left. Major development types at the Center and Corridor (retail, housing, office) will compete for a share of demand (generated by population, employment growth, and other factors) in these larger areas.

This analysis defines the five-mile area as the “market area” (which is sometimes referred to as a “primary market area” or “trade area”). While a small portion of this market area does extend north of the Minnesota River, the vast majority is south of the river.

The project “study area” is a smaller area that is entirely within the City of Burnsville, extending from 35E to County Road 5, and McAndrews Road to Southcross Drive.

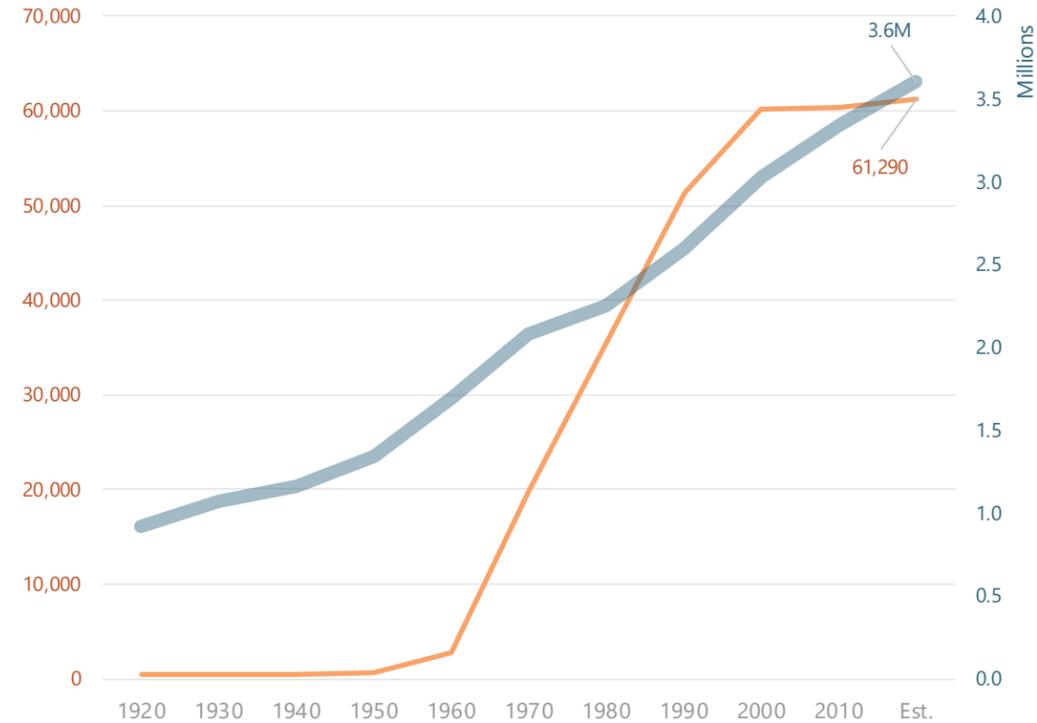


# Burnsville Population



## POPULATION DENSITY

As the figure above shows, Burnsville is towards the southern edge of the Twin Cities metropolitan region. The Minnesota River is an important dividing line between Burnsville and more centrally located suburbs, particularly Bloomington. Thus, Burnsville has historically served as a commercial and social center for communities south of the river. The figure at left compares the growth of the City of Burnsville to the Twin Cities Metropolitan region, from the 1920s to 2017.



## HISTORIC POPULATION GROWTH

The City's population is currently about 61,290. The City's population increased rapidly during the 1960s, around the time that access across the Minnesota River was improved. Growth slowed in the 1990s, after most of the land in Burnsville was "built out."

The metro area growth rate has been steady by comparison. In order for Burnsville to continue to grow in the future, the City will increasingly need to look to the redevelopment of existing properties.

# Projected Population Growth

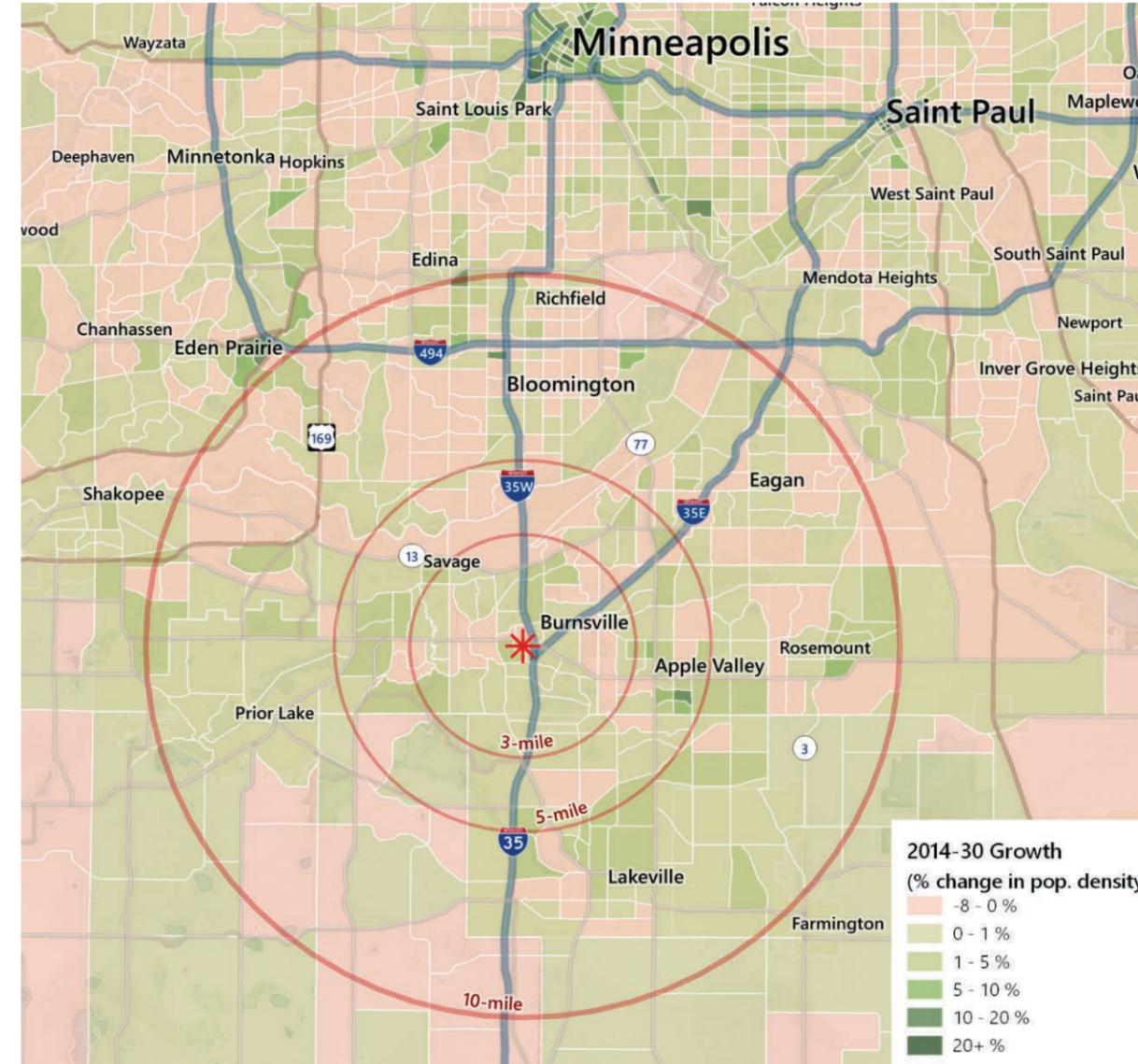
## FAST GROWTH

The map at left shows projected population growth during the 2014 to 2030 time-frame. Fast-growing areas are green; areas that are losing population are shown in red.

Moderate growth is projected for the Burnsville vicinity, including some expansion to the southeast in Lakeville, Apple Valley, and Rosemount.

Although there are some stagnant pockets throughout the southern suburbs, the 5-mile radius around Burnsville Center is expected to grow at 0.66% annually between 2020 and 2030 (compared to 0.92% for the metro area overall).

Growth in the five-mile area, and other areas (particularly those to the south), have the potential to support future retail and other types of development in the Center and Corridor.

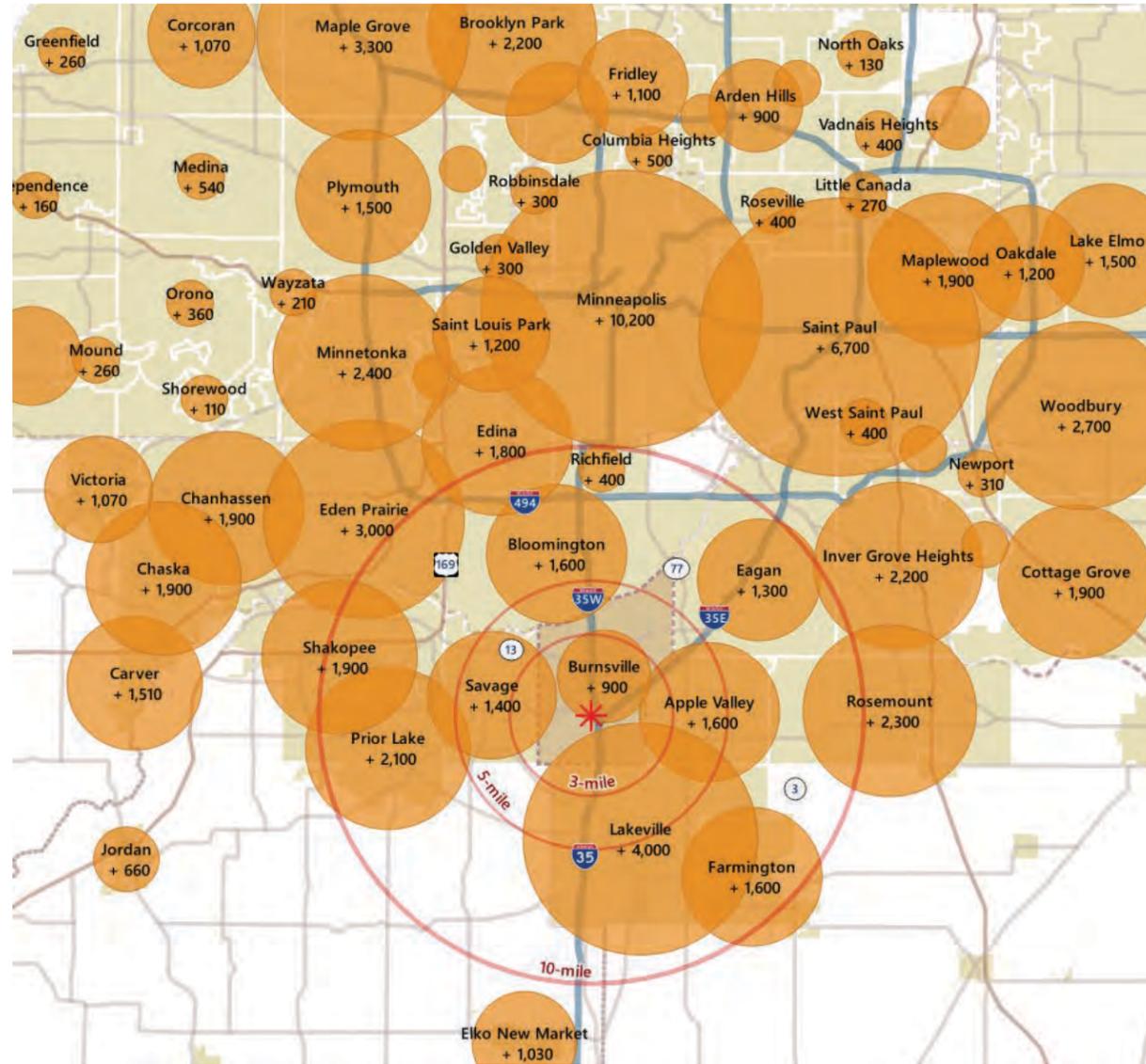


# Projected Household Growth

## GROWTH OF THE URBAN CORE

Metropolitan Council projects that Burnsville will add approximately 900 households from 2020-2030, fewer than other nearby suburban cities, which likely have more readily developable land. Future rooftop density in the 10-mile vicinity will be driven by strong household growth in Lakeville (+4,000) and Prior Lake (+2,000), followed by Apple Valley and Farmington (+1,600 each). Like many major metros across the nation, infill redevelopment is driving strong gains in the urban core.

Household growth near Burnsville can help to power the redevelopment of the Center and Corridor, since those households may shop or work in the study area. In order to meet and exceed Met Council's growth projection, Burnsville will need to seek opportunities to "grow up" rather than out.

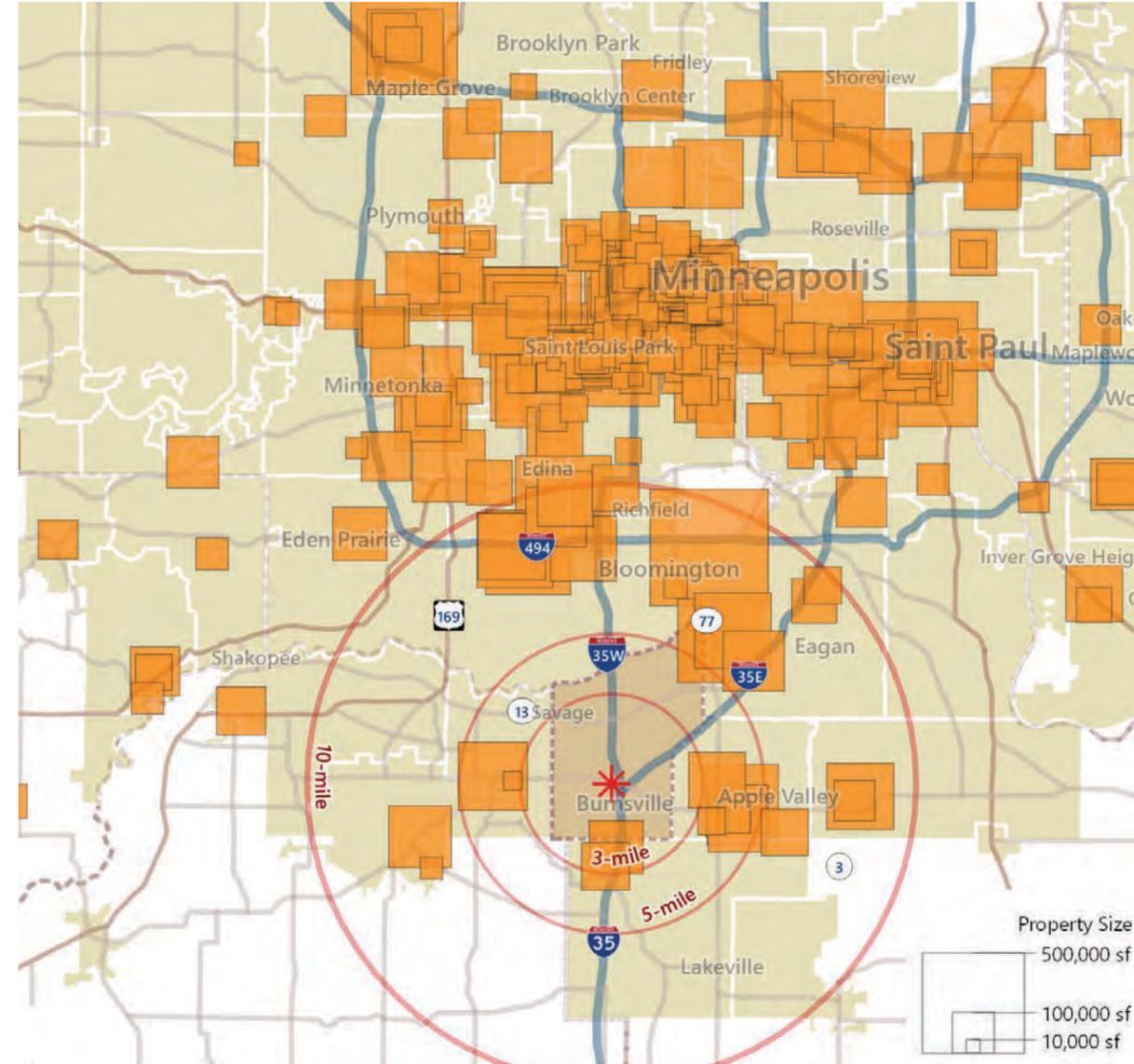


# Regional Multifamily Development

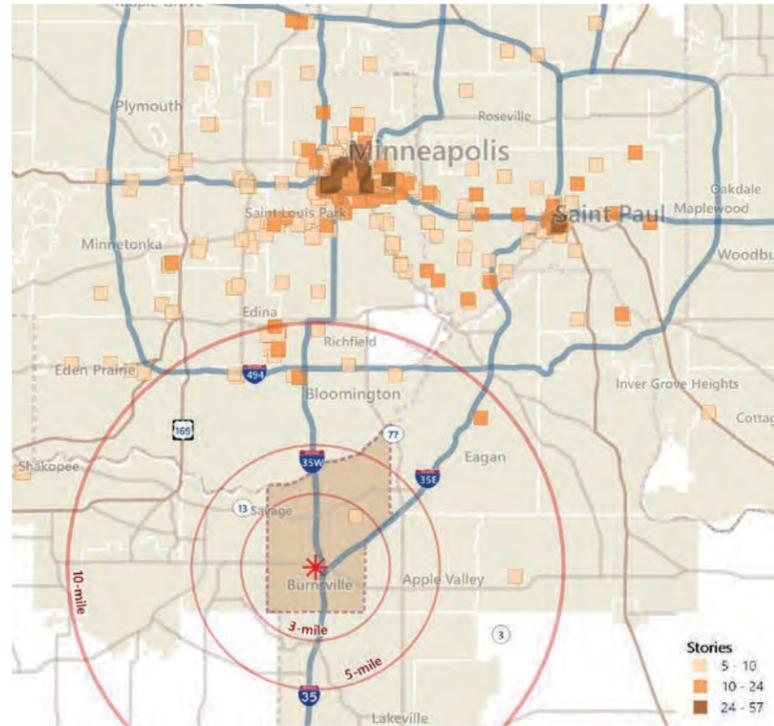
## INCREASE IN MULTIFAMILY LIVING

The map at left shows all multifamily rental housing projects that have been built or proposed in the region from 2010 to present. (Owner-occupied multifamily development, e.g. condominiums, are not shown but has been far more limited since 2010.)

There has been tremendous multifamily development activity in the Twin Cities area since the recession, with the vast majority occurring north of I-494.

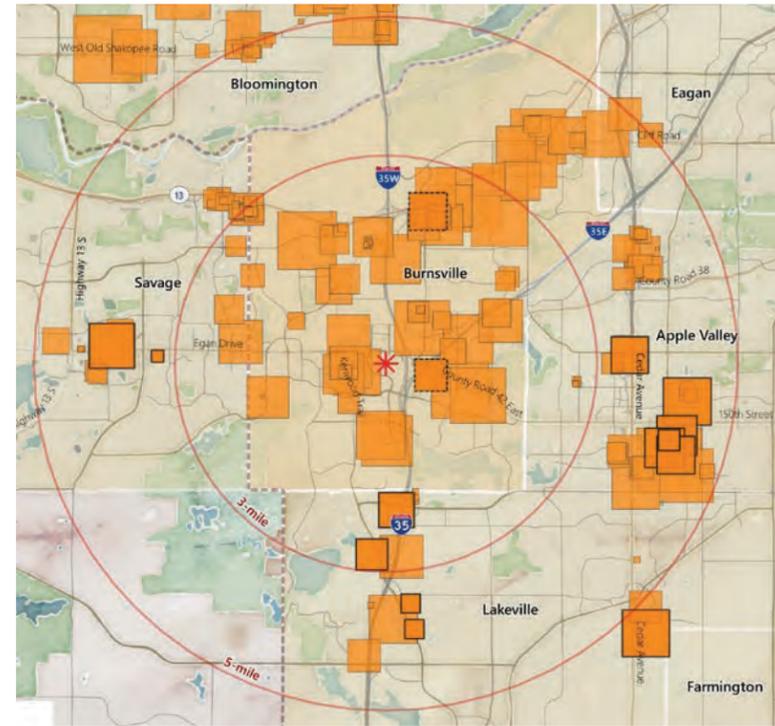


# Local Multifamily Development



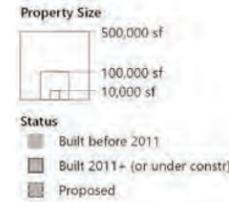
## HIGH DENSITY MULTIFAMILY

The map at right shows all multifamily rental projects by their height (number of stories). The vast majority of mid-rise (5+ story) projects have been built along the I-494 corridor or to the north. High rise projects (shown here as 10+ stories) have taken place throughout the region but are most concentrated in Minneapolis and St. Paul.

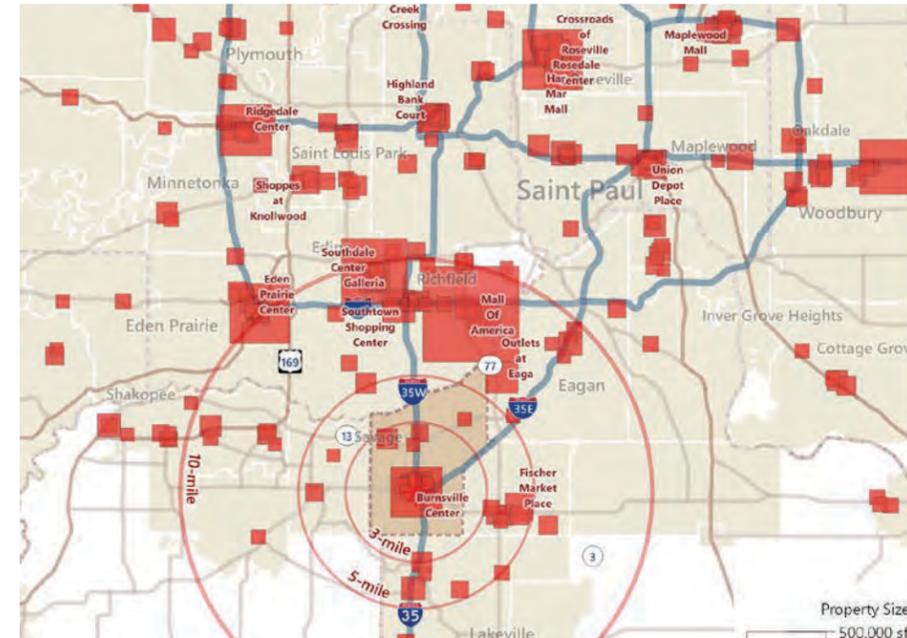


## MULTIFAMILY DEVELOPMENT

The map at right shows the geography of multifamily development in the market area. While there are several proposed multifamily projects located in Burnsville, none have been built in the City since 2011.

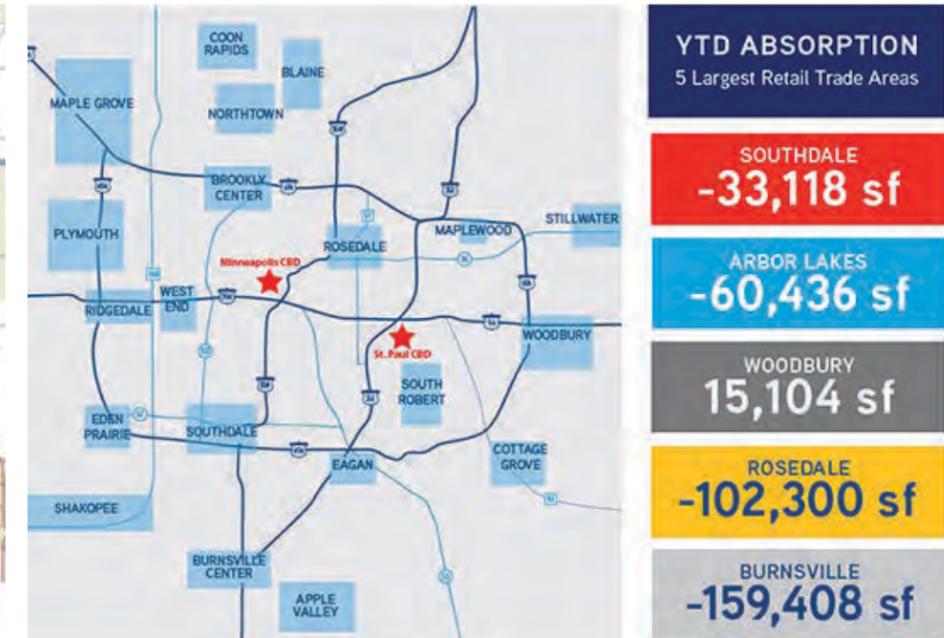


# Major Metro-Area Retailers



## ADVANTAGEOUS ACCESS

This map shows metro-area retail buildings that are 100,000 square feet or more in size. The southern stretch of the I-494 highway loop is home to a disproportionate share of Twin Cities retail including the Mall of America, Southdale Center, and Eden Prairie Center. These centers compete against the Burnsville Center and Corridor. The Burnsville study area is near the southern extent of major metro shopping centers. It's position at the intersection of 35W and 35E gives it an important access advantage compared to other locations.



## RETAIL ABSORPTION

The figure above shows the major retail centers in the Twin Cities' region, and the year-to-date retail absorption documented by Colliers brokerage. The Burnsville Center and Corridor are expected to compete most directly for shoppers with Southdale and the Twin Cities Premium Outlets, at Eagan. Colliers shows negative absorption (tenant departures) within the five largest trade areas. The study area has lost 159,408 SF during the last year, leaving empty buildings and vacant store fronts.

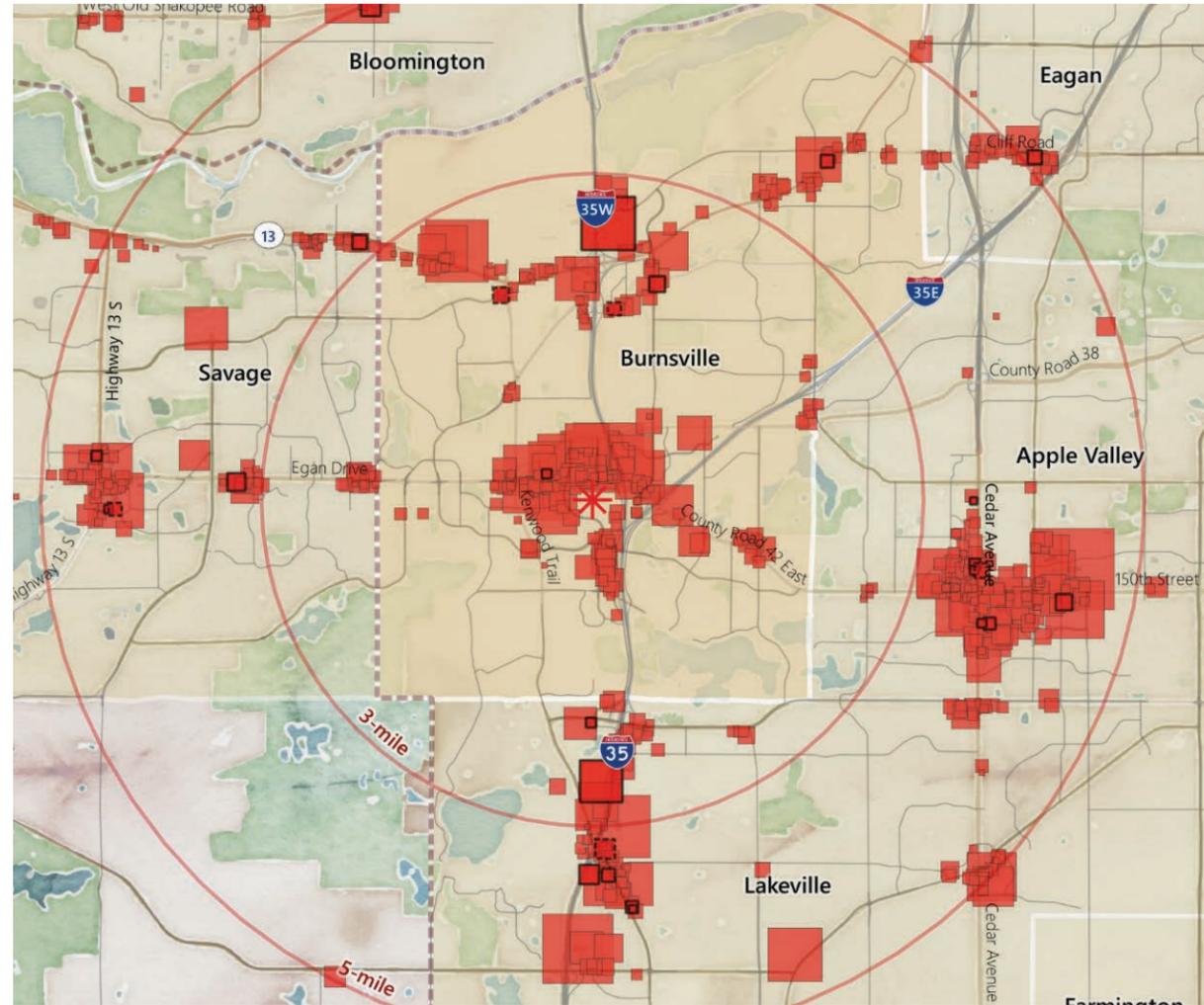
# New Retail Development

## IN WITH THE NEW

The map at right shows the geography of retail development in the market area. The size of each property corresponds to its total square footage.

Retail that was built after 2010 is outlined in black. Very little retail has been built after 2010 in the five-mile market area. This is not unusual for suburban areas in which most commercial development took place during the 1960s to 1990s.

Some newer retail can be found north of Highway 13 off I-35W and further south of Burnsville in Lakeville on I-35.

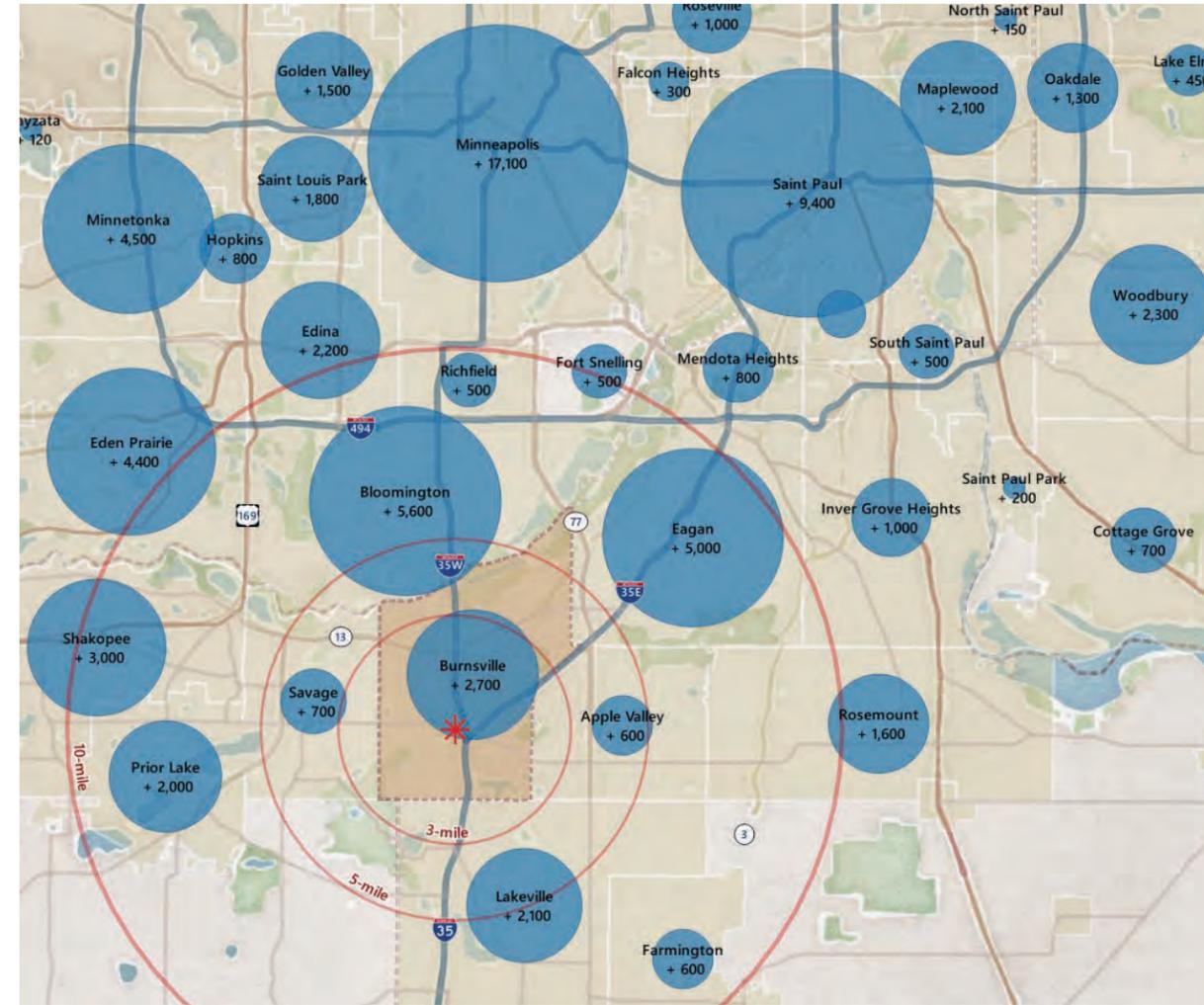


# Regional Employment Projection

## THOUSANDS OF NEW JOBS

This map shows Met Council's regional job growth projections for the 2020 to 2030 time period. Met Council projects 2,700 new jobs for Burnsville for the 2020s.

Lakeville is expected to add 2,100 jobs between 2020 and 2030 – less than Burnsville but much faster, percentage-wise (11.5% versus 7.4% over the decade). South side job gains are expected to be led by Bloomington and Eagan, with 10,600 combined new jobs.



# Burnsville Employment

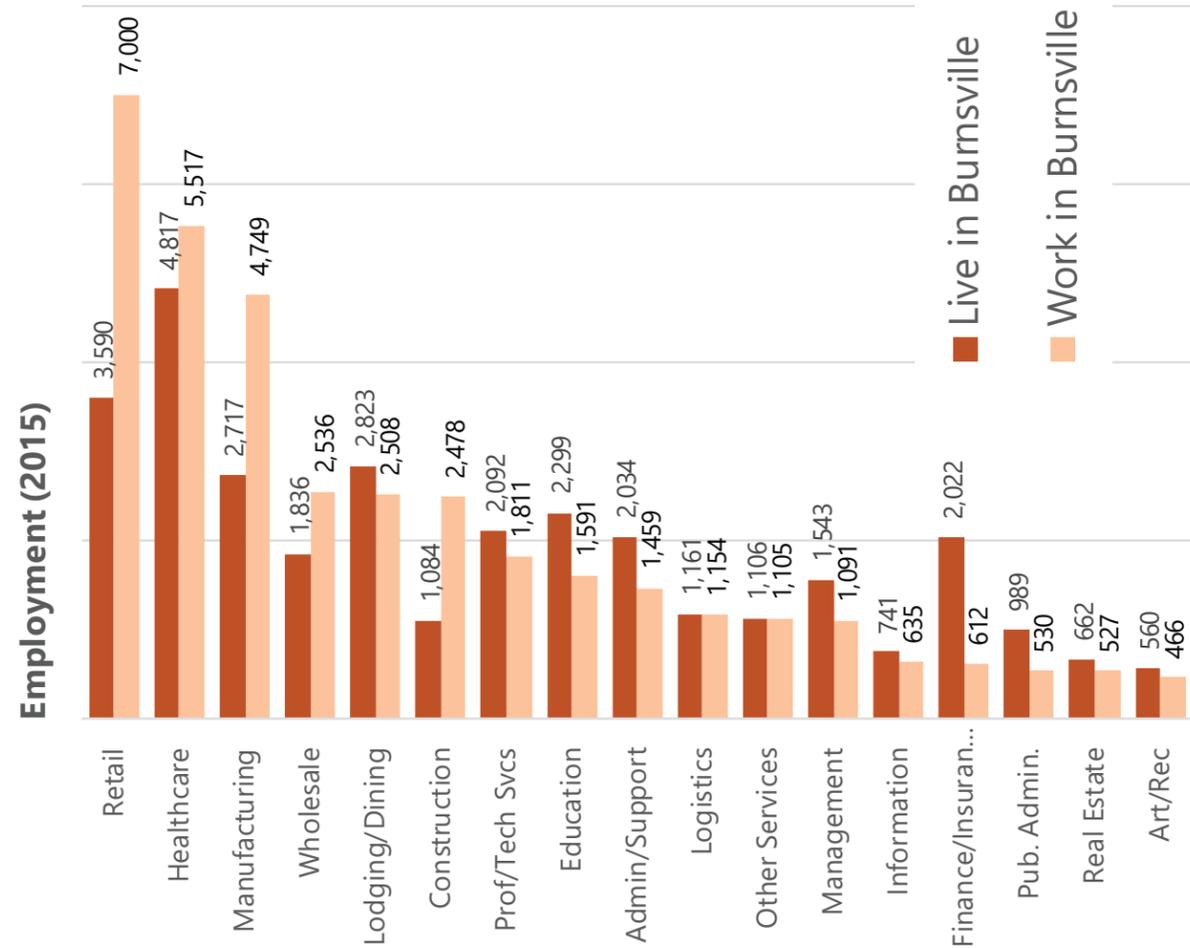
## JOB & EMPLOYMENT TYPE

The figure at right summarizes for the City of Burnsville in 2015, the latest year for which we have data. In 2015, there were 35,900 jobs in Burnsville, and 32,200 employed Burnsville residents.

Large numbers of employees work in Burnsville in the retail, healthcare, and manufacturing sectors. In addition, more in-commuting workers are employed in construction compared with out commuting residents.

More Burnsville residents are employed in white-collar sectors such as Management, Finance, Professional Services & Public Administration compared to in-commuting non-residents.

Healthcare is a dominant industry for both residents and in-commuters, indicating that many healthcare employees likely live and work in Burnsville. Lodging and Wholesale are also important sectors.

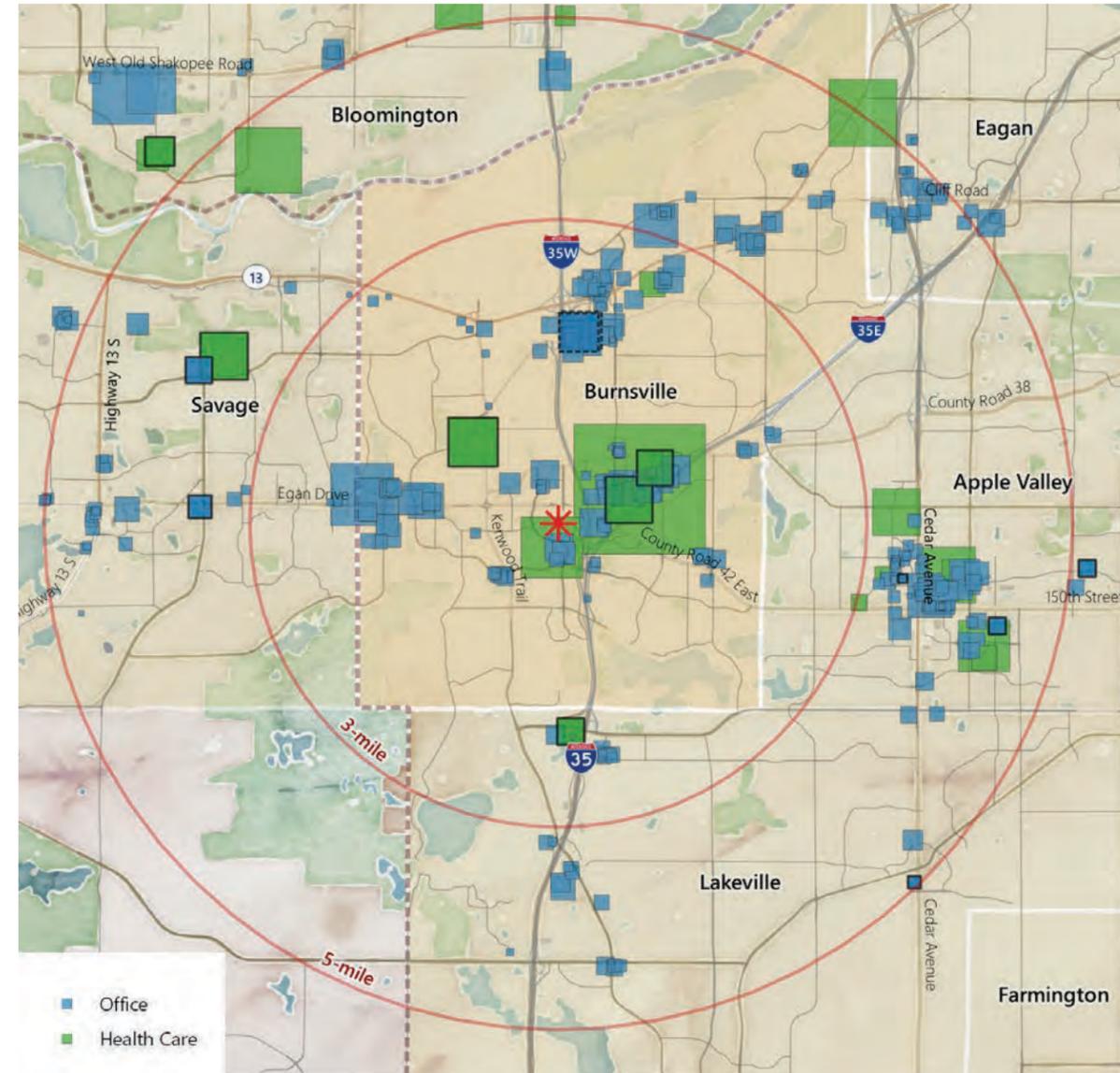


# Employment: Office & Healthcare

## INCREASE IN MULTIFAMILY LIVING

The map at right shows the geography of both office and healthcare development (including medical office and hospital space) in the market area.

The study area, and CR 42 in particular, are home to the largest concentrations of office space and healthcare development in Burnsville. This is a very importance asset for the study area and for redevelopment of the Center and Corridor. These tenants may be expanding and could use additional office or healthcare space at the Center/Corridor. Employees will shop, and could potential live in infill housing in the study area. This concentration makes the continued success of the study area a critical economic development issue for the City of Burnsville, Chamber of Commerce, and other stakeholders.



# Major Burnsville Employers

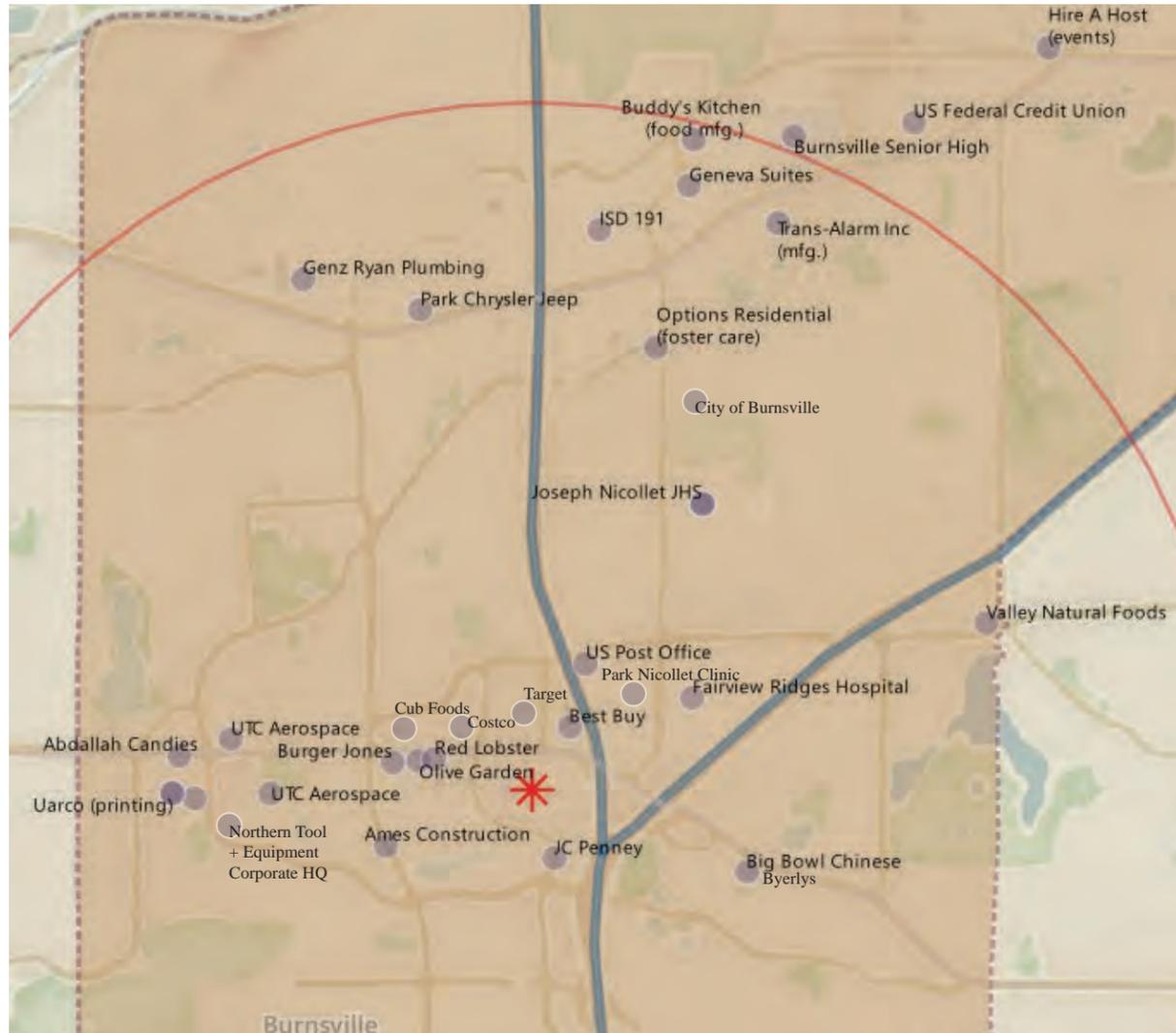
## TRADED SECTOR BUSINESS

The map at right shows organizations in Burnsville with 100 or more employees. Major office and healthcare employers in the study area include:

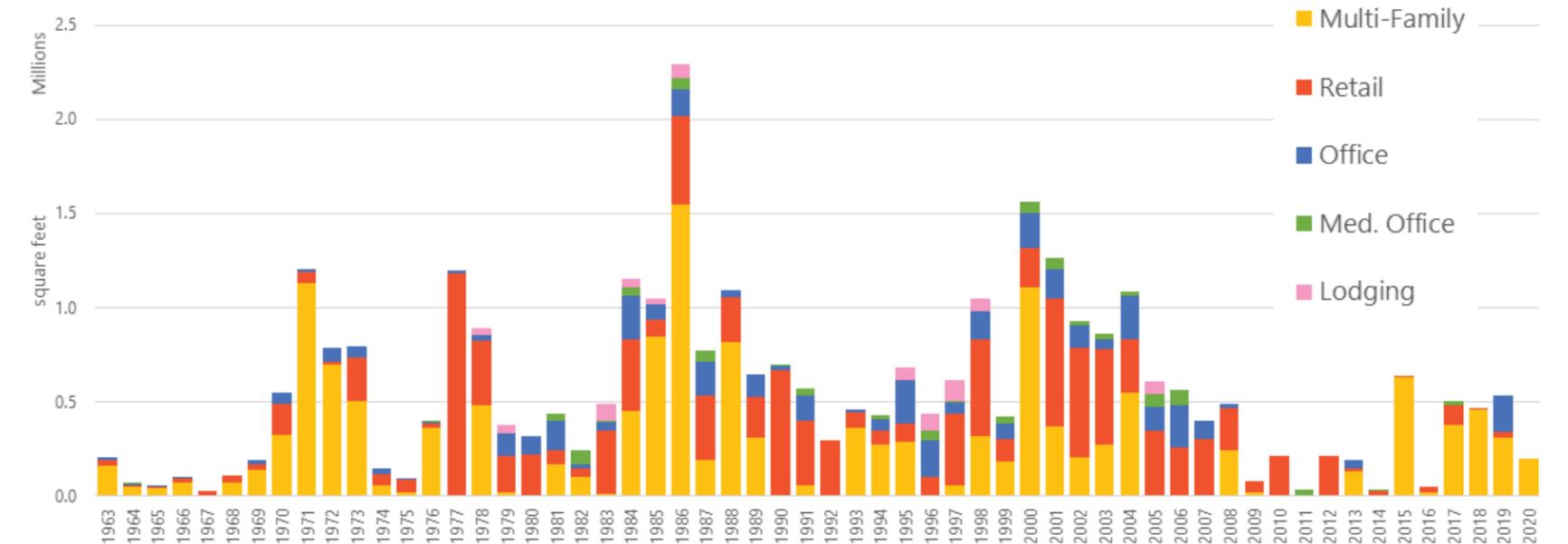
- Fairview Ridges Hospital
- Collins Aerospace

Office, healthcare, and manufacturing employers tend to be traded sector businesses, meaning they sell goods to a large (regional, national, or global) market area, and therefore have the potential for significant growth.

Major retail employers in the study area include JC Penney, Best Buy, Olive Garden, and others. Others such as Macy's may employ more than 100 people but be registered off-site. Retail is generally a local-sector industry, meaning growth is limited to the spending generated by residents and businesses in a smaller market area.



# Real Estate Development



## REAL ESTATE OVER TIME

This figure shows the amount (square feet) of real estate built over time (from the 1960s to present), within five major categories of commercial development in the five-mile market area. Single family housing is not shown as it is not expected to be a major land use type in the study area.

This analysis shows that development boomed in the '80s, '90s, and 2000s, followed by a sharp decline starting in 2009 and resulting from the great recession. Multifamily and retail development have comprised the largest shares of commercial development; with multifamily comprising more

than retail. Following the onset of the great recession, less retail space has been developed. Multifamily development picked up starting in 2015, with additional multifamily development projected by CoStar in 2018 through 2020.

# Demographics: **Tapestry Segments**

Tapestry Segment	% of Households 5-mile radius	# of Households	Potential Burnsville Center/Corridor Connections			
			Live	Work	Shop	Play
Bright Young Professionals	23%	14,772	✓	✓	✓	✓
Soccer Moms	14%	9,086		✓	✓	✓
Home Improvement	12%	7,844		✓	✓	✓
Savvy Suburbanites	12%	7,648	✓	✓	✓	✓
Old and Newcomers	7%	4,706	✓	✓	✓	✓
Other	33%	21,309				
<b>Total</b>	<b>100%</b>	<b>65,364</b>				
Baseline Residential Market		27,126				
Baseline Work-Shop-Play Market		44,055				

Source: ESRI Business Analyst.

**DEMOGRAPHIC GROUPS**

The five most populous “tapestry segments” (demographic groups) within the Burnsville market area are shown below, along with the likelihood that they will live, work, shop, or play at the Center and Corridor. Tapestry segmentation is a system that enables urban planners and real estate development professionals to better understand

the households they serve, including their ages, household/family sizes, occupations, purchases, and pastimes. Additional information describing each of the top five tapestry is included on the following pages. In general, this analysis shows that population of the Burnsville market area is middle to upper income, well educated, and employed in

a range of professional work. There are both “bright young professionals,” families with kids, and seniors. While young professionals could potentially live in new multifamily housing located in the study area, families can continue to shop and recreate in the study area.



LifeMode Group: Middle Ground

## Bright Young Professionals

8C

**Households:** 2,750,200

**Average Household Size:** 2.41

**Median Age:** 33.0

**Median Household Income:** \$54,000

### WHO ARE WE?

*Bright Young Professionals* is a large market, primarily located in urban outskirts of large metropolitan areas. These communities are home to young, educated, working professionals. More than one out of three householders is under the age of 35. Slightly more diverse couples dominate this market, with more renters than homeowners. More than two-fifths of the households live in single-family homes; over a third live in 5+ unit buildings. Labor force participation is high, generally white-collar work, with a mix of food service and part-time jobs (among the college students). Median household income, median home value, and average rent are close to the US values. Residents of this segment are physically active and up on the latest technology.

### OUR NEIGHBORHOOD

- Approximately 57% of the households rent; 43% own their homes.
- Household type is primarily couples, married (or unmarried), with above average concentrations of both single-parent (Index 125) and single-person (Index 115) households.
- Multiunit buildings or row housing make up 56% of the housing stock (row housing (Index 178), buildings with 5–19 units (Index 275)); 43% built 1980–99.
- Average rent mirrors the US (Index 100).
- Lower vacancy rate is at 8.2%.

### SOCIOECONOMIC TRAITS

- Education completed: 35% with some college or an associate's degree, 33% with a bachelor's degree or higher.
- Unemployment rate is lower at 4.7%, and labor force participation rate of 72% is higher than the US rate.
- These consumers are up on the latest technology.
- They get most of their information from the Internet.
- Concern about the environment, impacts their purchasing decisions.



LifeMode Group: Family Landscapes

## Soccer Moms

4A

**Households:** 3,541,300

**Average Household Size:** 2.97

**Median Age:** 37.0

**Median Household Income:** \$90,500

### WHO ARE WE?

*Soccer Moms* is an affluent, family-oriented market with a country flavor. Residents are partial to new housing away from the bustle of the city but close enough to commute to professional job centers. Life in this suburban wilderness offsets the hectic pace of two working parents with growing children. They favor time-saving devices, like banking online or housekeeping services, and family-oriented pursuits.

### OUR NEIGHBORHOOD

- *Soccer Moms* residents prefer the suburban periphery of metropolitan areas.
- Predominantly single family, homes are in newer neighborhoods, 34% built in the 1990s (Index 236), 31% built since 2000.
- Owner-occupied homes have high rate of mortgages at 68% (Index 164), and low rate vacancy at 4%.
- Median home value is \$257,400.
- Most households are married couples with children; average household size is 2.97.
- Most households have 2 or 3 vehicles; long travel time to work including a disproportionate number commuting from a different county (Index 132).

### SOCIOECONOMIC TRAITS

- Education: 40.5% college graduates; more than 72% with some college education.
- Low unemployment at 3.8%; high labor force participation rate at 71%; 2 out of 3 households include 2+ workers (Index 124).
- Connected, with a host of wireless devices from iPods to tablets—anything that enables convenience, like banking, paying bills, or even shopping online.
- Well insured and invested in a range of funds, from savings accounts or bonds to stocks.
- Carry a higher level of debt, including first (Index 149) and second mortgages (Index 154) and auto loans (Index 149).



LifeMode Group: Family Landscapes

## Home Improvement

4B

**Households:** 2,114,500

**Average Household Size:** 2.88

**Median Age:** 37.7

**Median Household Income:** \$72,100

### WHO ARE WE?

Married-couple families occupy well over half of these suburban households. Most *Home Improvement* residences are single-family homes that are owner occupied, with only one-fifth of the households occupied by renters. Education and diversity levels are similar to the US as a whole. These families spend a lot of time on the go and therefore tend to eat out regularly. When at home, weekends are consumed with home improvement and remodeling projects.

### OUR NEIGHBORHOOD

- These are low density suburban neighborhoods.
- Eight of every 10 homes are traditional single-family dwellings, owner occupied.
- Majority of the homes were built between 1970 and 2000.
- More than half of the households consist of married-couple families; another 12% include single-parent families.

### SOCIOECONOMIC TRAITS

- Higher participation in the labor force and lower unemployment than US levels; most households have 2+ workers.
- Cautious consumers that do their research before buying, they protect their investments.
- Typically spend 4–7 hours per week commuting, and, therefore, spend significant amounts on car maintenance (performed at a department store or auto repair chain store).
- They are paying off student loans and home mortgages.
- They spend heavily on eating out, at both fast-food and family restaurants.
- They like to work from home, when possible.



LifeMode Group: Affluent Estates

## Savvy Suburbanites

1D

**Households:** 3,664,200

**Average Household Size:** 2.85

**Median Age:** 45.1

**Median Household Income:** \$108,700

### WHO ARE WE?

*Savvy Suburbanites* residents are well educated, well read, and well capitalized. Families include empty nesters and empty nester wannabes, who still have adult children at home. Located in older neighborhoods outside the urban core, their suburban lifestyle includes home remodeling and gardening plus the active pursuit of sports and exercise. They enjoy good food and wine, plus the amenities of the city's cultural events.

### OUR NEIGHBORHOOD

- Established neighborhoods (most built between 1970 and 1990) found in the suburban periphery of large metropolitan markets.
- Married couples with no children or older children; average household size is 2.85.
- 91% owner occupied; 66% mortgaged (Index 160).
- Primarily single-family homes, with a median value of \$362,900 (Index 161).
- Low vacancy rate at 3.8%.

### SOCIOECONOMIC TRAITS

- Education: 50.6% college graduates; 77.6% with some college education.
- Low unemployment at 3.5% (Index 65); higher labor force participation rate at 67.9% (Index 109) with proportionately more 2-worker households at 62.2%, (Index 120).
- Well-connected consumers that appreciate technology and make liberal use of it for everything from shopping and banking to staying current and communicating.
- Informed shoppers that do their research prior to purchasing and focus on quality.



LifeMode Group: Middle Ground  
**Old and Newcomers**

8F

**Households:** 2,859,200  
**Average Household Size:** 2.12  
**Median Age:** 39.4  
**Median Household Income:** \$44,900

**WHO ARE WE?**

This market features singles' lifestyles, on a budget. The focus is more on convenience than consumerism, economy over acquisition. *Old and Newcomers* is composed of neighborhoods in transition, populated by renters who are just beginning their careers or retiring. Some are still in college; some are taking adult education classes. They support charity causes and are environmentally conscious. Age is not always obvious from their choices.

**OUR NEIGHBORHOOD**

- Metropolitan city dwellers.
- Predominantly single households (Index 148), with a mix of married couples (no children); average household size lower at 2.12.
- 55% renter occupied; average rent, \$880, (Index 85).
- 45% of housing units are single-family dwellings; 45% are multiunit buildings in older neighborhoods, built before 1980.
- Average vacancy rate at 11%.

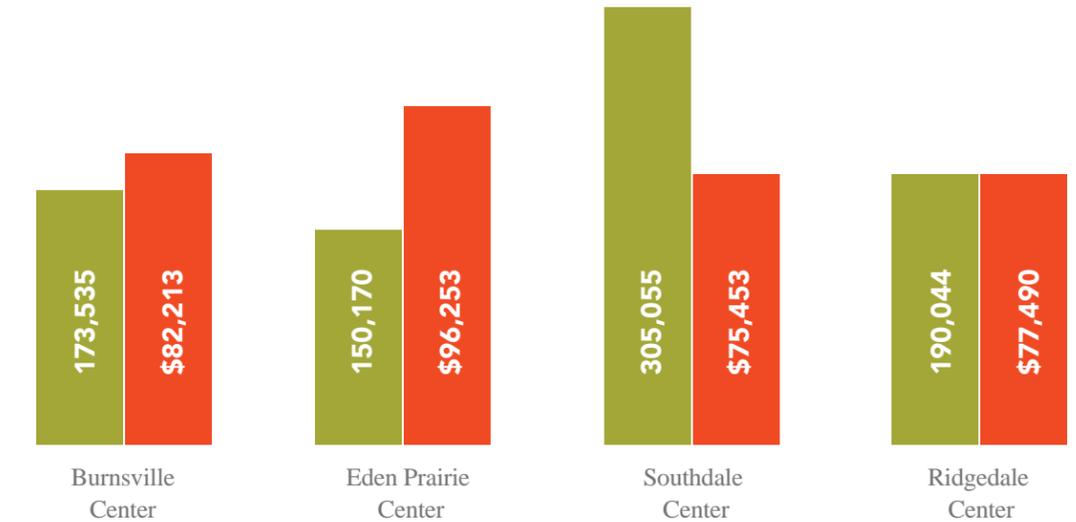
**SOCIOECONOMIC TRAITS**

- Unemployment is lower at 5.1% (Index 93), with an average labor force participation rate of 62.6%, despite the increasing number of retired workers.
- 32% of households are currently receiving Social Security.
- 31% have a college degree (Index 99), 33% have some college education, 9% are still enrolled in college (Index 121).
- Consumers are price aware and coupon clippers, but open to impulse buys.
- They are attentive to environmental concerns.
- They are more comfortable with the latest technology than buying a car.

# Demographics of **Comparable Centers**

Population and Average Household Income

■ Total Population of City  
 ■ Average Household Income of City



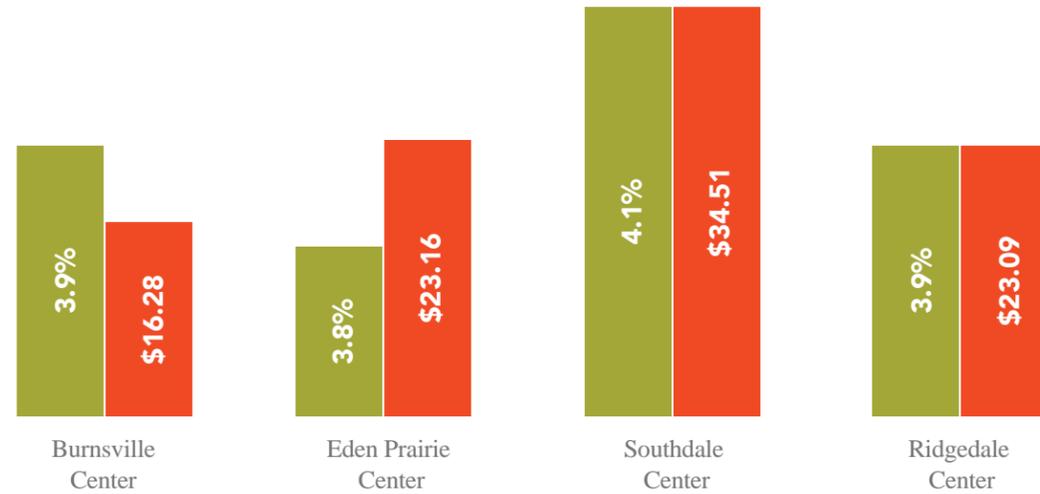
**HOUSEHOLD INCOME & POPULATION**

This figures at right compare the demographics in Burnsville's five-mile trade area to the demographics of other major regional retail centers/malls in the Twin Cities region. These centers were chosen not necessarily because they are competitive, but because they are comparable/

similar. Of the four centers reviewed, the Burnsville market area has the second-highest median household incomes, at about \$82,000, well above those near the Southdale and Ridgedale Centers, and the Twin Cities regional median. All other factors equal, commercial and residential developers

and tenants will tend to seek out higher income households. The population of each center's five-mile market area is shown below right. Three of the four centers serve an immediate market area of 150,000 to 190,000. Southdale's immediate market area is much larger, at 305,000.

# Demographics of **Comparable Centers**



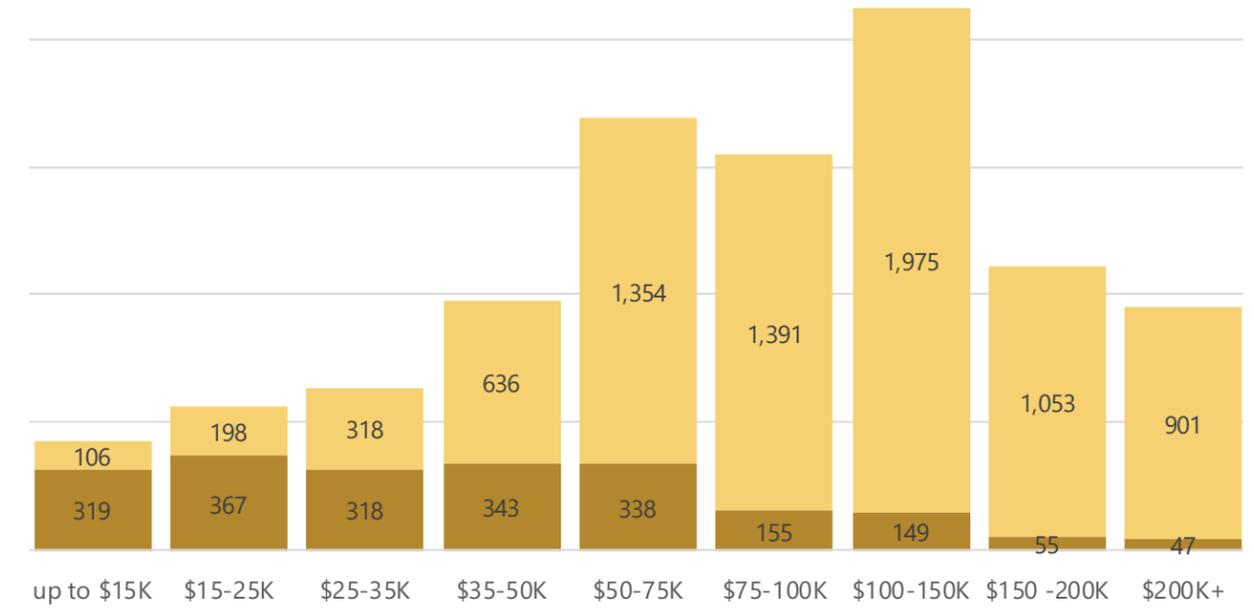
## POPGROWTH RATE VS. AVG. CENTER RENT

Projected five-year population growth rates are shown at right. This shows that the Burnsville area is projected to grow relatively quickly, at about the same rate as Eden Prairie and Ridgedale, and more slowly than the Southdale Center area. Population growth is one indicator of likely

demand for additional retail, housing, and office space. The average rent reported by CoStar for commercial space leased over the past five years at the four centers is shown at below right. This indicates that the Burnsville Center is an outlier on this metric—the rents at the Center are significantly

below those at the Eden Prairie, Southdale, and Ridgedale Centers. Given that Burnsville’s incomes, population, and growth rate are comparable to the other centers, the average rental rate indicates surprisingly weak demand for space at the Center.

# Housing Demand



## HOUSEHOLD INCOME & POPULATION

LCG’s forecast for residential demand within the coming decade in the five-mile market area is shown at right. Met Council projects about 10,000 new households in the market area, and thus about that number of new units will be needed. Most housing demand in the market area will be for owner-occupied housing, and most of this will be for single family homes, which are unlikely to be built

within the study area. However, LCG projects considerable demand from the types of households most likely to locate in new, urban multifamily housing in the study area. We project demand for 1,087 rental units in the study area by households earning \$35,000 or more. In addition, we project demand for about 1,000 units for lower income households,

which could be provided as subsidized affordable or privately constructed affordable housing. The study area is therefore positioned to capture several hundred units of both market-rate and affordable housing within the next decade, if appropriate land in the area is made available and the surrounding context is appropriate.

# Retail Demand

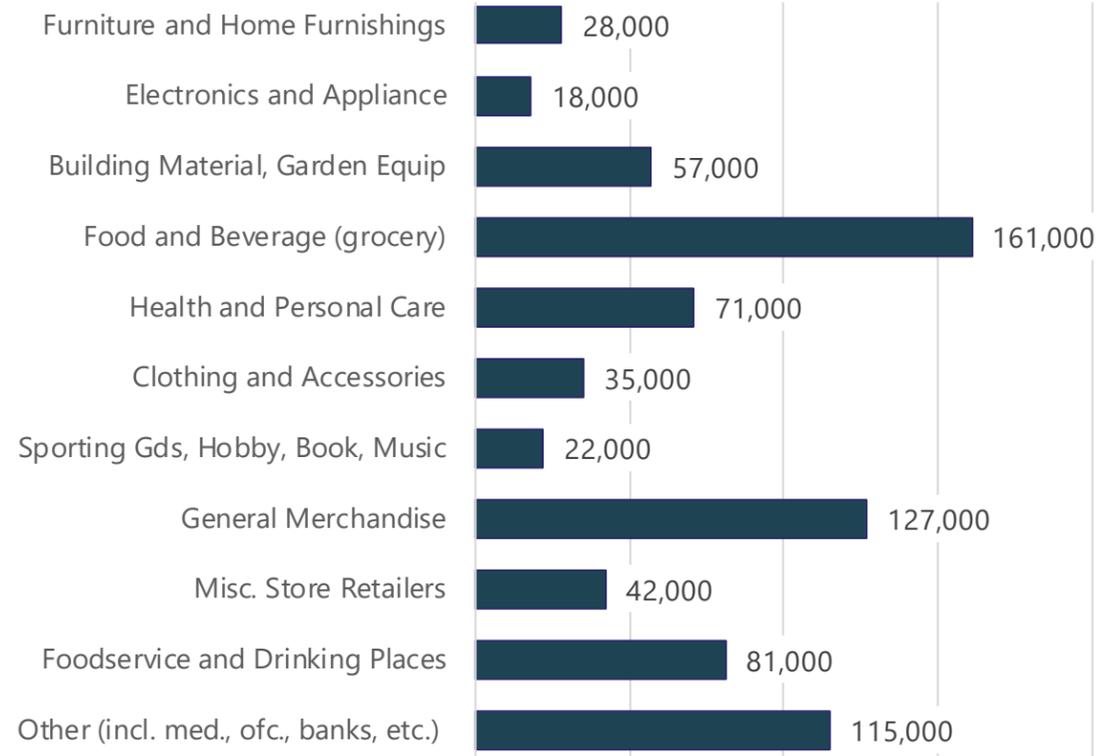
## MARKET AREA RETAIL DEMAND ( 10 YEARS)

A summary of LCG’s demand forecast for retail real estate in the coming decade in the five-mile market area is shown at right. Detailed calculations are shown in the appendices.

While new retail development has been very limited in the past decade, and ecommerce will continue to challenge new retail development, the simple fact is that the significant population growth (10,000 new households) and employment growth in the area should support about 750,000 square feet of new space in a variety of categories. In the event that a high number of stores close, the retail categories shown at right should fill vacancies.

This retail demand has the potential to support new tenants at the Center and Corridor; the study area could capture between 200,000 and 250,000 square feet of this new development.

Note that some key retail categories that will be adding space include food and beverage/grocery; restaurants (food service and drinking places); and “other.” All are non-traditional mall tenants, but are good fits for a mixed-use center, along with traditional mall retailers such as clothing and personal care.



# Land Utilization

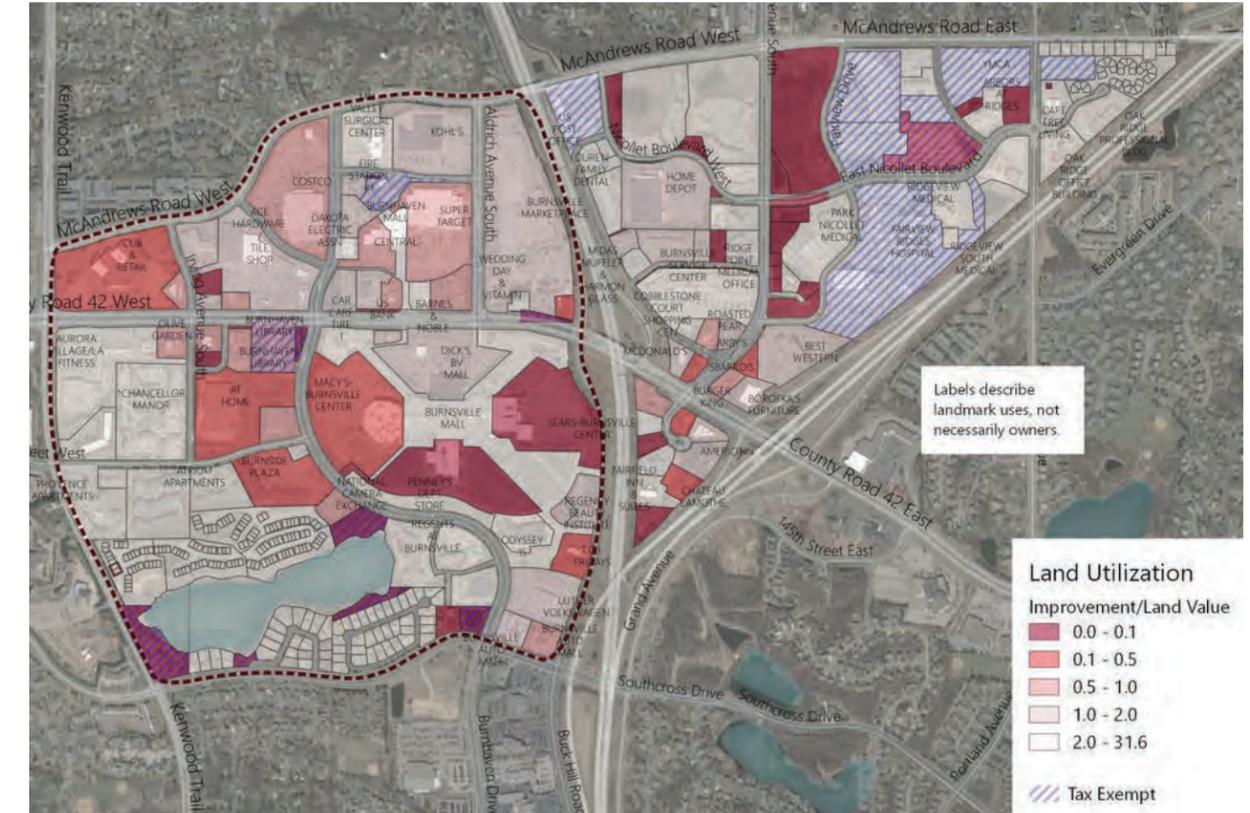
## HOUSEHOLD INCOME & POPULATION

Land values and “utilization” play an important role in redevelopment and are shown at right.

Land utilization is a ratio between the value of improvements (buildings) on the site to the land value, as determined by the Dakota County Assessor. Properties where owners/ developers have made expensive and valuable investments (e.g., the Fairview Hospital) are more likely to remain unchanged or be renovated over time. Properties with low utilization (e.g., vacant or dilapidated buildings) are more likely to be “scraped” and redeveloped with new uses. Low value properties near clusters of high value properties are particularly likely to redevelop.

LCG’s analysis of land utilization shows how these types of properties are arrayed in the study area. The properties at the western edge of the study area and around Earley Lake, for example, have a relatively high utilization rate and are less likely to redevelop in the near term.

Some of the properties that make up the Burnsville Center, as well as properties immediately to the west, have a relatively low utilization rate. These are also large properties. By contrast, the properties that are immediately north of CR 42, between 35W and Irving Avenue, have relatively high utilization rates which indicates they are less likely to redevelop.



This is consistent with visual surveys of the study area, which indicate that many commercial properties north of CR 42 (e.g., Costco, Target, Total Wine) are popular and likely generate high sales volumes (and thus assessed building values). By contrast, some properties south of CR 42 have higher vacancies.

# District Retail

## DISTRICT CENTER AND CORRIDOR

The map at right shows that one way to think about the commercial properties within the core of the study area is to put them into two categories: Center and Corridor.

From a real estate redevelopment strategy point of view, LCG recommends that the City and its partners focus first on the redevelopment of the Center. This is because the Center is comprised of large properties; vacancies should create strong incentives for owners to be receptive to new/innovative approaches; property owners have been involved in this planning process and have a history of working together (via leases, parking agreements, etc.); there are established models for mall redevelopment nationwide; and the City is more likely to achieve development “leverage.”

LCG believes that dramatic changes to the Corridor retail area are possible but are likely to take place more slowly. This is because many of these retailers are healthy (Costco, Total Wine, etc.); will therefore likely be less motivated to consider major redevelopment. The Corridor is also more “parcelized,” particularly along the north side of CR 42, where there are many small properties that would need to be consolidated.

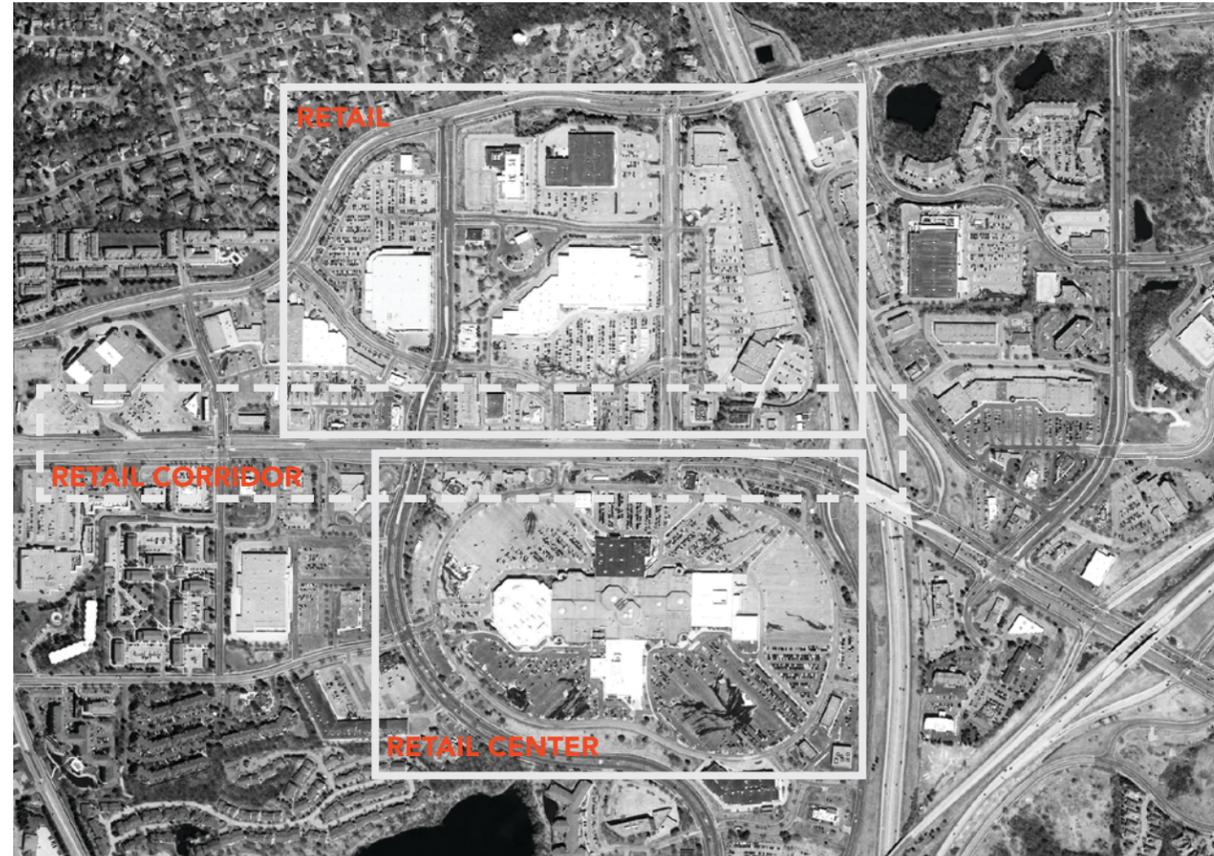


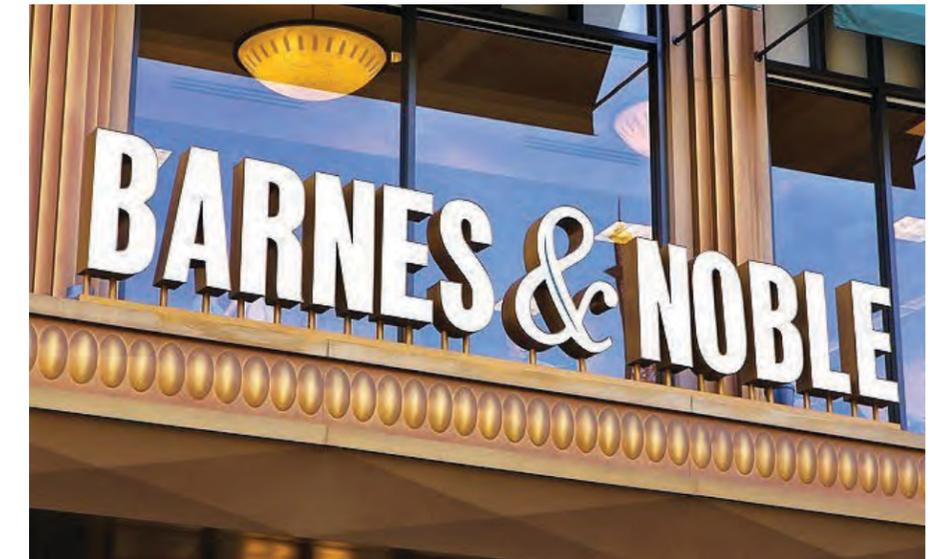
Fig. 61: Commercial properties diagram - Center and Corridor



## RETAILERS AT CENTER OF BURNSVILLE

Based on LCG’s site tours, review of the Burnsville Center retailers (some of which are shown at right), and review of marketing materials, the Center appears to be serving the following markets:

- Teens / younger customers
- Parents with children
- Mid-market
- Practical home goods
- Night time food and entertainment
- Theater
- Restaurants
- Local/Burnsville residents



## CORRIDOR RETAIL STORES

By contrast, some retailers on the corridor are serving the professional adults; young professionals; and higher-end shoppers who reside in the market area. Some representative corridor retailers include:

- Costco
- Total Wine and More
- Barnes and Noble
- Pier 1 Imports
- Starbucks
- Best Buy
- US Bank
- Men’s Warehouse

# MARKET ANALYSIS

APPENDIX

# A3

# National Retail & Development Trends

## CHANGING RETAIL

Retail is changing quickly and dramatically throughout the country. Change is happening for a handful of key reasons:

- E-commerce is accelerating.
- Many markets are “over retailled”—too much retail space has been built in the last fifty years, and that space cannot be supported by consumer spending.
- Intense competition from Discount Retailers, including discounters, dollar stores, and off-price retailers.
- Shifting consumer spending patterns: Millennials are buying less than previous generations and are buying experiences over stuff.

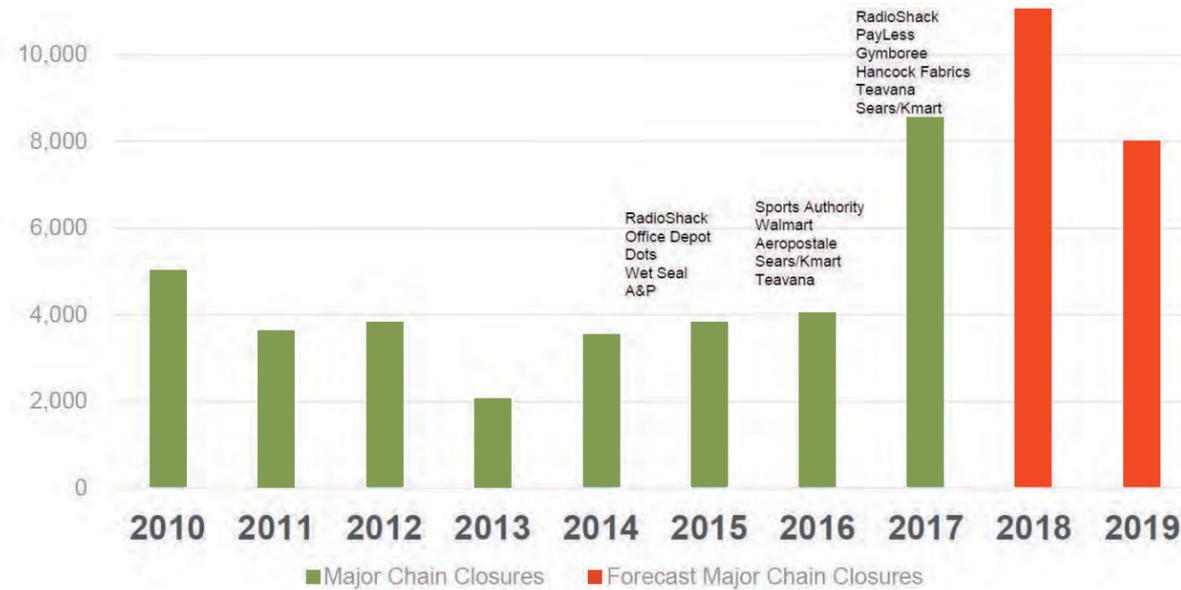


Fig. 62: Changing Retail, Source: Cushman & Wakefield



## CLOSURES AND OPENINGS

Major chains that are closing and opening stores nationwide are shown below. The Burnsville Center and Corridor contains more stores from the closing than opening category, suggesting that a careful reassessment is warranted.

# E-Commerce Acceleration

## E-COMMERCE AS A % OF TOTAL RETAIL SALES

While in-person, bricks and mortar retail still accounts for nearly 90% of retail sales nationwide, e-commerce's share is growing quickly, and expected to continue to accelerate in the future.

Only a short while ago, most Americans turned to online retailers for a narrow range of goods such as books. Today, online retail has expanded dramatically, even into difficult to penetrate categories such as clothing and food. The growth of e-commerce will present an ongoing challenge to major retail centers and corridors. Leland Consulting Group believes that growth in retail square footage will be slower in future decades than in past.

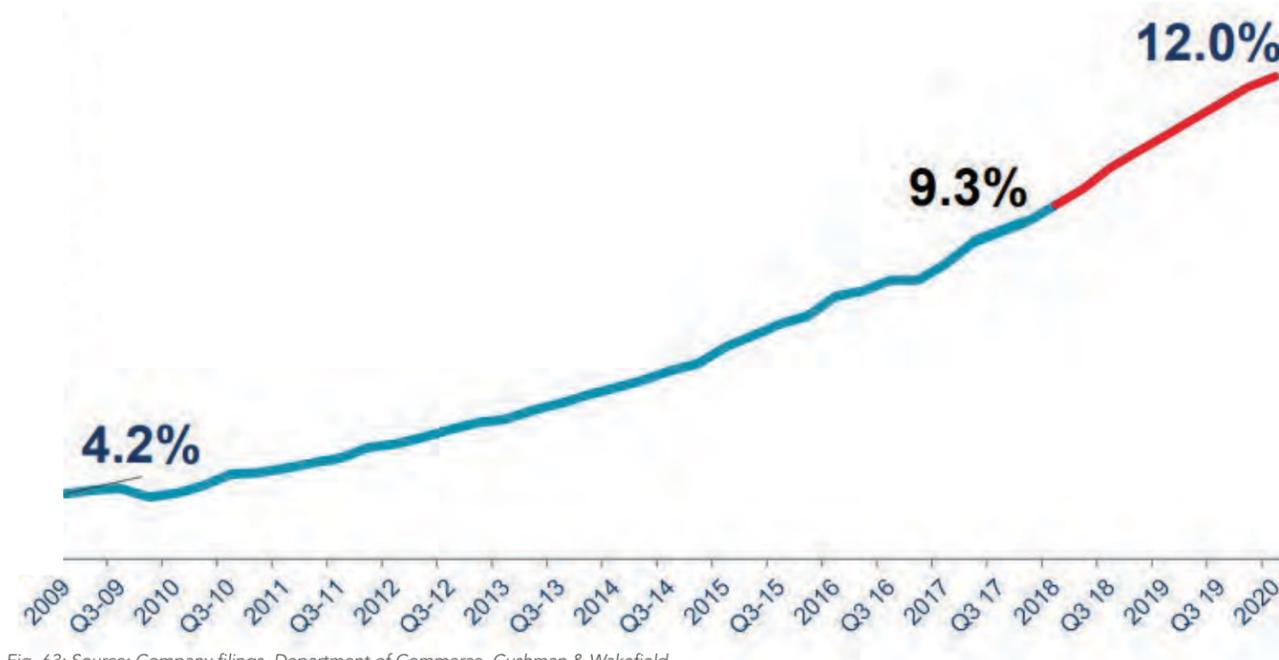


Fig. 63: Source: Company filings, Department of Commerce, Cushman & Wakefield

# Goods vs. Entertainment Spending

## SALES AT NON-FOOD RETAIL VS. RESTAURANTS & BARS

Despite the perceived “retail apocalypse,” American’s spending on retail goods and services at bricks and mortar locations continues to grow. Many retailers are doing very well.

Notably, Americans’ spending at restaurants and bars (“food service and drinking places”) is growing significantly faster than spending at other retail establishments, reflecting both cultural changes, and Americans’ increasing interest in sharing experiences with family and friends (sometimes at the expense of spending on goods.)

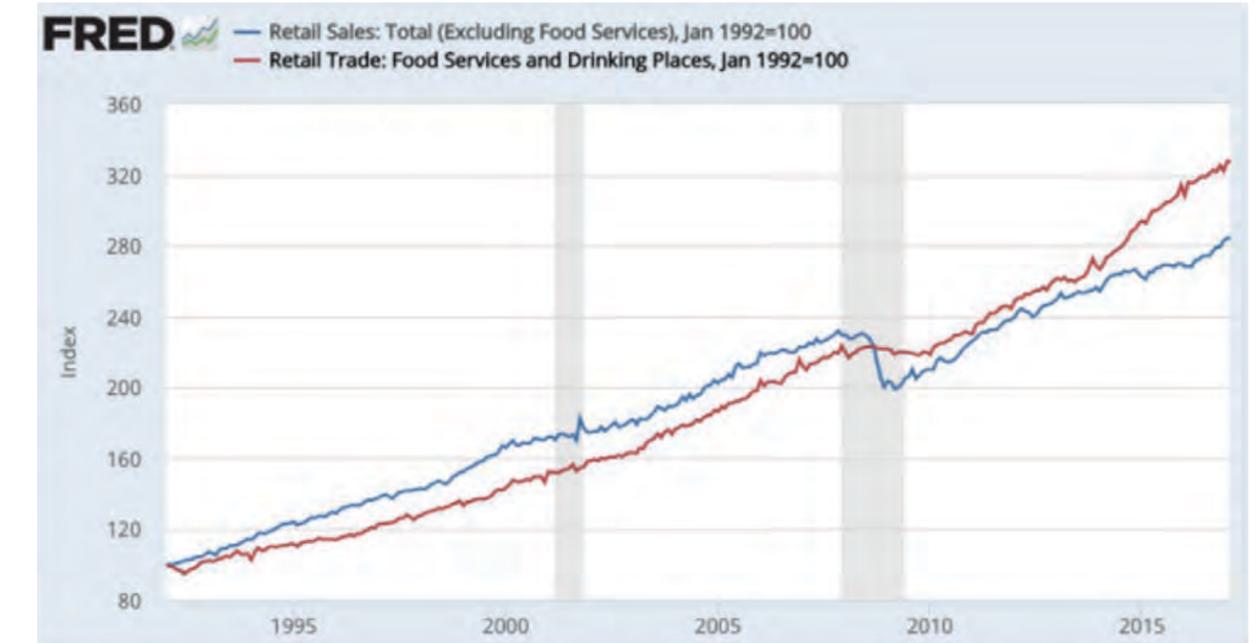


Fig. 64: Source: FRED

# Mall Classes



Fig. 65: Source: Federal Reserve Economic Data (FRED)

## A, B, & C MALLS

Many upscale (“A”) malls—places that are fun and exciting to be at, have upscale stores and brands, feature upscale fashion, and achieve high sales per square foot (approximately \$475+ PSF)—are doing well nationwide. By contrast, many B malls and many C malls are in struggling and are more affected by the major trends identified above.

The Burnsville Center can be considered either a B or C mall, depending on the definition. According to CBL’s financial filings, CBL’s average mall property is a B mall, with average sales of \$372 per square foot. CBL is the primary owner of the Burnsville Center.



# Local Impacts of National Trends

## Burnsville Center's Sears store will close in September; Gordmans to reopen

It becomes the latest in the Twin Cities to shut down, but Gordmans will reopen.

By Kavita Kumar Star Tribune | JUNE 23, 2017 — 12:18AM



## NATIONAL TRENDS

The changes taking place in the national retail environment are clearly visible in both Burnsville and the Twin Cities region.

At the Burnsville Center, Sears—one of the Center’s four anchors—closed in September 2017. JC Penney’s closed at Southdale Center. Macy’s closed in Downtown Minneapolis in 2017, following an announcement in 2016 that the chain would close 100 stores nationwide or about 15% of all stores.



# From Malls to **Mixed Use Places**

## MIXED USE PLACES

Given the challenges associated with owning, operating, and developing retail today, mall owners and cities have taken a number of approaches to making better use of mall properties. These include:

- Turing retail and public open spaces from facing inside, out.
- Adding new tenants, particular food and beverage and experiential tenants, and also other non-traditional tenants such as office, community colleges, churches, etc.
- Redeveloping malls into mixed-use centers, with a mix of retail, housing, restaurant, entertainment, office, hotel, open space, and other uses. This can be done incrementally, or via the demolition and redevelopment of entire mall properties.
- Housing is almost always a critical new use for mall redevelopment projects, and usually the use that takes up the largest amount of square feet, and generates the greatest amount of private investment.



# Belmar **History**

## REVITALIZED PRECEDENT

Prior to being reborn as the Belmar mixed-use center, the site was Villa Italia, a regional mall located in Lakewood, Colorado, 4.5 miles outside of Denver. In terms of size (104 acres, 1.2 million square feet of commercial space) Villa Italia was similar to the Burnsville Center.

In the early 2000s, Villa Italia was struggling due to increasing competition from other centers, and changing retail formats. The City of Lakewood began to re-envision how Villa Italia could be renovated or redeveloped.



- PRECEDENTS:**  
Mall redevelopment projects that we consider to be models and/or provide some lessons learned for the Burnsville Center and Corridor include:
- NATIONWIDE:**  
Belmar, Lakewood, Colorado  
The Village at Meridian, Meridian, Idaho  
City Creek Center, Salt Lake City, Utah  
Thornton Place, Seattle, Washington  
Santana Row, San Jose, California  
The Grove, Los Angeles, California  
CityPlace, West Palm Beach, Florida
- TWIN CITIES REGION:**  
Ridgedale Center, Ridgedale  
Rosedale Center, Roseville  
Southdale Center, Edina

	Villa Italia	Burnsville
Acres	104	105
Square Feet	1,200,000	1,400,000
Year Built	1966	1977
Miles from CBD	4.5	19

# Belmar **Mixed Use**

## MIXED USE PLACES

After more than 15 years of proactive redevelopment efforts by the City of Lakewood and private developers Belmar is a “new downtown.”

It includes places where all members of the community can “live, work, and play.” It is interesting and unpredictable—something city residents wanted.

The Belmar redevelopment is considered a public-private partnership (PPP), in which the City and private developers (Continuum Partners of Denver) both took on important roles and responsibilities. The primary ways in which the City provided financial support to the project have been through a Public Improvement Fee (PIF, a remittance of sales taxes to the project) and Tax Increment Financing (TIF, directing property taxes towards the project).

Both funding sources were directed towards the significant costs of site preparation (including brownfield remediation) and public infrastructure (roads, parks, utilities, other) included in the project. According to one analysis of the project, the City directed approximately \$95 million towards these costs, supported by PIF and TIF.



# Belmar **Development Type and Land Use**

## AVERAGE FLOOR AREA RATIO BY DEVELOPMENT TYPE

The figure at left shows the average floor-area ratio (FAR), which compares the amount of building area to site area) of new projects at Belmar (. This shows that residential projects are the densest, followed by hospitality (hotel), office, retail, and health care (“Fig. 67: Average FAR”).

This is notable for several reasons. First, residential projects tend to be the most “urban”—i.e., they tend to have fewer large fields of surface parking. Second, in many cases, it is economically possible for higher-density projects to displace lower-density projects, which still generating an adequate return on investment to both the property owners and developers.

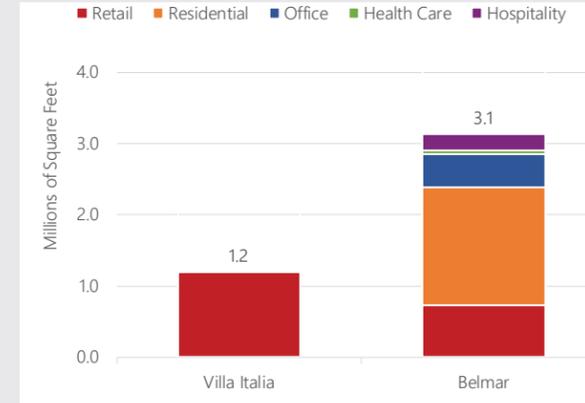


Fig. 66: Square footage of building space at Villa Italia (before) and Belmar

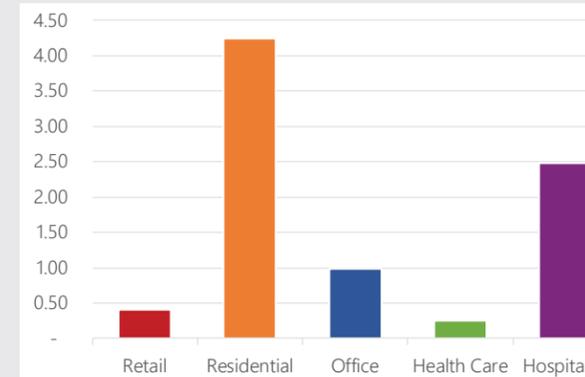


Fig. 67: Average FAR

## REVITALIZED PRECEDENT

The chart at left shows the square footage of building space at Villa Italia (before) and Belmar, after redevelopment (“Fig. 66: Square footage of building space at Villa Italia (before) and Belmar”).

While the total amount of retail area has been reduced considerably, the developers added housing, office, lodging, and healthcare to the mix, to create a mixed-use place.

Housing is the most abundant new type of development. However, much housing is on upper stories, and commercial uses (retail and office) still dominates the ground floor and creates a strong sense of place at the street level.

# Belmar **Property Value + Attraction**

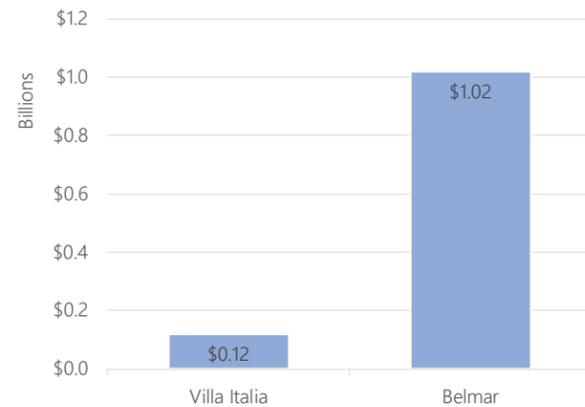


## ESTIMATED TOTAL PROPERTY VALUE

Critically, as redevelopment occurred, the total assessed property value of the site has increased almost ten times, from \$120 million to \$1.02 billion. The project also generates local retail sales taxes, primarily through retail sales.

The City of Lakewood was able to use the TIF and PIF tools to bond against the increase in property value and continued sales tax generation, “recycle” these net new funds generated into public infrastructure and improvements for the site. The best public planning and redevelopment efforts should ensure that public investments are matched by larger private investments. LCG calls this “leverage.”

(Property taxes are by far the largest source of revenue for the City of Burnsville, in this district, accounting for nearly 10 million annually. A similar increase in value in this district could result in significant TIF generation.



## SEASONAL ATTRACTION

Many mall renovations and mixed-use redevelopments have been completed in places that have a milder or warmer climates than Burnsville. However, Lakewood is also a “four season” place like Burnsville, where winters are cold and snowy.

The City of Lakewood and Belmar developers see the seasons as an opportunity for people to gather—for ice skating in the winter or the Italian Festival in the summer. Cold winters in Burnsville should not be seen as an insurmountable obstacle to created vibrant outdoor places at the Center and Corridor.

Programming should be diverse, attract a variety of users and interests throughout the year and reflect the community and their interests. Keeping programming nimble will result in more creative fresh approaches that build long term memories of place and offer “new cool” experiences that generate interest. Programming could highlight sponsored active events such as an ice- skating rink Saint Paul’s winter “Crash Ice” contests. Summer food markets could highlight healthy eating sponsored by local health care leaders and farm to fork local foods. Flexible outdoor and indoor spaces can support cultural and local arts large scale community gathering for rotating entertainment of family friendly performances, culture events that add vibrancy and cross-cultural pollination and understanding.

# Successful **Precedents**



## THORNTON PLACE

Thornton Place is a mixed-use (retail/commercial, theater, market-rate housing, senior housing redevelopment) project completed on the site of a former parking lot that was part of the Northgate Mall complex, several miles north of downtown Seattle, Washington. The project includes 530 housing units on 9 acres. Thornton Place has gained significant recognition for its high-quality public open spaces, street level vibrancy, and integrated stormwater/ open space design. The site has long been served by bus service, and light rail is now being built to the site.



## THE VILLAGE AT MERIDIAN, IDAHO

Images of the Village at Meridian, Idaho are shown above. This is a new development project, not the redevelopment of a historic mall. However, the project shows how attractive public open spaces can be redeveloped within the context of a mixed-use center. Like Burnsville, Meridian (outside of Boise, Idaho) experiences cold winters, but these public spaces remain well used and retail sales at the center are among the highest in the region.



## CITY CREEK CENTER, SALT LAKE CITY

Images of City Creek Center in Salt Lake City, Utah, are shown above. This is a new (downtown) development project, not the redevelopment of a historic mall. However, the project shows how attractive public open spaces can be redeveloped within the context of a retail center, and how indoor and outdoor public spaces can be knitted together seamlessly. These spaces also include a continuous, flowing creek, which replicates the real City Creek and is one way to weave built and natural space Like Burnsville, Salt Lake City experiences cold winters, but these public spaces remain well used and retail sales at the center are among the highest in the region.

# FUNDING INFORMATION

## APPENDIX

# A4

## US DEPARTMENT OF TRANSPORTATION

BUILD Transportation grants replace the pre-existing Transportation Investment Generating Economic Recovery (TIGER) grant program. As the Administration looks to enhance America's infrastructure, FY 2018 BUILD Transportation grants are for investments in surface transportation infrastructure and are to be awarded on a competitive basis for projects that will have a significant local or regional impact. BUILD funding can support roads, bridges, transit, rail, ports or intermodal transportation.

The deadline to submit an application for the FY 2018 BUILD Transportation Discretionary Grants program is July 19, 2018.

For more information, please visit:

<https://www.transportation.gov/BUILDgrants>

### MNDOT

Corridors of Commerce is a program of competitive state grants, augmented with local funding, that targets transportation routes identified as vital links for regional and statewide economic growth.

## HOST COMMUNITY ECONOMIC DEVELOPMENT GRANT

<https://mn.gov/deed/assets/host-community-econ-dev-tcm1045-186575.pdf>

## DEPARTMENT OF EMPLOYMENT AND ECONOMIC DEVELOPMENT DEED MINNESOTA

The Host Community Economic Development Grants Program was passed by the 2013 legislature, and created a program within DEED for "host communities" to pay for capital costs of eligible projects. These state grants can cover 100% of the total costs of the project, and do not require any matching funds. Grants may be used to finance the capital costs of development or redevelopment projects to create jobs, increase the city tax base and enhance the city's attractiveness to private investment. To date, DEED has awarded \$1,662,500 in grants under the program.

In 2016 DEED received one application for grant funds. This application was from Burnsville. City of Burnsville - Ladybird Lane & Jimmer Ave - \$415,625 (Awarded June 13, 2016) The city of Burnsville will use these grant funds for street improvements for Ladybird Lane and Jimmer Avenue. These improvements will consist of Street Reconstruction, Street Rehabilitation and Street Lighting. Moreover, this will help support the marketing of the 6 vacant parcels adjacent to Ladybird Lane and Jimmer Avenue. Astleford Family Limited Partnership owns these 6 parcels and is actively marketing them for development. The street reconstruction will create roughly 20 jobs and is expected to be complete by June 2017.

Use of Remaining Funds DEED has \$831,250 in FY17 funds to award before June 30, 2017. An additional \$831,250 in FY18 funds will be available after that date. DEED will divide the funds as evenly as practicable based on eligible costs within the applications submitted.

## COMMUNITY DEVELOPMENT FUNDING

<https://mn.gov/deed/government/financial-assistance/community-funding/>

Communities need sound housing, ample commercial and industrial property, and solid infrastructure. We provide financial assistance to communities statewide for projects that help them stay vital and better position them for economic growth.

## HOUSING GRANTS

Funds are granted to local units of government, which, in turn, lend funds for the purpose of rehabilitating local housing stock. Loans may be used for owner-occupied, rental, single-family or multiple-family housing rehabilitation. Loan agreements may allow for deferred payments or immediate monthly payments. Interest rates may vary, and loan repayments are retained by grantees for the purpose of making additional rehabilitation loans. In all cases, housing funds must benefit low- and moderate-income persons.

2) *Public Facility Grants* - Funds are granted for wastewater treatment projects, including collection systems and treatment plants; wells, water towers and distribution systems.

3) *Comprehensive Grants* - Comprehensive projects frequently include housing and public facility activities described above. In addition, comprehensive projects may include an economic development activity, which consists of loans from the grant recipient to businesses for building, rehabilitation related to facade improvements, code violations, and health and safety issues. The most common economic development activity is rehabilitation of local commercial districts.

## INNOVATIVE BUSINESS DEVELOPMENT PUBLIC INFRASTRUCTURE

<https://mn.gov/deed/government/financial-assistance/business-funding/innovative/>

### Program Overview

The Innovative Business Development Public Infrastructure (BDPI) program focuses on job creation and retention through the growth of new innovative businesses and organizations.

The program provides grants to local governmental units on a competitive basis statewide. The amount of a grant may not exceed the lesser of the cost of the public infrastructure or 50 percent of the sum of the cost of the public infrastructure plus the cost of the completed eligible project.

## SITE CLEANUP AND REDEVELOPMENT

<https://mn.gov/deed/government/financial-assistance/cleanup/>

Reclaiming and redeveloping contaminated and blighted properties is essential for communities to remain vital and in the best possible position to attract new commercial, industrial and residential growth.

### Contamination Cleanup and Investigation Grant

Helps pay for assessing and cleaning contaminated sites for private or public redevelopment.

### Cleanup Revolving Loan Program

Provides low-interest loans through the U.S. EPA to clean up contaminated sites that can be returned to marketable use.

### Redevelopment Grant Program

Helps communities with the costs of redeveloping blighted industrial, residential, or commercial sites and putting land back into productive use.

### Demolition Loan Program

Helps with the costs of demolishing blighted buildings on sites that have future development potential but no current plans.

### Resources and Workshops

Information about available assistance for site cleanup and redevelopment.

## WORKFORCE HOUSING DEVELOPMENT PROGRAM

<https://mn.gov/deed/government/financial-assistance/community-funding/workforce-housing.jsp>

### Overview

The Workforce Housing Development Program targets communities in Greater Minnesota where a shortage of housing makes it difficult for businesses to attract the workers they need.

This competitive grant program offers financial assistance to build market-rate residential rental properties for workers. Units of local government, nonprofits or the benefiting businesses must contribute \$1 for every \$2 provided by the program. Program grants provide up to 25 percent of the total project costs of a rental housing development.

## LIVABLE COMMUNITIES PROGRAM

*Metropolitan Council Livable Communities*

<https://metro council.org/Communities/Grants-Funding-Finance.aspx>

### Demonstration Account

The Livable Communities Demonstration Account (LCDA) funds innovative (re)development projects that efficiently link housing, jobs, services and transit in an effort to create inspiring and lasting Livable Communities. Grants are available to fund basic public infrastructure and site assembly.

### What makes a Livable Community?

This is where you come in. We can't tell you how to innovate and inspire; we can't tell you what brings your community to life. Of the 243 LCDA grants (totaling more than \$130 million) that funded projects in 67 cities, no two have been identical. Successful LCDA projects:

- Connect housing, jobs, civic sites, retail centers and local/regional transportation systems.
- Demonstrate a variety of housing densities, types and costs, creative placemaking, environmentally sensitive development, and compact land use.
- Catalyze additional development that efficiently uses land and infrastructure, and supports vibrant, diverse communities.

## COMMUNITIES GRANTS & FUNDING

The Council invests in the vitality of communities in the region. We award grants to communities through our Livable Communities program.

### *Livable Communities Program*

The Council awards grants to cities, counties and their development authorities through the Livability Communities program. These grants, funded by property taxes and the Council's general fund, help clean up polluted sites for redevelopment, expand affordable housing opportunities and build pedestrian-friendly and transit-oriented developments.

The program is a voluntary, incentive-based approach to help communities grow and redevelop, and to address the region's affordable and lifecycle housing needs. The program was established in 1995 by the state Livable Communities Act (LCA).

To compete for LCA funding, communities must negotiate long-term affordable and lifecycle housing goals with the Council and develop a Housing Action Plan. Currently, 94 communities are participating in the program. The LCA's emphasis is on cooperation and incentives to achieve regional and local goals. Communities are well-positioned to make decisions about how their cities and towns will grow and develop, but the LCA recognizes it often takes partnerships and shared resources to move from community plans to tangible results.

[More about the Livable Communities grant programs.](#)

## DAKOTA COUNTY

### *Redevelopment Incentive Grant Program*

In 2007, the CDA created the Redevelopment Incentive Grant Program to encourage community revitalization and to assist Dakota County cities with their redevelopment goals.

Cities in Dakota County, with a population of over 10,000, are eligible to participate in the Redevelopment Incentive Grant Program and apply for:

- Project grants up to \$250,000
- Planning grants up to \$15,000
- PURPOSE The Redevelopment Incentive Grant Program (the "RIG Program") was created and funded by the Dakota County Community Development Agency (CDA) in September 2006.

Additional funds for environmental assessments and site clean-up/remediation are provided by Dakota County Environmental Assessment Program for eligible activities. The goals of the RIG Program are to increase the tax base and improve the quality of life in Dakota County through two specific strategies: redevelopment and affordable housing development, as described below. Redevelopment. Blighted and under-utilized areas do not maximize their potential economic value and can negatively impact the livability of a community. These areas often require additional service costs, especially for those sites that may require environmental remediation due to the presence or potential presence of a hazardous substance, pollutant or contaminant. The responsibility for creating redevelopment activities rests primarily with

the cities. Although Dakota County cities have been proactive in promoting redevelopment, they may lack sufficient resources to adequately plan for and implement redevelopment activities. The RIG Program is intended to assist Dakota County cities with those redevelopment projects that may not be undertaken by the private market to achieve the goals stated in a Redevelopment Plan. Affordable Housing. As part of a redevelopment program, the CDA strongly supports and encourages the development of affordable workforce and supportive housing. While the need for affordable housing continues to grow, the opportunities for the development and redevelopment of affordable housing are rare due to the cost and availability of properly zoned land. The inclusion of affordable housing in a Redevelopment Plan can provide benefits beyond the housing itself. Often affordable housing projects are the first to break ground in a redevelopment area and can be a catalyst for additional development. Furthermore, affordable and workforce housing units can provide both demand and potential employees for retail and commercial uses in a redevelopment area.

<https://www.dakotacda.org/community-development/redevelopment-incentive-grant-program/>

### *Dakota County Capital Improvement Program (CIP)*

Each year, as part of the annual budget process, Dakota County prepares a five-year CIP that includes a one-year capital budget. The CIP identifies projects that will support existing and projected needs in the following categories: transportation, parks and buildings. It is based on numerous long range planning documents that are updated regularly and on projected capital needs as identified by County staff, cities and townships. The CIP strategically prioritizes the use of the limited resources that are available

for capital projects by identifying which projects will be funded and when they will be constructed. It establishes a comprehensive development program that is used to maximize outside revenue sources and effectively plan for the growth and maintenance of the County's infrastructure.

### *Dakota County Transportation Sales Tax*

Dakota County implemented a quarter-cent sales tax and \$20 excise tax on new vehicle sales to fund much needed Dakota County transit and transportation projects.

## COMMUNITY DEVELOPMENT BLOCK GRANT PROGRAM

Federal CDBG Program was established to develop viable urban communities, provide decent housing and strive to create better living environments. CDBG funding furthers economic development opportunities for low- and moderate- income persons and to eliminate blight conditions.

Since 1984, the CDA has received and administered Federal Community Development Block Grant (CDBG) Program funds for Dakota County. The CDBG Program provides grants to Dakota County to distribute to participating cities and townships.

CDBG grant funds can be used for the following activities:

- Acquisition/Disposition
- Demolition/Clearance
- Economic Development Activities
- Rehabilitation
- General Administration

- Relocation
- Public Facilities/Improvements
- Public Services
- Planning
- Homeownership Assistance

<https://www.dakotacda.org/community-development/community-development-block-grant-program/>

### *Redevelopment Program*

The CDA's Redevelopment Program provides staff expertise to assist cities with their redevelopment goals. The CDA has worked with cities on a wide variety of projects ranging from the acquisition of affordable housing sites to the redevelopment of commercial sites. We're happy to work with you on your acquisition, relocation, demolition or environmental remediation needs.

<https://www.dakotacda.org/community-development/redevelopment-program/>

### *Next Generation Broadband*

With U.S. internet traffic increasing at unprecedented rates, 11 Dakota County cities and the Dakota County CDA have launched an educational campaign about why residents and businesses need to insist on next generation broadband to meet the needs of citizens.

Across Dakota County, households, businesses and industry would experience the benefits that would come from significantly higher broadband than we have today. If more people are able to video conference from home in real time, it opens up possibilities for consulting medical experts, conducting business meetings and accessing online educational resources from your home.

A short video discusses the benefits of world-class broadband and how it plays a significant role in economic development, business location decisions and employment growth.

<https://www.dakotacda.org/community-development/next-generation-broadband/>

## SAINT PAUL & MINNESOTA FOUNDATIONS BUILDING COMMUNITY CAPACITY GRANTS

[https://www.spmcf.org/sites/default/files/Shared%20Assets/TSPF%20Grant%20Guidelines\\_0.pdf](https://www.spmcf.org/sites/default/files/Shared%20Assets/TSPF%20Grant%20Guidelines_0.pdf)

### *Commitment to Community*

The Saint Paul Foundation believes that our community should not only benefit from our work, but inform and form it as well. Creating solutions to today's issues requires a collaborative approach. Our work is also rooted in a commitment to racial equity. We recognize the rich cultures and multifaceted identities that make our region strong. Our Building Community Capacity grants are designed to be broadly responsive to community-identified priorities for residents in Dakota, Ramsey and Washington counties across six areas of community vitality.

### *Grant Guidelines*

The Saint Paul Foundation funds program grants, capital grants and transitional operating grants. We are proud to serve the East Metro Area – Dakota, Ramsey and Washington counties – and consider grant applications from organizations in the East Metro and organizations that serve individuals and communities in this region.



### Areas of Community Vitality

Address at least one of six areas of community vitality. Data and our experience suggest that the following elements play key roles in community health and vitality. •

Community Connectedness: creating opportunities for equity in arts, civic dialogue, community problem solving as well as supporting natural and built spaces where people live, work and play. • Economic Opportunity and Security: strengthening support for low-income individuals and families through community development, workforce education and training and creating sustainable employment pathways. • Education: exploring high-quality educational opportunities for everyone, from cradle to career, and more equitable access for racial and cultural communities. • Health: increasing health equity through quality, affordable health services, particularly for low-income, uninsured and under-insured individuals. • Housing and Transportation: strengthening our region through affordable, quality housing, addressing homelessness and investing in equitable transportation options and benefits. • Human Services and Family Support: meeting basic needs for individuals and families, helping them be safe, stable and independent.

### CAPITAL GRANTS

These grants are designed to support your organization's investment in buildings, facilities and equipment. Foundation investments are typically limited to buildings owned by nonprofits or held by long-term lease agreement. We will consider capital grants for organizations located in Dakota, Ramsey and Washington counties for: • Renovations/repairs • Land acquisition • Construction costs • Technology hardware and software • Equipment • Furniture • Appliances

### DAKOTA COUNTY SOIL AND WATER CONSERVATION DISTRICT

#### Programs and Services: Stormwater Management

Urbanization is the changing of land use from forest or agricultural uses to suburban and urban areas. This conversion is proceeding in Dakota County at a rapid pace, and the majority of the county's population now lives in suburban and urban areas. The creation of impervious surfaces that accompanies urbanization affects how water moves both above and below ground during and following storm events, the quality of that stormwater, and the ultimate condition of nearby rivers, lakes, and wetlands.

The Dakota County Soil and Water Conservation District works in partnership with the state, watersheds, local units of government, developers and landowners to provide education, technical and financial support to minimize the impact of stormwater runoff from new and existing development.

- Low Impact Development
- Research
- Retrofit Best Management Practices
- Soil Stabilization
- Urban Erosion and Sediment Control
- Financial Incentives: Urban Cost Share
- The Urban Cost Share Program coordinates four separate cost share initiatives:
  - Landscaping for Clean Water Grants
  - Citizen Conservation Stewards (CCS)
  - Conservation Initiative Funding (CIF)
  - Community Conservation Partnership (CCP)

Dakota County Soil and Water Conservation District staff use these initiatives to connect citizens, developers and local government with the educational, technical and financial support needed to put innovative stormwater management and conservation practices on the land. Many types of non-agricultural conservation practices to improve and protect water quality will qualify for program assistance.

<http://www.dakotaswcd.org/costshare.html>

#### Federal Environmental Protection Agency

EPA's Brownfields Program provides direct funding for brownfields assessment, cleanup, revolving loans, environmental job training, technical assistance, training, and research. To facilitate the leveraging of public resources, EPA's Brownfields Program collaborates with other EPA programs, other federal partners, and state agencies to identify and make available resources that can be used for brownfield activities.

- Assessment Grants provide funding for brownfield inventories, planning, environmental assessments, and community outreach.
- Revolving Loan Fund (RLF) Grants provide funding to capitalize loans that are used to clean up brownfield sites.
- Cleanup Grants provide funding to carry out cleanup activities at brownfield sites owned by the applicant.
- Multipurpose (MP) Grants provide funding to conduct a range of eligible assessment and cleanup activities at one or more brownfield sites in a target area.
- Area-Wide Planning Grants provide funding to communities to research, plan and develop implementation strategies for cleaning up and revitalizing a specific area affected by one or more brownfield sites.

▫ Environmental Workforce Development and Job Training (EWDJT) Grants provide environmental training for residents impacted by brownfield sites in their communities.

▫ Technical Assistance, Training, and Research Grants provide funding to organizations to conduct research and to provide training and technical assistance to communities to help address their brownfields challenges.

▫ Assessment Grants provide funding for a grant recipient to inventory, characterize, assess, conduct a range of planning activities, develop site-specific cleanup plans, and conduct community involvement related to brownfield sites. The performance period for these grants is three years.

▫ A Site-specific Assessment Grant is appropriate when a specific site is identified and the applicant plans to spend grant funds on this one site only.

▫ An applicant may request up to \$200,000 to assess a site contaminated by hazardous substances, pollutants, contaminants (including hazardous substances commingled with petroleum), and/or petroleum.

▫ An applicant may seek a waiver of the \$200,000 limit and request up to \$350,000 for a site contaminated by hazardous substances, pollutants, contaminants, and/or petroleum. Waiver requests must be based on the anticipated level of contamination, size, or status of ownership of the site.

### LOCAL HOUSING INCENTIVES ACCOUNT

#### Focus on affordable housing

Local Housing Incentives Account (LHIA) grants fund the expansion and preservation of affordable housing for rental and ownership to help municipalities meet their

negotiated LCA housing goals. Grant funds cover gap financing costs such as land/property/structure acquisition, demolition, site preparation (such as water, sewer, roads), general construction/structural additions, alterations and rehabilitation, interior and exterior finishing, roofing, electrical, plumbing, heating and ventilation. Soft costs, such as architects fees and travel expenses, are ineligible.

#### Application Process

The Metropolitan Council partners with Minnesota Housing, the Family Housing Fund, and others to implement the LHIA program. Communities participating in the Metropolitan Livable Communities Local Housing Incentives Program may apply for LHIA funding through the Minnesota Housing Consolidated RFP.

When submitting an application, municipalities must include an Acknowledgment of Receptivity form from the local unit of government and agree to match grant funding on a dollar-for-dollar basis.

### MINNESOTA DEPARTMENT OF TRANSPORTATION TRANSPORTATION ECONOMIC DEVELOPMENT (TED) PROGRAM

Established in 2010, the TED Program provides competitive grants to construction projects on state highways that provide measurable economic benefits. The Minnesota Department of Transportation, in partnership with the Minnesota Department of Employment and Economic Development, administers the program. The TED program specifically targets transportation improvements that will lead to measurable economic benefits. For a project to be eligible, it must contribute to job creation or retention or another measurable economic benefit. Eligible applicants are any governmental entity as defined by state law.