Technical Report Land Use Plan Compatibility

**Bottineau**Transitway

DRAFT ENVIRONMENTAL IMPACT STATEME

## 1.0 Introduction

## 1.1 Purpose of Report

This Land Use Plan Compatibility Technical Report has been prepared in support of the Bottineau Transitway Project Draft Environmental Impact Statement (Draft EIS). The objective of this report is to evaluate the Project's potential land use impacts within the study area. This includes the following:

- Description of existing land use conditions
- Description of future planned land use
- Evaluation of compatibility of Bottineau Transitway Project with local land use planning policies

## 2.0 Technical Analysis

### 2.1 Regulatory Context/Methodology

#### 2.1.1 Legal and Regulatory Context

No specific laws or executive orders regulate the consideration of land use impacts as part of preparing NEPA review documents. The National Environmental Policy Act (NEPA, 41 USC 4321) and Minnesota Environmental Policy Act (MEPA 2007 c 116D) form the general basis of consideration for discussing land use issues. Local municipalities have land use controls available to them in the form of comprehensive plans guiding land use and city zoning codes guiding development.

#### 2.1.2 Study Area

The study area is defined as the jurisdictions in which the transitway would be located.

#### 2.1.3 Methodology

Land use data were obtained from existing and planned land use maps for the cities of Maple Grove, Brooklyn Park, Crystal, Robbinsdale, Golden Valley, and Minneapolis as published as part of the comprehensive plans for each city. These data were supplemented by recent aerial photography and field inspections of the Bottineau Corridor. Assessment of compatibility with existing and planned land uses was based on the land use inventories and plans in cities' adopted comprehensive plans. A list of referenced plans is included in Appendix A.

Note that negative impacts, including noise, community cohesion, economic development, and visual quality have a relationship to the land uses within the study area considered by the environmental document. Although these impacts may require mitigation to allow the existing and planned land uses to continue, this technical memorandum focuses on the compatibility of the Bottineau Transitway Project with local and regional land use planning documents.

## 2.2 Affected Environment

#### **Existing and Future Land Use**

The following section outlines the existing land use conditions within the Bottineau Corridor. Existing land use is described for each alignment. Referenced city land use mapping for all alignments can be found in **Appendix B**.

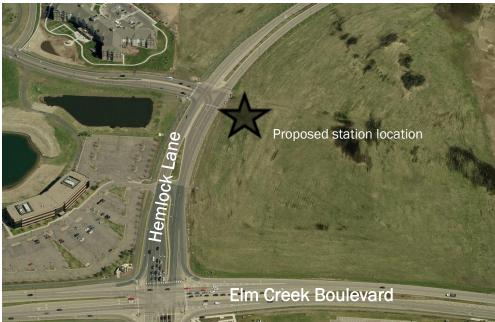
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#### Alignment A

Alignment A begins in southeastern Maple Grove and passes through the southwestern portion of Brooklyn Park. This alignment has four LRT Stations: Hemlock Lane, Revere Lane, Boone Avenue/Hennepin Tech, and 71st Avenue.

The land surrounding the westernmost segment of Alignment A between Hemlock and US 169 is designated as "Gravel Mining Area" on the City's existing and future land use plan maps. This designation denotes the City of Maple Grove's intent to provide for extraction of this valuable resource followed by reclamation of the 2,000-acre area for suburban development. Extraction has been completed west of Hemlock Lane and this area has been redeveloped for commercial and residential use. Extraction activities have moved eastward and are expected to continue for several decades. As the extraction is completed, the land will be graded and made available for development. The *City of Maple Grove 2008 Comprehensive Plan* calls for "regional mixed use" in the area recommending that development occur in a compact, vertically integrated manner with predominantly office and/or corporate uses. The proposed Hemlock Lane LRT Station is located in a current extraction area adjacent to a planned future roadway.



LRT Station area near Hemlock Lane





Existing aggregate mining activity surrounding the Revere Lane LRT Station site.

Continuing east from US 169, Alignment A runs along the south side of Brooklyn Boulevard until it reaches CSAH 81. The existing land uses surrounding the corridor east of US 169 are primarily industrial/business park uses to the south of Brooklyn Boulevard, with Hennepin Technical College and residential uses to the north. The City of Brooklyn Park plans to transition industrial uses to business park use while the other uses are planned to remain. The Boone Avenue/Hennepin Tech LRT Station would be located in this area.

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Hennepin Technical College lies to the north of Brooklyn Boulevard with business park/industrial uses to the south.

As the alignment shifts onto the railroad corridor paralleling CSAH 81, the surrounding land uses are primarily commercial/industrial. The *Brooklyn Park 2030 Comprehensive Plan* confirms that these land uses are planned to remain with some areas transitioning to mixed use. The *Brooklyn Park 2030 Comprehensive Plan* introduces the new future land use designation of Neighborhood Commercial (NC) for the area surrounding the proposed 71st Avenue LRT Station. A zoning designation of NC by Brooklyn Park is intended to provide for compact, pedestrian-oriented mixed-use areas of limited size as opposed to the auto-oriented commercial uses in the area today.



The 71st Avenue Station area from the west.



#### Alignment B

Alignment B begins in Brooklyn Park just north of Highway 610 and ends at Alignment C. Stations would be located at 97<sup>th</sup> Avenue, 93<sup>rd</sup> Avenue, 85<sup>th</sup> Avenue, and Brooklyn Boulevard, all along West Broadway Avenue.

Land uses at the north end of Alignment B are transitioning from agricultural use/open space to commercial use. The *Brooklyn Park 2030 Land Use Plan* designates a portion of this area near the 97th Avenue LRT Station for Signature Mixed Use (including the Target North Campus) with most of the area surrounding the 93rd Avenue LRT Station planned for expansion of business parks. The Signature Mixed Use designation indicates commercial development which shapes a strong image for the City, including "high quality and landmark buildings or coordinated group of buildings with significant height and scale."



This view of the 97<sup>th</sup> Avenue Station area shows existing agricultural land uses.

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This view of the 93rd Avenue LRT Station site from the west shows the business parks that lie to the west of West Broadway Avenue.

Between the 93rd and 85th Avenue LRT Stations, land uses are primarily residential with plans to continue such use in the future.

At 85th Avenue, land uses include North Hennepin Community College and some limited commercial uses along 85th Avenue, with the predominant land use being residential. Residential uses extend south toward Brooklyn Boulevard. These uses are planned to remain. Hennepin County is planning a new library for the northeast quadrant of the intersection.



This view of the 85th Avenue LRT Station area from the west shows the North Hennepin Community College in the southeast corner of the intersection, commercial use in the southwest corner and the surrounding residential use.



The proposed Brooklyn Boulevard LRT Station lies within a large suburban commercial node characterized by "big box" (e.g. Target) and other auto-oriented retail uses. The *Brooklyn Park 2030 Comprehensive Plan* indicates this commercial center is expected to remain into the future.



Suburban commercial uses surround the Brooklyn Boulevard Station site (viewed from the west).

#### Alignment C

Alignment C begins in Brooklyn Park and largely follows Bottineau Boulevard through Crystal and Robbinsdale. Stations would be located at 63<sup>rd</sup> Avenue, Bass Lake Road, and downtown Robbinsdale.

Existing land uses surrounding Alignment C in Brooklyn Park consist of primarily industrial and commercial uses with some residential uses. The majority of these land uses are planned to remain, with some uses transitioning to business park use.

At the 63rd Avenue LRT Station area, surrounding existing uses are a mix of commercial, industrial, and high-density residential land uses with an existing Metro Transit Park and Ride structure on the west side of CSAH 81. Uses are planned to transition to high-density residential, institutional, and mixed use.





This view of the 63rd Avenue LRT Station site from the west shows the Metro Transit Park and Ride facility on the west side of CSAH 81 and scattered commercial uses on the east side.

South of 63rd Avenue, Alignment C passes into the City of Crystal. The land uses surrounding the corridor in Crystal are predominantly low-density residential to the west and commercial and airport uses to the east. The Bass Lake Road LRT Station is currently surrounded by high-density residential and commercial uses, with some park uses. The *Crystal Comprehensive Plan* (2011) future land use map indicates these uses are planned to remain. South of Bass Lake Road, the existing uses are primarily commercial and industrial with some park uses. Again, these land use patterns are generally planned to remain in the future.

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The Bass Lake Road LRT Station area (viewed from the west) includes both large-scale commercial and high-density residential uses.

From Crystal, Alignment C enters the northwest corner of the City of Robbinsdale at 47<sup>th</sup> Avenue approximately four blocks north of Highway 100. The surrounding existing and planned future land uses surrounding the corridor are primarily low-density residential, with some commercial, high-density residential, and park uses.

East of the Robbinsdale (42nd Avenue) LRT Station lies "downtown" Robbinsdale, a large retail/office area centered on both West Broadway Avenue and CSAH 81. West of the BNSF corridor, residential uses predominate. The *City of Robbinsdale Comprehensive Plan* indicates increasing density in the downtown area including transition of some parcels to mixed use.

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The BNSF corridor creates a clear boundary between the commercial uses of downtown Robbinsdale to the east and the residential area to the west Robbinsdale.

#### Alignment D1

Alignment D1 begins near 34<sup>th</sup> Avenue in Robbinsdale and continues south into the City of Golden Valley crossing the municipal boundary at 26<sup>th</sup> Avenue.



Vegetation and park uses buffer the BNSF corridor from residential uses in Robbinsdale to the east and Golden Valley to the west.

Land uses surrounding Alignment D1 in Golden Valley are primarily low-density residential and park uses, with limited areas of institutional use. The *City of Golden Valley Comprehensive Plan 2030 Update* indicates these land uses are planned to remain. The existing and planned future land uses

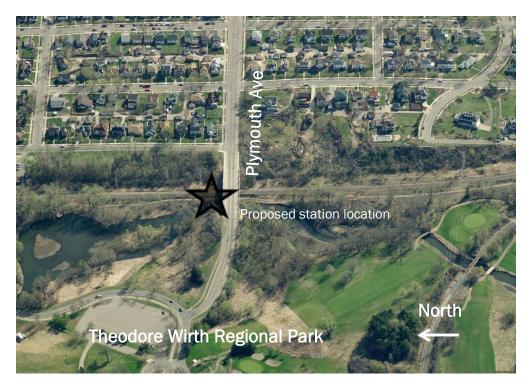
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surrounding the Golden Valley Road and Plymouth Avenue LRT Stations are also low-density residential and park uses.



The Golden Valley LRT Station would be located below grade in the BNSF corridor at the boundary between park uses to the west and institutional and residential uses to the east.

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The Plymouth Avenue LRT Station is also grade separated, but closer to recreational facilities within Theodore Wirth Regional Park.

Alignment D1 continues along the BNSF Railroad corridor southeast through eastern areas of Golden Valley, with Theodore Wirth Regional Park Regional Park to the west and low-density residential land uses to the east. Alignment D1 enters Minneapolis north of TH 55 then travels east to Penn Avenue where it joins the Alignment D common section. Currently, the primary land uses are park and low-density residential uses with no plans for changes in the future. Along TH 55, existing and future planned land uses are primarily low-density residential uses.

#### Alignment D2

The D2 alignment transitions from the BNSF Railroad Corridor to street running segments through Robbinsdale and the north side of Minneapolis before rejoining the D1 alignment along TH 55 at Penn Avenue.

Throughout the entire D2 Alignment, the predominant land uses are residential, including low-, medium-, and high-density residential uses, community-oriented commercial uses and institutional uses. North Memorial Medical Center is located in Robbinsdale at the north end of this alignment. The North Memorial LRT Station would serve this regional medical facility as well as existing and future commercial uses to the north.





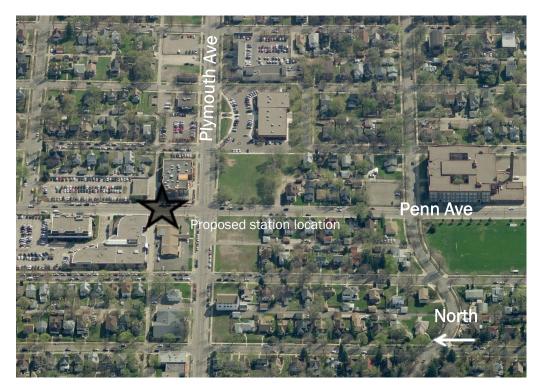
North Memorial Medical Center lies within a residential area along CSAH 81.

The City of Minneapolis' future land use plan indicates the West Broadway corridor as "urban neighborhood" which includes mixed residential and commercial uses. *The Minneapolis Plan for Sustainable Growth* and the *West Broadway Alive Plan* designate West Broadway as a Commercial Corridor and Penn Avenue as a Community Corridor with the surrounding area as Urban Neighborhood. They further designate the intersection of Penn Avenue and West Broadway as a Neighborhood Commercial Node (that extends from 26<sup>th</sup> Avenue North to Oliver Avenue) that is appropriate for mixed use commercial/residential. Residential uses at the node can be medium to high density. The proposed Broadway/Penn Station would serve this existing and future commercial corridor. The proposed Plymouth LRT Station is surrounded by institutional and community commercial uses within an otherwise residential neighborhood. The Penn Avenue/Plymouth Avenue intersection is a Neighborhood Commercial Node that is appropriate for mixed use commercial Node that is appropriate for mixed use residential uses at the node can be medium to high density. *The Bighborhood Commercial Node that is appropriate for mixed use commercial uses. Residential uses at the node can be medium to high density. <i>The Minneapolis Plan* designates this area as urban neighborhood as illustrated in the Future Land Use Plan.

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The Broadway/Penn commercial node is surrounded by residential uses.



View of Penn/Plymouth intersection from the west. Community institutional uses are a focus of this neighborhood intersection.



Alignment D is located entirely in Minneapolis, beginning at Penn Avenue and following TH 55 to 6<sup>th</sup> Avenue North into downtown Minneapolis. Stations would be located at Van White Boulevard and The Interchange.

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The land use surrounding the Alignment D common section are primarily low- and medium-density residential between Penn Avenue and I-94. Future land uses in this area are designated as urban neighborhood use, which includes religious, institutional, and open space uses. Existing institutional and religious uses (academic facilities, a community center, library and a church) are adjacent to the corridor near TH 55 between Irving Avenue and Bryant Avenue. The western portions of the new Heritage Park neighborhood contain a mix of residential land uses including medium-, and high-density housing. This land use pattern continues to Lyndale Avenue/I-94, where the corridor enters downtown Minneapolis.

*The Minneapolis Plan for Sustainable Growth* indicates that residential land uses will remain in the area surrounding the proposed Penn Avenue Station. The Plan also indicates no planned changes to the existing land uses in the area surrounding the Van White LRT Station.



TH 55, viewed here from the south at Penn Avenue, lies within a residential neighborhood through this segment.

East of I-94, Alignment D enters the downtown area of Minneapolis, characterized by commercial and industrial uses. The alignment terminates at Target Field Station which is currently transitioning from industrial uses to a signature mixed-use development adjacent to the Minnesota Twins ballpark as indicated in The Future Land Use Plan map for the Downtown Sector from *The Minneapolis Plan*. The terminal station would be located at The Interchange, an intermodal transit station under construction and planned to open in 2014. The *North Loop Small Area Plan* (2010) guides

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redevelopment for the North Loop area and calls for mixed use developments organized to support transit.



The Van White LRT Station lies within a recently redeveloped neighborhood with a variety of housing densities.

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Alignment D terminates at the Interchange, a multi-modal facility under construction in downtown Minneapolis.

### 2.3 Comprehensive Plan Compatibility

This section evaluates the compatibility of the transitway with land use planning policies.

#### **No-Build Alternative**

The No-Build Alternative would not be compatible with City comprehensive plans, which call for support of transit as described below.

#### **Transportation System Management Alternative**

The Transportation System Management alternative would provide some transit improvements, and would therefore partially fulfill the intent of regional and local comprehensive plans to support and develop transit in the corridor.

#### **Build Alternatives**

An objective of the *City of Maple Grove 2008 Comprehensive Plan* is that multi-modal transportation be planned for and invested in to slow the growth of congestion. Strategies supporting this objective include promoting the evaluation of light rail and other modes of transit, planning land use patterns to support transit development, continuing to support the integration of land uses enabling shared parking and transit-oriented developments, and planning for the concentration of jobs and housing around transit hubs and daily conveniences. In addition, **Maple Grove**'s comprehensive plan acknowledges that all areas designated as mixed use that have not been developed have the potential for transit-oriented higher-density clustered or mixed-use development, including the Gravel Mining Area. Overall, the Bottineau Transitway would be compatible with **Maple Grove** land use planning policies.

Within **Brooklyn Park**, the Bottineau Transitway Project is compatible with local land use planning policies. The **Brooklyn Park 2030 Comprehensive Plan** acknowledges that CSAH 81 is currently being

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studied by Hennepin County and Metro Transit for use as a transit corridor. The plan states that the City encourages a thorough analysis of the corridor to provide the most cost-effective and efficient mode of transit and to construct it in a timely manner. In addition, Brooklyn Park's comprehensive plan recognizes that changes are necessary to implement the policies and objectives of the plan, including the consideration of transit overlay districts in areas where the City plans to have transit connections in the future, including Bottineau Boulevard. Additionally, the plan calls for promoting transit-oriented development where possible, and encouraging commercial higher density residential uses along transit routes. The proposed station locations would provide access to employment centers and other major destinations in **Brooklyn Park**, which would be compatible with these goals.

The Bottineau Transitway Project is consistent with **Crystal**'s local land use planning policies. It is a policy of the **City of Crystal**, **Minnesota Comprehensive Plan Update Through the Year 2030** (2011) to plan and invest in multi-modal transportation choices, based on the full range of costs and benefits, to slow the growth of congestion and serve the region's economic needs. A strategy supporting this policy is to expand the transit system. The Public Transit chapter of **Crystal**'s comprehensive plan supports the development of the Bottineau Transitway Project with LRT as the preferred technology.

The Bottineau Transitway Project is compatible with **Robbinsdale**'s local land use planning policies articulated in the *City of Robbinsdale Comprehensive Plan*. An objective of Robbinsdale's comprehensive plan is to provide an effective choice of transportation modes for the city's residents. The plan states that transit corridors provide the potential for concentrations of residential uses that may accommodate the regional projections for increased population. The plan also states that the City should coordinate all future downtown redevelopment with a transit hub, exclusive busway and light rail transit plans. In addition, the transitway is included on **Robbinsdale**'s Transit Routes map (Figure 4G of the comprehensive plan). The transportation chapter of **Robbinsdale**'s comprehensive plan acknowledges the Bottineau Transitway planning efforts, expressing a preference for LRT.

The *City of Golden Valley Comprehensive Plan 2030 Update* includes the goal of enhancing transit usage. A supporting objective is to support local and regional transit provider plans and programs that benefit residents and visitors in the community. Although **Golden Valley**'s comprehensive plan does not specifically mention the Bottineau Transitway Project, light rail would be compatible with the *Plan*.

The Bottineau Transitway Project is compatible with the **City of Minneapolis'** local land use planning policies. The transportation chapter of **The Minneapolis Plan for Sustainable Growth** (2009), indicates that enhanced transit services are the means to efficiently meeting the needs of the traveling public. The plan also calls for ongoing investment and development of corridors served by light rail, commuter rail, streetcars, and buses. Additionally, **The Minneapolis Plan for Sustainable Growth**'s future Transitway System map acknowledges potential Bottineau Transitway routes, noting that transitway alignments and station locations are still under review and subject to change.

#### **Regional Compatibility**

**Metropolitan Council's** *Regional 2030 Transportation Policy Plan* (2010) acknowledges ongoing study of the Bottineau corridor as a future transit route. Policy 15 of the Transportation Policy Plan addresses transitway development and implementation. The policy states that the "Metropolitan Council will strongly pursue, in coordination with CTIB, county regional railroad authorities and transit providers, the cost-effective implementation of a regional network of transitways to provide a travel-time advantage for transit vehicles, improve transit service reliability and increase the convenience and attractiveness of transit service."

Strategies supporting Policy 15 refer to land use. Strategy 15c states that **Metropolitan Council** will consider readiness, priority, and timing along with local commitment to transitway implementation

and land use when making transitway investments. Strategy 15g states that local units of government are expected to develop local comprehensive plans, zoning, and community development strategies that ensure more intensified development along transitways and that this development should be effectively linked to the transitway through compact, walkable environments.

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The Bottineau Transitway is compatible with local and regional land use planning policies.

#### 2.3.1 Construction Phase Impacts

Construction phase impacts are defined as the temporary impacts that occur during project construction only.

#### **No-Build Alternative**

No construction impacts would occur under the No-Build Alternative. Therefore, there are no construction-related land use compatibility issues for this alternative.

#### **Transportation System Management Alternative**

Construction phase impacts would be limited to the area of the transit center and park-and-ride facility at 97th Avenue and West Broadway Avenue. There are no land use planning policy compatibility issues for this alternative.

#### **Build Alternatives**

Construction phase impacts generally include:

- Traffic detours resulting in traffic increases through residential neighborhoods.
- Noise, dust, and visual impacts due to construction.
- Temporary effects to land use due to staging areas. Staging areas have not yet been identified for the Bottineau Transitway.

These impacts do not pose compatibility issues with planning policy documents. Negative impacts such as those listed above are addressed under other topic areas (community cohesion, noise, etc.).

#### 2.3.2 Indirect/Secondary Impact

Indirect effects related to potential for redevelopment are addressed in the Economic Impacts Technical Memo.

### 2.4 Avoidance, Minimization, and/or Mitigation Measures

As all alignments are compatible with land use planning policy documents, no avoidance, minimization, or mitigation measures are needed.

## 3.0 Summary

All alignments are compatible with land use planning policy documents. Therefore, any selected alternative would be compatible with land use planning policies as well.



## **APPENDIX A**

List of Referenced Planning Documents

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Land Use Planning Documents

City of Maple Grove 2008 Comprehensive Plan Brooklyn Park 2030 Comprehensive Plan Crystal Comprehensive Plan City of Robbinsdale Comprehensive Plan City of Golden Valley Comprehensive Plan 2030 Update The Minneapolis Plan for Sustainable Growth Metropolitan Council's Regional 2030 Transportation Policy Plan

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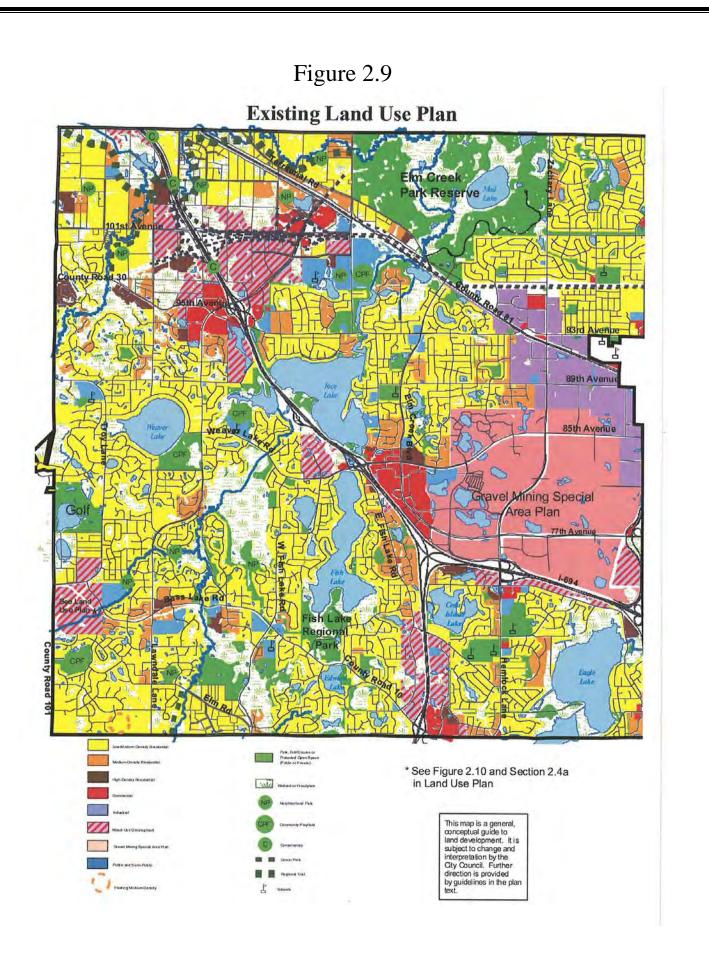
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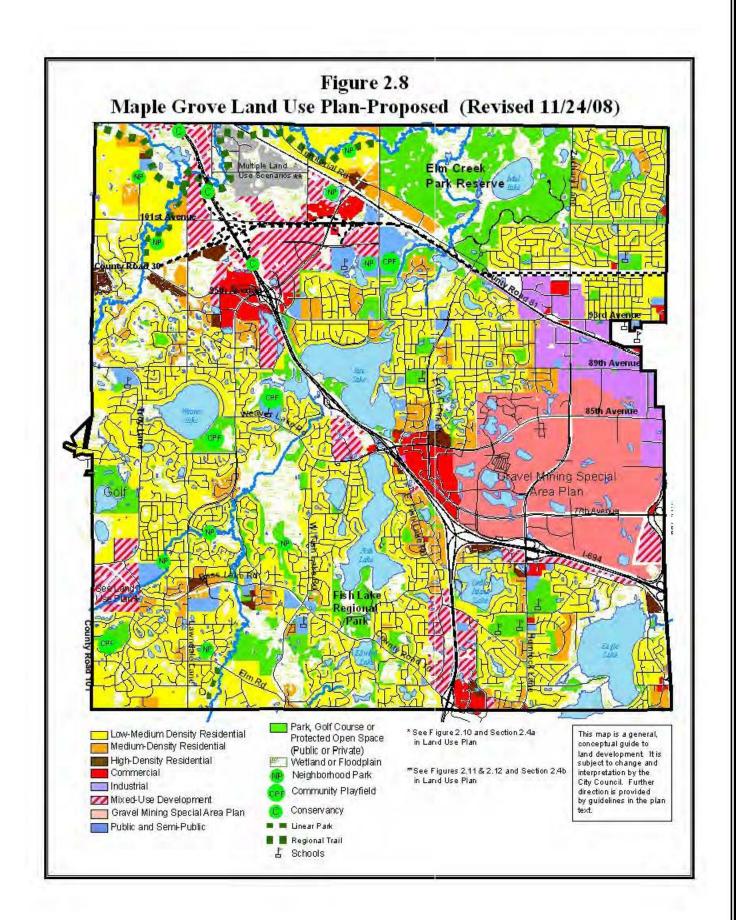


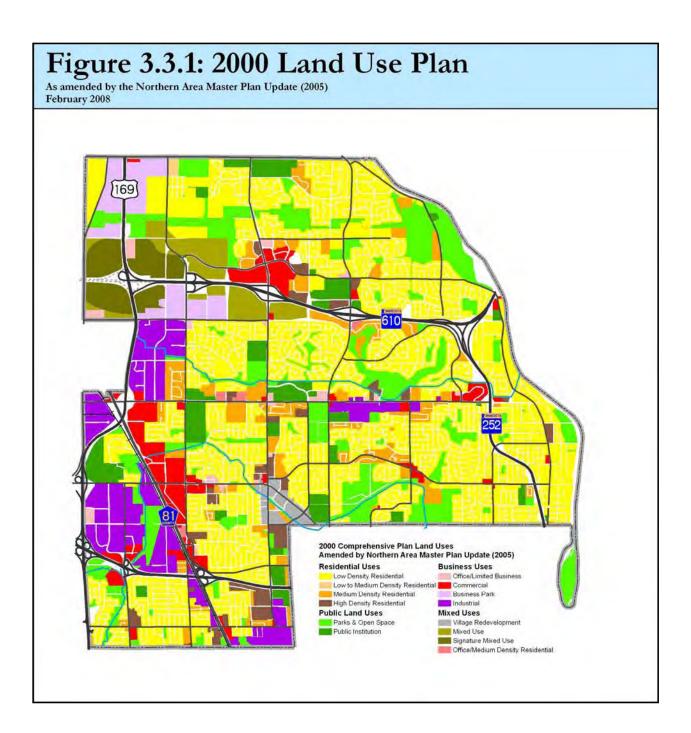
## **APPENDIX B**

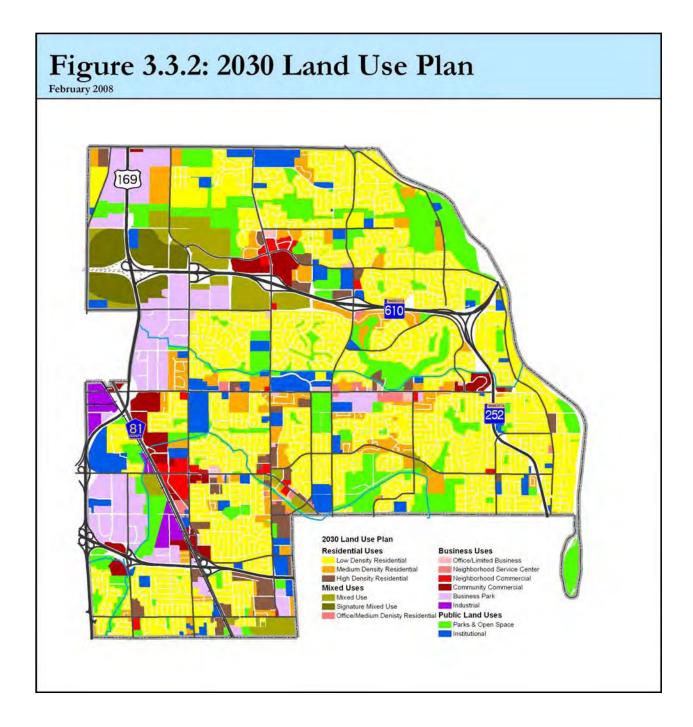
Existing and future land use maps for Maple Grove, Brooklyn Park, Crystal, Robbinsdale, Golden Valley, and Minneapolis

October 2012









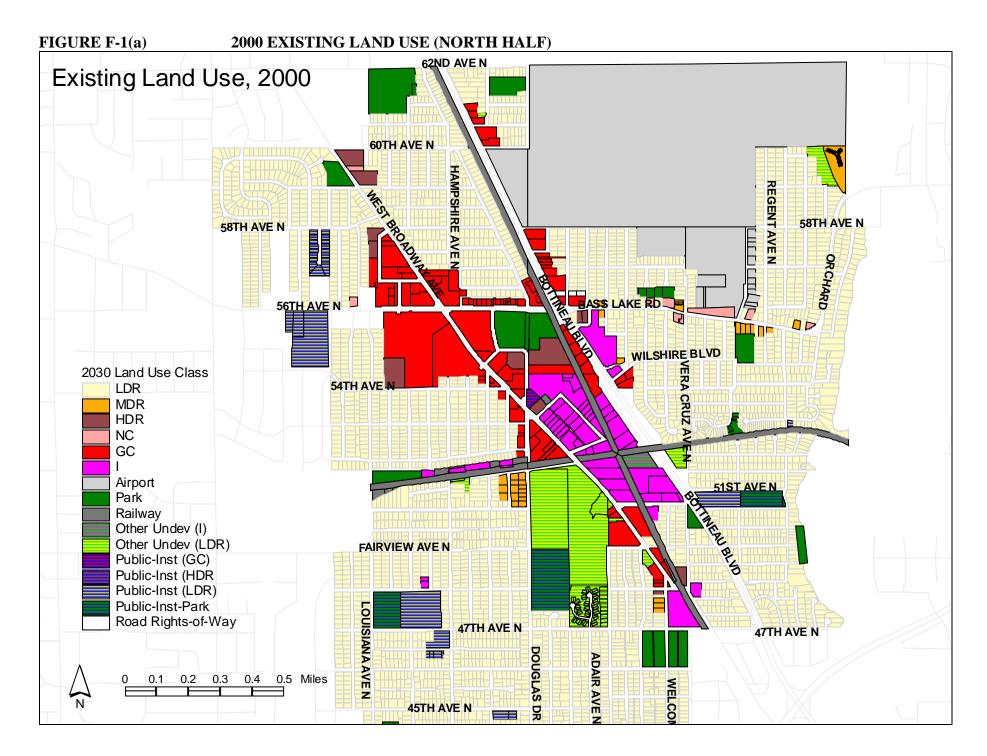
### Land Use Definitions

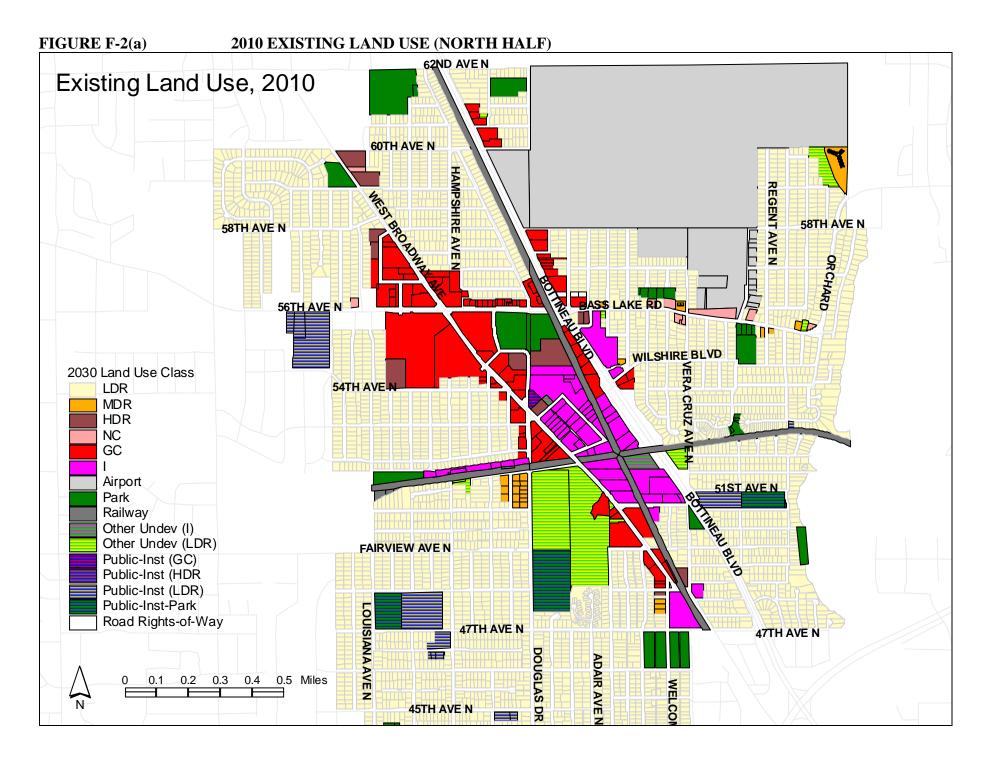
The following definitions are meant to clarify the intent of the land use designations and provide a general vision of uses allowed in each designation. Actual allowable uses are conveyed through the City's Zoning Ordinance.

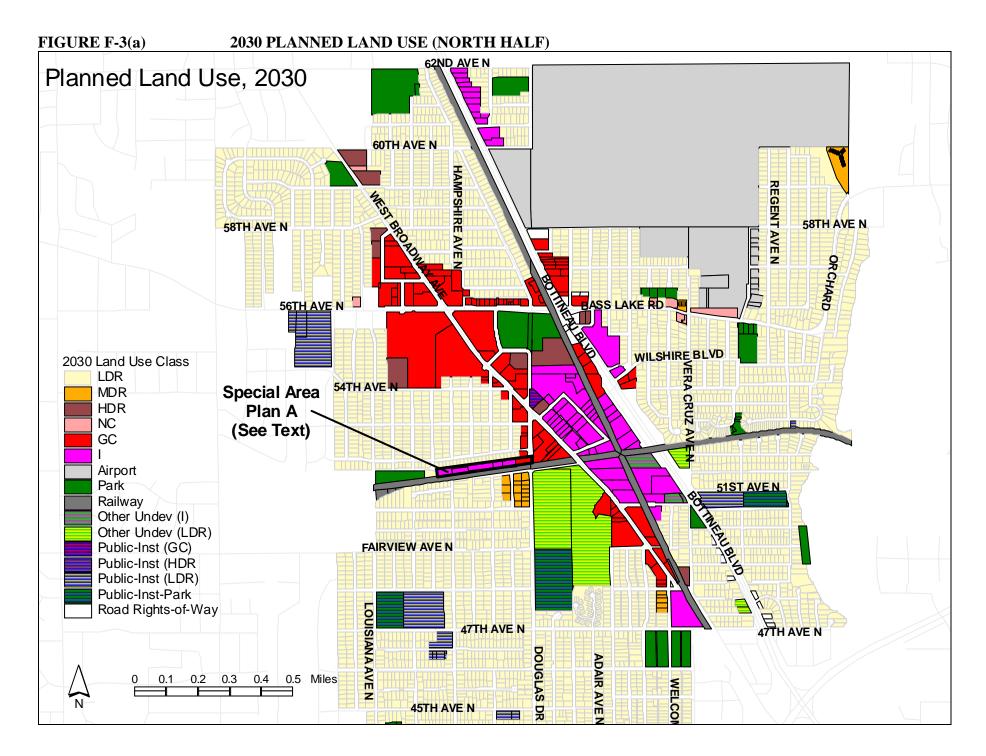
Low Density - Developments in areas designated as low density may not exceed 3 units per acre

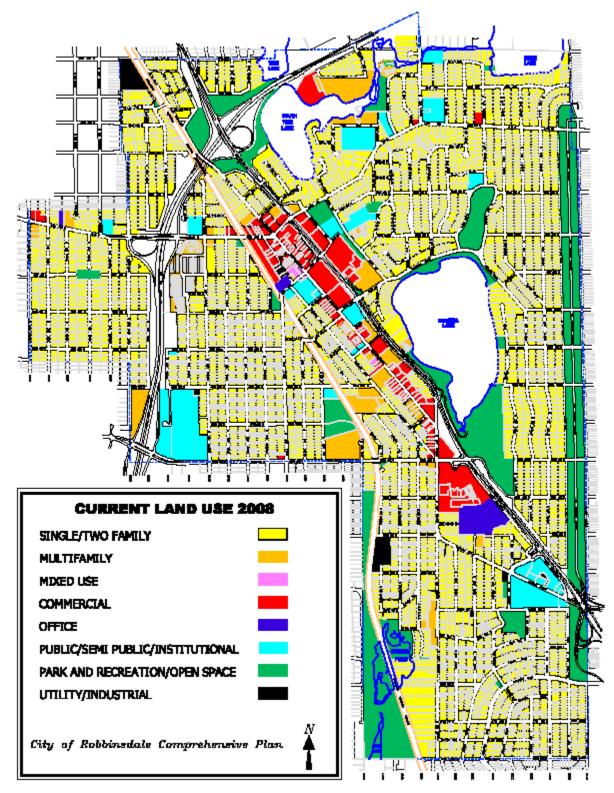
Medium Density - Developments in areas designated as medium density must be more than 3 units per acre and may not exceed 9 units per acre

High Density - Developments in areas designated as high density must be more than 9 units per acre and may not exceed 25 units per acre



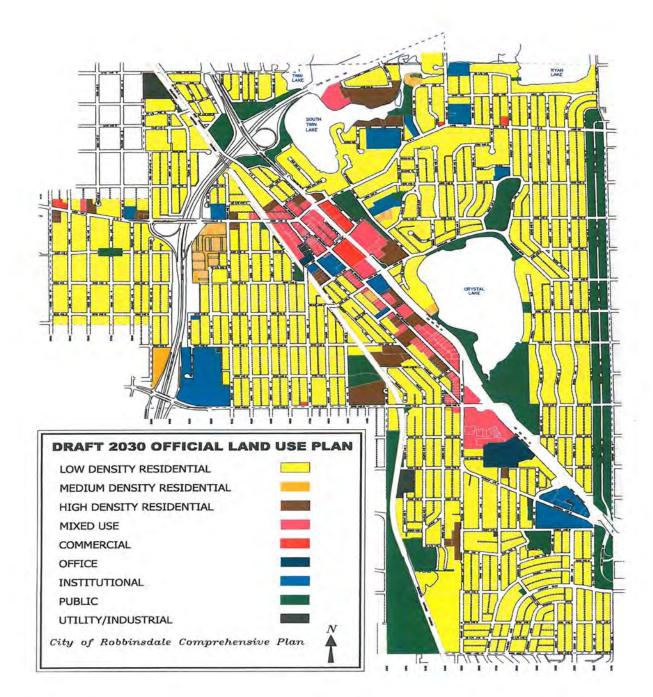




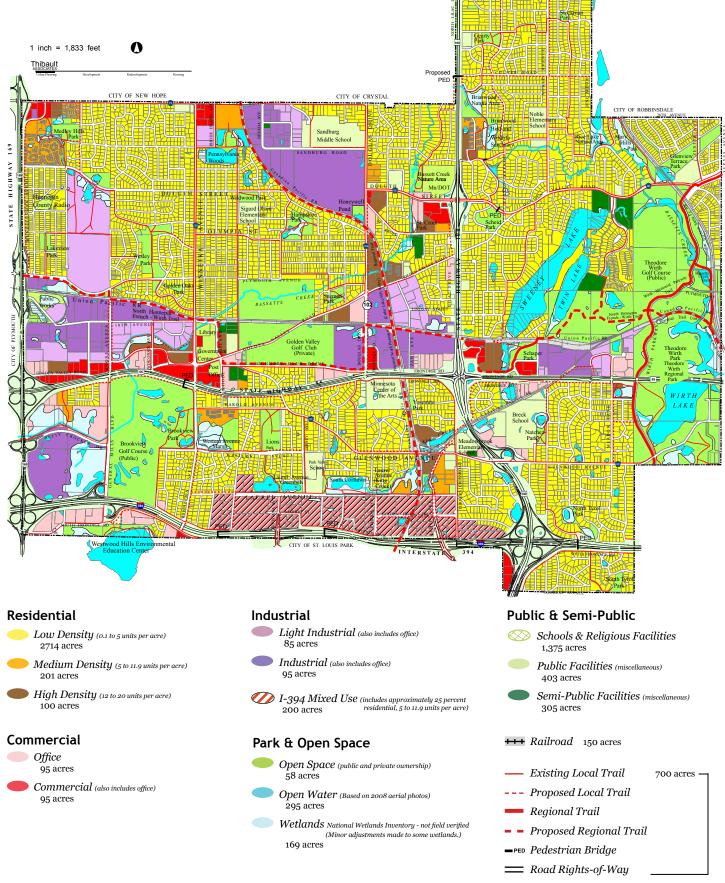


## Figure 2A Existing Land Patterns

## Figure 2B Future Land Use Map



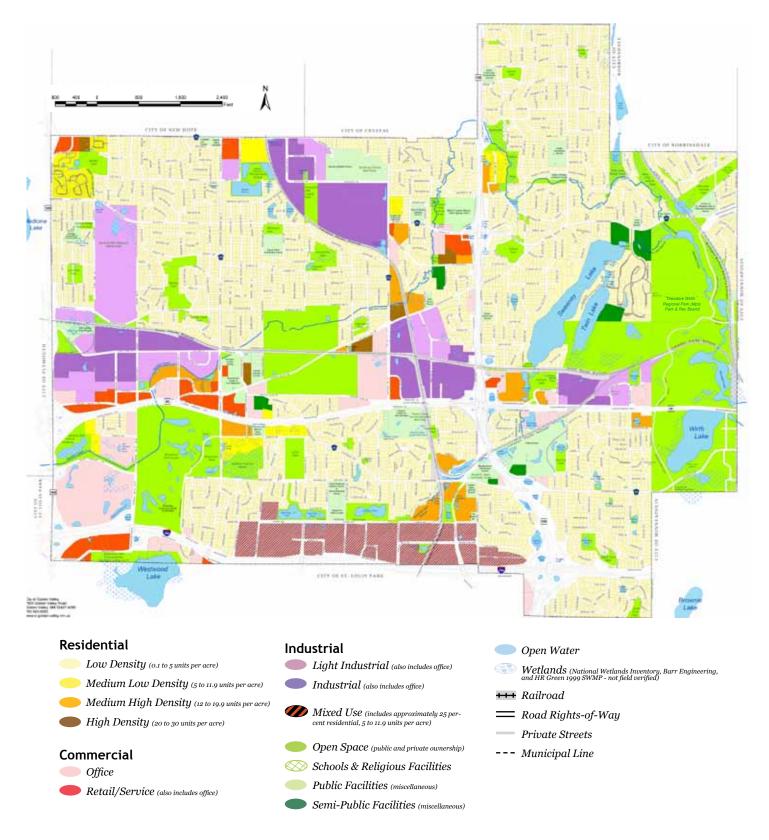
#### Figure 3.1: Existing Land Use Map 1998–2008



Date: May 1999 Source: Golden Valley Comprehensive Plan, 1999-2020

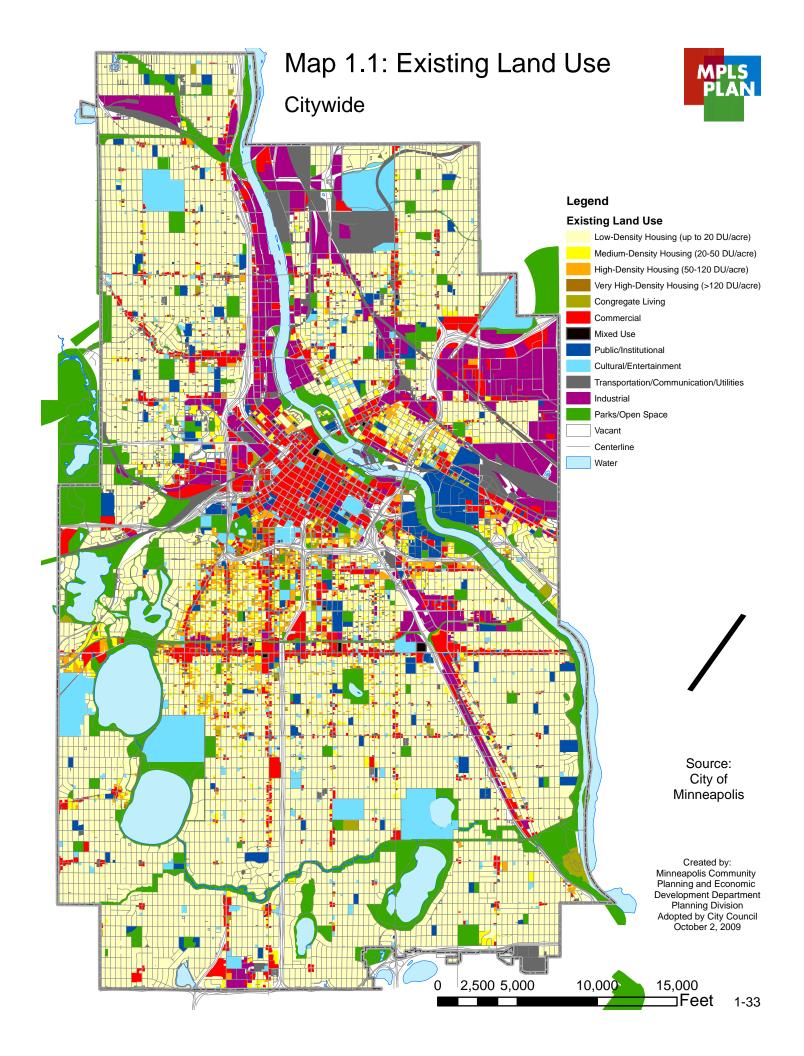
– Municipal Line

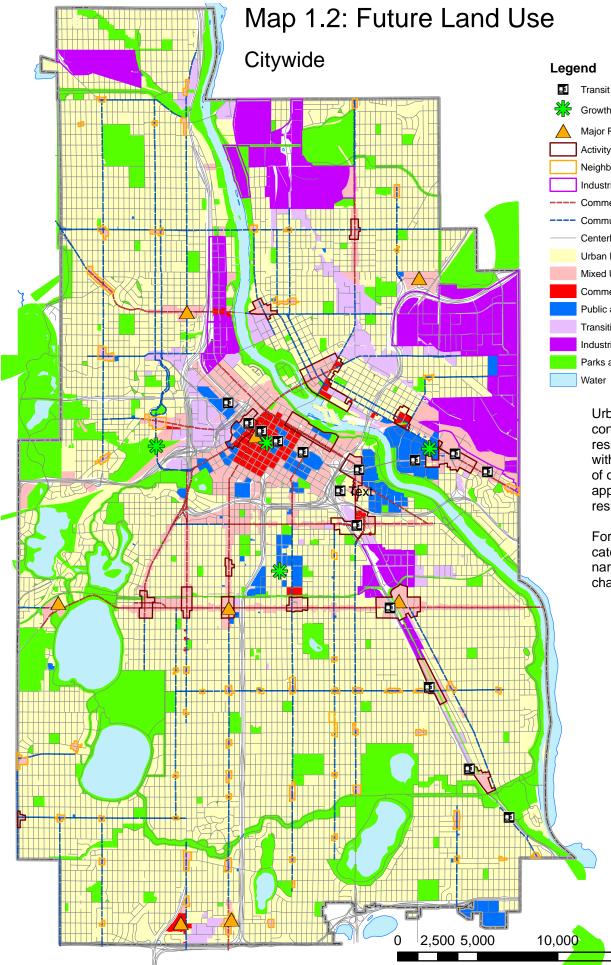
#### Figure 3.4: Land Use Plan Map 2010–2030



Date: December 4, 2008

Sources: Hennepin County Surveyors Office for Property Lines (2008), DNR, HR Green, Barr Engineering for Wetlands, City of Golden Valley for all other layers







Urban neighborhood contains a range of residential densities, with a limited amount of other uses appropriate in a residential setting.

For more details on categories, see narrative in land use chapter.



Source: City of Minneapolis

Created by: Minneapolis Community Planning and Economic Development Department Planning Division Adopted by City Council October 2, 2009 Amended March 22, 2011 Amended August 16, 2011

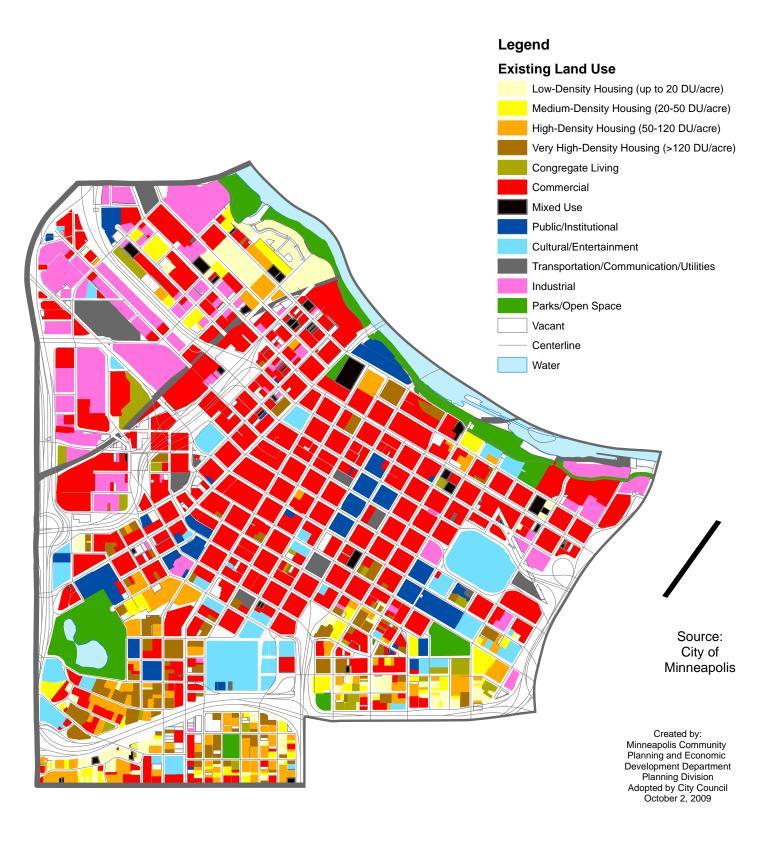
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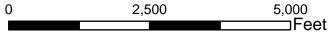
15,000 — Feet

# Map 1.1a: Existing Land Use

## **Downtown Sector**







# Map 1.2a: Future Land Use

## **Downtown Sector**



