

Highway 13 Corridor Study

Pages 1-11

MRQ and North Gateway Future Land Use Guide Plan

Pages 12 – 38

North Gateway Design Guidelines

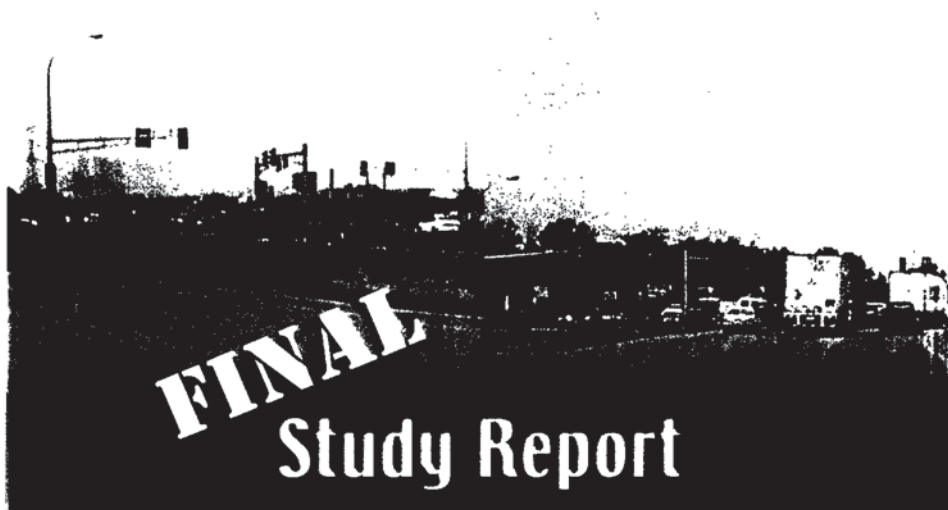
Pages 39-74



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# TH 13 Corridor Study



**FINAL**  
Study Report

## EXECUTIVE SUMMARY

February 2000



Short Elliott Hendrickson Inc.

Multidisciplined.  
Single Source.

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## **Executive Summary**

### **TH 13 Corridor Study**

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#### **Study Area**

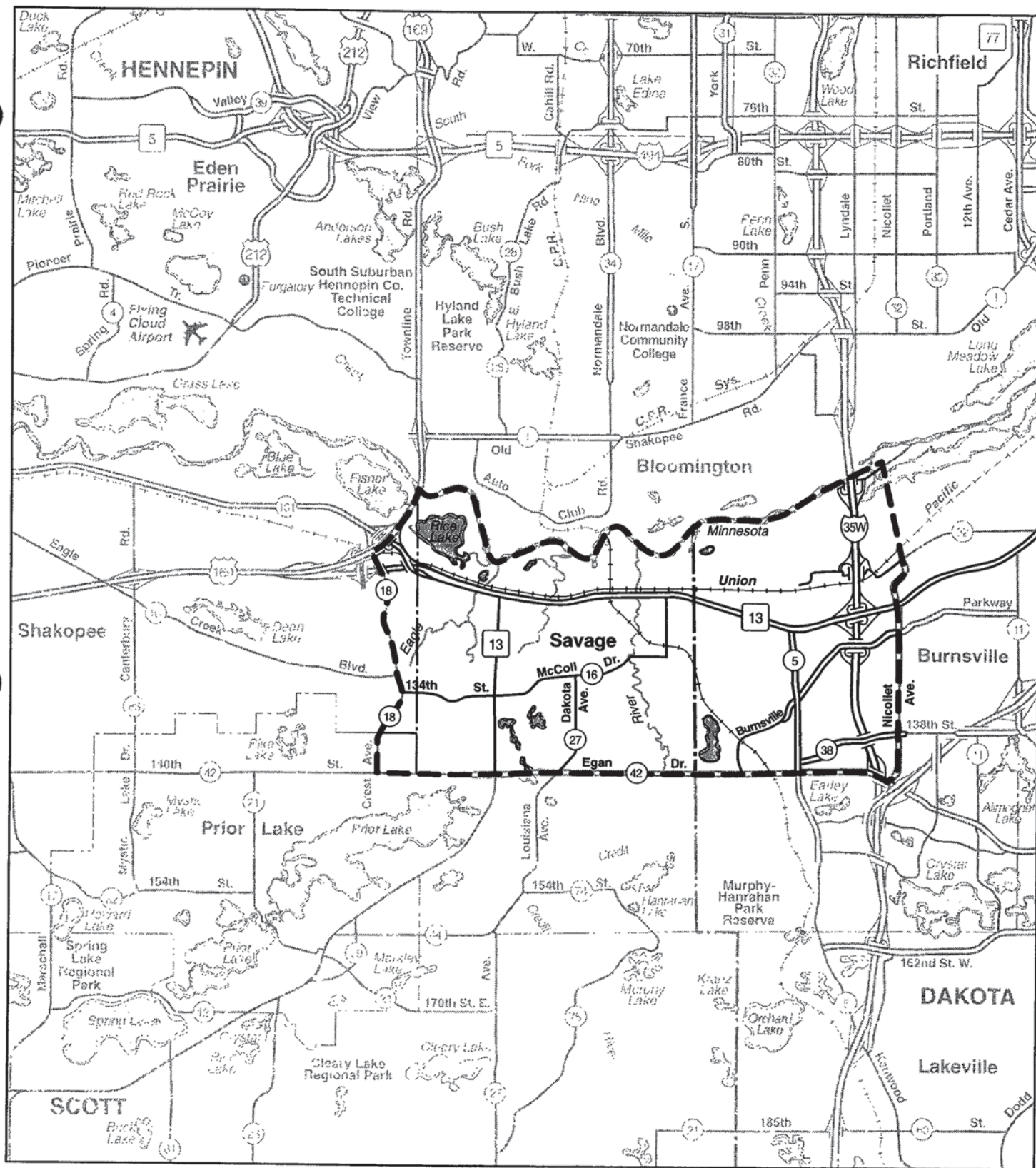
The section of Trunk Highway (TH) 13 addressed in this study extends east to west from Nicollet Avenue in Burnsville to TH 169 in Savage (Figure 1). TH 13 has long been an important east-west arterial route in northern Dakota and Scott Counties connecting TH 77, I-35W, and TH 169, and serving the variety of land uses along and adjacent to the corridor.

#### **Study Purpose and Need**

TH 13 is somewhat unique in that it serves local traffic, regional traffic, and interregional traffic, as well as very high levels of truck traffic destined for the grain terminal ports along the Minnesota River. The level of traffic along and adjacent to TH 13 has increased substantially in recent years with continued residential, commercial, and industrial development south of the Minnesota River and with the opening of the TH 169/Bloomington Ferry Bridge in the mid-1990's.

The broad mix of land uses that characterize the study area and generate the travel demand have been defined and constrained in large part due to the many natural features along the corridor including the Minnesota River, the river bluff line, the Credit River, and the Savage Fen complex. These natural features have not only defined how the area has developed, but also have driven the evolution of the transportation system. As examples, the Minnesota River limits the ability to connect the area to the rest of the Twin Cities north of the river; and the river bluff line, area wetlands, and water bodies have limited the ability to construct both east-west and north-south arterial roads to serve the continuing development.

It is within this context that the Cities of Burnsville and Savage, in partnership with the Minnesota Department of Transportation (Mn/DOT) and Dakota and Scott Counties, initiated this study to address the existing and future transportation problems which face the TH 13 corridor area. The purpose of the TH 13 Corridor Study is to identify and analyze the key transportation issues in the Corridor Study



--- Study Area

Figure 1  
Study Area



# TH 13 Corridor Study





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area. The study process entails assessing the existing conditions and forecasting traffic growth 20 years into the future to better understand the problems that will occur if no improvements are made along the roadway. The intent of the study is to provide a range of improvement options to respond to the identified deficiencies.

### **Public and Agency Participation**

From the beginning of the study process, public and agency involvement was recognized as key in developing a workable improvement plan for the TH 13 corridor. The involvement program was structured around the technical group meetings and public outreach elements listed below.

- Project Management Team (PMT) Meetings
- Issues Gathering Session
- Newsletters/Study Web Site
- Public Meetings
- Project Advisory Committee (PAC) Meetings
- Peer Review Committee Meeting
- Additional Coordination Meetings

### **Study Issues**

The key issues addressed in the TH 13 Corridor Study process were identified through a process involving technical staff, business representatives, and the general public. Input on study area issues was obtained through the PMT, PAC, the project web site, the Issues Gathering Session, and the first Public Meeting.

The following list represents the key issues that were identified from this process:

- TH 13 and CSAH 5 intersection operations
- Access
- Safety
- Need for traffic signals
- Ability to preserve the function of TH 13 as volumes and development increase
- Movement of freight
- Downtown Savage issues
- Lack of continuous frontage roads
- Highway beautification

- 
- Pedestrian/bicycle crossing needs
  - Flooding of roadway

### **Improvement Alternatives**

The development of improvement alternatives for the TH 13 corridor to address the issues identified above was an iterative process that evolved through conducting traffic analysis, assessing the results, obtaining feedback from the PMT, and modifying improvement options.

The base alternatives assumed in the analysis are listed below:

- **1998 Existing Conditions** – This scenario provides a base line against which to compare the other alternatives.
- **2020 No Build** – Assumes no improvements beyond those which are committed to by others.
- **2020 Management Alternative** – Assumes a four-lane TH 13, some access modifications and spot intersection improvements.
- **2020 Maximum Management Alternative** – Assumes a four-lane TH 13, spot intersection improvements and more significant access modifications in comparison to the Management Alternative.
- **2020 Build** – Assumes a six-lane TH 13, and the access and intersection modifications included as part of the Management Alternative.

Two subalternatives were also analyzed for the year 2000 conditions. The first addressed the effects of a CSAH 5 extension between the TH 13/CSAH 5 intersection and I-35W/Cliff Road interchange. The second subalternative included a new interchange at the TH 13/CSAH 5 intersection. Either or both of these subalternatives could be matched with either of the Management Alternatives or the Build Alternative.

### **Recommendations**

The technical analysis presented in this report indicates that traffic congestion during several hours of the day (beyond the typical peak hours) along TH 13 will, by the year 2020, reach unacceptable levels as defined by the Metropolitan Council.

### **The Impact of Congestion**

Beyond the technical measures of traffic delay that are discussed in Section 4.0, the adverse impacts of doing nothing in the corridor, which will result in very significant increases in traffic congestion and delays, can also be described in terms of increased safety concerns, as

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well as time and money lost to individuals, commerce, and emergency services, and impacts to the natural environment. Some examples of the adverse effects of delay include:

- *Safety* – One of the many effects related to increased traffic volumes are increased accidents and other traffic safety issues. A common safety concern associated with divided highways, such as TH 13, is the conflict between left turning vehicles and opposing through traffic. Collisions between these conflicting movements are common because as traffic increases, so does the frequency of left turning vehicles crossing-over the opposing lanes when there are inadequate gaps in traffic.
- *Extra commute time* – A study released by the Texas Transportation Institute states that the average Twin Cities commuter spent 34 hours delayed by traffic in 1997. This compares to four hours of delay in 1982. The study also found that, on average, drivers spent at least half as much time stuck in traffic as they did on vacation that year. By comparison, as illustrated in Figure 7, if no improvements are made to the TH 13 corridor by the year 2020, there would be nearly 1,100 hours of total vehicle delay in the corridor during each peak hour.
- *Commerce* – Traffic congestion and delay has direct impacts on daily commerce. For example, the Harvest States terminal indicated the average truck that accesses and exits their facility is delayed 10 minutes because of traffic congestion and operational problems associated with TH 13. This delay equates to over 130 hours of delay for the 800 trucks that are in and out the facility each day, or a total of over 33,000 hours of truck delay each year.
- *Emergency Services* – The ability for police, fire, and rescue vehicles to respond to accidents, fires, and other emergencies are directly affected by traffic congestion.
- *Environment* – The amount of air pollution emitted from vehicles is much more significant when vehicles are stopped (i.e. long queues at traffic signals).

The above issues provide a sampling of how traffic congestion has direct and wide-ranging adverse effects on our everyday quality of life. As a result, the ability to manage and, to the extent practical, minimize congestion and delay represents a benefit to our quality of life. The very high levels of congestion that are experienced today and will increase by the year 2020, along with the resulting operation and safety issues, clarify the need for a wide range of improvements throughout the study area.



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## Study Recommendations

The recommended improvements that have been developed through this study process are focused on addressing the traffic problems that exist today and will worsen into the future. In developing the recommendations, three study findings were identified as most critical and thereby represent the focal point of the recommendations. These include:

1. Traffic congestion along TH 13 is already a very significant problem and management steps should be taken immediately to help address the traffic conditions.
2. The TH 13/CSAH 5 intersection is currently and will continue to be the most congested location in the TH 13 corridor and the level of improvements required to attain acceptable conditions go beyond lower-scale investments (i.e. new turn lanes, signal enhancements). As a result, more significant improvements to the TH 13/CSAH 5 intersection should be pursued including an interchange and the extension of CSAH 5 to Cliff Road.
3. Within the forecast period of this study (year 2020), the levels of congestion in the TH 13 corridor will no longer be able to be addressed by management steps. Therefore, re-designation of TH 13 in the regional planning policy documents should be pursued to better position the corridor for more significant capacity improvements including adding a third lane to both directions of TH 13.

It is important to note that in defining the various recommendations, it was recognized that the availability of funds would be a major factor in realizing the implementation of each improvement. However, it was also recognized that the improvements included in this corridor study effort are needed to address very significant traffic issues, and though funding may be limited, it does not lessen the need for each recommendation.

Implementing the recommendations from this study will involve all of the impacted jurisdictions. Recognition of this shared responsibility will help leverage multiple funding sources including federal money.

The study recommendations are listed below (not in order of priority) and are illustrated on Figures 2a and 2b. A detailed description of each is provided in Section 5.0 of this report.



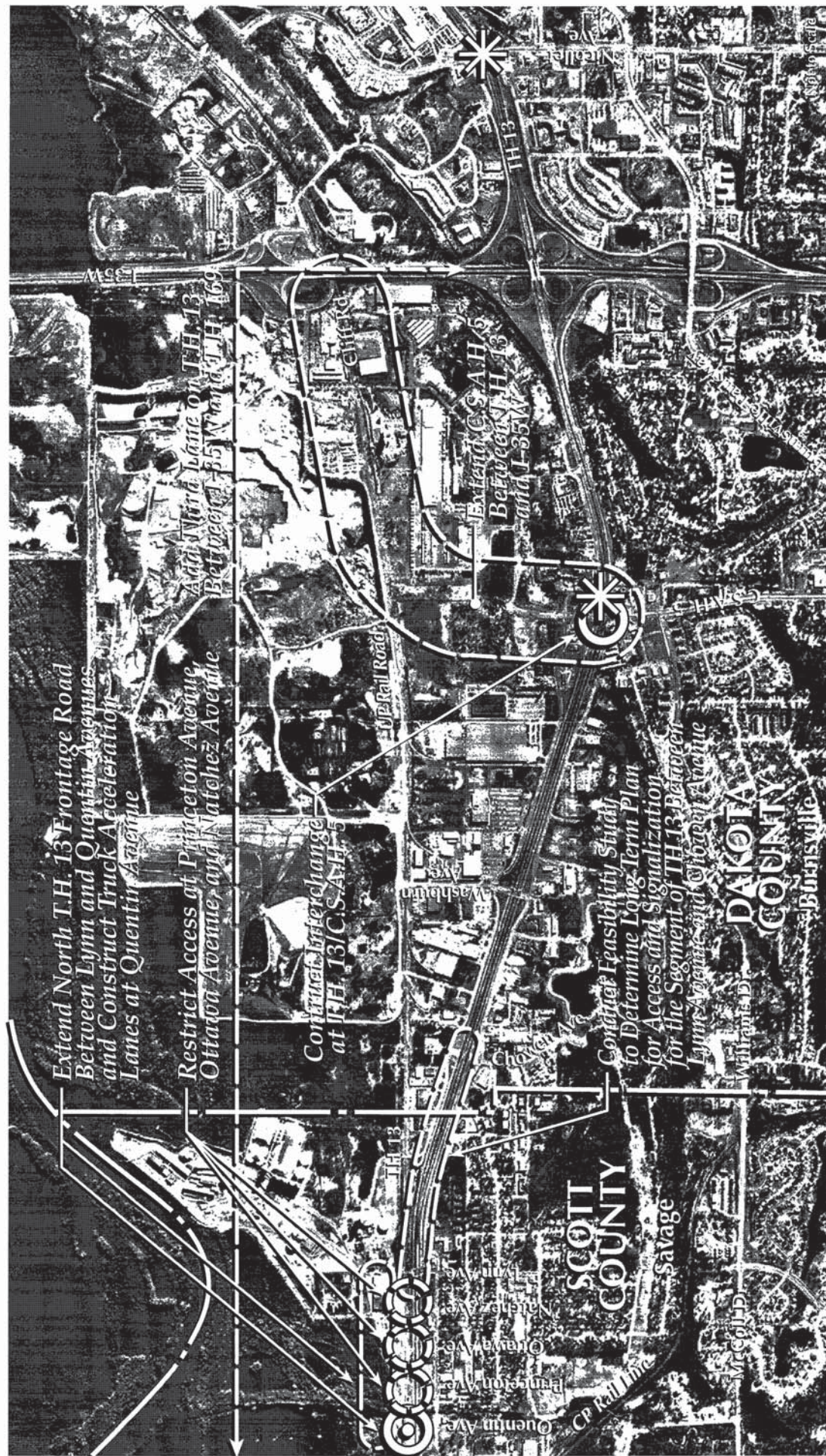


XXXX = Recommended Improvements (Italics) XXXX = Assumed Projects (Previously Committed) Truck Acceleration Lane Right In/Right Out Signal Restrict Access Pedestrian-Bicyclist Overpass/Underpass

**TH 13 Corridor Study**

Figure 2A  
**Study  
Recommendations**





## Restrict Access at Princeton Avenue, Ottawa Avenue, and Matchez Avenue

Contract Interchange  
at F.H. 13/C.S.A.H. 5

## Conduct Feasibility Study to Determine Long-Term Plan

William D. DAKOTA

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Burlinsville

Xxxx = Recommended Improvements (Italics)  
 XXXX = Assumed Projects (Previously Committed)  
 Truck Acceleration Lane  
 Right In/Right Out  
 Signal  
 Restrict Access  
 Pedestrian-Bicyclist Overpass/Underpass



# TH 13 Corridor Study

### Figure 2B Study Recommendations

\* Date of Photography: April 1997



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- Assumed projects (those committed by others)
    - Expansion of Quentin Avenue to a four-lane roadway between McColl Drive and TH 13.
    - Expansion of McColl Drive to a four-lane roadway between Dakota Avenue and TH 13 south.
  - Implement Management Alternative
    - Conduct a feasibility study to determine the long-term plan for access and signalization for the segment of TH 13 between Lynn Avenue and Chowen Avenue.
    - Signalize Dakota Avenue and add truck acceleration lanes on the shoulders and in the median.
    - Implement Hamilton District Study Recommendations.
    - Construct north TH 13 frontage road between Lynn and Quentin Avenues.
    - Restrict Louisiana, Vernon, and Toledo Avenues to right-in/right-out access.
    - Construct truck acceleration lanes on the shoulders at Yosemite Avenue.
    - Construct north TH 13 frontage road between the grain terminals west of the CP railroad and Dakota Avenue, and restrict Yosemite Avenue to right-in/right-out access.
    - Pursue transit enhancements in the TH 13 corridor.
    - Monitor the TH 13/Zinran intersection.
    - Upgrade and adjust traffic signal timing and coordination along the corridor.
    - Add truck destination signing along TH 13.
  - Construct CSAH 5 extension
  - Construct CSAH 5 interchange
  - Redesignate TH 13 as an improvement or expansion corridor
  - Add third lane on TH 13
  - Pursue pedestrian and bicyclist crossing improvements
    - Nicollet Avenue
    - CSAH 5
    - Quentin Avenue

- 
- Reconstruct highway out of floodplain
  - Pursue aesthetic improvements



## **7. Promote redevelopment of the Minnesota River Quadrant.**

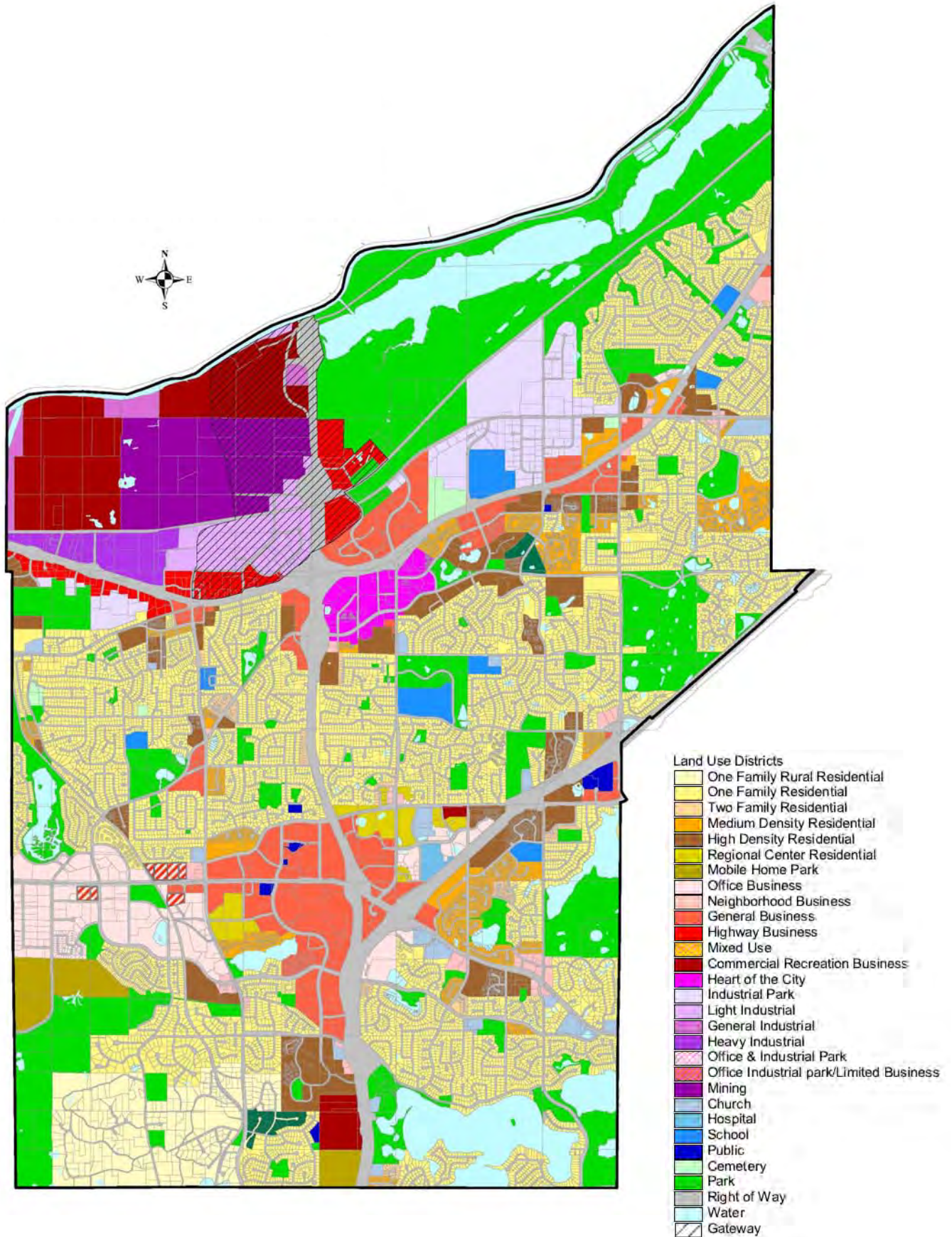
- *Utilize the MRQ Concept Development Plan as a tool to guide redevelopment activities, reclaim the river front, improve public access and enjoyment of natural areas, support business and employment expansion, improve transportation and circulation within the MRQ and to link to other areas of Burnsville.*
- *Encourage development of technology, advanced communications and fiber/conduit and energy efficient operations within the MRQ.*
- *Continue to partner with property owners to develop the MRQ as a regional recreation and employment center for Burnsville and the south metro.*

### **3.0 EXISTING DEVELOPMENT OVERVIEW**

The City of Burnsville has taken a consistent approach when it comes to land use planning. From the first plan created in 1965 to the current plan today it is evident that the pattern of land use in terms of major commercial and industrial corridors and residential, parks and open space areas has followed the original Comprehensive Plan. Historical land use maps for comparison purposes are included in Appendix A – Background Report. ([Provide web link to Appendix A – Background Report Here](#))

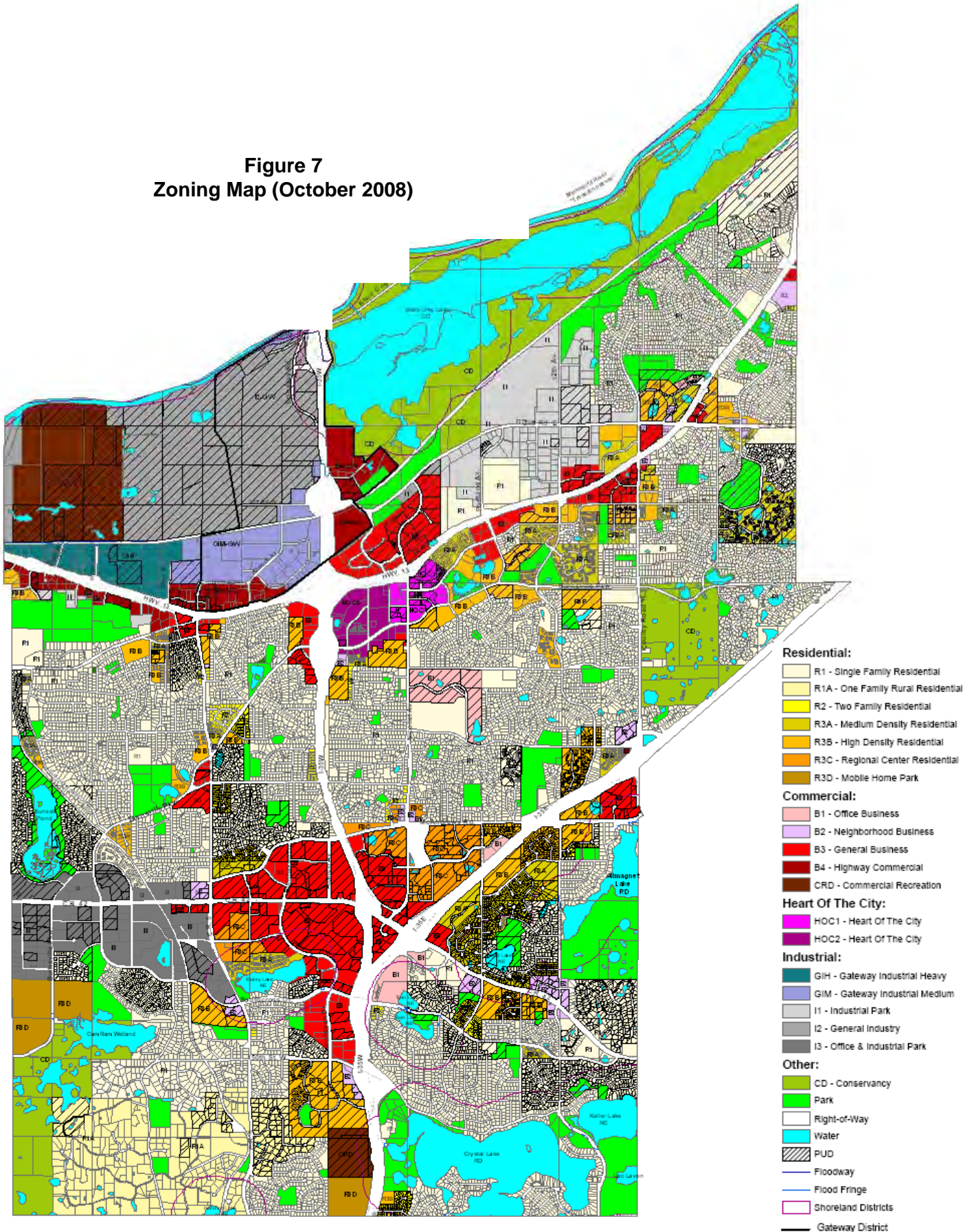
There are several key areas in Burnsville where special districts have developed based on previous planning efforts that were outlined in Comprehensive Plans dating back to 1965. Other areas are generally well known because of their prominence in the community and the duration of their operations (landfills, quarry, major park/natural preserves etc). Still others such as Buck Hill and the Burnsville Center are private ventures that attract people from all over the region to our community. Figure 1 - Burnsville Development Areas & Landmarks, illustrates the location of various development areas and landmarks in Burnsville that will be referred to throughout this Plan.

**Figure 6**  
**2000 Land Use Plan Map**





**Figure 7**  
**Zoning Map (October 2008)**



- 75% of the land area to be redeveloped as retail/commercial
- 25% of the land area to be redeveloped as office
- No residential uses were considered as part of this analysis

Figure 15 - Satellite Center, Summary Table provides a summary of the combined total and average redevelopment potential for all of the Satellite Centers. It is important to note that there is a fairly wide range in site size between the various centers.

**Figure 15, Satellite Centers Summary Table**

| Satellite Centers               |           |    |         |     |
|---------------------------------|-----------|----|---------|-----|
|                                 | Total     |    | Average |     |
| Acres                           | 129       | -  | 9       | -   |
| Retail Square Feet              | 375,865   | -  | 25,058  | -   |
| Office Square Feet              | 563,797   | -  | 37,586  | -   |
| Required Green Space (SF/Acres) | 1,526,950 | 35 | 101,797 | 2.3 |
| Impervious Coverage (SF/Acres)  | 4,228,478 | 97 | 281,899 | 6.5 |
| Gallons Wastewater              | 86,287    | -  | 5,752   | -   |
| Water Supply                    | 94,915    | -  | 6,328   | -   |
| Storm water Ponding (SF/Acres)  | 563,797   | 13 | 37,586  | 0.9 |
| Parking Stalls                  | 5,325     | -  | 355     | -   |
| Transit Trips                   | 550       | -  | 37      | -   |
| Trips Generated                 | 18,981    | -  | 1,265   | -   |

*Source: Bonestroo, Burnsville – 2004 Aging Retail Center Study*

## 7.0 MRQ REDEVELOPMENT SUMMARY ANALYSIS

To implement the objectives for the Minnesota River Quadrant (MRQ) the 2000 Comprehensive Plan established a land use guide plan (See Figure 29 - MRQ 2020 Land Use Guide Plan in Section 10.2.3 of this Chapter) and series of goals, policies and objectives for the area of the city bound by the Minnesota River, I-35W and Highway 13. In 2006, the city adopted an amendment to the Comprehensive Plan that established the Minnesota River Quadrant Concept Development Plan (See Figure 31 – Minnesota River Quadrant Concept Development Plan in Section 10.2.3 of this Chapter). Development potential for the MRQ was established by dividing the area into 4 districts as illustrated on the Figure 16 - Minnesota Quadrant Areas A-D.

**Figure 16  
Minnesota Quadrant Areas A-D**





The following table provides information on the square footage of commercial, industrial, medical technical campus and office showrooms by area assumptions utilized to develop the MRQ Concept Plan. The information in Figure 17 – MRQ, Uses by District Summary is a conceptual analysis and illustrates one possibility for future full development of the Minnesota River Quadrant. A breakdown of residential unit assumptions is also provided. The square footage calculations and unit counts are based on analysis conducted in 2006 and 2007 to support the city’s efforts to obtain special legislation for financing infrastructure improvements in the MRQ.

**Figure 17**  
**MRQ, Uses by District Summary** *(in square feet)*

|               | <b>Office/Office<br/>Showroom</b> | <b>Commercial/<br/>Mixed-Use</b> | <b>Industrial</b> | <b>Medical<br/>Technical<br/>Campus</b> | <b>Town<br/>homes</b> | <b>Multi-family</b> | <b>Hotel</b>                   |
|---------------|-----------------------------------|----------------------------------|-------------------|---|-----------------------|---------------------|--------------------------------|
| <b>Area A</b> | -                                 | 901,000                          | 160,000           | -                                       | 160 units             | 730 units           | -                              |
| <b>Area B</b> | 1,419,642                         | 128,850                          | -                 | -                                       | 88 units              | 390 units           | 775 rooms-suites;<br>117,600sf |
| <b>Area C</b> | 945,048                           | 82,473                           | 322,932           | 1,012,937                               | -                     | -                   | -                              |
| <b>Area D</b> | 247,286                           | 254,936                          | 183,965           | -                                       | -                     | -                   | -                              |
| <b>Total</b>  | <b>2,611,976</b>                  | <b>1,367,259</b>                 | <b>666,897</b>    | <b>1,012,937</b>                        | <b>248 units</b>      | <b>1,120 units</b>  | <b>117,600</b>                 |

## 8.0 METROPOLITAN COUNCIL OBJECTIVES FOR DEVELOPED COMMUNITIES

As noted earlier in this Chapter, Burnsville is classified by the Metropolitan Council Regional Development Framework as a “Developed Community.” The Regional Development Framework elaborates on the community’s role in implementing strategies to accommodate growth forecasts through reinvestment at appropriate densities (5 units per acre plus in developed areas and target higher density in locations with convenient access to transportation corridors and with adequate sewer capacity). In Developed Communities, this role may include:

- Approve and permit reinvestment projects that make cost effective use of infrastructure and increase density.
- Adopt ordinances to accommodate growth and use land and infrastructure efficiently (examples: innovative zoning techniques for mixed use development, transit oriented development, overlay districts, planned unit development provisions, and traditional neighborhood development overlay zones.)
- Support the conversion or reuse of underutilized lands in order to accommodate growth forecasts, ensure efficient utilization of existing infrastructure investments and meet community needs.

Through this plan, the city will strive to meet the objectives of the Metropolitan Council through reinvestment projects in areas of the city including the Heart of the City, Minnesota River Quadrant, and redevelopment of underutilized properties and infill sites throughout Burnsville. The city will continue to utilize innovative zoning techniques and planned unit developments to implement mixed-use, sustainable and transit oriented development.

The Metropolitan Council’s Regional Development Framework also addresses the community’s role in growth accommodation. In Developed Communities such as Burnsville, this role may include:

Minnesota River Quadrant. Figure 20 – Commercial Growth illustrates square footage calculations for future retail/office and business within the MRQ and strip retail center redevelopment:

**Figure 22**  
**Commercial Growth (in square feet)**

|                      | Retail         | Office         | Business Mixed-Use | Hotel                          |
|----------------------|----------------|----------------|--------------------|--------------------------------|
| Satellite Centers    | 375,865        | 563,797        | -0-                | -0-                            |
| Neighborhood Centers | 353,097        | 0-0            | 353,097            | -0-                            |
| MRQ                  | -0-            | -0-            | 1,367,259          | 775 rooms-suites;<br>117,600sf |
| <b>Total</b>         | <b>728,962</b> | <b>563,797</b> | <b>1,720,356</b>   | <b>117,600</b>                 |

Source: Bonestroo

### 9.3 Industrial Growth Accommodation

The city has about 88 net acres of vacant land available for future industrial development. The largest opportunity area for industrial development is in the GIM, Gateway Industrial Medium area of the Minnesota River Quadrant which has about 45 net acres of vacant land. There are about 24 net acres of vacant land in the I-3 Office and Industrial Park area generally located along County Road 42 for future industrial park development. Through the year 2030, future industrial development will occur through construction on vacant infill lots, redevelopment and development of tax forfeiture properties. Typically, tax forfeiture properties in Burnsville are undeveloped parcels, and many have been acquired by the Burnsville Economic Development Authority and improved and sold for new industrial development. All tax-forfeited properties that become available will be evaluated by the EDA for potential acquisition, development and redevelopment. An example of such a site are the vacant “Park” zoned parcels (about 6 acres) located southeast of the intersection of Nicollet Avenue and Cliff Road West. These parcels are currently being marketed by the EDA as future industrial land.

Future industrial development opportunities exist on scattered sites throughout the city. The major redevelopment focus for industrial and business campus uses will be within the Minnesota River Quadrant that will be discussed further in Section 10.2.3.

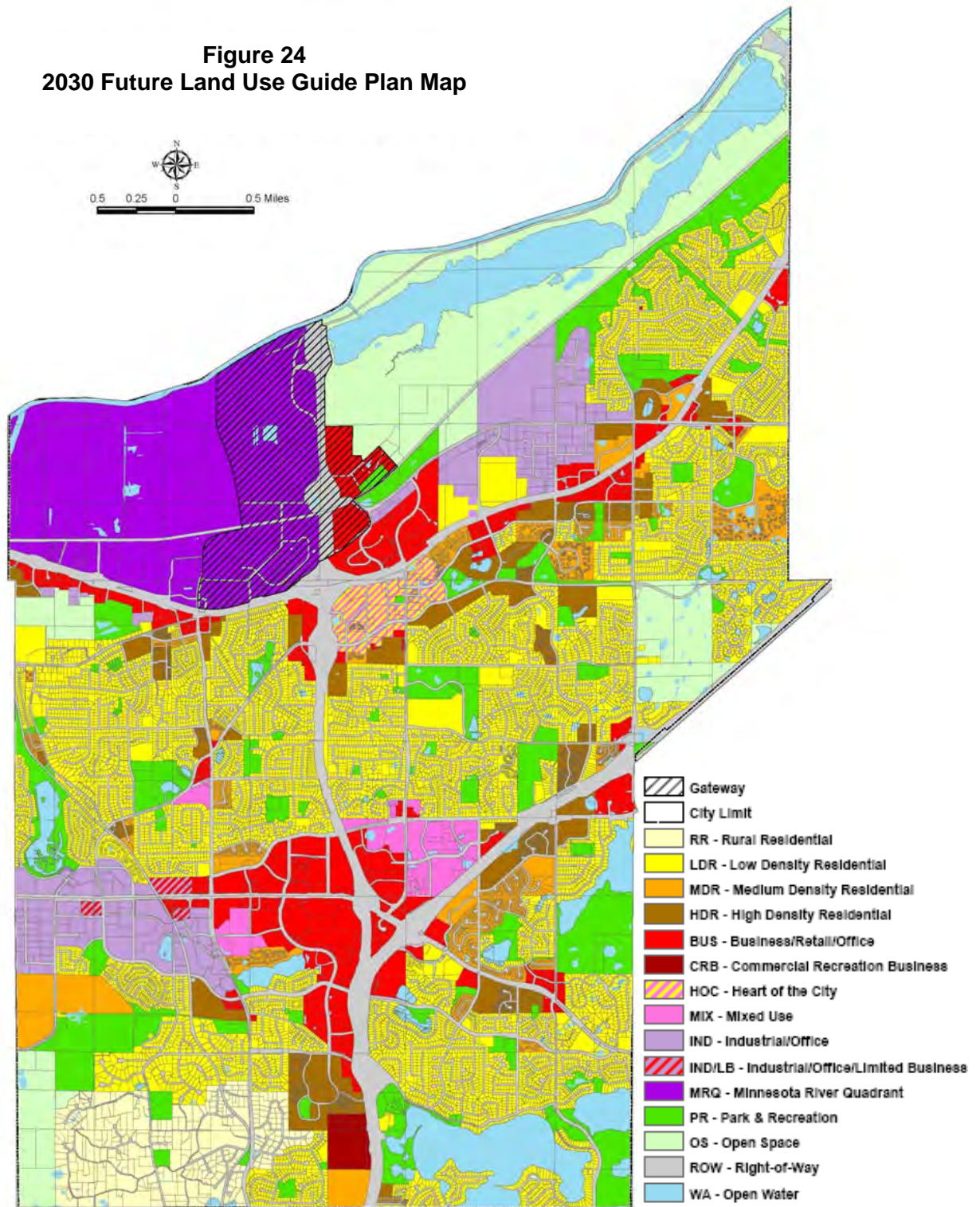
The MRQ analysis demonstrates that through redevelopment there are opportunities for more intensive industrial development in addition to infill and vacant industrial land development. The following table illustrates square footage calculations for future retail/office and business within the MRQ and strip retail center redevelopment:

**Figure 23**  
**MRQ, Uses by District Summary (in square feet)**

|              | Office/Office Showroom | Industrial     | Medical Technical Campus |
|--------------|------------------------|----------------|--------------------------|
| Area A       | -                      | 160,000        | -                        |
| Area B       | 1,419,642              | -              | -                        |
| Area C       | 945,048                | 322,932        | 1,012,937                |
| Area D       | 247,286                | 183,965        | -                        |
| <b>Total</b> | <b>2,611,976</b>       | <b>666,897</b> | <b>1,012,937</b>         |

All redevelopment will be dependent on market conditions, the desire of private land owners to sell or develop and the ability of the city and other agencies/partners to provide incentives and programs to clear and assemble properties, remove blighted and/or polluted conditions, correct soils and install infrastructure improvements.

**Figure 24**  
**2030 Future Land Use Guide Plan Map**



June 22, 2010

Figure 25 - 2030 Future Land Use Guide Plan Acreages table illustrates the gross and net acreages for each land use category shown on the Future Land Use Guide Plan Map.

planning period (to the year 2030). Residential development in the form of nursing homes, assisted living/residential health care type units are allowed in the B1, B2 and B3 zoning districts as conditional uses and are typically approved as PUD's with high densities (up to 26 units per acre).

**Figure 27**  
**2030 Business Land Use Plan Categories**

| Burnsville 2000 Land Use Plan Categories |                                | Proposed 2030 Future Land Use Plan Categories |                                | Corresponding Zoning Districts |                                      |
|--|--------------------------------|---|--------------------------------|--------------------------------|--------------------------------------|
| OB                                       | Office Business                | BUS   | Business/Retail/Office         | B-1                            | Office Business District             |
| NB                                       | Neighborhood Business          |   |                                | B-2                            | Neighborhood Business District       |
| GB                                       | General Business               |   |                                | B-3                            | General Business District            |
| HB                                       | Highway Commercial             |   |                                | B-4                            | Highway Commercial District          |
|  |                                |   |                                | PUD                            | Planned Unit Development             |
| CRB                                      | Commercial Recreation Business | CRB   | Commercial Recreation Business | CRD                            | Commercial Recreation District       |
|  |                                |   |                                | PUD                            | Planned Unit Development             |
| HOC                                      | Heart of the City              | HOC   | Heart of the City              | HOC 1,2                        | Heart of the City District           |
|  |                                |   |                                | PUD                            | Planned Unit Development             |
| RCR                                      | Regional Center Residential    | MIX   | Mixed-Use                      | R-3C                           | Regional Center Residential District |
| MIX                                      | Mixed-Use                      |   |                                | PUD                            | Planned Unit Development             |

Business/Retail/Office (BUS): This classification is characterized by a wide range of commerce, entertainment, retail, dining, office and uses that provide services, goods and employment opportunities. The Planned Unit Development (PUD) zoning district is used to implement development in the Business land use category to accommodate the variety of uses, designs and redevelopment issues often faced.

The BUS classification includes the former Office Business and Neighborhood Business categories which generally relate to areas near residential neighborhoods that are compatible with residential areas because they generate low-volume, day-time traffic. The corresponding zoning categories are B1, Office Business and B2, Neighborhood Business with uses such as offices, clinics, schools, studios, small retail and services uses allowed. The Burnsville Center is a regional destination and hub for general business development. The corresponding zoning classification for the Burnsville Center area and retail adjacent to County Road 42 and generally adjacent to and east of County Road 5 is B-3, General Business District. The BUS classification also includes highway commercial which is primarily located along the Highway 13 corridor, west of I-35W and immediately adjacent to the interstate on the east. The highway oriented commercial areas are zoned B-4, Highway Commercial and large-scale, highway oriented commercial with some office and light industrial uses mixed in and those that need outdoor storage/sales and display.

Commercial Recreation Business (CRB): The intent of the Commercial Recreation Business land use classification is to designate lands that include important private recreation facilities as well as supporting businesses such as restaurants, hotel/conference facilities, golf courses and other forms of outdoor recreation. The classification seeks to promote high quality, large-scale recreational facilities that reserve the natural character of woodlands, steep slopes, wetlands and other conditions. This area is applied to the Buck Hill ski facility to recognize the importance of this facility and to promote business that helps sustain the use for years to come.

This land use classification has also been applied to the former Freeway Landfill property, and Burnsville Sanitary Landfill site (future 18-hole championship golf course area). The designation is intended to recognize the special characteristics of these uses. While they are privately owned, they serve the



general public in a way similar to other publicly owned recreation facilities like Birnamwood Golf Course. The corresponding zoning districts are CRD, Commercial Recreation District and PUD, Planned Unit Development District.

Heart of the City (HOC): The Heart of the City redevelopment area is a 54-acre, mixed-use, pedestrian oriented downtown area for Burnsville and is bound by I-35W to the west, existing residential uses to the south of Burnsville Parkway, Eagle Ridge Drive to the east and TH 13 to the north. The corresponding zoning districts are HOC1, HOC2 and PUD. In addition to the specific zoning standards, development within this district must conform to the HOC Framework Design Manual ([provide a link to the HOC Design Manual on city website here](#)).

The HOC is Burnsville's most ambitious and largest redevelopment effort to date and grew from the citizen driven 1996 community visioning project "Partnerships for Tomorrow." The City Council adopted a Framework Design Manual and specific zoning ordinance standards (HOC1 and HOC2 Districts) that outline design parameters and other requirements for redevelopment. Since 2000 numerous projects have been approved and built bringing new commercial, office and residential opportunities to the city in addition to Nicollet Commons Park as the community gathering area.

The HOC is designed to cater to pedestrians, offer a gathering place for community civic events, provide access and exposure to public arts, include unique restaurants, niche retail, office space and retail that support the residential neighborhood. The HOC has been designed with walkability and transit service in mind. The HOC is adjacent to the Minnesota Valley Transit Authority transit station which includes a 350 space public parking ramp with daily commuter transit service, office space and retail developments. The HOC is an intensely developed area with multiple story buildings containing retail/office and dining on the main (street level), housing opportunities on upper stories overlooking landscaped public plazas and Nicollet Commons Park. Within the HOC, minimum residential densities are established at 8 units per acre. Actual HOC residential densities (for projects approved through December 2008) range from 21.78 – 56.92 units per acre. A performing arts center (PAC) is under construction and expected to draw local and regional talent and visitors to Burnsville. The PAC will bring more energy to the district as a unique regional amenity not found in other suburban mixed-use developments.

There are a little over 10 net acres of vacant land in the HOC redevelopment area with about 6 net acres approved or planned for residential/mix use. Mixed use and high density residential projects have been approved/constructed at densities ranging from 21/8 to 56.52 units per acre. New developments including the performing arts center, adjacent parking deck and an approved but not yet constructed condominium building will utilize some of these remaining vacant lands. The city anticipates full development of the HOC by 2020 and will concentrate on improving pedestrian links (pedestrian bridge connecting to the Burnsville Transit Station located south of Highway 13), adding to the mix of uses and completing phased development of approved housing projects. For the future, the city intends to utilize the successful HOC model (on a much smaller scale) to create neighborhood oriented and business related mixed use centers which will be further discussed in the following "Mixed-Use (MIX)" land use category.

Mixed-Use (MIX): This classification has been modified from the 2000 Comprehensive Plan to incorporate lands designated RCR - Regional Center Residential and MIX - Mixed-Use into one category where a wide variety of uses will be permitted. In the past, the MIX classification was used to guide master planned areas with a variety of land uses including the mix of commercial/residential associated with assisted living and senior housing facilities. All of the lands in the 2000 Comprehensive Plan that were designated as RCR have been re-classified as MIX in this Plan. Lands with this classification are typically located inside the Ring Road System (County Road 5, Nicollet Avenue, McAndrews Road, and

Southcross Drive), that surrounds the Burnsville Center. The former RCR designation could only be accomplished as part of a PUD due to the high density (21.78 units per acre) standard and because structures containing 10 or more units require the processing of a Conditional Use Permit or PUD pursuant to the Zoning Ordinance.

Existing areas where the MIX designation will apply include Fairview Ridges Campus; areas near the intersection of McAndrews Road and Nicollet Avenue such as Rolling Meadow Acres, Scandia Condominiums and Nicollet Ridge and areas near County Road 5 and 143<sup>rd</sup> Street such as Chancellor Manor, the Atrium and Whispering Oaks. The corresponding zoning districts for the MIX land use classification are RCR, Regional Center Residential and PUD, Planned Unit Development.

The intent of the MIX classification for future sites is to continue this level of unique master planned developments where residential can be combined in neighborhoods with retail, office, entertainment and recreation facilities in close proximity to transit. The city is looking for neighborhood oriented mixed use to occur as part of redevelopment of some of the aging retail strip centers. One method the city will use to promote the widest flexibility for neighborhood oriented center redevelopment is the expansion of the MIX land use designation that will allow an anticipated density range of at least 8 units per acre up to a possible 21.78 units per acre, to utilize the land more effectively. Future mixed use will permit a mix of retail/commercial, office, residential, and public uses. The design of these neighborhood centers should strive to incorporate objectives such as the following: increased transit opportunities; higher densities to support retail/services; consideration for live/work units; energy efficient design; components that will attract young professionals and families; rollable (pedestrian, bike, wheelchair and personal motorized mobile units); green building practices; public art and gathering places; and more sustainable natural storm water management techniques. Corresponding PUD's will be required for each development.

#### *Business Oriented Mixed-Use Centers:*

As part of the 2030 Future Land Use Plan, the city contemplates redevelopment of some of the aging retail centers identified on Figure 13 - Satellite Strip Retail Centers Map. Redevelopment of any of the Satellite Centers are planned to occur based on the BUS land use classifications. Business Oriented Mixed-Use Centers (with no residential uses) will focus on growth and redevelopment of areas with the supporting infrastructure that are connected to existing development by transit, bike and pedestrian access. The Business Related Mixed-Use Center model allows for transitional development and is targeted for all of the Satellite Centers in the city, should redevelopment occur. This approach will act as a development model where business, entertainment, recreation, public art, culture and public gathering spaces can co-exist comfortably and where transit services are easily accessible. Green space and recreational opportunities will be woven into the mixed-use environment to soften the impacts of business uses/places to work, while providing a transition into adjoining residential neighborhoods. The images below show examples of this blending of uses that create an enjoyable place to shop, dine, recreate and work.

*Neighborhood Oriented Mixed-Use Centers:* The city intends to re-invigorate neighborhoods, create opportunities to attract young families (25 – 34 year olds), and will utilize the Neighborhood Oriented Mixed-Use Center model to create unique neighborhood oriented living environments that provide places for people to work, shop, dine and recreate 24 hours per day/seven days per week, all in close proximity to where they live. The large number (21+) of Neighborhood Retail Strip Centers (See Figure 12 - Neighborhood Retail Strip Centers for reference), that are located close to or within residential neighborhoods, provide great potential for redevelopment of Neighborhood Oriented Mixed-Use Centers where live/work opportunities can be created.

Residential densities of the R3C District, 21.78 units per acre could be achieved through the PUD process, provided necessary transit service, recreation, public open spaces and supporting or related retail and commercial are also integrated. These areas will be designed to promote family-friendly living, places for young adults and active seniors by providing units where people can live and work. The Neighborhood Oriented Mixed-Use Centers will also benefit the adjacent residential areas by providing additional dining, retail and service opportunities close to existing neighborhoods and by boosting the density that is needed to support transit and the commercial uses. Care will need to be taken to ensure good pedestrian, bike routes and transit services are incorporated into these areas and that they connect to existing neighborhoods.

**Figure 28**  
**Neighborhood Oriented**  
**Mixed-Use Example**  
*(With Live/Work Upper Level Units)*  
*(Bluewater Crossing)*



**Figure 29**  
**Live/Work Unit Examples** *(Thomas Dolan Architects)*



Kentlands, MD

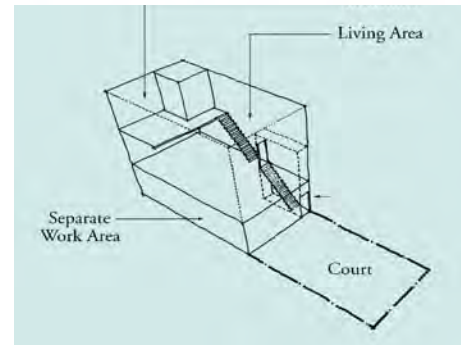


photo: Dixi Carrillo

### 10.2.3 2030 Industrial/Office Development Classifications

Two primary Industrial/Office classifications including the Minnesota River Quadrant (MRQ), and Industrial/Office (IND) provide current and future employment base, manufacturing, production, processing, storage and distribution of materials, products, limited outdoor storage, highway oriented retail, recreation business, park, office, showroom and heavy industrial operations within the city.

**Figure 30**

#### 2030 Industrial/Office Land Use Plan Categories

| Burnsville 2000 Land Use Plan Categories |   | Proposed 2030 Future Land Use Plan Categories |                                    | Corresponding Zoning Districts |                                     |
|--|---|---|------------------------------------|--------------------------------|-------------------------------------|
| IP                                       | Industrial Park                           | IO  | Industrial/Office                  | I-1                            | Industrial Park District            |
| OIP                                      | Office & Industrial Park                  |   |                                    | I-3                            | Office and Industrial Park District |
|  |   |   |                                    | PUD                            | Planned Unit Development            |
| OIP/LB                                   | Office & Industrial Park/Limited Business | IO/LB   | Industrial/Office/Limited Business | I-3                            | Office and Industrial Park District |
|  |   |   |                                    | PUD                            | Planned Unit Development            |
| GW                                       | Gateway                                   | GW  | Gateway                            | GW                             | Gateway District                    |
| GI                                       | General Industrial                        | MRQ   | Minnesota River Quadrant           | I-2                            | General Industrial District         |
| LI                                       | Light Industrial                          |   |                                    | GIM                            | Gateway Industrial Medium District  |
| HI                                       | Heavy Industrial                          |   |                                    | GIH                            | Gateway Industrial Heavy District   |
| CRB                                      | Commercial Recreation Business            |   |                                    | CRD                            | Commercial Recreation Business      |
| P  | Park                                      |   |                                    | P                              | Park & Recreation                   |
| HB                                       | Highway Business                          |   |                                    | MIX                            | Mixed Use                           |
|  |   |   |                                    | PUD                            | Planned Unit Development            |

**Industrial/Office (IO):** This land use guide plan classification combines the former 2000 Comprehensive Plan IP - Industrial Park and OIP - Office and Industrial Park into one general IO - Industrial/Office land use classification. This classification encompasses uses that are traditional industrial, manufacturing and warehousing and those that are more office and office/warehouse focused. One example would be Southcross Corporate Campus. There are various industrial zoning districts that regulate the variety of industrial uses in appropriate locations within these designated areas. The corresponding zoning designations are I1 - Industrial Park District, I3 - Office and Industrial Park District and PUD - Planned Unit Development District.

The I1 lands are generally located north of Highway 13 and east of I-35W. Uses including small processing and fabricating, warehouse, wholesale, service operations, manufacturing, and value added processing are allowed along with convention and sports facilities, open sales/rental lots and a limited amount of retail sales. This area of the city was studied in 2004 to identify ways to allow older industrial uses to expand/redevelop to more contemporary standards. To encourage older industrial properties to improve sites and add value the city developed performance standards which allow certain deviations from zoning requirements in exchange for adding better exterior materials, green space and improving storm water management.

The areas along County Road 42 between County Road 5 and the Savage city limits are to be developed with employment centers. This would accomplish a city priority to have a strong office and industrial base that attracts local, regional and national company headquarters. The 300 acre Southcross Corporate Center is located in this area of the city and is zoned I3. This land use and zoning classification



was developed in an effort to prevent County Road 42, west of County Road 5 from becoming a commercial strip. Uses allowed in I3 include office/industrial park, corporate headquarters, office, warehouse, wholesaling, research uses, convention and sports facilities. Manufacturing processes are allowed provided they are contained within buildings.

Industrial/Office/Limited Business (IO/LB): This classification is related to the IO land use classification but also allows for limited business opportunities. There are a handful of sites located along County Road 42 that are designated IND/LB as part of the 2000 Comprehensive Plan. This land use plan category is not intended to be expanded in the future but is a category that allows specific properties to have limited retail development as a component of a larger mixed-use project. The related zoning district designations are I3, Office and Industrial Park District and PUD - Planned Unit Development. The amount of the retail is limited in area and is to be affiliated with and supportive to the other showroom/industrial park uses such as single-use retail outlets, showroom sales and business related sales establishments. Service-oriented commercial uses, such as sit down restaurants, dry cleaners and similar uses are also permitted. Retail must be developed concurrently to the industrial uses and is intended to allow single-use retail outlets (similar to Abdallah Candies) where products manufactured on site may be offered for sale to the general public. For further reference for this land use classification, see the 2000 Comprehensive Plan Update. ([Provide web link to 2000 Comp Plan here](#)).

Gateway District (GW): The Gateway District classification was developed and incorporated into the 2000 Comprehensive Plan and the corresponding Gateway District overlay zone was established. Development within this classification is subject to the “Burnsville North Gateway Design Guidelines” manual that is adopted as an addendum to this Plan and can be found on the Burnsville Website at [www.burnsville.org](http://www.burnsville.org) (include web link here). The classification applies to lands located north of Highway 13 and along both sides of Interstate 35W which is the northern gateway entrance to the city. The purpose of the GW is to reflect there is a steadfast and ongoing commitment to the transformation from intense land altering industrial activity to future land uses and activities that thrive in sustainable relationships with restored natural resources systems. The design standards outlined in the Burnsville North Gateway District Design Guidelines provide site design, architectural building treatments, landscaping and storm water treatment and are intended to provide a framework for evaluating projects to ensure that they contribute to a positive image for the District as land redevelops over time.

Minnesota River Quadrant (MRQ): The proposed 2030 Comprehensive Plan Update Land Use Guide Plan Map shows the MRQ as a new special district. This classification has been created to reflect the unique, long-term redevelopment vision for the area of the city located south of the Minnesota River, east of the City of Savage border, west of I-35W and north of Highway 13. The long-term objectives are to accomplish development based on the MRQ Concept Development Plan (See Figure 35 – MRQ Concept Development Plan for reference), which is reflective of the land use classifications identified by the 2000 Comprehensive Plan. The city will utilize the Planned Unit Development zoning tool to implement the MRQ plan and continue to process Interim Use Permits for land uses such as temporary dirt stock piles, and outdoor storage uses in the GIM Zoning District etc. This allows lands to be utilized during the transition period between now and realization of the MRQ vision. Transportation, trails, transit and utility plans related to the MRQ are further discussed in [Chapter VIII - Transportation Plan](#) and [Chapter IX - City Services and Facilities Plan](#) of this 2030 Comprehensive Plan Update.

The MRQ contains heavy industrial uses that were established decades ago including: landfills, composting facility, limestone quarry, asphalt plant, large truck terminal, barge loading facilities, salt storage, dredge materials storage and other industrial and highway oriented business uses. The city has worked with the land owners to develop long-range redevelopment and end use plans for the more intensive uses. These sites are the single greatest opportunity for the city to capture large scale redevelopment while re-establishing the riverfront for the public. A tremendous amount of planning has

occurred in the MRQ in preparation of when major land use activities such as the landfill and mining cease and new redevelopment can occur. Many of the long range plans and negotiations have occurred through PUD's and master plans where new uses are already planned. Along with the existing PUD's, the proposed new MRQ classification has been planned to allow existing businesses to co-exist with new development through utilization of the Zoning Ordinance interim use process. Interim Use Permits allow for the temporary use of property for activities such as exterior storage/display until conditions arise where permanent uses are poised to develop.

Some of the objectives for the MRQ that are discussed as part of the 2030 Comprehensive Plan Update include:

- To reclaim the Minnesota Riverfront for public access/recreation, open space and natural habitat.
- Convert the Burnsville Sanitary Landfill site (following its closure estimated by 2024), to an 18-hole championship golf course.
- Create a new 340-acre freshwater lake (following closure of the Kraemer Quarry estimated by 2018).
- Redevelop areas adjacent to I-35W with hotels, offices, residential units, and class A office in signature iconic buildings with recreational opportunities focusing on the riverfront, trails and lake.
- Establishment of a new medical technology business campus.
- Redevelop and enhance the Highway 13 Corridor with highway oriented business.
- Provide an area in the southwest part of the MRQ for heavy industrial uses/relocation.
- Explore opportunities for sustainable energy development and generation.
- Work with the development community and property owners to utilize green building techniques and energy efficient site design.
- Establish transit oriented, walking and bike trail connections within the MRQ and to other areas of the city.
- North Gateway – aesthetic, purposeful, attractive re-use of properties.
- Provide high-tech communications, fiber, wireless and other cutting edge technologies and encourage the development community to install these systems at the time of development and redevelopment.

The possibilities for the MRQ are exciting and grand. The implementation of the vision will be complicated, take many years to fulfill and require the cooperation of private land owners, multiple agencies and jurisdictions. The transformation of this heavy industrial part of the city to the MRQ vision will occur through the transition of land uses, intermittent redevelopment, and the sunset of interim uses such as the Burnsville Sanitary Landfill and Kraemer Quarry operations. This vision is subject to the private landowner's willingness to redevelop and/or sell land for redevelopment purposes. Many of the properties will require expensive and time consuming clean up of polluted sites, clearance of outdated buildings/equipment, extensive soils corrections, relocation of electrical transmission lines and extensive transportation/infrastructure improvements including the creation of a new interchange along I-35W midway between the current Cliff Road and Black Dog Road interchanges.

The transition will not be easy or quick and will require the dedicated commitment of all parties to attain the MRQ vision. The idea is to create a unique waterfront oriented business/recreation center that provides employment, attracts medical/technical and other business campus uses, provides waterfront living opportunities and re-establishes the natural resource link between the Minnesota River Valley and the rest of Burnsville.

#### MRQ – Current Conditions:

The following photographs illustrate existing conditions within the Minnesota River Quadrant:

**Active Kraemer Quarry (view to north)**



**Active Burnsville Sanitary Landfill**



**View to South from Minnesota River**



**View to West from I-35W**



**Examples of Existing Heavy Industrial Uses & Outdoor Storage within the MRQ:**



**MRQ Land Use Guidance:**

The reality of the MRQ is that the majority of properties consist of small, privately held parcels with many of the properties having development constraints or are developed with heavy industrial uses dating back to the 1950's. There is varied interest by the property owners to further develop. The Burnsville Sanitary Landfill, Kraemer Quarry and Freeway Landfill properties (former Amphitheater site) are the largest land holdings in the MRQ. It is important to note that many of the parcels in the MRQ have Planned Unit Development zoning, some of which date back to the 1990's and as such, the property owners have rights to previously approved plans. The larger land use concentrations like the

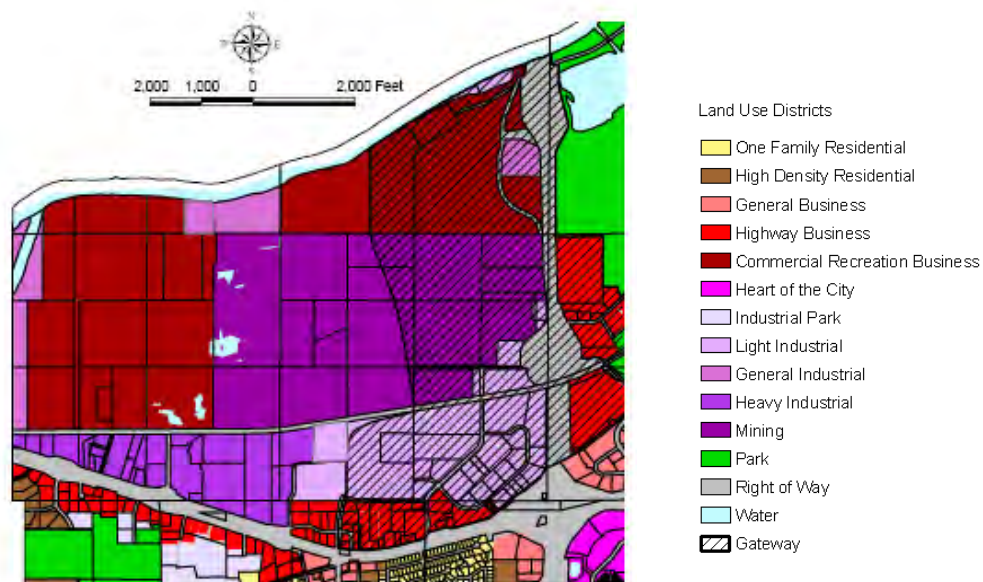


Burnsville Sanitary Landfill, Kraemer Quarry and McGowan properties all operate under PUD's that identify short-term land use activities and also long term expectations in land use.

Understanding the property, land use, and zoning considerations, the city took steps in 2002 to begin implementation of the MRQ vision by amending the Comprehensive Plan to simplify industrial land use classifications into two basic categories: Light Industrial and Heavy Industrial. To implement these changes, the Zoning Ordinance and map were modified to add new GIM - Gateway Industrial Medium and GIH - Gateway Industrial Heavy districts.

The MRQ was thoroughly discussed as part of the 2000 Comprehensive Plan when sub-regions of the MRQ were created including Heavy Industry in the southwest, Highway Commercial along Highway 13 (east of Oliver Avenue), Light Industrial generally located north of the Highway Commercial areas adjacent to Highway 13 (south of the Union Pacific Railroad) and General Industry located north of the railroad. The following figure illustrates the location of the current (2000 Comprehensive Plan) land use guide plan districts:

**Figure 31**  
**MRQ 2020 Land Use Guide Plan**



Within the MRQ, the zoning districts that correspond to the land use guide plan classifications shown above have been incorporated into the Zoning Ordinance and adopted as part of the city's official Zoning Map. The following zoning district designations correspond to the land use plan guidance for the MRQ: I2 - General Industrial District, GIM - Gateway Industrial Medium District, GIH - Gateway Industrial Heavy District, CRD - Commercial Recreation Business District, P - Park and Recreation, MIX - Mixed Use and PUD - Planned Unit Development.

The city has been successful working with property owners to establish end-use plans as part of the PUD process and to obtain right-of-way, park and utility dedications as part of platting associated with the implementation of the end-use plans. For example, in 2006 the BSLI, Inc, development stage PUD was approved for the landfill. This resulted in platting the land and set in place the implementation tools and financial securities to assure that the desired 18-hole championship golf course will be built following closure of the landfill. The site land use classification was also changed from General Industrial to Commercial Recreation Business to reflect the future end use plan (golf course, open to the public,



future streets, trails and public ownership of the land area adjacent to the Minnesota River). The Freeway Landfill property adjacent to the River also has been guided for Commercial Recreation Business to reflect the future public use of the Minnesota Riverfront, for development of a future public park along the River and for a regional trail system to connect with the regional trail system within the Minnesota Valley National Wildlife Refuge. The CRB designation for the McGowan site was originally granted to implement the amphitheater project. This project is no longer under consideration.

The Kraemer Quarry, and adjacent lands that they own, operate under a PUD agreement that dates back to 1994. The owner of the quarry has considered several future development concepts that call for waterfront development to occur between the quarry and I-35W. Once the quarry is exhausted, water that is currently pumped to the Minnesota River will be captured to create a 340-acre freshwater lake. The city will need to continue to work with Kraemer Mining and Materials Inc., the quarry owners, to ensure the PUD is updated. Updating would allow for reclamation and would provide a plan for future infrastructure and utility improvements. The figure below illustrates the conceptual waterfront development design prepared by the city.

**Figure 32**  
**Conceptual Waterfront Development Design**



The southeast part of the MRQ which is located east of Oliver Avenue South and north of Highway 13 is designated for Highway Commercial Uses. This area is intended for commercial operations that may have a need for outdoor display or storage. Uses in this area are required to provide 100% percent screening of outdoor storage areas and landscaping/green space improvements. These areas are zoned B4 - Highway Commercial.

More intensive industrial development needing outdoor storage is contemplated south of the Union Pacific railroad tracks in the southwest area of the MRQ. This would allow businesses to take advantage of rail lines, Highway 13 and Minnesota River shipping/access and would compliment adjacent heavy industrial in the City of Savage providing areas to relocate existing heavy industrial operations within Burnsville. This area is zoned GIH - Gateway Industrial Heavy and will continue to allow outdoor industrial activities.

In 2006, the city incorporated Figure 31 - Minnesota River Quadrant Concept Development Plan into the Comprehensive Plan that formally establishes the vision for future redevelopment of this area of the community.

**Figure 33**  
**Minnesota River Quadrant Concept Development Plan**



The southeast area of the MRQ is targeted for future business, medical technology and bioscience operations as part of an attractive campus/business park type setting. To implement this vision, this portion of the MRQ is zoned GIM - Gateway Industrial Medium with the majority of lands also subject to the North Gateway Design Guidelines of the GW - Gateway overlay zone. The following illustrates how this medical/technical business campus might occur:

**Medical/Technical Village Concept:** A high priority for the city is to retain and attract medical and technical business and industry to Burnsville. One of the prime areas where a Medical/Technical Village could be developed is in the southeast corner of the Minnesota River Quadrant. This area is located northwest of the I-35W and Highway 13 interchange. This area of the Minnesota River Quadrant is an important focal point for the city and as such has been incorporated into the North Gateway District. Development within this area is subject to the Burnsville North Gateway Design Guidelines Manual



adopted by the city in 2006. (Provide a weblink here). The land uses contemplated for this area include health care, education, technology with complementary uses for medical and technology office to be developed in a campus-like environment. Creatively designed green space, public art, traffic, transit and pedestrian ways will link areas within the campus setting to other areas of the Minnesota River Quadrant and pedestrian/bike, transportation and green corridors south of Highway 13 and east of I-35W

**Figure 34, Medical Technical Village Concepts**



**MRQ Interim/Transition Strategy:** The city recognizes that the ultimate redevelopment of the MRQ will likely take years and perhaps decades. To address the transition period between now and ultimate redevelopment, the Zoning Ordinance Interim Use Permit (IUP) process allows for the temporary use of property for exterior storage/display until conditions arise where permanent uses develop. This is another way of acknowledging that this area is under transition and it will not reach its full potential until mining, landfill and related activities are eventually phased out. Outdoor storage is required to be 100% screened, which will support an upgrade in the image of the area.

**Freeway Landfill Area:** The land areas between the quarry lake and I-35W are owned by two entities, Kraemer Mining and Materials Inc. and R.B. McGowan Co. Inc. The McGowan property is located adjacent to the Minnesota River. It contains about 180 acres of land and is bounded on the east by Interstate I-35W.



The McGowan property is home to the Freeway Landfill which is closed but remains on the Minnesota Pollution Control Agency's list of superfund sites. In recent years both the MnPCA and the city have worked with the landowner to facilitate closure of the site to meet MnPCA standards. In 2006 a conceptual plan was developed which would relocate the landfill from the site adjacent to I-35W to the west part of the McGowan property (Amphitheater 1<sup>st</sup> Addition). The idea is to consolidate the garbage into a lined landfill and to fill the area adjacent to I-35W with appropriate soils so the area can be opened for development. The agreements to accomplish this effort are ongoing.

*Kraemer Mining and Materials Inc:* The KMM land holdings consist of approximately 500 acres of land bound on the north by the Minnesota River, the west by the Burnsville Sanitary Landfill, the south by the Union Pacific railroad and the east by I-35W. KMM also owns an 11 acre parcel located directly north of Menards on Highway 13. The majority of the PUD is used for the limestone quarry operation. City records date back to 1968 indicating mining operations existed at that time. The majority of the site was granted PUD approval in 1994 with the most recent amendment occurring in 2002 (to allow soils work to begin adjacent to I-35W). It is anticipated that the limestone resource will be exhausted within the 2030 planning period. Once mining ceases the quarry will naturally fill with cold, clean ground water (which is currently being pumped into the Minnesota River) to become a large, deep freshwater lake.

*Waterfront Development Concept:* For the areas east of the future quarry lake, a premier waterfront development consisting of mixed-use business with some housing is suggested. Mixed-use development consisting of business/retail/entertainment with upper level high value and workforce housing is visioned. A new public park, public trails (connecting regional trail systems) and natural open space areas will be provided along the Minnesota River with public beach and recreation facilities to be developed adjoining the quarry lake. This concept would create a unique waterfront promenade with a variety of development opportunities.

*Future Quarry Lake:* During the Burnsville for the 21<sup>st</sup> Century Visioning project and public input sessions conducted as part of this Comprehensive Plan Update much attention was given to the future quarry lake and its value as a natural resource. A goal of the Visioning Environmental Committee is to ensure that the development of the MRQ is not only a commercial success, but that the highest quality natural resources value and recreational value is achieved. Through the future Development Stage PUD process and negotiations with the land owner many environmental objectives may be met.

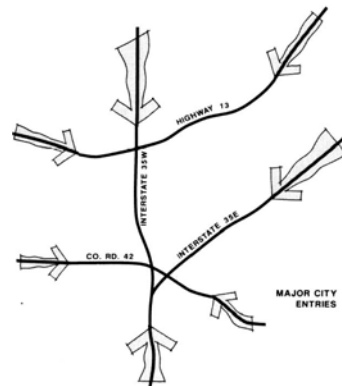
In partnership with Kraemer Mining and Materials Inc., (the owner of the quarry) and the City of Savage and Burnsville is building a new water treatment facility that will utilize some of the clean water currently being pumped from the quarry into the Minnesota River. The city is also working with the owner on a final edge treatment plan for the quarry. Other important areas of discussion include establishing a lake fishery, protecting the future drinking water resource, establishing areas with a more natural looking waters edge, implementation of a rollable trail system around the lake, relocation of the overhead, high power electric transmission lines, establishing planting plans, designing the public beach area and establishing development guidelines for lakefront properties, among other matters.

The MRQ will take decades to develop due to the need for major infrastructure investments, the duration of existing land use activities, relocation/redevelopment efforts for current businesses, land clearance and clean up of any sites or soil corrections. Infrastructure improvements are envisioned to improve the traffic flow in and around the quadrant. Further discussion of the transit/transportation, utility and trails will be provided in the Transportation Plan (provide a link to Chapter VIII here) and the City Services and Facilities Plan (provide a link to Chapter IX here) of the 2030 Comprehensive Plan Update. Redevelopment of the MRQ will involve and require cooperation between many regional, state and federal agencies in addition to the City of Burnsville, Dakota County and all of the property owners.

### 11.1 City Entries/Gateways

Burnsville has taken measures to improve the appearance of the entries to the city. Establishing a major city entry beautification program for I-35W, I-35E north, Highway 13, and County Road 42 was one objective of the 1988 *Vision For Tomorrow* report. The *Highway 13 Visioning Study* conducted in the late 1980's established a strategy to improve the appearance of the west entry to Burnsville off Highway 13 and the north entry via I-35W. It includes a collaborative effort between the city, Mn/DOT, and property owners to landscape the Highway 13 corridor from Savage to I-35W. The city has since rezoned property along the corridor to B4 - Highway Commercial District, which includes improved aesthetic standards for landscaping, signage, and building materials. The following graphic illustrates key entries into Burnsville where gateway improvements can occur.

**Figure 36**  
**Major City Entries**



Gateways are an important demarcation point for the entrances to the city. The design elements associated with the gateways let people know they are entering a unique and memorable community. Gateways also can be used to set Burnsville apart from adjacent suburban communities, as a way to market our city and as a way to welcome visitors and invite people to explore the city. Gateway elements can be coordinated landscape treatments along roads, special bridge treatments, sculpture, decorative lighting, community signage or emphasis on natural areas that define the community. Burnsville has identified several gateways and implemented unique design elements such as the Burnsville Parkway Bridge over I-35W. The North Gateway Design Guidelines adopted in 2006 will result in consistent building/site and landscape designs for properties located on either side of I-35W between the Minnesota River and Highway 13.



Other gateways identified as part of the Gateway Plan and Scoping Study outlined in the 2000 Comprehensive Plan include landscape design within the Highway 13/Cliff Road intersection and general landscape cleanup of the wooded areas along the highway.

Future bridges and gateway locations may be accentuated so that visitors and citizens realize they have entered into a special community. These gateway treatments could be developed with design elements unique to the City of Burnsville so as to represent the city as a destination and not just another place along the interstate. The gateway elements may all have an analogous design so as to relate to each

other and become a consistent theme. The city may consider incorporating future “branding” design elements into gateway designs.

### 11.2 Corridors

The private automobile provides the means by which the majority of people experience Burnsville. Generally, the image of a city is synonymous with what people see from the street. Transportation corridors help orient visitors while simultaneously providing them with a first impression of the city.

The I-35W and Highway 13 corridors provide some of the best vistas of the city and its landmarks. The primary means by which most people experience the Minnesota River corridor is from I-35W. A dramatic view of the Minneapolis skyline can be seen from northbound I-35W and from Nicollet Avenue in the Heart of the City. Highway 13, west of I-35W, directs views to the grain elevators at the Savage border and the large wetlands to the south. To the east, Highway 13 provides vistas of the Minnesota River corridor.



Streets and parking lots are the dominant form and image of suburban cities. Development patterns are typically more spacious with buildings separated from each other and set back from streets to accommodate wide landscaped setbacks and parking lots. In some cases, this results in shapeless and broken edge-to-street corridors and an environment dominated by automobiles.

The challenge in a suburban environment like Burnsville is to reduce the impact of the automobile on the appearance and livability of the city. Zoning standards for building setbacks, parking lot screening, shared parking provisions, landscaping, building materials, and signage become critical in maintaining a high quality image of the city from the street. Although traffic engineering standards for streets are driven by safety, efficiency, economy, livability, and aesthetic considerations, streets are typically designed to achieve the first three considerations at the expense of livability and aesthetics. Street design should be continually evaluated to achieve a balance between functional requirements and aesthetic needs for the community.

### 11.3 Streetscapes

Street corridors provide opportunities to highlight positive aspects and to create a cohesive image. Special landscapes or “streetscape” treatments incorporated on major roadways can create a stronger identity, reduce automobile speed limits and facilitate traffic calming. In addition, streetscapes can encourage bicycle and pedestrian use, facilitate pedestrian and bicycle access to parks and stores, increase the safety of bicycle riders and pedestrians, and distinguish the city from neighboring municipalities.





Trees are the most cost-effective elements that can make a city more attractive. Landscaped boulevards and medians unify and reinforce the character of special districts and may include all or a combination of the following: distinctive lights, overstory and ornamental trees, enhanced landscaping, street banners, hanging flower pots, street furniture and decorative paving. These elements create a more human-scaled environment, where it is important to provide pedestrian-friendly areas. The majority of these elements has been incorporated into the Heart of the City District and provide a template for future mixed-use redevelopment and smaller areas such as prominent intersections, roundabouts and pedestrian spaces.

#### 11.4 Art

To recognize and create unique, beautiful and memorable places, Burnsville promotes public art and there are several examples of sculptures on public and private lands throughout the city.



Burnsville also conducts an annual garden and landscape contest where residential and business neighborhoods are recognized for making the city “look great.” The contest qualifications require sites to be visible from the street, look great, enhance the surrounding area, and show creativity.



**Apartment/Condo Balcony/Patio**



**Single Family**



**Cul-de-sac Design**

The city will study the feasibility of further streetscape improvements in connection with transportation and neighborhood improvements.

### **11.5 Memorable Spaces / Community Gathering Places**

Locations where people gather, including schools, churches, entertainment and shopping areas and parks and recreation areas, all add to Burnsville's sense of place. These are unique areas and places where many share common activities and associate the experiences with living, working and playing in Burnsville. The city will continue to expand opportunities for shared public experiences and unique venues for Burnsville in the future.



**Crosstown West Park**





## 12.0 PROTECTION ELEMENT

Minnesota Statutes (MS) Chapter 473.859, §2b requires the Comprehensive Plan to contain a protection element, “as appropriate, for historic sites, the matters listed in the water management plan required by Section 103B.235, and an element for the protection and development of access to direct sunlight for solar energy systems.” The requirements of Minnesota Statutes 103B.235 are included within Chapter VI - Natural Environment Plan. ([Provide link here to Chapter VI, Section 6.0, Water Resources Management Plan](#)). This section deals with the remaining items and programs/standards administered by the city.

### 12.1 Solar Access Protection Statement

Minnesota Statutes require Comprehensive Plans to include an element for the protection and development of access to direct sunlight for solar energy systems. The intent of this legislation is to prevent solar collectors from being shaded by adjacent structures and vegetation and to ensure that development decisions do not preclude the possible future development and use of solar energy systems.

According to Burnsville’s Zoning Ordinance, solar energy systems are permitted in residential districts and they must conform to the same yard area requirements as the principal structure. In business and industrial districts, non-passive solar energy collection devices and similar equipment or structures must be screened on all sides from public streets and must be designed to be compatible with the architectural treatment of the principal structure. The development standards contained in the current Zoning Ordinance are consistent with the basic principles of solar access. Burnsville’s buildings are generally low in height and the city’s yard requirements create an open environment conducive to the use of solar power. The Zoning Ordinance also contains variance provisions identifying access to direct sunlight for solar energy systems as “Undue Hardship” for the purpose of granting a variance.

### 12.2 Aggregate Resources

As part of the 2030 Comprehensive Plan Update, the Metropolitan Council requires the Land Use Plan to identify the location of aggregate resources in our community as they are shown in the Minnesota Geological Survey. Two limestone quarries include the retired McGowan quarry and the Kraemer quarry. The McGowan quarry is located immediately to the west of the former Freeway Landfill, forming a 50-acre pit that has been excavated to a final elevation of 667.9 feet mean sea level. *The term above mean sea level (AMSL) refers to the [elevation](#) (on the ground) or [altitude](#) (in the [air](#)) of any object, relative to the [average sea level datum](#).* The active Kraemer quarry, located to the south and west of the McGowan quarry and Freeway landfill, is larger and deeper, anticipated to reach approximately 650 feet mean sea level. Both quarries possess areas with very steep slopes and vertical rock faces.

Figure 36 Aggregate Resources illustrates the location of aggregate resources in Burnsville. The Aggregate Resources Map identifies that the majority of resources left in Burnsville consist of small scattered sites, most of which are underlying developed properties. The largest concentrations of aggregate resources are in the Minnesota River Quadrant area and are currently being mined as part of the Kraemer Quarry or are owned by Kraemer Mining and Materials Inc. Other aggregate resources in the MRQ are located under wetlands. The city’s Natural Resources Plan and Wetlands Plan identify the need to preserve and improve wetlands to meet the Federal Wetlands Conservation Act, Watershed Districts/Management Organization requirements and objectives of the City of Burnsville. Wetland areas take priority over aggregate resources that may lie below the surface and will not be mined.

The Zoning Ordinance contains Interim Use Permit guidelines that allow land reclamation, mining and soil processing uses to occur in the city. The owners of parcels that contain aggregate resources may



Seaplanes have used these lakes on occasion, but rarely. New land use ordinances have not been adopted since the areas around the lakes are completely developed with mostly residential use, the exception being the park on the southern portion of Lake Alimagnet. According to Chapter 8800, anyone intending to use these lakes for seaplanes must first obtain the permission of the landowner to use the landing area, in this case the city. Thus, once the city is notified, appropriate measures will be made in advance to ensure that adequate safety controls are in place for successful landing and takeoff.

### **13.0 LAND USE GUIDE PLAN STRATEGIES AND OPTIONS**

The following ideas outline some options and strategies that the City Council could consider for the future to implement aspects of the Land Use Guide Plan.

#### **A. Maintain a Reasonable Land Use Balance to Reflect the Vision of the Comprehensive Plan.**

- Continue to emphasize industrial and office development (particularly in the MRQ), to build the tax base and generate revenues sufficient to support residential development.
- Support development of higher value, move up homes for vacant Low Density Residential guided lands (particularly in southwest Burnsville).
- Support neighborhood commercial areas through Neighborhood Oriented Mixed-Use, improving transit options, providing links to neighborhood amenities and cultural facilities, encouraging live/work units and higher densities to support business operations and services.
- Preserve open space through use of the Conservancy Zoning District and environmental overlay district zoning tools.
- Support institutional uses and their expansion especially when designed to enhance neighborhood connections, uses and services.
- Provide housing opportunities as part of higher density mixed-use developments especially when designed with transit orientation, connection to community parks and employment centers, and dining, shopping and medical services within close proximity.
- Continue to protect environmentally sensitive areas through preservation, best management practices, green and sustainable design and construction activities.

#### **B. Promote Appropriate Density/Intensity and Development Design to Ensure Future Development is Sustainable.**

- Densities will be highest in the Heart of the City, Minnesota River Quadrant, and Mixed-Use areas such as the Ridges PUD and other areas inside of the ring-road system surrounding the Burnsville Center.
- Somewhat less dense development will be promoted for redevelopment of aging retail strip centers as part of Neighborhood Oriented Mixed-Use that creates a livable, pedestrian oriented environment with access to park/recreation areas and transit.
- Density/intensity of development will be compatible with the general characteristics of the area in which development is located. Changes in density/intensity may be supported when they enhance the viability, character and livability of the area.
- Higher density/intensity will be supported in areas appropriate for intensive activities. The design and execution of such development must be of high quality and integrate with surrounding areas.
- Add Development Review guidelines to promote transit oriented development, connectivity, crime prevention through design, and healthy living components as part of the general development review process.

**C. Continue to Require Appropriate Land Use Transitions to Ensure New Development / Redevelopment is Compatible with Existing Areas.**

- Develop landscape buffer design guidelines that will provide ideas for appropriate transition and screening between areas with different uses and or development density/intensity.

**D. Encourage Creativity in Site Design.**

- To preserve and incorporate outstanding natural features (woodlands, steep slopes, wetlands etc), cultural, historical and unique features as part of the development.
- To provide a mix of residential unit styles, values and densities within the same development.
- To provide transit access, pedestrian and bike connectivity to parks, employment areas, business/services, and neighborhood institutional uses such as schools and churches.
- To create neighborhood identity and/or unique features that are representative of Burnsville.

**E. Prevent and Alleviate Traffic Impacts.**

- Minimize and discourage the use of local streets by non-local traffic and by providing alternative routes.
- Institute measures to reduce high traffic and speeds around schools, parks and recreation areas and other public spaces where people gather.
- Explore opportunities for traffic calming to reinforce the positive benefits of people friendly environments.
- Create better neighborhood connections by encouraging development of a system of sidewalks, paths and trails linking neighborhoods with each other and to employment areas, parks, open spaces, activity areas, shopping and entertainment facilities.

**F. Enhance Community Identity and Sense of Place.**

- Continue to implement gateway improvements and coordinated landscape/signage throughout Burnsville.
- Review major transportation corridors (such as Highway 13 and major County Roads) to identify ways to improve the appearance and/or maintenance of the corridors.

# Burnsville North Gateway Design Guidelines





# Table of Contents

## Section 1: Purpose

|  |   |
|--|---|
| Introduction of The North Gateway District ..... | 3 |
| What are Design Guidelines? .....                | 4 |
| How to Use this Design Framework Manual .....    | 4 |

## Section 2: Background

|  |    |
|--|----|
| 1996 North Gateway Plan .....  | 5  |
| Comprehensive Plan Guidance and Zoning of the North Gateway District ..... | 6  |
| Current Initiatives .....  | 10 |
| Planned Improvements .....   | 11 |
| <i>Interchanges</i> .....  | 11 |
| <i>Streets</i> .....   | 11 |
| <i>Bridges</i> .....   | 11 |

## Section 3: Site Design Guidelines

|  |    |
|--|----|
| North Gateway SubAreas .....                   | 12 |
| Minnesota Valley Federal Wildlife Refuge ..... | 12 |
| Illustrative Framework Plan .....              | 13 |
| Site Planning Guidelines .....                 | 14 |
| Area A .....                                   | 14 |
| Design Objectives .....                        | 14 |
| <i>Building Placement</i> .....                | 15 |
| <i>Parking Area Treatments</i> .....           | 15 |
| Area B .....                                   | 16 |
| Design Objectives .....                        | 16 |
| <i>Building Placement</i> .....                | 17 |
| <i>Parking Area Treatments</i> .....           | 17 |
| Area C and E .....                             | 18 |
| Building Placement .....                       | 19 |
| Parking Area Treatments .....                  | 19 |
| Area D .....                                   | 20 |
| Design Objectives .....                        | 20 |
| <i>Building Placement</i> .....                | 21 |
| <i>Parking Area Treatments</i> .....           | 21 |
| Hierarchy of Street Types and Treatments ..... | 22 |
| <i>Boulevard (A- Minor Arterial)</i> .....     | 23 |
| <i>Urban Avenue</i> .....                      | 24 |
| <i>Parkway</i> .....                           | 25 |
| <i>Local Street</i> .....                      | 26 |
| <i>Gateway Bridges</i> .....                   | 26 |

## Table of Contents

|  |    |
|--|----|
| <i>All SubAreas</i> .....  | 27 |
| Location and Screening of Service, Loading and Storage Areas ..... | 27 |
| Lighting .....   | 27 |
| Landscape Treatments .....   | 27 |
| Stormwater Treatments .....  | 27 |

### Section 4: Architectural Guidelines

|   |    |
|---|----|
| Building Types - All SubAreas .....                 | 28 |
| Facade Treatments and Ground Level Expression ..... | 29 |
| Structured Parking .....                            | 31 |
| Building Materials .....                            | 32 |
| Rear Facades and Entries .....                      | 33 |
| Roof Design .....                                   | 33 |
| Green Roofs .....                                   | 34 |
| Roof Top Equipment .....                            | 34 |
| Signs .....   | 35 |

## Key Figures

|   |    |
|---|----|
| Figure 1: North Gateway Corridor Context .....                        | 3  |
| Figure 2: 1996 Corridor Improvement Plan .....                        | 5  |
| Figure 3: Highway 13 Bridge .....                                     | 5  |
| Figure 4: Burnsville Parkway Bridge .....                             | 5  |
| Figure 5: Current Land Use Plan .....                                 | 6  |
| Figure 6: Existing Zoning Districts .....                             | 7  |
| Figure 7: Proposed Land Use Plan .....                                | 8  |
| Figure 8: Proposed Zoning Districts .....                             | 9  |
| Figure 9: Minnesota River Quadrant Plan .....                         | 10 |
| Figure 10: North Gateway SubAreas .....                               | 12 |
| Figure 11: Burnsville North Gateway Illustrative Framework Plan ..... | 13 |
| Figure 12: Area A Cross Section .....                                 | 15 |
| Figure 13: Area A Block Building Placement .....                      | 15 |
| Figure 14: Gateway Center Concept .....                               | 16 |
| Figure 15: Area B Block Building Placement .....                      | 17 |
| Figure 16: Area C and E Cross Section .....                           | 19 |
| Figure 17: Area C and E Block Building Placement .....                | 19 |
| Figure 18: Area D Block Building Placement .....                      | 21 |
| Figure 19: Streetscape Hierarchy Plan .....                           | 22 |
| Figure 20: Typical Boulevard Section .....                            | 23 |
| Figure 21: Typical Urban Avenue Section .....                         | 24 |
| Figure 22: Typical Parkway Section .....                              | 25 |
| Figure 23: Typical Local Street Section .....                         | 26 |



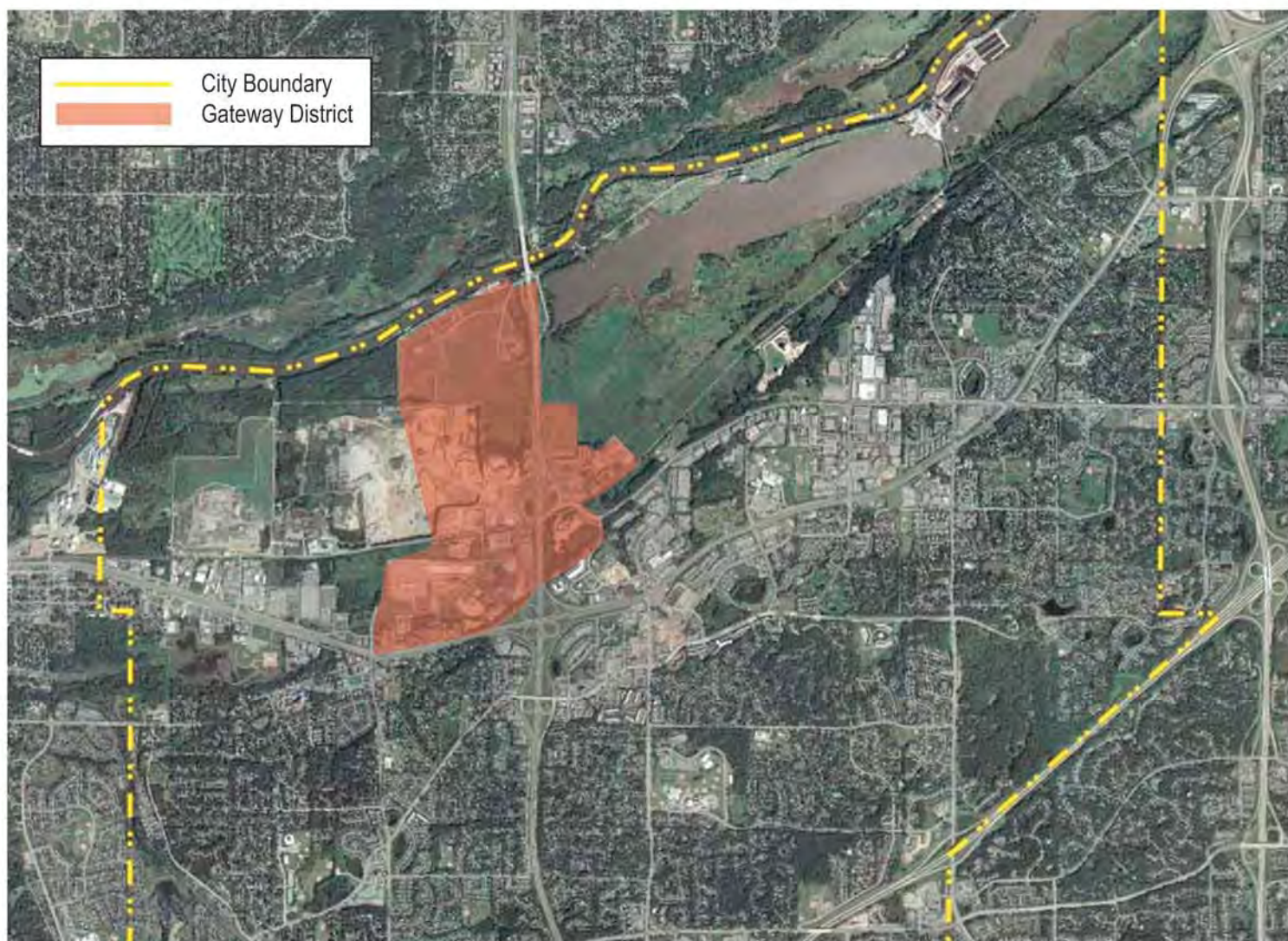
# Section 1: Purpose

## Introduction of the North Gateway District

The Minnesota River runs along the entire northern boundary of the City of Burnsville. Burnsville's location within the context of the Twin Cities Metropolitan Area, the vastness of the river valley, the limited bridge crossings and the significance of the land uses within the valley, all combine to emphasize the importance of the I-35W corridor as it enters Burnsville from the north.

The Minnesota River corridor and the community's aspirations for it have been at the heart of numerous community visioning and planning initiatives for at least the past two decades. Several themes have been repeated through past visioning efforts, comprehensive plans and special studies. They include the concept of Burnsville as a "river town", seeking to restore the natural systems along the river corridor, improving community access, and establishing and maintaining a strong image and community identity.

With the creation, adoption and implementation of this design framework manual, the City of Burnsville seeks to take another important step toward reaching its goals for its northern gateway and the Minnesota River Quadrant. Its purpose is to reconcile key design elements throughout the corridor and to provide an organizing framework to guide future planning, design and infrastructure investment decisions.



**Figure 1: North Gateway Corridor Context**



## **What Are Design Guidelines**

Guidelines are to provide a flexible decision making framework and urban design principles to guide decisions related to the location of public and private developments, street improvements, and other physical improvements to the North Gateway District.

Design Guidelines, by definition, are a set of recommended design objectives for proposed development and set forth the desired character for street treatments, site design, and buildings within the North Gateway District. They suggest overall character without dictating specific design requirements. They are qualitative, not quantitative. The primary purpose of the Guidelines are to:

- Reinforce the vision for the North Gateway District
- Foster sustainable, high quality development practices and architecture
- Promote a compact, efficient development pattern
- Protect public and private investment over time in the North Gateway District

## **How to Use This Design Framework Manual**

As a supplement to the zoning ordinance, this framework serves as a “kit of parts” for evaluating development proposals so that each development and public improvement project contributes to a positive image for the North Gateway District. Illustrations and photos are provided to communicate the intent and character of the guidelines.

### ***Private Sector***

- As the first step to any project, developers should refer to this manual in order to understand Burnsville's overall goals and to determine how their property fits into the context of the city.
- Developers should refer to the Streetscape Hierarchy Plan in order to understand community expectations for site and streetscape treatments.
- Developers should refer to the building, site and stormwater design guidelines to understand the minimum standards for quality expected by the city.
- The guidelines for parking lot edge treatments and landscaping should serve as a reference during the site design phase of a project. Developers should discuss the options for their particular site with city staff to determine if streetscape, parking, and the parking lot edge treatments will be constructed as part of the site redevelopment or in a larger public improvement project.

### ***Public Sector***

- City departments should refer to the objectives in this manual to coordinate, design, and budget for capital improvements.
- The planning, engineering, and inspections departments should refer to the guidelines when reviewing individual development proposals. Each proposed development should reinforce the principles and comply with the guidelines.

## Section 2: Background

### 1996 North Gateway Plan

This plan recommends freeway and landscape improvements to create a positive image for motorists entering and leaving the City along I-35W. Recommendations include architectural improvements to the freeway bridges to create a distinctive gateway to the city, reinforcing the indigenous Minnesota River Valley landscape through the use of bold massings of trees, shrubs, native grasses and wild flowers. The plan also recommends using native limestone from the Kramer quarry for retaining walls and entrance monuments. The Highway 13 and Burnsville Parkway bridges and landscape improvements are the first proposed improvements in the plan to be implemented and define the character for future improvements.



Figure 3: Highway 13 Bridge



Figure 2: 1996 Gateway Plan



Figure 4: Burnsville Parkway Bridge



# Comprehensive Plan Guidance and Zoning of the North Gateway District

**CURRENT LAND USE PLAN**

- Gateway Boundary
- Park/Open Space
- General Business
- Highway Commercial
- Commercial
- Recreation Business
- Light Industry
- General Industry
- Mining
- Public

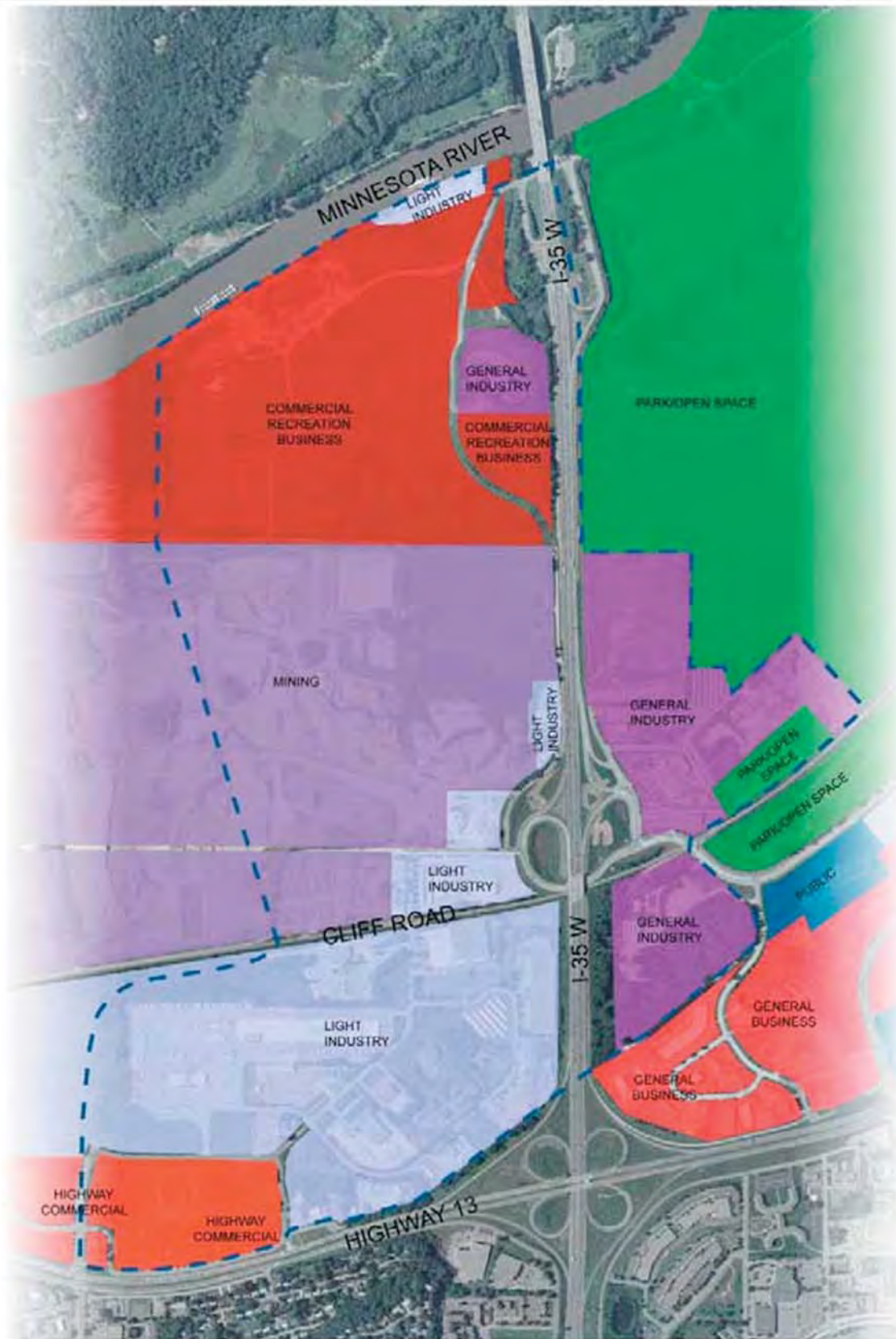


Figure 5: Current Land Use Plan



# EXISTING ZONING

- Gateway Boundary
- Conservancy
- Park
- B-4: Highway Commercial
- I-1: Industrial Park
- I-2: General Industrial
- GIM: Gateway Industrial Medium
- PUD: Planned Unit Development

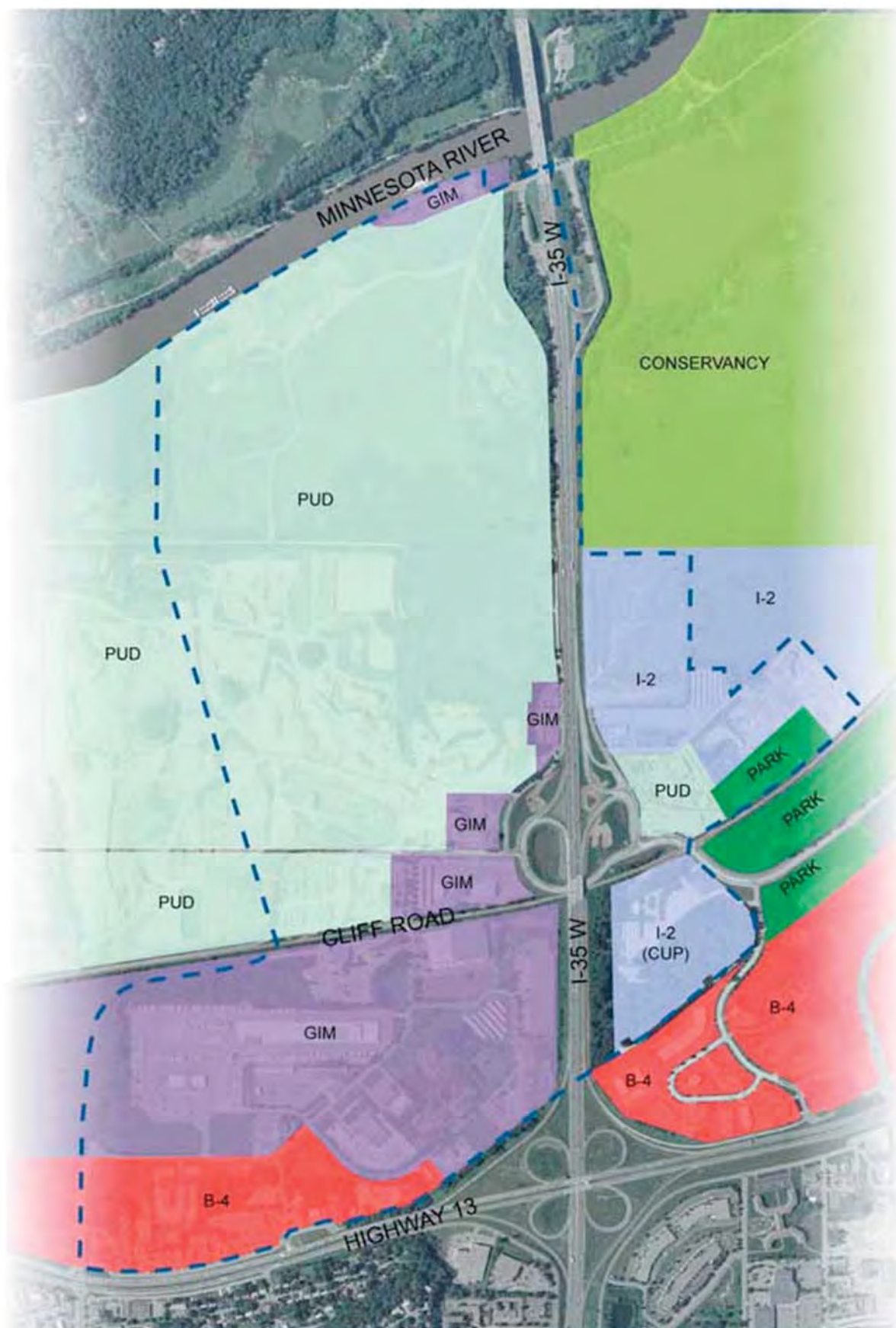


Figure 6: Existing Zoning Districts



# **PROPOSED LAND USE PLAN**

- Gateway Boundary
- Park/Open Space
- General Business
- Highway Commercial
- Commercial
- Recreation Business
- Light Industrial
- Industrial Park
- Mining
- Public
- ★ Future Park

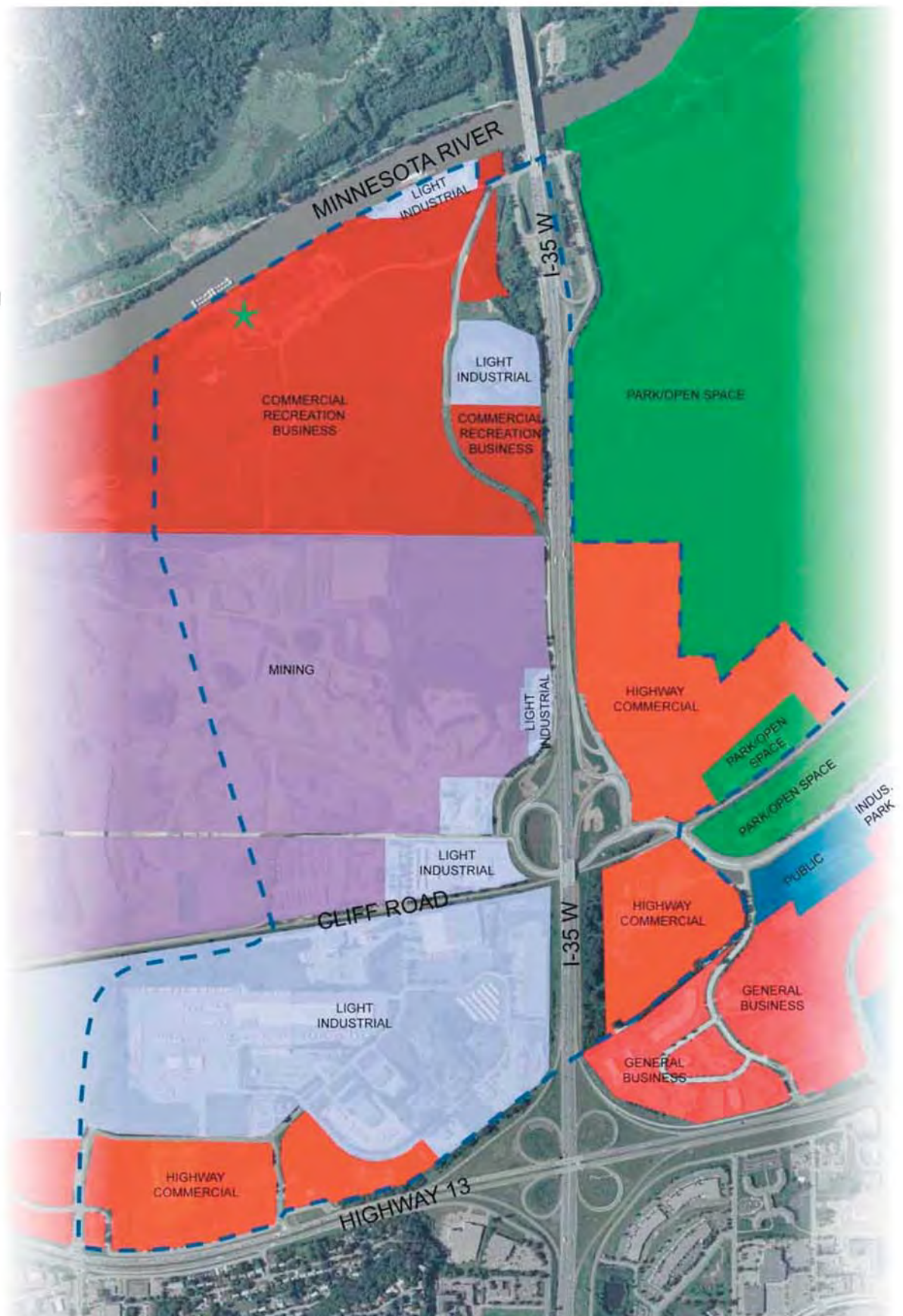


Figure 7: Proposed Land Use Plan



# **PROPOSED ZONING**

-  Gateway Overlay
-  Conservancy
-  Park
-  B-4: Highway Commercial
-  I-1: Industrial Park
-  PUD: Planned Unit Development
-  GIM: Gateway Industrial Medium

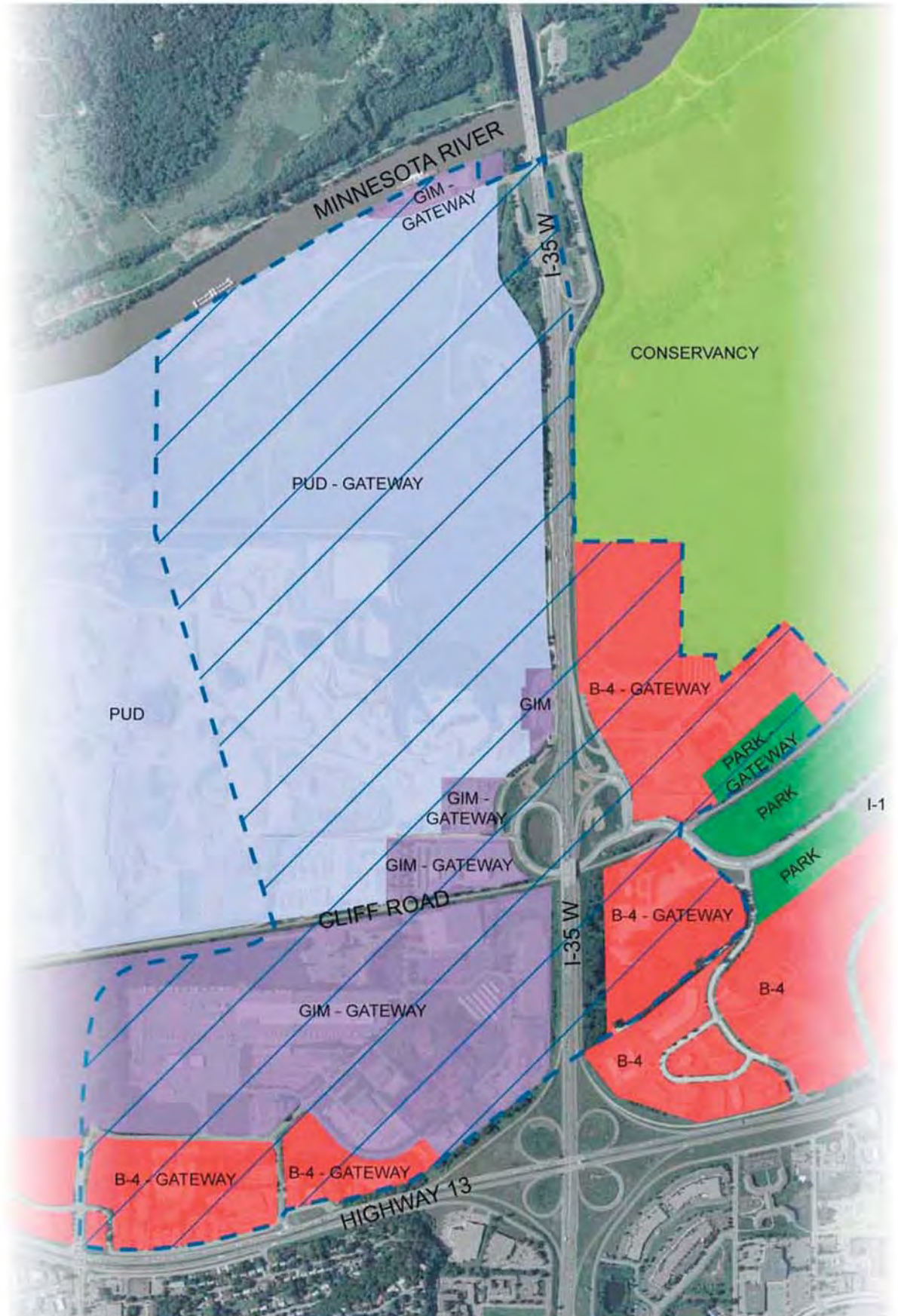


Figure 8: Proposed Zoning Districts



## Current Initiatives

The City of Burnsville has prepared an illustrative plan intended to convey the long-term redevelopment potential of the Minnesota River Quadrant. This plan is part of an informational brochure that can be used to transmit pertinent information to area property owners and prospective investors.

It is important to understand that this tool is not intended to prescribe exactly what pattern, or types of uses will go on specific sites within the area. Rather it is intended to show the relationships with important, future public improvement projects and to demonstrate the community's ongoing commitment to the establishment and maintenance of a high quality and thriving area in the Minnesota River Quadrant area.



Figure 9: Minnesota River Quadrant Plan



## **Planned Improvements**

Another important aspect of this manual is that it reflects the potential for significant change in the transportation improvements and roadway system serving the corridor. The Federal Highway Administration (FHA) and the Minnesota Department of Transportation (MnDOT) have concluded that the long range plans for this corridor should include the consolidation of the Black Dog Road and Cliff Road interchanges into a single, full-movement interchange, to be located roughly halfway between them. The drawings contained within this manual include the alternative interchange design and supporting roadway designs that currently appear to work best with the long-range development and redevelopment plans for the corridor.

### ***Interchanges***

A new interchange is currently planned at the intersection of I-35W and 118th St. Once this is constructed, the interchange at Cliff Road will be closed. The interchange alternative that appears to best support Burnsville's past and future planning for the area is a folded diamond design. This would also have the least impact on the MN Valley Federal Wildlife Refuge.



**118th Street Interchange**

### ***Streets***

A new road will provide access from the east side of I-35W to the new interchange at 118th St.



**New Frontage Road**

### ***Bridges***

Along with the new interchange at 118th St., the freeway interchange at Cliff Road will be removed. Cliff Road will be realigned to simplify the connections between the east and west sides of I-35W.



**New Cliff Road Connection**

## North Gateway SubAreas

The Gateway corridor contains several distinct sub-areas. These areas contain dramatically different land uses and present widely varying problems and opportunities for future use. The following descriptions provide a partial explanation of the characteristics of each of these areas. It also identifies some of the key design objectives for each of these distinct areas.

### ***The Minnesota Valley Federal Wildlife Refuge***

The portion of the Minnesota River Valley, within Burnsville, that lies to the east of I-35W contains 1,440 acres of the Minnesota Valley Federal Wildlife Refuge. This area will be permanently protected from development and will remain an important visual and open space amenity forever.

- SUBAREAS**
- Area A
  - Area B
  - Area C
  - Area D
  - Area E

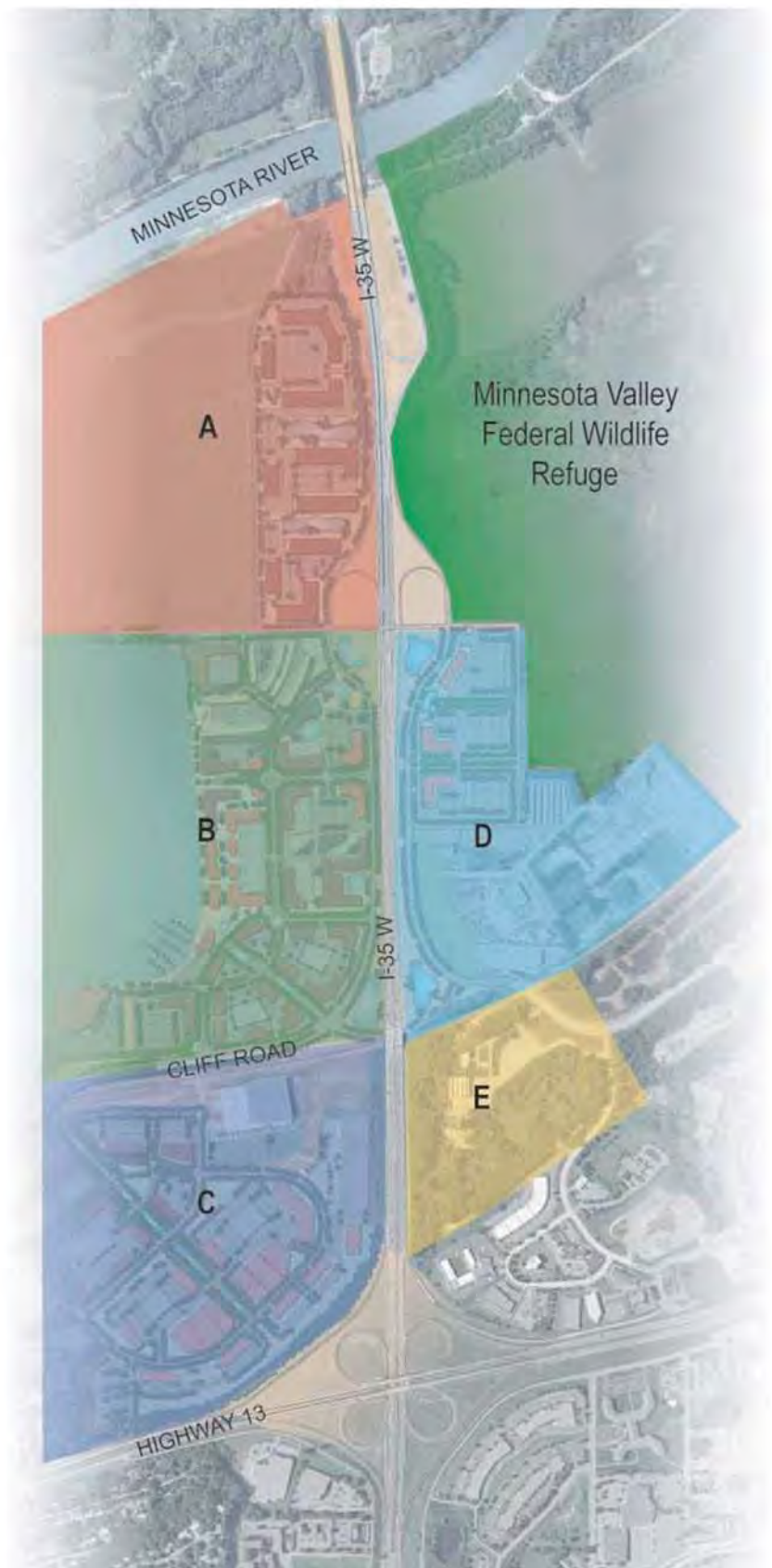


Figure 10: North Gateway SubAreas



## **Illustrative Framework Plan**

The Illustrative Plan is intended to illustrate the intent of the design objectives for each of the subareas, as well as, planned public improvements and future development that is consistent with the vision for the North Gateway Corridor.



*Figure 11: Burnsville North Gateway Illustrative Framework Plan*



## **Site Planning Guidelines**

### **Area A**

Area A is located at Burnsville's front doorstep on the west side of I-35W. This land is owned by the McGowan family and a smaller riverfront property is owned by US Salt. The McGowan property is the former site of the Freeway Landfill and it is the last landfill within the Twin Cities region that has not been certified as closed by the Minnesota Pollution Control Agency (MPCA). The site is included on the Federal Superfund list and it has a rich history associated with past efforts to close the landfill and officially address its Superfund status.

This site was approved for development of an outdoor entertainment amphitheater and the current Planned Unit Development (PUD) zoning continues to authorize the development of this use on the property. The development of the project was stalled due to litigation from the City of Bloomington and neighborhood groups in both Bloomington and Burnsville. The project could proceed, but would require the completion of an Environmental Impact Statement (EIS).

The Illustrative Plan for the Gateway Corridor anticipates a different development scenario for the McGowan property. This concept anticipated the relocation of the current trash transfer station and the removal of all of the municipal solid waste (MSW) between I-35W and a relocated frontage road, located approximately 600 feet to the west of the freeway.

The MSW removed from the new development strip would be relocated to the west and would be included in the closure plan and be covered by an impervious liner. A crushed limestone layer would be placed on top of the liner to allow the area to be used as a parking lot.

A 300 ft. wide strip along the west side of the new frontage road was identified in preliminary closure agreements between the MPCA and the landowner. The agreement stated that this area could also be developed if it were to be designed and maintained to meet stringent standards.

For decades, Burnsville has embraced the goals of improved access to the Minnesota River Corridor and public open space and trails for community use. The approved Black Dog Amphitheater PUD includes "Festival Park", a unique public/private community gathering place, near the river, restored wetlands, to be connected to future trails. If the zoning for this property changes to facilitate development consistent with the illustrative plans shown on Figure 9, Minnesota River Quadrant Plan, the City will require park dedication and consider other funding to ensure the provision and maintenance of parks and trails along the river. These are considered key goals and an integral part of Burnsville's Minnesota River Quadrant Vision.

### **Design Objectives**

- Area A is very important because the development of this area will present the first impression of Burnsville, as motorists cross the river. It presents an opportunity to site prominent buildings with signature architecture, in areas with key visibility.
- The desired placement of buildings is described later in this document, as are the plans for site landscaping. It is important to locate the buildings so that they present an attractive façade toward the highway and utilize buildings and landscaping to effectively screen large parking areas, service and loading areas.
- The closed landfill will present significant challenges for the construction and maintenance of infrastructure. Major storm sewer improvements and surface water management will need to occur along the freeway corridor. This will present constraints for site landscaping. To the extent possible, the objective would be to preserve, restore and enhance the floodplain forest vegetation and extend it into the development. Within the development, this native landscaping would be included with other hardy and indigenous plant species to create the desired effects.



## Building Placement

- Buildings should be aligned parallel to the street so the facades create a continuous edge or street wall. At intersections, buildings should be placed at or near the sidewalk of both streets to "hold the corner."

## Parking Area Treatments

- Parking lot frontage on pedestrian streets should be reduced, and their edges and interiors should be extensively greened with a combination of hedges, walls, trees, and other methods to screen parking lots from view from the freeway and boulevard.

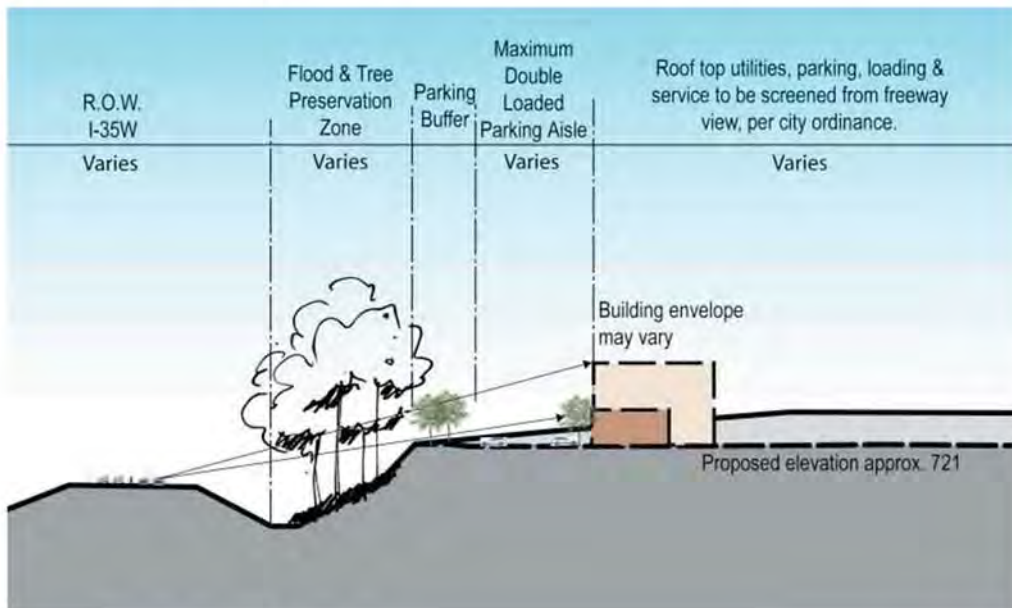


Figure 12: Area A Cross Section



Figure 13: Area A Block Building Placement

## Area B

Immediately to the south of the McGowan property is Area B. This area is all owned by Edward Kraemer & Sons (EKS). It contains a major limestone quarry. Upon completion of the mining operations, a 360-acre, clean, deep lake will form. The area located between I-35W and the future lake will present incredible future development opportunities. This strip of land will both enjoy excellent visibility from I-35W, but will also support opportunities to maximize the orientation of buildings and blocks toward the lake.

Area B will be served by a new interchange on its northern boundary. A new major collector roadway will connect with this interchange and continue south to the future TH 13/CSAH 5 interchange.

The EKS property is currently zoned PUD and that PUD provides for a high quality mixed-use development pattern along the I-35W corridor. Because the end use can only be fully achieved when the limestone mining is completed, the PUD Agreement between The City and EKS provides for updates every five years. The idea behind this provision is that market conditions change and as we approach the end use date it becomes more important for the end use plans to become more definitive. The site development plans shown in this document are very similar to those presented by EKS in the most recent five-year review. The primary modification is due to the change in freeway interchanges and related changes to the collector roadways connecting with the new interchange.

## Design Objectives

- Because of the relatively shallow depth between the freeway and the lake edge, the development concept proposes to align the new collector as close to the freeway as possible. Ordinarily the city would seek to align roadways to provide service to both sides, but in this case the heavy traffic to be carried on this corridor is viewed as an impediment to the pedestrian friendly, mixed-use development opportunities within this area.
- It is also important to note that the potential freeway interchange at the north end of the EKS property presents a significant set of new opportunities. With the closing of the off ramp at Black Dog Road, the first opportunity for visitors to exit the freeway will be at the new interchange. This interchange will include a new bridge over I-35W, which means that the off ramp will come up to the bridge elevation. Once at this new bridge elevation, motorists will be afforded great views of not only the interior of the EKS development, but also out across the new lake, potentially the water front, and long views west to the future golf course on the closed landfill site. Final development plans must recognize and support these opportunities.



Figure 14: Gateway Center Concept

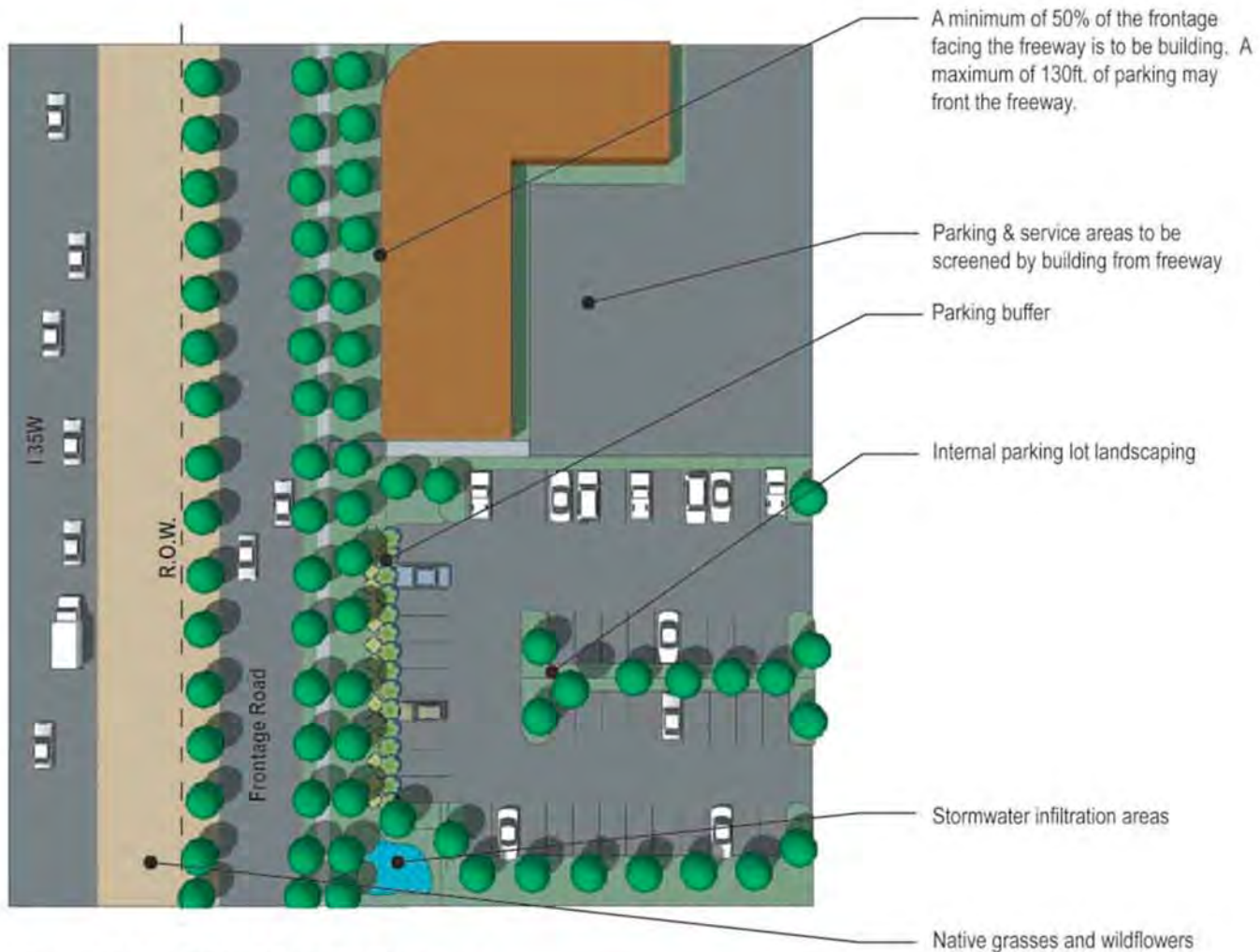


### **Building Placement**

- Buildings should be aligned parallel to the street so the facades create a continuous edge or street wall. At intersections, buildings should be placed at or near the sidewalk of both streets to - “hold the corner.”

### **Parking Area Treatments**

- Parking lot frontage on pedestrian streets should be reduced, and their edges and interiors should be extensively greened with a combination of hedges, walls, trees, and other methods to screen parking lots from view from the freeway and boulevard.



**Figure 15: Area B Block Building Placement**

## **Area C & E**

**Area C** sits in the northwest quadrant of I-35W and TH 13. The area enjoys close proximity to and some good visibility from both of these major roadways. Since TH 13 bridges over I-35W the direct views into this area from the freeway are fairly limited. Much of the land sits significantly lower than the freeway and TH 13 too.

The westbound on ramp from southbound I-35W offers some potentially excellent long views, but also presents the challenge of looking down onto the rooftops of closer buildings. The long-range development potential of this land will require the successful improvement of the TH 13/CSAH 5 interchange and the extension of CSAH 5, across the railroad tracks, linking up with the new interchange and Cliff Road.

The redevelopment of this area is also challenged by the large number of existing businesses, in varied sizes and conditions. Consequently, site acquisition and assembly will present significant challenges. The area is also known to contain very significant development challenges due to soil conditions. These challenges are related to soils containing high volumes and depths of peat. These conditions vary widely across the area.

**Area E** is located in the northeast quadrant of I-35W and TH 13. It presents many of the same topographical challenges described in Area C. It also contains a stand of significant vegetation along the freeway corridor and along the south side of the parcel. The Minnesota River bluff line also runs through the south side of this site.

The area was used as a portland cement distribution facility. A conditional use permit was approved for a relocated Burnsville Volkswagen facility in recent years. It has not yet been built. That approved use assumed that the concrete silo would have to remain on the site and it now appears that it may not have to stay on the site. There has been some preliminary discussions about the expansion of the automobile sales use of this site to potentially accommodate another business.

Many of the image and character issues were addressed in the approved PUD. Any expansion of this use would necessitate the continuation of that level of quality. Further, it will require greater scrutiny about the conservation of the trees and the protection of the bluff line. The front door of this development will be oriented toward Cliff Road and the preserved trees will continue to screen most of the potentially objectionable views of rooftops and service areas.



## Design Objectives

### Building Placement

- Buildings should be placed to screen parking and services from the fronting street.

### Parking Area Treatments

- Parking lot frontage should be reduced, and their edges and interiors should be extensively greened with a combination of hedges, walls, trees, and other methods to screen the view to parking lots from streets and sidewalks. Preserve existing vegetation and topography along I-35W to screen parking and service areas from the freeway. The sightlines from the freeway shaped by the topography and vegetation will determine the amount of parking allowed from the toe of slope to the building. These conditions will be defined on a site by site basis.

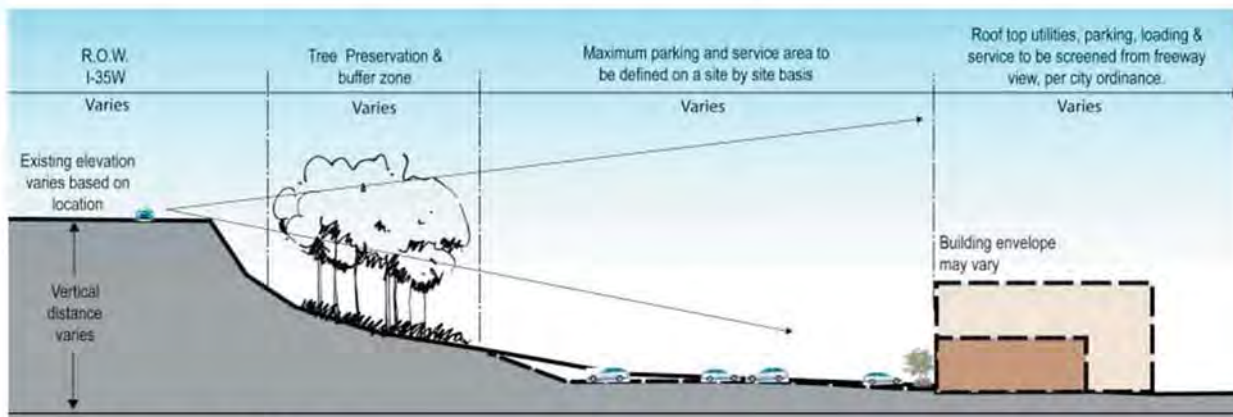


Figure 16: Area C and E Section

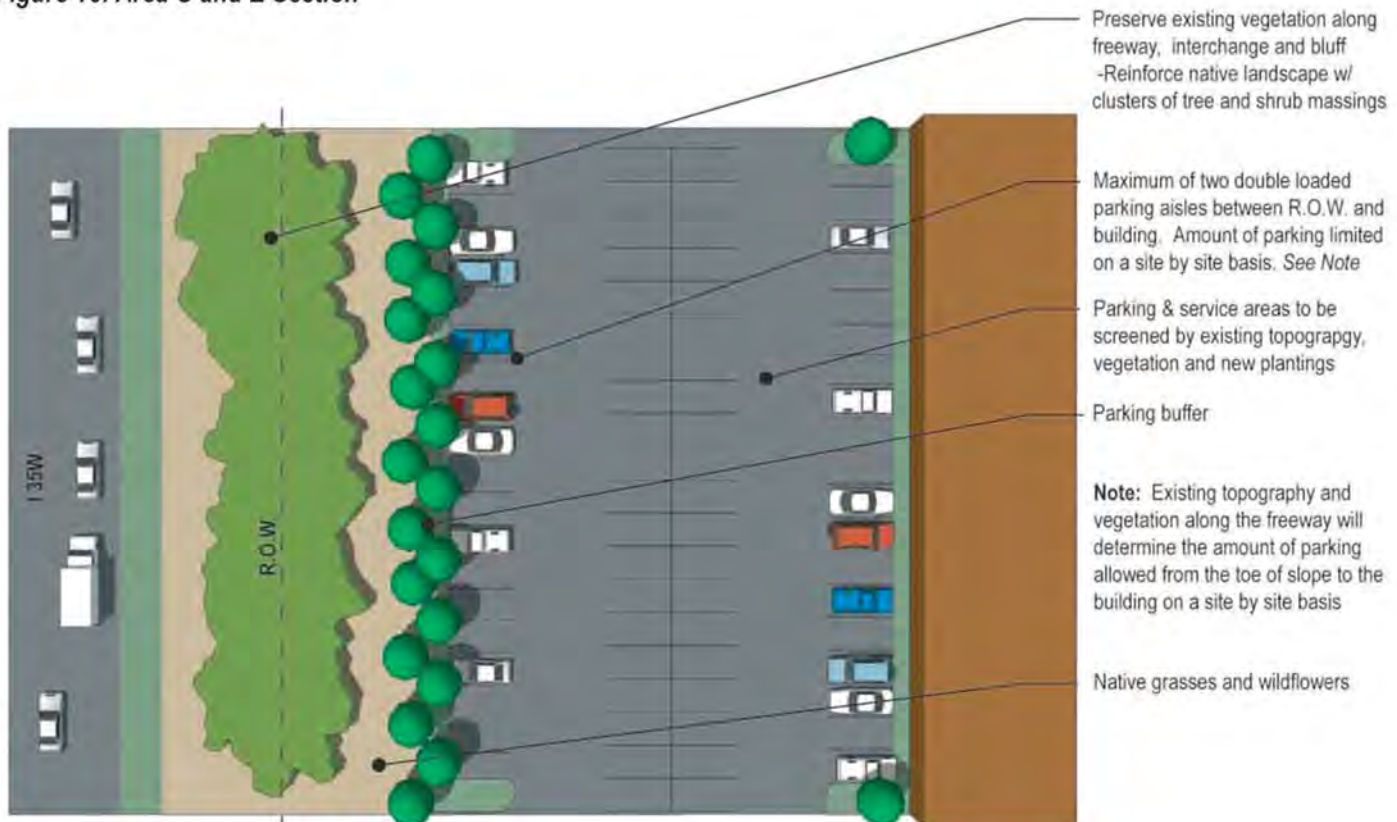


Figure 17: Area C and E Block Building Placement

## **Area D**

Area D is located to the north of the Cliff Road interchange. It is bounded by I-35W on the west and the Minnesota Valley Federal Wildlife Refuge on the east. The area contains existing development, notably a newly renovated automobile dealership (Dodge of Burnsville) a storage facility, Northern Tool and Equipment and some others. The most significant undeveloped parcel is the McGowan property on the north end. This site is currently occupied by a golf driving range and it is the site of a former dump and is known to contain demolition material, fly ash and some limited MSW.

Obviously the site conditions and the implications of its status as a former dump present significant constraints and complications. The potential for a new interchange, the relationship with a new major collector connecting to the new interchange and the relationship with the future development on the west side of I-35W all present opportunities.

## **Design Objectives**

- Because it abuts the wildlife refuge on the north, this property offers the first development site on the east side of the freeway. This is a prominent location and its development should establish a positive image. While its former use will complicate and add cost to the construction of buildings on the site, its image cannot be totally dominated by expansive surface parking.
- For all of these reasons, the building or buildings and associated landscaping must be strategically placed on this parcel. The following sections of this manual reflect those strategies.

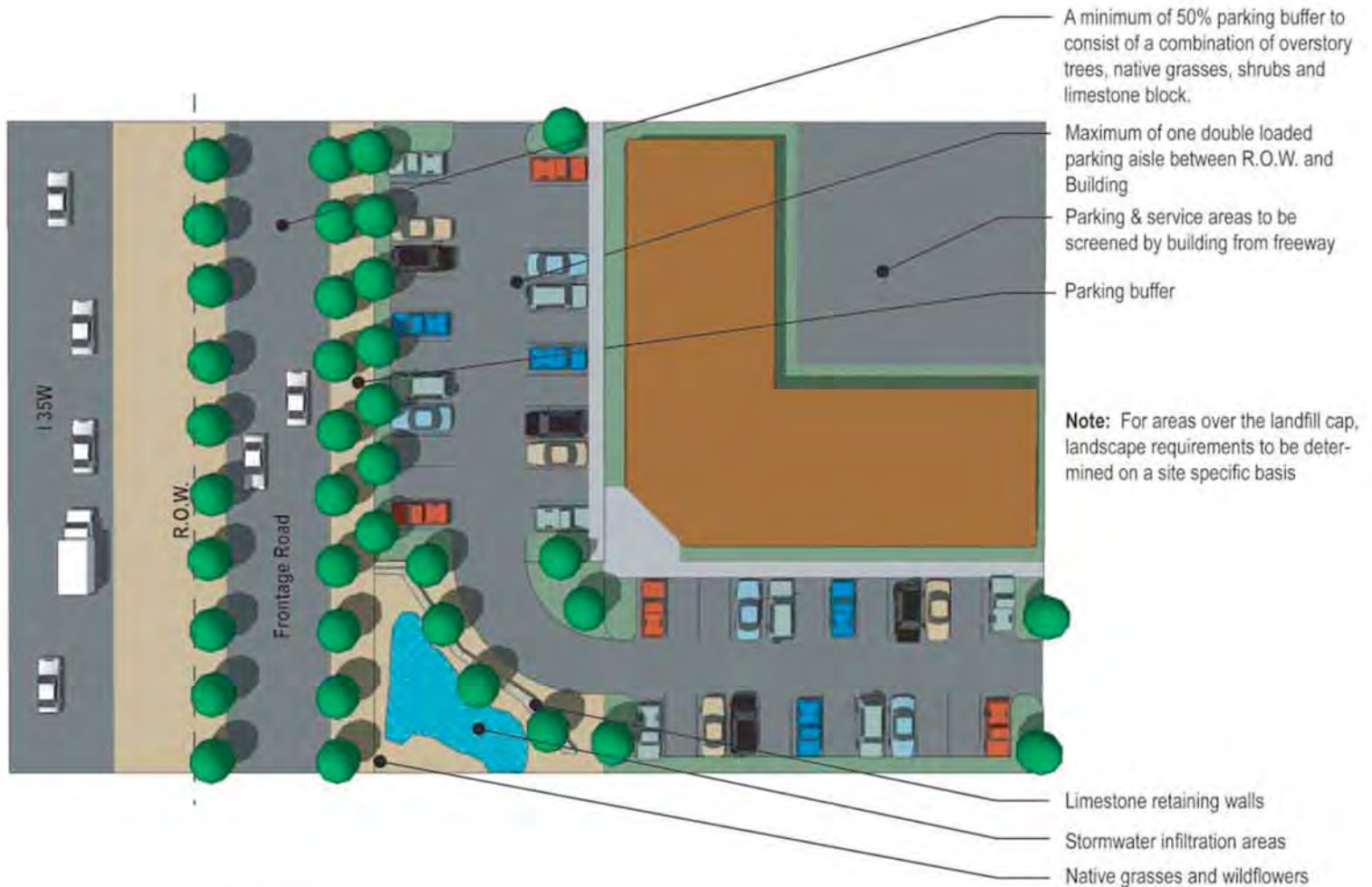


### **Building Placement**

- Buildings should be positioned to buffer a majority of the parking, loading and service areas from the frontage road and I-35W to the street.

### **Parking Area Treatments**

- Parking lot frontage should be limited to one double loaded aisle between building and frontage road. Their edges and interiors should be extensively greened with a combination of hedges, walls, trees, and other methods to screen parking lots.



**Figure 18: Area D Block Building Placement**

## Section 3: Site Design Guidelines

### Hierarchy of Street Types and Treatments

The streets within the North Gateway District provide a framework for redevelopment.

A hierarchy of streets is proposed which responds to the functions they serve and the desired scale and quality. The street corridors should be designed as part of the open space network by providing a balance between mobility, livability and sustainability. In terms of mobility, the streets should provide adequate capacity to serve future growth. In terms of livability, the streets should provide for alternative forms of transportation, such as bicycles and transit and be designed for safety and comfort for both pedestrians and drivers. In terms of sustainability, the streets should be designed as narrow as possible to provide adequate capacity, to minimize impervious surfaces and stormwater runoff, as well as minimizing construction costs and long term maintenance costs.

The term “streetscape,” refers to a street’s character. Street design is shaped by the relationships of land uses, buildings, parking areas, sidewalks, landscaping, and street furnishings.

**Note-** Key roadways connecting with freeway interchanges will be designed to function as A-minor arterials. The sketches provided below represent community design objectives. Actual corridor design will need to comply with all applicable Federal, State and County standards and respond to the unique site constraints present within the Gateway area.



Figure 19: Streetscape Hierarchy Plan



## Boulevards

Tree-lined boulevards serve as A-minor Arterials, providing the primary connections throughout the east and west sides of the North Gateway Area to I-35W. The boulevards also act as the front door to most of the proposed businesses in the area and should present a distinctive character. Treatments include:

- Pedestrian and bicycle linkages to surrounding development, transit facilities, and open spaces
- Landscaped medians, where possible
- Tree-lined boulevards
- Walkways ranging in width between 5 and 8 feet
- Pedestrian-scale lighting
- Directional signage

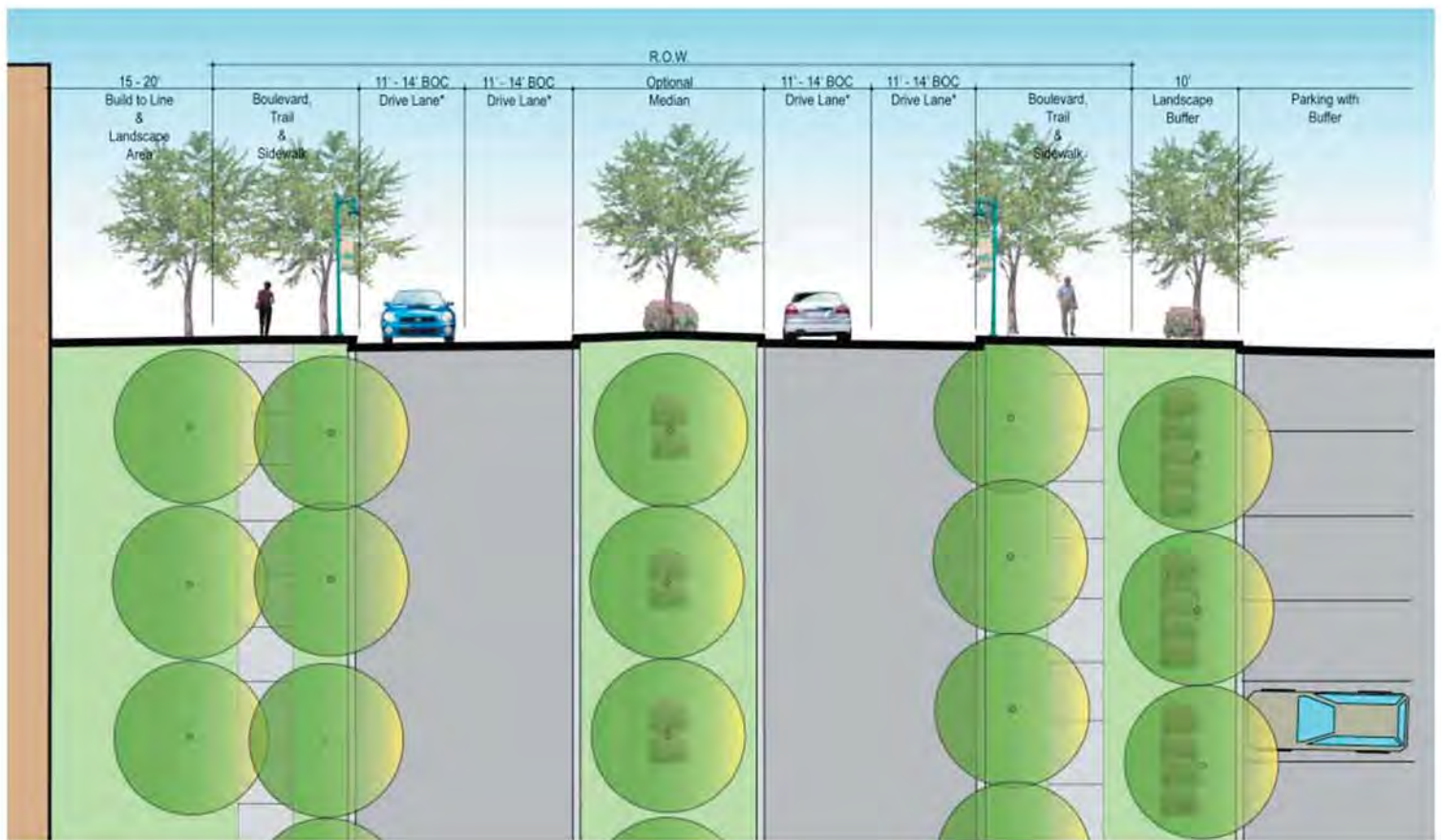


Figure 20: Typical Boulevard Section

\* Whenever possible, drive lane widths should be 11 ft.

## Urban Avenue

The primary east-west street located within the core of Area B is intended to serve as the entrance and open space link as well as the center of activity within the future mixed use center. The sidewalks lining these commercial streets will include the most intense streetscape treatment in the North Gateway District, including:

- On-street parking
- Generous sidewalk space to accommodate outdoor cafes, community festivals, public art, sidewalk sales, and other activities
- Streetscape elements, such as street trees, pedestrian-scale lighting, kiosks, directional signs, sculpture, and benches

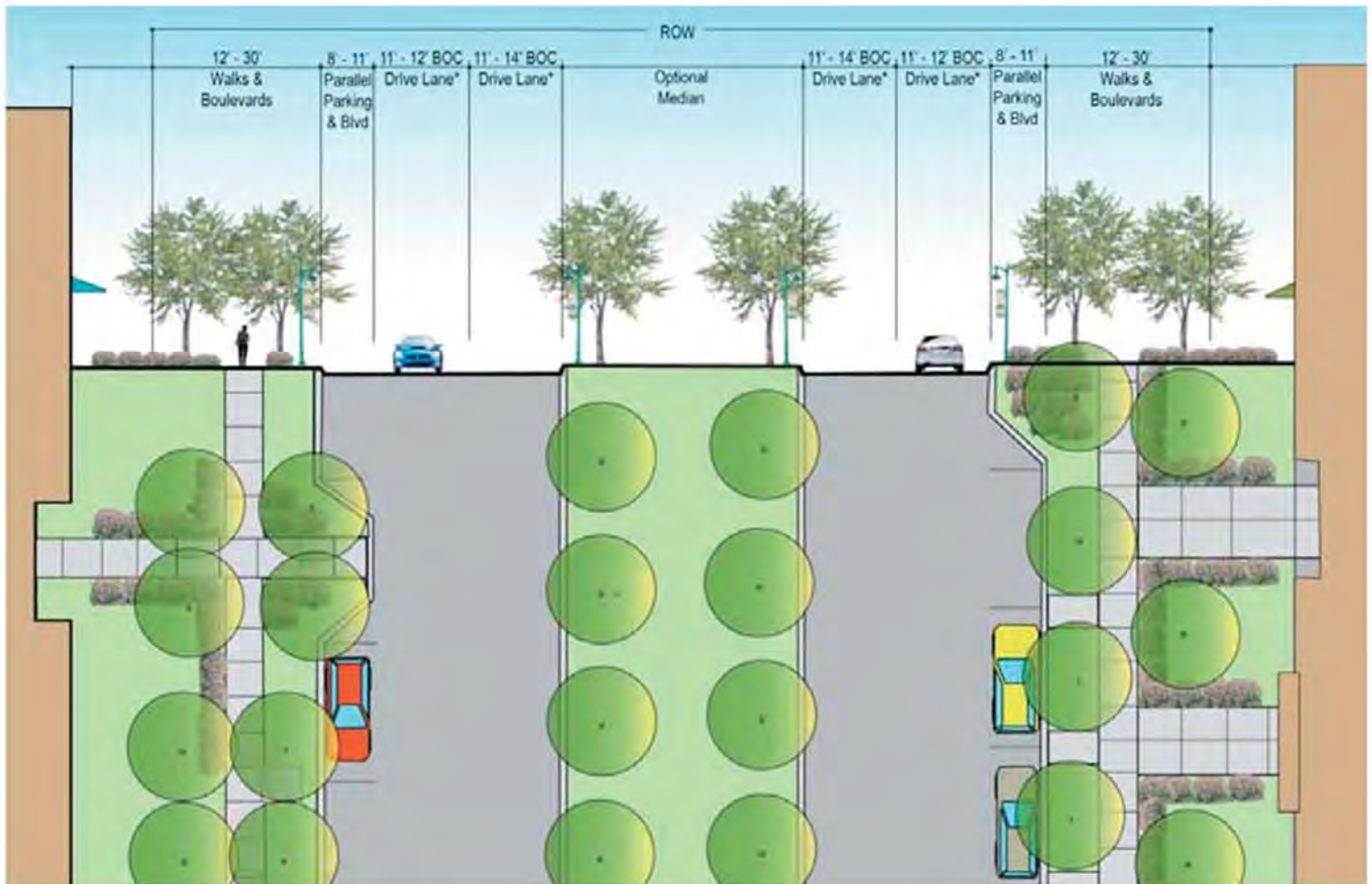


Figure 21: Typical Urban Avenue Section

\* Whenever possible, drive lane widths should be 11 ft.



## Parkway

The proposed parkway in Area C serves as an open space for the future medical campus and a parkway connector to the future lake. Streetscape treatments will add continuity throughout and may include:

- A generous median to provide passive and informal open space
- Parallel parking bays defined with curb bump-outs, where possible
- Tree-lined boulevards
- Walkways ranging in width between 5 and 8 feet
- Pedestrian-scale lighting
- Traffic calming measures such as neck downs and raised crosswalks at intersections
- On-street bike lanes
- Stormwater infiltration areas

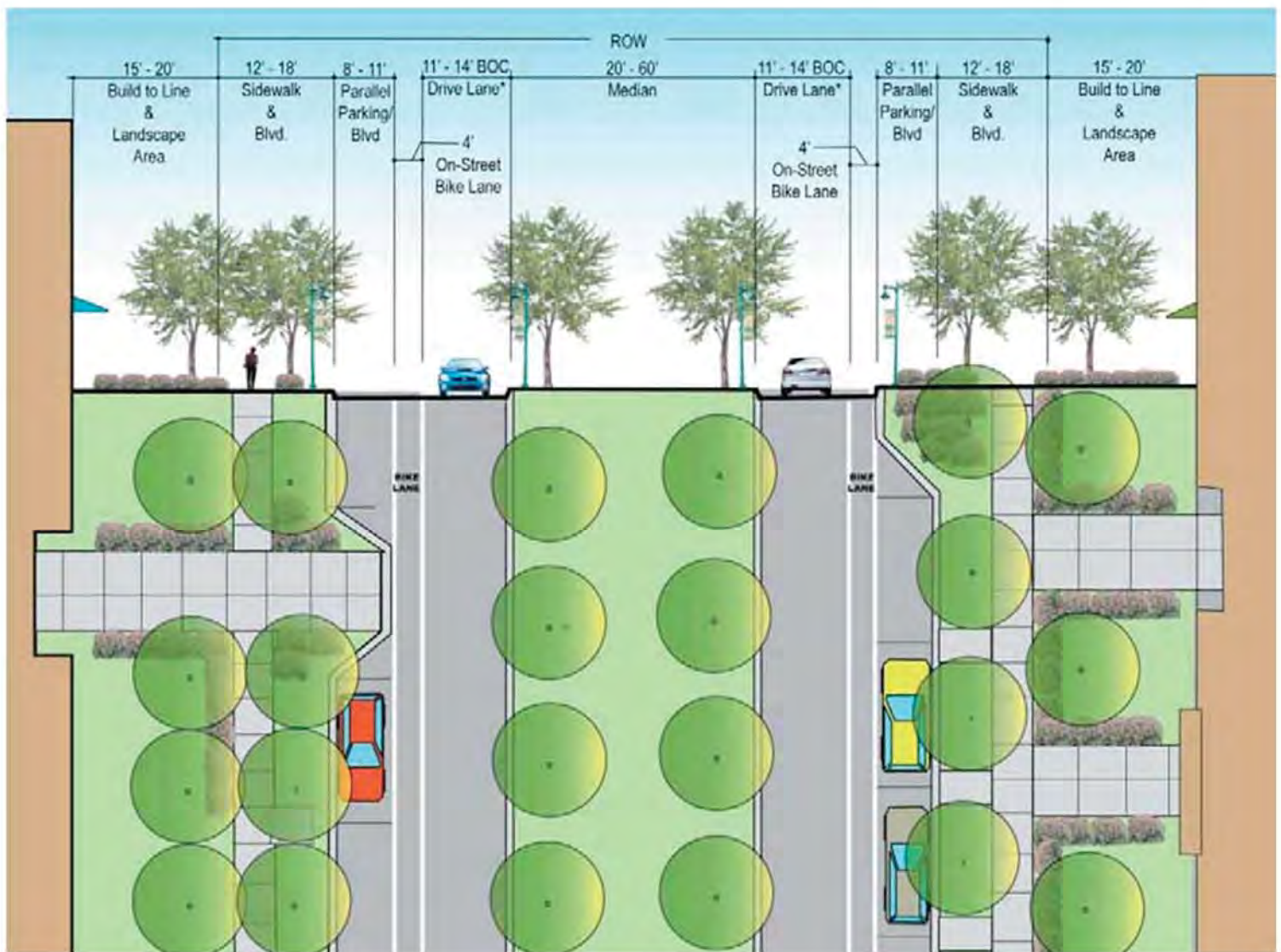


Figure 22: Typical Parkway Section

\* Whenever possible, drive lane widths should be 11 ft.

## Local Street

Local streets serve as linkages between districts and business, transit facilities and parks. Local streets have the lowest intensity of streetscape treatments, and may include:

- Parallel parking
- Tree-lined boulevards
- Walkways ranging in width between 5 and 8 feet
- Pedestrian-scale lighting
- Optional median

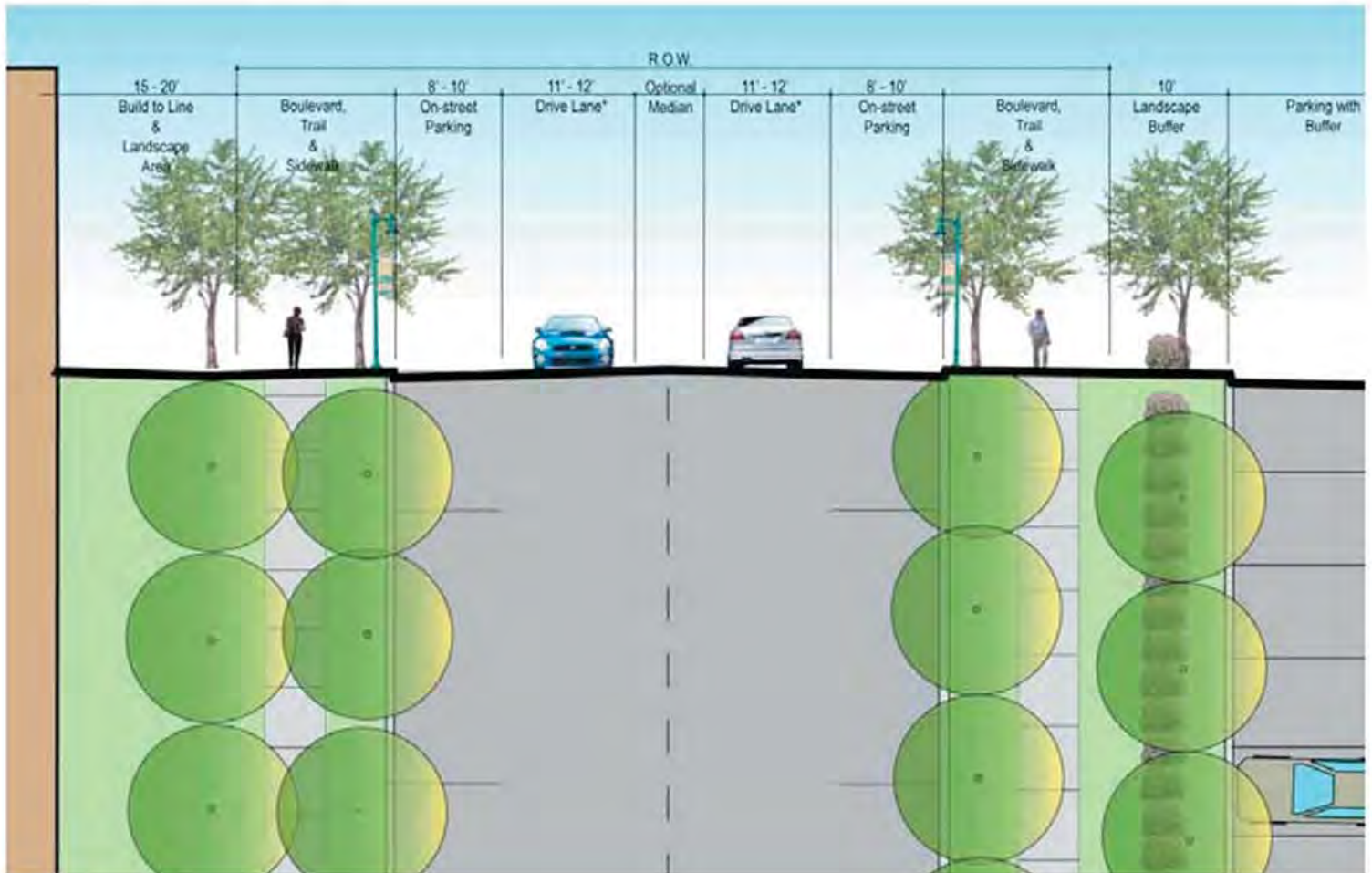


Figure 23: Typical Local Street Section

\* Whenever possible, drive lane widths should be 11 ft.

## Gateway Bridges

Changes to the I-35W interchanges will require reconstruction of new bridges. This presents an opportunity to create distinctive bridges and continue the theme initiated with the Highway 13 and Burnsville Parkway bridges.



## **All SubAreas**

The following standards will apply to development in all of the subareas within the North Gateway District.

### **Location and Screening of Service, Loading and Storage Areas**

Any outdoor storage, service or loading area shall be screened as provided in the City Zoning Ordinance.

Loading docks, truck parking, HVAC equipment, trash collection and other service functions shall be incorporated into the design of the building or screened with walls of similar design and materials to the principle building. Landscape material shall also be incorporated to create a screen of at least 6 feet in height. This will help ensure that the visual and noise impacts of these functions are fully contained.

### **Lighting**

Exterior lighting shall be the minimum necessary for safety and security. Overall light levels should be consistent with the character and intensity of the surrounding areas. Lighting should be designed to relate to building architecture and landscaping. Pedestrian scaled lighting, not exceeding 15 feet in height, should be located adjacent to walkways and entrances to commercial buildings.

Parking lot lighting should be consist of cutoff fixtures and located below the mature height of trees located in parking lot islands.

### **Landscape Treatments**

Landscaping should reinforce the indigenous plant communities found in the Minnesota River Valley and the existing woodlands through the use of bold massings of trees, shrubs, native grasses and wild flowers. Native limestone should be incorporated into retaining walls, entry monuments, and other site features where appropriate.

### **Stormwater Treatments**

Alternative systems will be explored wherever feasible.



# Section 4: Architectural Guidelines

## Building Types - All SubAreas

Buildings should address the street, providing windows and access points to create interest and variety.



Office and Institutional



Mixed Use



Car Dealerships



## Facade Treatment and Ground Level Expression

### Defined Base, Middle and Top

Office, Commercial and Mixed-use buildings in the North Gateway District should have a well-defined base, middle and top. The base, or ground floor, should appear visually distinct from the upper stories, through the use of a change in building materials, window shape or size, an intermediate cornice line, an awning, arcade or portico, or similar techniques. The base or ground floor of the building should include elements that relate to the human scale, including texture, projections, doors and windows, awnings, canopies or ornamentation.

### Distinct Modules

The primary facade(s) of buildings of 40 feet or more in width should be articulated into smaller increments through use of different textures, division into storefronts with separate display windows, ornamental features such as arcades or awnings, or by division of the building mass into several smaller segments.

### Ground Level Expression

Ground Level Expression refers to the way in which a building meets the street. This building/ pedestrian interface is a crucial part of urban design and should provide visual interest, opportunities for sociability, and overall pedestrian safety and comfort. Some methods to distinguish the ground floor from upper floors include: creation of an intermediate cornice line, use of different building materials or detailing, and use of awnings, trellises or arcades. The use of windows and clear entrances will also enhance a building's appearance on the street, and may be further augmented by pocket parks, outdoor cafe seating, and plantings.



#### Mixed - Use

Building with articulated facade, various window sizes and colorful awnings. Top, middle and ground floor; distinct horizontal modules; interesting corner treatment; and a variety of window shapes

#### Office/ Institutional

Buildings w/ defined top, middle and base. Facades define entry and provide visual interest and outdoor pedestrian environments





### Office/ Institutional

Office, Institutional with defined entry and ground floor visual interest

### Car Dealerships

Car Dealerships incorporate unique structures and monuments



### Car Dealerships

Car Dealerships with defined front entrance and articulated facade.  
Minimal parking in front of building



## Structured Parking

Parking structures should comply with all design guidelines for non-residential buildings.

- If possible, the ground floor facade facing should be designed with architectural details similar to other commercial or office buildings
- A parking structures facade should express top, middle and base modules
- Vines or other seasonal landscaping should be used to soften the design of the structure
- All entrances (pedestrian and vehicular) should be clearly defined
- Entrance drives to the parking structure should be located to minimize conflicts with pedestrian traffic



### Treat as Buildings

Good architectural detailing, high quality materials, defined entrance driveways, and readable signs.

### Top, Middle and Base



### Ground level Interest and Security

Ornamental metal work and high quality construction materials.



## Building Materials

All buildings should be constructed of high-quality materials and utilize green, sustainable building practices through the demolition, site preparation, construction, operation and maintenance phases of the building cycle.

- **The Primary building materials** should cover at least 60% of the facade. The materials must be integrally colored and may consist of brick, natural stone, precast concrete units or glass.
- **Secondary building materials** should cover no more than 30% of the facade and may consist of decorative block, stucco, dryvit, cement board siding, or architectural metal panels.
- **Accent materials** may be used on up to 10% of any of the building's facades. These materials may include door and window frames, lintels, cornices, architectural metalwork, glass block, copper flashing, or similar materials.



### Primary Materials

Stone or Precast Concrete and brick facades over more than 60% of the buildings

### Secondary Materials

Decorative block stone highlights building entry and cornice



### Accent Materials

Architectural metal work and window framing



## **Rear Facades and Entries**

The rear entrance to a building may become the primary entrance when parking is located in the interior of a block. Rear building entrances should be improved to include signs, lighting, canopies, windows, landscaping and other complementary elements to create a safe and welcoming access to building entrances.

If parking is located in the rear of a building but no entrance is provided, then a lighted walkway, small identification signs and a directional sign to the front of the building should be provided.

## **Roof Design**

A building's roof line can establish its individuality and interest. Techniques that add interest include varying heights and cornices within an otherwise unified design scheme, using roof line changes to note entrances or bays, and establishing contrasting roof lines at street corners.



Roof variation, and vertical elements clearly define the building character.



High quality materials and articulated roof line.



A distinctive curved roofline delineates the building entrance.

## Green Roofs

Sustainable architecture is a goal of the gateway district. Green roofs provide a useful tool in helping reduce impervious surface, ponding requirements as well as improve water quality. Buildings are encouraged to incorporate a combination of the following green roof types:

- **Intensive:** Full pedestrian access and use.
- **Semi-intensive:** Limited pedestrian access and use.
- **Extensive:** Non-public access roof space.



*Extensive Green Roof*



*Extensive Green Roof*



*Semi-intensive*

## Roof Top Equipment

Roof top mounted mechanical equipment must be completely screened from view from adjacent properties, streets and open spaces. If possible, rooftop mechanical equipment should be screened from view by the building parapet. If a screening material other than the parapet wall is proposed, the equipment should be grouped within a single enclosure and the screen should be designed with durable materials that are compatible with the architectural treatment of the principal building.



## Signs

Commercial districts, with their many businesses vying for attention, can become cluttered with signs. This is particularly true in auto-oriented commercial areas, but can also be the case in pedestrian-centered urban cores. Signs in pedestrian areas should address the scale of the pedestrian, should be simple in materials and message, and enhance the overall street environment. This is not to say that signs cannot be colorful, unusual, or noticeable – in fact, interesting signs can add a memorable dimension to a commercial area. In essence, signs should effectively communicate the character of the business they advertise without overwhelming the pedestrian streetscape.

Signs in residential areas that identify neighborhood entry points should be of the appropriate scale and constructed of the same high quality materials as the residential buildings.



### Entry Sign

High quality materials, and simple design.



### Building Sign

Readable wall signs with simple graphics

### Monument Sign

Commercial monument sign with readable graphics and quality materials.

