



# **DOWNTOWN REDEVELOPMENT FRAMEWORK PLAN**

## **CULMINATION OF 3-PHASE DOWNTOWN STUDY**

*Final Report OCTOBER 2021*





## Table of Contents

<b>PLAN PURPOSE</b>	<b>3</b>	<b>DOWNTOWN CIRCULATION PLAN</b>	<b>28</b>
<b>DOWNTOWN STUDY PROCESS &amp; INVOLVEMENT</b>	<b>4</b>	<i>Downtown Bicycle and Pedestrian Network Plan</i>	29
<i>Process</i>	4	<i>Walk/Bike Bridge Over Highway 55 @ Winnetka</i>	30
<i>Involvement</i>	4	<i>Downtown Vehicle Circulation and Access Plan</i>	31
<b>DOWNTOWN STUDY AREA</b>	<b>5</b>	<b>CIRCULATION AND ACCESS DESIGN GUIDELINES</b>	<b>32</b>
<b>RELATED DOWNTOWN PLANS</b>	<b>6</b>	<i>Streets and Pathways Network</i>	32
<b>DOWNTOWN VISION</b>	<b>7</b>	<i>Sidewalks</i>	32
<b>GUIDING PRINCIPLES</b>	<b>7</b>	<i>Walk/Bike Crossings</i>	32
<b>EXISTING CONDITIONS</b>	<b>8</b>	<i>Trail and Bicycle Facilities</i>	32
<i>Existing Mix of Businesses, Institutions, and Residences</i>	8	<i>Transit Facilities</i>	33
<i>Existing Vehicle Circulation and Access</i>	9	<i>Lighting</i>	33
<i>Existing Pedestrian, Bike and Transit Network</i>	10	<i>Street Plantings</i>	33
<i>2040 Future Land Use Map</i>	11	<i>Street Furnishings</i>	34
<i>Zoning Map</i>	12	<i>Wayfinding Signage</i>	34
<b>DOWNTOWN REDEVELOPMENT ISSUES/OPPORTUNITIES</b>	<b>13</b>	<b>STREET CONCEPTS</b>	<b>35</b>
<b>REDEVELOPMENT/REINVESTMENT OPPORTUNITY AREAS</b>	<b>14</b>	<i>Golden Valley Road Design Guidelines</i>	35
<b>DOWNTOWN LONG-TERM REDEVELOPMENT PLAN</b>	<b>15</b>	<i>Wisconsin Ave Design Guidelines</i>	38
<i>Overall Downtown Redevelopment Concept</i>	15	<b>IMPLEMENTATION</b>	<b>42</b>
<i>Recommended Changes to 2040 Future Land Use Map</i>	17	<i>Downtown Overall</i>	42
<i>SW Quadrant – Redevelopment Concept and Design Guidelines</i>	18	<i>Southwest Quadrant</i>	42
<i>NW Quadrant - Redevelopment Concept and Design Guidelines</i>	20	<i>Northeast Quadrant</i>	42
<i>NE Quadrant - Redevelopment Concepts and Design Guidelines</i>	22	<i>Northwest Quadrant</i>	43
<b>DOWNTOWN SHORT-TERM REDEVELOPMENT PLAN</b>	<b>26</b>	<i>Southeast Quadrant</i>	43
<i>Short-Term Redevelopment Priorities</i>	26	<b>COMMUNITY INPUT</b>	<b>44</b>
		<i>Public Open House on October 21, 2019</i>	44
		<i>Online Comment Form (November/December 2019)</i>	44
		<i>Downtown Walking/Biking Survey (August/September 2019)</i>	44
		<i>Golden Valley Downtown Phase 3 Survey (Spring 2021)</i>	44



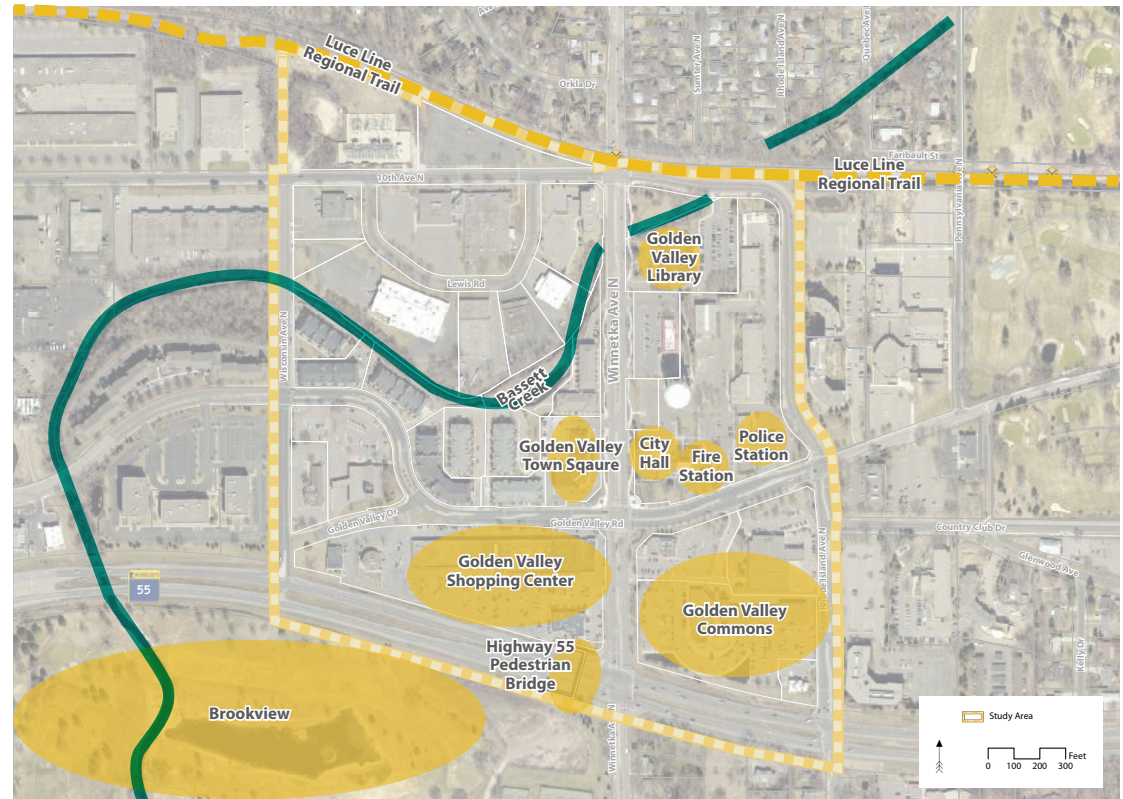
## PLAN PURPOSE

Downtown Golden Valley is the community's main hub for restaurants, stores, services, and civic institutions. As part of the Downtown West area, the downtown was identified as one of four key redevelopment areas/planning districts in the 2040 Comprehensive Plan. Golden Valley has a legacy of downtown revitalization efforts over the years, including the civic campus, Winnetka Ave streetscape features, and private redevelopment projects (e.g. Golden Valley Commons, Town Square, Wesley Commons housing, Valley Square Commons housing). However, some areas in the downtown are in need of reinvestment or redevelopment and are beginning to attract developer interest.

The purpose of the downtown study was to evaluate the issues and opportunities present in the downtown, explore alternative redevelopment and placemaking concepts, and identify both a short-term and long-term downtown vision and framework plan. The City's interest is to create a more defined downtown by establishing a cohesive redevelopment plan for the entire downtown, including the four quadrants surrounding the intersection of Winnetka Ave and Golden Valley Road. The downtown area consists of the two commercial quadrants along Highway 55, the civic campus, townhouse and apartment residences west of Winnetka Ave, and the commercial-industrial area north of Bassett Creek. In conjunction

with the 2021 Golden Valley Municipal Facilities Study, the downtown study includes a focused exploration of ways to improve, reorient, and/or redevelop the civic campus to support high quality municipal services, enhance the downtown as a community gathering place, and maximize the potential long-term value of this key downtown site. Since the community has prioritized the development of an improved walk/bike system throughout the community, in particular in the downtown, the downtown study also focuses on improving walk/bike connectivity within and to/from the downtown. Finally, the downtown study was charged with identifying the City's role in future downtown reinvestment and redevelopment.

The downtown study consisted of three phases that took place from 2018 to 2021. These three phases are described in the Downtown Study Process and Involvement section on the next page. The Downtown Redevelopment Framework Plan is the culmination of the three-phase process. The planning process involved meetings with the City Staff Team, Planning Commission/City Council, property owners/stakeholders, and the general public. The Framework Plan includes a downtown vision and guiding principles for preferred redevelopment and placemaking in the downtown core, site redevelopment concepts within each quadrant of the downtown, downtown vehicular circulation and access improvements, and a detailed bike/walk system plan.





2019 Open House

## Involvement

- City Staff
- City Council/Planning Commission
- Property owners/stakeholders meetings
- Hennepin County Library and Transportation
- Public Open House on October 21, 2019
- Online concept review and comment form Fall 2019
- Online survey for downtown vision and concepts in Spring 2021



# DOWNTOWN STUDY PROCESS & INVOLVEMENT

## Process

### 2040 Comprehensive Plan Update (2018/2019)

- Downtown West identified as a planning district in need of further study
- Included a larger area west to Hwy 169, east to Country Club

### Downtown Study Phase 1 (Summer/Fall 2018)

- City worked with a panel of local real estate, development and finance experts (ULI MN)
- Recommendations included focusing on a smaller core downtown area, redevelopment sites, strong market potential, improving connectivity, public-private partnerships

### Downtown Study Phase 2 (Summer/Fall 2019)

- Envisions the future of the civic campus as buildings age and need reinvestment/replacement
- Explored targeted potential redevelopment scenarios
- Explored walk/bike connections between the regional trail and Brookview/south of Hwy 55
- Developed a detailed downtown walk/bike plan
- Gathered community input
- Identified a draft vision and guiding principles for future downtown changes

### Municipal Facilities Study (2021)

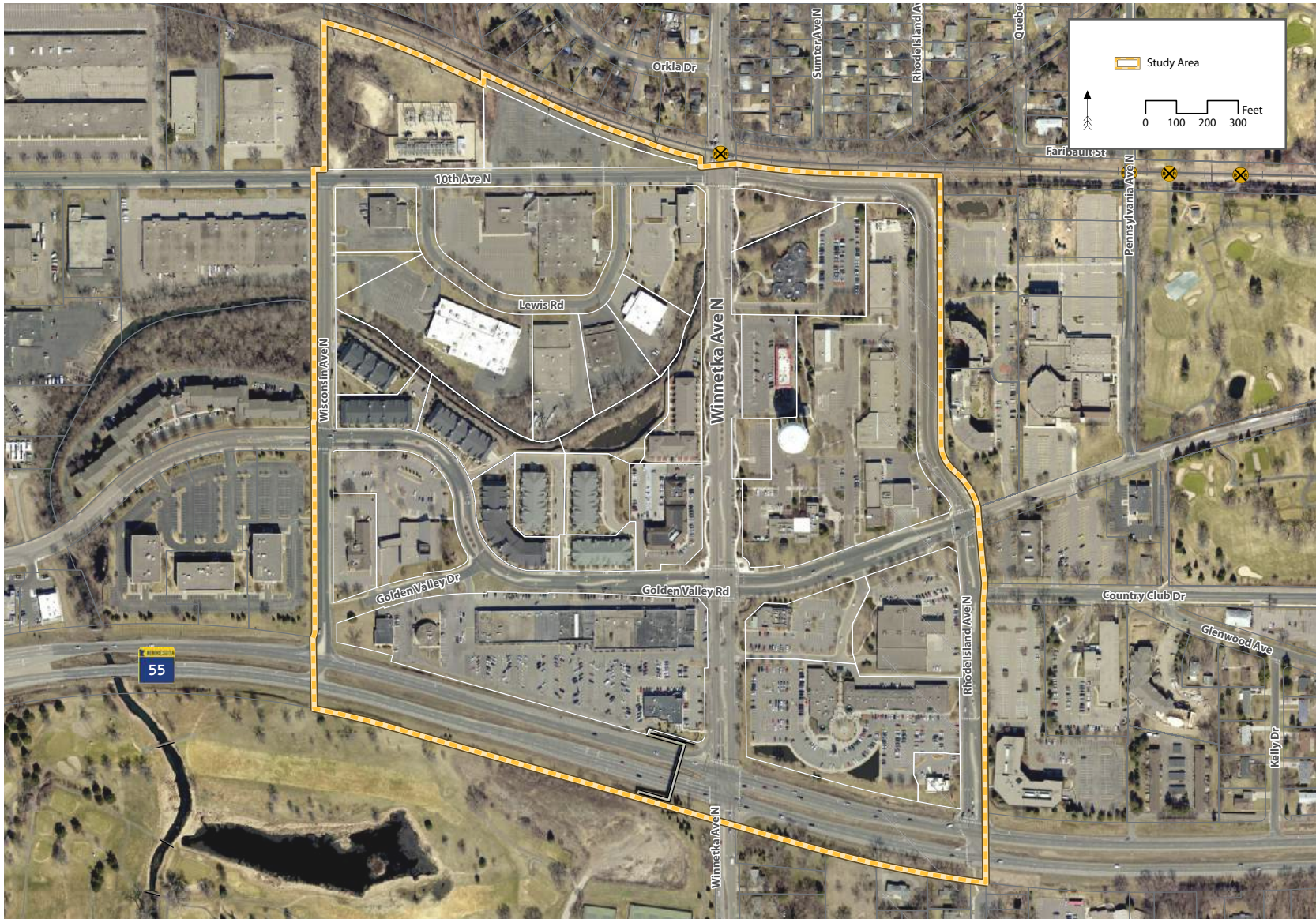
- Evaluation of all municipal facilities in the downtown (City Hall, Police, Fire, Public Works) as well as the two fire stations outside of downtown and the Public Works buildings/yards at 10th Avenue and Highway 169
- Brookview Community Center and recreation facilities were not part of the study
- Explores and recommends the relocation and development of new municipal facilities in the northeast quadrant of the downtown, including site and building configurations
- This study occurred in conjunction with the Downtown Study Phase 3

### Downtown Study Phase 3 (2020/2021)

- Finalize the downtown vision and guiding principles
- Additional meetings with property owners/stakeholders
- More detailed planning and design of site and street concepts
- Establish design guidelines for site and street redevelopment
- Identification of implementation approaches
- Coordination with Municipal Facilities Study
- Assembly of a Downtown Redevelopment Framework Plan document

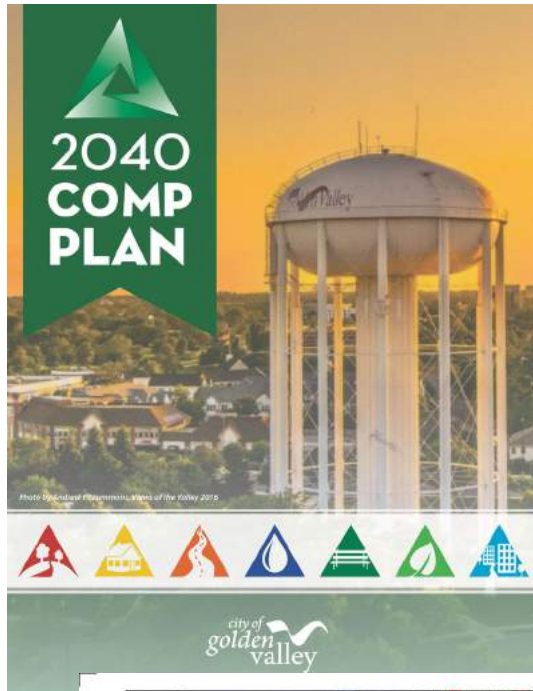


## DOWNTOWN STUDY AREA



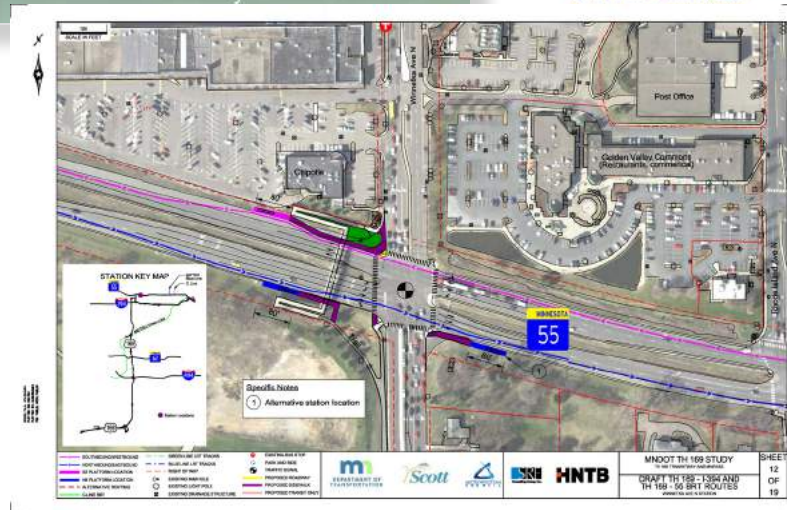


## RELATED DOWNTOWN PLANS



**DOWNTOWN GOLDEN VALLEY  
WALK/BIKE CONNECTIVITY**  
ACTIVE LIVING COMMUNITY ENGAGEMENT PROJECT

- Golden Valley 2040 Comprehensive Plan
- Golden Valley Municipal Facilities Master Plan
- Downtown Golden Valley Walk/Bike Connectivity Plan
- Highway 55 - Highway 169 Mobility Study
- Downtown Study Phase 2 Community Input Report





## ★ DOWNTOWN VISION

Golden Valley's downtown will continue to evolve into the community's central and most identifiable destination for a wide variety of places and activities desirable for city residents, employees and visitors. The downtown is home to places to shop, eat and drink, access civic services, work, live, walk, bike, sit outside, enjoy recreational and natural spaces, and interact with neighbors. Through strategic reinvestment and redevelopment, the downtown will become a more attractive, connected, and welcoming place conveniently accessible for people to gather, walk, bicycle, drive, and take transit.

## ✓ GUIDING PRINCIPLES

1. **Weave together all four quadrants of the downtown for walking and bicycling** through development of a more desirable walking environment, an expanded bike/walk network, and improved walk/bike street crossings.
2. **Improve circulation and access for people driving and parking** within the downtown including new connections through existing superblocks.
3. **Attract a greater variety of uses to the downtown** to make it a stronger destination, including employment opportunities, unique restaurants, entertainment, daily needs (e.g. grocery, pharmacy), and recreation; while also respecting and supporting existing businesses to thrive in the downtown.
4. **Center our community center** by reorganizing civic services and the library into a more cohesive campus that embraces Bassett Creek and enables business expansion in the downtown core.
5. **Expand and cluster commercial uses at the downtown's core intersection** of Winnetka/Golden Valley Road and in prominent locations along Hwy 55.
6. Ensure that **buildings and outdoor gathering spaces have a strong orientation toward the downtown's main streets** – Winnetka Ave and Golden Valley Road.
7. Leverage redevelopment to **incorporate additional public outdoor gathering spaces** in the form of plazas, outdoor seating areas, small parks, and trails.
8. **Strengthen the downtown's connectivity** to adjacent neighborhoods and recreational amenities, particularly Brookview and the Luce Line Regional Trail.
9. **Add new housing and job options** that have convenient access to commercial, transportation and recreational amenities and contribute to a desirable downtown living and working environment.





## EXISTING CONDITIONS

### Existing Businesses, Institutions, and Residences

The overall downtown is currently home to a broad mix of uses, including the following:

- Northeast – primarily institutional uses including municipal facilities, county library, and a natural area along Bassett Creek, as well as a McDonald's restaurant
- Southeast – Golden Valley Commons retail, restaurant, and service businesses; U.S. Post Office
- Southwest – Golden Valley Shopping Center retail, restaurant, and service businesses; some freestanding businesses west of the shopping center
- Northwest – residences along Golden Valley Drive and Winnetka; Golden Valley Town Square mixed use building (retail/office); industrial and commercial businesses north of Bassett Creek

### Existing Mix of Businesses, Institutions, and Residences



Figure 1.1 *Existing Mix of Businesses, Institutions, and Residences*

Orally's Auto  
Park  
Home  
Auto  
Ragdoll  
Furniture  
Design  
Hobby  
Mart

Mach 1 Car Audio &  
Security  
No Home Insurance  
Pilgrim Dry Cleaners  
Liquor  
Barn  
Mia Products  
Aesthetics  
Heavy Jobs  
UPS

Golden Valley  
Talon  
Curtain Trim  
Barbers  
Rup's & Stuff  
W & A Import & Co  
Triple D Espresso  
Golden Valley Animal  
Hospital  
Berglund's Studio  
Doranne's

Rx My Busted Computer  
New Asian Nails  
Bar Wu Hair Floral  
Snap Fitness  
Block Advisors  
Any Lee Hair  
1001 Business Management  
Back in Shape Chiropractic  
Westwood Foot Clinic  
Mainstream Boutique

Dairy  
Queen  
The Hearing  
Center  
Subway  
Cedar Lake Wine Company  
Pondview Mexican Grill  
Massage Envy  
Pam's Salon  
Totally Tan & Spa  
Papa John's Pizza



## Existing Vehicle Circulation and Access

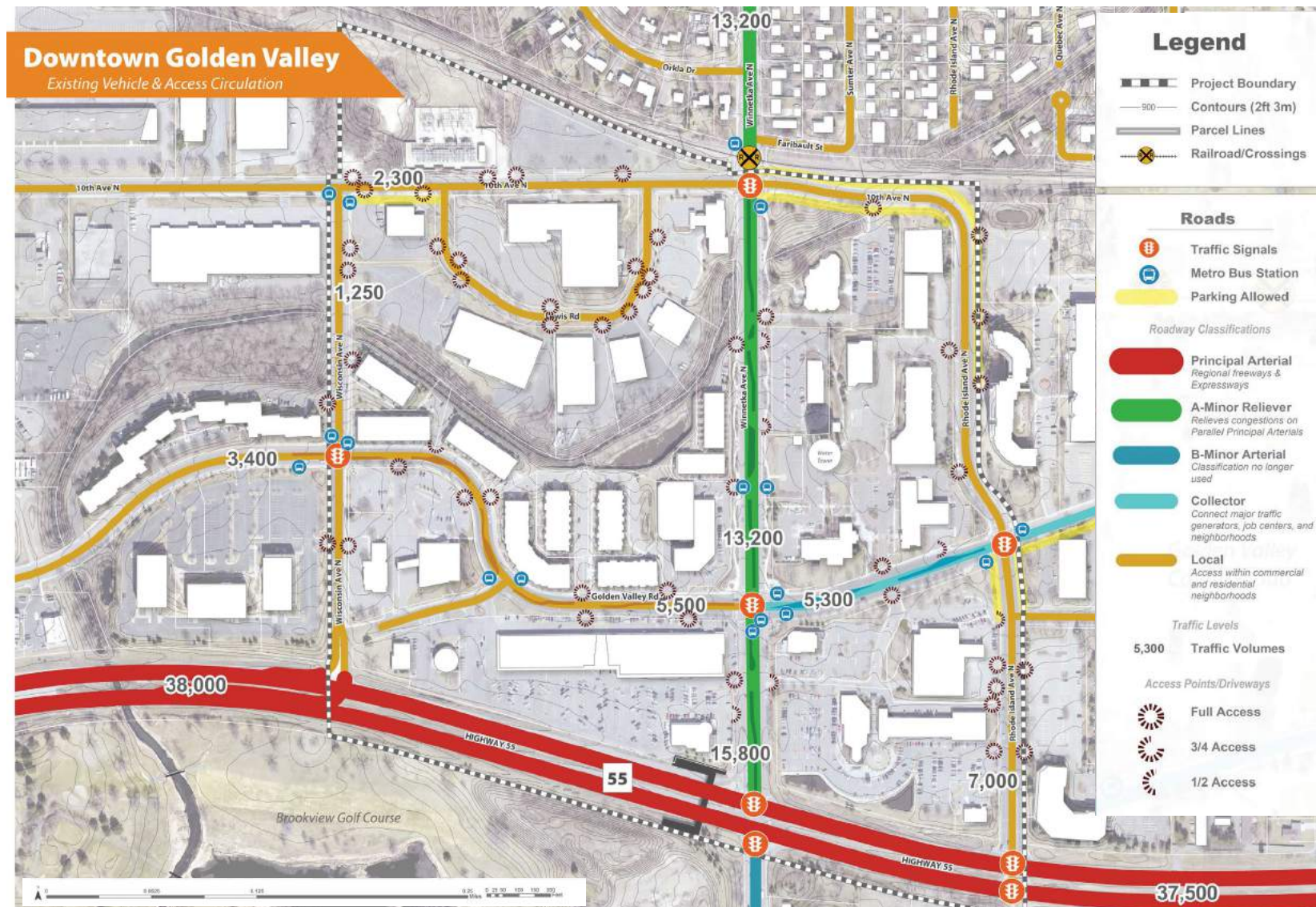


Figure 1.2 *Existing Vehicle Circulation and Access*

### Existing Vehicle Circulation and Access

Map shows the downtown's existing vehicle circulation and access network, including roadway functional classifications, intersections/driveways (full vs. 3/4 vs. 1/2 access), traffic signals, bus stops, on-street parking, and traffic volumes.



## Existing Pedestrian, Bike and Transit Network

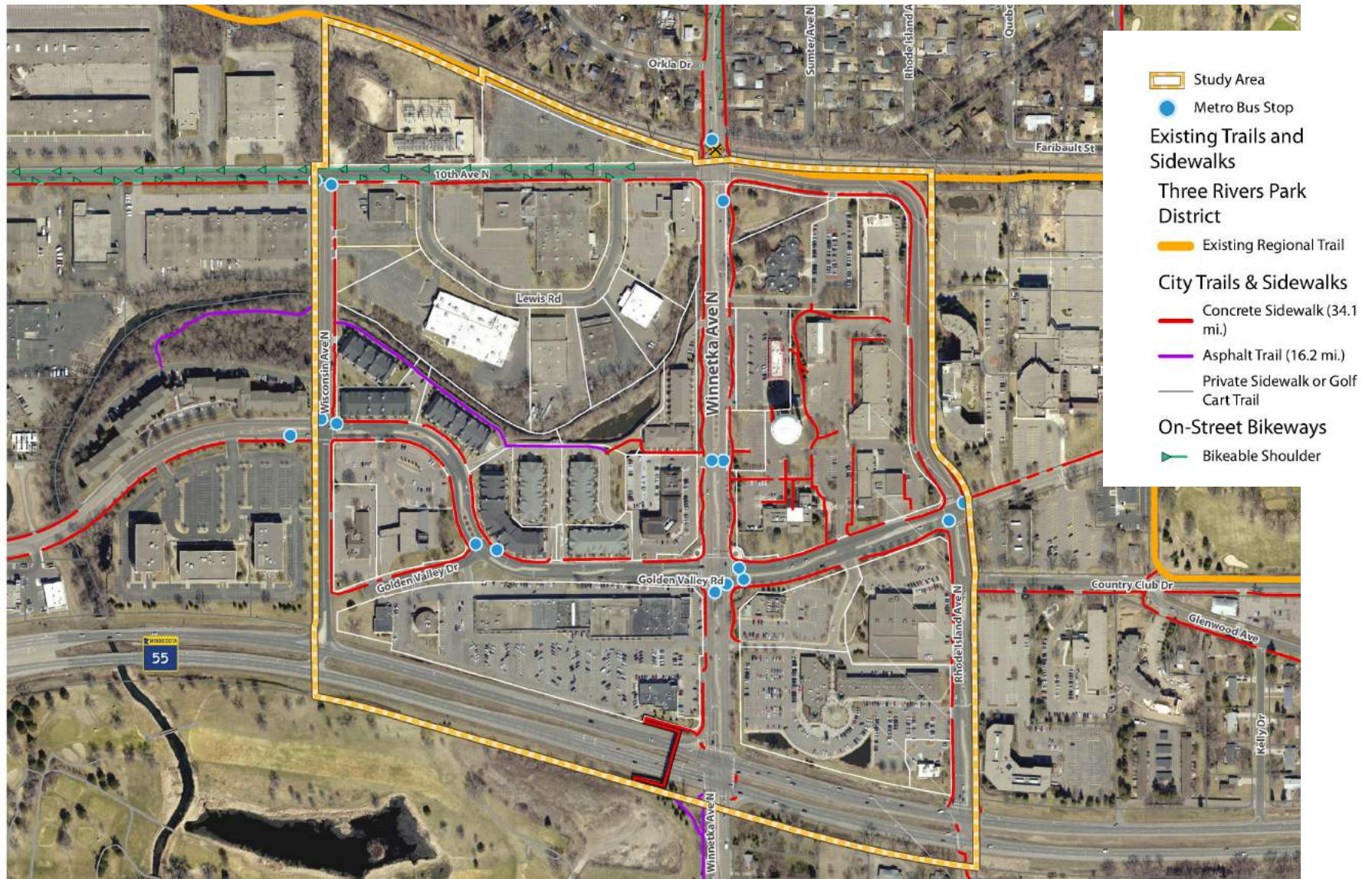


Figure 1.3 *Existing Pedestrian, Bike and Transit Network*

### Existing Pedestrian, Bike and Transit Network

Map shows the downtown's existing network of sidewalks, regional trails, city trails, private walkways, on-street bike facilities/shoulders, and bus stops.



## 2040 Future Land Use Map



Figure 1.4 2040 Future Land Use Map

### 2040 Future Land Use Map

The 2040 Land Use Plan shows the future land use guidance for the downtown. Two areas were changed to Mixed Use – Neighborhood as part of the recent 2040 Comprehensive Plan Update

- Southwest – north of Golden Valley Drive
- Northwest – north of Bassett Creek

## Zoning Map

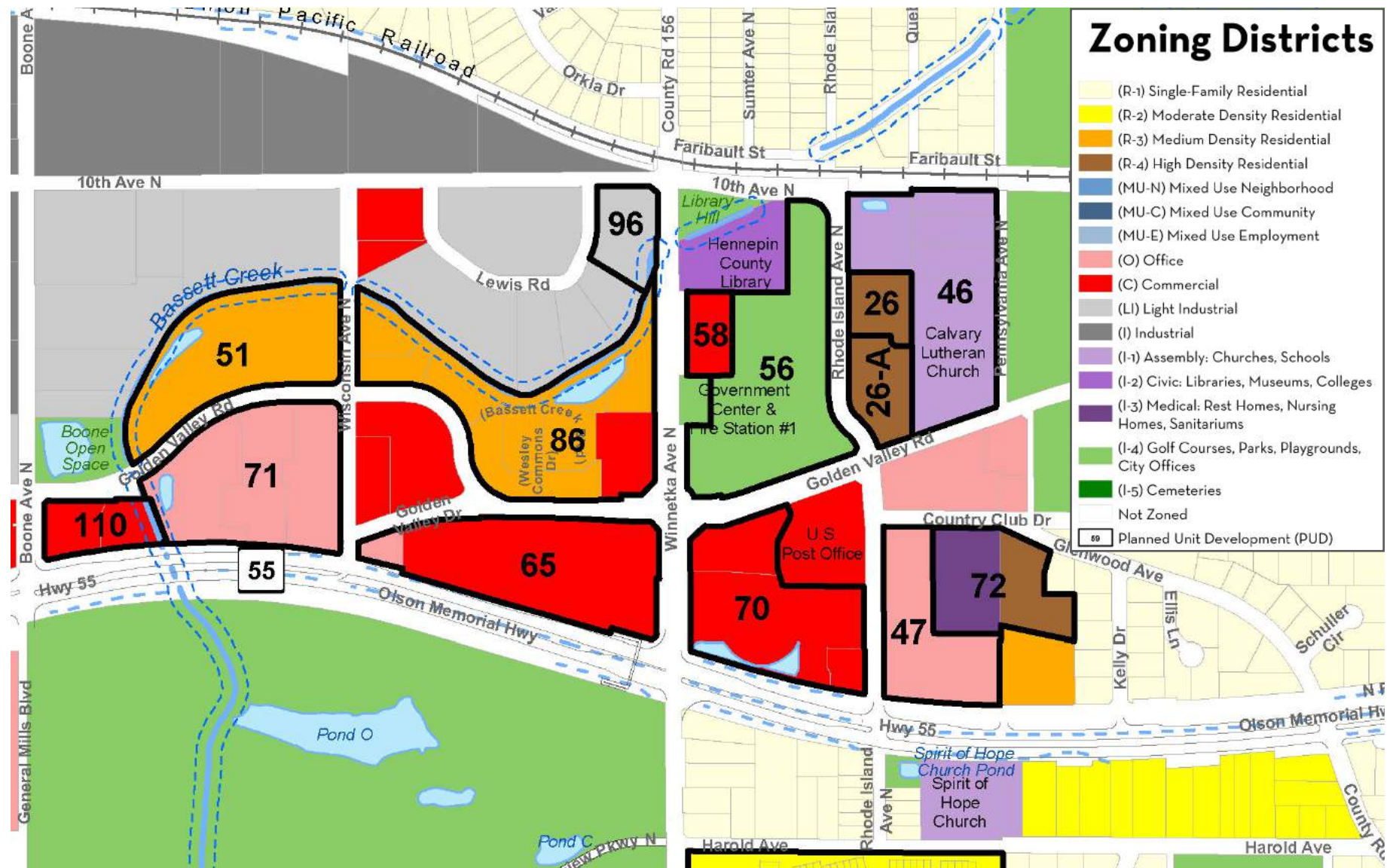


Figure 1.5 Golden Valley Zoning

## Zoning Map

The Zoning Map shows the current zoning districts for the downtown. Inconsistencies with the 2040 Future Land Use Map are the two Mixed Use – Neighborhood areas identified above and the U.S. Post Office site (Commercial zoning vs. Civic land use).



# DOWNTOWN REDEVELOPMENT ISSUES/OPPORTUNITIES

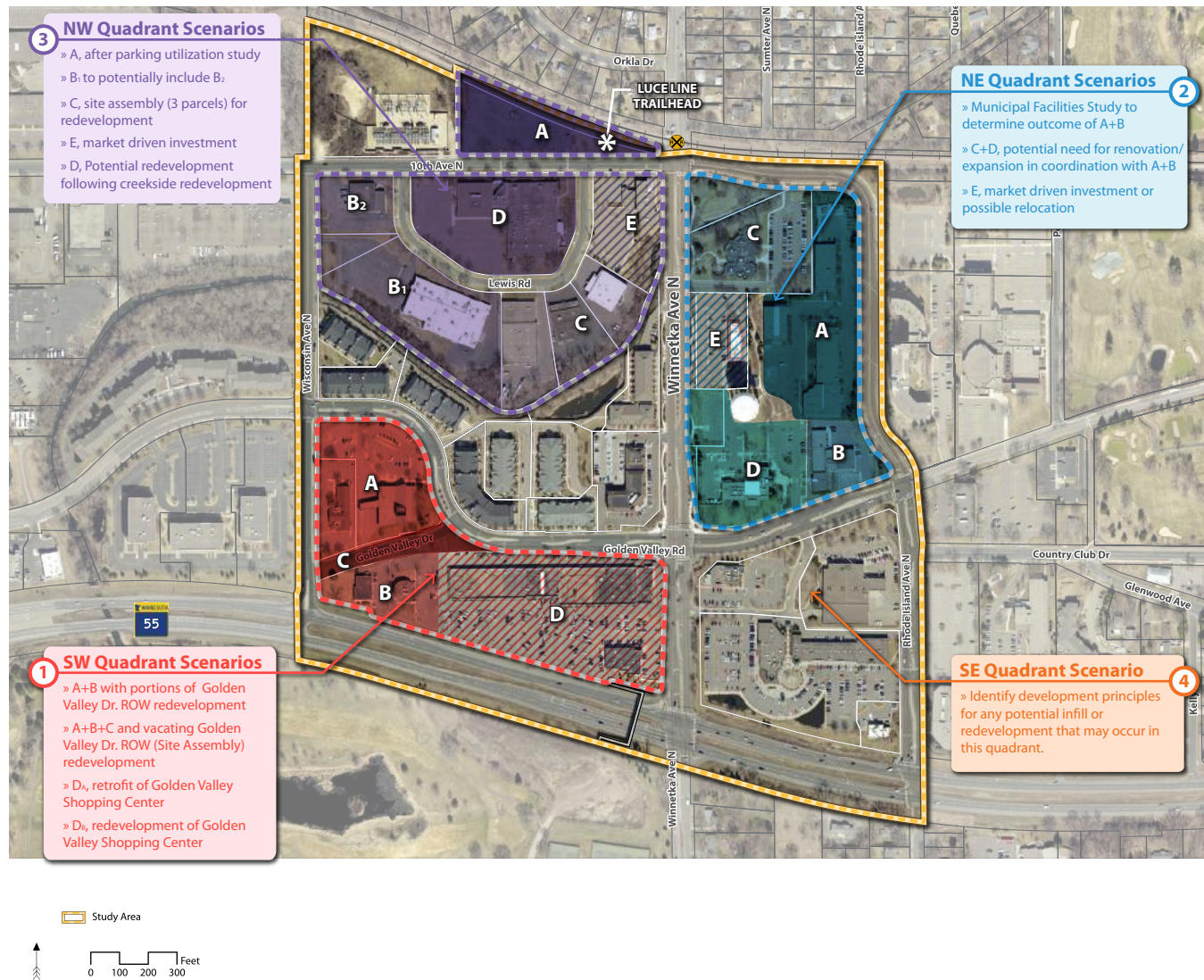
## Issues

- **Commercial** buildings in need of reinvestment and updating
- Some industrial buildings are obsolete and converting to non-industrial uses
- Most buildings are not oriented to the downtown street main streets and sidewalks – Winnetka Ave and Golden Valley Road, e.g. Golden Valley Shopping Center's blank back wall faces Golden Valley Road
- Fire/police facilities need more space and upgrades, which resulted in a recent expansion/consolidation study
- The downtown core essentially consists of 4 quadrants that are not well connected
- Existing development is dominated by one-story buildings and large surface parking lots
- Walking environment is not comfortable or inviting including:
  - *high traffic and wide streets that make street crossings challenging*
  - *lack of pedestrian streetscape design*
  - *large surface parking lots separate buildings from sidewalks*
- Lack of bicycling facilities/trails
- Challenging for walking/biking access to the pedestrian bridge over Hwy 55

## Opportunities

- Growing interest in development projects in the area, including residential and new businesses
- Lots of community interest in attracting more businesses, particularly a grocery store and pharmacy
- Community support for a broad mix of uses in downtown, including adding new housing options in the downtown
- 2040 Comprehensive Plan's long-term guidance for more mixed land uses in downtown core area
- The City's interest in exploring future opportunities for the civic campus block as part of needs for reinvestment, expansion, relocation of facilities, including potential relocation of the public works facilities outside of the downtown core
- The downtown is adjacent to major recreational amenities, including regional trail and Brookview
- The City has prioritized improving the walking and biking network in the downtown
- Community interest in a new walk/bike bridge over Hwy 55
- Planned Bus Rapid Transit (BRT) stations on Hwy 55 at Winnetka Ave
- Community's desire for a public open space or multiple smaller public spaces in the downtown
- Bassett Creek is a hidden asset





## REDEVELOPMENT/ REINVESTMENT OPPORTUNITY AREAS

The City's intent is to promote redevelopment/reinvestment opportunities through proactive planning, policy changes, regulatory changes, public infrastructure investments, and municipal redevelopment tools. Based on analysis and understanding of current property uses and market conditions, the downtown study area has been broken down into potential redevelopment/reinvestment sites and phasing.

Figure 1.6 *Redevelopment Opportunity Areas and Potential Phasing*

# DOWNTOWN LONG-TERM REDEVELOPMENT PLAN

## Overall Downtown Redevelopment Concept

- Redevelopment is anticipated on three of the four quadrants – Southwest (SW), Northeast (NE) and Northwest (NW) – but not on the more recently redeveloped Southeast (SE) quadrant
- Mixed use redevelopment is proposed for all three redevelopment areas
- The 2020 Municipal Facilities Needs Study will provide additional long-term needs, options, and direction for determining the priorities, sequencing, and financing of any changes to the civic campus
- The NE quadrant is envisioned as a consolidated civic institutional area on the northern portion with a mix of commercial and residential on the southern portion with a signature bike/walk pathway and public outdoor gathering spaces running through the middle of the site
- The SW quadrant is envisioned as a mix of commercial and residential uses with some multi-story buildings
- The NW quadrant is envisioned as a desirable area for creekside residential redevelopment, including new housing types for downtown



*Commercial with outdoor dining example*



*Mixed use and pedestrian crossing example*



*Creekside tunnel trail example*



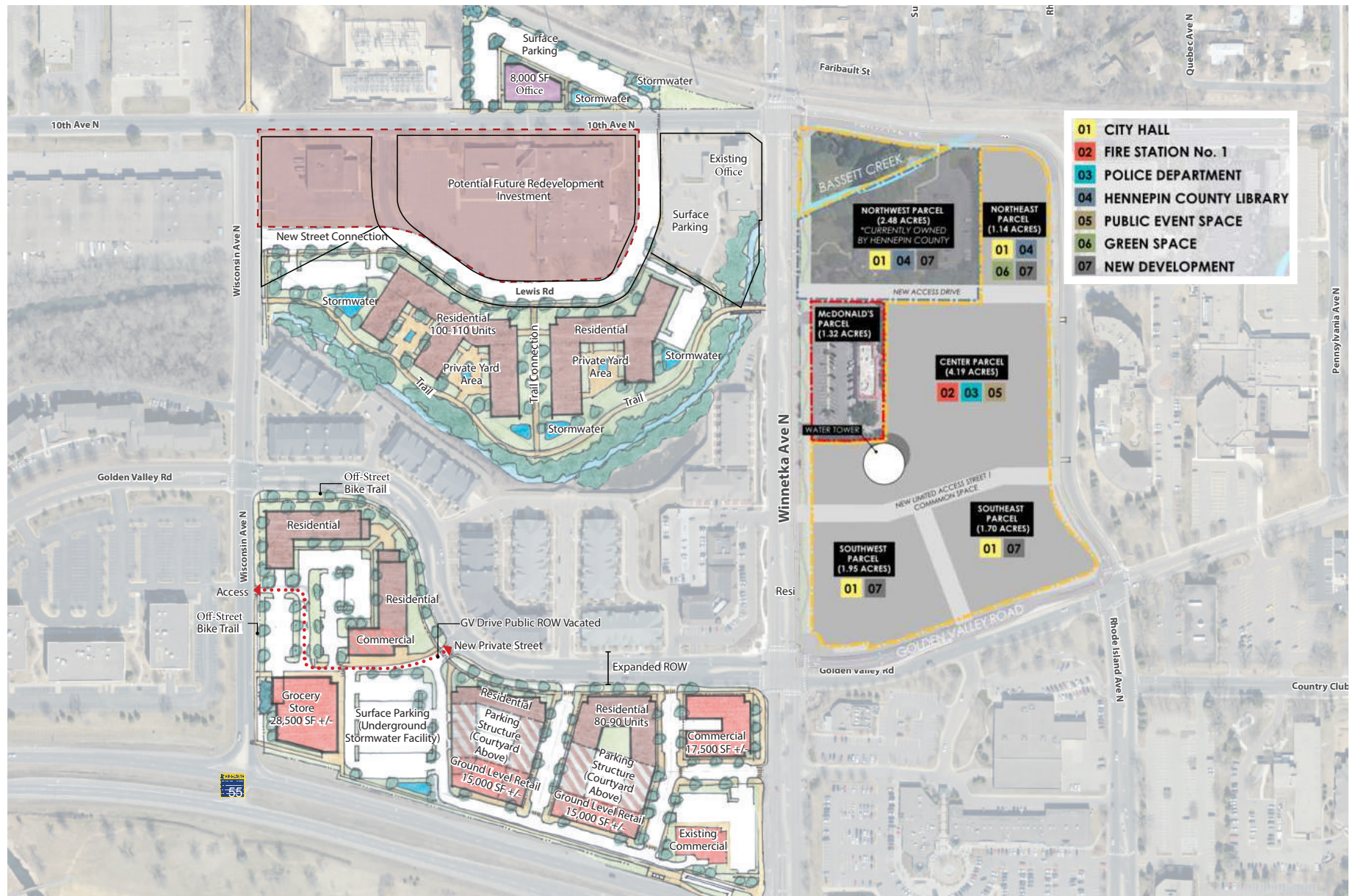


Figure 1.7 *Downtown Long-Term Redevelopment Concept Plan*



### Recommended Changes to 2040 Future Land Use Map

- Southwest Quadrant: Change 2040 Future Land Use Map from Retail/Service and Mixed Use Neighborhood to the Mixed Use Community land use designation.
- Northeast Quadrant: Change 2040 Future Land Use Map from Civic to the Mixed Use Community land use designation for the southern portion of the block.
- The Zoning Map should also be amended to align with the amended 2040 Future Land Use Map.

### Recommended Changes to 2040 Future Land Use Map

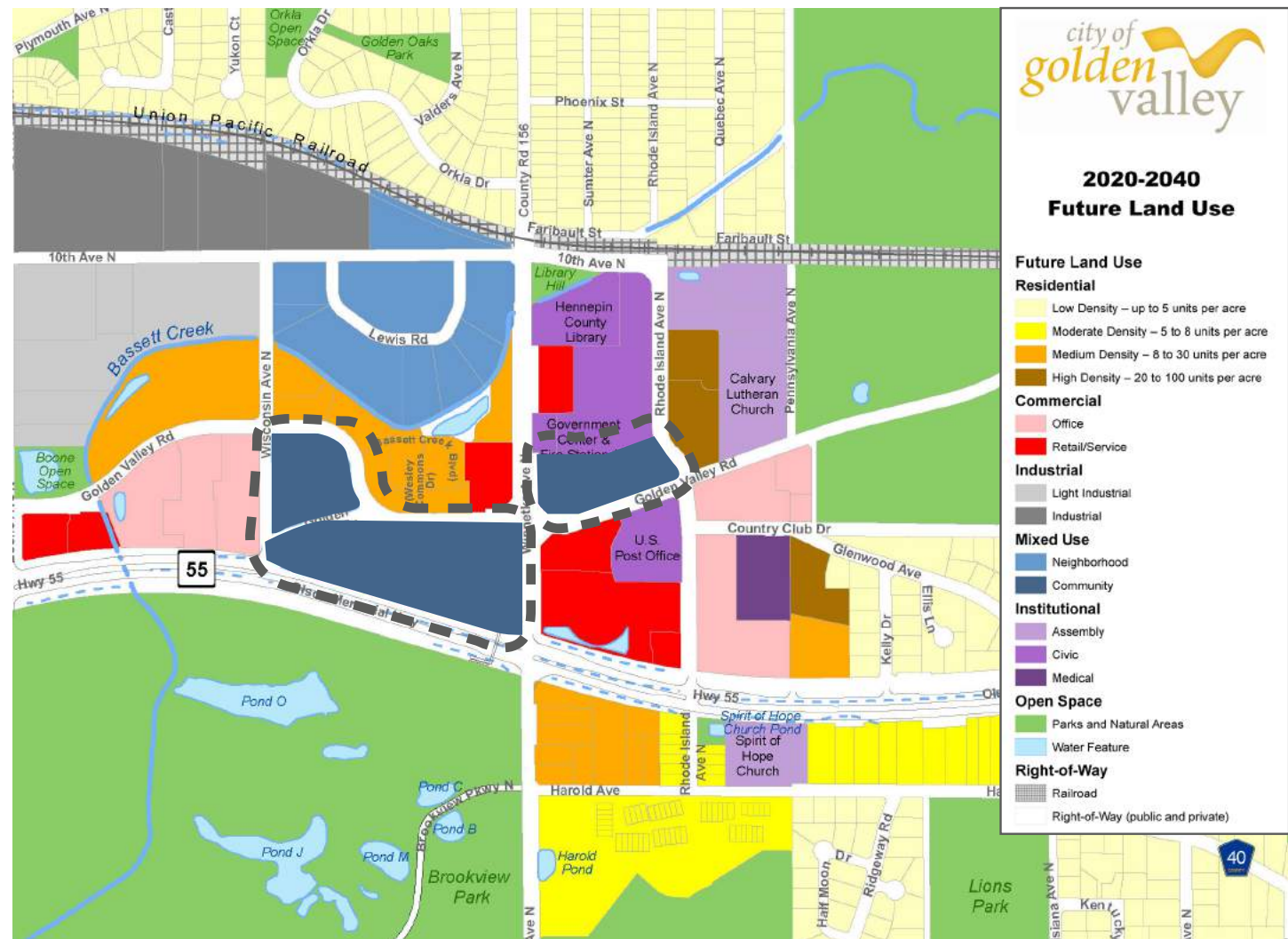


Figure 1.8 Recommended Changes to 2040 Future Land Use Map



## SW Quadrant – Redevelopment Concept and Design Guidelines

1. Land uses should be a mix of commercial and residential, including vertical and horizontal mixed use.
2. Commercial redevelopment should be located for good visibility from Winnetka Ave and Highway 55 while residential should be primarily oriented to Golden Valley Road and Wisconsin Ave.
3. Residential redevelopment should include the addition of new housing types for the downtown that are compatible with existing housing
4. Redevelopment should create smaller “blocks” in the downtown that improve circulation and access to businesses and residences.
5. Private shared use streets, which create the new blocks, should be designed to accommodate driving, bicycling, and walking circulation and access.
6. The City should consider vacating the Golden Valley Drive public right-of-way, which no longer connects to Wisconsin Ave, to increase opportunities for land assembly and creating an alternate roadway connection between Golden Valley Road and Wisconsin Ave.
7. A new roadway connection, potentially a public or private street, should be provided between Golden Valley Road and Wisconsin Ave and adding a full access intersection on Wisconsin Ave.
8. Parking areas should be designed as a combination of smaller surface parking lots, rather than one large parking lot, and parking structures.
9. Redevelopment could be phased west to east with the first phase potentially assembling all or some of the four freestanding buildings on the western portion of the site.
10. In conjunction with redevelopment, Golden Valley Road should be widened to accommodate street improvements, including an off-street walk/bike trail and a planted boulevard separating the trail from the street.
11. An off-street walk/bike trail should be added along the east side of Wisconsin Ave and north side of Hwy 55 to the pedestrian bridge.

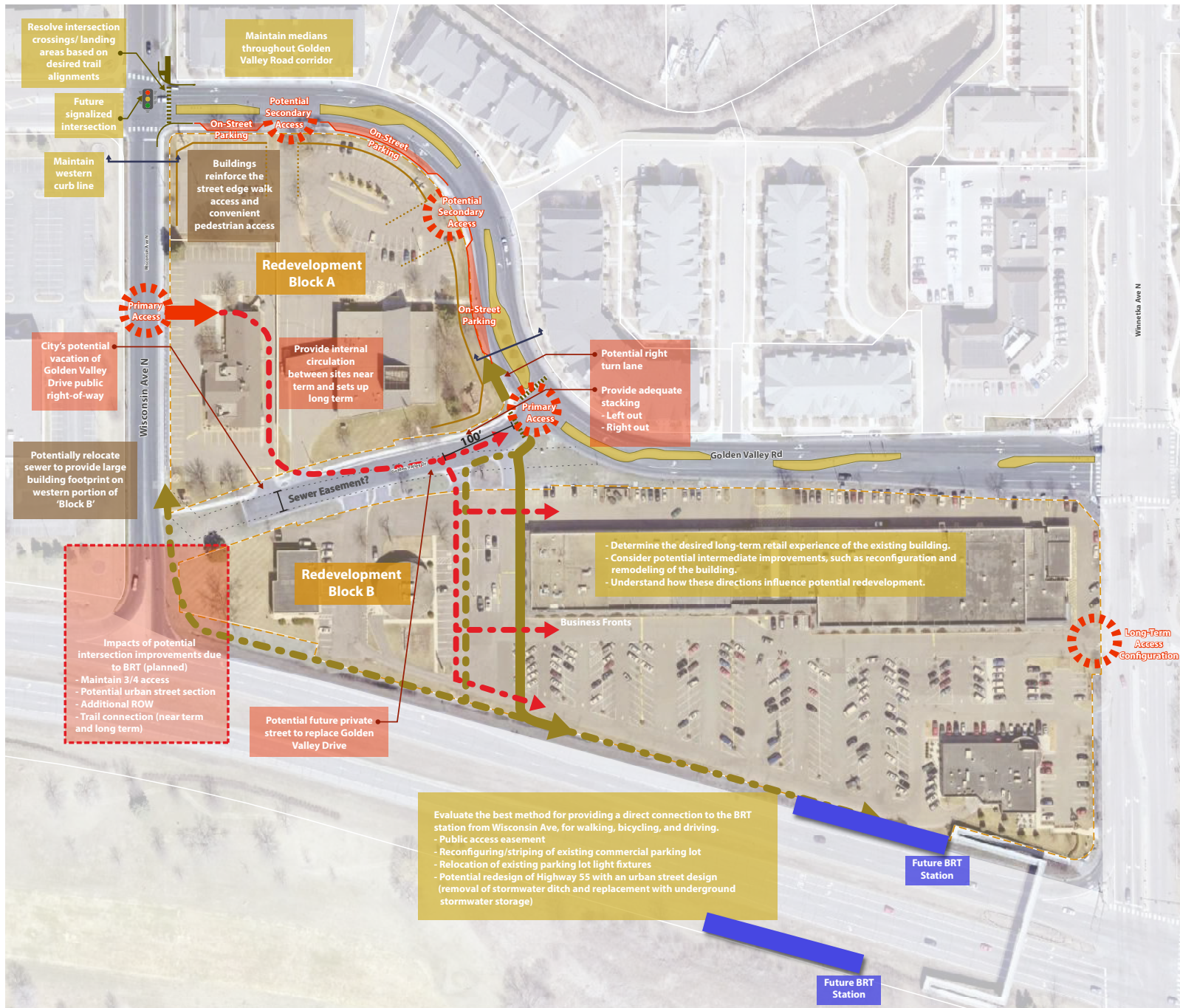


Figure 1.9 **Southwest Quadrant Redevelopment Concept Plan**



*Commercial with outdoor dining example*





Commercial with outdoor dining example



Grocery store example



Mixed use and parking garage example

Figure 1.10 Southwest Quadrant Redevelopment Framework Diagram





*Residential example*



*Residential courtyard example*



*Creek trail bridge example*

## NW Quadrant - Redevelopment Concept and Design Guidelines

1. A trail connection should be added between the Luce Line Regional Trail and Wisconsin Ave through acquisition of a public land corridor or public easement.
2. The sidewalk on the east side of Wisconsin Ave should be replaced with a multi-use trail to provide an off-street walk/bike connection between the Luce Line Regional Trail and the Hwy 55 pedestrian bridge, Brookview, and the future BRT stations.
3. Redevelopment of the large underutilized surface parking lot north of 10th Ave is encouraged for non-residential development due to the presence of overhead power lines and the adjacent electric substation.
4. Medium-density residential development is encouraged for the redevelopment of creekside properties, including the addition of new housing types for the downtown.
5. Lewis Road should be redesigned as a primarily residential roadway, including addition of a sidewalk, as part of the residential redevelopment.
6. A new Lewis Road connection to Wisconsin Ave should be part of redevelopment of the Northwest Quadrant to provide more convenient access from Highway 55 and the downtown for residents.
7. New development should incorporate improved stormwater management techniques, including an increase in green spaces and pervious surfaces to improve stormwater runoff, Bassett Creek water quality, and the area's livability.
8. A new public trail should be developed along the north side of Bassett Creek, including a trail bridge over Bassett Creek and connections to Lewis Road, in coordination with private property owners, the watershed district, and the City.
9. In the area between 10th Ave and Lewis Road, potential future redevelopment could be either office, residential, or institutional.



*Multi-story office example*



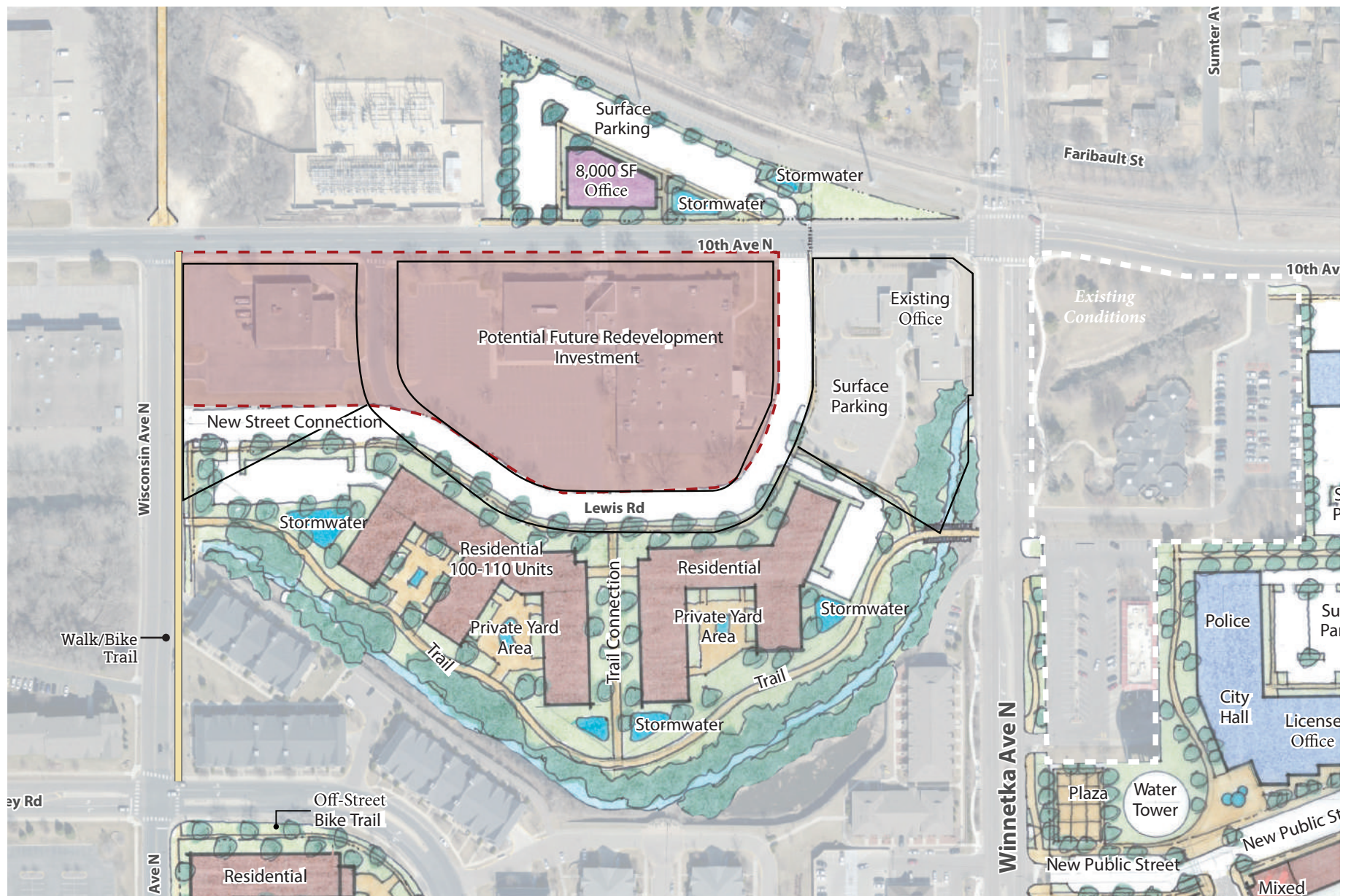


Figure 1.11 **Northwest Quadrant Redevelopment Concept Plan**





Fire station example



Bike shelter example



Downtown pathway example



Bikeway example



Library example



Downtown pathway example

## NE Quadrant - Redevelopment Concepts and Design Guidelines

1. Two new east-west shared use streets/lanes should be added between Winnetka Ave and Rhode Island Ave to improve connections and access within this large block: one on the south side of the water tower and one as an extension of the existing library drive.
2. The shared use streets should be designed as pedestrian-oriented streets while also accommodating vehicles and bicycles:
  - a. Sidewalks on both sides
  - b. Vegetated buffers between the sidewalks and the vehicle lanes
  - c. Narrow drive lanes
  - d. Small parking bays
  - e. Surmountable curbs, rather than a typical raised curb, in order to create streets that have the flexibility to be used as event spaces when closed to vehicle traffic
  - f. Use a different paving material at the street edges to visually narrow the drive lanes and reduce traffic speeds
  - g. Pavement markings indicating drive lanes are shared by vehicles and bicycles
3. A signature north-south downtown pathway should be created that connects the Luce Line Trail to Golden Valley Road through the civic campus:
  - a. Side-by-side but separated bikeway (10') and walkway (10')
  - b. Minimum 8' landscaped area between bikeway and walkway
  - c. Minimum 6' landscaped area along each side of the downtown pathway
  - d. Where the downtown pathway crosses parking lots and shared use streets, walk/bike crossings should be raised and/or have pavement markings
  - e. Small plazas or seating areas located at key destinations along the downtown pathway, e.g. library, future public safety building, water tower, city hall, Golden Valley Road
4. A public park should be developed on the north side of the creek, and if possible, on the south side in coordination with the library and the watershed district.



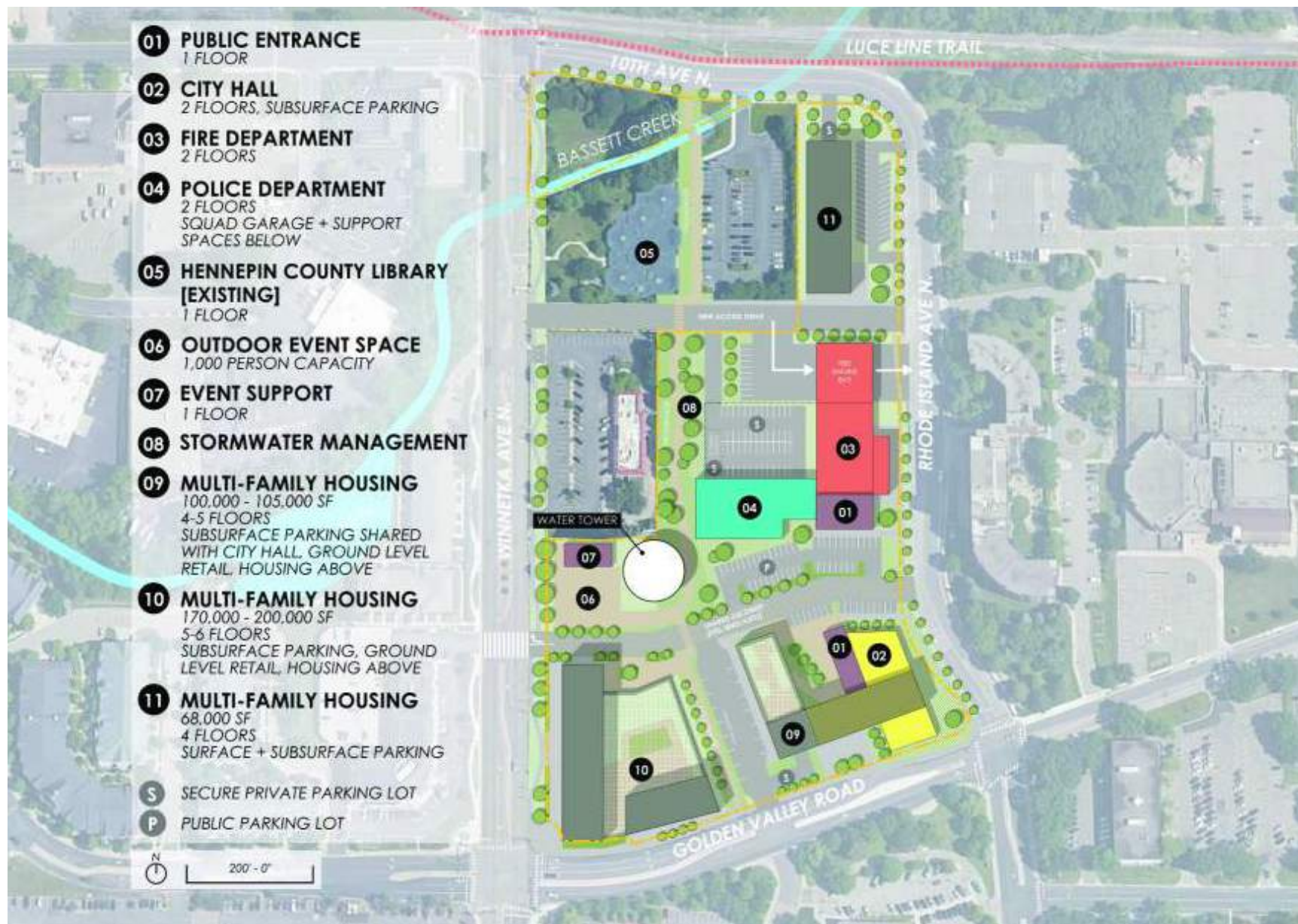


Figure 1.12 *Northeast Quadrant Redevelopment Concept A (Municipal Facilities Study)*





*Shared use street example*



*Downtown pathway example*



*Shared use street example*



*Mixed use with housing example*



*Police station and firehouse example*



*Residential example*

5. A new public outdoor event space should be created in the vicinity of the downtown pathway and the water tower, particularly if new public buildings are relocated to the existing public works site.
6. If the public works facilities are relocated to a site outside of downtown, relocation of the fire, police, and city hall facilities to the center of the NE Quadrant should be considered, opening up the potential for redevelopment of a mix of commercial and residential in the core of downtown.
7. Redevelopment along Golden Valley Road should focus on locating commercial uses near Winnetka Ave and ground floor residential uses near Rhode Island Ave.
8. Buildings located adjacent to Golden Valley Road and Winnetka Avenue should be oriented to the public street frontage and be built within 5-15 feet of these streets.
9. Parking areas should be designed as a combination of smaller surface parking lots, rather than one large parking lot, and parking structures



*Civic example*



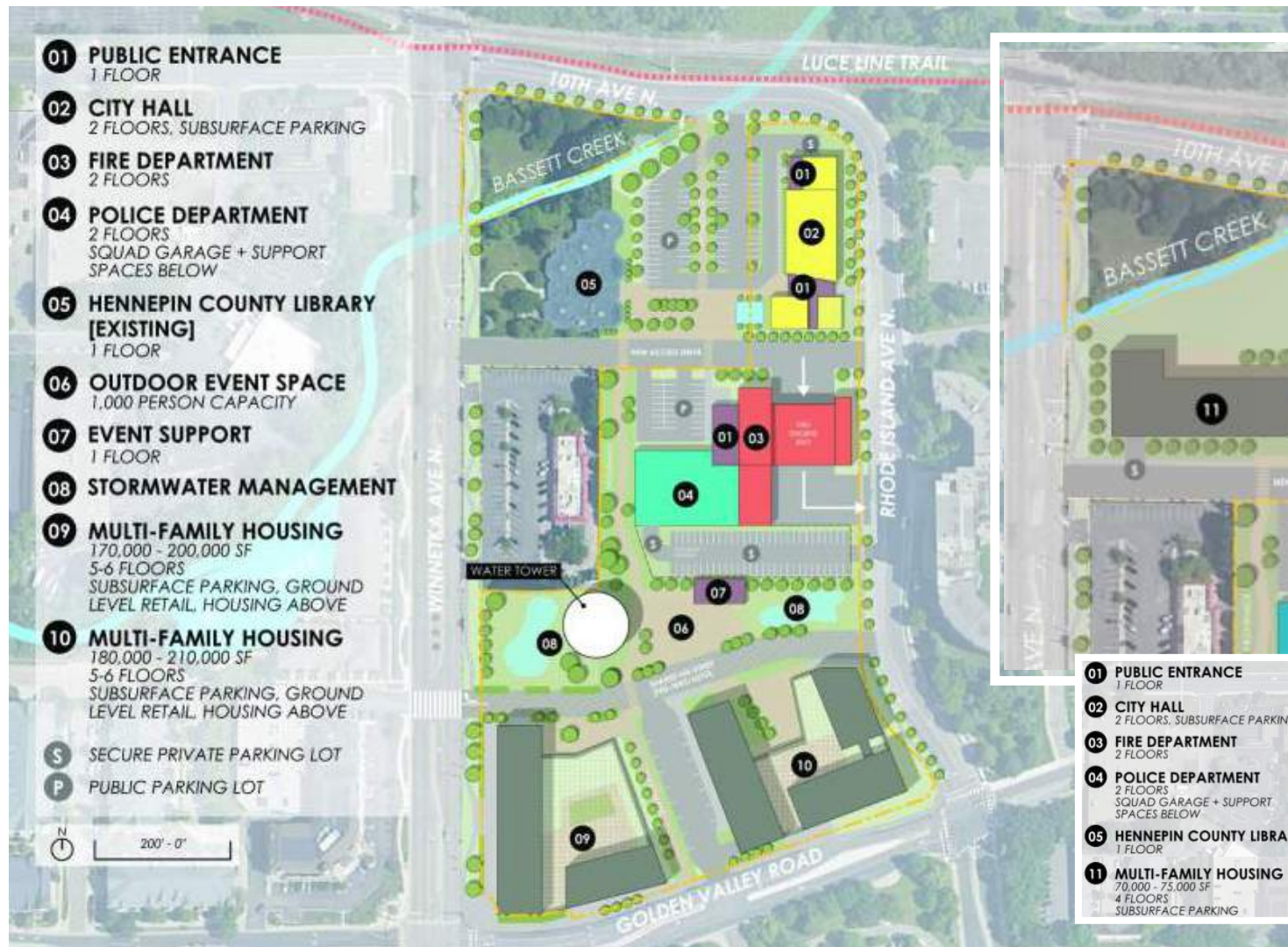


Figure 1.13 *Northeast Quadrant Redevelopment Concept B (Municipal Facilities Study)*



Figure 1.14 *Alternative Concept for City Hall/Library Co-Location*





*Downtown pathway example*

## DOWNTOWN SHORT-TERM REDEVELOPMENT PLAN

### Short-Term Redevelopment Priorities

#### SW Quadrant

- Redevelopment of three freestanding buildings at intersection of Hwy 55 & Wisconsin Ave with Golden Valley Shopping Center remaining
- Site assembly involving two private properties and City's vacation of Golden Valley Drive public road right-of-way
- Development of a new (private) road access on Wisconsin Ave that connects through the site to Golden Valley Road

#### NW Quadrant

- Large surface parking lot on north side of 10th Ave offers a potential short-term redevelopment site for office use
- Potential for development of a regional trailhead on triangle green space at corner

#### NE Quadrant

- The 2020 Municipal Facilities Needs Study will provide additional long-term needs, options, and direction for determining the priorities, sequencing, and financing of any changes to the civic campus
- Relocates public works facilities away from the downtown core
- Redevelopment of public works site to residential
- Potential need to hold northern portion of public works site until future plans for library site are determined





Figure 1.15 *Downtown Short-Term Redevelopment Priorities*



## **DOWNTOWN CIRCULATION PLAN** **Bike/Walk Connectivity**

The proposed downtown bike/walk network consists of a variety of facility types including the following:

- **Signature Bike/Walk Pathway** – north/south connection from Luce Line Regional Trail to Golden Valley Road, linking to Golden Valley Commons plaza, separate side-by-side bikeway and walkway ideally
- **Multi-use Trails** – combined bike/walk pathway
  - Wisconsin Ave from Luce Line Regional Trail to Hwy 55
  - Golden Valley Road, south side
  - Hwy 55, north side from Wisconsin Ave to Winnetka Ave
  - Winnetka Ave, Golden Valley Road to Hwy 55
  - Bassett Creek, north side
- **On-Street Bike Lanes (planned installation in 2020)**
  - 10th Ave
  - Rhode Island Ave
- **Sidewalks, Public** – new streets in civic campus block, Lewis Road
- **Sidewalks, Private** – new streets as part of SW quadrant redevelopment
- **Street Crossings, Grade-Separated**
  - Bridge over Highway 55 at Winnetka
  - Potential bridge over creek by library
  - Potential bridge over creek west of Winnetka
  - Potential tunnel under Winnetka adjacent to creek
- **Street Crossings, At-Grade**
  - Enhance safety and comfort of existing intersection crossings
  - Potential mid-block crossings, e.g. 10th Ave, Rhode Island Ave, Golden Valley Road
- **Wayfinding Signage**

## **Transit Connectivity**

Coordinate walk/bike connections with:

- Bus stops on Winnetka Ave, Golden Valley Road, and Wisconsin Ave
- Proposed BRT stations on Hwy 55 @ Winnetka

## **Automobile Connectivity**

The proposed circulation plan identifies street types, new streets (public, private, “woonerf”), driveway access points, and parking facilities (off-street and on-street)



Walk/bike bridge example



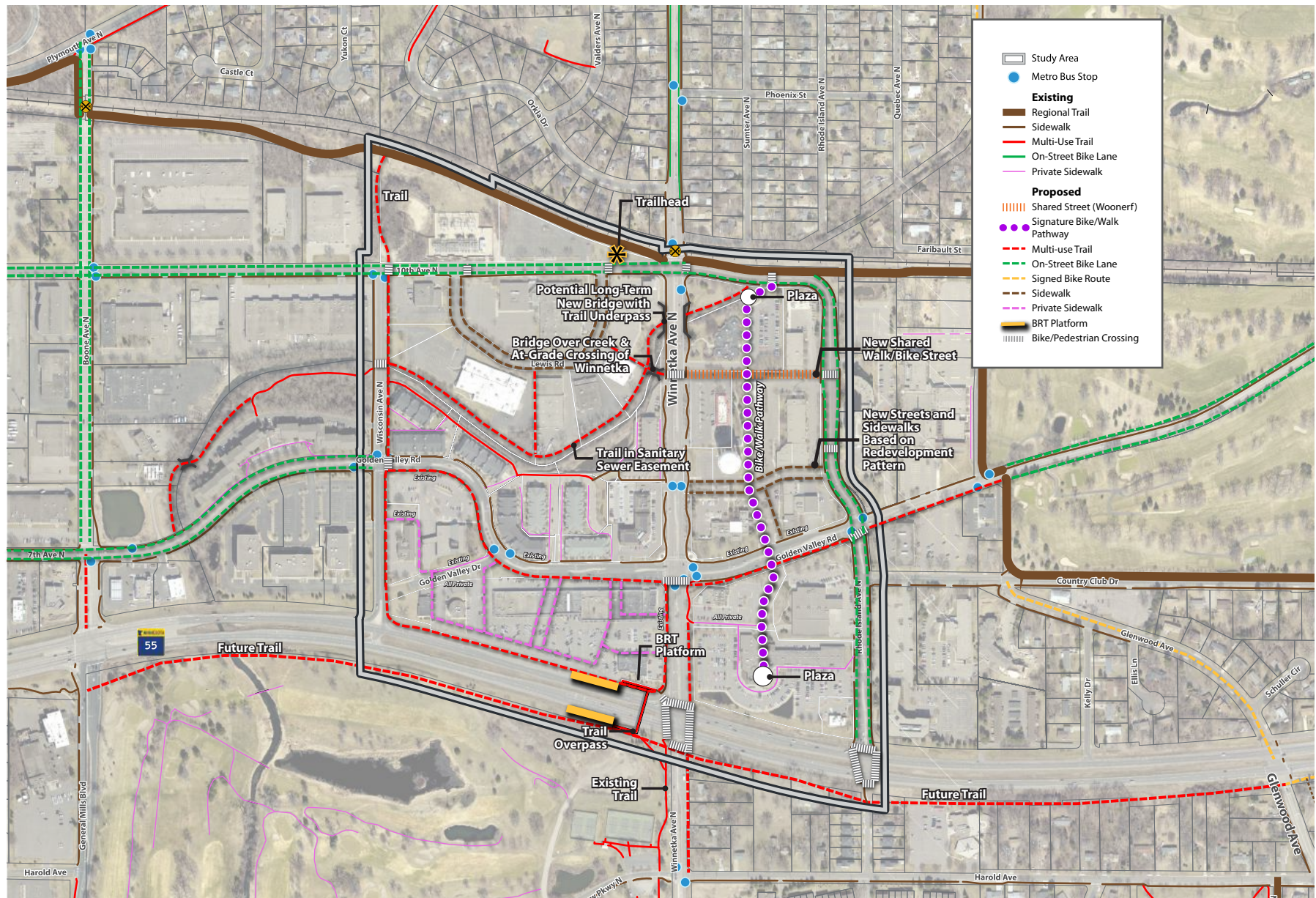


Figure 1.16 *Downtown Bicycle and Pedestrian Network Plan*



## Walk/Bike Bridge Over Highway 55 @ Winnetka

Replacement and redesign of existing bike/walk bridge should include the following considerations:

- Determine the priority landing points and how many landing points, e.g. priority connection may be Golden Valley Commons to Brookview or could there be 3 or 4 landings rather than 2
- More user friendly design, including avoiding ramps with tight switchback turns and easy access from trails, sidewalks and bike lanes
- Coordinate location of BRT stations with bridge landing points, e.g. consider shifting westbound station to east side of Winnetka
- Potential for the bridge to provide community identity, landmark, e.g. explore precedents like Sabo bridge (Hiawatha Ave), planned Bruce Vento bridge (downtown St. Paul), Lakeshore Drive bridges (Chicago)
- Work with the Metropolitan Council to gain designation of the Highway 55 walk/bike bridge as part of the Regional Bicycle Transportation Network (RBTN)



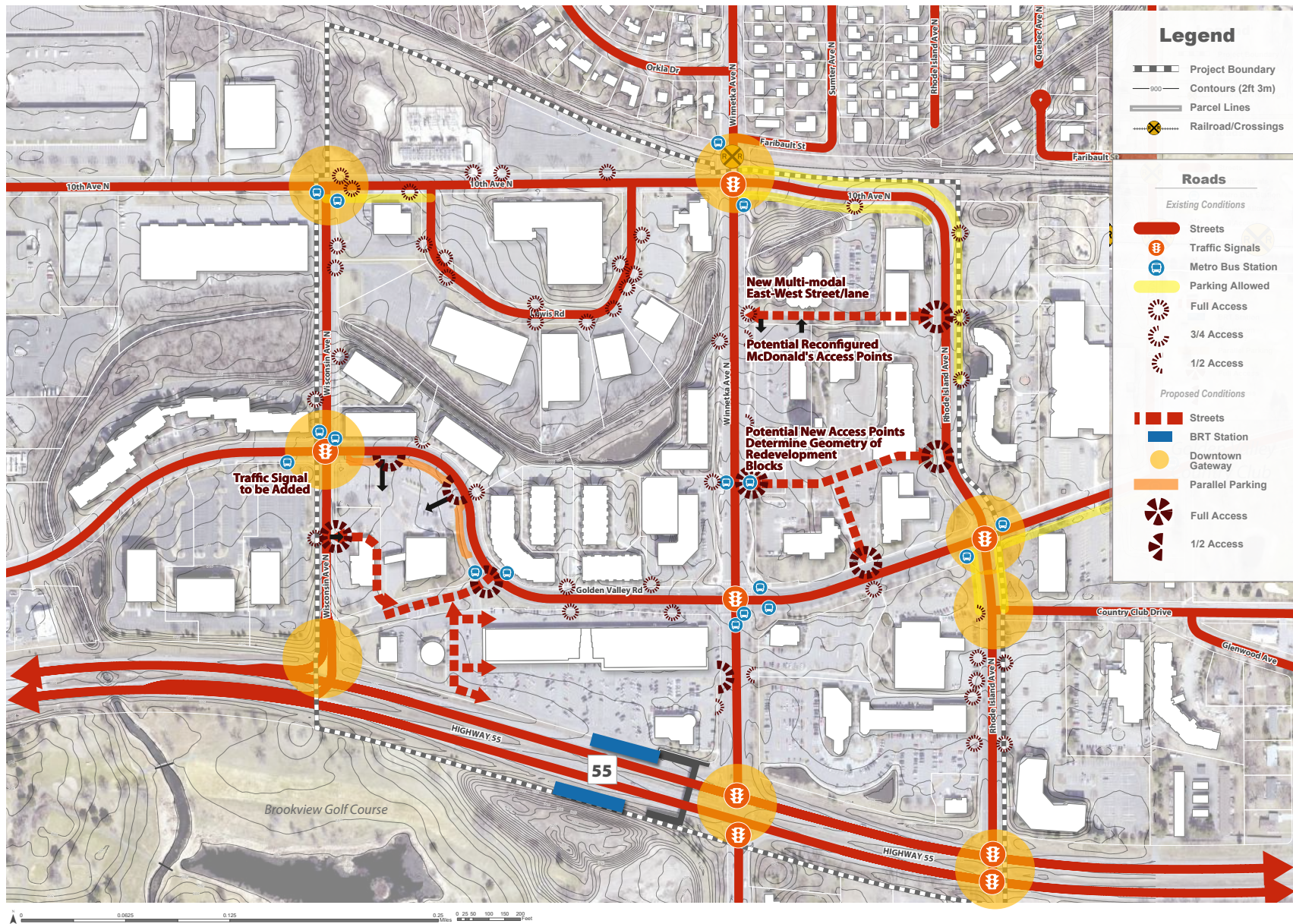
Walk/bike bridge examples

Saint Paul, MN

Minneapolis, MN



## Downtown Vehicle Circulation and Access Plan







## CIRCULATION AND ACCESS DESIGN GUIDELINES

### Streets and Pathways Network

1. Break down the existing “superblocks” of development in the downtown by creating new street or pathway connections that reduce block sizes and create a more walkable and bikable downtown.
2. Leverage downtown’s existing street right-of-way corridors and infrastructure investments as part of improving downtown connections in order to maximize site redevelopment potential and to manage infrastructure costs.
3. Downtown’s streets and pathways network should be expanded to provide convenient, safe, and comfortable connections to the existing bus stops and future BRT stations.
4. New downtown connections should accommodate vehicles, pedestrians, and bicycles.

### Sidewalks

1. Existing sidewalk gaps along Winnetka Ave, Golden Valley Road, and Wisconsin Ave should be filled in as part of any site or street redevelopment project.
2. Minimize the number of curb cuts on sidewalks.
3. A sidewalk boulevard or buffer zone should be provided between all sidewalks and street traffic in the form of a landscaped boulevard, streetscape amenities, bike lane, or vehicle parking lane, with a minimum width of 5 feet.
4. Provide an expanded pedestrian zone/sidewalk width to accommodate increased pedestrian traffic levels and allow for the addition of street furnishings, lighting, plantings, and outdoor restaurant seating.

### Walk/Bike Crossings

1. Provide clearly marked walk/bike crossings at all street intersections with reflective painting, special paving materials, light signal, and/or signage alerting motorists to the walk/bike crossing.
2. Provide curb bump-outs at street intersections, wherever feasible, to shorten walk/bike crossing distances, calm traffic, provide areas for street furnishings/landscaping, and delineate limits of on-street parking.
3. Utilize pedestrian-activated countdown crossing lights at key signalized intersections.

### Trail and Bicycle Facilities

1. Bicycle connections should be incorporated into street and site redevelopment wherever feasible, particularly to provide convenient, safe, and comfortable connections to trails, parks, Brookview, municipal facilities, businesses, existing bus stops, and future BRT stations.
2. Adding north-south bicycle routes is a priority to improve connectivity in the downtown.
3. Clear separation between bicycle facilities and vehicle traffic should be provided whenever feasible.
4. Explore the potential for incorporating marked bike boxes for bicyclists at signalized intersections.
5. Bicycle parking/storage facilities should be provided at key public and private destinations throughout the downtown.
6. Providing free bicycle maintenance stations (tire pump, tire air gauge, tire levers, tools, etc.) is encouraged along major bicycle routes and at key downtown destinations.
7. Providing space for expansion of bike sharing facilities (such as Nice Ride) is encouraged at key destinations as street and site redevelopment occurs.



### **Transit Facilities.**

1. Incorporate safe waiting space, seating, shelter, lighting, informational and directional signage, and other pedestrian features at or adjacent to bus stops as street and site redevelopment occurs.
2. Promote the addition of bus shelters to provide protection from the weather.
3. Explore the potential for incorporating public art into the design of bus shelters to create a unique downtown identity.
4. Coordinate redevelopment proposals with long-term bus transit plans for the downtown, including the future BRT stations at Highway 55/Winnetka Ave.

### **Lighting**

1. Pedestrian-scale street light fixtures should be added along sidewalks in the downtown to enhance pedestrian safety and comfort at night.
2. Light fixtures should be designed to minimize visibility of light bulbs by pedestrians and light pollution in general.
3. Explore the potential for incorporating public art into the design of pedestrian-scale lighting to create a unique downtown identity.

### **Street Plantings**

1. Street trees should be planted at regular intervals appropriate to the root structure and canopy of the tree species chosen.
2. A similar mix of street tree species and spacing should be installed on both sides of the street within a given block.
3. Native tree and plant species should be used, whenever possible, to reduce maintenance, carbon emissions, and the urban heat island effect.
4. Low-maintenance/drought-tolerant plants and trees should be used to reduce irrigation needs; consider allowing exceptions for higher-maintenance materials in areas with high pedestrian traffic and community gathering spaces.
5. Structural soils should be used where street trees are planted within paved areas, e.g. sidewalks, plazas, and parking lots, to support deep tree root growth beneath the paved area, and to prevent heaving of sidewalks, plazas, curbs, and gutters.
6. Where businesses face streets, plant materials should be selected that minimize visual obstruction of business storefronts.
7. Flowering plants in hanging baskets or planters should be considered along commercial and mixed-use streets to create a welcoming pedestrian environment and contribute to the unique identity of the downtown.
8. Plant materials, fencing, or landscape improvements should not encroach into the sight lines of any street intersection or driveway.
9. Use of turf grass should be minimized for planted areas directly adjacent to public streets and spaces.
10. Artificial plant materials should not be used for street plantings.

## Street Furnishings

1. Street furnishings should be added that enhance the safety, accessibility, functionality, and comfort of the streetscape.
2. Street furnishings made of durable (recycled when possible), easily maintained/repared, and locally available materials, should be used whenever feasible.
3. Street furnishings (benches and seating, trash/recycling receptacles, bollards, bike racks, kiosks, etc.) should be provided at transit stops, plazas, building entry areas, near Bassett Creek, and along commercial and mixed-use streets.
4. The streetscape features and design along Winnetka Ave should be extended to Golden Valley Road.

## Wayfinding Signage

1. A comprehensive wayfinding signage system should be developed for the downtown area. The final design and location of the wayfinding should be approved as part of the street and site redevelopment process.
2. Wayfinding signage should direct people to key downtown destinations such as the municipal facilities, library, Brookview, Luce Line Regional Trail, Bassett Creek Trail, and public parking.
3. Wayfinding signage should be designed to accommodate drivers, bicyclists, and pedestrians.
4. Downtown gateway features should be installed at all major downtown entry points.



## STREET CONCEPTS

### Golden Valley Road Design Guidelines

1. Two 12' vehicle lanes
2. Median (18') with street trees and landscaping, accommodates left turn lanes at intersections/driveways
3. Right turn lanes at intersections
4. Off-street multi-use trail (10'-12') on south side
5. Sidewalk (8') on north side, with potential narrow sidewalk on south side
6. On-street parking on south side



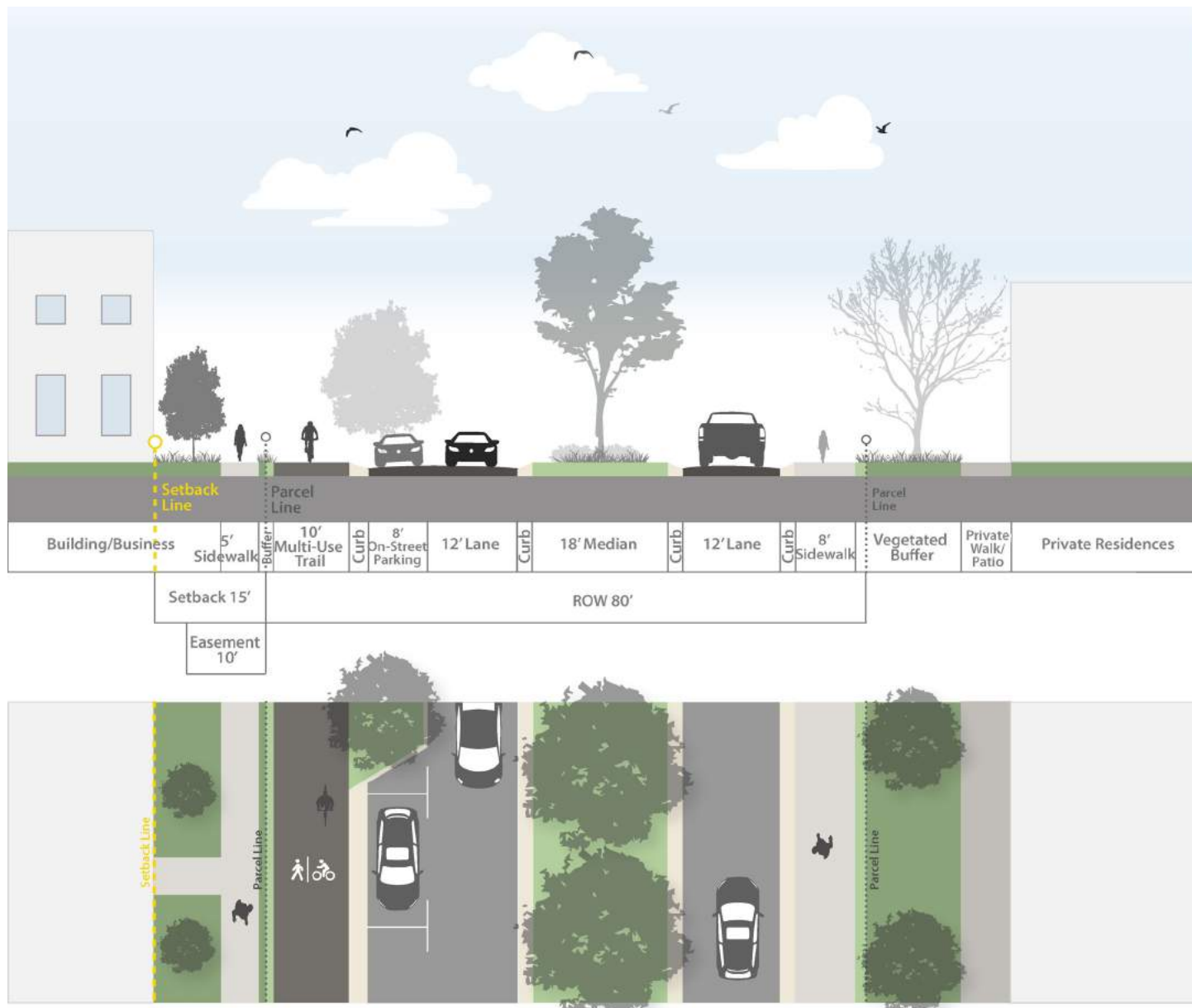
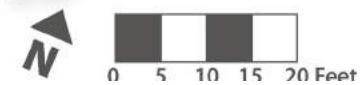


Figure 1.19 *Golden Valley Road Section - Section Option 1*





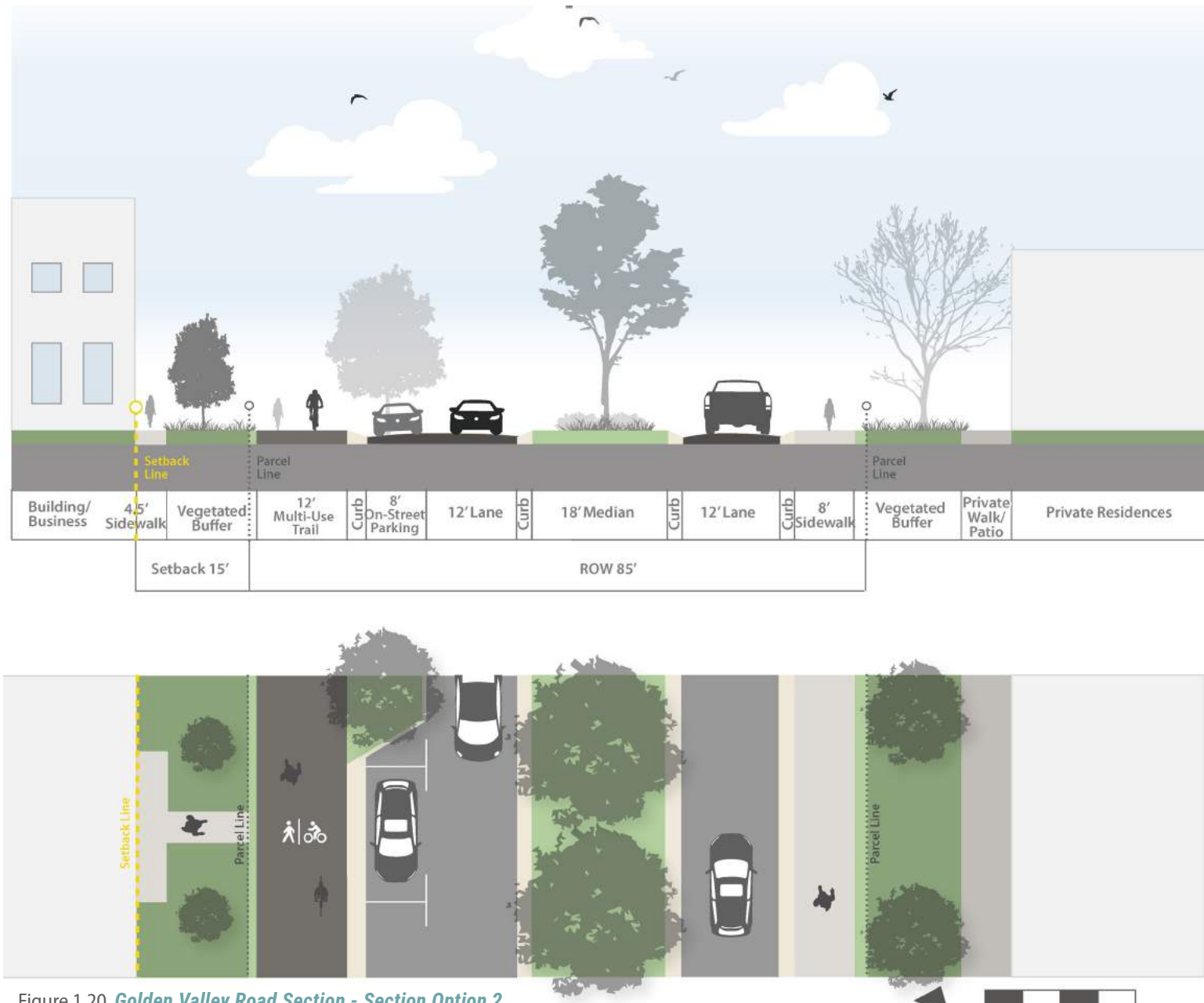


Figure 1.20 *Golden Valley Road Section - Section Option 2*

## Wisconsin Ave Design Guidelines

1. Two 15'-20' vehicle lanes
2. Off-street multi-use trail (10'-12') or protected on-street two-way bike lanes on east side
3. Vegetated buffer/boulevard between off-street trail and vehicle lane
4. Vegetated buffer/boulevard between sidewalk (outside of public right-of-way) and vehicle lane



Figure 1.21 *Wisconsin Ave - Existing Conditions*



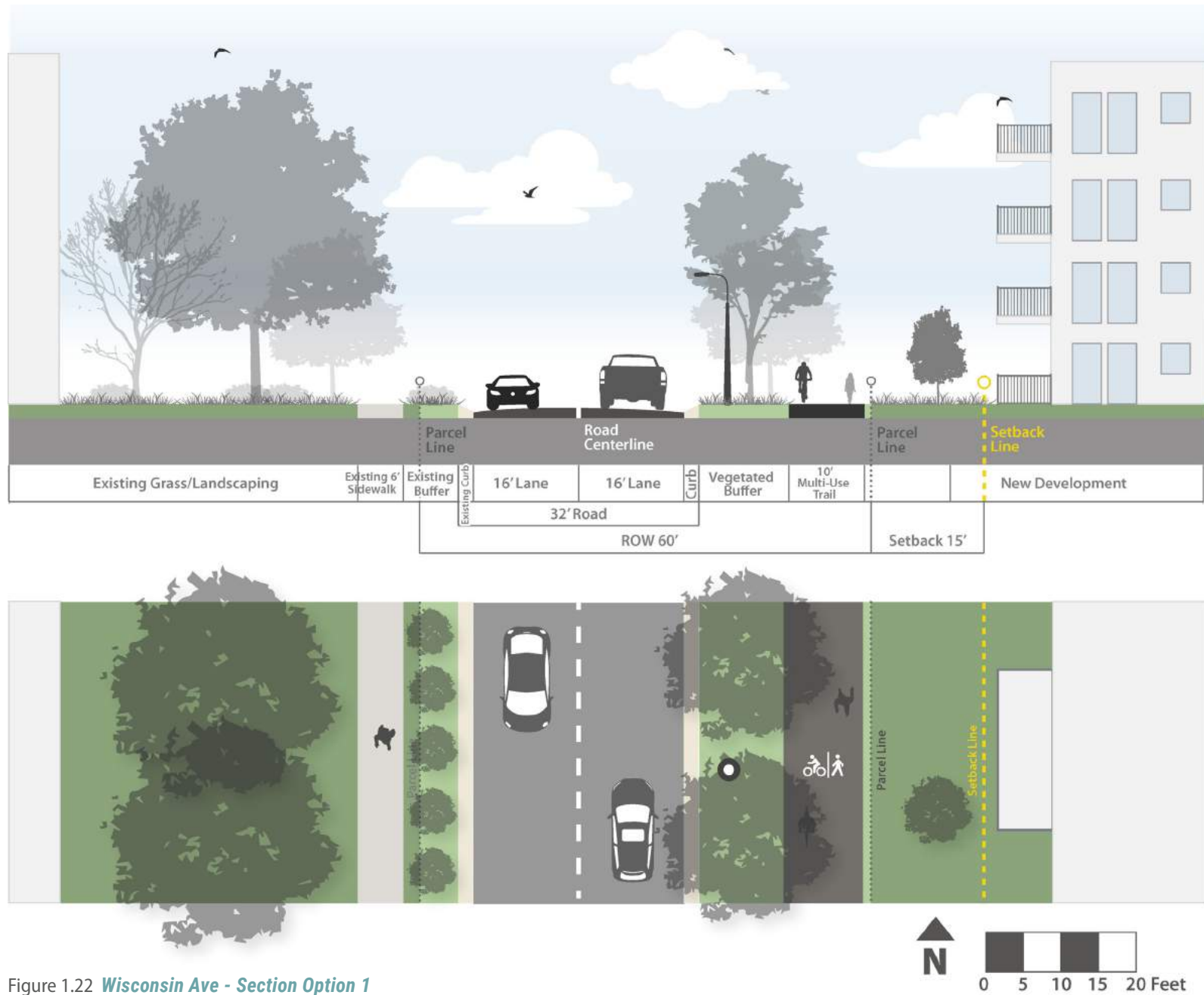


Figure 1.22 *Wisconsin Ave - Section Option 1*

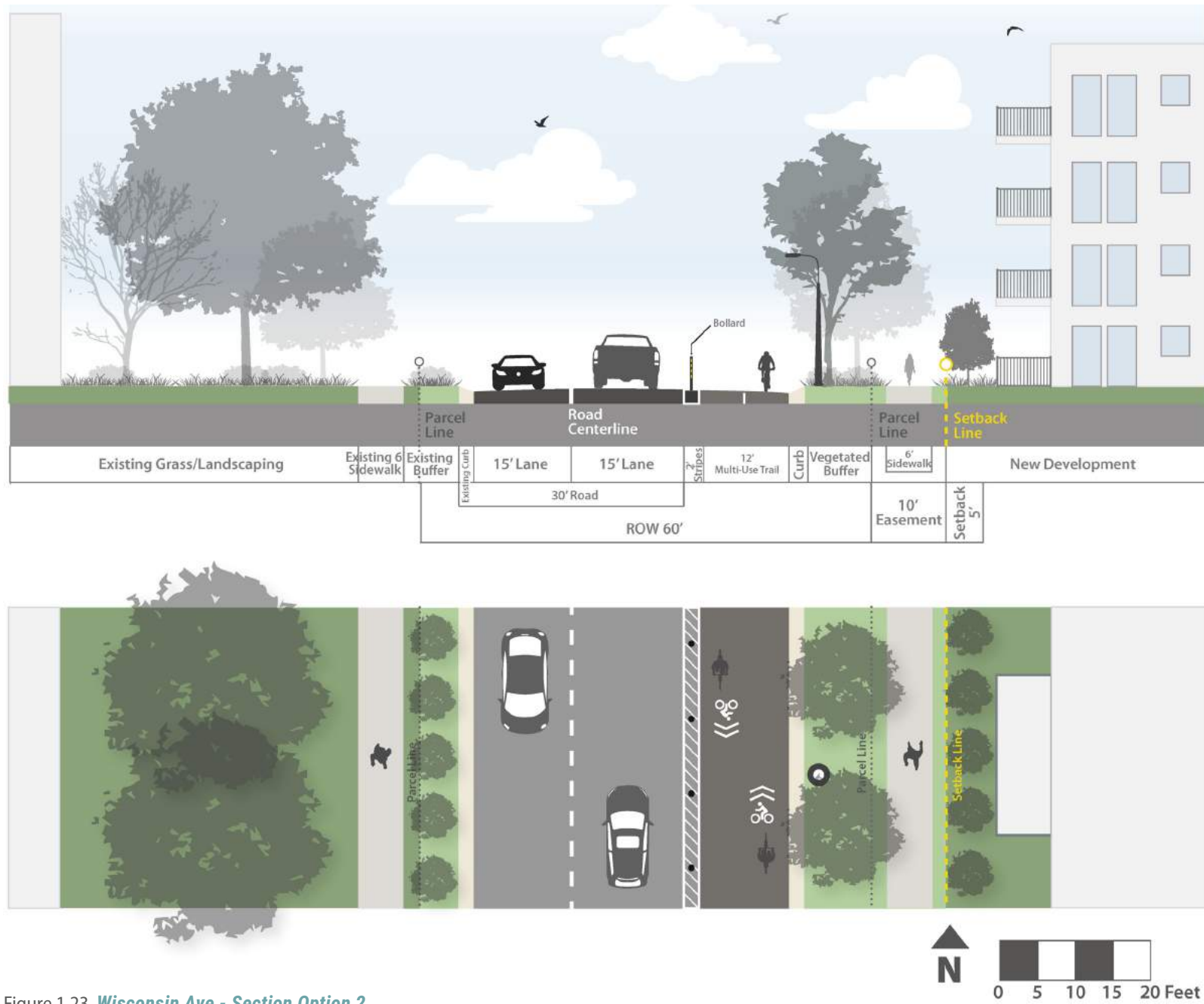


Figure 1.23 *Wisconsin Ave - Section Option 2*



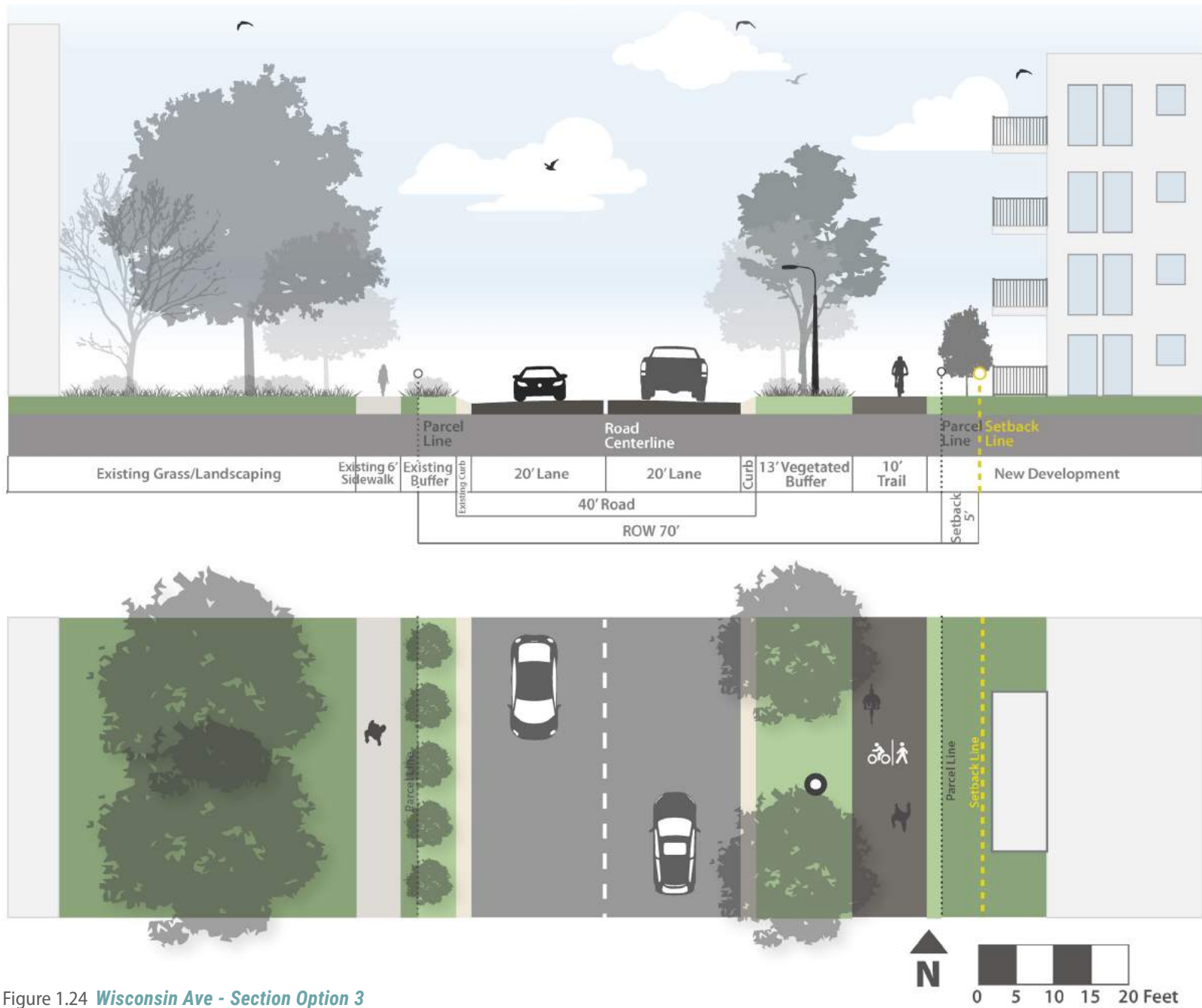


Figure 1.24 *Wisconsin Ave - Section Option 3*



## IMPLEMENTATION ACTIONS

(Actions in italics anticipated to be more long-term actions)

### Downtown Overall

1. Conduct a downtown area traffic study that incorporates potential future development levels and recommended changes to Winnetka Ave access points
2. Coordinate with Hennepin County Transportation on future Winnetka Ave improvements
  - a. County's Pavement Overlay Program (2024 Winnetka Ave project)
  - b. Improvement of walk/bike crossing facilities
  - c. Changes to access points in northeast and southwest quadrants
  - d. *Reconstruction of Winnetka Ave in next 10 years, potentially including a new bridge over Bassett Creek that incorporates a creek trail underneath Winnetka Ave*
3. Consider establishing financing programs that could incentivize downtown redevelopment, including Tax Increment Finance (TIF), Tax Abatement, and loan and grant resources
4. Incorporate downtown public infrastructure costs into the 10-year Capital Improvement Program (CIP)
5. Work with potential housing developers to successfully utilize funding programs for providing affordable housing options in the downtown, such as the Low Income Housing Tax Credits, Local Housing Incentives Account (LHIA), and Consolidated Request for Proposals
6. Work with the Metropolitan Council and St. Louis Park to more specifically define the identified RBTN (Regional Bicycle Transportation Network) Tier 1 corridor within Golden Valley, including the Highway 55 pedestrian bridge, which will prioritize replacement of this important walk/bike connection and open up additional funding opportunities

### Southwest Quadrant

1. Amend the 2040 Comprehensive Plan
  - a. Change Future Land Use Map for the southwest quadrant to the Mixed Use Community land use designation
2. Amend the Zoning Map
  - a. Rezone to Mixed Use Community (MU-C) zoning district
3. Golden Valley Drive – plan for eventual vacation of the public right-of-way and realignment of the sewer line as an incentive for site redevelopment

4. Wisconsin Ave improvements in conjunction with site redevelopment – design and reconstruct roadway to achieve Downtown Plan concept including replacement of existing sidewalk with a multi-use trail along east side of roadway
5. *Golden Valley Road improvements (west of Winnetka Ave)*
  - a. *Fill in sidewalk gap on the south side of Golden Valley Road, from Winnetka Ave to Golden Valley Drive*
  - b. *Design and reconstruct roadway to achieve Downtown Plan concept*
  - c. *Extend Winnetka Ave streetscape design/features to Golden Valley Road (from Winnetka Ave to Wisconsin Ave), including pedestrian scale light fixtures, and install in conjunction with site redevelopment*
6. Trail connection to Hwy 55 pedestrian bridge and future BRT stations – work with property owner to gain trail easement or acquire land along north side of Hwy 55
7. Consider establishing a TIF district for the southwest quadrant

### Northeast Quadrant

1. *Amend the 2040 Comprehensive Plan*
  - a. *Change Future Land Use Map for the southern portion of the northeast quadrant to the Mixed Use Community land use designation*
2. *Amend the Zoning Map*
  - a. *Rezone to Mixed Use Community (MU-C) zoning district*
3. Downtown Pathway - complete detailed alignment and schematic design from the Luce Line Trail to Golden Valley Road, including crossings of 10th Ave and Golden Valley Road
4. *Plan, design and construct a new remote fire station that meets 24/7 duty crew two station model needs and can allow the operational transition to occur while the department continues to operate out of the Downtown Fire Station (Public Safety Building) until it is relocated as part of long-term planning*
5. Relocate the Public Works operations to a new site outside of the downtown
6. *NE quadrant access drives - complete detailed alignments and schematic designs*
7. *NE quadrant open spaces (Bassett Creek park and water tower area) – complete schematic designs*



8. *Evaluate platting needs for existing City-owned property (and potentially County-owned property) to accommodate future public rights-of-way (access drives and downtown pathway) and potential private redevelopment sites in southern portion of the NE quadrant*
9. *Partner with Hennepin County on planning, design, and construction of recommended east-west access drive between Winnetka Ave and Rhode Island Ave, which involves the County-owned library property*
10. *Partner with Bassett Creek Watershed District and Hennepin County Library on design of potential creekside park and trail improvements*
11. *Golden Valley Road improvements (east of Winnetka Ave)*
  - a. *Design and reconstruct roadway to achieve Downtown Plan concept*
  - b. *Extend Winnetka Ave streetscape design/features to Golden Valley Road (from Winnetka Ave to Rhode Island Ave), including pedestrian scale light fixtures, and install in conjunction with site redevelopment*

## Northwest Quadrant

1. Amend the Zoning Map
  - a. Rezone to Mixed Use Neighborhood (MU-N) zoning district
2. Explore potential public trail easement or land acquisition for trail connection from the Luce Line Regional Trail to Wisconsin Ave/10th Ave with private property owner north of 10th Ave
3. Wisconsin Ave improvements – replace sidewalk on east side of street with a multi-use trail
4. *Work with future developers to coordinate realignment of Lewis Road to connect to Wisconsin Ave and a trail connection between Lewis Road and the future Bassett Creek trail*

## Southeast Quadrant

1. Partner with Hennepin County Transportation and property owner to fill in sidewalk gap along the east side of Winnetka Ave
2. *Golden Valley Road improvements (east of Winnetka Ave)*
  - a. *Design and reconstruct roadway to achieve Downtown Plan concept*
  - b. *Extend Winnetka Ave streetscape design/features to Golden Valley Road, including pedestrian scale light fixtures, and install in conjunction with site redevelopment*





## COMMUNITY INPUT



### Public Open House on October 21, 2019

#### Highlights of Comments Received

Comments were received from open house attendees via sticky notes placed on information boards as well as comment cards. From these comments, we have identified the following key concerns and preferences expressed at the open house:

- **SW quadrant** – support for street improvements (safer, more walkable), support for attracting additional commercial businesses (grocery, pharmacy), support for redevelopment, concerns about Wisconsin Ave/Hwy 55 intersection traffic movements.
- **NE quadrant** – support for improving walking environment/network, concerns about new streets/preference for pedestrian only streets, concerns about potential changes to the library, support for adding public outdoor spaces, support for adding residential in downtown.
- **NW quadrant** – no major concerns were identified for the proposed concepts and support was expressed for residential and office development in this area.
- **Redevelopment/Reinvestment Opportunities** – some concerns about relocating existing uses in the NE quadrant, such as civic, post office, library, McDonald's.
- **Active Transportation Opportunities** – concern about safety of pedestrian/bike crossings of Hwy 55 and Winnetka Ave.

### Online Comment Form (November/December 2019)

See separate report "Downtown Phase II Community Input Report"

### Downtown Walking/Biking Survey (August/September 2019)

See separate report "Downtown Walk/Bike Connectivity Project Report"

### Golden Valley Downtown Phase 3 Survey (Spring 2021)

#### Highlights of Community Input

- Generally supportive of proposed downtown vision and guiding principles;
  - *Least support for principle #9 (add new housing and job options)*
  - *Less support for principles #4 (reorganizing civic services and the library), #5 (expand and cluster commercial uses), and #6 (orientation of buildings and outdoor gathering spaces to major streets)*
- Support existing businesses when planning and implementing changes in the downtown
- Adding or improving street crosswalks should prioritize Winnetka Ave, then Highway 55



- Adding or improving walking and biking facilities should prioritize off-street trails and protected bicycle lanes
- Support for adding off-street trails along Golden Valley Road and Wisconsin Ave
- Adding or improving bicycling connections to the planned BRT stations should prioritize Winnetka Ave
- Low support for adding new streets in the downtown area
- Concerns about the existing pedestrian bridge over Highway 55, particularly for bicycles

#### ***Takeaways from Hennepin County Library Meetings***

- No current plans for major investments in current facility
- Undertaking a strategic planning process in 2021 that aims to create a unified vision for library services and library spaces across the county
- Capital projects are on hold until Strategic Plan is updated
- Interested in potential collaboration with the City, including exploring potential co-location of the library and city hall
- Interested in seeing multiple visions for the library's future in downtown Golden Valley

#### ***Takeaways from Hennepin County Transportation Meetings***

- Focus on safety for all users – drivers, walkers, bicyclists
- Winnetka Ave (CR 156) is part of 2024 pavement overlay program; total reconstruction won't occur within next 10 years
- Interest in extending some medians, closing access points on Winnetka Ave
- T-intersections, rather than 4-way intersections, are safer in some situations
- In higher pedestrian activity areas, pedestrian refuge medians allowed on County roadways
- Area traffic study will be needed ultimately as redevelopment occurs

#### ***Other Key Stakeholders Involved in Future Downtown Redevelopment and Improvements:***

- Property owners
- Bassett Creek Watershed Management Commission
- Three Rivers Park District (Luce Line Regional Trail)

city of  
golden  
valley

