Executive Summary

Bassett Creek Valley Master Plan

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Prepared for:
Bassett Creek Valley Redevelopment Oversight Committee

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In 2000 the Minneapolis City Council established the Redevelopment Oversight Committee (ROC) to guide future redevelopment of Bassett Creek Valley. The ROC consists of residents, Valley business people, City Councilmember and mayoral representatives and Ryan Companies selected as master development partner by the neighborhoods through an extensive interview process.

With a foundation of grassroots community dedication and an 18-month strategic planning process, transformation of Bassett Creek Valley is ready to shift from plan to action. This urban frontier at the doorstep of downtown will redefine the description of Minneapolis much like Denver Commons has done for Denver and Coal Harbour for Vancouver. The rebirth of Bassett Creek Valley will be the celebrated legacy of this generation of Minneapolis leadership.

The boundaries for the Bassett Creek Valley project area were established by the Minneapolis City Council in 1998. The Valley is a 230-acre, largely industrial area bound on the west by Cedar Lake Road, on the east by I-94, on the north by the Heritage Park redevelopment area and on the south by I-394. Bassett Creek Valley is largely known because Glenwood Avenue provides a primary transportation route into downtown Minneapolis. It is recognized for International Market Square, a historic factory rehabilitated into successful designer showrooms and condominiums. The Valley is also known for Bryn Mawr Meadows, a regional ballfield destination with breathtaking views of downtown Minneapolis. Although there is a relatively small amount of existing housing within the Valley itself, the area is surrounded by vibrant and diverse residential neighborhoods including Bryn Mawr, Harrison and the newly established Heritage Park.

The Bassett Creek Valley Master Plan advocates redevelopment of this outmoded industrial landscape into more than three thousand housing units, 2.5 million square feet of commercial space and the establishment of nearly 40 acres of new open space. Importantly, it also suggests the restoration of long-neglected Bassett Creek as the symbolic knitting thread of the Valley’s urban fabric. All told, the plan represents an increase in the Valley’s real estate value from roughly 50 million dollars today to well over 1 billion dollars after redevelopment.

Of equal importance, the master plan frames these investments within the context of important community-wide values. Strategies for family-friendly neighborhoods, affordable housing, living-wage jobs, transit alternatives, neighborhood services and the creation of vital public spaces are central to the plan. It is this infusion of values that makes the plan a reflection of the Bryn Mawr and Harrison neighborhoods and a statement of how Minneapolis envisions its future.

Bassett Creek Valley will be a new urban village of vibrant mixed-use districts and quiet residential streets. It will offer an array of household alternatives at varying prices. New parks and open spaces will create recreational and social opportunities for all ages and interests and interconnect the Valley with an impressive collection of trails and walkways.

Bassett Creek Valley will become a national model for urban neighborhood connectivity. The Valley will be a literal crossroads of regional transit options including trail, rail, bus and auto. Combining this transit menu with the Valley’s “doorstep” proximity to downtown jobs, services, education, arts and sports offers a synergy that is vital to successful 21st Century neighborhoods.

Identified Community Issues

Bassett Creek Valley is made up of two very aware and highly dedicated neighborhoods and the residents and business communities they contain. They understand the issues their neighborhoods face and have clear ideas for where they want...
Bassett Creek Valley to go in the future. Over the course of preparing this master plan, a number of community themes and values have become clear.

- **Change in the Valley is critical**: There is widespread recognition that significant change in Bassett Creek Valley and a strategy to foster appropriate change are needed. Change is being proposed in the context of surrounding efforts including Heritage Park and development associated with a new Twins stadium.

- **New open space is needed**: With the proposed addition of several thousand new housing units, additional open space and neighborhood park facilities will be essential. This open space should build from the opportunity to restore Bassett Creek.

- **Changes to Bryn Mawr Meadows need to be planned with the neighborhood**: Plans to modify the recreational use of Bryn Mawr Meadows is a sensitive topic and need to be conducted in the context of meaningful neighborhood participation.

- **Affordable housing is essential**: Creation of affordable housing is a primary community goal for Bassett Creek Valley. Financial modeling and the land use plan created with this master plan incorporate consideration for affordable housing.

- **Living wage jobs and job training should be inherent to redevelopment**: The diverse population surrounding Bassett Creek Valley wants opportunities to work close to where they live. Redevelopment of office, retail and industrial uses offer an opportunity to build an objective approach to job training and provisions for living-wage jobs.

- **Good design matters**: The community is very aware of good and poor design examples in redevelopment projects. They want to do what is possible to ensure a high standard of design in Bassett Creek Valley for both private and public space.

**Community Involvement**

The master plan is shaped by the community. The plan has its roots in years of community initiative and guidance that will continue through the anticipated 25 years of plan implementation.

The community has been involved at several levels from political leadership of Minneapolis to City staff to a project oversight committee to the general public. At the center of the planning endeavor is the ROC. It has coordinated the involvement of City staff and officials and the meaningful participation of the public. The 25-member ROC has met nearly every other week for the 18-month planning process and has involved over 650 participants in community forums to build a foundation for and reach consensus on the plan.
A PLAN FOR BASSETT CREEK VALLEY

The plan for the Bassett Creek Valley calls for significant change. The Valley will transform from a relatively isolated and obsolete industrial area with pockets of residential and office uses to a vibrant urban village of retail, office, residential, industrial, civic and recreational uses that fit like a glove with the adjacent neighborhoods. The scale of change is ambitious yet feasible over the 25-year life of the plan. Highlights of the plan include:

- **Preservation of existing homes**: There is a small and somewhat isolated pocket of homes in the western portion of the Valley. The plan respects this area by suggesting the rehabilitation of existing residential structures, new infill of similar building scale on vacant and dilapidated properties, and calling for new, adjacent residential development of similar scale and density to strengthen neighborhood qualities.

- **Preservation of views**: Some of the greatest assets of the Valley are views of Bryn Mawr Meadows and the downtown skyline. Proposed redevelopment has been carefully situated and scaled to preserve existing views, capture new ones and create compelling gateways into downtown Minneapolis.

- **Redevelopment with a diverse but integrated mix of uses**: With the exception of a few architectural assets such as the International Market Square (IMS), the existing residences and an electrical substation that is not feasible to move, the plan calls for wholesale redevelopment of the Valley. What is proposed is a mix of uses that crescendos residential intensity from surrounding neighborhoods toward downtown, concentrates retail at the Van White & Glenwood intersection, expands on the market base created by IMS, builds impressive amounts of office where there is the greatest direct freeway and transit access in Linden Yards (Figure ES.5) and concentrates industry around the existing substation.

- **A network of vital public space**: The plan affords a great deal of attention to interconnected and diverse public spaces. The front door of every home, store, office and warehouse is directly connected to comfortable pedestrian streetscapes that, in-turn, link with parks, trails, transit and open space. This system of public, highly pedestrian spaces and facilities will provide the crucial “amenity framework” for high-quality redevelopment.

- **Restoration of Bassett Creek**: Restoration of the degraded and channelized Bassett Creek is the Valley’s symbol of rebirth and is vital to establishing an open space amenity.

- **A range of housing price and life-style alternatives**: Housing types envisioned for the Valley range from single family homes to high-rise apartments and condos. The Valley is envisioned as a place of age and cultural diversity that celebrates the family in all of its nuance. The plan is committed to creating a community in which people of all ages, ethnicity and incomes want and have the opportunity to live.

- **Support for transit alternatives**: Transit and commuter trails will play a significant role in redevelopment of the Valley. If the Southwest Transitway places a station in the Valley, it will open a host of opportunities such as reverse commuting from downtown, less need to develop costly parking and less concern about traffic congestion.

- **Better connecting North and South Minneapolis**: Redevelopment of the Valley will fill with people and energy what is today a no-man’s land between north and south. Van White Memorial Boulevard, along with office and residential development, will create the physical and perceived connections needed to bridge this historic divide.

Community members participate in one of 4 workshops held during the 18 month planning process
Land Use Summary

<table>
<thead>
<tr>
<th>Housing Units</th>
<th>Office</th>
<th>Retail</th>
<th>Light Industrial</th>
<th>Civic</th>
<th>New Open Space</th>
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<tr>
<td>2,600 - 4,100 dwelling units</td>
<td>2,000,000 - 4,600,000 square feet</td>
<td>250,000 - 500,000 square feet</td>
<td>120,000 square feet</td>
<td>90,000 square feet</td>
<td>40 acres</td>
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</table>

Legend
- Block
- Green Street
- Trails
- Walking Trail
- SW Transbay
- Auto Bridge
- Land Bridge

Land Use
- Lower Density Residential (10-39 DU/Acre)
- Medium Density Residential (35-115 DU/Acre)
- Mixed Use: Office/Retail/Housing (40-75 DU/Acre)
- Mixed Use: Office/Housing (45-150 DU/Acre)
- Mixed Use: Office/Housing Reserve
- Office
- Office Reserve
- Office/Light Industrial
- Civic Uses
- Park and Open Space
- Neighborhood Park
- Plaza
- Water

Figure ES.2 Future Development Scenario
**Land Use Typology** *(Figure ES.3)*

**Lower Density Residential**
- 10-29 units per acre
- 2-3 Story buildings
- Garage parking
- Housing types: Single family detached, single family attached, mansion homes, townhomes, rowhouses, carriage house units.

**Medium Density Residential**
- 30-110 units per acre
- 2-8 story buildings
- Surface and underground parking
- Housing Types: townhome, stacked townhome, apartments

**Mixed Use: Housing / Office / Retail**
- 40-75 units per acre
- 26,000 - 54,000 SF of retail/office
- 85 jobs per acre (estimated)
- 3-7 story buildings with 1-2 floors of office or retail with housing above
- Structured and underground parking

**Mixed Use: Housing / Office**
- 45-150 units per acre
- 25,000-150,000 SF of office
- 225 jobs per acre (estimated)
- 6-25 story buildings
- Structured parking

**Office**
- 60,000-250,000 sf per acre of office
- 300 jobs per acre (estimated)
- 6-25 story buildings
- Structured parking

**Office / Light Industrial**
- 15,000 sf per acre of development
- 50 jobs per acre (estimated)
- 1-2 story buildings
- Surface parking

**Civic / Mixed Use**
- Transit station and/or other civic use.
  Alternately Mixed Use: Housing / Office / Retail

**Park and Open Space**
- Encompasses active and passive park areas
Support for diverse employment: The plan suggests a focus on creating diverse employment opportunities including living wage jobs, job training, minority employment opportunities and an environment that supports neighborhood employment.

Future Development

The Future Development Scenario shown in Figure ES.2, illustrates patterns of open space and built areas and forms the visionary basis for Bassett Creek Valley’s future. The future development scenario uses accepted land use categories; however, density ranges and building scales are unique to this plan. Figure ES.3, Land Use Typology, summarizes the development categories.

Open Space

There are tremendous open space assets already existing in the Valley including the Cedar Lake Trail, Bryn Mawr Meadows and the Luce Line Trail. The master plan suggests the creation of a significant amount of new open space in Bassett Creek Valley. Along with existing assets, these new spaces offer diverse recreational and habitat restoration opportunities to meet the needs and values of the future population in the Valley. It is expected that open spaces, more than any other aspect of redevelopment, will define the future of the Valley and will become the treasures of the Valley’s future. From a practical standpoint, the open spaces will become primary features around which redevelopment investments are marketed.

Bryn Mawr Meadows

Today, Bryn Mawr Meadows is a 51-acre, active regional park featuring multiple ball fields and diverse recreational facilities. This plan advocates that the park remain much as it is today.

Bassett Creek Commons

The largest new public open space suggested is the 25-acre Bassett Creek Commons, located directly north of Bryn Mawr Meadows but physically separated by a railroad corridor. Though this area is located adjacent to Bryn Mawr Meadows, it is not an expansion of that park but a new public open space and habitat corridor.

Greenway Corridor

A linear greenway that mimics or recreates Bassett Creek will connect the “Commons” with Heritage Park. The greenway will act as a mid-block unifying amenity and open space relief as well as stormwater infiltration and treatment area.

Trails

Trails serve two equally important functions within the Valley. The first is recreational and the second is to support bicycle commuting as a viable alternative to automobile travel. This plan calls for trail connections to two important regional trails, the Luce Line Trail and Cedar Lake Trail. It also suggests a new north-south trail along Van White Memorial Boulevard. Trail routes were strategically located to create links while eliminating the need for at-grade street crossings.

Street System

Proposed Street Modifications, Figure ES.4, has several important additions to the existing system including Van White Memorial Boulevard, creation of green streets north of Bassett Creek Commons, bridge connection to Linden Yards and reestablishment of the urban street grid in the eastern industrial area of the Valley. Proposed street modifications will improve traffic circulation and pedestrian flow within the Valley and improve connections beyond the Valley.

Transit System

Transit and commuter trails will play a significant role in the pace, character and intensity of redevelopment in Bassett Creek Valley. If the Southwest Transitway extends through the Valley with a station at Van White Memorial Boulevard, it will open a host of opportunities. The Southwest line, along with existing bus service,
bike trails and the possibility of a local transit circulator from the Valley to downtown, could open opportunities such as:

- Reverse commuting from downtown to Bassett Creek Valley employment
- Less need for office parking in the Valley and thus lower development cost and land consumption
- Less concern about traffic congestion allowing for greater development intensity
- Greater package of amenities for the Valley with strong transit links to downtown and other destinations

**Housing and Employment**

Redevelopment within Bassett Creek Valley presents an unparalleled opportunity to create a new urban community with strong connections to existing Minneapolis neighborhoods. These opportunities provide increased access to retail services, parks and green spaces, and to a variety of housing and employment opportunities. While interrelated, housing and employment warrant special consideration so that investors and developers involved in redeveloping the Valley have a sense of the community’s expectations regarding these issues.

As the redevelopment process continues, the ROC will continue to serve in a manner that informs redevelopment to meet the objectives of the plan and community vision on which they are based. Central to this vision are goals for providing for affordable housing and living wage jobs within the project area. These elements will allow for current residents to stay in the area and create new opportunities to enhance the diverse mix of people living and working in the Valley.

**Sustainable Development**

The City of Minneapolis recently adopted sustainable development guidelines that promote practices like reduced energy consumption, pedestrian-friendly streets, light pollution reduction and innovative stormwater practices. The Bassett Creek Valley Master Plan embraces and incorporates these guidelines and suggests that the Valley can act as a national model for an even higher level of innovation.

Because they are often viewed as extras and because redevelopment is usually a tremendous challenge in its own right, it would be easy to put aside sustainability objectives. However, this master plan encourages that the envelope of sustainability be pushed in the development process as much as possible. The master plan also recognizes the financial challenges raised by many of the strategies and the need to balance the array of demands on redevelopment. Some of the primary ways sustainable development can be addressed include:

![Figure ES.4 Proposed street modifications/additions identified in the Future Development Scenario.](image)
**Executive Summary**

- LEED Building Certification
- Dark-sky friendly lighting
- Innovative stormwater practices
- Energy generation

**Design Guidelines**

Design guidelines have been prepared for Bassett Creek Valley to suggest street and streetscape design, building placement and the transition zone between public streets and building facades. This urban design approach to guidelines allows for much more flexibility and creative expression than would be offered through architectural guidelines that would direct building character and features. The design guidelines also address environmental guidelines such as stormwater management, heat island effect, sustainable design and light pollution. The design guidelines are included as an Appendix to the master plan so they can be used as an independent tool through the development process. Themes addressed in the design guidelines include establishing comfortable, safe and vibrant streets, creating an urban character, environmental sustainability, balancing auto and pedestrian spaces and attention to building frontages.

**Analysis and Feasibility Testing**

The Bassett Creek Valley master plan does more than just determine land use types and development character. It also tests the proposed vision against financial, market and transportation forces in order to understand feasibility. Testing builds a realistic understanding of the opportunities and constraints posed by redevelopment. It also suggests what barriers exist in today's environment and what steps are needed to overcome them. The results of the testing have been used to shape the plan and create viable strategies that will take the plan from concept to reality.

**Traffic Analysis**

Traffic analysis conducted for the project was completed as an iterative process. In other words, analysis started at the highest range of land use density allowed with the land use plan and then lessened in density until traffic volumes were within a comfortable range for the existing and proposed roadway network.

The analysis determined that given today's habits and norms of automobile use, transit use and alternative forms of transportation, the roadway network in and around Bassett Creek Valley will reach capacity at a level of land use density within the range proposed by the land use plan but below the highest end of the range. The comfortable traffic capacity and its related land use density were then translated into one of the three financial analysis scenarios discussed shortly. Traffic analysis points out the need for continued improvement in the transit system and the positive impact that better transit will have on reduced congestion and greater redevelopment flexibility in Bassett Creek Valley.

Analysis also indicates that a future traffic study directed at a specific development proposal in Linden Yards may suggest the need for an additional bridge access to Linden Yards as shown in the land use plan (Figure ES.2), especially at the higher end of the land use density range.

**Infrastructure Analysis**

Age, quality and anticipated longevity of street and utility infrastructure in Bassett Creek Valley have been analyzed and translated into reconstruction costs used by the financial analysis.

Analysis indicates that existing utility systems have adequate capacity to accommodate proposed redevelopment. However, many of the underground utilities are approaching 100 years old and are in need of replacement. Therefore, it is assumed that due to age and logistics, redevelopment will be the catalyst for staged reconstruction of all existing streets and utilities in the Valley as well as undergrounding of overhead utilities.
Financial Feasibility

Financial gap analysis has been conducted to provide feasibility “snapshots” of the proposed land use plan at three levels of density, all within density ranges proposed by the master plan. The framework for the analysis focuses on the following questions:

- What costs of redevelopment and public infrastructure/amenities must be covered?
- How do varying levels of development within the proposed range of density impact redevelopment costs and revenues?
- How can the analysis inform and guide strategic investments that promote greater financial feasibility and higher levels of development intensity?

To conduct financial analysis, the Bassett Creek Valley project area is separated into two broad phases and divided into subdistricts (see Figure ES.5). Projected costs are assigned to their respective district. The development pattern depicted in the land use plan is quantified at three levels of density; all within the range identified in the land use plan. For each of the three density scenarios, the analysis estimates the cost of investments needed to undertake the proposed development and the generation of revenues derived from the development. The result is an indication of financial gap or surplus.

The financial analysis assumes that there are numerous investments and expenditures needed to accomplish the master plan. It also assumes several sources of revenue resulting from redevelopment including tax increment financing, sale of land for development and limited grants. Given the cost and revenue parameters, analysis explores feasibility at the lowest density of the ranges identified in the land use plan, at a midpoint level believed to account for current market and traffic constraints, and at the highest density of the proposed land use ranges. The assumptions used in the analysis will undoubtedly change as redevelopment in Bassett Creek Valley moves from concept to project but the analysis helps identify degrees of magnitude in either the positive or negative financial picture. The results of financial analysis indicate a number of things:

- Building (across the project area) to the lowest development density proposed in the land use plan will not be feasible even with the deletion of significant infrastructure and amenity costs.
- Assuming current market forces, phase 1 is, as a whole, financially feasible. However, phase 2 will face financial hurdles unless barriers to greater density (such as reduced use of automobiles) are lessened.
- Building to the highest development density proposed in the land use plan offers very positive financial feasibility, although current market and traffic barriers will need to be lessened in order to realistically reach this intensity of development.
- Revenue “sharing” needs to occur across district boundaries in order to allow financially stronger districts to support weaker ones.

<table>
<thead>
<tr>
<th>Scenario</th>
<th>Phase One</th>
<th>Phase Two</th>
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<tbody>
<tr>
<td>Lowest Intensity</td>
<td>$2,286,201 surplus</td>
<td>$21,712,766 gap</td>
</tr>
<tr>
<td>Highest Intensity</td>
<td>$1,674,526 gap</td>
<td>$41,704,367 gap</td>
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<tr>
<td>Highest Intensity</td>
<td>$54,126,483 surplus</td>
<td>$21,547,109 surplus</td>
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The BCV Redevelopment Oversight Committee is committed to working with the City of Minneapolis to lessen barriers to higher density within the range of density proposed by this plan. The ROC also recognizes that many of these efforts will take time to accomplish, making the range of densities proposed by the plan a necessary component of flexibility for future development.
View Analysis

One of the guiding principles for redevelopment set forth by the ROC is to preserve and enhance views of the skyline, area landmarks, and open space within the Valley. A series of before and after photo simulations of key view corridors were created to analyze the impacts on view from the Valley. The study informed master plan decisions about where taller buildings would be appropriate in the Valley. The study revealed that buildings of substantial height in Linden Yards would not obstruct Downtown views from Bryn Mawr Meadows or I-394 and that greater intensity of development along Glenwood Avenue will frame dramatic views of the downtown skyline.

IMPLEMENTING THE PLAN

Implementing the master plan for Bassett Creek Valley is not a single step. Achieving the vision established in this plan involves a series of interrelated actions spanning many years.

Keys to Implementation

Several factors will be key to successfully realizing the vision set forth by this master plan. These keys apply regardless of the actual form and timing of redevelopment. Commitment to the plan brings the willingness to actively promote public and private investments that achieve the vision and to deter developments that do not meet the objectives of the plan. The Comprehensive Scope of the master plan is a key to future success of the Valley by avoiding missed opportunities or unforeseen constraints. A strong Public/Private Partnership is required to make redevelopment financially feasible and promote the desired development. Money spent must be treated as Strategic Investments and evaluated for its impact on achieving the vision for the future of Bassett Creek Valley. The ability to make strategic investments relies on the continued evolution of Financial Planning.

Roles & Responsibilities

Implementing this plan will fall to many entities. Acting as the “keeper of the vision” for Bassett Creek Valley has been assigned by the City Council to the BCV Redevelopment Oversight Committee (see Roles and Responsibilities of the ROC in the Credits & Acknowledgements Section). The ROC will act as the redevelopment voice for Bassett Creek Valley speaking on behalf of the Harrison and Bryn Mawr Neighborhoods in interpreting the vision outlined in this master plan. The City of Minneapolis will adopt the entitlement framework, establish the essential economic tools to promote redevelopment and dedicate the critical staff expertise to rethink the impound facility and public works operations as well as coordinate private redevelopment efforts and oversee reconstruction of public infrastructure. The Minneapolis Park & Recreation Board will continue to manage Bryn Mawr Meadows and the trail network and can play a lead role in creative approaches to funding, establishing and managing new open spaces. Also, of course, the development community will be critical in undertaking redevelopment as well as embracing innovative strategies to help fund and care for high quality public spaces.

Through their partnership and active participation with the Bryn Mawr and Harrison neighborhoods in preparing this master plan, Ryan Companies has created a head start toward redevelopment of Bassett Creek Valley. Ryan Companies has partnered with the community, investing significant time, expertise and dollars over the past 18 months, to create this master plan. The ROC, as representatives of the Harrison and Bryn Mawr neighborhoods recommends that Ryan Companies be named Master Developer for Bassett Creek Valley. Ryan Companies is prepared to immediately begin work with the ROC, the community and the City on implementation, as well as act as liaison on the different aspects of the development with the development community.
Implementation Initiatives

The initial focus of implementation will be on actions needed to establish the master plan as the official guide for development in Bassett Creek Valley.

The first implementation step is City Council adoption of the master plan. City Council approval sets the stage for all subsequent public actions and the confidence needed for private redevelopment activities.

Implementation of the master plan for Bassett Creek Valley spans many years and has many complex activities. It will likely be more than twenty years before the vision for the Valley is fully realized. There are, however, many actions to be taken in the near term - the next one to five years. These actions are critical to the success of redevelopment in the Valley with primary actions listed in simple terms in Figure ES.7.

During the early years of Bassett Creek Valley redevelopment, there are several critical actions that can be taken to reduce development constraints, allow for greater investment in public amenities and enhance the creation of a sustainable neighborhood. Since the financial analysis suggests that phase 1 redevelopment has solid financial footing, the time taken to build out phase 1 can be used to set the stage for a phase 2 with enhanced financial and neighborhood opportunities. Suggested activities include:

- Strategically stage development so it builds market momentum and so that early projects act as positive demonstrations of great things to come in the Valley.
- Build high-quality streetscapes, parks, natural areas and pedestrian links because these amenities will drive future market interest.
- Work with developers to implement innovative Traffic Demand Management techniques in their commercial developments to lessen traffic congestion.
- Devise a short-trip public transit circulator system between Bassett Creek Valley, Heritage Park, North Loop Village (Twins stadium), Walker Art Center and downtown Minneapolis to enhance the feasibility of transit commuting and allow for the cross-use of existing parking facilities.
- Create convenient, safe linkages between various trail routes for bike commuting.
The Vision for Bassett Creek Valley in the context of downtown Minneapolis.
A redeveloped Glenwood Avenue looking east