



Figure 1: Ballfield at Lee Park

Robbinsdale, Minnesota

# Robbinsdale 2040

Comprehensive Plan



## Robbinsdale 2040

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Figure 2: Victory Memorial Flagpole

## Introduction

### Historical Overview

Robbinsdale is located immediately north and west of Minneapolis, about 15 minutes from downtown Minneapolis. To the east, Robbinsdale borders North Minneapolis, to the northeast the City of Brooklyn Center, and to the west and southwest the cities of Crystal and Golden Valley.

Robbinsdale officially came into existence in 1893 when dissatisfaction among local residents led to the secession of a portion of then Crystal Village to create the Village of Robbinsdale. Robbinsdale remained more rural than urban through the end of the nineteenth century. A small, active commercial nucleus, surrounded by residential areas, developed in the area located along West Broadway in the vicinity of 42nd Avenue. Although large areas of the community had been platted prior to the turn of the century, major growth did not occur until after World War I, when the first significant suburban migration began. This period of growth resulted in the development of large portions of the community situated west and south of County Road 81. A second period of community growth occurred as a result of the suburban boom following World War II. During this period, areas located around Crystal, Twin, and Ryan Lakes were developed into residential areas.

Robbinsdale is a “first ring” suburb and is one of the Twin Cities metropolitan area’s older suburbs sharing similar issues with other first ring suburbs. For example: aging housing has caused the city to adopt a point-of-sale inspection requirement; the city has adopted the 2018-2022 Capital Improvement Plan, attached as Appendix D, to replace aging infrastructure; and redevelopment of aging, blighted or underutilized properties is a primary focus of land use issues. The advent of the extension of light rail transit to Robbinsdale will be a “game changer.” The Extension of the Blue Line from Target Field in Minneapolis through Golden Valley, Robbinsdale and Crystal to the Target Campus in Brooklyn Park is projected to have as many as 3,500 boardings a day at Robbinsdale Station.

### Public Outreach and Participation

The City of Robbinsdale held open houses in April, July and October of 2017 to engage the public. Additional outreach efforts have included articles in the local Sun Post newspaper, an interview on the cable access channel, and the quarterly City newsletter and website. The Planning Commission has accepted the challenge of acting as a Task Force responsible for updating the Comprehensive Plan.

Since Robbinsdale is primarily residential served by local and sub-regional commercial uses, the context of the Comprehensive Plan update is that much of the work of previous comprehensive plan updates is still valid. The City has been considered fully developed since the mid-1970's and the existing plan contains many land-use policies which are still applicable. However, the updated plan acknowledges the evolution of new and ongoing trends in residential and commercial uses and milestones in redevelopment accomplished by the implementation of the 2020 and 2030 Comprehensive Plans.

## Land Use

This section shows Robbinsdale’s existing and future (projected) land use patterns through maps, tables and descriptions. The 2040 Generalized Land Use Map and the Planned Land Use Map for Robbinsdale provided by the Metropolitan Council are shown below.

### Forecasted Population, Households and Employment shared with the Met Council:

Table 1: Forecasted Population, Households and Employment

Forecast Year	Population	Households	Employment
2010 (Census)	13,953	6,032	6,858
2020	14,400	6,250	7,400
2030	16,000	7,200	7,400
2040	16,600	7,500	7,400

The forecasts shown above have been increased from the Metropolitan Council’s system statement due to an uptick in employment data and recently approved high density redevelopment projects. In addition, redevelopment opportunities are expected to be stimulated by the Blue Line Extension Light Rail Transit project. In the long term, employment growth is expected to plateau as commercial land is expected to redevelop emphasizing high density residential.

### Community Designation

Robbinsdale’s location relative to the metro area has caused the Metropolitan Council to designate it as an “**Urban Center**.” This designation carries expectations for overall densities relative to the forecasts.

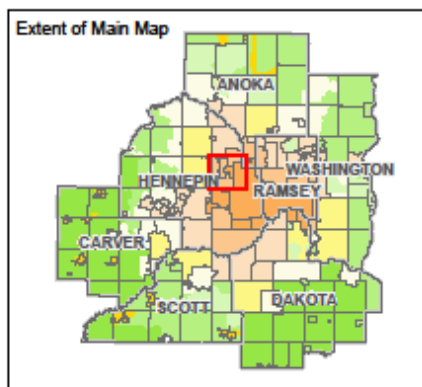
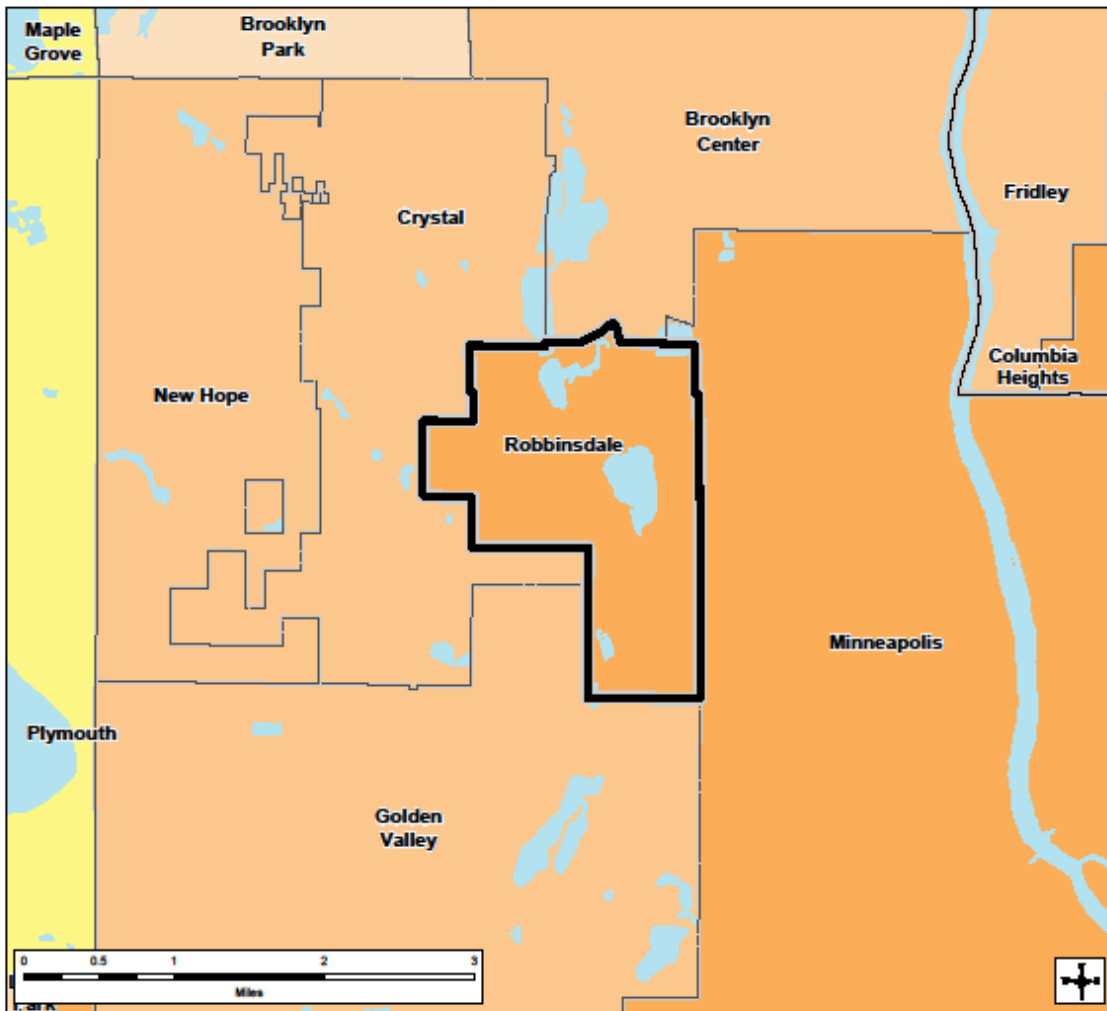
According to the Metropolitan Council’s 2015 System Statement: “Urban Center communities include the largest, most centrally located, and most economically diverse cities in the region.” Urban center communities are expected to plan for forecasted population and household growth at average densities of at least 20 units per acre for new development and redevelopment. In addition, Urban Center communities are expected to target opportunities for more intensive development near regional transit investments at densities and in a manner articulated in the *2040 Transportation Policy Plan*. However, Robbinsdale is quite small with an area of less than 3 square miles.

The Urban Center designation gains some relevance for Robbinsdale with potential redevelopment opportunities stimulated by the anticipated Blue Line Extension Light Rail Transit (LRT) line. The Robbinsdale station, located between 41<sup>st</sup> and 42<sup>nd</sup> Avenues North on the western edge of the downtown area, brings the following expectations for residential density averages within ½ a mile of the station according to the 2040 Transportation Policy Plan:











Table 2: Urban Center Designation Definition

Minimum community wide densities established in <i>Thrive MSP 2040</i>	<b>20 units per acre</b>
Density expectations for fixed or dedicated rights-of-way transitway station area (area within 10-minute walk or ½ mile area)	<b>Minimum 50 units per acre Target: 75-150+ units per acre</b>

### Community Designations City of Robbinsdale, Hennepin County



#### Community Designations

- |  |  |
|--|--|
|  Outside Council planning authority |  Emerging Suburban Edge |
|  Agricultural                       |  Suburban Edge          |
|  Rural Residential                  |  Suburban               |
|  Diversified Rural                  |  Urban                  |
|  Rural Center                       |  Urban Center           |




- |  |
|--|
|  County Boundaries            |
|  City and Township Boundaries |
|  Lakes and Major Rivers       |

Figure 3: Community Designations



## Robbinsdale 2040

The Robbinsdale City Council has objected to the Urban Center designation which appears to be arbitrarily applied to the entire city and ignores established medium density patterns in the outer areas of the city beyond the downtown area and West Broadway corridor. Other areas of Robbinsdale's established development pattern is a transition from the Urban Center of Minneapolis and Urban (suburban) patterns exemplified by Brooklyn Center, Crystal and Golden Valley, which are also to be served by the Blue Line Extension LRT service.

Robbinsdale has been considered to be fully developed since the 1970's. In effect, all development is redevelopment of existing small properties already occupied by buildings. Robbinsdale does have high density land uses generally on the periphery of the downtown area and along West Broadway between County Road 81 and the Burlington Northern Santa Fe railroad corridor. Redevelopment at higher densities will occur as market forces and regional investment provide stimulation.

### Community Role

The City of Robbinsdale has participated in Station Area Planning in partnership with Hennepin County and neighboring cities along the planned Bottineau Blue Line Extension Light Rail Transit Corridor. Potential redevelopment sites within ½ mile of the LRT station have been identified and conceptualized. Given that Robbinsdale has been considered fully developed for many years, the city acknowledges that economically viable redevelopment will likely depend on high density residential uses in most cases, unless commercial uses are supported by the market.

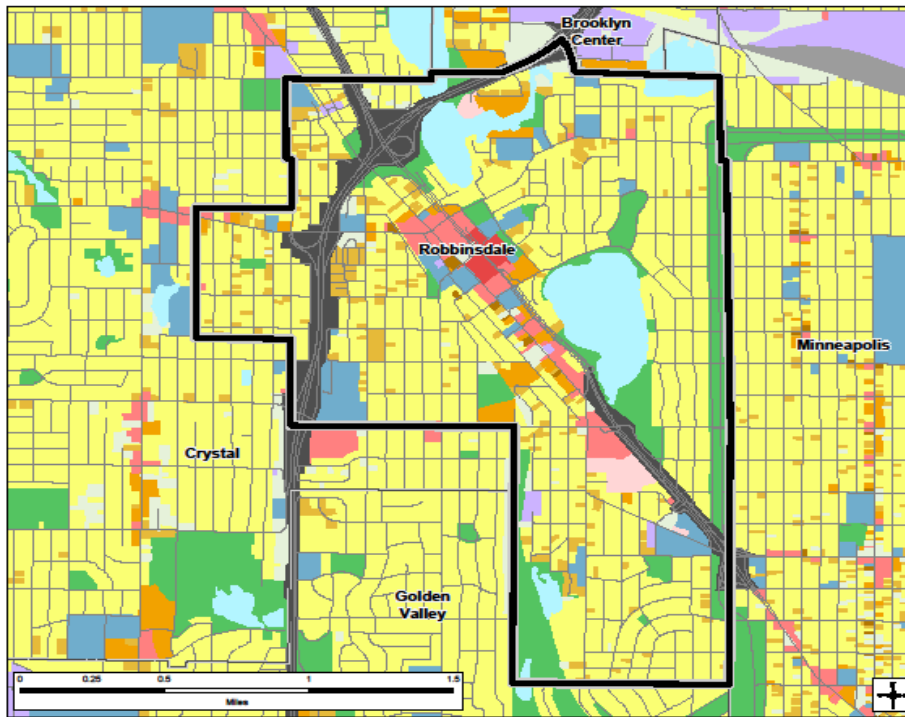
Opportunity sites within and beyond the station area that may be available for future redevelopment have been conceptualized for uses with high density residential development as a driving force. Such high density residential redevelopment would be consistent with the Urban Community designation and:

### Local/Community Roles as defined in Thrive MSP land use policy

- The city will guide sufficient land to enable that Metropolitan Council's population and household growth forecasts will be accommodated.
- The city will plan for growth in densities consistent with the Urban Center community designation which supports regional investment in transit infrastructure (the Blue Line Extension LRT).
- The redevelopment in the city will be consistent with density expectations contained in the 2040 Transportation Policy Plan
- The city will plan for increased density and a diversification of uses in job concentrations (North Memorial), nodes along corridors (Robbinsdale LRT station area), and local centers to maximize the effectiveness of the transportation system.
- The city will expect that redevelopment will provide a variety of housing types to promote life-cycle housing;
- The city will ensure that a component of affordable housing that will enable Robbinsdale to accommodate the Met Council identified allotment of affordable housing will be provided;

- The city has and will continue to, identify opportunities for and propose land use policies and strategies that support future growth around transit stations and near high-frequency transit service in concert with Hennepin County;
- The city has identified opportunity sites within the station area and redevelopment concepts incorporating multiple family housing at Urban Center densities are discussed within the land use and the housing sections of this plan;
- The city has adopted a complete streets policy which promotes walkable and bikeable, transit-friendly streets and connections with the aid of a Pedestrian and Bicycle Plan which includes recommendations for enhancing multi-modal access to transit and preferred destinations. The Pedestrian and Bicycle plan does require amendments to maintain relevance;
- The city will promote a development pattern that will accommodate multi-modal access including pedestrians and non-motorized transportation;
- The city acknowledges that North Memorial Health is a significant employment center in Robbinsdale. Opportunity sites with redevelopment potential for high density residential and mixed use residential land use have been identified that may provide additional housing opportunities for North Memorial employees.

2010 Generalized Land Use  
City of Robbinsdale, Hennepin County



2010 Generalized Land Use



Figure 4: Existing Land Use

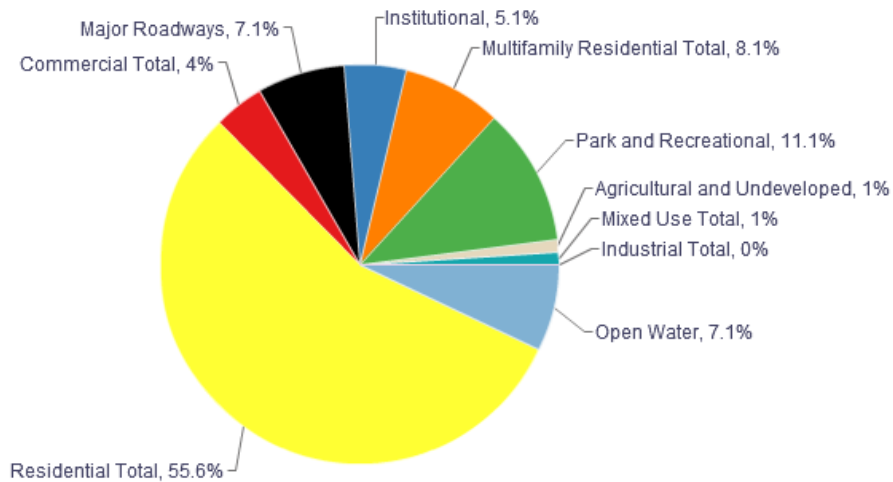
Table 2: Land Use Acreages

Land Use	2005 Acres	Change	2010 Acres	Change
<b>Residential Total</b>	<b>1,176</b>	N/A	<b>1,197</b>	<b>1.79%</b>
Single Family Detached	1,050	N/A	1,053	0.30%
Multifamily	127	N/A	144	13.98%
<b>Commercial Total</b>	<b>91</b>	N/A	<b>76</b>	<b>-16.48%</b>
Retail and other Commercial	86	N/A	57	-34.14%
Office	5	N/A	19	315.22%
<b>Industrial Total</b>	<b>9</b>	N/A	<b>8</b>	<b>-11.11%</b>
Industrial and Utility	9	N/A	8	-9.68%
<b>Institutional Total</b>	<b>98</b>	N/A	<b>91</b>	<b>-7.14%</b>
<b>Park and Recreational</b>	<b>212</b>	N/A	<b>216</b>	<b>1.89%</b>
Park, Recreational or Preserve	212	N/A	216	2.03%



<b>Mixed Use Total</b>	<b>5</b>	<b>N/A</b>	<b>16</b>	<b>220.00%</b>
Mixed Use Residential	5	N/A	4	-35.19%
Mixed Use Commercial and Other	0	N/A	13	100%
<b>Major Roadways</b>	<b>131</b>	<b>N/A</b>	<b>141</b>	<b>7.63%</b>
<b>Agricultural and Undeveloped</b>	<b>50</b>	<b>N/A</b>	<b>26</b>	<b>-48%</b>
Undeveloped land	50	N/A	26	-46.67%
<b>Open Water</b>	<b>136</b>	<b>N/A</b>	<b>136</b>	<b>0.00%</b>
<b>Total</b>	<b>1,908</b>	<b>N/A</b>	<b>1,907</b>	<b>-0.05%</b>

**Generalized Land Use in Robbinsdale, 2010**



Source: Metropolitan Council Generalized Land Use Historical Data Set

Figure 5: Percentages of Generalized Land Use in Robbinsdale

**Single Family Detached (and Attached)**

The average single family detached lot size is 50 feet wide with a lot area of about 6,000 sq. ft. Robbinsdale’s low density neighborhoods consisting of single family detached and attached (twin home) neighborhoods are about 5 dwelling units per acre. This is possible given the existence of many 40-foot-wide lots that have been given legal non-conforming status, and the “grid” street pattern of Robbinsdale’s local street pattern. The only vacant land available for single family detached use are existing lots vacant because of soil and water table issues and fragments of street or highway right-of-way, generally on the edges of Highway 100.

**Multifamily**

There are close to 1,300 apartment units in Robbinsdale. A local landmark is Robbins Landing, a seven-story senior building constructed in 1976 which offers 110 units on 1.06 acres at approximately 100 dwelling units per acre. When built, relatively few of the senior tenants had cars. Recently, the trend has seen more seniors working later and continuing to drive which is putting pressure on the minimal available parking. Almost all of the open space is already dedicated to surface parking.



Figure 6: Broadway Court Apartments

Broadway Court is a more recent apartment building constructed in 2000. 57 senior units on four levels with street level commercial uses oriented to West Broadway, parking under the building and has a density of about 60 dwelling units per acre. This development provides a great example for a template for future high density residential planning efforts. Clare Terrace is a high density example built in 2015: 36 efficiency dwelling units provided for very-low income persons who don't own vehicles. The density is about 50 units per acre factoring half of the adjacent streets and alleys. The density is possible because the building is located on a bus route and parking is only provided for employees, guests and deliveries.

A common example of high density housing in Robbinsdale is Robinwood Apartments which is considered “naturally occurring affordable housing.” Built in 1958, four three-story buildings personify the classic “3 story walk-up.” 88 mostly 1 bedroom units distributed in four buildings on a 1.28-acre site results in a density of about 63 units per acre. Concrete construction limits the potential for remodeling. This property which once generated a high demand for police services has benefited from active property management, code enforcement and crime-free housing initiatives. The Robinwood Apartments underscore the need for zoning standards requiring minimum open space and parking requirements. The parking area is congested with slightly more than ½ parking space per unit. Bus transit service is available, and the property is just beyond 1/2 mile from Robbinsdale’s station on the planned Blue Line Extension LRT line.

### Commercial

Commercial land is characterized by traditional store-front retail/service in the downtown and small, more suburban retail centers.

- Robbinsdale’s original commercial center is the West Broadway “main street” corridor from approximately 40<sup>th</sup> Ave. N. to 42 ½ Ave. N. This traditional pattern of
- store-fronts with stand-alone retail and service businesses was the terminus of the old street car line.
- The oldest suburban retail center which relates to County Road 81 is Robin Center built in the late 1950’s. This “strip-retail” site is discussed further for its redevelopment potential.



Figure 7: Marna's Eatery & Lounge



## Robbinsdale 2040

- Robbinsdale Town Center was built in the mid 1980's with a suburban character mixing retail on the main floor and office space on the upper levels and parking on the perimeter. Land use efficiency is gained with 50 spaces under a parking deck.
- The Terrace Mall area has undergone a second phase of redevelopment. The first phase redeveloped the southern half of the mall with the Wards department store building repurposed as a medical clinic office use. The north half has been redeveloped for a regional grocery store (Hy-Vee) mixed with other commercial uses.
- High density residential uses have been attracted to locations on the periphery of the commercial areas. The market has not yet supported vertical mixed use with residential over street-level commercial. As a result, the mixing of commercial and residential uses has primarily been lateral.

### Industrial

Robbinsdale has very little industrial land. An electrical power substation, the city maintenance garage and the rear elevations of two service/retail/warehouse sites on West Broadway are the only sites in the city with industrial character.

### Institutional

Robbinsdale is home to the North Memorial Health Center campus with a non-profit hospital, medical clinic and support uses. There are also two public schools, a K-8 Catholic school and at least 12 churches, some with daycare programs.

### Park and Recreational

City parks are discussed in detail in the Parks and Trails Section. A variety of developed local and regional park facilities are available in the city. Most of the city parks offer active recreational facilities. Regional recreational facilities include the Three Rivers Boat Access on Twin Lake and two regional trails linking Robbinsdale to the Grand Rounds trail system and ultimately, the Elm Creek Park Reserve. A joint power partnership with Three Rivers Park District is expanding recreational and educational opportunities at Sochacki Park, a reclaimed construction demolition land fill site.

## Mixed Use Land Uses

### Residential mixed use

Residential is the dominant land use with limited examples of multi-family over street level commercial exemplified by Broadway Court described above. Mixed use multi-family over retail/service commercial is envisioned as a potential redevelopment template in the core downtown (41<sup>st</sup> Ave. to 42<sup>nd</sup> Ave. N.) redevelopment scenarios and within the station area. However, it has been difficult to lease street level commercial in mixed use buildings, even on West Broadway in the downtown between 41<sup>st</sup> and 42<sup>nd</sup> Ave. N. As well, community values identified during the station area planning process have recommended that the 4100 block of West Broadway be preserved for small scale 2-story development to preserve its main street character.

Therefore, Commercial use is preferred as a street-level land use below multi-family residential, but it is not mandated. Commercial can also exist on adjacent properties. Residential uses on

the street level will generally need some buffering from the street in the form of building design, additional setbacks, differential in floor levels, or building amenity common space.

### **Commercial mixed use**

Commercial and office are the dominant use consisting primarily of multiple tenant commercial buildings on street level and office above with commercial uses mixed laterally. Multiple family residential uses are allowed as a conditional use. The traditional mixed use example of a street level store front commercial use with one or more apartments on the second level is no longer economically feasible because of the need for accessibility.

A property designated for commercial mixed use will be expected to have some commercial or office uses as well as residential, even if residential becomes the primary use of the area or property.

### **Major Roadways**

State Highway 100, a principal arterial roadway bisects Robbinsdale as does County Road 81, a minor arterial augments. More discussion about roadways occurs in the Transportation section. Both were upgraded in the early to mid - 2000's. The Highway 100 project resulted in small parcels of vacant land becoming available primarily for single family residential use as a result of more efficient interchange design. Turn-back of MnDOT right-of-way also facilitated the transfer of ownership of the boat-launch facility on lower Twin Lake with Three Rivers Park District.

### **Agricultural and Undeveloped**

There is virtually no agricultural land in Robbinsdale with the exception of small community gardens. There are vacant lots which may appear to be available for redevelopment. However, high water table or floodplain has caused some lots to be tax forfeited, some acquired by adjacent property owners and some is MnDOT right-of-way associated with Highway 100. The City's development authority (Robbinsdale Economic Development Authority) has pursued excess right-of-way when it has been available and reasonably priced.

### **Open Water**

Robbinsdale has three lakes: Crystal Lake, Ryan Lake and South Twin Lake. The latter two are connected by Ryan Creek. Smaller bodies of water include Rice Lake and Grimes Pond.

### **Aggregate Resources**

Minnesota Geological Survey Information Circular 46 indicates that there are no aggregate resource deposits available for mining in Robbinsdale which is a fully urbanized community. The Pre-Urbanization map on page 27 shows deposits of natural aggregate (sand & gravel) that does not meet current industry standards located in an area west of State Trunk Highway 100 and West Broadway Avenue. This entire area is fully developed for urban residential land use. Therefore, no aggregate resources are available in the city.

### **Future Land Use**

The city of Robbinsdale has been considered fully-developed since the 1970s meaning all new development depends on redeveloping property already being used. Acquisition of sites with buildings and occupants adds cost to redevelopment where value of existing buildings must be compensated for and occupants relocated. In addition, eminent domain is no longer an available

tool for redevelopment except in the case of public use such as streets. Redevelopment depends on willing property owners who are incented by opportunities created by market forces, or public investment.

Robbinsdale has participated with other agencies and consultants in station area planning in anticipation of opportunities created by the Blue Line Extension LRT planning. Opportunity sites have been identified and their redevelopment potential conceptualized resulting in scenarios which should be able to accommodate the increase in population and households projected by the Metropolitan Council in the 2015 Systems Statement.

To recap, the projections and implications for population, household and employment growth are as follows:

Table 3: Forecasted Growth

Forecast Year & Projected Growth	Population	Households	Employment
2010 (Census)	13,953	6,032	6,858
2020	14,400 (+ 447)	6,250 (+ 218)	7,400 (+542)
2030	16,000 (+ 1,600)	7,200 (+ 950)	7,400
2040	16,600 (+ 600)	7,400 (+200)	7,400

### Future Land Use Acreages and Map

The draft land use map for 2040 shows the most current future land use assumptions which reflect the Metropolitan Council system statement projections, discussions deriving from the station area planning process and discussions with developers. **Since Robbinsdale is fully developed, the minimum density is an established pattern.** For example, an existing mixed-use residential area includes 3 story walk-up apartment buildings that date from the late 1940’s mixed with newer buildings with residential /office/ service uses under the same ownership with a density of about 25 units per acre. Minimum re-development densities will be higher as explained further in the “**Areas of Infill Redevelopment Opportunities**” which follows.

Single family detached residential has a comparatively high average density as well as a maximum density compared to typical suburban patterns. This is a result of a large number of duplexes and 40-foot-wide single family detached lots which are now considered legal-non-conforming.

Another notable nuance of Robbinsdale is that all of its commercial zoning districts allow multiple family housing as a conditional use. This flexibility dates at least as far back as the 2020 Comprehensive Plan and was intended to provide a maximum of flexibility for redevelopment options and promote mixed uses. However, multiple family residential uses are not required in Commercial districts which means that no minimum density can be specified.

The following table provides a summary of densities which can be achieved with in-fill redevelopment within the existing development pattern context:

Table 4: Land Use Designation Acreages

<b>Land Use Designation</b>	<b>Acreage / Number of dwelling units</b>	<b>Residential Density Minimum / Avg. density/ Maximum density</b>	<b>Housing type</b>
Low Density Residential	1,053 acres / 4,678 dwelling units (du).	4 du / acre min. 4.5 du / acre avg. 6.5 du / acre max.	Single (detached) and two-family (attached) residential (duplexes)
Medium Density Residential	25.1 acres / 197 du.	8 du /acre min. 10.4 du / acre avg. 12 du. / acre max.	Townhouses (attached) typically row houses
High Density Residential	48.51 acres / 1,653 du.	25 du / acre min. 34 du. / acre avg. 76 du./ acre max.	Apartments, condominiums and cooperatives
Mixed Use Residential	5.85 acres	50 du / acre min. 63 du / acre avg. 76 du / acre max.	Apartments and condominiums which could include some commercial
Mixed Use Commercial	40.01 acres	50 du/acre min. where it occurs CUP.	multiple family residential allowed – could be adjacent property.
Commercial	6.56 acres	No minimum	multiple family residential allowed.
Office	13.37 acres	No minimum	Hospital and public safety buildings.
Institutional	59.91 acres	NA	More than 12 churches
Public	191.57 acres	NA	Parks
Utility/Industrial	10.27 acres	NA	Public works garage & substation

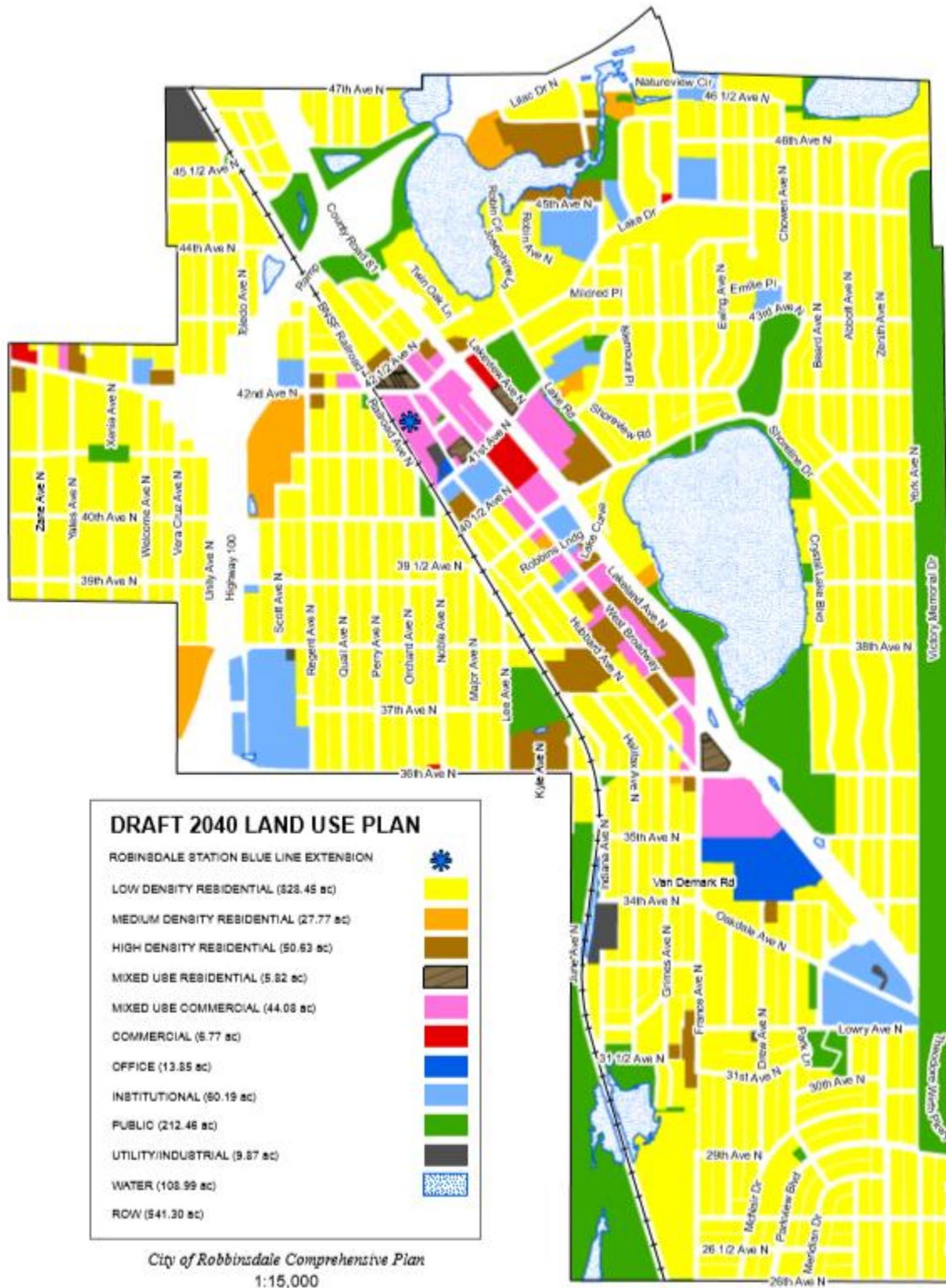


Figure 8: 2040 Land Use Plan

The template of the Broadway Court example has been applied to the following sites to accommodate high density, multiple-family residential. Broadway Court is a four story building with a residential density of about 60 dwelling units per acre with underground parking, some commercial on the street level and three stories of residential above. It also has a minimum of outdoor open or green space.

**Land Use Intensity**

Robbinsdale’s commercial areas are transitioning from fairly low density suburban patterns to higher density urban redevelopment. The catalyst is high density residential development mixing with or displacing commercial retail and service uses with higher densities or more intense utilization of land. Robbinsdale’s traditional strip commercial centers may be replaced by high density mixed uses where multiple family uses could be expected to occupy a much higher proportion of space than retail or service related commercial use.

The city has adopted zoning development standards that support transit oriented development (TOD) promoting higher density uses served by light rail and other transit services. The TOD zoning initiative will extend beyond the traditional downtown and apply to those commercial areas of the city that anticipate redevelopment along the West Broadway corridor in addition to those within ½ mile of the planned Robbinsdale Blue Line Extension LRT station.

The TOD zoning will promote a higher intensity of development which can be measured by Floor Area Ratio (FAR). A ratio of floor space to property area, a FAR of 1 means that the available floor space equals the site area. The following is an analysis of existing commercial and residential patterns and the increases of available floor space as a product of TOD zoning as measured by FAR.

By the definition above, a four-story apartment building with mixed use on the street level with underground parking on a 0.94-acre site has a FAR of **1.92**

Table 5: Land-Use Intensity

Location/description	Existing FAR intensity of use	Potential FAR enabled by TOD development standards
<b>1.94-acre</b> Sawhorse site (No. 3 below)	<b>0.34 FAR</b> Existing buildings including recent demolitions	<b>4.8 FAR</b> redeveloped with 6 story building(s)
<b>3.89 acres</b> Town Center Shopping Center 4080 West Broadway	<b>0.5 FAR</b> Existing strip commercial building with office tower	<b>4.8 FAR</b> if redeveloped with 6 story building(s) with 80% lot coverage
<b>5.36 acres</b> Robin Center (No. 5 below)	<b>0.3 FAR</b> Existing strip commercial center	<b>3.2 FAR</b> if redeveloped with 4 story building(s) with 80% lot coverage
<b>1.64 acres</b> NE of West Broadway and 42 <sup>nd</sup> Ave. N.	<b>0.21 FAR</b> Existing gas station, bank, Masonic meeting hall, dry cleaner	<b>4.8 FAR</b> if redeveloped with 6 story building(s) with 80% lot coverage



<b>2 acres</b> West of CR 81 between 41 <sup>st</sup> and 42 <sup>nd</sup> Ave. N.	<b>0.15 FAR</b> Existing mixed buildings along the west side of CR 81	<b>3.2 FAR</b> if redeveloped with 4 story building(s) with 80% lot coverage
<b>1.1 acres</b> West of West Broadway between 41 <sup>st</sup> and 42 <sup>nd</sup> Ave. N. exc. Broadway Court	<b>0.19 FAR</b> Existing Main Street single story store-front businesses	<b>1.6 FAR</b> if redeveloped with 2 story building(s) with 80% lot coverage
<b>1.4 acres</b> NE of West Broadway between 14 <sup>th</sup> and 42 <sup>nd</sup> Ave. N.	<b>0.71 FAR</b> Main street single story store-front businesses	<b>1.6 FAR</b> if redeveloped with 2 story building(s) with 80% lot coverage

**Potential Redevelopment Sites**

The following redevelopment scenarios are based upon assumptions of a sites availability and complexity of ownership or assembly:

**Redevelopment Initiated or imminent 1-3 years**

**1. Legion / St. Petersburg, now called “Parker Station Flats”**

3600 France Ave. N. **Originally 1.7 acres**

This 2.8-acre site was assembled by combining the 1.55-acre former Legion and St. Petersburg restaurant site with 0.14 acres owned by the Robbinsdale Economic Development Authority and the balance consisting of right-of-way vacated by Hennepin County.

**Site demolition is currently underway for redevelopment of the site for 197 dwelling units (70 du/ac.). Completion is expected to occur within the next 1-2 years.**

**2. Lakeland Avenue area north of Citizen’s Independent Bank.**

North of 3700 West Broadway. **“Birdtown Flats” is currently under construction for 152 multiple family units on a 2-acre site with a density of 75 dwelling units per acre. Currently under construction, project is expected to be complete by March 2020.**

**Approximately 2 or more additional acres could be assembled for a phase 2, north of Birdtown Flats and yield a possible 150 – 200 units for a potential total of 350 multiple family dwelling units.**

**3. Lakeside Office Park 4600 Lake Road.**

Currently occupied by medical, dental clinics and offices. This property has high amenities but high water table and limited access via a narrow 22 ft. wide local street 0.3 mi from a collector street and surrounding flood plain. Medium density residential has been recommended. Approximately 4 acres is above the 100-year flood elevation. **However, current zoning allows multiple family as a permitted use.** A multiple family high density residential development is allowed for 118 multiple dwelling units with a density of about 30 units per acre.

**Redevelopment is expected in 2 years.**

**Next phase of Redevelopment 2022-2030.** The next wave of redevelopment is expected to be stimulated by the development of the Blue Line Extension LRT project. The following sites are in the Station Area (within ½ mile of the LRT station) that are viewed as directly linked to the development of the Blue Line Extension LRT.

- 4. “Sawhorse” site across 42<sup>nd</sup> Ave. N. from the Blue Line Extension LRT station**  
East of BNSF railroad ROW, North of 42<sup>nd</sup> Ave. N. (County Road 9) **1.8 acres**  
This site requires assembly of multiple properties with several businesses including a remodeling contractor and funeral chapel. If the entire site extending from the railroad corridor to West Broadway is considered, approximately 1.86 acres would be possible. As many as **90-120 multiple family dwelling units** could be available, again, following the mixed-use pattern of 60 units per acre. The TOD zoning overlay district will facilitate the redevelopment in anticipation of the Blue Line Extension LRT project. **Redevelopment may be expected to occur 2- 4 years after the Blue Line Extension.** This site is expected to be available for redevelopment after the Blue Line extension is complete. The City owned property has been developed to provide interim parking while construction of the Blue Line Extension LRT is underway.
- 5. Parking ramp “wrap” at the Robbinsdale Station along the Blue Line Extension West of Hubbard Ave. N., south of 42<sup>nd</sup> Ave. N. (County Road 9).**  
The anticipated parking ramp serving the Blue Line Extension LRT station is proposed to be lined with building(s) forming the outer edge of the ramp on two or three sides. The “wrap” building(s) might be integrated with the ramp, but may also be separate. Commercial uses have been considered, but, the primary use is expected to be high density residential, possibly with live-work space. Concepts show residential wraps with dwelling units forming an outer layer much like a row house or condo/apartments aligning with the outer perimeter of the ramp. It may also be possible to have dwelling units above the ramp. Developer input will be solicited with an RFP process. The resulting density of dwelling units is as yet unknown. **Development is dependent on the Blue Line Extension LRT project being funded and constructed.**

**Future Development Potential 2030-2040.** These properties could redevelop independently from the LRT project. However, it is assumed that the regional transportation investment would enhance the market demand to support redevelopment.

- 6. Robin Center – within ½ mile of the Blue Line Extension LRT station**  
East of County Road 81 on either side of 41<sup>st</sup> Ave. N. City Hall is not included. There are no immediate expectations of the properties that make up Robin Center redeveloping. However, when conditions favor redevelopment, there is the following potential:

  - “Upper Robin Center” consists of 1.14 acres (excluding CVS) and includes a portion of the Lakeland Ave. N. frontage road. Approximately **50-70 dwelling units** might be possible. Ideally, the upper portion of a mixed use development.

- “Lower Robin Center” has 4.22 acres excluding the Post Office and Car X auto repair. If those properties were included along with Robbinsdale Oil, the redevelopment site could increase to 5.83 acres. A range of **200-450 dwelling units** might be possible.

**Redevelopment may occur 2020-2030**

**7. Town Center Shopping Center** 4080 West Broadway - 3.9 acres.

This shopping center which combines retail, service, office and restaurant uses was built in the late 1980’s in a suburban, auto-oriented pattern. It does little to contribute to the main street character of the downtown. Transit Oriented Development zoning concepts are being studied to encourage pedestrian oriented redevelopment scenarios which should be in-place when redevelopment occurs. 235-330 multiple family dwelling units.

**U S Bank** 4000 West Broadway - 2.33 acres.

Apparent trends in banking suggest that this site could become a candidate for redevelopment. Approximately 2/3rds of the site is currently underutilized and is used for surface parking. Potential for 140-200 multiple family dwelling units.

**8. Hubbard Market Place** 4145 Hubbard Ave. N. 0.57 acres

Owned and operated by Metro Transit as a transit station for bus service. Formerly the Police, Fire and sometime City offices prior to its being repurposed with an “art deco” character. The funding stipulations for the building improvements restrict its possible uses. The restrictions are being reviewed. However, it has been difficult to attract complimentary uses while preserving the bus function. The building is underutilized and another scenario (if possible) would be a private developer repurpose the building for commercial or residential uses (perhaps live/work) whether the bus service is relocated to the parking ramp or stays in the current location. Food, beverage and entertainment may also offer possibilities.

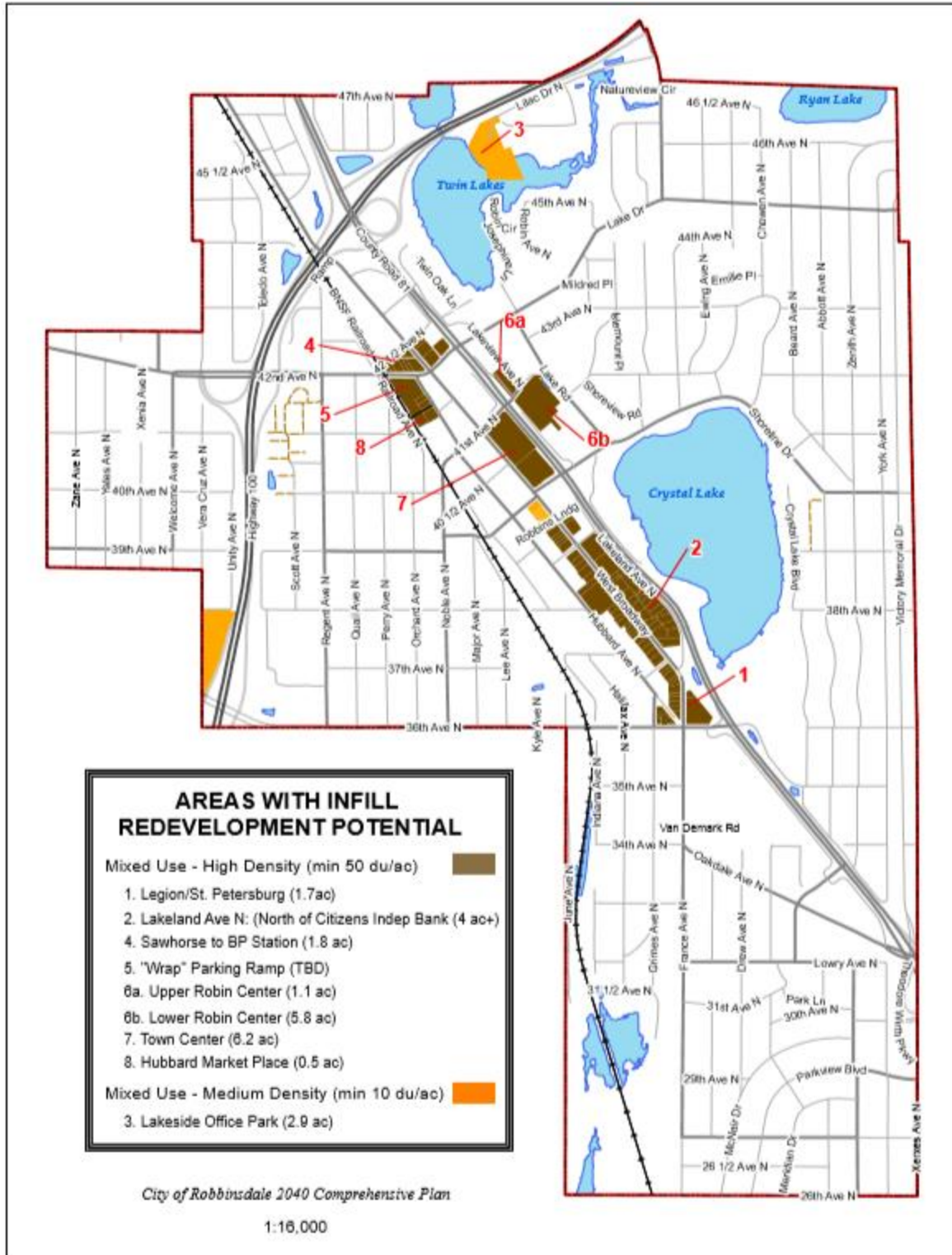


Figure 9: Areas with Infill Redevelopment Potential

### Areas of Infill Redevelopment Opportunities

The figure shown above illustrates areas that may come under pressure for redevelopment. Almost all of the properties have buildings which could be replaced if market conditions support redevelopment activity. In most cases, the dominant use will be high-density residential. The following scenarios are envisioned:

#### **High Density Residential – Mixed use 7.5 acres:**

A mixed-use category that is primarily high density residential, but allows commercial or office uses on the ground floor and office uses above, but primarily the uses will be residential. **New High Density Residential mixed uses are expected to be primarily vertical.**

Minimum residential density (new construction): 50 units per acre.  
Commercial use intensity allowed: Up to 20% of a contiguous land use area may be commercial or office.

#### **Commercial – Mixed Use 11.5 acres (Robin Center, Town Center & US Bank)**

A land use category which may include high density residential as an incentive for redevelopment, but will continue to have a minimum amount of commercial or office use. Multiple-family residential may be the majority proportion of use in-terms of floor space, however, the ground floor must be predominately commercial or office. **New Commercial mixed with residential are expected to be 50% or less horizontal and 50% or more vertically mixed uses.**

Minimum Commercial/office use: 50% Ground Floor area.  
Minimum Residential density: 50 units per acre.

#### **Medium Density Residential – Limited to isolated properties outside of the Station Area, or small assembled sites defined by grid streets and alleys.**

A land use category intended to facilitate development or redevelopment of small sites, or incent redevelopment of single family residential lots fronting on collector streets with row houses. Low-impact commercial uses can be allowed exemplifying “live-work” space. Robbinsdale has very few opportunities for townhouse developments. Row houses have been a viable redevelopment alternative for redevelopment of small sites confined within the established pattern of grid streets and alleys.

Minimum residential density: 8 dwelling units per acre (10-11 du/ac expected).  
Commercial use intensity allowed: Up to 25% of a site may be commercial

### Affordable housing

According to the Metropolitan Council, every city needs to provide a portion of affordable housing to meet the projected demand. Each city has been given an allotment of the projected need based upon the affordability of existing housing and proximity of available jobs. North Memorial is obviously the largest employer in Robbinsdale and many of the lower paying support jobs are driving the need for affordable housing in Robbinsdale. The Metropolitan Council has determined that Robbinsdale’s affordable housing need allocation is 128 units. More discussion about affordable housing will be found in the Housing Section.

### Redevelopment Strategies

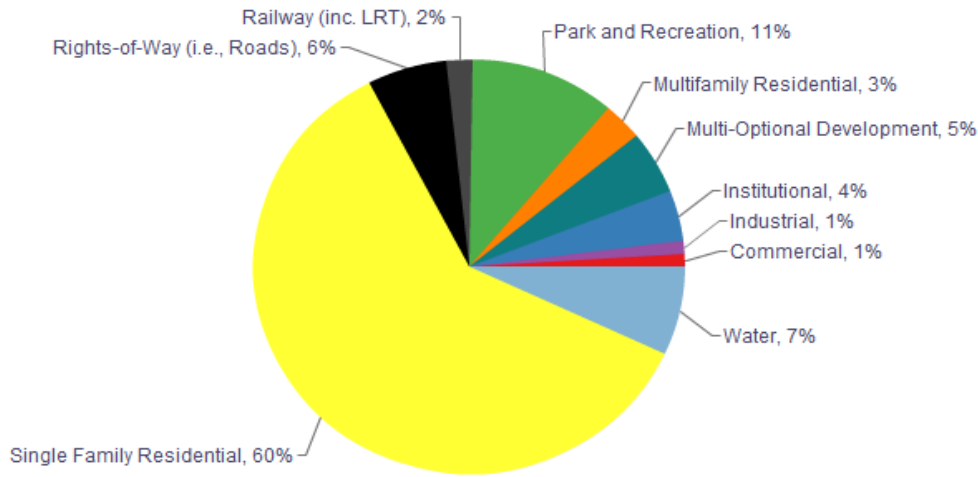
In 2014, a series of round-table discussions with developers and the Robbinsdale Economic Development Authority were held which provided insights to realities affecting redevelopment:

- Most apartment buildings are “Stick-built” which means wood framed. There is a limit of about 4 stories above the foundation for stick-built structures. Again, this validates the Broadway Court building as a template at about 60 dwelling units per acre if most of the parking is under the building as a “pedestal.”
- Steel and concrete construction costs are much higher than wood-framed. As a result, a steel-framed concrete building needs to be ten stories, or more to be economically viable.
- Developers require parking in order to market (and finance) apartment buildings. One parking space per unit is a minimum, even in the station area. Surface parking requires space, unless tenant parking can be under buildings. The city has relaxed parking requirements for multiple family development to one space per bedroom. Experience has shown that insufficient parking creates congestion on the local streets and neighborhood impact. Dependence on street parking increases the difficulty of providing pedestrian and bicycle enhancements.
- The “Birdtown Flats” 152-unit market rate apartment building features underground parking and the developer has been approved for Tax Increment Financing. The approved Parker Station Flats also has underground parking for 197 units. Both provide underground parking at a rate of one space per bedroom.



Figure 10: Birdtown Flats Apartments Under Construction

### Regional Planned Land Use in Robbinsdale for 2030



Source: Metropolitan Council Regional Planned Land Use Data Set

Figure 11: Estimated Percentages of Land Use in Robbinsdale in 2040

Table 6: Future Redevelopment Assumptions

Time frame	Location & Acreage	Anticipated Number of Dwelling Units	Density
<b>Under Construction</b>	St. Petersburg/Legion site “Parker Station Flats” 1.69 acres + vacated ROW	197 Multiple Family units	70 du / acre (net excluding existing local streets)
<b>Under construction</b>	Lakeland Ave & CR 81 “Birdtown Flats” 2 acres	152 Multiple family units	75 du / acre
2-5 years	Lakeland Ave. & CR 81 Phase II 2 + acres	150-200 Multiple family units	75 du / acre
2 years	Lakeside Office Park Approximately 4 acres	118 Multiple Family units	30 du / acre
<b>2020-2030</b>			
3 - 5 years LRT dependent	Parking ramp “wrap”	Unknown Multiple Family Units	Unknown
3 – 10 years LRT dependent	Sawhorse to McReavy 1.86 acres	90-120 Multiple Family Units	50 du per acre
5 – 15 years	Robin Center Up to 5.36 acres	250-335 Multiple Family units	50 – 85 du / acre
5-15 years	Lakeland Ave. N. phase 2	150-200 Multiple family units	50 du / acre
<b>2030-2040</b>			
10 – 20 years	Town Center 3.9 acres	235 – 330 Multiple Family units	60-85 du / acre

10 - 20 years	U.S. Bank 2.3 acres	140 – 200 Multiple Family Units	60-85 du / acre
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### Transportation Analysis Zones

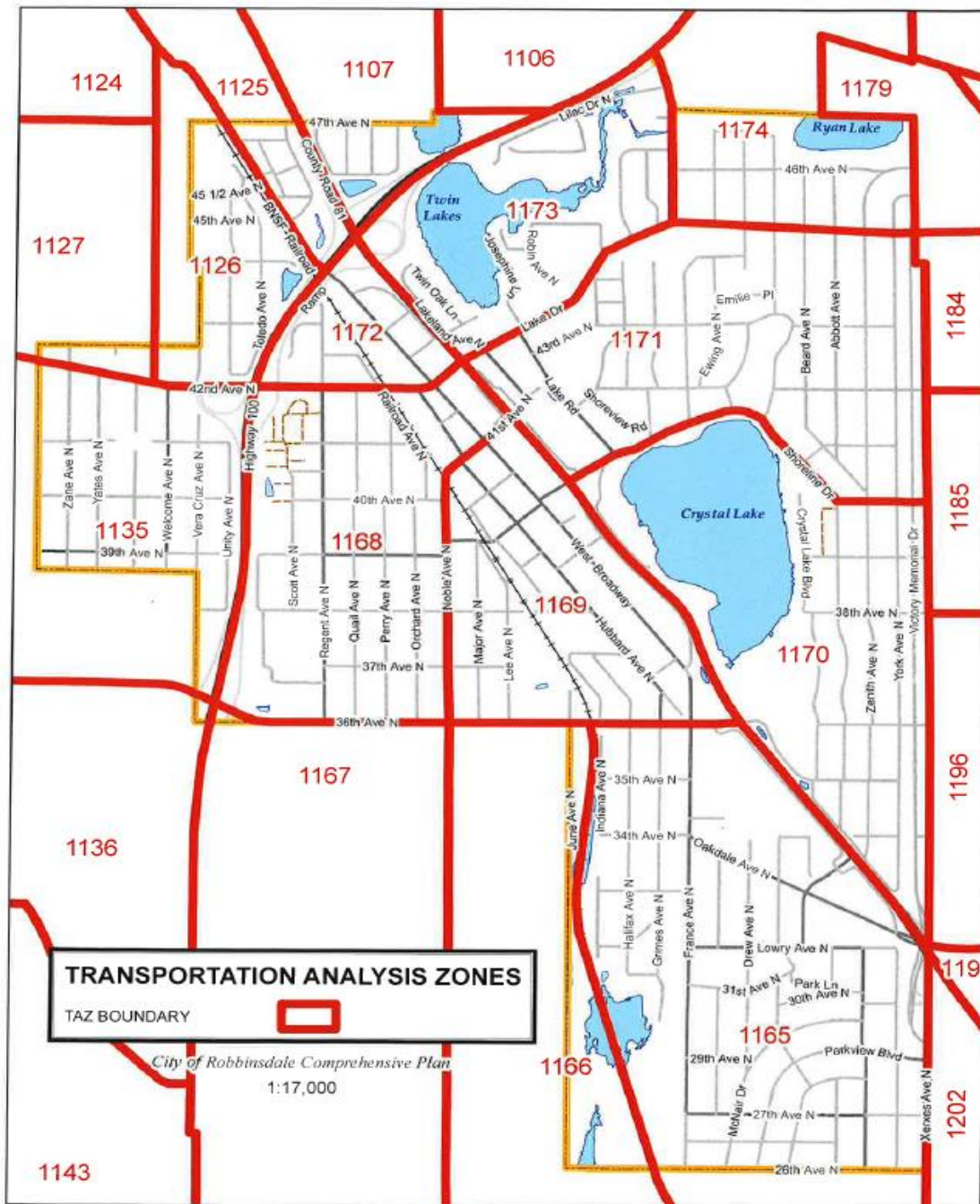


Figure 12: Current Transportation Analysis Zones



The following table is intended to illustrate a range of growth potential from minimum expected to maximum possible distributed among the 14 transportation analysis zones in the city.

### Transportation Analysis Zones – Robbinsdale

Table 7: Transportation Analysis Zones - Robbinsdale

TAZ	Location	Growth potential	Population	Households	Employment
<b>1107</b> With Crystal	CR 81 to TH 100	S. F. Res. Inc. Quail Ridge	+ 10	+ 4	+ 1
<b>1125</b> With Crystal	West Broadway to CR 81 to TH 100	Unlikely Osterhaus shop/barn	+ 0	+ 0	- 2
<b>1126</b> With Crystal	Welcome Ave. to BNSF RR tracks to TH 100	1 vacant lot Public works garage	+ 3	+ 1	+ 3
<b>1127</b> With Crystal	N. of CR 9 west of Welcome	Unlikely	+ 0	+ 0	+ 0
<b>1135</b> With Crystal	S. of CR 9 west of TH 100	S. F. and TH Res. On re-use MnDOT ROW	+ 55-60	+ 3 SF + 24 TH	+ 0
<b>1165</b> With G. V.	E. of BNSF RR S. of 36 <sup>th</sup> a & CR 81	Res. Unlikely Hy-Vee and other commercial	+ 0	+ 0	+ 300 Retail & service
<b>1168</b>	TH 100 to Noble, 36th to 42nd & downtown	Transit station wrap, downtown, RMS	Unknown	Unknown	<b>25 - 50</b>
<b>1169</b>	Noble / 41 <sup>st</sup> to CR 81 to 36th	High Density Res. Birdtown Flats and Parker Station Flats Town Center, US Bank	<b>1,100- 2,500</b>	<b>550-1,050</b> Multi-fam. units	+ 10
<b>1170</b>	CR 81 to V. M. Pkwy to 40 <sup>th</sup> & Shoreline	Unlikely	+ 0	+ 0	+ 0
<b>1171</b>	CR 81 to V. M. Pkwy; Lake Dr. to 40 <sup>th</sup> & Shoreline	High Density if Robin Center redeveloped	<b>550 – 780</b>	<b>250 – 340</b> Multi-fam. units	+ 50
<b>1172</b>	TH 100 to West Broadway to CR 9	Station area Sawhorse	<b>200 – 250</b>	<b>90 – 110</b> Multi-fam. units	+ 10 – 25
<b>1173</b>	CR 81 to France Lake Dr. to TH 100	Lakeside Office Park; 5 SF lots	<b>200</b>	<b>5 S. F. lots + 118 multi fam.</b>	<b>Probable job loss</b>
<b>1174</b> With B. C.	France to V. M. Pkwy N. of Lake Dr.	S. F. lots	6 - 9	<b>3 – 4</b> S. F. Lots	+ 0

<b>Totals</b>			<b>2,124 – 3,812</b>	<b>900 – 1,651</b>	<b>388 - 427</b>
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## Housing

Robbinsdale’s primary land use is housing. Housing in Robbinsdale is characterized as very affordable and the residential neighborhoods have a diversity of housing styles. Once thought of as a greying community, Robbinsdale is now attracting a younger group of residents who are buying their first house which is conveniently located near the employment opportunities of downtown Minneapolis. Robbinsdale offers the charm of a small town with main street shopping and restaurants.

The available housing in Robbinsdale is generally modest, yet well maintained. Two and three bedrooms were the norm for many of the pre-World War II houses. The housing mix was weighted towards traditionally owner-occupied single family homes (approximately 80%) and apartments built in the 1950’s through the 1970’s. Many of the older, smaller apartments are three story walk-ups with very limited parking. Bus transit services have long been available connecting to major employers and the downtown. Housing turn-over after the great recession has caused many of the single family homes to become rental properties.

### Existing Housing Need

The City of Robbinsdale, according to data provided by the Metropolitan Council is 93% affordable. The City of Robbinsdale consists of many small older homes. Over the last ten years, Robbinsdale has seen an increase of young homeowners purchasing “starter homes.” However, Robbinsdale lacks what would be considered “move-up housing” sought by growing families. The Robbinsdale EDA has used a variety of tools to diversify the housing base with larger homes and approving two market-rate apartment projects.

All figures noted below have been provided by the Metropolitan Council unless otherwise credited.

### Existing Housing Assessment

**Total housing units: 6,505    Total households: 6,266**

Table 8: Affordability in 2016

Units affordable to households with income at or below 30% of AMI	Units affordable to households with income 31% to 50% of AMI	Units affordable to households with income 51% to 80% of AMI
<b>590</b>	<b>1,621</b>	<b>3,726</b>

AMI means Area Median Income. Based upon the above figures, **94.7% of Robbinsdale’s housing is affordable to persons with incomes at or below 80% AMI.**

Table 9: Housing Tenure in 2016

Ownership units	Rental units
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<b>4,280</b>	<b>2,225</b>
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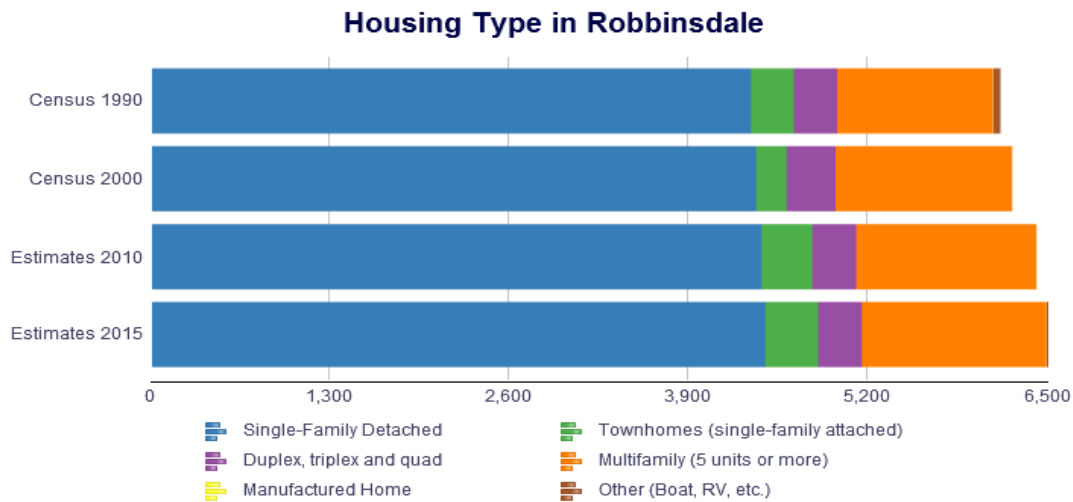
Source: U.S. Census 2012-2016

Table 10: Housing Type in 2016

Single-family units	Multifamily units	Manufactured homes	Other housing units
<b>4,837</b>	<b>1,658</b>	<b>0</b>	<b>10</b>

The above-mentioned single family units include 316 duplex, 3- and 4-plex units which are considered a sub category of single-family units “attached” housing.

Figure 13: Housing Types in Robbinsdale



Source: U.S. Census Bureau Decennial Census and Metropolitan Council Housing Stock Estimates.

Table 11: Publicly Subsidized Units

All publicly subsidized units	Publicly subsidized senior units	Publicly subsidized units for people with disabilities	Publicly subsidized units: All others
<b>237</b>	<b>0</b>	<b>0</b>	<b>237</b>

Source: HousingLink Streams data

The above referenced data provided by the Existing Housing Assessment as provided by the Metropolitan Council in the local planning handbook. Additional subsidized housing which may have been overlooked is provided as follows:

**Robbinsdale has three subsidized senior projects:**

- Lilac Parkway, a project based 202 Senior Housing Project built in 1990 49 units
- Robbins Way, (CommonBond) in 2008 (also project based 202 Senior) 36 units
- Robbins Landing built in 1976 Project based Housing Choice Vouchers 110 units

The Cunningham at 4556 Lake Drive for people with disabilities: 25 units

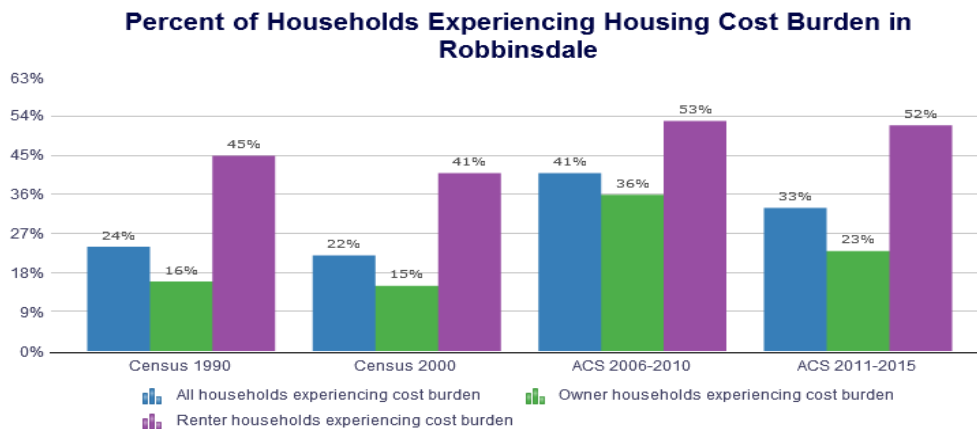
Total

457 units

There are also many non-subsidized apartments that accept Housing Choice Vouchers.

Table 12: Housing Cost-Burdened Households in 2016

Income at or below 30% of AMI	Income 31% to 50% of AMI	Income 51% to 80% of AMI
<b>739</b>	<b>294</b>	<b>589</b>



Source: U.S. Census Bureau Decennial Census and American Community Survey.

Figure 14: Housing Cost Burden in Robbinsdale

From the income data above, there are 1,622 income burdened households in Robbinsdale. Since the housing in Robbinsdale is already predominately affordable, there is a need to preserve the existing naturally occurring affordable housing and attempt to limit the effects of gentrification.

**Since Robbinsdale is fully developed, redevelopment is the only means of creating opportunities for new affordable housing. The redevelopment of suburban style shopping centers on either side of County Road 81 known as Robin Center and Town Center appear to be the best candidates for mixing affordable or work-force housing with market rate housing of sufficient densities to accommodate the projected allocation of affordable housing.**

### Allocation of Affordable Housing Need

The Metropolitan Council requires every city to provide a portion of affordable housing to meet the projected demand or “Need.” Each city has been given an allotment of the projected need based upon the affordability of existing housing and proximity of available jobs. North Memorial is the largest employer in Robbinsdale and many of the lower paying support jobs are driving the need for affordable housing in Robbinsdale. The Region’s Total Need for Affordable Housing for 2021-2030 is 37,900 units. Robbinsdale’s 2021-2040 Allocation of Need is 128 units.

Two apartment projects under construction (Birdtown Flats and Parker Station Flats) are market rate apartment projects. Yet, 74 units in Birdtown Flats alone will be affordable to persons with incomes of 80% AMI.

**Affordable Housing Need Allocation**

Table 13: Affordable Housing Need Allocation

At or below 30% of AMI	63
From 31 to 50% AMI	2
From 51 to 80% AMI	63
Total Units	128

The Metropolitan Council requires each city to identify how, where and when its affordable allocation can be feasibly provided for and supported by policy. Market forces would still need to be in support of and build the housing.

As mentioned in the following Affordable Housing Tools section, two new apartment projects approved in 2017 and 2018 will provide for the low income (51-80% AMI) need with as many as 127 affordable units coming on line in the next 1-3 years. 2 additional apartment projects are anticipated. The Robbinsdale Apartments project which will redevelop the “Legion” site is expected to have a component of affordable housing as well.

**Affordable Housing Tools**

Robbinsdale has limited financial capacity to build affordable housing. Affordable housing has been built or preserved in partnership with other governmental agencies and non-profits. The city routinely supports grant and funding assistance for housing projects. Some grant requests are required to provide a percentage of affordable housing mixed in with market rate housing. The advent of the Blue Line extension LRT project is expected to provide access to Transit Oriented Development (TOD) funding that may be available through Hennepin County.

**The following tools are expected to be used in the future to facilitate the development of affordable housing:**

- Tax Increment Financing
- Land Assembly with the use of grants to assist in the cost of land acquisition.
- Investment Opportunity Zones, a new federal tax incentive program that encourages capital investment.
- Project specific Livable Communities grants and TOD corridor grants.
- TOD zoning including high density residential uses. Densities are expected to be 50-60 dwelling units per acre which will make affordable housing inclusion possible.

**Sufficient land will have the potential for redevelopment at sufficient densities to include affordable housing to accommodate the affordable housing need allocation if the property owners elect to redevelop their properties.**

The following commonly used tools have been, and some are currently used in Robbinsdale to support affordable housing and invest in the vitality of the city’s housing and promote life-cycle housing:

**Economic Development Authority**

The city’s development agency is the Robbinsdale Economic Development Authority (REDA). The authority is made up of the City Council which is supported by the City Manager as the Executive Director. The authority promotes and assists in the redevelopment of blighted properties to enhance the tax base, provide economic opportunities and further the scattered site redevelopment program. The scattered site redevelopment program acquires, on the average, two blighted residential properties annually. The sites are cleared and occasionally subdivided for residential redevelopment by private builders.

**Housing Bond Issuance**

The REDA issued bonds to construct Broadway Court in 2000. The resulting development consisted of 57 market rate apartments for seniors. The city has limited bonding capacity.

**Tax Abatement**

Tax abatement has not been used in Robbinsdale. The tax base is very limited given that the primary land use is residential, the commercial tax base is small, there is no industrial base and the North Memorial Health Care hospital is non-profit. The city depends on Local Government Aid (LGA) from the State to maintain an acceptable level of services to its residents. Fluctuations in LGA have put significant stress on the city’s ability to provide a number of programs and the staffing needed to administer them.

**Tax Increment Financing (TIF)**

Tax Increment Financing has been used extensively for commercial and residential redevelopment. TIF is the primary tool that the city has for redevelopment. The proceeds from TIF are used (pay as you go) for reimbursement of some of the costs of site acquisition, demolition, utility work and other qualified costs allowed by Statutes. Since its beginnings, the use of TIF has been limited by the Legislature. Old TIF money supported much work in the downtown area including street scape improvements in the mid 1990’s. The perception of over-use of TIF by suburban cities using it for greenfield development resulted in the Legislature scaling it back to the abovementioned uses to assist in the elimination of blight.

TIF is also available for housing projects, particularly those providing for high priority needs. Most recently:

- Robbinsdale approved a Housing TIF development plan for Clare Terrace. Clare Terrace is a development built in 2015 providing 36 efficiency apartments for extremely low income persons (30% of AMI). More recent examples include:
- Birdtown Flats with 152 apartments ranging from efficiencies to two-bedroom units was approved in 2017. Pay as you go TIF Funding approved in 2018. The project pro-forma rent structure includes:
  - 47 One bedroom units with rents at or below \$1,345 per month (2017 estimate) making them affordable to persons with low income of 80% of AMI.

- 27 Studio apartments with rents at or below \$1,250 per month.
- Parker Station Flats Apartments with 197 apartments ranging from efficiencies to three-bedroom units was approved in 2018. Pay as you go TIF funding has been considered as early as 2019. The project pro-forma includes 56 Studio/ 1 Bedroom Apartments with rents at \$1,255 per month. The site has been assembled and is currently being cleared.

### **Variations or waiving of zoning standards**

The most recently approved apartment projects, Birdtown Flats and Robbinsdale Apartments were approved by Planned Unit Development (PUD). The benefit of PUD was a flexible zoning approach that waived or relaxed standards in return for developments that offered higher density, urban character and modern amenities incorporated with the buildings. Examples include:

- **Parking requirements** were reduced from 1.5 spaces per unit to one space per bedroom. In the case of Clare Terrace where most residents don't own cars, the parking was reduced to employees and visitors. Proof of parking was created as a means of setting aside some open space for parking expansion if ever needed.
- **Useable Open Space** requirements were allowed to be less than half of the requirement in return for building amenities including community rooms, business centers, roof-top recreational areas and exercise rooms.
- **Setbacks and building height.** Variations to building setbacks were granted for Clare Terrace. Setback and height limitations were waived for Birdtown Flats and Robbinsdale Apartments to facilitate pedestrian oriented buildings without parking between the buildings and the street.

### **Support or direct application to specific resources within the Consolidated RFP put out by Minnesota Housing.**

Robbinsdale has supported qualifying housing project applications within the Consolidated RFP by Minnesota Housing.

### **Site Assembly, including partnering with the Land Bank Twin Cities.**

Robbinsdale through its Economic Development Authority has assembled sites for redevelopment. Activities include acquisition, demolition and site clean-up. Oftentimes, multiple grants were used to assist in the assembly. Examples of projects include:

- Robbinsdale Condominiums at 36<sup>th</sup> and France, now the location of Clare Terrace. The site was originally a small strip commercial building with a drycleaner which was cleaned up with Tax Base Revitalization grants and developed with TIF funds. Instead of condominiums, supportive housing was developed (Clare Terrace).
- Broadway Court (57 market rate senior apartments) land was assembled by the REDA and bonds were sold to construct the building. Acquisition and site clean-up was required. The project was taken over and developed by the REDA when the original developer withdrew over income limitations.
- Robbins Way (36 low-income senior apartments) built and owned by CommonBond utilized a site which was assembled with land partially acquired by the REDA and partially acquired from the adjacent church. The REDA demolished a house to make the site available for redevelopment.

- **Site assembly has begun for a future redevelopment site on the northwest corner of 42<sup>nd</sup> Ave. N. (County Road 9) and West Broadway called “the Sawhorse Site.” The REDA acquired a corner gas station that can be assembled with adjacent properties for a viable redevelopment site of approximately 2 acres. The site is located across 42<sup>nd</sup> Ave. N. from the planned Blue Line Extension LRT station and parking structure.**

### **HOME funds available through Hennepin County**

Robbinsdale has supported the applications by Habitat for Humanity for HOME funds to develop three affordable homes within the city. Three blighted residential properties were acquired by the REDA which demolished the structures, and made the properties ready for construction. The lots were sold to Habitat for Humanity at a reduced cost for single family construction.

### **Community Development Block Grants (CDBG)**

Because of its small size and lower defined need, Robbinsdale does not receive CDBG funds directly. Instead, Robbinsdale is included and participates in a consolidated pool of the smaller cities in Hennepin County to compete for CDBG funds administered by Hennepin County. The funds have been used to provide public services for persons of low income and to provide housing and facilities

- CDBG funds were used to provide Senior Transportation Services. 15% of available funding has been allotted for public services. For more than ten years, Robbinsdale administered transportation for senior residents of Robbinsdale, Golden Valley, Brooklyn Center, Crystal and New Hope until the provider discontinued the service.
- Other public services partially funded by CDBG include emergency shelters, rent and mortgage assistance, HOME Line and other programs.
- “Bricks & mortar” projects comprise 85% of the available CDBG funding. The available funds are prioritized for projects in consolidated pool member communities. These were the funds allotted for the rehabilitation and preservation of the affordable Bridgeway Apartments in Robbinsdale referenced below.
- Preservation of existing affordable housing: The funds were used to update a 45-unit low income project based apartment building built in 1975 and solve drainage issues on the site.

### **Affordable Housing Incentive Fund available through Hennepin County**

Robbinsdale supported an AHIF application to rehabilitate and preserve a 45-unit low income property owned by Boisclair called Bridgeway Apartments. In 2016, Robbinsdale requested approximately \$400,000 CDBG funds from the Hennepin County Consolidated Pool to help finance the rehabilitation of the apartment building that was constructed in 1975.

### **Effective referrals**

Robbinsdale Community Development staff frequently refer residents to a variety of agencies for financing and advice:

- Residents are referred to Hennepin County for “Fix-up” funds, and the single family rehab fund which utilizes CDBG funds.
- The Center for Energy and Environment (CEE) for financing options and energy related improvement services.



- Tenant concerns are referred to the HOME Line tenant advocacy group for legal advice.

### **Fair Housing Policy**

As alluded to above, tenants are referred to HOME Line and often given a publication provided by the Minnesota State Attorney General’s office: Landlords and Tenants Rights and Responsibilities. Furthermore, all new rental property owners are required to be licensed by the city which includes required attendance at a 2-hour program that provides the abovementioned publication and also covers protected classes.

### **First Time homeowner, down payment assistance and foreclosure prevention programs**

Citizen’s Independent Bank in Robbinsdale has partnered with Federal Home Loan Bank of Des Moines to provide HomeStart and HomeStart Plus down payment and closing cost assistance programs.

### **Participation in housing-related organizations, partnerships and initiatives**

- From 2005 through 2015, the REDA contracted with the Greater Metropolitan Housing Corporation to administer a home rehabilitation rebate program, provide construction consultation services and financing options.
- Robbinsdale was a member of the Northwest Community Revitalization Corporation which provided affordable housing. An affordable townhouse project was built in New Hope with funds provided by member cities including \$50,000 in CDBG funds contributed by Robbinsdale.

### **Rental license and inspection programs**

Robbinsdale has had rental property licensing since the 1990s. Apartment growth has been comparatively stable with approximately 129 new apartments having been built since 2000. In 2017 and 2018, two large apartment developments were approved which will add 349 new apartments.

- Licensed rental properties are subject to a bi-annual inspection for compliance with the Property Maintenance code.
- In 2009, concerns about aging housing caused the city to adopt a point-of-sale inspection program. Several homes were found to have structural problems that were not addressed when ownership was transferred. The focus of the inspection is to identify and eliminate hazardous situations to preserve health and safety. A secondary objective is to identify aging or deteriorating aspects of a property to advise the owner for future consideration.

### **Preservation of expiring low-income housing tax credit properties**

As previously explained, the city applied for CDBG funds from the Hennepin County consolidated pool and supported applications for AHIF funds for the rehabilitation of a 45 unit building originally built in 1975. A goal of the rehabilitation project was renewal of the tax credits.

### **Community land trusts, including participation with West Hennepin Affordable Housing Land Trust**

Robbinsdale has not yet participated with a land trust. The financial benefit to make affordable housing is attractive, but tracking second mortgages has shown to be an administrative challenge.

### Low-interest rehab programs

The REDA financed the rehabilitation of the Windsor Court Apartments, an affordable 88 apartment complex built in 1963. The original loan was approved in 1994. Phase II was approved in 2000 and the debt was retired in 2012. The interest rate for the loan was flexible depending on the volume of qualified Police calls required for the property. The interest rate was set at 3% if the quarterly Police calls for criminal violations only were less than 25. 25 or more resulted in an interest rate of 5%. Non-criminal calls such as medicals were not counted.

### Rehabilitation Incentive Rebate program



Figure 15: Housing Rehabilitation

The REDA financed a home remodeling rebate program from 2005 through 2016. The program was intended to incent homeowners to remodel their homes so that they would stay in Robbinsdale. The rebate was structured to be 10 to 15% of the value of a project based upon qualifying income levels up to \$3,000 per project. The lower the income, the higher the proportionate amount. The program was administered through the Housing Resource Center, a division of the Greater Metropolitan Housing Corporation. Unfortunately, GMHC dropped the program due to administrative burdens. The REDA may reactivate the program if another provider can be found.

### Accessory Apartments/dwelling units

There is currently no support for allowing accessory dwelling units by the City Council. Robbinsdale's residential pattern is already very compact with an average lot size of 50 ft. x 130. There are already approximately 300 duplexes, many of which were built in the late 1940s on 40 ft. wide lots. Problems associated include:

- Excessive rubbish and outdoor storage violations.
- Inadequate off-street parking which causes congestion. This is a common problem in single family areas as well as high density areas that are under parked.
- Lack of professional property management in contrast to larger apartment complexes.



Figure 16: Common Duplex in Robbinsdale

Inadequate property management has been an issue with single family and two-family dwellings becoming rental properties. Most rental properties are well maintained and owners understand the need for active property management. The great recession produced foreclosed properties

which created opportunities attracting new novice landlords who needed to learn about the responsibilities of rental property ownership.

### **Transit Oriented Development (TOD)**

Robbinsdale has anticipated regional transit investment for many years. The nucleus of the downtown between the BNSF railroad tracks to County Road 81, and south of 42 ½ Ave. to 40<sup>th</sup> Ave. N. has had minimum required setbacks and reduced parking requirements since 2000. With the advent of the Blue Line Extension LRT project, a concerted effort was made to adopt TOD zoning standards.

Implementation will result in pedestrian oriented buildings with build-to lines, additional reduction of parking requirements and increased building height allowances based upon adjacent right-of-way widths.

Development of high density housing of fifty units an acre or more will almost certainly require financial assistance as a result of the high cost of construction, site acquisition, clean-up and preparation. Placing parking under buildings is one of the most effective methods of maintaining high density while creating some open or green space. Housing developments are getting more creative with roof-top patios and other amenities. Reducing the amount of required parking per dwelling unit has been accepted practice in Robbinsdale for many years. Generally, one parking space per dwelling unit is required within the downtown and now, the LRT Station area (1/2-mile radius from the Robbinsdale LRT station).

Beyond the station area (and downtown) Robbinsdale has reduced required parking for multiple family housing from one and one half space per dwelling unit to one space per bedroom.

### **Tools that preserve naturally affordable housing including housing improvement areas, partnerships with sources of preservation financing (MN Housing, Greater Minnesota Housing Fund's NOAH Impact Fund) and 4(d) tax incentives.**

Robbinsdale has supported the preservation of naturally occurring affordable housing. The rental housing inspection program is intended to ensure that the properties are maintained in accordance with the standards of the property maintenance code. In addition, when funds were available, the REDA financed rehabilitation projects and has supported grant applications for CDBG and AHIF funds.

### **Inclusionary Zoning**

Zoning which mandates the inclusion of a percentage affordable housing has been discussed by the City Council. The Council has been reluctant to be prescriptive about requiring affordable housing, given that so much of Robbinsdale's housing is affordable. High-density market-rate housing is rare in the city and the Council has not been willing to place a mandate on housing developers at the risk of jeopardizing the market rate housing.

### **Naturally Occurring Affordable Housing**

Robbinsdale has 13 apartment buildings along West Broadway that were built in the 1950's. 181 mostly single bedroom apartments are likely to continue to be affordable because of their construction, design and lack of parking and amenities. Updating will enhance livability, but they cannot compete with current market rate offerings.

### Density Analysis

Any discussion about housing depends upon an understanding of density. Robbinsdale has a variety of living examples of densities of residential patterns for illustration of housing discussions. To begin with, the typical urban block based upon a grid with rectangular lots and alleys results in an efficient development pattern. The grid pattern is prevalent in the inner cities and other first tier suburbs such as Richfield, St. Louis Park, Brooklyn Center and so on. The benefits of a grid pattern generally include: a walkable neighborhood, higher residential density and shorter street frontages for most residents. Such a grid pattern is more sustainable and easier to maintain. Variations in topography such as steep hills, lakes, rivers and other features create challenges for grid patterns.

**Dwelling units per acre = du/ac**

### Single-Family

The average 50 ft. wide single-family lot with an alley results in an average density of slightly less than 5 du/ac. There are many existing 40 ft. wide lots (no longer permitted as new lots) whose density of 5.8 dwelling units per acre factor into a resulting average density for Robbinsdale of **5 du/ac** for single family detached homes.

This is in contrast to many suburbs where 80 ft. wide lots are common resulting in a density of about 3.5 du/ac.

### Single-Family Attached

Robbinsdale has over 300 two-family homes or duplexes. The shared wall or “party-wall” results in a sharing of land and parking areas. The resulting density is about **9 du/ac**.

Housing advocates have identified a segment of the housing market which is underrepresented in many suburban cities called “the missing middle.” Generally, this housing would increase the density of single family and provide additional housing options with the addition of attached and detached housing in low density residential areas. Steps to respond to this niche include the allowance of accessory dwelling units, or “mother-in-law” units and other forms of attached housing such as two-family homes and triplexes.



Figure 17: Parker Village Townhomes

Attached housing include townhomes which increase density by virtue of their shared walls. Row-houses with two shared walls as exemplified by the 39 on Broadway development result in a density of **10 du/ac**. Open space is limited to front and rear yards for most units. Garages and driveways are a dominant feature of the rear yards. The Parker Village townhomes have a higher density as a result of the garages being integral (tuck-under) with the units. Parker Village has about **11 du/ac**.

Robbinsdale has no four-plexes, or “quads,” other than group houses on West Broadway built in the 1950s. This housing type became popular after Robbinsdale was fully developed and no land was available. Quads consume a lot of land given that two sides of the buildings are oriented towards garage courts.

**Multi-Family**

Apartments and condominiums offer the highest efficiencies for land use. Robbinsdale has a number of examples to draw from. One of the largest variables is parking. A typical paved parking space requires an average of about 300 sq. ft. which is split between the actual parking and some maneuvering space. Robbinsdale had an open space per dwelling unit requirement of 300 sq. ft. Consequently, a three story apartment building with the required open space and 1.5 surface parking spaces per dwelling unit has a density of about **39 du/ac**. Senior housing is exempted from the required open space requirement. Modern, higher performing multi-family projects have encouraged Robbinsdale to reduce the open space per unit requirement to 150 sq. ft. per unit.

Underground parking (under buildings) creates efficiencies that raise density. As well, housing for seniors allows for the waiving of useable open space. Broadway Court has 57 market rate apartments for seniors with underground parking and a density of about **50 du/ac**. The actual site is about 63 du/ac, but the calculation needs to include a share of local streets which contributes to and supports the development.

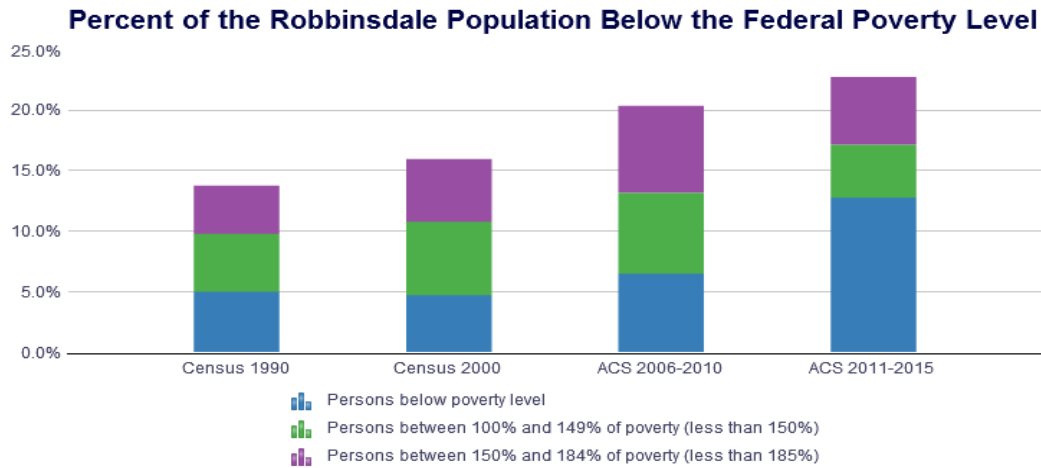
Another perspective is to examine the amount of land needed for a given development pattern. A three-story building meeting city requirements for required surface parking and open space requires about 1,100 square feet per dwelling unit. With underground parking and open space requirements waived, the needed site area per dwelling unit is about 720 sq. ft.

**Table 14: Density Comparison by Housing Type**

<b>Housing type</b>	<b>Density range dwelling units per acres (du/ac) Land Use Map Legend</b>	<b>Comments</b>
<b>Single family - detached</b> House types with land surrounding dwelling. The exception is duplexes with one shared wall.	<b>3.5 to 6 du/ ac</b>  <b>Low Density Residential</b> <b>Land Use Map color: Yellow</b> <b>Includes 2 family houses</b>	Grid street pattern and small lot area encourages higher densities than many suburban areas. Each property has a driveway and two off-street parking spaces.
<b>Single family - attached</b> Housing types usually side-by-side with shared walls –Primarily includes town houses.	<b>9 to 12 du/ ac.</b>  <b>Medium Density Residential</b> <b>Land Use Map Color: Orange</b>	Eliminates a side (or rear) yard wherever a wall is shared. In most cases, each dwelling has a foot print on the ground and the owner has title to it and the structure. Same parking requirements as single family detached.
<b>Multi family</b>	<b>30 to 75 du/ac.</b>	Most open space is shared and maintained by the owner or a

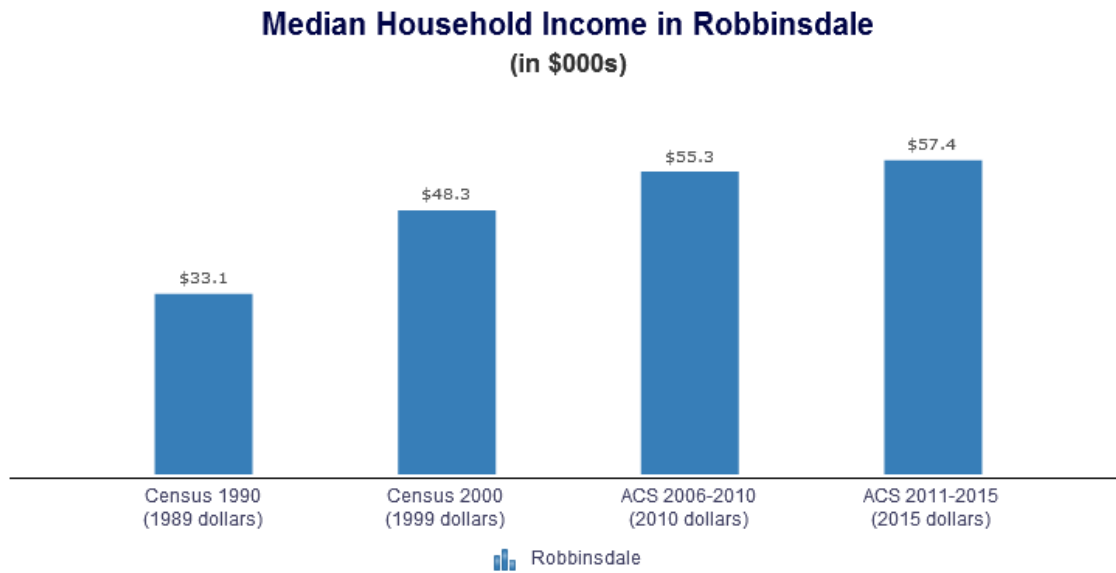
<p>Housing types can be stacked with floors above ceilings as well as side-by-side.</p>	<p><b>High Density Residential Land Use Map Color: Brown</b></p>	<p>homeowner’s association. Owner occupants normally own their space instead of the structure/land. Parking is usually communal or individually reserved. Each unit has 1.5 spaces per unit except in the downtown, 1 space per unit.</p>
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**Affordability and Robbinsdale’s Housing Need Allocation:**



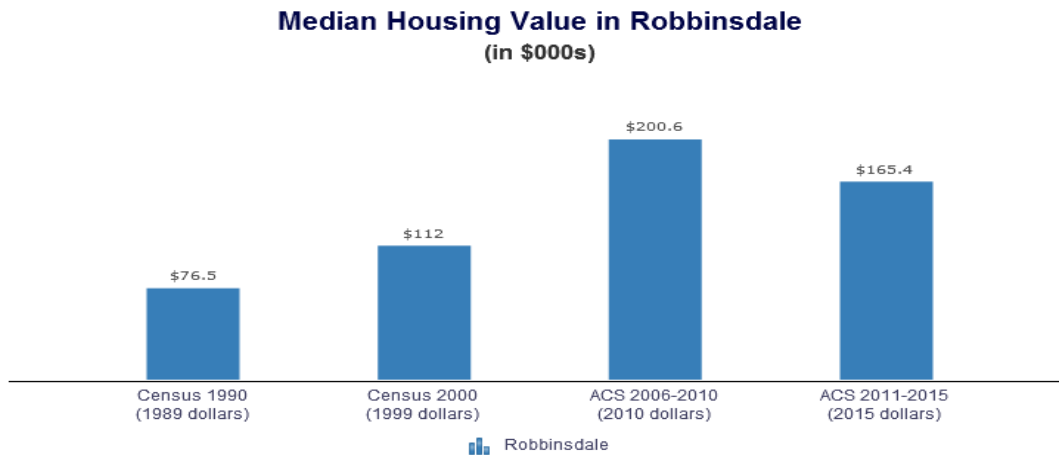
Source: U.S. Census Bureau Decennial Census and American Community Survey

**Figure 18: Historical Percentage of Robbinsdale’s Population Below the Federal Poverty Level**



Source: U.S. Census Bureau Decennial Census and American Community Survey

Figure 19: Historical Median Household Income in Robbinsdale



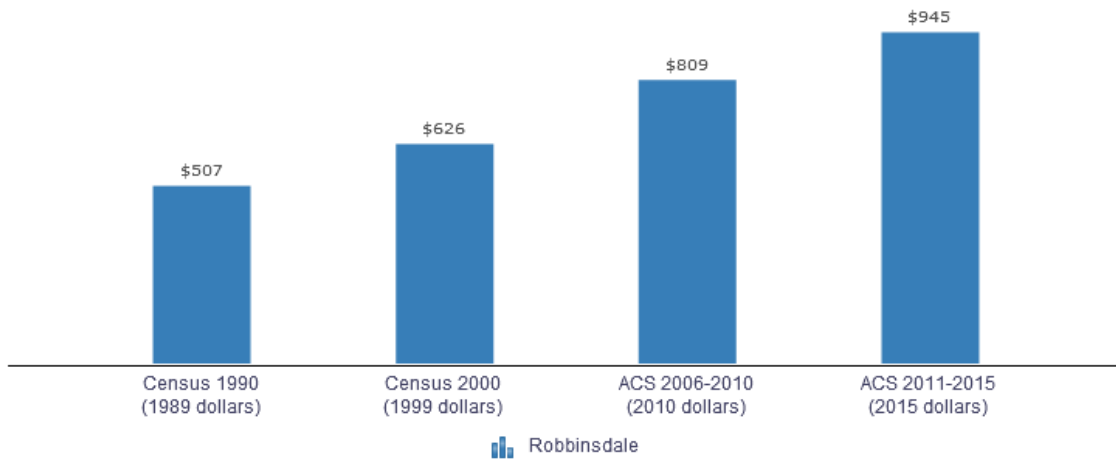
Source: U.S. Census Bureau Decennial Census and American Community Survey.

Figure 20: Historical Average of Median Housing Values in Robbinsdale

### Naturally Occurring Affordable Housing

A very high proportion of the housing in Robbinsdale qualifies as being affordable because of its age and design. Apartments constructed in the 1950's and 1960's often did not include amenities offered today with new construction intended for market rate rents. Unit size, layout, number of bedrooms, limited parking, limited recreational opportunities and limited green space all factor into the rent levels that can be charged.

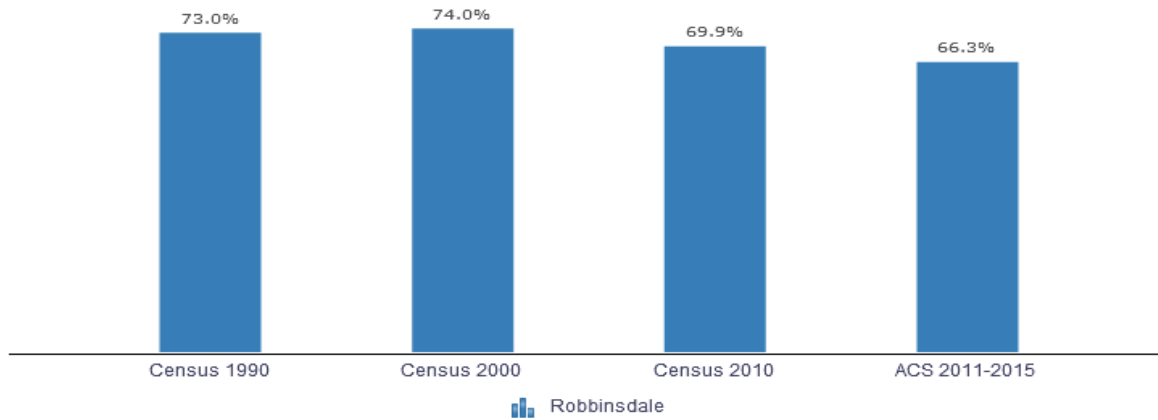
### Median Gross Rent in Robbinsdale



Source: U.S. Census Bureau Decennial Census and American Community Survey.

Figure 21: Historical Median Gross Rent in Robbinsdale

### Homeownership Rate in Robbinsdale

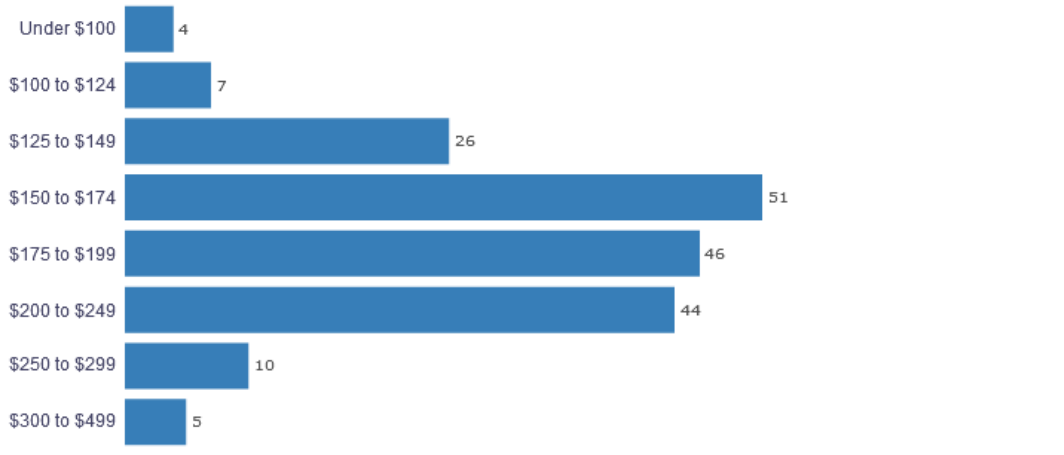


Source: U.S. Census Bureau Decennial Census and American Community Survey.

Figure 22: Homeownership Rate in Robbinsdale



**Count of Existing Home Sales by Price in Robbinsdale**  
(in \$000s)

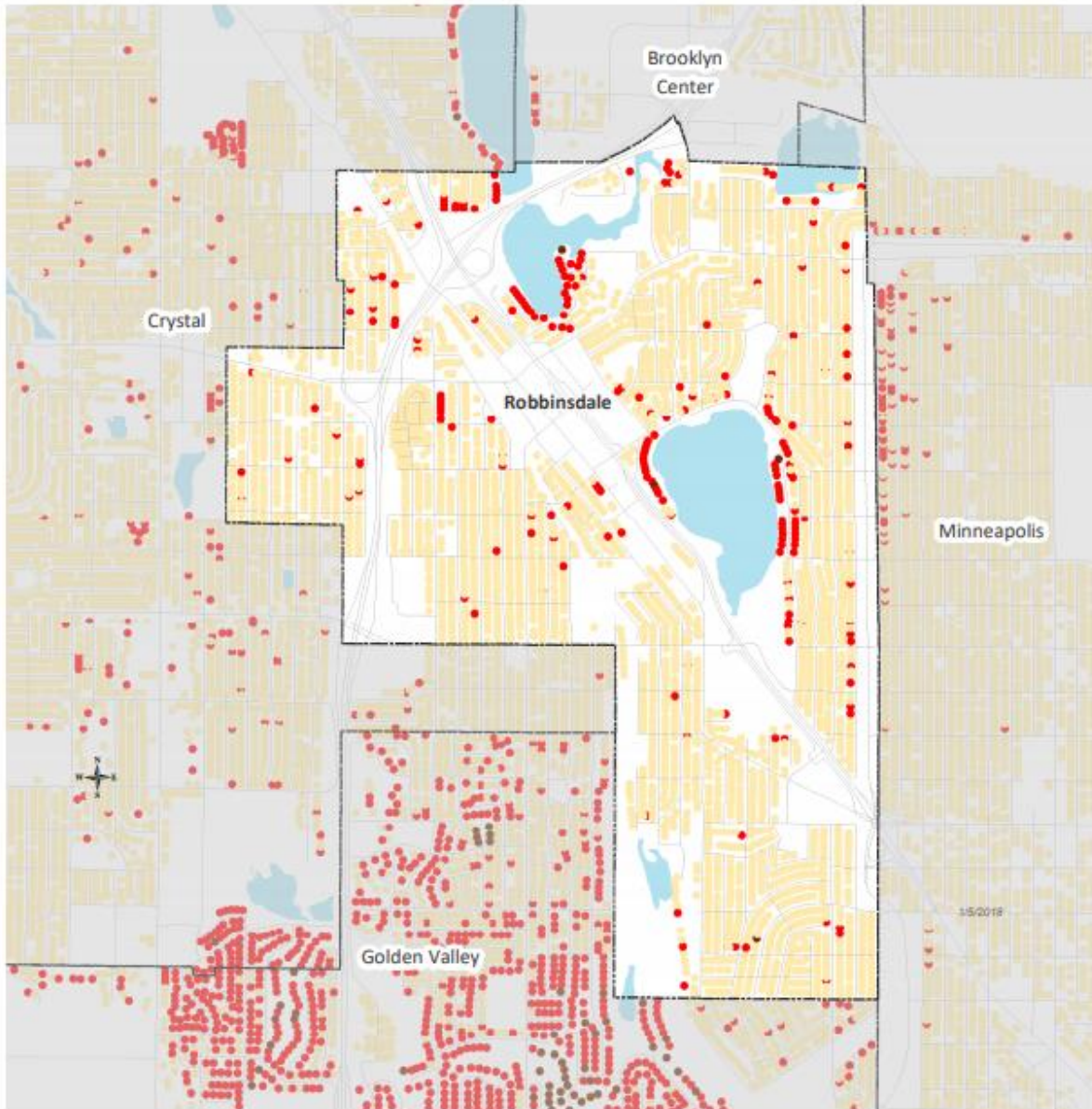


Source: Certificate of Real Estate Value, Minnesota Department of Revenue.

Figure 24: Count of Existing Home Sales by Price in Robbinsdale

### Owner-Occupied Housing by Estimated Market Value

### Robbinsdale



- County Boundaries
- City and Township Boundaries
- Streets
- Lakes and Rivers

#### Owner-Occupied Housing Estimated Market Value, 2016

- \$243,500 or Less
- \$243,501 to \$350,000
- \$350,001 to \$450,000
- Over \$450,000

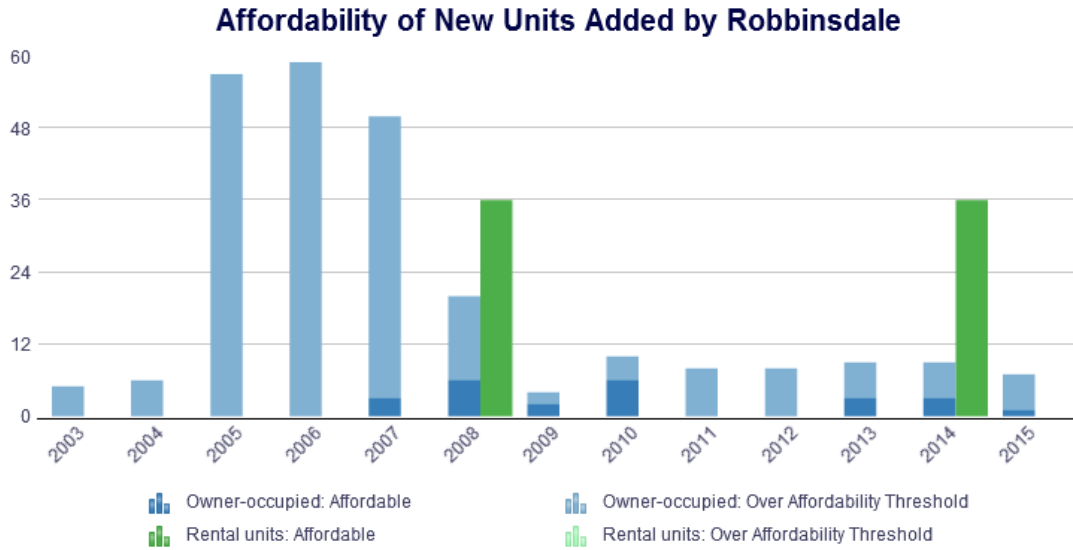
1 in = 0.39 miles



Source: MetroGIS Regional Parcel Dataset, 2016 estimated market values for taxes payable in 2017.

Note: Estimated Market Value includes only homesteaded units with a building on the parcel.

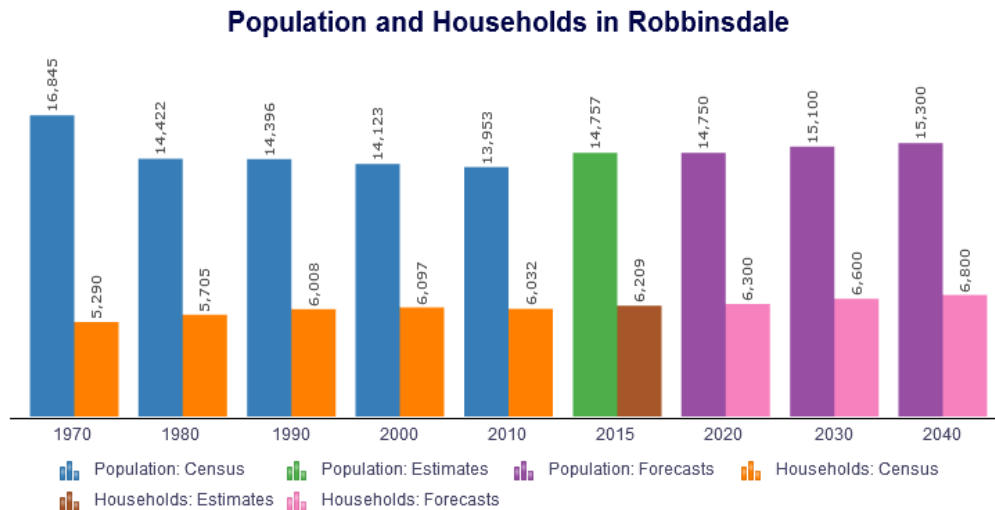
Figure 25: Estimated Market Value of Owner-Occupied Housing



Source: Metropolitan Council Affordable Housing Production Survey.

Figure 26: Affordability of New Units Added 2003-2015

Housing developments constructed in 2008 and in 2014 each added 36 affordable housing units to Robbinsdale. Robbins Way constructed in 2008 by CommonBond provided 36 affordable apartments for seniors. Clare Housing constructed 36 affordable efficiency units for very low income persons in the Clare Terrace development in 2014.

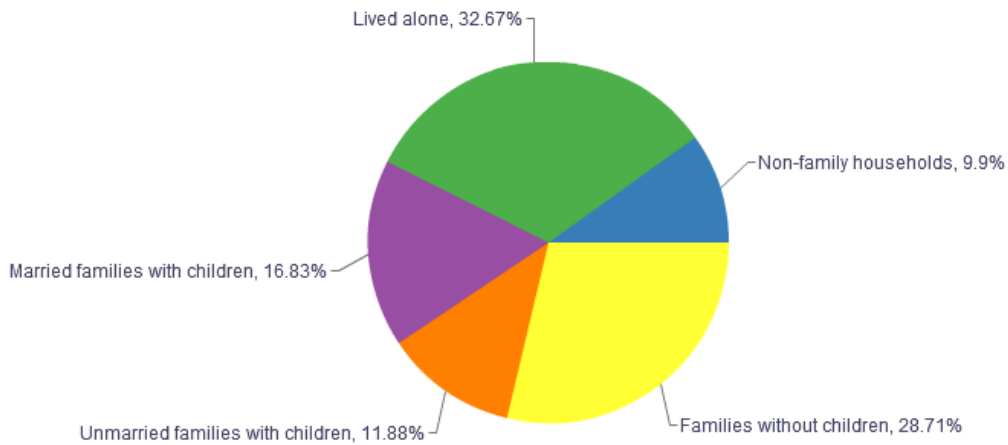


Click a population column for the mix of population in households and population in group quarters (not available for forecast years).

Sources: U.S. Census Bureau Decennial Census, Metropolitan Council Annual Estimates, and Metropolitan Council Forecasts.

Figure 27: Population and Households in Robbinsdale

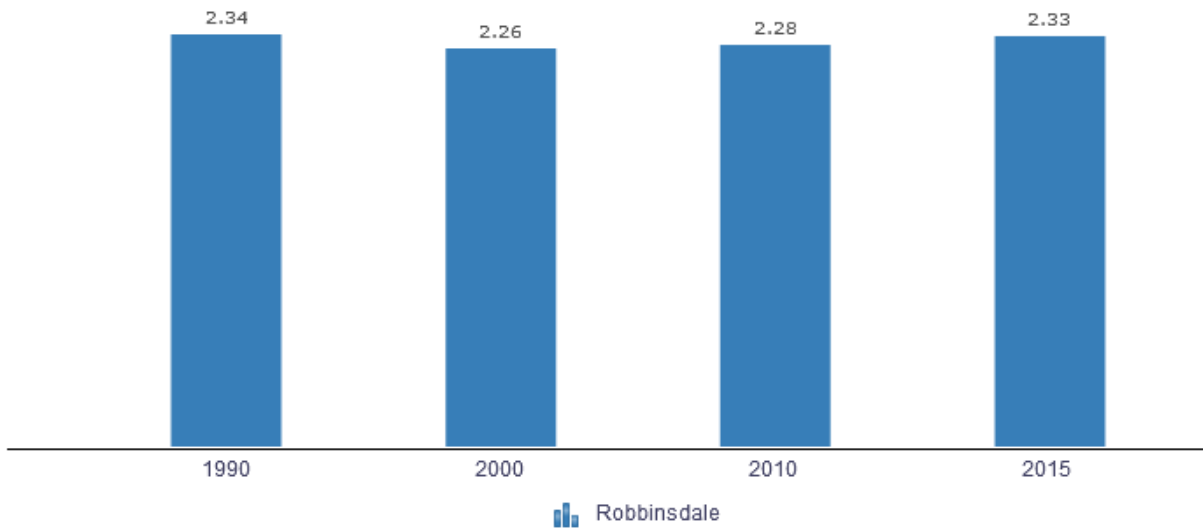
### Household Type in Robbinsdale



Source: U.S. Census Bureau Decennial Census or American Community Survey.

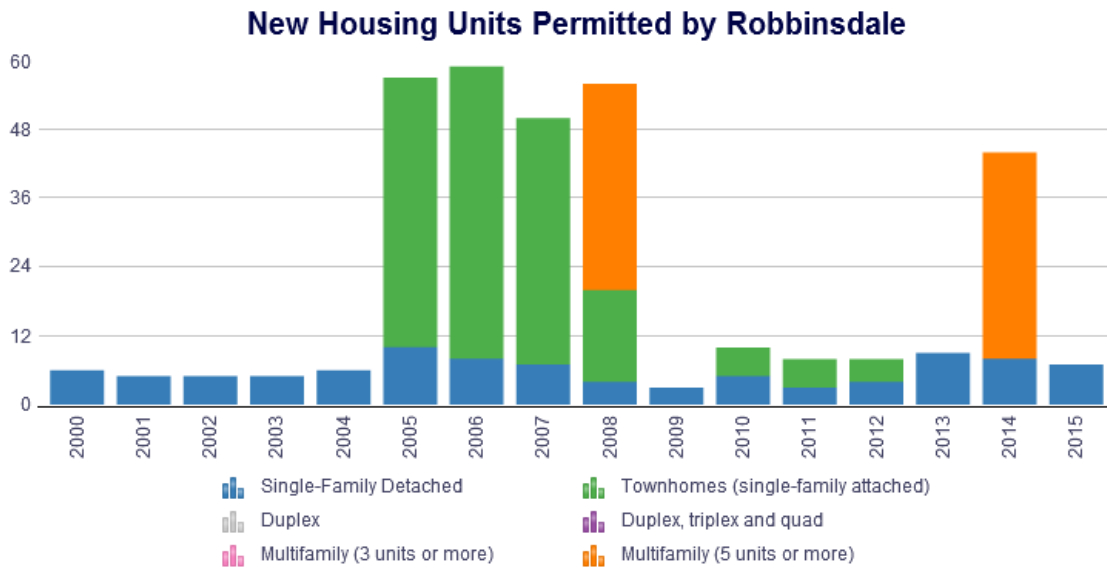
Figure 28: Household Types in Robbinsdale

### Average Household Size in Robbinsdale



Sources: U.S. Census Bureau Decennial Census and Metropolitan Council Annual Estimates.

Figure 29: Historical Average Household Size in Robbinsdale



Note: Between 2003 & 2004 housing unit type definitions changed: Duplex category was expanded to include duplex, triplex and quad, and the definition of multifamily changed from 3 or more units to 5 or more units.

Source: Metropolitan Council Residential Building Permit Survey.

Figure 30: Number of New Housing Unit Permits in Robbinsdale

## Scattered Site Redevelopment

For more than 40 years, the Robbinsdale Economic Development Authority and its predecessor HRA (started in 1968 officially) has acquired on the average, two blighted single family properties annually. The properties have been cleared and made ready for single-family housing re-use. The lots are offered for prices based upon the estimated market value established by the Hennepin County Appraiser. Tax Increment Financing is used to defray the cost of acquisition and demolition of the structure. A new modern house is built in place of the demolished structure. The Scattered Site Program:

- Has replaced blighted or obsolescent housing with a new home of considerably higher value to create opportunities for residents with growing families to stay in Robbinsdale.
- Existing housing is heavily weighted towards small, very affordable homes which discourage larger household sizes. A common example is a “cape cod” style house built in the 1940’s with two small bedrooms on the main floor and a loft on the upper level.
- Affordable owner-occupied housing has been created by Habitat for Humanity on lots provided by the Robbinsdale Economic Development Authority. In one 4-year period, 3 homes were developed on lots provided by the Robbinsdale Economic Development Authority at a price substantially discounted below Estimated Market Value.
- Several homes have also been remodeled in partnership with the Greater Metropolitan Housing Corporation. Remodeling an existing house that is in fairly good condition has been found to be the most cost-effective way to provide affordable housing. Remodeling is very time consuming, however and competes with the “house flipping” industry which has evolved from the wave of foreclosures stemming from the Great Recession of the late 2000’s.

# Transportation

## Introduction

The City of Robbinsdale's existing transportation system is essentially a system of State, County and City roadways. Other modes of transportation include bus, freight rail service, and bikeways and walkways. Robbinsdale's road system is substantially complete. There are no plans to expand the local road system. Significant upgrades have been made to the regional road system, Trunk Highway 100 and County Road 81, in the early 2000s.

Taking a cue from the regional roadway upgrades, the city undertook a comprehensive street reconstruction strategy starting in 2002. A systematic street reconstruction program has incrementally reconstructed streets and recently, a mill and overlay program has been instituted for streets where reconstruction is many years off. When streets are planned for reconstruction, the City prepares designs that reflect new standards and practices with alternatives. A public review process then vets the design to provide the optimum design solution for the neighborhood and the city as a whole. A "Complete Streets" policy has been adopted which ensures that streets are designed for multiple modes of travel, not just for automobiles depending on adequate right of way and other considerations.

The transportation plan for the City of Robbinsdale reflects regional consistency as well as a local strategy. Its policies should focus on mobility, access, safety, and minimizing deterioration of the City's roadway system. City policies should provide for efficient alternative choices of transportation (including transit), which reduce congestion within neighborhoods and commercial areas. Significant regional transit infrastructure investment is expected with the Blue Line Light Rail Extension. Construction is expected to begin possibly as soon as 2020.

## Transportation Analysis Zones

The Metropolitan Council makes recommendations to the Legislature for funding of transit and highway improvements to serve the region. Traffic generated by residential areas and employment centers within cities are estimated by the cities. A transportation analysis zone (TAZ) is a sub-area of the city which generates traffic. The edges of a TAZ are formed by arterial highways or collector streets which carry traffic from residential neighborhoods and employment centers to the highway system and across the region and beyond. Robbinsdale has a number of TAZ areas completely within the city and some that are shared with cities.

Robbinsdale city staff have estimated the increase in households and jobs within each respective TAZ to the Metropolitan Council which ultimately makes recommendations to the Legislature for regional transportation improvements identified and prioritized in the regional Transportation Policy Plan (TPP). Due to constraints in available funding sources, the Transportation Policy Plan for the Metro Region proposes no major expansion of the highway system. Instead, maintenance of the existing system along with regional transit improvements such as light rail and bus rapid transit (BRT) express bus corridors are the primary means of accommodating the transportation needs of an increasing population. Access controls are meant to mitigate the congestion on highways by giving access priority to high occupancy vehicles and controlling the rate of merging traffic.

The map below shows the Robbinsdale TAZs as well as those zones shared with adjacent cities.

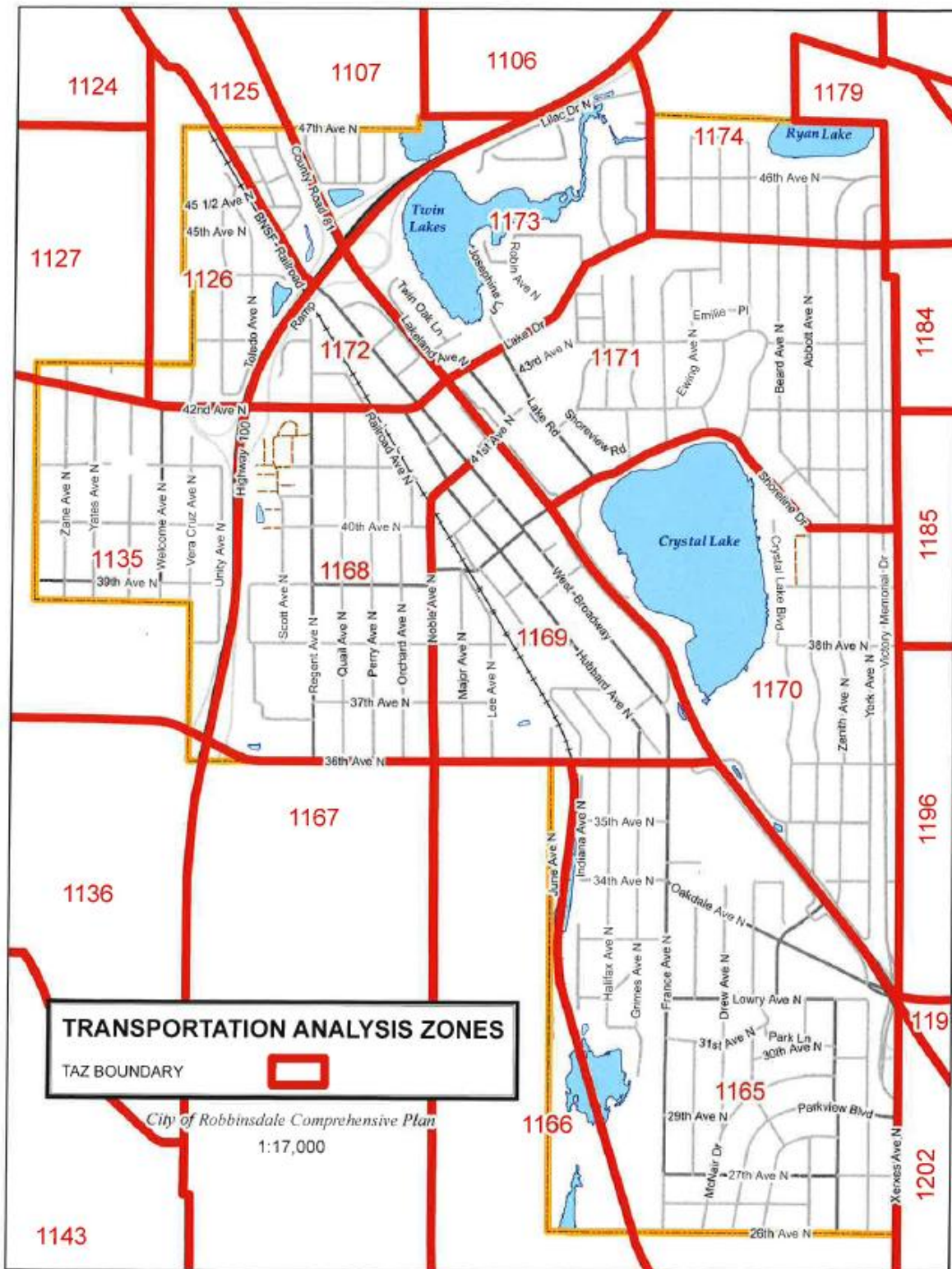


Figure 31: Transportation Analysis Zones in Robbinsdale

Table 15: Transportation Analysis Zones – Robbinsdale (Continued)

TAZ Location / Comments	Metrics	2010	2020	2030	2040
<b>1107</b> CR 81 to TH 100 Shared with Crystal S. F. Res. Inc. Quail Ridge	<b>Population</b> <b>Households</b> <b>Employment</b>	119 43 4	135 50 2	138 51 1	138 51 0
<b>1125</b> West Broadway to CR 81 to TH 100 Shared with Crystal Osterhaus shop/barn	<b>Population</b> <b>Households</b> <b>Employment</b>	130 42 15	130 42 15	140 46 13	140 46 10
<b>1126</b> Welcome to BNSF RR tracks to TH 100 Shared with Crystal Public works garage	<b>Population</b> <b>Households</b> <b>Employment</b>	490 202 16	495 204 17	495 204 18	497 205 18
<b>1127</b> N. of CR 9 west of Welcome Shared with Crystal	<b>Population</b> <b>Households</b> <b>Employment</b>	107 62 4	107 62 20	107 62 10	107 62 10
<b>1135</b> S. of CR 9 west of TH 100 Shared with Crystal MnDOT ROW	<b>Population</b> <b>Households</b> <b>Employment</b>	1,042 447 14	1,047 447 13	1,100 474 11	1,100 474 10
<b>1165</b> E. of BNSF RR S. of 36 <sup>th</sup> Ave. N. & W. of CR 81 Shared with G. V. Hy-Vee & NMMC	<b>Population</b> <b>Households</b> <b>Employment</b>	3,110 1,205 4,904	3,140 1,237 5,620	3,140 1,240 5,620	2,940 1,240 5,680
<b>1166</b> West of BNSF to June Ave N, S of 36 <sup>th</sup> Ave. N.	<b>Population</b> <b>Households</b> <b>Employment</b>	27 9 0	20 9 0	20 9 0	17 9 0



<b>1168</b> TH 100 to Noble, 36 <sup>th</sup> to 42 <sup>nd</sup> & downtown Transit station wrap, downtown, RMS	<b>Population</b> <b>Households</b> <b>Employment</b>	2,101 889 627	2,108 894 650	2,229 998 675	2,229 1,003 675
<b>1169</b> Noble / 41 <sup>st</sup> to CR 81 to 36 <sup>th</sup> Legion, St. Petersburg and Lakeland Ave	<b>Population</b> <b>Households</b> <b>Employment</b>	1,786 917 528	2,145 1,066 580	2,700 1,441 563	3,472 1,698 500
<b>1170</b> CR 81 to V. M. Pkwy to 40 <sup>th</sup> & Shoreline	<b>Population</b> <b>Households</b> <b>Employment</b>	1,050 424 11	1,056 425 22	1,056 425 21	1,055 425 20
<b>1171</b> CR 81 to V. M. Pkwy; Lake Dr. to 40 <sup>th</sup> & Shoreline Dr. Robin Center redev.	<b>Population</b> <b>Households</b> <b>Employment</b>	2,248 1,002 511	2,254 1,005 340	2,781 1,255 330	2,781 1,260 299
<b>1172</b> TH 100 to West Broadway to CR 9 Station area Sawhorse	<b>Population</b> <b>Households</b> <b>Employment</b>	342 172 73	356 178 65	506 268 83	511 270 123
<b>1173</b> Cr 81 to France Lake Dr. to TH 100 Lakeside Office Park; 1 SF lot	<b>Population</b> <b>Households</b> <b>Employment</b>	928 413 143	932 415 45	1,110 530 45	1,135 540 45
<b>1174</b> France to V. M. Pkwy N. of Lake Dr. Shared with Brooklyn Center	<b>Population</b> <b>Households</b> <b>Employment</b>	473 205 8	475 214 11	478 217 10	478 217 10
<b>Totals</b>	<b>Population</b> <b>Households</b> <b>Employment</b>	<b>13,953</b> <b>6,032</b> <b>6,858</b>	<b>14,400</b> <b>6,250</b> <b>7,400</b>	<b>16,000</b> <b>7,200</b> <b>7,400</b>	<b>16,600</b> <b>7,500</b> <b>7,400</b>

### Roadways

Robbinsdale has approximately 54 miles of roadways. These roadways include local, county and state road networks. Robbinsdale's road network is composed of a hierarchy of streets, physically designed in a grid pattern. As an entire system, these streets serve to provide for both inter- and intra- community traffic movements. Robbinsdale's street map is shown below. Robbinsdale's road system is substantially complete. There are no plans to expand the local road system.

Regional Transportation System - Functional Class Roads  
Robbinsdale



Figure 32: Map of Functional Class Roads in Robbinsdale

The most significant roads in Robbinsdale are State Highway 100, County Road 81, County Road 8, County Road 9 and 36<sup>th</sup> Avenue North. These roads are designated as arterials and carry the highest volumes of traffic within the City. Although only Highway 100 is a part of the Metropolitan Highway System, these roadways serve important roles within the regional transportation network by carrying traffic to and from other communities. At the local level these roadways are of on-going concern due to the impact they create in the form of physical barriers segmenting the community into distinct sub-areas, and their impacts in regard to traffic safety and air and noise pollution.

Robbinsdale has one principal arterial, Highway 100, a six lane freeway through Robbinsdale. Robbinsdale has two minor augmenters, County Road 9 and County Road 81. County Road 81 is a four lane road through its

entirety in Robbinsdale. County Road 9 is a four lane road from the Crystal/Robbinsdale boundary until Lakeview Avenue where it becomes a two lane road with a center turn lane.

Robbinsdale is considered a fully developed suburb and no significant expansion of the existing road network is expected in the future. Nonetheless, significant improvements have occurred in the 1980's and most recently, 2000 to 2008 to the arterial highways in the system. In addition, adjustments to the road system, such as service road realignments and closures, occurred as a result of highway safety projects and downtown redevelopment. An ongoing maintenance and repair program is vital to the City's local street system. In 1980, it was recognized that over half the streets in Robbinsdale were in dire need of reconstruction or overlay. The City has established a long-term street reconstruction program to repair street surfaces and infrastructure replacement.

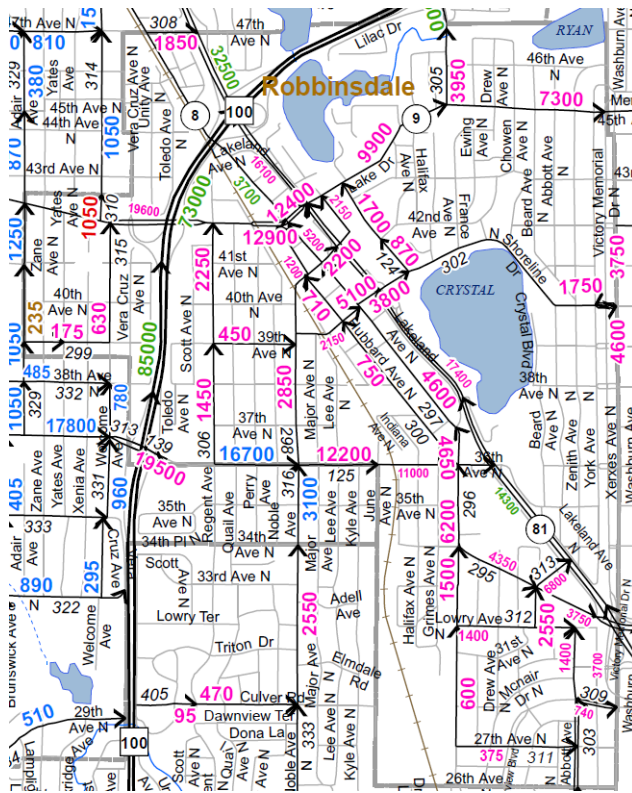


Figure 33: Traffic Counts for Roads in Robbinsdale 2015

The Functional Classification system for roadways in Robbinsdale is shown to reflect the Metropolitan Council’s Functional Classification Map. The City of Robbinsdale is concerned that the system classification of 36<sup>th</sup> Ave N. as a local or collector street does not reflect the traffic volumes observed. Currently 36<sup>th</sup> Avenue is a two lane road, with center turn lanes expanding to four lanes for the short distance between West Broadway Avenue and Bottineau Boulevard (County Road 81). Traffic volumes of 16,700 trips per day have been observed, which the City strongly feels elevates 36<sup>th</sup> Avenue N. to Minor Arterial volumes. It should be noted that 36<sup>th</sup> Avenue is a significant connecting route between Highway 100 and County Road 81, and is a primary access for North Memorial Health Hospital.

The highest volume of traffic occurs on State Highway 100, a four to six lane expressway and the only Principal Arterial in Robbinsdale with access controlled by MnDOT. Other high-volume Minor Arterial

and Collector streets include: County Road 8 (West Broadway Avenue); County Road 9 (Lake Drive and 42<sup>nd</sup> Avenue); and County Road 81 (Bottineau Boulevard), all with access controlled by Hennepin County.

Robbinsdale has been considered fully developed since the 1970’s and therefore its street system is in place. Access management standards on file in the City Engineering office date to March 1, 1979. Large tracts of vacant land for redevelopment are simply not available that do not already have access to a public street, or would be served by the extension of a local street. Access management such as it is, occurs on a parcel by parcel basis when redevelopment occurs.

There are no planned improvements to principal arterials within Robbinsdale within the Metropolitan Council 2040 Transportation Policy Plan. There are no existing or proposed MnPass lanes, dedicated busways or bus-only shoulders in Robbinsdale. There are no proposed new or improved interchanges to Principal Arterials that MnDOT/Metropolitan Council joint interchange committee has found consistent with the 2040 TPP in Robbinsdale.

The city incorporates access management guidelines into policies. The city/county has eliminated driveways and access to roads like County Road 81 when possible.



Figure 34: Robbinsdale 2040 Forecasted AADT

**Map Legend** (Highway 100 at 40<sup>th</sup> Ave. N.)  
 92,000 Current Traffic Count  
 100,000 2040 Forecast  
 8,000 Increase

### Principal and A-Minor Arterials

Highway 100 is a Principal Arterial highway that moves traffic through Robbinsdale with access to the County Roadway and local street system at interchanges located at:

- 36<sup>th</sup> Ave. N. where Highway 100 is six lanes wide.
- 42<sup>nd</sup> Ave. N. where Highway 100 transitions from six lanes to four lanes at County Road 81.
- County Road 81.
- France Avenue North.

County Road 81 is an A-Minor Arterial. It consists of four lanes through Robbinsdale with intersections at:

- Lowry Ave. N.
- Abbott Ave. N. (3/4 access).
- 35<sup>th</sup> Ave. N. (3/4 access).
- 36<sup>th</sup> Ave. N.
- 40<sup>th</sup> Ave. N.
- 41<sup>st</sup> Ave. N.
- Lake Drive (County Road 9) which transitions to 42<sup>nd</sup> Ave. N. at West Broadway.
- Highway 100.
- 47<sup>th</sup> Ave. N.

### **ACCESS MANAGEMENT**

Improvements to Highway 100 in the mid 2000's advanced access management via the grade separation of intersections at 36<sup>th</sup> Ave. N., 42<sup>nd</sup> Ave. N. (County Road 9), West Broadway (County Road 8), Bottineau Blvd. (County Road 81) and France Avenue North.

Metered entrance ramps with High Occupancy Vehicle by-pass lanes have been constructed at:

- Entrance to northbound Highway 100 from 36<sup>th</sup> Avenue North.
- Entrance to southbound Highway 100 from 36<sup>th</sup> Avenue North (in Golden Valley).
- Entrance to southbound Highway 100 from 42<sup>nd</sup> Avenue North (County Road 9).
- Entrance to northbound Highway 100 from Bottineau Blvd. (County Road 81).
- Entrance to southbound Highway 100 from Bottineau Blvd. (County Road 81).

### Bottineau Transitway

Robbinsdale rests along the proposed Blue Line Extension Light Rail Transit line. The planned line will run along the BNSF Railway through town with a proposed stop in the downtown area, next to the northern Robbinsdale water tower. The line will connect Robbinsdale by light rail to downtown Minneapolis, downtown St. Paul, the Mall of America and the Minneapolis-St. Paul International Airport and job concentrations in Brooklyn Park.

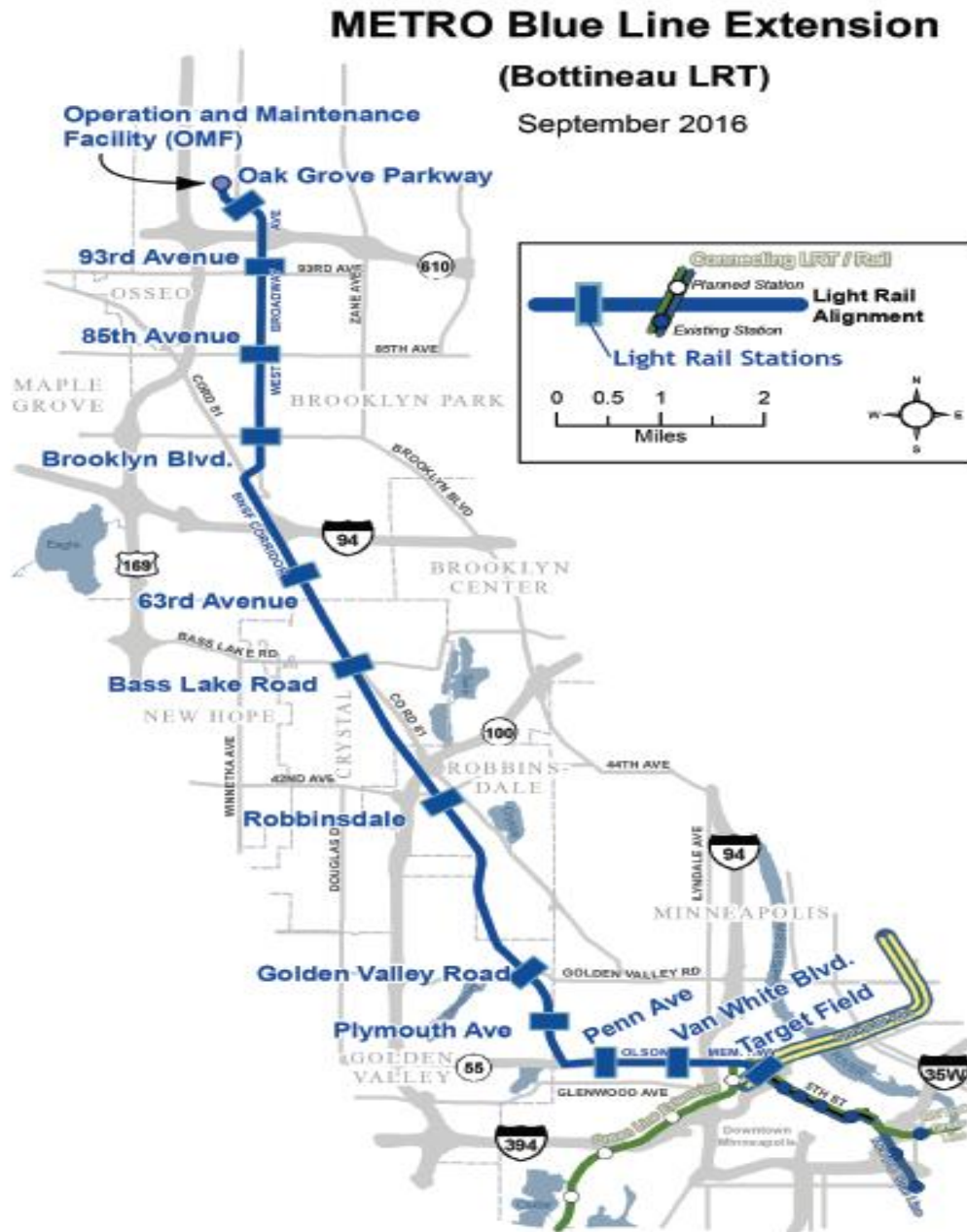


Figure 24: Map of Proposed Blue Line Extension

Construction for the project was expected to begin in 2020 with passenger service beginning in 2023. The City of Robbinsdale has held numerous open houses to inform residents and to receive feedback in conjunction with the Metropolitan Council. The Metropolitan Council submitted and received federal funding for advanced planning related to the Blue Line Extension LRT.

Subsequently, the Burlington Northern – Santa Fe Railroad whose railroad right-of-way will host the LRT in Robbinsdale has indicated an unwillingness to discuss the right-of-way needed for the project. As a result, the current timetable would have negotiations occur with the BNSF railroad in 2019, construction starting in 2020 with completion in the first part of 2024.

### **Proposed Robbinsdale LRT Station and Station Area**

The planned light rail transit infrastructure, known as the Blue Line Extension contemplates a Robbinsdale station located on the western edge of the downtown between 41<sup>st</sup> and 42<sup>nd</sup> Avenues North. The platform will be located along the eastern edge of the Burlington Northern Santa Fe Railroad Right-of-way, approximately 300 feet south of 42<sup>nd</sup> Ave. N. (County Road 9). For

planning purposes, the station area extends in a ½ mile radius beyond the platform creating an enhanced market for redevelopment, primarily high-density residential. The ½ mile service area is considered a comfortable walk shed where the station can be reached by pedestrians in a ten minute walk.

The Transportation Policy Plan includes development policies that envision an intensity of activity within station areas combining population, employment and or students. According to the draft Station Area Housing Gaps Analysis (December 2017), Robbinsdale’s current population within the station area is 4,181. Added to that number would be an estimated employment of 500 jobs in the downtown area. In addition, the population could be expected to increase by another 1,300 to reach a combined 6,000 in population and jobs.

A number of factors challenge the capacity for growth in the station area:

- The city has been considered fully developed for approximately 50 years, being served primarily by a network of streets and highways. The roadway system has replaced the early dependence on a street car system and passenger rail service.
- The surviving BNSF freight rail corridor, State Highway 100 (a Principal Arterial Highway) and County Road 81 occupy significant space and create barriers restricting crossings by pedestrians (and vehicles).
- Open water by much of Twin Lake (south of Highway 100) and the northwestern edge of Crystal Lake occupy space within the ½ mile station area.
- Approximately 2/3rds of the land within the station area has an established pattern of single family housing. The average density is about 7.9 dwelling units per acre as a result of small lot sizes, grid street pattern and existing high density residential.
- The existing commercial pattern is a combination of “main-street” storefronts which are embraced by the community and aging strip development dominated by parking lots. Redevelopment is envisioned to replace the automobile dominated strip buildings with pedestrian oriented high density buildings with street-level retail and service uses where the market supports them.
- Large scale commercial uses with the exception of Hy-Vee, an 80,000 sq. ft. regional grocery store have not been attracted to Robbinsdale because of its comparative isolation from the arterial highway system and lack of available large multi-acreage sites.

## Transit

Robbinsdale is currently served by the Metro Transit network, a service of the Metropolitan Council. The service is generally focused on providing service to and from downtown Minneapolis in the form of fixed route bus service structured around timed transfer focal points at Robbinsdale Transit Center and other local locations such as North Memorial Health Hospital. Routes from the Robbinsdale Transit Center serve primarily Minneapolis, Robbinsdale, Crystal, New Hope and Golden Valley. Cross town service to Rosedale is also provided.

There are two distinct route structures, namely, one for off-peak periods (the “base” structure) and one for peak periods. Currently Robbinsdale has no transit support or maintenance facilities within its borders.





## **Robbinsdale 2040**

The City of Robbinsdale falls mainly into Transit Market Area II while a very small portion of the community, on the northwest side falls into Transit Market Area III. Transit Market Area II has high to moderately high population and employment densities and typically has a traditional street grid comparable to Transit Market Area 1. It can support many of the same types of fixed-route transit as Transit Market Area I, although usually at lower frequencies or shorter service spans. The City currently is served by multiple Metro Transit bus lines that run through the Robbinsdale Transit Center. The Transit Center is located on the western edge of downtown.

The map shown below shows the seven routes that currently come through Robbinsdale:

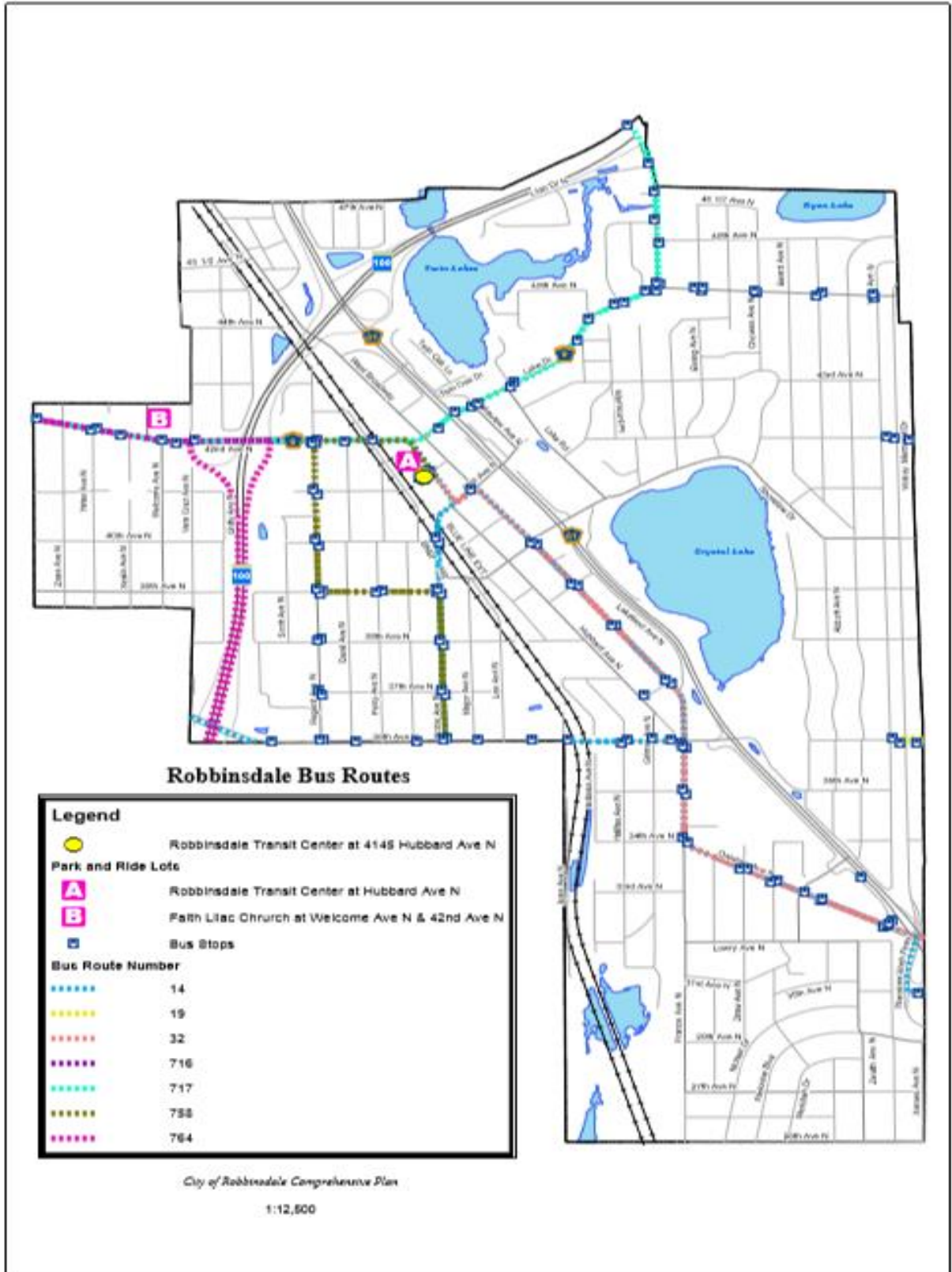


Figure 36: Bus Routes Within Robbinsdale

Of the routes shown above, the notable ones include:

Route 14	Robbinsdale – West Broadway-Bloomington Ave.
Route 32	Robbinsdale – Lowry Ave. N. – Rosedale.
Route 716	Zane Ave. N., 63 <sup>rd</sup> Ave. N. – Crystal – Robbinsdale.
Route 717	Brooklyn Center – Robbinsdale – Plymouth
Route 758	Express – Douglas – MnDOT P & R – Noble Ave. (Robbinsdale) - Minneapolis

The Park and Ride lots shown above merit discussion. The lot labeled “A” is associated with the current Robbinsdale Transit center located at 4145 Hubbard Ave. N. The Blue Line Extension LRT project contemplates the provision of a 400 space parking ramp that is expected to provide for the park & ride need in Robbinsdale. The design of the ramp has not been finalized. Initial projections suggested as many as 800 parking spaces. The scale of such a building would be inappropriate given the scale of the downtown area. A ramp of 400 spaces would still be one of the largest buildings in the Robbinsdale downtown area, but may be acceptable if the building is enclosed by a “wrap” containing residential or commercial uses.

While the design remains to be finalized, it is expected that bus service will still be a function of the Robbinsdale Transit Center as it interfaces with the LRT and has the potential to provide connecting service.

The Park & Ride lot shown as “B” refers to the 44 stall parking lot owned by Faith Lilac Church located at 5530 42<sup>nd</sup> Ave. N. on the west side of Highway 100. It serves Route 764 which is an express route that goes south on Highway 100, bypassing the Robbinsdale Transit Station.

Metropolitan Council also offers general dial-a-ride Transit Link service, 651-602-LINK (5465).

### **Special Needs Transit**

A service also available is the Metro Mobility paratransit services for elderly and disabled adults. Metro Mobility (federally mandated para-transit service) and North Memorial Senior Transportation and some senior housing developments provide mini-bus service.

### Arterial Transit Corridors

#### **Bus Rapid Transit (BRT)**

Bus Rapid Transit has been considered for several transit scenarios in Robbinsdale. Perhaps the original application was an earlier concept for the Bottineau Transit corridor connecting Minneapolis with the northern suburbs. A dedicated express bus lane would have entered Robbinsdale along the BNSF rail corridor from the northwest with a stop at the Robbinsdale Transit Station. However, the majority of the trips would have continued south along Highway 100, by-passing the Robbinsdale stop. The Robbinsdale City Council did not support the scenario. Subsequently, the success of the Hiawatha Light Rail Transit project (now the Blue Line) generated support to pursue the light rail scenario which eventually became known as the Blue Line Extension.

### West Broadway Transit Study

Robbinsdale participated in a study with Metro Transit and the City of Minneapolis to examine options for enhanced transit service along West Broadway. The concept was to connect the Robbinsdale Transit Center with downtown Minneapolis at 2<sup>nd</sup> Street and Washington Avenue via West Broadway Avenue. A primary goal was to provide transit service to North Memorial Medical Center. The primary modes of transit included:

- Street Car – in Minneapolis extending to North Memorial
- Bus Rapid Transit in Robbinsdale and as an optional mode for Minneapolis.

A significant constraint was identified on the route segment in Oakdale Avenue North at the North Memorial Campus. A pedestrian tunnel which connects the buildings on either side of the street has very minimal cover – as little as 18 inches. Other constraints in Robbinsdale include minimal right-of-way width and buried utilities which preclude the street car option west of the hospital.

### Bicycling and Walking

Bicycling and walking have become more popular forms of recreation as well as primary transportation modes. Consequently, it is important to provide appropriate bikeway and walkway facilities.

On September 2, 2014, the Robbinsdale City Council adopted a Pedestrian and Bicycle Plan for Robbinsdale, shown as **Appendix E**. The plan provides a set of recommendation for improving conditions for walking and biking across Robbinsdale that were incorporated into the work of city departments and implemented moving forward. The purpose of the plan is to improve conditions for pedestrians and bicyclists in Robbinsdale by improving the city’s pedestrian and bicycle transportation infrastructure, reducing hazards, and inviting more residents, employees, and visitors to incorporate walking and bicycling into their daily travel habits.

The vision for the plan includes access easily accessible to the coming Blue Line LRT Extension to pedestrians and bicyclists in particular. The plan has six guiding principles:

- improving comfort and safety;
- connecting to local and regional destinations;
- leveraging future light rail transit investment;
- comfortable and convenient routes for all;
- walking and biking as a base for community health and active living; and
- walking and biking as a useful transportation mode option in Robbinsdale.

### Regional Trail Connections

The regional context for Robbinsdale is that it is well-connected to the regional transit bus system and will be served in the future by the Bottineau LRT Blue Line Extension when it is built. The City is served on the east side by the Grand Rounds Scenic Byway Trail which runs along Victory Memorial Parkway which connects to the Mississippi River, Downtown Minneapolis and the larger regional bicycle network.

## Robbinsdale 2040

The newly opened Crystal Lake Regional Trail now connects Robbinsdale by bicycle to suburbs to the northwest, ultimately Elm Creek Park Reserve, and Minneapolis to the east.

The Twin Lake Regional Trail connects Robbinsdale by bicycle to Brooklyn Center and suburbs to the north which ultimately will connect with the Mississippi Regional Recreational area.

The following map provided by the Three Rivers Park District shows the existing network of regional trails in the city. The Crystal Lake and Twin Lake regional trails converge in Robbinsdale at the Twin Lakes Boat launch park which was recently acquired and improved by Three Rivers Park District.



Figure 38: Three Rivers Park District Facilities - 2040 Proposed

**Regional Bicycle Transportation Network (RBTN)  
City of Robbinsdale, Hennepin County**

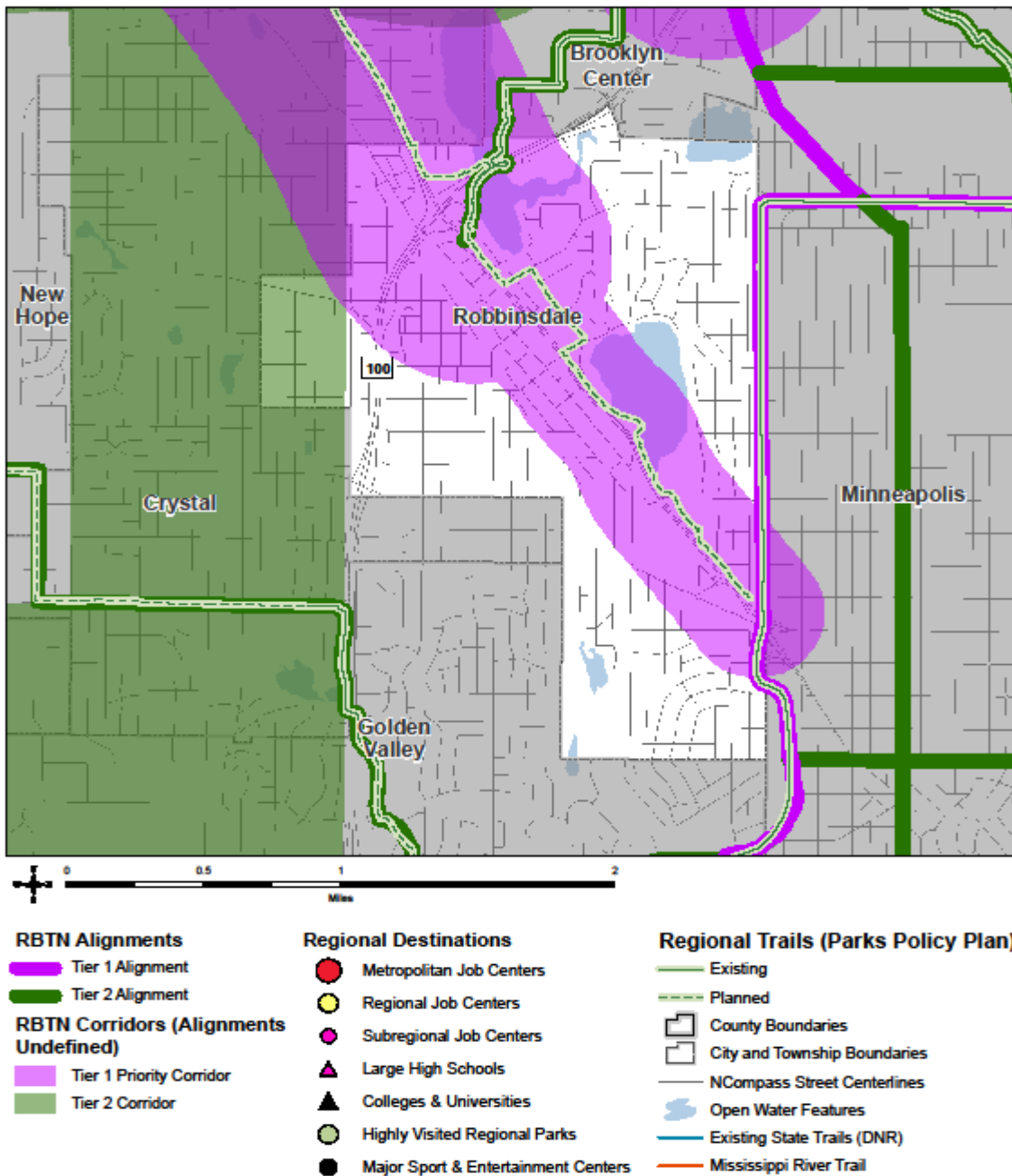


Figure 39: Regional Bicycle Transportation Network

The map above shows Robbinsdale’s place in the Regional Bicycle Transportation Network. However, the map which was provided by Metropolitan Council does not reflect the completion of the Crystal Lake Regional Trail section in 2016 in Robbinsdale. The Robbinsdale Pedestrian

and Bicycle Plan (Figure 32) shows the local system, recommended links and their relationship with the regional facilities shown (as planned) above.

The illustration below shows a ½ mile radius circle with the proposed Blue Line Extension Transit Station in the center. 1/2 mile is generally thought of as a ten-minute walk which is comfortable for most pedestrians to access transit. 3 miles is considered to be a comfortable distance for bicyclists.

## 1/2-mile Bike Study

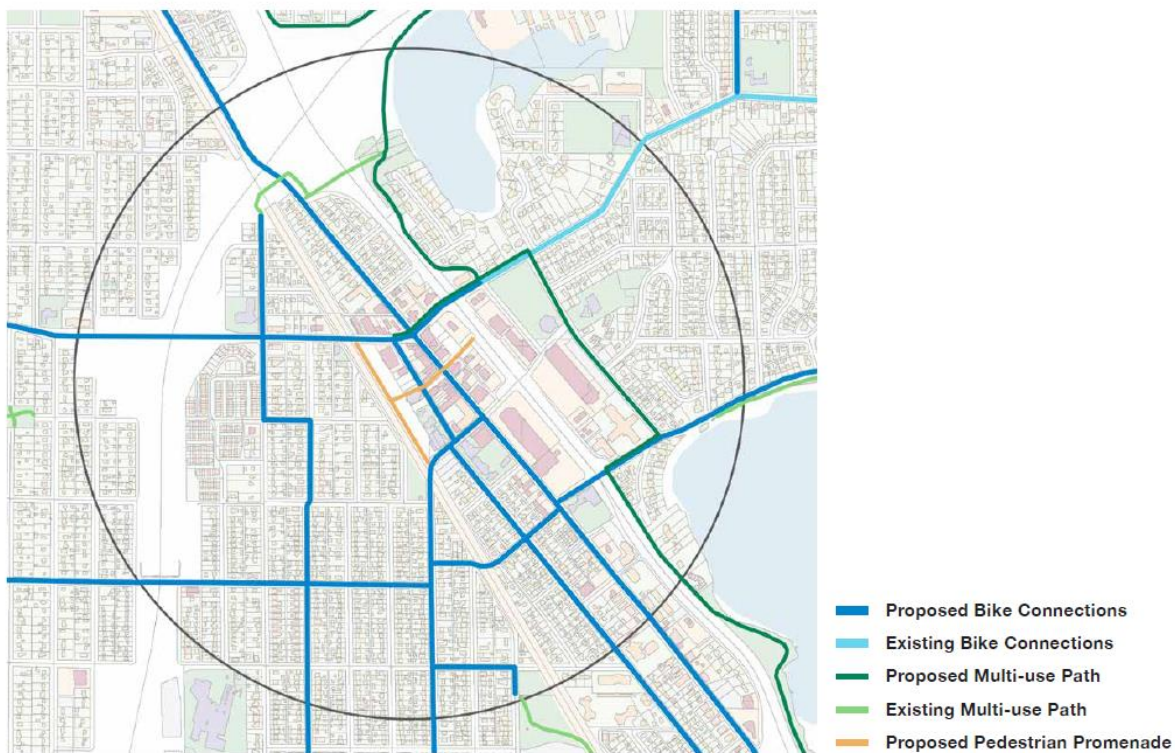


Figure 31: 1/2 Mile Bike Study in Robbinsdale

### Barriers to Walking and Biking

County Road 81, Trunk Highway 100, and the Burlington Northern Railroad right-of-way are clearly barriers to bikers and walkers. TH 100 has crossings at:

- 36<sup>th</sup> Ave. N. at grade.
- A pedestrian bridge over T.H. 100 in the vicinity of 39<sup>th</sup> Avenue constructed with the highway improvements.
- 42<sup>nd</sup> Ave. N. (County Road 9) grade separated. This bridge was also constructed with Highway 100 improvements.
- West Broadway (County Road 8) also grade separated with a bridge constructed with Highway 100 improvements.



- The Crystal Lake and Twin Lake Regional Trails link both sides of Highway 100 under the bridge which spans the channel that connects middle and lower Twin Lake.
- Lastly, France Ave. N. is grade separated from Highway 100.

County Road 81 has one grade separated pedestrian crossing:

- A culvert has been installed to provide pedestrian links under County Road 81 as part of the reconstruction of T.H. 100.
- At-grade crossings have been built for biking & walking across County Road 81 at:
  - 42<sup>nd</sup> Ave. N. / Lake Road (County Road 9)
  - 41<sup>st</sup> Ave. N.
  - 40<sup>th</sup> Ave. N.
  - 36<sup>th</sup> Ave. N.
  - Abbott Ave. N.

Improvements to at-grade crossings have been recommended by the Bicycle Pedestrian Plan to reduce stress levels. It is important to note that County Roads 8 (West Broadway), 9 (42<sup>nd</sup> Ave. N./ Lake Drive) and 81 (Bottineau Blvd.) are the jurisdiction of Hennepin County.

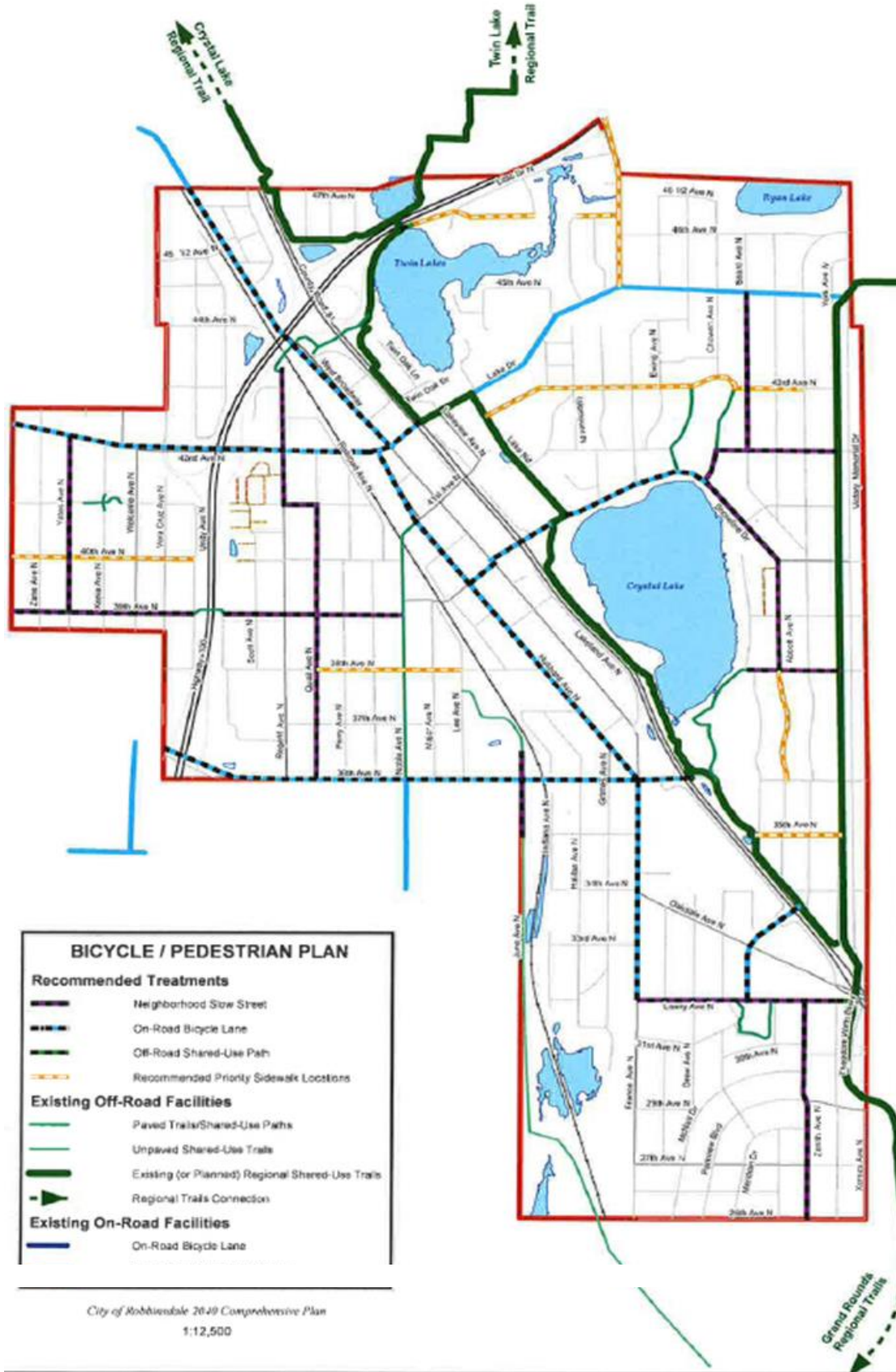
### Complete Streets Policy

Complete Streets are the planning, scoping, design, implementation, operation, and maintenance of roads in order to reasonably address the safety and accessibility needs of users of all modes of transportation in addition to automobiles. The Council has adopted a complete streets policy which includes consideration of bicycle and pedestrian facility improvements along with street reconstruction projects.

Robbinsdale has taken steps to implement this policy within recent years:

- Reconstruction of Lake Drive (County Road 9) east of Lakeview Ave. N. in cooperation with Hennepin County. Improved sidewalks and Bike Lanes were added on both sides of the roadway. Mountable curbs are integral with the improvements.
- Noble Avenue includes pedestrian facilities that include new sidewalks and a shared use bicycle trail on the west side. The trail is a result of a compromise reached by the City Council who weighed the needs of the neighborhood with that of the recommendations identified in the Pedestrian Bicycle Plan.

The following illustration is a distillation of the recommended (and in some cases implemented) improvements of the Bicycle Pedestrian Plan. The plan was prepared by a consultant paid for by Hennepin County. In some cases, field conditions were not carefully vetted which has and may require alternatives relative to planning and implementation.



City of Robbinsdale 2040 Comprehensive Plan  
1:12,500

Figure

### 40: Robbinsdale Bicycle/Pedestrian Map (Shown as Appendix E)

#### Rail Facilities

The City of Robbinsdale contains one rail line, the Burlington Northern. This facility is a one-track facility, which runs northwest and southeast through the community. It exists primarily as a regional freight carrier. A small yard area was removed in the late 1980s. The chief concerns associated with the rail line are its existence as a barrier within the community, similar to the highways, and its inadequate buffering from adjacent uses in certain areas of the City. The Blue Light Rail Extension will require the freight line to be relocated to the west about 20 feet as the new light rail line will run parallel to the freight tracks. The Hennepin County Regional Rail Authority (HCRRA) has land along the Burlington Northern Santa Fe railroad corridor and adjacent to the Hubbard Marketplace (Robbinsdale Transit Center).

Rail crossings include:

- 36<sup>th</sup> Ave. N. Grade separated. The existing bridge will be replaced with the construction of the Blue Line Extension.
- 39<sup>th</sup> Ave. N. At-grade will be closed with the construction of the Blue Line Extension.
- Noble Ave. N. which transitions to 41<sup>st</sup> Ave. N. At-grade intersection will be reconstructed to conform with quiet-zone standards with crossing arms, lane channeling medians and bicycle/pedestrian protection.
- 42<sup>nd</sup> Ave. N. (County Road 9) At-grade will also be reconstructed to conform with quiet-zone standards with crossing arms, lane channeling medians and bicycle/pedestrian protection.
- Highway 100 is grade separated. The bridge was replaced with the highway 100 upgrades of the mid-2000s.
- 45 ½ Ave. N. intersection with West Broadway At-grade will be reconstructed to conform with quiet-zone standards with crossing arms, lane channeling medians and bicycle/pedestrian protection. The left turning movement onto north bound West Broadway will be eliminated.

#### Aviation

North Memorial Heliport – The only aviation facility in Robbinsdale is North Memorial Health Hospital Emergency Medical Heliport. Concerns related to the heliport are noise, number of flights, and keeping helicopters on approved flight paths. The City should continue to work with North Memorial Health Hospital to mitigate heliport issues.

Crystal Airport – Portions of Robbinsdale are located within the designated air space of Crystal Airport located in the vicinity of County Road 81 and Bass Lake Road. The Crystal Airport serves small private commercial and recreational aircraft. According to the 2035 Crystal Airport Comprehensive Plan, the total number of based aircraft and total number of operations will slightly decrease -0.4% and -0.2% respectively between 2017 and 2035. The impact of aircraft noise from Crystal Airport is confined to the northern half of Robbinsdale. The aircraft are small, propeller driven aircraft generally with one or two engines. By comparison, helicopters transiting to North Memorial along the County Road 81 corridor generate more noise city wide.

No major concerns exist with regard to the Crystal Airport, with the possible exception of the need to insure no future development in Robbinsdale interferes with the designated air space. According to State Statute, the following objects will be considered general instructions to air navigation for Crystal Airport's designated air space zones.

1. Objects extending more than 500 feet above ground level at the sites of the object.
2. Objects more than 200 feet above the ground or more than 200 feet above the established airport elevation, whichever gives the higher elevation, within three nautical miles of the nearest runway of an airport, and increasing in height in the proportion of 100 feet for each additional nautical mile of distance from the airport but not exceeding a maximum of 500 feet above ground.
3. Objects, which would increase the minimum obstruction clearance altitude of a federal airway or approved off-airway route.
4. Objects whose elevation will increase a precision or non-precision instrument approach flight altitude minimum or flight visibility minimum.

In 1980, at the request of the Metropolitan Airports Commission (MAC) the City of Robbinsdale joined with other affected municipalities in the creation of a Joint Airport Zoning Board as required. The Board, comprised of local representatives from communities directly affected by Crystal Airport's designated air space, was formed for the purpose of establishing, administering, and enforcing zoning laws for the area surrounding the airport and for the protection of the airport and the public.

Height restrictions resulting from the joint airport zoning have not been a factor in redevelopment in the vicinity of 42<sup>nd</sup> Ave. N. Height standards in the Robbinsdale zoning ordinance are more restrictive at present, and are not exceeded to become more permissive. Any requests for variances to height standards would still be subject to review for conformance with airspace restrictions. Seaplane operations are not allowed on any of the lakes in Robbinsdale as stated by Minnesota Rules 8800.2800.

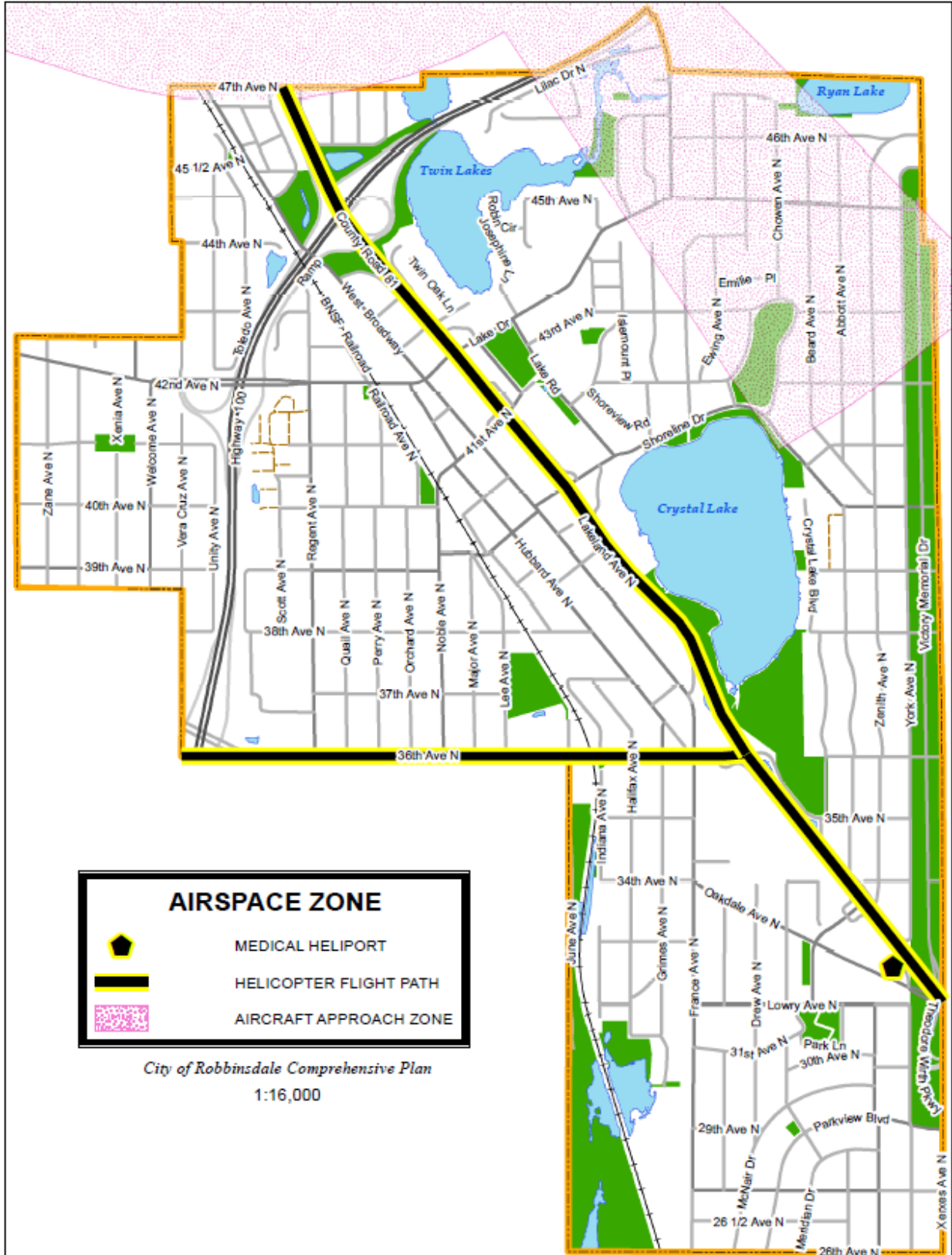


Figure 41: Airspace Zones in Robbinsdale

## Freight

### **Rail**

Robbinsdale is served by one freight rail line owned by the Burlington, Northern, Santa Fe Railroad. The line which is in effect a “spur line” limited to local service, averages two short trains a day through the community. In 2015, a proposed connection between two railroad lines in Crystal (Canadian Pacific and BNSF) raised the possibility of increased freight train traffic through Robbinsdale. This proposed connection however never materialized and has since been cancelled.

The BNSF rail corridor once provided rail access to businesses including a lumber yard, and passenger service to a depot. However, both have long since disappeared and there is no longer any rail service to properties in Robbinsdale. The commercial properties near the railroad are retail or service in nature and require no bulk shipments by rail.

### **Trucks**

Highway 100 is classified as a Principal Arterial Highway that runs through the north and west side of town. During the last comprehensive planning process, Highway 100 was upgraded from an expressway to a freeway after improvements had been made.

Semi-tractor trailers use Highway 100 to get to either I-694 to the north or the western and southwest suburbs.

There are no intermodal freight terminals in Robbinsdale. The nearest intermodal freight terminal would be the Canadian Pacific Humboldt Yard in North Minneapolis. Heavy Commercial Average Annual Daily Traffic (HCAADT) measures volumes of multi-axle trucks. Highway 100 through Robbinsdale carries on average 2000 heavy commercial vehicles a day. A-minor arterials County Roads 81 and 9 did not have information available from MnDOT at this time.

Robbinsdale has no industrial uses or business park which generate significant truck traffic. An 80,000 sq. ft. grocery store is perhaps the most significant freight generator, as well as the North Memorial Hospital which receives bulk deliveries. County Road 81 (Bottineau Blvd.) classified as an A Minor Arterial provides the access for these two destinations.

Other businesses in Robbinsdale that would receive semi deliveries are local retail or service businesses such as gas stations, a hardware store, municipal liquor, several small restaurants, and recently, a micro-brewery.

# Robbinsdale 2040

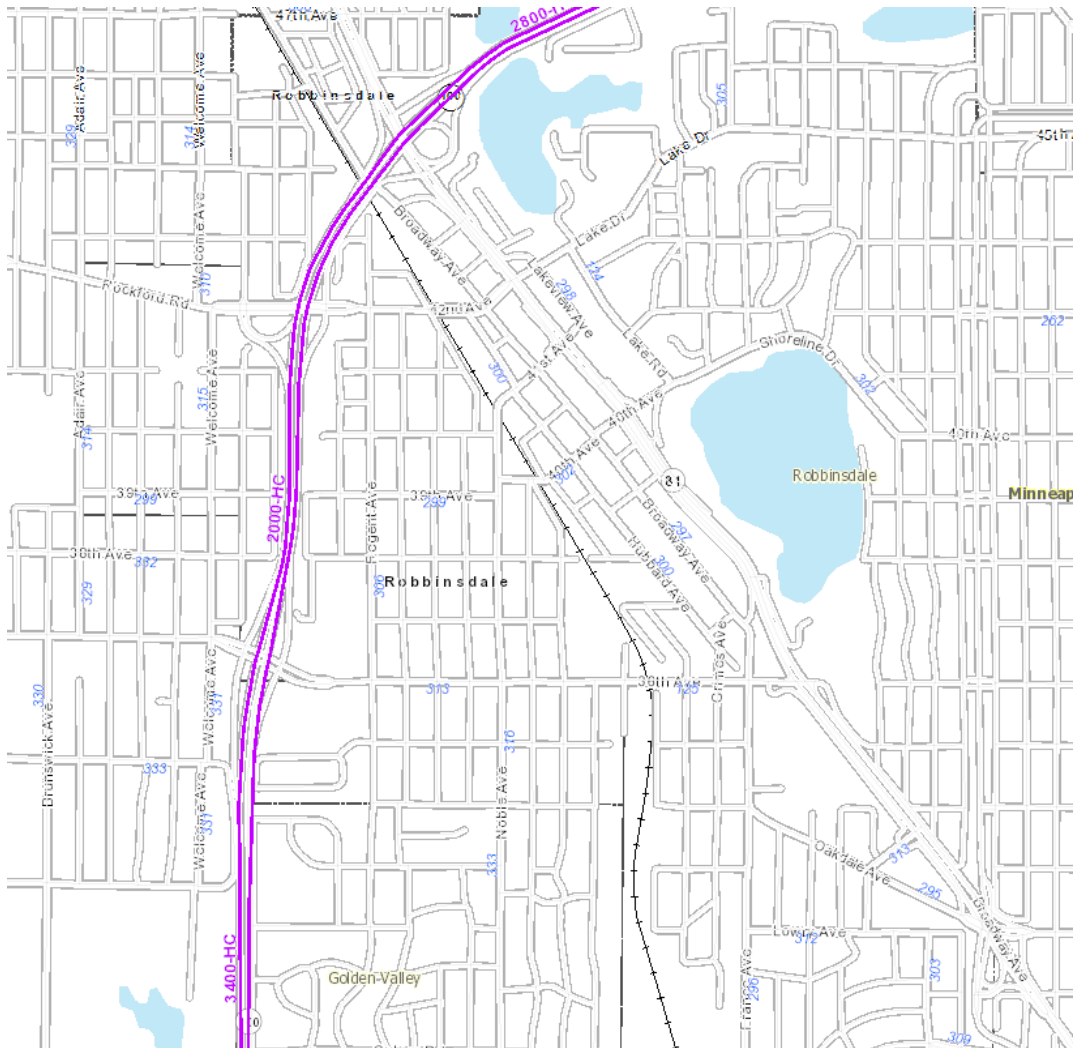


Figure 42: HCAADT Traffic Counts from MNDOT

**Metropolitan Feight System  
City of Robbinsdale, Hennepin County**

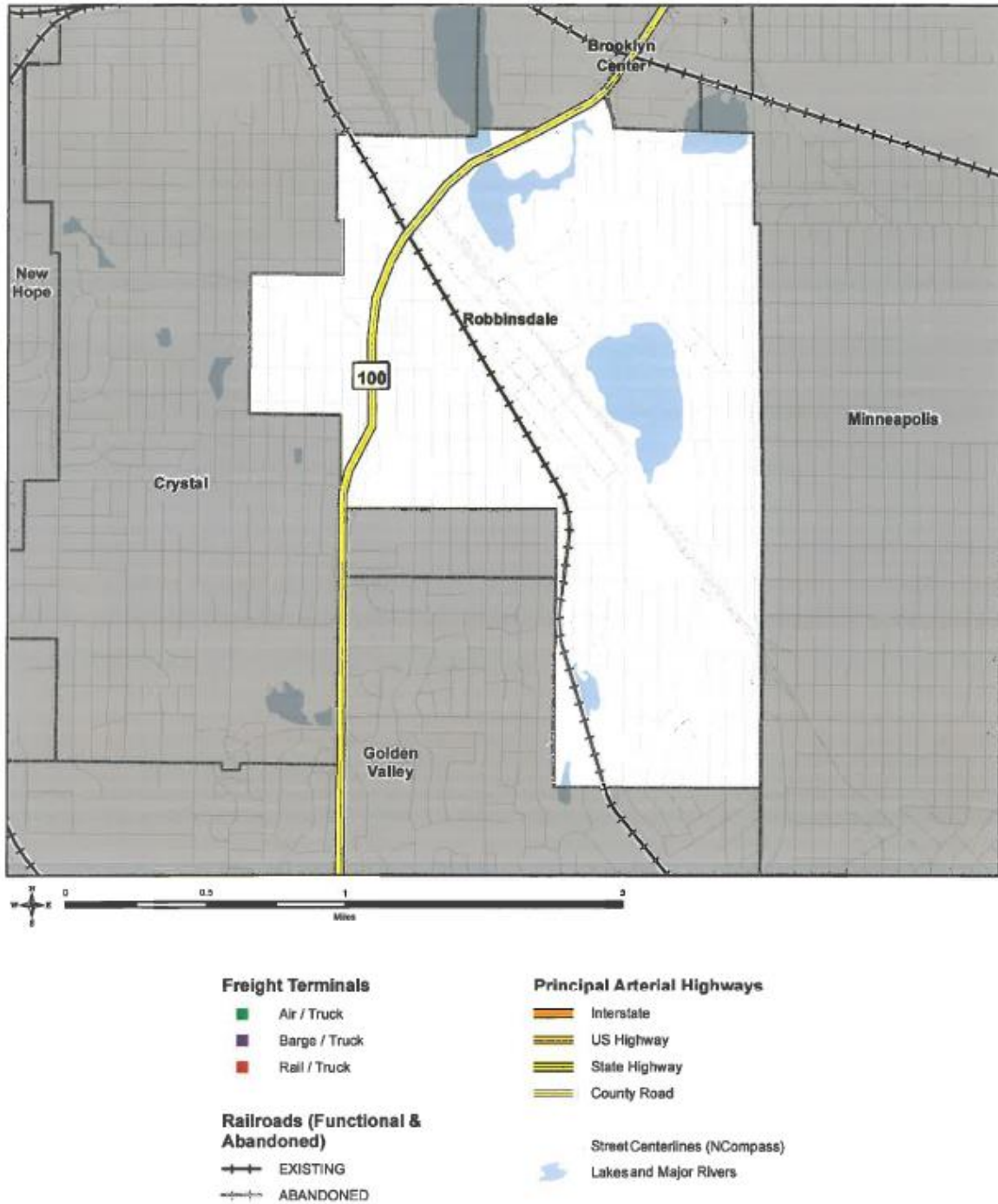


Figure 43: Freight Routes in Robbinsdale



## Redevelopment

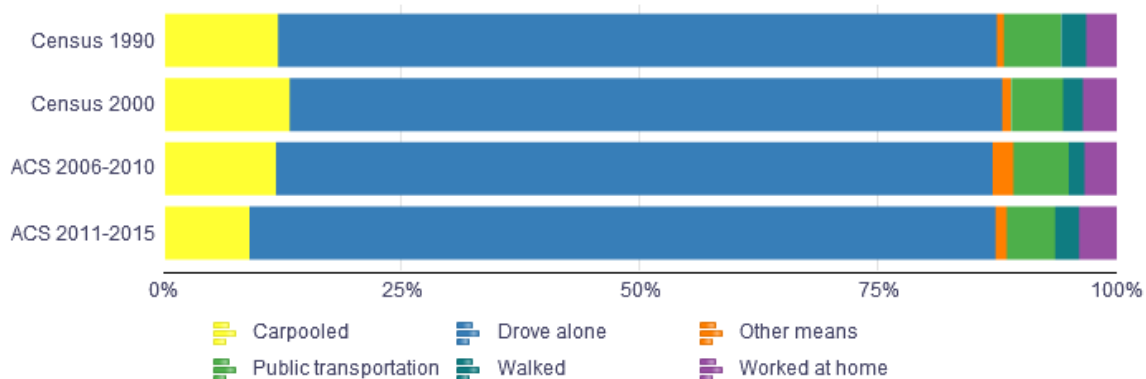
Future land use planning to accommodate the growth projections for Robbinsdale concentrates proposed “mixed-use” areas that will accommodate higher density residential (and other uses) alongside of between high volume transportation corridors. County Road 81 is a corridor that can accommodate higher density residential uses on both sides, generally northwest of Crystal Lake. The West Broadway corridor is traditionally the original transportation corridor dating from the days of the streetcar, and much of the higher density residential land uses in Robbinsdale have been concentrated on the West Broadway corridor. Therefore, most of the higher density redevelopment is expected between County Road 81 and the Burlington Northern Santa Fe rail corridor.

Redevelopment is challenging, and the opportunity to accomplish higher densities should enable the process. However, land already subdivided into comparatively small parcels is expansive and property owners have expectations of recapturing value from existing building and improvements. Oftentimes, redevelopment bears the additional financial burden of coping with soil contamination and removal of hazardous substances.

## Overall Travel Demand

The City believes that travel demand can be reduced in the future through design, infrastructure improvements, and policy. The City shall continue to develop a compact, commercially diverse, pedestrian/bike and transit oriented Downtown Robbinsdale. Robbinsdale residents are now able to walk or travel by transit to Downtown Robbinsdale without the use of the automobile. People who must travel outside of Robbinsdale or traveling to Robbinsdale may take advantage of bus service, and future light rail service at the Hubbard Marketplace. The City also supports employers and businesses in the City and in surrounding communities to encourage carpooling, telecommuting, ride-share, and the use of public transit to help reduce the travel demand of the regions roadways at peak times of daily traffic.

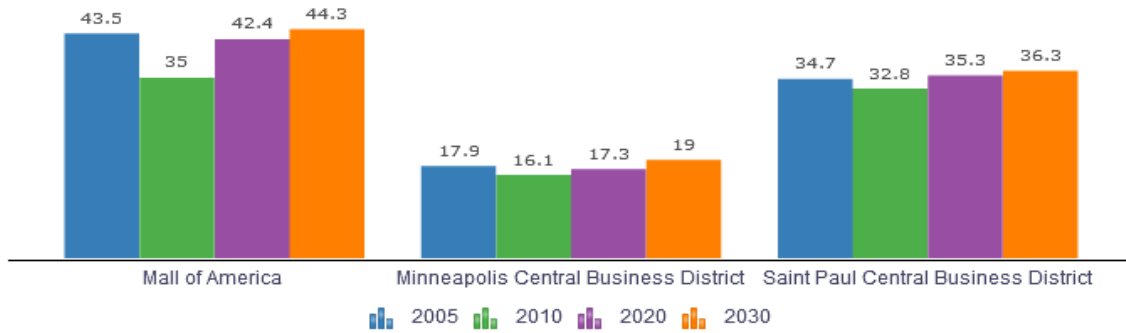
**Means of Transportation to Work, Robbinsdale Residents**



Source: U.S. Census Bureau Decennial Census and American Community Survey.

Figure 44: Forms of Transportation Used for Commute

### Estimated Peak-Hour Travel Time to Selected Destinations from Central Robbinsdale (in Minutes)



Source: Metropolitan Council Travel Demand Forecasting Model.

Figure 45: Estimated Peak-Hour Travel Time to Selected Destinations from Central Robbinsdale in Minutes

### Average Travel Time to Work, Robbinsdale Residents (in Minutes)



Source: U.S. Census Bureau Decennial Census and American Community Survey.

Figure 46: Average Commute Times in Robbinsdale

## Economic Competitiveness

### Robbinsdale in 2040

22 years after the adoption of this plan, Robbinsdale will have continued to establish itself as a place where families and small businesses thrive. Currently, the active lifestyles and high quality of life of Robbinsdale residents enjoy has increased the number of housing options and diversity of the community. Robbinsdale has supported and nurtured local small businesses while encouraging new businesses, especially in the downtown area and along West Broadway Avenue. Greater utilization of mixed-use development allows for residential and commercial uses to better coexist while conforming to the best practices of transit-oriented development. Robbinsdale parks will continue to be a gem within the community with numerous trails and public facilities to be used by the public for recreation. North Memorial Health continues to grow and has become home to health related spin-off businesses.

### Downtown Robbinsdale

Downtown Robbinsdale is a business district nestled between County Road 81 and BNSF railroad. Downtown has a strong sense of place and is home to regionally acclaimed restaurants that attract customers from throughout the region. The proposed LRT station on the west edge of Downtown will only increase activity including pedestrian traffic and redevelopment. Parking has become an issue at peak time hours for businesses within downtown on the weekends.

Downtown Robbinsdale is a center of employment and economic activity within Robbinsdale. Many family-owned businesses are located within the downtown area. The coming of the Blue Line Extension LRT will only increase the number of people who go to the downtown area for shopping and leisure.



Figure 47: Downtown Clock Tower

Downtown is planned to continue its high density, mixed-use development pattern using transit-oriented development principles. A couple of redevelopment sites include the “Sawhorse” site on the northwest intersection of 42<sup>nd</sup> Avenue North and West Broadway Avenue. The EMI Audio and Northside Oriental Market buildings where a proposed Parking Ramp by Hennepin County and Metro Transit would be located with transit oriented development “wrapping” around the ramp to include commercial or residential development.



## Robbinsdale 2040

### Key Industries/Centers of Employment

According to the 2015 American Community Survey, 68% of people employed in Robbinsdale worked in the Health Care and Social Assistance industry. This is mainly due to the presence of North Memorial Health Hospital within the boundaries of Robbinsdale and is by far the City’s biggest employer. Employment forecast done by the Metropolitan Council shows that the city will see a projected increase of jobs within the city from 6,858 in 2010 to about 7,200 in 2040. The City is more optimistic about job growth due to an increase from 6,858 in 2010 to 7,177 in 2015, and the opening of Hy-Vee grocery store in 2018. In addition to that, the coming of light rail will further increase the number of businesses within the community from expected transit-oriented development growth. The new light-rail line will make Robbinsdale accessible by train to many other parts of the metro including job centers in Downtown Minneapolis, St. Paul and Mall of America. The building of a park and ride in the Robbinsdale will increase the amount of parking in the downtown area in addition to more space for businesses.



Figure 48: Wicked Wort Brewing Company

### Major Employers

Major employers in Robbinsdale are mainly healthcare, restaurant, and government and service sector employers. Robbinsdale is home to North Memorial Health Hospital and Medical Campus, a large regional hospital and one of the region’s only trauma centers. The campus is the largest employer within Robbinsdale. Other large employers in Robbinsdale are Independent School District 281, the City of Robbinsdale, US Bank and Copperfield Hill, a senior living facility. Robbinsdale is home to many family-owned restaurants near or within the downtown area. Robbinsdale is home to an active Chamber of Commerce which sponsors multiple community-wide events, such as a Meet and Greet event, featuring local businesses.

Table 16: Major Employers in Robbinsdale

<b>Top Employers in Robbinsdale</b>	<b>Number of Employees</b>
North Memorial Health Hospital	4300
Independent School District 281	244
Hy-Vee Grocery	110 (full time) + 122 (FTE)
Good Samaritan Specialty Care	135
Copperfield Hill	100
U.S. Bank	93
City of Robbinsdale	92
US Post Office	49
EMI Audio	21

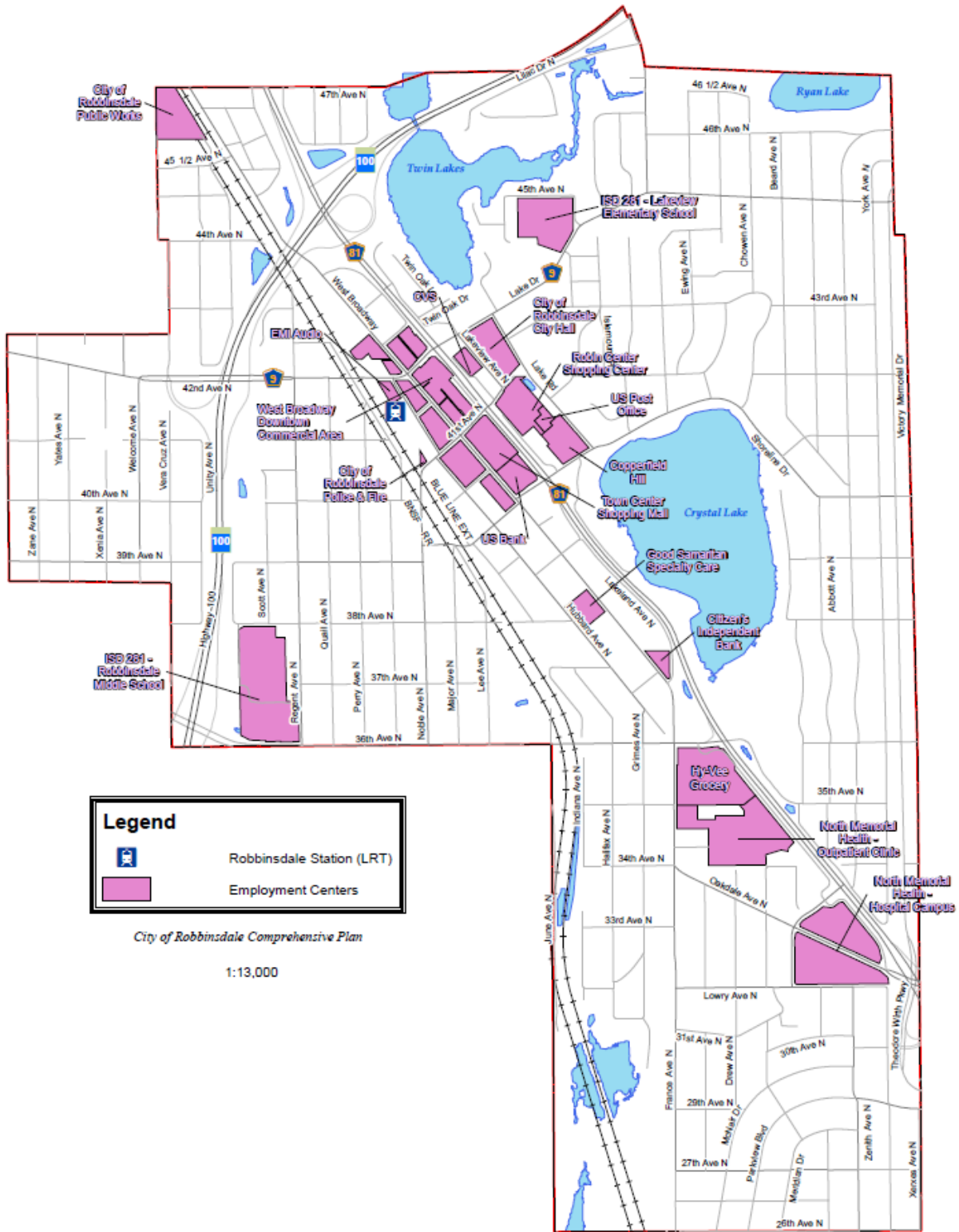


Figure 49: Employment Centers

## Potential Redevelopment Sites

The City has identified different sites within the community that may become targets for private redevelopment, including sites near the proposed light-rail station identified in the Station Area Plan. Redevelopment will be the key to meeting the needs of the City through the year 2040. Redevelopment is a chance for the City to handle its forecasted growth, correct poor land use decisions of the past, and take advantage of underutilized lands. Images below are artist renderings and do not depict what redevelopment on these sites will look like.

1. **St. Petersburg/Legion site** – This 1.55 acres’ site, which is owned by a third party, has been on the commercial market for some time. The Robbinsdale Economic Development Authority owns a 0.14-acre parcel that aligns with the northerly driveway to France Ave N. Preliminary plat and PUD approvals have been granted for the site to be combined with (pending) 1.1 acres vacated right-of-way for 197 dwelling units on 2.71 acres.



2. **“Sawhorse” site within the ½ mile of the Blue Line Extension LRT Station** – This site would require assembly of multiple properties with at least three businesses including contractor shops and a funeral chapel. If the entire site extending from the railroad corridor to West Broadway is considered, approximately 1.86 acres would be possible. As many as 90-110 multiple family dwelling units could be available, with some commercial/office on the street level and 3-4 stories of residential above.

3. **Lakeland Avenue Area north of Citizen’s Independent Bank** Multiple properties with separate ownership would make assembling a redevelopment site in this location challenging. A 2 acre first phase north of Citizen’s Bank is under construction as Birdtown Flats consisting of 152 apartments. An additional 2.2 acres of land could be assembled along Lakeland Ave. N. The east side of West Broadway already has approximately 110 older affordable multiple family units on either side of the newly redeveloped Good Samaritan Nursing Home.



4. **Parking ramp “wrap”** – The anticipated parking ramp serving the Blue Line Extension LRT station is proposed to have buildings lining the outer edge of the ramp on two or three sides. These buildings may be integrated with the ramp or separate. Commercial uses have been considered, but, high density residential is likely to be the primary use. The residential potential for the wrap is not yet known.

5. **Lakeside Office Park** – Currently office use. This property has high amenities but limited access via a narrow 0.3-mile local street. Approximately 4 acres is above the 100-year flood elevation. The zoning allows for 118 multiple family units.





## Robbinsdale 2040

6. **Robin Center** within ½ mile of the Blue Line Extension LRT Station – There is no immediate expectation of the properties that make up Robin Center redeveloping. However, when conditions favor redevelopment, there is the following potential:

a. **“Upper Robin Center”** consists of 1.14 acres north of 41<sup>st</sup> Ave. N. and includes a portion of the Lakeland Ave N. frontage road. Approximately 50-70 dwelling units might be possible. Ideally, upper portion of a mixed use development

b. **“Lower Robin Center”** south of 41<sup>st</sup> Ave. N. is much larger at 4.22 acres excluding the Post Office and Car X auto repair. As many as 200-265 dwelling units might be possible.



7. **“Town Center” and US Bank.”** 6.22 acres combined, these sites were developed in the 1980’s. Town Center is very suburban with parking lining the outer edge and 50 underground spaces. The community is embracing Transit Oriented Development zoning strategies hoping for pedestrian oriented redevelopment. The US Bank property is dominated by its large surface parking lot. The TOD overlay district will encourage mixed use with commercial uses on the street level with multiple family residential on the upper levels.

### **Downtown Investment**

The City has invested many resources into the downtown area to make it more pedestrian friendly and increase the aesthetic nature of the area. Currently, downtown is on an upswing with the opening of new businesses including a micro-brewery and a number of restaurants that have attracted regional attention. Parking has become an issue during busy times and the city sees the proposed park and ride as an opportunity to address the additional parking need downtown as well.

Almost every redevelopment project in the downtown has been assisted by tax increment financing.

### **Affordable Housing**

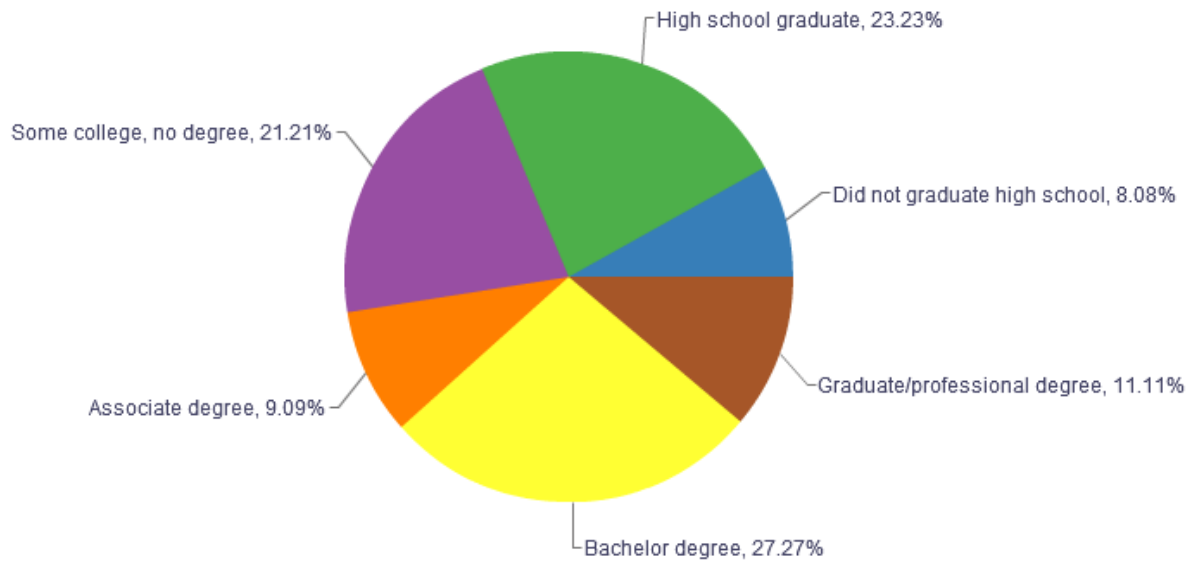
Each city has been given an allotment of the projected affordable housing need based upon the affordability of existing housing and proximity of available jobs. North Memorial is the largest employer in Robbinsdale and many of the lower paying support jobs are driving the need for affordable housing in Robbinsdale. 12.8% of residents live in poverty. More information is provided in the Housing Section.

### **Education and Workforce**

Robbinsdale’s workforce’s educational attainment has increased since the 2000 Census. 92.2% of Robbinsdale’s residents graduated high school and 38.3% of Robbinsdale’s population holds a Bachelor’s degree or higher, an increase from 27% at the 2000 census. That’s still slightly below the metro average of 40.3%.

The largest industry sector within Robbinsdale is Health Care and Social Assistance given the presence of North Memorial Health Hospital. That accounts for 77% of the jobs in Robbinsdale.

### Highest Level of Education Attained by Robbinsdale Residents



Source: U.S. Census Bureau Decennial Census or American Community Survey.

Figure 50: Education Attainment in Robbinsdale

### Commuting Patterns for Robbinsdale

Select data to chart:

2014

Top ten workplaces of people who live in Robbinsdale

Workplaces	Workers
Minneapolis	2,008
Plymouth	431
Bloomington	340
Golden Valley	328
St. Paul	318
St. Louis Park	281
Robbinsdale	273
Minnetonka	253
Maple Grove	220
New Hope	205
Other	2,126

Top ten residences of people who work in Robbinsdale

Residences	Workers
Minneapolis	548
Brooklyn Park	414
Maple Grove	392
Plymouth	322
Crystal	274
Robbinsdale	273
Coon Rapids	184
Brooklyn Center	166
Champlin	142
Blaine	127
Other	2,196

Figure 51: Commuting Patterns in Robbinsdale

Primarily a bedroom community, the average commute time for residents of Robbinsdale is 21.8 minutes. Most residents commute to work with Minneapolis as the primary destination.

The completion of the Blue Line Extension LRT project will enable residents to commute to other destinations along the Blue Line corridor for employment from the Target Campus in

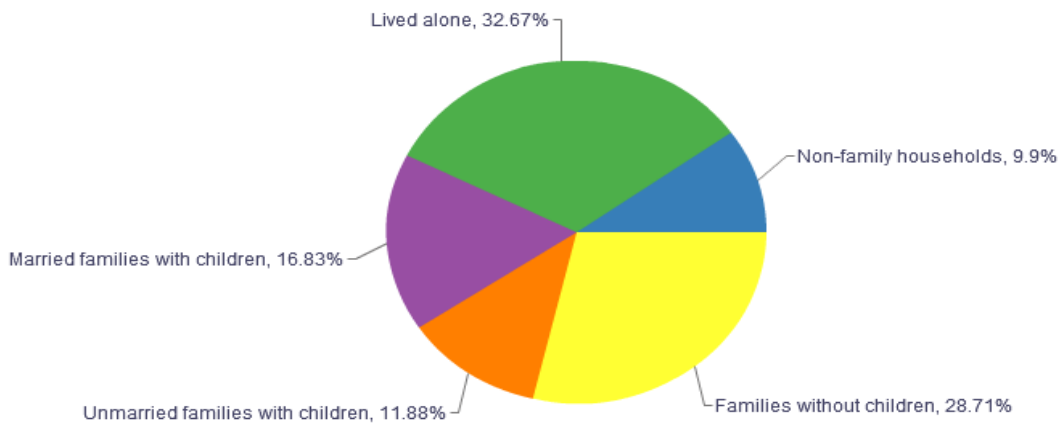


Brooklyn Park to downtown Minneapolis, Minneapolis- St. Paul International Airport or even the Mall of America.

**Household Size**

The size of households in Robbinsdale decreased from 1970 to 2000. This was the primary reason for the slight population decline during that period. Since 2000, the number of people in households has slowly increased as Robbinsdale has attracted more families with children than previously. The percentage of residents living alone has decreased from 36.36% in 2010 to 32.67% in 2015. Robbinsdale’s affordable housing is being turned over to young buyers who are getting into their first house and are starting to have children. Older, long time owners are selling their homes in the improving housing market.

**Household Type in Robbinsdale**



Source: U.S. Census Bureau Decennial Census or American Community Survey.

**Figure 52: Household Types in Robbinsdale**

### Average Household Size in Robbinsdale



Figure 53: Average Household Size Compared to Metro

### Business Development

Robbinsdale throughout its history has largely been a residential community. Robbinsdale has invested significantly in the downtown area to create a pedestrian-friendly commercial district with a traditional character dating back to its streetcar origins. With the coming of the Blue Line Extension and attraction of transit-oriented development, the City will continue to create a pedestrian environment and the enforcement of architectural guidelines with an emphasis on sustainability. Flexible zoning regulations and higher-density mixed land uses have been implemented to help maintain downtown as Robbinsdale’s traditional “Main Street” and its commercial and civic core. Robbinsdale City government has been proactive in helping current businesses grow within the community. The City realizes that it doesn’t have the land or resources to attract large companies but rather nurture the businesses that are already established. There are and have been many successful small businesses that are growing such as Travail Restaurant, Nonna Rosa’s, and Wicked Wort Brewing as well as businesses that have long been part of the fabric of Robbinsdale like Hackenmueller Meats.

### Attracting, Growing and Retaining Businesses in Robbinsdale

Robbinsdale is committed to growing and retaining businesses within Robbinsdale. The City has provided grants and forgivable loans as incentives for building rehab and façade improvements. The City has been proactive in changing its zoning codes to attract new businesses such as a taproom. The flexibility within the zoning code has allowed new businesses arrive in the downtown area contributing to the energy and vitality within the community.

### Parking

Parking in the Downtown Area is crucial to businesses in and along West Broadway. Most customers to businesses along West Broadway drive to the businesses, therefore available parking is needed to accommodate current and future businesses. A proposed parking ramp next to the proposed light rail station will be open to public parking for businesses in the downtown area in addition to parking for people utilizing light-rail. Robbinsdale has acknowledged the



## Robbinsdale 2040

availability of bus transit services for some time with comparatively low minimum parking requirements in the downtown area. One parking space per multiple family dwelling unit and ½ the usual commercial parking requirement is the adopted standard in the downtown area.

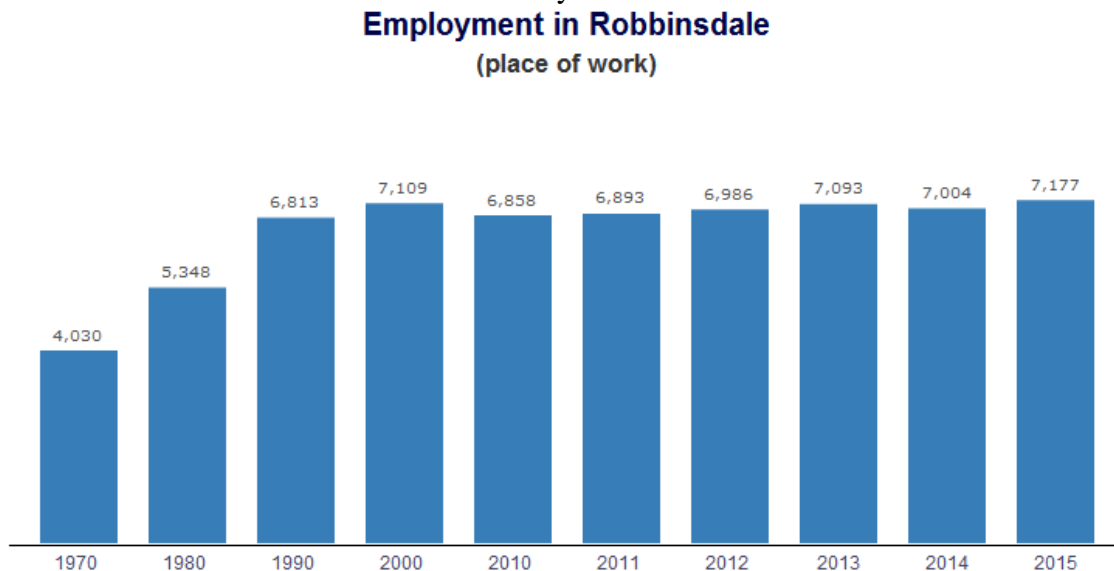
### Economic Information, Monitoring and Strategic Initiatives

Employment in Robbinsdale has been fairly flat since 1990. The number of jobs in Robbinsdale grew from 6,858 in 2010 to 7,177 in 2015. Health Care and Social Assistance is by the far the largest business sector in Robbinsdale. This is mainly due to the presence of North Memorial Health Hospital, the largest employer in Robbinsdale.

North Memorial created a master plan in the 1980’s. A ring-road concept was developed with the reorientation of Abbott Ave. N. to define the western edge of the ‘campus.’ These investments enabled the investment in significant parking structures capable of accommodating over 600 cars. However, following regional growth patterns, a hospital was built in Maple Grove and North Memorial partnered with the city to repurpose the former Montgomery Ward’s site into an outpatient clinic. With the economic slow-down of the great recession, North Memorial announced that they have no further plans to expand their facilities in Robbinsdale, even with a vacant lot located at approximately 3400 Oakdale Blvd.

North Memorial remains as one of two level-one trauma centers in the metro area.

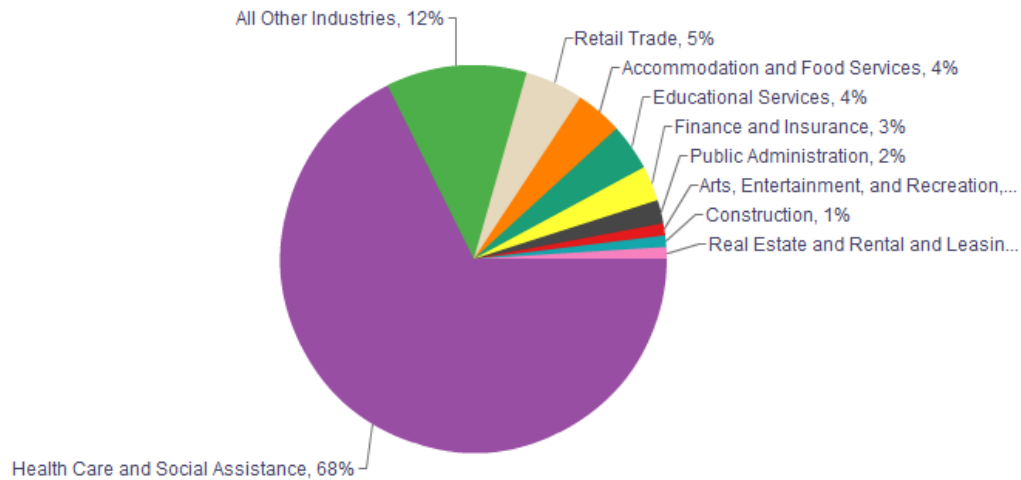
The Robbinsdale Economic Development Authority and the Robbinsdale Chamber of Commerce play an active role within the business community.



Source: Quarterly Census of Employment and Wages, Minnesota Department of Employment and Economic Development, 2nd quarter data; Metropolitan Council staff have estimated some data points.

Figure 54: Historical Number of Employment in Robbinsdale

### Employment by Industry in Robbinsdale



Source: Quarterly Census of Employment and Wages, Minnesota Department of Employment and Economic Development, 2nd quarter data; Metropolitan Council staff have estimated some data points.

Figure 55: Percentage Employed by Industry in Robbinsdale

## Resilience

### Infrastructure & Environment

The City is committed to maintaining and enhancing the quality of life for residents which includes outdoor recreation activities, maintaining and enhancing the urban canopy and providing clean water for residents to recreate. Robbinsdale has invested in making the community more pedestrian and bike friendly. A Pedestrian and Bicycle Master Plan was passed by the City Council in 2014 (shown as Appendix E) to help increase alternative transportation and walkability within the community. This includes bike lanes, enhanced pedestrian crossings and an increase in transit-oriented development. Compact and affordable housing within in Robbinsdale is the norm. The City is home to a large mixed-use corridor along West Broadway Avenue. Robbinsdale employs a full-time Arborist/Natural Resource Specialist to manage and help increase the amount of trees within Robbinsdale and has been proactive in defending the urban canopy from infestations such as the Emerald Ash Borer. The City’s transportation options will diversify with the coming of light rail. The compact downtown and urban-style development is an added benefit to support multi-modal transportation. Most residents will live within a short walk or bike ride to a light rail stop either in Downtown Robbinsdale or on Golden Valley Road in Golden Valley. The City has constructed multiple rain gardens at City Hall

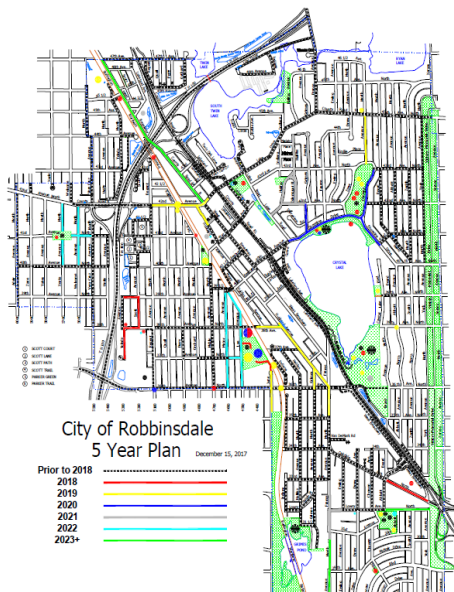


Figure 56: 2018-2022 Capital Improvement Plan (Shown as Appendix D)

and other locations to help with storm water and to raise awareness of their use within the community.

Infrastructure maintenance and reconstruction is a priority for the City. Every year the City puts together a 5-year Capital Improvement Plan during the budget process. The latest Capital Improvement Plan is shown as Appendix D. The 2018-2022 Capital Improvement Plan includes sections on Government Buildings, Park System, Traffic & Transport, Utilities, and Capital Equipment. In addition, the City does a reconstruction project within the community to replace the road surfaces and sidewalks, storm sewer, water main, sanitary sewer and street lights. This project is designed to update old infrastructure. An alternative to road reconstruction is a road re-sheeting program to repair and replace poor road surfaces. In addition, Robbinsdale is currently in the process of installing energy efficiency improvements within government buildings including installing LED lights within all public buildings.

The City will be acquiring park property from the Minnesota Department of Transportation (MnDOT) on the northeastern corner of TH 100 and West Broadway Avenue that the City currently maintains for MnDOT to incorporate into the city park system. This site was a former Lilac Way park along the Beltway Highway that still houses a bee hive, fountain and green space known as Graeser Park.

Other improvements include the replacing of water meters' city wide, new water treatment plant, treating invasive weeds in Crystal Lake and South Twin Lake and replacing a water well. The City has planned to spend over \$60 million on parks and infrastructure upgrades in the 2018-2022 Capital Improvement Plan.

The City has invested in an artificial aeration system on Crystal Lake to help improve water quality and prevent fish kills in the lake. Crystal Lake does not have a natural outlet and a pumping station is used under high water conditions to discharge water into the City of Minneapolis storm sewer system. Water quality has been considered poor in the past and was placed on the 2002 State of Minnesota list of impaired waters. The City has also installed a Flocculation Plant since the last plan to help reduce the amount of phosphorus in the lake and increase water quality. Since the installation of the Flocculation Plant, water quality has improved in Crystal Lake.

### Forestry

Robbinsdale's community forest is comprised of boulevard (right of way) trees, park landscape trees, private residential and commercial trees, small woodlots and other landscaping. These features have naturally developed or have been planted over many years given their location in a fully developed urban environment. These elements represent a valuable community asset and are viewed by most people to be features that enrich the local quality of life.

The City's Forestry Division is responsible for a wide range of programs relating to management of green infrastructure. Primary responsibilities of the Forestry Division include:

- Identification and removal of diseased trees;
- Treatment of public ash trees;
- Controlling noxious weeds;
- Reviewing and updating the forestry and landscaping sections of the City Code;

- Planting trees in boulevards and parks;
- Providing consulting forestry services for residents;
- Landscaping with native plants;
- Formative pruning of young trees and structural pruning of mature trees;
- Administering tree maintenance contracts; and
- Maintaining Robbinsdale's Tree City USA Certification.

Robbinsdale is a mature first tier suburb which once enjoyed the majestic shady tunnels of elm canopy that adorned residential streets. Unfortunately, that urban forest was ravaged by the effects of Dutch Elm Disease and to a lesser extent Oak Wilt. Each year the Forestry Division searches for and identifies public and private trees that have become infected with Dutch Elm Disease, Oak Wilt or other threats to the urban forest such as the Emerald Ash Borer. Diseased elm trees are promptly removed to keep the amount of habitat for Elm Bark Beetles in check and prevent the transmission of Dutch Elm Disease to healthy elms. Robbinsdale has been proactive in this regard since the early 1970's. Oak Wilt Disease is much less of a concern due to the limited number of contiguous oak woodlots in Robbinsdale. However, the Forestry Division searches for symptoms characteristic of Oak Wilt Disease on the City's Red or Northern Pin Oaks which are vulnerable species.

Robbinsdale actively treats the majority of its public ash trees to protect against Emerald Ash Borer infestations. This policy is a result of the decision to preserve over 500 public ash trees which is a sizeable amount of existing tree canopy and is of critical importance to the community. A complete loss of all these trees from the Emerald Ash Borer or a large scale ash tree elimination plan would be highly detrimental to the character of the community.

Noxious weeds are controlled or eradicated by the Forestry Division as well. The most common noxious weed species targeted in Robbinsdale include common Buckthorn, Garlic Mustard, Japanese Knotweed and Canada Thistle. These are among the 36 plant species that the Minnesota Department of Agriculture has identified as noxious weeds.

Other efforts to maintain a healthy urban forest include:

- City Code updates to allow for, and encourage greater use of native plants.
- Systematic pruning of public small and mature trees on set rotations.
- A proactive approach of replanting on public boulevards, where tree losses have been particularly great over the years due to storms, disease, drought and stem girdling roots.
- Innovations such as a gravel-bed tree nursery which utilizes bare-root trees for economical reforestation which also greatly increases the availability of species.
- Use of the gravel bed-nursery has allowed for the planting of over 550 public trees in a two-year period with no dependence on contracted labor or special equipment.
- A large diversity of tree species are planted to reduce susceptibility from any future unforeseen exotic insects or diseases, while avoiding certain species that have shown poor tolerance of drought prone or other challenging sites.
- Maintaining and updating an inventory of public trees with geographic information systems.
- Promoting stormwater management with the use of deep-rooted native plants in raingardens and prairie landscaping whenever possible.



## Robbinsdale 2040

- Maintenance of 3 restored tallgrass prairies and several public raingardens through yearly prescribed burning, dormant mowing and integrated plant management activities.
- Co-management of Robbinsdale’s garden plot rental program with the Recreation Department. This program allows for up to 20 residents to grow produce each summer for their own use.
- Hosting an annual Arbor Day event each spring at a local park.

The Forestry Division seeks to provide the services essential for the protection of Robbinsdale’s environment and improvement of the City’s natural resources. This includes providing a consulting role for residents seeking advice or unbiased opinions on forestry matters.

Robbinsdale has received the designation of Tree City USA from the Arbor Day Foundation for 39 consecutive years through 2017 and has received four Tree City USA Growth Awards since 2003. This designation recognizes community forestry initiatives that have gone above and beyond the basic Tree City USA requirements to promote urban & community forestry.

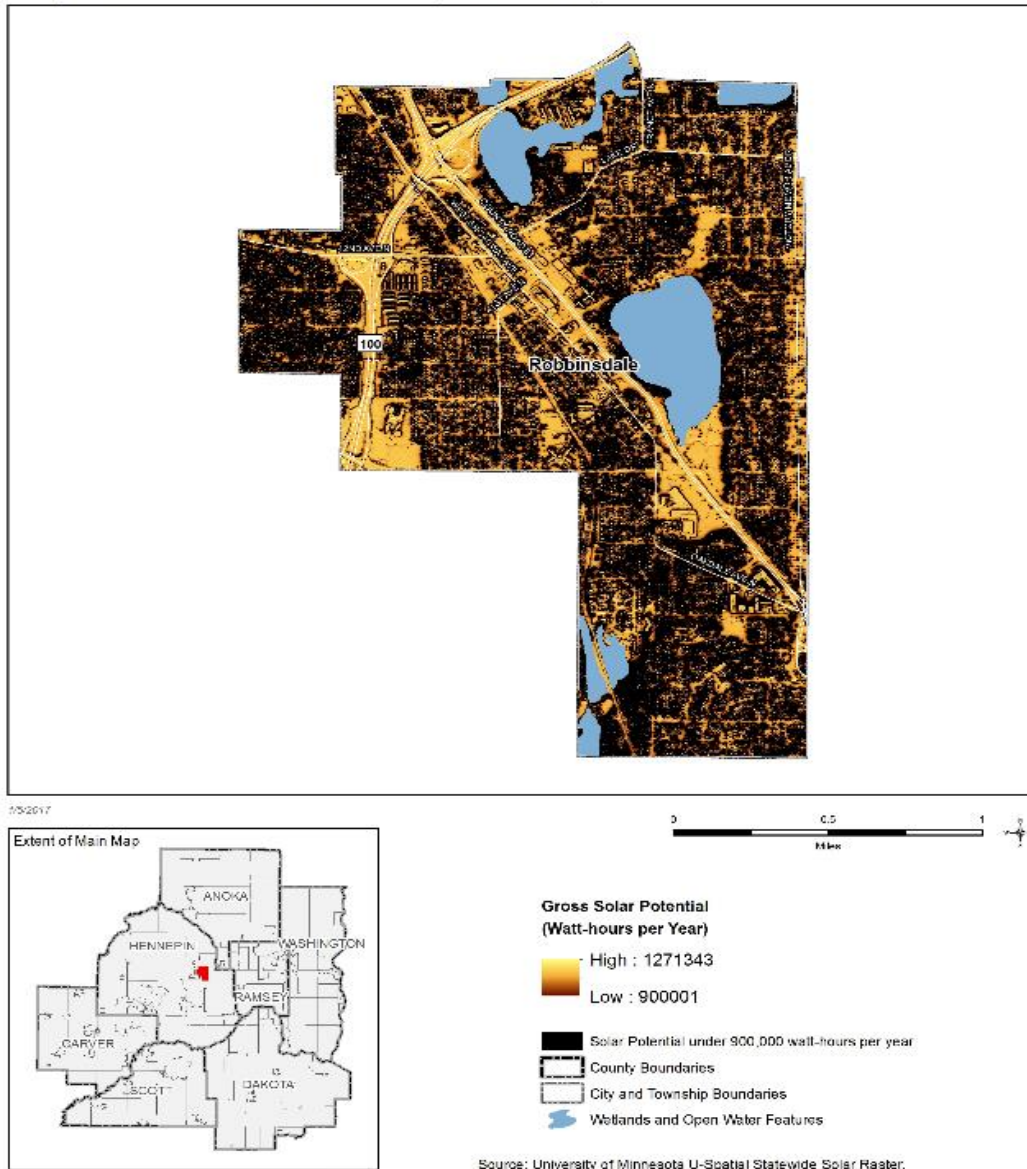
### Energy Infrastructure and Resources

State law requires Land Use Plans to address solar energy access. The City supports the conservation of fossil fuels and increased use of solar and wind energy. It is clear that Robbinsdale has a long established pattern of compact development in an urban scale. The occasional juxtaposition of new 2.5 story homes alongside lower, rambler style houses illustrates the variety of housing styles available in the city and is in contrast to many suburbs that have characterized as areas of “tract housing.” At the same time, Robbinsdale’s height restrictions are not typically more permissive than other suburban communities. To that end, current official controls accommodate solar access panels in Residential and Business/Commercial Districts as accessory uses integral with principal structures. Solar panels located elsewhere on a lot or accessory structure are conditional uses. Further implementation will ensure that the downtown zoning districts will be amended for consistency. Lastly, Robbinsdale enjoys a substantial tree canopy which limits some solar access.

### Protecting Solar Resources

Robbinsdale has a gross solar generation potential of 337,276 (Mwh/yr.) <sup>^2</sup> and a rooftop generation potential of 46,822 (Mwh/yr.) <sup>^2</sup>. The City of Robbinsdale allows solar generation systems in all zoning districts. The figure below provided by the Metropolitan Council illustrates gross solar potential. Ironically, the highest potential areas for solar gain clearly align with local and highway right-of-way, parks, commercial buildings and parking lots.

**Gross Solar Potential  
City of Robbinsdale, Hennepin County**



**Figure 57: Gross Solar Potential in Robbinsdale**

The parking ramp anticipated with the Blue Line Extension Light Rail transit infrastructure may provide the greatest single opportunity for solar access development in the near future. The ramp as currently envisioned will provide parking for as many as 400 vehicles and will be one of largest buildings in the downtown, if not the largest. As seen in the above gross solar potential map, entrance/exit ramps for Highway 100 may provide solar opportunities. As previously suggested, the implementation plan will include strategies for promoting solar access as an accessory use in the downtown zoning district that will include the ramp.



### Healthy Communities

#### Active Community

Many annual races and events take place in Robbinsdale in any given year. Robbinsdale is home to the Birdtown Half Marathon as well as host to the CityTrail Loppet and other community run/walks. Robbinsdale has many community facilities and development patterns that increase physical activity for its residents such as a pedestrian and bike plan, trail access, transit-oriented development and traffic calming measures. The Crystal Lake Regional Trails spans the length of Robbinsdale and the city is home to other the bike paths along Victory Memorial Parkway and the Twin Lakes Regional Trail. The city continues to add bike trails including along Noble Avenue, increasing the connectivity of downtown Robbinsdale with surrounding communities. The downtown mixed-use area is very walkable and traffic calming measures such as bump outs where crosswalks exist are used to enhance safety of pedestrians.

#### Economy & Society

Robbinsdale's economy is directly linked with the rest of the Twin Cities metropolitan area. Robbinsdale has little industrial base, however, Robbinsdale has many restaurants and small businesses within the downtown area. North Memorial Health Hospital is within the borders of Robbinsdale and is a major employer within the city. The West Broadway and County Highway 81 corridors mainly consist of small commercial, retail and family-owned businesses. With the projected opening in 2024 of the Blue Line Extension, there is expected to be an increase in transit-oriented development. According to the 2015 American Community Survey, Robbinsdale had 7,177 people working within its boundaries. The community has multiple active citizen groups as well as an active Chamber of Commerce to form a tightly-knit and engaged community.

#### Branding

Future thinking and proactive policies have led to a vision of Robbinsdale coming true including a vibrant downtown, safe neighborhoods, support for small businesses and active lifestyles. The proposed light-rail line would increase businesses geared toward transit-oriented development (TOD). Robbinsdale is home to mostly affordable single-family residential houses. This is a far cry from single family homes in many other suburbs. The City provides a lifestyle that is similar to other urban centers but with more affordable housing than in cities like Minnetonka or Maple Grove. Robbinsdale was recently recognized as one of the best neighborhoods in Minnesota by Minnesota Monthly Magazine in 2017.

#### Historical Preservation

Today, few vestiges of Robbinsdale's early growth and development remain visible to the eye. Few buildings predating 1900 are known to exist and many over time have been removed through redevelopment. However, not all traces of historic Robbinsdale have disappeared. The Downtown area as it stands today is still in its original, centralized, compact form as in past days when it was the commercial center of the northwest sector of the Metropolitan area. Robbinsdale's historical legacy is also reflected in its predominant pattern of residential development, first established by A.B. Robbins and others, being primarily 40 x 120 foot lots with rear alleys. This pattern serves to remind the community of times when the typical suburban estate was a lot of 4,800 square feet, in comparison to the contemporary standard of 10,000+ square feet exhibited in many newer suburbs.

### Historic Buildings

Robbinsdale's only building on the National Register of Historic Places is the former library building. Designed by Architect H.H. Livingston, the Robbinsdale Library, built in 1925, is a one-story wood frame building of a rectangular shape with stucco and brick siding.

There are a number of residential structures in the city that exemplify a variety of styles including Colonial Revival, Tudor Revival, Craftsman and Prairie style homes. However, a willing property owner is necessary for the property to be put on the National Register who can commit with the responsibilities as well as enjoy the benefits of the designation.

Listed are Historic Buildings and Natural Areas that are protected by the City of Robbinsdale:

- Historic Library, 4915 42<sup>nd</sup> Avenue North.
- Hubert H. Humphrey Park
- Spanjers Park
- Norma Du Bois Kelly Park
- Mielke Park
- Sanborn Park
- Triangle Park
- Thomas Hollingsworth Park
- Sunset Park
- Lakeview Terrace Park
- Lee Park
- South Halifax Park
- Walter J. Sochacki Park
- Parkview Park
- Manor Park

The station area design for the Blue Line Extension – Robbinsdale Station will acknowledge the origins of the rail corridor where the Blue Line Extension Light Rail Transit project is planned. A historical interpretation will be made of the Osseo Branch of the Minneapolis & Manitoba Railroad Company which eventually became part of the Great Northern Railroad.

## Parks and Trails

### Introduction

Robbinsdale is a fully developed community with a well-established park system. Currently, over 16% of Robbinsdale’s land is made up by parks and open water. Investment is expected to continue to be focused on the enhancement and preservation of existing park and recreation facilities, the bike/walk trail system, and its recreational programs in light of diminishing resources. A primary goal is to maintain current levels of service. Parks and trails have been a source of pride for residents and a continued City commitment will ensure they will remain as such well into the future. The City should provide varied, accessible, and interconnected open space to be used by a wide range of people throughout the year. Highway 100 improvements created an



**Figure 58: Community Event at Lakeview Terrace Park**

opportunity for park improvements. Graeser Park is a small park which is a vestige of the Lilac Way picnic parks from the 1940s that is expected to be turned over to Robbinsdale from the Minnesota Department of Transportation and Metropolitan Council related to light rail development temporary impact on another park. Currently the City mows the grass of the property. At some point in the future, the property will become available to the City for hoped for renovation and maintenance. The boat launch area on Lower Twin Lake formerly known as Lion’s Park has already been turned over, and is now owned and operated by Three Rivers Park District.

The City has made significant investments in the Downtown streetscape along the West Broadway corridor and Hubbard Ave N. and a public plaza has been created in the Downtown at 41 1/2 Ave N. between Hubbard Ave N. and West Broadway. The City should continue to pursue a “greening the streets” program that will be implemented as properties redevelop.



**Figure 59: Manor Park**

The overall goal is to provide opportunities for the residents of Robbinsdale to participate in a wide variety of leisure activities, which will produce self-fulfilling experiences consistent with the needs, interests, and abilities of all citizens. This includes planning, organizing, promoting, operating and supervising these activities, as well as recruiting and training personnel. Park aesthetics have been greatly enhanced due to extensive tree, shrub and perennial flower plantings that have occurred and will continue as funding permits. In addition, a uniform sign system, asphalt reduction program, and the removal of overhead wires have made significant contributions to appearance. The City will continue to embrace the fact that it has a moral and legal

responsibility to ensure the safety of recreational program participants and those who use City Parks. Systematic programs have been developed to monitor equipment and facilities such as the playground equipment inspection program. These programs will be continued. In addition, continued staff safety training helps provide a safe environment for users.

The city's Parks and Trails conform to the Regional Park Master Plan set out in the Thrive 2040 Regional Park Policy Plan. Protecting natural resources is a high priority for the City. This includes conserving, restoring and protecting the City's natural resource to ensure their ongoing availability, to support public health, and to maintain a quality of life. Robbinsdale has been proactive in taking steps to protect and enhance the waters of Crystal Lake as well as working with neighboring jurisdictions in improving water quality within the Twin Lakes system.

### Regional Parks and Trails

Robbinsdale has connections to the regional trail system. The following trails connect to its neighbors and the region:

- **Wirth/Victory Memorial Parkway Regional Trail** – This existing Regional Park System facility is located inside the eastern border of the City of Robbinsdale and is maintained by the Minneapolis Park Board.
- **Crystal Lake Regional Trail** – Linking Robbinsdale, Crystal and Brooklyn Park, ultimately to Elm Creek Park Reserve in Maple Grove. Located along the east side of the County Road 81 corridor, the Three Rivers Park District is responsible for the Regional trails in Robbinsdale. The Robbinsdale leg of this regional trail has recently opened.
- **Twin Lakes Regional Trail** – Linking Brooklyn Center and Robbinsdale. This portion of the regional trail system links trails via tunnels and underpasses constructed with Highway 100 to the north, generally along the east side of (Middle) Twin Lake as it crosses into Brooklyn Center and connects to North Mississippi Regional Park. Three Rivers Park District is responsible for this section.
- **Bassett Creek Regional Trail** – Linking Robbinsdale with Golden Valley and beyond. The Bassett Creek Regional Trail traverses Golden Valley southwest of Robbinsdale. The southwest corner of Sohacki Park is the nearest point in Robbinsdale to the conceptual regional trail. Existing trails in the park provide links to the Robbinsdale sidewalk and trail system. The regional trail will also be maintained by the Three-Rivers Park District.

In addition to the above, the City is working with other agencies to enhance bicycle and pedestrian connectivity within Robbinsdale and in particular, to enhance access to the planned Bottineau Blue Line Extension LRT station and other destinations within the city. For example, future dialogue will occur with Three Rivers Park District regarding the potential for local trail connections along 36<sup>th</sup> Ave. N. intended to link Sohacki Park with the Crystal Lake Regional Trail. Flexibility will be necessary given the limitations of existing street right-of-way.

**Regional Parks System  
City of Robbinsdale, Hennepin County**

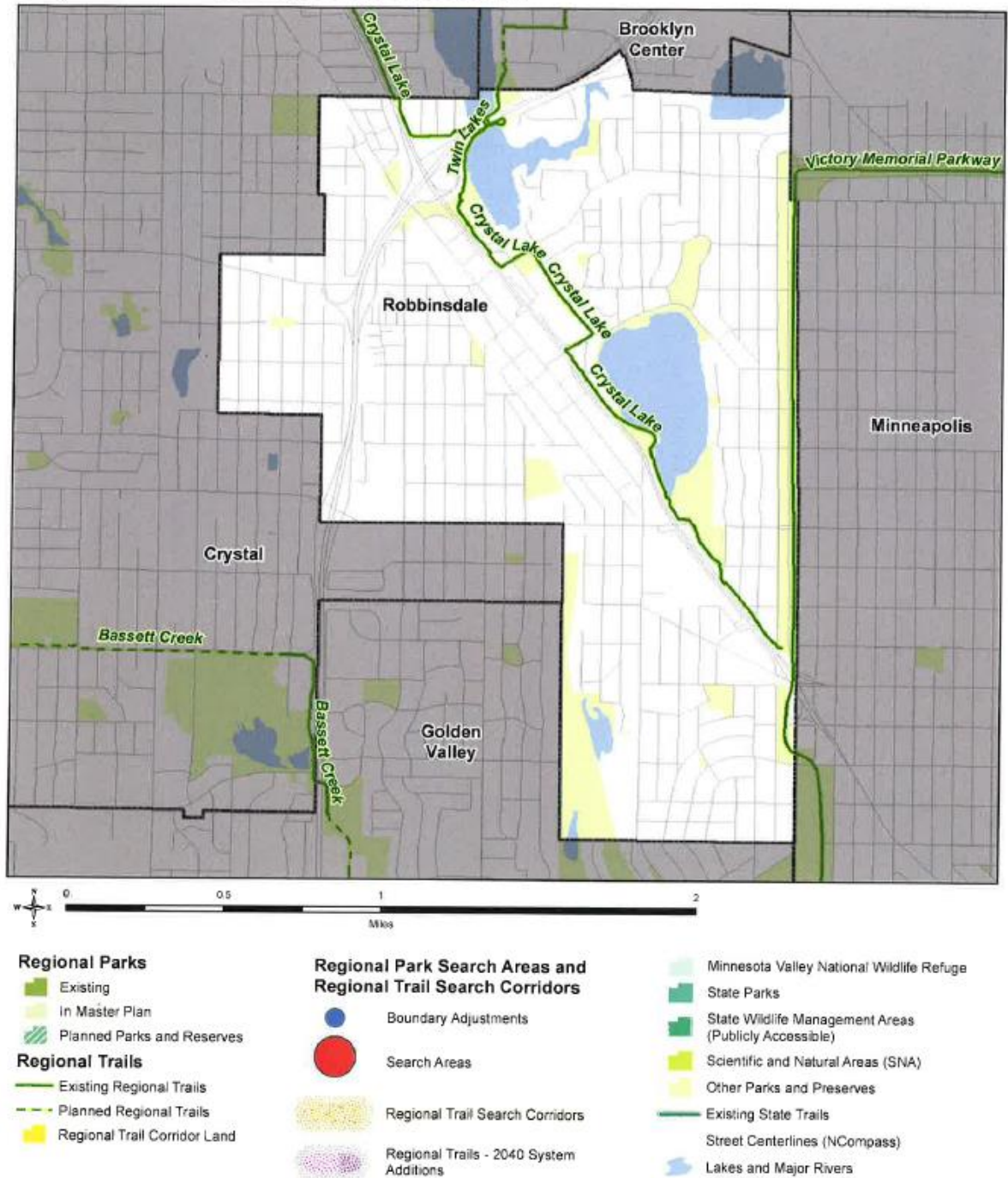


Figure 60: Regional Parks and Trails in Robbinsdale

## Local Parks and Trails

Local parks are a source of pride within the community.

Robbinsdale's park facilities are classified primarily by their use, location, and the area they occupy. They include: Mini Parks, Neighborhood Parks, Community Playfields, Community Parks, Conservancy Areas and Linear Parks.

- **Mini Parks:** Sites up to one acre in size, which are located within neighborhoods and have specialized facilities that serve a concentrated or limited population or specific groups such as tots or senior citizens.
- **Neighborhood Parks/Playgrounds:** Sites preferably six acres or larger in size which are centrally located within neighborhoods and are designed primarily for use by neighborhood residents within easy walking and biking distance. They are intended for both active and passive participation. They include facilities for field games, court games, crafts, and playground apparatus, skating, picnicking and shelter buildings.
- **Community Play-fields:** Sites at least ten acres in size consisting of active recreational facilities for intensive use and organized athletics. These sites have regulation size playfields and are intended to have supportive facilities for competitive athletics for several age groups. Supportive facilities include parking, lighting, and bathroom facilities.
- **Community Parks:** Sites are much larger than neighborhoods parks and are intended to serve the entire community. They are areas of diverse environmental character and contain both active and passive recreational facilities including athletic fields, tennis courts, basketball courts, picnic areas and trails. These may also correlate with unique natural features which are intended to be protected.
- **County Parks:** Sites are generally 25-100 acres that preserve natural features with varied physical geographic interest. Mainly consist of high-quality areas for outdoor recreation activities like biking, walking, picnicking and outdoor sporting activities. Robbinsdale does not have any county parks within its boundaries.
- **Conservancy Areas:** Sites for which limited facilities are intended. The primary objective is the protection and management of the natural environment. Native plant interpretation and similarly compatible passive recreational uses are also intended to be accommodated in conservancy areas.
- **Linear Parks:** Sites developed for one or more varying modes of recreational travel such as hiking, biking, cross-country skiing, canoeing, walking and skating.
- **Downtown Plaza:** Sites developed in the Downtown that provides green space/natural area in an urban environment.
- **Potential Parkland:** Sites identified as potential land added to the park system. Primarily, land controlled by MnDOT that may be acquired by the City.



Figure 61: Hollingsworth Park

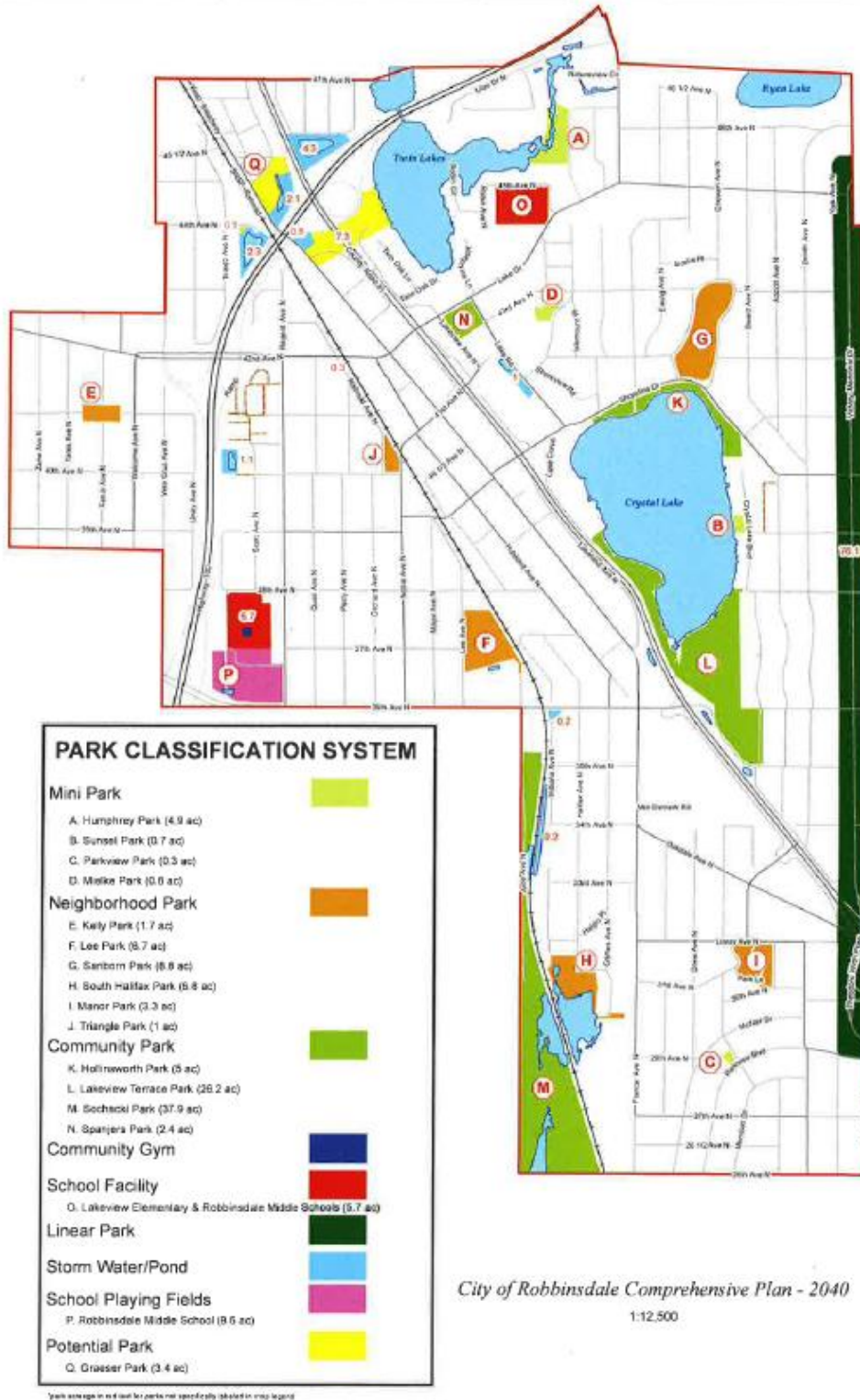


Figure 62: Robbinsdale Park Classification

The city has 14 parks within its boundaries of 2.8 square miles.

Table 17: Robbinsdale City Parks

Park Name	Size (Acres)	Classification	Amenities
Hubert H. Humphrey	3.8	Conservancy Area	Picnic Area; Path & Trails
Lakeview Terrace	33.9	Community	Boat Access; Ball fields, Concession Stand; Tennis Courts; Shelter Building; Path and Trails; Playground Equipment; Paths & Trails
Lee	2.5	Neighborhood	Shelter Building; Ball fields, Skating Rink; Picnic Area; Path and Trails; Playground Equipment
Manor	3.9	Neighborhood	Splash pad; Tennis Courts; Shelter Building; Playground Equipment; Ball fields
Kelly	1.7	Neighborhood	Playground Equipment; Tennis Courts; Basketball Courts; Horseshoe Court; Paths & Trails
Parkview	0.2	Mini Park	Playground Equipment
Sanborn	8.4	Neighborhood	Skating Rink; Warming House; Ball fields; Basketball Courts; Picnic Area; Horseshoe Court; Playground Equipment; Paths & Trails
Sunset	0.8	Mini Park	Playground Equipment; Picnic Area
Hollingsworth	4.4	Community	Picnic Area; Paths & Trails



South Halifax	6.4	Neighborhood	Playground Equipment; Basketball Court; Picnic Area; Paths & Trails
Sochacki	36.9	Community Conservancy	Picnic Area; Picnic Pavilion; Paths & Trails
Spanjers	4.0	Community Playfield	Ball fields; Concession Stand
Triangle	1.03	Neighborhood	Playground Equipment
Mielke	0.6	Mini Park	Playground Equipment

The largest park in Robbinsdale is **Sochacki Park**. A local park which borders Golden Valley. A partnership with Three Rivers Park District has been developed to enhance programming for this naturalistic setting which is actually a re-claimed demolition landfill. The park includes 37 acres of land in Robbinsdale and connects to the Rice Lake and Mary Hills nature areas in Golden Valley. Park amenities include picnic tables and shelter along with a meandering paved trail running the length of the park which will provide future connections to regional trails in the area. The Basset Creek Regional trail is just a few blocks further west in Golden Valley.

The Blue Line Extension LRT construction process will utilize portions of Sochacki Park as a staging area. Funds are anticipated to be available that will assist in the reconstruction of Graeser Park if the land is released by MnDOT.

**Parks CIP**

- The 2018-2022 Robbinsdale Capital Improvements Plan (CIP) includes \$3,033,000 for park improvements and new facilities. The City built a pavilion in Lakeview Terrace Park in the summer of 2017 as part of ongoing improvements to the city’s park system. The new pavilion allows for outdoor music as well as more outdoor events in one of our premier parks, next to Crystal Lake. The plan also proposes reconstructing Lakeview Terrace Park along with improvements to other parks.

Department	Project #	Priority	2018	2019	2020	2021	2022	Total
<b>2 - Park System</b>								
Lee Park Improvements	207	1	40,000	465,000	375,000			880,000
Graeser Park Improvements	211	4	10,000			180,000		190,000
Triangle Park - Reconstruction	231	2		200,000				200,000
Parkview Park Playground Equipment	232	2	70,000					70,000
Sunset Park Playground Equipment	235	4		70,000				70,000
Sanborn Park Playground Equipment	236	3	100,000					100,000
Lakeview Terrace Park Playground Equipment	239	4				120,000		120,000
Lakeview Terrace Park Concession Stand Improvement	240	4		25,000				25,000
Manor Park Playground Equipment	241	4		100,000				100,000
Sanborn and Manor Park Backstops and Fencing	242	4	75,000					75,000
Lakeview Terrace Park - Reconstruction	249	2	347,000	251,000				598,000
Hollingsworth Park - Prairie Maintenance	254	2	2,000		2,000			4,000
Hollingsworth Park - Repairs to Fishing Dock	264	1	28,000					28,000
Lee Park - 2nd Exit to Park Building	265	1	5,000					5,000
Norma Kelly Park - Playground Replacement	272	2	140,000					140,000
Sunset Park - Stormsewer Replacement	274	2	30,000					30,000
Lee Park - Trail Connections	275	2	36,000					36,000
Sanborn Park - Resurface Tennis Courts	276	2	14,000					14,000
Spanjers Park - Extend Irrigation	280	1	14,000					14,000
Sanborn Park - Replace Hockey Rink	281	2		60,000				60,000
Manor Park - Replace Block Retaining Wall	282	2		7,000				7,000
Sanborn Park - Replacement of Retaining Walls	283	2		10,000				10,000
Manor Park - Park Building Rehabilitation	284	3			22,000			22,000
Hollingsworth Park - Memorial Garden	285	1	20,000	40,000	50,000			110,000
Park Furniture Replacement Program	296	2	15,000	15,000	15,000	15,000	16,000	76,000
Parks Small Works	297	2	9,000	10,000	10,000	10,000	10,000	49,000
<b>2 - Park System Total</b>			<b>955,000</b>	<b>1,253,000</b>	<b>474,000</b>	<b>325,000</b>	<b>26,000</b>	<b>3,033,000</b>
<i>CIF Park Improvements</i>			760,000	789,500	124,000	325,000	26,000	2,024,500
<i>Donations</i>			20,000	40,000	50,000			110,000
<i>Grants</i>			109,000	300,000	300,000			709,000
<i>PIR Pedestrian / Bicycle Facilities</i>			36,000					36,000
<i>Storm Sewer Utility Fund</i>			30,000	117,500				147,500
<i>Water Utility Fund</i>				6,000				6,000
<b>2 - Park System Total</b>			<b>955,000</b>	<b>1,253,000</b>	<b>474,000</b>	<b>325,000</b>	<b>26,000</b>	<b>3,033,000</b>

Figure 63: Robbinsdale 2018-22 Parks CIP Plan

### Robbinsdale School District

The Robbinsdale Parks and Recreation Department, in addition to using City Parks, also use the Lakeview School Ball Field and the RMS Community Gym & Fitness Center at 3730 Toledo Avenue North. The gyms at the RMS Community Gym & Fitness Center are used for programming by the Robbinsdale Parks and Recreation Department on an arrangement with ISD 281.

### Recreation Programs

The Robbinsdale Recreation Services Department offers a wide variety of recreation programs. The department strives to offer a variety of recreational programs for all ages to meet their physical, emotional, social and educational needs. As a partner of Active Living Hennepin



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County, the City of Robbinsdale also strives to provide opportunities for individuals to be active in their daily lives which can improve health and quality of life. This includes designing places and programs to provide everyone with safe, convenient and affordable physical opportunities. Our facilities include parks with a variety of amenities, various trails and the Robbinsdale Community Gyms and Fitness Center located within the Robbinsdale Middle School Building.

## **Future Considerations**

The City of Robbinsdale, in addition to the Parks CIP plan, is considering the possibility of building a new civic center that may include additions to the parks system and increasing wellness within the community.

## Public Facilities – Water, Sewer and Solid Waste

### Introduction

This Chapter of the Comprehensive Plan describes how the City of Robbinsdale will maintain, preserve, and protect its drinking water supply and system, sanitary and storm sewer systems, and its solid waste management system.

The City of Robbinsdale has a sound and efficient water supply system that provides quality water to its residents. A formal management plan, which includes emergency and conservation practices and policy, has been adopted by the City and is being followed. The water supply in Robbinsdale has always been adequate, even during the droughts. Since the City's water supply comes from wells, efforts to preserve and protect ground water recharge areas must continue to be made. The overall cost of a water supply system is extremely expensive and must be a shared cost to all of those who benefit from its use. The City's present policy of fees based on access and usage follows this concept and enables it to maintain a higher quality system for the benefit of the residents. The health and safety needs of the residents of Robbinsdale are directly tied to the City's water quality. Through proper water treatment, the protection of its residents from water related disease is ensured. To continue adequate protection, the City must stay abreast of the most current, cost-effective methods of water treatment.

Robbinsdale also has an in-place sanitary sewer and storm drainage systems that accommodate the City's current needs. However, these systems are aging and must be properly maintained and replaced where necessary to remain adequate. The city has embarked on a reconstruction program to replace aging sanitary sewer, storm water and water supply infrastructure.

The City should continue to evaluate the effects of peak storms and storm water run-off. At the same time, the City should be open to innovative designs and techniques for controlling localized flooding. In recent reconstruction projects, the City has started installing storm water chambers under parts of the street being reconstructed to help reduce run-off and help ground infiltration into the surficial aquifer. The City's Storm Water Management Plan identifies localized flooding areas. In order for the existing storm sewer system to operate properly, it is important that it be well maintained. Poor maintenance of the system may cause major flooding problems in areas served by the system. However, even with such a system, there are still urban run-off water quality issues. It will be important to the City to carefully analyze its system and take necessary steps to reduce negative impacts on the City's environment.

The existing sanitary sewer is separated from the storm water system. All residential and commercial developments are required to use this system. Preventative maintenance and repairs should be made on an ongoing basis to keep this system adequate. It should be noted that there are still 3 properties using on-site sanitary sewer systems (septic systems).

The Solid Waste Program is an extensive activity undertaken by the City. At present, Robbinsdale is maintaining a cost-effective solid waste management program. The current collection system uses standardized containers and is based on a volume based fee system. That means that residents pay for the amount of solid waste they generate. The City should continue to use a contract hauler for refuse collection, disposal and recycling. The City should continue to

facilitate recycling. The City also provides yard waste collection through the contracted hauler. Additional strategies, methods, incentives, etc. should be considered to reduce the solid waste "stream" such as organics recycling. Refuse is collected by one contracted hauler and transported to the Hennepin Energy Resource Consortium (HERC) facility in downtown Minneapolis or a regional transfer station. Waste at the transfer station is sorted and loaded for transport.

New solid waste landfills are nearly impossible to site. The ever growing feelings of “not in my backyard” (NIMBY) have resulted in all solid waste sites, existing and proposed, experiencing much resistance. If new landfills are not found, the cost for disposal (tipping fees) will increase. Currently, there is an ever-increasing ban on materials entering incineration and landfill sites. State and County regulations dictate that items such as motor oil, household hazardous wastes, yard waste, and most recently, brush cannot be incinerated or land-filled. Robbinsdale is presently classified as a "fully developed" suburb by the Metropolitan Council and could not accommodate a landfill site.

Despite Robbinsdale's inability to accommodate a landfill site, the City currently and will continue to support the efforts of Hennepin County in meeting the metropolitan areas disposal needs. At the same time, the City should make efforts to reduce the amount of solid waste generated. It is important for the City to promote efforts, which will diminish the effects of waste disposal on the environment. It is understood that the City acting by itself would have very little impact on this problem. However, working in conjunction with other local municipalities, counties, and the metropolitan district, substantial progress can be made in reducing the waste stream. The City must continue to move forward with increased efforts to encourage all residents to strive for waste reduction and increased recycling efforts.

### Plan Direction

The direction for the Water, Sewer and Solid Waste plan is aimed at:

1. Maintaining the existing water, sewer and solid waste systems.
2. Evaluation and improving each of the systems.
3. Achieve compliance with best management practices and applicable current standards as redevelopment occurs.

### Water Supply System

Robbinsdale has a sound and efficient water supply system that provides quality water to its residents. Nevertheless, the City should continue to encourage its residents not to waste their precious water resource. Additional measures should continue to be taken to ensure the cost effectiveness of supplying quality water. The most recent Water Supply Plan is included as Appendix A. The Wellhead Protection Plan is available upon request and is currently pending amendment.

The City's main sources of water are the five deep wells, which extend down through bedrock to tap into the Prairie du Chein Aquifer. Water treatment for removal of iron and manganese content is accomplished at three separate filtration plants. Storage is contained in two-ground level and two elevated tanks. The water distribution system is pressurized by both pumps and gravity. This piping system is configured on a loop arrangement to insure that reliable service is

maintained under all anticipated conditions. The average chemical quality of a typical well in Robbinsdale is shown below.

**Table 18: Average Chemical Quality of a Typical Well for the City of Robbinsdale**

<b>Well Depth</b>	<b>513 feet</b>
<b>Hardness (Total as CA CO3)</b>	<b>383 mg/l</b>
<b>Alkalinity (Total as CA CO3)</b>	<b>306 mg/l</b>
<b>Chloride (Cl)</b>	<b>47.3 mg/l</b>
<b>Iron (Fe)</b>	<b>0.19 mg/l</b>
<b>Sulfate (So4)</b>	<b>28.5 mg/l</b>
<b>Solids (dissolved)</b>	<b>445 mg/l</b>
<b>Manganese (Mn)</b>	<b>0.2 mg/l</b>
<b>Calcium (Ca)</b>	<b>104.5 mg/l</b>
<b>PH</b>	<b>7.7 mg/l</b>
<b>Silica</b>	<b>24.5 mg/l</b>

Source: Minnesota Department of Health

### Wastewater

Sanitary Sewer Service is provided to nearly every developed property within the City. Exceptions to this are 3 scattered single family residential parcels, which possess conditions, which either physically or economically preclude connection to a sanitary line. Consequently, these few parcels rely on on-site (septic) disposal systems. Given that the City is considered fully developed, it is expected that existing infrastructure will accommodate the growth projections. The City is systematically updating and replacing infrastructure as can be seen in relevant sections of the Capital Improvement Plan, attached as Appendix D. Below is a table showing forecasted employment and population counts for Robbinsdale. All of Robbinsdale is within the Metropolitan Disposal System.

Robbinsdale’s effluent is conveyed to the Metropolitan Waste Water treatment system via two interceptor pipes along the eastern edge of the city as shown later in this section. Three single family residential properties continue to operate private individual onsite waste water treatment systems or septic systems. These properties are isolated by topography, have been in existence for many years and are not economically feasible to connect to sanitary sewer infrastructure.

There are no publicly or privately-owned community waste water treatment facilities within the city.

The city does have a flocculation plant for treating lake water discussed elsewhere in this plan.

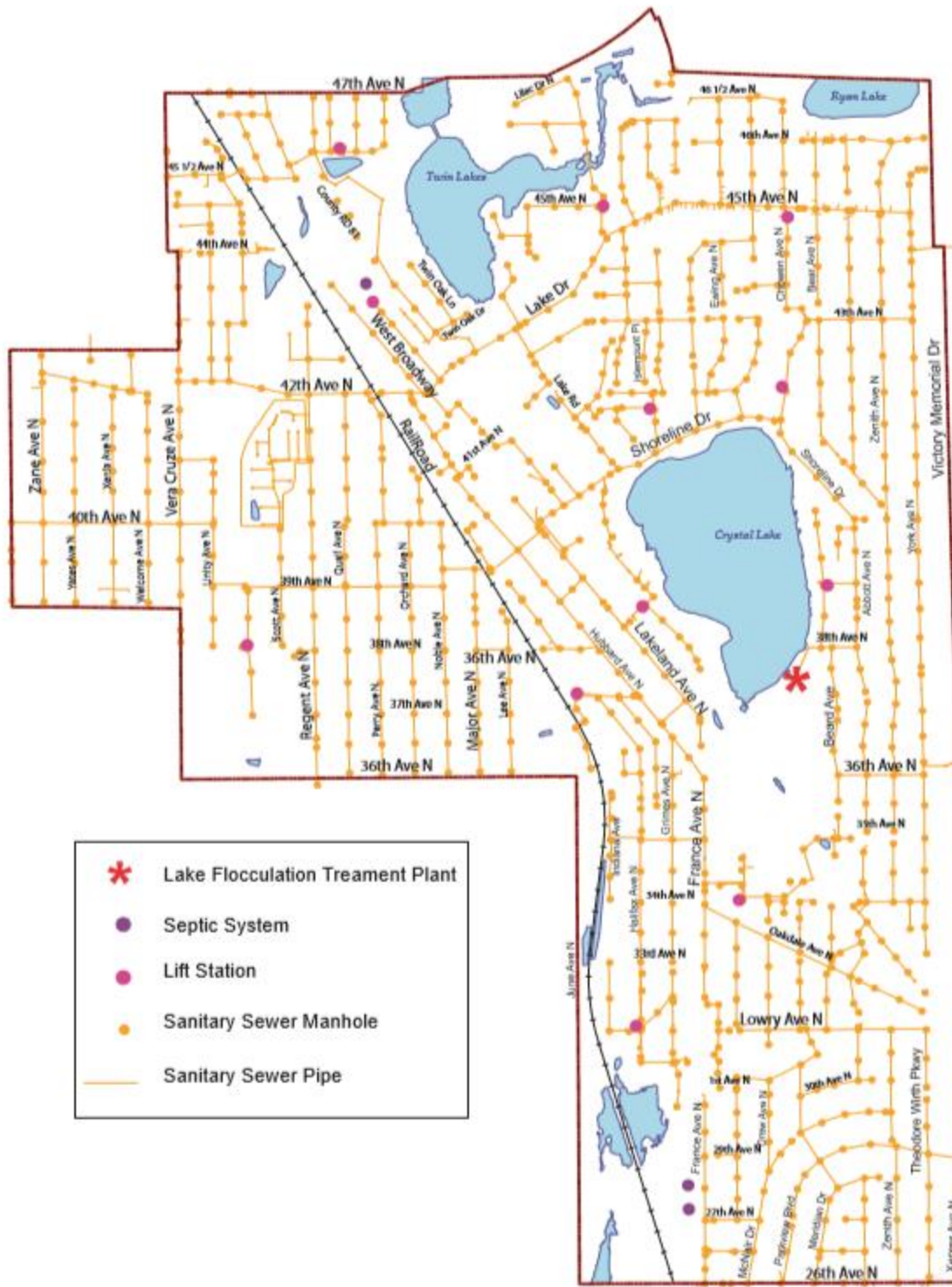


Figure 64: Sanitary Sewer Map

**Forecasted Population, Households and Employment by the Metropolitan Council:**

Forecast Year	Sewered Population	Sewered Households	Sewered Employment
2010 (Census)	13,953	6,032	6,858
2020	14,400	6,250	7,400
2030	16,000	7,200	7,400
2040	16,600	7,400	7,400

**Infiltration and Inflow**

One problem with sanitary sewer systems is infiltration and inflow (I/I). However, it was not until the passage of the Clean Water Act of 1972 that municipalities had a financial or legal incentive to try to identify, then correct, I/I flows. The Metropolitan Council's Environmental Services (MCES) Division treats all sanitary sewer flow, leaving the City of Robbinsdale. The MCES meters the flow of sewage leaving the City and charges the City based on flow. Historically, significant increases in wastewater flows are seen during years of high rainfall.

**Robbinsdale recognizes the need and importance of reducing infiltration and inflow (I/I) as opportunities arise. I/I not only burdens the City with additional treatment costs, but also assist in deterioration and unnecessary over-sizing of the sewer infrastructure.**

**Infrastructure susceptible to I/I is often in need of repair, increasing maintenance costs. Several different strategies have been put in place to eliminate these problems, including everything from individual spot leak repairs to massive infrastructure replacement projects and sump pump inspection program. The City's policy is to identify reasonable measures, efforts, and results that are feasible and attainable in order to reduce overall I/I to the system.**

The City has instituted a sump pump inspection and disconnection program. City Staff have systematically inspected basements and identified those with sump pumps connected to the sanitary sewer system. Those properties found to have sump pump connections have been required to be disconnected. Drain tile has been added to redirect sump pumps into drain tile.

Much of the infiltration is believed to originate from rainfall and runoff. Infrastructure repair and improvements, as well as the implementation of measures to discourage storm water from potentially entering the system have typically been the most effective. However, ground water is also believed to be a significant contributor to I/I. Since ground water typically cannot be removed or altered, the City's best efforts to provide a tight conveyance system has seen the best results.

Sewer main pipes and infrastructure are televised each year as time allows. The City's sanitary sewer system, along with individual house services, and Metropolitan Council interceptors have all been identified as conveyors of I/I. The sanitary sewer system is aging and many of the pipes installed were of the older clay type with joints every 3 feet which are susceptible over time to root infiltration and subsequent I/I. Through the City's street reconstruction program, these same mains are replaced with new plastic main and watertight joints. The adjoining private services between the main and property line are replaced at the same time. Other sewer mains have been relined through trenchless repair methods. These replacements and repairs are costly, but the



reduction in I/I, along with the removal of roots and other flow-restricting debris will ultimately provide cost benefits.

The same street reconstruction program also provides storm drainage improvements throughout the City. Because of the lack of storm sewer and flat grades, large quantities of storm water are often left standing for extended periods degrading road surfaces, and eventually infiltrating into the ground and into the sanitary sewer conveyance system. By systematically adding new storm sewer pipe, upgrading lines, and providing designated ponding facilities, storm water is conveyed in the most appropriate and efficient manner.

In response to these concerns, the City revised its current sanitary ordinance to clarify and expand the current sections on unauthorized discharges into the sanitary sewer system. The ordinance has created a sump pump inspection program to allow City staff or other authorized personnel to enter a home to inspect for possible illegal discharges or connections to the sanitary sewer system. The inspection program places a monthly surcharge on the utility bill of any property that refuses entry to City personnel for the purposes of inspection.

### **Inter-community Sewer Flows/Connections**

An integral component of the City's sanitary sewer network is the inter-community sewer service provided to City properties. This sewer service is provided by three of Robbinsdale's adjacent communities: Crystal, Brooklyn Center and Golden Valley. Robbinsdale also provides sanitary sewer service to properties in Crystal and Golden Valley.

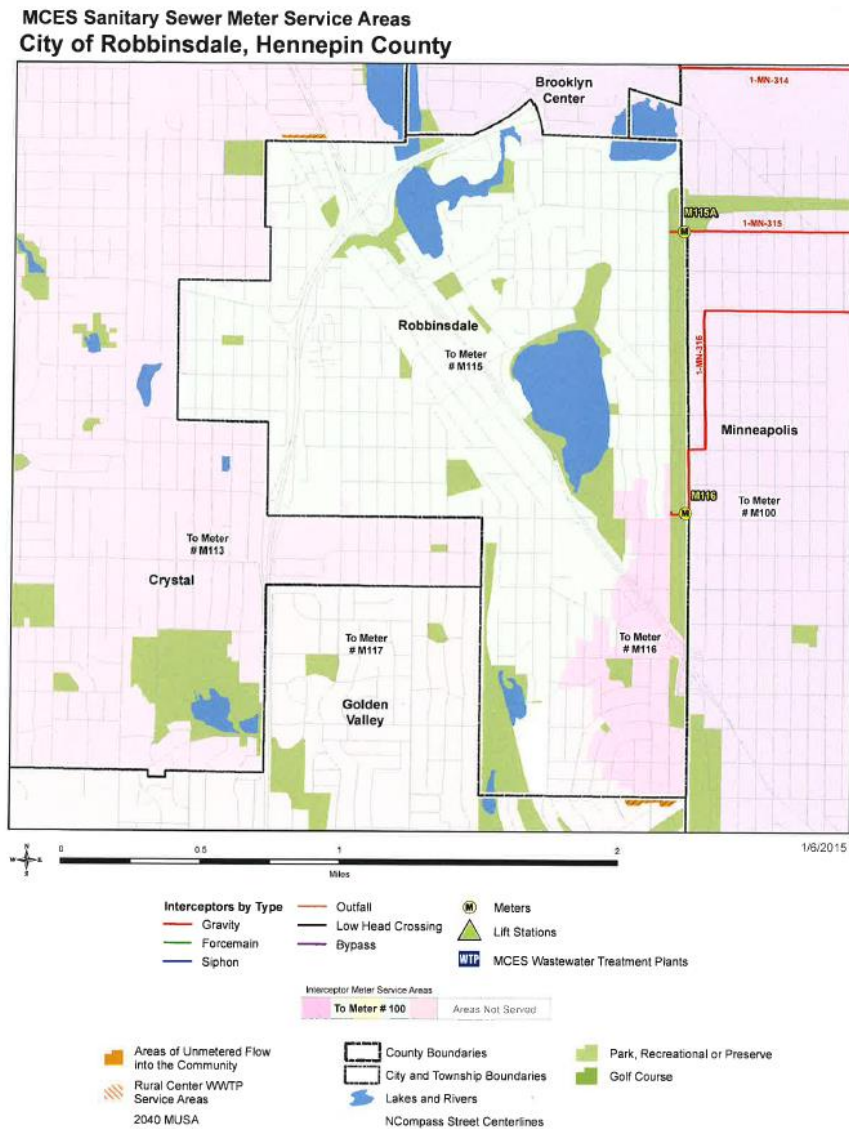
Robbinsdale, having entered into an agreement for the joint use of these sanitary sewers, is able to provide an essential public service to residents living along certain segments of our adjacent communities. In the future, little change is expected with regard to the number of sewer connections to be hooked up to the inter-community sewer service based on the fully developed character of the areas.

Robbinsdale is contained within the Metropolitan Waste Control Commission Sewer District No. 1. The bulk of sanitary sewage generated within Robbinsdale is collected by means of two large interceptor sewers, 1-MN-315 and 1-MN-316, which are located adjacent to Robbinsdale's eastern border. Ultimately, sewage is carried via the regional sewer system to the Pigs Eye Treatment Facility located along the Mississippi River south of St. Paul.

Given the fact that the bulk of Robbinsdale's sanitary flow is generated from residential land uses and that Robbinsdale is fully developed, no significant increases in sewage flow from the community are expected. However, the City will need to monitor infrastructure capacities as redevelopment occurs.

Robbinsdale's sanitary sewer system is generally deemed adequate to meet current and anticipated demands. However, the condition of the system is a concern because of its age. Certain segments should be upgraded when the opportunity arises. Improvements should be made in conjunction with redevelopment or street reconstruction.

Figure 65: Robbinsdale Sanitary Sewer Service Areas



### On-Site Sanitary Sewers

Currently, there is an estimated 3 on-site sewer disposal systems in the City. Two of the houses were built in 1955 or earlier. The use of on-site sewer systems is allowed to continue so long as the following conditions are met: 1) there are no existing sanitary sewers available or cost effective to install, and 2) the placement, installation and maintenance of these systems are consistent with the Minnesota Pollution Control Agency’s Regulations and Standards. On December 15, 1998, the City Council adopted a resolution authorizing Hennepin County to manage the City’s ISTS (Individual Sewer Treatment System). The City has continued to phase out these systems when opportunities are presented through redevelopment. Since 1995, fifteen ISTS systems have been removed. In 2006, four houses with on-site sewer disposal systems were demolished in the Scott and 43<sup>rd</sup> Ave. N. area. Redevelopment of six lots for single-family use required provision of a sanitary sewer forced main connection to the local sanitary sewer system. Most recently in 2018, a home on 26<sup>th</sup> Avenue connected to the Golden Valley sewer system.

### Storm Water Management

The City of Robbinsdale has a storm water collection system serving the entire community. The system is a combination of surface drainage and pipes, which are designed to discharge surface run-off into local water bodies, watercourses, or into storm drainage facilities of adjacent communities.

Storm water in Robbinsdale flows into two watersheds. The largest of these is the Shingle Creek Watershed, encompassing approximately 80% of the City's land area. Drainage in this watershed generally flows towards Twin Lake, Ryan Creek, and Ryan Lake. Included in the watershed is Crystal Lake. This lake currently has no outlet. Record water levels have forced the City to install an artificial outlet in the form of a pumping station.

The second watershed is the Bassett Creek Watershed, which includes the southerly portion of the community. A major portion of the Robbinsdale's storm water system was constructed nearly 70 years ago. Even with a systematic inspection program currently in operation, primary concern exists in regard to the condition of repair of certain segments of the systems as well as the capacity of other segments to adequately handle current demands. An additional concern exists with regard to certain areas of the community lacking storm sewer facilities. Many of these areas periodically experience instances of temporary localized flooding.

### Water Quality

The aesthetic value and recreational opportunities in Robbinsdale are largely dependent on the quality of the water bodies in the City. Perhaps the most vulnerable is Crystal Lake, which collects stormwater runoff from large areas of Robbinsdale and adjacent areas of North Minneapolis, but has no natural outlet. The City is in the process of updating its Surface Water Management Plan which is attached as Appendix F.

The Crystal Lake Flocculation Treatment Facility was constructed in 2012 to treat significant summer algal blooms which occur in Crystal Lake due to high phosphorus concentrations within the lake. The facility was also constructed to work towards de-listing Crystal Lake as impaired water; in 2002 Crystal Lake was added to the 303(d) Impaired Waters list for having excessive nutrient levels by the Minnesota Pollution Control Agency. This facility provides phosphorus treatment and aims to help Robbinsdale meet the Total Maximum Daily Load (TMDL) target goals for Crystal Lake improvement. The facility draws water from the lake into the facility where an MPCA approved flocculent derived from aluminum sulfate is added that binds to the dissolved phosphorus in the lake water, making it precipitate and sink to the bottom of the facility tank in a process known as flocculation. This flocculated material is then pumped to a Metropolitan Council treatment facility and the cleaned lake water is returned to Crystal Lake. This helps control external and internal phosphorus loading, which in turn prevents the growth of unwanted algae blooms in Crystal Lake.

### Local Water Management Plan

The Local Water Surface Water Management Plan (LSWMP) has been developed to serve as a comprehensive planning document to guide the city of Robbinsdale in conserving, protecting, and managing its surface water resources is attached as Appendix F. An updated draft version



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of the LSWMP is attached as Appendix E. The draft has been sent to the Shingle Creek and Bassett Creek Watershed Commissions for comment.

The Bassett Creek Watershed surface water management plan is currently under review with comments expected in February of 2019. Therefore, this portion of the Robbinsdale Surface Water Management Plan will not be complete until the comments are received and editing can be accomplished.

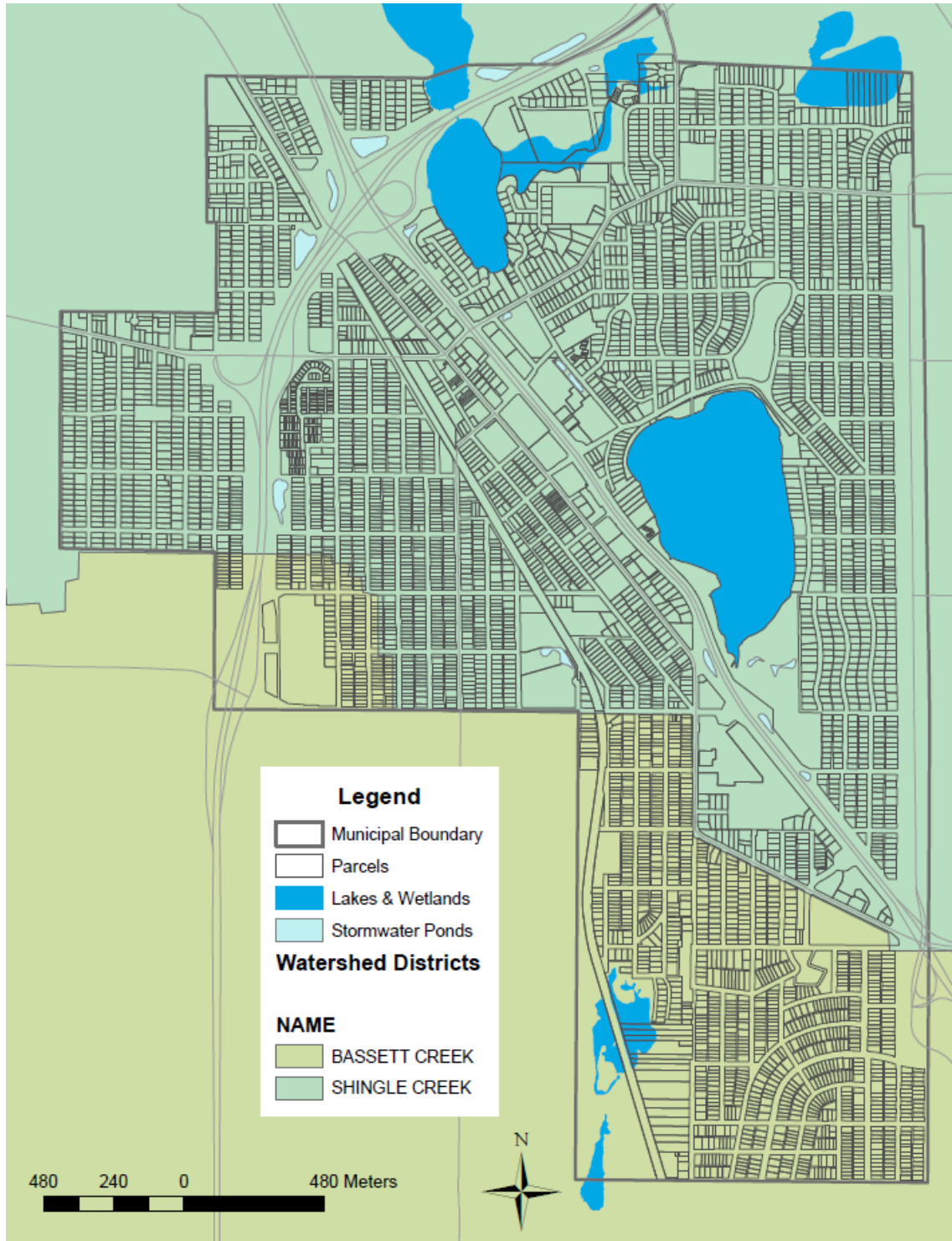


Figure 66: Watershed Districts in Robbinsdale

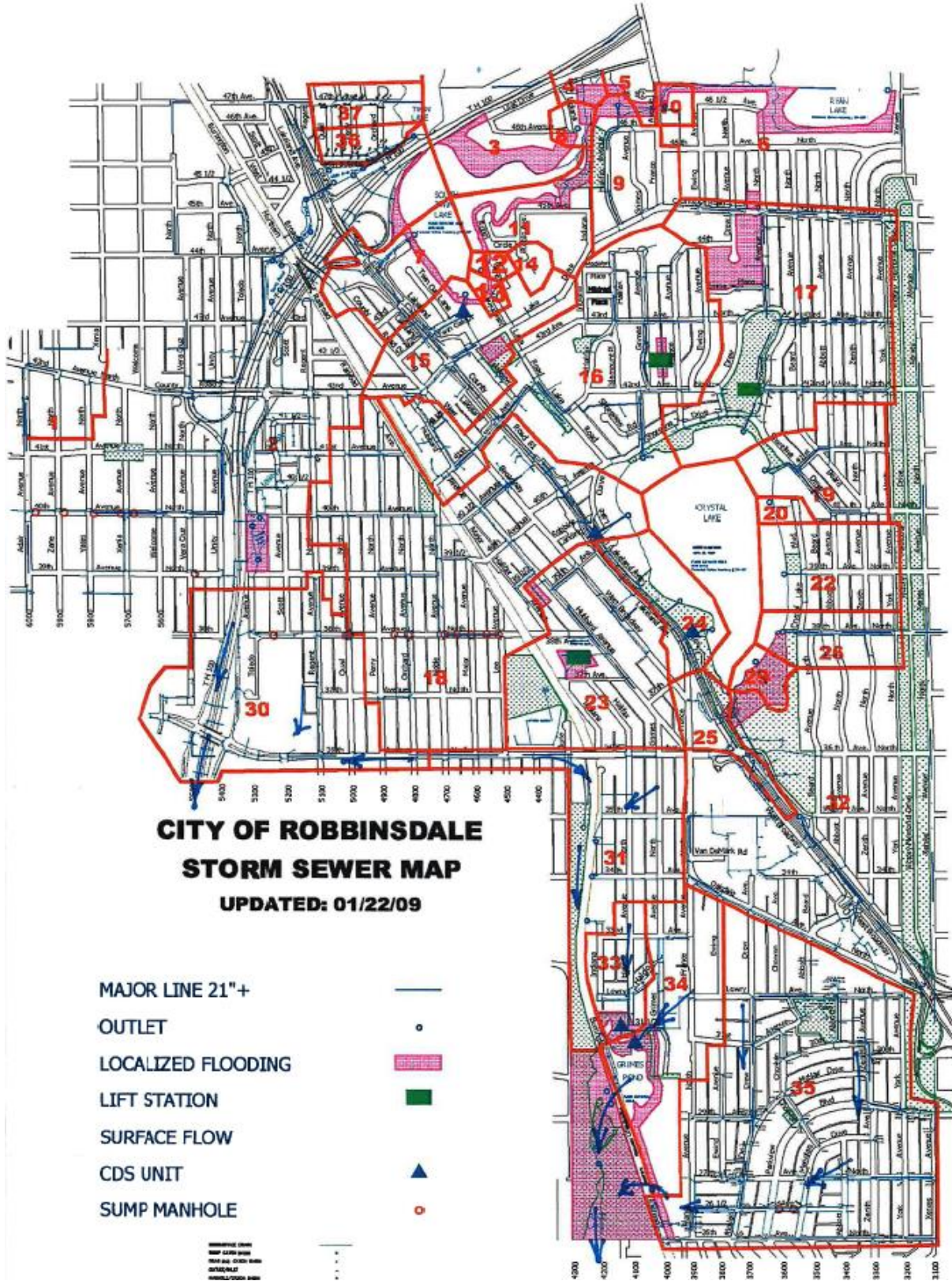


Figure 67: Robbinsdale Storm Sewer Map

### Solid Waste

Robbinsdale's approach to solid waste collection and disposal is to ensure cost effectiveness for its residents. Refuse is collected by one contract hauler and transported directly to the HERC (Hennepin Energy Recovery Center) plant or to a solid waste transfer station at which point it is unloaded, sorted and prepared for shipment to the HERC site. Utilizing organized hauling for refuse collection and disposal has proven to be an asset in continuing recycling programs. The City has implemented yard waste service through the contracted hauler. At present, the City has an active recycling program. The items are collected from each residence under a master contract, and taken to a recyclable material recovery facility in St. Louis Park.

Robbinsdale has undertaken regulatory measures to control and eliminate adverse effects resulting from unwise solid waste disposal methods. The City adopted a Refuse Disposal Ordinance in the 1980s. It established requirements and standards for the efficient storage, collection and removal of solid waste materials generated within Robbinsdale.

## Implementation

The 2040 Robbinsdale Comprehensive Plan is designed to address short-term and long-term planning goals for Robbinsdale. This chapter lays out implementation steps.

The City of Robbinsdale sees the Comprehensive Plan as a valuable tool to guide the redevelopment of land in the City by implementing its goals, policies and vision. The purpose of the implementation chapter is to identify specific strategies the City will undertake to ensure the implementation of the plan and to provide guidance for policymakers in determining strategic priorities.

### Implementation Tools and Strategies

The city will use its controls such as subdivision and zoning regulations, and city code to implement the Comprehensive Plan. The city will ensure the zoning map will be consistent with the Comprehensive Plan. The official controls of the city represent the rules and regulations that govern city decisions for redevelopment within the city.

The City of Robbinsdale uses multiple zoning districts within its zoning regulations with multiple districts within each category: Residential, Commercial, Industrial, Mixed Use, and Public Space. The city also lists conditional uses that are permitted on the basis of compliance with performance standards within each zoning district.

Implementation of the current and earlier comprehensive plans has resulted in flexibility which will continue to be applicable with the comprehensive plan update. For example:

- All Business (commercial) districts already permit attached housing as a conditional use and starting with B-2, Limited Community Business, multiple family housing as a conditional use.
- The mixing of commercial and residential uses is a conditional use in Business (commercial) and Residential-business districts.

The city uses other policy plans to plan, construct and maintain municipal systems such as water supply, surface water management, sanitary sewer and parks to make investments and to carry out actions. These plans are ongoing implementation tools for achieving the vision and goals presented in this Plan by providing policies and actions for the city to follow in its decision making process.

A Capital Improvement Plan (CIP) is a policy document updated annually listing public improvement projects including street reconstruction and park improvements. A Pedestrian and Bicycle plan was adopted in 2014 which includes recommendations to enhance the pedestrian and bicycle infrastructure in the city. When streets are reconstructed, the plan recommendations inform the street design process.

### **Transit Oriented Development zoning standards**

The city of Robbinsdale benefited from an FTA grant administered by Hennepin County. The grant enabled cities within the Bottineau Blue Line Extension corridor to develop zoning standards for implementing Transit Oriented Development (TOD) strategies for their respective





## Robbinsdale 2040

station areas. The consultant provided examples of form-based design that will include a fresh series of development standards that will encourage pedestrian oriented design and increased density. Automobile parking will still be required, however the requirements will be reviewed and parking will be appropriately located preferably under, behind, or alongside buildings, but not in front of buildings.

For Robbinsdale, the development standards will be adopted as an overlay area covering the downtown area adjacent (and within ½ mile of) the anticipated Robbinsdale LRT station. The overlay standards will also be applied to the corridor along West Broadway Avenue connecting to the redeveloping areas at 36<sup>th</sup> Ave. N., County Road 81 and France Avenue North.

Robbinsdale has acknowledged that Hwy 100, the BNSF Railroad, County Road 81 and Lower Twin and Crystal Lakes form barriers that constrict the ½ mile station area. However, the West Broadway corridor which is roughly parallel to the Blue Line Extension corridor extends southeast approximately 1.5 miles to the North Memorial hospital campus, the city's largest employment center. Within that oblong corridor are significant quantities of the naturally occurring affordable housing within city as well as redevelopment sites expected to provide new high-density housing which will be served by the regional grocery store.

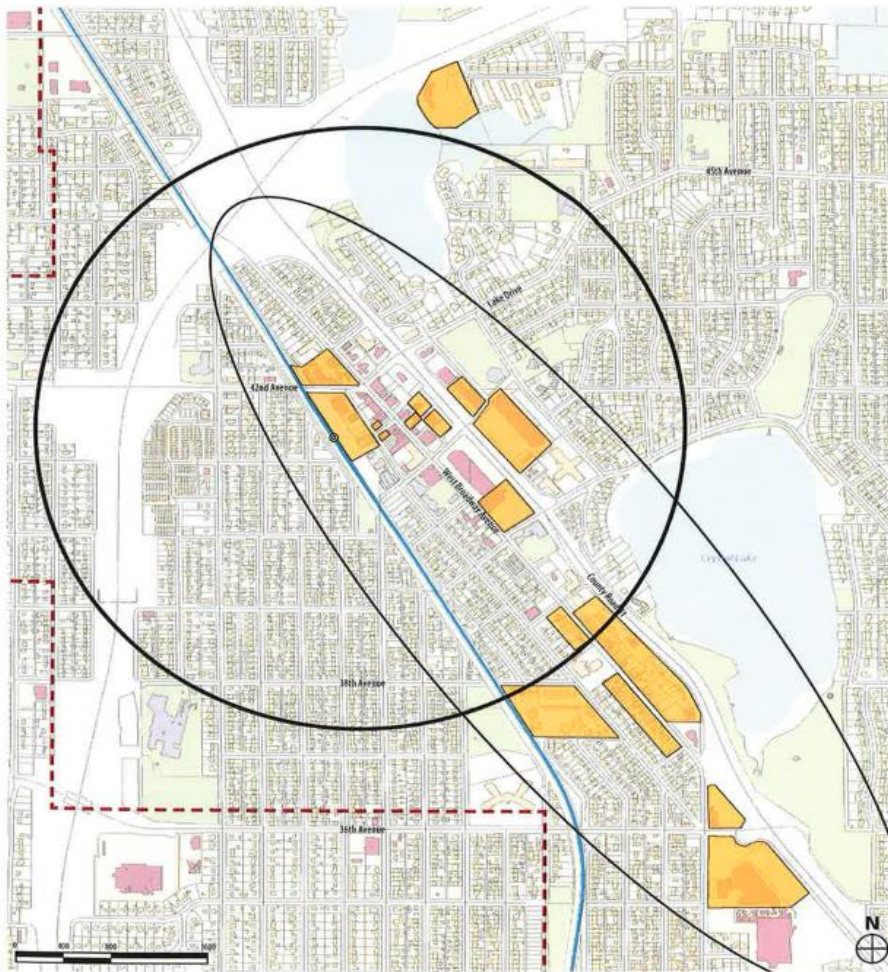


Figure 27: Redevelopment Areas

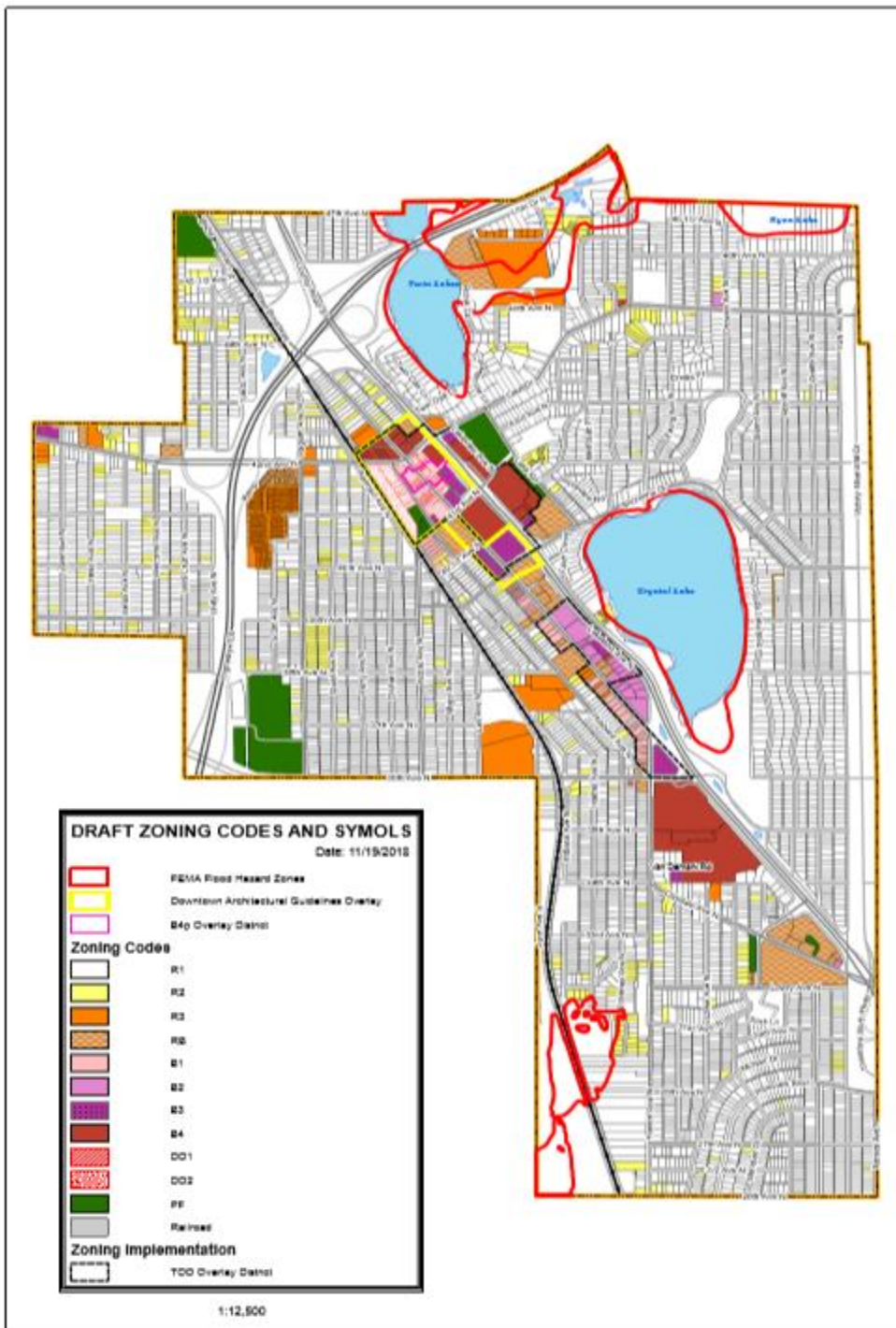


Figure 28: Zoning Designations

Table 19: Zoning Designations

R-1	Single-family residential district: Provides for low density single family detached residential uses, day care, schools, places of worship, parks
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R-2	Single and two-family residential district: Provides for two-family attached residential uses, nursing homes, larger day-care and all R-1 uses.
R-3	Medium density residential district: Provides for multiple family dwellings and townhouses, Senior and handicapped housing as well as R-1 and R-2 uses.
R-B	Residential Business District: Provides for multiple family dwellings, mixed residential and commercial uses (primarily residential), hospitals, parking ramps,
PF	Public Facilities District: Provides for municipal utilities, public and public safety buildings, public works and parks.
B-1	Neighborhood commercial district: Provides for small scale retail, office adjacent to residential uses, townhouses and small attached housing.
B-2	Limited commercial district: Provides for small low density retail or service uses on the edge of neighborhoods, multiple family buildings and mixing commercial and non-residential uses, buildings in excess of 3 stories or 40 ft. in height, senior housing,
B-3	Highway commercial district: Provides for auto related uses as well as all B-1 and B-2 uses
B-4	Community business district: Most permissive commercial zoning district includes shopping centers, all B-1, B-2 and B-3 uses.
FP	Flood Plain district: FEMA Flood Hazard zones. Regulates land subject to periodic flooding.
DD-1	Downtown District: Provides for pedestrian oriented store-front commercial retail and service uses in the downtown main-street area. Allows mixing commercial and residential uses
DD-2	Downtown transition & transit district: Provides for public transit facilities and terminals in addition to DD-1 uses.
B-W	Business-Warehouse district: Provides for wholesale & retail trade, warehousing and light industry or processing. Not –used - no land is in this district.
	Downtown Architectural Design Overlay district: Intended to promote the “street car” era main street character with pedestrian oriented development patterns, regulations on signs and building design and materials.
B4p	Overlay district allowing pawnbrokers, second hand goods, consignment sales by license.
TOD	Transit Oriented Development overlay district: Encourages form-based design in zoning districts that permit multiple family uses and mixing commercial and residential uses.
	Railroad and Blue Line Extension corridor: Land currently owned by the Burlington Northern Santa-Fe railroad and the designated route for the Blue-line extension Light Rail Transit line

Robbinsdale’s zoning is “cumulative” which allows all lower intensity uses to be carried forward to the more permissive districts. The ability to mix commercial and residential uses has been a feature of Robbinsdale’s zoning since the 1990’s. Cities no longer have the ability to amortize non-conforming uses.

The recently adopted TOD zoning strategies will encourage the continuation of the downtown’s pedestrian scale development and form based design elements to influence development which is

imminent. These zoning changes are intended to be implemented in early 2019 in areas already designated for mixed use by the current comprehensive plan.

### **Affordable Housing Tools**

Affordable housing methods are covered in more detail in the housing section. The City will consider use of specified tools for a project that meets the identified need for senior, affordable and lifestyle housing. Generally, given the limited resources available to Robbinsdale, the tools available to achieve and preserve affordable housing are as follows:

- Leveraged grant assistance. Housing projects that request funding assistance from the Metropolitan Council Livable Community Act program may be required to provide some percentage of affordable housing mixed in with market rate housing.
- Transit Oriented Development (TOD) funding that may be available through Hennepin County may also be expected to provide a minimum allotment of affordable housing.
- Opportunity Zones. Parts of the station area within Robbinsdale has recently been included in one of the Federally Designated Opportunity Zones. Tax advantages will be provided to help stimulate private investment.
- Low Income Tax Credits. The City will support the use of tax credits to create and preserve affordable housing.
- Community Development Block Grants (CDBG). As previously mentioned, Robbinsdale does not directly receive CDBG funds. However, available CDBG funds are disbursed among a group of Hennepin County cities including Robbinsdale as a consolidated pool. Robbinsdale has facilitated the rehabilitation and preservation of an aging 45-unit low income apartment building with CDBG funds and other sources.
- High Density Housing of sufficient density to include a component of low income housing. As previously mentioned, Robbinsdale's redevelopment strategies include properties which provide ample opportunities for high density housing which can include low income housing. The cost of redevelopment is high because of the value of existing buildings, demolition, site clean-up and relocation of existing tenants as needed.
- TOD (overlay) zoning will allow high density residential uses at greater densities than in the past by creating more permissive development standards than have been previously allowed. For example, modern apartment developments include interior amenities for their residents not found in many of the existing apartments in Robbinsdale.
  - Useable outdoor open space requirements will be relaxed as a trade-off for amenities such as work-out rooms, community or gathering rooms and business centers.
  - Parking space requirements have already been reduced in the downtown area to one space per unit. Elsewhere, parking has been reduced to one space per bedroom. When LRT service is available, further reductions in parking requirements may be implemented.
  - Building height maximums will be increased in appropriate locations, generally as a function of adjacent right-of-way width.

It is important to remember that the capacity of Robbinsdale to subsidize housing is extremely limited. Robbinsdale is a very small, essentially bedroom community with no industry and very limited tax base. The North Memorial hospital is non-profit which means it does not contribute

measurably to the tax base. The people of Robbinsdale have shown themselves to be very open minded and welcoming to new residents of all backgrounds.

Robbinsdale will continue to support funding assistance requests by developers to appropriate agencies including:

- Fannie Mae, Freddie Mac
- Federal Home Loan Banks (FHLBs).

As previously mentioned, Community Development Block Grants (CDBG) are a common source of Federal funds for affordable housing available to cities. Because of its small size and comparatively limited need, Robbinsdale does not receive CDBG funds directly. Instead, Robbinsdale is included and participates in a consolidated pool with similar cities in Hennepin County to compete for CDBG funds administered by Hennepin County. The funds have been used to provide public services for persons of low income and to provide housing and facilities. Recent examples of Robbinsdale projects funded by CDBG:

- Preservation of existing affordable housing: In 2016, Robbinsdale requested approximately \$400,000 from the consolidated pool to help finance the rehabilitation of a 45-unit low-income apartment building that was constructed in the 1970s. The funds were used to update the units and solve drainage issues on the site.
- Provide Senior Transportation Services: For more than ten years, Robbinsdale administered transportation for senior residents of Robbinsdale, Golden Valley, Brooklyn Center, Crystal and New Hope until the provider discontinued the service.
- Robbinsdale was a member of the Northwest Community Revitalization Corporation which provided affordable housing. An affordable townhouse project was built in New Hope with funds provided by member cities including \$50,000 in CDBG funds contributed by Robbinsdale.