Chapter XII

Design Checklist

CITY CENTER DESIGN CHECKLIST

Accommodating Pedestrians and the Pedestrian Environment –

	▪ Complete a pedestrian network of sidewalks and trails.
	▪ Connect the sidewalks and trails of City Center to trails reaching to the rest of Plymouth.
	▪ Facilitate parking and pedestrian connections that allow people to park once and shop twice.
	▪ Develop the shortest possible street crossing distance by using "bump-outs," medians, or other devices.
	▪ Plan for traffic signals at intersections along Vicksburg Lane and stop signs at other City Center intersections to allow for safe pedestrian crossings.
	▪ Provide access to sites from 35th Avenue, 36th Avenue and 37th Avenue to the greatest degree possible.
	▪ Provide for interesting, comfortable and safe routes for pedestrians in parking areas.
	▪ Require sidewalks connecting the public sidewalk and the front door of every building in City Center.
	▪ Encourage other pedestrian features, such as benches, small plazas and landscape amenities. Especially focus these features at building entries and areas near the pedestrian spine.

Identity and Definition –

	▪ Establish "markers" at significant points of entry (key intersections) to highlight the streets of City Center. Extend the character of those markers throughout the City Center streetscape.
	▪ Treat the woodlands that lie at the edges of City Center as a crucial identity element.
	▪ Use markers to reinforce the woods at the edges of City Center as the boundary to City Center.
	▪ Promote the inclusion of unique elements such as landscaping and flower beds in key locations.

Mixing Uses –

	▪ Allow for a range of uses that occur on the various blocks of City Center, within individual parcels, and within a single building.
	▪ Permit uses that promote an active and vital City Center, but do not compromise compatibility.

Landscape –

	▪ Emphasize the spine by establishing a landscape character that is different from streets and developed areas.
	▪ Blend the boundary area of sites adjacent to the spine with "wetland" landscape materials.
	▪ Plant shade trees in parking areas.
	▪ Plant trees close to the street to calm traffic to develop streets with distinct character.
	▪ Establish common landscape themes for the public/street side of each development in City Center. These may include hedges and street trees.
	▪ Screen parking and service areas from street views with landscape and architectural treatments. Berms should not be used.
	▪ Emphasize the pedestrian environment with street trees, plantings, pedestrian-scale street lights and other amenities.
	▪ Provide pedestrian scale light fixtures (no higher than 15 feet) at walkways, gathering spaces, building fronts and entries.
	▪ Provide lighting in parking areas no higher than 25 feet.
	▪ Provide planters and seasonal plantings in public and private locations.

Streets of City Center –

	▪	Develop Plymouth Boulevard as the main street, strengthening the relationship between City Center to its west and the park to its east.
	▪	Develop 36th Avenue with a character that links Vicksburg Lane and the park and connects the public/civic functions at its ends.
	▪	Provide traffic signals at all intersections on Vicksburg Lane to control speed and to allow for pedestrian crossing.
	▪	Balance traffic flow and convenience with scale, pedestrian movement and aesthetics.

Parking –

	▪	Encourage joint use parking to avoid over-building of parking.
	▪	Locate parking behind or beside buildings – limit parking between buildings and streets and do not allow parking at corners/intersections.
	▪	Implement parking to meet the expected demand of proposed development.
	▪	Provide opportunities for on-street parking.
	▪	Do not provide parking in front of areas where the pedestrian spine touches the street.

Useable Spaces –

	▪	Create a pedestrian-oriented spine to connect the north and south ends of the City Center area.
	▪	Add functions of private development to the spine (e.g., NURP ponds and rain gardens).
	▪	Include amenities such as benches and arbors, as a part of the spine for comfort, convenience and interest.
	▪	Develop waiting spaces at transit stops.
	▪	Create useable, inviting outdoor spaces (plazas) at front doors of buildings over 30,000 square feet or developments with an aggregate building size of over 30,000 square feet, especially where the front door lies at a connection to the pedestrian spine.
	▪	Incorporate special pavement, seating, more detailed landscaping, and other special features at each plaza space.

Storm Water as a Feature –

	▪	Develop NURP ponds to be shared by a number of parcels in City Center. Locate ponds so they are part of the pedestrian spine.
	▪	Recognize ponds as an amenity and encourage ponds to be developed in a more park-like fashion. Prohibit fences around ponds.

A Community Gathering Space –

	▪	Make people and their activity the focus of the community gathering space, allowing the activity of the community gathering space to be seen.
	▪	Develop strong pedestrian connections between the community gathering space and other uses in City Center.
	▪	Provide spaces for large and small gatherings, formal and informal events, and paid and free activities.
	▪	Develop the community gathering space and its site in ways that do not dominate the natural resources of the site.
	▪	Make the community gathering space structure the transition between the more urban development to the west and the natural area to the east.

Buildings –

	▪ Form an edge to the street with buildings, leading to a sense that the street is like a "room" within City Center.
	▪ Establish a "build to" line at 20 feet from the right-of-way. Require that 50 percent of the largest building on the site occupy the street frontage at the "build-to" line.
	▪ Minimize the side yard area of buildings.
	▪ Coordinate development of buildings to create active spaces in side yards rather than only parking or service functions.
	▪ Allow parking between buildings to the extent that parking in the side yard accounts for a maximum of 50 percent of parking on the site.
	▪ Encourage the creation of spaces for people in areas between buildings.
	▪ Place buildings near the streets to provide a sense of development beyond parking – define an edge and create something to pass by.
	▪ Share land resources wherever possible to increase the intensity of development (shared ponding, joint use parking).
	▪ Prohibit uses that rely on drive-through sales and those that are solely automobile-oriented.
	▪ Encourage multiple story buildings where appropriate.
	▪ Articulate large buildings to reduce their apparent size; modulate their facades to provide for additional interest to long buildings.
	▪ Encourage individual expression, but develop continuity with elements that result in a unified, compatible City Center.
	▪ Require that buildings and entryways be oriented to the street.
	▪ Avoid designs that rely on fashion. Instead, encourage designs that are timeless and will not become obsolete and outdated with age.
	▪ Discourage large blank exterior surfaces; articulate facades, especially with windows, to create visual interest from the street.
	▪ Establish a strong base and top for multi-story buildings, with middle layers that are simpler.
	▪ Articulate the tops of buildings to avoid box-like images. Encourage building tops that reinforce the building's commercial nature (prohibit sloped roofs).
	▪ Integrate mechanical systems and service areas into the architecture of the building.
	▪ Base building design on unique characteristics, not on a franchise formula (roof patterns, corporate colors or similar elements).
	▪ Create detail that is an integral part of the architecture, not a series of applied elements.
	▪ Require signs to be incorporated into the facades of buildings, not extending past the roof line and not projecting more then 12 inches beyond the plane of the façade on which it is located; allow pylon signs only along the Highway 55 frontage. Signs should be located on buildings in a manner that allows them to be read by pedestrians on the sidewalks in front of the buildings.
	▪ Buildings with facades along Vicksburg Lane must address Vicksburg Lane through architecture and setbacks and have easily accessible entrances to the Vicksburg Lane sidewalk. However, the front entrance does not have to face Vicksburg Lane.

Materials –

- The following is a list of desired and undesired materials for buildings in City Center. Allow developers to deviate from the list only when they demonstrate that the proposed design incorporates materials in ways that are compatible with the proposed use and City Center as a whole.

  - Desired Materials:

	▪ Materials that are easily maintained, durable and attractive at close distances (e.g. from the view of a pedestrian on a sidewalk)
	▪ Materials that have an attractive pattern, texture, and quality detailing
	▪ Brick, stone or high quality pre-cast concrete (colored and textured)
	▪ Metals that are matt finish and neutral or earth tone in color; metals that are used for exterior walls should have visible corner moldings and trim
	▪ Transparent glass
	▪ Canvas awnings

  - Undesired Materials:

	▪ Non-durable siding materials such as plywood, corrugated metal or fiberglass or other materials that decay rapidly when exposed to the elements
	▪ Materials that have no pattern or relief, especially when those materials are applied to large wall surfaces
	▪ Simulated brick or stone
	▪ Wood, except as accent materials or in elements that are integrated with other desired materials
	▪ Mirrored glass, especially mirrored glass that faces an active pedestrian street
	▪ Materials that represent corporate colors, patterns or trademarks
	▪ Brightly colored metal roofing or canopies
	▪ Concrete that is not enhanced as indicated under "Desired Materials," especially pre-cast, tilt-up walls
	▪ Synthetic awnings, especially awnings meant to be illuminated from within.

Chapter XIII

Improvement Schedules, Costs and Funding Sources

City Center Capital Improvements

12-Aug-08

Annual Escalator 104%

Contingency 125%

STREET IMPROVEMENTS				
36th Avenue	Unit	2008 Cost/Unit	Cost With Contingency	Total Cost
Roadway Improvements	Ln. Ft.	$ 350.00	$ 437.50	$ 477,750.00
Crosswalks	Lump Sum	$ 10,000.00	$ 12,500.00	$ 52,000.00
Concrete Walkway Spine	Running Ft.	$ 110.00	$ 137.50	$ 150,150.00
Sidewalks	Running Ft.	$ 62.00	$ 77.50	$ 84,630.00
Entrance/Welcome Monuments	Lump Sum	$ 50,000.00	$ 62,500.00	$ 65,000.00
Street Lights + Brackets	Each	$ 7,200.00	$ 9,000.00	$ 121,680.00
Street Signs	Each	$ 300.00	$ 375.00	$ 3,900.00
Tree Uplighting	Each	$ 250.00	$ 312.50	$ 6,500.00
Median Landscaping, Irrigation and other amenities	Lump Sum	$ 200,000.00	$ 250,000.00	$ 260,000.00
Boulevard Landscaping	Each	$ 350.00	$ 437.50	$ 23,660.00
Planters	Each	$ 1,000.00	$ 1,250.00	$ 23,400.00
TOTAL ESTIMATED COST				$ 1,268,670.00

Five Year CIP (2009 - 2013)

36th Avenue — 2009

Units	Cost/Unit	Private	Public	Total Cost
1050	$ 455.00			$ 477,750.00
4	$ 13,000.00			$ 52,000.00
1050	$ 143.00			$ 150,150.00
1050	$ 80.60			$ 84,630.00
1	$ 65,000.00			$ 65,000.00
13	$ 9,360.00			$ 121,680.00
10	$ 390.00			$ 3,900.00
20	$ 325.00			$ 6,500.00
1	$ 260,000.00			$ 260,000.00
52	$ 455.00			$ 23,660.00
18	$ 1,300.00			$ 23,400.00
		$ -	$ -	$ 1,268,670.00

2010 | 2011 | 2012 | 2013

37th Avenue (West of Plymouth Blvd.)	Unit	2008 Cost/Unit	Cost With Contingency	Total Cost
Roadway Improvements	Ln. Ft.	$ 350.00	$ 437.50	$ 679,987.22
Crosswalks	Lump Sum	$ 10,000.00	$ 12,500.00	$ 55,509.16
Sidewalks	Running Ft.	$ 62.00	$ 77.50	$ 240,909.76
Street Lights + Brackets	Each	$ 7,200.00	$ 9,000.00	$ 173,188.58
Street Signs	Each	$ 300.00	$ 375.00	$ 5,550.92
Boulevard Landscaping	EAch	$ 350.00	$ 437.50	$ 33,675.56
Planters	Each	$ 1,000.00	$ 1,250.00	$ 33,305.50
TOTAL ESTIMATED COST				$ 1,222,126.69

2009 | 2010 | 2011 | 2012 | 2013

35th Avenue	Unit	2008 Cost/Unit	Cost With Contingency	Total Cost
Roadway Improvements	Ln. Ft.	$ 350.00	$ 437.50	$ 244,851.40
Crosswalks	Lump Sum	$ 10,000.00	$ 12,500.00	$ 30,416.32
Sidewalks	Running Ft.	$ 62.00	$ 77.50	$ 43,373.68
Pedestrian Spine	Running Ft.	$ 110.00	$ 137.50	$ 76,953.30
Street Lights + Brackets	Each	$ 7,200.00	$ 9,000.00	$ 43,799.50
Street Signs	Each	$ 300.00	$ 375.00	$ 2,281.22
Boulevard Landscaping	Each	$ 350.00	$ 437.50	$ 12,242.57
Plaza	Sq. Ft.	$ 15.00	$ 18.75	$ 9,124.90
Benches	Each	$ 1,053.00	$ 1,316.25	$ 1,601.42
Trash Receptacles	Each	$ 1,167.00	$ 1,458.75	$ 1,774.79
Planters	Each	$ 1,000.00	$ 1,250.00	$ 13,687.35
TOTAL ESTIMATED COST				$ 480,106.44

2009 | 2010 | 2011 | 2012

35th Avenue — 2013

Units	Cost/Unit	Private	Public	Total Cost
460	$ 532.29			$ 244,851.40
2	$ 15,208.16			$ 30,416.32
460	$ 94.29			$ 43,373.68
460	$ 167.29			$ 76,953.30
4	$ 10,949.88			$ 43,799.50
5	$ 456.24			$ 2,281.22
23	$ 532.29			$ 12,242.57
400	$ 22.81			$ 9,124.90
1	$ 1,601.42			$ 1,601.42
1	$ 1,774.79			$ 1,774.79
9	$ 1,520.82			$ 13,687.35
		$ -	$ -	$ 480,106.44

34th Avenue (West of Plymouth Blvd.)	Unit	2008 Cost/Unit	Cost With Contingency	Total Cost
Roadway Improvements	Ln. Ft.	$ 350.00	$ 437.50	$ 452,442.80
Crosswalks	Lump Sum	$ 10,000.00	$ 12,500.00	$ 30,416.32
Sidewalks	Running Ft.	$ 62.00	$ 77.50	$ 160,294.02
Street Lights + Brackets	Each	$ 7,200.00	$ 9,000.00	$ 109,498.76
Street Signs	Each	$ 300.00	$ 375.00	$ 3,649.96
Boulevard Landscaping	Each	$ 350.00	$ 437.50	$ 21,291.43
Planters	Each	$ 1,000.00	$ 1,250.00	$ 25,853.87
TOTAL ESTIMATED COST				$ 803,447.16

2009 | 2010 | 2011 | 2012

34th Avenue (West of Plymouth Blvd.) — 2013

Units	Cost/Unit	Private	Public	Total Cost
850	$ 532.29			$ 452,442.80
2	$ 15,208.16			$ 30,416.32
1700	$ 94.29			$ 160,294.02
10	$ 10,949.88			$ 109,498.76
8	$ 456.24			$ 3,649.96
40	$ 532.29			$ 21,291.43
17	$ 1,520.82			$ 25,853.87
		$ -	$ -	$ 803,447.16

Plymouth Boulevard	Unit	2008 Cost/Unit	Cost With Contingency	Total Cost
Roadway Improvements	Ln. Ft.	$ 350.00	$ 437.50	$ 3,108,513.00
Crosswalks	Lump Sum	$ 10,000.00	$ 12,500.00	$ 277,545.80
Sidewalks	Running Ft.	$ 62.00	$ 77.50	$ 1,101,301.75
Street Lights + Brackets	Each	$ 7,200.00	$ 9,000.00	$ 825,976.31
Street Signs	Each	$ 300.00	$ 375.00	$ 16,652.75
Traffic Circle????????	Lump Sum	$ 150,000.00	$ 187,500.00	$ 277,545.80
Median Landscaping, Irrigation and other amenities	Lump Sum	$ 200,000.00	$ 250,000.00	$ 370,061.07
Boulevard Landscaping	Each	$ 350.00	$ 437.50	$ 129,521.37
Tree Uplighting	Each	$ 250.00	$ 312.50	$ 18,503.05
Entrance/Welcome Monmuent (at Rockford)	Lump Sum	$ 100,000.00	$ 125,000.00	$ 185,030.54
Planters	Each	$ 1,000.00	$ 1,250.00	$ 74,012.21
TOTAL ESTIMATED COST				$ 6,384,663.66

2009 | 2010 | 2011 | 2012 | 2013

34th Avenue (East of Plymouth Blvd.)	Unit	2008 Cost/Unit	Cost With Contingency	Total Cost
Roadway Improvements	Ln. Ft.	$ 350.00	$ 437.50	$ 978,724.26
Crosswalks	Lump Sum	$ 10,000.00	$ 12,500.00	$ 32,898.29
Sidewalks	Running Ft.	$ 62.00	$ 77.50	$ 173,374.01
Street Lights + Brackets - to Fernbrook	Each	$ 7,200.00	$ 9,000.00	$ 177,650.79
Street Signs	Each	$ 300.00	$ 375.00	$ 9,869.49
Boulevard Landscaping	Each	$ 350.00	$ 437.50	$ 48,936.21
Planters	Each	$ 1,000.00	$ 1,250.00	$ 16,449.15
TOTAL ESTIMATED COST				$ 1,437,902.21

2009 | 2010 | 2011 | 2012 | 2013

37th Avenue (East of Plymouth Blvd.)	Unit	2008 Cost/Unit	Cost With Contingency	Total Cost
Roadway Improvements	Ln. Ft.	$ 350.00	$ 437.50	$ 518,085.50
Crosswalks	Lump Sum	$ 10,000.00	$ 12,500.00	$ 18,503.05
Sidewalks	Running Ft.	$ 62.00	$ 77.50	$ 91,775.15
Street Lights + Brackets	Each	$ 7,200.00	$ 9,000.00	$ 199,832.98
Street Signs	Each	$ 200.00	$ 250.00	$ 2,220.37
Boulevard Landscaping	Each	$ 250.00	$ 312.50	$ 18,503.05
Planters	Each	$ 1,000.00	$ 1,250.00	$ 7,401.22
TOTAL ESTIMATED COST				$ 856,321.32

2009 | 2010 | 2011 | 2012 | 2013

Monument Hwy 55 and Vicksburg (East side)	Unit	2008 Cost/Unit	Cost With Contingency	Total Cost
	Lump	$ 100,000.00	$ 125,000.00	$ 158,164.88

2009 | 2010 | 2011 | 2012 | 2013

Trail East of Post Office	Unit	2008 Cost/Unit	Cost With Contingency	Total Cost
	Running Ft.	$ 36.00	$ 45.00	$ 39,857.55

2009 | 2010 | 2011 | 2012 | 2013

Banners	Unit	2008 Cost/Unit	Cost With Contingency	Total Cost
	Each	$ 100.00	$ 125.00	$ 15,816.49

2009 | 2010 | 2011 | 2012 | 2013

Five Year CIP (2009 - 2013)

PEDESTRIAN SPINE

North of 36th Avenue

King Videocable Company of Minnesota

Item	Unit	2008 Cost/Unit	Cost With Contingency	Total Cost	2009 Units	2009 Cost/Unit	2009 Private	2009 Public	2009 Total Cost
Concrete Walkway Spine	Running Ft.	$ 110.00	$ 137.50	$ 54,340.00	380	$ 143.00		$ 54,340.00	$ 54,340.00
Sidewalk	Running Ft.	$ 62.00	$ 77.50	$ 64,480.00	800	$ 80.60	$ 64,480.00		$ 64,480.00
Entrance/Welcome Monument (at Rockford)	Lump Sum	$ 100,000.00	$ 125,000.00	$ 130,000.00	1	$ 130,000.00		$ 130,000.00	$ 130,000.00
Plaza	Sq. Ft.	$ 15.00	$ 18.75	$ 7,800.00	400	$ 19.50	$ 7,800.00		$ 7,800.00
Lights (including electricity)	Each	$ 4,000.00	$ 5,000.00	$ 52,000.00	10	$ 5,200.00		$ 52,000.00	$ 52,000.00
Benches	Each	$ 1,053.00	$ 1,316.25	$ 2,737.80	2	$ 1,368.90		$ 2,737.80	$ 2,737.80
Trash Receptacles	Each	$ 1,167.00	$ 1,458.75	$ 3,034.20	2	$ 1,517.10		$ 3,034.20	$ 3,034.20
Planters	Each	$ 1,000.00	$ 1,250.00	$ 10,400.00	8	$ 1,300.00		$ 10,400.00	$ 10,400.00
Signs	Each	$ 300.00	$ 375.00	$ 1,950.00	5	$ 390.00		$ 1,950.00	$ 1,950.00
Landscaping	Each	$ 350.00	$ 437.50	$ 17,290.00	38	$ 455.00		$ 17,290.00	$ 17,290.00
TOTAL ESTIMATED COST				$ 344,032.00			$ 72,280.00	$ 271,752.00	$ 344,032.00

2010 | 2011 | 2012 | 2013

Empire Four LLC Property (Day Care)

Item	Unit	2008 Cost/Unit	Cost With Contingency	Total Cost
Concrete Walkway Spine	Running Ft.	$ 110.00	$ 137.50	$ 60,893.48
Plaza	Sq. Ft.	$ 15.00	$ 18.75	$ 9,489.89
Benches	Each	$ 1,053.00	$ 1,316.25	$ 1,665.48
Trash Receptacles	Each	$ 1,167.00	$ 1,458.75	$ 1,845.78
Planters	Each	$ 1,000.00	$ 1,250.00	$ 11,071.54
Lights (including electricity)	Each	$ 4,000.00	$ 5,000.00	$ 56,939.36
Signs	Each	$ 300.00	$ 375.00	$ 1,897.98
Landscaping	Each	$ 350.00	$ 437.50	$ 19,375.20
TOTAL ESTIMATED COST				$ 163,178.70

2009 | 2010 | 2011 | 2012 | 2013

State Farm Property

Item	Unit	2008 Cost/Unit	Cost With Contingency	Total Cost	2013 Units	2013 Cost/Unit	2013 Private	2013 Public	2013 Total Cost
Concrete Walkway Spine	Running Ft.	$ 110.00	$ 137.50	$ 85,317.78	510	$ 167.29	$ 85,317.78	$ -	$ 85,317.78
Plaza	Sq. Ft.	$ 15.00	$ 18.75	$ 20,531.02	900	$ 22.81	$ 20,531.02	$ -	$ 20,531.02
Benches	Each	$ 1,053.00	$ 1,316.25	$ 3,202.84	2	$ 1,601.42	$ 3,202.84	$ -	$ 3,202.84
Trash Receptacles	Each	$ 1,167.00	$ 1,458.75	$ 3,549.58	2	$ 1,774.79	$ 3,549.58	$ -	$ 3,549.58
Planters	Each	$ 1,000.00	$ 1,250.00	$ 15,208.16	10	$ 1,520.82	$ 15,208.16	$ -	$ 15,208.16
Fountain in Pond	Lump Sum	$ 50,000.00	$ 62,500.00	$ 76,040.81	1	$ 76,040.81	$ 76,040.81	$ -	$ 76,040.81
Lights (including electricity)	Each	$ 4,000.00	$ 5,000.00	$ 79,082.44	13	$ 6,083.26	$ 79,082.44	$ -	$ 79,082.44
Stormwater Pond	Lump Sum	$ 100,000.00	$ 125,000.00	$ 152,081.61	1	$ 152,081.61	$ 152,081.61	$ -	$ 152,081.61
Signs	Each	$ 350.00	$ 437.50	$ 2,661.43	5	$ 532.29	$ 2,661.43	$ -	$ 2,661.43
Landscaping	Each	$ 350.00	$ 437.50	$ 27,146.57	51	$ 532.29	$ 27,146.57	$ -	$ 27,146.57
TOTAL ESTIMATED COST				$ 464,822.24			$ 464,822.24	$ -	$ 464,822.24

2009 | 2010 | 2011 | 2012

Day Property

Item	Unit	2008 Cost/Unit	Cost With Contingency	Total Cost	2011 Units	2011 Cost/Unit	2011 Private	2011 Public	2011 Total Cost
Concrete Walkway Spine	Running Ft.	$ 110.00	$ 137.50	$ 92,801.28	600	$ 154.67	$ 92,801.28		$ 92,801.28
Sidewalks	Running Ft.	$ 62.00	$ 77.50	$ 58,408.56	670	$ 87.18	$ 58,408.56		$ 58,408.56
Plaza	Sq. Ft.	$ 15.00	$ 18.75	$ 18,982.08	900	$ 21.09	$ 18,982.08		$ 18,982.08
Benches	Each	$ 1,053.00	$ 1,316.25	$ 2,961.20	2	$ 1,480.60	$ 2,961.20		$ 2,961.20
Trash Receptacles	Each	$ 1,167.00	$ 1,458.75	$ 3,281.79	2	$ 1,640.90	$ 3,281.79		$ 3,281.79
Planters	Each	$ 1,000.00	$ 1,250.00	$ 25,309.44	18	$ 1,406.08	$ 25,309.44		$ 25,309.44
Lights (including electricity)	Each	$ 4,000.00	$ 5,000.00	$ 84,364.80	15	$ 5,624.32	$ 84,364.80		$ 84,364.80
Signs	Each	$ 300.00	$ 375.00	$ 2,530.94	6	$ 421.82	$ 2,530.94		$ 2,530.94
Landscaping	Each	$ 350.00	$ 437.50	$ 29,527.68	60	$ 492.13	$ 29,527.68		$ 29,527.68
TOTAL ESTIMATED COST				$ 318,167.78			$ 318,167.78	$ -	$ 318,167.78

2009 | 2010 | 2012 | 2013

Library Property

Item	Unit	2008 Cost/Unit	Cost With Contingency	Total Cost	2009 Units	2009 Cost/Unit	2009 Private	2009 Public	2009 Total Cost
Concrete Walkway Spine	Running Ft.	$ 110.00	$ 137.50	$ -		$ 143.00	$ -		$ -
Plaza	Sq. Ft.	$ 15.00	$ 18.75	$ -		$ 19.50	$ -		$ -
Benches	Each	$ 1,053.00	$ 1,316.25	$ -		$ 1,368.90	$ -		$ -
Trash Receptacles	Each	$ 1,167.00	$ 1,458.75	$ -		$ 1,517.10	$ -		$ -
Planters	Each	$ 1,000.00	$ 1,250.00	$ -		$ 1,300.00	$ -		$ -
Fountain in Pond	Lump Sum	$ 50,000.00	$ 62,500.00	$ -		$ 65,000.00	$ -		$ -
Lights (including electricity)	Each	$ 4,000.00	$ 5,000.00	$ -		$ 5,200.00	$ -		$ -
Signs	Each	$ 300.00	$ 375.00	$ -		$ 390.00	$ -		$ -
Landscaping	Each	$ 350.00	$ 437.50	$ -		$ 455.00	$ -		$ -
TOTAL ESTIMATED COST				$ -			$ -	$ -	$ -

2010 | 2011 | 2012 | 2013

South of 36th Avenue

Cub Site

Item	Unit	2008 Cost/Unit	Cost With Contingency	Total Cost	2009 Units	2009 Cost/Unit	2009 Private	2009 Public	2009 Total Cost	2013 Units	2013 Cost/Unit	2013 Private	2013 Public	2013 Total Cost
Concrete Walkway Spine	Running Ft.	110	$ 137.50	$ 72,365.63	120	$ 143.00	$ 17,160.00		$ 17,160.00	330	$ 167.29	$ 55,205.63		$ 55,205.63
Benches	Each	1053	$ 1,316.25	$ 3,202.84	0	$ 1,368.90	$ -		$ -	2	$ 1,601.42	$ 3,202.84		$ 3,202.84
Trash Receptacles	Each	1167	$ 1,458.75	$ 3,549.58	0	$ 1,517.10	$ -		$ -	2	$ 1,774.79	$ 3,549.58		$ 3,549.58
Planters	Each	1000	$ 1,250.00	$ 11,700.00	9	$ 1,300.00	$ 11,700.00		$ 11,700.00	0	$ 1,520.82	$ -		$ -
Lights (including electricity)	Each	4000	$ 5,000.00	$ -	0	$ 5,200.00	$ -		$ -	0	$ 6,083.26	$ -		$ -
Signs	Each	300	$ 375.00	$ 2,604.98	2	$ 390.00	$ 780.00		$ 780.00	4	$ 456.24	$ 1,824.98		$ 1,824.98
Landscaping	Each	350	$ 437.50	$ 4,936.43	5	$ 455.00	$ 2,275.00		$ 2,275.00	5	$ 532.29	$ 2,661.43		$ 2,661.43
TOTAL ESTIMATED COST				$ 98,359.46			$ 31,915.00	$ -	$ 31,915.00			$ 66,444.46	$ -	$ 66,444.46

2010 | 2011 | 2012

Downtown Properties 200 LLC

Item	Unit	2008 Cost/Unit	Cost With Contingency	Total Cost
Concrete Walkway Spine	Running Ft.	110	$ 137.50	$ 73,072.17
Planters	Each	1000	$ 1,250.00	$ 12,653.19
Lights (including electricity)	Each	4000	$ 5,000.00	$ 63,265.95
Landscaping	Each	350	$ 437.50	$ 5,535.77
Signs	Each	300	$ 375.00	$ 1,897.98
TOTAL ESTIMATED COST				$ 156,425.06

2009 | 2010 | 2011 | 2012 | 2013

Hilde Performance Center

Item	Unit	2008 Cost/Unit	Cost With Contingency	Total Cost
Public Street & Sidewalk Improvements	Lump Sum	$ 229,550.00	$ 286,937.50	$ 298,415.00
Hilde Center Entrance Improvements	Lump Sum	$ 814,000.00	$ 1,017,500.00	$ 1,100,528.00
Spectator/Vendor Improvements	Lump Sum	$ 827,335.00	$ 1,034,168.75	$ 1,075,535.50
Spectator/Pond Improvements	Lump Sum	$ 367,500.00	$ 459,375.00	$ 496,860.00
Park Restroom Building	Lump Sum	$ 216,500.00	$ 270,625.00	$ 304,416.32
Playground	Lump Sum	$ 75,000.00	$ 93,750.00	$ 105,456.00
Bigwoods Restoration	Lump Sum	$ 25,000.00	$ 31,250.00	$ 32,500.00
Electronic Reader Board	Lump Sum	$ 75,000.00	$ 93,750.00	$ 105,456.00
TOTAL ESTIMATED COST				$ 3,519,166.82

Item	2009 Units	2009 Cost/Unit	2009 Private	2009 Public	2009 Total Cost	2010 Units	2010 Cost/Unit	2010 Private	2010 Public	2010 Total Cost
Public Street & Sidewalk Improvements	1	$ 298,415.00		$ 298,415.00	$ 298,415.00		$ 310,351.60		$ -	$ -
Hilde Center Entrance Improvements		$ 1,058,200.00		$ -	$ -	1	$ 1,100,528.00		$ 1,100,528.00	$ 1,100,528.00
Spectator/Vendor Improvements	1	$ 1,075,535.50		$ 1,075,535.50	$ 1,075,535.50		$ 1,118,556.92		$ -	$ -
Spectator/Pond Improvements		$ 477,750.00		$ -	$ -	1	$ 496,860.00		$ 496,860.00	$ 496,860.00
Park Restroom Building		$ 281,450.00		$ -	$ -		$ 292,708.00		$ -	$ -
Playground		$ 97,500.00		$ -	$ -		$ 101,400.00		$ -	$ -
Bigwoods Restoration	1	$ 32,500.00		$ 32,500.00	$ 32,500.00		$ 33,800.00		$ -	$ -
Electronic Reader Board		$ 97,500.00		$ -	$ -		$ 101,400.00		$ -	$ -
TOTAL ESTIMATED COST			$ -	$ 1,406,450.50	$ 1,406,450.50			$ -	$ 1,597,388.00	$ 1,597,388.00

Item	2011 Units	2011 Cost/Unit	2011 Private	2011 Public	2011 Total Cost	2012 Private	2012 Public
Public Street & Sidewalk Improvements		$ 322,765.66		$ -	$ -		
Hilde Center Entrance Improvements		$ 1,144,549.12		$ -	$ -		
Spectator/Vendor Improvements		$ 1,163,299.20		$ -	$ -		
Spectator/Pond Improvements		$ 516,734.40		$ -	$ -		
Park Restroom Building	1	$ 304,416.32		$ 304,416.32	$ 304,416.32		
Playground	1	$ 105,456.00		$ 105,456.00	$ 105,456.00		
Bigwoods Restoration		$ 35,152.00		$ -	$ -		
Electronic Reader Board	1	$ 105,456.00		$ 105,456.00	$ 105,456.00		
TOTAL ESTIMATED COST			$ -	$ 515,328.32	$ 515,328.32	$ -	$ -

2013

Miscellaneous Improvements

Wetland/Entryway at Hwy 55 and Ply. Blvd.

Item	Unit	2008 Cost/Unit	Cost With Contingency	Total Cost
Wetland Enhancement	Lump Sum	$ 250,000.00	$ 312,500.00	$ 395,412.19
Landscaping	Each	$ 350.00	$ 437.50	$ 16,607.31
Entrance/Welcome Monument	Each	$ 150,000.00	$ 187,500.00	$ 237,247.32
Fountain	Each	$ 50,000.00	$ 62,500.00	$ 79,082.44
TOTAL ESTIMATED COST				$ 728,349.26

2009 | 2010 | 2011 | 2012 | 2013

City Center Capital Improvements

12-Aug-08

STREET IMPROVEMENTS

36th Avenue	Unit	2008 Cost/Unit	Cost With Contingency	Total Cost
Roadway Improvements	Ln. Ft.	$ 350.00	$ 437.50	$ 477,750.00
Crosswalks	Lump Sum	$ 10,000.00	$ 12,500.00	$ 52,000.00
Concrete Walkway Spine	Running Ft.	$ 110.00	$ 137.50	$ 150,150.00
Sidewalks	Running Ft.	$ 62.00	$ 77.50	$ 84,630.00
Entrance/Welcome Monuments	Lump Sum	$ 50,000.00	$ 62,500.00	$ 65,000.00
Street Lights + Brackets	Each	$ 7,200.00	$ 9,000.00	$ 121,680.00
Street Signs	Each	$ 300.00	$ 375.00	$ 3,900.00
Tree Uplighting	Each	$ 250.00	$ 312.50	$ 6,500.00
Median Landscaping, Irrigation and other amenities	Lump Sum	$ 200,000.00	$ 250,000.00	$ 260,000.00
Boulevard Landscaping	Each	$ 350.00	$ 437.50	$ 23,660.00
Planters	Each	$ 1,000.00	$ 1,250.00	$ 23,400.00
TOTAL ESTIMATED COST				$ 1,268,670.00

2014 | 2015 | 2016 | 2017 | 2018

37th Avenue (West of Plymouth Blvd.)	Unit	2008 Cost/Unit	Cost With Contingency	Total Cost
Roadway Improvements	Ln. Ft.	$ 350.00	$ 437.50	$ 679,987.22
Crosswalks	Lump Sum	$ 10,000.00	$ 12,500.00	$ 55,509.16
Sidewalks	Running Ft.	$ 62.00	$ 77.50	$ 240,909.76
Street Lights + Brackets	Each	$ 7,200.00	$ 9,000.00	$ 173,188.58
Street Signs	Each	$ 300.00	$ 375.00	$ 5,550.92
Boulevard Landscaping	EAch	$ 350.00	$ 437.50	$ 33,675.56
Planters	Each	$ 1,000.00	$ 1,250.00	$ 33,305.50
TOTAL ESTIMATED COST				$ 1,222,126.69

2014 | 2015 | 2016 | 2017

2018	Units	Cost/Unit	Private	Public	Total Cost
Roadway Improvements	1050	$ 647.61			$ 679,987.22
Crosswalks	3	$ 18,503.05			$ 55,509.16
Sidewalks	2100	$ 114.72			$ 240,909.76
Street Lights + Brackets	13	$ 13,322.20			$ 173,188.58
Street Signs	10	$ 555.09			$ 5,550.92
Boulevard Landscaping	52	$ 647.61			$ 33,675.56
Planters	18	$ 1,850.31			$ 33,305.50
TOTAL ESTIMATED COST			$ -	$ -	$ 1,222,126.69

35th Avenue	Unit	2008 Cost/Unit	Cost With Contingency	Total Cost
Roadway Improvements	Ln. Ft.	$ 350.00	$ 437.50	$ 244,851.40
Crosswalks	Lump Sum	$ 10,000.00	$ 12,500.00	$ 30,416.32
Sidewalks	Running Ft.	$ 62.00	$ 77.50	$ 43,373.68
Pedestrian Spine	Running Ft.	$ 110.00	$ 137.50	$ 76,953.30
Street Lights + Brackets	Each	$ 7,200.00	$ 9,000.00	$ 43,799.50
Street Signs	Each	$ 300.00	$ 375.00	$ 2,281.22
Boulevard Landscaping	Each	$ 350.00	$ 437.50	$ 12,242.57
Plaza	Sq. Ft.	$ 15.00	$ 18.75	$ 9,124.90
Benches	Each	$ 1,053.00	$ 1,316.25	$ 1,601.42
Trash Receptacles	Each	$ 1,167.00	$ 1,458.75	$ 1,774.79
Planters	Each	$ 1,000.00	$ 1,250.00	$ 13,687.35
TOTAL ESTIMATED COST				$ 480,106.44

2014 | 2015 | 2016 | 2017 | 2018

34th Avenue (West of Plymouth Blvd.)	Unit	2008 Cost/Unit	Cost With Contingency	Total Cost
Roadway Improvements	Ln. Ft.	$ 350.00	$ 437.50	$ 452,442.80
Crosswalks	Lump Sum	$ 10,000.00	$ 12,500.00	$ 30,416.32
Sidewalks	Running Ft.	$ 62.00	$ 77.50	$ 160,294.02
Street Lights + Brackets	Each	$ 7,200.00	$ 9,000.00	$ 109,498.76
Street Signs	Each	$ 300.00	$ 375.00	$ 3,649.96
Boulevard Landscaping	Each	$ 350.00	$ 437.50	$ 21,291.43
Planters	Each	$ 1,000.00	$ 1,250.00	$ 25,853.87
TOTAL ESTIMATED COST				$ 803,447.16

2014 | 2015 | 2016 | 2017 | 2018

Plymouth Boulevard	Unit	2008 Cost/Unit	Cost With Contingency	Total Cost
Roadway Improvements	Ln. Ft.	$ 350.00	$ 437.50	$ 3,108,513.00
Crosswalks	Lump Sum	$ 10,000.00	$ 12,500.00	$ 277,545.80
Sidewalks	Running Ft.	$ 62.00	$ 77.50	$ 1,101,301.75
Street Lights + Brackets	Each	$ 7,200.00	$ 9,000.00	$ 825,976.31
Street Signs	Each	$ 300.00	$ 375.00	$ 16,652.75
Traffic Circle???????	Lump Sum	$ 150,000.00	$ 187,500.00	$ 277,545.80
Median Landscaping, Irrigation and other amenities	Lump Sum	$ 200,000.00	$ 250,000.00	$ 370,061.07
Boulevard Landscaping	Each	$ 350.00	$ 437.50	$ 129,521.37
Tree Uplighting	Each	$ 250.00	$ 312.50	$ 18,503.05
Entrance/Welcome Monument (at Rockford)	Lump Sum	$ 100,000.00	$ 125,000.00	$ 185,030.54
Planters	Each	$ 1,000.00	$ 1,250.00	$ 74,012.21
TOTAL ESTIMATED COST				$ 6,384,663.66

2014 | 2015 | 2016 | 2017

2018	Units	Cost/Unit	Private	Public	Total Cost
Roadway Improvements	4800	$ 647.61	$ 1,243,405.20	$ 1,865,107.80	$ 3,108,513.00
Crosswalks	15	$ 18,503.05	$ 111,018.32	$ 166,527.48	$ 277,545.80
Sidewalks	9600	$ 114.72	$ 440,520.70	$ 660,781.05	$ 1,101,301.75
Street Lights + Brackets	62	$ 13,322.20	$ 330,390.52	$ 495,585.79	$ 825,976.31
Street Signs	30	$ 555.09	$ 6,661.10	$ 9,991.65	$ 16,652.75
Traffic Circle???????	1	$ 277,545.80	$ 111,018.32	$ 166,527.48	$ 277,545.80
Median Landscaping, Irrigation and other amenities	1	$ 370,061.07	$ 148,024.43	$ 222,036.64	$ 370,061.07
Boulevard Landscaping	200	$ 647.61	$ 51,808.55	$ 77,712.82	$ 129,521.37
Tree Uplighting	40	$ 462.58		$ 18,503.05	$ 18,503.05
Entrance/Welcome Monument (at Rockford)	1	$ 185,030.54		$ 185,030.54	$ 185,030.54
Planters	40	$ 1,850.31		$ 74,012.21	$ 74,012.21
TOTAL ESTIMATED COST			$ 2,442,847.14	$ 3,941,816.52	$ 6,384,663.66

34th Avenue (East of Plymouth Blvd.)	Unit	2008 Cost/Unit	Cost With Contingency	Total Cost
Roadway Improvements	Ln. Ft.	$ 350.00	$ 437.50	$ 978,724.26
Crosswalks	Lump Sum	$ 10,000.00	$ 12,500.00	$ 32,898.29
Sidewalks	Running Ft.	$ 62.00	$ 77.50	$ 173,374.01
Street Lights + Brackets - to Fernbrook	Each	$ 7,200.00	$ 9,000.00	$ 177,650.79
Street Signs	Each	$ 300.00	$ 375.00	$ 9,869.49
Boulevard Landscaping	Each	$ 350.00	$ 437.50	$ 48,936.21
Planters	Each	$ 1,000.00	$ 1,250.00	$ 16,449.15
TOTAL ESTIMATED COST				$ 1,437,902.21

2014

2015	Units	Cost/Unit	Private	Public	Total Cost
Roadway Improvements	1700	$ 575.72	$ 391,489.70	$ 587,234.56	$ 978,724.26
Crosswalks	2	$ 16,449.15	$ 13,159.32	$ 19,738.98	$ 32,898.29
Sidewalks	1700	$ 101.98	$ 69,349.60	$ 104,024.41	$ 173,374.01
Street Lights + Brackets - to Fernbrook	15	$ 11,843.39	$ 71,060.32	$ 106,590.47	$ 177,650.79
Street Signs	20	$ 493.47	$ 3,947.80	$ 5,921.69	$ 9,869.49
Boulevard Landscaping	85	$ 575.72	$ 19,574.49	$ 29,361.73	$ 48,936.21
Planters	10	$ 1,644.91		$ 16,449.15	$ 16,449.15
TOTAL ESTIMATED COST			$ 568,581.22	$ 869,320.98	$ 1,437,902.21

2016 | 2017 | 2018 (Total: $ -)

37th Avenue (East of Plymouth Blvd.)	Unit	2008 Cost/Unit	Cost With Contingency	Total Cost
Roadway Improvements	Ln. Ft.	$ 350.00	$ 437.50	$ 518,085.50
Crosswalks	Lump Sum	$ 10,000.00	$ 12,500.00	$ 18,503.05
Sidewalks	Running Ft.	$ 62.00	$ 77.50	$ 91,775.15
Street Lights + Brackets	Each	$ 7,200.00	$ 9,000.00	$ 199,832.98
Street Signs	Each	$ 200.00	$ 250.00	$ 2,220.37
Boulevard Landscaping	Each	$ 250.00	$ 312.50	$ 18,503.05
Planters	Each	$ 1,000.00	$ 1,250.00	$ 7,401.22
TOTAL ESTIMATED COST				$ 856,321.32

2014 | 2015 | 2016 | 2017

2018	Units	Cost/Unit	Private	Public	Total Cost
Roadway Improvements	800	$ 647.61	$ 207,234.20	$ 310,851.30	$ 518,085.50
Crosswalks	1	$ 18,503.05	$ 7,401.22	$ 11,101.83	$ 18,503.05
Sidewalks	800	$ 114.72	$ 36,710.06	$ 55,065.09	$ 91,775.15
Street Lights + Brackets	15	$ 13,322.20	$ 79,933.19	$ 119,899.79	$ 199,832.98
Street Signs	6	$ 370.06	$ 888.15	$ 1,332.22	$ 2,220.37
Boulevard Landscaping	40	$ 462.58	$ 7,401.22	$ 11,101.83	$ 18,503.05
Planters	4	$ 1,850.31		$ 7,401.22	$ 7,401.22
TOTAL ESTIMATED COST			$ 339,568.04	$ 516,753.28	$ 856,321.32

	Unit	2008 Cost/Unit	Cost With Contingency	Total Cost	2014 Units	2014 Cost/Unit	2014 Private	2014 Public	2014 Total Cost
Monument Hwy 55 and Vicksburg (East side)	Lump	$ 100,000.00	$ 125,000.00	$ 158,164.88	1	$ 158,164.88		$ 158,164.88	$ 158,164.88
Trail East of Post Office	Running Ft.	$ 36.00	$ 45.00	$ 39,857.55	700	$ 56.94		$ 39,857.55	$ 39,857.55
Banners	Each	$ 100.00	$ 125.00	$ 15,816.49	100	$ 158.16		$ 15,816.49	$ 15,816.49

2015 | 2016 | 2017 | 2018

PEDESTRIAN SPINE

North of 36th Avenue

King Videocable Company of Minnesota	Unit	2008 Cost/Unit	Cost With Contingency	Total Cost
Concrete Walkway Spine	Running Ft.	$ 110.00	$ 137.50	$ 54,340.00
Sidewalk	Running Ft.	$ 62.00	$ 77.50	$ 64,480.00
Entrance/Welcome Monument (at Rockford)	Lump Sum	$ 100,000.00	$ 125,000.00	$ 130,000.00
Plaza	Sq. Ft.	$ 15.00	$ 18.75	$ 7,800.00
Lights (including electricity)	Each	$ 4,000.00	$ 5,000.00	$ 52,000.00
Benches	Each	$ 1,053.00	$ 1,316.25	$ 2,737.80
Trash Receptacles	Each	$ 1,167.00	$ 1,458.75	$ 3,034.20
Planters	Each	$ 1,000.00	$ 1,250.00	$ 10,400.00
Signs	Each	$ 300.00	$ 375.00	$ 1,950.00
Landscaping	Each	$ 350.00	$ 437.50	$ 17,290.00
TOTAL ESTIMATED COST				$ 344,032.00

2014	2015	2016	2017	2018

Empire Four LLC Propety (Day Care)	Unit	2008 Cost/Unit	Cost With Contingency	Total Cost	2014 Units	2014 Cost/Unit	2014 Private	2014 Public	2014 Total Cost
Concrete Walkway Spine	Running Ft.	$ 110.00	$ 137.50	$ 60,893.48	350	$ 173.98	$ -	$ 60,893.48	$ 60,893.48
Plaza	Sq. Ft.	$ 15.00	$ 18.75	$ 9,489.89	400	$ 23.72	$ -	$ 9,489.89	$ 9,489.89
Benches	Each	$ 1,053.00	$ 1,316.25	$ 1,665.48	1	$ 1,665.48	$ -	$ 1,665.48	$ 1,665.48
Trash Receptacles	Each	$ 1,167.00	$ 1,458.75	$ 1,845.78	1	$ 1,845.78	$ -	$ 1,845.78	$ 1,845.78
Planters	Each	$ 1,000.00	$ 1,250.00	$ 11,071.54	7	$ 1,581.65	$ -	$ 11,071.54	$ 11,071.54
Lights (including electricity)	Each	$ 4,000.00	$ 5,000.00	$ 56,939.36	9	$ 6,326.60	$ -	$ 56,939.36	$ 56,939.36
Signs	Each	$ 300.00	$ 375.00	$ 1,897.98	4	$ 474.49	$ -	$ 1,897.98	$ 1,897.98
Landscaping	Each	$ 350.00	$ 437.50	$ 19,375.20	35	$ 553.58	$ -	$ 19,375.20	$ 19,375.20
TOTAL ESTIMATED COST				$ 163,178.70			$ -	$ 163,178.70	$ 163,178.70

2015	2016	2017	2018

State Farm Property	Unit	2008 Cost/Unit	Cost With Contingency	Total Cost
Concrete Walkway Spine	Running Ft.	$ 110.00	$ 137.50	$ 85,317.78
Plaza	Sq. Ft.	$ 15.00	$ 18.75	$ 20,531.02
Benches	Each	$ 1,053.00	$ 1,316.25	$ 3,202.84
Trash Receptacles	Each	$ 1,167.00	$ 1,458.75	$ 3,549.58
Planters	Each	$ 1,000.00	$ 1,250.00	$ 15,208.16
Fountain in Pond	Lump Sum	$ 50,000.00	$ 62,500.00	$ 76,040.81
Lights (including electricity)	Each	$ 4,000.00	$ 5,000.00	$ 79,082.44
Stormwater Pond	Lump Sum	$ 100,000.00	$ 125,000.00	$ 152,081.61
Signs	Each	$ 350.00	$ 437.50	$ 2,661.43
Landscaping	Each	$ 350.00	$ 437.50	$ 27,146.57
TOTAL ESTIMATED COST				$ 464,822.24

2014	2015	2016	2017	2018

Day Property	Unit	2008 Cost/Unit	Cost With Contingency	Total Cost
Concrete Walkway Spine	Running Ft.	$ 110.00	$ 137.50	$ 92,801.28
Sidewalks	Running Ft.	$ 62.00	$ 77.50	$ 58,408.56
Plaza	Sq. Ft.	$ 15.00	$ 18.75	$ 18,982.08
Benches	Each	$ 1,053.00	$ 1,316.25	$ 2,961.20
Trash Receptacles	Each	$ 1,167.00	$ 1,458.75	$ 3,281.79
Planters	Each	$ 1,000.00	$ 1,250.00	$ 25,309.44
Lights (including electricity)	Each	$ 4,000.00	$ 5,000.00	$ 84,364.80
Signs	Each	$ 300.00	$ 375.00	$ 2,530.94
Landscaping	Each	$ 350.00	$ 437.50	$ 29,527.68
TOTAL ESTIMATED COST				$ 318,167.78

2014	2015	2016	2017	2018

Library Property	Unit	2008 Cost/Unit	Cost With Contingency	Total Cost
Concrete Walkway Spine	Running Ft.	$ 110.00	$ 137.50	$ -
Plaza	Sq. Ft.	$ 15.00	$ 18.75	$ -
Benches	Each	$ 1,053.00	$ 1,316.25	$ -
Trash Receptacles	Each	$ 1,167.00	$ 1,458.75	$ -
Planters	Each	$ 1,000.00	$ 1,250.00	$ -
Fountain in Pond	Lump Sum	$ 50,000.00	$ 62,500.00	$ -
Lights (including electricity)	Each	$ 4,000.00	$ 5,000.00	$ -
Signs	Each	$ 300.00	$ 375.00	$ -
Landscaping	Each	$ 350.00	$ 437.50	$ -
TOTAL ESTIMATED COST				$ -

2014	2015	2016	2017	2018

South of 36th Avenue

Cub Site	Unit	2008 Cost/Unit	Cost With Contingency	Total Cost
Concrete Walkway Spine	Running Ft.	110	$ 137.50	$ 72,365.63
Benches	Each	1053	$ 1,316.25	$ 3,202.84
Trash Receptacles	Each	1167	$ 1,458.75	$ 3,549.58
Planters	Each	1000	$ 1,250.00	$ 11,700.00
Lights (including electricity)	Each	4000	$ 5,000.00	$ -
Signs	Each	300	$ 375.00	$ 2,604.98
Landscaping	Each	350	$ 437.50	$ 4,936.43
TOTAL ESTIMATED COST				$ 98,359.46

2014	2015	2016	2017	2018

Downtown Properties 200 LLC	Unit	2008 Cost/Unit	Cost With Contingency	Total Cost	2014 Units	2014 Cost/Unit	2014 Private	2014 Public	2014 Total Cost
Concrete Walkway Spine	Running Ft.	110	$ 137.50	$ 73,072.17	420	$ 173.98	$ 73,072.17		$ 73,072.17
Planters	Each	1000	$ 1,250.00	$ 12,653.19	8	$ 1,581.65		$ 12,653.19	$ 12,653.19
Lights (including electricity)	Each	4000	$ 5,000.00	$ 63,265.95	10	$ 6,326.60		$ 63,265.95	$ 63,265.95
Landscaping	Each	350	$ 437.50	$ 5,535.77	10	$ 553.58	$ 5,535.77		$ 5,535.77
Signs	Each	300	$ 375.00	$ 1,897.98	4	$ 474.49	$ 1,897.98		$ 1,897.98
TOTAL ESTIMATED COST				$ 156,425.06			$ 80,505.92	$ 75,919.14	$ 156,425.06

2015	2016	2017	2018

Hilde Performance Center

	Unit	2008 Cost/Unit	Cost With Contingency	Total Cost
Public Street & Sidewalk Improvements	Lump Sum	$ 229,550.00	$ 286,937.50	$ 298,415.00
Hilde Center Entrance Improvements	Lump Sum	$ 814,000.00	$ 1,017,500.00	$ 1,100,528.00
Spectator/Vendor Improvements	Lump Sum	$ 827,335.00	$ 1,034,168.75	$ 1,075,535.50
Spectator/Pond Improvements	Lump Sum	$ 367,500.00	$ 459,375.00	$ 496,860.00
Park Restroom Building	Lump Sum	$ 216,500.00	$ 270,625.00	$ 304,416.32
Playground	Lump Sum	$ 75,000.00	$ 93,750.00	$ 105,456.00
Bigwoods Restoration	Lump Sum	$ 25,000.00	$ 31,250.00	$ 32,500.00
Electronic Reader Board	Lump Sum	$ 75,000.00	$ 93,750.00	$ 105,456.00
TOTAL ESTIMATED COST				$ 3,519,166.82

2014	2015	2016	2017	2018

Miscellaneous Improvements

Wetland/Entryway at Hwy 55 and Ply. Blvd.	Unit	2008 Cost/Unit	Cost With Contingency	Total Cost	2014 Units	2014 Cost/Unit	2014 Private	2014 Public	2014 Total Cost
Wetland Enhancement	Lump Sum	$ 250,000.00	$ 312,500.00	$ 395,412.19	1	$ 395,412.19		$ 395,412.19	$ 395,412.19
Landscaping	Each	$ 350.00	$ 437.50	$ 16,607.31	30	$ 553.58		$ 16,607.31	$ 16,607.31
Entrance/Welcome Monument	Each	$ 150,000.00	$ 187,500.00	$ 237,247.32	1	$ 237,247.32		$ 237,247.32	$ 237,247.32
Fountain	Each	$ 50,000.00	$ 62,500.00	$ 79,082.44	1	$ 79,082.44		$ 79,082.44	$ 79,082.44
TOTAL ESTIMATED COST				$ 728,349.26			$ -	$ 728,349.26	$ 728,349.26

2015	2016	2017	2018

Chapter XIV

Appendix

Agenda Number

CITY OF PLYMOUTH COMMUNITY DEVELOPMENT DEPARTMENT

CITY COUNCIL AGENDA REPORT

TO: Laurie Ahrens, City Manager

FROM: Steve Juetten, Community Development Director

SUBJECT: **City Center**

DATE: September 5, 2007 for the City Council Meeting of September 11, 2007

1. ACTIONS REQUESTED:

a. Review staff report and provide direction to staff regarding City Center Design Guidelines, Streetscape Elements and the Zoning Ordinance.

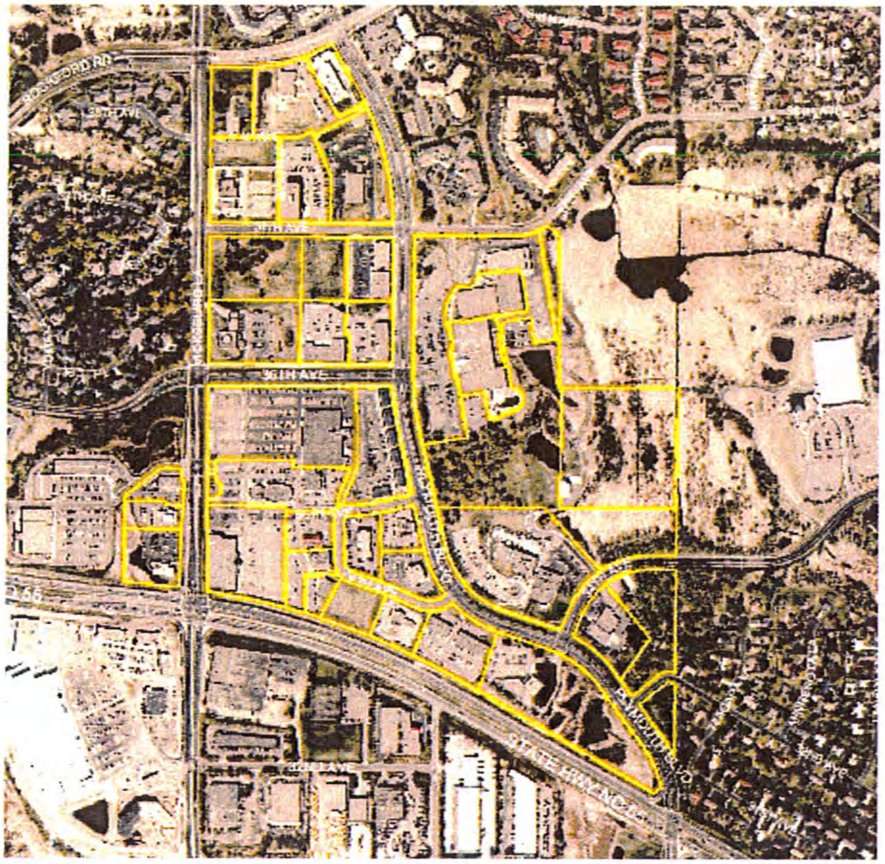
b. Direct staff to forward the draft Comprehensive Plan updates and the Zoning Ordinance amendment to the Planning Commission meeting for review and public hearing (where required).

c. Direct staff to prepare a Streetscape Improvement Plan for inclusion in the 2009-2013 CIP.

2. BACKGROUND:

Over the past several months, the City Council, Planning Commission and staff have been discussing City Center to determine what opportunities exist that would improve its appeal to pedestrians, increase its vitality to retail businesses and increase its draw to Plymouth residents. This review has included several general discussions on what the desires of the City Council and Planning Commission are for City Center, the review of a conceptual north/south roadway between 36^{th} and 37^{th} Avenues, the adoption of an interim ordinance (moratorium), and the completion of a market analysis on City Center.

Most recently, the City Council asked staff to examine the current plans, guidelines and ordinances to determine if they are still appropriate or if they need to be changed or amended in order to accomplish the desired vision.



3. ANALYSIS:

Since the July 24, 2007 City Council meeting, staff has examined the guiding documents currently in place. These documents are 1) the Concept Plan and Design Guidelines, 2) the Comprehensive Plan Streetscape Element, 3) SRF's City Center streetscape preliminary cost estimate, 4) the current Comprehensive Plan, and 5) the Zoning Ordinance (copies of all documents are attached for City Council reference). Together, all five of these documents provide direction for the development of City Center.

To assist the City Council and Planning Commission in analyzing these guiding documents, staff has prepared a brief overview of each. Further, to provide more specifics, staff has prepared a review of many existing sites and improvements in City Center (how do they meet the guiding documents). Staff also prepared a review of the current Zoning Ordinance with proposed amendments. The Planning Commission must conduct a public hearing on the proposed amendments prior to official review by the City Council. Staff concludes with a number of recommendations.

GUIDING DOCUMENTS

Concept Plan and Design Guidelines – The City Council adopted the Concept Plan and Design Guidelines as the guiding principles for the improvement of City Center on January 23, 1996. This document goes into extensive detail on how to create a pedestrian environment. The document states that pedestrian should be accommodated through a network of sidewalks and trails, a north/south pedestrian spine, building orientation, building entrances leading to the sidewalks, landscaping, and plazas. It also discusses how to create an identity for City Center by constructing "markers" throughout and to utilize the woodlands on the east and west edges to frame the area and suggests that a community gathering space (community center) be built which will act as a focal point for City Center to draw people for events year round.

The guidelines continue by outlining landscaping requirements that reinforce the pedestrian environment, emphasize the north/south pedestrian spine, and provide consistency throughout City Center. It discusses the need to have storm water retention areas incorporated into the site design and located where they can also be an amenity. The guidelines set standards for the streets based on the expected level of uses and to help strengthen the relationship between pedestrians and automobiles. It identifies Vicksburg Lane as the Main Street of City Center. Location of parking is outlined, specifically, where parking should be built in relationship to the streets and buildings. The guidelines identify standards for buildings - from where to locate the buildings on a specific site to architectural treatment and preferred materials of the buildings. Lastly, the need to mix uses throughout City Center and within individual buildings is discussed.

Comprehensive Plan Streetscape Element – The Streetscape Element, adopted by the City Council on November 6, 1998, complements the design guidelines by establishing the public space design criteria, and outlining a streetscape hierarchy. This document pertains to the public owned spaces and what items could be constructed by the City or constructed in partnership with private developers and business owners. It provides additional detail on lighting, landscaping, irrigation, on-street parking, sidewalks, street furnishings, and gateway signs.

SRF's City Center Streetscape Preliminary Cost Estimate – During the summer of 1998, in conjunction with the drafting of the Streetscape Element, SRF prepared an extensive listing of the public improvements that could be constructed in City Center. This listing included specific items that could be constructed provided an itemized cost breakdown (a total cost of $4,374,000 in 1998 dollars), and provided a generic construction timeline (short term, mid term and long term). Improvements such as sidewalks, crosswalks, medians, planters, lighting, landscaping, benches, fountains, tree up-lighting, banners, gateway signs, and decorative fencing are included.

Comprehensive Plan – The information contained in the 2000 Comprehensive Plan update is a compilation of the first two documents above. It provides the official documentation of what is desired and expected and how to accomplish these objectives.

Zoning Ordinance – The Zoning Ordinance implements the Comprehensive Plan and is the official control for all development and redevelopment in the City. In the case of City Center, the Zoning Ordinance established four districts of City Center that specify allowable uses. It further provides rules for building and site development and in many cases references the Comprehensive Plan.

EXISTING DEVELOPMENTS

To help the City Council visualize what the guidelines are intended to do, presented below are a number of different sites, buildings and improvements with an analysis of how each meets or does not meet the adopted guidelines. The items chosen are a combination of sites, buildings and improvements that staff find either closely meet the requirements, somewhat meet the requirements, or vary from the requirements to the extent that they alter the original concept of City Center. This is not intended to be a criticism of past approvals or a look at the circumstances that surrounded the approvals, but is merely a discussion on how certain developments meet the guidelines and how things moving forward could be implemented to result in the desired City Center. It should also be noted that economic considerations, site topography and soils have played a role in what has occurred to date in City Center.

LifeTime and City Ice Arena – In reviewing these combined facilities, staff has found a number of elements that do not follow the design. The guidelines stipulate that as you drive east on 36th Avenue, you should have unobstructed views of the open space and wetlands east of Plymouth Boulevard. The south end of the LifeTime building blocks this view. The guidelines further stipulate that the building should have maximum front property line setback of twenty feet and the building should be located in front of the parking. Lastly, many of the walls of the Ice Arena are blank and are in conflict with the prescribed guidelines.

The location of the building on the site limits the ability of the building to create a sense of density and it changes the building to street relationship. The result is a more suburban look rather then the unique look contemplated in the plan. The obstruction of the view of the open space west of 36th Avenue reduces the affect of the focal point contemplated in the plan and reduces the "bridging" of City Center and the park. The increased building setback and blank walls negatively affect the pedestrian environment that architecturally interesting buildings closer to the

street create. The location of the parking in front of the building, again suburban, lessens the emphasis that buildings were intended to provide.

Mann Theatre – Unlike the LifeTime/Ice Arena building, the Mann Theatre building is setback from Vicksburg Lane and Highway 55 as required by the guidelines. The primary issues with this building are the substantially blank walls facing Vicksburg Lane and Highway 55, access to the building not being toward the sidewalks or easily identifiable and accessible from the sidewalks and, the poor pedestrian way definition throughout the site.

The west and south facing walls of the Mann Theatre should have included better architectural character to be more appealing to the pedestrians and vehicles on Vicksburg Lane and Highway 55. Windows and an entrance would have improved the street appeal of this building. Later in the report, it is recommended that Vicksburg Lane not be considered as the main street of City Center but rather a through street that carries a large volume of traffic. If this recommendation is agreed to, the entrance to the theatre would not have to be towards Vicksburg, however, the walls to Vicksburg Lane and Highway 55 still should have been better designed. The site design should have provided for defined walkways from the main entrance of the building through the parking lot to the edges of the property, connecting to or allowing for the connection from walkways on adjacent parcels. An attempt was made to include differentiation of materials for the crosswalks. However, the materials used and the maintenance have resulted in the crosswalks becoming unnoticed to many pedestrians. Improved materials, maintenance and landscaping would create the desired places for pedestrians.

Carlson "Town Center Office Plaza" Buildings – These buildings and site come close to meeting the guidelines. They are setback an appropriate distance from Plymouth Boulevard, the parking is primarily in the rear, the fronts of the buildings (lower levels) are oriented to the street and give the appearance of being the front to the entire group of buildings. Sidewalks have been incorporated into the design, landscaping has been appropriately placed between the sidewalks and Plymouth Boulevard. Further a plaza has been located in the southeast corner of the site and benches have recently been placed. The parking for the site is behind the facility, except for the appropriate on street parking along Plymouth Boulevard. The concerns with these buildings are the limited variation in architecture from one building to the next and the canvas awnings are all the same color.

Variations to design, materials and colors would increase the visual appeal to City Center visitors.

Plymouth Hills Professional Building – The Plymouth Hills Professional Building and site located at the southwest corner of Plymouth Boulevard and 35th Avenue is also close to what the guidelines would prescribe. The building architecture is unique, but still conforms with the guidelines and isn't a "corporate" architectural style. The building occupies the corner of the site with parking in the back and on the side. The concern with this site is the lack of landscaping separating the parking lot from Plymouth Boulevard.

The planting of a hedge or the combination of plantings and a decorative fence between the parking lot and Plymouth Boulevard would define the "edge" or "wall" creating the perception of density stipulated in the guidelines.

Three Story Medical Office Building north of 37th Avenue – During the approval of this building and site, two variances were granted. One to allow the third story to be built without being stepped back and two to allow the building to be placed north/south on the property rather then east/west along 37th Avenue. Even with these two variances, there are several reasons why staff, arguably, would use this as an example of what we are looking for in City Center (staff is not completely unanimous on this). It is setback to the street in compliance with the guidelines, both from 37th Avenue and from the north/south private drive to the west of the building. The parking is located to the east of the building and is visible from 37th Avenue. However, landscaping and fencing have been placed to help create a "wall" and a more appealing pedestrian streetscape. The building materials are high quality, the building has mass (three stories) and the top of the building provides an end to the architecture. Although the front entrance does not directly front onto 37th Avenue, it is towards the front edge of the building and it is clearly visible and accessible from the 37th Avenue sidewalk.

There are three areas where the building and site could have been improved, two of which were mentioned earlier. First, a small outdoor seating area just to the northwest of the building seems to be a last minute addition and it could have been better designed. Second, though the landscaping along 37th Avenue helps to create the desired "wall" effect, the building should have been turned to have the long side oriented along 37th Avenue. Lastly, the guidelines and Zoning Ordinance stipulate that the portion of the building above 30 feet should be stepped back to prevent the "cannon" feel. To counter this, the materials used on the building are lighter in color towards the top which helps to lessen the upper mass of the structure.

Bakken Office Buildings, southwest corner of 37th and Plymouth Boulevard – In staff's opinion, this represents the best example of buildings and site layout that meets the design guidelines. The two buildings comply with the setback guidelines, the buildings are designed with the fronts to the street. The main entrances are from the street, on-street parking is available along with parking in the rear, a plaza (although more private then public) ties the two buildings together, the materials are of a more permanent nature and landscaping was placed between the building and the sidewalk. More than one story would have created a more dense feel, however, the topography of the site and the design of the buildings elevate the front entrances above the street level providing an appealing feel to pedestrians.

Hilde Center – This is not so much the architecture as the location and use. The design guidelines call for a community gathering space (community center) that is free to the public and provides a place for residents to come together for events and activities. Reviewing the community gathering space idea with staff members that have more history, originally the design of the LifeTime facility included the possible addition of a community center facility on the south side (currently where parking is located). After the design of LifeTime did not include the community center, it was decided to build Plymouth Creek Center as the community gathering space. Because of this, staff is cautiously identifying the Hilde Center as the City Center community gathering space. The following is included in the design guidelines:

A Community Gathering Spacer – A facility should be incorporated into City Center that functions to draw people to the area, and serves as a center of activity. It should be the one place in Plymouth that welcomes all residents for functions that are oriented to community rather than commerce. The community center should act as a "bridge" between important aspects of City Center and the community.

- Make people and their activity the focus of the community center; allow the activity of the community gathering space to be seen.
- Develop strong pedestrian connections between the community gathering space and other uses of City Center.
- Provide spaces for large and small gatherings, formal and informal events, and paid and free activities.
- Develop the community gathering and its site in ways that do not dominate the natural resources of the site.

- Make the community gathering structure the transition between the more "urban" development to the west and the "natural" development to the east.

Reviewing the intent (main paragraph) and strategies (bullet points), the Hilde Center could loosely be considered the community gathering space of City Center. This facility is used extensively in the summer and additional uses could be programmed for the other seasons. The site is easily accessible by pedestrians and areas exist for formal and informal gatherings. Finally the site does create a transition from the developed City Center to the natural areas of Plymouth Creek. This transition will be heightened with the future enhancements at the entrance along Plymouth Boulevard.

PENDING DEVELPOMENTS

The above discussion is an analysis of how a number of current buildings and sites meet the approved guidelines. Reading between the lines, the analysis identifies where the City Council, Planning Commission and staff need to concentrate when reviewing future development proposals. Currently there are a number of preliminary development proposals (none of which have been formally submitted for review) that will be the first sites and buildings to be reviewed and approved after the interim ordinance is repealed (the moratorium is lifted). Below is a rough analysis of the various sites, assuming the attached updated design guidelines are approved.

Hennepin County Library – The schematic design of the new library has been reviewed by the County Board and is tentatively scheduled for submittal to the City in September.

Areas that need to be reviewed in detail will be:

- The orientation and setback of the building to Vicksburg Lane (see discussion on Vicksburg Lane below) and 36th Avenue.

- Are pedestrian accesses provided from the sidewalks along these roadways and/or does the entrance to the building orient itself to the streets and sidewalks rather than the parking lot?
- Has a landscaping separation with some hardscape been included between 36^{th} Avenue and the parking lot?
- Does the building design have a sense of permanence? Are the materials proposed for the building in conformance with the guidelines?
- Is the pedestrian spine incorporated into the site and the storm water retention facility?
- How are the pedestrian movements through the site planned?

Inland Commercial Property Management, Inc. (Cub Site) – Staff has had a couple schematic design meetings with representatives of Inland who are proposing to construct a small commercial center in the west end of the Cub parking lot, along Vicksburg Lane. Inland representatives expect to make the formal plan submittal as soon as possible after the moratorium is lifted. Based on a very high level review, it appears that many of the same design items as listed above for the Hennepin County Library pertain to this potential development as well: building design (setbacks, permanence and materials), relationship between the building and the street, landscaping, and pedestrian movements within and through the site.

Former State Farm site – Although no one currently has the property under contract, staff has discussed the redevelopment with a few prospective redevelopers. When this property does redevelop staff will be looking for a continuation of the building-to-street relationship that has been started with the Bakken buildings and the Carlson buildings. Front setbacks and building orientation will be important as will building materials. Specific attention to the location of the parking facilities and the possible addition to on street parking will be emphasized. Also, the extension of the pedestrian spine with landscaping, a plaza and incorporation of the storm water quality ponds as an amenity will be important. The redevelopment of this site will help to complete the west side of Plymouth Boulevard.

Comcast – Staff recently met with Comcast representatives to discuss the possibilities with this site. The location of this property, at the southeast corner of Vicksburg Lane and Rockford Road, is key to marking the entrance to City Center. Staff has asked Comcast to consider granting the City an easement for the future construction of a primary gateway sign. Staff also discussed the need to complete the sidewalk around City Center, including the construction of sidewalk in front of the Comcast site along Rockford Road and Vicksburg Lane. Lastly, staff discussed the possible future redevelopment or expansion of the site. Initially, Comcast stated that redevelopment of the site is not feasible given the costly underground cable infrastructure. Staff has suggested that in the future, when the infrastructure needs to be repaired or replaced, that they consider relocating it in locations that would allow for the expansion of the building on the site.

EXISTING AND PROPOSED IMPROVEMENTS

Pedestrian Spine – Much has been discussed about a north/south connection in City Center. Over the past few months, it has been contemplated that this connection should be a roadway rather than a trail with amenities. However, because of the cost and the expected timeline of when a benefit would accrue from this expense, the City Council decided not to pursue a roadway connection and to reenergize the pedestrian spine concept. To date, an eight foot wide bituminous trail has been constructed on the west side of the Quest Development site from 36th Avenue to the north end of the Quest property (approximately half way between 36th Avenue and 37th Avenue).

The enhancement of the trail and the continuation of the trail will occur with the development of the library property and the development of the Day property north of the library and Quest property. The development of the Day property will bring the trail north from where it currently dead ends to 37th Avenue. The expectation is then to bring it north of 37th Avenue with the redevelopment of the State Farm site. An agreement with the KinderCare site will bring it to Rockford Road.

The continued development of the pedestrian spine north of 36th Avenue should include plazas (seating areas) and should incorporate the existing and proposed storm water ponds. The pond proposed with the library site is expected to be designed as an amenity to the trail as will the future pond on the State Farm Site. Attempts should be made to bring the trail and existing pond on the north end of the Quest site together. This could be done either through a jog in the trail, the addition of a small plaza with the Day site or a slight enlargement of the pond with the development of the Day property. The spine should also include lighting and landscaping.

Going south from 36th Avenue, all the development is private and was built before the City Center plan was prepared. Because of this, redevelopment will be required to provide the pedestrian spine from 36th south to 34th Avenue. Currently, Cub has a wide sidewalk in front of the building and the addition of some landscaping, simple items like planters, will help to create a more pedestrian friendly and welcoming spine.

Gateway Sign – The guidelines discuss primary and secondary gateway signs to be placed in various spots in City Center. The City Center plan calls for primary gateway signs to be located at the corner of Highway 55 and Vicksburg Lane (both sides), at the northwest corner of Highway 55 and Plymouth Boulevard, the southeast corner of Vicksburg Lane and Rockford Road and the southwest corner of the intersection of

Rockford Road and Plymouth Boulevard. Along with these primary gateway signs, the plan calls for secondary signs to be located at Vicksburg Lane and 36th Avenue, Plymouth Boulevard and 36th Avenue, and Plymouth Boulevard and Rockford Road.

The first primary gateway sign has been constructed at the northwest corner of Highway 55 and Vicksburg Lane. City staff has recently planted landscaping in front of the sign. Staff is currently discussing the addition of larger trees in the back of the sign and is reviewing options to make the City Center letters more visible. The construction of the other primary gateway signs have not been placed in the CIP as of yet. Conceptually, the design will be similar to the current sign. The City already owns the Highway 55 and Plymouth Boulevard location and has an easement on the theatre property. Staff is in the early stages of talking with Comcast on securing an easement for a sign at the Vicksburg Lane and Rockford Road location.

The secondary signs have not been designed. At this point, the location of the signs has also not been determined. Although no design has been created, these signs would help to indicate to people that they are entering City Center. Because the design has not been developed for these secondary signs, they can be either hardscape or natural. They don't need to be word signs; they could simply be "markers". An example of a non-sign marker would be the flower bed at the southeast corner of Plymouth Boulevard and 37th Avenue, in front of the Plymouth Ice Center.

Street Signs – Not specifically identified in either the design guidelines or the streetscape element, a unique street sign program could be implemented in City Center. A unique street (name) sign could be developed by staff and constructed by public works. This would help to identify City Center as a unique and special area of the city.

Landscaping – The design guidelines identify landscaping as one of the most recognizable patterns of City Center and stipulate that a consistent landscape character should be developed. Landscaping includes the existing trees, new overstory trees, foundation plantings, street plants (hedges) and the hardscape that accents the landscaping (bollards, decorative fencing, etc.).

Although much of the landscaping in City Center has been placed with an overall plan in mind, more care needs to be taken when designing the areas between parking lots and the sidewalks. Plantings and hardscape (i.e., wrought iron fencing and brick columns) between the parking areas and sidewalks to create a "wall" along the streets is needed. A good example of this is found along 37th Avenue on the medical building site. As redevelopment and new development continues, it will be important to follow the plan to plant maple trees along 37th and 35th Avenue and oak trees along 36th Avenue. And these species need to then be incorporated into the adjacent sites. Other than as a decorative element between parking lots and sidewalks, fencing should be discouraged. Further, the use of berms should also not be allowed in City Center.

Storm Water Quality Ponds – The design guidelines call for storm water ponds to be a feature or amenity rather then simply a water quality pond. There currently are two regional ponds in City Center. One is located in the southeastern corner at the intersection of Highway 55 and Plymouth Boulevard and the other one is located east of the LifeTime/Ice Arena facility. There are also four individual pond facilities in the northern portion of City Center. Two of these ponds will be improved as part of redevelopment projects and will be redeveloped as amenities for the site and the pedestrian spine.

The pond on the library site will be constructed as a water quality pond, but also as an amenity to the pedestrian spine. A small plaza area is also being discussed that will use the pond and the spine as amenities. The pond on the former State Farm site will also be improved with the redevelopment of the site. Like the library pond, it will be required to be constructed as an amenity as well as a water quality facility. With the future development of the Day property, north of the Library and the Quest properties, every attempt should be made to incorporate the pond on the Quest property more as an amenity to the sites and the pedestrian spine. This could be done by constructing the pedestrian spine closer to the pond or by placing a small plaza between the spine and the pond. The fourth existing pond, located between KinderCare and Comcast, could be made more of an amenity when the sidewalk in front of Comcast is constructed by creating a small sitting area over looking the pond.

Crosswalks (Public and Private) – Pedestrian movement is the keystone guideline in both the design guidelines and the streetscape element. Sidewalks and the pedestrian spine are discussed and defined throughout the City Center documents. Most of the sidewalk along streets has been completed and the remaining portions are being discussed and will be completed with development or in the future by the City and assessed. One area that needs more attention and will require a public/private partnership is the inclusion of defined crosswalks. These crosswalks are needed on private property and across public roadways to define the preferred and safest locations for pedestrians.

Attempts have been made in the area south of 36th Avenue to incorporate defined crossings of streets. The use of pavement printing and coloring has been attempted, but the materials used have not held up well. A consistent crosswalk design needs to be adopted and required for all crosswalks in City Center. Inland Commercial, the proposer of the commercial building on the west side of the Cub site, is planning on installing crosswalks. Working with Inland a crosswalk design will be developed that can be used everywhere in City Center. As others sites are developed or redeveloped, this crosswalk design can be incorporated into the site work.

With the reconstruction of 36th Avenue in 2008, the public right-of-way crosswalk design will be developed. Two different crosswalk designs will most likely be created and constructed. One for the sidewalk crossings at Vicksburg Lane and Plymouth Boulevard and one for the pedestrian spine crossing between the Quest site and the library site.

Plymouth Boulevard and Vicksburg Lane – The design guidelines present Vicksburg Lane and Plymouth Boulevard as the edges of City Center. Although not completely accurate, they are identifiable locations in City Center and important to the overall appeal of City Center. The design guidelines also identify Vicksburg Lane as the "main street" of City Center.

When determining the appropriate main street for City Center, the pedestrian experience should be the primary criteria. The design guidelines that create the pedestrian experience are landscaped medians, on-street parking, up-lighting, banners, sidewalks, orientation of buildings to the street, traffic speeds and traffic volumes. Comparing Vicksburg Lane and Plymouth Boulevard using these standards, Plymouth Boulevard is the more pedestrian friendly street and should be considered the main street. If identifying Plymouth Boulevard as the main street is supported the City needs to revise the design guidelines regarding how buildings along Vicksburg orient toward the roadway. Certainly, the buildings need to be designed to address Vicksburg Lane and allow for entrances from the sidewalk along Vicksburg Lane, but the primary entrance could be from the site interior. This would not change the review earlier of the theatre; the blank walls and lack of visibility of the entrance from the sidewalk are still a concern. However, it would allow for some flexibility as to where a front entrance could be located and how the other elevations are treated.

Additional improvements along Plymouth Boulevard would assist in enhancing the pedestrian experience even further. Additional median improvements, expanding the up-lighting to more trees, the inclusion of additional benches and an addition of definition of the area between the LifeTime/Ice Arena and the sidewalk, creating more of a wall, would increase the experience. It should be noted that this was looked at during the original design of the LifeTime/Ice Arena facility; however, it was abandoned because of a number of underground utilities in the boulevard and front setback area. Expanding the amenities to 36th Avenue with the 2008 reconstruction will also help to connect Plymouth Boulevard to the rest of City Center.

Up-lighting – Although not mentioned in the design guidelines, the streetscape element and SRF's City Center streetscape preliminary cost estimate do include decorative lighting. Up-lighting was included on a number of trees in the Plymouth Boulevard medians last winter.

The up-lighting of the trees in the medians of Plymouth Boulevard has been well received and staff is investigating where additional up-lighting can occur. As mentioned in the Plymouth Boulevard section, when other medians are upgraded, they should include electricity to allow for up-lighting. With the reconstruction of 36th Avenue, electricity should be included to allow for future up-lighting. Although not required in the plan, private sites should be encouraged to incorporate electricity to allow for up-lighting in the future.

Street Lighting – The Streetscape Element identifies street lighting as an important identity element for the area, both for pedestrians and people in vehicles. The current acorn fixture has been incorporated on many streets in City Center and should be continued when existing lights are replaced. Further, a similar light should be located along the pedestrian spine, in other City Center high pedestrian traffic areas

and on private sites. The goal should be to have this light be the primary light throughout City Center, both on private and public property (if the acorn is allowed on private sites in City Center, a change in the zoning code regarding cut-off will be necessary).

Banners – The Streetscape Element identify banners as a way to define the public space. The first 18 banners, paid for by the Arts Council, have been placed along Plymouth Boulevard. These are hand painted by Plymouth artists. A contest for additional banners is planned for 2008 and 2009. City staff is also investigating the design and purchase of additional banners that follow the Music in Plymouth theme and a winter theme.

The intent is to continue adding banners along the primary pedestrian and traffic routes in City Center - the rest of Plymouth Boulevard, Vicksburg Lane, 35th Avenue, 36th Avenue and 37th Avenue.

Street Furnishings – One of the primary focuses of City Center is the pedestrian atmosphere. To facilitate a more appealing pedestrian environment, the City Council recently approved the purchase of benches and trash receptacles. The first two benches have been placed at the Carlson site at the intersection of 35th Avenue and Plymouth Boulevard. Over time, these benches will be placed in various locations throughout City Center. Benches are planned with the Library site and along the pedestrian trail. Other locations will be identified as sites are developed and redeveloped.

Planters – The Streetscape Element mentions the inclusion of flower planters in high traffic areas, areas along Plymouth Boulevard, 36th Avenue and the pedestrian spine.

Although not incorporated into any site or streetscape to date, the use of planters has been discussed by the Planning Commission and the City Council as a way to add color to City Center. Evergreen planters with lights could also be used to add color during the winter months. Moving forward, staff proposes to develop a plan to incorporate planters into the public spaces and private spaces. This plan will require a location analysis, a cost analysis and a public/private partnership with businesses and business associations throughout City Center.

Traffic Circle(s) – The Streetscape Element considers the construction of a traffic circle at the intersection of 36th Avenue and Plymouth Boulevard. It also discusses the possible construction of traffic circles at the Plymouth Boulevard and 34th Avenue and 37th Avenue intersections.

With the changes along Plymouth Boulevard and the construction of the main LifeTime entrance at 36th Avenue, it would be difficult to add a traffic circle at 36th Avenue at this point. However, some time in the future, when Plymouth Boulevard is reconstructed, a traffic circle could be included.

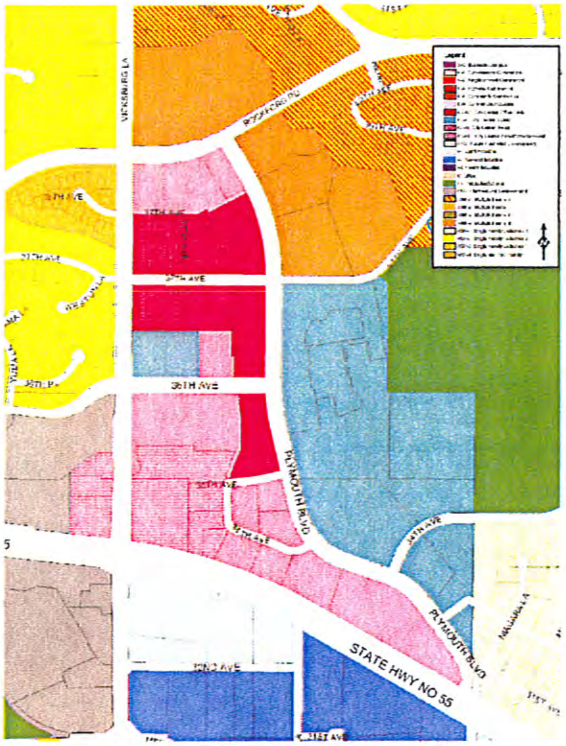
ZONING ORDINANCE

Staff has completed a review of the current Zoning Ordinance looking at what changes could be made to it to help facilitate the development and redevelopment of City Center. The intent when reviewing the Zoning Ordinance was to allow for more "mixing" of uses, allow more opportunity for retail, emphasize pedestrian movements more than vehicle movements and create a stronger tie to the design guidelines and streetscape element (Comprehensive Plan). This analysis included review of the Zoning Ordinance text and the Zoning Ordinance map.

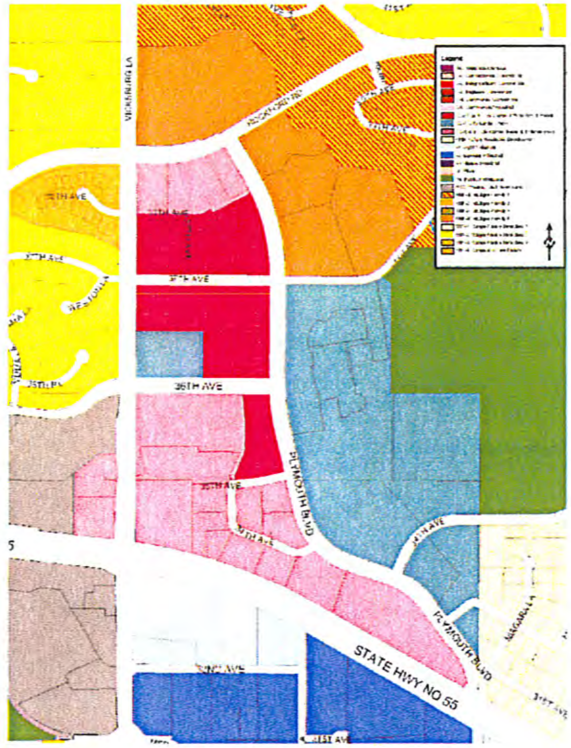
Currently, the Ordinance includes four different zoning districts that serve to separate some of the uses. To help facilitate more mixing of uses, as contemplated in the design guidelines, the draft changes to the Ordinance reduce the number of districts from four to three. The new districts would be 1) public, 2) retail and entertainment, and 3) office/technical and retail. Residential use would be allowed in any district. This proposed change would not only allow for more mixing of uses, but would also allow retail in more locations. One area where more retail would be allowed is along Plymouth Boulevard north of 35th Avenue.

Along with the change to the districts, the number of allowable uses has been reduced to better refine what the intent of City Center. The most striking change is the elimination of all reference to drive through food facilities. Secondly, automobile oriented businesses have also been removed from City Center. This does create two lawful non-conforming uses. It should be noted that State law has been changed to allow non-confirming uses to be rebuilt if permits are applied for with 180 days of the date a non-conforming building is damaged. Additional performance standards have also been included and a stronger reference to the comprehensive plan (design guidelines and streetscape elements) has been made.

Lastly, with the reduction in the number of districts in the Zoning Ordinance text, changes have been made to the Zoning Ordinance map. Further, given the current use of the Quest Development site along 36th Avenue, the map has been changed from retail to reflect the office use.



Existing Zoning



Proposed Zoning

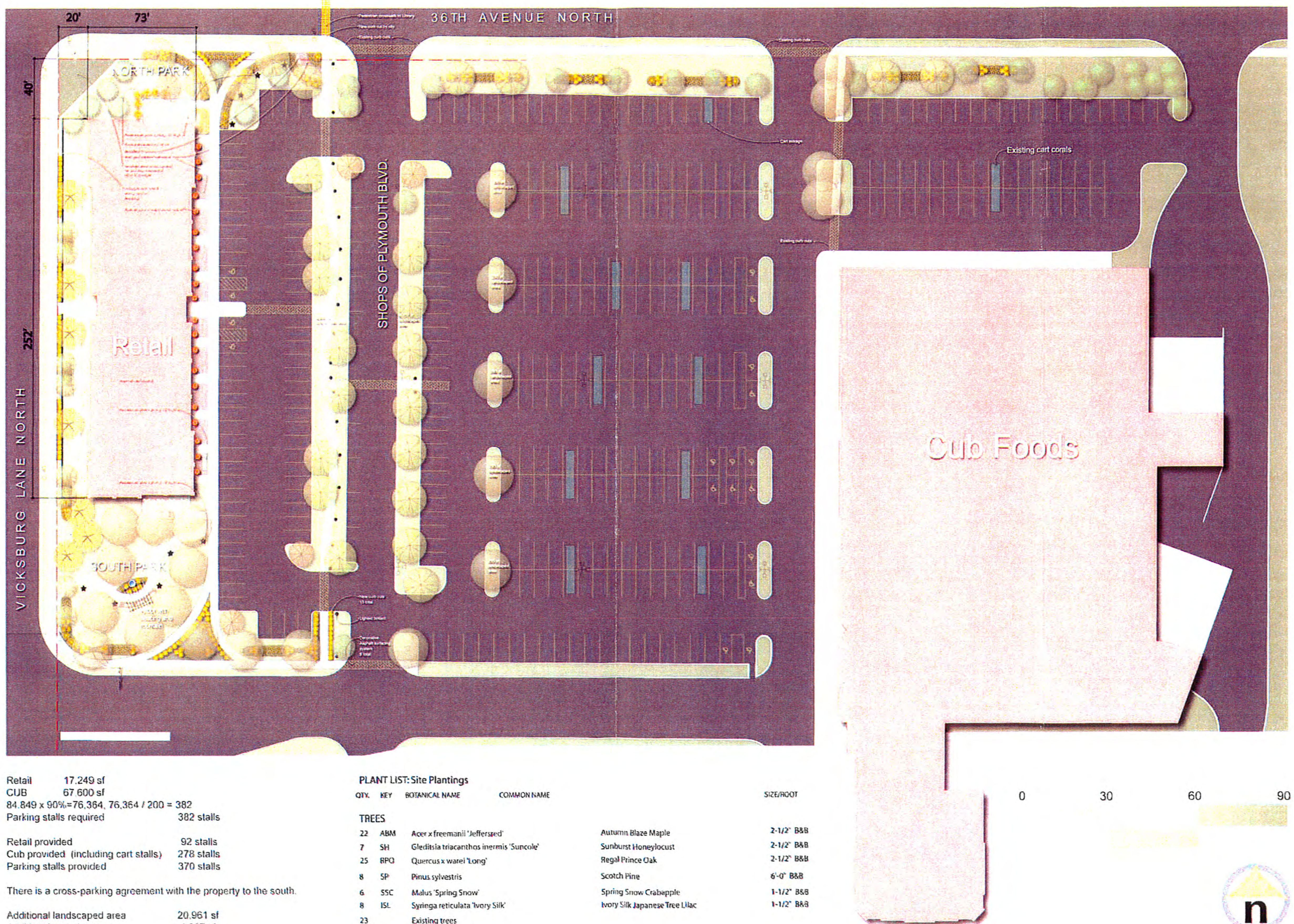
4. RECOMMENDATIONS:

Based on staff's review of the five documents, it is staff's recommendation that the current plan and guidelines., if enforced completely can create a City Center that will be the vibrant, unique, and successful center of Plymouth that the City Council and Planning Commission have been discussing. It is not something that is going to occur today, tomorrow or next year. It will take many years and will take redevelopment of current buildings and sites and it will require the Planning Commission and City Council to say no to variances to businesses that may not want to meet all the requirements, even to businesses that may be the exact business that is desired in City Center. It is staff's opinion that the strict following of the guidelines and the systematic implementation of the public streetscape improvements will bring the desired uses. Further, the varying of some of these guidelines to allow a use in the short term, will only hinder the realization of the final plan in the long term.

With this, staff has prepared a draft update to the Comprehensive Plan that re-affirms the guidelines, rules and policies for City Center. In order to make the guidelines easier to understand, staff has reorganized them to eliminate some of the headings and "fluff", combined many of the topics and eliminated duplication. If the City Council is in general agreement with staff's recommendation, staff would ask that the City Council take the following actions:

a. Direct staff to forward the draft Comprehensive Plan updates and the Zoning Ordinance amendment to the Planning Commission meeting for review and public hearing (where required).

b. Direct staff to prepare a Streetscape Improvement Plan for the inclusion in the CIP. With benches included in the 2007 CIP and the upgrade of 36th Avenue included in the 2008 CIP, staff would recommend that additional capital expenditures be included starting in the 2009-2013 CIP.



Maple

Honeylocust

Oak

Scotch Pine

Crab Apple

Tree Lilac

Existing

Retail	17,249 sf
CUB	67,600 sf

84,849 x 90%=76,364, 76,364 / 200 = 382

Parking stalls required	382 stalls
Retail provided	92 stalls
Cub provided (including cart stalls)	278 stalls
Parking stalls provided	370 stalls

There is a cross-parking agreement with the property to the south.

Additional landscaped area	20,961 sf
Additional paved area	4,307 sf
Total new landscaped area	16,654 sf
Total property area	360,784 sf

PLANT LIST: Site Plantings

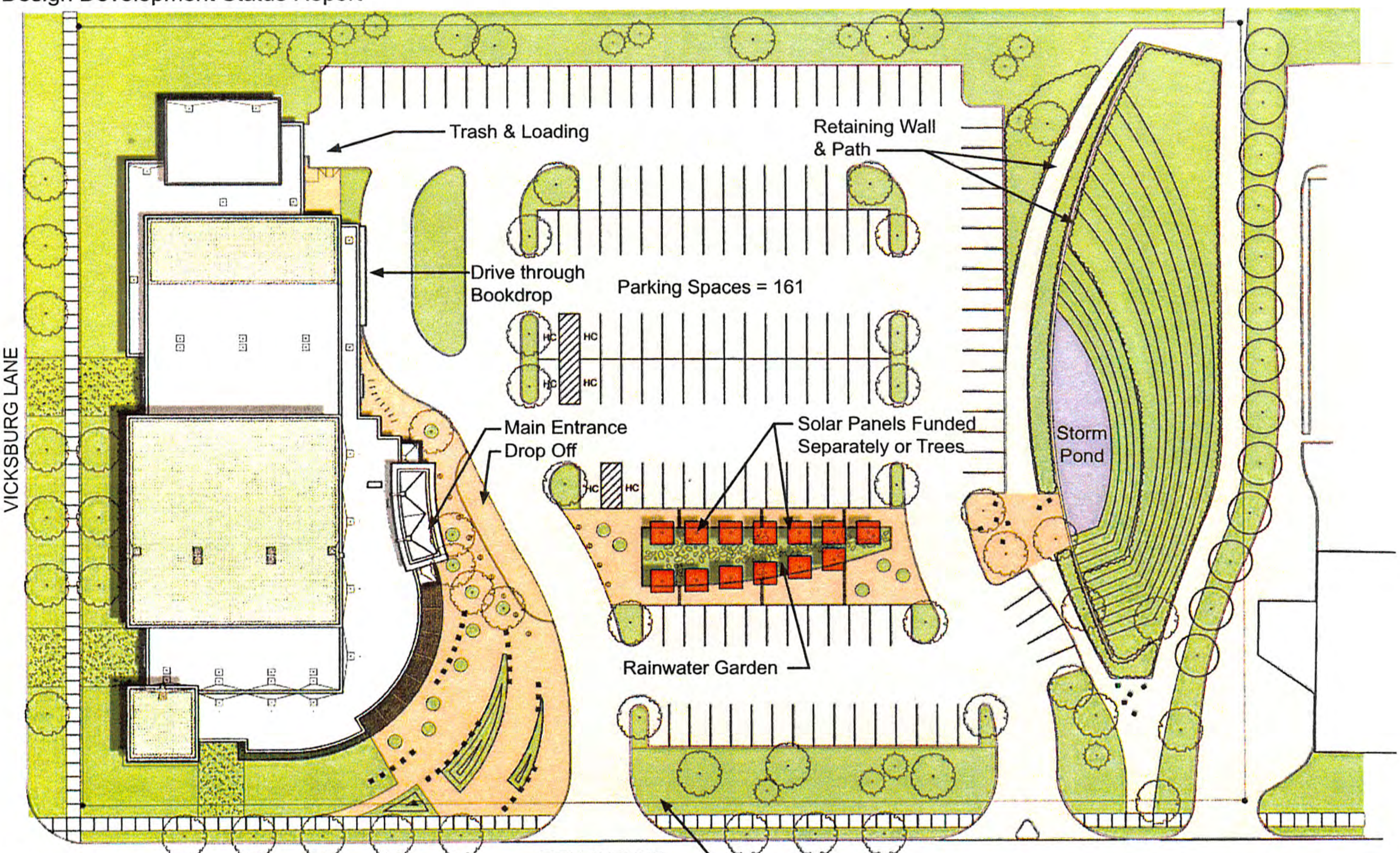
QTY.	KEY	BOTANICAL NAME	COMMON NAME	SIZE/ROOT
TREES				
22	ABM	Acer x freemanii 'Jeffersred'	Autumn Blaze Maple	2-1/2" B&B
7	SH	Gleditsia triacanthos inermis 'Suncole'	Sunburst Honeylocust	2-1/2" B&B
25	RPO	Quercus x warei 'Long'	Regal Prince Oak	2-1/2" B&B
8	SP	Pinus sylvestris	Scotch Pine	6'-0" B&B
6	SSC	Malus 'Spring Snow'	Spring Snow Crabapple	1-1/2" B&B
8	ISL	Syringa reticulata 'Ivory Silk'	Ivory Silk Japanese Tree Lilac	1-1/2" B&B
23		Existing trees		
SHRUBS				
155	GFS	Spiraea x bumalda 'Goldmound'	Goldmound Spirea	5 Gal. Pot
24	DMP	Pinus mugo 'Slowmound'	Slowmound Dwarf Mugo Pine	5 Gal. Pot
185	KFG	Calamagrostis acutiflora 'Karl Forester'	Karl Forester Feather Reed Grass	1 Gal. Pot

Shops of Plymouth Town Center
Plymouth, Minnesota
24 June 2008


View from Vicksburg Lane North
Shops of Plymouth Town Center
24 June 2008
WILKUS
ARCHITECTS

HENNEPIN COUNTY PLYMOUTH LIBRARY

Design Development Status Report

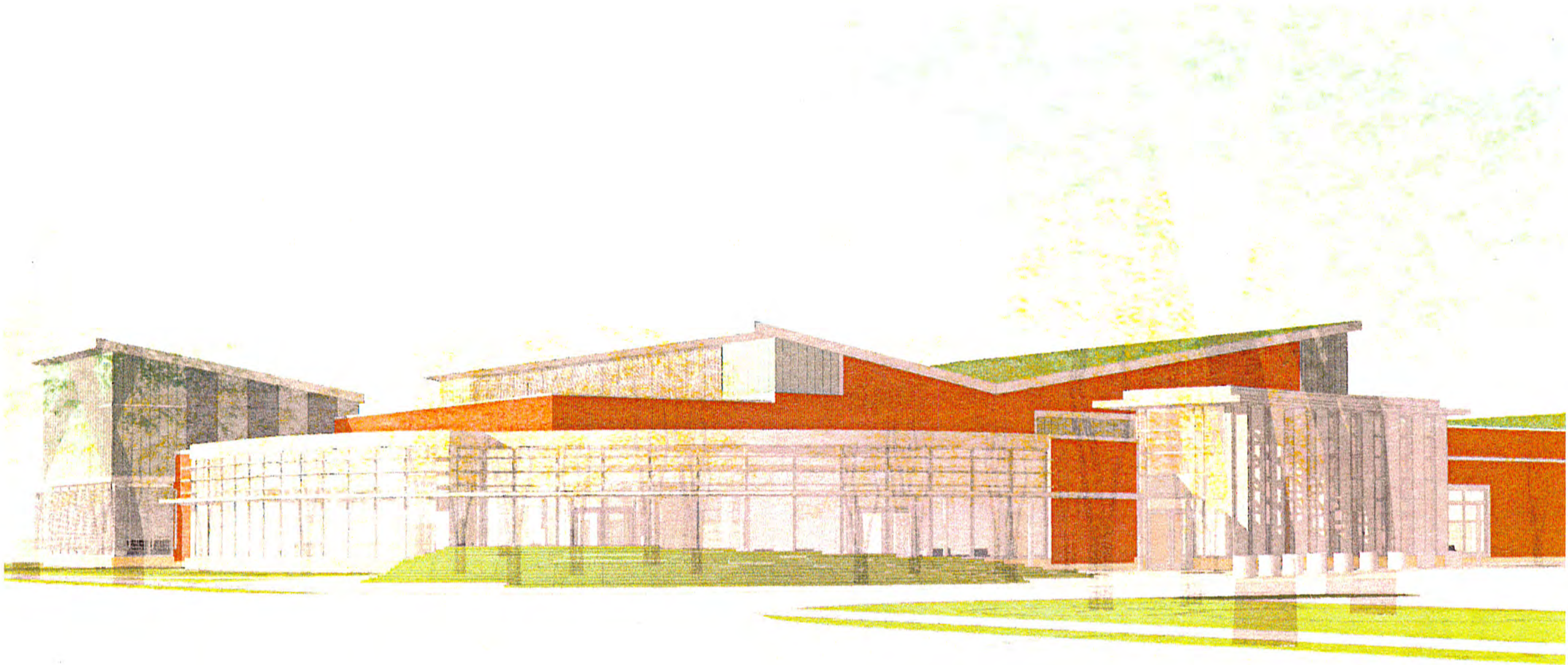


SITE PLAN

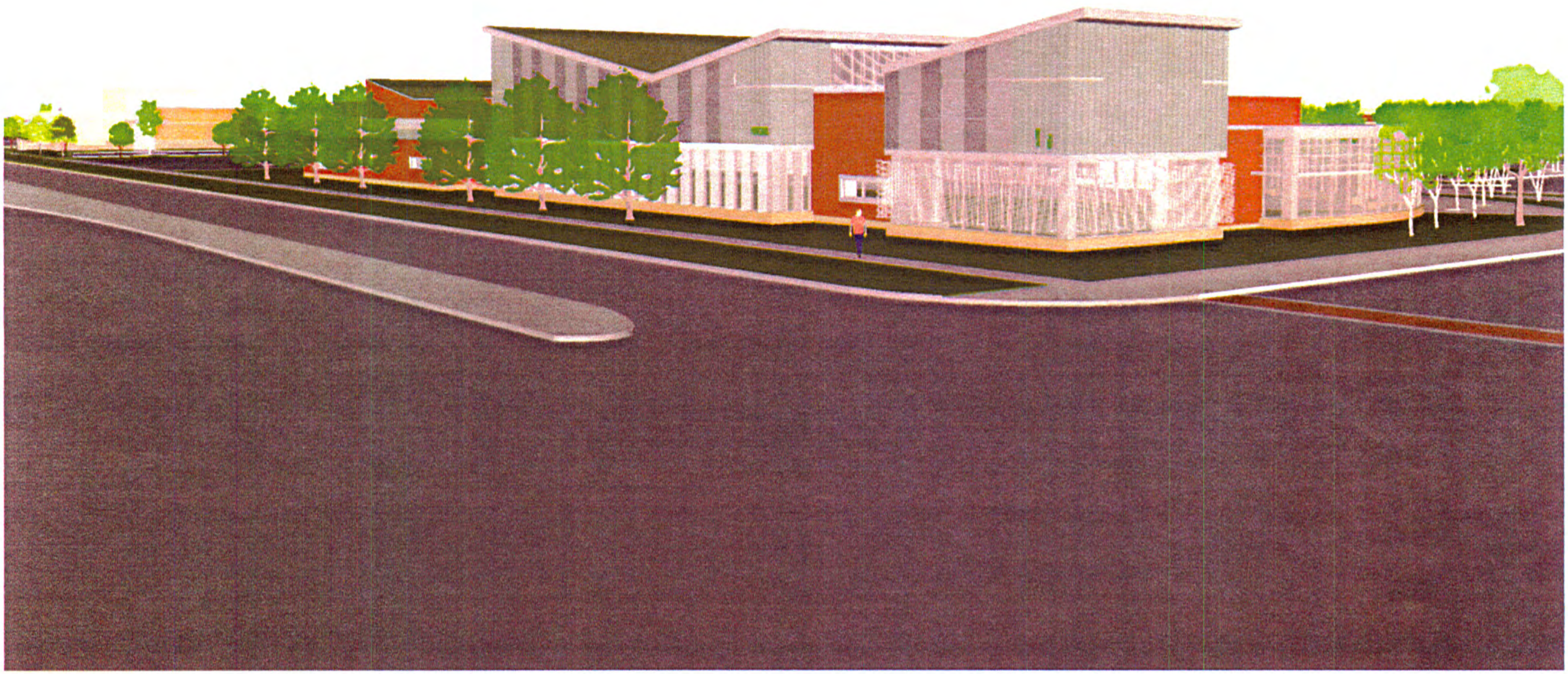
0 30 60 120

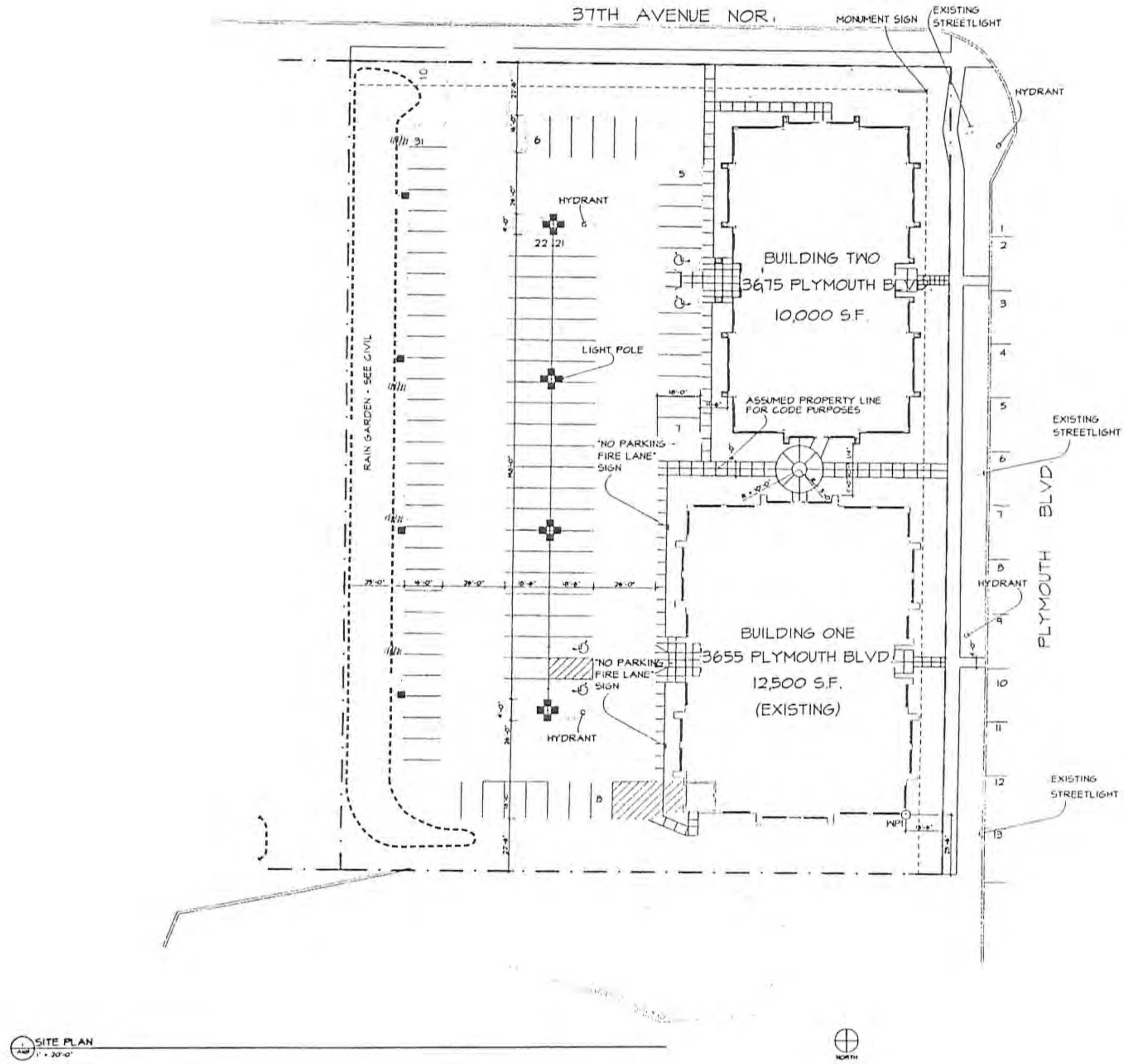
North

New Hennepin County Library from 36th Avenue



New Hennepin County Library from Vicksburg Lane





SITE DATA

SITE AREA = 87,125 S.F.
2 ACRES

2 BUILDINGS
BUILDING ONE 12,500 S.F.
BUILDING TWO 10,000 S.F.
TOTAL OF 22,500 S.F.

SITE COVERAGE = 26%

PARKING REQUIREMENTS
22,500 S.F. / 200 = 115 PARKING SPACES REQ'D

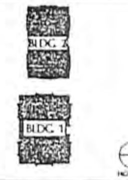
ON-SITE PARKING PROVIDED	100
ON-STREET PARKING PROVIDED	15
TOTAL PROVIDED	115

STALL WIDTH = 9'-0"
STALL LENGTH = 18'-6"
DRIVE AISLE = 26'-0"
BUMPER OVERHANG = 2'-6"

KKE architects
minneapolis newport beach dallas

KKE Architects, Inc.
300 first avenue north
minneapolis, mn 55401
612/339-4200
612/342-9267 fax

BAKKEN PROPERTIES L.L.C.



Key Plan

NORTH

I hereby certify that this plan, specification, or report was prepared by me or under my direct supervision, and that I am a duly Licensed Architect under the laws of the State of Minnesota.

Printed Name: JACK AMDAL

Signature:

Date: License #: 17421

No.	Date	Revision Description
	6.17.04	CITY SUBMITTAL

PLYMOUTH CREEK PROFESSIONAL BUILDINGS
PLYMOUTH, MINNESOTA

DEVELOPED BY:
BAKKEN PROPERTIES, LLC

SITE PLAN

Project	0508 1005.01	Drawing Number
Date	JUNE 11, 2004	SP01
Drawn by		
Checked by		

Minnesota Statutes 2007

Chapter 428A. Special Service Districts; Housing Improvement Areas

SPECIAL SERVICE DISTRICTS

428A.01 SPECIAL SERVICE DISTRICT PROCEDURES; DEFINITIONS.

Subdivision 1. **Applicability.** As used in sections 428A.01 to 428A.10, the terms defined in this section have the meanings given them.

Subd. 2. **City.** "City" means a home rule charter or statutory city.

Subd. 3. **Special services.** "Special services" has the meaning given in the city's ordinance but special services may not include a service that is ordinarily provided throughout the city from general fund revenues of the city unless an increased level of the service is provided in the special service district.

Subd. 4. **Special service district.** "Special service district" means a defined area within the city where special services are rendered and the costs of the special services are paid from revenues collected from service charges imposed within that area.

Subd. 5. **Net tax capacity.** Except as provided in section 428A.05, "net tax capacity" means the net tax capacity most recently certified by the county auditor under section 428A.03, subdivision 1a , before the effective date of the ordinance or resolution adopted under section 428A.02 or 428A.03.

Subd. 6. **Land area.** "Land area" means the land area in the district that is subject to property taxes.

History: *1988 c 719 art 5 s 84; art 14 s 1; 1989 c 329 art 13 s 20; 1995 c 264 art 16 s 16; 1996 c 471 art 8 s 3,4*

428A.02 ESTABLISHMENT OF SPECIAL SERVICE DISTRICT.

Subdivision 1. **Ordinance.** The governing body of a city may adopt an ordinance establishing a special service district. Only property that is classified under section 273.13 and used for commercial, industrial, or public utility purposes, or is vacant land zoned or designated on a land use plan for commercial or industrial use and located in the special service district, may be subject to the charges imposed by the city on the special service district. Other types of property may be included within the boundaries of the special service district but are not subject to the levies or charges imposed by the city on the special service district. If 50 percent or more of the market value of a parcel of property is classified under section 273.13 as commercial, industrial, or vacant land zoned or designated on a land use plan for commercial or industrial use, or public utility for the current assessment year, then the entire market value of the property is subject to a service charge based on net tax capacity for purposes of sections 428A.01 to 428A.10. The ordinance shall describe with particularity the area within the city to be included in the district and the special services to be furnished in the district. The ordinance may not be adopted until after a public hearing has been held on the question. Notice of the hearing shall include the time and place of hearing, a map showing the boundaries of the proposed district, and a statement that all persons owning property in the proposed district that would be subject to a service charge will be given opportunity to be heard at the hearing. Within 30 days after adoption of the ordinance under this subdivision, the governing body shall send a copy of the ordinance to the commissioner of revenue.

Subd. 2. **Notice.** Notice of the hearing must be given by publication in at least two issues of the official newspaper of the city. The two publications must be two weeks apart and the hearing must be held at least three days after the last publication. Not less than ten days before the hearing, notice must also be mailed to the owner of each parcel within the area proposed to be included in the district. For the purpose of giving mailed notice, owners are those shown on the records of the county auditor. Other records may be used to supply the necessary information. For properties that are tax exempt or subject to taxation on a gross earnings basis in lieu of property tax and are not listed on the records of the county auditor, the owners must be ascertained by any practicable means and mailed notice given them. At the public hearing a person affected by the proposed district may testify on any issues relevant to the proposed district. The hearing may be adjourned from time to time and the ordinance establishing the district may be adopted at any time within six months after the date of the conclusion of the hearing by a vote of the majority of the governing body of the city.

Subd. 3. **Charges; relationship to services.** The city may impose service charges under sections 428A.01 to 428A.10 that are reasonably related to the special services provided. Charges for service shall be as nearly as possible proportionate to the cost of furnishing the service, and may be fixed on the basis of the service directly rendered, or by reference to a reasonable classification of the types of premises to which service is furnished, or on any other equitable basis.

Subd. 4. **Benefit; objection.** Before the ordinance is adopted or at the hearing at which it is to be adopted, any affected landowner may file a written objection with the city clerk asserting that the landowner's property should not be included in the district or should not be subjected to a service charge and objecting to:

(1) the inclusion of the landowner's property in the district, for the reason that the property would not receive services that are not provided throughout the city to the same degree;

(2) the levy of a service charge on the landowner's property, for the reason that the property

is exempted under sections 428A.01 to 428A.10 or the special law under which the district was created; or

(3) the fact that neither the landowner's property nor its use is benefited by the proposed special service.

The governing body shall make a determination on the objection within 30 days of its filing. Pending its determination, the governing body may delay adoption of the ordinance or it may adopt the ordinance with a reservation that the landowner's property may be excluded from the district or district service charges when the determination is made.

Subd. 5. **Appeal to district court.** Within 30 days after the determination of the objection, any person aggrieved, who is not precluded by failure to object before or at the hearing, or whose failure to object is due to a reasonable cause, may appeal to the district court by serving a notice upon the mayor or city clerk. The notice shall be filed with the court administrator of the district court within ten days after its service. The city clerk shall furnish the appellant a certified copy of the findings and determination of the governing body. The court may affirm the action objected to or, if the appellant's objections have merit, modify or cancel it. If the appellant does not prevail upon the appeal, the costs incurred shall be taxed to the appellant by the court and judgment entered for them. All objections shall be deemed waived unless presented on appeal.

History: *1988 c 719 art 5 s 84; art 14 s 2; 1989 c 329 art 13 s 20; 1996 c 471 art 8 s 5*

428A.03 SERVICE CHARGE AUTHORITY; NOTICE, HEARING REQUIREMENT.

Subdivision 1. **Hearing.** Service charges may be imposed by the city within the special service district at a rate or amount sufficient to produce the revenues required to provide special services in the district. To determine the appropriate rate for a service charge based on net tax capacity, taxable property or net tax capacity must be determined without regard to captured or original net tax capacity under section 469.177 or to the distribution or contribution value under section 473F.08. Service charges may not be imposed to finance a special service if the service is ordinarily provided by the city from its general fund revenues unless the service is provided in the district at an increased level. In that case, a service charge may be imposed only in the amount needed to pay for the increased level of service. A service charge may not be imposed on the receipts from the sale of intoxicating liquor, food, or lodging. Before the imposition of service charges in a district, for each calendar year, a hearing must be held under section 428A.02 and notice must be given and must be mailed to any individual or business organization subject to a service charge. For purposes of this section, the notice shall also include:

(1) a statement that all interested persons will be given an opportunity to be heard at the hearing regarding a proposed service charge;

(2) the estimated cost of improvements to be paid for in whole or in part by service charges imposed under this section, the estimated cost of operating and maintaining the improvements during the first year and upon completion of the improvements, the proposed method and source of financing the improvements, and the annual cost of operating and maintaining the improvements;

(3) the proposed rate or amount of the proposed service charge to be imposed in the district during the calendar year and the nature and character of special services to be rendered in the district during the calendar year in which the service charge is to be collected; and

(4) a statement that the petition requirements of section 428A.08 have either been met or do not apply to the proposed service charge.

Within six months of the public hearing, the city may adopt a resolution imposing a service charge within the district not exceeding the amount or rate expressed in the notice issued under this section.

Subd. 1a. **Certification of net tax capacity.** Upon a request of the city, the county auditor must certify the most recent net tax capacity of the taxable property subject to service charges within the special service district.

Subd. 2. **Exemption of certain properties from taxes and service charges.** Property exempt from taxation by section 272.02 is exempt from any service charges based on net tax capacity imposed under sections 428A.01 to 428A.10.

Subd. 3. **Levy limit.** Service charges imposed under sections 428A.01 to 428A.10 are not included in the calculation of levies or limits on levies imposed under law or charter.
History: *1988 c 719 art 5 s 84; art 14 s 3; 1989 c 329 art 13 s 20; 1995 c 264 art 16 s 17*

428A.04 ENLARGEMENT OF SPECIAL SERVICE DISTRICTS.
Boundaries of a special service district may be enlarged only after hearing and notice as provided in sections 428A.02 and 428A.03. Notice must be served in the original district and in the area proposed to be added to the district. Property added to the district is subject to all service charges imposed within the district after the property becomes a part of the district if it is property of the type that is subject to service charges in the district. On the question of enlargement, the petition requirement in section 428A.08 and the veto power in section 428A.09 apply only to owners, individuals, and business organizations in the area proposed to be added to the district.
History: *1988 c 719 art 14 s 4*

428A.05 COLLECTION OF SERVICE CHARGES.
Service charges may be imposed on the basis of the net tax capacity of the property on which the service charge is imposed but must be spread only upon the net tax capacity of the taxable property located in the geographic area described in the ordinance. Service charges based on net tax capacity may be payable and collected at the same time and in the same manner as provided for payment and collection of ad valorem taxes. When made payable in the same manner as ad valorem taxes, service charges not paid on or before the applicable due date shall be subject to the same penalty and interest as in the case of ad valorem tax amounts not paid by the respective due date. The due date for a service charge payable in the same manner as ad valorem taxes is the due date given in law for the real or personal property tax for the property on which the service charge is imposed. Service charges imposed on net tax capacity which are to become payable in the following year must be certified to the county auditor by the date provided in section 429.061, subdivision 3, for the annual certification of special assessment installments. Other service charges imposed must be collected as provided by ordinance. Service charges based on net tax capacity collected under sections 428A.01 to 428A.10 are not included in computations under section 469.177, chapter 276A or 473F, or any other law that applies to general ad valorem levies. For the purpose of this section, "net tax capacity" means the net tax capacity most recently determined at the time that tax rates are determined under section 275.08.
History: *1988 c 719 art 5 s 84; art 14 s 5; 1989 c 329 art 13 s 20; 1995 c 264 art 16 s 18; 1996 c 471 art 11 s 12*

428A.06 BONDS.
At any time after a contract for the construction of all or part of an improvement authorized under sections 428A.01 to 428A.10 has been entered into or the work has been ordered done by day labor, the governing body of the city may issue obligations in the amount it deems necessary to defray in whole or in part the expense incurred and estimated to be incurred in making the improvement, including every item of cost from inception to completion and all fees and expenses incurred in connection with the improvement or the financing. The obligations are payable primarily out of the proceeds of the service charge based on net tax capacity imposed under section 428A.03, or from any other special assessments or nontax revenues available to be pledged for their payment under charter or statutory authority, or from two or more of those sources. The governing body may, by resolution adopted prior to the sale of obligations, pledge the full faith, credit, and taxing power of the city to assure payment of the principal and interest if the proceeds of the service charge in the district are insufficient to pay the principal and interest. The obligations must be issued in accordance with chapter 475, except that an election is not required, and the amount of the obligations need not be included in determining the net debt of the city under the provisions of any law or charter limiting debt.
History: *1988 c 719 art 5 s 84; art 14 s 6; 1989 c 329 art 13 s 20*

428A.07 ADVISORY BOARD.

The governing body of the city may create and appoint an advisory board for each special service district in the city to advise the governing body in connection with the construction, maintenance, and operation of improvements, and the furnishing of special services in a district. The advisory board shall make recommendations to the governing body on the requests and complaints of owners, occupants, and users of property within the district and members of the public. Before the adoption of any proposal by the governing body to provide services or impose service charges within the district, the advisory board of the district shall have an opportunity to review and comment upon the proposal.

History: *1988 c 719 art 14 s 7*

428A.08 PETITION REQUIRED.

No action may be taken under section 428A.02 unless owners of 25 percent or more of the land area of property that would be subject to service charges in the proposed special service district and owners of 25 percent or more of the net tax capacity of property that would be subject to service charges in the proposed special service district file a petition requesting a public hearing on the proposed action with the city clerk. No action may be taken under section 428A.03 to impose a service charge based on net tax capacity unless owners of 25 percent or more of the land area subject to a proposed service charge and owners of 25 percent or more of the net tax capacity subject to a proposed service charge file a petition requesting a public hearing on the proposed action with the city clerk. No action may be taken under section 428A.03 to impose any other type of service charge unless 25 percent or more of the individual or business organizations subject to the proposed service charge file a petition requesting a public hearing on the proposed action with the city clerk. If the boundaries of a proposed district are changed or the land area or net tax capacity subject to a service charge or the individuals or business organizations subject to a service charge are changed after the public hearing, a petition meeting the requirements of this section must be filed with the city clerk before the ordinance establishing the district or resolution imposing the service charge may become effective.

History: *1988 c 719 art 5 s 84; art 14 s 8; 1989 c 329 art 13 s 20*

428A.09 VETO POWER OF OWNERS.

Subdivision 1. **Notice of right to file objections.** Except as provided in section 428A.10, the effective date of any ordinance or resolution adopted under sections 428A.02 and 428A.03 must be at least 45 days after it is adopted. Within five days after adoption of the ordinance or resolution, a summary of the ordinance or resolution must be mailed to the owner of each parcel included in the special service district and any individual or business organization subject to a service charge in the same manner that notice is mailed under section 428A.02. The mailing must include a notice that owners subject to a service charge based on net tax capacity and individuals and business organizations subject to a service charge imposed on another basis have a right to veto the ordinance or resolution by filing the required number of objections with the city clerk before the effective date of the ordinance or resolution and that a copy of the ordinance or resolution is on file with the city clerk for public inspection.

Subd. 2. **Requirements for veto.** If owners of 35 percent or more of the land area in the district subject to the service charge based on net tax capacity or owners of 35 percent or more of the net tax capacity in the district subject to the service charge based on net tax capacity file an objection to the ordinance adopted by the city under section 428A.02 with the city clerk before the effective date of the ordinance, the ordinance does not become effective. If owners of 35 percent or more of the land area subject to the service charge based on net tax capacity or owners of 35 percent or more of the net tax capacity subject to the service charge based on net tax capacity file an objection to the resolution adopted imposing a service charge based on net tax capacity under section 428A.03 with the city clerk before the effective date of the resolution, the resolution does not become effective. If 35 percent or more of individuals and business organizations subject to a service charge file an objection to the resolution adopted imposing a service charge on a basis other than net tax capacity under section 428A.03 with the city clerk before the effective date of the resolution, the resolution does not become effective. In the event of a veto, no district shall be established during the current calendar year and until a petition meeting the qualifications set forth in this subdivision for a veto has been filed.

History: *1988 c 719 art 5 s 84; art 14 s 9; 1989 c 329 art 13 s 20*

428A.10 EXCLUSION FROM PETITION REQUIREMENTS AND VETO POWER.

The petition requirements of section 428A.08 and the right of owners and those subject to a service charge to veto a resolution in section 428A.09 do not apply to second or subsequent years' applications of a service charge that is authorized to be in effect for more than one year under a resolution that has met the petition requirements of section 428A.08 and which has not been vetoed under section 428A.09 for the first year's application. A resolution imposing a service charge for more than one year must not be adopted unless the notice of public hearing required by section 428A.03 and the notice mailed with the adopted resolution under section 428A.09 include the following information:

(1) in the case of improvements, the maximum service charge to be imposed in any year and the maximum number of years the service charges imposed to pay for the improvement; and

(2) in the case of operating and maintenance services, the maximum service charge to be imposed in any year and the maximum number of years, or a statement that the service charge will be imposed for an indefinite number of years, the service charges will be imposed to pay for operation and maintenance services.

The resolution may provide that the maximum service charge to be imposed in any year will increase or decrease from the maximum amount authorized in the preceding year based on an indicator of increased cost or a percentage amount established by the resolution.

History: *1988 c 719 art 14 s 10*

428A.101 DEADLINE FOR SPECIAL SERVICE DISTRICT UNDER GENERAL LAW.

The establishment of a new special service district after June 30, 2009, requires enactment of a special law authorizing the establishment.

History: *1996 c 471 art 8 s 6; 2000 c 493 s 4; 2005 c 152 art 1 s 10*

HOUSING IMPROVEMENT AREAS

428A.11 HOUSING IMPROVEMENT AREAS; DEFINITIONS.

Subdivision 1. **Applicability.** As used in sections 428A.11 to 428A.20, the terms defined in this section have the meanings given them.

Subd. 2. **City.** "City" means a home rule charter or statutory city.

Subd. 3. **Enabling ordinance.** "Enabling ordinance" means the ordinance adopted by the city council establishing the housing improvement area.

Subd. 4. **Housing improvements.** "Housing improvements" has the meaning given in the city's enabling ordinance. Housing improvements may include improvements to common elements of a condominium or other common interest community.

Subd. 5. **Housing improvement area.** "Housing improvement area" means a defined area within the city where housing improvements are made or constructed and the costs of the improvements are paid in whole or in part from fees imposed within the area.

Subd. 6. **Housing unit.** "Housing unit" means real property and improvements thereon consisting of a one-dwelling unit, or an apartment or unit as described in chapter 515, 515A, or 515B, respectively, that is occupied by a person or family for use as a residence.

Subd. 7. **Authority.** "Authority" means an economic development authority or housing and redevelopment authority created pursuant to section 469.003, 469.004, or 469.091 or another entity authorized by law to exercise the powers of an authority created pursuant to one of those sections.

Subd. 8. **Implementing entity.** "Implementing entity" means the city or authority designated in the enabling ordinance as responsible for implementing and administering the housing

improvement area.
History: *1996 c 471 art 8 s 7; 1999 c 11 art 3 s 13,14; 2000 c 490 art 11 s 2,3*

428A.12 PETITION REQUIRED.
No action may be taken under sections 428A.13 and 428A.14 unless owners of 25 percent or more of the housing units that would be subject to fees in the proposed housing improvement area file a petition requesting a public hearing on the proposed action with the city clerk. No action may be taken under section 428A.14 to impose a fee unless owners of 25 percent or more of the housing units subject to the proposed fee file a petition requesting a public hearing on the proposed fee with the city clerk or other appropriate official.
History: *1996 c 471 art 8 s 8*

428A.13 ESTABLISHMENT OF HOUSING IMPROVEMENT AREA.
Subdivision 1. **Ordinance.** The governing body of the city may adopt an ordinance establishing one or more housing improvement areas. The ordinance must specifically describe the portion of the city to be included in the area, the basis for the imposition of the fees, and the number of years the fee will be in effect. In addition, the ordinance must include findings that without the housing improvement area, the proposed improvements could not be made by the condominium associations or housing unit owners, and the designation is needed to maintain and preserve the housing units within the housing improvement area. The ordinance shall designate the implementing entity. The ordinance may not be adopted until a public hearing has been held regarding the ordinance. The ordinance may be amended by the governing body of the city, provided the governing body complies with the public hearing notice provisions of subdivision 2. Within 30 days after adoption of the ordinance under this subdivision, the governing body shall send a copy of the ordinance to the commissioner of revenue.

Subd. 2. **Public hearing.** The notice of public hearing must include the time and place of hearing, a map showing the boundaries of the proposed area, and a statement that all persons owning housing units in the proposed area that would be subject to a fee for housing improvements will be given an opportunity to be heard at the hearing. Notice of the hearing must be given by publication in the official newspaper of the city. The public hearing must be held at least seven days after the publication. Not less than ten days before the hearing, notice must also be mailed to the owner of each housing unit within the proposed area. For the purpose of giving mailed notice, owners are those shown on the records of the county auditor. Other records may be used to supply the necessary information. At the public hearing a person owning property in the proposed housing improvement area may testify on any issues relevant to the proposed area. The hearing may be adjourned from time to time. The ordinance establishing the area may be adopted at any time within six months after the date of the conclusion of the hearing by a vote of the majority of the governing body of the city.

Subd. 3. **Proposed housing improvements.** At the public hearing held under subdivision 2, the proposed implementing entity shall provide a preliminary listing of the housing improvements to be made in the area. The listing shall identify those improvements, if any, that are proposed to be made to all or a portion of the common elements of a condominium. The listing shall also identify those housing units that have completed the proposed housing improvements and are proposed to be exempted from a portion of the fee. In preparing the list the proposed implementing entity shall consult with the residents of the area and the condominium associations.

Subd. 4. **Benefit; objection.** Before the ordinance is adopted or at the hearing at which it is to be adopted, the owner of a housing unit in the proposed housing improvement area may file a written objection with the city clerk asserting that the owner's property should not be included in the area or should not be subjected to a fee and objecting to the inclusion of the housing unit in the area, for the reason that the property would not benefit from the improvements.
The governing body shall make a determination of the objection within 60 days of its filing. Pending its determination, the governing body may delay adoption of the ordinance or it may adopt the ordinance with a reservation that the landowner's property may be excluded from the

housing improvement area or fee when the determination is made.

Subd. 5. **Appeal to district court.** Within 30 days after the determination of the objection, any person aggrieved, who is not precluded by failure to object before or at the hearing, or whose failure to object is due to a reasonable cause, may appeal to the district court by serving a notice upon the mayor or city clerk. The notice shall be filed with the court administrator of the district court within ten days after its service. The city clerk shall furnish the appellant a certified copy of the findings and determination of the governing body. The court may affirm the action objected to or, if the appellant's objections have merit, modify or cancel it. If the appellant does not prevail upon the appeal, the costs incurred are taxed to the appellant by the court and judgment entered for them. All objections are deemed waived unless presented on appeal.

History: *1996 c 471 art 8 s 9; 2000 c 490 art 11 s 4,5*

428A.14 IMPROVEMENT FEES AUTHORITY; NOTICE AND HEARING.

Subdivision 1. **Authority.** Fees may be imposed by the implementing entity on the housing units within the housing improvement area at a rate, term, or amount sufficient to produce revenue required to provide housing improvements in the area to reimburse the implementing entity for advances made to pay for the housing improvements or to pay principal of, interest on, and premiums, if any, on bonds issued by the implementing entity under section 428A.16. The fee can be imposed on the basis of the tax capacity of the housing unit, or the total amount of square footage of the housing unit, or a method determined by the council and specified in the resolution. Before the imposition of the fees, a hearing must be held and notice must be published in the official newspaper at least seven days before the hearing and shall be mailed at least seven days before the hearing to any housing unit owner subject to a fee. For purposes of this section, the notice must also include:

(1) a statement that all interested persons will be given an opportunity to be heard at the hearing regarding a proposed housing improvement fee;

(2) the estimated cost of improvements including administrative costs to be paid for in whole or in part by the fee imposed under the ordinance;

(3) the amount to be charged against the particular property;

(4) the right of the property owner to prepay the entire fee;

(5) the number of years the fee will be in effect; and

(6) a statement that the petition requirements of section 428A.12 have either been met or do not apply to the proposed fee.

Within six months of the public hearing, the implementing entity may adopt a resolution imposing a fee within the area not exceeding the amount expressed in the notice issued under this section.

Prior to adoption of the resolution approving the fee, the condominium associations located in the housing improvement area shall submit to the implementing entity a financial plan prepared by an independent third party, acceptable to the implementing entity and associations, that provides for the associations to finance maintenance and operation of the common elements in the condominium and a long-range plan to conduct and finance capital improvements.

Subd. 2. **Levy limit.** Fees imposed under this section are not included in the calculation of levies or limits on levies imposed under any law or charter.

History: *1996 c 471 art 8 s 10; 2000 c 490 art 11 s 6*

428A.15 COLLECTION OF FEES.

The implementing entity may provide for the collection of the housing improvement fees according to the terms of section 428A.05.

History: *1996 c 471 art 8 s 11; 2000 c 490 art 11 s 7*

428A.16 BONDS.

At any time after a contract for the construction of all or part of an improvement authorized under sections 428A.11 to 428A.20 has been entered into or the work has been ordered, the implementing entity may issue obligations in the amount it deems necessary to defray in whole or in part the expense incurred and estimated to be incurred in making the improvement, including every item of cost from inception to completion and all fees and expenses incurred in connection with the improvement or the financing.

The obligations are payable primarily out of the proceeds of the fees imposed under section 428A.14, or from any other special assessments or revenues available to be pledged for their payment under charter or statutory authority, or from two or more of those sources. The governing body of the city, or if the governing bodies are the same or consist of identical membership, the authority may, by resolution adopted prior to the sale of obligations, pledge the full faith, credit, and taxing power of the city to bonds issued by it to ensure payment of the principal and interest if the proceeds of the fees in the area are insufficient to pay the principal and interest. The obligations must be issued in accordance with chapter 475, except that an election is not required, and the amount of the obligations are not included in determination of the net debt of the city under the provisions of any law or charter limiting debt.

History: *1996 c 471 art 8 s 12; 2000 c 490 art 11 s 8*

428A.17 ADVISORY BOARD.

The implementing entity may create and appoint an advisory board for the housing improvement area in the city to advise the implementing entity in connection with the planning and construction of housing improvements. In appointing the board, the implementing entity shall consider for membership members of condominium associations located in the housing improvement area. The advisory board shall make recommendations to the implementing entity to provide improvements or impose fees within the housing improvement area. Before the adoption of a proposal by the implementing entity to provide improvements within the housing improvement area, the advisory board of the housing improvement area shall have an opportunity to review and comment upon the proposal.

History: *1996 c 471 art 8 s 13; 2000 c 490 art 11 s 9*

428A.18 VETO POWERS.

Subdivision 1. **Notice of right to file objections.** The effective date of any ordinance or resolution adopted under sections 428A.13 and 428A.14 must be at least 45 days after it is adopted. Within five days after adoption of the ordinance or resolution, a summary of the ordinance or resolution shall be mailed to the owner of each housing unit included in the multiunit housing improvement area. The mailing shall include a notice that owners subject to a fee have a right to veto the ordinance or resolution by filing the required number of objections with the city clerk before the effective date of the ordinance or resolution and that a copy of the ordinance or resolution is on file with the city clerk for public inspection.

Subd. 2. **Requirements for veto.** If residents of 35 percent or more of the housing units in the area subject to the fee file an objection to the ordinance adopted by the city under section 428A.13 with the city clerk before the effective date of the ordinance, the ordinance does not become effective. If owners of 35 percent or more of the housing units' tax capacity subject to the fee under section 428A.14 file an objection with the city clerk before the effective date of the resolution, the resolution does not become effective.

History: *1996 c 471 art 8 s 14*

428A.19 ANNUAL REPORTS.

Each condominium association located within the housing improvement area must, by August 15 annually, submit a copy of its audited financial statements to the implementing entity. The city may also, as part of the enabling ordinance, require the submission of other relevant information from the associations.

History: *1996 c 471 art 8 s 15; 2000 c 490 art 11 s 10*

428A.20 SPECIAL ASSESSMENTS.

Within a housing improvement area, the governing body of the city may, in addition to the fee authorized in section 428A.14, special assess housing improvements to benefited property. The governing body of the city may by ordinance adopt regulations consistent with this section.
History: *1996 c 471 art 8 s 16*

428A.21 DEADLINE FOR HOUSING IMPROVEMENT DISTRICTS UNDER GENERAL LAW.
The establishment of a new housing improvement area after June 30, 2009, requires enactment of a special law authorizing the establishment of the area.
History: *1996 c 471 art 8 s 17; 2000 c 490 art 11 s 11; 2005 c 152 art 1 s 11*

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Bonestroo

PLYMOUTH CITY CENTER MARKET STUDY

Plymouth, Minnesota

July 20, 2007

TO: Steve Juetten
City of Plymouth

FROM: Jay Demma
Bonestroo

INTRODUCTION

Plymouth City Center is a district bounded by Highway 55 on the south, Vicksburg Lane on the west, Rockford Road on the north, and Plymouth Boulevard on the east. City Center is approximately 80 percent developed, including a mix of entertainment retail, office retail (i.e., real estate offices, banks, insurance agents, etc.), medical office, traditional office, and traditional retail. Most of the existing development has been designed with an emphasis toward vehicular traffic rather than pedestrian traffic. This is in contrast to the vision for the district, which includes more traditional retail in a pedestrian friendly environment with the intent of attracting more people to the district.

The City of Plymouth has great interest in understanding the opportunities and constraints related to the retail uses within City Center. Accordingly, the City adopted a moratorium on development within the district to allow the City Council, Planning Commission, and staff the opportunity to the study the viability and potential impact of new roads, updated design requirements, and zoning changes on the market for retail uses.

This study examines current and projected market conditions for retail in City Center through an examination of trade area demographics, competitive retail nodes in the trade area, and comparable retail districts in other parts of the metro area that have been designed with a pedestrian orientation. Ultimately, this study will help determine which improvements/changes will assist in accomplishing the goal of attracting more traditional retail uses in a pedestrian friendly environment.

Overview of Types of Retail Centers and Goods

The design of retail centers in urban areas has changed significantly during the twentieth century, expanding from walkable town centers to auto-oriented centers, and the diverse types of retail centers we see today. Many of the changes have been linked to metropolitan growth patterns, changes in urban transportation systems – including the rising dominance of the automobile – and evolving retailing technologies.

One result of this change is that communities have inherited a mix of current and older retail centers that vary in economic performance and physical character. In suburban locations, many retail centers were developed as automobile-oriented, low-density, exclusively retail districts, and are poorly integrated with their surrounding development and landscape patterns. As these locations are redeveloped to maintain their competitiveness, there is a promising opportunity to transform them to pedestrian-friendly uses by adopting urban design approaches that emphasize links to local neighborhoods, walkability, transit access, complementary land uses, and natural amenities.

A clear understanding of the form and dynamics of retail centers is helpful when repositioning them in a community. They can vary dramatically based on:

- Physical size
- Built form
- Metropolitan location
- Transportation access
- Size of trade area
- Mix of services and tenants
- Presence of competing centers

Many forces can affect the performance of retail centers over time:

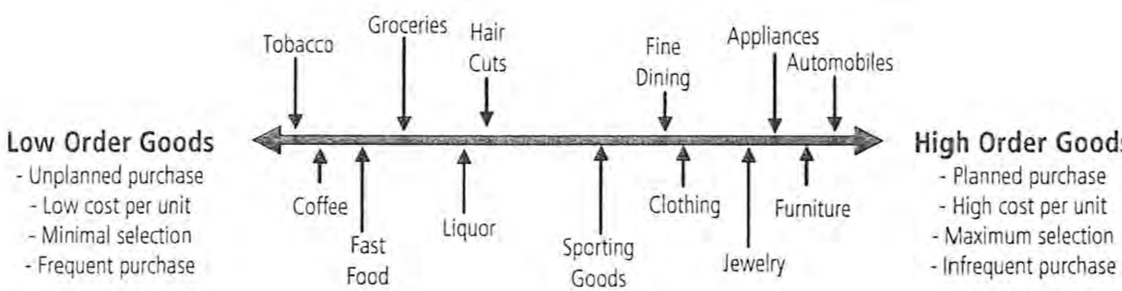
- Changes in the regional transportation system can alter the relative situation of individual retail centers, e.g. freeway or transit station proximity.
- A boom in construction of retail centers during the 1960s-1980s resulted in an overbuilt retail market in many communities today.
- Aging retail centers often need major renovation, expansion, or repositioning to be competitive.
- Changing demographics in the trade area may reduce buying power or create a market mismatch for a retail center.
- Smaller retail centers often lack space for expansion and struggle to compete with stores that are increasingly larger, e.g. supermarkets and discount stores.
- Competition can increase due to new and expanding retail centers within five miles.
- Diversification of shopping center types with new formats and popular tenants increases the competitive challenge.

The area from which a center draws the majority of its business is known as the Primary Trade Area (PTA). The boundary for a PTA is determined by many factors, but mostly by the location of the next closest center offering a similar complement of goods and services. Ideally, the PTA for a given center has no other competitors for several miles in each direction, giving the center the strong advantage of convenience to the households surrounding it. In reality, travel routes and intervening land uses (e.g. large parks with no through routes) often make one center more convenient than another retail center that is closer "as the crow flies."

Determining the PTA around a retail center depends on the amount of goods and services it can offer to the surrounding household base; the level of offering is usually related to the size of the center and the order of goods and services available.

Goods are often classified on a relative scale from lower order to higher order goods. Lower order goods are those goods which consumers need frequently and therefore are willing to travel only short distances for them. Higher order goods are needed less frequently so consumers are willing to travel farther for them. These longer trips are usually undertaken for not only purchasing purposes but other activities as well. Figure 1 demonstrates where some of the common goods and services might fall along this continuum.

Figure 1



The Urban Land Institute (ULI) approximates the size of a PTA in a rough manner, in terms of a distance radius surrounding a center. Figure 2 presents the rough PTA calculations, working from the smallest level (convenience center) up to the largest level (regional or super-regional center).

Figure 2
General Trade Area Characteristices of Retail Centers
Urban Land Institute

Center Type	Anchor Type	Gross Leasable Area (square feet)	Minimum Population to Support	Trade Area Radius (miles)	Trade Area Drive Time (minutes)
Convenience	Suprette/Small Grocery	<30,000	3,000 - 15,000	<1.5	<5
Neighborhood	Drug Store/Grocery	30,000 - 100,000	15,000 - 40,000	1.5 - 3	5 - 10
Community	Supermarket/Discount Merchandise	100,000 - 300,000	40,000 - 150,000	3 - 5	10 - 20
Regional/Super-Regional	Department Stores/Entertainment	300,000+	150,000+	5 - 12	20 - 30

Source: Urban Land Institute

In reality, the draw areas and minimum supportive populations for retail centers vary considerably across the country, depending on surrounding housing density and the attraction of the specific retail tenants. Stores in higher-density areas can thrive with smaller trade areas; stores that are popular in the local market (e.g. Target in the Twin Cities) can thrive with a smaller population base because they garner considerably higher brand loyalty than their competition.

Definition of Plymouth City Center Retail Trade Area

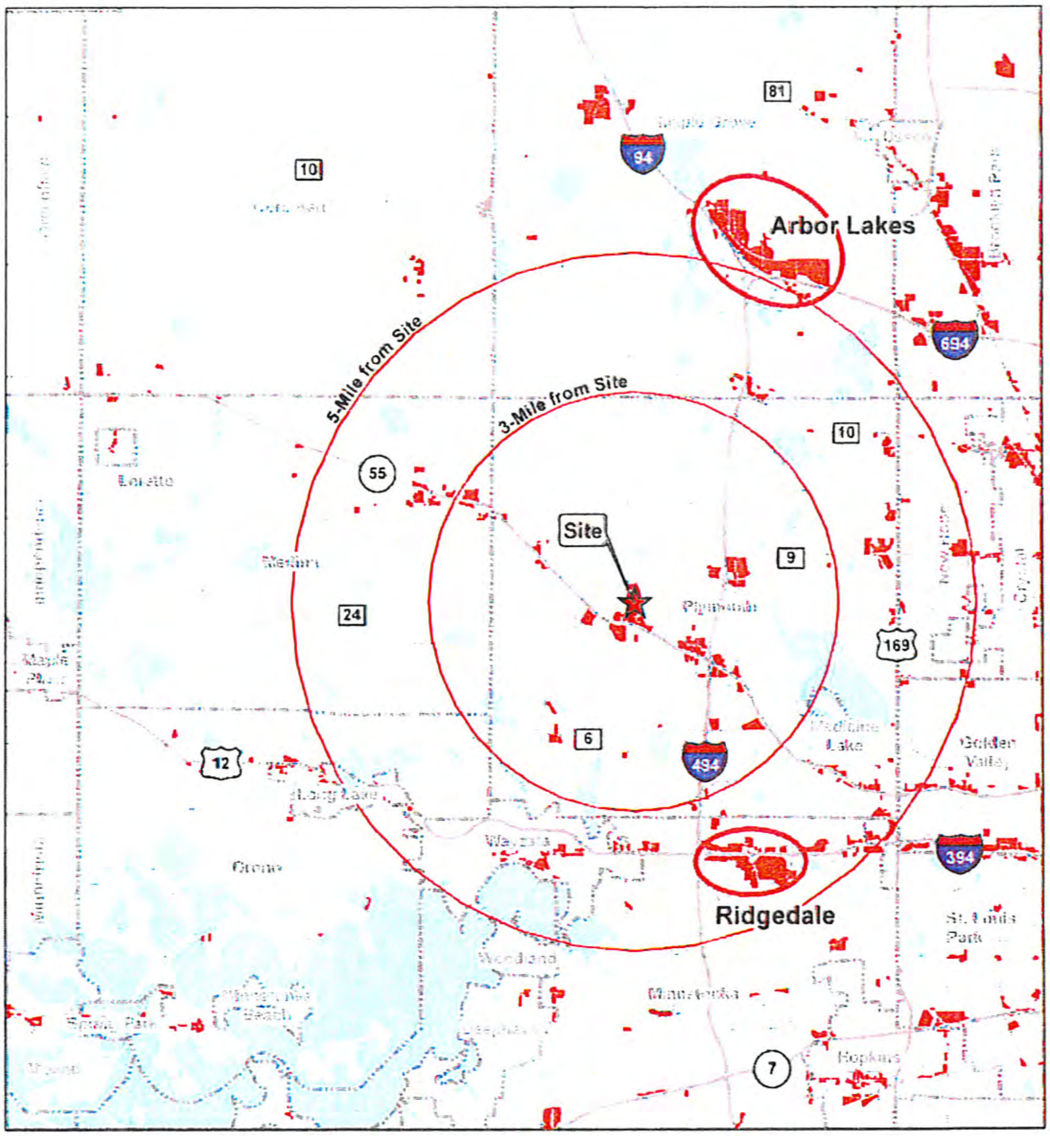
The size of the City Center retail district (~160,000 square feet) suggests that it is a community scale center, according to the ULI classification scheme. This indicates that the radius defining the PTA around City Center would not extend more than about five miles in any direction, the distance suggested by ULI.

We took into account the transportation infrastructure, land use patterns, and competitive retail nodes to further refine the retail PTA around City Center:

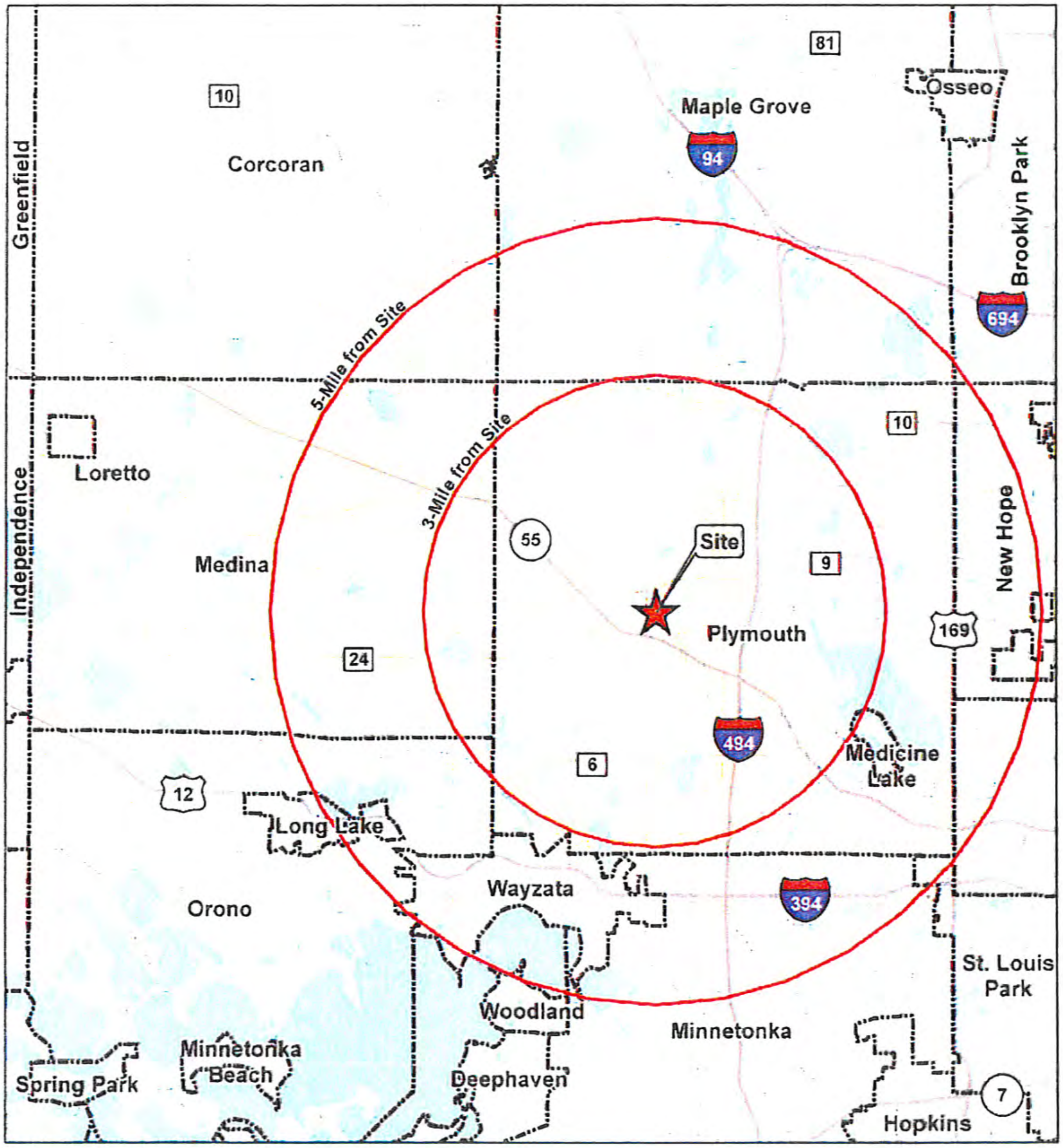
Transportation Networks – City Center lies at the juncture of three important thoroughfares—Highway 55; Vicksburg Lane, and Rockford Road. This nexus of transportation options enables City Center's trade area to extend many miles to the west, several miles to the north and south, but only a short distance to the east because of the barrier presented by Interstate 494, which restricts east-west travel across Plymouth.

Land Use Patterns – Ideally, a retail development would have a dense base of housing surrounding it, as residents usually generate the bulk of sales at a community scale retail center. Currently, the only remaining large tracts of undeveloped land are located in the northwest corner of Plymouth. These tracts of undeveloped land serve as a boundary to the trade area as many residents who live north of this undeveloped area have few roadway options that can bring them southward. Thus, they tend to be more oriented toward retail options further north in Maple Grove.

Competitive Retail Nodes – There are several other shopping centers that are located in the same vicinity as City Center – The Shops at Plymouth Creek, Plymouth Station, and Plymouth Marketplace. Because each of these centers is within a half-mile of City Center, they serve to augment the size of City Center's trade area as opposed to restrict it. In contrast, Rockford Road Plaza, Waterford Plaza, and Ridgedale serve to limit the eastern, northern, and southern extent of the trade area. However, there are few retail options to the west, other than an emerging node at Highway 55 and 101 in Medina. Therefore, the primary trade area extends several miles to the west of the Plymouth border.



Regional Commercial
Plymouth City Center Market Study



Trade Areas

Plymouth City Center Market Study

Overview of Relationship Between Retail Demand and Demographics

This section discusses demographics on a general scale, introducing the concepts of consumer segments and the value of alignment between tenants and surrounding households (as measured through demographic information).

Retailers capture sales from five main categories of consumers: residents, daily workers, commuters, intermittent (transitory) visitors, and destination shoppers. Of these, residents are usually the main source of income for most retailers. Retailers located on major roadways, however, often capture a strong base of sales from traffic passing by.

In general, neighborhood retailers perform best when they are surrounded by "rooftops," rather than simply trying to capture drive-by traffic. The strongest retail locations do a bit of both; they serve the residents living in the surrounding area and, because they are located on high-traffic streets, they capture business from commuters, intermittent visitors, and daily workers.

<u>Resident Consumers</u>

- Spend, on average, between 10%-20% of household income at local retailers (not including auto spending); this is far more per capita and per-trip than other consumer types.
- Support a wider variety of retail goods and personal services than daily workers or transitory visitors; everything from haircuts to hardware to prescriptions.

<u>Daily Workers</u>

- Spend just a fraction on local retail compared to residents, but can be regular customers for restaurants, coffee shops, and other specific retailers.
- Generally limit their spending time to the working hours during Monday-Friday.
- Spend in narrow categories such as restaurants and convenience/gas.

<u>Intermittent Visitors</u>

- Are difficult to predict but can be a significant source of business to retailers located on major thoroughfares with good access.

<u>Commuters</u>

- Do not generate high levels of patronage for most retail tenants.
- Like daily workers, can become regular customers for specific retailers such as coffee shops or convenience/gas stations.

<u>Destination Shoppers</u>

- Will drive significant distances and make special trips to shop at specific stores.
- Can be very loyal customers for the retailers they patronize.
- May often spend a substantial amount of money at one visit, or over the course of a year.

Given that residents (the consumer unit being a "household") generate the bulk of income for most retailers, the alignment between the demographic characteristics of the surrounding population and the tenant mix of a retail center is crucial. In an ideal world, the mix of tenants at a retail center would satisfy all of the regular needs of the surrounding population.

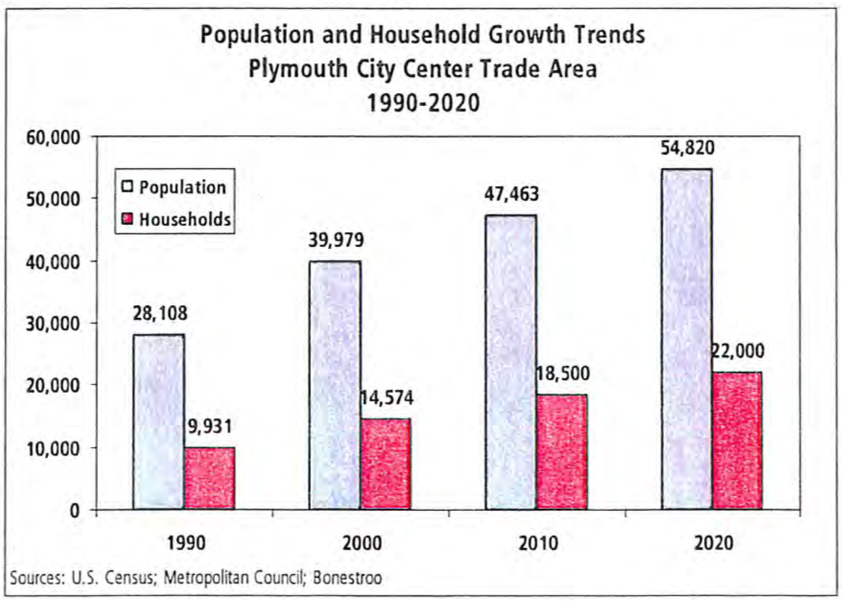
For example, a strip retail center located adjacent to a subdivision of starter homes with young families would offer such tenants as a grocery store, a hardware store, a drugstore/pharmacy, and family restaurants among others. A retail center in an inner-city urban area with few families would offer independent coffee shops, bookstores, niche restaurants with bars, and other specialty stores catering to singles and professionals.

City Center Trade Area Demographics

Population and Household Growth

Straddling the contiguous edge of the metro area, the City Center trade area is experiencing rapid population and household growth (Figure 3). Between 1990 and 2020, the population is expected to nearly double, increasing from about 28,000 to 55,000. Meanwhile, the number of households is expected to more than double, increasing from about 10,000 to 22,000.

Figure 3



Age Distribution

In 2000, the City Center trade area had a much higher proportion of school age children (age 5-17) and persons age 35 to 54 compared to the metro area (Figure 4). Of course, over time, as residents of the trade area age in place, the distribution of the population will more likely come to mirror that of the metro area. This will result in strong growth among the population age 55 and older (Figure 5).

Figure 4

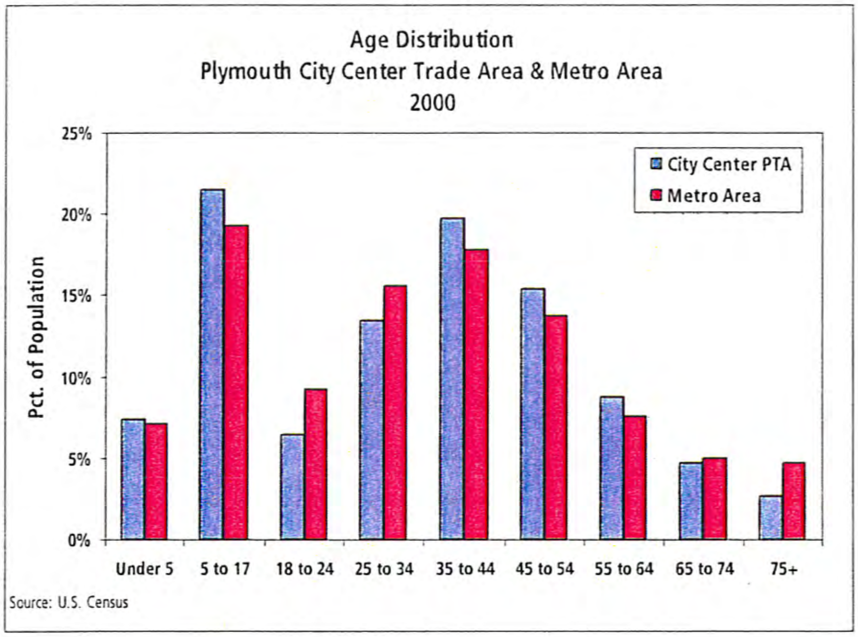
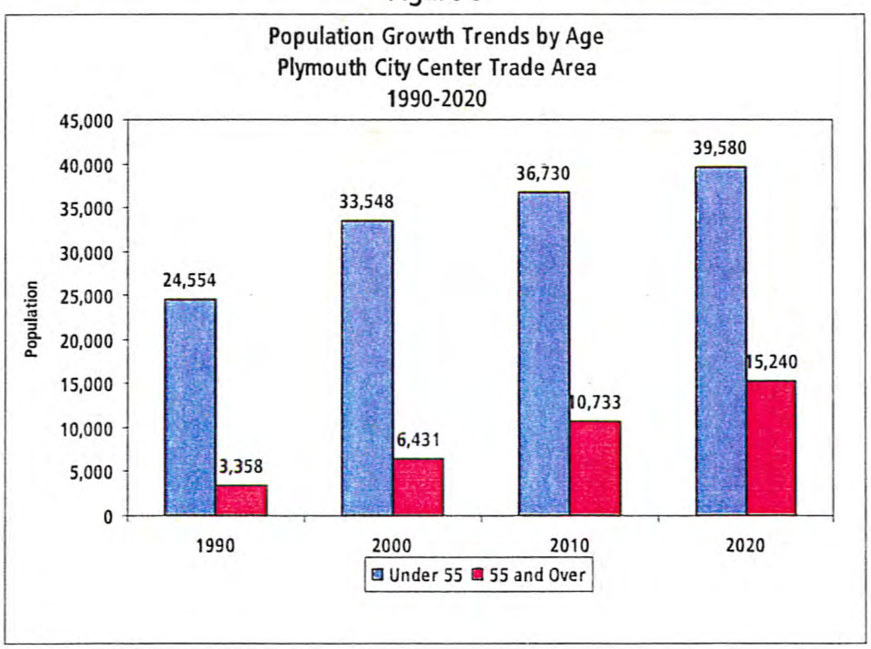


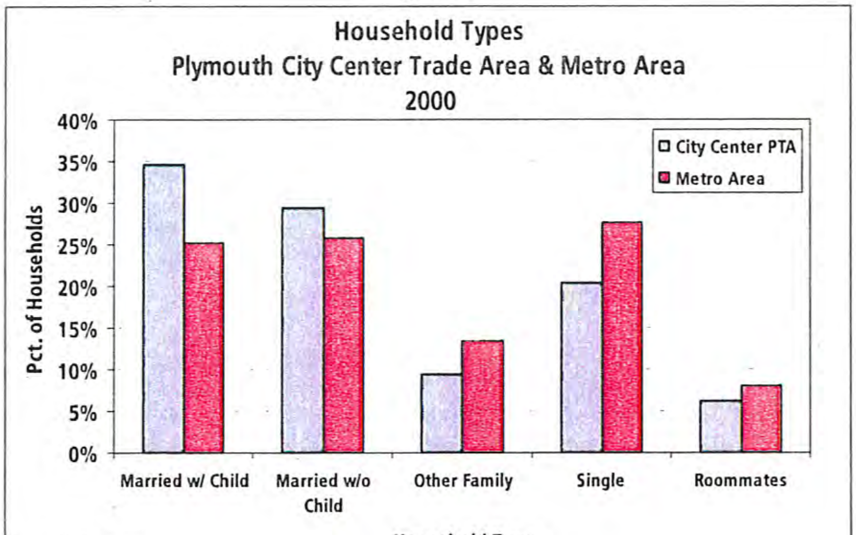
Figure 5



Household Type

As a rapidly growing part of the metro area, the most common type of households in the City Center trade area are married couples with children and married couples without children. Combined, these two types of households accounted for nearly two-thirds of all households in the trade area in 2000 (Figure 6). This is in contrast to the metro area in which single-person households were the most common type of household in 2000 and married couples with and without children combined accounted for slightly more than one-half of all households.

Figure 6

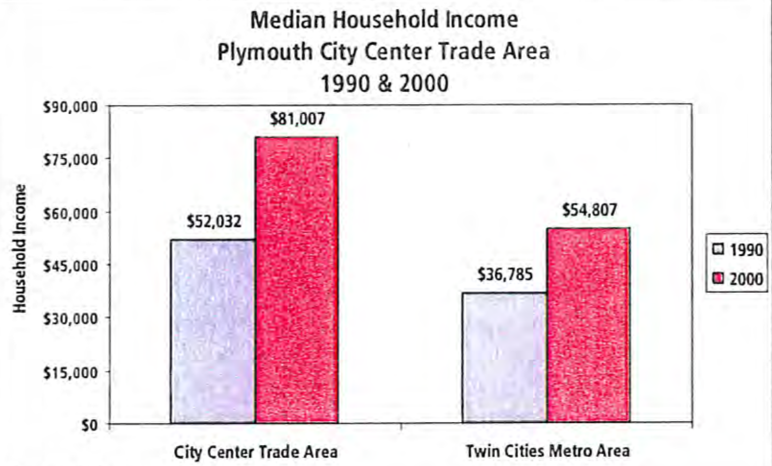


Source: U.S. Census

Household Income

The City Center trade area consists of relatively affluent households. In 2000, the median household income was just over $81,000, which was 48% higher than the metro median of $55,000 (Figure 7). Moreover, as the trade area adds more households, it appears to be becoming increasingly affluent. Between 1990 and 2000, the median household income in the trade area increased 56% while the metro median increased only 49%.

Figure 7



Source: U.S. Census

Competitive Retail Situation in the City Center Trade Area

City Center primarily competes with six other retail nodes located along Highway 55 west of Interstate 494. These nodes vary in size and purpose, but generally tend to serve the same trade area as City Center. Including City Center, these Highway 55 nodes contain just over 100 retail stores totaling more than 820,000 square feet of space. Overall, these retail nodes are performing well despite their concentration. According to the latest figures from the Minnesota Shopping Center Association, which were released in 2006, a little over 3% of the retail space in shopping centers along Highway 55 is vacant. This is below the metro area average for shopping center vacancy, which is about 6%.

Within City Center, there are two businesses that draw customers into the district; a Cub Foods and a Mann multiplex cinema. In addition to the anchors, there are a number of shops and restaurants that provide goods and services to trade area households (Figure 8). City Center also includes several other uses besides traditional retail stores, such as an "auto mall" and numerous office buildings that are filled with small businesses that provide professional and medical services. As such, City Center has a different feel and layout compared to most traditional retail centers. Currently, most of the retail space is occupied within City Center, except for the former Doolittle's restaurant and a small store in the Plymouth Hills Shopping Center, which is located immediately across Plymouth Boulevard from City Hall.

Plymouth Marketplace and The Shops at Plymouth Creek are the closest competitive nodes to City Center. They are located adjacent to City Center at the intersection of Highway 55 and Vicksburg Lane. However, neither node is well connected by pedestrian trails or sidewalks. Both of these retail centers are new (less than seven years old) and feature prominent anchors (Lowe's and Lunds), which are highly visible from Highway 55. The ancillary retail stores adjacent to the anchors include a mix of shops and restaurants that provide mostly low order goods and services.

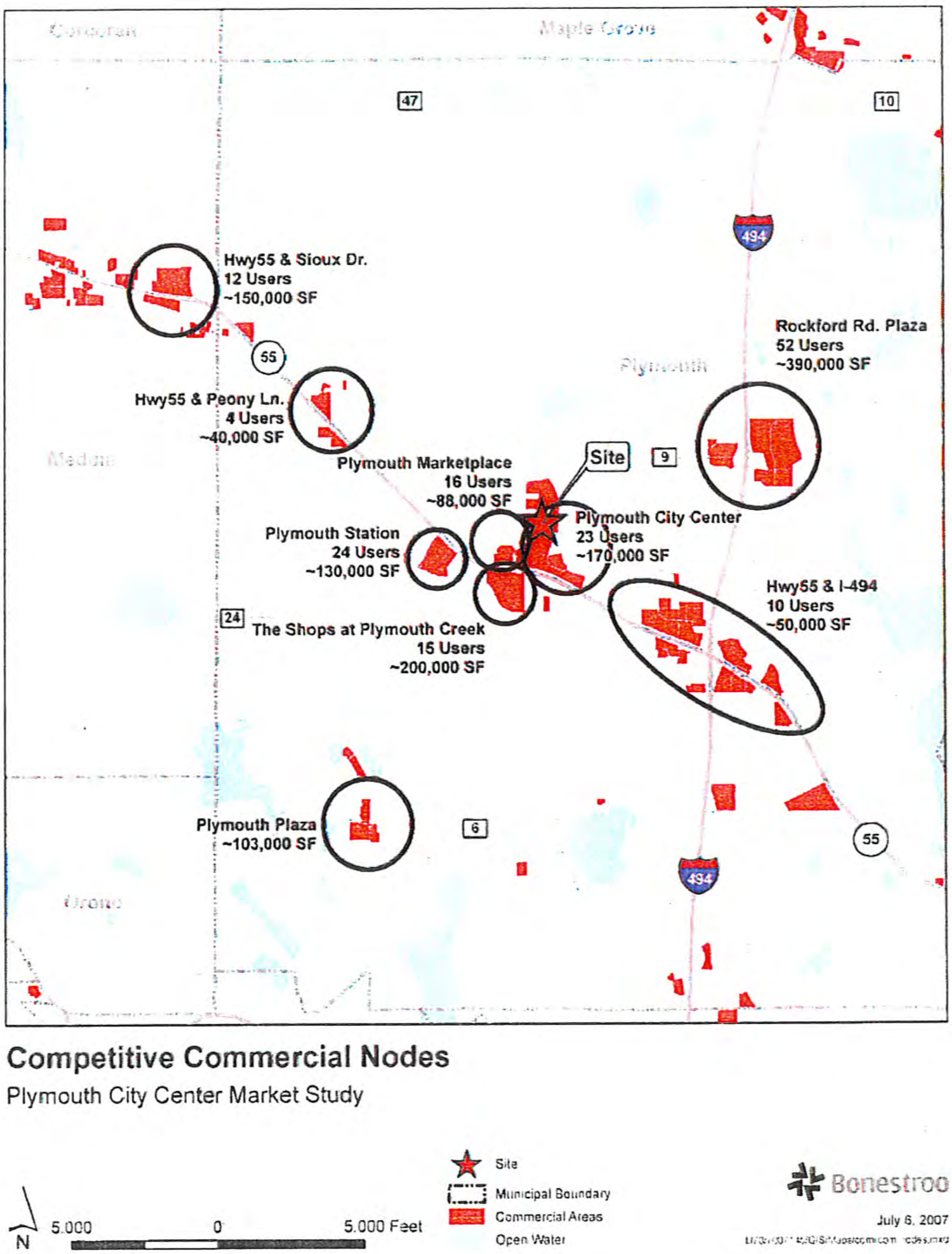

Maple Grove
Hwy55 & Sioux Dr.
12 Users
~150,000 SF
Hwy55 & Peony Ln.
4 Users
~40,000 SF
Plymouth Marketplace
16 Users
~88,000 SF
Site
Plymouth City Center
23 Users
~170,000 SF
Rockford Rd. Plaza
52 Users
~390,000 SF
Plymouth Station
24 Users
~130,000 SF
Hwy55 & I-494
10 Users
~50,000 SF
The Shops at Plymouth Creek
15 Users
~200,000 SF
Plymouth Plaza
~103,000 SF
47
10
494
55
9
24
6
Competitive Commercial Nodes
Plymouth City Center Market Study
N
5,000 0 5,000 Feet
Site
Municipal Boundary
Commercial Areas
Open Water
Bonestroo
July 6, 2007

Figure 8
Shopping Center Statistics and Store Selection
Plymouth City Center Vicinity
July 2007

	City Center	Plym. Market-place	Shops at Plym. Creek	Plym. Station	Hwy 55 & Peony	Hwy 55 & Sioux	Rockford Rd Plaza	Plym. Collection Ctr.	Cotton-wood Plaza
Total Sq. Ft.	170,000	88,000	200,000	170,000	40,000	150,000	206,000	130,000	48,000
Vacant Sq. Ft.	5,500	2,800	0	0	0	20,000	8,200	0	0
Vacancy Rate	3.2%	3.2%	0.0%	0.0%	0.0%	13.3%	4.0%	0.0%	0.0%
Year Built	1997	2000	2006	1999	n/a	2006	1991	1998	1989

General Retail

Lower Order Goods ↕ Higher Order Goods

	City Center	Plym. Market-place	Shops at Plym. Creek	Plym. Station	Hwy 55 & Peony	Hwy 55 & Sioux	Rockford Rd Plaza	Plym. Collection Ctr.	Cotton-wood Plaza
Gas Station/Conv.	1			1	1	1		2	
Coffee	1		1	1				2	
Fast Food	4	4	4	5	1	1		6	2
Groceries	1	1		1			1		
Discount Merch.						1	2		
Fitness						1			
Liquor	1			1		1	1	1	1
Drug Store			1		1		1		
Video				1			1		
Dry Cleaner	1			2		1	1	2	1
Bank	2		1						
Salon/Nails/Tanning	6	2	3	3	1	2	2	2	1
Package/Delivery Store	1						1		
Gifts/Cards							1		
Hardware Store			1					1	
Home furnishings/crafts			1				1		
Office supplies						1			
Family Restaurant	1	3	1	1			2	1	
Celluar Service		1	1	1					
Nutritional supplements							1		
Personal care products							2		
Cinema	1								
Sporting Goods				1				1	
Party Supplies								1	
Jewelry	see note below						1		
Clothing/Shoes	1						3		
Furniture								1	

Note: City Center contains a jewelry based business that includes a design studio. It is located in an office condominium, and does not compete directly with retail jewelry stores.

Sources: Minnesota Shopping Center Association; Bonestroo, Inc.

Less than ½-mile west of City Center along Highway 55 is the Plymouth Station retail node. In terms of design, layout, and mix of tenants, this node is very similar to Plymouth Marketplace and The Shops at Plymouth Creek. There is a prominent anchor (Rainbow Foods), which is surrounded by mostly neighborhood-oriented shops and restaurants. This retail node is less than 10 years old.

Further west along Highway 55 are two additional nodes. At Peony Lane, a CVS pharmacy was recently completed, which complements an intersection that already contains a Culver's fast food restaurant, a salon, and a gas station/convenience store. At Sioux Drive in Medina, Target recently opened a new store that anchors an additional 50,000 square feet of retail space. This development recently opened and has several spaces still available for occupancy. This new development indicates how retailers are already beginning to take advantage of new housing units that have been developed several miles to the west of City Center. Continued development of this node along with other key intersections will serve to shrink the City Center trade area. In other words, once these new developments become fully established with a full complement of goods and services, households living in these areas will no longer need to travel east to City Center for goods and services.

There also is a competitive retail node located just east of City Center at Interstate 494 and Highway 55. This node, however, is dominated by fast food restaurants that cater primarily to the thousands of workers that are located in the industrial districts to the south of Highway 55. Other than fast food, there are few other retail options in this node.

In addition to the Highway 55 nodes, there are two other important retail nodes that compete for trade area households. At the intersection of Highway 101 and County Road 6 are the Plymouth Shopping Center and Oakwood Square. Combined, these two centers total just over 100,000 square feet of retail space. Because of the modest size of this retail node and its lack of an anchor store, many of the households that are located nearby also travel to Highway 55 stores for retail goods and services. Therefore, this node is considered competitive with City Center in that it is clearly located within City Center's trade area. Adding the square footage of these stores to those located along Highway 55 brings the total trade area retail square footage to about 930,000.

The other important node that bears mentioning is located at Interstate 494 and Rockford Road. This node contains three separate shopping centers totaling almost 400,000 square feet. This retail node is not considered directly competitive with City Center because it tends to draw households from northeastern Plymouth, which is outside City Center's trade area. In many ways, this retail node tends to define the border of City Center's trade area rather than competing for the same household base.

City Center Trade Area Spending Potential

The aggregate amount of income and household spending patterns directly affects the demand for retail goods and services in City Center. Figure 9 displays the calculation used to determine the amount of supportable neighborhood and community retail space in the trade area.

Figure 9
Demand for Neighborhood/Community Retail Space
Plymouth City Center Trade Area

Aggregate Household Income in the Trade Area as of 2005	=	$1,754,069,815	
(times) Percent of Income Spent on Neighborhood/Community Retail Goods[1]	x	12%	13%
(equals) Resident Household Consumer Dollars	=	$210,488,378	$228,029,076
(plus) Retail Spending by Daytime (Non-Resident) Workers[2]	+	$12,960,000	$12,960,000
(equals) Trade Area Retail Neighborhood/Community Spending Potential	=	$223,448,378	$240,989,076
(divided by) Average Sales per Square Foot[3]	÷	$250	$250
(equals) Estimated Trade Area Demand for Neighborhood/Community Retail Space	=	893,794	963,956
(less) Existing Supply of Trade Area Neighborhood/Community Retail Space	-	930,000	930,000
(equals) Potential Additional Neighborhood/Community Retail Space that could be Supported in the Trade Area	=	-36,000	34,000

[1] US Department of Labor, Bureau of Labor Statistics: Average Annual Expenditures and Characteristics, Consumer Expenditure Survey, 2004-2005, Selectee Midwestern Metropolitan Statistical Areas

[2] Assuming roughly 36,000 daily workers in the PTA or at its periphery (from TAZ tallies) and average daily spending of $1.50 during the "work" year (Monday-Friday; 240 days per year).

[3] According to *Dollars and Cents of Shopping Centers* (Urban Land Institute), the median sales per square foot for neighborhood and community centers in the US ranged from $238 to $277 in 2004. Although Midwestern retail centers tend to achieve lower sales per square foot compared to the national median, the Twin Cities Metro Area consistently ranks high among national metro areas for consumer spending. Therefore, to adjust for inflation from 2004 to 2005 and to take into consideration Twin Cities spending patterns, $250 was used as the average sales per square foot. Moreover, the figures from ULI are for all tenants in a neighborhood or community center, which includes "big-box" stores.

Based on 2005 data from the U.S. Census's American Community Survey, it is estimated that the aggregate income for households in the trade area was approximately $1.75 billion among 16,500 households.

Consumers purchase retail goods at a variety of different locales, including: convenience centers; neighborhood centers; community centers; and large regional malls. According to an annual consumer survey from the U.S. Department of Labor for the Twin Cities Metro Area, which measures household spending by detailed categories, Twin Cities households spend approximately 12-13% of their pre-tax incomes on retail goods and services at a neighborhood or community retail level. These are purchases that would normally be made in centers at the scale of City Center.

Figure 9 presents detailed calculations for the retail potential in the City Center trade area. The first two lines in the table multiply the estimated aggregate household income in the trade area ($1.75 billion) by the percentage of gross income that households likely spend on goods and services at the neighborhood or community level (12-13%). This yields an estimate of between $228 and $263 million spending potential by trade area households as of 2005.

Daytime workers will also spend in the trade area. It is estimated that daily workers spent roughly $13 million at neighborhood or community centers in the trade area in 2005.

Summing the two demand sources – residents and daily workers – indicates that total spending potential at neighborhood or community centers in the trade area was between $241 and $276 million in 2005.

To translate spending potential into physical space demand, the median sales per square foot at neighborhood and community centers based on ULI data ($250) was divided into the spending potential. Following this methodology, the trade area needed between 900,000 and 960,000 square feet of space at neighborhood or community centers to properly service residents and daytime workers in 2005.

Given that there is currently 930,000 square feet of retail space in the trade area, this suggests that the potential for additional neighborhood or community retail is limited as most of the demand is being satisfied.

Comparable Pedestrian-Oriented Retail Districts

Bonestroo examined three pedestrian-oriented retail districts in other fully developed suburbs in the Twin Cities to learn what characteristics are similar to or different from Plymouth City Center. The districts analyzed were:

- Wesley Commons in Golden Valley at the intersection of Highway 55 and Winnetka Avenue
- Excelsior and Grand in St. Louis Park, east of Highway 100 along Excelsior Boulevard
- Heart of the City in Burnsville, along Nicollet Avenue between Highway 13 and Burnsville Parkway

Each of these three sites shares important characteristics with Plymouth City Center. Most notably, they include or are adjacent to important public institutions, such as city halls, post offices, parks, community centers, or libraries. They also contain retail stores that are primarily neighborhood in orientation as opposed to regional in orientation.

These districts differ from Plymouth City Center in several important ways: 1) each district has experienced a second or third generation of development; 2) each district is surrounded by many miles of development in all directions; 3) each district contains a significant number of new housing units; 4) structured parking has been incorporated into the development; and 5) the trade area demographics include a much higher proportion of households without children (empty nesters, retirees, young professionals, etc.).

Most importantly, though, each of the three comparable districts examined includes a prominent public feature or amenity that is centrally located within the development and serves as a place to gather, relax, or be a recognizable symbol of the community.

Wesley Commons in Golden Valley


- Approximately 200,000 square feet of retail space within the retail district
- 156 units of housing
- Highly visible from Highway 55
- No prominent anchor
- Aging strip mall adjacent to new development
- Poor pedestrian access to neighborhoods south of Highway 55

Excelsior and Grand in St. Louis Park

- Specialty grocer (Trader Joes) serves as anchor
- Approximately 85,000 square feet of retail (all of it with housing located on upper floors)
- Over 600 units of housing
- Substantial amount of structured parking
- Located within two miles of central Minneapolis

Heart of the City in Burnsville

- Approximately 125,000 square feet of retail space
- Cub Foods part of the development
- Public square is prominent amenity (regularly scheduled events include annual half marathon, art & jazz fest, and holiday tree lighting ceremony)
- Retail located away from Cub Foods has been slow to absorb

Conclusions

Based on the findings presented above, the ability of City Center to attract additional retailers and/or people to the area can be summarized in the following responses to questions put forth by City officials and staff.

1) Can we attract additional retail to City Center?

It will be difficult to attract additional retail to City Center. Households that live within a convenient three-mile distance of City Center already have numerous retail options to choose from (e.g., Plymouth Station, Plymouth Marketplace, and The Shops at Plymouth Creek). Therefore, for more retail to be supported, shoppers would need to come from outside the immediate vicinity. However, it is very difficult to attract such shoppers because they typically only venture outside of their own neighborhood for infrequent purchases (e.g., clothes, furniture, appliances) or because the destination is a unique regional resource (e.g., Downtown Stillwater or Downtown Wayzata). Retailers who specialize in goods purchased infrequently would be more attracted to nearby Ridgedale and Arbor Lakes because the highway accessibility in those shopping districts allows them to draw customers from further distances.

With that being said, there is the possibility of attracting a very small amount of retail that could be supported by the traffic generated by the new library and an adjacent public open space that is inviting and would accommodate seating. Such retail might be a coffee cart or kiosk or a weekend farmers market.

Over time, if the concept were to prove popular, additional retailers may be attracted to the location. However, development would be incremental and potentially take many years. Moreover, if demand were to grow, it would require that adjacent properties be able to accommodate the growth.

2) What type of retail can we attract?

Within the next few years, the most likely retail to be supported would be a small coffee and snack operation that would feed off the traffic generated by the new library.

3) What can we do to increase the retail experience?

Current buildings and roadways are clearly designed to accommodate motor vehicles and not pedestrians. New streetscaping and traffic calming devices might help mitigate the impact of motor vehicles on the pedestrian experience without limiting accessibility. The most effective way to increase the pedestrian-oriented retail experience would be to reorient the entrances of existing buildings toward sidewalks and to add new retail establishments that are designed for pedestrian accessibility. However, the ability of the market to support new retail in City Center is limited due to reasons noted above.

4) What improvements/changes are necessary to attract retail?

As noted above, the amount of additional retail that can be supported by trade area households is limited. However, the new library may generate enough traffic to support a small amount of retail activity that, if new amenities are created (e.g., an outdoor open space that is connected to other areas in City Center), could slowly grow over time, especially as the trade area demographics change to consist of more older households and single persons.

Another, much more expensive approach, would be to redevelop the entire City Center in such a manner that it becomes a unique regional resource to which people would be attracted from all over the region. However, since the Twin Cities area consists of over 3 million people and traffic congestion is becoming a serious issue, the scope and scale of the features designed into City Center would need to be sufficient to attract people there despite competition. In other words, it might take not just one Guthrie Theater, but three or four Guthrie Theaters to achieve the kind of uniqueness that would draw people from far and wide.

5) Will any of the following amenities improve the viability of City Center:
   a. Street light banners;
   b. Gateway signs (primary and secondary);
   c. Sidewalk plantings (including planters);
   d. Benches and trash receptacles;
   e. Public art;
   f. Up-lighting of trees;
   g. Additional boulevard plantings; or
   h. Raised crosswalks

All of these things would improve the viability of City Center. The more relevant question is whether they would improve it to the point that it would result in additional retail development, preferably development that would be pedestrian-oriented. Because the trade area is already nearly tapped out in the amount of retail it can support, such improvements would not likely result in substantial new retail development within the next 10 years. However, a small amenity located near the library might support a small amount of retail, which could one day expand to include additional retail. This theoretical expansion of retail would be greatly enhanced by the above improvements.

In other words, the improvements listed above, in and of themselves, will not attract more people to City Center. More people will be attracted to City Center if there are additional reasons to come to City Center (e.g., an expanded library). If there are additional reasons to come to City Center, then the likelihood that they might stay and do other things while in City Center is greatly enhanced if there is a pleasant environment that is oriented to pedestrians.

6) Will making the area more pedestrian/bicycle friendly improve City Center's attractiveness and increase its retail potential?

Again, the trade area is nearly tapped out in its ability to support additional retail.

7) Will these improvements increase the traffic to the existing businesses?

The existing businesses are largely designed to accommodate motor vehicle accessibility and maximize convenience. Therefore, it is unlikely that existing businesses will enjoy an upsurge in customer traffic due to the improvement of the pedestrian spaces surrounding the buildings. The one area where pedestrian improvements may enhance traffic would be if the mix of businesses were to have a synergy. For example, many folks precede a trip to the cinema with a trip to a restaurant. If the environment surrounding the cinema and nearby restaurants were more pedestrian oriented, this may result in additional business for the restaurants as it would be a more pleasant experience to simply walk from the restaurant to the cinema after the meal instead of choosing another nearby restaurant where one must drive to the cinema.

8) Will making the area more pedestrian friendly make the area more Vibrant?

If there are more opportunities to walk between places, more people will walk. However, it is hard to measure how much pedestrian activity translates into a sense of "vibrancy."

9) Will a roadway between 36th Avenue and 37th Avenue increase retail potential?

The potential for additional retail within the next ten years is limited. The likely traffic volume on the new road would not be high enough to support most retail uses. However, as discussed previously, if a small retail concept adjacent to the new library can be supported, it may generate enough traffic to support additional retail nearby over time. Any additional demand for retail, however, will be very incremental in nature. This incremental quality to retail development will be supported if, and only if, the adjacent parcels can be accessed and/or subdivided accordingly, which will likely require some type of street or right-of-way between 36th and 37th Avenues.

10) Would a wide (Approximately 15 feet), highly amenitized trail (mall like) do the same thing as the roadway, or better, (a mix of paving materials, well landscaped, lights, benches, pavers, plaza, fountain, etc.)?

Creating a pedestrian mall with shops on both sides would make City Center compete directly with Arbor Lakes and Ridgedale. Unfortunately, City Center would not have the same trade area potential as either Arbor Lakes or Ridgedale, nor would it have the same availability of parking. As for attracting neighborhood oriented retail, there is even less potential since the trade area demand is nearly tapped and the convenience of accessing the stores along a pedestrian mall is very low.

11) Would Civic events (private or public/City) attract more retail?

More civic events would increase awareness of and familiarity with City Center, which would help attract more people to the area for retail who otherwise would not come to it. However, it would be difficult to quantify the impact since it would depend on the type, frequency, and promotion of the events. In the Heart of the City development in Burnsville, the city has undergone an aggressive campaign of events structured around creating annual rituals. For example, in June, the city sponsors a half marathon that now has up to several thousand participants. In July, there is an art and jazz festival that attracts several thousand as well. During the winter, there is a tree lighting ceremony.

12) Would a small, active recreational area be a benefit to the retail in the area (similar to Centennial Lakes – create a pond on the Library, walls to increase size, and construct a miniature golf course around it)?

If the recreational uses were to attract more people into City Center, it would benefit existing retail and increase the potential to add more retail. Keep in mind that a small pond or miniature golf course may not attract enough people to support most types of retail. Furthermore, recreational activities tend to be seasonal, and, as such, businesses that depend on year-round traffic may not benefit enough from them to be viable.

13) Will an improved Cub parking lot (with dedicated pedestrian pathways) improve the appeal of City Center?

Dedicated pedestrian pathways in the Cub parking lot will improve the appeal of City Center. For those who live within walking distance or may want to walk between stores, the pathways would increase pedestrian activity. However, the presence of the pathways will not significantly increase the amount of patronage to City Center stores since the number of households that live within walking distance is minimal.

14) Will the mixing of zoning districts (reducing the number of different districts) improve the possibilities of additional retail?

One of the areas for potential support of more pedestrian-oriented retail would be to add housing into City Center, since residents would be predisposed to support retail by walking and not driving. Another possibility would be to allow more traditional retailers into existing office space. Typically, rental rates in office buildings are less expensive than retail buildings. Therefore, office space with decent visibility and easy customer access, could serve as incubators for niche retailers who cannot afford traditional retail space.

Some of the office buildings that have been developed along Plymouth Boulevard may have this flexibility because of their visibility and direct access from the street. However, because of the limited amount of parking located in front of these buildings, only certain types of retailers would be attracted to these spaces. More than likely, they would be the types of retailers that do not depend on high traffic volumes. Nonetheless, if a sufficient number of office buildings were allowed to accommodate retailers, this would increase the number of shoppers (i.e. persons) in City Center.

15) Would residential development within City Center boundaries increase the retail possibilities?

Residential development within City Center will increase pedestrian activity and may slightly boost the potential for more retail. The retail spending habits of a typical household support about 10 square feet of space. Therefore, for a substantial amount of new retail to be supported, there would need to be 1,000s of new housing units not 100s.

16) What potential exists for the redevelopment of the Doolittle's and State Farm properties? Is retail a viable possibility?

The average daily vehicle traffic along Plymouth Boulevard at 37th Avenue, which is where the State Farm site is located, is less than 7,000 vehicles per day. This will not support most types of retail.

Doolittle's has marginal visibility from Highway 55 because of existing buildings that block site lines. However, signage can easily be made prominent enough to attract the attention of drivers along Highway 55. The bigger challenge is accessing the site from Highway 55. If a traveler approaches from Vicksburg Lane, they need to travel through two parking lots before reaching Doolittle's. If a traveler approaches from Plymouth Boulevard, they must turn onto 34th or 35th Avenue. Neither option is especially intuitive.

17) Is traffic flow and safe pedestrian movement a concern currently and what can be done to minimize this concern?

Most shoppers currently access City Center by automobile. Therefore, any concerns regarding traffic flow and pedestrian safety would be the same concerns at any other automobile-oriented shopping district.

18) Would adding more sidewalks and closing some entrances in and out of parking lots negatively affect the retail businesses?

If one were to limit automobile access, it may encourage shoppers to bypass City Center in favor of a more accessible shopping center. Therefore, in order to balance the potential loss of customers, there must be a commensurate gain in shoppers who prefer the pedestrian environment. Given the prevailing demographic composition of the trade area, which is predominantly made up of families with young children, this seems unlikely.

19) What affect will making the Highway 55 and Vicksburg Lane interchange more pedestrian friendly (grade separated) have on City Center (granted this may not occur for 20 plus years)?

There may be more interest among households that live south of Highway 55 to access City Center on foot or bike. However, the nearest concentration of homes south of Highway 55 is close to a half-mile away from the intersection. Based on most pedestrian research, the typical person usually will not walk further then a ¼-mile for goods and services. Therefore, it is unlikely that an improved pedestrian crossing will result in support for more retail in City Center.

20) Include demographics showing the population is aging.

Please refer to Figure 5 on page 9.

21) Why doesn't City Center have "higher order" goods?

Arbor Lakes and Ridgedale are prominent regional shopping centers that are located within five miles of City Center. Therefore, any retailer who sells higher order goods in City Center would likely compete with similar retailers that are located in these two areas. Furthermore, retailers located at either Arbor Lakes or Ridgedale would have an easier time drawing customers from further distances because they are situated closer to the regional highway network. Thus, their customer base would be much larger.

One area of note is the issue of upscale restaurants. It has been noted that Plymouth lacks a sufficient number of upscale restaurants, especially in City Center. To some degree this is due to the demographic make-up of the trade area. As noted previously the trade area contains a higher than average number of families with young children. Young families, on the whole, do not patronize upscale restaurants as frequently as households without young children.

It should be noted, however, that there are a variety of other possible reasons not related to market conditions that might explain the absence of upscale dining in Plymouth. For example, upscale dining, especially in the Twin Cities, has a notoriously fickle customer base that makes it very difficult to succeed even in trade areas where the demographics are ideal. Trendy cuisine, innovative interior design, and celebrity chefs are examples of forces that can attract customers that have nothing to do with location. Although a detailed analysis of the potential support for upscale dining was not part of this market study, it is entirely possible that an entrepreneurial restaurant owner could open a new establishment within City Center and be very successful because they create something of interest.

22) What can the City do, if anything, to reduce the I-494 "wall"?

Increase the number of crossings. Unfortunately, this is costly, and, despite improved accessibility, large roadways often remain significant psychological barriers because of their noise, massing, and overall impact on the environment.

23) How much retail does City Center have currently (of the 930,000 square feet in the Trade Area)?

The complex of shops called Plymouth Town Center, which according to the Minnesota Shopping Center Association is brokered by Madison Marquette, consists of 146,000 square feet of retail. This includes the Cub Foods and its attached shops, the Applebee's restaurant and its attached shops, and the Mann Cinema. Plymouth Hills Shopping Center, which is the two-building complex located directly across Plymouth Boulevard from City Hall, consists of 21,700 square feet of space. Combined, these two complexes total approximately 167,600 square feet of space.

There are also a number of office buildings in City Center that contain a variety of service retail businesses (e.g., lawyers, insurance agents, real estate agents, financial planners, chiropractors, dentists, etc.) that often locate in traditional retail stores with lower rent. However, because of the availability of office space that meets these types of businesses' needs, they have not bothered to locate in the retail stores.

24) Is a prominent anchor like Cub or the Mann Theater a good thing?

These businesses generate a lot of traffic and help contribute to the sense of activity that is already in place at City Center. Unfortunately, neither building is well connected to its surroundings via pedestrian oriented walkways or roadways.

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PLYMOUTH CITY CENTER MARKET STUDY

Plymouth, Minnesota

July 20, 2007

TO: Steve Juetten
City of Plymouth

FROM: Jay Demma
Bonestroo

INTRODUCTION

Plymouth City Center is a district bounded by Highway 55 on the south, Vicksburg Lane on the west, Rockford Road on the north, and Plymouth Boulevard on the east. City Center is approximately 80 percent developed, including a mix of entertainment retail, office retail (i.e., real estate offices, banks, insurance agents, etc.), medical office, traditional office, and traditional retail. Most of the existing development has been designed with an emphasis toward vehicular traffic rather than pedestrian traffic. This is in contrast to the vision for the district, which includes more traditional retail in a pedestrian friendly environment with the intent of attracting more people to the district.

The City of Plymouth has great interest in understanding the opportunities and constraints related to the retail uses within City Center. Accordingly, the City adopted a moratorium on development within the district to allow the City Council, Planning Commission, and staff the opportunity to the study the viability and potential impact of new roads, updated design requirements, and zoning changes on the market for retail uses.

This study examines current and projected market conditions for retail in City Center through an examination of trade area demographics, competitive retail nodes in the trade area, and comparable retail districts in other parts of the metro area that have been designed with a pedestrian orientation. Ultimately, this study will help determine which improvements/changes will assist in accomplishing the goal of attracting more traditional retail uses in a pedestrian friendly environment.

Overview of Types of Retail Centers and Goods

The design of retail centers in urban areas has changed significantly during the twentieth century, expanding from walkable town centers to auto-oriented centers, and the diverse types of retail centers we see today. Many of the changes have been linked to metropolitan growth patterns, changes in urban transportation systems – including the rising dominance of the automobile – and evolving retailing technologies.

One result of this change is that communities have inherited a mix of current and older retail centers that vary in economic performance and physical character. In suburban locations, many retail centers were developed as automobile-oriented, low-density, exclusively retail districts, and are poorly integrated with their surrounding development and landscape patterns. As these locations are redeveloped to maintain their competitiveness, there is a promising opportunity to transform them to pedestrian-friendly uses by adopting urban design approaches that emphasize links to local neighborhoods, walkability, transit access, complementary land uses, and natural amenities.

A clear understanding of the form and dynamics of retail centers is helpful when repositioning them in a community. They can vary dramatically based on:

- Physical size
- Built form
- Metropolitan location
- Transportation access
- Size of trade area
- Mix of services and tenants
- Presence of competing centers

Many forces can affect the performance of retail centers over time:

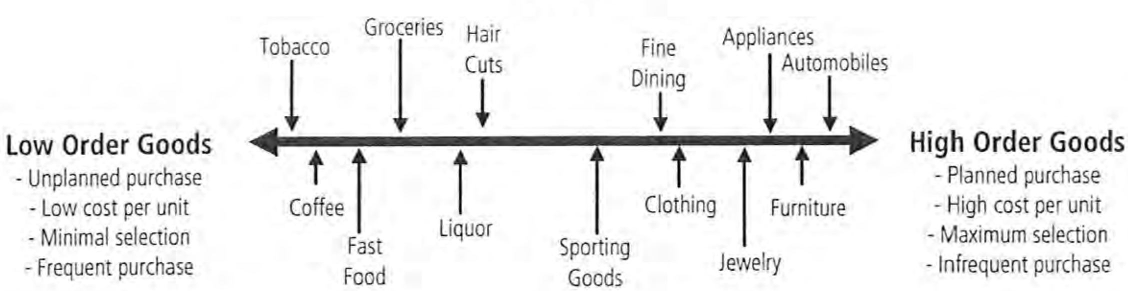
- Changes in the regional transportation system can alter the relative situation of individual retail centers, e.g. freeway or transit station proximity.
- A boom in construction of retail centers during the 1960s-1980s resulted in an overbuilt retail market in many communities today.
- Aging retail centers often need major renovation, expansion, or repositioning to be competitive.
- Changing demographics in the trade area may reduce buying power or create a market mismatch for a retail center.
- Smaller retail centers often lack space for expansion and struggle to compete with stores that are increasingly larger, e.g. supermarkets and discount stores.
- Competition can increase due to new and expanding retail centers within five miles.
- Diversification of shopping center types with new formats and popular tenants increases the competitive challenge.

The area from which a center draws the majority of its business is known as the Primary Trade Area (PTA). The boundary for a PTA is determined by many factors, but mostly by the location of the next closest center offering a similar complement of goods and services. Ideally, the PTA for a given center has no other competitors for several miles in each direction, giving the center the strong advantage of convenience to the households surrounding it. In reality, travel routes and intervening land uses (e.g. large parks with no through routes) often make one center more convenient than another retail center that is closer "as the crow flies."

Determining the PTA around a retail center depends on the amount of goods and services it can offer to the surrounding household base; the level of offering is usually related to the size of the center and the order of goods and services available.

Goods are often classified on a relative scale from lower order to higher order goods. Lower order goods are those goods which consumers need frequently and therefore are willing to travel only short distances for them. Higher order goods are needed less frequently so consumers are willing to travel farther for them. These longer trips are usually undertaken for not only purchasing purposes but other activities as well. Figure 1 demonstrates where some of the common goods and services might fall along this continuum.

Figure 1



The Urban Land Institute (ULI) approximates the size of a PTA in a rough manner, in terms of a distance radius surrounding a center. Figure 2 presents the rough PTA calculations, working from the smallest level (convenience center) up to the largest level (regional or super-regional center).

Figure 2
General Trade Area Characteristices of Retail Centers
Urban Land Institute

Center Type	Anchor Type	Gross Leasable Area (square feet)	Minimum Population to Support	Trade Area Radius (miles)	Trade Area Drive Time (minutes)
Convenience	Suprette/Small Grocery	<30,000	3,000 - 15,000	<1.5	<5
Neighborhood	Drug Store/Grocery	30,000 - 100,000	15,000 - 40,000	1.5 - 3	5 - 10
Community	Supermarket/Discount Merchandise	100,000 - 300,000	40,000 - 150,000	3 - 5	10 - 20
Regional/Super-Regional	Department Stores/Entertainment	300,000+	150,000+	5 - 12	20 - 30

Source: Urban Land Institute

In reality, the draw areas and minimum supportive populations for retail centers vary considerably across the country, depending on surrounding housing density and the attraction of the specific retail tenants. Stores in higher-density areas can thrive with smaller trade areas; stores that are popular in the local market (e.g. Target in the Twin Cities) can thrive with a smaller population base because they garner considerably higher brand loyalty than their competition.

Definition of Plymouth City Center Retail Trade Area

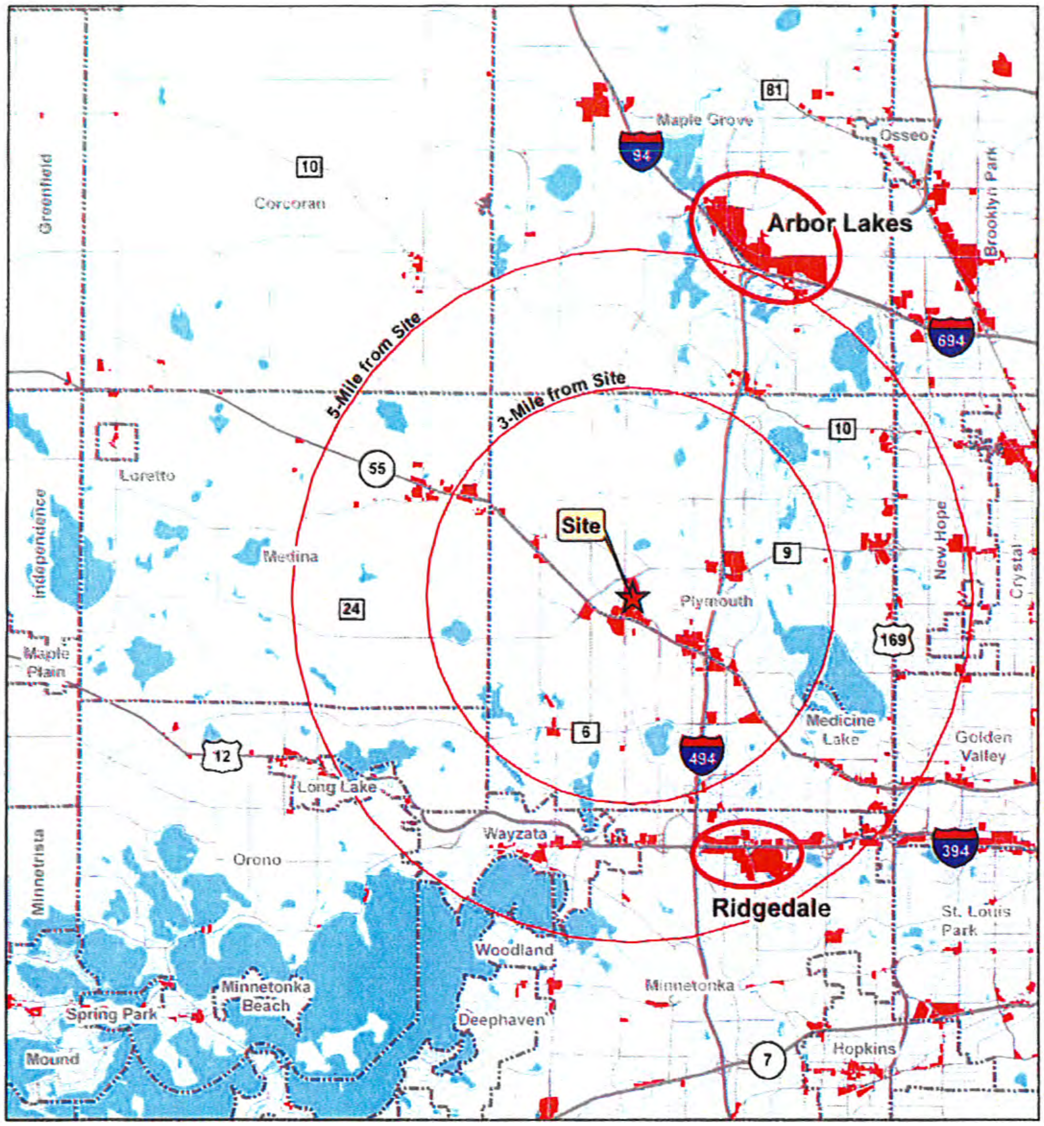
The size of the City Center retail district (~160,000 square feet) suggests that it is a community scale center, according to the ULI classification scheme. This indicates that the radius defining the PTA around City Center would not extend more than about five miles in any direction, the distance suggested by ULI.

We took into account the transportation infrastructure, land use patterns, and competitive retail nodes to further refine the retail PTA around City Center:

<u>Transportation Networks</u> – City Center lies at the juncture of three important thoroughfares—Highway 55; Vicksburg Lane, and Rockford Road. This nexus of transportation options enables City Center's trade area to extend many miles to the west, several miles to the north and south, but only a short distance to the east because of the barrier presented by Interstate 494, which restricts east-west travel across Plymouth.

<u>Land Use Patterns</u> – Ideally, a retail development would have a dense base of housing surrounding it, as residents usually generate the bulk of sales at a community scale retail center. Currently, the only remaining large tracts of undeveloped land are located in the northwest corner of Plymouth. These tracts of undeveloped land serve as a boundary to the trade area as many residents who live north of this undeveloped area have few roadway options that can bring them southward. Thus, they tend to be more oriented toward retail options further north in Maple Grove.

<u>Competitive Retail Nodes</u> – There are several other shopping centers that are located in the same vicinity as City Center – The Shops at Plymouth Creek, Plymouth Station, and Plymouth Marketplace. Because each of these centers is within a half-mile of City Center, they serve to augment the size of City Center's trade area as opposed to restrict it. In contrast, Rockford Road Plaza, Waterford Plaza, and Ridgedale serve to limit the eastern, northern, and southern extent of the trade area. However, there are few retail options to the west, other than an emerging node at Highway 55 and 101 in Medina. Therefore, the primary trade area extends several miles to the west of the Plymouth border.



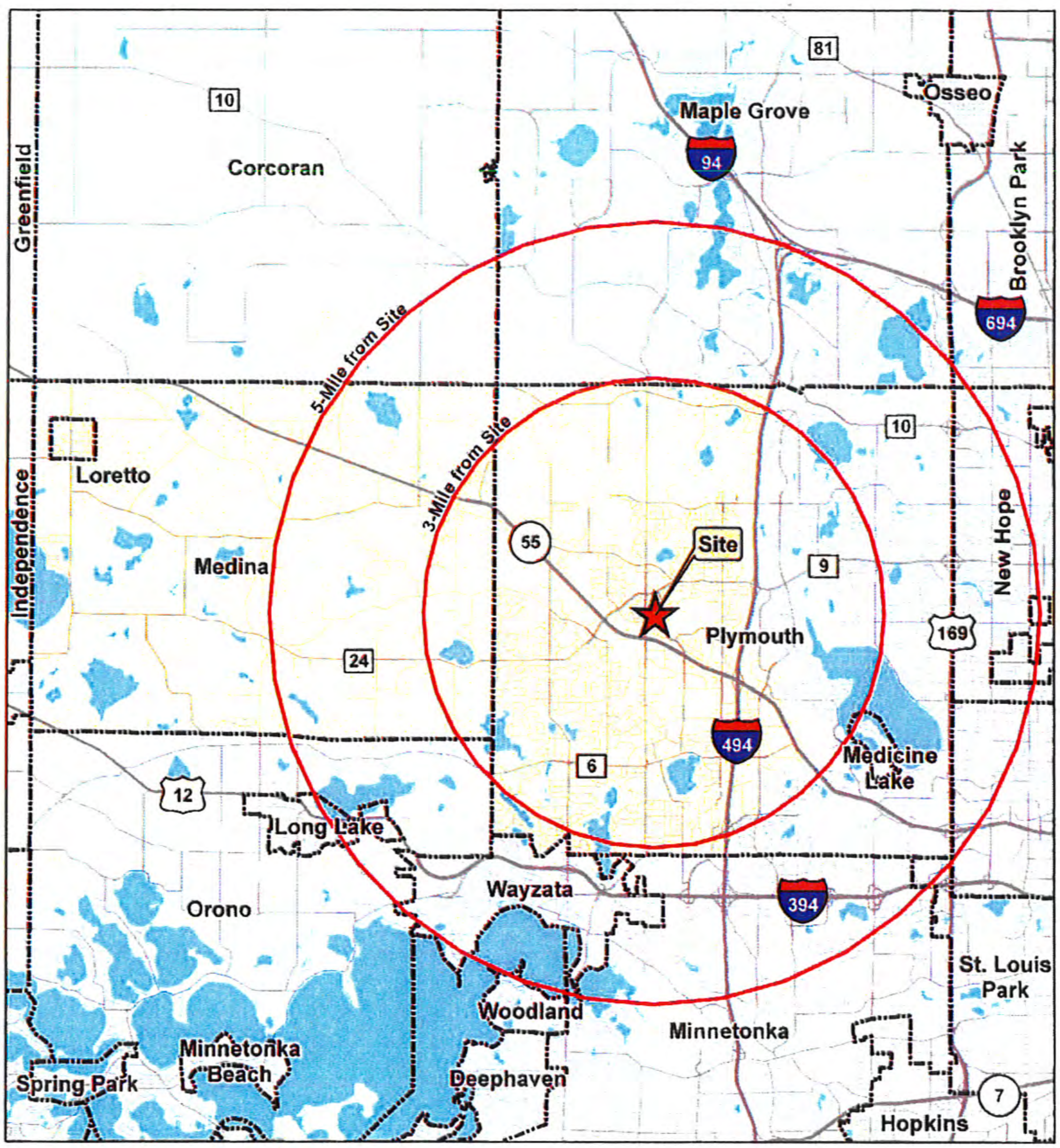
Regional Commercial

Plymouth City Center Market Study

N 5,000 0 5,000 Feet

Site
Municipal Boundary
Commercial Areas
Open Water

Bonestroo
July 6, 2007



Trade Areas

Plymouth City Center Market Study

N

5,000 0 5,000 Feet

Site

Municipal Boundary

Trade Area

Open Water

Bonestroo

July 6, 2007

Overview of Relationship Between Retail Demand and Demographics

This section discusses demographics on a general scale, introducing the concepts of consumer segments and the value of alignment between tenants and surrounding households (as measured through demographic information).

Retailers capture sales from five main categories of consumers: residents, daily workers, commuters, intermittent (transitory) visitors, and destination shoppers. Of these, residents are usually the main source of income for most retailers. Retailers located on major roadways, however, often capture a strong base of sales from traffic passing by.

In general, neighborhood retailers perform best when they are surrounded by "rooftops," rather than simply trying to capture drive-by traffic. The strongest retail locations do a bit of both; they serve the residents living in the surrounding area and, because they are located on high-traffic streets, they capture business from commuters, intermittent visitors, and daily workers.

<u>Resident Consumers</u>

- Spend, on average, between 10%-20% of household income at local retailers (not including auto spending); this is far more per capita and per-trip than other consumer types.
- Support a wider variety of retail goods and personal services than daily workers or transitory visitors; everything from haircuts to hardware to prescriptions.

<u>Daily Workers</u>

- Spend just a fraction on local retail compared to residents, but can be regular customers for restaurants, coffee shops, and other specific retailers.
- Generally limit their spending time to the working hours during Monday-Friday.
- Spend in narrow categories such as restaurants and convenience/gas.

<u>Intermittent Visitors</u>

- Are difficult to predict but can be a significant source of business to retailers located on major thoroughfares with good access.

<u>Commuters</u>

- Do not generate high levels of patronage for most retail tenants.
- Like daily workers, can become regular customers for specific retailers such as coffee shops or convenience/gas stations.

<u>Destination Shoppers</u>

- Will drive significant distances and make special trips to shop at specific stores.
- Can be very loyal customers for the retailers they patronize.
- May often spend a substantial amount of money at one visit, or over the course of a year.

Given that residents (the consumer unit being a "household") generate the bulk of income for most retailers, the alignment between the demographic characteristics of the surrounding population and the tenant mix of a retail center is crucial. In an ideal world, the mix of tenants at a retail center would satisfy all of the regular needs of the surrounding population.

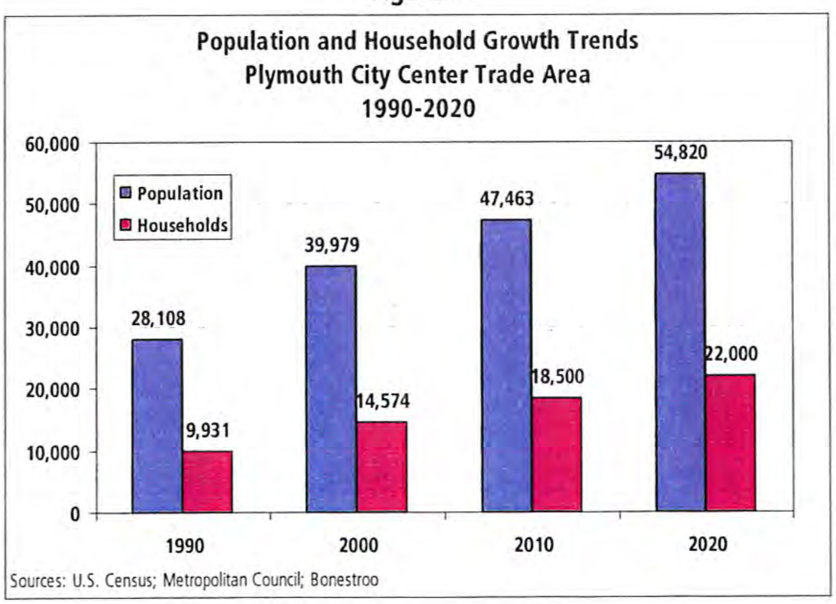
For example, a strip retail center located adjacent to a subdivision of starter homes with young families would offer such tenants as a grocery store, a hardware store, a drugstore/pharmacy, and family restaurants among others. A retail center in an inner-city urban area with few families would offer independent coffee shops, bookstores, niche restaurants with bars, and other specialty stores catering to singles and professionals.

City Center Trade Area Demographics

Population and Household Growth

Straddling the contiguous edge of the metro area, the City Center trade area is experiencing rapid population and household growth (Figure 3). Between 1990 and 2020, the population is expected to nearly double, increasing from about 28,000 to 55,000. Meanwhile, the number of households is expected to more than double, increasing from about 10,000 to 22,000.

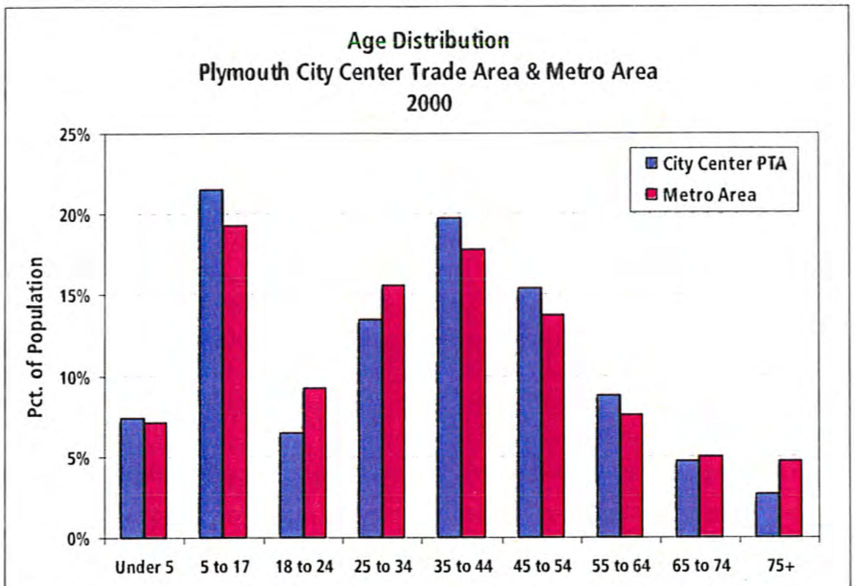
Figure 3



Age Distribution

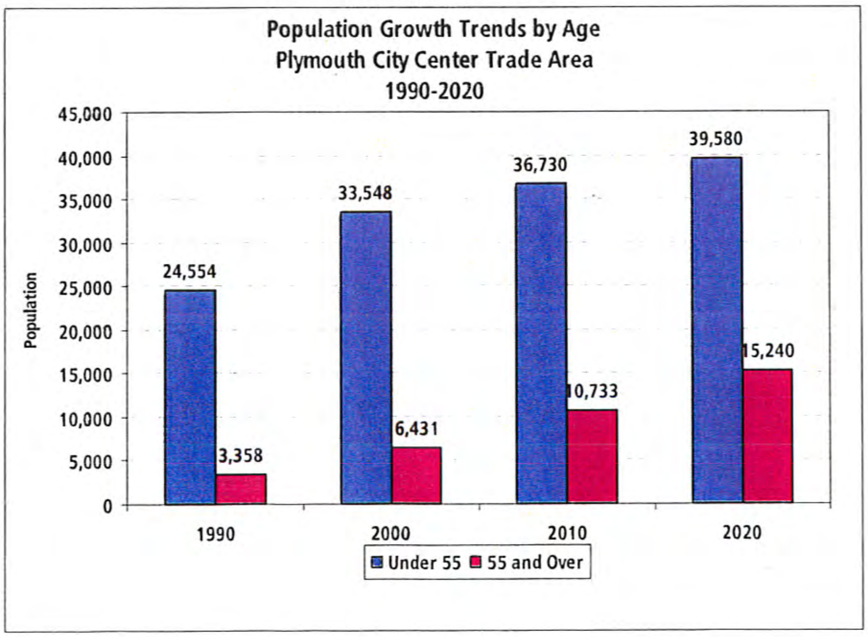
In 2000, the City Center trade area had a much higher proportion of school age children (age 5-17) and persons age 35 to 54 compared to the metro area (Figure 4). Of course, over time, as residents of the trade area age in place, the distribution of the population will more likely come to mirror that of the metro area. This will result in strong growth among the population age 55 and older (Figure 5).

Figure 4



Source: U.S. Census

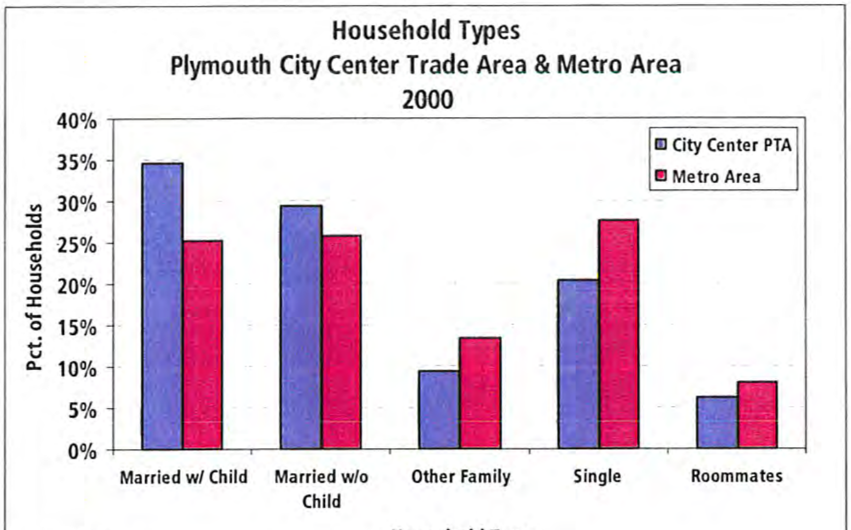
Figure 5



Household Type

As a rapidly growing part of the metro area, the most common type of households in the City Center trade area are married couples with children and married couples without children. Combined, these two types of households accounted for nearly two-thirds of all households in the trade area in 2000 (Figure 6). This is in contrast to the metro area in which single-person households were the most common type of household in 2000 and married couples with and without children combined accounted for slightly more than one-half of all households.

Figure 6

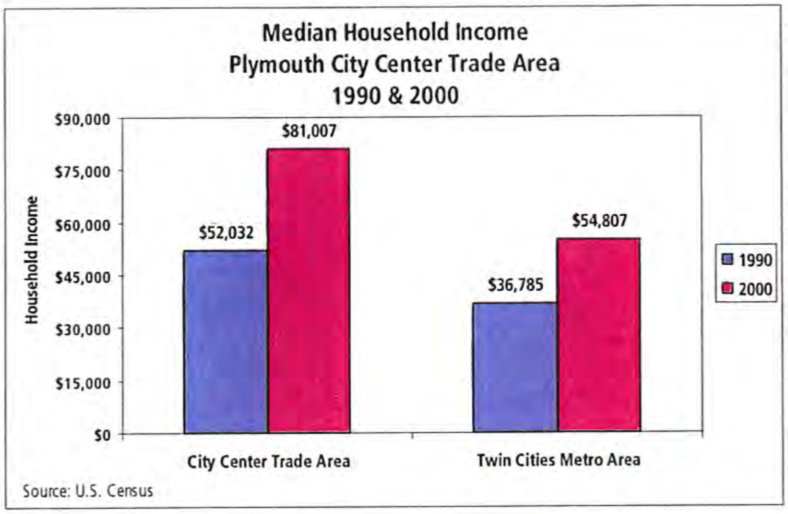


Source: U.S. Census

Household Income

The City Center trade area consists of relatively affluent households. In 2000, the median household income was just over $81,000, which was 48% higher than the metro median of $55,000 (Figure 7). Moreover, as the trade area adds more households, it appears to be becoming increasingly affluent. Between 1990 and 2000, the median household income in the trade area increased 56% while the metro median increased only 49%.

Figure 7

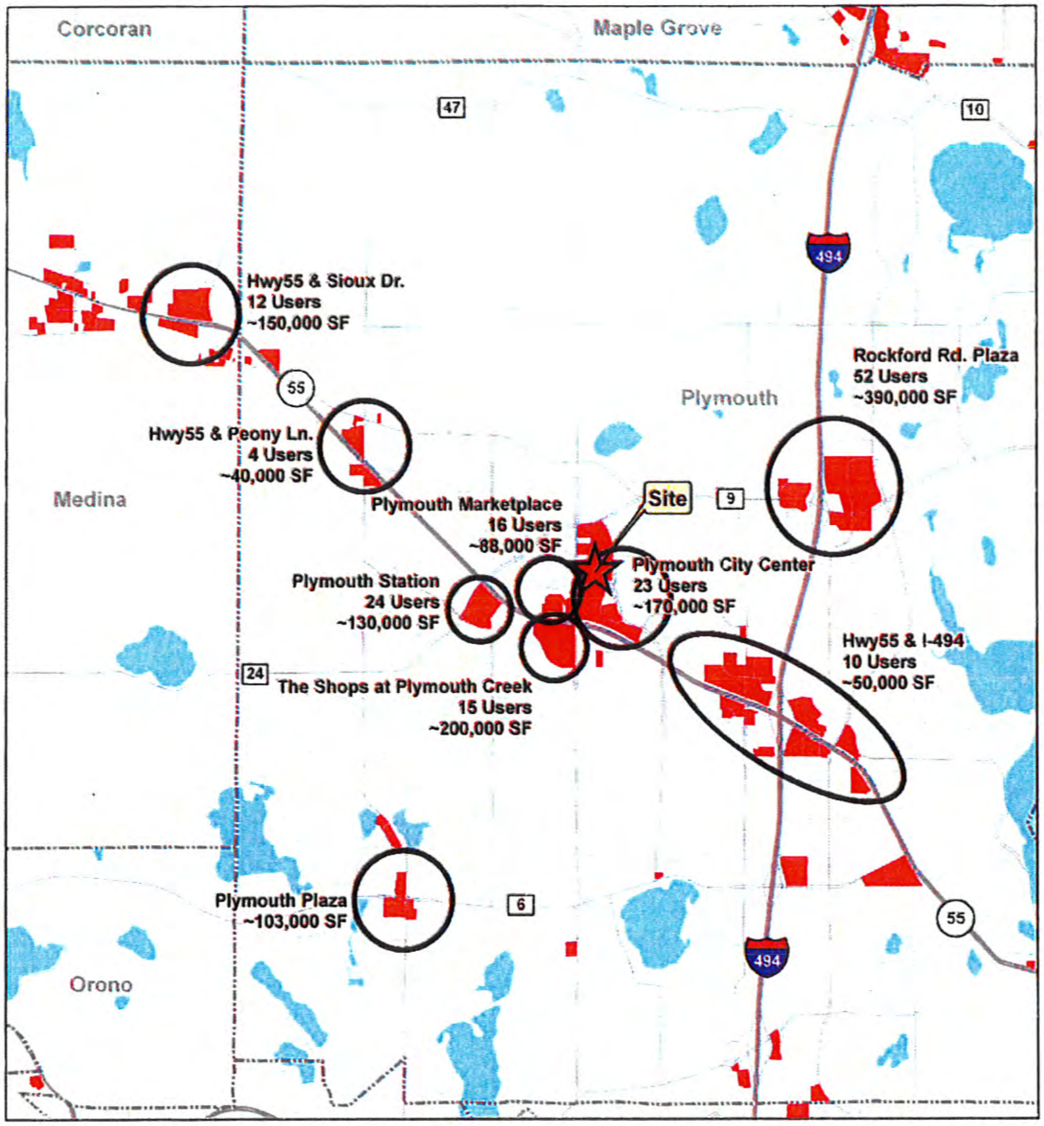


Competitive Retail Situation in the City Center Trade Area

City Center primarily competes with six other retail nodes located along Highway 55 west of Interstate 494. These nodes vary in size and purpose, but generally tend to serve the same trade area as City Center. Including City Center, these Highway 55 nodes contain just over 100 retail stores totaling more than 820,000 square feet of space. Overall, these retail nodes are performing well despite their concentration. According to the latest figures from the Minnesota Shopping Center Association, which were released in 2006, a little over 3% of the retail space in shopping centers along Highway 55 is vacant. This is below the metro area average for shopping center vacancy, which is about 6%.

Within City Center, there are two businesses that draw customers into the district; a Cub Foods and a Mann multiplex cinema. In addition to the anchors, there are a number of shops and restaurants that provide goods and services to trade area households (Figure 8). City Center also includes several other uses besides traditional retail stores, such as an "auto mall" and numerous office buildings that are filled with small businesses that provide professional and medical services. As such, City Center has a different feel and layout compared to most traditional retail centers. Currently, most of the retail space is occupied within City Center, except for the former Doolittle's restaurant and a small store in the Plymouth Hills Shopping Center, which is located immediately across Plymouth Boulevard from City Hall.

Plymouth Marketplace and The Shops at Plymouth Creek are the closest competitive nodes to City Center. They are located adjacent to City Center at the intersection of Highway 55 and Vicksburg Lane. However, neither node is well connected by pedestrian trails or sidewalks. Both of these retail centers are new (less than seven years old) and feature prominent anchors (Lowe's and Lunds), which are highly visible from Highway 55. The ancillary retail stores adjacent to the anchors include a mix of shops and restaurants that provide mostly low order goods and services.



Competitive Commercial Nodes

Plymouth City Center Market Study

Figure 8
Shopping Center Statistics and Store Selection
Plymouth City Center Vicinity
July 2007

	City Center	Plym. Market-place	Shops at Plym. Creek	Plym. Station	Hwy 55 & Peony	Hwy 55 & Sioux	Rockford Rd Plaza	Plym. Collection Ctr.	Cotton-wood Plaza
Total Sq. Ft.	170,000	88,000	200,000	170,000	40,000	150,000	206,000	130,000	48,000
Vacant Sq. Ft.	5,500	2,800	0	0	0	20,000	8,200	0	0
Vacancy Rate	3.2%	3.2%	0.0%	0.0%	0.0%	13.3%	4.0%	0.0%	0.0%
Year Built	1997	2000	2006	1999	n/a	2006	1991	1998	1989

General Retail

Lower Order Goods ↔ Higher Order Goods

	City Center	Plym. Market-place	Shops at Plym. Creek	Plym. Station	Hwy 55 & Peony	Hwy 55 & Sioux	Rockford Rd Plaza	Plym. Collection Ctr.	Cotton-wood Plaza
Gas Station/Conv.	1			1	1	1		2	
Coffee	1		1	1				2	
Fast Food	4	4	4	5	1	1		6	2
Groceries	1	1		1			1		
Discount Merch.						1	2		
Fitness						1			
Liquor	1			1		1	1	1	1
Drug Store			1		1		1		
Video				1			1		
Dry Cleaner	1			2		1	1	2	1
Bank	2		1						
Salon/Nails/Tanning	6	2	3	3	1	2	2	2	1
Package/Delivery Store	1						1		
Gifts/Cards							1		
Hardware Store			1					1	
Home furnishings/crafts			1				1		
Office supplies						1			
Family Restaurant	1	3	1	1			2	1	
Celluar Service		1	1	1					
Nutritional supplements							1		
Personal care products							2		
Cinema	1								
Sporting Goods				1				1	
Party Supplies								1	
Jewelry	see note below						1		
Clothing/Shoes	1						3		
Furniture								1	

Note: City Center contains a jewelry based business that includes a design studio. It is located in an office condominium, and does not compete directly with retail jewelry stores.

Sources: Minnesota Shopping Center Association; Bonestroo, Inc.

Less than ½-mile west of City Center along Highway 55 is the Plymouth Station retail node. In terms of design, layout, and mix of tenants, this node is very similar to Plymouth Marketplace and The Shops at Plymouth Creek. There is a prominent anchor (Rainbow Foods), which is surrounded by mostly neighborhood-oriented shops and restaurants. This retail node is less than 10 years old.

Further west along Highway 55 are two additional nodes. At Peony Lane, a CVS pharmacy was recently completed, which complements an intersection that already contains a Culver's fast food restaurant, a salon, and a gas station/convenience store. At Sioux Drive in Medina, Target recently opened a new store that anchors an additional 50,000 square feet of retail space. This development recently opened and has several spaces still available for occupancy. This new development indicates how retailers are already beginning to take advantage of new housing units that have been developed several miles to the west of City Center. Continued development of this node along with other key intersections will serve to shrink the City Center trade area. In other words, once these new developments become fully established with a full complement of goods and services, households living in these areas will no longer need to travel east to City Center for goods and services.

There also is a competitive retail node located just east of City Center at Interstate 494 and Highway 55. This node, however, is dominated by fast food restaurants that cater primarily to the thousands of workers that are located in the industrial districts to the south of Highway 55. Other than fast food, there are few other retail options in this node.

In addition to the Highway 55 nodes, there are two other important retail nodes that compete for trade area households. At the intersection of Highway 101 and County Road 6 are the Plymouth Shopping Center and Oakwood Square. Combined, these two centers total just over 100,000 square feet of retail space. Because of the modest size of this retail node and its lack of an anchor store, many of the households that are located nearby also travel to Highway 55 stores for retail goods and services. Therefore, this node is considered competitive with City Center in that it is clearly located within City Center's trade area. Adding the square footage of these stores to those located along Highway 55 brings the total trade area retail square footage to about 930,000.

The other important node that bears mentioning is located at Interstate 494 and Rockford Road. This node contains three separate shopping centers totaling almost 400,000 square feet. This retail node is not considered directly competitive with City Center because it tends to draw households from northeastern Plymouth, which is outside City Center's trade area. In many ways, this retail node tends to define the border of City Center's trade area rather than competing for the same household base.

City Center Trade Area Spending Potential

The aggregate amount of income and household spending patterns directly affects the demand for retail goods and services in City Center. Figure 9 displays the calculation used to determine the amount of supportable neighborhood and community retail space in the trade area.

Figure 9
Demand for Neighborhood/Community Retail Space
Plymouth City Center Trade Area

Aggregate Household Income in the Trade Area as of 2005	=	$1,754,069,815	
(times) Percent of Income Spent on Neighborhood/Community Retail Goods[1]	x	12%	13%
(equals) Resident Household Consumer Dollars	=	$210,488,378	$228,029,076
(plus) Retail Spending by Daytime (Non-Resident) Workers[2]	+	$12,960,000	$12,960,000
(equals) Trade Area Retail Neighborhood/Community Spending Potential	=	$223,448,378	$240,989,076
(divided by) Average Sales per Square Foot[3]	÷	$250	$250
(equals) Estimated Trade Area Demand for Neighborhood/Community Retail Space	=	893,794	963,956
(less) Existing Supply of Trade Area Neighborhood/Community Retail Space	-	930,000	930,000
(equals) Potential Additional Neighborhood/Community Retail Space that could be Supported in the Trade Area	=	-36,000	34,000

[1] US Department of Labor, Bureau of Labor Statistics: Average Annual Expenditures and Characteristics, Consumer Expenditure Survey, 2004-2005, Selectee Midwestern Metropolitan Statistical Areas

[2] Assuming roughly 36,000 daily workers in the PTA or at its periphery (from TAZ tallies) and average daily spending of $1.50 during the "work" year (Monday-Friday; 240 days per year).

[3] According to *Dollars and Cents of Shopping Centers* (Urban Land Institute), the median sales per square foot for neighborhood and community centers in the US ranged from $238 to $277 in 2004. Although Midwestern retail centers tend to achieve lower sales per square foot compared to the national median, the Twin Cities Metro Area consistently ranks high among national metro areas for consumer spending. Therefore, to adjust for inflation from 2004 to 2005 and to take into consideration Twin Cities spending patterns, $250 was used as the average sales per square foot. Moreover, the figures from ULI are for all tenants in a neighborhood or community center, which includes "big-box" stores.

Based on 2005 data from the U.S. Census's American Community Survey, it is estimated that the aggregate income for households in the trade area was approximately $1.75 billion among 16,500 households.

Consumers purchase retail goods at a variety of different locales, including: convenience centers; neighborhood centers; community centers; and large regional malls. According to an annual consumer survey from the U.S. Department of Labor for the Twin Cities Metro Area, which measures household spending by detailed categories, Twin Cities households spend approximately 12-13% of their pre-tax incomes on retail goods and services at a neighborhood or community retail level. These are purchases that would normally be made in centers at the scale of City Center.

Figure 9 presents detailed calculations for the retail potential in the City Center trade area. The first two lines in the table multiply the estimated aggregate household income in the trade area ($1.75 billion) by the percentage of gross income that households likely spend on goods and services at the neighborhood or community level (12-13%). This yields an estimate of between $228 and $263 million spending potential by trade area households as of 2005.

Daytime workers will also spend in the trade area. It is estimated that daily workers spent roughly $13 million at neighborhood or community centers in the trade area in 2005.

Summing the two demand sources – residents and daily workers – indicates that total spending potential at neighborhood or community centers in the trade area was between $241 and $276 million in 2005.

To translate spending potential into physical space demand, the median sales per square foot at neighborhood and community centers based on ULI data ($250) was divided into the spending potential. Following this methodology, the trade area needed between 900,000 and 960,000 square feet of space at neighborhood or community centers to properly service residents and daytime workers in 2005.

Given that there is currently 930,000 square feet of retail space in the trade area, this suggests that the potential for additional neighborhood or community retail is limited as most of the demand is being satisfied.

Comparable Pedestrian-Oriented Retail Districts

Bonestroo examined three pedestrian-oriented retail districts in other fully developed suburbs in the Twin Cities to learn what characteristics are similar to or different from Plymouth City Center. The districts analyzed were:

- Wesley Commons in Golden Valley at the intersection of Highway 55 and Winnetka Avenue
- Excelsior and Grand in St. Louis Park, east of Highway 100 along Excelsior Boulevard
- Heart of the City in Burnsville, along Nicollet Avenue between Highway 13 and Burnsville Parkway

Each of these three sites shares important characteristics with Plymouth City Center. Most notably, they include or are adjacent to important public institutions, such as city halls, post offices, parks, community centers, or libraries. They also contain retail stores that are primarily neighborhood in orientation as opposed to regional in orientation.

These districts differ from Plymouth City Center in several important ways: 1) each district has experienced a second or third generation of development; 2) each district is surrounded by many miles of development in all directions; 3) each district contains a significant number of new housing units; 4) structured parking has been incorporated into the development; and 5) the trade area demographics include a much higher proportion of households without children (empty nesters, retirees, young professionals, etc.).

Most importantly, though, each of the three comparable districts examined includes a prominent public feature or amenity that is centrally located within the development and serves as a place to gather, relax, or be a recognizable symbol of the community.

Wesley Commons in Golden Valley

- Approximately 200,000 square feet of retail space within the retail district
- 156 units of housing
- Highly visible from Highway 55
- No prominent anchor
- Aging strip mall adjacent to new development
- Poor pedestrian access to neighborhoods south of Highway 55

Excelsior and Grand in St. Louis Park

- Specialty grocer (Trader Joes) serves as anchor
- Approximately 85,000 square feet of retail (all of it with housing located on upper floors)
- Over 600 units of housing
- Substantial amount of structured parking
- Located within two miles of central Minneapolis

Heart of the City in Burnsville

- Approximately 125,000 square feet of retail space
- Cub Foods part of the development
- Public square is prominent amenity (regularly scheduled events include annual half marathon, art & jazz fest, and holiday tree lighting ceremony)
- Retail located away from Cub Foods has been slow to absorb

Conclusions

Based on the findings presented above, the ability of City Center to attract additional retailers and/or people to the area can be summarized in the following responses to questions put forth by City officials and staff.

1) Can we attract additional retail to City Center?

It will be difficult to attract additional retail to City Center. Households that live within a convenient three-mile distance of City Center already have numerous retail options to choose from (e.g., Plymouth Station, Plymouth Marketplace, and The Shops at Plymouth Creek). Therefore, for more retail to be supported, shoppers would need to come from outside the immediate vicinity. However, it is very difficult to attract such shoppers because they typically only venture outside of their own neighborhood for infrequent purchases (e.g., clothes, furniture, appliances) or because the destination is a unique regional resource (e.g., Downtown Stillwater or Downtown Wayzata). Retailers who specialize in goods purchased infrequently would be more attracted to nearby Ridgedale and Arbor Lakes because the highway accessibility in those shopping districts allows them to draw customers from further distances.

With that being said, there is the possibility of attracting a very small amount of retail that could be supported by the traffic generated by the new library and an adjacent public open space that is inviting and would accommodate seating. Such retail might be a coffee cart or kiosk or a weekend farmers market.

Over time, if the concept were to prove popular, additional retailers may be attracted to the location. However, development would be incremental and potentially take many years. Moreover, if demand were to grow, it would require that adjacent properties be able to accommodate the growth.

2) What type of retail can we attract?

Within the next few years, the most likely retail to be supported would be a small coffee and snack operation that would feed off the traffic generated by the new library.

3) What can we do to increase the retail experience?

Current buildings and roadways are clearly designed to accommodate motor vehicles and not pedestrians. New streetscaping and traffic calming devices might help mitigate the impact of motor vehicles on the pedestrian experience without limiting accessibility. The most effective way to increase the pedestrian-oriented retail experience would be to reorient the entrances of existing buildings toward sidewalks and to add new retail establishments that are designed for pedestrian accessibility. However, the ability of the market to support new retail in City Center is limited due to reasons noted above.

4) What improvements/changes are necessary to attract retail?

As noted above, the amount of additional retail that can be supported by trade area households is limited. However, the new library may generate enough traffic to support a small amount of retail activity that, if new amenities are created (e.g., an outdoor open space that is connected to other areas in City Center), could slowly grow over time, especially as the trade area demographics change to consist of more older households and single persons.

Another, much more expensive approach, would be to redevelop the entire City Center in such a manner that it becomes a unique regional resource to which people would be attracted from all over the region. However, since the Twin Cities area consists of over 3 million people and traffic congestion is becoming a serious issue, the scope and scale of the features designed into City Center would need to be sufficient to attract people there despite competition. In other words, it might take not just one Guthrie Theater, but three or four Guthrie Theaters to achieve the kind of uniqueness that would draw people from far and wide.

5) Will any of the following amenities improve the viability of City Center:
   a. Street light banners;
   b. Gateway signs (primary and secondary);
   c. Sidewalk plantings (including planters);
   d. Benches and trash receptacles;
   e. Public art;
   f. Up-lighting of trees;
   g. Additional boulevard plantings; or
   h. Raised crosswalks

All of these things would improve the viability of City Center. The more relevant question is whether they would improve it to the point that it would result in additional retail development, preferably development that would be pedestrian-oriented. Because the trade area is already nearly tapped out in the amount of retail it can support, such improvements would not likely result in substantial new retail development within the next 10 years. However, a small amenity located near the library might support a small amount of retail, which could one day expand to include additional retail. This theoretical expansion of retail would be greatly enhanced by the above improvements.

In other words, the improvements listed above, in and of themselves, will not attract more people to City Center. More people will be attracted to City Center if there are additional reasons to come to City Center (e.g., an expanded library). If there are additional reasons to come to City Center, then the likelihood that they might stay and do other things while in City Center is greatly enhanced if there is a pleasant environment that is oriented to pedestrians.

6) Will making the area more pedestrian/bicycle friendly improve City Center's attractiveness and increase its retail potential?

Again, the trade area is nearly tapped out in its ability to support additional retail.

7) Will these improvements increase the traffic to the existing businesses?

The existing businesses are largely designed to accommodate motor vehicle accessibility and maximize convenience. Therefore, it is unlikely that existing businesses will enjoy an upsurge in customer traffic due to the improvement of the pedestrian spaces surrounding the buildings. The one area where pedestrian improvements may enhance traffic would be if the mix of businesses were to have a synergy. For example, many folks precede a trip to the cinema with a trip to a restaurant. If the environment surrounding the cinema and nearby restaurants were more pedestrian oriented, this may result in additional business for the restaurants as it would be a more pleasant experience to simply walk from the restaurant to the cinema after the meal instead of choosing another nearby restaurant where one must drive to the cinema.

8) Will making the area more pedestrian friendly make the area more Vibrant?

If there are more opportunities to walk between places, more people will walk. However, it is hard to measure how much pedestrian activity translates into a sense of "vibrancy."

9) Will a roadway between 36th Avenue and 37th Avenue increase retail potential?

The potential for additional retail within the next ten years is limited. The likely traffic volume on the new road would not be high enough to support most retail uses. However, as discussed previously, if a small retail concept adjacent to the new library can be supported, it may generate enough traffic to support additional retail nearby over time. Any additional demand for retail, however, will be very incremental in nature. This incremental quality to retail development will be supported if, and only if, the adjacent parcels can be accessed and/or subdivided accordingly, which will likely require some type of street or right-of-way between 36th and 37th Avenues.

10) Would a wide (Approximately 15 feet), highly amenitized trail (mall like) do the same thing as the roadway, or better, (a mix of paving materials, well landscaped, lights, benches, pavers, plaza, fountain, etc.)?

Creating a pedestrian mall with shops on both sides would make City Center compete directly with Arbor Lakes and Ridgedale. Unfortunately, City Center would not have the same trade area potential as either Arbor Lakes or Ridgedale, nor would it have the same availability of parking. As for attracting neighborhood oriented retail, there is even less potential since the trade area demand is nearly tapped and the convenience of accessing the stores along a pedestrian mall is very low.

11) Would Civic events (private or public/City) attract more retail?

More civic events would increase awareness of and familiarity with City Center, which would help attract more people to the area for retail who otherwise would not come to it. However, it would be difficult to quantify the impact since it would depend on the type, frequency, and promotion of the events. In the Heart of the City development in Burnsville, the city has undergone an aggressive campaign of events structured around creating annual rituals. For example, in June, the city sponsors a half marathon that now has up to several thousand participants. In July, there is an art and jazz festival that attracts several thousand as well. During the winter, there is a tree lighting ceremony.

12) Would a small, active recreational area be a benefit to the retail in the area (similar to Centennial Lakes – create a pond on the Library, walls to increase size, and construct a miniature golf course around it)?

If the recreational uses were to attract more people into City Center, it would benefit existing retail and increase the potential to add more retail. Keep in mind that a small pond or miniature golf course may not attract enough people to support most types of retail. Furthermore, recreational activities tend to be seasonal, and, as such, businesses that depend on year-round traffic may not benefit enough from them to be viable.

13) Will an improved Cub parking lot (with dedicated pedestrian pathways) improve the appeal of City Center?

Dedicated pedestrian pathways in the Cub parking lot will improve the appeal of City Center. For those who live within walking distance or may want to walk between stores, the pathways would increase pedestrian activity. However, the presence of the pathways will not significantly increase the amount of patronage to City Center stores since the number of households that live within walking distance is minimal.

14) Will the mixing of zoning districts (reducing the number of different districts) improve the possibilities of additional retail?

One of the areas for potential support of more pedestrian-oriented retail would be to add housing into City Center, since residents would be predisposed to support retail by walking and not driving. Another possibility would be to allow more traditional retailers into existing office space. Typically, rental rates in office buildings are less expensive than retail buildings. Therefore, office space with decent visibility and easy customer access, could serve as incubators for niche retailers who cannot afford traditional retail space.

Some of the office buildings that have been developed along Plymouth Boulevard may have this flexibility because of their visibility and direct access from the street. However, because of the limited amount of parking located in front of these buildings, only certain types of retailers would be attracted to these spaces. More than likely, they would be the types of retailers that do not depend on high traffic volumes. Nonetheless, if a sufficient number of office buildings were allowed to accommodate retailers, this would increase the number of shoppers (i.e. persons) in City Center.

15) Would residential development within City Center boundaries increase the retail possibilities?

Residential development within City Center will increase pedestrian activity and may slightly boost the potential for more retail. The retail spending habits of a typical household support about 10 square feet of space. Therefore, for a substantial amount of new retail to be supported, there would need to be 1,000s of new housing units not 100s.

16) What potential exists for the redevelopment of the Doolittle's and State Farm properties? Is retail a viable possibility?

The average daily vehicle traffic along Plymouth Boulevard at 37th Avenue, which is where the State Farm site is located, is less than 7,000 vehicles per day. This will not support most types of retail.

Doolittle's has marginal visibility from Highway 55 because of existing buildings that block site lines. However, signage can easily be made prominent enough to attract the attention of drivers along Highway 55. The bigger challenge is accessing the site from Highway 55. If a traveler approaches from Vicksburg Lane, they need to travel through two parking lots before reaching Doolittle's. If a traveler approaches from Plymouth Boulevard, they must turn onto 34th or 35th Avenue. Neither option is especially intuitive.

17) Is traffic flow and safe pedestrian movement a concern currently and what can be done to minimize this concern?

Most shoppers currently access City Center by automobile. Therefore, any concerns regarding traffic flow and pedestrian safety would be the same concerns at any other automobile-oriented shopping district.

18) Would adding more sidewalks and closing some entrances in and out of parking lots negatively affect the retail businesses?

If one were to limit automobile access, it may encourage shoppers to bypass City Center in favor of a more accessible shopping center. Therefore, in order to balance the potential loss of customers, there must be a commensurate gain in shoppers who prefer the pedestrian environment. Given the prevailing demographic composition of the trade area, which is predominantly made up of families with young children, this seems unlikely.

19) What affect will making the Highway 55 and Vicksburg Lane interchange more pedestrian friendly (grade separated) have on City Center (granted this may not occur for 20 plus years)?

There may be more interest among households that live south of Highway 55 to access City Center on foot or bike. However, the nearest concentration of homes south of Highway 55 is close to a half-mile away from the intersection. Based on most pedestrian research, the typical person usually will not walk further then a ¼-mile for goods and services. Therefore, it is unlikely that an improved pedestrian crossing will result in support for more retail in City Center.

20) Include demographics showing the population is aging.

Please refer to Figure 5 on page 9.

21) Why doesn't City Center have "higher order" goods?

Arbor Lakes and Ridgedale are prominent regional shopping centers that are located within five miles of City Center. Therefore, any retailer who sells higher order goods in City Center would likely compete with similar retailers that are located in these two areas. Furthermore, retailers located at either Arbor Lakes or Ridgedale would have an easier time drawing customers from further distances because they are situated closer to the regional highway network. Thus, their customer base would be much larger.

One area of note is the issue of upscale restaurants. It has been noted that Plymouth lacks a sufficient number of upscale restaurants, especially in City Center. To some degree this is due to the demographic make-up of the trade area. As noted previously the trade area contains a higher than average number of families with young children. Young families, on the whole, do not patronize upscale restaurants as frequently as households without young children.

It should be noted, however, that there are a variety of other possible reasons not related to market conditions that might explain the absence of upscale dining in Plymouth. For example, upscale dining, especially in the Twin Cities, has a notoriously fickle customer base that makes it very difficult to succeed even in trade areas where the demographics are ideal. Trendy cuisine, innovative interior design, and celebrity chefs are examples of forces that can attract customers that have nothing to do with location. Although a detailed analysis of the potential support for upscale dining was not part of this market study, it is entirely possible that an entrepreneurial restaurant owner could open a new establishment within City Center and be very successful because they create something of interest.

22) What can the City do, if anything, to reduce the I-494 "wall"?

Increase the number of crossings. Unfortunately, this is costly, and, despite improved accessibility, large roadways often remain significant psychological barriers because of their noise, massing, and overall impact on the environment.

23) How much retail does City Center have currently (of the 930,000 square feet in the Trade Area)?

The complex of shops called Plymouth Town Center, which according to the Minnesota Shopping Center Association is brokered by Madison Marquette, consists of 146,000 square feet of retail. This includes the Cub Foods and its attached shops, the Applebee's restaurant and its attached shops, and the Mann Cinema. Plymouth Hills Shopping Center, which is the two-building complex located directly across Plymouth Boulevard from City Hall, consists of 21,700 square feet of space. Combined, these two complexes total approximately 167,600 square feet of space.

There are also a number of office buildings in City Center that contain a variety of service retail businesses (e.g., lawyers, insurance agents, real estate agents, financial planners, chiropractors, dentists, etc.) that often locate in traditional retail stores with lower rent. However, because of the availability of office space that meets these types of businesses' needs, they have not bothered to locate in the retail stores.

24) Is a prominent anchor like Cub or the Mann Theater a good thing?

These businesses generate a lot of traffic and help contribute to the sense of activity that is already in place at City Center. Unfortunately, neither building is well connected to its surroundings via pedestrian oriented walkways or roadways.