

## Community Development Committee

Meeting date: June 2, 2014

For the Metropolitan Council meeting of June 11, 2014

**Subject:** City of Bloomington, Penn American District Plan Comprehensive Plan Amendment, Review File No. 20427-5

**District(s), Member(s):** District 5, Council Member Steve Elkins

**Policy/Legal Reference:** Minnesota Statutes Section 473.175

**Staff Prepared/Presented:** Michael Larson, AICP, Senior Planner, 651-602-1407 / LisaBeth Barajas, Local Planning Assistance Manager, 651-602-1895

**Division/Department:** Community Development, Local Planning Assistance

### Proposed Action

That the Metropolitan Council:

1. Adopt the attached review record and allow the City of Bloomington to put the Penn American District Plan comprehensive plan amendment (CPA) into effect.
2. Adopt the revised 2040 forecasts for Bloomington as shown in Table 2 of the Review Record.
3. Advise the City to implement advisory comments on surface water management.

### Background

The Metropolitan Council reviewed the City of Bloomington 2030 Comprehensive Plan Update (Update), Review File No. 20427-1, on May 13, 2009. This is the fourth CPA since the Update was reviewed.

The CPA incorporates the 133-acre Penn American District Plan by reference into the City's Comprehensive Plan and proposes forecast changes. The CPA also includes housekeeping and text changes to the City's Comprehensive Plan including references to, and a synopsis of, the district plan and other text changes that are included for internal consistency.

No changes to the various underlying land use designations are proposed, but a forecast increase is proposed related to increased utilization of land related to redevelopment planning objectives for the district (dense, walkable, mixed-use district served by Orange Line BRT/potential American Boulevard BRT), market demand for higher density development, public improvements that set the stage for redevelopment, and planned regulatory controls that will establish minimum floor area ratios (FAR) for new development in this district.

### Rationale

The proposed CPA conforms to regional system plans, is consistent with Council policies, and is compatible with the plans of other local communities, school districts, and affected special districts.

### Funding

None.

### Known Support / Opposition

There is no known opposition.

## Review Record

### City of Bloomington Penn American District Plan Comprehensive Plan Amendment

Review File No. 20427-5, Council Business Item No. 2014-128

#### BACKGROUND

The City of Bloomington (City) is located in southeastern Hennepin County, bordered by Richfield, Edina and Ft. Snelling to the north, Eden Prairie to the west, Shakopee to the southwest, Savage and Burnsville to the south and Eagan to the east (Figure 1).

The 2030 Regional Development Framework (RDF) identifies Bloomington as a “Developed Community”. With this CPA, and based upon the request of the City of Bloomington to modify its 2030 Regional Development Framework forecasts, the Metropolitan Council (Council) is proposing a revision to the newly adopted 2040 Forecasts as part of Thrive MSP 2040.

The Metropolitan Council reviewed the City of Bloomington 2030 Comprehensive Plan Update (Update), Review File No. 20427-1, on May 13, 2009. This is the fourth CPA since the Update was reviewed.

The Penn American District Plan is the City’s development guide for the area. The 133-acre Penn American District is located south and west of the interchange of I-494 and I-35W. The plan envisions the district to continue redeveloping over time into a high intensity, transit-oriented activity center. The City is not proposing changes to the underlying land use, which already allow a range commercial and higher density residential uses. However, a forecast change is proposed that reflects a higher utilization of guided land uses based on recent development, continued market interest, city support for redevelopment, public realm investments, future METRO Orange Line service, and new regulatory controls that include minimum floor area ratios (FAR) for new development.

#### PREVIOUS COUNCIL ACTIONS

- The Council acted on the City’s Update on May 13, 2009 (Review File No. 20427-1, Business Item No. 2009-88).
- The Council acted on the Bethany Fellowship CPA (Review File No. 20427-2) on April 19, 2011. Reviewed administratively.
- The Council acted on the South Loop District Plan (Review File No. 20427-3, Business Item No. 2013-53) on February 13, 2013.
- The Council acted on the Mount Hope CPA (Review File No. 20427-4) on December 13, 2013. Reviewed administratively.

#### REQUEST SUMMARY

The CPA proposes to amend the City’s Comprehensive Plan by incorporating the Penn American District Plan by reference as well as housekeeping and text changes to the City’s Comprehensive Plan that include references to, and a synopsis of, the district plan and other text changes that are included for internal consistency. The CPA also proposes forecast changes.

#### REVIEW

##### ***Conformance with Regional Systems***

The CPA conforms to the Regional System Plans for Parks, Transportation (including Aviation), and Wastewater, with no substantial impact on, or departure from, these plans.

**Consistency with Council Policies**

The CPA is consistent with the Council's RDF, with water resources management, and is consistent with Council forecasts.

**Compatibility with Plans of Adjacent Jurisdictions**

The CPA will not have an impact on adjacent communities, school districts, or watershed districts, and is compatible with the plans of those districts.

## **ANALYSIS AND FINDINGS**

### **Conformance with Regional Systems**

The proposed CPA conforms with the Council's regional system plans for wastewater, parks, and transportation. The following are advisory comments:

#### *Transportation*

*Reviewers: Russ Owen (651-602-1724) / Christina Morrison (612-349-7690)*

The CPA's transportation components (roadway, transit and bicycle/pedestrian) address all applicable aspects of the 2030 Transportation Policy Plan (TPP), and are consistent with transportation policy. Metro Transit's BRT Project Office staff has worked closely with the City of Bloomington during the concurrent development of three major projects in this area: the Penn American District Plan (this CPA), MnDOT's I-494/35W Interchange Vision Layout, and Metro Transit's Orange Line Project Plan Update.

#### TRANSIT

The CPA incorporates and integrates components of metropolitan system plans by including information about current transit service, a future Orange Line station at Knox Avenue and American Boulevard, and a future park-and-ride facility in or adjacent to the district. This Knox Avenue location and routing for the Orange Line, which was recommended through an extensive study led by MnDOT in 2013, is expected to be approved by the Metropolitan Council in July 2014 via the METRO Orange Line Project Plan Update. The Project Plan Update will then serve to refine and update the Locally Preferred Alternative (LPA) for the Orange Line in the upcoming Transportation Policy Plan.

In particular, the Penn American District Plan is consistent with Policy 4 of the Metropolitan Council's current 2030 Transportation Policy Plan (Coordination of Transportation Investments and Land Use) in the following ways:

- Providing a development vision that intensifies the density and mix of housing and jobs, which will be served by and support future ridership and growth of METRO Orange Line BRT and American Boulevard Arterial BRT, as well as current regular-route bus service;
- incorporating a finer grained block pattern that will be created with the introduction of local streets, setting the stage for higher density, transit supportive mixed use development;
- laying the groundwork for transit-supportive zoning regulations by including provisions for floor-area-ratio minimums, ground-level active uses, reduced parking requirements, and high-quality design criteria that promote pedestrian-oriented spaces;
- streetscape enhancements that will be introduced as redevelopment occurs;
- pedestrian and bicycle improvements throughout the area, at specific intersections and on key roadways, which connect to other employment and activity centers;
- gradual introduction of shared and structured parking arrangements, as well as reductions in parking requirements, as the area transitions to mixed-use, higher density development; and

- recognition of the potential to obtain right-of-way as part of METRO Orange Line project development to extend Knox Avenue north from American Boulevard and underneath I-494 to more directly serve the Penn American District as well as major job centers and multi-family housing in Richfield (Figure 4).

The City of Bloomington has proposed a forecast increase for TAZ 499, which encompasses the Penn American District. This in turn impacts city totals for 2030. With the adoption of Thrive MSP 2040, the Metropolitan Council is no longer considering revisions to the Regional Development Framework 2030 forecasts. Alternatively, the Metropolitan Council is proposing a revision to Bloomington's 2040 forecast (see discussion under Forecasts). Transportation and transit ridership forecasting will use Thrive 2040 forecasts' socioeconomic characteristics as soon as practical (expected June 2014) and will include TAZ socioeconomic data that reflects this CPA.

## ADVISORY COMMENTS

It should be noted that pages 5.14 and 5.15 of the Penn American District Plan contain errors in functional classifications of roadways. The city identifies three arterial roadways, Penn Avenue, American Boulevard, and 82nd Street as "A Minor Arterials". However, the region and state identify 82nd Street at a "Major Collector." The document also identifies Knox Ave as a "Minor Collector," but this roadway is shown as a "Local" on the regional and state maps. Figure 5.10 on page 5.15 does not reflect the same roadway classifications that were expressed on the previous page. The figure shows Penn Avenue, American Boulevard and 82nd Street as "Principal Arterials". This figure should be consistent with the corrected functional classifications as described previously.

If the city wishes to change classifications on the official functional classification map adopted by TAB and subsequently by MnDOT, staff will need to request changes through the TAC-Planning Committee.

### **Consistency with Council Policy**

The proposed CPA is consistent with the Council's policies for land use, housing, and water resources. The proposed CPA is consistent with policies for Developed communities. The CPA proposes a change the City's forecasts, which is addressed below. Additional comments are advisory.

### *2030 Regional Development Framework and Land Use*

*Reviewer: Michael Larson (651-602-1407)*

The CPA is consistent with 2030 Regional Development Framework (RDF) policies for Developed communities, which directs communities to accommodate forecasted growth at an overall residential density of at least five units per acre and to target higher densities in locations with convenient access to transportation corridors and with adequate sewer capacity. The Penn American District Plan includes mixed land uses and higher densities of jobs and residential uses close to the planned METRO Orange Line station at American Boulevard/Knox Avenue, as well as near access to the regional highway system.

The City is not proposing changes to land use guidance. Guided land uses in the Penn American District, as shown in **Figure 3**, include Regional Commercial, Community Commercial and Office. Each of these districts allow the incorporation and integration of high density residential uses up to 83 units per acre if permitted by underlying zoning, for which the plan provides guidance and was a consideration for the forecast request. The balance of the district includes High Density Residential, which has no density limit, and Public.

## Forecasts

Reviewer: Todd Graham (651-602-1322)

With action on this CPA, the Council will revise its Thrive 2040 forecast higher for Bloomington.

The City offers that the plan amendment merits a forecast increase (question 8 of CPA submittal form). Council staff analysis finds that site-level households density included in plan amendment would affect households and population results; higher residential density at the site would result in greater absorption of households in Bloomington. The Council can approve a 2040 forecast increase of +900 households and +1700 population, effective upon Council action on the CPA.

Council staff also find that an employment forecast adjustment for 2040 is unnecessary. The guidance of nonresidential land and expected land consumption rates are not substantially changed by the CPA.

Thrive forecasts for intermediate years 2020 and 2030 have not been approved by Metropolitan Council as yet. The intermediate years forecasts, when prepared, will take account of the plan amendment changes.

**Table 1. RDF 2030 Bloomington Forecasts & Requested Revision**

	2010	2020	2030	2030 (requested)
<b>Population</b>	82,900	86,900	89,000	90,700 (+1,700)
<b>Households</b>	35,900	38,300	39,500	40,400 (+900)
<b>Employment</b>	88,900	105,500	113,200	113,400 (+200)

**Table 2. Thrive MSP 2040 Bloomington Forecasts –Adopted & Proposed Revision**

	2040	2040 (revised)
<b>Population</b>	93,600	95,300 (+1,700)
<b>Households</b>	41,000	41,900 (+900)
<b>Employment</b>	111,000	111,000 (no change)

## Housing

Reviewer: Michael Larson (651-602-1407)

The Penn American District Plan articulates a goal to promote sustainability, one strategy for which is to “add residential uses for all life stages”. The plan’s implementation section also articulates a role for the Bloomington Housing and Redevelopment Authority. By conducting detailed district planning that includes support for redevelopment, higher utilization of land, mixed-use development, public realm improvements, and transit improvements, Bloomington is creating conditions that support meeting its negotiated Affordable and Life-Cycle Housing goals.

## Surface Water Management

Reviewer: Jim Larsen (651-602-1159)

The Penn American District area lies within the Nine Mile Creek watershed and Penn Lake Sub-watershed. The District Plan states that flooding is a current problem in the District due to its being largely covered with impervious surfaces. The City’s Comprehensive Surface Water Management Plan also states that the water quality within Lower Penn Lake has been identified as a concern. The existing stormwater system was designed solely to convey runoff off-site as quickly and efficiently as possible. Redevelopment as proposed would provide a

significant number of opportunities to reduce runoff volume, better manage runoff rates, and improve runoff water quality.

While the District Plan discusses a variety of Low Impact Development techniques that could be incorporated into the site redevelopment that would achieve the City's stormwater runoff quantity, rate, and water quality improvement objectives, current Plan language states that they will only be "encouraged" within the District in conjunction with redevelopment, and that the stormwater system improvements proposed to occur would primarily focus on reducing flooding. Redevelopment opportunities of this scale occur very rarely. Council staff recommends that the City further develop components of the Plan to stipulate incorporation of Low Impact Development techniques in conjunction with redevelopment of each parcel on the site to achieve specific cumulative runoff volume, rate, and pollutant level reduction goals.

### *Water Supply*

*Reviewer: Lanya Ross (651-602-1803)*

The Council encourages efforts to promote the efficient use of water to protect and enhance the region's water supply sources. New development and redevelopment always provide opportunities to implement new water conservation and stormwater management strategies as part of construction and site landscaping. The Council's Conservation Toolbox and Stormwater Reuse Guide may be useful tools to reduce per capita water demand. Both can be found on the Council's Water Supply Planning website at

<http://www.metrocouncil.org/Wastewater-Water/Planning/Water-Supply-Planning/Guidance-and-Planning-Tools.aspx>.

### **Compatibility with Plans of Adjacent Governmental Units and Plans of Affected Special Districts and School Districts**

The proposed CPA is compatible with the plans of adjacent jurisdictions. No compatibility issues with plans of adjacent governmental units and plans of affected special districts and school districts were identified.

### **ATTACHMENTS**

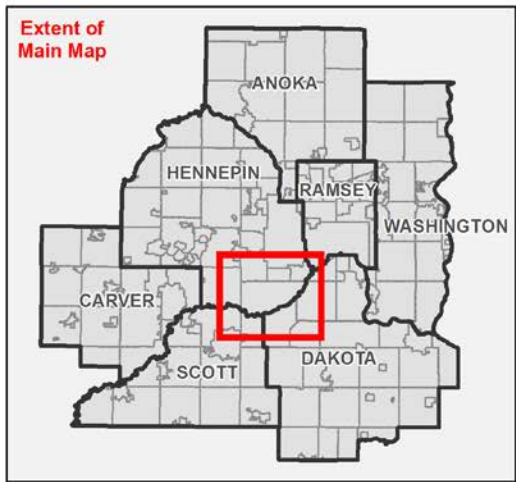
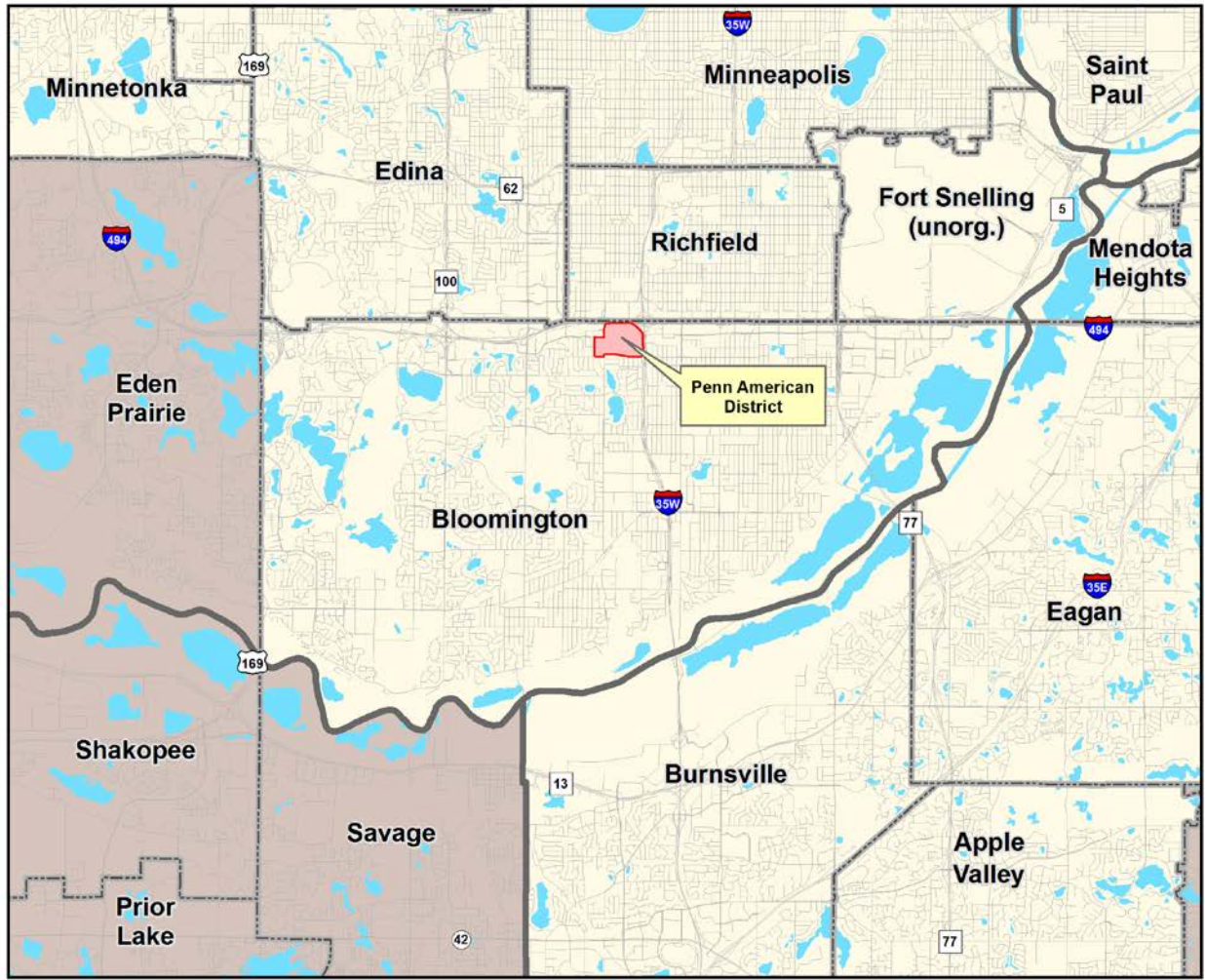
Figure 1: Location Map 2030 RDF Geographic Planning Areas, City of Bloomington

Figure 2: Regional Systems and Proposed Penn American District Plan, City of Bloomington

Figure 3: Future Land Use Map (no changes proposed)

Figure 4: METRO Orange Line BRT Alignment Options

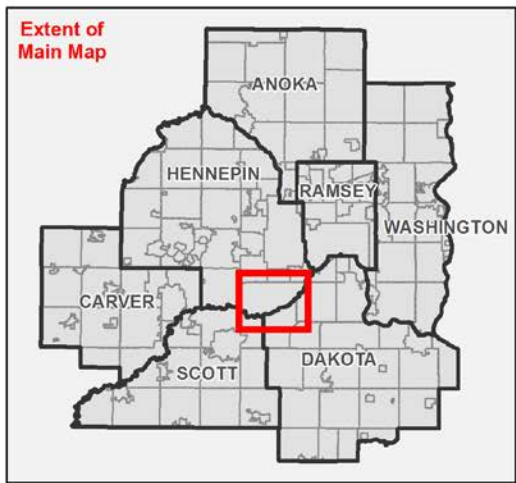
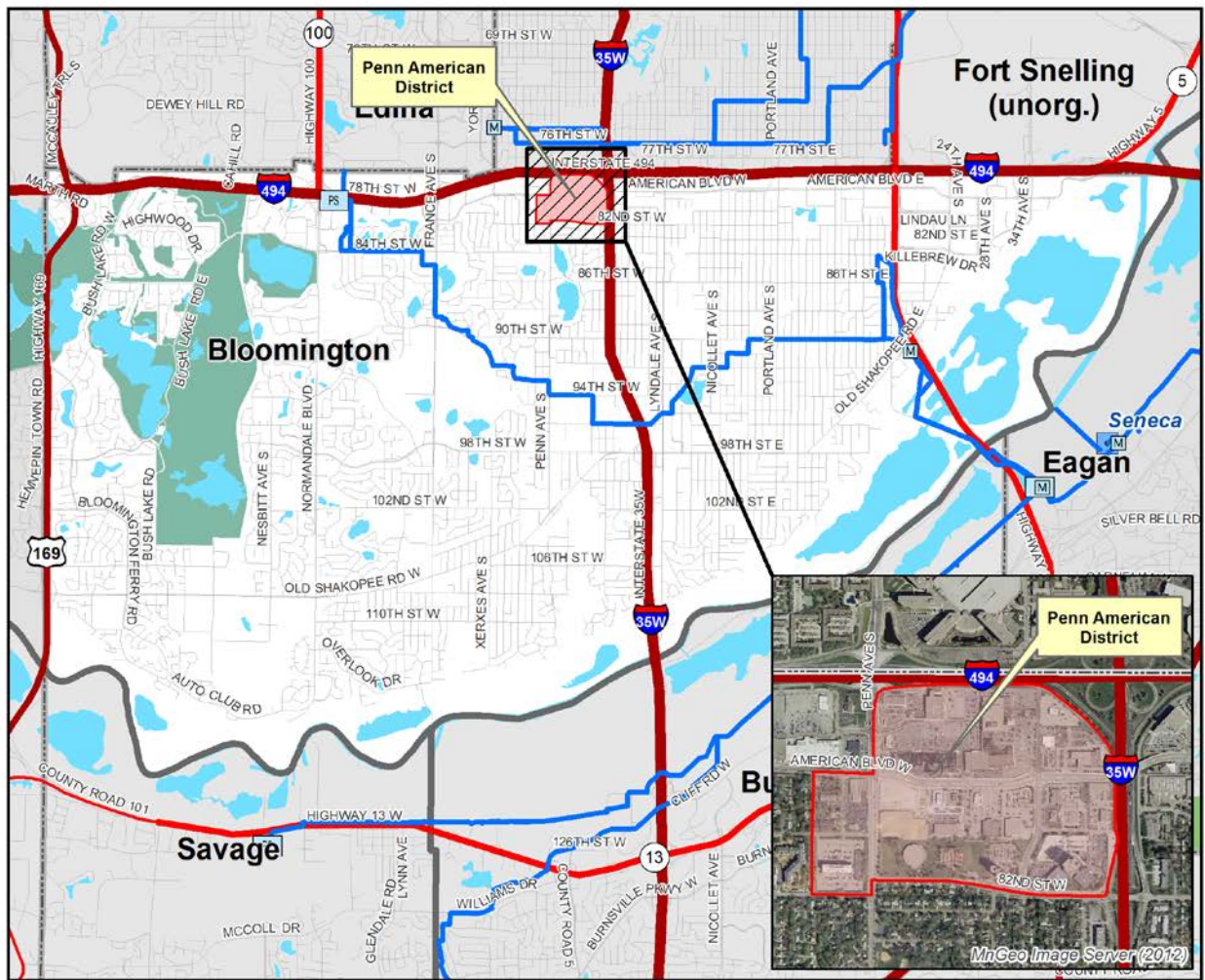
**Figure 1: Location Map 2030 RDF Geographic Planning Areas**



**2030 Framework Planning Areas**

- Developed
- Developing
- Rural Center
- Rural Growth Center
- Diversified Rural
- Rural Residential
- Agricultural
- Non Region

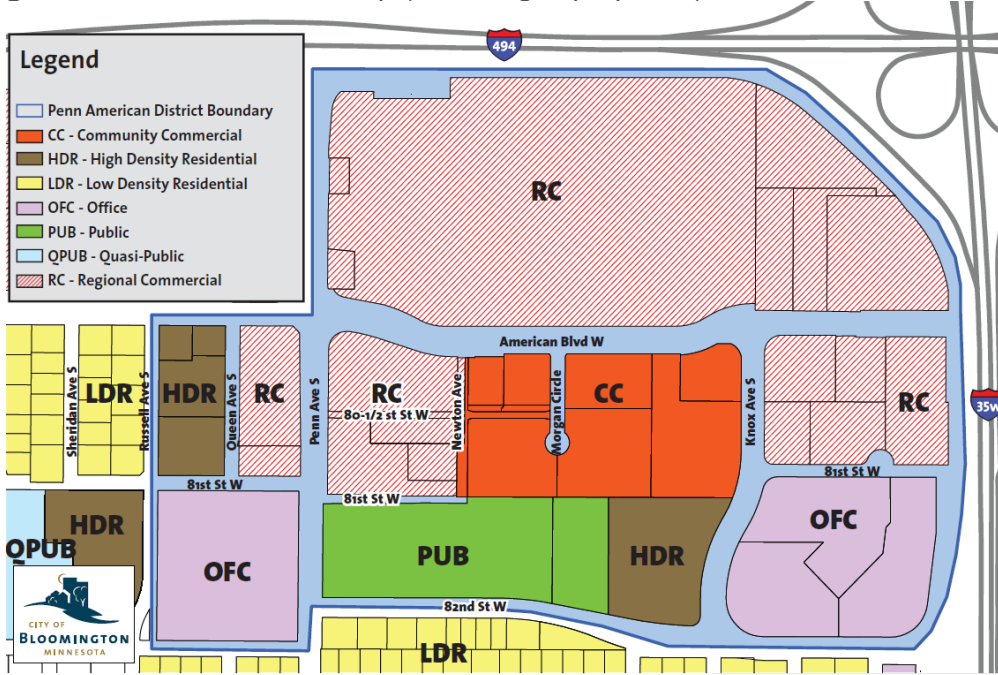
Figure 2: Location Map with Regional Systems



- Regional Systems**
- Wastewater Services**
    - M Meters
    - PS Lift Stations
    - MCES Interceptors
    - MCES Treatment Plants
  - Transportation**
    - Interstates
    - US Highways
    - State Highways
    - County Roads
  - Recreation Open Space**
    - Park Reserve
    - Regional Park
    - Special Recreation Feature
  - TrailsRegional**
    - Existing
  - Ncompass Street Centerlines, 2014



**Figure 3: Future Land Use Map (no changes proposed)**



**Figure 4: METRO Orange Line BRT Alignment Options (Source: METRO Orange Line Bus Rapid Transit Project Plan Update, Metro Transit, April 2014)**

