

Community Development Committee

Meeting date: August 21, 2017

For the Metropolitan Council meeting of August 23, 2017

Subject: City of Bloomington Adjoining Lands Comprehensive Plan Amendment, Review File No. 20427-6

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

Policy/Legal Reference: Metropolitan Land Planning Act (Minn. Stat. § 473.175)

Staff Prepared/Presented: Michael Larson, AICP, Senior Planner, Local Planning Assistance (651-602-1407)

Division/Department: Community Development / Regional Planning

Proposed Action

That the Metropolitan Council:

1. Adopt the attached Review Record and allow the City of Bloomington to place the Adjoining Lands Comprehensive Plan Amendment into effect.
2. Find that the amendment does not change the City's forecasts.
3. Advise the City to implement the advisory comments in the Review Record for Land Use and Surface Water Management.

Background

The proposed amendment reguides approximately 31 acres in Bloomington's South Loop District from Innovation and Technology to High Intensity Mixed Use. The property is located immediately east of the Mall of America and is referred to either as "Adjoining Lands" or "Mall of America Phase 3." It has property addresses of 8201 24th Avenue South and 8200 28th Avenue South. There is no specific development proposal now, but the City supported this change as being consistent with the South Loop's planning vision. The Alternative Urban Areawide Review (AUAR) for the area was recently updated and reviewed by the Council (Review File 18655-5). This amendment is consistent with the development scenario reviewed in the AUAR.

Rationale

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

Thrive Lens Analysis

The proposed amendment is reviewed against the land use policies in *Thrive MSP 2040*. To achieve the outcomes identified in *Thrive*, the metropolitan development guide defines the Land Use Policy for the region and includes strategies for local governments and the Council to implement. These policies and strategies are interrelated and, taken together, serve to achieve the outcomes identified in *Thrive*.

Funding

None.

Known Support / Opposition

There is no known local resident or local government opposition to this proposal.

Review Record

City of Bloomington Adjoining Lands Comprehensive Plan Amendment

Review File No. 20427-6, Council Business Item No. 2017-179 SW

BACKGROUND

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

Consistent with the policies adopted by the Council in June 2014 ([Business Item 2014-143](#)) regarding review of local comprehensive plans, this amendment is being reviewed under *Thrive MSP 2040* and its policy plans.

Thrive MSP 2040 (Thrive) designates Bloomington with an “Urban” community designation. The Council forecasts from 2016 to 2040 that the City will grow from 88,299 to 93,300 population and 38,047 to 41,250 households. The Council also forecasts that between 2010 and 2040, the City’s employment will increase from 86,530 to 109,700 jobs.

The Metropolitan Council reviewed the City of Bloomington 2030 Comprehensive Plan Update ([Business Item 2009-88](#), Review File No. 20427-1) on May 13, 2009. This is the fifth comprehensive plan amendment (CPA) since the Update was reviewed.

REQUEST SUMMARY

The proposed amendment reguides approximately 31 acres in Bloomington’s South Loop District from Innovation and Technology to High Intensity Mixed Use. The property is located immediately east of the Mall of America and referred to either as “Adjoining Lands” or “Mall of America Phase 3.” It has property addresses of 8201 24th Avenue South and 8200 28th Avenue South. There is no specific development proposal now, but the City supported this change as being consistent with the South Loop’s planning vision. The Alternative Urban Areawide Review (AUAR) for the area was recently updated and reviewed by the Council (Review File 18655-5). This amendment is consistent with the development scenario reviewed in the AUAR.

OVERVIEW

Conformance with Regional Systems

The amendment 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 amendment is consistent with the *Thrive MSP 2040*, with the *Housing Policy Plan*, with water resources management, and is consistent with Council forecasts.

Compatibility with Plans of Adjacent Jurisdictions The amendment will not have an impact on adjacent communities, school districts, or watershed districts, and is compatible with the plans of those districts.

PREVIOUS COUNCIL ACTIONS

- The Council acted on the City's Update on May 13, 2009 ([Business Item No. 2009-88](#), Review File No. 20427-1).
- The Council administratively approved the Bethany Fellowship CPA (Review File No. 20427-2) on April 19, 2011. This CPA reguided 23.5-acres from High Density Residential and Quasi Public to Low Density Residential and Quasi Public to support the development of 40 single-family homes.
- The Council approved the South Loop District Plan ([Business Item No. 2013-53](#), Review File No. 20427-3) on February 13, 2013. The CPA incorporated the South Loop District Plan and updated wastewater plan by reference into the City's Update. The CPA added two new land use categories and changed land use for 184 acres within the South Loop District.
- The Council administratively approved the Mount Hope CPA (Review File No. 20427-4) on December 13, 2013. The CPA reguided approximately 3.51 acres from Quasi Public to High Density Residential to support the development of a 77-unit senior cooperative housing development.
- The Council approved on the Penn American District Plan Comprehensive Plan Amendment ([Business Item No. 2014-128](#), Review File No. 20427-5) on June 11, 2014. The CPA incorporated the 133-acre Penn American District Plan by reference, which includes planning objectives for a dense, walkable, mixed-use district served by METRO Orange Line.

ISSUES

- I. Does the amendment conform to the regional system plans?
- II. Is the amendment consistent with *Thrive MSP 2040* and other Council policies?
- III. Does the amendment change the City's forecasts?
- IV. Is the amendment compatible with the plans of adjacent local governmental units and affected jurisdictions?

ISSUES ANALYSIS AND FINDINGS

Conformance with Regional Systems

The amendment conforms to the regional system plans for Regional Parks, Transportation, and Wastewater, with no substantial impact on, or departure from, these system plans. Additional review comments for regional parks are included below.

Transportation

Reviewer: Russ Owen (651-602-1724)

The amendment conforms to the *2040 Transportation Policy Plan* (TPP). The City references the Airport Runway Overlay Zone (AR-17), which is associated with Safety Zone B at Minneapolis-St. Paul International Airport. This overlay zone encompasses all of the area reguided by the amendment. No changes to that zone are proposed as part of the amendment. The airspace near MSP International Airport is complex, and it appears that the City has continued to follow guidelines set forth in Appendices I and L in the 2040 TPP, which address regional airspace and land use compatibility.

Wastewater

Reviewer: Roger Janzig (651-602-1119)

The amendment conforms to the *2040 Water Resources Policy Plan*. The existing Metropolitan Disposal System has adequate capacity for the proposed change in guided land use.

Regional Parks

Reviewer: Jan Youngquist (651-602-1029)

The amendment conforms to the *2040 Regional Parks Policy Plan (RPPP)*. The amendment site is within 0.5 mile of a planned segment of the Nine Mile Creek Regional Trail, as identified in the RPPP. The trail will be developed in the future by Three Rivers Park District. The change in land use guiding from Innovation and Technology to High Intensity Mixed Use is not anticipated to negatively impact the future development or use of the regional trail corridor.

Consistency with Council Policy

The amendment is consistent with Council policies for forecasts, land use, housing, sub-surface sewage treatment systems, and water supply. Additional review comments regarding policy consistency are detailed below.

Land Use

Reviewer: Michael Larson (651-602-1407)

The proposed amendment is consistent with the land use policies in *Thrive*, which designates the City as an Urban community. The amendment reguides 31 contiguous acres east of the Mall of America from Innovation and Technology to High Intensity Mixed Use. The Adjoining Lands site addressed by the amendment is associated with Phase 3 of the Mall of America Planned Development.

The City's comprehensive plan describes High Intensity Mixed Use as a district that allows only master-planned, high intensity uses that are physically integrated with one another, that will attract visitors from within and beyond the region, and will achieve a magnitude of economic activity sufficient to generate significant additional development on surrounding properties. Residential uses are not explicitly mentioned, nor did the City's Update in 2009 identify property with this designation for residential redevelopment or infill.

The Council recently reviewed an update to the Alternative Urban Areawide Review (AUAR) for the South Loop District (Review File No. 18655-5), a much larger area that encompasses the Adjoining Lands site. The AUAR analyzed a scenario for the Adjoining Lands site involving 465,000 square feet of retail; 400 hotel rooms; and 2,500 parking spaces. At the time of the AUAR's publication, this amendment was forthcoming, but not mentioned in the AUAR. The Council review noted that the development scenario was more consistent with the pending guiding land use than with the current guiding land use of Innovation and Technology. The amendment brings the comprehensive plan into alignment with development assumptions made in the AUAR Update.

Advisory Comments

If there are changes in development assumptions for the Adjoining Lands site, the City should consider the need for a further comprehensive plan amendment and/or a further update to the AUAR. The City's staff report notes that any "plan depicting development other than parking on the subject property would require an amendment to the MOA's preliminary development plan, which only depicts the properties as overflow parking."

As noted above, High Intensity Mixed Use is not explicitly described as a guiding land use that includes residential. Council staff also note that the City has concurrently changed the zoning of the subject

parcel to Mixed Use (CX-2). While the new zoning district allows multiple-family residential as a conditional use, the Airport Runway Overlay Zone (AR-17) prohibits them.

Housing

Reviewer: Tara Beard (651-602-1051)

The amendment is consistent with the Council's *Housing Policy Plan*. The Plan currently provides sufficient land to address the City's share of the region's 2011-2020 need for affordable housing. The proposed amendment does not affect the availability of that land. Currently, the Plan guides more than 71 acres as mixed-use, medium density, or high density residential such that at least 1,085 units could be built between 2011 and 2020; the City's share of the 2011-2020 regional need is 961.

The City participates in Livable Communities Act programs and received \$1.4 million in 2016 to support 50 units of affordable housing as part of a 248-unit third phase of the Genesee development. The most recent affordable housing project built in the city was eight units in 2015.

Surface Water Management

Reviewer: Jim Larsen (651-602-1159)

The proposed amendment is consistent with the Council's policies for surface water management. However, Council staff concur with the concerns expressed by both the Minnesota Valley National Wildlife Refuge and Richfield-Bloomington Watershed Management Organization in their review letters dated April 26, 2017, and April 17, 2017, respectively. These concerns relate to potential impacts on water quality, flood control, and habitat of the Minnesota Valley National Wildlife Refuge. The proposed land use change may make addressing the site's future stormwater management needs more difficult to accomplish. Existing site stormwater management facilities (identified as Pond 30) provide runoff rate control and infiltration benefits for the existing surface parking on the site, as well as for backflow from the 24th Avenue trunk storm sewer system.

Advisory Comments

As noted in the most recent South Loop District AUAR Update, development on this and other properties in the South Loop will require either the reconfiguration of Pond 30 or its removal and replacement with alternative stormwater best management practices. These practices should mitigate for the loss of existing pollutant removal and runoff volume control capacity on the site. The City should also consider the effects of additional stormwater runoff volumes on the area's storm sewer system from additional future nearby development.

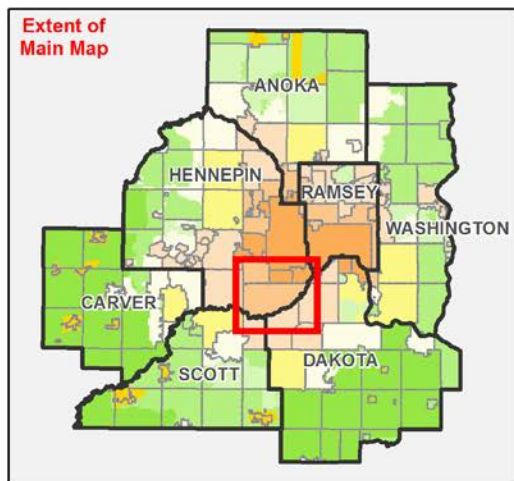
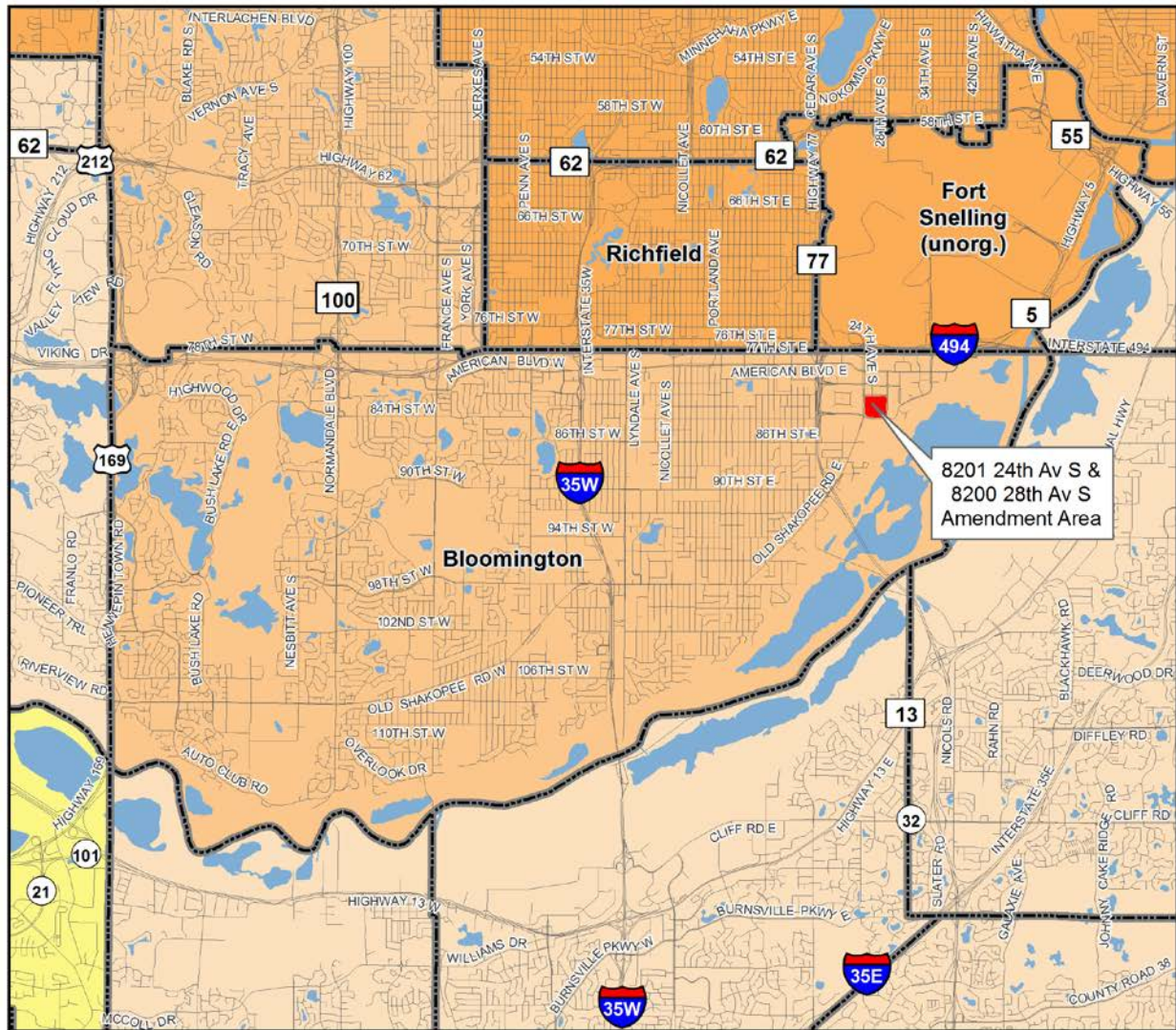
Compatibility with Plans of Adjacent Governmental Units and Plans of Affected Special Districts and School Districts

The proposed amendment is compatible with the plans of adjacent jurisdictions. Outside of the surface water management concerns noted above, 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 Showing Community Designations
- Figure 2: Location Map showing Regional Systems
- Figure 3: Current and Proposed Land Use Guiding

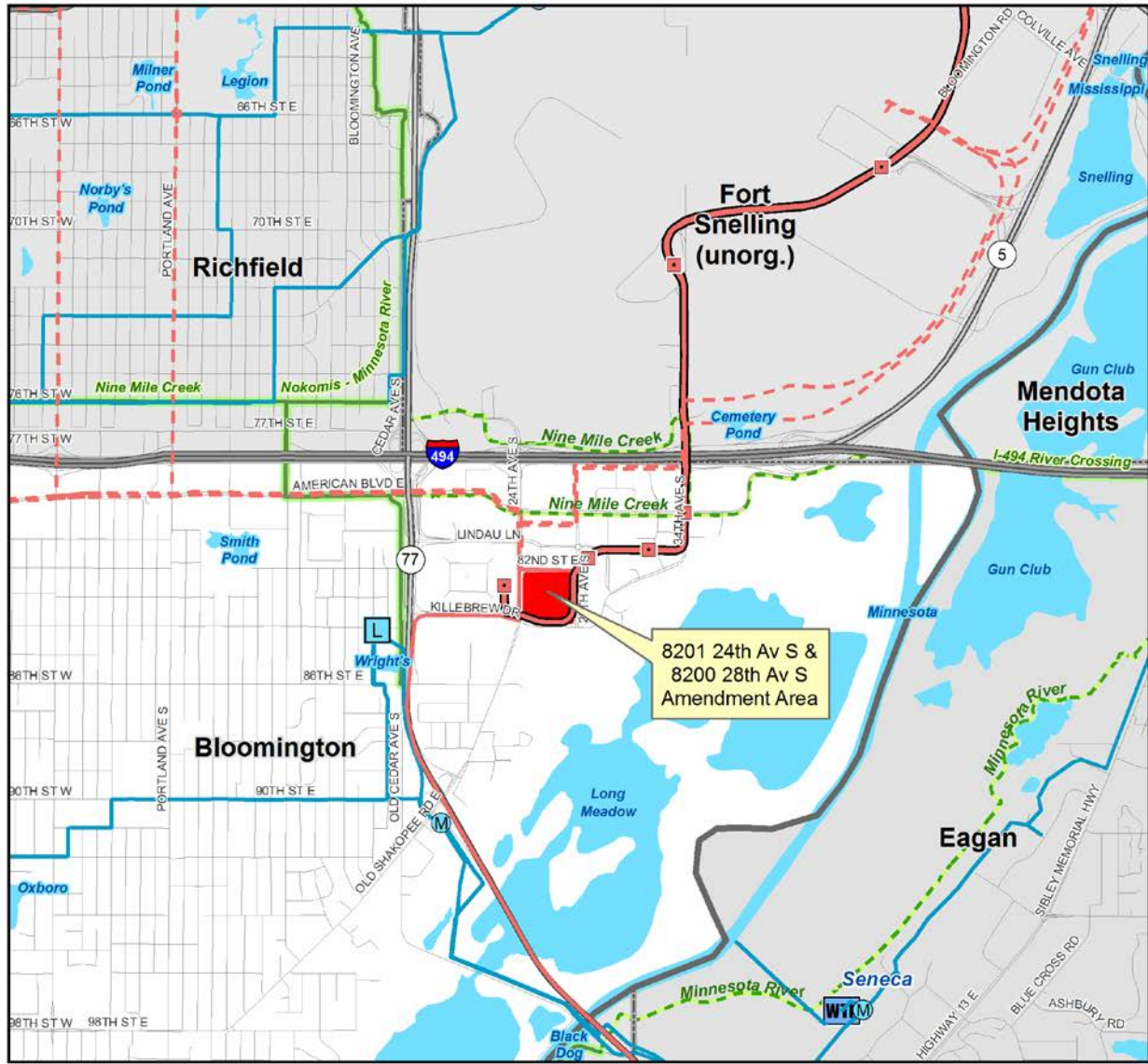
Figure 1: Location Map Showing Community Designations



ThriveMSP 2040 Community Designations

- Agricultural
- Rural Residential
- Diversified Rural
- Rural Center
- Emerging Suburban Edge
- Suburban Edge
- Suburban
- Urban
- Urban Center
- Ncompass Street Centerlines

Figure 2: Location Map Showing Regional Systems



Regional Systems

Regional Highway System

- Interstates
- US Highways
- State Highways
- County Roads

Regional Transitways

- Existing, Fixed Guideway
- Proposed, Fixed Guideway
- Existing, Bus Rapid Transit
- Proposed, Bus Rapid Transit
- Existing Fixed Guideway Stations
- Planned Fixed Guideway Stations

Recreation Open Space

- Park Reserves
- Regional Parks
- Special Recreation Features
- Existing Regional Trails
- Planned Regional Trails

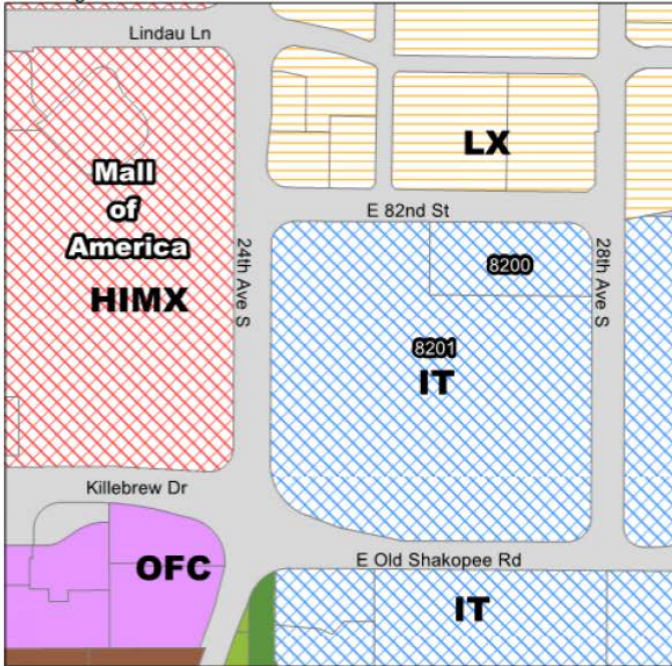
Wastewater Treatment

- Meters
- Lift Stations
- MCES Interceptors
- MCES Treatment Plants

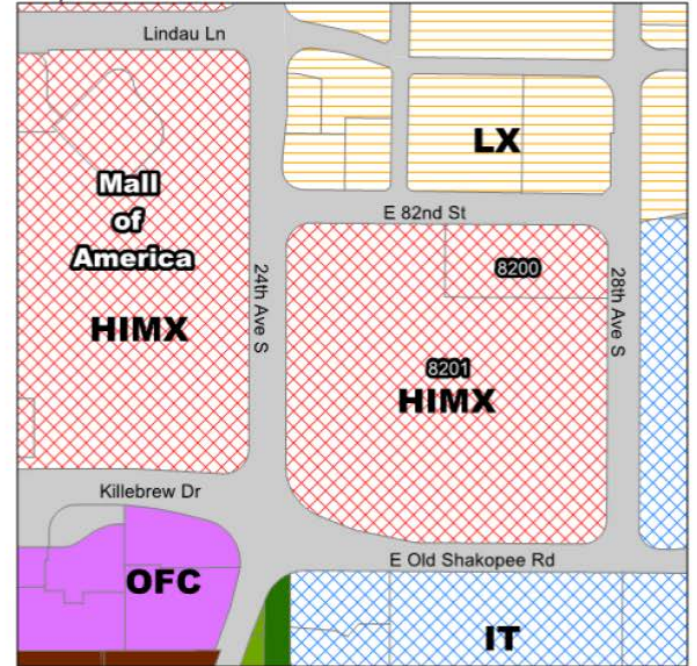
— Ncompass Street Centerlines

Figure 3: Current and Proposed Land Use Guiding

Existing Guide Plan



Map Amendment



Land Use Designations

-  Lindau Mixed Use
-  High Intensity Mixed Use
-  Office
-  Innovation and Technology