

**Community Development Committee**

Meeting date: February 4, 2013

For the Council Meeting of February 13, 2013

**ADVISORY INFORMATION**

**Subject:** City of Bloomington South Loop District Plan Comprehensive Plan Amendment  
Review File No. 20427-3

**District(s), Member(s):** 6, Council Member Steve Elkins

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

**Staff Prepared/Presented:** Freya Thamman, Principal Reviewer (651-602-1750)  
LisaBeth Barajas, Manager, Local Planning Assistance (651-602-1895)

**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 put the South Loop District Plan comprehensive plan amendment (CPA) into effect.
2. Adopt the revised forecasts as shown in Table 2 of the Review Record.

**Background**

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

This CPA incorporates the South Loop District Plan by reference into the City's Update and makes land use and forecast changes to the Update. Proposed changes include the addition of two new land use categories, changing land use for 184 acres within the South Loop District, and updating/recalibrating the City's forecasts to reflect 2010 US Census data. The CPA also incorporates the updated Wastewater and Comprehensive Sewer Plan by reference into the City's Update. In addition, the CPA includes text changes, including renaming the "Airport South District" to "South Loop District", incorporating infrastructure updates completed after 2008, and other housekeeping changes text changes that were included for internal consistency.

**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**  
**South Loop District Plan Comprehensive Plan Amendment**  
Review File No. 20427-3, Council Business Item No. 2013-53

**BACKGROUND**

Bloomington 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) identified Bloomington as being a "Developed Community". With this CPA, the Metropolitan Council (Council) forecasts that the City will grow between 2010 and 2030 from 82,900 to 89,000 people, from 35,900 to 39,500 households, and that employment will grow from 88,900 to 113,200 jobs.

The Metropolitan Council reviewed the City of Bloomington 2030 Comprehensive Plan Update (Update), Review File No. 20427-1, on May 13, 2009. As part of the Council's review of the Update, the City was advised to submit the Airport South District Plan, when completed, to the Council as a comprehensive plan amendment.

*South Loop District Plan*

The South Loop District Plan (SLDP) is the development guide for the area. The South Loop District (previously called Airport South) is located in the northeast section of Bloomington with I-494 to the north, Minnesota River to the east and south and MN Highway 77 (Cedar Avenue) to the west (Figure 1). It encompasses approximately 2,487 acres and is comprised of a mix of urban development and natural areas. South Loop represents approximately two-thirds of the City's long-term residential and commercial development potential. Two major developments anchor South Loop: Mall of America and Bloomington Central Station.

The vision for the SLDP is to transform the District from a dispersed, suburban commercial area into a walkable urban neighborhood that attracts residents, office tenants, hotel guests and shoppers by virtue of its unique character and assets.

The Goals to achieve the vision are to:

- 1) *Leverage the District's assets* including LRT, bus transit, proximity to MSP International Airport, regional freeway access and visibility, the Minnesota Valley National Wildlife Refuge, Mall of America and Bloomington Central Station developments, and available sites for development;
- 2) *Mitigate the District's disadvantages*, such as aircraft noise;
- 3) *Transform the District's density and character*, which would include promoting a mix of land uses based on Transit Oriented Design (TOD) and sustainable development strategies, establishing a network of interconnected parks, open spaces, and trails, increasing connectivity, accessibility, and movement, and creating a walkable environment;
- 4) *Accelerate the District's development*, which would include promoting the advantages of TOD and the District's assets and establish the District as a branded place emphasizing sustainability, quality, comfort and safety; and

5) *Create a sustainable District*, which includes fostering denser, mixed use development near transit stations, implementing an interconnected network of multi-modal green infrastructure, expanding housing choices, and exploring district-scale alternative energy systems, as well as promoting energy conservation and low-impact design techniques. The SLDP indicates that fostering sustainable development is a strategic priority. Sustainability indicators were established and modeled based on goals for energy, accessibility, and green infrastructure.

## REQUEST SUMMARY

This CPA incorporates the South Loop District Plan by reference into the City's Update and makes land use and forecast changes to the Update. The CPA proposes land use changes for 184 acres (45 parcels) within the South Loop District (see Figure 2). A significant change was in the creation of two new land use categories: "Innovation & Technology" and "Lindau Mixed Use". In addition, the CPA updates/recalibrates the City's forecasts to reflect 2010 US Census data. The CPA also incorporates the updated Wastewater and Comprehensive Sewer Plan by reference into the City's Update.

The CPA include housekeeping and text changes including renaming the "Airport South District" to "South Loop District", incorporating infrastructure updates completed after 2008, and other text changes that were included for internal consistency.

## OVERVIEW

<b><i>Conformance with Regional Systems</i></b>	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.
<b><i>Consistency with Council Policies</i></b>	The CPA is consistent with the Council's RDF, with water resources management, and is consistent with Council forecasts.
<b><i>Compatibility with Plans of Adjacent Jurisdictions</i></b>	The CPA 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 (Review File No. 20427-1).
- The *Bethany Fellowship CPA* (Review File No. 20427-2) was administrative approved by the Council on April 19, 2011.

## ISSUES

- I. Does the amendment conform to the regional system plans?
- II. Is the amendment consistent with the RDF and other Council policies?
- III. Does the amendment change the Township'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 CPA conforms to the Council's regional system plans. Additional review regarding conformance with regional system plans is provided below.

#### *Regional Parks*

*Reviewer: Jan Youngquist (651-602-1029)*

The CPA conforms to the *2030 Regional Parks Policy Plan*. The CPA acknowledges the planned Intercity Regional Trail and the proposed Nine Mile Creek Regional Trail as well as the Minnesota Valley National Wildlife Refuge and Minnesota Valley State Trail.

#### *Transportation*

*Reviewers: Ann Braden-MTS (651-602-1705), John Dillery, MetroTransit (612-349-7775), Karen Lyons –MTS (651-602-1703)*

The CPA conforms to the *Transportation Policy Plan (TPP)* and addresses all the applicable transportation and transit requirements.

*Transportation.* The CPA conforms to the *TPP* for transportation. The South Loop District is bordered on the north and west by Principal Arterials (I-494 and TH 77). No changes to the location or spacing of accesses to Principal or "A" Minor Arterials are proposed with the CPA. There are no changes to the regional road network beyond what is already in the *TPP*.

*Transit.* The CPA conforms to the *TPP* for transit. While lower population and employment forecasts (see Forecast section) could mean less frequent transit service than would otherwise have been the case, the CPA converts an auto-oriented area into a more transit-oriented area. The CPA does not have a significant effect the anticipated transit system and probable bus and rail services in the South Loop area in terms of routes, stops, and service span each day. The City's high-density housing, population, and employment surrounding Bloomington's Light Rail Transit stations is especially favorable to transit. This type of development is in conformance with *TPP* for locations near transit service.

#### *Aviation*

*Reviewer: Russ Owen - Aviation (612-349-7774)*

The CPA conforms with the Aviation policies of the *TPP*. The CPA is consistent with aviation policies for land uses near airports. The City has ordinances regulating zoning and building height near the airport.

#### *Wastewater Services*

*Reviewer: Roger Janzig (651-602-1119)*

The CPA conforms to the *2030 Water Resources Management Policy Plan (WRMPP)*. The Metropolitan Disposal System (MDS) that provides service to the project location has adequate capacity to serve the City of Bloomington's sanitary sewer needs. The CPA reflects lower sanitary sewer service needs for the City; and therefore, does not represent an impact to the MDS.

### Consistency with Council Policy

The proposed CPA is consistent with Council's policies. Additional detailed review regarding consistency with Council policies is detailed below.

## *2030 Regional Development Framework and Land Use*

*Reviewer: Freya Thamman (651-602-1750)*

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 5 units per acre and to target higher densities in locations with convenient access to transportation corridors and with adequate sewer capacity. The SLDP includes mixed land uses and higher densities of jobs and homes close to four light rail stations.

The CPA includes land use changes for 184 acres within the South Loop District. The proposed changes are shown in Figures 2 and 3. The most significant change is the creation of two new land use categories: 1) Innovation & Technology (IT), which includes a mix of office, research and development, high-tech manufacturing and assembly, hotels, restaurants, and supportive service and retail, and 2) Lindau Mixed Use (LMU), which includes an integrated mix of office, hotel, restaurant, and retail in a pedestrian-oriented environment. These two categories propose to change 150 of the 184 acres within the South Loop District.

The next largest addition is +22 acres of South Loop Mixed Use, which can include residential at an assumed density of 30-131 units/acre. The CPA reduces the area guided for Office (-135 acres) and Industrial (-30 acres).

One of the aims of the SLDP is to encourage compact urban mixed use development within a fine-grained network of pedestrian-friendly, walkable streets. Signature areas of South Loop are shown on Figure 4, and include 34<sup>th</sup> and American Neighborhood, which the SLDP envisions as a new mixed use, transit-oriented neighborhood with high density development near the American Boulevard LRT station. The SLDP indicates that this area will provide a range of housing types, convenience service/ retail uses, and work places. The CPA and proposed land uses changes support RDF residential density policies and target higher densities in locations with convenient access to transportation corridors.

## *Forecasts*

*Reviewer: Todd Graham (651-602-1322)*

The CPA is consistent with regional policy for forecasts. Council staff support the forecast revisions proposed by the City. City and Council staff discussed these revisions in July 2012.

The City explains two needs for forecast revisions. First, it is recalibrating all forecasts to 2010 actuals, from Census 2010 and Minnesota DEED employment counts: Employment losses experienced during 2000-2010 were unexpected when forecasts were last developed. Thus, 2010 forecasts will be reduced by -1200 households (3.2%), -3,900 population (4.5%), -19,200 jobs (17.8%). Forecasts were then adjusted relative to the 2010 base.

Second, for years 2020 and 2030, the City is adjusting the plan for TAZs 471-473. The City expects less employment growth in the South Loop Area than previously forecasted. In TAZs 471-473, the City is planning +200 more households than previously expected, but this is offset by the citywide forecast reductions: -1,200 households in 2010, -1,000 households in 2030.

Metropolitan Council's forecasts population, households, and employment will be officially revised, as shown below in Table 2, effective upon Council action on the Plan Amendment. The City's affordable housing need number is revised is 1,003 units.

**Table 1. Approved Bloomington Forecasts**

	2010	2020	2030
<b>Population</b>	86,800	90,500	92,500
<b>Households</b>	37,100	39,400	40,500
<b>Employment</b>	108,100	124,700	135,200

**Table 2. Proposed Bloomington Forecasts**

	2010	2020	2030
<b>Population</b>	82,900	86,900	89,000
<b>Households</b>	35,900	38,300	39,500
<b>Employment</b>	88,900	105,500	113,200

### *Housing*

*Reviewer: Linda Milashius (651-602-1541)*

The CPA is consistent with Council housing policy requirements of the Metropolitan Land Planning Act. The CPA provides additional potential to meet the City's affordable housing need number of 1,003 by 2020. The CPA includes reguiding parcels from Office to South Loop Mixed Use, which can include residential at an assumed density of 30-131 units/acre

### *Surface Water Management*

*Reviewer: James Larsen, CD (651-602-1159)*

The CPA conforms to the 2030 WRMPP for local surface water management. Staff is pleased that Low Impact Development best management practices will form the core of the sustainable stormwater management approach in the South Loop area. The CPA indicates that they will not only be incorporated into the proposed network of public parks, green medians, rain gardens, and open spaces, but they will also need to be included as site design features of private development within the area.

### *Water Supply Planning*

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

The CPA is consistent with the 2030 WRMPP and 2010 Master Water Supply Plan.

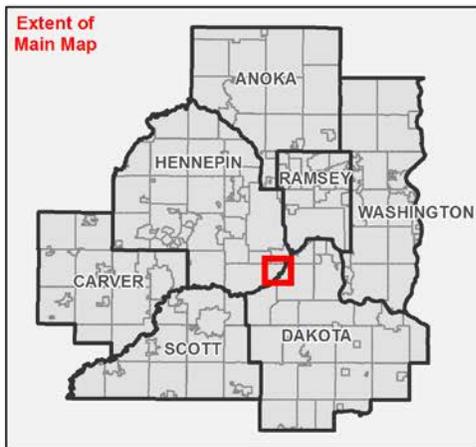
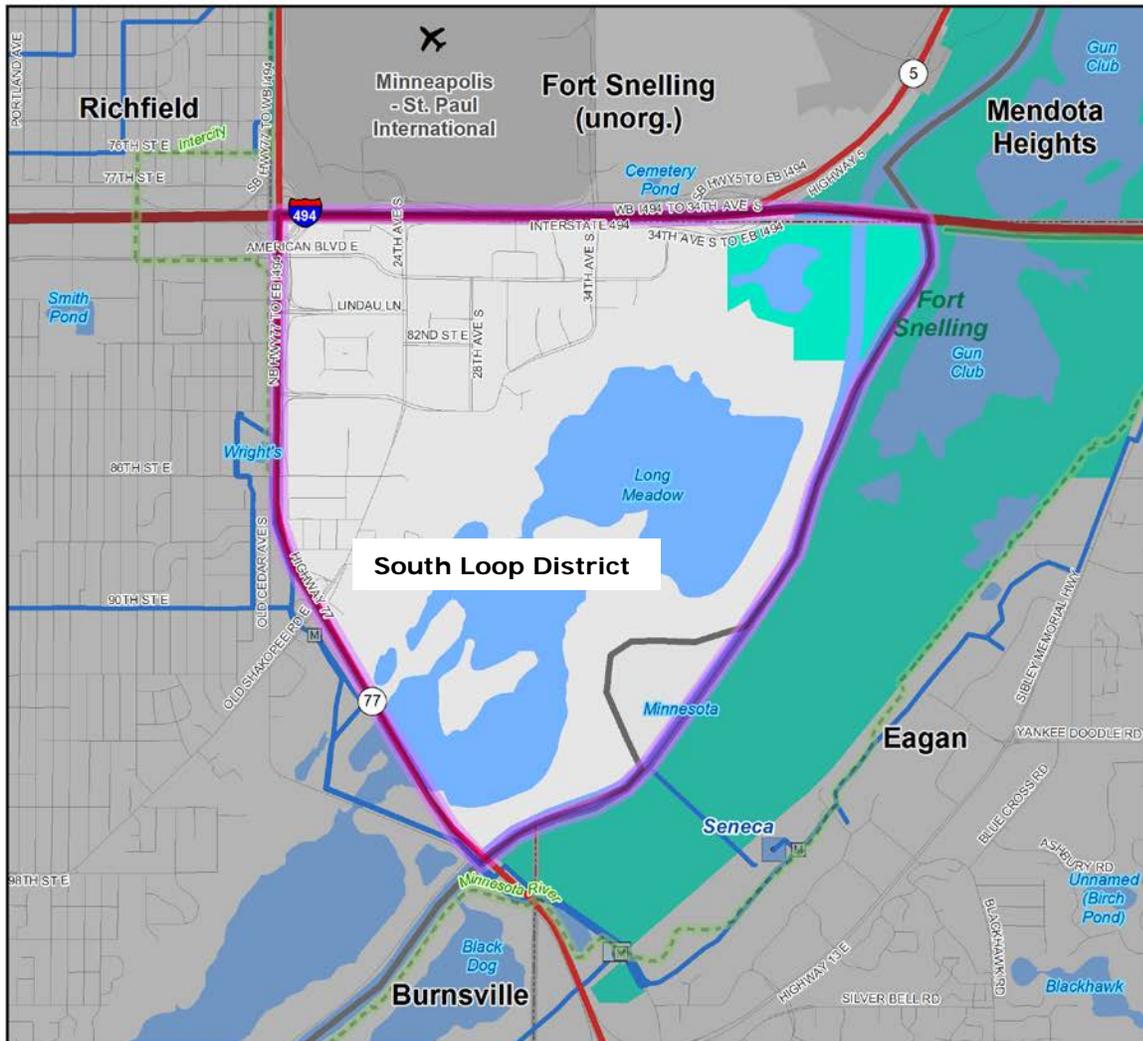
### **Compatibility with Plans of Adjacent Governmental Units and Plans of Affected Special Districts and School Districts**

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: Bloomington South Loop: Location Map & Regional Systems
- Figure 2: Bloomington South Loop: Proposed Planned Land Use Changes
- Figure 3: Bloomington South Loop: Proposed Planned Land Use Changes - Table
- Figure 4: Bloomington South Loop Signature Elements

Figure 1: Bloomington South Loop District: Location Map and Regional Systems

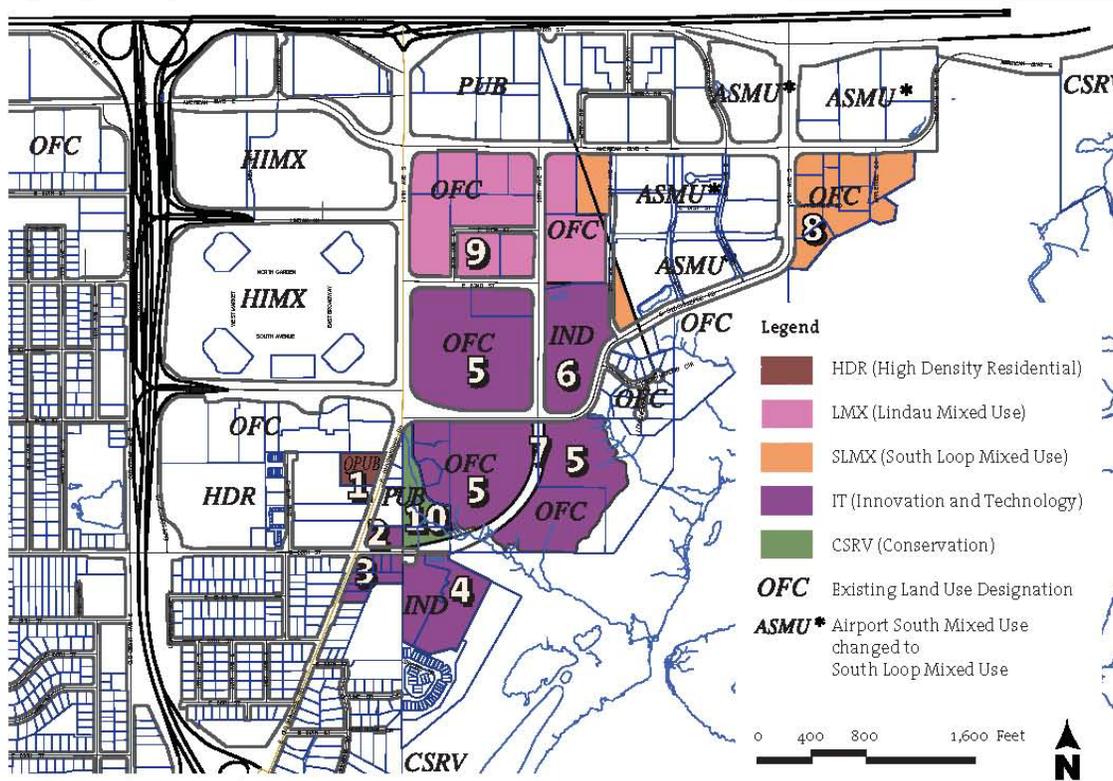


- Regional Systems**
- Transportation**
    - Interstates
    - US Highways
    - State Highways
    - County Roads
    - Airports
  - Wastewater Services**
    - Meters
    - Lift Stations
    - MCES Interceptors
    - MCES Treatment Plants
  - Recreation Open Space**
    - Park Reserve
    - Regional Park
    - Special Recreation Feature
  - Existing and Planned Regional Trails**
    - Existing
    - Planned
  - Other**
    - State Parks
    - Existing State Trails
    - Ncompass Street Centerlines, 2012

Figure 2: South Loop District - Proposed Planned Land Use Changes From South Loop District Plan's Figure 3.22 "Proposed Land Use Amendments"

SOUTH LOOP DISTRICT PLAN

Figure 3.22 Proposed Land Use Amendments



Source: Bloomington Planning Division, 2012.

Parcels proposed for land use amendments are highlighted on Figure 3.22, above, and include:

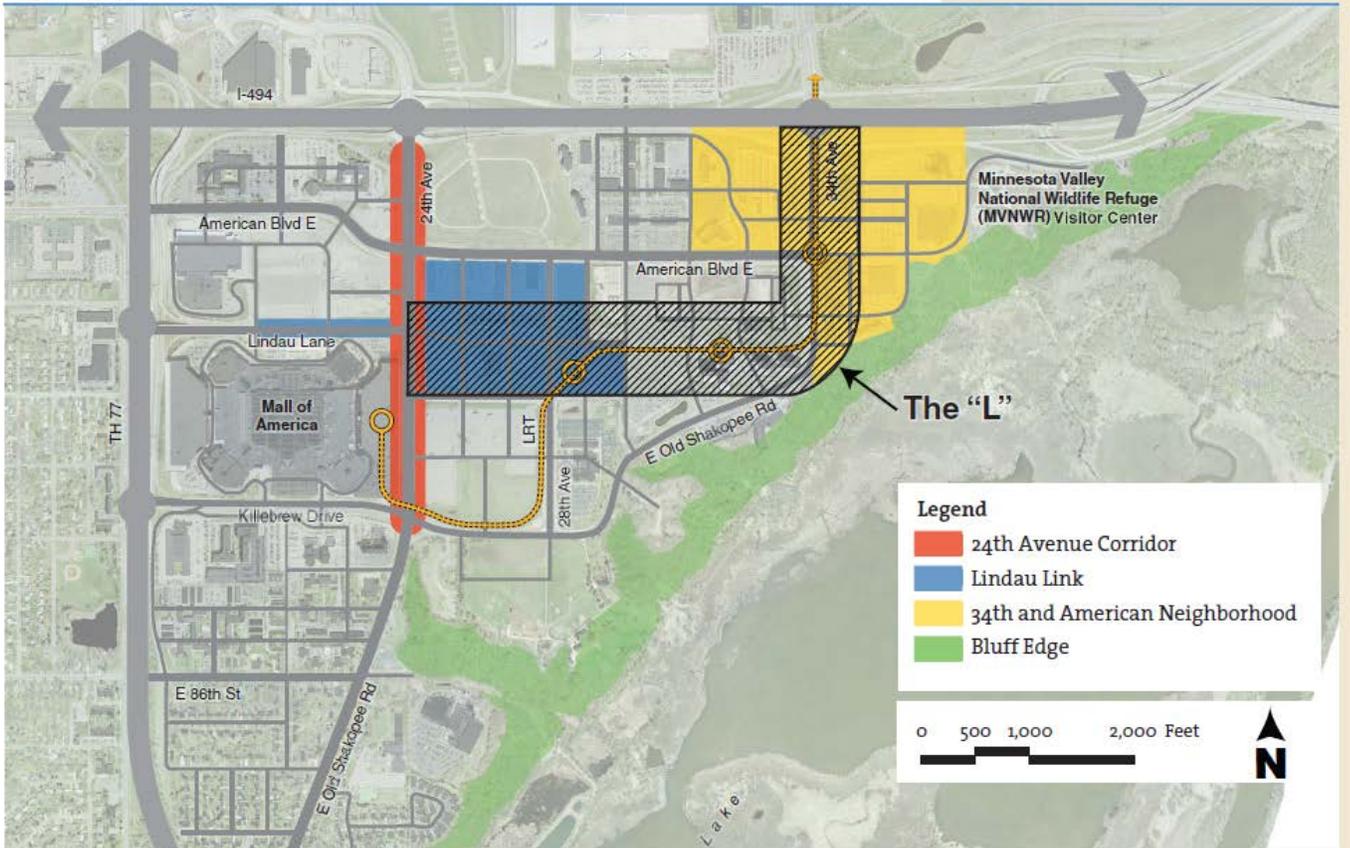
1. Change the designation from Quasi-Public (QPUB) to High Density Residential (HDR) on the parcel at 2350 East Old Shakopee Road. (Qwest switching station).
2. Change the designation from Office (OFC) to Innovation and Technology (IT) on the parcel at 2300 E. 86th Street. (future Cypress expansion).
3. Change the designation from Public (PUB) to Innovation and Technology (IT) on the parcels at 2275, 2271, 2263, and 2255 E. Old Shakopee Road, and 2305, 2313, and 2325 E. 86th Street (future Cypress expansion).
4. Change the designation from Industrial (IND) to Innovation and Technology (IT) on the parcels at 2401 and 2411 E. 86th Street (Cypress).
5. Change the designation from Office (OFC) to Innovation and Technology (IT) on two parcels at 8200 28th Avenue S. and 8201 24th Avenue S. (aka the "Adjoining Lands") and six parcels south of E. Old Shakopee Road (Spruce Shadows Farm and former apartment site).
6. Change the designation from Industrial (IND) to Innovation and Technology (IT) on the parcel at 2800 E. Old Shakopee Road (Polar Semiconductor).
7. Change the designation from Right-of-Way (ROW) to Innovation and Technology (IT), Conservation (CSRV), and Public (PUB) to remove the proposed 86th Street extension.
8. Change the designation from Office (OFC) to South Loop Mixed Use (SLMX) on eleven parcels southeast of the intersection of American Boulevard E. and 34th Avenue S. (Appletree Square area).
9. Change the designation from Office (OFC) to Lindau Mixed Use (LMX) on 10 parcels located north and south of the proposed Lindau Link alignment.
10. Change the designation from Public (PUB) to Conservancy (CSRV) on 2 parcels located adjacent to the ravine east of E. Old Shakopee Road.

Figure 3: South Loop District - Proposed Planned Land Use Changes - Table

<b>Land Use Designation</b>	<b>Pre-CPA</b>	<b>Post-CPA</b>	<b>Difference</b>
Conservation	783	792	9
High Density Residential	38	41	3
High Intensity Mixed Use	123	123	0
Industrial	30	(0)	-30
Innovation& Technology	-	115	115
Lindau Mixed Use	-	35	35
Low Density Residential	88	88	0
Office	256	121	-135
Public	48	37	-11
Quasi-Public	10	7	-3
Right-of-Way	250	245	5
South Loop Mixed Use	88	110	22
Water	772	772	0
<b>Totals</b>	<b>2,487</b>	<b>2,487</b>	

Figure 4: South Loop District – Signature Elements  
 From South Loop District Plan’s Figure 3.19 “The L and Signature Elements”

Figure 3.19 The “L” and Signature Elements



Source: Wallace Roberts & Todd, LLC.