

C Community Development Committee

For the Metropolitan Council meeting of August 13, 2008

Item: 2008-169

ADVISORY INFORMATION

Date Prepared: July 22, 2008

Subject: City of Bloomington, Comprehensive Plan Amendment
Normandale Lakes District Plan, Review File No. 18103-21

Proposed Action:

That the Metropolitan Council:

1. Adopt the attached review record and allows the City of Bloomington to put the Normandale Lake District Plan comprehensive plan amendment (CPA) into effect.
2. Find that the comprehensive plan amendment (CPA) does not change the City's forecasts.
3. Request that prior to undertaking the roadway project, the City of Bloomington Parks Department determine whether a restrictive covenant has been recorded against the property and notify the Metropolitan Council how much regional parkland is being transferred for road right-of-way.
4. Inform the City that corrected flow projections, based on current flow levels, will be expected to be included in the City's 2008 Comprehensive Plan Update.
5. Remind the City to describe activities to identify and reduce sources of excessive inflow and infiltration as a part of the 2008 Comprehensive Plan Update.

Summary of Committee Discussion / Questions:

There were three areas of discussion during review of the CPA. First, the Chair asked about how the General Business category (replacing High-Density Residential on several parcels) would allow for high-density residential. Staff read the City's definition of the category and explained that the existing multi-family use would still be allowed under General Business, but would also allow mixed used development should the sites redevelop in the future. Second, the Chair asked for clarification of the circumstances that initiated proposed action #3, regarding the future transfer of a small amount of parkland to right-of-way. Bloomington Parks & Recreation Manager Randy Quale explained that a small amount of land would be taken in the future (2011-2013) to improve the intersection of Normandale Blvd. and 84th Street. Council staff noted that the proposed action sets up future dialogue between the City and the Council regarding the transfer. Third, Councilmember Sanda asked for a summary of the wastewater service situation in the District. The Committee members had no further questions.

The CDC unanimously adopted the proposed actions.

C Community Development Committee

Meeting date: July 21, 2008

ADVISORY INFORMATION

Subject:	City of Bloomington, Comprehensive Plan Amendment Normandale Lakes District Plan, Review File No. 18103-21
District(s), Member(s):	District 5, Polly Bowles
Policy/Legal Reference:	Metropolitan Land Planning Act (Minn. Stat. § 473.175)
Staff Prepared/Presented:	Denise Engen, Principal Reviewer (651-602-1513) Phyllis Hanson, Manager, Local Planning Assistance (651-602-1566)
Division/Department:	Community Development/Planning & Growth Management

Proposed Action

That the Metropolitan Council:

1. Adopt the attached review record and allows the City of Bloomington to put the Normandale Lake District Plan comprehensive plan amendment (CPA) into effect.
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5. Remind the City to describe activities to identify and reduce sources of excessive inflow and infiltration as a part of the 2008 Comprehensive Plan Update.

Background

The Metropolitan Council reviewed the City's 2020 Comprehensive Plan (Review No. 18103-2) on April 2001. Since then, the City has submitted 19 plan amendments to the Council for review.

The *2030 Regional Development Framework* identifies Bloomington as a Developed Community. The Metropolitan Council forecasts that between 2000 and 2030 the city will grow from 85,172 to 93,000 people and from 36,400 to 40,000 households. The Council forecasts the city's employment is to grow from 101,564 to 137,500 jobs over the same period.

The submitted CPA incorporates the *Normandale Lakes District Plan* (District Plan) into the city's comprehensive plan. The District Plan affects a 178-acre area at the NW and NE quadrants of the intersection of Normandale Blvd. and W. 84th Street in Bloomington. The CPA also re-guides the land use of 41.5 acres within this area.

Rationale

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

Funding

No Metropolitan Council funding required.

Known Support / Opposition

No known support or opposition.

C	Community Development Committee	2008-169
	Meeting date: July 21, 2008	

ADVISORY INFORMATION

Subject	City of Bloomington, Normandale Lakes District Plan Comprehensive Plan Amendment Review File No. 18103-21
District	District 5, Polly Bowles
Prepared by	Denise Engen, Principal Reviewer (651-602-1513) Phyllis Hanson, Manager Local Planning Assistance (651-602-1566) Guy Peterson, Community Development Division Director, (651-602-1418)
Division/Department	Community Development/Local Planning Assistance

BACKGROUND

- The city of Bloomington is located in Hennepin County, bordered by the cities of Richfield, Edina and Ft. Snelling Unorganized Territory to the north; Shakopee to the southwest, Savage and Burnsville to the south and Eagan to the east.
- The *2030 Regional Development Framework* identifies Bloomington as a Developed Community. The Metropolitan Council forecasts that between 2000 and 2030 the city will grow from 85,172 to 93,000 people and from 36,400 to 40,000 households. The city's employment is forecasted to grow from 101,564 to 137,500 jobs over the same period.
- The Council reviewed Bloomington's 2020 Comprehensive Plan Update in April 2001(18103-2). The Council's action excluded the France/Old Shakopee Road, and Airport South districts.

REQUEST SUMMARY

The CPA incorporates the *Normandale Lakes District Plan* (District Plan) into the city's comprehensive plan. The District Plan affects a 178-acre area at the NW and NE quadrants of the intersection of Normandale Blvd. and W. 84th Street in Bloomington. The CPA also adopts the land use recommendations of the plan, resulting in a re-guiding of 41.5 acres. The comprehensive plan amendment (CPA) does not change the City's forecasts.

PROPOSED ACTION

1. Adopt the attached review record and allow the City of Bloomington (City) to put the Normandale Lake District Plan CPA into effect.
2. Find that the comprehensive plan amendment (CPA) does not change the city's forecasts.
3. Request that prior to undertaking the roadway project, the City of Bloomington Parks Department determine whether a restrictive covenant has been recorded against the property and notify the Metropolitan Council how much regional parkland is being transferred for road right-of-way.

4. Inform the City that corrected flow projections, based on current flow levels, will be expected to be included in the City's 2008 Comprehensive Plan Update.
5. Remind the City to describe activities to identify and reduce sources of excessive inflow and infiltration as a part of the 2008 Comprehensive Plan Update.

OVERVIEW	
Conformity 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 Policy	The CPA is consistent with the Council's <i>2030 Regional Development Framework</i> , with water resources management, and consistent with Council forecasts.
Compatibility with Adjacent Community Plans	The CPA will not have an impact on adjacent communities, school districts, or watersheds.

PREVIOUS COUNCIL ACTIONS
<ul style="list-style-type: none"> • April 2001: The Council acted on Bloomington's 2020 Comprehensive Plan Update (CPU). • May 2001 through June 2008: The Council acted on 19 amendments to the city's comprehensive plan.

ISSUES
<ol style="list-style-type: none"> I. Does the amendment conform to the regional system plans? II. Is the amendment consistent with the <i>Development Framework</i> and other Council policies? III. Does the amendment change the city's forecasts? IV. Is the amendment compatible with adjacent local governmental units?

ISSUE ANALYSIS AND FINDINGS

I. Conformance with Regional System Plans

A. TRANSPORTATION SYSTEM (includes Aviation)

The amendment conforms to the *Regional Transportation Policy Plan* and supports the regional transportation system. Council transportation staff offers the following comments.

Roadways and Transit: Ann Braden (651-602-1705), John Dillery, Metro Transit (612-349-7773)

The document references Metro Transit staff expressing willingness to extend the hours of reverse-commute service on Route 589. This improvement to Route 589 is proposed in an item in the draft Service Improvement Plan (SIP), but there is no funding available in the current budget.

There is also a reference made to refining routes through the district to improve efficiency. This is in response to planned roadway changes.

- Route 589 will be modified to accommodate the change of Norman Center Drive 8000 Tower to W. 83rd St. to a one-way northbound effective 09/06/08.
- Routes 540 and 542 will be likewise modified effective 12/13/08. (These routes may be detoured earlier, depending on the City's actual road construction schedule.)

City staff requested Metro Transit pay for the widening of American Blvd., just west of Green Valley Dr., for purposes of creating a safer bus layover area. (This location is in the Normandale Lakes District Plan area.) This improvement becomes more important as traffic volumes increase with the development planned in the area.

B. WATER SYSTEM

The amendment conforms to the *Water Resources Management Policy Plan*. However, Council staff offers the following substantive comments.

1. Wastewater: Kyle Colvin (651-602-1151)

The amendment is in conformance with the *Water Resources Management Policy Plan* for wastewater. However, serving the area will require capital improvements to be made. With planned future improvements – and as long as there is no increase from current demographic forecasts – the regional wastewater system will have sufficient capacity to accommodate the amendment area.

Issues and concerns

- **Demographic forecasts.** An increase in demographic forecasts within the CPA area would likely cause a system impact. The land use changes identified in the District Plan for the most part do not represent changes to the City's overall employment forecasts (Office and Commercial uses). There is a change for 9.2 acres near 82nd and American from High Density Residential to General Business (mixed use). The Land Use table, under item 10 on the CPA submittal form, shows that up to 400 residential units could result from this change. However, the City indicates in the CPA form that these residential units are within the forecasted household projections in the City's current 1998 Plan. The City also states that the current land use designation allows for a potential of more than 400 additional units than exist today.
- **Annualized flow table figures are too high.** The annualized flow as presented in the CPA form is significantly higher than actual recorded levels. The information shows approximately 2 million gallons per day (MGD) greater flow for 2010 than the three-year average flow during 2005-07. (In addition to Bloomington flow, this three-year average figure includes flow from that portion of the Edina Gateway area that is provided service through Bloomington.) Corrected flow projections, based on current flow levels, will be expected to be included in the city's 2008 Comprehensive Plan Update.
- **Local flow.** MCES interceptor 3-BN-499, including planned L-55 and forcemain improvements, has adequate capacity for "regional" flows. Council's MH structure No. 69 is the MCES's point of service for large local flows in Western Bloomington. Specific pipeline segments upstream of MH 69 on 3-BN-499 have always had limited capacity for local flows. Local flows as proposed by this high-density development and others in the vicinity may require additional local capacity improvements to convey wastewater flows to MH 69. MCES and City of Bloomington staffs are working to address this issue.

Inflow and Infiltration. Bloomington has been identified as a community with excessive peak hourly flow during wet weather occurrences. As such, the community has an identified I/I

reduction goal that applies to a specific part(s) of the community or to the community as a whole. The community will need to include a description of its I/I program in its 2008 Comprehensive plan update.

2. Water Supply, Sara Bertelsen (651-602-1035)

The amendment is consistent with Metropolitan Council Water Supply policies.

3. Surface Water Management: James Larsen (651-602-1159), Judy Sventek (651-602-1156)

The Council reviewed Bloomington's Surface Water Management Plan update in June 2007 and found it to be consistent with the Council's *Water Resources Management Policy Plan*. The amendment is consistent with the city's plan and Council policies.

C. REGIONAL PARKS SYSTEM: Jan Youngquist (651-602-1029)

The amendment is consistent with the *Regional Parks Policy Plan*. The amendment area is located across 84th Street from Hyland-Bush-Anderson Lakes Park Reserve, which is part of the regional parks system.

Section 5 (Development Framework) of the Normandale Lakes District Plan (District Plan) indicates that the proposed reconstruction of the Normandale Boulevard-84th Street intersection would require additional right-of-way from the north edge of the park reserve. The District Plan acknowledges the federal requirements of Section 4(f) of the 1996 U.S. Department of Transportation Act and Section 6(f) (3) of the Land and Water Conservation Fund Act regarding the transfer of parkland for road right-of-way.

Strategy 5(b) of the Metropolitan Council's 2030 Regional Parks Policy Plan (Policy Plan) addresses the conversion of regional parks system lands to another use. The Policy Plan allows regional parkland to be converted to other uses through an equally valuable land or facility exchange. An exception to the land exchange requirement is made for small strips of land needed for public roadway improvements. However, the parkland being transferred may have a restrictive covenant recorded on it between the City of Bloomington and the Metropolitan Council, restricting use of the land to park purposes. If a restrictive covenant was recorded on the property, it must be released by the Metropolitan Council prior to dedication of the right-of-way. Prior to undertaking the roadway project, the City of Bloomington Parks Department should determine whether a restrictive covenant has been recorded against the property and notify the Metropolitan Council how much regional park land is being transferred for road right-of-way.

II. Consistency with 2030 Regional Development Framework and Council policies

A. 2030 REGIONAL DEVELOPMENT FRAMEWORK: Denise Engen (651-602-1513)

The amendment is consistent with *2030 Development Framework* policies for Developed Area communities.

B. HOUSING: Linda Milashius (651-602-1541)

Review of the Normandale Lakes District Plan comprehensive plan amendment concludes that the housing element of the city's comprehensive plan remains consistent with Council housing policy. Because there are no changes regarding forecasted household growth, the city's share of affordable housing through 2010 represented by its goals is unchanged. The Council reminds

the City of Bloomington that the balance of affordable housing opportunities it agreed to provide through its 1996-2010 negotiated housing goals is approximately 745 affordable ownership and 25 affordable rental units.

C. LAND USE: Denise Engen (651-602-1513)

The District Plan affects a 178-acre area at the NW and NE quadrants of the intersection of Normandale Blvd. and W. 84th Street in Bloomington. The amendment also re-guides the land use of 41.5 acres within this area, (see Table 2).

The greatest change is in the Right-of-Way (ROW) category. This reflects the City’s decision to designate parcels used for roads as ROW rather than Public (PUB). The other category with a significant change is the High Density Residential (HDR). The 9.2-acre decrease reflects the decision to designate two parcels with existing apartment buildings as General Business. This category also allows multi-family residential use.

The proposed changes are consistent with 2030 *Regional Development Framework* land use policies for developed areas.

Table 2: Pre and Post Amendment Land Use

Land Use Designation (fill in specific land use categories)	All Land Uses		Residential Land Uses Only	
	Acres		# Units and Density Range	
	Pre CPA	Post CPA	Pre CPA	Post CPA
Office (existing/vacant)	92.9	95.2		
Community Commercial	8	0		
Regional Commercial	2.9	8		
General Business	12.7	20.3		Max. 400 units*
High Density Residential	28.0	18.8	10+ du/acre (601 units)	No change (601 units)
Low Density Residential	16	16	0-5 du/acre (79 units)	No change (79 units)
Public	17.8	9.2		
Right of Way	0	9.4		
Conservation	0	1.4		0
Total	178	178		

CPA = Comprehensive Plan Amendment

[NOTE: The Pre-CPA High Density Residential #units includes the 282 units included in the Richdale Group proposal, the subject of a separate CPA Amendment approved in March 2008]

***NOTE: The maximum post-CPA units is based on 9.2 acres of HDR re-guided to GB with intent of redeveloping with residential as part of a commercial mixed use. The maximum number of units allowed under the proposed zoning is based on an FAR of 1.9 for residential uses. It is not anticipated that the maximum units will develop given other site constraints, particularly on-site parking requirements. Likely, redevelopment will result in number of units similar or slightly higher than currently exists on this 9.2 acres (149 apartment units).**

III. Consistency with System Statement Forecasts: Todd Graham (602-651-1322)

No forecast revision is requested, (CPA Submittal Form, question #8), through this amendment. Council Research staff agrees with the City’s assessment that expected housing and employment growth are already accounted for in the Councils forecasts for Bloomington.

IV. Compatibility with Adjacent Governmental Units: Denise Engen (651-602-1513)

The amendment is compatible with plans of adjacent jurisdictions. The City sent the proposed amendment to adjacent local governments, school districts, and other jurisdictions on April 11, 2008. No comment letters were forwarded to the Council.

ATTACHMENTS
Figure 1 – Existing Land Use Figure 2 – Proposed Land Use

Figure 1: Existing Land Use
 City of Bloomington, Normandale Lakes District Plan CPA

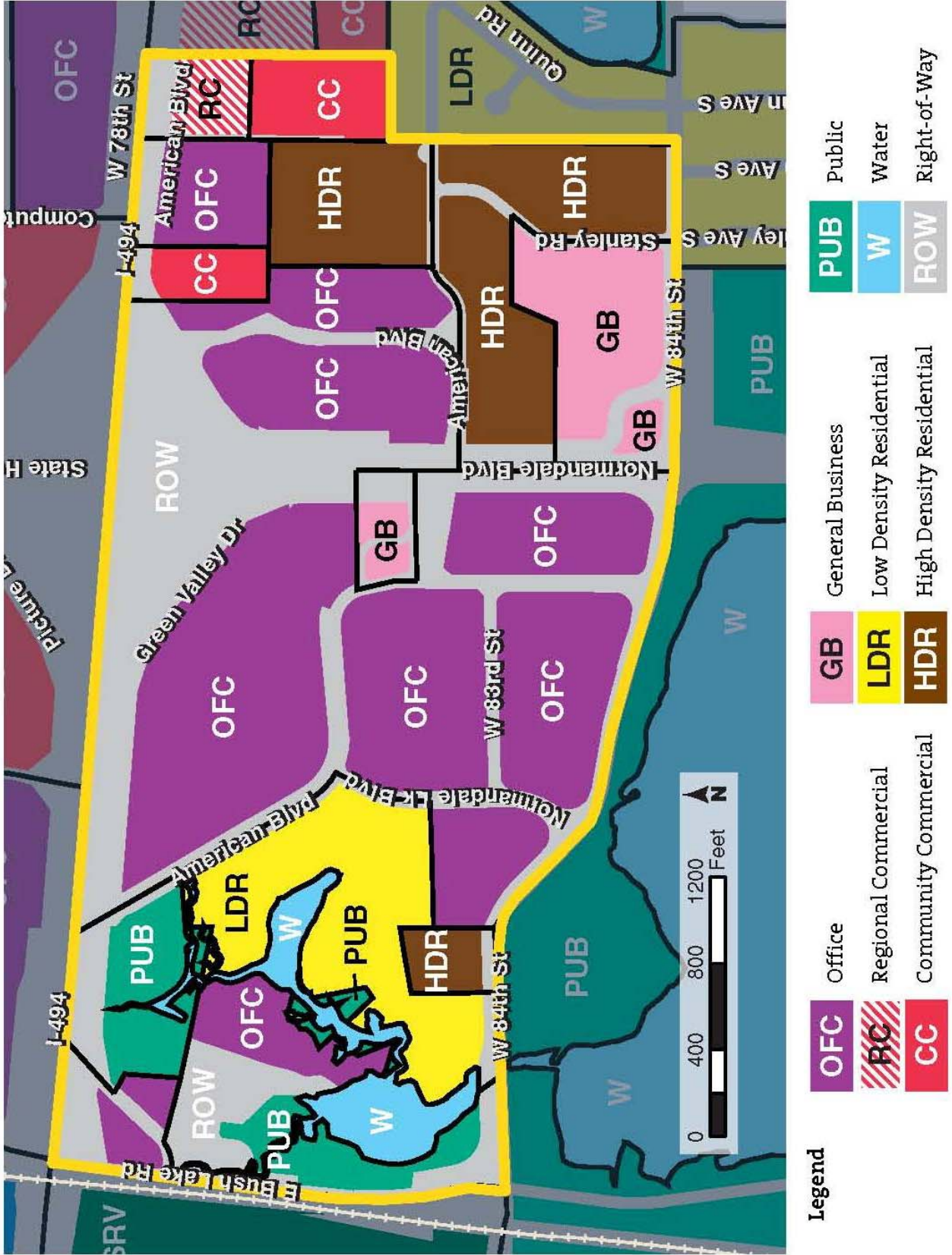


Figure 2: Proposed Land Use
 City of Bloomington, Normandale Lakes District Plan CPA

