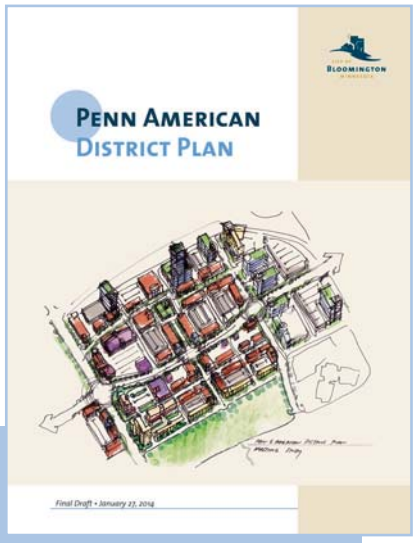
CITY OF
BLOOMINGTON
MINNESOTA

Penn American District Plan

Final Draft • January 27, 2014

City of Bloomington, Minnesota
Penn American District Plan



The Bloomington City Council placed this District Plan into effect on January 27, 2014, by adopting Resolution 2014-xx.

Note that comprehensive plans are amended from time to time. The City maintains an up-to-date version of its *Comprehensive Plan* on its website: BloomingtonMN.gov. A hard copy of the most current version is available at the Planning Division, Bloomington Civic Plaza, 1800 West Old Shakopee Road, Bloomington, MN 55431-3027, PH 952-563-8920.

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January 2014

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Section 1

Introduction

Adjacent to two of the region's busiest freeways, in the center of the region's second largest employment corridor and at the junction of significant future transit investments, the Penn American District has significant development potential. The purpose of this district plan is to help the district meet its potential by defining a clear development vision and guiding public investments.

The Penn American District is a retail oriented neighborhood with limited office space, little housing and no hotels. Single story buildings and surface parking dominate most of the area. This plan envisions the District redeveloping over time into a high intensity, transit oriented activity center that is regarded as an amenity for the surrounding neighborhoods and for the city as a whole. The district will retain its status as a retail hub, while adding a new mixture of uses including multi-family residential, office and hotel uses.

Key elements of the Penn American vision

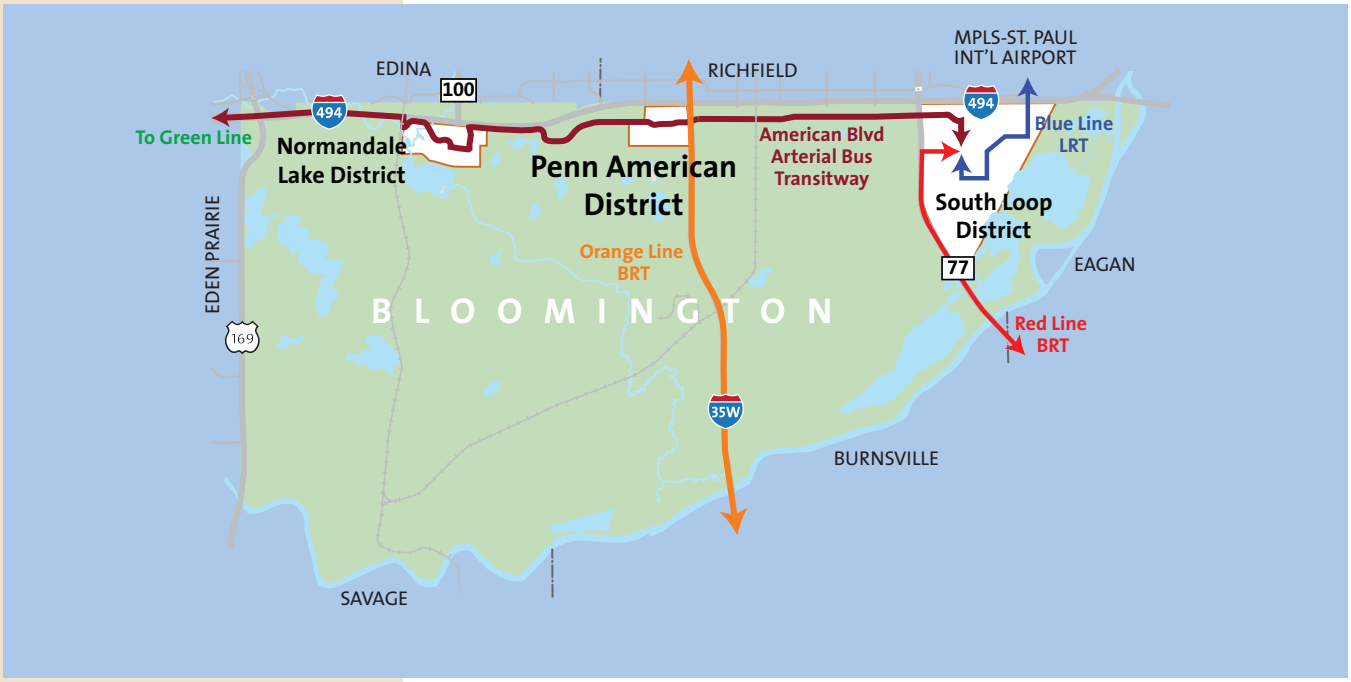
- Adding new pedestrian friendly streets and creating smaller development blocks as redevelopment occurs.
- Enhanced transit service along American Boulevard and along I-35W with a transit station at or near American Boulevard.
- Increasing mobility through targeted roadway, bikeway and pedestrian way improvements.
- Improving development design.
- Increasing development intensity.
- Providing a broader mix of land uses.
- Promoting district-wide sustainability.
- Creating high quality public places.

Planning Process

The Penn American District planning process began with public-private discussions of potential redevelopment at the southeast corner of Penn Avenue and American Boulevard. In considering how the potential redevelopment could best complement and integrate with the surrounding area, the need for a district plan became apparent. The Bloomington Housing and Redevelopment Authority teamed with United Properties to retain consultants to study the area. Headed by ESG Architects, Inc., the consultant group worked with City staff and area stakeholders to create a district vision and draft concept.

The Penn American District is one of three areas in Bloomington identified for higher density, transit-oriented development. Together, these three areas, shown in white on ***Figure 1.1***, are expected to accommodate 85% of the City's commercial and residential growth. All are located along the I-494/American Boulevard employment corridor. American Boulevard is planned to be used as a transitway with direct connections to the Blue, Red, Orange and Green Line Transitways, providing this employment corridor with exceptional transit access.

Figure 1.1 District Plans along I-494 Corridor



The planning process has involved input from key stakeholders and property owners and numerous discussions with the Bloomington City Council, Housing and Redevelopment Authority (HRA) and Planning Commission. Based on this input, several key elements were identified that form the foundation of the vision for future development in the Penn American District. These are illustrated in ***Figure 1.2***, below.

Figure 1.2 Key Plan Elements

Section 2

Key Opportunities and Challenges

Located at the crossroads of Minnesota's busiest freeways (I-494 and I-35W), the Penn American District enjoys excellent accessibility and visibility. The District is situated in the center of the I-494 employment corridor; home to the region's second largest concentration of jobs. The area has long been a node for regionally-oriented retail businesses while also serving surrounding residential neighborhoods, nearby offices and hotels. With shifts in the economy and changing market preferences, suburban communities are engaging in redevelopment efforts to provide more housing and lifestyle choices and improve land utilization – particularly in aging, low-density retail centers. Locations with good transit service are particularly desirable for high-intensity and mixed use development.

2.1 Opportunities

New Transit Investments

Metro Transit has major transit investments planned in the Penn American District. The proposed Orange Line Bus Rapid Transit (BRT) will run on I-35W from downtown Minneapolis to Burnsville. The proposed American Boulevard Arterial Bus Transitway will extend across Bloomington and connect to the Blue Line (LRT) and Red Line (BRT) in east Bloomington; the Orange Line on I-35W; and west to the Green Line (LRT) in Eden Prairie. The Orange Line and American Boulevard transitways intersect in the Penn American District, providing the area with a high level of transit service and regional connectivity. The Orange Line will include a BRT station and park and ride facility located within or adjacent to the District. Alternative route alignments and station locations are currently being evaluated. The final BRT alignment and station location will influence the potential for higher density, transit-oriented development (TOD) in the Penn American District.

Changing Market Conditions

Studies show that market demand for urban lifestyles has increased, particularly with the Millennials, but also with empty-nester Baby Boomers. These studies conclude there is pent up demand for housing options in close proximity to commercial and retail services with good transit access to jobs and other

Genessee development at the southeast corner of Penn Avenue South and American Boulevard.

Full Occupancy

The recently completed Genesee Apartment development has been very successful due to the number of seniors downsizing and young adults delaying purchase of their first home or choosing a rental lifestyle. The Genesee development was able to capitalize on the strong market for rental apartments and has reached full occupancy since opening in the summer of 2012.

Much of the land in the District consists of surface parking lots.

destinations, such as downtown Minneapolis or the airport. The Penn American District will be able to offer this type of urban lifestyle choice, while also serving as a destination for regional retail and varied employment opportunities.

Underutilized Buildings and Sites

The District currently contains a significant amount of land devoted to surface parking and a number of older, underutilized or vacant buildings. Regional development projections suggest demand for development sites in first-ring suburbs with good regional highway and transit access will grow over the next few decades. To better utilize land in the District, new development will be encouraged to achieve higher densities in mixed-use, multi-story buildings. While surface parking will continue to be needed, new parking may be incorporated in parking structures, underground, or through shared parking agreements with adjacent properties.

Common Land Ownership

A number of large parcels in the District are under common ownership, which will allow owners to redevelop without having to coordinate with other property owners. Common ownership may allow property owners to phase in redevelopment while maintaining tenants in existing buildings. The few smaller, individually owned parcels may require collaboration with adjacent property owners to combine or jointly develop parcels to meet minimum zoning and development standards.

Public/Private Partnerships

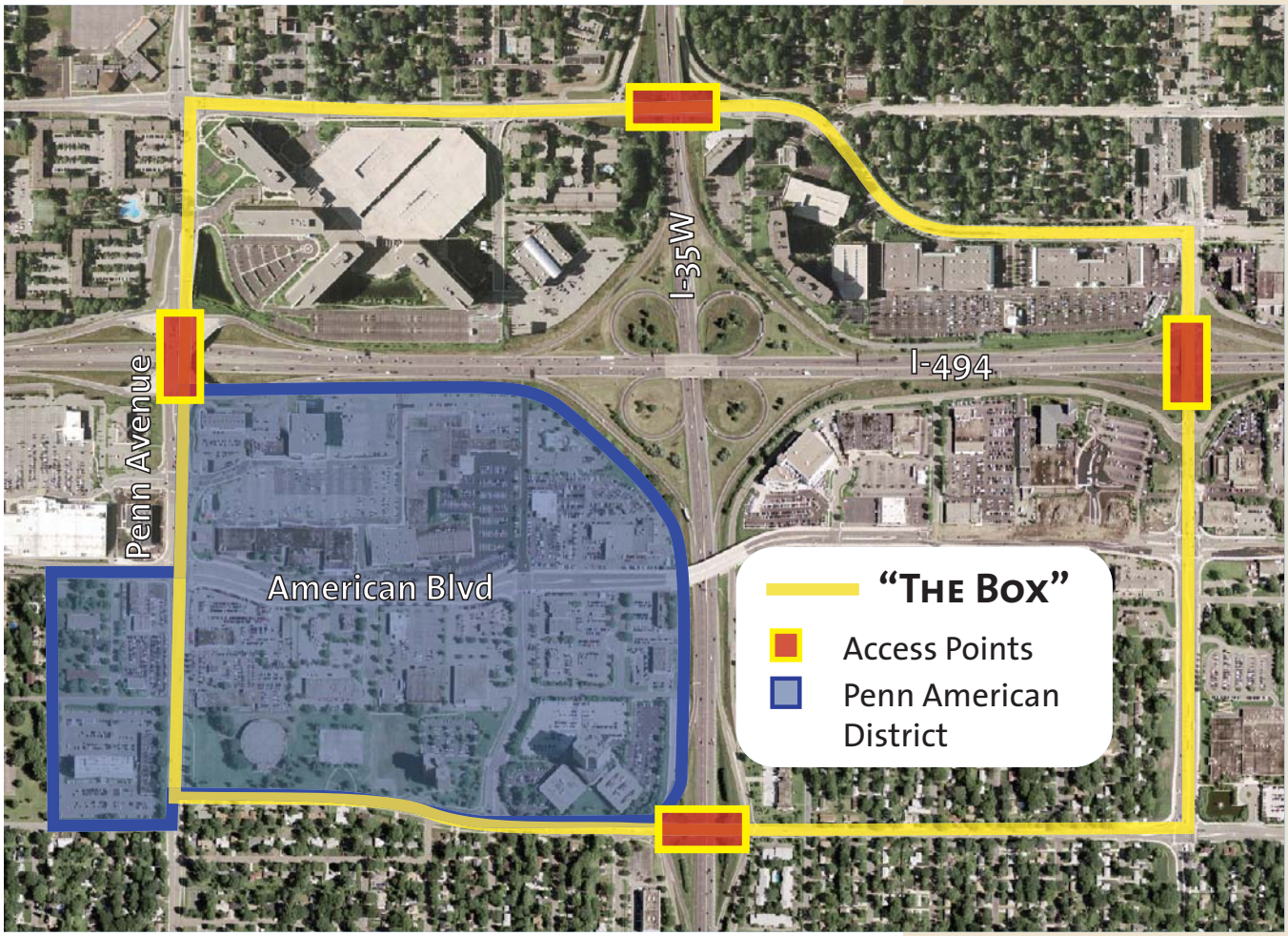
The City recognizes that public/private partnerships will play a key role in implementing the vision to make the Penn American District a more dense, urban and mixed use neighborhood. Public financing will be considered on a case-specific basis to assist the private market in leveraging public infrastructure investments consistent with the planned vision. For example, the Bloomington Housing and Redevelopment Authority (HRA) partnered with the developers of the Genesee Apartments and retail development project. As the first redevelopment project in the District, public financing was critical to incentivize a dense, mixed-use development with structured parking in an area characterized by a traditional, suburban development pattern.

2.2 Challenges

Access Restrictions

The Minnesota Department of Transportation (MnDOT) is currently engaged in a study to evaluate the "vision layout" proposed for reconstruction of the I-494/I-35W interchange. The vision layout may reduce freeway access to 76th/77th Street, Lyndale Avenue, 82nd Street and Penn Avenue. *See **Figure 2.1**.* These access restrictions may alter traffic patterns within the District and result in increased traffic volumes on some streets.

Figure 2.1 "The Box" – Proposed Freeway Access to the Penn American District



Overhead transmission line extends through Southtown Shopping Center site.

District Flooding

Low areas in the District are prone to localized flooding, most notably around the intersection of American Boulevard and Knox Avenue and extending south and east of the District. Addressing this problem will require upgrades to the City stormwater system. Some stormwater facility improvements may be made in conjunction with the 494/35W interchange reconstruction. However, reconstruction may not occur for several years so additional improvements to the city's system will also be needed. Redevelopment of properties can provide opportunities to reduce the amount of existing runoff entering the storm sewer system. Currently, much of the District is impervious; covered in buildings and pavement (roads, parking lots). As properties redevelop, stormwater runoff can be minimized and managed through use of low-impact design techniques(e.g., rain gardens, underground water retention). It may also be beneficial to coordinate stormwater management through a district-wide approach where stormwater management facilities are shared by multiple properties.

Overhead Electric Transmission Line

An existing Xcel Energy overhead transmission line runs through the middle of the District. Burying the wire is cost prohibitive. Development restrictions under the line and visual impacts create challenges to redevelopment of this area.

Timing – Market Demand

The slow economic rebound has made investors and developers apprehensive to begin major redevelopment projects. Accordingly, the redevelopment horizon for the District extends to 2050. As the market turns around, the Penn American District will provide an attractive location for developers to benefit from the district's vision and proposed transit investments. However, given the slow market recovery and competition from around the entire metropolitan area, redevelopment will likely occur in fits and starts. Until enough new development occurs to alter the character of the area.

Challenges that may hamper redevelopment in the District include:

- **Existing Low Intensity Uses** – There are a number of existing low-intensity uses in the District that remain viable. Owners of existing, successful businesses may be resistant to invest in redevelopment of their properties. Thus, some low-intensity uses will likely remain in place until market demand triggers redevelopment or financial incentives are available to prompt redevelopment. As new, higher density development occurs, the character of the district will change. This may attract additional new developments.

- **Small Parcel Sizes** – Some existing parcels are too small to redevelop in accordance with proposed zoning regulations independent of consolidation with adjacent parcels. If these small parcels are under separate ownership, coordination and cooperation among multiple property owners will be necessary for redevelopment to proceed. This can complicate and slow down redevelopment.

Section 3

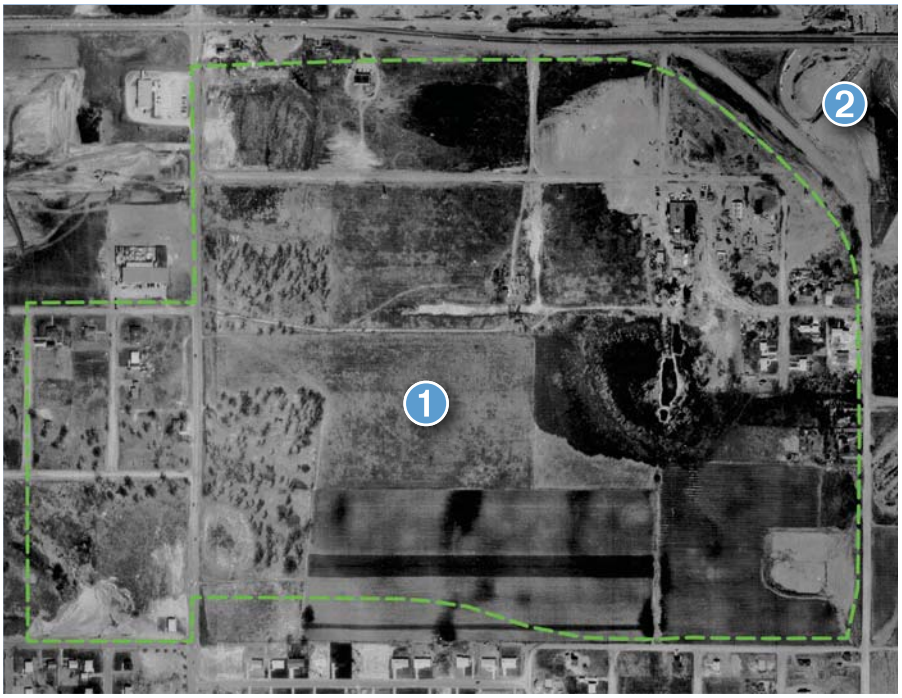
Redevelopment Context

3.1 Historical Development Patterns

When Bloomington incorporated as a city in 1960, the Penn American District consisted primarily of farm fields. Construction of the interstate system – 35W and I-494 – began in the late 1950s and opened the area to the suburban development boom. With the opening of Southtown Shopping Center and several automobile dealerships in the 1960s, the District was established as a prominent regional suburban retail node. Much of the early development pattern and retail focus of the area remains today. The following series of aerial photographs depict the evolution of the district since 1957.

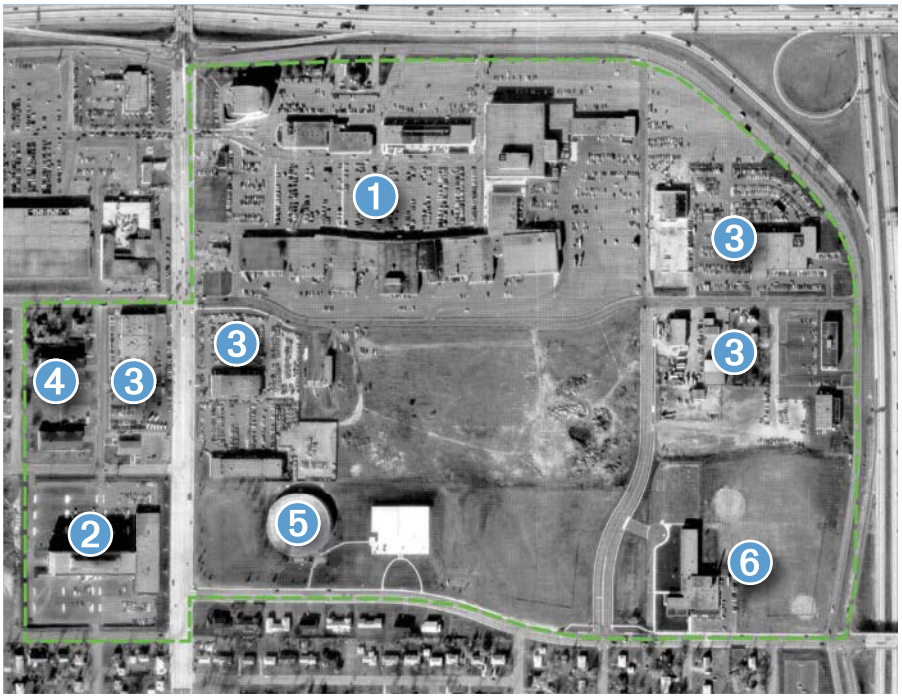
Southtown Theater in 1968

Figure 3.1 Penn American District, 1957



1. Farm fields
2. I-35W/I-494 Interchange construction

Figure 3.2 Penn American District, 1972



1. Southtown Shopping Center
2. Southtown Office Park
3. Auto dealerships
4. Apartments west of Penn Avenue
5. City water reservoir
6. Elementary school

Figure 3.3 Penn American District, 1989

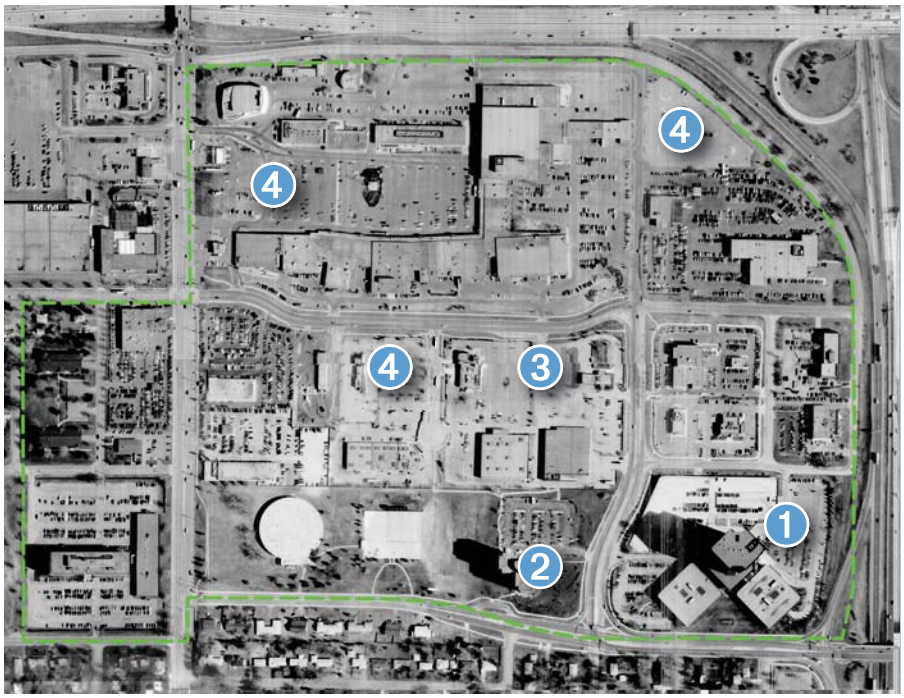


Figure 3.4 Penn American District, 2012

1. SouthPoint Office (replaced elementary school; first redevelopment project in District)
2. Knox Landing Apartments
3. Bank and small-scale retail
4. Restaurants

Recent redevelopment projects:

1. Northwest redevelopment of Southtown Shopping Center
2. Genesee Development
3. Sonic Restaurant (fast food)
4. Pending hotel/grocery

3.2 Redevelopment Potential

Changes in demographics will strongly influence the market for housing and employment over the next few decades. The aging Baby Boomers and growth in the Millennial generation are increasing demand for housing and job opportunities in areas with amenities and good accessibility to transit and other destinations. Preliminary development forecasts for the region compiled by the Metropolitan Council suggest that the developed suburbs will absorb a large proportion of regional household and employment growth. Their forecasts rank Bloomington fourth of municipalities in the region with the highest gains in household and employment growth through 2040.

The Penn American District is one of the areas in Bloomington that will absorb some of this growth the area redevelops. While the District enjoys an advantageous location in the region, the extent and timing of redevelopment of the District will be influenced by the availability of land that is ripe for redevelopment and market demand.

Land Availability

Many properties in the District contain old and potentially underutilized buildings and large surface parking lots. ***Figure 3.5*** illustrates that the majority of the buildings are 30 to 50 years old. While recent remodeling of some buildings may prolong redevelopment in some cases, building obsolescence and shifts in the development market will provide opportunities to replace existing buildings and uses to meet new market demands. Other factors that increase the redevelopment potential of property in the District include: existing vacancies, lease expirations, and City ownership.

Development Market Competition

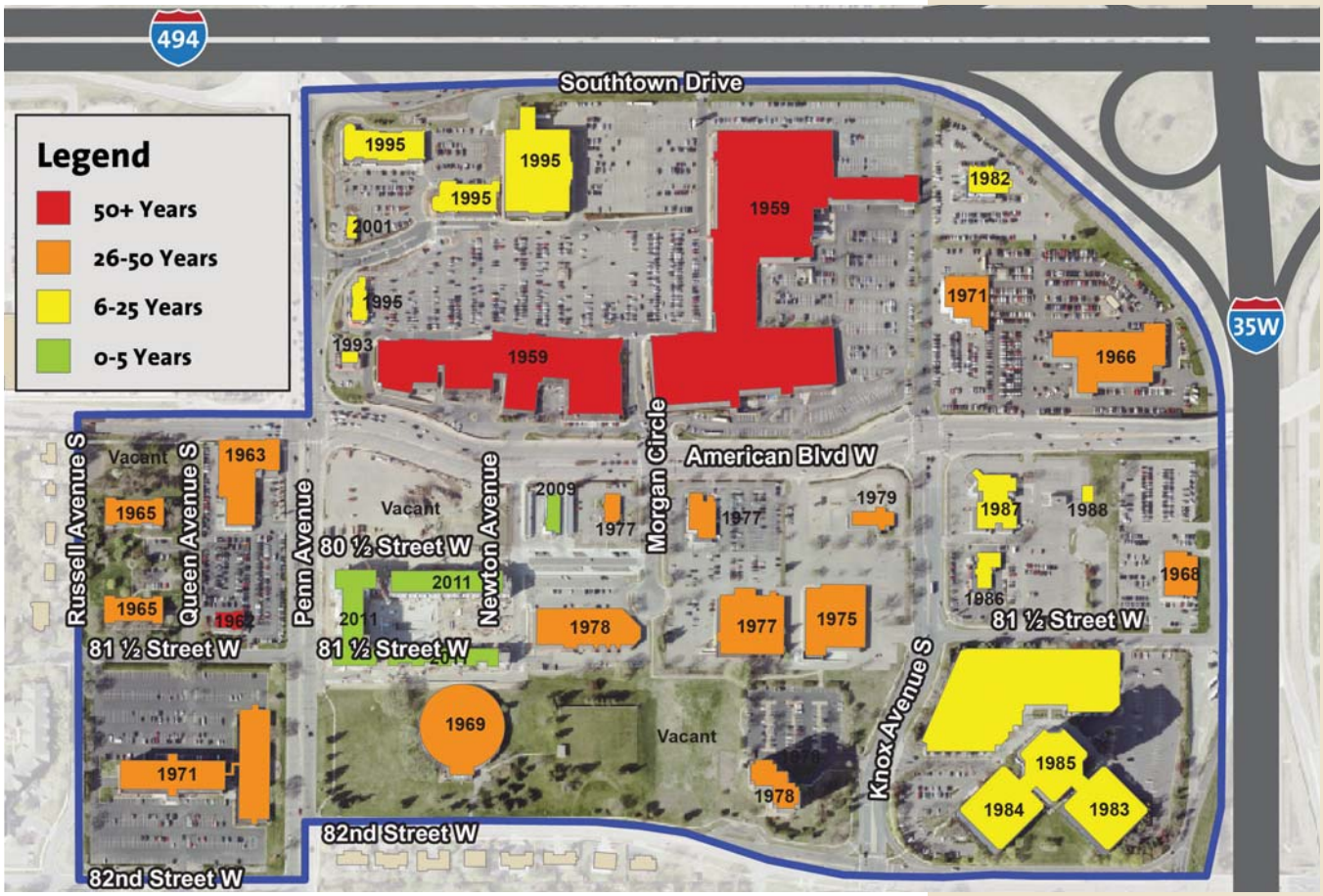
While the Penn American District will compete with other cities in the region for new development, its excellent location and proposed transit enhancements will strengthen its competitive advantages, particularly for new residential and office development.

- **Office** – Primary competition to the District's prospective office inventory is other office space along the 494 corridor. While the economic downturn has contributed to the substantial inventory of office space in the 494 corridor, the Penn American District, with its limited existing stock of office space may be well positioned to attract new office development. Multi-tenant office users will be attracted to the visibility from 494 and 35W and the opportunity to locate in a mixed-use environment with excellent access to the regional highway and transit systems.

- **Residential** – In the residential market, primary competition will be from other newer multifamily developments. There has been an influx of rental apartment developments over the last couple of years in the metro area. This has led to concerns about market saturation for rental units. Whether rental or owner-occupied, studies point to pent up demand for housing options that include smaller units in pedestrian-oriented and mixed use neighborhoods with excellent access to transit, jobs, and convenient goods and services. The Penn American District will provide such an option.

- **Retail** – The Penn American District is a strong-performing retail node today. As redevelopment occurs, retail is likely to remain a core land use in the area. Future retail tenants will range from neighborhood oriented stores to regional draws. Global changes in the retail market are likely to result in changes to the "bricks and mortar" aspects of retail development. This may lead to smaller or more compact retail centers, focused more on services and entertainment uses, as customers increasingly turn to on-line shopping.

Figure 3.5 Age of Structures



3.3 Growth Estimates and Forecasts

Given the slow market recovery and the amount of investment needed for redevelopment, the Penn American District is anticipated to redevelop in phases over the next several decades. As such, development and demographic forecasts were prepared for two phases: 2010 to 2030 and 2030 to 2050. The forecasts are based on assumptions about growth as well as the density of new development and absorption rates.

Development Projections

The amount of development currently existing (2010) and projected for the Penn American District is shown in ***Table 3.1***. Changes (growth, decline) in the amount of development by different land use types are shown in ***Table 3.2***. The projections assume additional development will occur on all of the parcels within the District by 2050 except for the SouthPoint Office Center, City water reservoir site, the Knox Landing apartments and recent redevelopment sites (e.g., Genesee Apartments). The future development projections also considered the following factors and assumptions:

- Projections include development projects approved by the City Council.
- Redevelopment will achieve an overall minimum Floor Area Ratio (FAR) of 1.0.
- Future development amounts on sites without previously approved development plans were calculated on a parcel specific basis.
- New residential developments were assumed to have a gross size of 1,000 square feet per unit.
- Redevelopment is expected to begin earlier on parcels that are vacant or subject to limited term leases. Phasing of redevelopment will allow existing uses to remain while other areas redevelop.
- Given the amount of existing retail development in the District, it was assumed that new retail development will be limited to small amounts of convenience retail and commercial services uses supporting specific office, hotel, and/or residential development.
- It was also assumed that some existing retail uses, notably auto dealerships, will redevelop to other uses over the next few decades.

Table 3.1 Projected Development by Land Use Type

Year	Office in s.f.	Retail in s.f.	Hotel in s.f.	Hotel Rooms	Residential Units
2010	657,000	829,000	0	0	256
2030	1,207,000	751,000	132,000	200	1,540
2050	1,581,000	600,000	200,000	300	2,312

Source: City of Bloomington, 2013

Table 3.2 Projected Change in Development

Years	Office in s.f.	Retail in s.f.	Hotel in s.f.	Hotel Rooms	Residential Units
2010-2030	+550,000 *84%*	-78,000 *-9%*	+132,000	+200	+1,284 *502%*
2030-2050	+374,000	-151,000	+68,000	+100	+772
Total 2010-2050	+924,000 *141%*	-229,000 *-28%*	+200,000	+300	+2,056 *803%*

Source: City of Bloomington, 2013

Figure 3.6 and 3.7 illustrate the breakdown of developed floor area for the main types of development in the District. Currently, retail uses represent the majority (48 percent) of development in the District; however, retail floor area is projected to decline relative to office and residential development. By 2050, residential development is projected to represent nearly half (49 percent) of all the developed floor area in the District.

Figure 3.6 Floor Area by Development Type (Percentage), 2010-2050

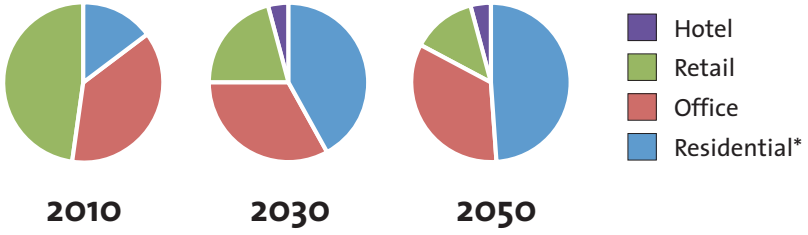
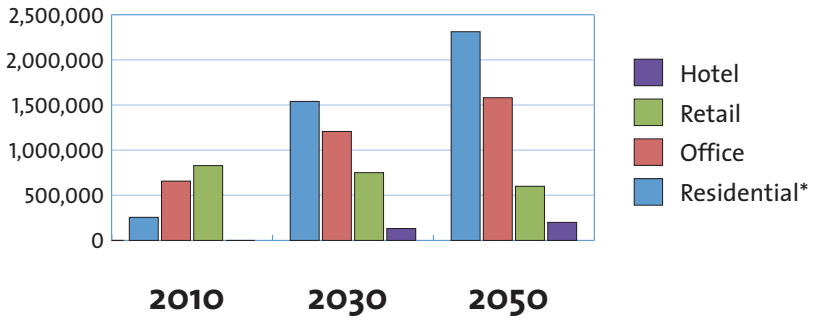


Figure 3.7 Floor Area by Development Type (Square Feet), 2010-2050



** Residential units are based on 1,000 square feet per unit.*

Absorption Rates

The average amount of development expected to occur in the District each year was calculated for projected future development. ***Table 3.3*** indicates the District's average annual absorption rate by land use. While development does not occur evenly each year, annual absorption rates provide a gauge to measure progress. For example, the Genesee Apartment, provided 234 new dwelling units, accounting for 3.6 years of annualized absorption. While redevelopment throughout the district is expected to take several decades, more than half of the projected development is expected to occur before 2030.

Table 3.3 Annual Absorption Averages, 2010-2050

Use	2010-2030	2030-2050	2010-2050
Residential (dwelling units)	64	39	51
Retail (square feet)	-3,900	-7,550	-5,725
Office (square feet)	27,500	18,700	23,100
Hotel (rooms)	200	100	300

Source: City of Bloomington, 2013

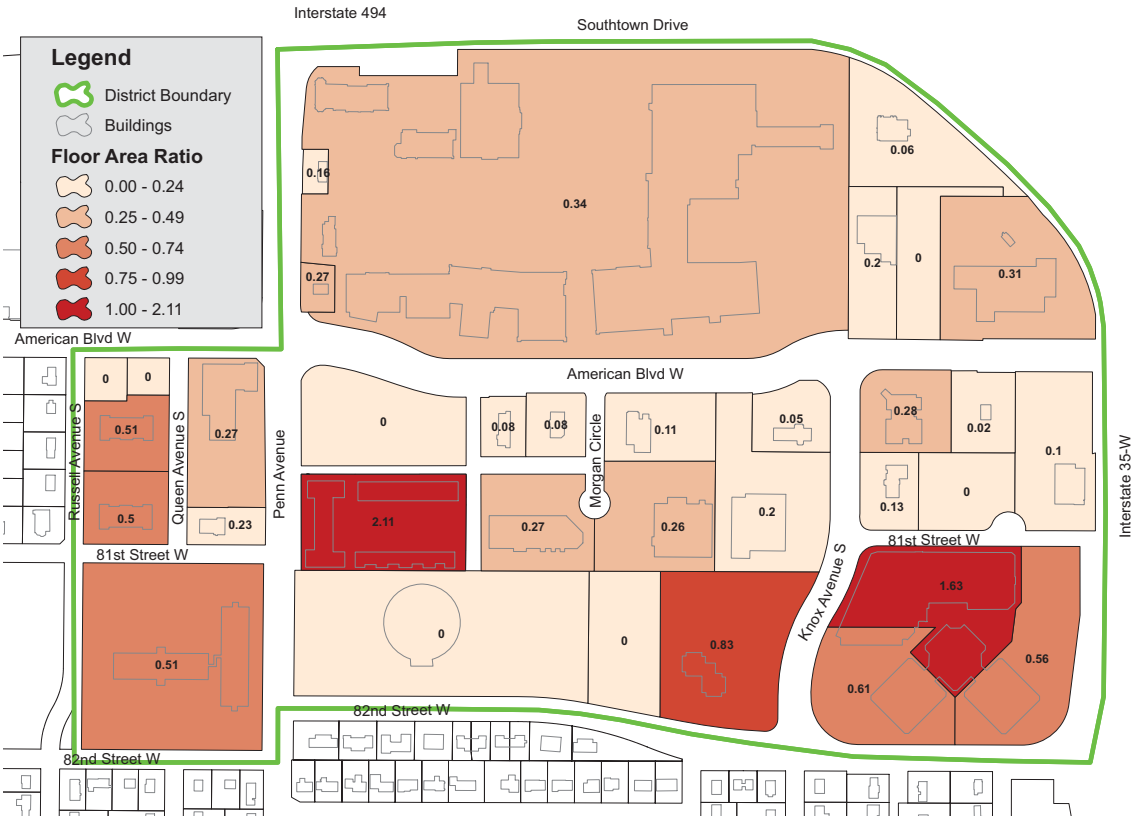
Floor Area Ratio (FAR)

Existing development in the District is very dispersed; with large areas of surface parking and one-story buildings. As property redevelops, there is an opportunity to increase the intensity or density to more fully utilize the development capacity of the area.

Development intensity is commonly measured by the Floor Area Ratio (FAR) – a measurement of the amount of development relative to the size of the parcel. The District has an overall FAR of 0.39, ranging from FARs of 0.06 and 0.08 on standalone restaurant sites, to 0.98 and 2.13, on the SouthPoint Office Center and the redeveloped Genesee site, respectively. ***Figure 3.8*** illustrates the existing FAR on each development parcel in the District.

To create sufficient density to foster and support the transit investments proposed for the District, it is desirable to achieve an overall minimum FAR of 1.0. Higher FARs also assists in creating a more urban character with a range of building heights and mixture of uses.

Figure 3.8 Existing Floor Area Ratio



Demographic Projections

Existing (2010) demographic numbers were calculated by City staff based on data derived from the Minnesota Department of Employment and Economic Development (MnDEED) and the 2010 U.S. Census.

Table 3.4 summarizes the demographic projections for Penn American from 2010 through 2050. Projections were based on the following assumptions:

- Household counts assumed vacancy rates of 4.3 percent for multi-family (MF).
- Population counts assumed occupancy of 1.65 persons/DU in MF.
- Projections assumed the following employee rates per square foot of development: Office = 0.0033/s.f.; Retail = 0.0025/s.f.; Hotel = 0.4/room.

Table 3.5 depicts the extent of change anticipated during each development phase. Overall, the growth in the number of households (803 percent) and population (1,267 percent) is attributed to the anticipated shift in the District from predominantly an auto-oriented retail destination to a transit-supportive, mixed use neighborhood.

Knox Landing Apartments

Table 3.4 Penn American Demographics, 2010-2050

Year	Population	Households	Housing Units	Employment (Jobs)
Existing (2010)*	267	250	256	3,853
2030	2,432	1,474	1,540	5,553
2050	3,651	2,213	2,312	6,450

Source: City of Bloomington, 2013, MnDEED and 2010 U.S. Census

**Note: 2010 numbers are based on actual counts from U.S. Census and MnDEED*

Table 3.5 Penn American Demographic Change, 2010-2050

Years	Population	Households	Housing Units	Employment (Jobs)
2010-2030	+2,165	+1,224	+1,284	+1,700
2030-2050	+1,219	+739	+772	+897
Total 2010-2050	+3,384 *1,267%*	+1,963 *785%*	+2,056 *803%*	+2,597 *67%*

Source: City of Bloomington, 2013

Tables 3.6 and 3.7 outline projected employment by industry type and display the magnitude of change by industry type, respectively. As the District redevelops into a high-intensity mixed-use area, employment is projected to increase by 67 percent at build-out. Office uses will be the predominant employer, while retail jobs will decrease from the existing level, based on a projected reduction of retail square footage in the future.

Table 3.6 Penn American District Employment by Industry Type (Jobs)

Years	Office	Retail	Hotel
Existing (2010)	1,988	1,865	0
2030	3,803	1,670	80
2050	5,037	1,292	120

Source: City of Bloomington, 2013

Table 3.7 Penn American District Employment Change (Jobs)

Years	Office	Retail	Hotel
2010-2030	+1,815	-195	+80
2030-2050	+1,234	-378	+40
Total 2010-2030	+3,049 *153.4%*	-573 *-30.7%*	+120

Source: City of Bloomington, 2013

Section 4

Vision and Goals

The City envisions the Penn American District becoming:

> ***A vibrant, attractive, mixed-use, high-density activity center that serves as an amenity for the surrounding neighborhoods and the city as a whole.***

As the district grows and redevelops, this plan envisions:

- New services and employment opportunities;
- Improved access to the area through transit and roadway improvements;
- Improved conditions for pedestrians and bicycles;
- Trail connections to the surrounding neighborhood;
- New walkable streets and blocks;
- A mix of land uses at higher densities;
- A variety of housing options; and
- The surrounding business and residential area becoming more desirable due to its proximity to the District.

Location, Location, Location

The Penn American District's location near existing and future transit investments, two of the region's busiest freeways and in the middle of the region's second largest employment corridor make it ideally suited for growth. State and regional plans call for significant new roadway and transit investments in the area. Bloomington's plans guide growth to the area to take advantage of its location and the future investments.

Goal 1 Create stakeholder value, public and private.

Art in public places can create a sense of identity.

The district plan seeks to create value for all Penn American stakeholders: land owners, tenants, residents, neighbors, and taxpayers.

Strategy 1.1

Increase allowed levels and types of development.

The City will amend official controls to increase limits on development intensities within the district.

Strategy 1.2

Provide gap financing for redevelopment projects.

As redevelopment grants and funds become available, the City will target those funds for assisting redevelopment that meets the vision and goals of this plan.

Strategy 1.3

Maintain flexibility to respond to market cycles.

In responding to development requests, the City will strive to allow flexibility that responds to market cycles while remaining true to the overall vision and goals of this plan.

Strategy 1.4

Establish a district identity.

By establishing a district identity through signs, marketing, cohesive development and consistent reference, stakeholders will capitalize on early successes and increased public awareness.

Goal 2 Create a comprehensive transportation system.

The district plan seeks to create conditions that allow workers, shoppers, residents and neighbors easy and safe access to the district through a variety of transportation modes.

Strategy 2.1

Increase transit service.

The City will work with transit providers and funding agencies to encourage system and service improvements that make transit use more convenient, accessible and efficient.

Strategy 2.2

Improve roadways.

The City will make roadway improvements to alleviate congestion and enhance safety. The City will also work with State and Federal agencies to ensure that improvements to the adjacent interstate system occur as quickly as possible.

Strategy 2.3

Improve non-motorized travelways.

The City will improve the sidewalk, biking and street crossing systems to improve non-motorized connections with the surrounding neighborhoods and non-motorized movement within the district.

Strategy 2.4

Create new streets and blocks.

As redevelopment occurs, new walkable streets and smaller blocks will be added to create a more walkable and pedestrian-friendly environment. Providing additional access points will also enhance internal circulation and potentially reduce congestion at existing access points.

Strategy 2.5

Match development intensities with traffic levels.

Traffic analysis suggests that development levels above a district-wide floor area ratio (FAR) of 1.0 will create traffic concerns, at least given current mode splits. Therefore, official controls will be structured to target a district-wide (not site-specific) FAR level of 1.0. Development above a district-wide 1.0 FAR will not be allowed unless the City Council determines that transportation systems within the District will adequately support it.

On going road and sidewalk improvements.

Goal 3 Create a visually attractive district.

Private landscaping contributes to the attractiveness of the public streetscape

The district plan seeks to improve the area's visual appearance and connections as redevelopment occurs by creating high quality and distinctive buildings and public spaces that integrate and connect the district to the surrounding area.

Strategy 3.1

Create attractive public spaces.

Install streetscapes, add small attractive public spaces and maintain existing public spaces to visually enhance the district and create passive recreational areas for shoppers, employees and residents.

Strategy 3.2

Promote quality design within developments.

The City will apply official controls to the district that emphasize appropriate building scale and orientation, attractive and inviting street-level facades and high-quality building materials.

Strategy 3.3

Provide gap financing for design improvements.

Consider prioritizing financial assistance for elements that enhance public or private spaces designed for public use.

Goal 4 Promote sustainability.

The district plan seeks to promote development patterns that meet the needs of today without compromising the ability of future generations to meet their own needs. Success will be measured through building energy use, floor area ratios, levels of single occupant motor vehicle travel, vehicle miles traveled and numbers of residential units.

Providing a range of residential options is a city goal.

Strategy 4.1

Increase allowed levels of development.

The City will amend official controls to increase limits on development intensities within the district.

Strategy 4.2

Add residential uses for all life stages.

Given the district's excellent transit service and nearby employment opportunities, services and amenities, the City will encourage residential uses as a way to establish a complete mixed-use neighborhood where residents can minimize reliance on motor vehicle travel.

Strategy 4.3

Increase transit service.

The City will work with transit providers and funding agencies to encourage transit improvements and support compact development patterns that make transit use more viable.

Strategy 4.4

Encourage sustainable building and site development.

The City will encourage development projects that incorporate low-impact and energy-efficient site, building, and infrastructure best practices.

Section 5

Development Framework

New mixed use development under construction in the District.

The development framework describes proposed changes and improvements to the physical environment of the Penn American District to achieve the vision and goals outlined in Section 4. The primary physical components affecting development in the District include: land use, roads and circulation, utility systems and facilities, and the parks and trails system. Future changes and improvements to the framework components embrace the following principles:

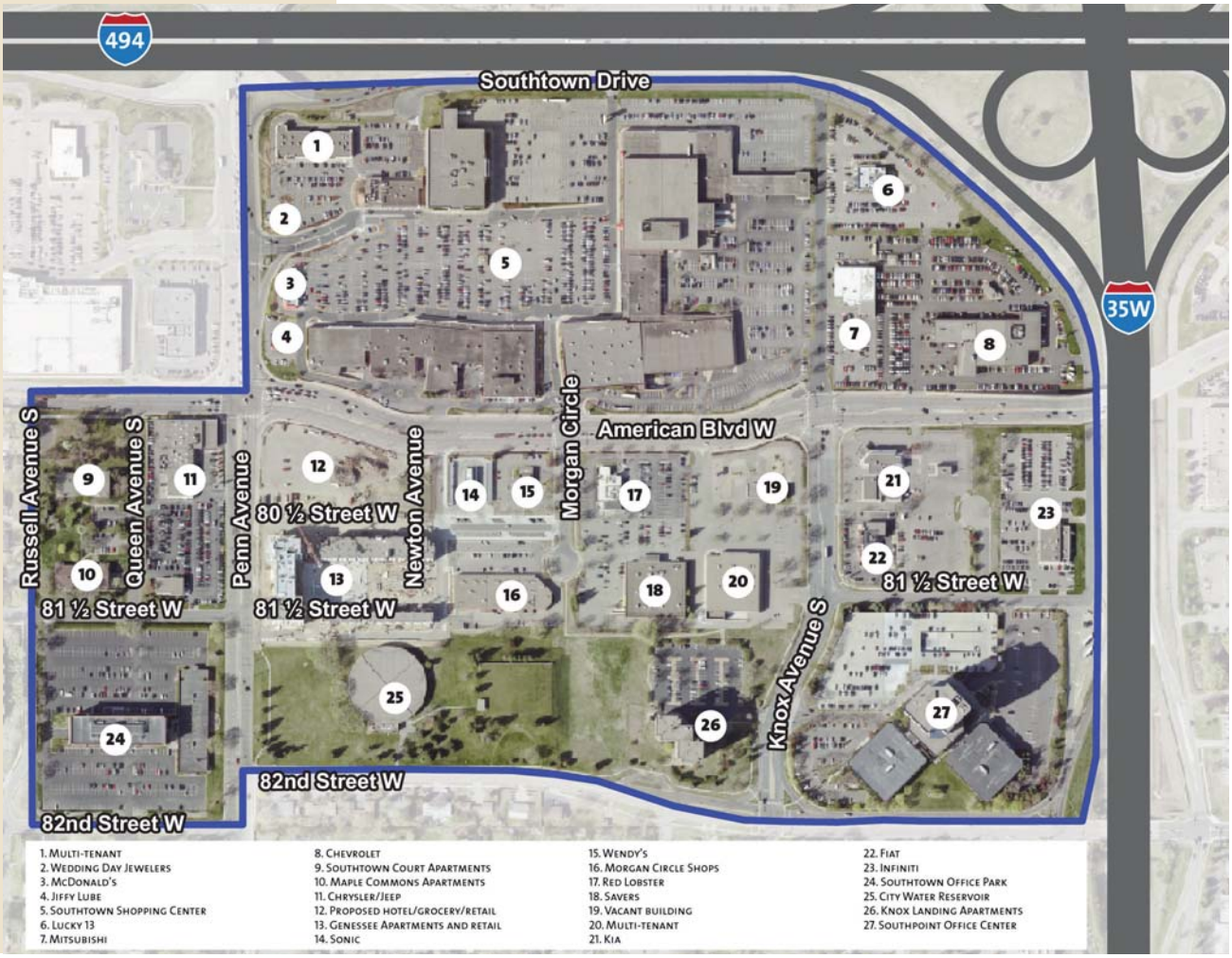
- Development ideas must be forward looking, but also grounded by sound analysis of past and emerging trends.
- The redevelopment horizon is the year 2050. Maintaining a long-term view is crucial given the changes in demographics and market demand that will influence future development. These shifts will create opportunities during the next few decades that may not seem practical based on current trends or market demand.
- Market demand, investment and technology are variables that can speed up or slow down, resulting in modifications to predicted development pace and concepts.
- The District Plan should be considered in the larger context of growth in the I-494 corridor, continued improvements in regional transit service, and evolving demand for high-density housing options.

5.1 Land Use and Zoning

The Penn American District is envisioned to become a vibrant, high density mixed use neighborhood. This will involve a significant transformation of the physical environment to make it more walkable, pedestrian-friendly, and more urban in character. The District historically functioned as a regional-oriented retail center. While the retail function of the District is expected to remain strong, it will be important to expand the land use mix to accommodate new and lifestyle preferences.

Development in the Penn American District reflects a traditional suburban, auto-oriented development pattern predominated by single story buildings surrounded by large surface parking lots. Exceptions to this pattern include the 5-story Southtown Office Center, the 15-story SouthPoint Office buildings, and the 8-story Genesee Apartment building. Existing land uses in the District consist of a mix of retail, office, restaurants, auto dealerships and apartments. ***Figure 5.1*** depicts the existing land uses within the District.

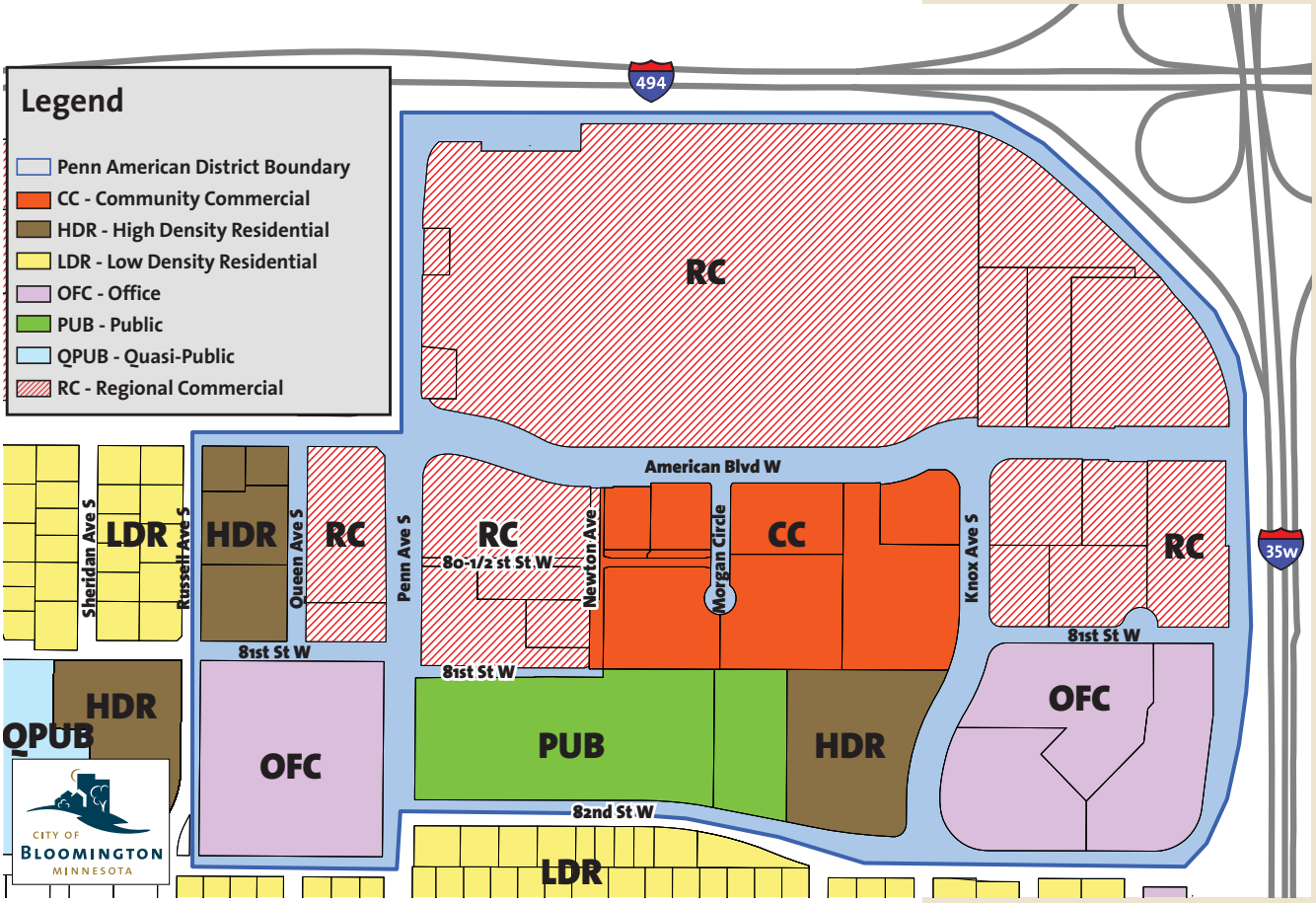
Figure 5.1 Existing Uses



Land Use Guide Plan

The City's official land use designations are defined by the *City of Bloomington Comprehensive Plan*. There are five different land use categories in the Penn American District, *see* ***Figure 5.2***. These categories allow for a range of uses including: community and regional-oriented retail, hotels, offices, high density residential, and public facilities. No changes to the land use guide designations are recommended because the existing designations are consistent with the broad intent of the Penn American District Plan vision: *to establish this area as a vibrant, attractive, mixed-use, and high-density activity center.*

Figure 5.2 Land Use Guide Plan Map



Source: City of Bloomington Comprehensive Plan. 2008

Future Development Concept

The future land use pattern will build on the existing pattern while increasing the density of development through redevelopment and more intensive land utilization. ***Figure 5.3*** provides a conceptual image of the District when fully redeveloped. Larger retail uses will continue to be concentrated north of American Boulevard near I-494. Future land use intensification is proposed along the freeway frontages, where taller buildings (office or hotels) could benefit from a high degree of visibility. New multifamily residential uses are proposed to be located primarily south of American Boulevard, where they serve as a transitional buffer to the single-family neighborhood to the south. Limited amounts of new retail and service uses will be integrated into office, hotel, and residential buildings throughout the District. Active uses (e.g., retail, restaurants) will be encouraged to locate in the ground level of buildings to attract pedestrian activity and create interesting storefronts, particularly along streets intended for high levels of pedestrian use.

Figure 5.3 Future Development Concept - Birds-Eye View

Source: ESG, Architects, Inc.

Zoning

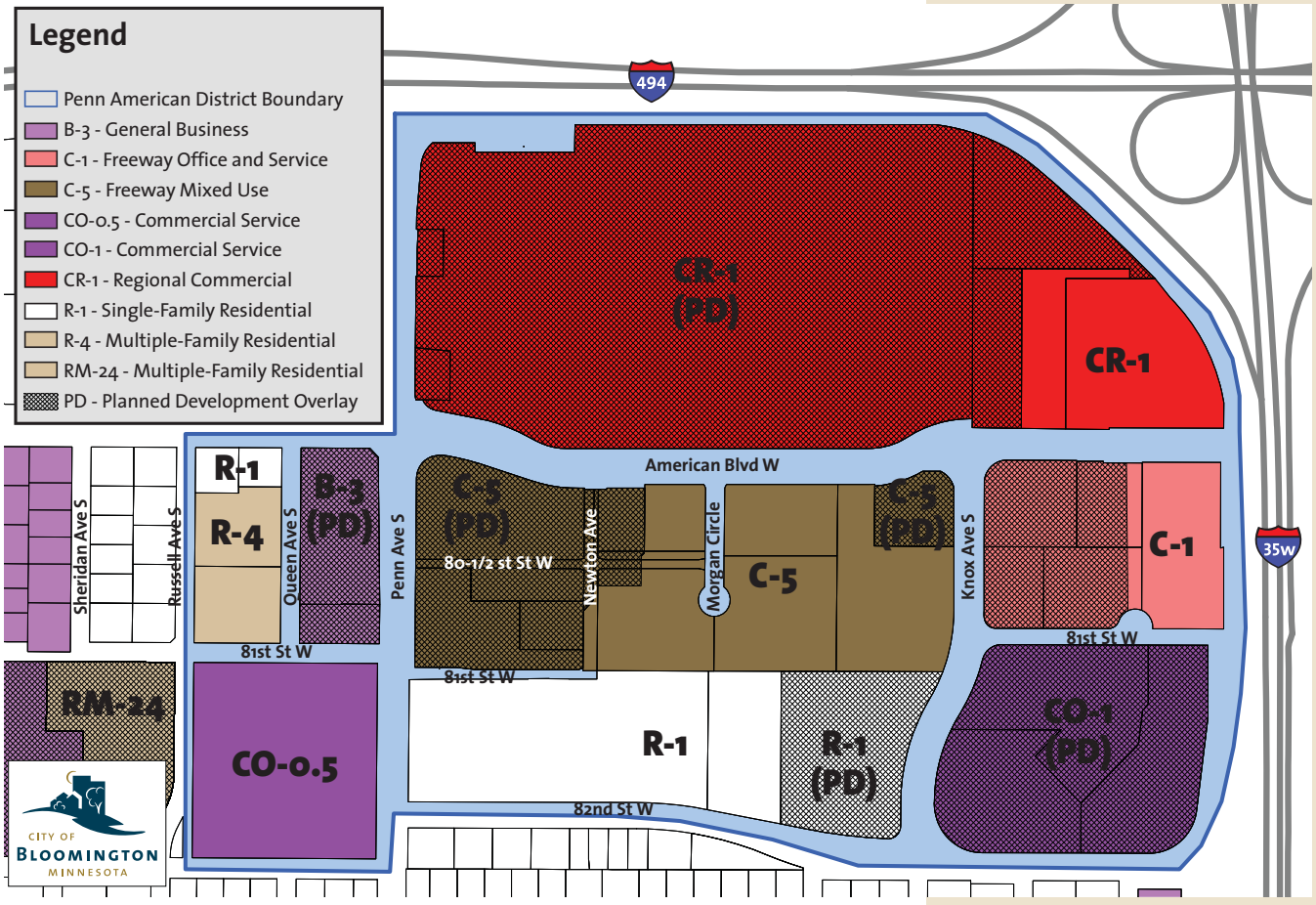
While land use designations provide general development guidance, zoning districts stipulate detailed use parameters and site development standards applicable to property. Achieving consistency between zoning and land use designations is required by law. This means that a specific zoning district should allow one or more land uses that are compatible with the intent of the land use designation on the property. For purposes of determining land use and zoning compatibility, the City's official land use designations are those defined in the City of Bloomington Comprehensive Plan and shown in Figure 5.2.

Current zoning in the District consists of nine separate zoning districts (see ***Figure 5.4***.). Zoning changes are recommended on most of the parcels in the District. The proposed zoning changes are intended to:

- Apply the City's new commercial zoning districts (adopted in 2006); or
- Apply a different zoning designation that more closely matches the existing use or district plan vision.

The majority of zoning amendments involve application of the new

Figure 5.4 Existing Zoning Map



Source: City of Bloomington, 2013

commercial zoning districts, which the City typically implements in conjunction with district plans. While most existing uses are allowed under the new commercial zoning districts, some existing uses will become non-conforming. The new commercial zoning districts will also result in changes to site development standards (e.g., setbacks, FAR, building design) that will make some existing development non-conforming. Uses and developments that become non-conforming may remain and be continued, including through repair, replacement, restoration, maintenance or improvement, however; they cannot expand.

Zoning Amendments

Zoning changes on property in the District are grouped into two general groups. Group 1 includes properties located south of American Boulevard. Some rezonings were initiated by the owner; others were initiated by the City. All Group 1 rezonings were completed by mid-July 2013. The remaining rezonings (Group 2) are proposed to occur in 2014, after the adoption of this district plan. Existing Planned Development overlay zoning, denoted by "PD", will remain in place.

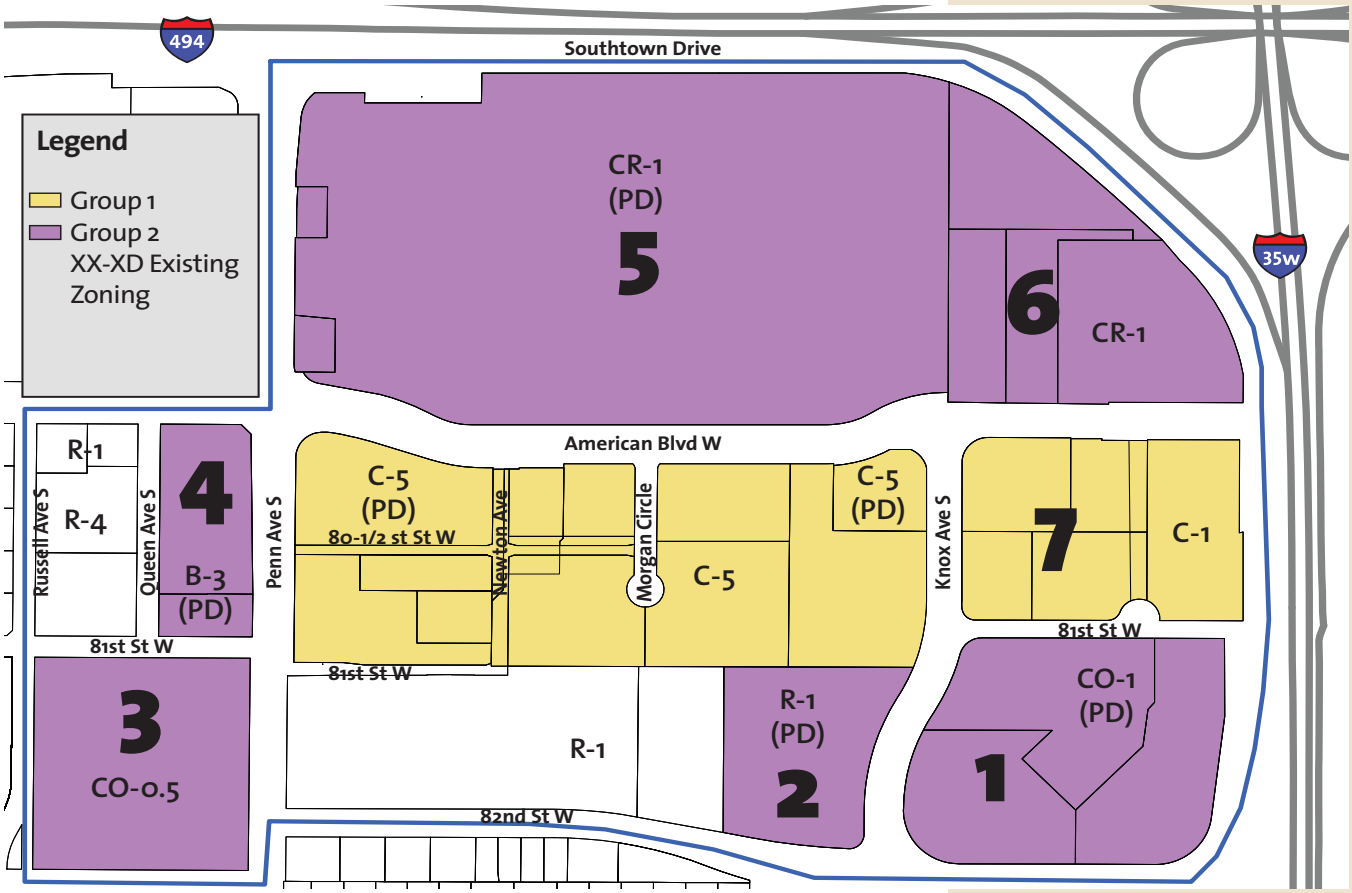
The proposed Group 2 zoning amendments are described below. In some cases, alternatives are proposed for consideration. The following recommended zoning amendments are keyed to the sites shown on ***Figure 5.5***:

1. **CO-1 to C-4** – The proposed zoning is effectively a name change as uses and development standards in the C-4 district are similar to the CO-1 district. The existing development conforms to the C-4 district standards. The change to C-4 will allow more intensive development. The existing use is a 15-story Class A office building, SouthPoint Office Center. The district plan envisions the office use will remain and potentially expand.

2. **R-1 to RM-50** – This site is currently home to the 15-story, 212 unit Knox Landing apartment building. The planned change from R-1 (Single Family Residential) to RM-50 (Multiple Family Residential) constitutes a cleanup that will make the zoning compatible with the current use.

3. **CO-0.5 to C-4 and B-1** – This site is currently home to the five-story Southtown Office Center, which serves as an important transition between the residential areas to the south and west and the commercial areas to the north and east. Split zoning is recommended that would zone the south 125-feet of the parcel B-1 with the northern portion zoned C-4. A zoning change from CO-0.5 to C-4 on the northern portion would allow the existing office and accessory restaurant to remain permitted uses. It would also allow increased development intensity (FAR minimum of 0.4 and maximum of 2.0) and permit residential uses.

Figure 5.5 Zoning Amendments



Source: City of Bloomington, 2013

A zoning change from CO-0.5 to B-1 on the south 125 feet of the parcel would also allow office use, but would not allow restaurants and restricts intensive of development, thus providing a good buffer to the adjacent residential development.

4. **B-3 to C-5** – This site is currently home to an auto dealership. The plan envisions the site redeveloping over time to a more intense use such as office, hotel or residential. The C-5 zoning will allow redevelopment to office and hotel uses and residential as an accessory use; however, would make the existing auto dealership use legally nonconforming. C-5 also requires substantially higher intensity of development (minimum FAR 1.0).

   The future development potential – and corresponding zoning – on the following properties will be influenced by the final alignment selected for the Orange Line Bus Rapid Transit (BRT) route. A study evaluating alignment options is currently being conducted by Metro Transit. The study, and selection of the final alignment, is anticipated to be completed in early 2014, after this district plan is approved. The

recommendations below provide alternatives based on the two proposed BRT alignments: the BRT Station located on I-35W or on Knox Avenue, *see **Figures 5.6 and 5.7***. While the difference between the zoning alternatives is slight, locating the BRT station and route on Knox Avenue will place the area around the intersection of American Boulevard and Knox Avenue less than a quarter-mile from of the transit station. Such close proximity to transit stations can improve the potential of these areas to attract higher density, mixed use development.

The recommendations described below are also keyed to the sites shown in ***Figure 5.5*** but are illustrated on ***Figures 5.6 and 5.7***:

5a. **CR-1 to C-3 (BRT Station along I-35W)** – The proposed C-3 zoning is intended for high-intensity retail and mixed uses in locations with good local and regional accessibility. This area has excellent freeway visibility and good regional access via roads and transit. While C-3 zoning allows the existing uses, it requires higher intensity and design standards that would apply to any new development. While this is consistent with the district plan vision, it will result in some existing development becoming non-conforming.

5b. **CR-1 to C-3 and C-5 (BRT Station along Knox)** – This alternative also proposes C-3 zoning over much of the site to retain the strong retail focus. However, the southwest portion of the site is proposed to be zoned C-5. While C-3 and C-5 allow similar uses, C-5 requires higher intensity development and higher building and site design standards, which are appropriate in close proximity to a BRT transit station.

6. **CR-1 to C-4 (BRT Station along Knox or I-35W)** – The proposed C-4 zoning will allow a mix of retail, office, and hotel uses that would benefit from the site's excellent freeway visibility and close proximity to a BRT Station (either on Knox or I-35W). However, C-4 zoning will make the existing auto dealerships legal non-conforming uses. While auto dealerships benefit from freeway visibility, they do not provide the level of density or land utilization desired in an area well served by regional transit service.

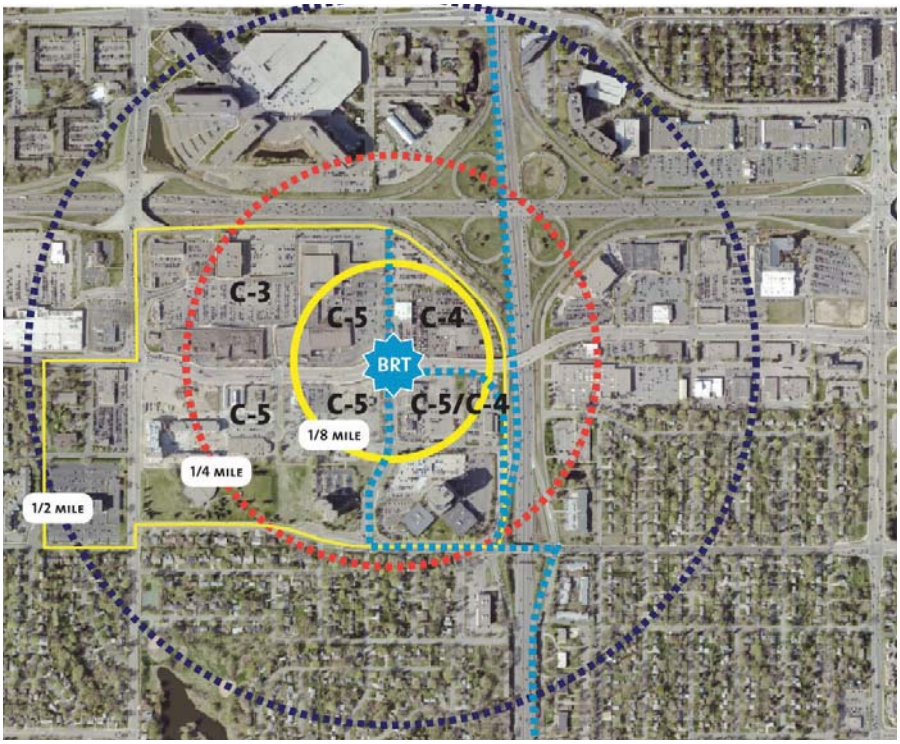
7a. **B-3 to C-4 (BRT along I-35W)** – The proposed zoning on this site mirrors that proposed on site #6 on the north side of American Boulevard. These sites share similar characteristics with excellent freeway visibility. Likewise, the proposed C-4 zoning would allow for higher density development and higher building and site development standards, consistent with the district plan vision.

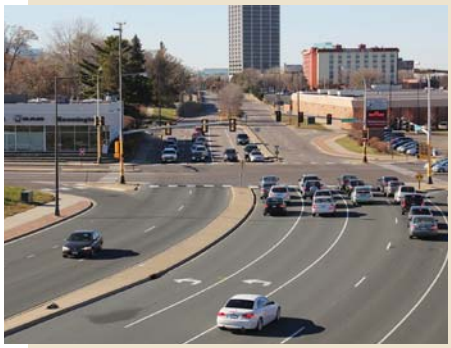
7b. **B-3 to C-5 and C-4 (BRT along Knox)** – This alternative proposes a mix of C-5 and C-4 zoning on this site to take advantage of the close proximity

to a BRT transit station. It also extends C-5 zoning along most of the south side of American Boulevard between Penn Avenue and I-35W.

Figure 5.6 Proposed Zoning – BRT Alignment on I-35W

Figure 5.7 Proposed Zoning – BRT Alignment on Knox Avenue





American Boulevard

5.2 Roadways and Circulation

The Penn American District lies at the crossroads of two major regional highways – I-494 on the north and I-35W on the east. This strategic location contributed to the area becoming a regional hub for shopping and automobile dealerships. While this location offers excellent visibility, access to the District from the highway system is limited to the interchange located at Penn Avenue and I-494 on the northwest edge of the District and the full access, diamond interchange located at 82nd Street and I-35W at the southeast corner of the District.

Internal circulation in the District is dominated by two major arterial roads: American Boulevard and Penn Avenue (Hennepin County Road 32). These thoroughfares provide excellent access to the region and other parts of Bloomington. However, they are designed primarily to accommodate large volumes of motorized vehicles. While accommodating existing and future traffic is essential, this Plan recognized that infrastructure enhancements are needed to make the pedestrian and bicycle environment a safe, attractive and convenient choice.

Analysis of Current Traffic Operations

A preliminary traffic operations analysis was conducted for the District in 2008 to evaluate potential improvements to the existing roadway network needed to accommodate the future development projections and vision. The existing roadway network was modeled to establish the baseline for comparing alternative land use and road network concepts. Traffic counts were collected at 16 intersections within or adjacent to the District and existing traffic operations were analyzed for the PM peak hour using existing lane geometry, signal timings and turning movement counts.

This analysis revealed existing congestion at two intersections: American Boulevard/Penn Avenue and American Boulevard at the Rainbow Foods access. A multi-agency signal optimization project conducted between the Minnesota Department of Transportation (MnDOT), Hennepin County, and the cities of Richfield and Bloomington in 2011 substantially alleviated delay at those two intersections. Subsequently, all intersections in the District currently operate at Level of Service (LOS) E or better during the evening peak hour. This includes the most congested intersection (Penn Avenue/American Boulevard), which currently operates at LOS E during the evening peak hour.

There is one existing operational issue in the District at the intersection of W. 82nd Street and Penn Avenue. This intersection is off-set, with the segment west of Penn located slightly south of the segment east of Penn. The traffic signal is located where the east leg intersects Penn Avenue. Traffic queuing

at the signal can extend south past the west leg of W 82nd making it difficult for eastbound vehicles to turn left (north) onto Penn Avenue.

Analysis of Future Traffic Operations

To accommodate traffic generated by projected future development between 2013 and 2050, a number of improvements will be needed (see list and maps on following pages). However, the traffic analysis results indicate that maximizing the local road network for motor vehicles will greatly limit the potential of the Penn American District to become a walkable, transit-supportive neighborhood. To achieve the plan vision, a Complete Street approach should be implemented that incorporates measures to enhance circulation and modify traffic flow. It is also important to recognize that to achieve the design intent of Complete Streets – to balance the needs of motor vehicles with other transportation modes – lower levels of service (i.e., higher amounts of congestion) may need to be accepted for short periods.

Proposed District Road Improvements

Proposed improvements allow all intersections to operate at a LOS D or better under future traffic projections. The improvements are based on reasonable assumptions, including the development intensities discussed in this plan. However, actual traffic conditions should be verified against model assumptions in the future to ensure timely implementation of needed improvements.

Following is a list of proposed road improvements to accommodate projected development in the District through 2050. See ***Figure 5.8*** for locations.

1. **Penn Avenue/Southtown Entrance** – Increase eastbound left turn lane from 175 feet to 300; Increase northbound left turn lane from 200 feet to 250.

2. **Penn Avenue/American Boulevard** – Construct 150' eastbound right turn lane; Construct second northbound left turn lane.

3. **Penn Avenue/82nd Street (west leg)** – Construct 150' eastbound right turn lane.

4. **Penn Avenue/82nd Street (west leg)** – Signalize intersection.

5. **Penn Avenue/82nd Street (east leg)** – Construct second southbound left turn lane (currently planned by Hennepin County).

6. **American Boulevard/Morgan Circle** – Increase eastbound left turn lane from 95' to 200'; Construct 100' eastbound right turn lane.

7. **American Boulevard/Knox Avenue** – Construct 250' eastbound right turn lane.

Complete Streets

The City adopted a Complete Streets Policy in February 2012. A complete street is designed to enable safe access for users of all ages and abilities, including pedestrians, bicyclists, motorists and transit riders. There is no single model for sustainable complete street design; streets should be designed to meet a variety of movement, environmental, and community development objectives.

8 **American Boulevard/Knox Avenue** – Construct second northbound left turn lane; Increase southbound left turn lane from 100' to 200'; Increase southbound through/right bay from 150' to 250'; Increase eastbound left turn lane from 160' to 200'.

9 **Knox Avenue/81st Street** – Signalize intersection; Construct 200' westbound left turn lane.

Other District wide improvement will occur as needed, including:

- Continue to refine and develop new coordinated signal timing plans for off-peak hours.
- Modify signal phasing, including left turn signal phasing as conditions warrant.

The recommended improvements are based on future traffic projections using level-of-service conditions that are considered acceptable for vehicles. However, the goal of the District is to create an environment that is more transit-oriented and pedestrian-friendly. Future road improvements in the District should incorporate quality measures for achieving these goals, in addition to simply evaluating the LOS for passenger vehicles. While it is important that arterial roads continue to provide sufficient vehicular capacity, other roads and facilities could be measured according to their ability to serve transit, bicyclists, and pedestrians.

Figure 5.8 Proposed District Road Improvements

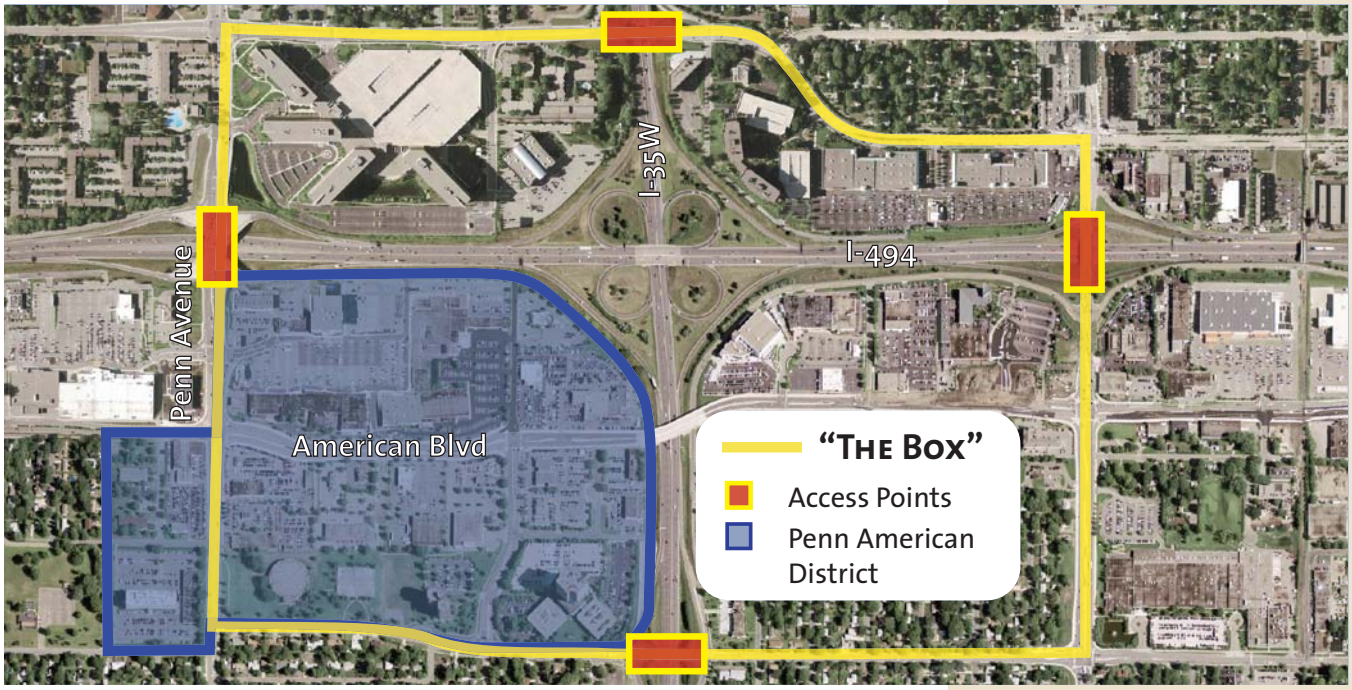
Proposed Regional Road Improvements

The interchange at I-494 and I-35W is planned for reconstruction, which will affect regional access to the District as well as future traffic patterns within the District. MnDOT is currently evaluating the preferred "vision layout," a so-called "turbine" design that will limit direct access to and from I-35W to the W. 82nd Street interchange. Direct access to I-494 will continue to be provided at Penn Avenue within the District, or at Lyndale Avenue about a half mile to the east.

A reliever roadway network will be established around the new I-35W/I-494 interchange consisting of 76th/77th Street on the north, Lyndale Avenue on the east, W. 82nd Street on the south, and Penn Avenue on the west. This is referred to as "the box," depicted in ***Figure 5.9***. After in interchange is reconstructed, W. 82nd Street will provide the only direct connection to I-35W. It is likely that traffic on this road will increase as a result. The 2008 traffic operations analysis described above incorporated the proposed "box" into its scenario modeling.

Other planned regional transportation improvements may also impact roads within the District. The location for the Orange Line BRT station and park and ride is anticipated to be determined in early 2014. One concept under consideration would result in Knox Avenue being extended north, under I-494 to connect to W. 76th/77th Street in Richfield. If this happens, Knox Avenue may become a more important internal circulation route, providing an alternative means to disperse traffic and access I-35W.

Figure 5.9 "The Box" – Freeway Access to District



Roadway and Circulation Concepts

The Penn American development concept envisions a road pattern and hierarchy that enhances walkability and supports several modes of transportation. The key characteristics of the proposed road network are described below.

Block Pattern

A finer-grained block pattern establishes the fundamental physical organization of the District. The proposed network of new streets reflects a more traditional urban scale with shorter blocks created by a grid of internal streets. New internal streets will be constructed with new development and will occur in phases over time, in response to economic and market fluctuations. A good example is W. 80 1/2 Street, which was recently constructed to establish the block pattern framework to ensure the desired physical form is realized in the south half of the District.

Road Hierarchy: The hierarchy of existing roads in the District reflects the functional classification of the roads in the Bloomington Comprehensive Plan as shown on ***Figure 5.10*** and described below.

Arterials

- **Penn Avenue** (Hennepin County Road 32) is classified as an "A Minor" Arterial with a minimum 100-foot right-of-way. It is located on the west edge of the District and provides the primary north-south access in and out of the District.

- **American Boulevard** is classified as an "A Minor" Arterial with a minimum 120-foot right-of-way. It extends east-west across Bloomington providing direct connections to the South Loop District (east) and Normandale Lakes District (west). Running parallel to I-494, American Boulevard also functions as a traffic reliever when congestion makes east-west freeway travel difficult.

- **82nd Street** is classified as an "A Minor" Arterial with a minimum 80-foot right-of-way. It runs east-west along the south edge of the District and provides access to the adjacent residential neighborhood to the south. It also extends over I-35W connecting to the east side of Bloomington.

Collectors

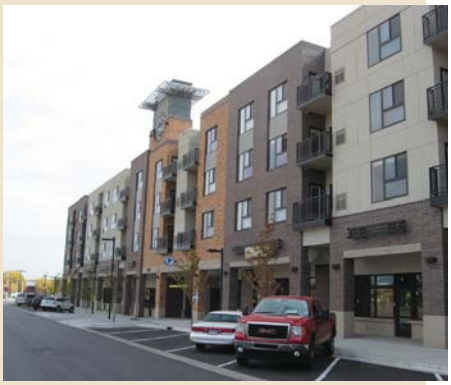
- **Knox Avenue** is classified as a Minor Collector street with a minimum 80-foot right-of-way. It is a short internal street that connects 82nd Street and American Boulevard. Extension of Knox Avenue north of American Boulevard is under consideration as part of the Orange Linbe BRT alignment study. The classification of the segment will be determined once the BRT route is selected.

Local and Private

- **Morgan Circle and W. 81st Street** are classified as Local streets with a minimum 60-foot right-of-way. These provide access to parcels in the south half of the District.

- **Southtown Drive and W 80 1/2 Street** are private streets that provide access off the arterial and collector streets.

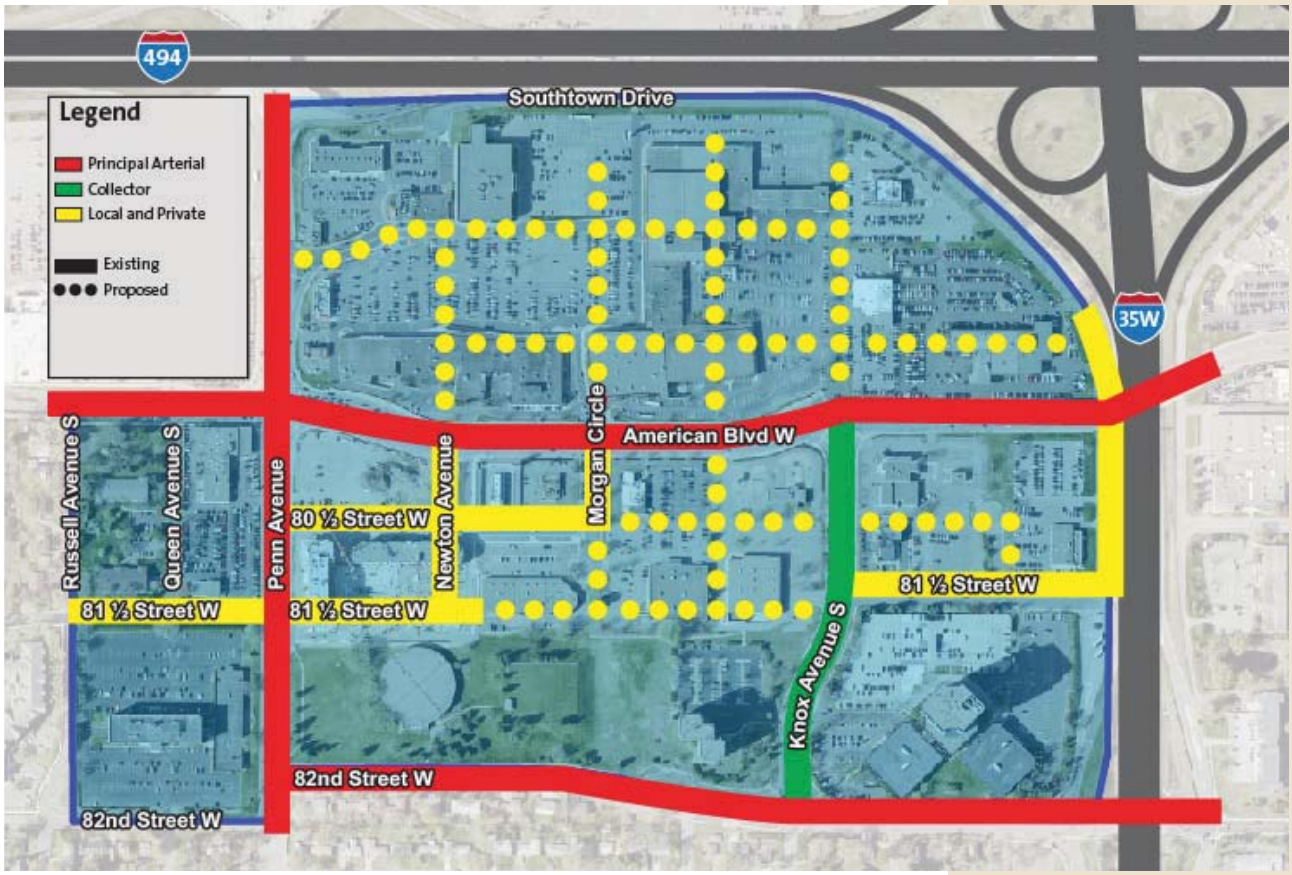
Penn Avenue is a County State Aid Street (CSA) and **American Boulevard**, **82nd Street**, and **Knox Avenue** are Municipal State Aid Streets (MSA). These designations make these roads eligible for certain funding, provided they are designed to specific standards.



Friendly and Convenient:

W 80 1/2 Street is designed to be pedestrian-friendly while also providing direct access to new development.

Figure 5.10 Road Functional Classifications



Proposed Street Types

The District development concept proposes three distinct street types, based on the road hierarchy. The specific design characteristics of each street type are described in ***Table 5.1*** (next page) and illustrated in ***Figures 5.11 - 5.13.***

Table 5.1 Characteristics of Proposed Street Types

Key Features	**Arterial**	*Street Type:* **Collector**	**Local/ Private**
Vehicle Capacity	High	Medium	Low
Pedestrian Capacity	High	High	Low/ Medium
Transit Capacity	High	High	Low/NA
Ped Quality/ Experience	Low/ Medium	Medium/ High	High
Bicycle Facilities	Off Street	On & Off Street	None, On Street
Bike Quality/ Experience	Low/ Medium	Medium/ High	High/ Medium
On-Street Parking	NA	Intermittent	Yes – Standard
Frontage Type	B Street	A/B Street	A Street
District Examples	Penn Ave. American Blvd. W. 82nd St.	Knox Ave. Morgan Ave.	W. 80 1/2 St. W. 78th St.

While each street type has a distinct role and character, all streets in the District should be designed to enhance the pedestrian and bicycle environment. New and reconstructed streets in the District will be designed in accordance with the City's street design standards and Complete Streets Policy to respond to their specific development context, recognizing that future conditions may warrant changes over time.

It is also important to recognize that street design works in tandem with building design and land uses to establish the character of the street frontage. The design and type of development fronting on street blocks often relates to the context and intended function of the adjacent street. Street frontage characteristics generally fall into two categories: "A Streets," which typically include local streets and lower volume collector streets; and "B Streets," which typically include arterials and higher volume collector streets. Common frontage characteristics are described below:

Figure 5.11 Type 1: District Arterials (Penn Avenue, American Boulevard, W. 82nd Street)

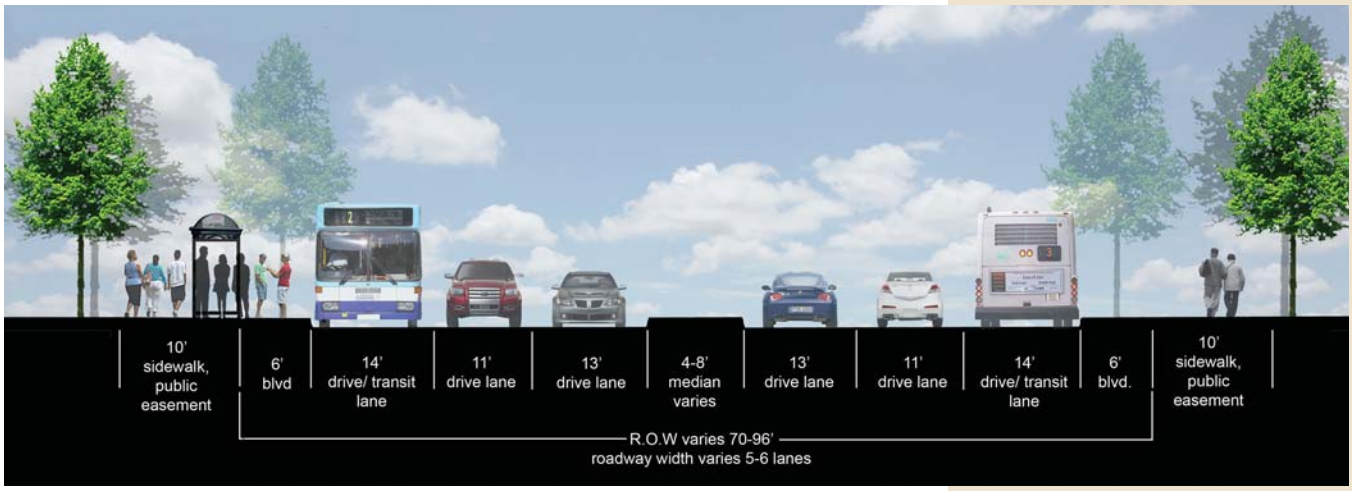


Figure 5.12 Type 2: District Collectors (Knox Avenue)

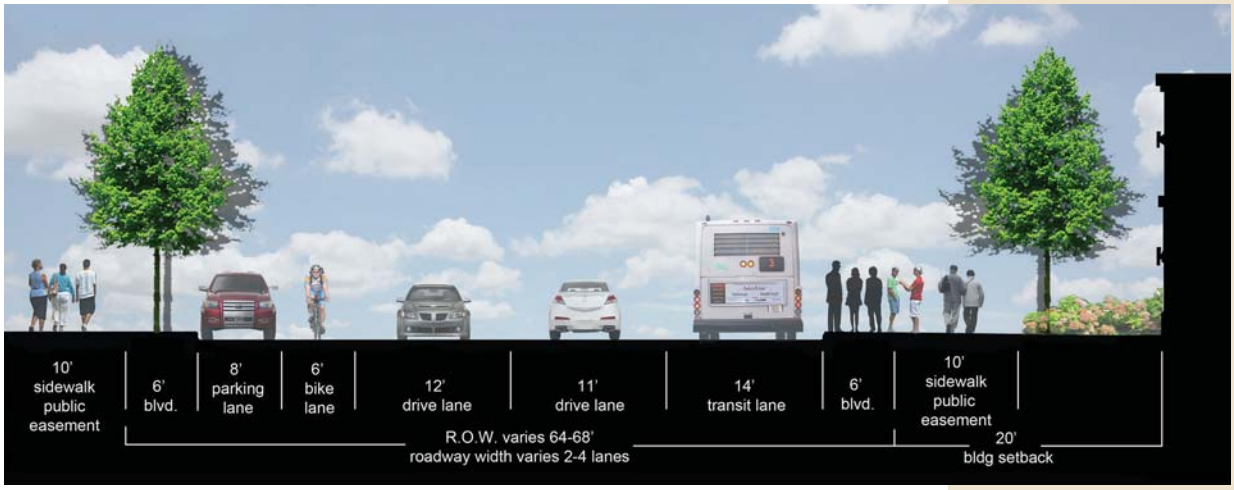
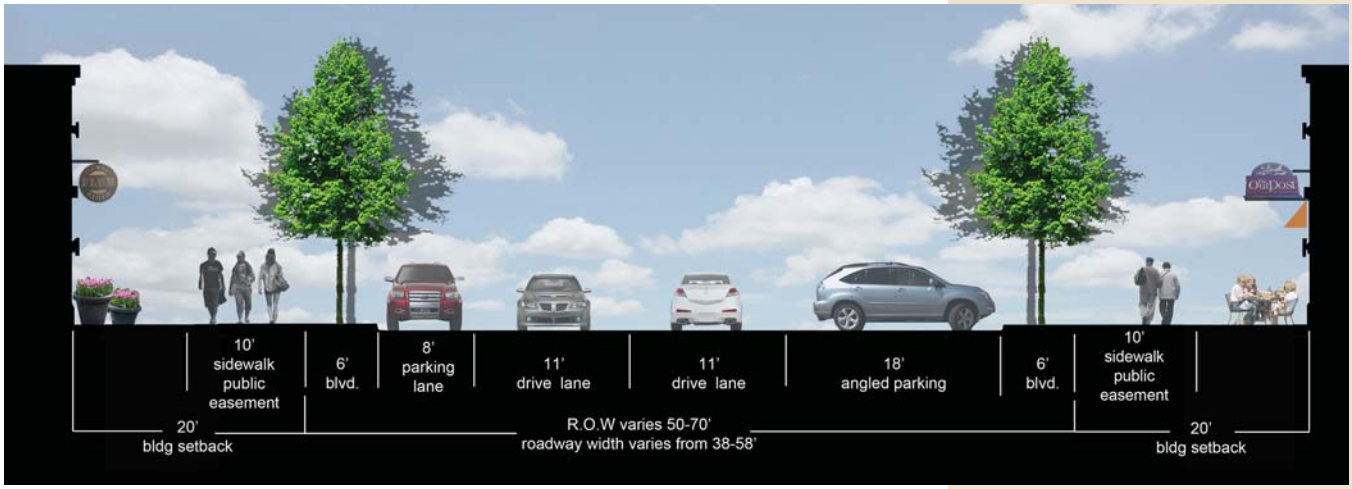


Figure 5.13 Type 3: Local and Private (W 80 1/2 Street, Morgan Avenue)

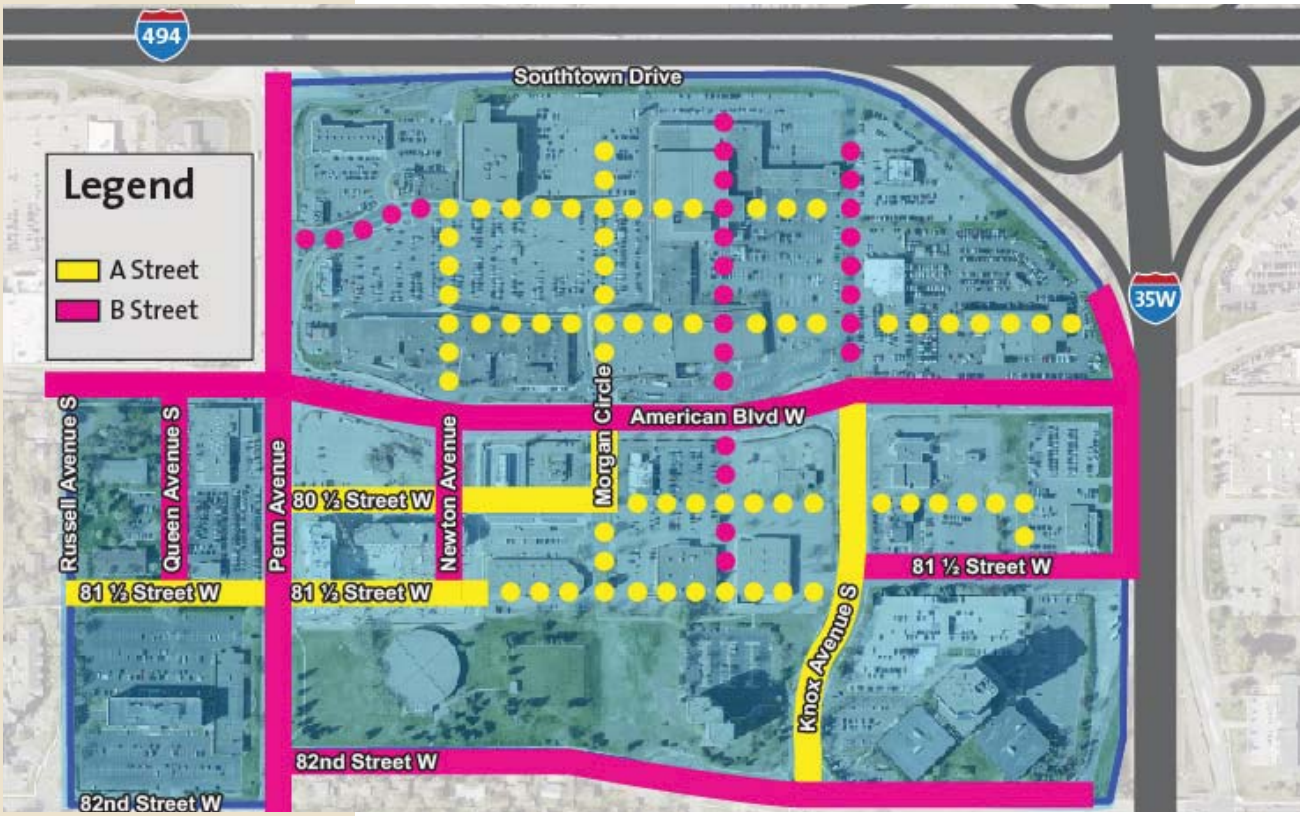


- **A Streets** – These provide the highest degree of pedestrian orientation. Frontage on these streets typically include building entries, "active" storefronts with display windows, pedestrian-oriented signs and on-street parking or parking located behind the building.

- **B Streets** – These streets are primarily intended to accommodate automobile-oriented uses. B Street frontages may include parking lots and building facades without active frontages.

The locations of A and B streets are shown in ***Figure 5.14*** below.

Figure 5.14 Street Frontage Types



Streetscape Enhancements

The term "streetscape" generally refers to the elements within or immediately adjacent to a street that function to enhance its appearance, comfort and safety. Common streetscape elements include trees, lighting, furnishings (benches, trash receptacles), and wayfinding signs or banners.

Streetscape enhancements may be located within the public right-of-way or on private property. The private sector will be responsible for all improvements on private property outside of the public right-of-way, such as, walls, ornamental fences, landscaping, specialty lighting, and accent paving. Whether private or public, streetscape elements must meet or exceed

city design and maintenance standards. Special maintenance agreements may be required for higher quality streetscape enhancements with more intensive maintenance programs.

To foster walkability and promote Complete Streets, new and upgraded streets in the District are proposed to include wide sidewalks and other pedestrian enhancements, as illustrated on the street type illustrations, *see **Figures 5.11 - 5.13***. Implementation of enhancements will occur when new streets are constructed or existing streets are upgraded consistent with the following principles:

- **Boulevard areas** should be included on most streets to provide room for snow storage, utilities, and landscaping.
- **Intersections in the District** should incorporate design measures that discourage speeding and increase driver awareness of non-motorized traffic such as curb extensions, center medians, and distinct pavement markings and/or textures where feasible to improve pedestrian safety and comfort.
- **Sidewalk width** should provide adequate space for through movement and comfort elements (e.g., trees, landscaping, benches, lighting). In general, sidewalks in the District should be a minimum of 8 to 10 feet wide.
- **Buildings on "A Streets"** should be designed to provide "active" and/or transparent storefronts.
- **Surface parking areas** should be screened with a combination of landscape plantings and ornamental fencing.
- **Trees and landscaping** should be carefully located to minimize conflicts with utilities, roadway lighting, signage, and other fixed objects in the right-of-way.
- **Ideally, trees** should be spaced no more than 30 feet apart.
- **Tree pits** should include drip irrigation and sub-drainage, to insure robust plant development. In predominantly paved areas, use structural soils for tree plantings.
- **Where space is limited, trees** should be planted in soil pits protected with grates.
- **Use of containerized plantings** is encouraged where space and/or land use precludes in-ground landscaping;
- **Use low-maintenance plants** and emphasize the use of native or northern-grown plants.
- **Bicycle storage** (racks, lockers) should be provided at key destination points throughout the District.

Active storefront

- **Where redevelopment will occur in phases, streetscape improvements** should include installation of adequate infrastructure at the outset to establish the desired street/block pattern.

Figures 5.15 and 5.16, below, illustrate how American Boulevard might look in the future after streetscape enhancements and redevelopment occur.

Figure 5.15 American Boulevard - Existing Condition

Figure 5.16 American Boulevard - Future Enhancements Concept

5.2.1 Bicycle and Pedestrian Circulation

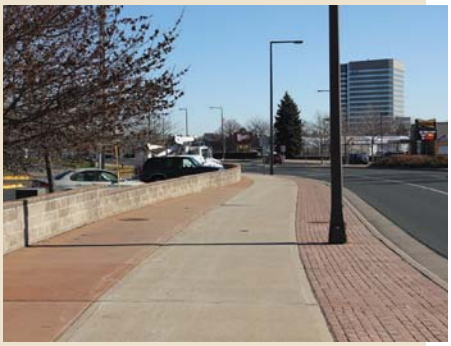
Establishing an interconnected network for pedestrian and bicycle movement is key to making the Penn American District a walkable and multi-modal neighborhood. Existing streets and sidewalks provide bicyclists and pedestrians a means to get around most of the District. However, the District's auto-oriented development pattern, with wide roads, high traffic volumes, and gaps in the sidewalk network make walking and bicycling a less attractive option. Improvements are needed to enhance pedestrian comfort, ensure safety (particularly at busy intersections), and eliminate network gaps.

The *Bloomington Alternative Transportation Plan* (ATP), adopted in 2008, recommends a citywide network of pedestrian and bicycle facilities ranging from on-road dedicated bicycle lanes to off-road multi-purpose trails. The ATP designates American Boulevard as a Core Pedestrian Way corridor along its entire length stretching between the South Loop and the Normandale Lakes Districts. As defined in the ATP, pedestrian ways consist of wide and enhanced sidewalks intended to create a more attractive and safe environment for pedestrians. Although the American Boulevard Core Pedestrian Way corridor accommodates bicyclists, it is designed primarily for pedestrians.

The American Boulevard Core Pedestrian Way improvements have been implemented through the District. Pedestrian enhancements include: an 8-foot wide sidewalk edged with a 5-foot colored, stamped concrete boulevard. Trees are planted on private property adjacent to the sidewalk.

The ATP does not designate any bicycle-only facilities within the District. However, two Core On-Road Bikeways are located within about one-half mile from the District. The 86th Street Bikeway, located south of the District, is in place and runs east-west across the City. The Xerxes Avenue Bikeway, located to the west, runs north-south and is planned to eventually extend between American Boulevard and W. 110 Street. Bikeways may consist of bike lanes and bike routes; both are typically six feet wide. The primary difference is that bike lanes are designated for exclusive use by bicyclists while signed bike routes may be shared with motor vehicles.

While not formally designated as a bicycle lane or route, Knox Avenue provides a direct connection from the District to the 86th Street Bikeway. Knox Avenue south of W. 82nd Street is a local street passing through a single-family neighborhood. At this time, there are no plans to install sidewalks or on-street bike lanes on Knox Avenue. These ideas would need to be reviewed with the neighborhood and adjacent property owners who would be directly impacted. Implementation of either sidewalks or bike lanes would likely be done in conjunction with planned street upgrades. Further evaluation of this concept will be done with the pending update to the ATP.



American Boulevard Core Pedestrian Way uses colored and textured concrete to enhance pedestrian experience.

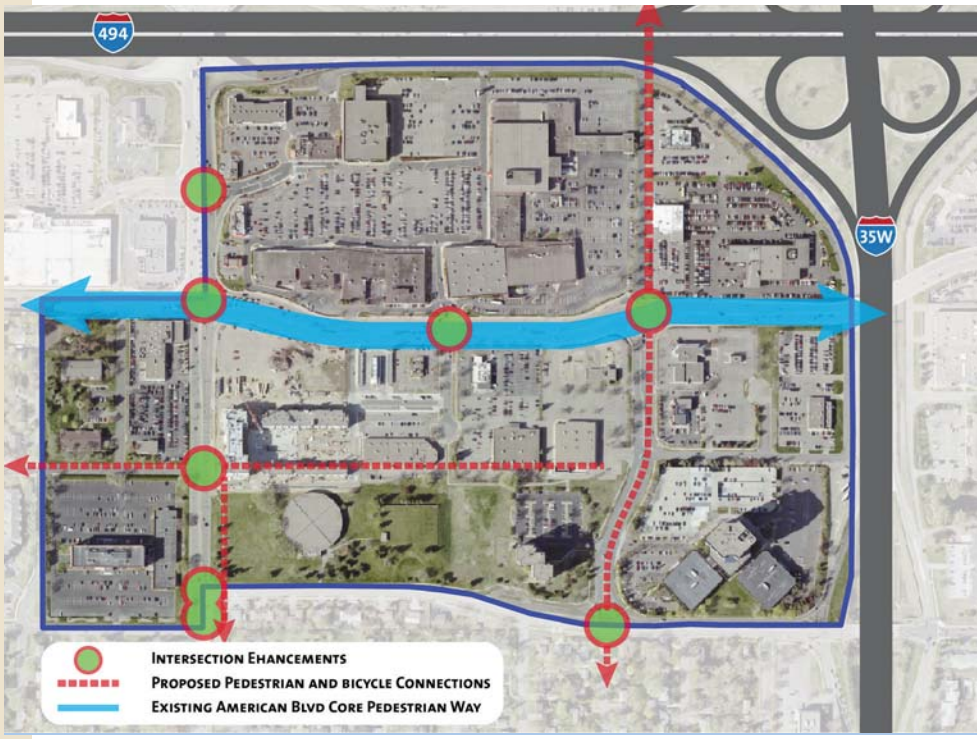
Proposed Pedestrian and Bicycle Facility Improvements

Proposed improvement to the pedestrian and bicycle network in the District are described below and illustrated on ***Figure 5.17***.

- Create an on-street bicycle route along Knox Avenue to connect the American Boulevard Core Pedestrian Way to the 86th Street Bikeway.
- If Knox Avenue is extended to accommodate the Orange Line BRT transitway, consideration should be given to create a connection from Bloomington to the existing east-west bikeway in Richfield near 76th street.
- Improve pedestrian safety and comfort at the key intersections by implementing one or more of the following:
  - Curb extensions.
  - Colored or textured pavement in the crosswalk.
  - Lengthen pedestrian "walk" signal.
- Install a sidewalk along W. 81st Street, from Knox Ave to west of Penn Avenue.
- Install sidewalks with all new street construction. Sidewalks should be at least 8 to 10 feet wide.

It is also recommended that a more thorough study be conducted to identify existing and potential pedestrian barriers in the District and strategies to alleviate them.

Figure 5.17 Proposed Improvements to Pedestrian/Bicycle Network



5.2.2 Parking

The Penn American District functions as a major retail center drawing customers from throughout the City and region. As the area redevelops, it will continue to function as a regional retail center, although it will become denser and support a broader mix of uses, including a significant increase in residents. Providing adequate parking will be important to both existing and new development. However, as the District becomes denser, the amount of land available for surface parking will diminish. With a greater mix of uses and enhanced transit service, parking demand may moderate and opportunities will rise to approach parking in a more flexible manner.

Access to parking located behind the building.

Parking Flexibility

The City Code currently has several provisions to allow flexibility to parking requirements. Reductions in required parking are allowed under several conditions, including:

- Where transit service is nearby.
- Where adjacent uses can share parking.
- Where the property owner makes provisions to incent use of alternative transportation via Travel Demand Management (TDM) measures.
- Where "proof" exists that additional parking can be provided if needed.

Given the high level of existing and proposed transit service and the vision to increase the density and mix of uses in the District, it is anticipated that many redevelopment projects will need to implement parking flexibility measures. The City Code also allows on-street parking to be counted toward the required parking in certain locations. The "A Streets" in the Penn American District are intended to allow on-street parking.

District Parking

Another approach that has been successful, particularly in dense, mixed use developments is to establish a shared parking program. Shared parking is most effective and successful where uses within a defined area have different operating times and peak parking demand. Shopping centers have traditionally shared spaces between individual tenants, which may include restaurants and movie theatres. Often, individual uses have specific parking configuration, access, and visibility requirements. Retailers prefer at-grade parking facilities, with good visibility. It is fairly common for office tenants, with low turn-over rates, to use structured parking. Residential users place a high value on dedicated, secure parking.

Enhancements are needed to make transit use more comfortable and compelling.

The densities contemplated in the District will require that a significant amount of new parking be provided in structures. As properties redevelop, the amount of land available for surface parking will diminish. Increased land values will also encourage maximizing property use. Establishing a shared parking district could help ensure structured parking is used to its maximum potential. To be successful, district-wide shared parking programs must be actively managed.

District-wide parking programs and associated parking ramps may be owned and managed by either a public or private entity. However, the high cost of creating structured parking will be burdensome for some private developers, especially in the initial stages of redevelopment. The City will need to step in – either directly or working in partnership with private developers – to underwrite the cost of creating structured parking, and likely to facilitate shared parking agreements and management. Operating and on-going capital costs should be covered by user fees and property assessments. While the current market may not support paid parking in the District, it may be accepted in the future, as land becomes too valuable to devote to surface parking and expectations about "free" parking change.

5.2.3 Transit Service and Facilities

While currently well served by existing transit, proposed transit improvements are central to transforming the Penn American District into a true transit-oriented neighborhood. The location and accessibility of transit facilities can influence the form and pattern of development in the area. To fully support transit, it is desirable to concentrate a mix of uses and higher densities within a convenient walk to transit stops. A distance of 1/4 to 1/2 mile from a transit stop is generally accepted as the distance most people are willing to walk to use transit. Most of the Penn American District is located within 1/2 mile of an existing or potential transit stop.

Existing Transit Service

The District is currently served by seven Metro Transit bus routes as described below and shown on ***Figure 5.18***.

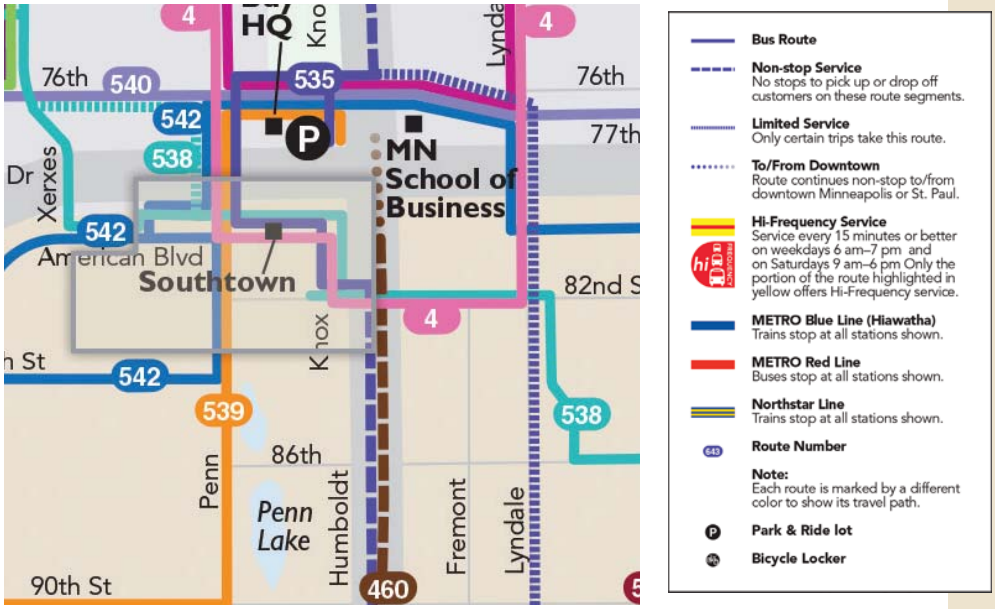
- **Route 4** provides service seven days a week from New Brighton to the Penn American District via downtown Minneapolis.
- **Route 535** provides weekday service through Richfield from downtown Minneapolis. This route offers limited stops.
- **Routes 538 and 539** provides service seven days a week from Southdale Transit Center to the Mall of America (MOA). This is known as the Bloomington-Edina (BE) Line.
- **Routes 540 and 542** provide weekday "cross-town" service adjacent to the I-494 corridor to MOA. Route 540 also provides service on weekends.

- **Route 558**, an express route, provides weekday service to and from downtown Minneapolis during the AM and PM peak hours. The closest transit stop is located outside of the District, north of I-494 at 76th Street and Newton Avenue. The stop serves as an origin for outbound morning trips and destination for inbound afternoon trips.

- **Routes 538, 539, 540, and 542** connect to the Hiawatha LRT (Blue Line) at the MOA transit center. The Blue Line provides service to the Minneapolis-St. Paul International Airport and downtown Minneapolis. It also provides connections to the Northstar Commuter Rail and the future Central Corridor (Green Line), that will provide service to downtown St. Paul when it opens in 2014. Other transit routes that run through the District also provide connection opportunities, at different transit centers, to the metropolitan region.

Metro Transit routinely assesses its bus routes and schedules to adjust to shifts in development patterns that affect ridership. The City will continue to work closely with Metro Transit regarding modifications to existing transit routes.

Figure 5.18 Current Metro Transit Bus Routes



Source: Twin Cities Metropolitan Area Transit System Map, *Metro Transit, December 2013.*

Proposed Transit Improvements

The District is projected to be home to a significant number of new residents and jobs. New development is proposed to follow a higher density, mixed-use pattern that can support high levels of transit use. To make transit the "clear choice" for residents and employees in the area it is critical that transit service and facilities are safe, convenient, efficient, and appealing.

- Metro Transit is proposing two new transit routes that will enhance transit service and accessibility in the District. These include:

- **METRO Orange Line Bus Rapid Transit (BRT)** – This 16-mile corridor is planned to follow I-35W from downtown Minneapolis to Burnsville. An American Boulevard station and a 300 to 500 space park and ride facility is proposed adjacent to the Orange Line. Metro Transit is currently exploring alternative station and park & ride locations in the area as well as bus access and routing options. *See **Figure 5.18***. The location of the station and bus route could have significant impacts on the east half of the District. The alternatives analysis and selection of a preferred alignment is expected to be completed in early 2014. The two alignment options include:

  1. I-35W – This will involve an "on line" transit station located on the American Boulevard bridge.

  2. Knox Avenue – This will take the BRT vehicles off I-35W and route them along Knox Ave, through the east portion of the District. This will require an underpass beneath I-494 to extend the route north into Richfield where a second station would be planned near 76th street.

- **American Boulevard Transitway** – The American Boulevard/I-494 employment corridor through Bloomington and adjacent cities is one of the most vital employment corridors in the Twin Cities, making it a logical location for enhanced transit service. The proposed American Boulevard "arterial BRT" transitway will connect the Hiawatha LRT (Blue Line), and future Southwest LRT (Green Line). In the middle it will intersect with the proposed Orange Line BRT. Completion of the transitway is anticipated between 2020 and 2030. *See **Figure 5.20***.

Figure 5.19 Proposed Metro Orange Line BRT Alignment Options

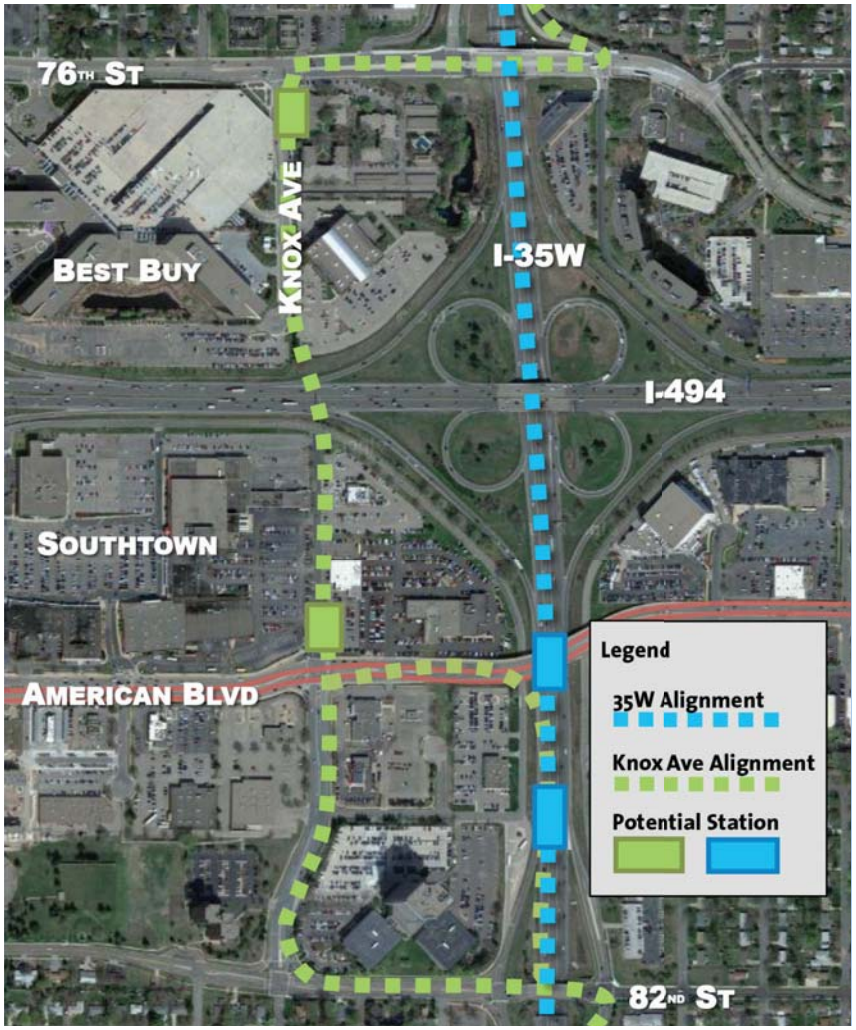
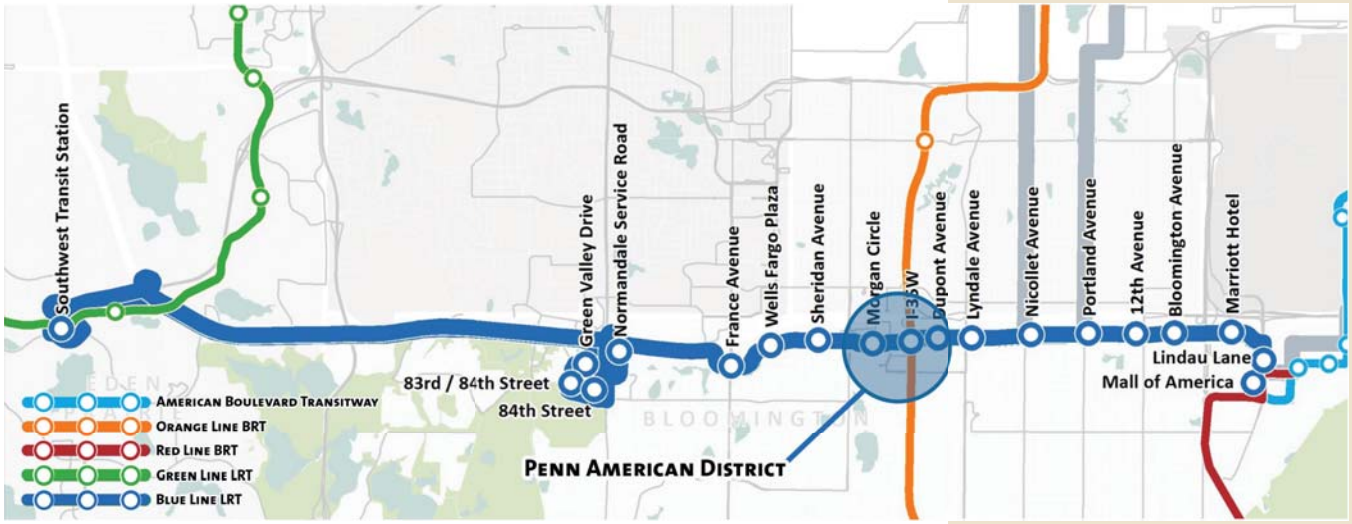


Figure 5.20 Proposed American Boulevard Transitway



Transit Improvement Area (TIA)

The Penn American District has been designated a TIA by the Minnesota Department of Employment and Economic Development. TIAs are specially designated areas around existing or future transit stations that have the potential for a significant amount of new commercial and residential development and increase ridership to support high levels of transit such as: BRT, LRT or commuter rail. This designation makes Bloomington eligible to apply for State funding to help implement the public infrastructure needed to support transit-oriented development.

5.3 Utility Systems and Facilities

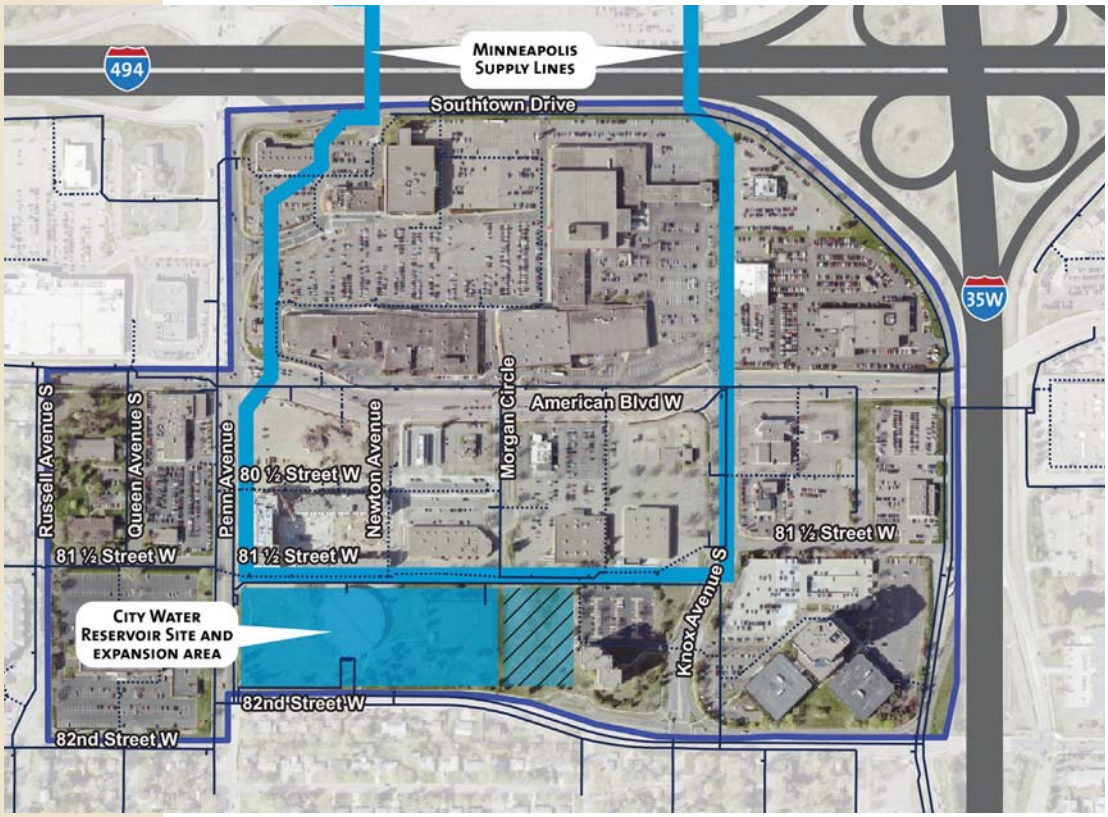
The Penn American District is served by both public and private utility infrastructure systems. Public utilities consist of sanitary sewer, potable water, and storm sewer. Upgrades to public utility infrastructure are typically done in conjunction with new development or redevelopment, with new road construction, or as part of the City's ongoing utility maintenance schedule. Private utility companies provide energy and communications services.

Public Utilities: Water

The City's water distribution system has adequate capacity to accommodate existing and projected future development in the District. The City's water supply is drawn from two sources: groundwater and surface water. Groundwater is provided by six wells located in the City's well field at West 90th Street and Normandale Boulevard. The surface water supply is purchased during off-peak periods from the City of Minneapolis and stored in two 10 million gallon storage reservoirs located in the Penn American District at West 82nd Street and Penn Avenue. These reservoirs are used year-round however, the greatest use occurs during periods of peak demand (April-September) to pump water into the City's distribution system. Two water supply pipes deliver water from Minneapolis. Both cross through the District and consist of a 42-inch diameter pipe located along Knox Avenue from I-494 to American Boulevard and a 36-inch diameter pipe that crosses the west portion of the Southtown Shopping Center property and extends along the east side of Penn Avenue to W. 81st Street (see ***Figure 5.21***, next page). These major supply lines must remain accessible at all times for future repair or replacement and are located within easements that prohibit development from locating on top of the lines.

The City's 2010 *Water Master Plan* analyzed water system capacity and needed system improvements to accommodate forecast development in Bloomington through 2030. According to that plan, the water system has adequate capacity to serve projected development in the District. Local distribution system improvements will be made as new internal streets are developed to strengthen the pipe network and provide a reliable water supply to new development and new fire hydrants. A 5 million gallon capacity expansion is proposed to the water storage reservoirs. This expansion is anticipated to commence in about 10 years and will likely be located on the east side of the 82nd Street Reservoirs.

Figure 5.21 Water Distribution in District



Public Utilities: Sanitary Sewer

The District is served by an existing 18-inch trunk sewer main located in American Boulevard that extends from Penn Avenue to just east of I-35W. The City maintains a computerized sanitary sewer model that was initially built by its consultant, Black & Veatch. The model indicates that under current conditions the existing trunk sewer line reaches about 50% full. City staff will analyze pipe segments when modeling results indicate flows reaching a depth of 75% full. The need for pipe upgrades will be determined in accordance with the City's Asset Management criteria examining condition, performance, reliability and criticality issues. Sewer modeling done for the City's recently updated *Wastewater & Comprehensive Sewer Plan* included forecast development initially anticipated to occur in the District through 2030. The sewer model was run again in 2013 to address modifications made to the forecast development for years 2030 and 2050. Results of the 2013 modeling indicated:

- With 2030 projected development one pipe segment of the existing 18-inch trunk sewer will slightly exceed the 75% full threshold. This pipe segment is located in an easement across 8030 Humboldt Ave South (Infinity site).

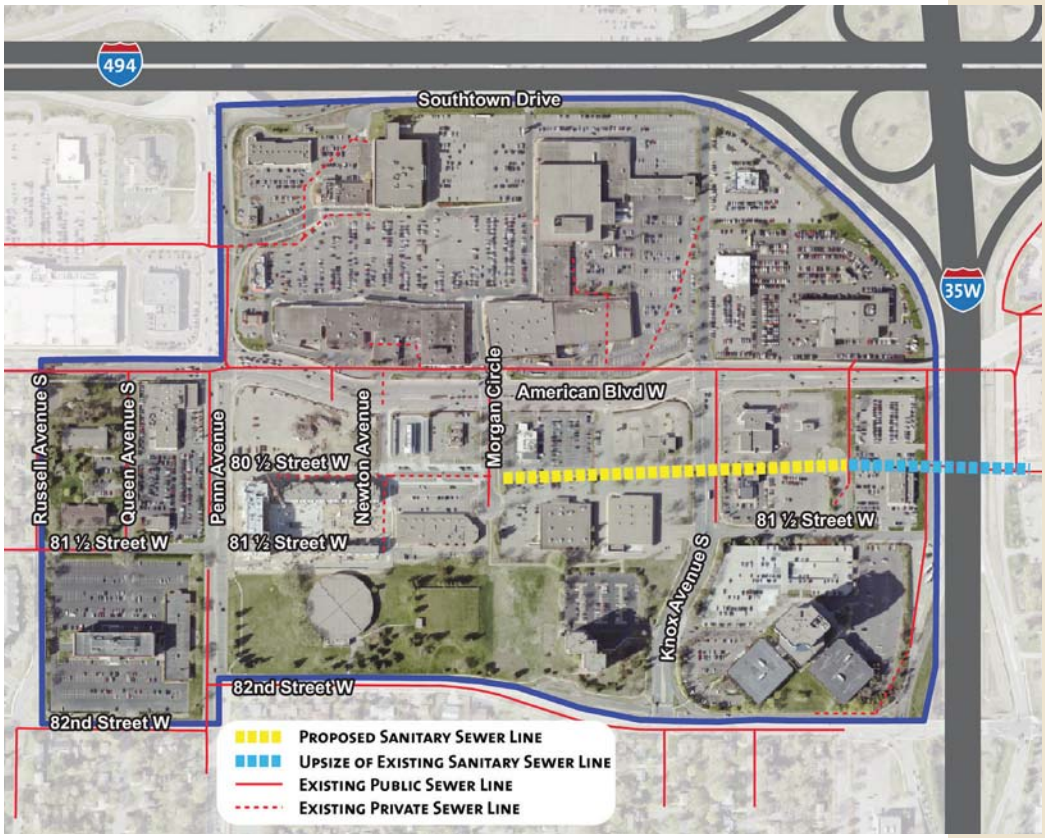
- With 2050 projected development several segments of the existing 18-inch trunk sewer will significantly exceed the 75% full threshold. These pipe segments run from approximately Morgan Circle east to and across I-35W. Additionally, several pipes located downstream of the District trunk sewer would also significantly exceed the 75% threshold.

Recommended Improvements

To address future capacity issues, improvements to the sanitary sewer system will be needed. These are shown on in **Figure 5.22** and discussed below.

- Excessive flows in the American Boulevard trunk sewer can be eliminated by constructing a new parallel private sewer main that would run from the Genesee Apartment development to the City's existing pipe system located on the west side of 8030 Humboldt Ave (Infinity site). The first segment of this main was constructed with the Genesee project. The parallel private main would be located under the proposed eastward extension of W. 80 1/2 Street. This main would collect all flow from properties located on the south side of American Boulevard. The requirement to install this new parallel private sewer main has been, and will continue to be communicated to property developers.

Figure 5.22 Sanitary Sewer Improvements



- The existing 18-inch trunk sewer pipes extending east of Knox Avenue and crossing I-35W, will need to be upgraded to 24-inch pipes before all projected 2030 development is in place. Upgrades should be done in conjunction with redevelopment. The cost of these upgrades should be shared by benefitting properties in accordance with the cost sharing policy recommended in the City's Utility Capacity Expansion Study (which is currently under development).

- Pipes located downstream of the District trunk sewer are subject to the City's Asset Management process and will be upgraded by the City in accordance with the program guidelines, as well as the City's pending Utility Capacity Expansion Study.

Public Utilities: Stormwater Management

Managing stormwater runoff from development is essential to mitigate potential impacts on groundwater, downstream surface water bodies, and wetlands. The Penn American District is fully developed and largely covered with impervious pavement and buildings. Much of the existing development in the area occurred before the negative impacts of surface runoff ('non-point" pollution) were fully understood. Similarly, few stormwater regulations existed at the time so many properties in the District do not meet current standards for managing runoff. Flooding is an intermittent problem, particularly after heavy rains. Flooding primarily impacts parcels within and east of the District.

Redevelopment of properties in the District will provide opportunities to reduce the amount and better manage runoff at both the individual parcel scale and District-wide. At a minimum, new development must comply with current standards and policies in the *Bloomington Comprehensive Surface Water Management Plan (CSWMP)*, which sets forth stormwater management objectives as described below.

1. **Reducing Quantity and Flow Rates** – The CSWMP requires that surface water discharge rates be controlled from new development and redevelopment sites resulting in disturbance of land greater than or equal to one acre. While pipes and ponds can collect and retain the runoff, current objectives are to minimize the amount of storm water that runs off a development site and slow down the rate of discharge.

2. **Improving Water Quality** – Stormwater runoff from developed areas picks up sand, gravel, oil, trash and other dirty particles. Filtering out such pollutants prior to discharge is vital to maintain and improve the water quality in the receiving water body. Water quality treatment at all development sites must meet the CSWMP requirement to maintain and improve the water quality.

Development sites must also comply with the regulations and standards set by the Nine Mile Creek Watershed District (NMCWD), a regional regulatory body governing stormwater management in the District *(see sidebar)*.

Existing Stormwater System

Most of the runoff from the District drains to a 60-inch trunk storm sewer in American Boulevard, which drains west into an 84-inch trunk storm sewer in Penn Avenue that drains south. This storm sewer discharges into Upper Penn Lake at 83rd Street. The system also collects drainage from the I-35W corridor and water pumped from the lift station at Penn Avenue and I-494. A few of the newer developments in the District have built on-site stormwater facilities to help control site runoff rates. These facilities include pervious pavement, underground infiltration, bio-retention basins, rain gardens and trap manholes.

Proposed System Improvements

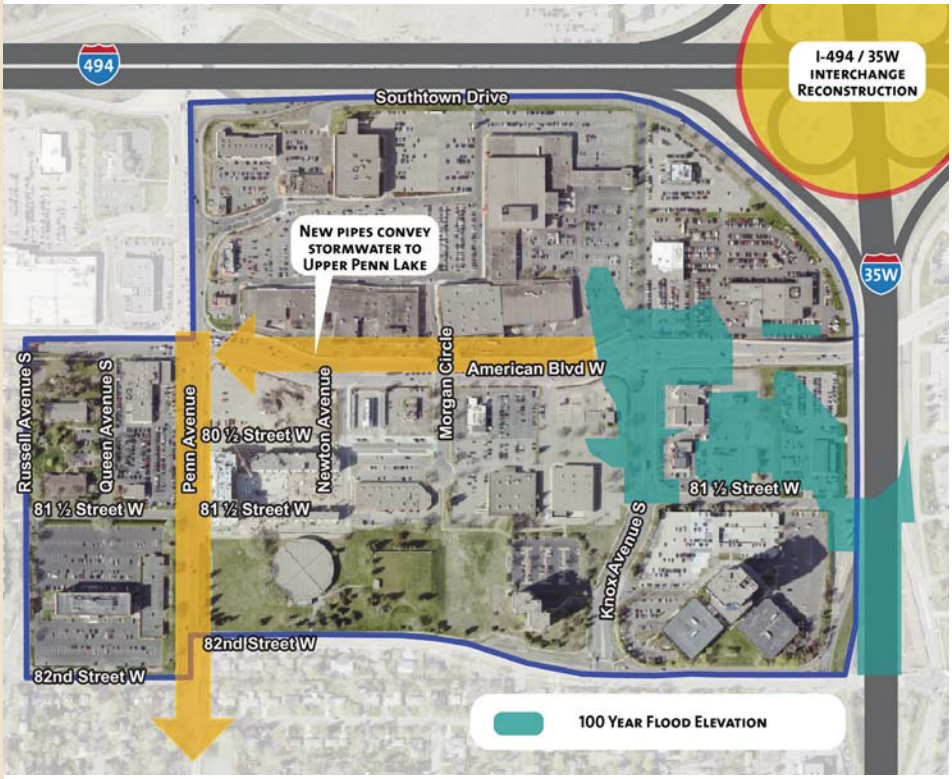
Improvements to the stormwater system in the District are primarily focused on reducing flooding. Periodic flooding creates problems for properties located near the intersections of Knox and American Boulevard, Knox near 81st Street, and along Irving Circle (private street). ***Figure 5.23*** illustrates areas subject to flooding and potential approaches to reduce flooding, which are described below:

- **Pipe Upgrades** – The City initiated a feasibility study in 2010 to consider upgrades to the City stormwater management system to address the existing flooding conditions. Two options were identified that would involve construction of new pipes to convey stormwater to Upper Penn Lake. The larger gravity pipe option was deemed too expensive. An option that would involve a smaller pipe and pump station is under further study.

- **Interchange Improvements** – MnDOT is currently evaluating reconstruction concepts for the I-494 and I-35W interchange that will also consider strategies to reduce the volume of storm water in the American Boulevard trunk sewer. This may create an opportunity to jointly manage stormwater. However, timing and funding of this project is uncertain. So other remedies are needed.

Given the high cost of stormwater facility improvements, other approaches will also be needed to manage stormwater runoff in the District.

Figure 5.23 Stormwater System Improvements



Low Impact Development (LID) Approach

While redevelopment will create higher building densities, the increase in impervious area will be negligible beyond current conditions. As property in the District redevelops, there is an opportunity to manage stormwater in a more sustainable manner and increase the amount of pervious surface and/or increase the capacity of parcels in the District to retain stormwater. This approach would require each development site, or logical sub-district, to achieve the City's quantity, rate, and water quality objectives through use of Low Impact Development (LID) techniques and Best Management Practices (BMPs) along with more conventional infrastructure components (i.e., pipes and ponds).

While this approach may increase up-front development costs; use of LIDs and BMPs can reduce the overall volume of runoff entering the storm sewer system. Although runoff from specific sites or sub-districts would still discharge into the existing trunk storm sewer in American Boulevard or Penn Avenue, the reduction in runoff volume will extend available capacity of the existing storm sewer system, reduce upstream drainage problems, and potentially delay future improvements and assessments. This approach will also help reduce the rate of runoff and filter out pollutants before the runoff is discharged to the trunk storm sewer.

Low Impact Development approach to Stormwater Management

- Slowing involves controlling the flow of runoff, detention to reduce peak flow rates, and retention to allow sedimentation of suspended solids.
- Spreading involves filtering runoff to remove sediments and infiltration to recharge the groundwater.
- Soaking involves treatment to improve water quality by removing or metabolizing contaminants in the runoff.

However, additional storm sewer capacity will still be needed to alleviate the current flooding conditions. Assessments or a special service district will be required to help fund storm sewer improvement projects.

Following is a description of various LID and BMP approaches that will be encouraged in the District:

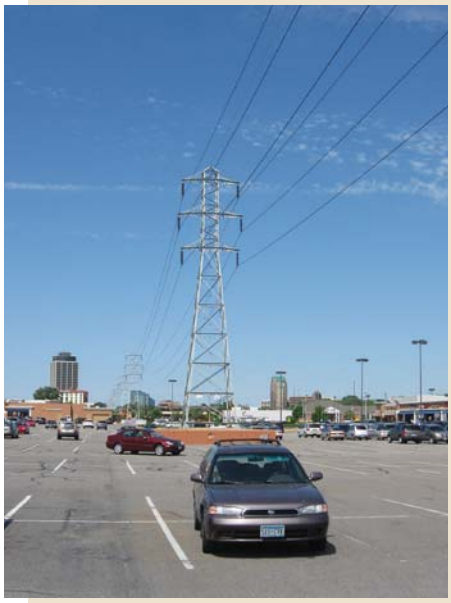
Low Impact Development (LID) is an ecologically based approach that favors managing stormwater at the source through landscape-based techniques rather than mechanical or structural approaches, such as pipes, catch basins, curbs and gutters. Many LID techniques can function as attractive design features on private development sites or in public streets and parks. Examples of LID techniques include:

- **Bioswales** or infiltration trenches located in street medians, boulevards or parking lot setback areas.
- **Rain gardens** and tree box filters in boulevards and landscape setbacks or park areas.
- **Pervious pavement or pavers systems** in parking bays, sidewalks, and/or patio areas.
- **Vegetated "green" roofs** on private development.

Best Management Practices (BMPs) are techniques found to be most effective and practical in achieving desired outcomes, such as reducing erosion. Examples of stormwater BMPs include:

- On-site retention of the first inch of runoff over impervious surfaces is currently required. Where space is limited, underground retention and infiltration systems may be a good choice. Where more space is available, retention ponds may be appropriate.
- Street sweeping is one of several maintenance related BMPs that can greatly reduce the amount of pollutants entering the stormwater management system. It has the added benefit of keeping the streets clean and attractive. It is recommended that the City study the feasibility and cost-effectiveness of implementing an aggressive monthly or bimonthly street sweeping program in the District. The cost of this additional maintenance could be covered in a revised storm utility fee structure or as a part of a business improvement district.
- Disconnecting impervious surfaces from stormwater inlets will allow more runoff to infiltrate or soak into pervious areas, reduce runoff volume, recharge groundwater resources, reduce peak runoff rates, and reduce stormwater pollutant loading.

Bioswale in parking lot at Genesee Apartments



Existing electric transmission line

Private Utilities

Private utility companies serving the Penn American District include: Xcel Energy (electric power) and CenterPoint Energy (natural gas). There are numerous phone, cable and internet service providers operating in the District. The largest and most common are: Comcast and CenturyLink.

The primary issue involving private utilities is the existence of an electric transmission line that detracts from the visual quality of the District and poses some development restrictions.

Electric Transmission Lines

An existing double-circuited 115 kV Xcel Energy transmission line (Xcel Line Number 0857) runs east-west through the District north of American Boulevard. The line creates an impediment to redevelopment of this area due to setback requirements, visual impacts, and development restrictions under the lines. The required easement width (typically 50 feet) can accommodate a limited amount of surface parking, open space, or a trail corridor, however no buildings can be located in the easement.

Burying the transmission lines could cost between $8 million and $20 million (2008 dollars), making it prohibitively expensive. It would also necessitate establishment of a significant easement over the conduits, within which development would be significantly restricted.

Relocation of the line may be more feasible than burying the lines. The two end lattice structures, at Penn Avenue (Structure No. 53) and I-35W (Structure No. 49), could be replaced with corner monopoles. The relocation alignment would need to be adjacent but outside the I-494 and I-35W rights-of-way and could include up to seven additional monopoles. Relocation is estimated to cost between $1.2 million and $1.8 million (2008 dollars).

5.4 Parks and Trails System

Having developed as a hub for retail shopping and automobile dealerships, the Penn American District contains very little public open space or parkland. The primary open green space is the City's water reservoir located in the southwest corner of the District, which has served informally as a passive park space for residents in the area. However, the site is intended for future expansion of the water reservoir. Concerns about security and access restrictions limit the ability to formally use the site as a public park. The closest active park is Haeg Park, located about a half mile south along Penn Avenue. This 23-acre park abutting Upper Penn Lake offers a variety of active and passive recreation opportunities, including: tennis courts, softball diamonds, hockey rink, and picnic facilities.

Outdoor dining area at Lucky's 13 Pub

Proposed Park and Trail System Improvements

The *Parks Master Plan*, adopted in 2008, indicates that the District is adequately served by active parks given its close proximity to Haeg Park. The *Parks Master Plan* recommends that park and recreation needs should respond to the demographics of a neighborhood. The Penn American District is envisioned to transform from primarily a retail hub to become a mixed use neighborhood including an influx of new residents residing in higher-density apartments and condominiums, similar to the recently opened Genesee Apartments. It is anticipated that new residents will predominantly consist of older, "empty nester" adults and younger singles and couples, mostly without children.

The *Parks Master Plan* notes that demand for "active living" opportunities such as walking and biking has become a dominant trend. Trends also show increased interest and demand for neighborhoods that incorporate sustainable design features and public art.

This District Plan identifies future park and trail improvement opportunities rather than specific designs or plans for those improvements. Design and implementation of improvements will occur in conjunction with reconstruction of roads or other public infrastructure, or as part of private property redevelopment.

Parks/Plazas

The District concept plan envisions that a few small plazas and green spaces will be created with redevelopment of existing property. These may be public spaces or private spaces, that may be available for public use. The most prominent proposed plaza is located within the Southtown Shopping Center site. Given the large area of this site, it provides the greatest opportunities to provide plazas or green spaces when the shopping center (or portions) redevelop. The

exact size and location of future parks/plazas will be determined with property redevelopment.

New parks and plazas can serve multiple functions. Smaller plazas may primarily function as ornamental focal areas. Larger plazas and green spaces can perform a variety of functions, including stormwater infiltration, provide space for casual outdoor seating, a decorative garden, public art or water feature.

Pedestrian and Bicycle Trails

Proposed improvements to pedestrian and bicycle facilities in the District are intended to encourage and facilitate walking and biking within and to/from the District. Consistent with one of the stated priorities in the *Parks Master Plan*, proposed improvements will build on and strengthen connections to other destinations and trail systems in the City. Proposed improvements are shown on ***Figure 5.24*** and include:

1. **Establishing a bicycle route on Knox Avenue** that will connect two existing facilities: the Core Pedestrian Way on American Boulevard and the 86th Street bikeway. Both of these extend east-west across the City and provide connections to multiple destinations, parks and trails. The design of the bicycle route on Knox Avenue will be further evaluated and refined when the Alternative Transportation Plan (ATP) is updated.

   Extension of Knox Avenue north to Richfield in conjunction with the Orange Line BRT project would further increase the importance of Knox as a regional pedestrian/bike connection. It would also provide an opportunity to directly connect to the Nine Mile Creek Regional Trail located on W. 75th/W 76th Streets in Richfield.

2. **Creating a sidewalk/trail along W. 81st Street** extending from Know Avenue to west of Penn Avenue. This will provide a pedestrian connection through the District and to the residential neighborhood west of Penn Avenue, including several apartments and a senior housing development.

3. **Enhance sidewalk on east side of Penn Avenue** to improve connections to Haeg Park.

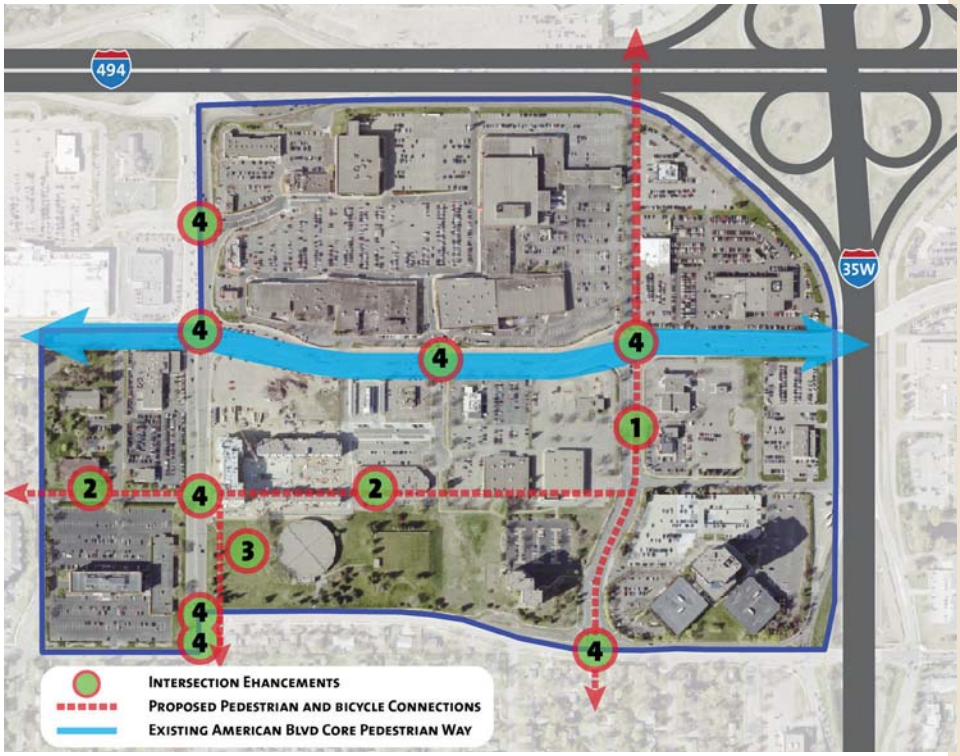
4. **Enhancing intersection crossings** to improve pedestrian safety and experience. Enhancements might include: pavement markings or texture to differentiate the crosswalk area; bump-outs and/or medians to provide pedestrian refuges; and lengthened crossing time dedicated to pedestrian movement. Specific enhancements will vary by location, depending on available space, traffic, and safety considerations.

In addition to the improvements described above, sidewalks will be installed with construction of new internal streets to establish a connected grid of

walkways to improve pedestrian access to destinations within the District and access to proposed new transit facilities. New streets should follow "complete street" design standards that include amenities to make the pedestrian environment safe, comfortable and attractive.

Haeg Park

Figure 5.24 Proposed Improvements to Pedestrian/Bicycle Network



Section 6

Implementation Plan

For any planning document to be effective, clear steps and actions must be taken to implement the plan recommendations. This chapter of the Penn American District Plan summarizes the key recommendations described in the Development Framework (Section 5) and outlines an implementation phasing and financing strategy. This plan has a long-term focus with a 40-year planning horizon. While several of the plan recommendations are intended to be implemented in the near future, others will not be implemented for 20 years or more.

6.1 Implementation of Plan Recommendations

Recommended actions to implement the vision of the District Plan fall into two categories: physical infrastructure improvements, such as roads and sewers; and policy and regulatory tools to foster desired development.

Infrastructure Improvements

Implementation of most physical infrastructure improvements, such as new roads or sidewalks, will be coordinated with other projects. Generally, recommended improvements will be implemented:

- In conjunction with scheduled public infrastructure improvement projects;
- To accommodate private property development; or
- As part of a project initiated by another public agency (e.g., Metro Transit).

Proposed Public Infrastructure Improvements

Following is a list of improvements to public infrastructure that will be needed to accommodate projected development in the District and to ensure existing infrastructure is routinely maintained and upgraded to accommodate general growth in this area of Bloomington. ***Table 6.1*** summarizes the anticipated infrastructure improvements in the District and identifies the City department that will take the lead in implementation. Timing of most public infrastructure improvements is based on the City's schedule for routine upgrades and replacement as identified in the 5-year Capital Improvement Plan (CIP) or, if triggered by private development. *See* ***Table 6.2***.

Table 6.1 Public Infrastructure Improvements

Road Improvements	Responsibility
Penn Avenue/Southtown Entrance – Increase eastbound left turn lane from 175' to 300'; Increase northbound left turn lane from 200' to 250' on Penn Avenue at W. 79th St.	Public Works – Engineering
Penn Avenue at American Boulevard – Construct 150' eastbound right turn lane; construct second northbound left turn lane.	Public Works – Engineering
Penn Avenue at W 82nd Street (west leg) – Construct 150' eastbound right turn lane; signalize intersection.	Hennepin County
Penn Avenue at W 82nd Street (east leg) – Construct second southbound left turn lane (currently planned)	Hennepin County
American Boulevard at Morgan Circle – Increase eastbound left turn lane from 95' to 200'; construct 100' eastbound right turn lane.	
Refine and coordinate signal timing for off-peak hours.	Public Works – Engineering
Modify signal phasing, including left turn signal phasing as conditions warrant.	Public Works – Engineering
Sanitary Sewer and Water Distribution System	
Upgrade pipes downstream of the District trunk sewer.	Public Works – Utilities*
Road Improvements	
New sidewalk along W. 81st Street west of Penn Avenue.	Public Works
New sidewalk along W. 82nd Street west of Penn Avenue.	Public Works
Bicycle lane along Knox Avenue between American Boulevard and W. 86th Street.	Engineering/ Parks
Path through City Water Reservoir site	Public Works – Utilities/Parks
Streetscape Enhancements	
May include: sidewalks, boulevard trees, landscaping, seating, lighting, public art, etc. Specific enhancements vary depending on street type and segment.	Public Works/ Planning and private developers

**Private developers will be responsible to cover costs per the funding policy outlined in the Utility Capacity Expansion Study (pending).*

Improvements with Private Development

The District Plan envisions that when private property redevelops, the new development will be at a higher intensity level and will result in the creation of a more walkable street grid. (*See **Figure 5.14**)*. Thus, redevelopment will trigger the need for upgraded infrastructure such as roads, sidewalks, sewers, and water main. While most redevelopment will involve improvements to the public infrastructure to serve the private development, some improvements, such as entry plazas or ornamental green spaces, may be located on private property. Generally, the improvements described in ***Table 6.2*** will be installed with redevelopment of private property.

Table 6.2 Improvements Implemented with Private Development

Road Improvements	**Responsibility**
American Boulevard at Knox Avenue – Construct 250' eastbound right turn lane.	Public Works/ Developers
Knox Avenue at American Boulevard – Construct second northbound left turn lane; Increase southbound left turn lane from 100' to 200'; Increase southbound through/ right bay from 150' to 250'; and Increase eastbound left turn lane from 160' to 200'.	Public Works/ Developers
Knox Avenue and 81st Street – Signalize intersection; construct 200' westbound left turn lane.	Public Works/ Developers
Construct new streets as shown in ***Figure 5.14***	Public Works/ Developers
Sanitary Sewer and Water Distribution System	
Construct private parallel main along W. 80 1/2 Street.	Developers
Upsize 18-inch trunk sewer pipe crossing 8030 Humboldt Avenue and I-35 W to 24-inch pipe.	Public Works – Utilities*/ Developers
Construct internal water main loops.	Developers
Parks and Plazas	
Private/semi private plazas and green spaces.	Developers
Streetscape Enhancements	
May include: sidewalks, boulevard trees, landscaping, seating, lighting, public art, etc. Specific enhancements vary depending on street type and segment .	Public Works/ Planning and private developers

**Private developers will be responsible to cover costs per the funding policy outlined in the Utility Capacity Expansion Study (pending).*

Other Public Agency Projects

Significant improvements are proposed to the regional roads and transit facilities serving the District. Some projects will directly affect City streets and utilities. Accordingly, implementation of these improvements will involve close coordination with the City. ***Table 6.3*** lists known regional projects that will impact the District and the lead implementing agency.

Table 6.3 Improvements Implemented by Other Public Agencies

Road Improvements	**Responsibility**
I-494/35W Interchange	MnDOT
Transit Enhancements	
Orange Line – BRT station and Park and Ride facility	Metro Transit / Planning/ Public Works
American Boulevard Transitway	MT/Hennepin County/ Public Works
Enhanced transit stops throughout District	MT/Public Works
Construct Knox Avenue north of American Boulevard	MT/Public Works –Engineering

6.2 Policy and Regulatory Tools

Transforming the Penn American District into a more urban, walkable neighborhood will involve implementing policy and regulatory tools that allow for greater density, mixed use development, and enhanced connectivity. These tools are substantially in place. The City's updated commercial zoning districts provide for the type of development, density, and character envisioned in this Plan. The City's Complete Streets Policy encourages the creation of a transportation system that safely serves multiple users and functions.

Zoning Amendments: Zoning changes are proposed for most of the parcels in the District. Many of the changes are recommended to phase out and replace existing commercial zoning districts with the City's new commercial zoning districts. Recommended zoning designations were selected that most closely reflect the existing property use and also achieve the Plan vision. Details about specific zoning changes and implications are provided in Section 5.

Zoning amendments are divided into two groups. The first group, completed in July 2013, included rezoning properties located south of American Boulevard between Penn and Knox Avenues. The second group is anticipated to be rezoned during the first half of 2014, and will involve parcels that were not rezoned in the first group.

Complete Street Policy: This policy provides guidance for the design of new streets and reconstruction of existing streets. While the City does not adhere to a single model to achieve complete street design; the goal is to design streets to meet a variety of movement, environmental, and community development objectives. Streets must also be designed to respond to their specific development context and function, recognizing that future conditions may warrant changes over time.

6.3 Implementing Partners and Funding

Implementing all the recommendations in the Penn American District Plan is too big a task for the City to accomplish alone. Partners are needed to help with funding, to coordinate timing of improvements, and to work with the City on implementation. Several partners may be involved – directly and indirectly – in implementing and funding recommended improvements in the Penn American District.

State and Federal Government

Some regional road and transit projects in or adjacent to the District are under the jurisdiction of the State or regional agencies. Funding for these projects will come from State and/or Federal monies. In addition, the City periodically applies for State and Federal grants for large infrastructure projects. The City will continue to explore grant funding as opportunities arise.

Hennepin County

The City and Hennepin County have a long history of partnering on road projects and related infrastructure improvements. While the City takes responsibility for some facilities, such as utilities, the County generally takes responsibility for road maintenance. Occasionally, the City seeks grant funding for select road improvements. Penn Avenue is a County State Aid Highway (CSAH 32) and the primary facility under County jurisdiction in the District.

City of Bloomington/Housing and Redevelopment Authority (HRA)

The most visible role the City takes in redevelopment is to construct public infrastructure. A good example in the Penn American District is W. 80 1/2 Street. This street was constructed in 2011/12 to serve the mixed-use Genesee Apartments and future development to the east. Providing new streets, trails, utilities, demolition, and environmental remediation to serve new development will continue be one of the City and HRA's primary roles in implementing the Plan vision.

The Bloomington HRA has also played a prominent role in initiating redevelopment in the District. In 2007, the HRA purchased the former Bloomington Dodge and Mitsubishi sites, located on the SE quadrant of Penn Avenue and American Boulevard. The HRA worked cooperatively with the property developer in implementing plans for mixed-use housing, office, and retail development of the site. The first phase of that development – Genesee Apartments – opened in 2012 and the second phase, which includes

mixed-use retail, grocery, and hotel, is anticipated to begin construction in early 2014.

As the rest of the District redevelops, the HRA may continue to play an active role in land assembly, infrastructure and landscape improvements, and select projects that have a clear public benefit, such as structured parking. The use of public resources for all of these efforts will continue to be evaluated on a case-by-case basis.

Developers and Property Owners

Participation from developers and property owners is crucial, as their willingness to invest in redevelopment of property is fundamental to transforming the character of the District. Their financial involvement in building public infrastructure typically involves payment of Special Assessments for new roads, sidewalks, and utilities. The quality and character of private improvements (e.g., buildings, parking) that complement the public spaces is key to creating the scale and ambience that will make the Penn American District an attractive and desirable neighborhood.