

Section 8 • Implementation

The comprehensive planning process begins with creating a community vision, establishing guiding values and defining desired outcomes. From that broad framework, goals and strategies are developed to achieve the vision and outcomes. Implementation involves bringing the vision, outcomes, and goals into reality.

This element describes the tools, funding sources, and partners that play a role in realizing the recommended strategies and actions detailed in the preceding individual plan elements. Implementation related specifically to housing is outlined in the Housing Element.

8.1 Summary of Plan Recommendations

Recommended strategies and actions to implement the Forward 2040 vision and goals fall into four broad categories:

- Infrastructure and Facilities
- Regulation, Policy, and Plans
- Practices
- Partnerships

Infrastructure and Facilities: These actions facilitate improvements to public infrastructure, such as roads, sewers, trails, and sidewalks. Also included are improvements to public facilities owned by the City such as fire stations, park structures, recreation facilities, government buildings (e.g., Civic Plaza, maintenance facilities), and installation of public art commissioned by the City and located on city-owned property.

Regulation, Policy, and Plans: These actions involve creation of, or amendments to, ordinances, standards, regulations and procedures the City has jurisdiction to enforce. These also include actions involving development of area plans or special studies.

Practices: Many of these actions describe efforts or activities the City is already engaged in that should be continued. These also include new efforts or approaches that City staff and/or City officials should consider to achieve the plan vision and goals.

Partnerships: A number of actions recommend strengthening existing or establishing new partnerships with various agencies and organizations to leverage our resources for mutual benefit, increased effectiveness and efficiency. Given limited resources, partnerships are becoming increasingly important in delivering services and implementing projects and initiatives. In addition to allowing resources to be stretched further, partnerships help reach new audiences and expand community engagement.



Consistent Official Controls

As required by Minnesota Statute 473.859, Subd. 4 and to ensure conformity with metropolitan system plans, Bloomington has reviewed the consistency of its official controls with *Thrive MSP 2040*, the Metropolitan Council's *Regional Development Framework*, the metropolitan system plans and the elements of the *Bloomington Comprehensive Plan*.

Bloomington's official controls are consistent with these plans. No significant amendments to land use guiding are needed to accommodate anticipated new growth. Zoning amendments will likely be needed in some cases and will generally occur with specific development proposals. Future infrastructure needs are identified in detailed utility plans and the *Combined Ten-Year Capital Improvement Plan* (CIP). These plans are included as appendices to this comprehensive plan.

8.2 Tools and Programs

Implementation of plan recommendations will be accomplished through a variety of means, as described below.

Bloomington City Code

The City Code comprises numerous local laws that shape the city and its services to ensure safety, maintain property values, and govern private activities. Those most pertinent to development include zoning regulations, subdivision regulations, planned development ordinances, and shoreland standards. Local controls are amended when necessary to address unforeseen circumstances, ensure internal consistency, and accommodate changing needs.

Zoning Controls: The Bloomington Zoning Code establishes a variety of use districts; each with unique sets of use provisions and development standards to regulate the location, type, density, and quality of development. It also describes the procedures for review and approval of development proposals and criteria for consideration of flexibility and/or deviation from the adopted regulations.

All property in the City is assigned a specific zoning district designation, as illustrated on the current zoning map (Figure 8.1). It is important to note that the zoning map is not static; it is routinely updated as zoning amendments are approved. The most current zoning map is available on the City's website at: <https://www.bloomingtonmn.gov/plan/zoning-and-guide-plan-maps>.

Descriptions of the zoning districts, including allowable densities/intensity of use and lot sizes, are summarized in *Table 8.1*.

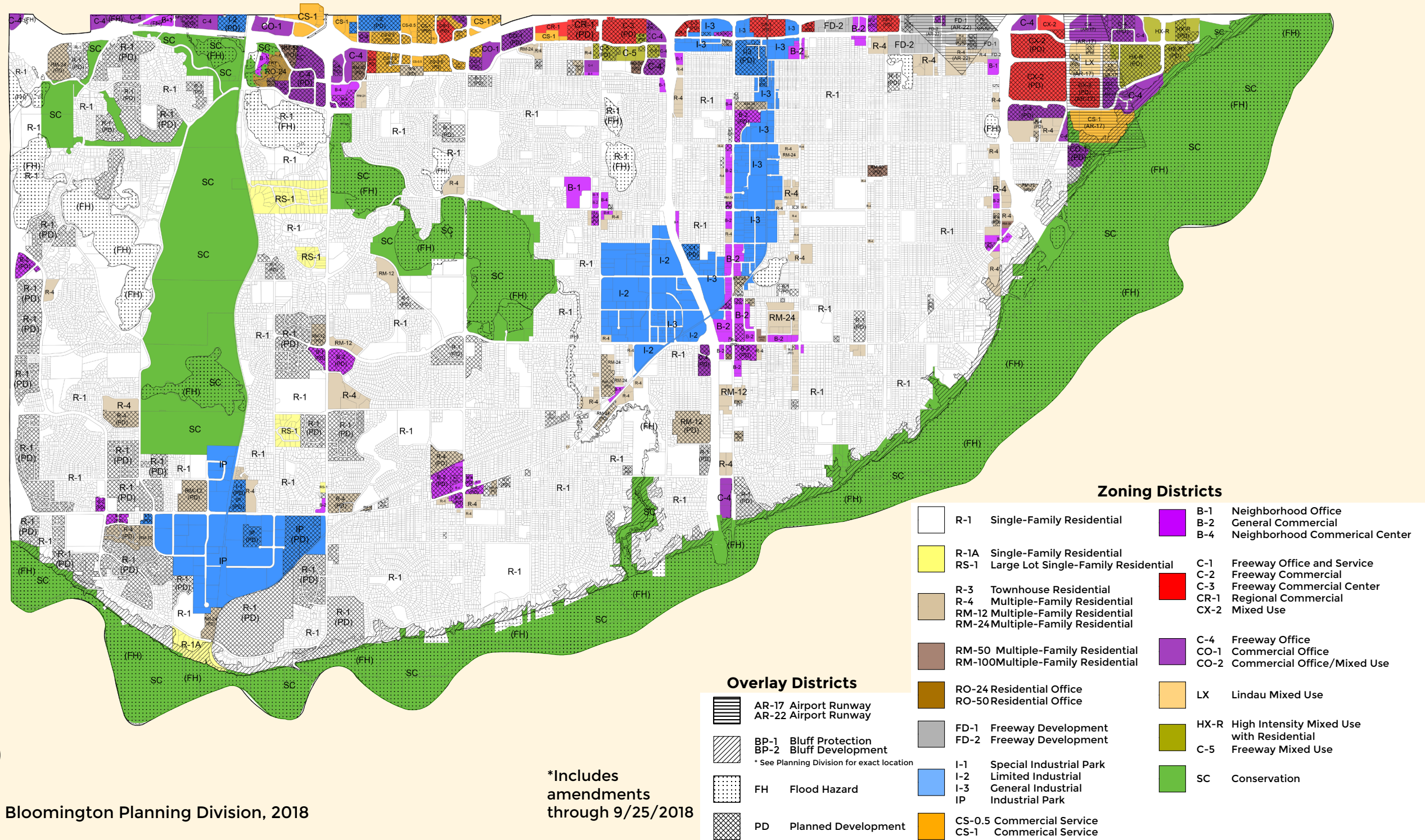
Subdivision Ordinance: The City's subdivision regulations establish physical standards, design requirements, and procedures for the subdivision of land. They also set forth criteria to allow the City Council to consider flexibility in the design of subdivisions.

Table 8.1: Bloomington Zoning Districts

Zoning District	Density/Intensity		Lot Size
	Min	Max	Min
R-1 Single family residential district. Also allows multi-family uses under a planned development and institutional uses.	NA	NA	11,000 sq. ft.
R-1A Large lot single family residential district.	NA	NA	65,000 sq. ft.
RS-1 Large lot single family residential district.	NA	NA	33,000 sq. ft.
R-3 Townhouse residential district.	NA	8 u/ac	20,000 sq. ft.
R-4 Multiple family residential district.	4 d/ac	12 u/ac	40,000 sq. ft.
RM-12 Multiple family residential district.	8 u/ac	12 u/ac	40,000 sq. ft.
RM-24 Multiple family residential district.	12 u/ac	24 u/ac	40,000 sq. ft.
RM-50 Multiple family residential district.	20 u/ac	50 u/ac	80,000 sq. ft.
RM-100 Multiple family residential district.	50 u/ac	100 u/ac	80,000 sq. ft.
HX-R High intensity mixed use district (applies near LRT stations)	1.5 FAR	2.0 FAR	120,000 sq. ft.
RO-24 Residential-office district.	NA	24 u/ac	80,000 sq. ft.
RO-50 Residential-office district.	20 u/ac	50 u/ac	80,000 sq. ft.
SC Conservation district.	NA	NA	NA
B-1 Neighborhood office district.	NA	0.5 FAR	25,000 sq. ft.
B-2 General commercial district.	NA	0.5 FAR	25,000 sq. ft.
B-4 Neighborhood commercial center district.	0.2 FAR	2.0 FAR	40,000 sq. ft.
C-1 Freeway office and service district.	0.4 FAR	1.0 FAR	120,000 sq. ft.
C-2 Freeway commercial district.	NA	0.5 FAR	80,000 sq. ft.
C-3 Freeway commercial center district.	0.5 FAR	1.0 FAR	40,000 sq. ft.
C-4 Freeway office district.	0.4 FAR	2.0 FAR	120,000 sq. ft.
C-5 Freeway mixed use district.	1.0 FAR	1.5 FAR	80,000 sq. ft.
CB Central business district.	NA	NA	NA
B-3 General business district	NA	NA	NA
CR-1 Regional commercial district.	NA	1.0 FAR	2 acres
CO-1 Office district.	NA	1.0 FAR	120,000 sq. ft.
CS-0.5 Office/hotel district.	NA	0.5 FAR	120,000 sq. ft.
CS-1 Office/hotel district.	NA	1.0 FAR	120,000 sq. ft.
CX-2 Mixed use district (applies on Mall of America sites)	NA	2.0 FAR	120,000 sq. ft.
LX Lindau mixed use district (applies in South Loop District)	0.7 FAR	2.0 FAR	NA
FD-1 Freeway development district.	NA	NA	3 acres
FD-2 Freeway development district.	NA	NA	1 acre
I-1 Industrial park district.	NA	NA	3 acres
I-2 Limited industrial district.	NA	NA	2 acres
I-3 Industrial district.	NA	NA	NA
IP Industrial park district.	NA	0.5 FAR	120,000 sq. ft.

Source: City of Bloomington, 2018

Figure 8.1: Zoning Map



Source: Bloomington Planning Division, 2018

Plans and Studies

The City prepares and routinely updates a number of plans and studies that focus on specific areas or topics and outline more detailed and near-term recommendations than typically provided in a comprehensive plan. They augment the Comprehensive Plan by providing detailed analysis and recommended actions. Some of these are formally adopted into the Comprehensive Plan by reference. These plans are adjusted and updated periodically to take into consideration changing circumstances and needs. The most prominent plans are described briefly below. Descriptions of additional plans and studies are provided in the individual plan elements.

City Council Strategic Priorities: In 2016 the City Council identified six strategic priorities to guide the City over the next few years. The One Bloomington plan outlines steps to address issues and opportunities around: community amenities, community image, environmental sustainability, focused renewal, high-quality service deliver, and inclusion and equity.

Development District Plans: Focused development plans have been prepared for areas of the City where significant redevelopment is planned. To date, the City has prepared and adopted district plans for the three areas of the City where the majority of future development is anticipated. These include: Normandale Lake, Penn-American, and South Loop. Recommendations for capital projects in these districts are incorporated into the City's Capital Improvement Plan. More detailed descriptions of these plans are provided in the Land Use element.

Station Area Plans: The City prepared a station area plan to explore the redevelopment potential around the planned METRO Orange Line BRT station, which encompasses the area around the intersection of 98th Street and Lyndale Avenue. The station area plan identifies public infrastructure improvements, particularly to the bicycle and pedestrian realm, to enhance access to the transit station. It also recommends a development vision and property rezoning to foster redevelopment that is transit supportive. The 98th Street Station Area Plan was adopted by the City Council by January 7, 2019.

Functional System Plans: The City has adopted a number of plans that focus on specific infrastructure systems. Some of these plans are required by regional, State, and/or Federal regulations. They are intended to augment the comprehensive plan and provide more detailed analysis and recommendations for improvements to the various infrastructure systems recommended infrastructure improvements are incorporated into *The City's Capital Improvement Plan (CIP)*. Several of these plans (Surface Water Plan, Sewer Plan, Water Plan) are being updated concurrently with this comprehensive plan update and are attached as appendices.

- Bloomington *Comprehensive Surface Water Management Plan* describes the public stormwater system and management practices. It provides direction concerning the administration and implementation of surface water resource activities in the City. This plan is intended to meet the requirements for a local watershed management plan, as required by various watershed districts, metropolitan and state water resource organizations. A full copy of the Comprehensive Surface Water Management Plan is available at: www.BLM.MN/ENG/Water-Resources.

- Bloomington *Wastewater and Comprehensive Sewer Plan* describes the public wastewater system and establishes system goals and policies to guide decisions about the design, expansion, and maintenance of the system. Projections of wastewater flows through the year 2040 are made based upon forecasted growth and are utilized to determine the appropriate capacity and facilities needed for the wastewater system. The plan was prepared in accordance with the requirements of the Metropolitan Council's Metropolitan Land Planning Act. A full copy of the *Wastewater and Comprehensive Sewer Plan* is available at: www.BLM.MN/Utilities-Division
- Bloomington *Water Supply Plan* describes and evaluates the public water supply system. It assesses future water demand through 2040 on the City water supply, storage, treatment, and distribution system. It also describes emergency preparedness procedures and plans for water conservation. A full copy of the *Water Supply Plan* is available at: www.BLM.MN/Utilities-Division.
- *Bloomington Parks and Recreation Master Plan* provides an analysis of demographic, park and recreation trends and identifies enhancements to facilities and programs to respond to changing needs and desires. First prepared in 1973 and last updated in 2008, the focus of the *Parks and Recreation Master Plan* has shifted from building the City's park system to managing and maintaining it in an environmentally and economically sustainable manner. This plan is scheduled to be updated in 2019-20. A full copy of the 2008 *Parks and Recreation Master Plan* is available at: www.bloomingtonmn.gov/pr/park-master-plan.
- *Alternative Transportation Plan (ATP)* describes a comprehensive system for inter- and intra-city travel via walking, bicycling, and other non-motorized transport. It identifies needed enhancements to the City's trail, sidewalk, and roadway system to improve connectivity, safety, and convenience for walkers, bicyclists, and transit users throughout the City. Initially adopted in 2008, an update was adopted in 2016. A full copy of the *Alternative Transportation Plan* is available at: <https://www.bloomingtonmn.gov/cob/alternative-transportation-plan>

Capital Improvement Plan (CIP): The City uses a Combined Ten-Year Capital Improvement Plan (CIP) to prioritize capital expenditures. The CIP is a tool for coordinating long-range physical planning and financial projections to work toward achieving the City's strategic vision and mission over a ten-year period. It describes the forecast capital needs of the City, Port Authority, and Housing and Redevelopment Authority. It provides a detailed description of all capital projects anticipated to be initiated during the ten-year period and identifies associated costs and funding sources. The City updates the CIP annually and coordinates it with development of the operating budget. The CIP is attached to this comprehensive plan Appendix D and is available at: https://www.bloomingtonmn.gov/sites/default/files/media/2018-2027_CIP_FINAL.pdf.

8.3 Funding Sources

Funding to implement plan recommendations may be allocated through the annual budget process or generated through various special funding tools or fees.

General Tax Levy

The General Fund is comprised of property taxes levied for provision of City facilities, services and programs such as infrastructure, community safety, planning, prevention and maintenance, and quality of life programs. Property taxes are also levied to pay debt service and tax abatement and to support recreational facilities, the Fire Pension Fund and community strategic priorities initiatives supported by the City Council.

Targeted or Special Funding Tools

These funds apply to specific activities or locations.

Special Assessments: These funds are used to pay for specific infrastructure projects such as street reconstruction and utility upgrades. The funds are collected from property owners who directly benefit from these projects, typically as a result of immediate adjacency.

Park Dedication: When property is subdivided, the developer/owner is required to contribute toward the City's park system in proportion to the relative burden the new development will place upon the system. The dedication may be in the form of land or cash payment. Revenue from park dedication may be used for acquisition and improvement of land for parks, playgrounds, trails, wetlands, or public open space.

Tax Increment Financing (TIF): This type of financing is intended to induce redevelopment in areas where private market investment might otherwise not occur and new development will provide a net positive public benefit. State Statutes define criteria for establishing TIF districts. Once established, increased property taxes from new development within a TIF district are earmarked to finance public infrastructure (e.g., streets, sewers, parking facilities) and/or to assist with land assemblage or site preparation to incentivize new private development. TIF districts are established for a finite period – typically 15-20 years - based on the anticipated time needed to pay for the improvements. Tax increment financed projects must be included in the City's Capital Improvement Plan.

Tax Abatement: Similar to TIF, cities can use property tax abatement to earmark tax revenue for economic development that provides public benefits (e.g., job creation, public infrastructure, blight removal). Like TIF, tax abatement involves designation of a specific area where taxes can be abated during a defined period of time. Tax abatement revenue may be derived from City property taxes alone or from revenue collected from one or more jurisdiction's (City, County, school district) share of local property taxes. The City currently has one tax abatement district established to fund public improvements recommended in the Normandale Lake District Plan.

South Loop Development Fund: This fund is comprised of liquor and lodging taxes, which, by State law, can be used to fund public improvements in the South Loop District. The City Council further requires that these funds only be used for projects that comply with the goals of the South Loop District Plan and that they be used

primarily for improvements where other public funding sources are not available.

Grants and Intergovernmental Funds: The City routinely applies for grants to provide full or partial funding for specific projects and programs. Some grants are earmarked for specific infrastructure and development projects (e.g., Livable Communities Grants, Safe Routes to Schools). Others may focus on programs related to policies, practices and services. Some projects are eligible for State and/or Federal aid. In some cases, the City must provide matching funds to receive grants or aid.

Fee Revenue

The City collects various fees to offset the cost of administering and enforcing compliance with various permits and licenses. Some of the most common fees related to development and service provision in the City include:

Utility Fees: These include fees charged to cover operations and future capital costs for water and sewer service, storm water management and the City-wide recycling and solid waste programs. Utility funds are modeled out 15 years to ensure rates remain in line with operating and capital needs.

Program Income: Program income includes funds received from fee-supported services such as greens fees, pool admissions, sport team fees, and health examination fees. Fees are reviewed annually by the City Council and increased as necessary to match the cost of service provision.

Permits and License Fees: Permits are required for most construction projects and major remodeling projects. Licenses are required for certain businesses such as taxi cabs, liquor sales, and to keep cats and dogs in the City.

Cable Franchise Fee: These fees are paid by cable television franchise participants in the City of Bloomington based on gross receipts of Cable TV services.

8.4 Implementing Partners

Implementing all the recommendations in the comprehensive plan is too big a task, and its success is too important, for the City to accomplish alone. Many recommendations involve many partners –directly and indirectly – to successfully implement. While the partners described below are all governmental agencies, working with community residents, businesses, and private and non-profit organizations to leverage resources and initiative is critical to achieve the vision and goals described in this plan.

State and Federal Government: The State of Minnesota and the Federal Government have jurisdiction over property and facilities located in the City of Bloomington that they own or have direct control over. The State and Federal Government often provide support for City projects through grants. The City sometimes serves as the implementing agency for State and Federal regulations within Bloomington.

Regional Agencies/Hennepin County: Regional and County agencies have jurisdiction over numerous facilities located in the City. The primary regional partners include

Hennepin County (roads, trails, libraries), Three Rivers Park District (parks, trails), various watershed management organizations, Metro Transit, Metropolitan Airports Commission, and the Metropolitan Wastewater Commission.

The City routinely partners with Hennepin County and other regional agencies on the design, funding, and construction of public infrastructure improvement projects (e.g., roads, parks, trails, sewers). We also work cooperatively to coordinate enforcement of various regulations.

Bloomington Port Authority: The Port Authority is a public corporation created in 1981 to enable redevelopment. It is governed by a seven-member board, including the Mayor and one additional council member. The Port currently operates within three development districts, the largest being the South Loop District. It administers Tax Increment Financing (TIF) districts and has authority to levy property taxes and issue bonds. It can also provide assistance to companies looking to locate or expand in Bloomington and works with Hennepin County and the State to administer their grant and loan programs for qualifying businesses.

Bloomington Housing and Redevelopment Authority (HRA): The HRA helps provide affordable housing opportunities for those who are not adequately served by the marketplace, coordinates the City's efforts to preserve existing neighborhoods and promotes development and redevelopment that enhances Bloomington. The HRA accomplishes its mission through various programs: rental assistance, housing rehabilitation loans, first-time home buyer assistance and other development and redevelopment programs. Funding comes from federal, state, regional and local sources. The Housing and Redevelopment Authority (HRA) is governed by a five-member commission appointed by the City Council.

School District: The City and the Bloomington School District (ISD #271) have a long-standing, supportive and collaborative relationship rooted in a shared understanding that strong schools are integral to a strong community. The City partners and coordinates with the School District in many areas, including: data sharing; shared use and maintenance of athletic fields, playgrounds, gyms; provision of youth recreation programs; and implementation of Safe Routes to Schools projects.

8.5 Timing and Phasing

The comprehensive plan has a long-term focus with a 20-year planning horizon. While several of the plan recommendations are intended to be implemented in the foreseeable future, others will not be implemented for 10 years or more. Implementation timing is dependent on available staff and funding resources.

Annual Work Plans: Several City commissions prepare annual work plans that outline near-term priority tasks. These are approved by the City Council and are used to allocate staff resources for projects beyond routine or required staff functions. Most special studies and new initiatives are defined and prioritized via annual work plans.

Policy & Regulatory Amendments: No land use amendments are proposed or required to accommodate the forecast growth and redevelopment vision proposed in this Plan. A few minor land use amendments are recommended to better align the existing land use and zoning with land use guide designations. These amendments are incorporated into the Future Land Use map (Figure 2.10). In some cases, zoning amendments will be needed and will generally occur with specific development proposals. Proactive amendments to land use and/or zoning are commonly done in conjunction with adoption of a district plan, focused study, or station area plan.

Infrastructure Improvements: Implementation of the recommendations in this plan related to public infrastructure and facilities is coordinated through the annual CIP, which aligns funding with capital projects. The current CIP (2018-2027) was adopted by the City Council in March 2018 and identifies projects to be completed in the near term (2018-2022), mid term (2023-2027), and future (beyond 2027). It also includes several ongoing efforts. These include “best practices”, routine evaluations and maintenance. The full CIP is included in the Appendix D. A summary of infrastructure and facilities projects for implementation in the next ten years (2018-2027) is provided in Table 8.2.

Table 8.2: Highlights of Combined 10-Year Capital Improvement Plan, 2018-2027

Near-term 2018-2022	
Project	Category
Old Cedar Avenue Trailhead	Alternative Transportation
Nokomis - MN River Trail	Alternative Transportation
84th Street Pedestrian Bridge Replacement	Alternative Transportation
East Bush Lake Road Multi-Modal Connection	Alternative Transportation
Hyland Trail Connection to Nine Mile Creek Trail	Alternative Transportation
Neighborhood Enhancement Park Improvement	Park Development
Bloomington Ice Garden Improvements	Park Development
Mn River/State Trail Connections	Park Development
I494 & I35W Interchange Improvements	Surface Transportation
Knox & American Transit Impr (Orange Line)	Surface Transportation
WB access to I-494 at East Bush Lake Road	Surface Transportation
Normandale Blvd (86th St to 94th St)	Surface Transportation
Old Shakopee Road & Old Cedar Ave Intersection	Surface Transportation
W. 106th St. Street Improvements @ I-35W	Surface Transportation
Fire Station #3 Rebuild	South Loop
Creative Placemaking Initiatives	South Loop
Mn River Valley Trail Heads and Connections	South Loop
24th Avenue Corridor	South Loop
American Blvd at International Drive	South Loop
24th Avenue Transit Station	South Loop
28th Ave (South Loop) Sanitary Sewer Capacity Improvements	Sewer, Water, and Storm Water
NE Penn Drainage Storm Sewer Improvement	Sewer, Water, and Storm Water
Meter Change Program	Sewer, Water, and Storm Water
Community Center	City Facilities
Fire Station #2 (2019)	City Facilities
Fire Station #4 (2021)	City Facilities
Civic Plaza Roof	City Facilities
New Equipment Maintenance Garage	City Facilities
Public Health Facility	City Facilities

Mid-term 2023-2027	
Project	Category
Xerxes Avenue Corridor Bikeway	Alternative Transportation
Portland Avenue Corridor Bikeway	Alternative Transportation
Nine Mile Creek Regional Trail	Alternative Transportation
TH 77/494 CD Access at Thunderbird Road	South Loop
Filter Rehab	Sewer, Water, and Storm Water
Meter Change Program	Sewer, Water, and Storm Water
28th Ave (South Loop) Sanitary Sewer Capacity Improvements	Sewer, Water, and Storm Water
84th Ave Sanitary Sewer (EBLR, Normandale, Norman Ctr Dr, Stanley)	Sewer, Water, and Storm Water
Fire Station #5 (2024)	City Facilities
Fire Station #6 (2027)	City Facilities
Civic Plaza Perimeter Heating System	City Facilities
Animal Shelter	City Facilities
Old Shakopee Road & Old Cedar Ave Intersection	Surface Transportation
Ongoing	
Project	Category
PMP ROW Trails Program	Alternative Transportation
Various Park & Facilities Improvement	Park Development
Pavement Management Program (PMP)	Surface Transportation
Storm Sewer Maintenance	Sewer, Water, and Storm Water
NPDES/TMDL Projects	Sewer, Water, and Storm Water
CSWMP/WPMP Improvements	Sewer, Water, and Storm Water
Storm Main Asset Renewal/Replacement	Sewer, Water, and Storm Water
Well Rehabilitation	Sewer, Water, and Storm Water
Water Main Asset Renewal/Replacement	Sewer, Water, and Storm Water
Water System - Reservoir Restoration	Sewer, Water, and Storm Water

Source: City of Bloomington – Combined Ten-Year Capital Improvement Plan, 2018–2027.

