



## Section 5

# IMPLEMENTATION PLAN

For any planning document to be effective, clear steps and actions must be proposed to implement the plan recommendations. This chapter of the *South Loop District Plan* summarizes the key recommendations described in the **Signature Elements, Section 3.2, pages 3.13-3.36**, and **Development Framework, Section 3.3, pages 3.37-3.86**, and outlines an implementation phasing and general funding 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 to start the physical transformation of South Loop to a walkable suburban center, others will not be implemented for 20 years or more. This chapter organizes the recommended public improvement projects into short, mid-term, and long-term time frames.

Christopher Leinberger, author of *The Option of Urbanism, Investing in a New American Dream*, advises that getting the right infrastructure installed to establish a suburban walkable district is a three-step process.

- The first step, transit connections, is substantially in place in the South Loop. This plan addresses adding transit connections to additional destinations and enhancing the experience for transit passengers – to make transit an easy choice.
- The second step involves creating zoning districts around the transit stations that will allow for greater density and mixed use development. Some of this zoning has already been accomplished by application of the High-Intensity Mixed Use with Residential District (HX-R) in the area around the intersection of 34th Avenue and American Boulevard, which includes Bloomington Central Station (BCS). Other zoning modifications are in the short-term implementation plan.
- The third step is to implement and manage improvements. This chapter details the infrastructure needed to implement this plan.

### 5.1 Summary of Plan Recommendations

Public resources will be primarily used to offset the extraordinary costs of higher-density, mixed-use, transit-oriented development by investing in structured parking and related transportation and placemaking



**Metro Transit's 28th Avenue Park & Ride ramp opened in 2008.**

infrastructure. The recommended improvements described in the *Signature Elements, Section 3.2, pages 3.13-3.36*, and *Development Framework, Section 3.3, pages 3.37-3.86*, are summarized in *Table 5.1, pages 5.2-5.4*. The anticipated time frame and the estimated cost have been identified for each action. The total estimated cost for short-term improvements through 2019 is approximately \$85 million. This amount is in addition to on-site public parking ramps and related improvements related to Mall of America (MOA) and BCS. Funding for implementation of the mid-term and long-term improvements is speculative given the extended time frame. Specific cost estimates and funding sources for mid-term and long-term improvements will be identified in future years in conjunction with proposed private developments, the City’s capital improvement budget process, and *District Plan* updates.

**Table 5.1 Summary of Proposed Public Improvements in the South Loop District**

Public Improvement	Category <sup>1</sup>	Timing <sup>2</sup>	Initial Cost in 2011 Dollars	Annual Maintenance Cost in 2011 Dollars
<b>Roadway</b>				
<i>Transportation Utility Study</i> – Determine how to fund street infrastructure for portions of project where development hasn’t occurred	S	ST	\$50,000	
Local ITS (intelligent roadway systems) – Electronic wayfinding signage on local roads	C	ST	\$2,200,000	\$25,000
34th Avenue/ I-494 – Construct diverging diamond interchange	C	ST	\$6,000,000	\$5,000
TH 77/Lindau/IKEA Way – Nordstrom Safety Improvement	C	ST	\$1,500,000	\$2,500
Lindau Link – Construct Lindau Lane from 24th to 30th Avenues	C	ST	\$11,000,000	\$40,000
Lindau Lane lowering – Lower road from TH 77 to 24th Avenue for Mall of America II	C	ST	\$32,000,000	\$10,000
30th Avenue – Rebuild from American Boulevard to E. Old Shakopee Road	C	ST	\$4,000,000	\$10,000
Thunderbird Road/I-494 – New access in/out	C	MT	\$7,000,000	\$500
28th Avenue – Add on-street parking and green infrastructure	C	MT	\$1,000,000	\$10,000
Street grid network and associated Complete Street improvements	C	OG		
<b>Transit</b>				
MOA Transit Station – Expand bus capacity and bring station ‘out’	C	ST	\$6,000,000	\$ –
Transit signal priority for Bus Rapid Transit	C	ST	\$75,000	\$5,000
Identify bus layover area	O	MT		\$ –
Enhanced transit stops throughout District	C	OG	\$2,000,000	\$ –
<b>Sanitary Sewer</b>				
<i>Sanitary Sewer Cost Apportionment Study</i>	S	ST	\$50,000	NA <sup>3</sup>
Improvements as noted in <i>Sewer Master Plan 2010</i>	C	MT	\$ 12,757,500	\$ –

**Table 5.1 Summary of Proposed Public Improvements in the South Loop District *continued***

Public Improvement	Category <sup>1</sup>	Timing <sup>2</sup>	Initial Cost in 2011 Dollars	Annual Maintenance Cost in 2011 Dollars	
<b>Water Distribution System</b>					
<i>Water Distribution System Cost Apportionment Study</i>	S	ST	\$10,000	NA	
Trunk water main – 82nd Street from 13th Avenue to TH 77	C	MT	\$1,200,000		
<b>Stormwater Management</b>					
Street sweeping – Institute bimonthly sweeping as BMP (best management practice), added aesthetic benefit	P	ST	\$250,000	\$20,000	
Support U.S. Department of Fish and Wildlife (USFW)/Minnesota Department of Natural Resources study of Bass Ponds stormwater wetlands	S	MT	\$75,000	\$ –	
Long Meadow Circle outfall – Reline pipe and install basin and energy dissipation	C	MT	\$250,000	\$1,000	
Promote infiltration BMPs on public and private sites	P	OG		\$ –	
<b>Pedestrian and Trail</b>					
Pedestrian bridge over Killebrew Drive at 21st Avenue through Radisson Blu Hotel ramp	C	ST	\$3,900,000	\$25,000	
Increased level of service for sidewalk snow clearing in walkable areas	P	OG		\$35,000	
Convert street lights to energy-efficient, pedestrian-scale lighting	C	MT	\$450,000	\$(75,000)	
Minnesota River State Trail	C	MT	\$4,000,000	\$ –	
Refuge Trail – Continue to work with USFW to expand trail system	C	OG	\$250,000	\$5,000	
Trailhead at 34th Avenue and East Old Shakopee Road with connection trail to below bluff	C	MT	\$250,000	\$5,000	
Pedestrian bridge over 34th Avenue at East 78th Street	C		LT	\$3,500,000	\$25,000
Refuge trailheads – Four entrance kiosks and connecting trails leading into Minnesota Valley Natural Wildlife Refuge	C	OG	\$1,000,000	\$20,000	
<b>Parks and Placemaking</b>					
24th Avenue at Lindau Lane – Streetscape, public art, gathering area/plaza	C	ST	\$500,000	\$15,000	
24th Avenue at E. 82 Street – Streetscape, public art, gathering area/plaza	C	ST	\$250,000	\$7,500	
Park, trailhead, and trail near Ike’s Creek	C	ST	\$1,900,000	\$25,000	
Park/playground north of 86th Street, west of E. Old Shakopee Road	C		LT	\$600,000	\$25,000
Park/playground within 34th Avenue neighborhood east of 34th Avenue	C		LT	\$600,000	\$25,000
Park/playground within 34th Avenue neighborhood west of 34th Avenue	C		LT	\$600,000	\$25,000

Table 5.1 Summary of Proposed Public Improvements in the South Loop District *continued*

Public Improvement	Category <sup>1</sup>	Timing <sup>2</sup>	Initial Cost in 2011 Dollars	Annual Maintenance Cost in 2011 Dollars
<b>Land Use and Zoning</b>				
Amend <i>Comprehensive Plan</i> and land uses	P	ST		\$ -
Amend Zoning – New zoning districts and standards	P	ST		\$ -
<b>Redevelopment</b>				
MOA parking and related improvements	O	OG		\$ -
Bloomington Central Station parking and related improvements	O	OG		\$ -
Sell Alpha Business Center parcels	O	ST		\$ -
Assist with marketing Metropolitan Airport Commission-owned parcels	O	ST		\$ -
<i>Business Improvement District Study</i> – Determine applicability to District	S	ST		\$ -
<b>Sustainability</b>				
<i>District Energy Study</i>	S	ST	\$250,000	\$ -
<i>Shared Parking Study</i>	S	ST	\$75,000	\$ -
Transit-oriented, urban-density Tax Increment Financing – Lobby, promote and support legislation	P	ST		\$10,000
Sustainable Building Code – Support sustainable improvements to state codes	P	OG		\$ -
<b>Branding and Communication</b>				
District signage branding – Study, construct gateway signage and pedestrian wayfinding	S	ST	\$450,000	\$5,000
Marketing South Loop – Website, video, social media, etc.	O	ST	\$35,500	\$5,000
Semaphores – Bronze paint scheme	C	OG	\$25,000	\$2,500
	<b>Short Term Total</b>		\$84,945,500	

<sup>1</sup> Category type: C (Construction of infrastructure project); S (Study); P (Policy directive); O (Other)

<sup>2</sup> Timing: OG (Ongoing or along with development); ST (Short term, 1-7 years); M (Medium term, 8-19 years); LT (Long term, Greater than 20 years);

<sup>3</sup> NA (Not applicable)

Source: City of Bloomington, 2012.

In addition to improvements inside the District, there are a number of public improvements proposed in the area surrounding the South

Loop that contribute to the future development and access to the District. These are listed in **Table 5.2, below.**

**Table 5.2  
Proposed Public Improvements Outside South Loop District**

Improvement	Timing	Lead Agency
Construct tunnel under TH 77 north of I-494, to extend 77th Street from Richfield to 24th Avenue	Unknown – possibly by 2020	City of Richfield
Terminal 2 (Humphrey) gate expansion and additional parking	2010 to 2030 in 4 phases	Metropolitan Airports Commission
Cedar Avenue Bus Rapid Transit (BRT)	2013	Minnesota Valley Transit Authority
East-west BRT route connecting Mall of America transit station and Southwest transit station in Eden Prairie with stops along American Boulevard	2020+ (depends on State funding)	Metro Transit
Inter-City Regional Trail from Minneapolis to 86th Street	2014	Three Rivers Park District
Old Cedar Bridge/Berm	Unknown	City of Bloomington

Source: City of Bloomington, 2012.

## 5.2 Phasing Plan

Implementation of the plan recommendations is divided into three broad phases. In addition to the items below, improvements directly related to development proposals will occur as developments are approved. Structured parking is the most costly and the most important improvement for increasing density and establishing the walkable character of the South Loop. Using public resources for structured parking will be evaluated on a case-by-case basis. Initially, priority will be given to sites in the “L.” See **Section 3.3 Framework Components, pages 3.37-3.86.**

### Short Term (2012-2019)

Short term improvements focus on the Lindau Lane/Link, the 34th Avenue/I-494 interchange projects, a park and MVNWR trailhead adjacent to Forest Glen Park (southwest corner of East Old Shakopee Road and Killebrew Drive), and redeveloping

parcels along Lindau Link between 24th and 30th Avenues. Short term improvements also include upgrading the Mall of America transit facility, a pedestrian bridge over Killebrew Drive, sidewalks/trails, boulevard trees, public utilities, and lighting, district identification and wayfinding



Credit: ISA and Metro Transit

Proposed street entrance will enhance renovation of the MOA Transit Station.

signs, and other items as shown in **Table 5.1, pages 5.2-5.4, and Table 5.3, pages 5.6-5.8.** Several studies will be prepared during this phase for public improvements that will occur in subsequent phases (for example, district identification and wayfinding signs). Key planning tasks that will be completed during this phase include amending the *Land Use Guide Plan* and corresponding zoning changes, including creation of two new land use categories and corresponding zoning districts.

### Mid Term (2020-2029)

This phase is anticipated to begin when development of the “L” is nearing completion. Mid-term improvements focus on additional Minnesota Valley Natural Wildlife

Refuge trailheads, sidewalks/trails, boulevard trees, public utilities, lighting and completion of the wayfinding sign system.

### Long Term (2030+)

These improvements will be associated with parcels that develop or redevelop after 2030. Cost estimates for these improvements are not included in the proposed financing strategy, but will be identified in future updates of this *District Plan*. Streetscape improvements will occur when new roads are constructed or existing road segments require major repair or reconstruction. Likewise, implementation of new parks will occur in conjunction with development of adjacent parcels.

**Table 5.3 Short Term Improvements – First Phase 2012 to 2014**

Projects	Initial Cost in 2011 Dollars	Likely Funding Source <sup>1</sup>	Timing	Critical Path Activity	Managing Department
<b>Roadway</b>					
1 <i>Transportation Utility Study</i> – Determine how to fund street infrastructure for portions of project where development hasn’t occurred	\$50,000		2013	Study	Public Works
2 Local ITS (intelligent roadway systems) – Electronic wayfinding signage on local roads in South Loop	\$2,200,000	LL, AS	2012 2014	RFP Construct	Public Works
3 34th Avenue/ I-494 – Construct diverging diamond interchange	\$6,000,000	LL, OA, GR	2012 2013	Design Construct	Public Works
4 TH 77/Lindau/IKEA Way – Nordstrom Safety Improvement	\$1,500,000	LL, GR	2012 2014	Design Construct	Public Works
5 Lindau Link – Construct Lindau Lane from 24th to 30th Avenues	\$11,000,000	LL, GR	2012-13 2013-14	Design Construct	Public Works
6 Lindau Lane lowering – Lower road from TH 77 to 24th Avenue for Mall of America II	\$32,000,000	LL, TIF	2012-13 2013-14	Design Construct	Public Works
7 30th Avenue – Rebuild from American Boulevard to E. Old Shakopee Road	\$4,000,000	LL, GR	2013 2014	Design Construct	Public Works

**Table 5.3 Short Term Improvements – First Phase 2012 to 2014 *continued***

	Projects	Initial Cost in 2011 Dollars	Likely Funding Source <sup>1</sup>	Timing	Critical Path Activity	Managing Dept.
<b>Transit</b>						
1	MOA Transit Station – Expand bus capacity and bring station ‘out’	\$6,000,000	LL, OA	2012	Master Plan	Port Authority
				2014	Construct	Public Works
2	Transit signal priority for Bus Rapid Transit	\$75,000	OA	2014		Public Works
3	Enhanced transit stops throughout District, excluding Lindau Link	\$2,000,000	OA	2014-15		Public Works
<b>Sanitary Sewer and Water Distribution System</b>						
1	Sanitary sewer/potable water cost apportionment study	\$60,000	SL	2012	Study	Public Works
2	Sanitary sewer improvements at Killebrew Drive/East Old Shakopee Road/24th Avenue South	\$1,000,000	GR	2013	Design	Public Works
<b>Stormwater Management</b>						
1	Street sweeping – Institute bi-monthly sweeping as BMP (best management practice), added aesthetic benefit	\$250,000	LL, SU	2012	Study	Public Works
				2013	Implement	
<b>Pedestrian and Trail</b>						
1	Pedestrian bridge over Killebrew Drive at 21st Avenue through Radisson Blu Hotel ramp	\$3,600,000	LL, GR, AS	2013	Construct	Public Works
2	Old Cedar Bridge/Berm – Construct land crossing in lieu of new bridge	\$9,000,000	GR, OA	TBD	Approval	Public Works
3	Increased level of service for sidewalk snow clearing in walkable areas			2013		Public Works
4	Refuge Trail – City continues to work to expand trail system below, but near, bluff edge	\$250,000	AS	2013	Plan	Parks and Rec
					Construct	Public Works
5	Refuge trailheads – Three of four entrance kiosks and trail leading into Minnesota Valley Natural Wildlife Refuge (Kelly Farm with development)	\$1,000,000	LL	2013	Plan	Parks and Rec
					2014	Construct
<b>Parks and Placemaking</b>						
1	24th Avenue at Lindau Lane – Streetscape, gathering area/plaza	\$500,000		2014	New Dev.	Planning/Public Works
2	24th Avenue at 82 Street – Streetscape, gathering area/plaza	\$250,000		2014	New Dev.	Planning/Public Works
3	Public art planning	To be announced		2013		Bloomington Center for the Arts
4	Park, trailhead, and trail near Ike’s Creek	\$1,900,000	LL, PD	2013		Parks and Rec
<b>Land Use, Zoning and Redevelopment</b>						
1	Amend <i>Comprehensive Plan</i> – Adopt <i>South Loop District Plan</i> into <i>Comprehensive Plan</i>			2012	Adoption	Planning
2	Amend Zoning – New zoning districts and descriptions, and standards (including less setback, shared parking, stormwater ditches, urban design guidelines) and apply to parcels			2012	Approval	Planning
3	Sell Alpha Business Center parcels			2012	Marketing	Port Authority
4	Assist with marketing Metropolitan Airport Commission parcels			2012	Marketing	Port Authority



**Table 5.3 Short Term Improvements – First Phase 2012 to 2014 *continued***

	Projects	Initial Cost in 2011 Dollars	Likely Funding Source <sup>1</sup>	Timing	Critical Path Activity	Managing Dept.
<b>Sustainability</b>						
1	District Energy Study	\$250,000	LL, GR	2012		Port Authority
2	Shared Parking Study	\$75,000	SL	2013		Port Authority/ Public Works
3	Transit-oriented, urban-density Tax Increment Financing – Lobby, promote and support legislation			2012-14		Port Authority
<b>Branding and Communication</b>						
1	District signage branding – Study, construct gateway signage and pedestrian wayfinding	\$450,000	LL	2014	RFP/ Design	Planning
				2014-15	Construct	Public Works
2	Marketing – Website, video, social media, etc.	\$35,500	LL	2012		Communications

<sup>1</sup> Funding source: LL (Liquor and Lodging, aka 435); PD (Park Dedication Fund); AS (Assessment); ITF (Tax Increment Financing); SL (South Loop Permit Surcharge); OA (Other agency); GR (Grant); SU (Storm Utility); SP (Strategic Priorities)

Source: City of Bloomington, 2012.

## 5.3 Implementation Partners and Funding

Walkable, mixed use districts with a high level of amenities and multiple property owners are difficult and complex to build. Implementing all the recommendations in the South Loop District Plan is too big a task and its success is too important for the City to accomplish alone. Partners are needed for their perspectives, to help with the funding, and to work with the City on implementation.

Several partners may be directly involved in implementing and funding South Loop improvements, including:

### State and Federal Government

The City periodically applies for State and Federal grants for large infrastructure projects. Such grants were recently awarded for the Lindau Lane corridor project and the 34th Avenue/I-494 interchange project. These two grants total nearly \$20 million.

### Hennepin County

The City and Hennepin County have partnered on public improvement projects in South Loop, such as improvements for Bloomington Central Station and Polar Semiconductor. The City intends to continue partnering with Hennepin County on other improvements in the District, specifically for projects that create new employment and benefit from the exceptional transit infrastructure in South Loop.



## City of Bloomington

The City's development contracts with the Mall of America and McGough Development (Bloomington Central Station) include commitments to use tax increment financing (TIF) for public improvements that facilitate the development and accomplish the City's goal of increasing the district's density. Additional on-site taxes are available to fund Mall-related public improvements.

In addition, this implementation plan proposes to use funds from existing city-wide Liquor and Lodging taxes, park dedication, building permit fees for environmental study, utility funds and special assessments. By policy, the City will place the highest priority on using these resources for improvements that help offset the extraordinary costs of high density development such as structured parking, transit improvements, place making features, skyways and parks, public spaces and some key transportation improvements.

State law requires these Liquor and Lodging revenues to be used within the South Loop District. By policy, the City Council has determined that use of the Liquor and Lodging funds must comply with goals of the South Loop District Plan and be primarily used for improvements related to developments where other public improvement funding sources are not available.

The City Council will establish and apply criteria and guidelines for

the use of public resources based on the source of the public funding and how the public improvements accomplish the goals and objectives in this plan. The highest priority for spending public funds will be to transform sites in the district from suburban to urban densities and to establish this density pattern along the Lindau Link spine.

## Developers and Property Owners

Developers will ultimately be the ones who realize the vision for South Loop as a reality. Their participation and financial involvement in building public infrastructure (usually in the form of Special Assessments), as well as private improvements that complement the public space, will be necessary and crucial to the success of South Loop. *See sidebar.*

## Business Improvement District

High-amenity, mixed use districts typically require a group of stakeholders to help maintain and manage the district. One way to accomplish stakeholder engagement and funding for high level services is a nonprofit business improvement district (BID). BIDs raise operating revenues by having property owners voluntarily raise their property taxes. In return, BIDs provide services that a majority of the property owners want such as additional street and sidewalk maintenance, landscaping, managing parking, removing snow, and providing branding and marketing. For the



## Size improvements for future needs

When street or utility improvements are constructed, it is prudent to size those improvements to accommodate forecast development. For example, installing an 18-inch sewer pipe has a similar cost to installing a 15-inch pipe, but installing the incremental capacity later would double the total cost. Assessments are a common tool used to pay for infrastructure improvements that increase private property's value. Since future development may not occur for years, owners of sites with development potential routinely object to assessments based on future development. Deferred assessments could be used to mitigate this concern. A change to state law, allowing assessments to be deferred on any property, would allow the City to construct appropriately-sized improvements and the property owners would only pay for their share of those improvements at the time development occurs.

City's part, linking the establishment of a BID to a substantial, focused public investment program like the ones described in this section can be a highly effective tool to bring merchants and property owners on board. Other cities have learned that linking substantial public investment to the establishment of a BID is a highly effective strategy to bridge organizational hurdles connected with bringing property owners together.



Credit: SRF Kinley-Horn Associates

**Proposed Lindau Link in 2030 illustrates public street improvements.**