

## GENERAL INFORMATION

Applicant: Ryan Companies (applicant)  
The Toro Company (owner)

Location: 8001, 8011 and 8015 Grand Ave South  
351 American Blvd W  
8111 Lyndale Ave S  
See application materials – 40+ total parcels

Request: Rezone several parcels from R-1 to I-3(PD) and 351 American Blvd. W. from I-3 to I-3(PD), Preliminary and Final Plat, and Major Revision to the Preliminary and Final Development Plan for the Toro Corporate campus planned development

Existing Land Use and Zoning: Industrial, office, vacant residential land; zoned R-1, I-3, and I-3(PD)

Surrounding Land Use and Zoning: North – Single Family Residential, Retail, Warehouse, and Auto Repair; zoned R-1 and I-3  
South – Single Family Residential and Office/Warehouse; zoned R-1 and I-3  
West – Single-Family Residential, Hotel, and Bank; zoned R-1, I-3, and FD-2(PD)  
East – Railroad, Auto Repair, Single Family Residential, Office/Warehouse and Service; zoned I-3

Comprehensive Plan Designation: Industrial

## HISTORY

City Council Action: 05/16/94 – Approved rezoning for 23 properties from B-1 and R-1 to I-3 and final site and building plans for a parking lot (Case 4788AB-94).

City Council Action: 07/01/96 – Approved rezoning from I-3 to I-3(PD), preliminary development plan for Phase I and II (parking ramp, building additions and an office building) and final development plan for Phase I (parking ramp and building additions) (Case 4788A-96).

City Council Action: 08/04/97 – Approved rezoning 13 properties from R-1 to I-3(PD) for a product testing area (Case 4788A-97).

City Council Action: 07/01/13 – Approved rezoning from B-1, R-1, and I-3 to I-3(PD), a major revision to PDP, and FDP to construct a new 75,000 square foot office building and a 282 space parking lot (Case 4788ABC-13).

City Council Action: 07/01/13 – Approved a variance from rooftop screening requirements on an existing building (Case 4788C-14).

### CHRONOLOGY

Planning Commission	07/21/16	Continued to August 4, 2016 meeting
Planning Commission	08/04/16	Recommended City Council approval of the rezoning, preliminary and final plat, and major revision to the preliminary and final development plan
City Council	09/12/16	Public hearing scheduled

### DEADLINE FOR AGENCY ACTION

Application Date:	06/15/16
60 Days:	08/14/16
120 Days:	10/13/16
<b>Applicable Deadline:</b>	<b>10/13/16 (Extended by City)</b>
Newspaper Notification:	Confirmed – (07/07/16 and 09/01/2016 Sun Current – 10 day notice)
Direct Mail Notification	Confirmed – (500 foot buffer – 10 day notice)

### STAFF CONTACT

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### PROPOSAL

The Toro Company is proposing an expansion of their corporate campus planned development. The most recent expansion was in 2013 when the City Council approved a 75,000 square foot

office building and associated parking lot. To accomplish this corporate campus plan, the Toro Company is proposing the following:

- A preliminary and final plat to combine contiguous Toro-owned parcels east of Lyndale Avenue, south of American Blvd., and west of Grand Avenue into one lot;
- Rezoning vacant single-family properties from R-1 Single Family Residential to I-3 General Industrial (Planned Development) to incorporate land into the planned development;
- Major revision of the preliminary development plan (PDP) to establish a corporate campus plan incorporating several Toro buildings and vacant residential properties, identifying future office renovations, site improvements (sidewalks, parking lots, landscaping, stormwater management), equipment testing grounds, proof of parking, and potential partial right-of-way vacation of Grand Avenue, and a future cul-de-sac;
- Major revision to the final development plan (FDP) to convert an existing warehouse building located at 351 American Blvd. to office, modify the building's exterior, construct a 82-stall parking lot expansion to serve the new office space and mill and overlay existing loading area; and install a sidewalk to connect the existing office complex to the 351 American Blvd. building;
- Reconfigure proof of parking due to the parking lot expansion for the 351 American Blvd. office conversion;
- Vacating W. 80<sup>th</sup> Street west of Grand Avenue and remnant alley accesses; and
- A right-of-way use agreement to use the Pleasant Avenue right-of-way for equipment storage and six-foot fence surrounding storage.

## ANALYSIS

### *Planned Development Background*

Large planned developments, such as corporate campuses, typically develop over several phases. Preliminary development plans establish the long term, full build-out for the planned development. The PDP establishes the land uses and *general* configuration of site improvements. Final development plans, however, represent the *exact* development that is proposed as the next phase. There could be several FDPs to complete all the improvements identified in the PDP.

In terms of implementing planned developments, an applicant receives building permits for an approved FDP, not an approved PDP. Future improvements identified in the PDP would need to receive FDP approval before the City would issue permits for construction.

### *Rezoning*

For many years the Toro Company has been systematically purchasing the single-family homes in the neighborhood near the corporate headquarters to facilitate long-term campus expansion. All purchased single-family homes have been removed, but the underlying R-1 Single Family



**Table 1:** City Code Analysis for Development in I-3 District

Standard	Code Requirement	Proposed	Compliant?
Site Area – minimum	--	1,593,351 square feet (with final plat)	Yes
Minimum lot width	100 feet	344 feet	Yes
Minimum building floor area	--	24,000 square feet	Yes
Building setback – all streets – minimum	35 feet	13 feet – 351 American Blvd 18 feet – 8001 Grand Ave	Deviations required (existing conditions)
Building side yard setback – minimum	10 feet	Minimum 10 feet	Yes
Minimum landscape yard	20 feet - along streets	0 feet – 351 American Blvd building along Grand Ave.	Deviation required (existing condition)
Parking setback – internal minimum	5 feet – side and rear lot lines	5 feet	Yes
Parking islands	8 feet width with one tree or more; Islands used for stormwater purposes exempt from tree requirement	8 foot minimum width with trees, one island missing deciduous tree	Minor revision required
Landscaping	37 trees 91 shrubs	37 trees 147 shrubs	Yes, with minor revision
Drive aisles	24 feet minimum width for 90 degree parking	24 for 90 degree parking and 20 feet for angled and parallel parking	Yes
Parking – minimum	1,580 parking stalls – see Table 2 below for calculation	1,591 stalls	Meets Code with proof of parking (see comments)

Standard	Code Requirement	Proposed	Compliant?
Trash collection and storage	Interior with interior access	Trash would be located within building and accessed from loading dock	Yes
Lighting – maintained levels – minimum	Parking Lot – 1.5 FC Entry – 7.0 FC Secondary entrance – 2.0 FC within 5 feet of door	Parking Lot – 1.0 to 4.7 FC Entry – unknown Secondary door – 0.9 FC	Minor revisions required

**Building Design**

The only building modifications proposed are for the 351 American Blvd. building. New windows would be installed on the north elevation along American Blvd. Glass would be utilized for the primary entrance and a cafeteria area on the south elevation. Translucent panels proposed on the south elevation would take advantage of southern exposure to add natural light into the office space. Stucco is proposed for the existing painted concrete masonry unit façade, although the particular stucco system proposed would entail a finish coat primarily comprised of acrylic material (paint) in violation of the coating prohibition established in Section 19.63.08. A traditional, cement-based stucco finish coat would meet Code requirements. Staff and the applicant continue to discuss acceptable building materials; a recommended condition of approval would require Planning Manager approval of exterior building materials.

**Landscaping, Screening and Lighting**

Landscaping plans have been approved for past expansions. The final development plan proposal entails the 351 American Blvd. office conversion and parking lot, so staff focused landscape plan review on that particular area. The applicant meets City Code requirements pertaining to required trees and exceeds shrub requirements. Perennial foundation plantings are proposed along the 351 American Blvd. building’s street frontage and trees and shrubs are proposed between the sidewalk and existing loading area. No landscaping exists today, and combined with building renovations, the appearance along the street would be significantly improved. Perennial plantings are also depicted along the street on the 501 American Blvd. property. These plantings should be removed from the plan to maintain the clear view triangle created by the street and driveway access.

The Toro Company is proposing LED fixtures for the 351 American building’s parking lot expansion as well as on-building lighting. The fixtures themselves have been previously approved, although the light levels are somewhat deficient in some parking areas. City Code requires minimum 1.5 footcandles is required in parking areas, 7.0 footcandles within 7 feet of the primary entrance, and 2.0 footcandles within 5 feet of secondary entrances. Minor revisions to the lighting plan would result in Code compliance.

**Access, Circulation, and Parking**

Table 2 below identifies the Toro Campus’ parking requirement based on existing, proposed, and future uses. Each facility with the existing or proposed use, the area, City Code parking standard, and the corresponding parking requirement are included in the columns. Based on the existing and proposed land uses, the total parking requirement for the Toro corporate campus is 1,577 parking stalls. The applicant proposed 1,419 parking stalls with 172 proof of parking stalls. Only 158 proof of parking stalls are required to meet City Code requirements, which represents 10 percent of the total requirement. A similar percentage of proof of parking was approved with the 2013 PDP/FDP revision and staff is supportive of revising the proof of parking agreement.

**Table 2:** Toro Campus Parking Analysis

<b>Toro Facility</b>	<b>Area (sq ft)</b>	<b>Standard (stall per sq ft)</b>	<b>Parking Requirement</b>
8111 Lyndale Ave Bldg (office)	75,000	285	263
600 W 82nd Bldg			
Warehouse	24,662	1,000	25
Office	39,481	285	139
Production	151,821	500	304
351 American Blvd Bldg (office)	24,000	285	84
8001 Grand (production)	9,357	500	19
8011 Grand (production)	9,718	500	19
8015 Grand (production)	1,772	500	4
600 W 82nd Bldg - Future Renovation (office)	205,398	285	721
<b>Totals</b>	<b>541,209</b>		<b>1,577</b>

**Stormwater Management**

Stormwater will be managed to meet the City’s and Watershed District’s requirements for stormwater rate control (quantity), stormwater quality and volume. The Stormwater Management plan calculations are under review. However, a Stormwater narrative was not included with the calculations. An updated Stormwater Management Plan, including a narrative, will be required to be approved by the City Engineer prior to issuance of permits. The Minnesota Pollution Control Agency has determined an area of Lyndale Avenue near the Toro site to be a Superfund site. While Toro is outside the estimated area of contamination, additional soils and groundwater testing is required in the area they are considering for infiltration.

This site is located within the Nine Mile Creek Watershed District, so an additional permit will be required. Nine Mile Creek Watershed District also requires a maintenance plan to be recorded at Hennepin County.

**Utilities**

No new utilities are being proposed as part of this project. Prior to Toro acquiring the properties that will be platted into one lot, there were public sanitary sewer, watermain, and storm sewer utilities within easements and under public streets that served many separate properties. However, with the vacation of public easements and streets, these public sewer, water, and storm sewer utilities now only serve Toro properties. Since they only serve one property owner, all of the sanitary sewer, watermain, and storm sewer that are within easements or right-of-way that will be vacated, would revert to private ownership and maintenance by Toro.

In the future, the City plans to extend a 12-inch public watermain within the Pleasant Avenue right-of-way between American Boulevard and the single family development to the east of the older Toro building. Toro would dedicate the necessary easements for the City to complete this work in the future. After the 12-inch public watermain is installed, it is requested that Toro connect it to enhance their private watermain loop.

**Traffic Analysis**

No significant impacts to the adjacent traffic patterns due to this building addition have been identified.

**Transit and Transportation Demand Management (TDM)**

The owner completed a Tier 2 TDM checklist with their 2013 office building project, therefore a new checklist is not required.

**Status of Enforcement Orders**

There are open orders for exterior storage on Toro property. The applicant is working with the Environmental Health Division to correct violations. Planning staff believes the violations have been corrected.

**FINDINGS**

**Section 21.501.02(d)(1),(2),(3),(4),(5) and (6) - The following findings must be made prior to the approval of new preliminary development plans or revisions to previously approved preliminary development plans:**

- 1. The proposed development is not in conflict with the Comprehensive Plan;**

- There is no conflict between the proposed development and the Comprehensive Plan. The proposed office expansion and industrial testing grounds are consistent with the Comprehensive Plan's Industrial designation.
2. **The proposed development is not in conflict with any adopted District Plan for the area;**
    - The proposed development is not located in an area with an adopted District Plan.
  3. **All deviations from City Code requirements are in the public interest and within the parameters allowed under the Planned Development Overlay Zoning District or have previously received variance approval;**
    - The proposed deviations would authorize existing conditions and would not have an adverse impact on the surrounding neighborhood and are in the public interest.
  4. **Each phase of the proposed development is of sufficient size, composition, and arrangement that its construction, marketing, and operation is feasible as a complete unit without dependence upon any subsequent unit;**
    - The majority of the proposed preliminary development plan is already development. The proposed final development plan, the next phase of the preliminary development plan, is not dependent upon a subsequent unit.
  5. **The proposed development will not create an excessive burden on parks, schools, streets, and other public facilities and utilities which serve or are proposed to serve the planned development; and**
    - Given the size and characteristics of the proposed development, an excessive burden is not anticipated on parks, schools, streets, the sanitary sewer system or the water system.
  6. **The proposed development will not be injurious to the surrounding neighborhood or otherwise harm the public health, safety and welfare.**
    - The proposed development is not anticipated to be injurious to the surrounding neighborhood or otherwise harm the public health, safety and welfare. The preliminary development plan consists of office, parking, industrial, and testing grounds for the Toro campus and is not anticipated to be injurious to the surrounding neighborhood or otherwise harm public health.

**Section 21.501.03(e)(1),(2),(3),(4),(5),(6) and (7) - The following findings must be made prior to the approval of new final development plans or revisions to previously approved final development plans:**

- 1. The proposed development is not in conflict with the Comprehensive Plan;**
  - There is no conflict between the proposed development and the Comprehensive Plan. The proposed office expansion and industrial testing grounds are consistent with the Comprehensive Plan's Industrial designation.
- 2. The proposed development is not in conflict with any adopted District Plan for the area;**
  - The proposed development is not located in an area with an adopted District Plan.
- 3. The proposed development is not in conflict with the approved Preliminary Development Plan for the site;**
  - The applicant has simultaneously submitted an application for a Preliminary and final development plan, which are consistent with each other.
- 4. All deviations from City Code requirements are in the public interest and within the parameters allowed under the Planned Development Overlay Zoning District or have previously received variance approval;**
  - The proposed deviations would authorize existing conditions and would not have an adverse impact on the surrounding neighborhood and are in the public interest.
- 5. The proposed development is of sufficient size, composition, and arrangement that its construction, marketing, and operation is feasible as a complete unit without dependence upon any subsequent unit;**
  - The final development plan is proposed to be completed in one phase and is not dependent upon a subsequent unit.
- 6. The proposed development will not create an excessive burden on parks, schools, streets, and other public facilities and utilities which serve or are proposed to serve the planned development; and**
  - Given the size and characteristics of the proposed development, an excessive burden is not anticipated on parks, schools, streets, the sanitary sewer system or the water system.

**7. The proposed development will not be injurious to the surrounding neighborhood or otherwise harm the public health, safety and welfare.**

- The proposed development is not anticipated to be injurious to the surrounding neighborhood or otherwise harm the public health, safety and welfare. The final development plan consists of office and parking expansion and is not anticipated to be injurious to the surrounding neighborhood or otherwise harm public health.

**Section 22.05 (d) (1-8) Preliminary Plat**

**1. The plat is not in conflict with the Comprehensive Plan;**

- The plat is not in conflict with the Comprehensive Plan as the proposed lot meets all City Code requirements and is sufficient for development allowed in the underlying zoning district.

**2. The plat is not in conflict with any adopted District Plan for the area;**

- The proposed plat is not located in an area with an adopted District Plan.

**3. The plat is not in conflict with City Code Provisions;**

- The proposed plat is not in conflict with any provisions of the City Code subject to the proposed rezoning, preliminary development plan, and final development plan, and conditions of approval for those development proposals.

**4. The plat does not conflict with existing easements;**

- The applicant and City staff are coordinating the vacation and reestablishment of easements to ensure there are no conflicts with existing easements.

**5. There is adequate public infrastructure to support the additional development potential created by the plat;**

- There is adequate public infrastructure to support the development intended for the lot created by the plat.

**6. The plat design mitigates potential negative impacts on the environment, including but not limited to topography; steep slopes; trees; vegetation; naturally occurring lakes, ponds, rivers, and streams; susceptibility of the site to erosion, sedimentation or flooding; drainage; and stormwater storage needs;**

- The plat must establish new drainage and utility easements. The proposed development plan will be required to manage erosion, stormwater, and mitigate any potential negative impacts on the environment.

**7. The plat will not be detrimental to the public health, safety and welfare; and**

- The plat combines a large number of lots into one lot in order to facilitate a cohesive corporate campus plan. The development will not be detrimental to the public health, safety, or general welfare.

**8. The plat is not in conflict with an approved development plan or plat.**

- The proposed plat would facilitate a campus plan of the proposed development on site and is not in conflict with the proposed development.

**Section 22.06(d)(1) Final Plat**

**1. The plat is not in conflict with the approved preliminary plat or the preliminary plat findings.**

- The final plat is consistent with the preliminary plat and the preliminary plat findings.

**RECOMMENDATION**

The Planning Commission and staff recommend the following motions:

In Case PL2016-108, having been able to make the required findings, I move to adopt an ordinance approving the rezoning of several parcels from R-1 to I-3(PD) and 351 American Blvd. W. from I-3 to I-3(PD) for the Toro Corporate campus planned development.

In Case PL2016-108, having been able to make the required findings, I move to adopt a resolution approving a Preliminary and Final Plat for Toro 3<sup>rd</sup> Addition subject to the conditions and Code requirements attached to the staff report.

In Case PL2016-108, having been able to make the required findings, I move to approve a Major Revision to the Preliminary and Final Development Plan for the Toro Corporate campus planned development subject to the conditions and Code requirements attached to the staff report.