

Study Meeting
Monday, April 11, 2016
Bloomington Civic Plaza
1800 West Old Shakopee Road
Bloomington, Minnesota 55431-3027

- 1 **Call to Order - 6:00 PM** Mayor Winstead called the study meeting to order at 6:00 p.m.
- Present: Councilmembers C. Abrams, J. Baloga, T. Busse, A. Carlson, D. Lowman and J. Oleson
- 2 **INTRODUCTORY** None.
- 3 **ORGANIZATIONAL BUSINESS** None.
- 3.1 **2018 Comprehensive Plan Update** Requested Action: Informational, no action required. The purpose of this review is to provide an overview and answer questions regarding the approach proposed for updating the City's Comprehensive Plan.
- Community Development Sr. Planner Julie Farnham discussed the 2018 comprehensive plan update via PowerPoint presentation. Must be updated every 10 years due to state statute. Bloomington is considered urban. Explained the timeline and focus for 2017, send out for review in spring of 2018. Deadline is December 31, 2018. Mentioned the possibility of having an advisory committee to help with engagement, and asked if City Council would like to appoint roles or bring back applicants for selection.
- Abrams advised being mindful to what the technical background is. Make sure to keep in mind what the spirit is of the participation we are looking for.
- Farnham said we're not looking for someone that has technical expertise. We're looking for broad community participation. Someone that's a senior, someone that's young, we would like geographic diversity representing. One criteria would be the commitment of about one year.
- Oleson proposes that staff get the information to City Council along with the commitment involved. It's important that we don't give the perception that the City just does things the way they want to. Advised doing this in a public appointment process. Would like Council to do this, but would like more information.
- City Manager Verbrugge encouraged looking into what voices have been missing as we're going through various processes. Where did we miss opportunities to engage people. That might help determine who we want to target.
- Lowman mentioned the process of determining who we're selecting. Looking at strategic priority data set. Wondering if there is a different process for looking at long-term perspective, demographics we may want to look at to attract. Mentioned the third page of the staff report regarding stakeholders and engagement methods. Wondering how, if we're looking at social economic status, how we're accounting for those economic

differences. How does staff look at that and how do we account for that. Is there a way to get that perspective as we're looking out 20+ years.

Farnham said we're looking at a broader engagement processes. This committee can't encompass everyone, but need criteria to be broader. Intention for reaching out is to start to pull together a list of stakeholders that have expressed interest. Send them an invite asking if they want to participate.

Lowman mentioned the possibility of a monthly commitment creating barriers for interested parties.

Mayor Winstead said the comprehensive plan is answering a lot of very specific questions as well as doing some predicting. Might get a lot of strong advocates for something specific, but what we need are people that can review, comment, and think about the work that needs to be produced. Putting people on the committee not as strong advocates for any one specific topic.

Farnham said it can be avoided by making clear what the roles and responsibilities of this committee is. Not single focused.

Busse added that, like any other commissions, and boards, this will need to reflect in our community. Whatever it takes to do the improvements, treat it almost like HR recruitment. Get word out to as many people using as many avenues as possible, to at least make people aware of it. City Council should be involved in the selection process.

Farnham said the advisory committee is just one way to become involved. Will be reaching out to school district as well. Asked if they'd like this to be flushed out and run through CMI.

Mayor Winstead said the seven-person group is a doable size that can be editors versus writers. Can get the insight needed with a group that size. Must be a balance.

Oleson suggested the possibility that if someone doesn't get much vacation time, depending on what time meetings are, it might be worth thinking about peoples' irregular working hours. Nonprofits, people that are under-represented. They could be source.

Farnham summarized that there will be an invitation put out, will be clear with expectation and what thoughts are of representation needs, then when applicants come in, it will be narrowed down to 15-20 to look at. Council agreed.

Farnham continued PowerPoint regarding engagement methods and the next steps for 2016.

Mayor Winstead said specific direction from councilmembers would be needed. A good paragraph of introduction, appointment by Council, advisory input.

City Manager Verbrugge said it will be processed what was heard and will come back to City Council with a plan.

Baloga mentioned the formation of an advisory taskforce. The environmental task force has been talked about for six months and has been added to strategic planning sessions. Makes a person believe we're not as committed or as concerned with the environment as we think we are. One

reason is that there is an optional environmental section in the comp plan that we have not done in the most recent comp plans. Suggests that we do that. Further, recommend environmental commission to assist in that process.

Busse noted that it is not correct to compare the two commissions. Is comfortable with moving forward with both of these advisory commissions.

Baloga explained this as opportunity to bring it up one more time. We need to move that forward rather than backburner, or put it to bed rather than defer it.

Busse would like to see a work plan, accomplishments throughout the year, and there's a whole process involved in dedicating and appointing that is separate from this.

Mayor Winstead said it looks structured well, take in the comments and will come back and act upon it.

3.2 Neighborhood Commercial Study

Requested Action: Provide input on the neighborhood commercial center study.

Community Development Manager Glen Markegard discussed the neighborhood commercial redevelopment study via PowerPoint presentation. Reviewed the schedule. City has been through this prioritization effort at least one other time. "String of pearls" which were areas divided into tiers. This discussion will be on which areas should be considered candidates, and what criteria that should be considered in prioritization. Neighborhood commercial criteria factors were mentioned. Asked Council if they agree with the criteria used for narrowing the candidates as discussed via PowerPoint.

Mayor Winstead said the elimination was done because of participation happening, reviewed in other means. Through eliminations, it helps create a realistic list that includes those that can be agreed upon that are good to take a look at.

Carlson said nine nodes seem like a manageable list. There is good logic behind why certain areas were excluded and some were considered.

Abrams said that if we're trying to appeal to a more walkable neighborhood experience, we need to think about what the nodes can do for the future. A health indicator. Where there's more density.

Markegard suggested mapping for ranking the green areas that are left on the list.

Lowman asked if the nodes on more than five acres can be handled in another process so they'd don't fall through the cracks.

Mayor Winstead said they're not as stressed as what's been left and highlighted. They're not matured enough as the ones that are left to work on.

Oleson said in talking about redeveloping Portland and American Blvd, these are the areas that are predominantly the oldest. There is a large concentration of housing. If looking at dealing with adding support to neighborhoods, we are beginning to see younger families beginning walking on the street. Talking about building structures that should serve people for

the next 30 years. Need to look at what aging is doing, what millennials are looking for, and the demographics.

Markegard said tonight will include looking at comparative measures. Then over the next months, they'd score the areas and then would be brought back to tier them.

Baloga said he thought Bloomington was overshopped. There are more commercial neighborhood than what can be filled with what the neighborhood needs. How do we narrow that down to create a more vibrant area for the remainder, and put that under the redevelopment to the best and highest use wherever it's located. Should be looking forward, but it doesn't look like we're going too far ahead.

Markegard said one idea is as we redevelop these areas, it doesn't need to be all commercial after redevelopment. This is more about positively influencing the surrounding the neighborhoods, and may or may not be commercial.

Mayor Winstead said he thought it should be right-sizing the areas. It needs to be clear that this is our understanding.

City Manager Verbrugge mentioned the criteria and scoring. The factors for scoring, there's a heavier weight for frequent vacancy and underutilization. More distressed economic conditions for properties would get higher weighting. Asked Markegard if they want to elevate the underutilization or vacancy as more of a criteria than a scoring factors.

Baloga responded that he thought it would be criteria. Looks at the key factor as criteria that we need to repurpose these parcels for redevelopment.

Carlson added that the conversations leading up to this, was reinvestment versus redevelopment. Working within the means of what government can do, that's a term that was used over and over again. What resources from a government standpoint can we bring to this. Have that information coming forward this summer. There may be some low hanging fruit that might be better to select over one that ranks higher. It would be a stretch to say our recommendation is what's there is no longer worth keeping. Reinvestment was heard over and over again. Through that success, bringing some physical improvement along with some tenant changes. Create protocol for moving to the next ones, building momentum, and knowing that each will have a unique set of challenges.

Busse thinks we do have the right criteria.

Baloga did not agree. Said Bloomington has too much and we need to reduce the quantity to improve the quality. One of the things that the bank crisis has done in virtually all of these institutions, is they probably went through a restructure. That perpetuates that problem in the future. Until we address the quantity issue, progress will not be made with just encouraging reinvestment.

Mayor Winstead said we're talking about digging in to getting analytics done. Looks at it as a step in analyzing to figure out what is being identified what needs to get done.

Carlson added that you need to go through this process because if one of the recommendations is rezoning, that's the means of bringing the reduction to create the nonconformity to which further investment cannot be made, which would have to have it rebuilt.

Baloga said he's talking about the establishment of 2, 3, 4 vital zones. Looking at how we can acquire some of these to help facilitate that. Suggested asking Council to select their top 2-4 sites, and thought they'd pretty much be in agreement.

Markegard said this may reveal something that doesn't jump out at you. When asked why you chose site X versus site Y, you can refer back to this process and discuss the criteria that led to the decisions.

Mayor Winstead said this will take a lot of agreement and participation from owners that may have more than one site on this list.

Markegard discussed three areas of comparison. Need, impact, and challenges. Explained the Word document for scoring each node. Asked for factors that they think are missing, or weights that are off.

Council discussed the Word document for selecting criteria. Markegard defined the thought process behind selecting the locations. Explained the categories, subcategories, impacts, overlaps, challenges, and barriers.

Baloga said utilization by immediate neighborhood is missing. What would the neighborhood be able to use and how will they be able to use it. Small restaurants, grocery stores. In commercial centers, we don't have a lot of those. We can get a lot of information and talk to developers. Developers want developable property. How can we take some of these parcels, and make them available. Going through scoring is a good exercise, but you have to have certain masses. There's more criteria that could be added here, but this is a start.

Council and Markegard discussed barriers, weighting certain barriers, and the need for justification as to why each site is given a certain weight. Suggested adding 'leveraging other investments' that may be connected to the area.

City Manager Verbrugge asked about including market viability because there may be potential uses that are serving the neighborhood. You may have issues with access to capital for financing, or narrow operating margins. To serve a certain market need, there may not be an effective business plan behind it. What it will take to keep it viable and subsidize it.

Discussed the selection process, site visits, discussions that will need to happen with Police, and that a team of two would need to be involved in each site visit. Touched on a couple different sites, acknowledging which should be kept on the list and which should be removed, and why. Discussed Amsden Ridge Center and agreed to leave it in and removing Normandale Village.

3.3 Hyland Greens Update

Requested Action: Provide direction on the vision for development of the eastern portion of Hyland Greens Golf and Learning Center site. Hyland Greens update provided by City Planner Liz Heyman and Community Services Director Diann Kirby.

Kirby Provided updates on the 2016 golf season at Hyland. Recapped the two recommendations that were made in February 2016. 1. Continue to operate as a golf facility. 2. Partially develop the east side of the property.

Recommendation 1 presented via PowerPoint – Continue to operate golf facility. RFP is now underway. Discussed the five components to the comprehensive analysis. Will be coming back in early fall with summary of

consultant study and recommendations.

Recommendation 2 presented via PowerPoint – Partially develop the east side of Hyland Greens site while maintaining the golf course. Staff recommended beginning feasibility study asap and hiring a consultant (second option). Discussed the market feasibility study in greater detail. Explained funding needs for the studies.

Mayor Winstead said he thinks Council would like to see the property maximized. Would like to turn this into something that works, something that would be beneficial to the community. Carlson agreed and added that we owe it to the community to exercise influence on what the community wants. Council agreed on the feasibility study.

Oleson suggesting defining what affordable is.

Baloga favors senior housing because lack of precision of information today. During task force, seniors were given preference and priority over others. Seems to meet the needs of the community versus other forms of housing due to their high demand within the city. Heyman said they can do 80%/20%.

Busse suggested adding senior housing plus a mix of market rate and affordable. Baloga agreed with Busse. Recommended finding out what the ideal is and keep an open mind.

Mayor Winstead mentioned MGA and the possibility of public/private relationship with a sports facility.

Council agreed the best option is to have staff look into all five development types. Council was in overall agreement on adding senior housing.

City Manager Verbrugge suggested that senior housing will continue to have strong growth, even when the market turns down. Put market rate into context with what is being looked at Penn American.

Heyman summarized that they'll run all five scenarios with a senior housing mix at 50 units.

Council continued discussion of the multiple scenarios.

Baloga suggested asking Council to approve the five that are agreed upon. Then work to frame the proposal for an add-on that is driven by the consultant to say that if it's feasible, they define the parameters.

Oleson asked if there can be market rate that's affordable. Baloga said that sounds like incompatible uses.

Heyman summarized:

- Seven options: five plus an add-on for senior housing, and an add-on with reconstructed golf holes.
- In-house vs. hire consultant. Agreed to hire consultant.
- Wait for golf study to finish or begin study asap. Need overlap with golf consultant. Agreed beginning ASAP.

3.4 Recodification Project Update

Requested Action: Receive updates and discuss recodification project from City Clerk Janet Lewis.

Lewis explained that the purpose of this 'housekeeping' project was to

ensure City Code is up-to-date and that it complies with state and federal law. Occurs every 25 years. Has not been recodified since 1975. Due to the size of current code compared to that of the past, the project was outsourced. Lewis gave summary and background of the project via PowerPoint presentation. Explained the ordinances that are enforceable and valid, but that are not included in the project. The ordinances waiting in queue will be codified after adoption of the recodified code. Public hearing scheduled for May 2, 2016. There are three different draft manuscripts available for public inspection upon request.

Baloga mentioned the possibility of having the codes rewritten and then misinterpreted. The way the codes were written is how they were approved. Having changes to that can potentially change the meaning of the written words. Through the passage of time, some of the factors that are listed on the page may change. So if someone updates it, is part of the recodification that we are wholesale approving those changes. Lewis confirmed yes.

Abrams suggested using some excerpts to demonstrate changes from any given page. Asked, with regard to the style guide, is that something that the League of Minnesota Cities has and is trying to rollout, or are we creating it in-house? Lewis responded that we are creating it in-house with Communications. Abrams recommended moving this item to the top of the May 2, 2016 public hearing.

Lewis said the League of Minnesota Cities is not promoting a certain style guide. American Legal Publishing has performed this for 2,000 other municipalities. Their in-house attorneys are familiar with Minnesota law.

Lowman requested information on if other cities have run into any legality issues with changing the wording of the code items.

Oleson asked how easily the language can be transferred. Typically attorneys use Folio. Legal is familiar with that. It's important to have Word versions. There's always a way to create a Word document in a way that staff can utilize.

Oleson asked about the timeline for recodified code after the May 2, 2016 public hearing. Lewis stated that it's ready to be posted, but the 36 queued ordinances have not been codified yet. City Staff will continue to monitor the codification of ordinances. Staff has expressed concerns with that. Code is never up-to-date and is always a moving target. The goal is to have a code with regular updates to access the best, newest version.

3.5 Introduction to Strategic Planning: Local and National Trends

Requested Action: Informational - no action required.

City Manager Verbrugge highlighted the process for the upcoming strategic plan scheduled for April 19 and 20, 2016. Noted that the Craig Rapp will be the facilitator. Added that the environmental scan and background data book is meant for two purposes: help provide background on survey, and to act as a resource and reference for next week's planning sessions.

Larry Lee gave an overview on the data book via PowerPoint presentation, mentioning that the Council retreat of four year timeframe that focuses on short-term implementation. The 20-year comprehensive plan vision will have stakeholder engagement and input and describes assumptions and theme behind the comprehensive plan chapters.

The facilitator wants to focus on big changes over time, the trends, rather than what changes were made yearly. Lee referenced services provided and net costs of those services, which will be discussed.

City Manager Verbrugge explained how the strategic planning sessions have worked in the past, in that Council will come to somewhere between 4-6 strategic priorities that are high priority. Staff will be handed that work product and will try to come up with possible work plans. Will be revisited throughout with updates.

Lee said there are two planning processes to be able to work on the plans before the 20-year plan is published. This will be virtually done before getting to the 20-year vision and plan, and there will probably be another strategic plan at that point.

Mayor Winstead said it needs to be defined what “competing” means. Our role needs to be defined because we can sometimes be helped, sometimes be hindered by the way we do that. Define our role of what we can and can’t do when competing for economic development.

Lee responded that’s why we contracted with Greater MSP. The competition piece also talks about what it is we are competing in. Competing for employment and industries across the country. Once living here, competing within the metro to choose Bloomington as a place to live.

City Manager Verbrugge said that going forward, this will become a public document. It would make a nice communication piece to say what’s going on around the country, and explain how we think we are doing in this area, a self-assessment in building a communication piece. There are some areas where there are challenges. Roads and bridges are often influenced by levels above us. Council has been determined in addressing how we’re going to address those.

Carlson said he was expecting a third tier for projections to give us a sense of what the trends will look like into the future. The only section that hints on trends is regional and national lifestyle trends. It isn’t tied to any specific data. Asked if there is a data driven aspect to help ground some of those decisions. Lee responded that there are population of households that can be added. There is data of ethnic mix of our young people. It’s the best prediction we have of Bloomington’s ethnic future.

Oleson said there are stark realities, a lot of them having to do with buildings, sewers, are due and will need to figure out how to get funding for that. Looking at those as challenges.

Baloga mentioned employment. It’s positive to the city because it doubled over time. Asked if it’s possible to get stratification as to what kinds of employees there were at the various periods, and what is projected going forward, along with who the major employers have been. Would like it at 1970 and 2010. With the raw data, you can make assumptions. If there are stratifications of the data at each point and going forward, that would be useful in how parts of the planning process are reviewed.

Lee said it might be difficult to find things going back to 1970 but will see what can be located.

Baloga mentioned the planning process, saying we are getting into a phase that looks at a lot of long-term planning. Doesn’t want to lose sight of how we’re going to implement and execute. Can’t fully focus on just planning. When we look at something as a priority, we should look at how we’re going to execute it. Looking for the measurements of success. There are also going to be some non-strategic priorities that are low hanging fruit, and if it can be discussed and moved on quickly, there needs to be time carved out

- 3.6 **Planning Commission** to do that. Priority setting vs. strategic priority setting.
Requested Action: City Manager Verbrugge provided a hand-out to Council. Legal staff looked at what the definition of a qualified voter is. Asked Council if they would like to have that language continue to be there, beginning in 2009. If we want to try to cast a wider net for commission members, this is just an outlier to other commissions. Asked if Council wants to apply the same standards or different standards for Planning Commission.
- Abrams said if we can't support with any sense of logic, the phrase "qualified voter" should be removed. Council agreed this should be a code change.
- 4 **ADJOURN** Mayor Winstead adjourned the study meeting at 9:25 pm.

Denise Dargan
Council Secretary