

## GENERAL INFORMATION

Applicant: Metropolitan Airports Commission (owner)  
MSP Bloomington, LLC (buyer and user)

Location: 2405, 2415, 2425, and 2435 E. Old Shakopee Road

Request: Final site and building plans for a four-story, 182 room hotel

Existing Land Use and Zoning: Vacant land; zoned CS-1(BP-2)(AR-17), Commercial Service (Bluff Protection)(Airport Runway)

Surrounding Land Use and Zoning: North – Overflow parking; zoned CO-2 (PD)(AR-17), Commercial Office Mixed Use (Planned Development)(Airport Runway)  
South – Environmental corridor; zoned SC (BP-2)(AR-17), Conservation (Bluff Protection)(Airport Runway)  
East – Agriculture; zoned CS-1(BP-2)(AR-17), Commercial Service (Bluff Protection)(Airport Runway)  
West – Environmental corridor; zoned SC (BP-2)(AR-17), Conservation (Bluff Protection)(Airport Runway)

Comprehensive Plan Designation: Innovation and Technology

## CHRONOLOGY

Planning Commission                      05/25/2017 –           Public hearing scheduled

## DEADLINE FOR AGENCY ACTION

Application Date: 04/19/2017  
60 Days: 06/18/2017  
Extension Letter Mailed: No  
120 Days: 08/17/2017  
**Applicable Deadline: 06/18/2017**  
Newspaper Notification: Confirmed – (05/11/2017 Sun Current – 10 day notice)  
Direct Mail Notification: Confirmed – (500 buffer – 10 day notice)

## **STAFF CONTACT**

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## **PROPOSAL**

The applicant proposes a four-story, 182 room dual branded hotel on the former Forest Glen apartment complex site within the City's South Loop District. Currently four parcels, a preliminary and final plat would combine the lots into one. The hotel would be located with a large setback, which allows for a future development on the north end of the site. The second phase's use is intended to be a recreation/entertainment use and will likely be submitted for City review this summer. Plans for the recreation building were not refined enough to be included in the proposed project. For the second phase, the parking lot would be extended to the north so there would be perimeter parking around the entire site.

Dual branded hotels are become more common, although this would be the first in the City of Bloomington. Two distinct flags would be located within one hotel building, with some shared amenities, but with distinct room design, interior finishes, and exterior architecture. The two hotels are Home2 Suites, an extended stay hotel, and a newer Hilton brand named Tru.

The applicant submitted a preliminary and final plat to accomplish the lot combination. The proposed preliminary and final plat do not require Planning Commission action, but were included in the Commission's packet. A public hearing to consider the plat is scheduled for the June 5<sup>th</sup> City Council meeting.

## **ANALYSIS**

### ***Land Use***

The CS-1 Commercial Service zoning district is a district intended to accommodate predominately hotels and office buildings. Hotels are a permitted use. The Comprehensive Land Use Guide Plan designates this property as Innovation and Technology, which is intended to accommodate a flexible mix of office, research and development, and high-tech manufacturing. The intent of the South Loop District Plan (SLDP) was for this property to be rezoned to a newly created Innovation and Technology (IT) zoning district. The City has deferred implementation of the IT district so staff relied on the CS-1 zoning standards for the development review. Nonetheless, the SLDP anticipates hospitality in the Innovation and Technology zoning district as an allowed land use.

### *Code Compliance*

Staff analyzed the development using the existing CS-1 zoning district. The standards listed in Table 1 pertain to the CS-1 and applicable City Code performance standards. No development deviations have been requested and any significant revisions are noted in the table and addressed in the paragraphs that follow.

**Table 1: City Code Requirement Analysis for C-4 Development**

Standard	Code Requirement	Proposed	Compliance
Site Area – minimum	120,000 square feet	250,841 square feet	Yes
Minimum lot width	200 feet	310 feet	Yes
Building setback – all streets – minimum	60 feet	332 feet	Yes
Building rear yard setback – minimum	20 feet	77 feet	Yes
Building side yard setback – minimum	30 feet	94 feet	Yes
Minimum landscape yard	20 feet – along streets	20 feet	Yes
Parking setback – internal minimum	5 feet – minimum side and rear lot lines	Minimum 5 feet	Yes
Parking islands	8 feet minimum width with one tree or more	Trees proposed in all islands at a minimum 8 feet width	Yes
Drive aisles	24 feet minimum width for 90 degree parking; Institute for Transportation Engineers (ITE) standard for areas that are not 90 degree angle	24 feet for 90 degree parking	Yes
Maximum structure coverage	30 percent	Approximately 10%	Yes
Floor area ratio	No Min / 1.0 Max	0.39	Yes
Parking – minimum	200 stalls	208 stalls	Yes
Trees – minimum	100 trees	111 trees	Yes – amount meets Code, but minor revisions needed to planting selections

Standard	Code Requirement	Proposed	Compliance
Shrubs – minimum	251 shrubs	770 shrubs	Yes
Freestanding sign	Minimum 20 foot setback from street	20 along E. Old Shakopee	Yes
Trash collection and storage	Interior with interior access	Interior trash provided within building and accessed from loading doors on west side of building	Yes
Sidewalks	10 foot trail along E. Old Shakopee Road	10 foot asphalt trail	Yes

### ***Building Design***

The four story hotel is comprised of a mix of stucco, masonry, and glass. The building's architecture is not uniform throughout the building. Rather, to distinguish the two hotel brands, roughly half of the building's design reflects each hotel brand. This design seeks to provide a unique experience depending on which hotel the guest occupies. Shared amenities include the swimming pool and fitness room, while other amenities, like the breakfast area, convenience goods, and lounge areas, would be designed specifically for each hotel brand. A physical corridor is identified between the hotel and future building to the north. This design would be finalized with the future building, but staff has provided guidance on how the connection may be implemented. The physical connection should serve as more than simply a hallway connection between the two buildings. The intent is to have some level of integration between the two buildings. If no active uses are intended for the area where the connection is located, the second phase building should incorporate more than simply a hallway connecting the two buildings. Other potential uses could be for refuse, storage, or back of the house operations.

Because the site is within the Airport Overlay Zone, the development is subject to the MSP Airport Zoning Ordinance, which limits building height. At four stories, the hotel is well below the maximum height of 130 feet permitted in this location. If construction cranes do not exceed 110 feet above grade, an Airport Zoning Permit will not be necessary. Staff encourages the applicant to complete the 7460 review process through the Federal Aviation Administration as early as possible.

Due the elevated noise created by airplanes, staff has included a recommended condition of approval related to south transmission class (STC) ratings. STC ratings are a measurement of how well buildings attenuate sound; the higher the STC rating, the greater the sound attenuation. The following STC rating requirements have been included as conditions of approval for other South Loop District hotels: 53 for the exterior wall and roof assemblies, 38 for guest room windows, at least 30 for HVAC equipment and vents passing through guest room walls to the building exterior.

As is common with hotels, stucco is proposed as the primary building material. The City recently adopted performance standards for the use of acrylic finish on stucco. These performance standards primarily serve to ensure stucco contractors use acrylic finish that meets a variety of durability tests, is installed in strict accordance to manufacturer specifications, and is applied once the second cement coat (brown coat) has cured for the minimum period dictated by building code.

### ***Landscaping, Screening and Lighting***

Proposed quantities of trees and shrubs exceed City Code requirements. The subject property is partially forested, and the applicant can take advantage of using qualifying existing trees towards the Code requirement if those trees are retained. Trees that are on the prohibited trees list in Chapter 18, however, cannot be counted towards the landscaping requirement. While the applicant proposes to retain a significant number of trees on the site, especially along slopes on the west and south sides of the site, only 11 may be used towards the Code requirement.

Certainly, the landscape plan will be adjusted when site plans are prepared for the second phase. The applicant must demonstrate Code compliance for the proposed project, although a significant amount of landscaping depicted on the plan would be incorporated into the Phase 2 plan. About half of the proposed trees are ornamental varieties; landscaping policy recommends that ornamental trees do not exceed 25 percent of all tree plantings and ornamental trees need to be replaced with overstory or evergreen trees. Staff will continue to work with the applicant on refining the landscaping plan.

The applicant submitted a preliminary lighting plan with previously approved lighting fixtures. Lighting improvements must be coordinated throughout the site and additional iterations of the lighting plan are anticipated. City Code requires a minimum 2.0 footcandles on parking surfaces, although the lighting level may be reduced to 1.0 footcandles along the parking lot perimeter. The primary entrance must be a minimum 10.0 footcandles within a radius extending from the door by a distance equal to twice the door opening width. Secondary entrances must be 2.0 footcandles within 5 feet of the entrance. Additional lighting is needed in some areas of the parking lot as well as compliant illumination for primary and secondary entrances.

### ***Access, Circulation, and Parking***

At the City's request, the applicant proposes to locate the driveway access at the eastern-most point of the site. The existing driveway is located farther to the west and dangerously close to the "free-right" turn to E. Old Shakopee. The City's Engineering Division was concerned using the existing driveway would present a safety hazard. To accommodate the relocated driveway, the applicant would remove some street median to allow for left turns into the hotel development.

Because the hotels do not include banquet facilities or a restaurant, the parking requirement is based on the number of rooms; with 182 rooms, the parking requirement is 200 parking stalls. The applicant proposes 208 parking stalls, which exceeds the parking requirement. Any intended future

recreation/entertainment use would have significant parking demands and some extra shared parking would be helpful.

The proposed parking is located around the perimeter of the hotel, although stops short of surrounding the hotel in its entirety. The intent is for parking perimeter to be completed with the second phase. Parking would be continued along the west side of the site with parking between E. Old Shakopee Road and second phase building.

### ***Stormwater Management***

The Stormwater Management Plan submitted with the application is currently under review, but stormwater must be managed to meet the City's requirements for stormwater rate control (quantity), stormwater quality and volume as detailed in the City of Bloomington Comprehensive Surface Water Management Plan. A maintenance plan has not yet been provided and will be required to be signed and filed at Hennepin County.

The proposed stormwater management is an underground storm chamber to be located in the northwest corner of the site. Initial plans show the underground structure within proposed easements, so the structure will need to be set back from the property line a minimum of 20-feet.

This site is located within the Lower Minnesota River Watershed District, so an additional review will be required but no additional permits are required. The Lower Minnesota River has additional bluff protection areas that the developer must be mindful of as they prepare their final construction plans. In addition, a Stormwater Pollution Prevention Plan (SWPPP) and MPCA NPDES Construction Stormwater Permit are required showing erosion control best practices will be employed throughout construction. However, due to the adjacency of the bluff and Ike's Creek, the developer and the contractor must be extra vigilant to ensure protection of these sensitive areas.

### ***Utilities***

Underground utilities (i.e., gas and electric) must be located far enough away from the water and sewer lines so that future repairs can be made without damaging the adjacent underground utilities. The proposed cluster of four utilities within 12 feet shown on the plan is not workable. A minimum 10-foot horizontal separation and 18-inch vertical separation is required between watermain and sewers. A valve must be installed on the 12" City watermain between the two water services to accomplish looping/ redundancy. A hydrant must be located within 50' of the Fire Department connection (FDC). Remove PVC watermain note. Instead, 12 inch ductile iron pipe with a minimum 8 mil polywrap is required.

Install a manhole at the future sewer service connection instead of a cleanout. Cleanouts at the building are only necessary if there is a gravity grease interceptor installed. Any new or substantial remodel of a food service facility must provide an exterior grease interceptor and grease interceptor maintenance agreement.

Minnesota Department of Health (MDH) water permit/review may be required. Provide a copy of MDH approval letter or written confirmation from MDH that no permit/approval is required. Minnesota Pollution Control Agency (MPCA) sanitary sewer permit/review may be required. A copy of an approval letter or written confirmation from that no permit/approval is required must be submitted prior to the issuance of a building permit.

### ***Traffic Analysis***

The City is currently undergoing a South Loop Traffic Study and the preliminary findings show no significant impacts to the adjacent traffic patterns due to this project. However, during the review, staff identified a concern regarding the location of the driveway with respect to the free right turn lane at the adjacent 24<sup>th</sup> Avenue/Killebrew Drive/Old Shakopee Road intersection. Staff worked with the developer to shift their access to East Old Shakopee Road as far to the east as possible to give separation between the intersection of 24<sup>th</sup> Avenue and East Old Shakopee Road, and reduce potential conflicts.

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

This redevelopment will require a Tier 2 TDM plan, which allows the property owner to choose from a menu of TDM options. The owner has not yet submitted a Tier 2 TDM checklist.

### ***Fire Preventions and Public Safety***

Maintaining access, water supply, and addressing for the property are critical factors in any development plan. All access and circulation design must meet or exceed the minimum standards for fire prevention and be maintained in accordance to the approved plan, including a surface to provide all weather driving capabilities. Apparatus access roads shall be asphalt or concrete and support a minimum of 80,000 pounds.

A looped water supply feeding a single, combined water service into the building is required for the domestic and sprinkler system water demand. The fire alarm system must meet the minimum requirements for an R-1 occupancy. The buildings must be addressed plainly and visible from the street or road using numbers that contrast with the background. Numbers must be a minimum of four inches, be Arabic numbers or alphabetic letters. Landscaping should not interfere with firefighting operations including access to building openings.

Any changes made to the current plans, including building location, access roads, water supply, landscaping and addressing, shall be reviewed by the Fire Marshal to insure continued compliance with the fire code.

### ***Status of Enforcement Orders***

There are no open enforcement orders for the property.

## FINDINGS

### Required Final Site and Building Plan Findings - Section 21.501.01(d)(1-4):

Required Finding	Finding Outcome/Discussion
(1) The proposed use is not in conflict with the Comprehensive Plan.	<b>Finding Made</b> - The development of the property for hospitality is in conformance with and not in conflict with the Comprehensive Plan's Innovation and Technology. The Comprehensive Plan endorses the redevelopment of vacant commercial property within Bloomington.
(2) The proposed use is not in conflict with any adopted District Plan for the area.	<b>Finding Made</b> - the use is not in conflict with the South Loop District Plan. Hospitality is an acceptable use in the Innovation and Technology land use designation.
(3) The proposed use is not in conflict with City Code provisions.	<b>Finding Made</b> - the proposed development, once conditions of approval are satisfied, would be in conformance with all City Code provisions established for hotels in the CS-1 zoning district.
(4) The proposed development will not be injurious to the surrounding neighborhood or otherwise harm the public health, safety and welfare.	<b>Finding Made</b> - the development is consistent and compatible in scale, character and intensity with the adjacent hospitality uses in the CS-1 district. The development is not anticipated to be injurious to the surrounding neighborhood or otherwise harm the public health, safety and welfare.

## RECOMMENDATION

**Note the Planning Commission has final approval authority on this final site and building plan application unless an appeal to the City Council is received by 4:30 p.m. on May 30, 2017.**

Staff recommends the following motion:

In Case 2017-60, having been able to make the required findings, I move to approve the final site and building plans for a four-story, 182 room hotel at 2405, 2415, 2425, and 2435 E. Old Shakopee Road, subject to the conditions and Code requirements attached to the staff report.



## RECOMMENDED CONDITIONS OF APPROVAL

Case PL2017-60

**Project Description:** Final Site and Building Plans for a four story, 182 room hotel

**Address:** 2405, 2415, 2425, and 2435 E. Old Shakopee Road

The following conditions of approval are arranged according to when they must be satisfied. In addition to conditions of approval, the use and improvements must also comply with all applicable local, state, and federal codes. Codes to which the applicant should pay particular attention are included below.

1. Prior to Permit Grading, Drainage, Utility and Erosion Control plans must be approved by the City Engineer.
2. Prior to Permit Sewer Availability Charges (SAC) must be satisfied.
3. Prior to Permit A minimum of 12 bicycle parking spaces must be provided and located throughout the site as approved by the City Engineer.
4. Prior to Permit The properties must be platted per Chapter 22 of the City Code and the approved final plat must be filed with Hennepin County prior to the issuance of any permits (22.03(a)(2)).
5. Prior to Permit An erosion control surety must be provided (16.05(b)).
6. Prior to Permit A 10-foot bituminous trail must be installed along East Old Shakopee Road at the developer's expense (Section 21.301.04(b)(1)).
7. Prior to Permit Tier 2 Transportation Demand Management plan must be submitted (Sec. 21.301.09(b)(2)).
8. Prior to Permit A National Pollutant Discharge Elimination System (NPDES) construction site permit and a Storm Water Pollution Prevention Plan (SWPPP) must be provided if greater than one acre is disturbed (State of MN and Federal regulation).
9. Prior to Permit Storm Water Management Plan must be provided that demonstrates compliance with the City's Comprehensive Surface Water Management Plan. A maintenance plan must be signed by the property owners and must be filed of record with Hennepin County.
10. Prior to Permit A Minnesota Pollution Control Agency (MPCA) Sanitary Sewer Extension or Modification Permit must be obtained or notification from the MPCA that this permit is not required must be submitted to the City (State of MN).
11. Prior to Permit A Minnesota Department of Health (MDH) watermain review and approval must be obtained or notification from MDH that this permit is not required must be submitted to the City (State of MN).
12. Prior to Permit An Airport Zoning Permit must be approved by the Community Development Director for any crane or structure on site that exceeds 110 feet in height above existing grade (MSP Airport Zoning Ordinance Section VIII (A)).
13. Prior to Permit Landscape plan must be approved by the Planning Manager and landscape surety must be filed (Sec 19.52).
14. Prior to Permit Parking lot and site security lighting plans must be revised to satisfy the requirements of Section 21.301.07 of the City Code.

15. Prior to Permit A uniform sign design must be submitted for approval by the Planning Manager (Section 19.109).
16. Prior to Permit Signs must be in compliance with the requirements of Chapter 19, Article X of the City Code and Uniform Design Plan.
17. Prior to Permit Exterior building materials must be approved by the Planning Manager (Sec. 19.63.08).
18. Prior to Permit Plans submitted for building permits must include documentation that construction will provide a Sound Transmission Class (STC) rating of at least 53 for the exterior wall and roof assemblies, STC rating of at least 38 for guest room windows and an STC rating of at least 30 for HVAC equipment and vents passing through guest room walls to the building exterior.
19. Prior to C/O The developer must submit electronic utility as-builts to the Public Works Department prior to the issuance of the Certificate of Occupancy.
20. Ongoing All construction stockpiling, staging and parking must take place on site and off adjacent public streets and public right-of-way.
21. Ongoing All loading and unloading must occur on site and off public streets.
22. Ongoing Alterations to utilities must be at the developer's expense.
23. Ongoing All trash and recyclable materials must be stored inside the principal building (Sec. 19.51).