

GENERAL INFORMATION

Applicant: City of Bloomington (Owner and User)

Location: 2255, 2263, 2271 and 2275 East Old Shakopee Road
2305, 2313 and 2325 East 86th Street

Request: Final Site and Building Plans for Fire Station #3

Existing Land Use and Zoning: Vacant lots; zoned Single-Family Residential (R-1)

Surrounding Land Use and Zoning: North – Hotel (not yet constructed); zoned C-4
South – Single-family residential and place of assembly;
zoned R-1
East – Technology manufacturing/laboratories; zoned CO-1
West – Single-family residential; zoned R-1

Comprehensive Plan Designation: Innovation and Technology (IT). A regarding to Public is proposed as part of the Comprehensive Plan Update.

HISTORY

City Council Action: 03/05/2018 – Approved Type III Preliminary and Final Plat to combine seven lots into one (Case #PL2018-9).

CHRONOLOGY

Planning Commission	11/08/2018	Public hearing opened and continued
	11/29/2018	Public hearing scheduled

DEADLINE FOR AGENCY ACTION

Application Date:	10/03/2018
60 Days:	12/02/2018
120 Days:	01/31/2019
Applicable Deadline:	12/02/2018
Newspaper Notification:	Confirmed (11/08/18 Sun Current – 10 day notice)
Direct Mail Notification:	Confirmed (500-foot buffer – 10 day notice)

STAFF CONTACT

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PROPOSAL

The City of Bloomington is requesting Final Site and Building Plan approval for a new fire station located at the southeast corner of East Old Shakopee Road (CSAH 1) and East 86th Street. Fire Station #3 would replace an existing station located at 2050 East 86th Street and serve the eastern portion of Bloomington, including the South Loop District. The proposed fire station is a two-story, 30,165 square-foot building with six apparatus bays. The facility provides office and training space for the Fire Department, as well as the possibility of eight dormitory units should the operational model transition from a volunteer to full-time department. Other accessory uses include kitchen, laundry, fitness, dispatch, equipment storage, and other supportive facilities.

The site is accessible from both East Old Shakopee Road and East 86th Street. The northern access to East 86th Street is extraordinarily wide to accommodate large fire apparatus and vehicles that must exit the site at a rapid pace for emergency response. The western access to East Old Shakopee Road is primarily designed to provide right-in/right-out ingress/egress, but an emergency vehicle only maintenance access is proposed in the future median to allow emergency vehicles to cross when necessary. A total of 38 off-street parking spaces distributed on all four sides of the building serve the fire station. In addition, eight proof of parking spaces are provided along the southern drive aisle to accommodate future expansion or increased parking demand. Stormwater management facilities are provided along the eastern boundary of the site.

In March of 2018, the Preliminary and Final Plat of South Loop Fire Station were approved, combining the seven subject properties into one parcel. The plat has since been recorded at Hennepin County. However, the plat is still being processed at the County, and the new parcel boundary and address (2301 East 86th Street) is not yet reflected in County parcel data. As a result, the subject application still references the previous seven addresses. The platted lot parcel boundaries will be utilized for the purposes of the zoning review.

ANALYSIS

Land Use

A fire station is considered a government facility, general, which is a permitted use in the R-1 zoning district. The subject properties are guided Innovation and Technology, which also allows for public uses and a reguinding to the Public designation is underway in conjunction with the

Comprehensive Plan update. A fire station at the subject location is a legal and permitted use based upon the guidance of the Comprehensive Plan and the zoning of the subject property.

Code Compliance

Table 1 provides an analysis of the proposed fire station and associated site improvements according to the development standards for nonresidential uses in the R-1 zoning district and other performance standards throughout the City Code. Areas of noncompliance or nonconformance are identified, and additional discussion regarding conformance to various performance standards is provided in specific sections of the staff report.

Table 1 – City Code Compliance Analysis

Standard and Code Section	Proposed	Meets Standard?
Minimum Site Area – 30,000 square feet (Sec. 21.301.01(c)(2))	162,624 square feet	Yes
Minimum Site Width – 120 feet (Sec. 21.301.01(c)(2))	432 feet	Yes
Building Setback Along Streets – 50 feet (Sec. 21.301.02(d)(2))	66 feet (north) 75 feet (west)	Yes
Building Rear Yard (East) Setback – 30 feet (Sec. 21.301.02(e))	125 feet	Yes
Building Side Yard (South) Setback – 20 feet or the height of the structure (38 feet), whichever is greater (Sec. 21.301.02(e))	73 feet	Yes
Parking Setback (Along Street) – 20 feet (Sec. 21.301.06)	20 feet	Yes
Parking Setback (Side/Rear Yard) – 5 feet (Sec. 21.301.06)	5 feet	Yes
Impervious Surface Coverage Maximum 75 percent (Sec. 21.301.01(c)(2))	48.8 percent	Yes
Floor Area Ratio (FAR) – Maximum 0.35 for institutional uses adjacent to arterial or collector streets (Sec. 21.302.06(b)(2))	0.19	Yes
Building Height – 40 feet (Sec. 21.301.10(b)(1)(A))	38.3 feet	Yes
Parking Quantity Required – 38 spaces (Section 21.301.06(d))	38 spaces 8 proof spaces 46 total spaces	Yes

Standard and Code Section	Proposed	Meets Standard?
Parking Stall Size – 9 feet by 18 feet for 90 degree parking (Sec. 21.301.06(c)(2)(C))	9 feet by 18 feet	Yes
Drive Aisles – 24 feet for 90 degree parking (Sec. 21.301.06(c)(2)(C))	25 feet	Yes
Sidewalks – Five feet in width, seven feet when perpendicular to surface parking (Sec. 21.301.04)	Seven feet	Yes
Trash and Recycling Collection Area Minimum 120 sq. ft. (Section 19.51 and MN Admin Rules 1303.1500)	125 square feet	Yes
Free-Standing Sign Setback – 20 feet (Chapter 19 - Article X Sign Regulations)	50 feet	Yes
Tree Requirement – 65 trees (Sec. 19.52)	71 total trees (23 existing, 48 new)	Yes
Shrub Requirement – 163 shrubs (Sec. 19.52)	214 shrubs	Yes

Building Design

The proposed fire station is two stories and 38.3 feet in height at its tallest point, complying with the structure height requirements of the City Code. The proposed roof is a flat design. The first floor contains offices, a training room, fitness area, equipment storage, six apparatus bays, a decontamination area, and other associated uses. The second floor includes eight dormitory rooms/offices, laundry, a kitchen and dining area, a patio, and a training tower and mezzanine above the apparatus bays.

The proposed primary exterior materials include brick, cast stone, glazing and metal panels. All these materials are Code-compliant for non-residential structures in the R-1 zoning district. The metal panels must be reviewed and approved by staff prior to permit issuance. The City Code regulates coatings on primary exterior materials. A condition of approval is recommended that requires Planning Manager approval of the exterior building materials prior to permit issuance.

Landscaping, Screening and Lighting

Based on the developable landscaping area for the site, City Code requires 65 trees and 163 shrubs. The applicant is proposing 71 trees by installing 48 trees and preserving 23 existing trees. The applicant must demonstrate the existing trees are not on the City's prohibited plant species list (Section 18.03 of the City Code). The shrub requirement is exceeded, as 214 units of shrubs are proposed. One parking island northwest of the building does not have a deciduous tree. However, parking lots with less than 50 parking stalls are exempt from the deciduous tree requirement.

Perimeter screening is required for any institutional use that abuts a single-family residential use that is also zoned or guided for single-family residential use. Fire stations qualify as institutional uses per the definition in City Code Section 19.03. The subject property abuts a single-family use that is both zoned and guided as such along its south boundary. As a result, the south property line must be screened to a height of five feet according to the methods described in City Code Section 19.52(d)(2). Currently, there are multiple mature evergreen trees along the south boundary that are preserved. The screening requirement could be achieved by adding some evergreen trees in strategic locations to fill in some minor gaps where the residential property is visible. The landscaping plan must be updated to satisfy these requirements. Finally, the applicant is proposing to screen rooftop mechanical equipment in a manner that complies with the requirements of City Code.

To demonstrate compliance with the exterior lighting ordinance (Sec. 21.301.07), the application included a photometric lighting plan. The lighting plan indicates that Code-required maintained light levels will be provided. However, the maintained plan uses a light loss factor (LLF) of 0.95, whereas City Code requires maintained be calculated with a LLF 0.81. Staff is recommending a condition the lighting plans be reviewed and approved prior to a building permit issuance.

Access, Circulation, and Parking

The proposed site plan includes access to both East Old Shakopee Road (CSAH 1) and East 86th Street. The East 86th Street access will serve as the primary egress for emergency vehicles leaving the site for call response. The nearby traffic signal at the intersection of East Old Shakopee Road and East 86th Street will include emergency vehicle preemption (EVP) technology to enhance traffic safety as emergency vehicles maneuver through the intersection. The access to East Old Shakopee Road is designed for right-in/right-out movements due to the presence of a future roadway median.

The City is leading a project to reconstruct the segment of East Old Shakopee Road adjacent to the subject property starting in 2019 in coordination with Hennepin County. The planning and construction of the roadway improvements are being coordinated with the construction of the fire station. Components of the roadway improvement project that are related to the fire station site are the emergency vehicle access within the proposed median, the removal of existing driveway curbs that previously served residential properties, and the trail segment along the east side of East Old Shakopee Road. The Public Works Department continues to work with Hennepin County on design and traffic details.

The proposed site plan allows for vehicle circulation around the entirety of the fire station. Pedestrian access to the site is provided through the construction of a sidewalk connecting to the trail proposed along East Old Shakopee Road. Sidewalk will also be constructed along East 86th Street, with the exception of the substantial driveway. Internal sidewalks are provided along the parking areas most likely to be utilized by visitors.

The application proposes to construct 38 parking spaces and provide eight proof of parking spaces. The City Code does not have a specific parking quantity requirement for fire stations. As a result,

staff has analyzed the proposed fire station based on the uses within the building compared to similar uses. The uses that will generate parking demand include the proposed dormitories, training room, and office areas. The storage of the fire truck and equipment is similar to a warehouse. The office and training rooms are for internal use, which is similar to an office use. By applying an internal capture approach to the congregate living use, no additional parking is needed, as the same persons (firefighters) occupying the office and storage areas would be occupying the dormitories concurrently. The uses that are accessory to the dormitories, such as the kitchen, do not generate any additional parking demand.

Table 2 – Parking Quantity Analysis

Use Description	Standard	Proposed	Stalls Required
Truck and equipment areas	1 space per 1,000 square feet	15,000 sq. ft.	15
Office	1 space per 285 sq. ft.	6,300 sq. ft.	22
Total Parking Requirement Per City Code			37
Parking Proposed			38
Proof of Parking Proposed			8
Total Parking Provided			46

Table 2 provides an overview of the parking requirement based on staff analysis. City Code requires 37 parking spaces be provided. The application proposes to construct parking in excess of the Code-required amount of parking. Should the parking demand be higher than required by the City Code for the proposed uses, eight proof of parking spaces may be constructed to increase the parking supply. A Proof of Parking Agreement is not necessary, as the City is the sole party responsible for determining and providing adequate parking and because the additional spaces exceed the amount required. The quantity of parking provided complies with City Code.

Stormwater Management

Stormwater would be managed to meet the City's requirements for stormwater rate control (quantity), stormwater quality and volume. An infiltration basin is planned along the eastern boundary of the site. The Stormwater Management plan calculations and narrative are under review and appear to meet the requirements 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. This site is located within the Lower Minnesota River Watershed District, so an additional permit will not be required.

Utilities

The fire station and site is proposed to be served by a looped water system with main connections in both East Old Shakopee Road and East 86th Street. Sanitary sewer service would be provided from East 86th Street. Storm sewer is planned through the site to transport stormwater to the infiltration basin located along the east boundary. The utility plans must be approved by the City Engineer prior to permit issuance.

Traffic Analysis

No significant impacts to the adjacent traffic patterns due to this building have been identified. The proposed use is not anticipated to generate a significant amount of traffic. The safety of emergency vehicle movements in proximity to the station will be enhanced by refining the existing emergency vehicle preemption (EVP) technology at the nearby intersection and signal.

Fire Preventions and Public Safety

The site plans meet the Fire Prevention requirements. The proposed development is consistent with the emergency vehicle access and circulation requirements and provides the minimum 20-foot wide access around the building. The 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.

The applicant proposes adequate water supply with a hydrant within 50 feet of the fire department connection and within 150 feet of any exterior wall. Hydrants will be approved by the Utilities and Fire Prevention Divisions. The applicant shall ensure the proposed landscaping plans don't interfere with access to the building.

The building must be addressed plainly and visible from the street or road using numbers that contrast with the background. The numbers must be a minimum of four inches, be Arabic numbers or alphabetic letters with a minimum stroke width of 0.5 inches. Stairwell access within the building must be maintained. Doors shall be provided into all stairwells on all levels. Provide for emergency responder radio coverage throughout the complex and in all structures per the requirements of Appendix L in the 2015 Minnesota State Fire Code.

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

Miscellaneous

The facility is required to provide interior trash and recycling storage facilities. An interior trash room is proposed on the east side of the building. The size of the trash room meets the

requirements of City Code and the MN State Building Code. Trash and recycling must continue to be stored inside on an ongoing basis.

Regarding signage, the architectural plans show wall signage on three building elevations. The City Code would allow one wall sign per street frontage. In addition, the size of the signs exceed the allowances for nonresidential buildings on properties zoned R-1. The site plan shows a dynamic display message sign located at the northwest corner of the building. As the sign is located more than 100 feet from a property that is both residentially used and zoned, the property would be allowed to have an electronic changeable copy sign, subject to the size restrictions of the Class I Sign District (Sec. 19.110).

Status of Enforcement Orders

The property is not subject to any open enforcement orders.

Planning Commission Review

The Planning Commission opened a public hearing for the subject application at the meeting on 11/08/18. With the exception of the Fire Chief and representative from Public Works, no one from the public spoke at the hearing. Due to a clerical error in the public hearing notice document sent to the Sun Current, the notice was not published in the City's official newspaper ten days prior to the hearing as required by State Statute. As a result, the Planning Commission continued the public hearing to the 11/29/18 meeting. The public hearing remains open. Final action on the subject application can be taken at the 11/29/18 meeting, subject to the appeal provisions outlined in Section 21.501.01(c) of the City Code.

FINDINGS

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

Required Finding	Finding Outcome/Discussion
(1) The proposed development is not in conflict with the Comprehensive Plan.	Finding Made – The subject properties are guided Innovation and Technology (IT). Public uses are allowed in the IT land use designation. In addition, the subject properties are being reguided to the Public land use category as part of the 2040 Comprehensive Plan Update. A fire station located at the subject properties is not in conflict with the Comprehensive Plan.
(2) The proposed development is not in conflict with any adopted District Plan for the area.	Finding Made – The proposed use is located in the South Loop District. A new fire station serving the South Loop District will help facilitate the South Loop District Plan.

Required Finding	Finding Outcome/Discussion
(3) The proposed development is not in conflict with City Code provisions.	Finding Made – Subject to the conditions of approval, the proposed development is not in conflict with City Code provisions.
(4) The proposed development will not be injurious to the surrounding neighborhood or otherwise harm the public health, safety and welfare.	Finding Made – The proposed fire station is needed to protect the public health, safety and welfare of the area the station serves and the broader community. The proposed development will not 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 Plans application unless an appeal to the City Council is received.

Staff recommends approval of the Final Site and Building Plan application for Fire Station #3 through the following motion:

In Case PL2018-344, having been able to make the required findings, I move to approve Final Site and Building Plans for a new fire station located at 2255, 2263, 2271 and 2275 East Old Shakopee Road and 2305, 2313 and 2325 East 86th Street, subject to the conditions and Code requirements listed in the staff report.

RECOMMENDED CONDITIONS OF APPROVAL

Case PL2018-344

Project Description: Final Site and Building Plans for a six-bay, two-story fire station.

Address: 2255, 2263, 2271 and 2275 East Old Shakopee Road
2305, 2313 2325 and East 86th Street

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 A building permit for all required changes to accommodate the proposed use be obtained.
2. Prior to Permit Sewer Availability Charges (SAC) must be satisfied.
3. Prior to Permit Access, circulation and parking plans must be approved by the City Engineer.
4. Prior to Permit Grading, Drainage, Utility and Erosion Control plans must be approved by the City Engineer.
5. 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.
6. 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).
7. Prior to Permit An erosion control surety must be provided (16.08(b)).
8. 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).
9. 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).
10. Prior to Permit Utility plan showing location of existing and proposed water main and fire hydrant locations must be approved by the Fire Marshal and Utilities Engineer (City Code Sec. 6.20, Minnesota State Fire Code Sec. 508).
11. Prior to Permit A Hennepin County permit for work within the right-of-way must be obtained and a copy submitted to the Engineering Division prior to work beginning in the right-of-way.
12. Prior to Permit Landscape plan must be approved by the Planning Manager and landscape surety must be filed (Sec 19.52).
13. 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.
14. Prior to Permit Exterior building materials must be approved by the Planning Manager (Sec. 19.63.08).

15. Prior to C/O Buildings shall meet the requirements of the Minnesota State Fire Code Appendix L (Emergency Responder Radio Coverage) adopted through City Ordinance to have approved radio coverage for emergency responders based upon the existing coverage levels of the public safety communication systems.
16. Prior to C/O Prior to occupancy, life safety requirements must be reviewed and approved by the Fire Marshal.
17. 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.
18. Ongoing The site and building improvements are limited to those as shown on the approved plans in Case File #PL2018-3344.
19. Ongoing All trash and recyclable materials must be stored inside the principal building (Sec. 19.51).
20. Ongoing Signs must be in compliance with the requirements of Chapter 19, Article X of the City Code and Uniform Sign Design (USD) Plan.
21. Ongoing All construction related pickup, drop-off, loading, unloading, staging, stockpiling and parking must occur on site and off public streets.
22. Ongoing Poured-in-place concrete curbs must be provided on the perimeter of parking lots and traffic islands (Sec 19.64).
23. Ongoing All rooftop equipment must be fully screened (Sec. 19.52.01).
24. Ongoing Development must comply with the Minnesota State Accessibility Code (Chapter 1341).