

Committee Report

Community Development Committee



Committee Meeting Date: August 17, 2026

For the Metropolitan Council: August 26, 2026

Business Item: 2026-154

City of Bloomington South Loop Future Land Use Designations Comprehensive Plan Amendment, Review File 21953-21

Proposed Action

That the Metropolitan Council adopt the attached Review Record and take the following actions:

1. Authorize the City of Bloomington to place its comprehensive plan amendment into effect.
2. Find that the amendment does not change the City's forecasts.
3. Advise the City to implement the advisory comments in the Review Record for Land Use.

Summary of Community Development Committee Discussion/Questions

The Community Development Committee unanimously recommended approval of the proposed action as part of its consent agenda at its meeting on August 17, 2026.



Business Item

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District(s), Member(s):	District 5, John Pachecho Jr.
Policy/Legal Reference:	Metropolitan Land Planning Act (Minn. Stat. § 473.175)
Staff Prepared/Presented:	Amber Turnquest, Planning Analyst (651-602-1576) Angela R. Torres, Senior Manager (651-602-1566)
Division/Department:	Community Development / Regional Planning

Proposed Action

That the Metropolitan Council adopt the attached Review Record and take the following actions:

1. Authorize the City of Bloomington to place its comprehensive plan amendment into effect.
2. Find that the amendment does not change the City's forecasts.
3. Advise the City to implement the advisory comments in the Review Record for Land Use.

Background

The City submitted the South Loop Future Land Use Designations comprehensive plan amendment on June 26, 2026. The amendment proposes to re-guide the Future Land Use on two sites totaling 24.7 acres from South Loop Mixed Use to High Intensity Mixed Use. The sites are located at 3700 and 3750 American Boulevard East and 7901 International Drive (Figure 1). The purpose of the amendment is to reduce barriers to redevelopment of remote airport parking facilities. This is the City's twentieth amendment to its 2040 Comprehensive Plan.

Rationale

The proposed amendment conforms to regional system plans, is consistent with Council policies, and is compatible with the plans of other local communities and school districts.

Regional Development Framework Analysis

On February 12, 2025, the Council adopted Imagine 2050, which builds on policy direction in Thrive MSP 2040. The Council adopted Imagine 2050 in February 2025. Consistent with the procedures adopted in [Business Item 2025-113](#), the Council is reviewing this item under both Thrive MSP 2040 and Imagine 2050. The metropolitan development guide defines the Land Use Policy for the region and includes strategies for local governments and the Council to implement. These policies and strategies are interrelated and taken together.

Funding
None.



REVIEW RECORD

City of Bloomington

South Loop Future Land Use Designations Comprehensive Plan Amendment

Review File No. 21953-21, Business Item 2026-154

BACKGROUND

The City of Bloomington (City) is located in southeastern Hennepin County, bordered by Richfield, Edina, and Fort Snelling to the north, Eden Prairie to the west, Shakopee to the southwest, Savage and Burnsville to the south, and Eagan to the east.

Thrive MSP 2040 designates Bloomington with an “Urban” community designation (Figure 2) and Imagine 2050 designates Bloomington with an Urban Edge community designation (Figure 3). The Council forecasts from 2030 to 2050 that the City will grow from 95,300 to 103,400 population and 41,200 to 44,800 households. The Council also forecasts that between 2030 and 2050, the City’s employment will increase from 91,100 to 98,300 jobs.

The Metropolitan Council acted on the City of Bloomington 2040 Comprehensive Plan ([Joint Business Item 2019-150](#), Review File No. 21953-1) on July 10, 2019. This is the twentieth comprehensive plan amendment since the 2040 Plan was reviewed.

The Council adopted Imagine 2050 in February 2025. Consistent with the procedures adopted in [Business Item 2025-113](#), the Council is reviewing this item under both Thrive MSP 2040 and Imagine 2050.

REQUEST SUMMARY

The City submitted the South Loop Future Land Use Designations comprehensive plan amendment on June 26, 2026. The amendment proposes to re-guide the Future Land Use on two sites totaling 24.7 acres from South Loop Mixed Use to High Intensity Mixed Use. The sites are located at 3700 and 3750 American Boulevard East and 7901 International Drive (Figure 1). The purpose of the amendment is to reduce barriers to redevelopment of remote airport parking facilities.

OVERVIEW

Conformance with Regional Systems

The amendment conforms to the Regional System Plans for Parks, Transportation (including Aviation), and Wastewater, with no substantial impact on, or departure from, these plans.

Consistency with Council Policies

The amendment is consistent with Thrive MSP 2040, Imagine 2050, with the Housing Policy Plan, with water resources management, and is consistent with Council forecasts.

Compatibility with Plans of Adjacent Jurisdictions

The amendment will not have an impact on adjacent communities, school districts, or watershed districts, and is compatible with the plans of those districts.

PREVIOUS COUNCIL ACTIONS

- The Council acted on the 2040 Plan on July 10, 2019 ([Business Item 2019-150 JT](#), Review



Metropolitan Council



File No. 21953-1).

- The Council administratively reviewed the Lyndale Flats amendments on November 18, 2019 (Review File No. 20153-2). The amendment reguided 1.75 acres from General Business to High Density Residential to allow an 81-unit apartment building.
- The Council administratively reviewed the Penn Lake CityHomes amendment on November 17, 2020 (Review File No. 21953-3). The amendment reguided 1.88 acres from Low Density Residential to Medium Density Residential to allow 15-unit townhome development.
- The Council administratively reviewed the Medium Density Residential Text amendment on April 1, 2021 (Review File No. 21953-4). The amendment added language to the Medium Density Residential land use guide description to allow the development of single-family homes if they meet certain criteria.
- The Council administratively reviewed the Lyndale Avenue Strategy Text amendment on April 28, 2021 (Review File No. 21953-5). The amendment modifies text in the Land Use chapter of the City's 2040 Comprehensive Plan to add a description related to the recently approved Lyndale Avenue Retrofit Strategy.
- The Council administratively reviewed the Old Cedar Apartments amendment on May 13, 2021 (Review File No. 21953-6). The amendment reguided 1.18 acres from Office to High Density Residential to allow a 68-unit affordable housing development.
- The Council administratively reviewed the Walser Toyota amendment on June 29, 2021 (Review File No. 21953-7). The amendment reguided 3.99 acres from Community Commercial to Regional Commercial to accommodate a 122,000 square foot auto dealership and office building.
- The Council administratively reviewed the 9201 Old Cedar Avenue amendment on September 21, 2021 (Review File No. 21953-8). The amendment reguided 1.03 acres from High Density Residential to Office to support re-use of an existing building for a medical office use.
- The Council administratively reviewed the United Properties: Motor Vehicle Sales amendment (Review File No. 21953-9). The amendment reguided 4.02 acres from Community Commercial to Regional Commercial to facilitate the development of a motor vehicle sales facility.
- The Council administratively reviewed the 8200 Humboldt Avenue South amendment on March 23, 2023 (Review File No. 21953-10). The amendment reguided 2.74 acres from Office to High Density Residential to allow the development of a four-story, 149-unit apartment building.
- The Council administratively reviewed the Oxboro Heights amendment on November 10, 2022 (Review File No. 21953-11). The amendment reguided 1.65 acres from Community Commercial to High Density Residential to accommodate development of a 5-story, 125-unit senior affordable apartment building.
- The Council authorized the Industrial Land Use Description Text amendment on May 10, 2023 ([Business Item: 2023-86](#), Review File No. 21953-12). The amendment proposed to allow a wider mix of uses in a 42-acre geographic subarea of its Industrial (IND) Guide Plan Designation along Lyndale Avenue. This wider mix included commercial (excluding auto sales) and, in limited cases, uses and densities allowed in the High Density Residential guiding.
- The Council administratively reviewed the LDR MDR Updates amendment on June 16, 2023 (Review File No. 21953-13). The amendment revised the descriptions and density ranges of the Low Density Residential (LDR) and Medium Density Residential (MDR) land use categories to streamline approves processes for single-family residential lots, encourage infill development and allow wider range of single and two family homes to add opportunities for affordable home ownership.
- The Council administratively reviewed the 2022 System Statement amendment on June 21, 2023 (Review File No. 21953-14). The amendment revised the comprehensive plan in

response to the 2022 System Statement by making changes to Section 4 (Transportation) and Section 7 (Community Facilities).

- The Council administratively reviewed the Knox and American on September 5, 2023 (Review File No. 21953-15). The amendment reguider 1.8 acres located at 1801 and 1851 American Boulevard West from Commercial to High Density Residential to support a 4-story, 99-unit apartment building.
- The Council administratively reviewed the 900 W 80th St amendment on April 23, 2025 (Review File No. 21953-16). The amendment reguider the property located at 900 West 80th Street from Industrial to Community Commercial and is to accommodate indoor recreation use at the property to utilize a showroom of play equipment for private play sessions.
- The Council administratively reviewed the Community Health Center amendment on September 23, 2025 (Review File No. 21953-17). The amendment proposed to re-guide 4 acres located at 9801 Penn Avenue South from High Density Residential to the Public designation, to facilitate a building addition and site improvements for the development of the Bloomington Community Health Center.
- The Council administratively reviewed the St. Marks amendment on September 23, 2025 (Review File No. 21953-18). The amendment proposes to re-guide 3.97 acres from quasi-public to low density residential, located at 8630 Xerxes Avenue South. The purpose of the amendment is to facilitate the redevelopment of the site to 16 single and two-family dwellings.
- The Council administratively reviewed the South Loop District Plan amendment on December 18, 2025. (Review File No. 21953-19) The amendment proposed a text change to the 2040 Comprehensive Plan, updating the plan for the South Loop District to update the 2012 South Loop District Plan by establishing new policies and actions while maintaining the visions and goals.
- The Council administratively reviewed the Wixon Jewelers Redevelopment amendment on March 23, 2026 (Review File No. 21953-20). The amendment proposed to reguider a 0.88-acre parcel from General Business to High Density Residential to support the development of a 180-unit affordable apartment building.

ISSUES

- I. Does the amendment conform to the regional system plans?
- II. Is the amendment consistent with Thrive MSP 2040, Imagine 2050, and other Council policies?
- III. Does the amendment change the City's forecasts?
- IV. Is the amendment compatible with the plans of adjacent local governmental units and affected jurisdictions?

ISSUES ANALYSIS AND FINDINGS

Conformance with Regional Systems

The amendment conforms to the regional system plan for Regional Parks, Wastewater Service, and Transportation with no substantial impact on, or departure from, these system plans. Additional review comments are included below.

Regional Parks

Colin Kelly, Community Development (CD) – Regional Parks (651-602-1361)

The amendment conforms to the 2040 Regional Parks Policy Plan and the 2050 Regional Parks and Trails Policy Plan. There is one unit of the Regional Parks and Trails System in the vicinity of the proposal to re-guide two sites totaling 24.7 acres from South Loop Mixed Use to High Intensity Mixed Use. A segment of the Nine Mile Creek Regional Trail is less than 0.1 mile south of the proposed change, on the south side of American Boulevard East.

The Nine Mile Creek Regional Trail has a 2014 Metropolitan Council-approved long-range plan. The City of Bloomington is the Regional Park Implementing Agency for this segment of the regional trail. (Figure 1).

Wastewater Service

Roger Janzig, Environmental Services (ES) – Wastewater Planning (651-602-1119)

The amendment conforms to the 2040 Water Resources Policy Plan (WRPP) and the 2050 Water Policy Plan. The amendment is being driven by the re-guiding of 24.7 acres from South Loop Mixed Use (SLMU) to High Intensity Mixed Use (HIMX) to allow for zoning changes that are more flexible for development. In the SLMU district, the density range is 30-130 units/acre and has a minimum floor area ratio (FAR) of 1.5; the HIMX district has a density range of 10-60 units/acre and no minimum FAR. The HIMX allows FAR up to 2.0 but does not require residential uses or as high of a minimum FAR. There is no development associated with this proposed amendment. The Metropolitan Disposal System has adequate capacity for this project location with the proposed land use guiding changes.

Transportation

Joseph Widing, Metropolitan Transportation Services (MTS) (651-602-1822)

The amendment conforms to the 2040 Transportation Policy Plan (TPP) and the 2050 TPP. The purpose of the amendment is to codify the airport parking use into a permanent use while facilitating future transit-oriented development along American Boulevard. This amendment does not change the future intended use of the site and acknowledges that private off-site airport parking is likely to remain as the use of the site beyond a temporary situation.

The amendment includes a potential conceptual drawing of what a development could look like but does not carry any actual proposals with it at this time. As this amendment does not change the expectations for this site long term, there are no transportation impacts to consider.

The amendment site is within the 60 DNL noise contours for MSP airport but does not impact regional aviation.

Transit

Mark Christianson, Metro Transit (MT) (612-349-7467)

The METRO Blue Line American Boulevard and 34th Ave Station is adjacent to 3700 and 3750 American Boulevard East and 7901 International Drive, which provides light rail service to major nearby destinations like the Mall of America and Minneapolis-Saint Paul International Airport, and to downtown Minneapolis. The Blue Line is a critical METRO line currently operating every 12 minutes every day of the week and planned to increase frequency to every 10 minutes.

Route 54, serving Mall of America, MSP, and downtown St. Paul is adjacent to the sites. This line has been identified as the ABRT METRO J Line and provides critical connections every 10 minutes most of the day. Route 345 also operates nearby, connecting riders to Mall of America, MSP, West St. Paul, Newport, and Woodbury, hourly, all days of the week. The proposed amendment does not present an impact.

Consistency with Council Policy

The amendment is consistent with Council policies for forecasts, land use, housing, and water supply. Additional review comments are detailed below.

Forecasts

Todd Graham, CD – Research (651-602-1322)

The forecast-related content is consistent with regional policy. The City offers that the plan amendment does not affect the communitywide forecast. The expected development fits within the approved 2030 and 2040 communitywide forecast; no adjustment is needed for this amendment. For reference, the Council's current approved forecasts are included in Table 1 below.



Table 1. Metropolitan Council City of Bloomington Forecasts

Category	Census 2020	Current Approved Forecast		
		2030	2040	2050
Population	89,987	95,300	98,100	103,400
Households	38,080	41,200	42,500	44,800
Employment	73,382	91,100	92,600	98,300

Land Use

Amber Turnquest, CD – Local Planning Assistance (651-602-1576)

The amendment is consistent with regional policy for land use. Thrive MSP 2040 designates the City of Bloomington with an “Urban” community designation. Imagine 2050 designates the City of Bloomington with an “Urban Edge” community designation (Figures 2 and 3).

The amendment proposes to reguide 24.7 acres from South Loop Mixed Use to High Intensity Mixed Use. The sites are located at 3700 and 3750 American Boulevard East and 7901 International Drive (Figure 1). The purpose of the amendment is to reduce barriers for future redevelopment.

Council staff’s review of this site and the City’s expected future guided land use shows expected future density to decrease from 10.89 units per acre to 9.37 units per acre (Table 2). While Thrive MSP 2040 calls for Bloomington to plan for an average of 10 units per acre, Imagine 2050 designates the City as “Urban Edge” and expects development to average 14 units per acre.

With the proposed reduction in planned minimum densities for a community with a known development pattern that supports multifamily developments and higher densities, Council staff assessed recent multifamily development in the City. This evaluation indicates that the City has been developing at much higher densities than the minimum densities identified in their Plan. An analysis of recent building permit information from 2019-2025 shows that multifamily development in the City has resulted in 26 developments, with a total of 3,158 units across 99.75 acres for a combined density of 31.65 units per acre. When considering recent development activity along with the planned densities, the City’s overall density comes to 17.67 units per acre. With this additional consideration, the Plan remains consistent with both Thrive and Imagine.

This analysis follows a similar approach to the Maplewood comprehensive plan amendment ([Business Item 2026-18](#)) where the Community Development Committee agreed this was a fair and practical approach for communities not eligible to participate in the Plat Monitoring Program.

Table 2. City of Bloomington Density Table

Category	Density		Net Acres	Min Units	Max Units
	Min	Max			
Low Density Residential	0.1	12	51.69	14	43
Medium Density Residential	5	15	2.78	53	88
High Density Residential	10	150	48.01	359	889
High Intensity Mixed Use	10	60	11.41	480	1,860
South Loop Mixed Use	30	130	22.66	680	2,946
Office	10	80	14.60	146	1,168
Community Commercial	8	80	8.40	67	672
Regional Commercial	8	80	8.41	67	673
	TOTALS		167.96	1,574	14,007
	Overall Density			9.37	83.39
Building Permit Data (Multifamily Development)			99.75	3,158	
Total Planned and Permit Data			267.71	4,732	
Overall Density + Permit Data				17.67	

Advisory Comments

The City has indicated to Council staff that the planned residential density will be increased to be fully consistent with regional policy as part of the 2050 comprehensive plan update. Council staff advise the City that in Imagine 2050, the City's community designation is Urban Edge which requires a minimum net residential density for areas planned to accommodate forecasted growth of 14 units per acre. While the City has demonstrated a development pattern higher than planned minimum densities as shown in the building permit analysis above, planning for the 2050 Comprehensive Plan requirements now will help the City maintain consistency with regional policy moving forward. Please reach out to staff with any questions.

Housing

Olivia Boerschinger, CD – Housing (651-602-1327)

The amendment is consistent with the Council's Housing Policy Plan. The Plan currently provides sufficient land to address its share of the region's 2021-2030 need for affordable housing, which is 842 units. The proposed amendment includes changes to land uses that do not impact the City's inventory of land guided to support the development of low- and moderate-income housing.

This amendment continues to allow the City to implement the housing element of their 2040 Plan and to address their share of the region's affordable housing need for 2021-2030.

As of this amendment, the Plan will be guiding approximately 183 acres of higher density residential land such that at least 1,016 units could be built and has already built 647 units of affordable housing so far this decade (Figure 5).

The City is a current participant in the Livable Communities Act program, the last grant awarded was in 2025 for a total of \$270,000.

Water Resources

John Clark, ES – Water Supply (651-602-1452)

The amendment is consistent with the 2040 WRPP and Imagine 2050 WPP for water supply and policies related to sustainable water supplies.

Compatibility with Plans of Adjacent Governmental Units and Plans of Affected Special Districts and School Districts

The proposed amendment is compatible with the plans of adjacent jurisdictions. No compatibility issues with plans of adjacent governmental units and plans of affected special districts and school districts were identified.

ATTACHMENTS

- Figure 1: For this Figure GIS will use Imagine 2050 GIS/System Statement shapefiles
- Figure 2: Location Map Showing Thrive MSP 2040 Community Designation/s
- Figure 3: Location Map Showing Imagine 2050 Community Designation/s
- Figure 4: Existing and Proposed Land Use Guiding



Figure 1. Location Map Showing Regional Systems

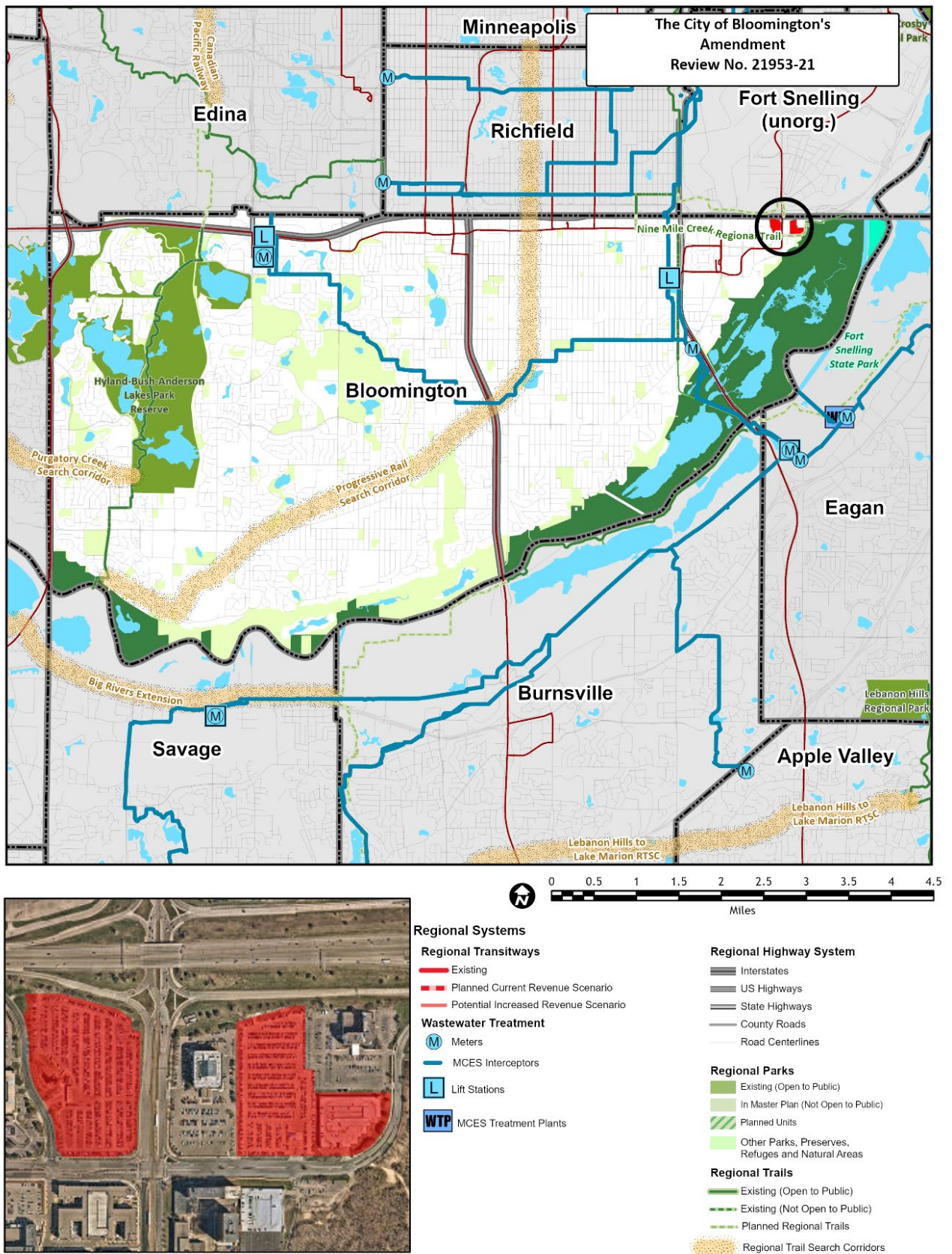
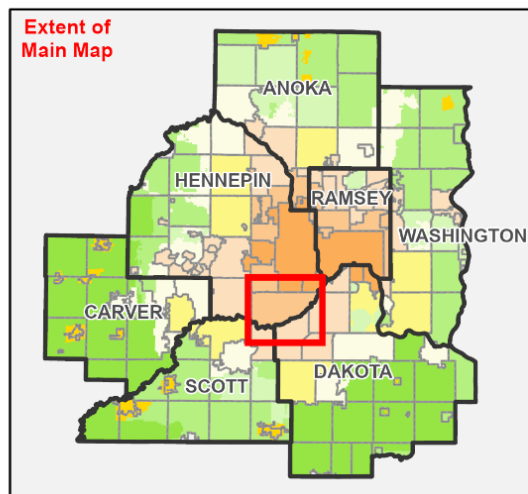
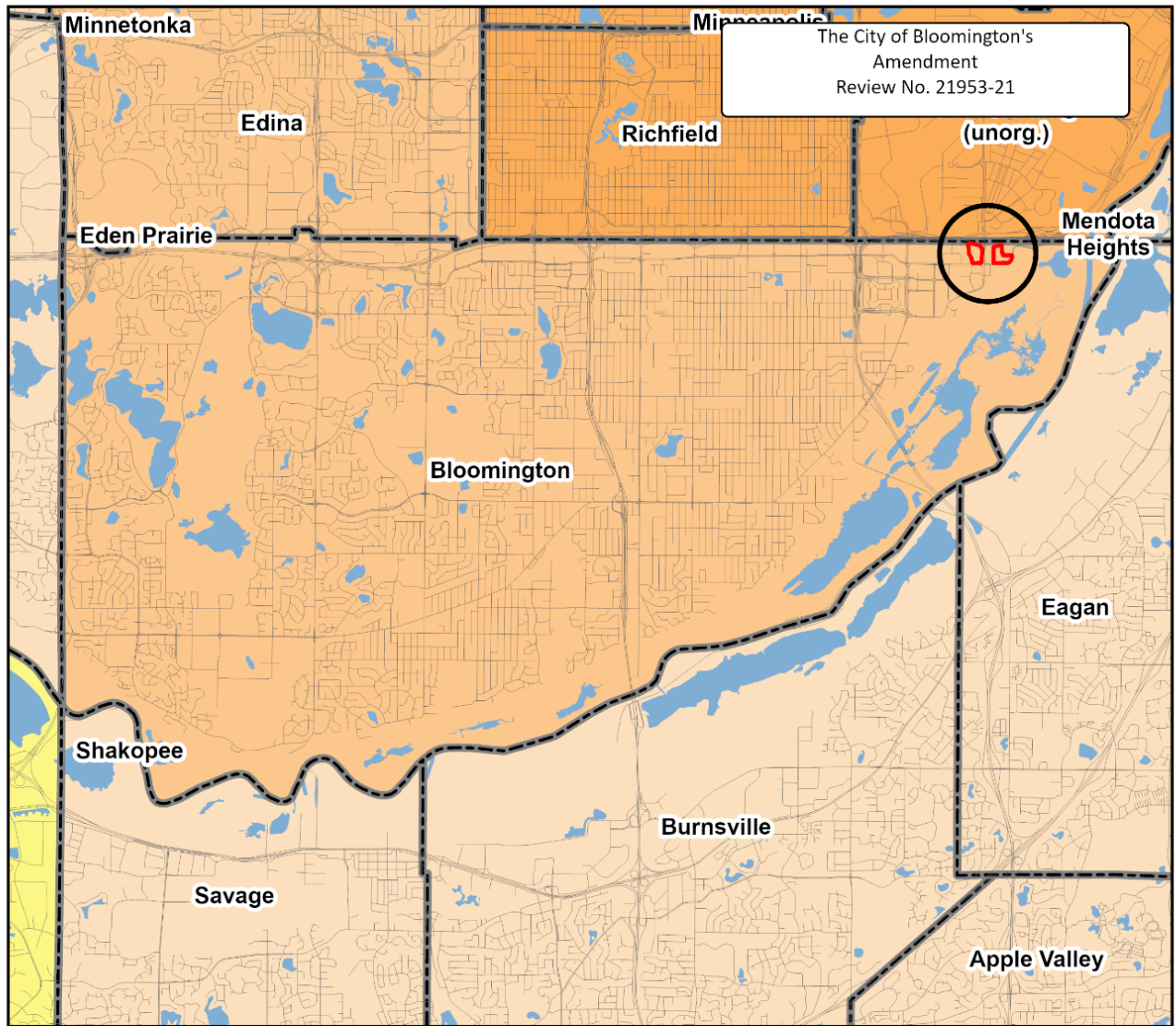


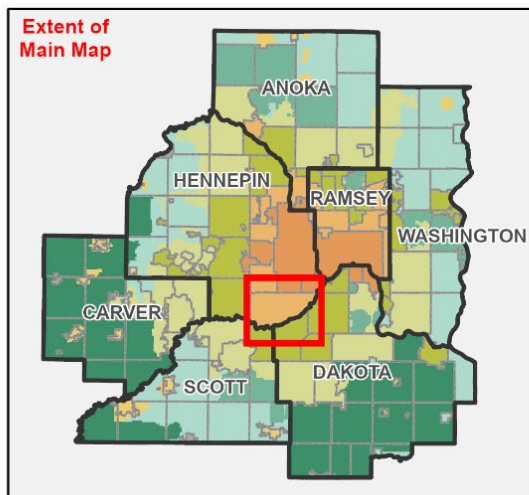
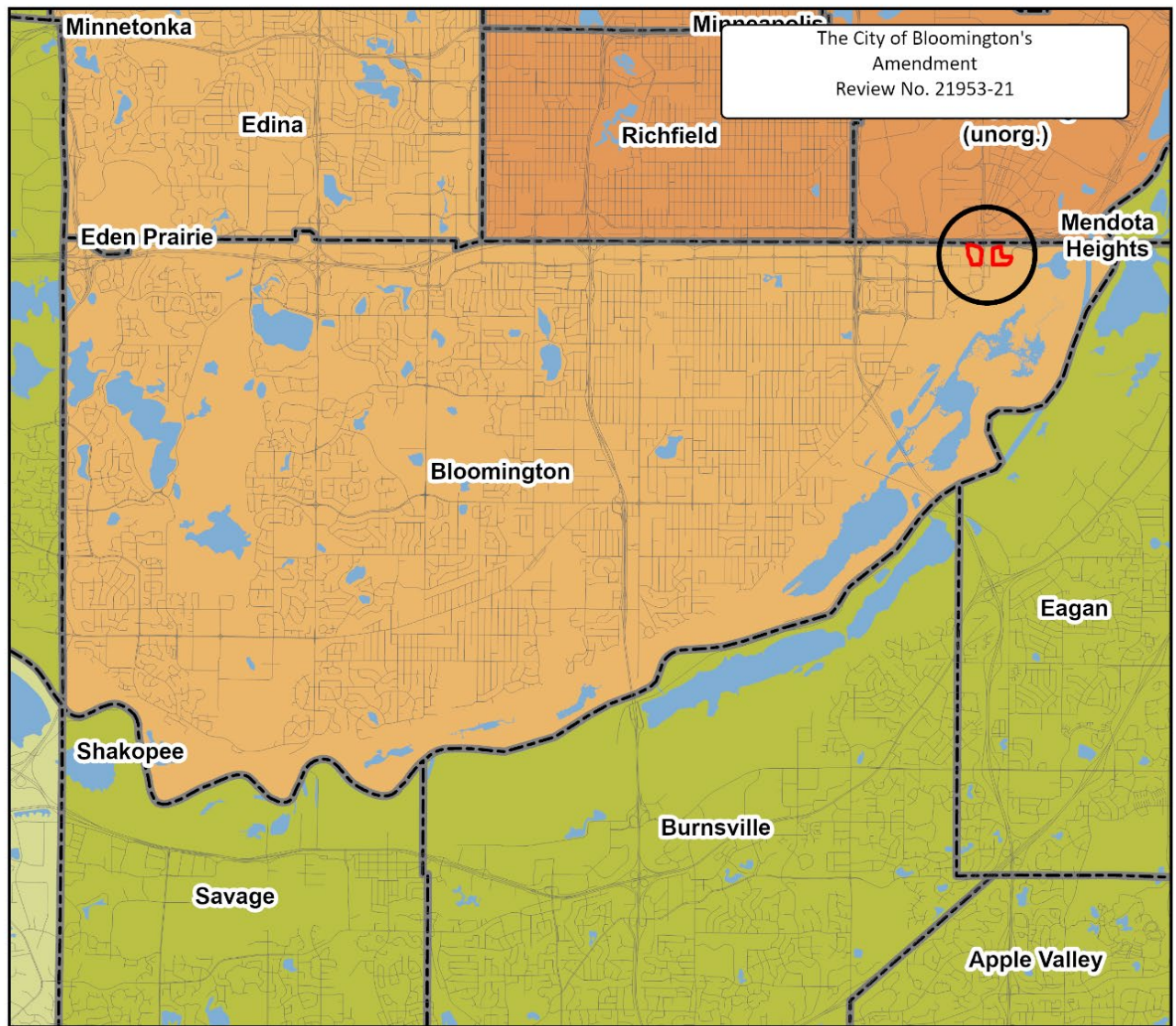
Figure 2. Location Map Showing Thrive MSP 2040 Community Designation



ThriveMSP 2040 Community Designations

- Agricultural
- Rural Residential
- Diversified Rural
- Rural Center
- Emerging Suburban Edge
- Suburban Edge
- Suburban
- Urban
- Urban Center

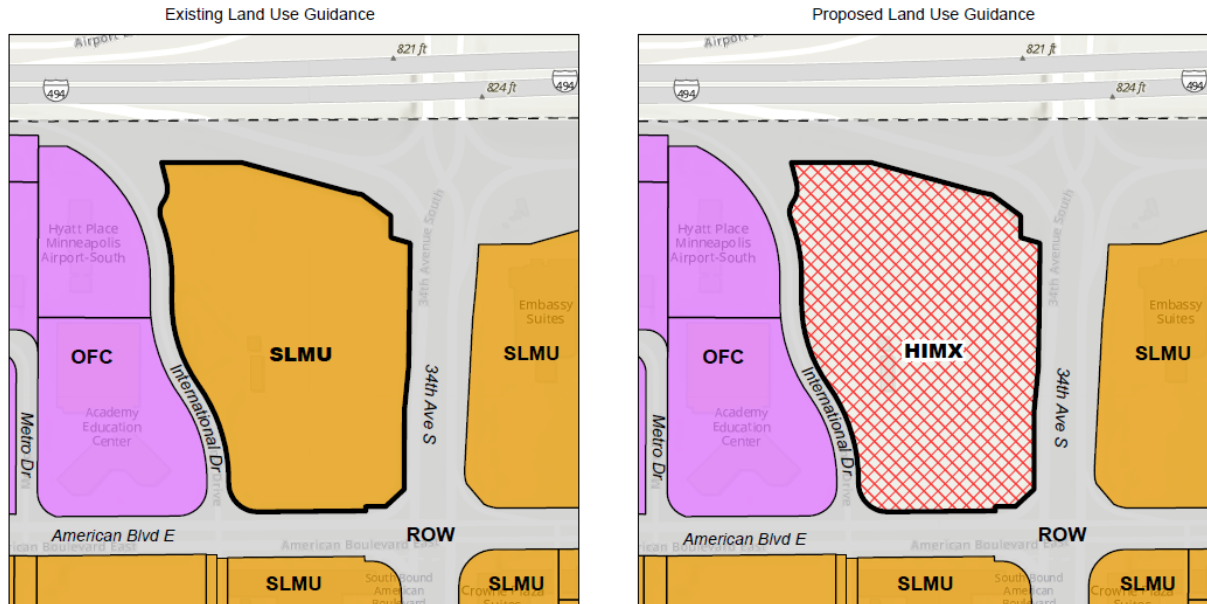
Figure 3. Location Map Showing Imagine 2050 Community Designation



Imagine 2050 Community Designations

- Urban
- Urban Edge
- Suburban
- Suburban Edge
- Rural Center
- Diversified Rural
- Rural Residential
- Agricultural
- Non-Council Community

Figure 4. Existing and Proposed Land Use Guiding
International Boulevard



American Boulevard

