

## Community Development Committee

Meeting date: January 17, 2017

For the Metropolitan Council meeting of January 25, 2017

**Subject:** City of Richfield Cedar Avenue Corridor Plan Comprehensive Plan Amendment, Review File No. 20472-11

**District(s), Member(s):** District 5, Steve Elkins

**Policy/Legal Reference:** Metropolitan Land Planning Act (Minn. Stat. § 473.175)

**Staff Prepared/Presented:** Michael Larson, AICP, Senior Planner, Local Planning Assistance (651-602-1407)

**Division/Department:** Community Development / Regional Planning

### Proposed Action

That the Metropolitan Council:

1. Adopt the attached Review Record and allow the City of Richfield to place the Cedar Avenue Corridor Plan Comprehensive Plan Amendment into effect.
2. Advise the City to implement the advisory comments in the Review Record for Regional Parks, Transportation, and Wastewater.

### Background

The amendment re-guides approximately 75-acres in the Cedar Avenue Corridor along the eastern border of Richfield. Major changes include reguiding approximately 30 acres from High Density Residential to Low and Medium Density Residential; and approximately 32 acres from Office to Mixed Use. The City also designates an alignment for the future southward extension of Richfield Parkway, along which the City proposes a relocated alignment for the Nokomis-Minnesota River Regional Trail. The purpose of the comprehensive plan amendment, including the reguiding of land, is to respond to updated planning factors that include airport noise, transportation accessibility, market demand, and a renewed community vision for the area.

### 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.

### Thrive Lens Analysis

The proposed amendment is reviewed against the land use policies in *Thrive MSP 2040*. To implement these policies, Thrive includes land use strategies for local governments and the Council to implement. These policies and strategies are interrelated and serve to achieve the outcomes identified in Thrive.

### Funding

None.

### Known Support / Opposition

There is no known local resident or local government opposition to this proposal.

# Review Record

## City of Richfield Cedar Avenue Corridor Plan Comprehensive Plan Amendment

Review File No. 20472-11, Council Business Item No. 2017-21

### BACKGROUND

The City of Richfield (City) is located in southeastern Hennepin County, bounded by the cities of Minneapolis, Edina, and Bloomington; and by the Minneapolis-St. Paul International Airport on the east.

Consistent with the policies adopted by the Council in June 2014 ([Business Item 2014-143](#)) regarding review of local comprehensive plans, this amendment is being reviewed under *Thrive MSP 2040* and its policy plans. *Thrive MSP 2040* (Thrive) designates Richfield as an “Urban Center” community. Figure 1 shows the general location of Richfield and nearby communities, and the Council’s Thrive Community Designation.

The Council reviewed the City’s Update (Business Item 2009-98, Review File No. 20472-1) on May 13, 2009. This amendment is the City’s tenth since the review of the Update.

### REQUEST SUMMARY

The amendment re-guides approximately 75-acres in the Cedar Avenue Corridor along the eastern border of Richfield. Major changes include reguiding approximately 30 acres from High Density Residential to Low and Medium Density Residential; and approximately 32 acres from Office to Mixed Use. The City also designates an alignment for the future southward extension of Richfield Parkway, along which the City proposes a relocated alignment for the Nokomis-Minnesota River Regional Trail. The purpose of the comprehensive plan amendment, including the reguiding of land, is to respond to updated planning factors that include airport noise, transportation accessibility, market demand, and a renewed community vision for the area.

### OVERVIEW

<b>Conformance with Regional Systems</b>	The CPA conforms to the Regional System Plans for Parks, Transportation (including Aviation), and Wastewater, with no substantial impact on, or departure from, these plans.
<b>Consistency with Council Policies</b>	The CPA is consistent with the <i>Thrive MSP 2040</i> , with the <i>Housing Policy Plan</i> , with water resources management, and is consistent with Council forecasts.
<b>Compatibility with Plans of Adjacent Jurisdictions</b>	The CPA 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 City’s 2030 Comprehensive Plan Update on May 13, 2009 (Business Item 2009-98, Review File No. 20472-1).

- The Richfield City Hall, Maintenance Facility and Candlewood Outlot CPA was administratively approved on January 11, 2010 (Review File No. 20472-2).
- The 7144 Portland Avenue South CPA was administratively approved on September 7, 2010 (Review File No. 20472-3).
- The Low Density Residential Text Amendment CPA was administratively approved on June 6, 2011 (Review File No. 20472-4).
- The 70<sup>th</sup> Street & Nicollet Avenue, Penn Avenue CPA was administratively approved on June 6, 2011 (Review File No. 20472-5).
- The 74<sup>th</sup> Street & Lyndale Avenue CPA was administratively approved on January 3, 2012 (Review File No. 20472-6).
- The Candlewood Outlot CPA was administratively approved on August 8, 2012 (Review File No. 20472-7).
- The 6244 Cedar Avenue CPA was administratively approved on May 18, 2015 (Review File No. 20472-8).
- The Richfield Audi CPA was administratively approved on May 27, 2015 (Review File No. 20472-9).
- The Mesaba Senior Housing CPA was administratively approved on May 17, 2016 (Review File No. 20472-10).

## ISSUES

- I. Does the amendment conform to the regional system plans?
- II. Is the amendment consistent with *Thrive MSP 2040* 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, Transportation, and Wastewater, with no substantial impact on, or departure from, these system plans. Additional review comments are included below.

### **Regional Parks**

*Reviewer: Jan Youngquist (651-602-1029)*

The amendment is complete for regional parks review and conforms to the 2040 Regional Parks Policy Plan. There are two regional parks system facilities located within the Cedar Avenue Corridor Amendment Area as identified in the *2040 Regional Parks Policy Plan* (RPPP). The Nine Mile Creek Regional Trail and the Nokomis-Minnesota River Regional Trail are owned and operated by Three Rivers Park District and are governed by the RPPP. The Nine Mile Creek Regional Trail travels east-west along 76th Street at the southern end of the amendment area and the Nokomis-Minnesota River Regional Trail travels north-south along Richfield Parkway and Cedar Avenue at the eastern end of the amendment area. The amendment proposes to extend Richfield Parkway south of 67th Avenue and relocate the Nokomis-Minnesota River Regional Trail from Cedar Avenue to follow the Richfield Parkway extension.

### **Advisory Comments**

The Council-approved master plan for the Nokomis-Minnesota River Regional Trail identifies the potential opportunity to shift the trail to follow an extension of Richfield Parkway and indicates that the City and/or developer would be responsible for trail right-of-way acquisition, design, and reconstruction since a parallel trail facility already exists. Council staff recommends that the City coordinate with Three Rivers Park District on planning, land acquisition, design, and construction of the relocated regional trail. Costs associated with the relocation of the regional trail prior to the end of its useful life are not eligible for regional parks funding through the Metropolitan Council.

### **Transportation**

*Reviewer: Russ Owen (651-602-1705)*

The proposed amendment is generally consistent with the *2040 Transportation Policy Plan*. The proposed amendment states as an objective to change the future functional classification of Richfield Parkway to be an A-Minor Arterial, which would make it eligible for Regional Solicitation funding. Approval of this designation follows a separate process involving determination by the Transportation Advisory Board (TAB), which considers the recommendation of the TAB's Technical Advisory Committee. Metropolitan Council approval of the proposed amendment does not constitute approval of the change to the future functional classification of Richfield Parkway.

The City's Comprehensive Plan refers to Appendix H of the *2030 Transportation Policy Plan* with regard to aviation noise and land use compatibility. New land use compatibility guidelines are located in Appendix L of the *2040 Transportation Policy Plan*. The City should adhere to these updated guidelines. The Cedar Avenue Corridor Plan refers to Mixed-Use development as "residential, commercial, retail, employment, civic, recreation and educational uses." The City should discourage allowing educational facilities or outdoor recreational uses in the areas newly guided as Mixed Use. The area addressed by the amendment is located in the Zone 4 and Buffer Zones, which are transitional areas where noise exposure is considered moderate. Although current Minneapolis-St. Paul International Airport noise impacts in the area might be less than expected, airport and airspace conditions can change over time.

### **Advisory Comments**

Changes to the future functional classification of Richfield Parkway need to be reviewed by TAB's Technical Advisory Committee, and approved by TAB. If the City wishes to pursue that change, it will need to submit the request to TAB.

As noted above, the City should refer to the updated aviation noise and land use compatibility guidelines in Appendix L of the *2040 Transportation Policy Plan* as it considers specific land use proposals in the amendment area.

### **Wastewater**

*Reviewer: Roger Janzig (651-602-1119)*

The proposed amendment conforms to the *2040 Water Resources Policy Plan*. The Metropolitan Disposal System has adequate capacity for the proposed land use changes in this project location.

### **Advisory Comments**

The construction or improvement of any roadways or trails in the comprehensive plan amendment area, as well as redevelopment, may have an impact on multiple Metropolitan Council Interceptors in multiple locations. To assess the potential impacts to our interceptor system, prior to initiating any proposed project, preliminary plans should be sent to Scott Dentz, Interceptor Engineering Manager (651-602-4503) at the Metropolitan Council Environmental Services for review and comment.

## Consistency with Council Policy

The amendment is consistent with Council policies for forecasts, land use, housing, sub-surface sewage treatment systems, and water supply. Additional review comments regarding policy consistency are detailed below.

## Land Use

Reviewer: Michael Larson (651-602-1407)

Thrive MSP 2040 (Thrive) designates Richfield as an Urban Center community. The amendment is consistent with Thrive expectations for the density of new development and redevelopment of 20 units per acre in Urban Center communities. The City proposes to reguide areas that are more likely to redevelop as Mixed-Use, a category that meets the minimum density for areas planned for redevelopment in Urban Center communities.

The proposed amendment reguides land uses within an area approximately 75-acre area in size. The area is bounded by the City's border on the east, 17<sup>th</sup> Avenue on the west, 66<sup>th</sup> Street on the north, and 77<sup>th</sup> Street on the south. This area of the City primarily includes single-family homes, duplexes, and apartments. Table 2 identifies the range of guiding land use changes as part of the amendment.

**Table 1. Cedar Avenue Corridor Land Use Guiding Changes**

<b>Acreage</b>	<b>Current Guiding Land Use</b>	<b>Amended Guiding Land Use</b>
<b>32.05</b>	Office	Mixed Use
<b>15.32</b>	High Density Residential	Medium Density Residential
<b>14.98</b>	High Density Residential	Low Density Residential
<b>5.06</b>	Community Commercial	Mixed Use
<b>3.68</b>	High Density Residential	Mixed Use
<b>1.06</b>	Office	Community Commercial/Office
<b>0.4</b>	Community Commercial	Community Commercial/Office
<b>0.39</b>	Office	Medium Density Residential
<b>2.2</b>	Unguided ROW	Mixed Use

Major changes in guiding land use result from a number of factors that include new data about airport noise conditions, determination of an alignment for the future Richfield Parkway along 18<sup>th</sup> Avenue, improved connection to the area via a future 77<sup>th</sup> Street underpass beneath Highway 77, and the feasibility of redevelopment in the corridor.

As shown in Figures 3 and 4, one major change includes the blocks between 17<sup>th</sup> Avenue South and 18<sup>th</sup> Avenue South, which are currently guided as High Density Residential (24 to 50 du/acre), but where current land uses are single-family homes. The City proposes to reguide properties fronting 17<sup>th</sup> Avenue to Low Density Residential (1 to 7 du/acre), and to reguide properties fronting 18<sup>th</sup> Avenue to Medium Density Residential (7 to 12 du/acre). This change reduces the geographic scale and intensity of potential land use change in this part of the corridor. However, the new guiding land use more closely reflects the existing character and likely long-term use. The possibility of moderate-scale redevelopment fronting 18<sup>th</sup> Avenue would create a transition between single-family uses to the west and higher density redevelopment supported on the east.

Another major change occurs in the area east of 18<sup>th</sup> Avenue. Current guiding is predominantly Office with some High Density Residential (24 to 50 du/acre) and Community Commercial. Proposed guiding is Mixed Use (24 to 50 du/acre), assuming a mix of 60% commercial and 40% residential. Current land uses include a mix of single-family, duplexes, apartments, and small-scale commercial.

As shown in Table 2 below, the City’s overall minimum planned density changes only slightly from 24.21 to 24.22 du/acre, which remains consistent with the Council’s density policy of 20 du/acre for Urban Center communities. Underlined text shows the proposed changes as a result of this amendment, including a loss of approximately 30.3 acres planned as High Density Residential and a gain of 43 acres as Mixed Use. The City assumes that approximately 40% of the area guided as Mixed Use in the Cedar Avenue Corridor will develop as residential, which results in a net of 17.2 acres.

**Table 2. City of Richfield Revised Density Table**

Category	2000-2030 Change				
	Density Range			Min Units	Max Units
	Min	Max	Net Acres		
Medium-High Density Residential	12	24	40.51	486	972
<u>High Density Residential</u>	<u>24</u>	<u>50</u>	<u>90.03</u>	<u>2161</u>	<u>4502</u>
High Density Residential/Office (60% residential)	24	50	12.76	306	638
Mixed-Use: Penn (40% residential)	12	24	16.80	202	403
Mixed-Use: The Hub (60% residential)	50	200	28.20	1410	5640
<u>Mixed-Use: Cedar (40% residential)</u>	<u>24</u>	<u>50</u>	<u>17.20</u>	<u>413</u>	<u>860</u>
<b>TOTALS</b>			<b>205.50</b>	<b>4977</b>	<b>13015</b>
<b>Overall Density</b>				<b>24.22</b>	<b>63.33</b>

## Housing

Reviewer: Tara Beard (651-602-1051)

The amendment is consistent with the Council’s *Housing Policy Plan*. The City’s share of the region’s affordable housing need from 2011-2020 is 765 units. This amendment reduces the amount of land guided for High Density Residential by approximately 30.3 acres, but increases the amount of land guided for Mixed Use, by approximately 43 acres, a land use category that also supports the development of affordable and life-cycle housing. Although the City assumes that only 40% of land guided as Mixed-Use will develop as residential uses, the City maintains an inventory of land that can more than meet its share of the region’s affordable housing need. The City now has 196.5 acres guided at densities of at least 12 units per acre (with some areas having higher minimum densities) through the year 2020, resulting in the capacity to support at least 4,762 new housing units at minimum guided densities. These figures differ slightly than the total inventory of guided land identified in Table 3, as a result of an assumption that 6.0 acres of land would not be available until after 2020.

## Transit

Reviewer: John Dillery (612-349-7773)

The proposed amendment is consistent with the Council’s policies for transit-supportive land uses. Implementation of the proposed amendment could create conditions to better serve the eastern edge of the City. Metro Transit Route 515 local buses could be rerouted from Bloomington Avenue to the new Richfield Parkway via Diagonal Boulevard. This could occur if the City agrees to use of the streets for buses including stops placed at about eight per mile. Any added time for buses to travel along Richfield



Parkway will be compensated by use of the planned 77th Street underpass to access the Mall of America / Bloomington South Loop area. Metro Transit would continue to operate Route 552 express service on Bloomington Avenue.

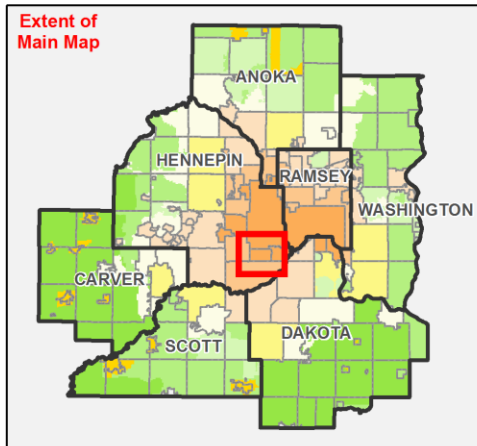
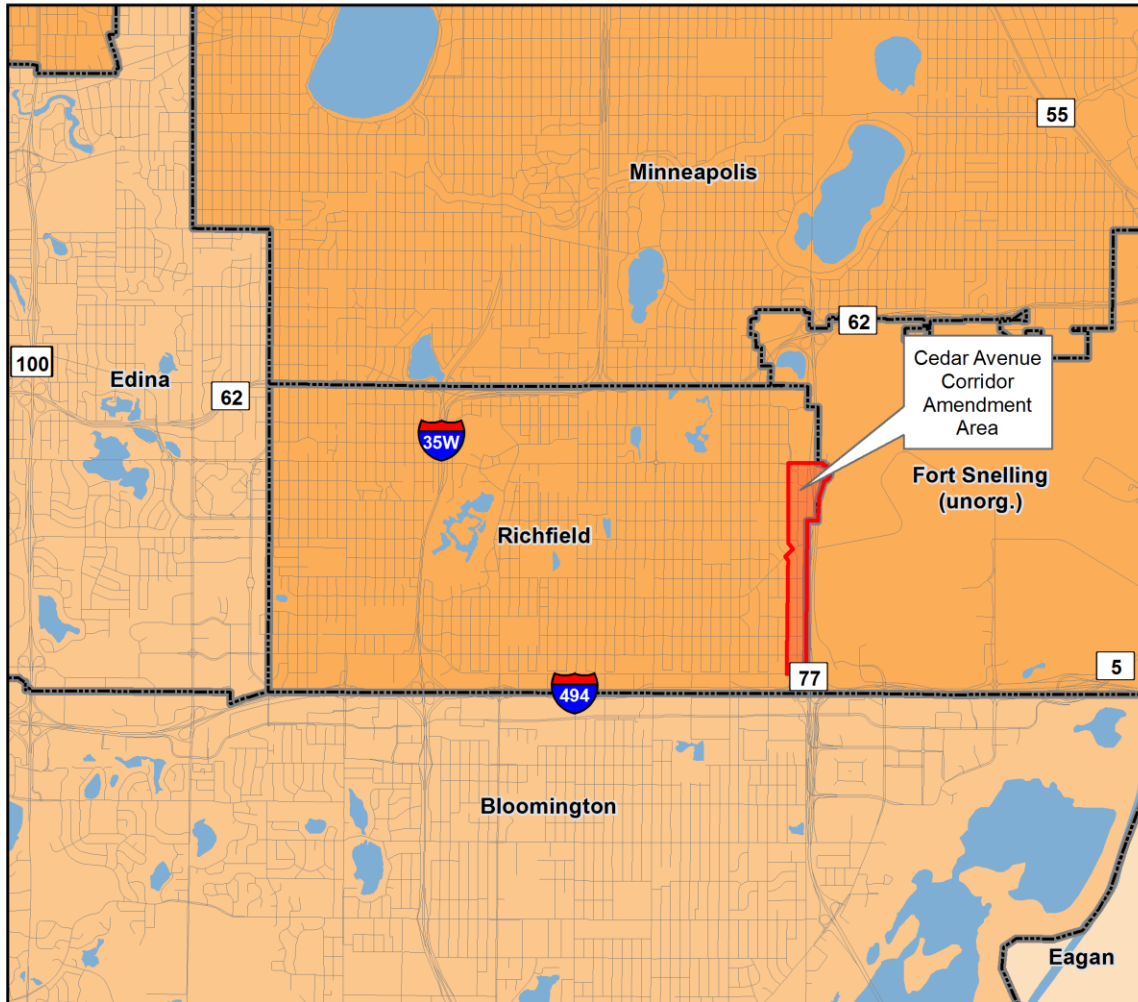
### *Compatibility with Plans of Adjacent Governmental Units and Plans of Affected Special Districts and School Districts*

No compatibility issues with plans of adjacent governmental units and plans of affected special districts and school districts were identified.

## **ATTACHMENTS**

- Figure 1: Location Map Showing Community Designations
- Figure 2: Location Map Showing Regional Systems
- Figure 3: Cedar Avenue Corridor Guiding Land Use (Pre-Amendment)
- Figure 4: Cedar Avenue Corridor Amended Guiding Land Use

Figure 1: Location Map Showing Community Designations



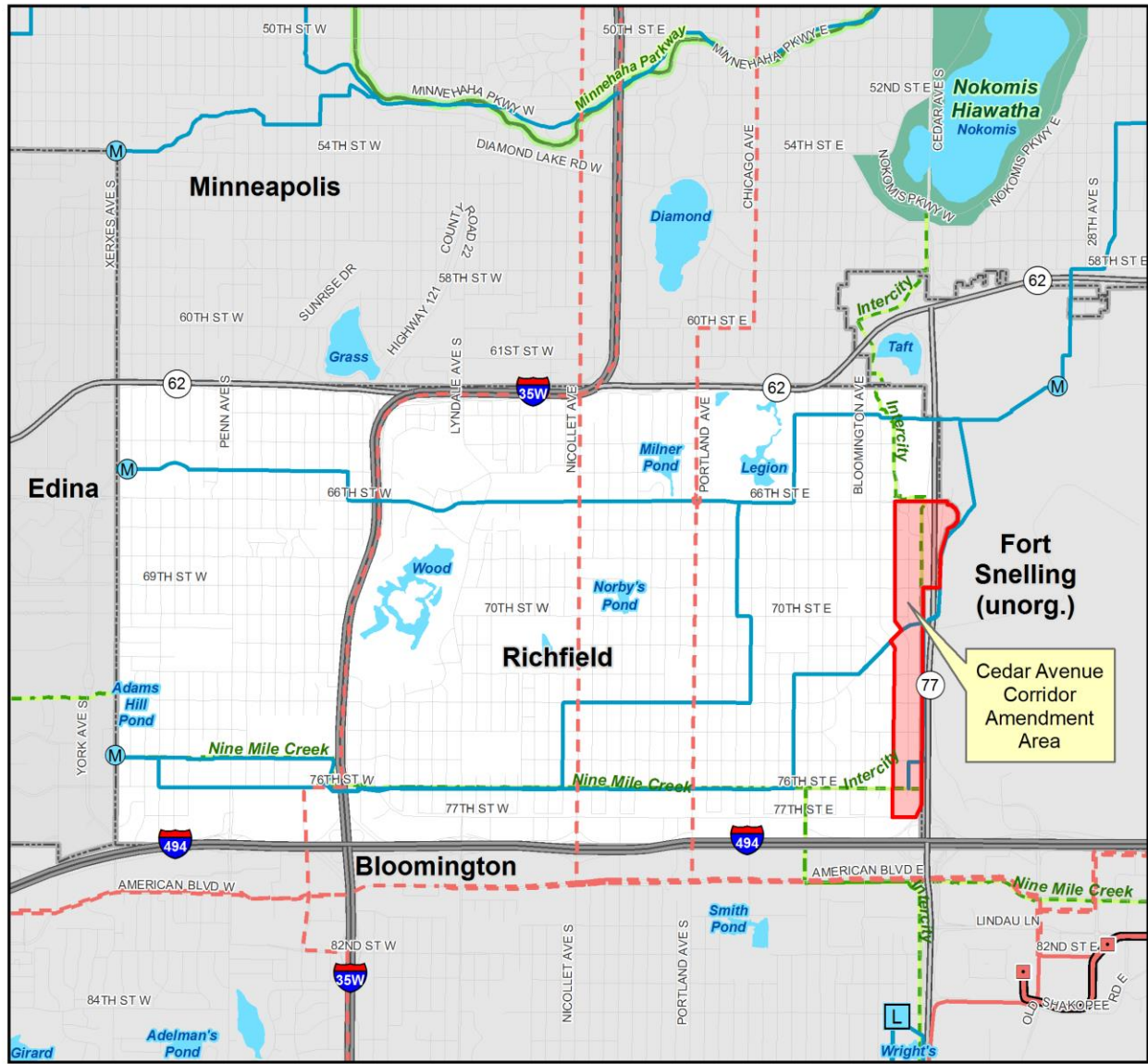
**ThriveMSP 2040 Community Designations**

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

— Ncompass Street Centerlines



Figure 2: Location Map Showing Regional Systems



**Regional Systems**

**Regional Highway System**

- Interstates
- US Highways
- State Highways
- County Roads

**Regional Transitways**

- Existing, Fixed Guideway
- Proposed, Fixed Guideway
- Existing, Bus Rapid Transit
- Proposed, Bus Rapid Transit
- Existing Fixed Guideway Stations
- Planned Fixed Guideway Stations

**Recreation Open Space**

- Park Reserves
- Regional Parks
- Special Recreation Features
- Existing Regional Trails
- Planned Regional Trails

**Wastewater Treatment**

- Meters
- Lift Stations
- MCES Interceptors
- MCES Treatment Plants

Ncompass Street Centerlines

Figure 3: Cedar Avenue Corridor Guiding Land Use (Pre-Amendment)

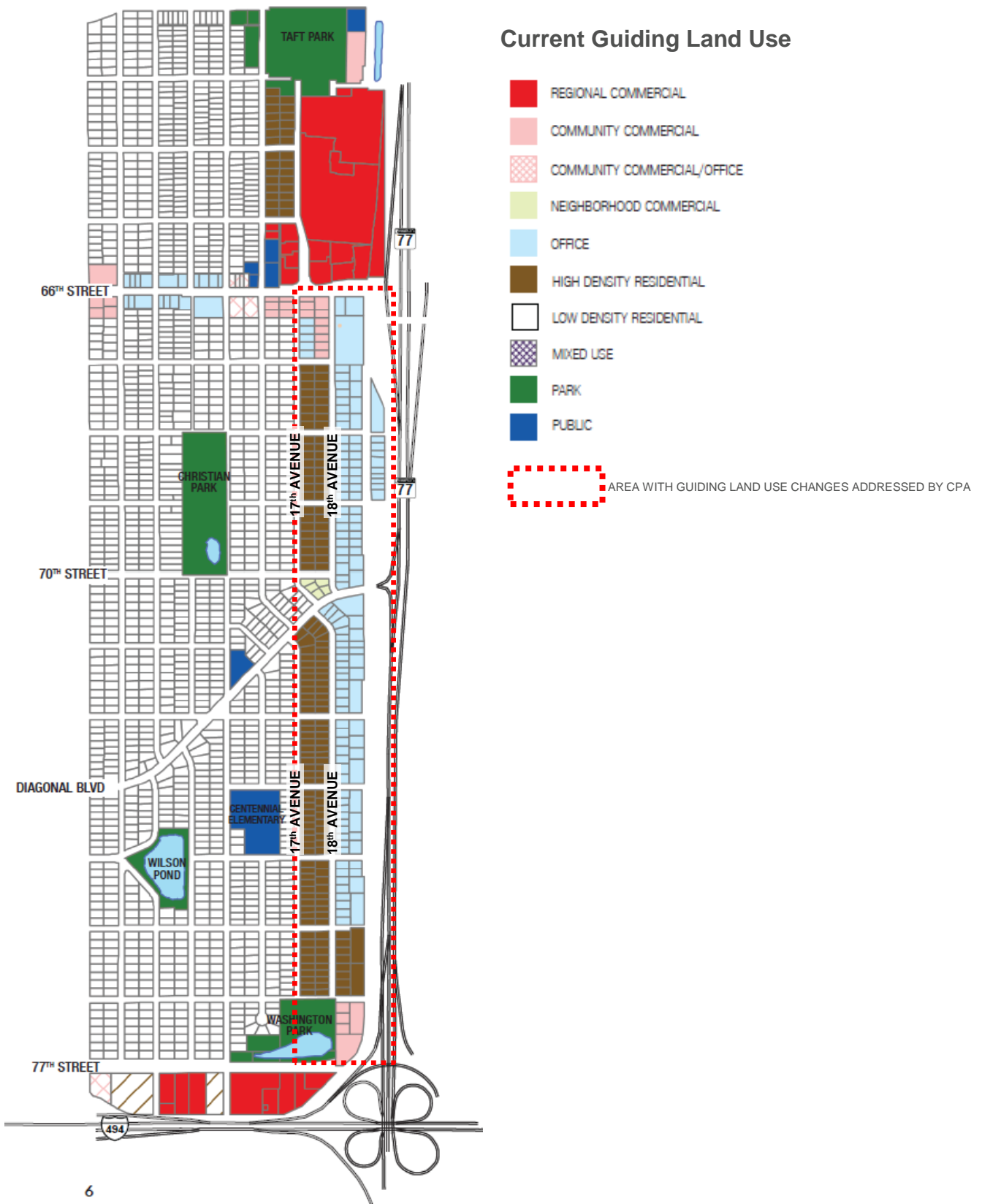


Figure 4: 2030 Cedar Avenue Corridor Amended Guiding Land Use

