

# Community Development Committee

Meeting date: November 6, 2017

For the Metropolitan Council meeting of November 8, 2017

**Subject:** City of Edina Mixed Use Center (MXC) Districts – Density and Height Comprehensive Plan Amendment, Review File No. 20413-11  
**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 Edina to place the Mixed Use Center (MXC) Districts – Density and Height Comprehensive Plan Amendment (CPA) into effect.
2. Revise the City’s forecasts for population and households for 2020, 2030, and 2040, as shown in Table 1 of the Review Record.
3. Advise the City to implement the advisory comments in the Review Record for Land Use.

## Background

The Metropolitan Council reviewed the City of Edina 2030 Comprehensive Plan Update (Update), (Business Item No. 2009-239, Review File No. 20413-1) on August 12, 2009. This is the ninth amendment since the Update was reviewed. The amendment increases the maximum allowable density in the Mixed Use Center (MXC) Districts from 30 to 100 dwelling units per acre. The MXC designation is currently limited to two contiguous districts in the city: 50th & France (16 acres) and Grandview (46 acres). The amendment also increases the height guidance for buildings along Market Street, formerly known as 49½ Street, from 4 to 6 stories. Two proposed projects are associated with the amendment: a proposed mixed-use development on 2.9 acres with 100 apartments and 35,000 square feet of retail along Market Street west of France Avenue; and a proposed senior housing project on 1.65 acres with 165 units at 5150/5220 Eden Avenue.

## 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

The proposed amendment is reviewed against the land use policies in Thrive MSP 2040. To achieve the outcomes identified in Thrive, 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, serve to achieve the outcomes identified in Thrive.

## Funding

None.

## Known Support / Opposition

None known.



# Review Record

## City of Edina

### Mixed Use Center (MXC) Districts – Density and Height Comprehensive Plan Amendment

Review File No. 20413-11, Council Business Item No. 2017-249 SW

## BACKGROUND

The City of Edina (City) is a first-ring suburban community of approximately 16 square miles, located in southeastern Hennepin County. It is bordered by the cities of Bloomington, Eden Prairie, Hopkins, Minneapolis, Minnetonka, Richfield and St. Louis Park (Figure 1).

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. The proposed amendment was found complete for review after January 1, 2016.

*Thrive MSP 2040* (Thrive) designates the City with an “Urban” community designation. Thrive forecasts, as amended by the Council on July 27, 2016, for 2040 are 54,400 population, 25,100 households, and 56,100 jobs.

The Metropolitan Council reviewed the City of Edina 2030 Comprehensive Plan Update (Update), Review File No. 20413-1, on August 12, 2009. This is the ninth amendment since the Update was reviewed.

## REQUEST SUMMARY

The amendment increases the maximum allowable density in the Mixed Use Center (MXC) Districts from 30 to 100 dwelling units per acre. The MXC designation is currently limited to two contiguous districts in the city: 50th & France (16 acres) and Grandview (46 acres). The amendment also increases the height guidance for buildings along Market Street, formerly known as 49½ Street, from 4 to 6 stories. Two projects are associated with the amendment: a proposed mixed-use development on 2.9 acres with 100 apartments and 35,000 square feet of retail along Market Street west of France Avenue; and a proposed senior housing project on 1.65 acres with 165 units at 5150/5220 Eden Avenue.

## OVERVIEW

### Conformance with Regional Systems

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.

### Consistency with Council Policies

The CPA is consistent with the Thrive MSP 2040, with the Housing Policy Plan, with water resources management, and is consistent with Council forecasts, as amended.

### Compatibility with Plans of Adjacent Jurisdictions

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 Update on August 12, 2009 (Review File No. 20413-1, [Business Item No. 2009-239](#)).
- The Council acted on the Waters CPA (Review File No. 20413-2, [Business Item No. 2010-232](#)) on June 23, 2010. The CPA re-guided 6.27 acres from Public/Semi-Public to High Density Residential to support a 150-unit senior nursing and assisted living complex.
- The Residential Density Range Adjustments for Mixed-Use Areas CPA (Review File No. 20413-3) was reviewed administratively on June 27, 2014. The CPA corrected erroneous density designations for residential development within the City's mixed-use districts that were inconsistent with other elements of the comprehensive plan.
- The Lennar CPA (Review File No. 20413-4) was reviewed administratively on June 27, 2014. The CPA re-guided 1.2 acres from Low Density Residential to Community Activity Center to support a mixed unit development on a larger site that included 240 housing units.
- The Council acted on the Regional Medical District CPA (Review File No. 20413-5, [Business Item No. 2014-273](#)) on November 12, 2014. The CPA amended the Regional Medical District to allow both senior housing and affordable housing with supportive services at a density range of 12-80 dwelling units per acre.
- The Pedestrian Facilities CPA (Review File No. 20413-6) was reviewed administratively on January 9, 2015. The CPA revised the Pedestrian Facilities section of the Transportation element of its comprehensive plan.
- The Valley View Wooddale Small Area Plan CPA (Review File No. 20413-7) was reviewed administratively on November 13, 2015. The CPA incorporated the Wooddale Valley View Small Area Plan into the City's comprehensive plan, created a new land use designation of Neighborhood Node, and re-guided 6.5 acres from Neighborhood Commercial and High Density Residential to Neighborhood Node.
- The Council acted on the CAC Density and Gateway Point CPA (Review File No. 20413-8, [Business Item No. 2016-33](#)) on February 24, 2016. The CPA increased the maximum allowable residential density in the Community Activity Center (CAC) district from 75 to 105 dwelling units per acre, and re-guided approximately 0.3 acres from Low Density Residential to CAC.
- The Council acted on the Millennium at Southdale CPA (Review File No. 20413-9, [Business Item No. 2016-33](#)) on July 27, 2016. The CPA re-guided 8.08 acres from Regional Medical District (RMD) to Community Activity Center (CAC), which supported a 372-unit residential development project on 5.67 acres. The Council increased the City's forecasts by 400 households and 1,000 population in 2020, 2030, and 2040.
- The City of Edina submitted the Mixed Use Center (MXC) Districts – Density and Height CPA (Review File No. 20413-10) previously on July 14, 2017. The City asked to suspend the review on August 2, 2017 then withdrew the amendment on September 26, 2017. This was due to a pending and subsequent plan amendment that further increased the maximum allowable height in the district. Review File No. 20413-11, the current review, addresses these two actions concurrently.

## 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 and advisory comments for regional parks, wastewater and transportation/transit are included below.

#### **Regional Parks**

*Reviewer: Michael Peterka (651-602-1361)*

The proposed amendment conforms to the *2040 Regional Parks Policy Plan*. The South Hennepin West (CP Rail) Regional Trail Search Corridor travels through the Grandview District, one of the districts with the Mixed Use Center land use designation. The alignment of the trail will be determined in the future. The increase in maximum allowable density from 30 dwelling units per acre to 100 units per acre is not anticipated to impact the future regional trail.

#### **Transit**

*Reviewer: John Dillery (612-349-7773)*

The proposed amendment conforms to the *2040 Transportation Policy Plan (TPP)*. It supports policies of Thrive and the TPP regarding land use and transportation. Specifically, the CPA supports the intensification and diversification of land uses in locations served by regional transportation and transit services. Metro Transit provides services to the two districts guided as Mixed Use Center, including routes 6, 46, and 146 in the 50<sup>th</sup> & France District; and routes 46, 146, and 587 in the Grandview District.

### *Advisory Comments*

In the Grandview District, Metro Transit operates a bus turnaround just near the intersection of Eden and Vernon. As additional redevelopment opportunities arise in the Grandview District, we encourage the City to consult with Metro Transit on how these changes affect our needs for bus circulation and rest areas for operators. These needs are essential for providing service to the district. We also encourage the City to make transit considerations a more explicit part of the development review process. This would support the intensification of districts in the City, provide alternatives to reliance on vehicles and parking, and optimize transit investments.

### *Consistency with Council Policy*

The CPA is consistent with Council policies for land use, forecasts, housing, and water resources. Additional review comments regarding consistency with those policies are detailed below.

#### **Land Use**

*Reviewer: Michael Larson (651-602-1407)*

The proposed amendment is consistent with the land use policies in Thrive, which designates the City as an Urban community. The amendment increases the maximum allowable density in the Mixed Use Center (MXC) Districts from 30 to 100 dwelling units per acre. The minimum allowable density of 12 units per acre will remain unchanged. The change in maximum allowable density is consistent with overall density expectations for Urban communities, which is a minimum of 10 units per acre for new growth, development, and redevelopment.

The amendment is consistent with the Thrive policy to “align land use, development patterns, and infrastructure to make the best use of public and private investment.” The MXC designation is used at

two contiguous mixed-use districts in the city: 50th & France (16 acres) and Grandview (46 acres). Two projects are associated with the amendment: a proposed mixed-use development on 2.9 acres with 100 apartments and 35,000 square feet of retail along 49½ Street west of France Avenue; and a proposed senior housing project on 1.65 acres with 165 units at 5150/5220 Eden Avenue.

**Advisory Comments**

Because of multiple amendments that have increased the allowable maximum density in the City’s mixed-use districts, the City now has land use designations with density ranges that are too broad for regional planning purposes. The Mixed Use Center designation is now 12-100 dwelling units per acre (du/ac). The other land use designations with broad ranges include Community Activity Center (12-105 du/ac) and Regional Medical District (12-80 du/ac).

Ranges that are this broad incorporate significantly different development types and land utilization. Such a broad range makes it difficult for us to conduct a reasonable range of scenario analysis (e.g., conservative, mid-range, or optimistic) regarding regional system capacity and utilization. We expect that the comprehensive plan update will incorporate land use designations with density ranges that are more closely related to the development types and densities that the City has been supporting.

**Forecasts**

*Reviewer: Todd Graham (651-602-1322)*

The proposed amendment is associated with two development projects that will add a combined 275 housing units. Elsewhere in the City, residential projects that are newly completed or already underway have already advanced the City past its 2020 forecast. With the concurrence of City staff, Council staff recommend adjusting the City’s forecasts upward by 300 households and 700 population in 2020, 2030, and 2040. Changes are shown underlined in Table 1 below.

**Table 1. Metropolitan Council Forecasts for the City of Edina**

	Census	Previous Council Forecasts			Revised Council Forecasts		
	2010	2020	2030	2040	2020	2030	2040
<b>Population</b>	47,941	51,200	53,900	54,400	<u>51,900</u>	<u>54,600</u>	<u>55,100</u>
<b>Households</b>	20,672	22,600	24,400	25,100	<u>22,900</u>	<u>24,700</u>	<u>25,400</u>
<b>Employment</b>	47,457	51,800	54,000	56,100	51,800	54,000	56,100

(Note: All of the households and population in Edina are sewer-serviced.)

**Advisory Comments**

The allocation of affordable housing need for 2021-2030 does not change because the forecast change does not impact the increment of household growth between 2021 and 2030, the basis of the allocation of need. The City’s forecasted household growth from 2021-2030 remains 1,800 new units, and the allocation of affordable housing need remains 878 units for that decade.

**Housing**

*Reviewer: Tara Beard (651-602-1051)*

The CPA is consistent with the Council’s *2040 Housing Policy Plan*. The City currently provides sufficient land to address its share of the region’s 2011-2020 need for affordable housing, which is 212 units. The proposed amendment has no impact on the minimum densities of the City’s inventory of land guided to promote the development of low- and moderate-income housing. After this amendment, the City will still be guiding more than 97 acres of medium- and high-density and mixed-use residential land

such that at least 1,068 units could be built. It is worth noting that the amendment does increase the maximum density of its Mixed Use Center land use designation, which creates additional flexibility in the types of housing projects that can be built.

The City participates in Livable Communities Act programs and has requested and received grant funds recently. This year, the City received a Tax Base Revitalization Account (TBRA) grant award of \$338,900 for the construction of 110 mixed-income apartments in their 49½ Street Mixed Use Redevelopment project. The most recent affordable housing built in the City was 39 rental units for youth experiencing homelessness that opened just this year, and that received \$1,300,000 in combined 2016 Livable Communities Demonstration Account-Transit Oriented Development (LCDA-TOD) and Local Housing Incentives Account (LHIA) grants.

### *Advisory Comments*

The City should be aware that its share of the region's 2021-2030 need for affordable housing is 878 units. In preparing the 2040 comprehensive plan update, the City should note that the minimum density of land guided to address this need is 8 units per acre. The City is encouraged to contact their Sector Representative or Council housing staff with any questions regarding the Council's housing policy for the 2040 comprehensive plan update

### **Surface Water Management**

*Reviewer: Jim Larsen (651-602-1159)*

The proposed amendment is consistent with stormwater runoff policies and guidance of the Council's 2040 *Water Resources Policy Plan*. The Eden Avenue development site is proposed to incorporate an underground infiltration system, consisting of a large diameter perforated pipe system that will collect roof runoff and allow it to slowly percolate into the ground as an aquifer recharge mechanism. Soil contamination at the Market Street site will preclude incorporation of large-scale on-site stormwater infiltration best management practices (BMP). In conformance with Minnehaha Creek Watershed District rules for small sites (between one and five acres) where less than 40% of the site is disturbed by redevelopment, incorporation of a 10% reduction in total site imperviousness is recognized as an acceptable site stormwater BMP.

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

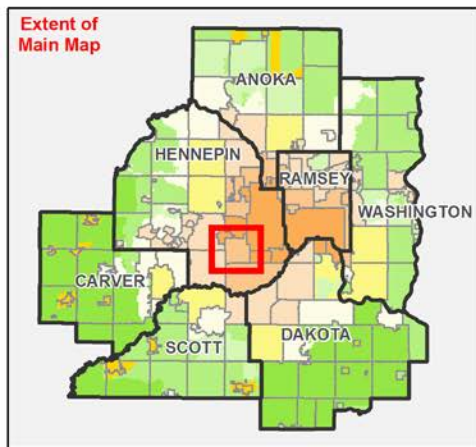
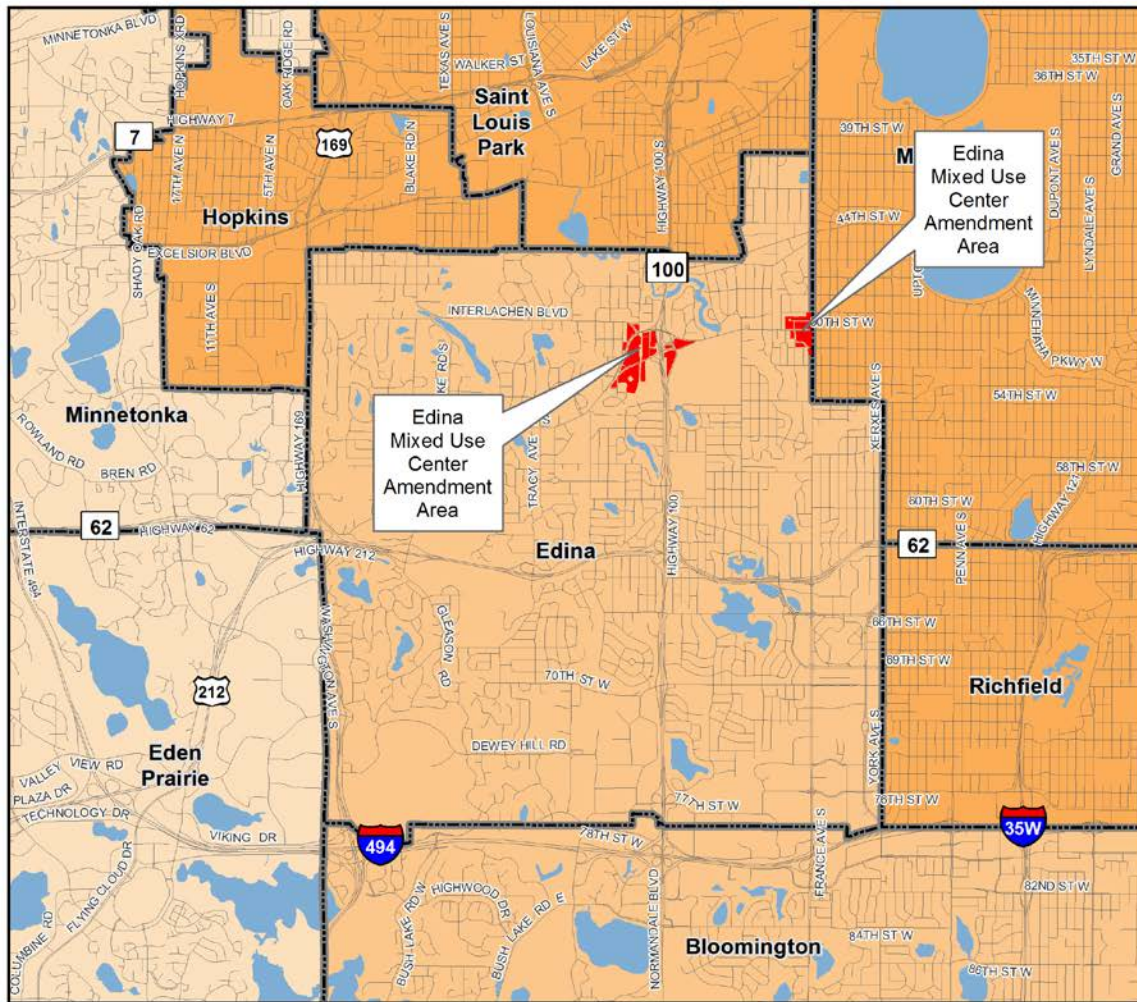
The proposed amendment is compatible with the plans of adjacent jurisdictions. No compatibility issues with plans of adjacent governmental units and plans of affected special districts and school districts were identified.

## **ATTACHMENTS**

- Figure 1: Location Map Showing Community Designations
- Figure 2: Location Map showing Regional Systems
- Figure 3: Location of Mixed Use Center Land Use Guiding



Figure 1: Location Map Showing Community Designations

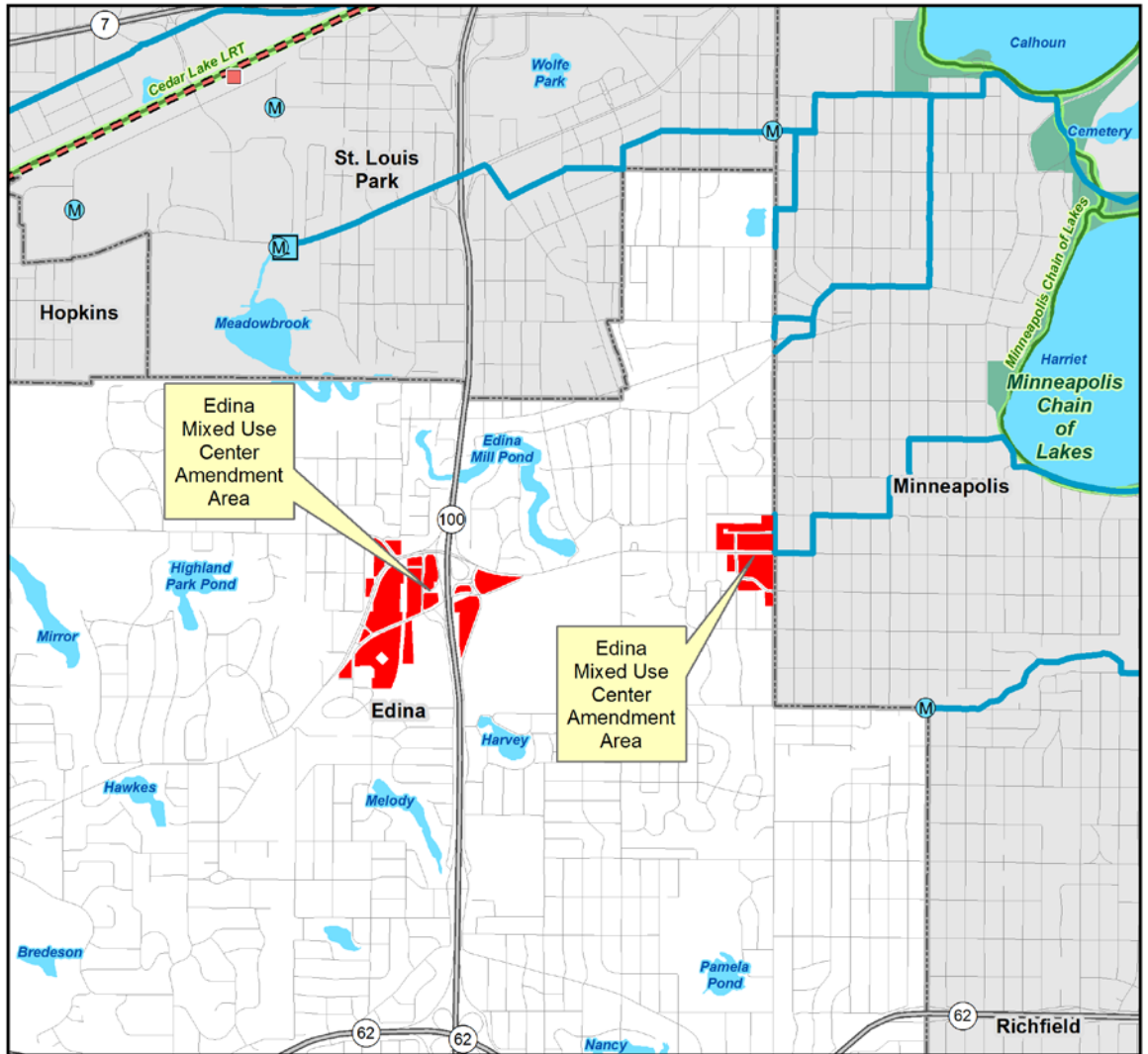


**ThriveMSP 2040 Community Designations**

- 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

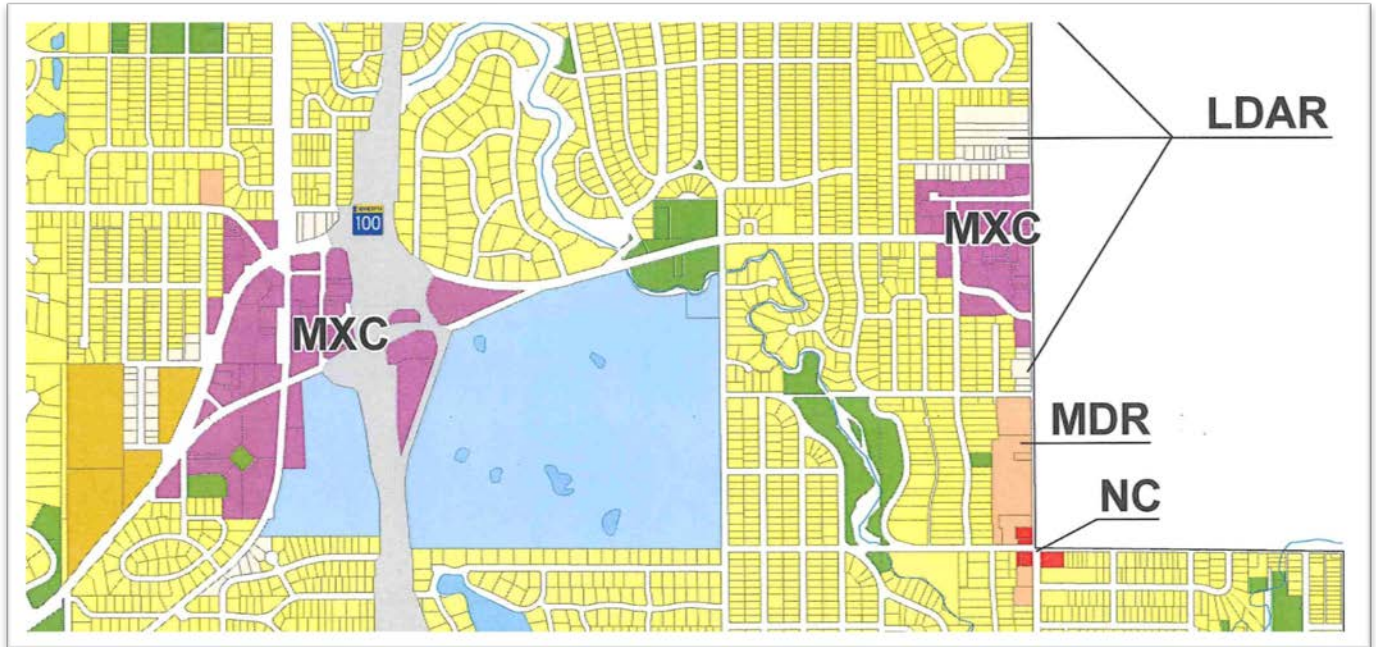
**Wastewater Treatment**

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

Ncompass Street Centerlines



Figure 3: Location of Mixed Use Center Land Use Guiding



**Legend**

 LDR - Low Density Residential	 NC - Neighborhood Commercial	 CAC - Community Activity Center
 LDAR - Low Density Attached Residential	 OR - Office Residential	 I - Industrial
 MDR - Medium Density Residential	 O - Office	 RM - Regional Medical
 HDR - High Density Residential	 MXC - Mixed Use Center	 OSP - Open Space and Parks
		 PSP - Public/Semi-Public
		 LAH - Limited Access Highway