

## Community Development Committee

Meeting date: February 4, 2019

For the Metropolitan Council meeting of February 13, 2019

**Subject:** City of Edina Office Residential (OR) District Density Amendment (7200/7250 France), Review File No. 20413-17

**District(s), Member(s):** District 5, Vacant

**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 Office Residential (OR) District Density Amendment (7200/7250 France) 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 Forecasts and Housing.

### Background

The amendment proposes to increase the allowable density range for the Office Residential (OR) District at 7200/7250 France Avenue from 12-30 units per acre to 12-60 units per acre. The amendment supports a development by France Equities, LLC that includes 299 units and 30,000 square feet of retail space on 5.2 acres. Twenty percent of the units (60 units) are affordable to households at or below 60% of the Area Median Income.

### 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*  
*Office Residential (OR) District Density Amendment (7200/7250 France)*

Review File No. 20413-17, Council Business Item No. 2019-31

## 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. The Council forecasts that from 2017 to 2040 the City will grow from 52,497 to 59,600 population and 22,657 to 27,200 households. The Council also forecasts that between 2017 and 2040, the City’s employment will increase from 48,521 to 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 fifteenth amendment since the Update was reviewed.

## REQUEST SUMMARY

The amendment proposes to increase the allowable density range for the Office Residential (OR) District at 7200/7250 France Avenue from 12-30 units per acre to 12-60 units per acre. The amendment supports a development by France Equities, LLC that includes 299 units and 30,000 square feet of retail space on 5.2 acres. Twenty percent of the units (60 units) are affordable to households at or below 60% of the Area Median Income.

## 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 the *Thrive MSP 2040*, 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 City’s Update on August 12, 2009 (Review File No. 20413-1, [Business Item No. 2009-239](#)).

- The Council acted on the Waters amendment (Review File No. 20413-2, [Business Item No. 2010-232](#)) on June 21, 2010. The amendment 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 amendment (Review File No. 20413-3) was reviewed administratively on June 27, 2014. The amendment 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 amendment (Review File No. 20413-4) was reviewed administratively on June 27, 2014. The amendment 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 amendment (Review File No. 20413-5, [Business Item No. 2014-273](#)) on November 12, 2014. The amendment 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 amendment (Review File No. 20413-6) was reviewed administratively on January 9, 2015. The amendment revised the Pedestrian Facilities section of the Transportation element of its comprehensive plan.
- The Valley View Wooddale Small Area Plan amendment (Review File No. 20413-7) was reviewed administratively on November 13, 2015. The amendment 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 amendment (Review File No. 20413-8, [Business Item No. 2016-33](#)) on February 24, 2016. The amendment 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 amendment (Review File No. 20413-9, [Business Item No. 2016-152](#)) on July 27, 2016. The amendment 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 submitted the Mixed Use Center (MXC) Districts – Density and Height amendment (Review File No. 20413-10) on July 14, 2017, which was suspended by the City on August 2, 2017 and then subsequently withdrawn on September 26, 2017.
- The Council acted on the Mixed Use Center (MXC) District – Density and Height amendment (Review File No. 20413-11, [Business Item No. 2017-249](#)) on November 8, 2017. The amendment increased the maximum allowable residential density in areas guided as MXC in the Grandview and 50<sup>th</sup> & France Districts from 30 to 100 dwelling units per acre. The amendment also increased the maximum allowable height for buildings along Market Street. The amendment was associated with 165-unit senior housing development proposal in the Grandview District and a 100-unit, mixed-use development proposal in the 50<sup>th</sup> & France District. The Council increased the City's forecasts by 300 households and 700 population in 2020, 2030, and 2040.
- The Edina Flats amendment (Review File No. 20413-12) was reviewed administratively on January 4, 2018. The amendment re-guided 0.6 acres from Low Density Residential to Neighborhood Node. The project supported the Edina Flats development, an 18-unit owner-occupied residential development on 1.27 acres.

- The Building Height at 6000 France amendment (Review File No. 20413-13) was reviewed administratively on January 11, 2018. The amendment changed the mapped height guidance in its comprehensive plan (from 4 to 8 stories) associated with a redevelopment project at 6600 France Avenue.
- The Gateway Study Area Alternative Urban Areawide Review Update (AUAR Update) (Review File No. 20052-4) was reviewed administratively by Council staff on September 12, 2018. Council staff concluded that planned improvements to the regional wastewater system were sufficient to serve the development scenario that is associated with Review File 20413-14.
- The Council acted on the (MXC) & Office Residential (OR) District Density and Building Height Comprehensive Plan Amendment (Review File 20413-14, [Business Item 2018-321](#)) on November 28, 2018. The amendment increased the allowable density range in the MXC District in the Greater Southdale Area to 100-150 dwelling units per acre and was associated with a 19-story, 186-unit apartment building on a 1.25-acre parcel at 3650 Hazelton Road. The amendment also increased the guiding density range to 30-55 units/acre for a specific set of parcels in the OR District in the Pentagon Park/Gateway Study Area that was associated with a multi-phase development proposal that could include up to 1,500 units. The Council increased the City's household forecasts to 23,500 for 2020; 26,000 for 2030; and 27,200 for 2040. The Council also increased the City's population forecasts to 53,700 for 2020; 57,900 for 2030; and 59,600 for 2040.
- The Council acted on the 44th & France Neighborhood Node Small Area Plan Comprehensive Plan Amendment (Review File 20413-15, [Business Item 2018-327](#)) on December 12, 2018. The amendment incorporated the Small Area Plan for area into the comprehensive plan and reguided 5.9 acres from Neighborhood Commercial (5-12 dwelling units per acre) to Neighborhood Node (12-60 dwelling units per acre).
- The Office Residential District Density Amendment (4100 76th Street) (Review File 20414-16) was reviewed administratively on January 14, 2019. The amendment increased the allowable density range for the Office Residential (OR) District at 4100 76<sup>th</sup> Street from 12-30 units per acre to 12-40 units per acre. The amendment supported an 80-unit affordable housing development.

## 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 and wastewater are included below.

### **Regional Parks**

*Reviewer: Colin Kelly (651-602-1407)*

The proposed amendment conforms to the *2040 Regional Parks Policy Plan*. A portion of the Nine Mile Creek Regional Trail alignment is located on the south side of Gallagher Drive, which borders the south side of the amendment location (Figure 2). The increase in allowable density will not have an impact on

the regional trail or other elements of the Regional Parks System. There are no other existing or planned regional parks, trails, or search corridors within 0.5 mile of the amendment location.

### Wastewater

Reviewer: Roger Janzig (651-602-1029)

The proposed amendment conforms to the 2040 Water Resources Policy Plan. The amendment location is served by Metropolitan Council Environmental Services (MCES) Interceptors 1-RF-491 and 1-RF-491R, which have capacity for the increase in flow associated with the increase in allowable density.

### Consistency with Council Policy

The amendment is consistent with Council policies for land use, forecasts, housing, and water resources. Additional review comments regarding consistency with land use, forecasts, and housing 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 increase in density range 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 also consistent with the Thrive policy to “align land use, development patterns, and infrastructure to make the best use of public and private investment.”

As shown in Figure 3, the amendment area is currently guided as Office Residential with a residential density range of 12-30 dwelling units per acre (units/acre). The guiding land use remains the same, but the amendment increases the allowable density range at this location to 12-60 units/acre.

**Table 1. City of Edina Planned Residential Density**

Category	2010-2030 Change				
	Density Range		Net Acres	Min Units	Max Units
	Min	Max			
Medium Density Residential	5	12	21	105	252
Neighborhood Node	5	12	7.1	36	85
Neighborhood Node - 44th & France	12	60	5.9	71	354
High Density Residential	12	30	48.67	584	1460
Office Residential - 4100 W. 76th Street	12	40	2	24	80
<u>Office Residential - 7200/7250 France Ave.</u>	<u>12</u>	<u>60</u>	<u>5.2</u>	<u>62</u>	<u>312</u>
Office Residential - Gateway	30	55	28.91	867	1590
Community Activity Center (CAC)- 5% Res	12	75	7.16	86	537
Regional Medical District	12	80	42.4	509	3392
Mixed Use Center - 50th/France & Grandview	12	100	4.55	55	455
Mixed Use Center - Greater Southdale	100	150	1.25	125	188
<b>TOTALS</b>			<b>174.14</b>	<b>2523</b>	<b>8705</b>
<b>Overall Density</b>				<b>14.49</b>	<b>49.99</b>

Table 1 shows guiding land uses, densities, and acreage of expected redevelopment in the City, with changes shown underlined. As a result of the amendment, the acreage at 7200/7250 France Avenue is

now added to planned land use inventory as it had not been previously expected to change from its current land use. This regarding has a slight impact on the City's overall minimum planned density, which decreases from 14.57 to 14.49 units per acre. The decrease in overall minimum density is due to the regulated minimum density being slightly lower than the City's current overall planned density.

## Forecasts

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

The amendment increases the allowable density range for 7200/7250 France Avenue, associated with a development with 299 units. The amendment is consistent with a proposed forecast revision that City and Council staff have discussed accompanying the City's 2040 comprehensive plan update. A forecast adjustment is not needed with this amendment.

## Advisory Comments

As the City prepares the 2040 comprehensive plan update, Council staff advise that 2020, 2030, and 2040 forecasts should be adjusted to fit known developments and planned land uses.

## Housing

*Reviewer: Hilary Lovelace (651-602-1555)*

The amendment 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. After this amendment, the City will be guiding more than 140 acres of medium- and high-density and mixed-use residential land such that at least 2,215 units could be built. The project associated the amendment will include 60 units (twenty percent) that are affordable to households at or below 60% of the Area Median Income (AMI), consistent with the City's Affordable Housing Policy for projects that require comprehensive plan amendments. The most recent affordable housing planned in Edina is an 80-unit development proposed by Aeon for 4100 West 76<sup>th</sup> Street. All 80 units would be affordable to households at 60% of AMI. The Council administratively reviewed an amendment associated with this project on January 14, 2019 (Review File 20414-16).

The City participates in Livable Communities Act (LCA) programs and has requested and received grant funds recently. In 2017, 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. In 2016, the City received a total of \$1,300,000 in grants from the Livable Communities Demonstration Account-Transit Oriented Development (LCDA-TOD) and Local Housing Incentives Account (LHIA) as well as project-based vouchers. These resources supported the Beacon Interfaith 66 West project, which opened in 2017 and provides 39 rental units for youth experiencing homelessness.

## Advisory Comments

The City should be aware that with the City's share of the region's 2021-2030 need for affordable housing is 1,220 units. In preparing the 2040 comprehensive plan, 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.

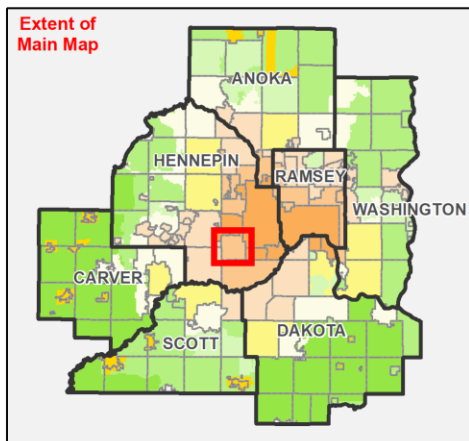
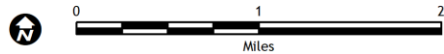
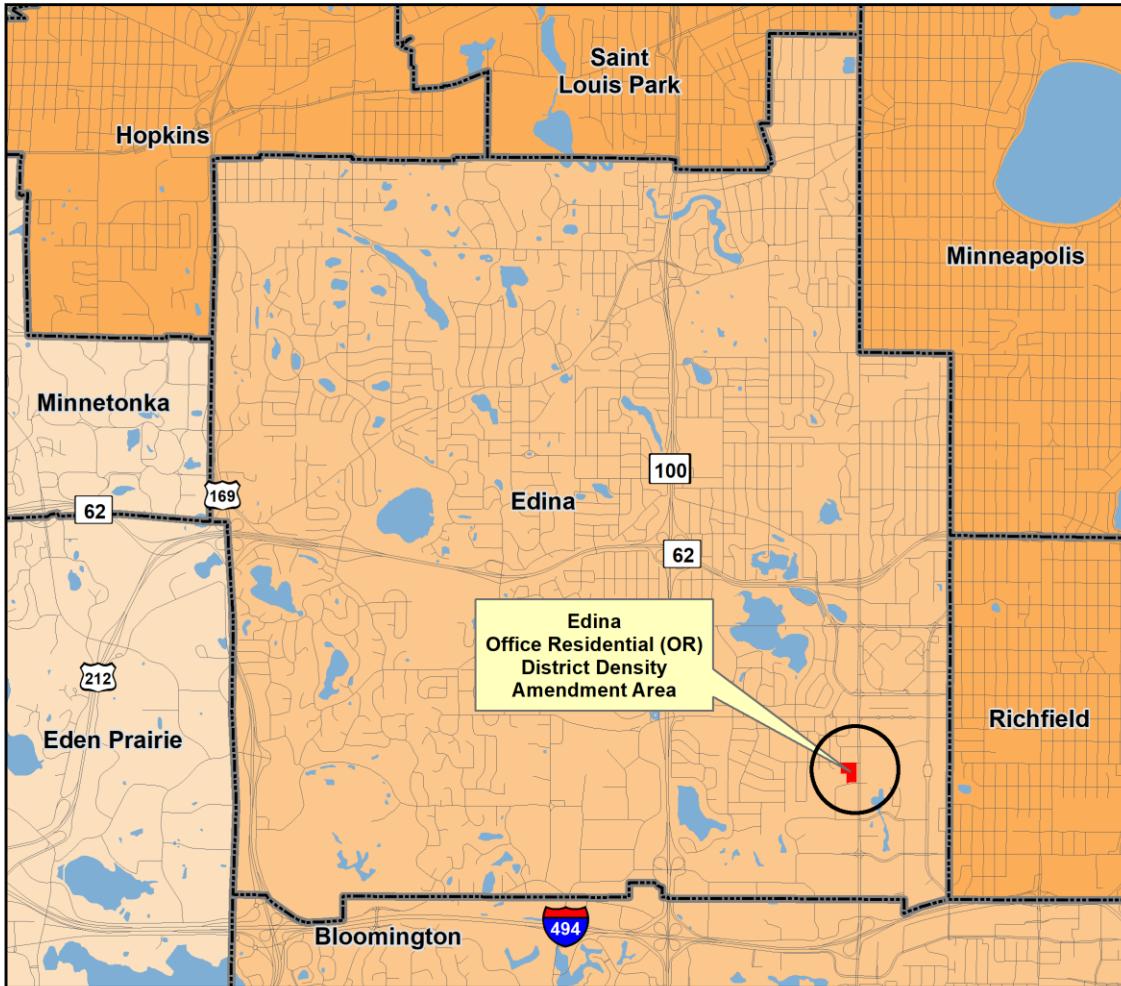
## Compatibility with Plans of Adjacent Governmental Units and Plans of Affected Special Districts and School Districts

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: Guiding Land Use

Figure 1: Location Map Showing Community Designations

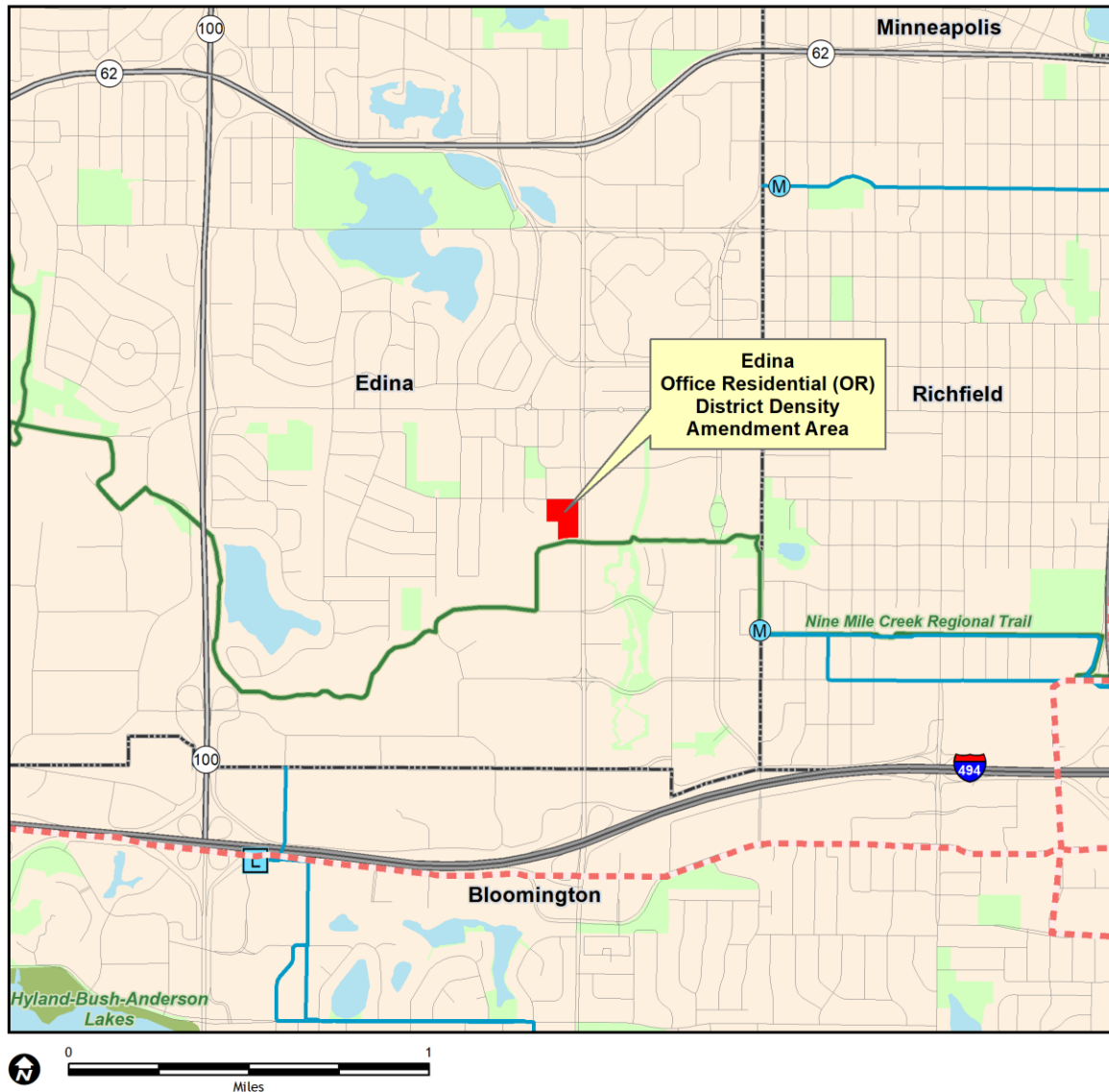


**ThriveMSP 2040 Community Designations**

- 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**

**Transportation**

**Transitways**

- Existing Fixed Guideway Alignments
- Existing Bus Rapid Transitways
- Planned Fixed Guideway Transitways
- Planned Bus Rapid Transitways
- Existing Fixed Guideway Stations
- Planned Fixed Guideway Stations

**Regional Highway System**

- Interstates
- US Highways
- State Highways
- County Roads

**Recreation Open Space**

**Regional Parks**

- Existing (Open to Public)
- In Master Plan (Not Open to Public)
- Planned Units

**Regional Trails**

- Existing (Open to Public)
- Existing (Not Open to Public)
- Planned

Other Parks, Preserves, Refuges and Natural Areas















— Existing State Trails

**Wastewater**

- M Meters
- L Lift Stations
- MCES Interceptors
- WTP MCES Treatment Plants
- Airports
- Ncompass Street Centerlines
- 2040 Metropolitan Urban Service Area

Figure 3: Guiding Land Use

**Legend**

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

 7200 / 7250 France Avenue amendment location

