

**Community Development Committee**

For the Metropolitan Council meeting of February 24, 2016

**Subject:** City of Edina CAC Density and Gateway Point Comprehensive Plan Amendment, Review File No. 20413-8

**Proposed Action**

That the Metropolitan Council:

1. Adopt the attached Review Record and allow the City of Edina to place the CAC Density and Gateway Point 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 advisory comments related to transit and surface water management, as indicated in the attached Review Record

**Summary of Committee Discussion/Questions**

This business item was approved as part of the committee meeting’s consent agenda with no questions or discussion.

## Community Development Committee

Meeting date: February 16, 2016

For the Metropolitan Council meeting of February 24, 2016

**Subject:** City of Edina CAC Density and Gateway Point Comprehensive Plan Amendment, Review File No. 20413-8

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

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

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

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

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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 advisory comments related to transit and surface water management, as indicated in the attached Review Record.

### 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 seventh amendment since the Update was reviewed. The amendment revises the 158-acre Community Activity Center district to increase the allowable upper end of the residential density range from 75 to 105 dwelling units per acre. It also reguides approximately 0.3 acres from Low Density Residential to Community Activity Center (CAC), which is associated with the proposed 210-unit Gateway Point mixed-use development project. Finally, the amendment includes a request to increase the City's household and population forecasts by 200 and 400, respectively.

### 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.

### Funding

None.

### Known Support / Opposition

The City of Richfield has expressed concerns, as they believe, that the scale of the proposed development and densities associated with the amendment are greater than what is appropriate along their border. Staff conducted an analysis of compatibility with the City of Richfield's Comprehensive Plan. Staff determined, as discussed in the Review Record, that the amendment is compatible with the City of Richfield's Comprehensive Plan.

# Review Record

## City of Edina CAC Density and Gateway Point Comprehensive Amendment

Review File No. 20413-8, Council Business Item No. 2016-33

### BACKGROUND

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

Consistent with Business Item 2014-143 regarding the 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 Edina with an “Urban” community designation. Thrive forecasts, as amended in July 2015, for 2040 are 53,000 population, 24,500 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 seventh amendment since the Update was reviewed.

### REQUEST SUMMARY

The amendment proposes to revise the local comprehensive plan in three separate but related actions.

1. One part of the amendment increases the allowable upper end of residential density within the Community Activity Center (CAC) district, which is approximately 158 acres and encompasses the Southdale area. The allowable density ranges changes from 12 - 75 dwelling unit per acre to 12 -105 dwelling units per acre.
2. The second part reguides approximately 0.3 acres from Low Density Residential to Community Activity Center. This part of the amendment is related to a proposed development on a site that totals approximately 2-acres, all of which would be guided as CAC.
3. The City also requests a forecast increase of 200 households and 400 population.

### 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 *Thrive MSP 2040* and with council policies related to water resources management and housing. Council staff support the recommended forecast, which is also consistent with *Thrive MSP 2040* and Council policy.

**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 Residential Density Range Adjustments for Mixed-Use Areas CPA (Review File No. 20413-3) was reviewed administratively on June 27, 2014.
- The Lennar CPA (Review File No. 20413-4) was reviewed administratively on June 27, 2014.
- The Council acted on the Regional Medical District CPA (Review File No. 20413-5, Business Item No. 2014-273) on November 12, 2014.
- The Pedestrian Facilities CPA (Review File No. 20413-6) was reviewed administratively on January 9, 2015.
- The Valley View Wooddale Small Area Plan CPA (Review File No. 20413-7) was reviewed administratively on November 13, 2015.

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

### **Regional Parks**

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

The regional parks system facilities in Edina, as identified in the *2040 Regional Parks Policy Plan*, include the Nine Mile Creek Regional Trail and the South Hennepin West Regional Trail Search Corridor. Neither the change in land use guiding of 6612 Xerxes Avenue nor the increase in allowable density in the Community Activity Center District are anticipated to negatively impact the planning, development, or use of the regional trail corridors.

### **Wastewater**

*Reviewer: Roger Janzig (651-602-1029)*

The proposed amendment conforms to the *2040 Water Resources Policy Plan*. The approved Comprehensive Plan Update for the City states that the majority of planned future flow increases will be directed to MCES Interceptor 1-RF-491. Additional capacity for this Interceptor is now available through

relief Interceptor 1-RF-491R, which runs parallel to the current Interceptor. The construction of this relief Interceptor was completed in 2010. Interceptor 1-RF-491R has capacity for the increase in flow associated with the requested increase in residential density for the Community Activity Center district, which encompasses the Southdale Shopping Center area.

The Metropolitan Disposal System also has adequate capacity for the Gateway Point project location, which is associated with the reguinding of approximately 0.3 acres to Community Activity Center.

### **Transportation / Transit**

*Reviewers: Russ Owen (651-602-1724) / John Dillery (612-349-7773)*

The proposed amendment conforms to the *2040 Transportation Policy Plan (TPP)*. It supports policies of Thrive and the TPP with regard to land use and transportation. Specifically, the CPA supports the intensification and diversification of land uses in regional job concentrations and locations served by regional transportation and transit services.

### **Advisory Comments**

The concentration of more high density housing in the Southdale area creates opportunities for additional walking and access to transit. However, Council staff are concerned about improvements that are needed to improve the safety and attractiveness of walking in the district, including access to bus stops and the Southdale Transit Center. Council staff supports initiatives toward these ends and offers its assistance in those efforts.

### **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)*

Thrive identifies the City of Edina as an Urban community. The amendment proposes to increase the allowable residential density in the Community Activity Center (CAC). It also proposes to reguide land from Low Density Residential (LDR) to CAC. Both actions are consistent with Thrive's policy to "align land use, development patterns, and infrastructure to make the best use of public and private investment." The CAC district covers only the Southdale area, which includes a concentration of jobs as well as a Transit Center.

The increase in allowable density in the CAC district is consistent with overall density expectations for Urban communities, which is a minimum of 10 units per acre for new growth, development, and redevelopment. This proposed change affects approximately 158 contiguous acres. It increases the upper end of the allowable density range from 12 - 75 dwelling unit per acre to 12 -105 dwelling units per acre.

The amendment also involves reguinding approximately 0.3 acres from LDR to CAC. A single parcel is proposed for reguinding and is adjacent to the existing Community Activity Center district (Figure 3). This part of the amendment is related to a proposed mixed-use development including 210 residential units on a site that totals approximately 2-acres, all of which will be guided as CAC. With the concurrent increase in allowable density, the proposed development project is consistent with the CAC designation.

## Forecasts

Reviewer: Todd Graham (651-602-1322)

The proposed amendment makes possible the development of a mixed-use development with 210-units. This amendment increases housing capacity at this site. In supplemental information received January 7, 2016, the City requested a forecast increase of 200 households and 400 population. Council forecasts will be revised accordingly upon action on the amendment, as shown in Table 1 below (revisions are underlined).

**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	49,800	52,500	53,000	<u>50,200</u>	<u>52,900</u>	<u>53,400</u>
<b>Households</b>	20,672	22,000	23,800	24,500	<u>22,200</u>	<u>24,000</u>	<u>24,700</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 adjustment is immediate. It does not impact the increment of growth between 2021 and 2030, which is the basis upon which the allocation of need is determined. That forecasted household growth from 2021-2030 remains 1,800 units.

## Housing

Reviewer: Tara Beard (651-602-1051)

The CPA is consistent with the Council's 2040 Housing Policy Plan. The amendment provides a slight increase in land available for higher density housing, which increases their ability to promote land for affordable housing development. The increase in maximum density allowed in the Community Activity Center district creates further opportunities. For these reasons the amendment is consistent with Council housing policy.

## Surface Water Management

Reviewer: Jim Larsen (651-602-1159)

The proposed development project is located within the Nine Mile Creek Watershed. The Watershed District will require the pretreatment and retention on-site of 1 inch of runoff from all future site impervious area and pretreatment of runoff from rainfall events up to 2.5 inches. The current stormwater utility plan (Site Plan Sheet C3.1, dated 10/09/2015) indicates that deck plaza runoff is proposed to be routed to an underground infiltration system below the pocket park in the southeast corner of the site, which will overflow into a pipe leading from the southeast corner of the site to the northeast corner, where it will overflow into the City's stormsewer system. We encourage the City to work with the developer to consider the additional incorporation of tree trench technology and perhaps pervious pavement along the eastern and northern perimeter of the site to further distribute and reuse site runoff in conjunction with the extensive revegetation plan envisioned for the site.

## *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 and affected jurisdictions. Since the proposed amendment affects property on the City's border with Richfield, staff conducted an analysis of compatibility with the City of Richfield's Comprehensive Plan. This analysis is similar to one conducted with a prior amendment, the City of Edina's Lennar CPA (Review File No. 20413-4).

The City of Richfield guides its western border as Medium Density Residential. Although current uses along Richfield's border are single-family residential, Richfield's comprehensive plan acknowledges (p. 3-14) the likelihood and scale of redevelopment along Edina's eastern border. It further states that the blocks along the western border provide opportunities for redevelopment and a transition in land use to areas that remain guided as Low Density Residential.

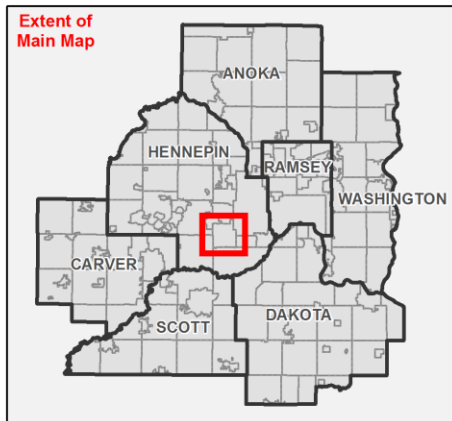
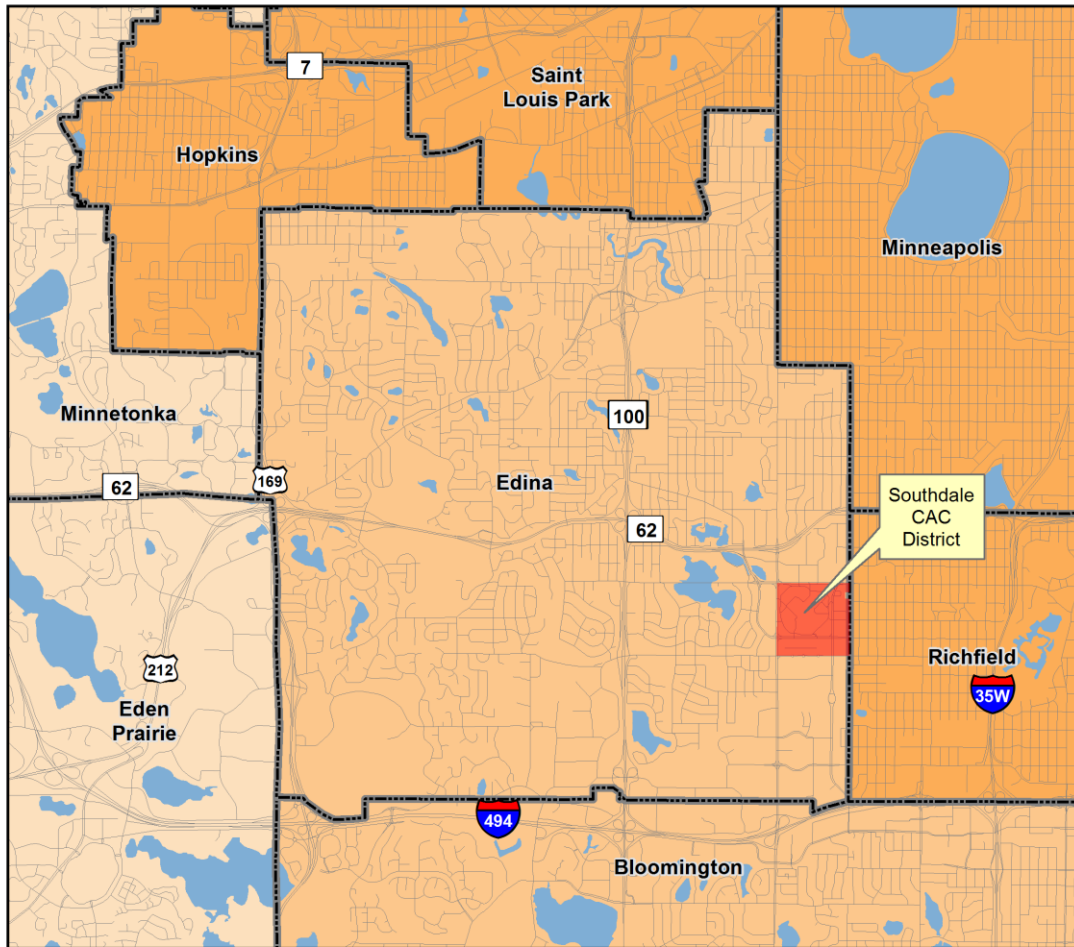
The City of Richfield has expressed their concerns that the scale of the proposed development is greater than what they believe is appropriate along their border. The increase in allowable density in the Community Activity Center (CAC) district does create opportunities for additional scale and intensity along their border. However, the City of Edina's comprehensive plan includes components that address building scale and setbacks, depending on context and location. The current Edina Comprehensive Plan identifies a maximum of six stories between York and Xerxes, with upper stories set back, along its border with Richfield. The City is not proposing a change to this component of their plan, nor does the proposed development project exceed this height limit.

The proposed amendment also reguides a parcel along their border from Low Density Residential to Community Activity Center. This is similar to conditions to the south along Xerxes, where Edina guides its eastern border as Community Activity Center and Richfield guides it as Medium Density Residential. The Council recently reviewed a similar amendment, the Lennar CPA (Review File No. 20413-4), that reguided five single family parcels (1.2 acres) on Xerxes from Low Density Residential to CAC. At that time, the Council found that the proposed reguiding was compatible with Richfield's comprehensive plan. The current analysis and finding is consistent with the previous analysis and finding.

## **ATTACHMENTS**

- Figure 1: Location Map Showing Community Designations
- Figure 2: Location Map showing Regional Systems
- Figure 3: Current and Proposed Land Use Guiding

Figure 1: Location Map Showing Community Designations



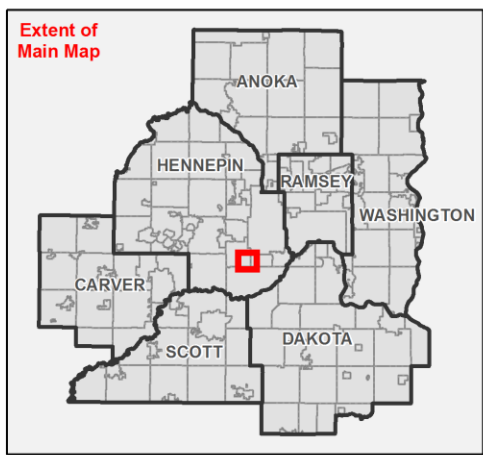
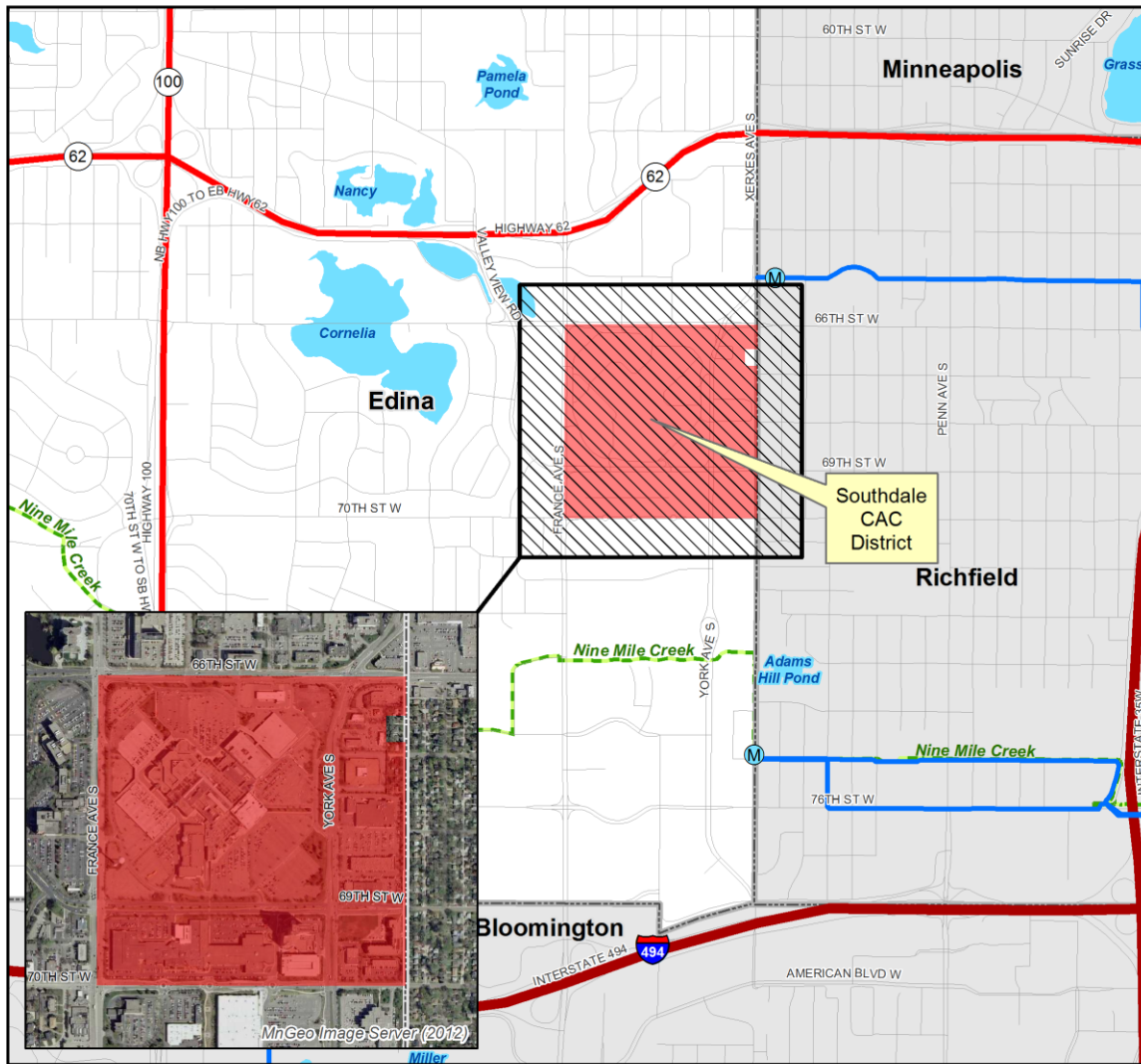
**ThriveMSP 2040 Community Designations**

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

— Ncompass Street Centerlines



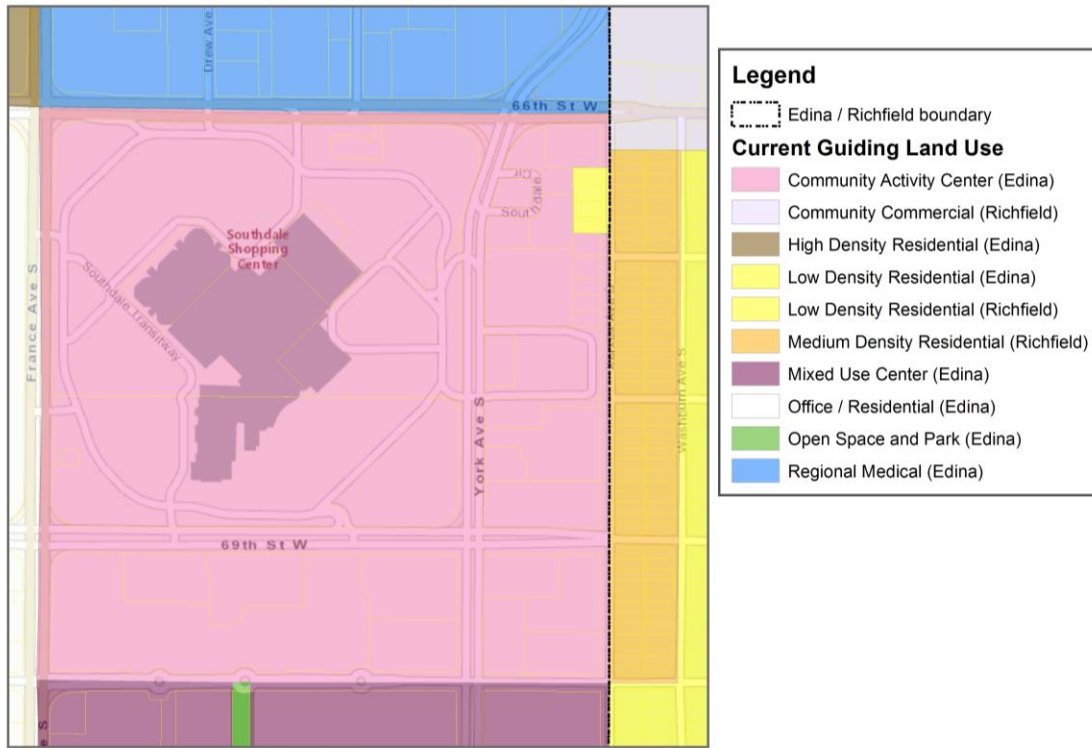
Figure 2: Location Map Showing Regional Systems



- Regional Systems**
- |                             |                               |
|-----------------------------|-------------------------------|
| <b>Wastewater Treatment</b> | <b>Recreation Open Space</b>  |
| (M) Meters                  | ■ Park Reserve                |
| (L) Lift Stations           | ■ Regional Park               |
| — MCES Interceptors         | ■ Special Recreation Feature  |
| (WTP) MCES Treatment Plants | — Existing Regional Trail     |
|                             | — Planned Regional Trail      |
| <b>Transportation</b>       | — Ncompass Street Centerlines |
| — Interstates               |                               |
| — US Highways               |                               |
| — State Highways            |                               |
| — County Roads              |                               |

Figure 3: Current and Proposed Land Use Guiding

Current Guiding Land Use



Proposed Guiding Land Use

