

# REPORT / RECOMMENDATION



**To:** MAYOR AND COUNCIL

**Agenda Item #:** VIII.B

**From:** Cary Teague, Community Development Director

**Action**   
**Discussion**   
**Information**

**Date:** August 20, 2013

**Subject:** Sketch Plan, 5801 Edina Industrial Boulevard

## Action Requested:

Provide non-binding comments regarding the proposed Sketch Plan.

## Information / Background:

The City Council is asked to consider a sketch plan proposal to re-develop 5801 Edina Industrial Boulevard from office uses to retail uses including a drive-through. Currently the building on the site contains a real estate office, a hair loss treatment center, a telecommunication switching site and a small vacancy formerly occupied by a builder office/showroom. The applicant, Frauenshuh Commercial Real Estate Group, would like to repurpose and remodel the existing building with neighborhood retail services. (See applicant narrative and plans on pages A5a–A10 of the Planning Commission staff memo.)

To accommodate the request, the following would be required:

1. A Rezoning from POD, Planned Office District-1, to PCD-2, Planned Commercial District-2.
2. A Comprehensive Guide Plan Amendment from Office to Neighborhood Commercial.

The property is located just west of Highway 100 and is located across the street from retail uses that are zoned PCD-2, Planned Commercial District. Uses include a gas station, Burger King, and a small retail strip center. North and east of the site are office/light industrial uses. (See the Zoning for the area on page A2, and the Comprehensive Plan designations for the area on pages A11–A13.) The proposed use of the property would be consistent with the existing land uses to the south. This property is located within an area of the City that is designated as a "Potential Area of Change" within the 2008 Comprehensive Plan. (See page A13.) The Comprehensive Plan states that within the Potential Areas of Change, "A development proposal that involves a Comprehensive Plan Amendment or a rezoning will require a Small Area Plan study prior to planning application. However, the authority to initiate a Small Area Plan rests with the City Council." Therefore, the decision to require a Small Area Plan can be made by the City Council at the Sketch Plan review.

**Planning Commission Consideration:** On July 24, 2013, the Planning Commission considered the sketch plan proposal. (See attached minutes.) The Planning Commission generally believed that the use was appropriate as long as adequate parking was provided.

## ATTACHMENTS:

- Minutes from the July 24, 2012 Edina Planning Commission meeting
- Planning Commission Memo, July 24, 2012

a compromise that may work; however as previously mentioned without seeing it it is difficult to design or envision. It was further suggested that staff conditions (all) be available for review at the Council level.

Concluding, Commissioners thanked the developers for their response to their earlier comments adding in their opinion this will be a good project and possibly the first in the redevelopment of the Grandview area.

**Ayes; Carpenter, Potts, Platteter, Carr, Forrest, Staunton. Motion carried.**

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## **VI. REPORTS AND RECOMMENDATIONS**

### **A. Sketch Plan Review – Frauenshuh Commercial Real Estate Group – 5801 Edina Industrial Boulevard, Edina, MN**

#### **Staff Presentation**

Planner Aaker informed the Commission they are being asked to consider a sketch plan proposal to re-develop 5801 Edina Industrial Boulevard from office uses to retail uses including a drive-through. Currently the building on the site contains a real estate office, a hair loss treatment center, a telecommunication switching site and a small vacancy formerly occupied by a builder office/showroom. The applicant, Frauenshuh Commercial Real Estate Group, would like to repurpose and remodel the existing building with neighborhood retail services.

Aaker explained to accommodate the request, the following would be required:

1. A Rezoning from POD, Planned Office District-1, to PCD-2, Planned Commercial District-2.
2. A Comprehensive Guide Plan Amendment from Office to Neighborhood Commercial.

Continuing, Aaker reported that the property is located just west of Highway 100 and is located across the street from retail uses that are zoned PCD-2, Planned Commercial District. Uses include a gas station, Burger King, and a small retail strip center. North and east of the site are office/light industrial uses. The proposed use of the property would be consistent with the existing land uses to the south. Aaker noted this property is located within an area of the City that is designated as a “Potential Area of Change” within the 2008 Comprehensive Plan. The Comprehensive Plan states that within the Potential Areas of Change, “A development proposal that involves a Comprehensive Plan Amendment or a rezoning will require a Small Area Plan study prior to planning application. However, the authority to initiate a Small Area Plan rests with the City

Council.” Therefore, the decision to require a Small Area Plan can be made by the City Council at the Sketch Plan review.

### **Appearing for the Applicant**

David Anderson, Frauenshuh and Nick Sperides, SRa

### **Applicant Presentation**

Mr. Anderson addressed the Commission and reported their intent is to rezone the property from POD1, (Planned Office District) to PCD2, (Planned Commercial District). Anderson explained this is a sizeable employment area, adding their goal is to repurpose the property to better serve neighborhood commercial service demands and the economic viability of the property.

With graphics Anderson pointed out “before” and “after” schematics of the property noting the building is low level. If the Commission and Council are agreeable to repurposing the property the following changes to the property would include:

- Implement an updated landscape plan
- Improve and repair the building’s exterior, to include lighting, awnings and other architectural features
- Create a better pedestrian experience by including walkways and outdoor seating areas
- Potential for a drive-through option
- Reconfigure the parking in keeping with ordinance requirements and
- Improved internal vehicle access and circulation.

Concluding Anderson asked the Commission for their opinion on the sketch plan.

### **Discussion**

Commissioner Platteter commented that he likes the concept; however, believes this is a hard site to get in and out of. Platteter suggested reconsidering access points (eliminate west entry along Edina Ind. Blvd.) and changing the location of the proposed drive-through; possibly to the rear. Continuing, Platteter also suggested energizing the corner of Metro Blvd/Edina Inc. Blvd. to be more pedestrian friendly. Concluding, Platteter stated he understands the requested change, adding it would continue the synergy of the areas service component; however, this is a hard site.

Mr. Sperides responded that they looked at different scenarios for the drive-through but found out that moving it to the rear wouldn’t work because of the three lanes (in, out & Drive-through), circulation and the difficulty in ensuring that the driver is on the proper side. Commissioner Platteter agreed driver placement was an issue, he noted in the Grandview area a drive-through is located between buildings; in the middle. Mr. Sperides added they are open to revisiting drive-through placement, adding they don’t know if a drive-through would be part of the equation; however, want that option kept open because it’s important to retail. Continuing, Sperides said another point they needed to keep in mind was stacking. Platteter agreed, adding as presented he is unsure if stacking would be adequate. Mr.

Sperides pointed out adequate stacking capacity is also very important for the retailer; without adequate stacking the business would suffer too.

Chair Staunton commented that it is important to both the Commission and City Council that adequate stacking space is provided for drive-through window components. Staunton asked the applicant what their vision is for this property.

Mr. Anderson said Frauenshuh observed this area was undergoing a change and creating an opportunity to repurpose the property in response to that change would benefit everyone. Anderson said what they do know is that the employment base is there and retail services to respond to that base are needed. Continuing, Anderson said the vision is to capture the current activity in a positive manner. Anderson added in his opinion this area has become more of a mixed use area, reiterating the introduction of more retail is good.

Commissioner Potts stated in his opinion this area is very challenging and if redeveloped a complete traffic analysis needs to be completed. Planner Aaker responded if a formal application to rezone the property is submitted a traffic analysis is a requirement of that process.

Commissioner Carr said she realizes this is only in the "sketch plan" phase; however if redeveloped she would like the applicant to pay attention to aesthetics; such as lighting, landscaping, outdoor seating areas, etc. to create a more attractive place to visit and view. Anderson commented the intent would be to revitalize the site.

Commissioner Forrest commented that she's not sure she's on board with the rezoning request. Forrest said she is concerned with parking, vehicle circulation and the potential drive-through space. Continuing, Forrest pointed out as previously mentioned by Commissioner Potts that much depends on the outcome of the traffic analysis.

Mr. Anderson said the initial thought was to gain Commission and Council input on the proposed rezoning. Anderson said if that support was present it would allow them to prepare a site plan supported by a completed market and traffic analysis for formal review. Anderson explained that is the reason why the plans presented aren't firm, reiterating they felt the first step was to gain input on the rezoning.

A discussion ensued on if the Commission felt extending the PCD zoning designation to this side of the street makes sense. Commissioners expressed the opinion that pedestrian and vehicle safety is of the utmost importance, pointing out the volume of activity in this "neighborhood" is very high. Commissioners also observed that it is difficult to make a decision without the facts; such as tenant mix and how that mix relates to traffic.

Commissioner Forrest asked Planner Aaker if the site were rezoned would all uses within the PCD-2 zoning district be allowed. Aaker responded in the affirmative; adding parking requirements need to be met for each use which could limit uses.

The discussion continued on the rezoning clarifying without the traffic analysis and knowledge of the uses in the tenant space it is difficult to make an educated decision. Commissioners suggested moving forward keeping in mind how important the relationship is between traffic and use. It was further noted that if it is found that pedestrians do want to cross the street both ways having these amenities makes sense and would be of benefit to the area and areas users.

Mr. Anderson thanked the Commission for their comments, adding they would speak with City staff before submitting the sketch plan to the City Council.

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#### **B. Residential Redevelopment Ordinance – Recap from City Council Meeting**

Chair Staunton reminded the Commission of the numerous meetings held on residential redevelopment and amending the Zoning Ordinance. Staunton said the Commission forwarded their final draft to the City Council for their July 16<sup>th</sup> meeting. Staunton stated he along with Commissioners Forrest and Potts attended that meeting to present the Commission's recommendations. Staunton stated after Council action there was concern that the Council didn't understand the intent of the Commission on specific issues; mainly building height, 2<sup>nd</sup> story step elimination and setbacks.

Chair Staunton said in speaking with City Staff he felt there was a need to reiterate to the Council the Commission's intent on one set of items (#3 per memo) and referred the Commission to the attached statement of intent and graphics.

Clarifying Staunton said at their July 16<sup>th</sup> meeting the Council adopted a 30-foot cap on building height and elimination of the second floor setback; however declined to adopt the side yard setback formula. Staunton added he doesn't want to second guess the Council and is agreeable with their decision; however, reiterated he wants to make sure they understood the Commission's intent on side yard setback as part of a "bundle" that works simultaneously. Staunton referred to the table provided in the Ordinance amendment on side yard setbacks and wondered if the Council thought this table was too cumbersome. Staunton said the goal of the Commission was also to provide the public with greater clarity in the Ordinance; however, the Council may not have felt this was achieved in the Commission's final draft.

Staunton told the Commission he would be forwarding his statement along with the graphics provided by Commissioner Potts to the Council before their final reading on the Ordinance amendments at their August 5<sup>th</sup> meeting. Staunton asked the Commission for their input on the "statement". He acknowledged the statement also recommends that on lots narrower than 75-feet in width that there be at least a total of 25% of the lot width (with a minimum setback no less than what currently exists).

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Fax 952-826-0389 • [www.CityofEdina.com](http://www.CityofEdina.com)



**Date:** July 24, 2013

**To:** Planning Commission

**From:** Cary Teague, Community Development Director

**Re:** Sketch Plan Review – 5801 Edina Industrial Boulevard

The Planning Commission is asked to consider a sketch plan proposal to re-develop 5801 Edina Industrial Boulevard from office uses to retail uses including a drive-through. (See location on pages A1–A4.) Currently the building on the site contains a real estate office, a hair loss treatment center, a telecommunication switching site and a small vacancy formerly occupied by a builder office/showroom. The applicant, Frauenshuh Commercial Real Estate Group, would like to repurpose and remodel the existing building with neighborhood retail services. (See applicant narrative and plans on pages A5a–A10.)

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The following is a compliance table demonstrating how the proposed building complies with the POD-1 Zoning Ordinance Standards.

**Compliance Table**

	City Standard (POD-1)	Proposed (Existing)
<b><u>Building Setbacks (Existing Building)</u></b>		
Front – Edina Ind. Blvd	35 feet	56 feet
Front – Metro Boulevard	35 feet	35 feet
Rear – East	20 feet	58 feet
Side – North	20 feet	62 feet
Building Height	4 stories	1 story
Building Coverage	30%	22%
Maximum Floor Area Ratio (FAR)	.5%	.22%
Parking Stalls (Site) (Office Use) (Retail Use)	58 71	57 57*
Drive Aisle Width	24 feet	24 feet

\* **Variance Required (Site would become short parked)**

**Comprehensive Plan Inconsistency**

The site is guided for Office Uses in the Comprehensive Plan. The above mentioned Commercial sites located south of the subject property, are guided for Industrial use, therefore, they are not consistent with the Comprehensive Plan. (Page A11.) If the applicant pursues a Comprehensive Plan amendment, staff would also recommend that these Commercial sites also be included for consideration of a Comprehensive Plan Amendment to Neighborhood Commercial to bring the existing uses into compliance.

**Additional Identified Issues**

Staff would highlight the following issues for discussion:

- Drive-through in front of the building. Consider moving it to the back of the building.

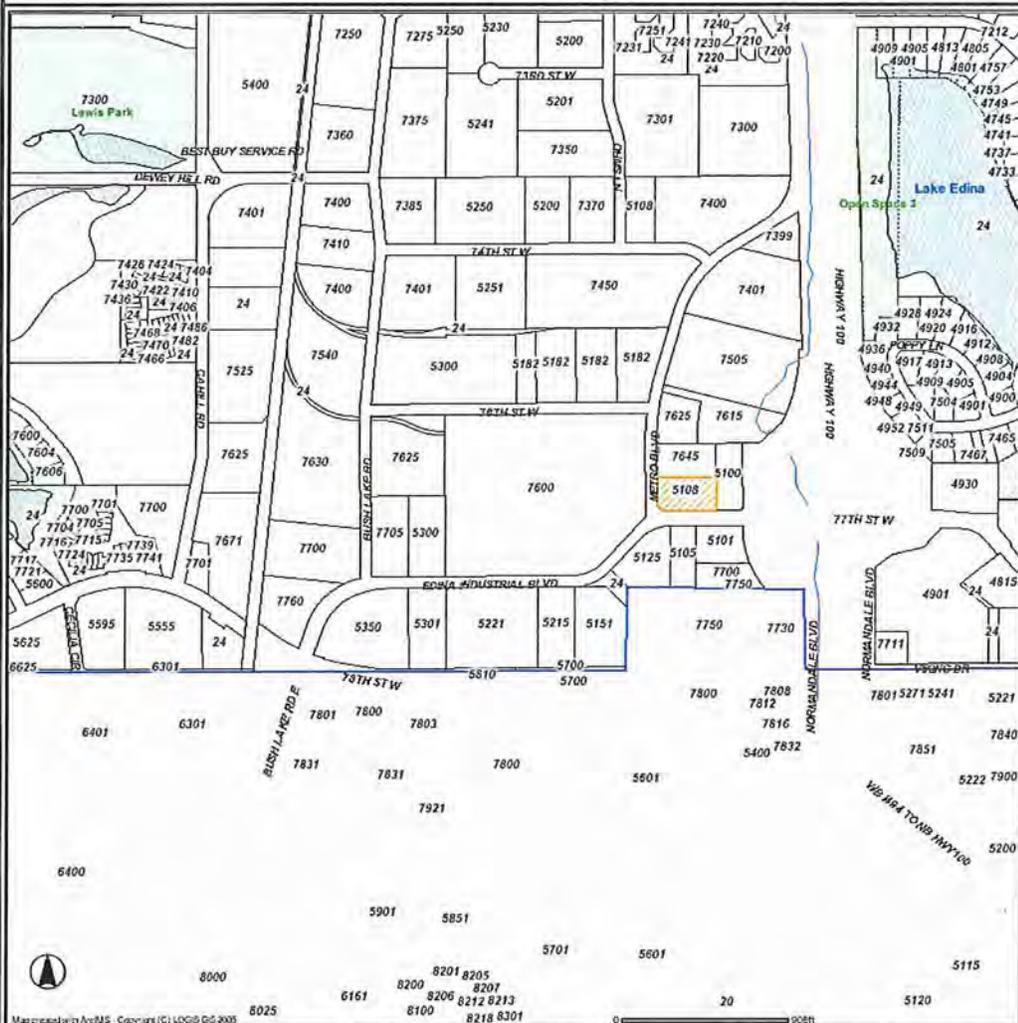


- Elimination of the existing western access to Edina Industrial Boulevard. This access is too close to the intersection.
- Concern over a lack of parking space for conversion into retail spaces. The shortage could further increase, if a restaurant use were to go into the site.
- Circulation. If drive-through is moved to the back, there may not be adequate area for two way circulation.
- Office land uses to the north and west.

## **Traffic/Parking**

A traffic and parking study would need to be completed to determine impacts on adjacent roadways, and if there would be adequate parking provided.

# City of Edina



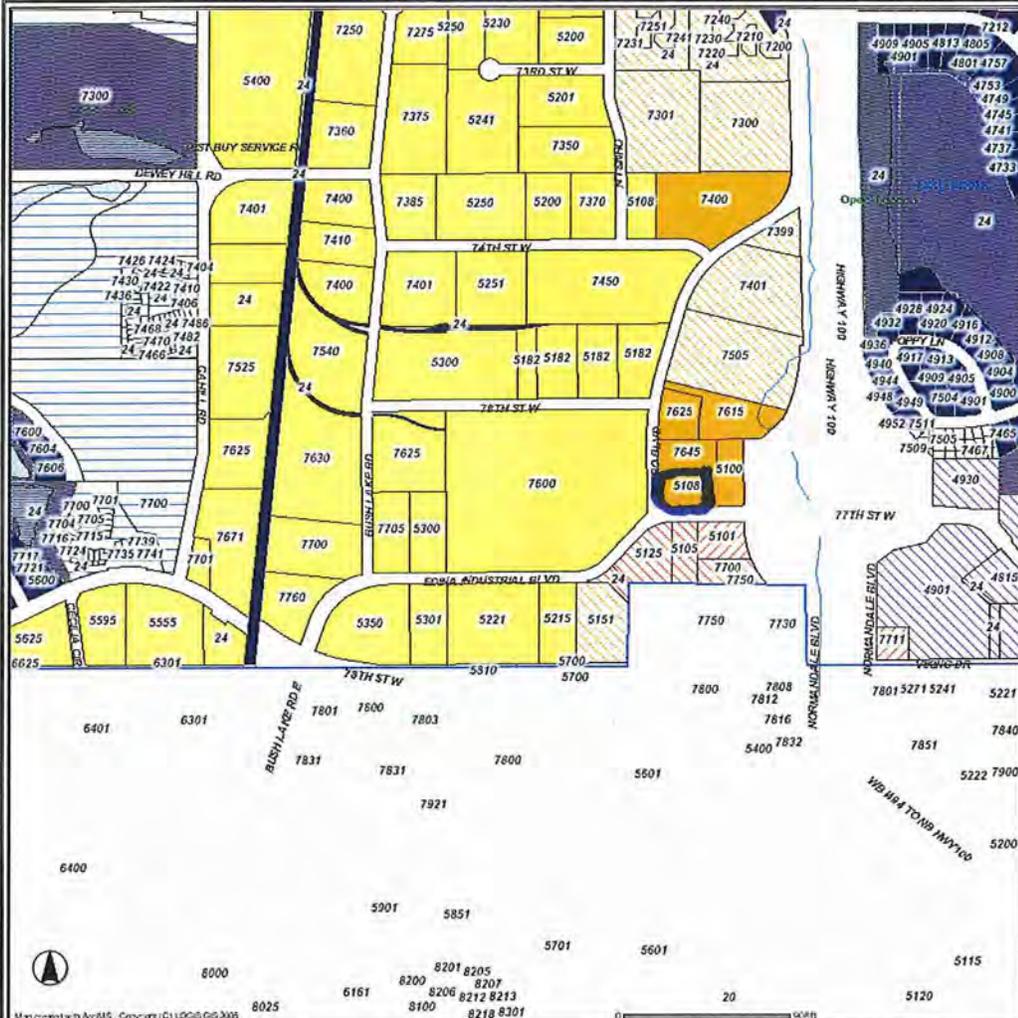
- Legend**
- Highlighted Feature
  - Surrounding House Number Labels
  - House Number Labels
  - Street Name Labels
  - City Limits
  - Creeks
  - Lake Names
  - Lakes
  - Parks
  - Parcels

Map created with ArcGIS. Copy-right (C) LOGS 05-2005



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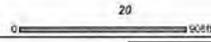
# City of Edina



- ### Legend
- Highlighted Feature
  - Surrounding House Number Labels
  - House Number Labels
  - Street Name Labels
  - City Limits
  - Creeks
  - Lake Names
  - Lakes
  - Parks
  - Zoning
  - APD (Automobile Parking District)
  - MDD-4 (Mixed Development District)
  - MDD-5 (Mixed Development District)
  - MDD-6 (Mixed Development District)
  - PCD-1 (Planned Commercial District)
  - PCD-2 (Planned Commercial District)
  - PCD-3 (Planned Commercial District)
  - PCD-4 (Planned Commercial District)
  - PD (Planned Industrial District)
  - PUD (Planned Urban District)
  - POD-1 (Planned Office District)
  - POD-2 (Planned Office District)
  - PRD-1 (Planned Residential District)
  - PRD-2 (Planned Residential District)
  - PRD-3 (Planned Residential District)
  - PRD-4 (Planned Residential District)
  - PRD-5 (Planned Residential District)
  - PSR-4 (Planned Senior District)
  - R-1 (Single Dwelling Unit)
  - R-2 (Double Dwelling Units)
  - RMD (Regional Medical District)
  - Parcels



Map created with ArcGIS. Copyright (C) 2008 GIS 3098



A2

# City of Edina



- Legend**
- Surrounding House Number Labels
  - House Number Labels
  - Street Name Labels
  - City Limits
  - Creeks
  - Lake Names
  - Lakes
  - Parks
  - Parcels
  - 2012 Aerial Photo



A3



AA



AT



July 10, 2013

Mr. Cary Teague  
Planning Director  
City of Edina  
4801 West 50th Street  
Edina, MN 55424

**Re: 5108 Edina Industrial Boulevard - Rezoning and Repositioning Plan**

Dear Mr. Teague:

In connection with our recent discussions, this letter describes the schematic land use plan and repositioning initiative Frauenshuh Inc. is undertaking for property at 5108 Edina Industrial Boulevard ("Property").

**Overview**

Frauenshuh is in the process of acquiring the Property with the intent of making significant improvements and enhancements that will position the site to better serve neighborhood commercial service demand and economic viability of the Property.

The Property consists of an approximately 1.3 acre parcel with an existing approximately 12,916 square foot one-story multi-tenant commercial building. The building at one time was operated as a bank branch facility with drive-through (on the westerly portion of the site) and eventually expanded easterly into its existing configuration (see attached existing site plan).

Current building tenants include a real estate brokerage office, hair loss treatment center, a telecommunication switching site and a small vacancy formerly occupied by a builder office/showroom.

The property is presently zoned POD1 (Planned Office District) which permits office uses various types of commercial uses, but limits certain types of retail uses such as those allowed in the PCD (planned commercial district) zone, including restaurants, retail shops and other types of neighborhood commercial services that are valued services in this area.

The potential to revitalize the property while bringing additional high quality neighborhood retail services to the area, and Frauenshuh is requesting to rezone the property to the PCD2 designation to allow a wider range of neighborhood commercial uses that would add to the mix and vitality of the property and neighborhood commercial services.

A5a

### **Relocation Plan Highlights**

The enclosed schematic plan set shows future potential and current property conditions. Aged and outdated landscape treatments and general exterior building and parking deferred maintenance issues are evident. The intent of the relocation plan is to invest and bring new life and character to the property through a physical improvement and dynamic leasing strategy.

The PCD rezoning will allow implementation of a relocation plan that would allow existing building tenants to remain while providing the ability to attract new and vibrant neighborhood commercial tenants that are attracted to the convenience, visibility and character of the property.

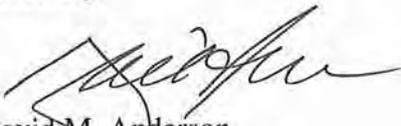
Some of the relocation highlights will include:

- Implement an updated landscape plan for the Property;
- Improvements and repair of exterior building elements, to potentially include: architectural treatments, awnings, accent lighting and materials replacement;
- Installation of pedestrian enhancements, including walkways, outdoor seating areas, etc. per future tenant plans;
- Future drive-through on the westerly portion of the building per future tenant plans;
- Reconfiguration of parking layout, while maintaining a parking ratio in excess of 4:1000 for the overall site;
- Improved internal vehicle access and site circulation.

### **Timing and Next Steps**

Frauenschuh is prepared to proceed with the submittal of the formal site plan and rezoning application. Prior to this application, we look forward to additional feedback from the City on the sketch plan and project concept. If you have questions in the meantime, please contact me at (952) 829-3480.

Sincerely,



David M. Anderson  
Senior Vice President

Enclosures: Schematic Plan Set

cc: Nick Sperides, SRa  
Dean Williamson, Frauenschuh

A5b

A6



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PH: 952.996.9662  
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SITE IMPROVEMENTS  
5801 EDINA INDUSTRIAL BLVD



**FRAUENSHUH**  
Commercial Real Estate Group



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 SUITE 200  
 BLOOMINGTON, MINNESOTA 55437  
 PH: 952.996.9662  
 FX: 952.996.9663  
 WWW.SRARCHITECTSINC.COM

SITE OVERLAY  
 5801 EDINA INDUSTRIAL BLVD



**FRAUENSHUH**  
 Commercial Real Estate Group

48

OWNER: PARKLAWN PROPERTIES LLC

S 89°31'30" E 318.01

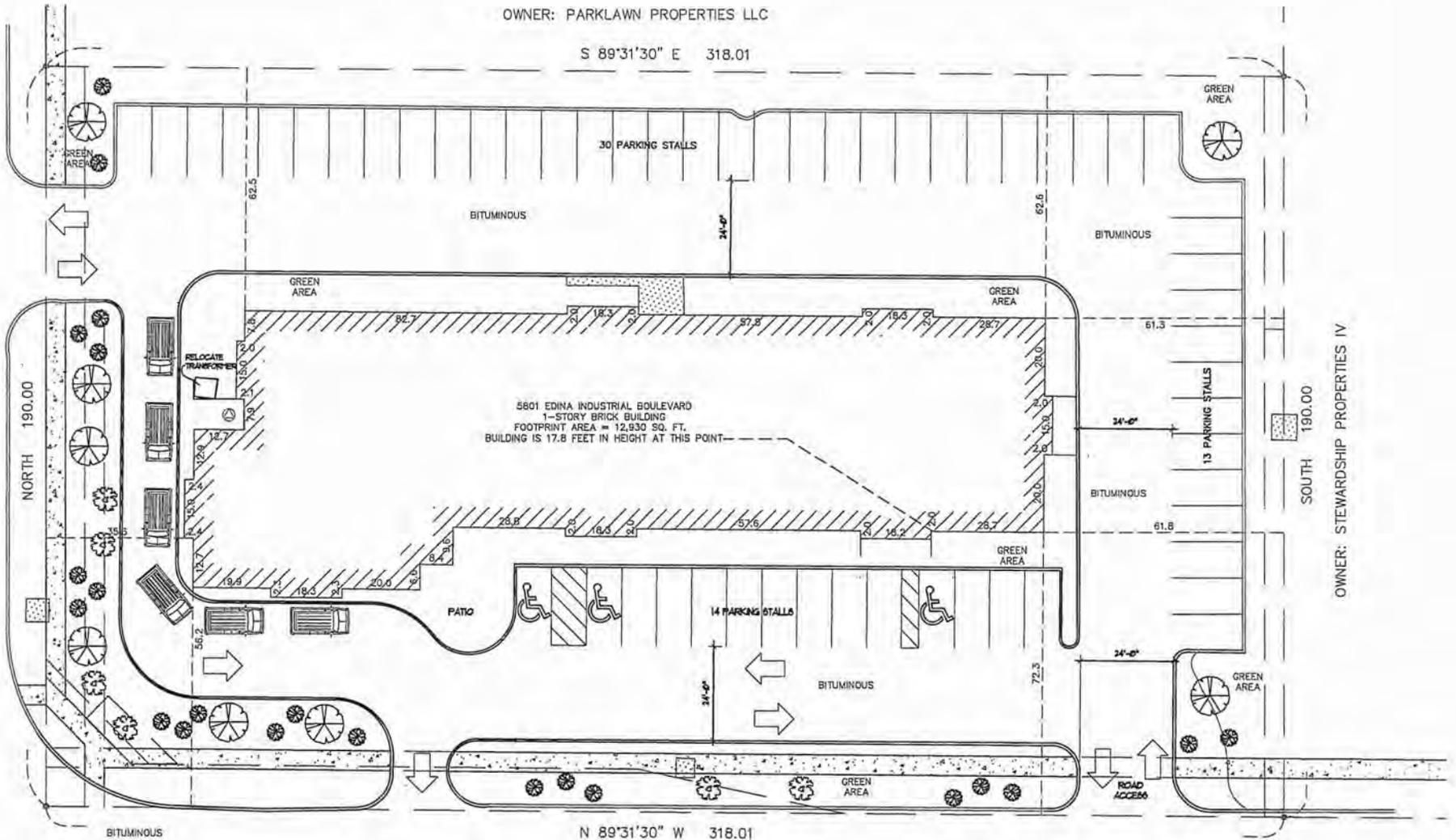
BITUMINOUS

60

METRO BOULEVARD  
(PUBLIC RIGHT OF WAY)

NORTH 190.00

60



# EDINA INDUSTRIAL BOULEVARD

5108 EDINA INDUSTRIAL BLVD  
SITE PLAN OPTION 1

07.09.2013

A9



4900 WEST OLD SHAKOPEE ROAD  
SUITE 290  
BLOOMINGTON, MINNESOTA 55437  
PH: 952.996.9662  
FX: 952.996.9663  
WWW.SRARCHITECTSINC.COM

EXISTING SITE JUNE 2013  
5801 EDINA INDUSTRIAL BLVD



**FRAUENSHUH**  
Commercial Real Estate Group

A-10

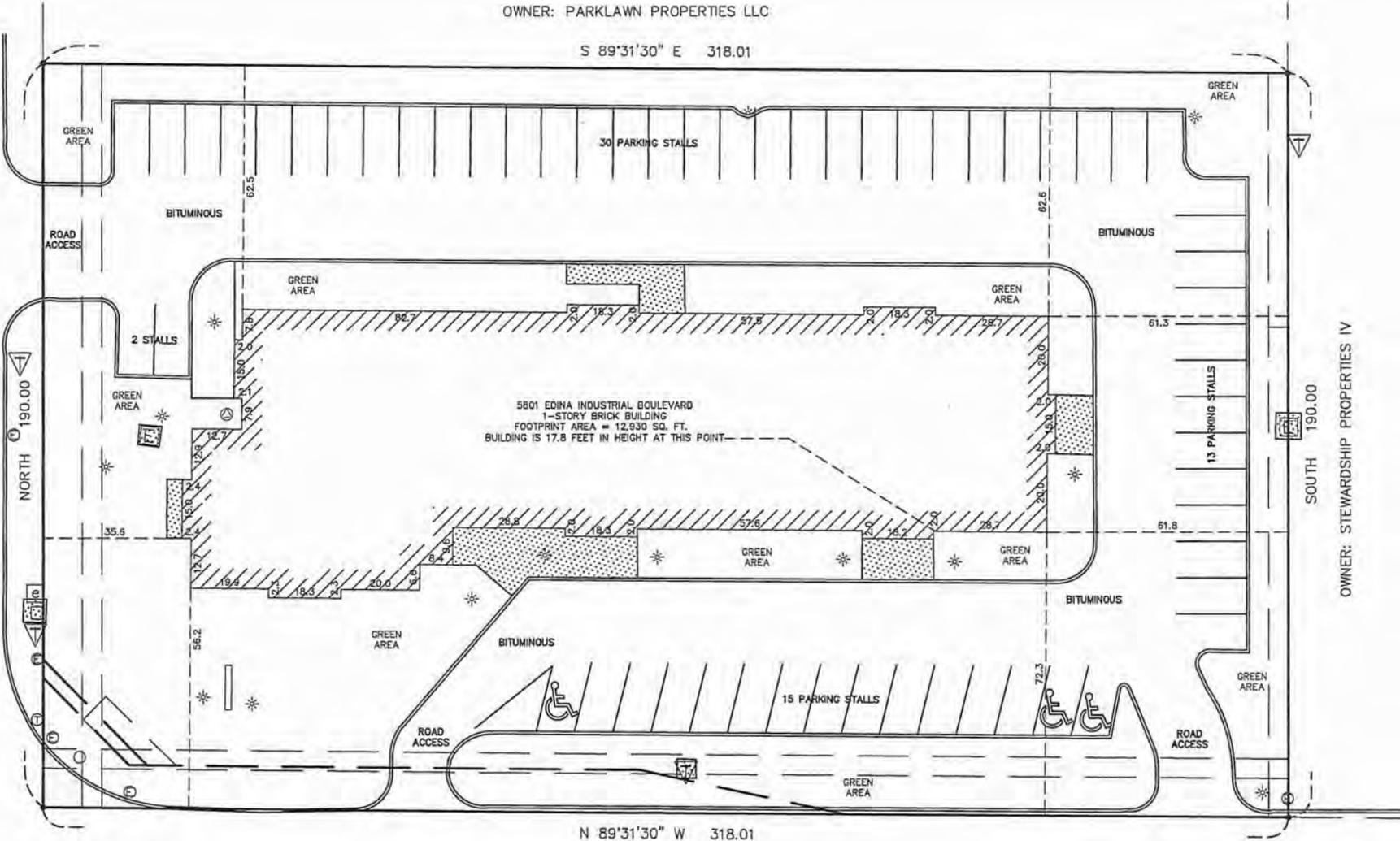
OWNER: PARKLAWN PROPERTIES LLC

S 89°31'30" E 318.01

BITUMINOUS

60

METRO BOULEVARD  
(PUBLIC RIGHT OF WAY)

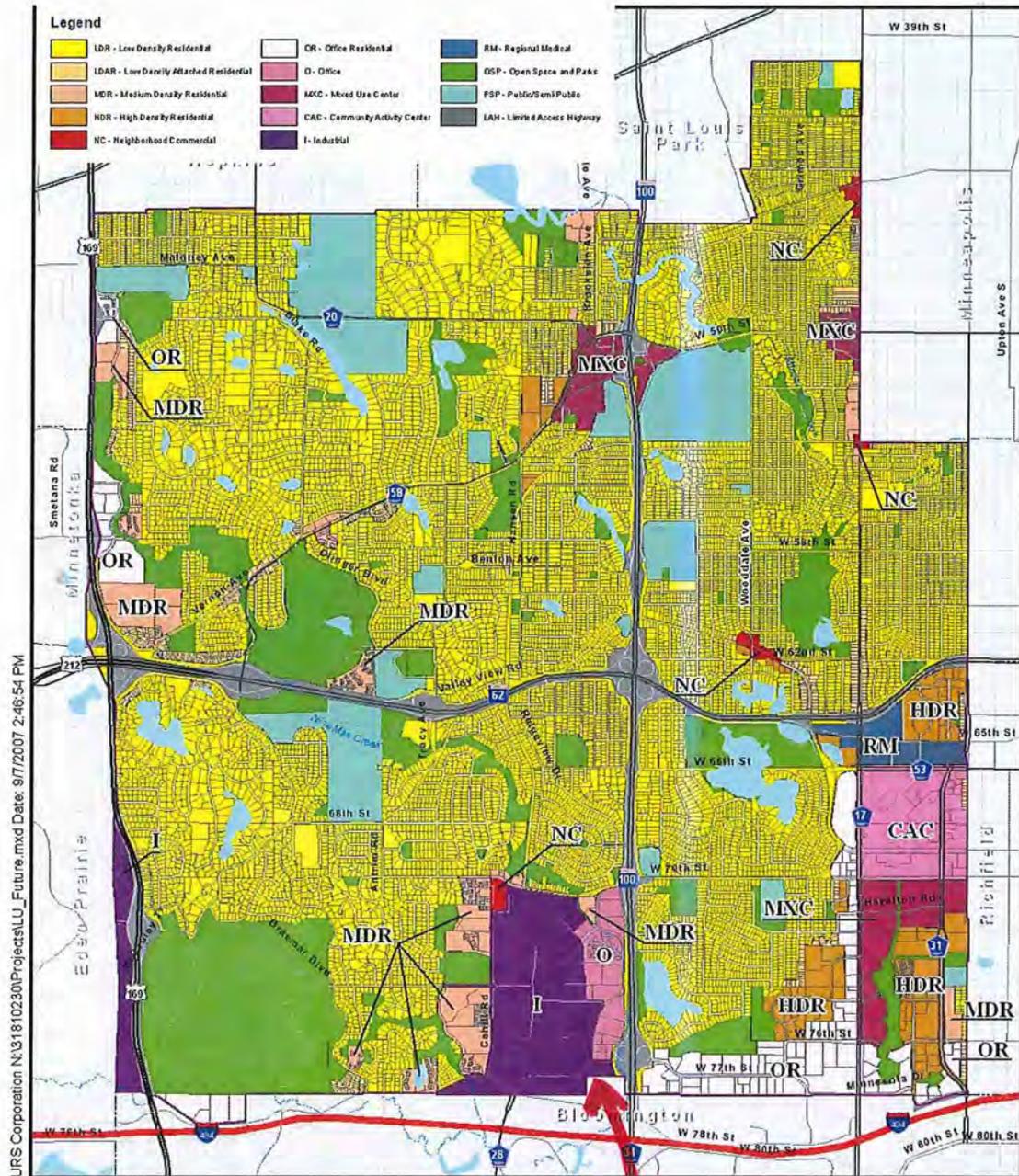


OWNER: STEWARDSHIP PROPERTIES IV

EDINA INDUSTRIAL BOULEVARD

5108 EDINA INDUSTRIAL BLVD  
SITE EXISTING

07.09.0013



URS Corporation N:\318102\30\Projects\LU\_Future.mxd Date: 9/7/2007 2:46:54 PM

Figure 4.3

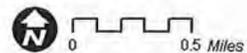


**City of Edina**  
2008 Comprehensive Plan Update

*Site*

**Future Land Use Plan**

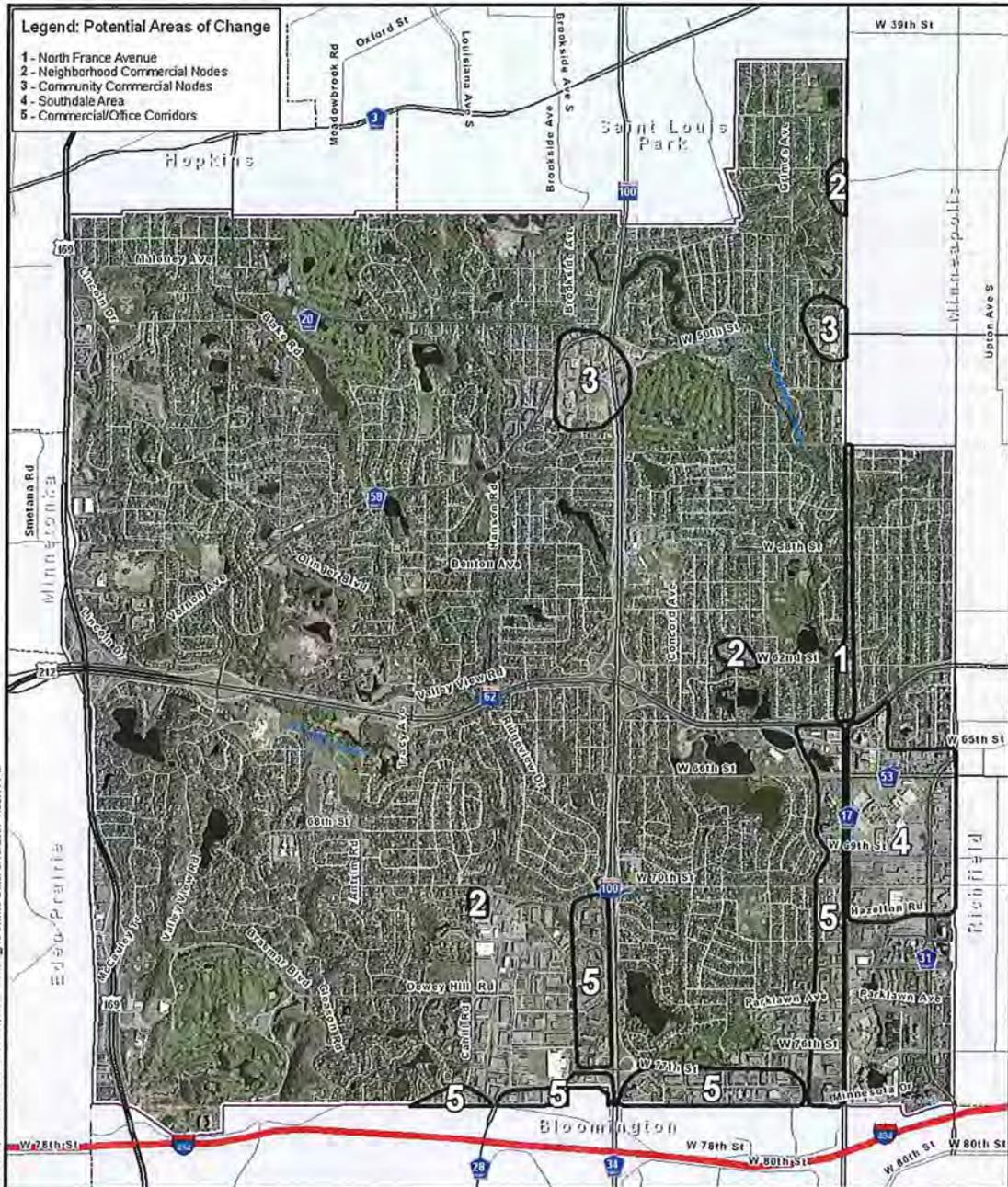
Data Source: URS



*All*



Nonresidential and Mixed Use Categories	Description, Land Uses	Development Guidelines	Density Guidelines
<p><b>MXC</b>  <b>Mixed-Use Center</b>                      Current examples:</p> <ul style="list-style-type: none"> <li>• 50<sup>th</sup> and France</li> <li>• Grandview</li> </ul>	<p>Established or emerging mixed use districts serving areas larger than one neighborhood (and beyond city boundaries).                      Primary uses: Retail, office, service, multifamily residential, institutional uses, parks and open space.                      Vertical mixed use should be encouraged, and may be required on larger sites.</p>	<p>Maintain existing, or create new, pedestrian and streetscape amenities; encourage or require structured parking. Buildings “step down” in height from intersections.                      4 stories at 50<sup>th</sup> &amp; France; 3-6 stories at Grandview</p>	<p><b>Floor to Area Ratio-Per current Zoning Code: maximum of 1.5</b>                      1 - 2 units/acre</p>
<p><b>CAC</b>  <b>Community Activity Center</b>                      Example: Greater Southdale area (not including large multi-family residential neighborhoods such as Centennial Lakes)</p>	<p>The most intense district in terms of uses, height and coverage.                      Primary uses: Retail, office, lodging, entertainment and residential uses, combined or in separate buildings.                      Secondary uses: Institutional, recreational uses.                      Mixed use should be encouraged, and may be required on larger sites.</p>	<p>Form-based design standards for building placement, massing and street-level treatment.                      Buildings should be placed in appropriate proximity to streets to create pedestrian scale. Buildings “step down” at boundaries with lower-density districts and upper stories “step back” from street.                      More stringent design standards for buildings &gt; 5 stories.                      Emphasize pedestrian circulation; re-introduce finer-grained circulation patterns where feasible.</p>	<p><b>Floor to Area Ratio-Per current Zoning Code: maximum of 0.5 to 1.0*</b>                      2 - 3 units/acre</p>
<p><b>I</b>  <b>Industrial</b></p>	<p>Applies to existing predominantly industrial areas within the City.                      Primary uses: industrial, manufacturing. Secondary uses: limited retail and service uses.</p>	<p>Performance standards to ensure compatibility with adjacent uses; screening of outdoor activities.</p>	<p><b>Floor to Area Ratio: Per Zoning Code: 0.5*</b></p>



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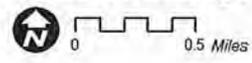
Figure 4.4



**City of Edina**  
2008 Comprehensive Plan Update

**Conceptual Land Use Framework:  
Potential Areas of Change**

Date of Aerial Photography: August 2006



A13