

# REPORT / RECOMMENDATION



**To:** MAYOR AND COUNCIL

**Agenda Item #:** VI.A.

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

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

**Date:** September 17, 2013

**Subject:**

PUBLIC HEARING – Resolution No. 2013-77. Silver Oak Development on behalf of the IRET Properties; Site Plan Review with a parking ramp setback and parking stall Variance at 6525-45 France Avenue.

**Action Requested:**

Approve the attached resolution, which includes conditions recommended by the Planning Commission.

Planning Commission Recommendation: On August 28, 2013, a motion to approve the proposed Site Plan and Variances subject to findings and conditions failed on a 4-5 Vote. (See attached minutes from the Planning Commission meeting.) Planning Commission concerns included the location and screening of the loading dock, conflict between truck traffic and pedestrian and vehicle circulation, and width of drive entrance/exit from 66<sup>th</sup>. The applicant has submitted revised plans to address concerns raised by the Planning Commission. (See attached.)

**Information/Background: (Deadline for a City Council Decision – October 14, 2013)**

Silver Oak Development on behalf of the IRET Properties is proposing to build a four story 60,000 square foot medical office expansion, and new parking ramp expansion to the existing 273,000 square foot Southdale Medical Office building located at 6525-45 France Avenue. The new addition would be located on the south side of the existing building and west of the existing parking ramp.

To accommodate the proposed addition, the following is requested:

1. Site Plan Review.
2. Parking Ramp Setback Variance from 40 and 34.5 feet to 34.5, 28 and 20 feet for the new parking deck to match the existing parking ramp setback. Differing setbacks are required for the ramp structure because the ramp itself is 34.5 feet tall; and the structure around the stairs is 40 feet tall.
3. Parking Stall Variance from 1,715 spaces to 1,577 spaces. A proof of parking plan for an additional deck could expand parking to 1,749 spaces has been provided.

**ATTACHMENTS:**

- Resolution No. 2013-77
- Revised Narrative & Plans date stamped September 10, 2013
- Draft minutes from the August 28, 2013, Edina Planning Commission meeting
- Planning Commission Staff Report, August 28, 2013

SEP 10 2013

CITY OF EDINA

COLLABORATIVE DesignGroup, inc.



Architecture  
Engineering  
Interiors  
Planning  
Preservation

September 17, 2013

City Council and Planning Staff  
City of Edina  
4801 W. 50<sup>th</sup> St.  
Edina, MN 55424

Re: Southdale Medical Office Building

Dear Council and Staff:

At the September 3, 2013 Planning Commission meeting, a few of the Commissioners expressed concern over the items noted below. We offer the following adjustments and clarifications with regards to these items.

1. Commission expressed concern over the size of the trees at the delivery area screening. We have increased the size of the plantings at this area (see renderings). Additionally, there is a low stone wall and berm at this location, amounting to approximately 3' high, to enhance the landscaping and provide further screening. If the Council feels additional plantings or an increase in the wall or berm height would be beneficial we would be happy to do this.
2. Commission expressed concern over the landscaping along Drew Ave. We are proposing to install all new landscaping and paver walks for the entire length of Drew Ave. We will work closely with the City Arborist to determine what existing trees can be saved. Our preference is to always save "quality old growth trees".
3. Commission expressed concern over the ability of delivery vehicles to access the delivery area. The majority of the campus's delivery vehicles are the 30', or less, box truck type vehicles (UPS, coffee, shredding, office supplies, water, linens, etc.) with infrequent deliveries handled by a tractor trailer, 75' or less, (clinic moves, medical equipment, specialized delivery, etc.). We have included in the Council packets diagrams showing how a 30' box truck and 75' semi would access this area.
4. Commission expressed concern about safety and confusion for deliveries, vehicle ramp access and pedestrian access. Currently, deliveries occur throughout the project site at several locations, however the bulk of the delivery traffic currently is using the South lot of the 6545 building and entering the site from 66<sup>th</sup> St. This has created safety concerns for patients and pedestrians accessing the building(s). Early in the design, the team identified the need and desire to consolidate and control the delivery services to a greater degree. Therefore, a single location on the South side of the proposed new building was determined to be the best way to provide better safety and control.

100 Portland Avenue South, Suite 100  
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[www.collaborativedesigngroup.com](http://www.collaborativedesigngroup.com)

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Additionally, the building management has in place delivery policies that preclude large deliveries from occurring during active hours. As noted in the Southdale Medical Center Rules and Regulations;

*"After initial occupancy, movement in or out of the building of furniture or office equipment, or dispatch or receipt by Lessee of any bulky material, merchandise or materials which required use of elevators or stairways, or movement through the building entrances or lobby will be restricted to weekends and between the hours of 5:00 p.m. and 7:00 a.m. on weekdays." "Such pre-arrangement initiated by Lessee will include determination by Lessor, and subject to its decision and control....."*

5. Commission expressed concern over the width of the new entrance at the South side of the site. The existing entrance configuration at the South side of the site includes two separate entrances, one in/out access and one right in only. We are proposing to eliminate both of these entrances and provide a new "right in, right out" divided entrance. This provides us with the greatest amount of safe traffic flow, for both vehicles and pedestrians. We feel this is a safer condition because pedestrians have to be concerned about one direction of traffic from each crossing only. However, if the Council feels a single undivided entrance that accommodates both in and out traffic with out division is better, we would be happy to do this.

Very truly yours,  
Collaborative Design Group, Inc.

James O'Shea  
Principal

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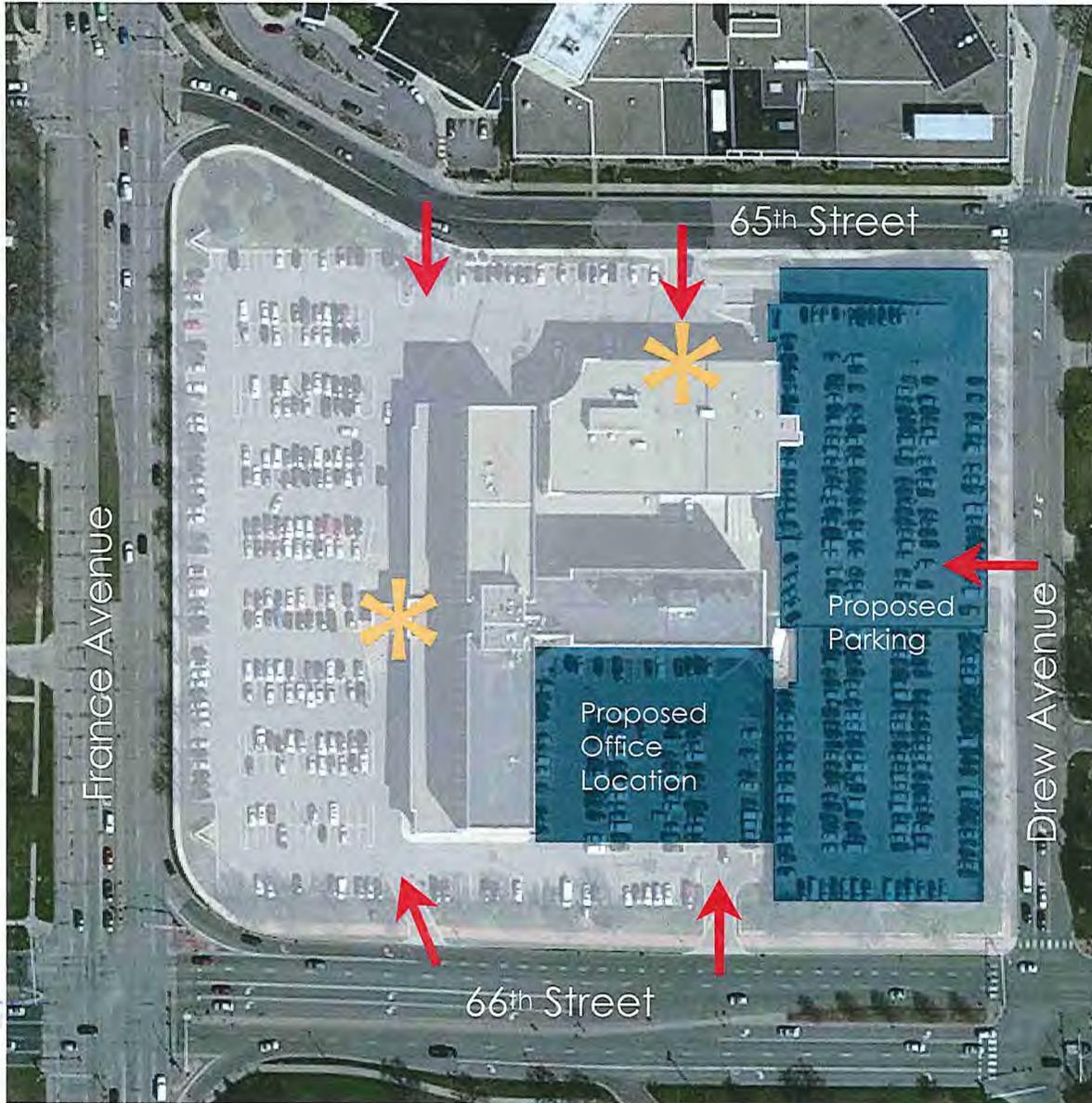
**Southdale  
Medical Office  
Building and  
Parking Ramp**

City of Edina  
Council Presentation

**IRET**  
INVESTORS REAL ESTATE TRUST

September 17, 2013

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**IRET**  
INVESTORS REAL ESTATE TRUST

Southdale Medical  
Office Building City  
Council Presentation



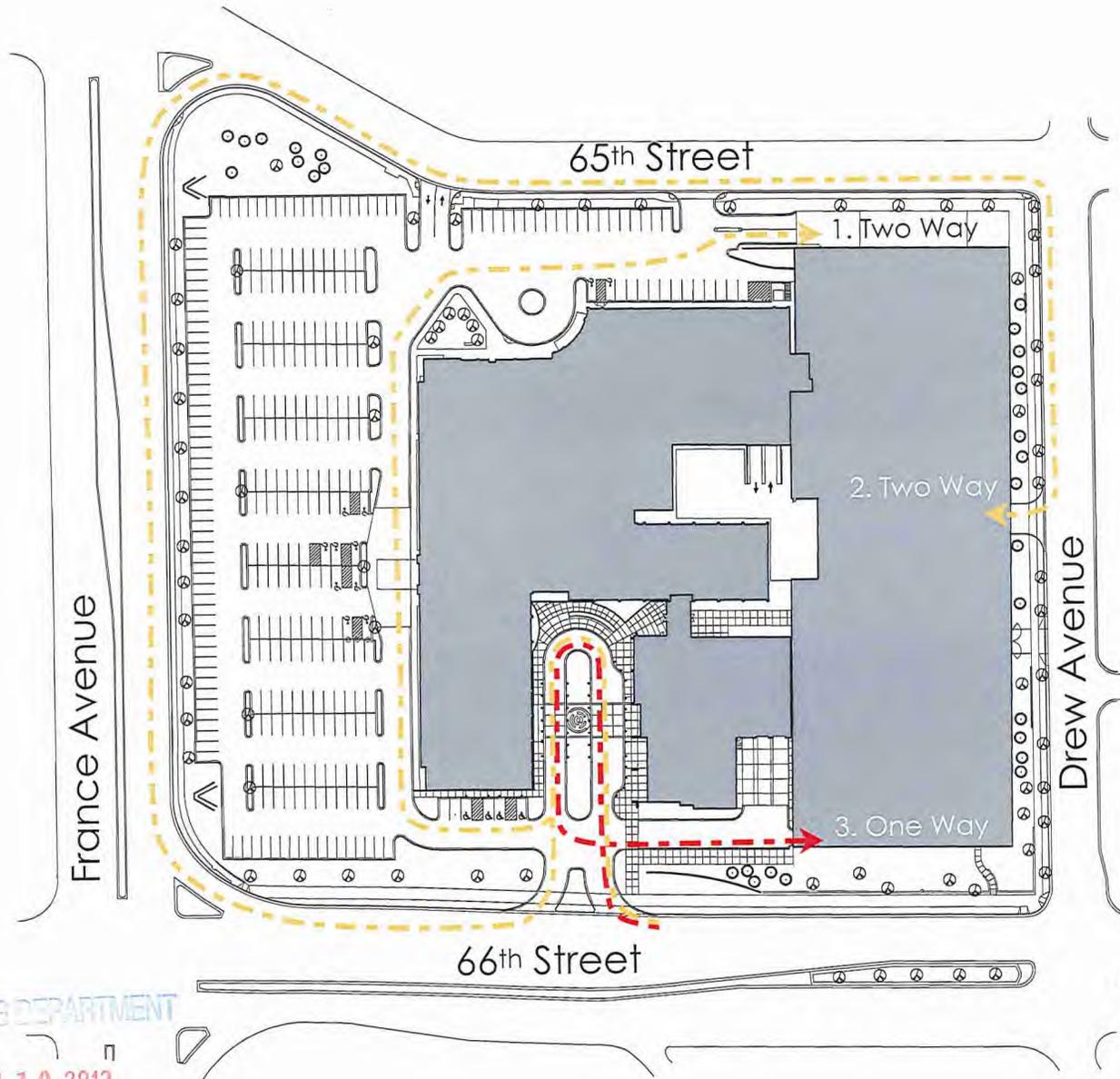
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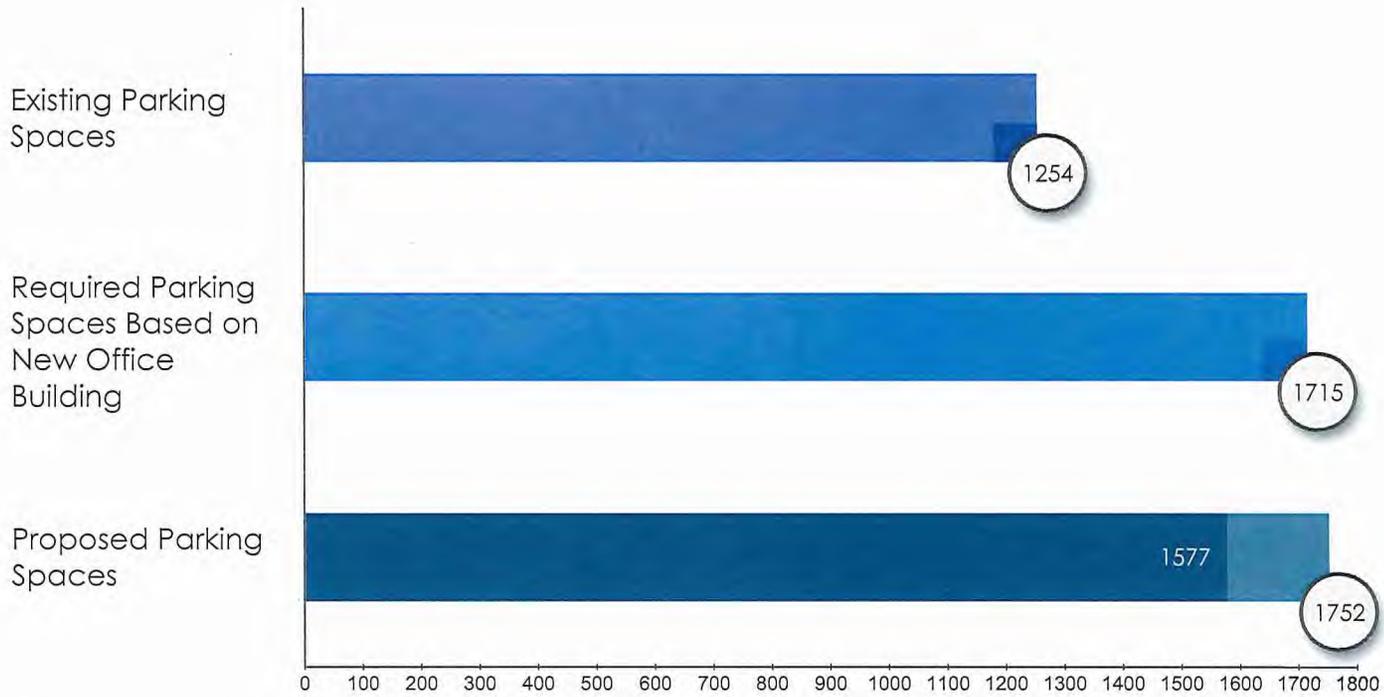
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## Parking Statistics

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View from 66<sup>th</sup> Street

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View from 66<sup>th</sup> Street

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View from 66<sup>th</sup> Street

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View from 66<sup>th</sup> Street

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Aerial from Drew Avenue

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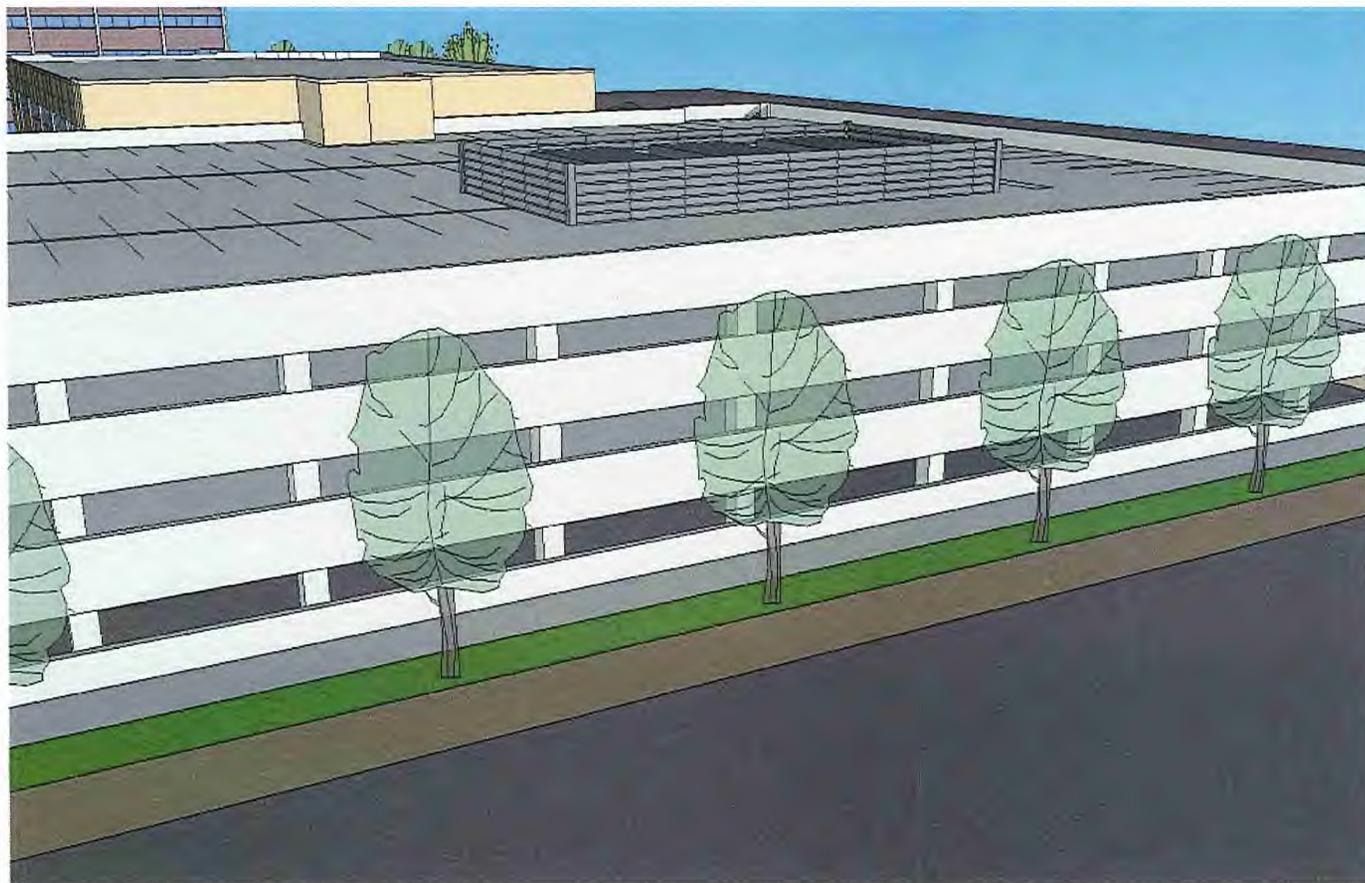
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View from Drew Avenue

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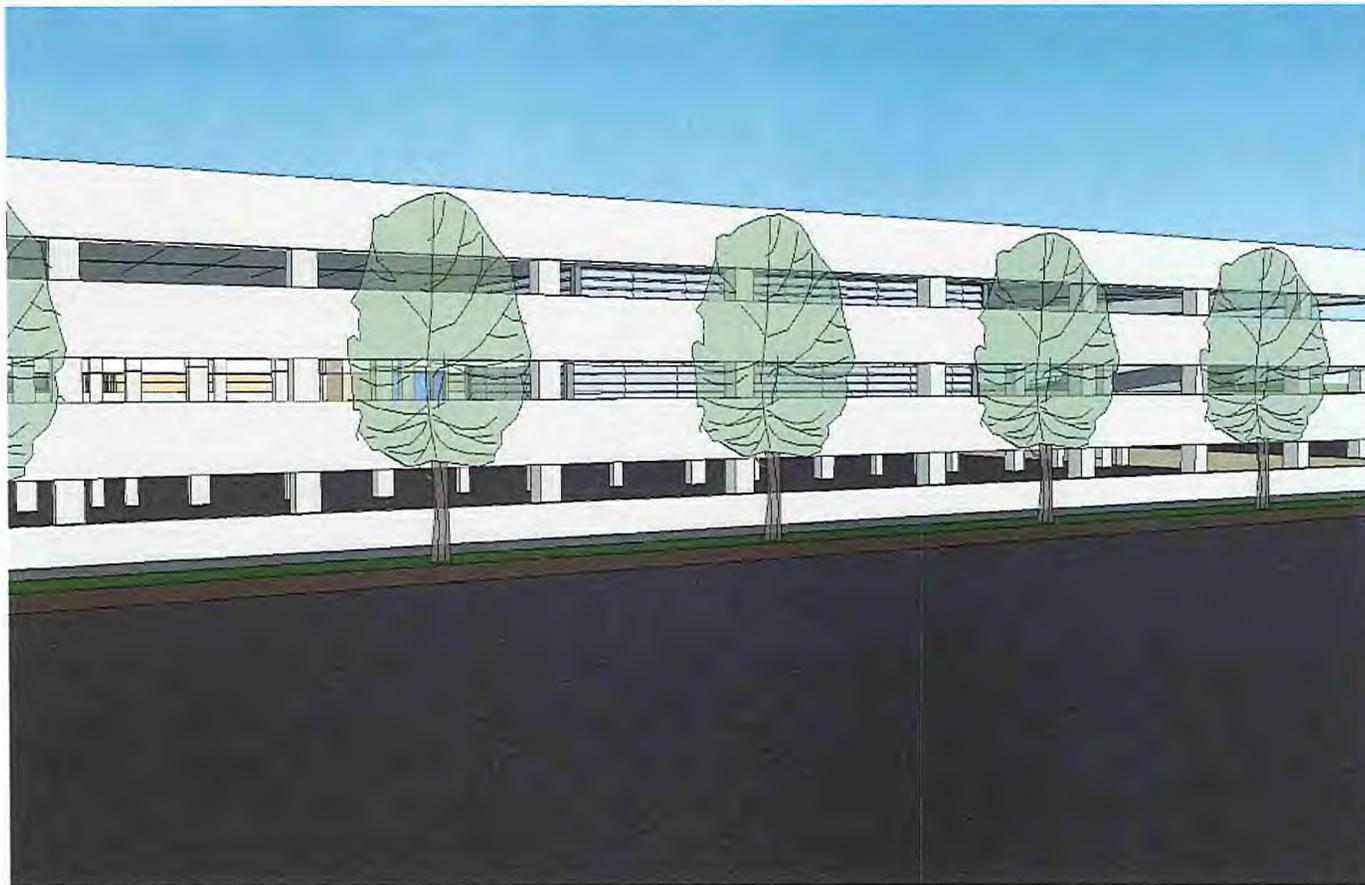
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View from Drew Avenue

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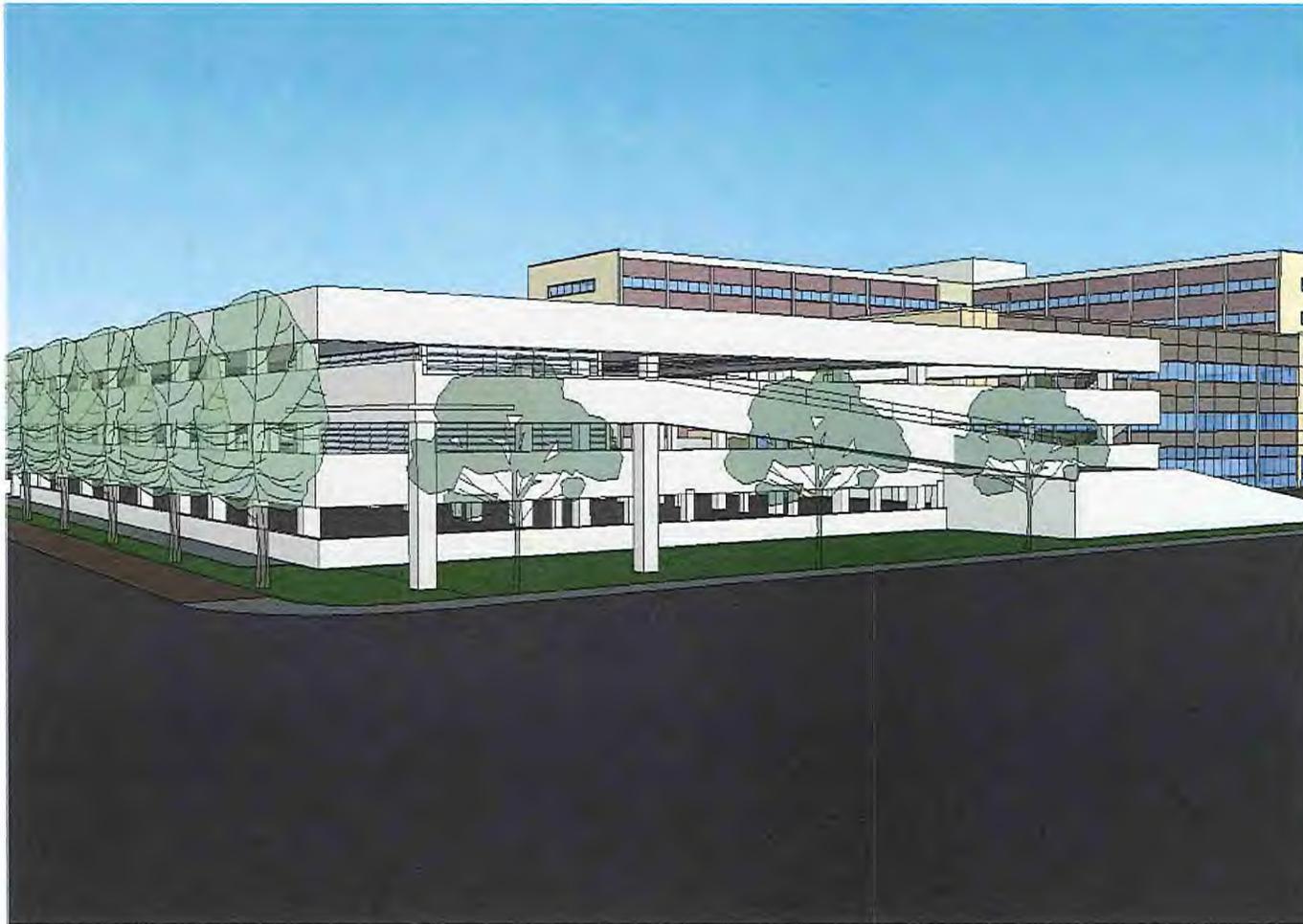
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View from 65th Street

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Aerial from 66th Street

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**RESOLUTION NO. 2013-77**  
**RESOLUTION APPROVING A SITE PLAN WITH VARIANCES AT 6525-45 FRANCE AVENUE TO BUILD A 60,000 SQUARE FOOT ADDITION AND PARKING RAMP EXPANSION FOR THE SOUTHDALE MEDICAL OFFICE CAMPUS**

BE IT RESOLVED by the City Council of the City of Edina, Minnesota, as follows:

**Section 1. BACKGROUND.**

- 1.01 Silver Oak Development on behalf of the IRET Properties is proposing to build a four story 60,000 square foot medical office expansion, and new parking ramp expansion to the existing 273,000 square foot Southdale Medical Office building located at 6525-45 France Avenue.
- 1.02 To accommodate the proposed addition, the following is requested:
  1. Site Plan Review.
  2. Parking Ramp Setback Variance from 40 and 34.5 feet to 34.5, 28 and 20 feet for the new parking deck to match the existing parking ramp setback. (See page A16a.) Differing setbacks are required for the ramp structure because the ramp itself is 34.5 feet tall; and the structure around the stairs is 40 feet tall.
  3. Parking Stall Variance from 1,715 spaces to 1,577 spaces. A proof of parking plan for an additional deck could expand parking to 1,749 spaces has been provided.

The property is legally described as follows:

See attached.

- 1.02 With the exception of the requested Variances, the proposed plans meet all minimum Zoning Ordinance Requirements.
- 1.03 On August 28, 2013, a motion to approve the proposed Site Plan and Variances subject to findings and conditions failed on a 4-5 Vote by the Planning Commission.
- 1.04 The applicant submitted revised plans to address concerns raised by the Planning Commission.

**Section 2. FINDINGS**

Approval is subject to the following findings:

1. The proposal would meet the required standards and ordinances for a Site Plan with the exception of the parking space and ramp variances.

2. WSB conducted a parking and traffic impact study. The study concluded that the existing roadway system would support the proposed project; and the parking on the site would contain adequate parking to support the expansion and existing uses.
3. The variances are reasonable. As mentioned, the setbacks for the parking ramp expansion, match the existing setbacks. The parking study concludes that the proposed addition and existing uses on the site would be supported by the existing parking facilities. Traditionally, the City of Edina has not required parking stalls, when they are not needed. Additional parking could be provided by adding levels to the existing parking ramps if needed.
4. The parking ramp could be expanded should there ever be a need for additional parking for the site.

### **Section 3. APPROVAL**

NOW THEREFORE, it is hereby resolved by the City Council of the City of Edina, approval of the Site Plan and Variances at 6525-45 France Avenue for Silver Oak Development on behalf of IRET Properties.

Approval is subject to the following Conditions:

1. Subject to staff approval, the site must be developed and maintained in substantial conformance with the following plans, unless modified by the conditions below:
  - Site plan date stamped July 26, 2013 & September 10, 2013.
  - Grading plan date stamped July 26, 2013.
  - Landscaping plan date stamped July 26, 2013 & revised on September 11, 2013
  - Lighting plan date stamped July 26, 2013.
  - Building elevations date stamped July 26, 2013 & September 10, 2013.
  - Building materials board as presented at the Planning Commission and City Council meeting.
2. Prior the issuance of a building permit, a final landscape plan must be submitted, subject to staff approval. Trees planted in front of the loading dock shall be 12 feet tall at the time of planting. Additionally, a performance bond, letter-of-credit, or cash deposit must be submitted for one and one-half times the cost amount for completing the required landscaping, screening, or erosion control measures.
3. The property owner is responsible for replacing any required landscaping that dies.
4. Submit a copy of the Minnehaha Creek Watershed District permit. The City may require revisions to the approved plans to meet the district's requirements.

- 5. Compliance with the conditions required by the city engineer in his memo dated August 22, 2013.
- 6. Should delays and queuing become an issue at the France Avenue/65 Street intersection in the future, minor intersection turn lane and phasing improvements may be necessary. Should these improvements be required in the future Fairview Southdale Hospital will be responsible for their share of those improvements.
- 7. Building plans are subject to review and approval of the fire marshal at the time of building permit.
- 8. The driveway entrance/exit off 66<sup>th</sup> shall be reduced in width subject to review and approval of the plans by the city engineer at the time of building permit approval.
- 9. The applicant must enter into a proof of parking agreement with the City to ensure the necessary parking space will be provided if needed. Should parking become a significant problem, staff will require the proof of parking stalls constructed by adding the addition to the parking ramp.

Adopted by the City Council of the City of Edina, Minnesota, on September 17, 2013.

ATTEST: \_\_\_\_\_  
Debra A. Mangen, City Clerk

\_\_\_\_\_  
James B. Hovland, Mayor

STATE OF MINNESOTA            )  
COUNTY OF HENNEPIN        )SS  
CITY OF EDINA                    )

CERTIFICATE OF CITY CLERK

I, the undersigned duly appointed and acting City Clerk for the City of Edina do hereby certify that the attached and foregoing Resolution was duly adopted by the Edina City Council at its Regular Meeting of September 17, 2013, and as recorded in the Minutes of said Regular Meeting.

WITNESS my hand and seal of said City this \_\_\_\_ day of \_\_\_\_\_, 2013

\_\_\_\_\_  
City Clerk

### Discussion

Commissioner Grabiell asked Planner Teague what the zoning classification is on the properties to the west. Teague responded that the zoning classification for the adjacent properties to the west is PID, Planned Industrial District, with the City of Bloomington also to the west.

Commissioner Carr asked the applicant if the variance was approved does he plan on re-landscaping the site. Mr. Kellison responded in the affirmative, adding a retaining wall, new sod and plantings will be added.

### Public Hearing

Chair Staunton asked if anyone would like to speak to the item; being none, Commissioner Grabiell moved to close the public hearing. Commissioner Potts seconded the motion. All voted aye; public hearing closed.

### Motion

**Commissioner Grabiell moved variance approval based on staff findings and subject to staff conditions. Commissioner Forrest seconded the motion. All voted aye; motion carried.**

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## **C. Site Plan with Variances. Paul Reinke/Oak Development. 6545 France Avenue, Edina, MN.**

### Planner Presentation

Planner Teague reported that Silver Oak Development on behalf of the IRET Properties is proposing to build a four story 60,000 square foot medical office expansion, and new parking ramp expansion to the existing 273,000 square foot Southdale Medical Office building located at 6525-45 France Avenue. The new addition would be located on the south side of the existing building and west of the existing parking ramp. Teague stated to accommodate the proposed addition, the following is requested; Site Plan Review, Parking Ramp Setback Variance from 40 and 34.5 feet to 34.5, 28 and 20 feet for the new parking deck to match the existing parking ramp setback. Differing setbacks are required for the ramp structure because the ramp itself is 34.5 feet tall; and the structure around the stairs is 40 feet tall and a parking stall Variance from 1,715 spaces to 1,577 spaces. A proof of parking plan for an additional deck could expand parking to 1,749 spaces has been provided.

Planner Teague concluded that staff recommends that the City Council approve the Site Plan with Variances for the Southdale Medical building expansion based on the following findings:

1. The proposal would meet the required standards and ordinances for a Site Plan with the exception of the parking space and ramp variances.
2. WSB conducted a parking and traffic impact study. The study concluded that the existing roadway system would support the proposed project; and the parking on the site would contain adequate parking to support the expansion and existing uses.
3. The variances are reasonable. As mentioned, the setbacks for the parking ramp expansion, match the existing setbacks. The parking study concludes that the proposed addition and existing uses on the site would be supported by the existing parking facilities. Traditionally, the City of Edina has not required parking stalls, when they are not needed. Additional parking could be provided by adding levels to the existing parking ramps if needed.
4. The parking ramp could be expanded should there ever be a need for additional parking for the site.

Approval of the Site Plan is also subject to the following conditions:

1. Subject to staff approval, the site must be developed and maintained in substantial conformance with the following plans, unless modified by the conditions below:
  - Site plan date stamped July 26, 2013.
  - Grading plan date stamped July 26, 2013.
  - Landscaping plan date stamped July 26, 2013.
  - Lighting plan date stamped July 26, 2013.
  - Building elevations date stamped July 26, 2013.
  - Building materials board as presented at the Planning Commission and City Council meeting.
2. Prior the issuance of a building permit, a final landscape plan must be submitted, subject to staff approval. Additionally, a performance bond, letter-of-credit, or cash deposit must be submitted for one and one-half times the cost amount for completing the required landscaping, screening, or erosion control measures.
3. The property owner is responsible for replacing any required landscaping that dies.
4. Submit a copy of the Minnehaha Creek Watershed District permit. The City may require revisions to the approved plans to meet the district's requirements.
5. Compliance with the conditions required by the city engineer in his memo dated August 22, 2013.
6. Should delays and queuing become an issue at the France Avenue/65 Street intersection in the future, minor intersection turn lane and phasing improvements may be necessary. Should these improvements be required in the future Fairview Southdale Hospital will be responsible for their share of those improvements.
7. Building plans are subject to review and approval of the fire marshal at the time of building permit.

8. The applicant must enter into a proof of parking agreement with the City to ensure the necessary parking space will be provided if needed. Should parking become a significant problem, staff will require the proof of parking stalls constructed by adding the addition to the parking ramp.

### **Appearing for the Applicant**

Paul Reinke

### **Discussion**

Commissioner Carpenter asked Planner Teague who determines the “share” a business pays for street improvements. Chuck Rickart addressed the question and explained that the cost a business pays for street improvements is determined by a sliding scale process taking into account the size of the expansion including the change in traffic patterns, increase in trip generations, etc. Rickart pointed out in this area; especially on this corner (West 65<sup>th</sup> Street) there are a number of players that would be responsible for the improvements, pointing out each “corner” is and or will be undergoing expansion.

With regard to the Proof of Parking (POP) agreement recommended in the staff report Commissioner Carpenter asked what triggers it. Planner Teague explained that Edina Ordinance indicates that the City Manager is the “body” that determines if the POP should be implemented. Commissioner Grabiell asked Teague if he recalls the City Manager initiating a POP. Teague responded to date he’s not aware of any POP agreement(s) that have been implemented at the request of the City Manager. Most businesses police themselves.

Commissioner Forrest indicated she is hesitant to support the loading dock in the new location. Continuing, Forrest also questioned how the traffic analysis calculated vehicle trips. Mr. Rickart responded that the parking analysis viewed this site as a medical use site. Forrest pointed out the site is also planned for retail. Rickart responded a small retail component was also included in the calculations (Regional Medical with Retail Component), adding the majority of medical uses including hospitals operate some form of onsite retail.

Commissioner Potts asked Planner Teague who reviews the internal traffic circulation on the plans. Teague responded that the City Engineer reviews all internal vehicle movements.

Commissioner Schroeder asked Mr. Rickart if he believes the ingress/egress is necessary at 48-feet, adding it’s rather wide. Schroeder commented that in his opinion safety in pedestrian navigation is important and would be compromised with 48-feet of lane(s) to navigate.

Commissioner Carr referred to the landscaping plan and suggested that the applicant take another look at it and plant trees taller than indicated. Planner Teague commented that the

proposed landscaping plan exceeds ordinance; however, the Commission can request extra, taller plantings because of the need for a variance.

Commissioner Grabiell asked Planner Teague if he knows what the zoning is on the opposite side of the street (Drew). Planner Teague responded the zoning on the east side of Drew is also Regional Medical (RMD).

### **Applicant Presentation**

Paul Reinke addressed the Commission and introduced the development team, Gail , property manager and James O'Shea, architect.

Mr. Reinke said they were very excited about the proposed expansion.

Mr. O'Shea addressed the comments on the loading dock and explained the existing facility doesn't have a "true" loading dock area and the goal of this design is to have one consolidated loading dock for the entire site. O'Shea said the new design can incorporate two semi-trailer loading berths and 1 small loading berth for the smaller delivery vehicles.

Continuing, O'Shea further explained with regard to the proposed drive aisle width that it was felt that the larger width would provide a wider turning radius for the larger vehicles.

Concluding, O'Shea reported that the new office building is proposed at 60,000 square feet, including a new parking garage/ramp with 1,180 parking spaces, adding these spaces will accommodate existing and future parking levels. O'Shea said that at this time their thought is that the parking will be built first. With regard to West 66<sup>th</sup> Street it will be enhanced with landscaping including an enhancement of Drew Avenue.

### **Discussion**

Commissioner Carr commented that she has a concern with the location of the loading dock and questioned if it could be placed in another location; possibly to the rear. Mr. O'Shea responded that they considered different locations for the garage; however, found no viable alternatives. He explained working with large semi-trailers poses a challenge. Carr also stated she wants the pedestrian walkways to be clearly delineated to ensure that both the pedestrians and vehicles are aware of these walkways.

Commissioner Platteter stated that he agrees with Commissioner Schroeder's observation that the widths of the drive aisles entering and exiting the site are large. Platteter asked if vegetation would be planted to screen the new loading dock. Mr. O'Shea responded in the affirmative, adding their intent is to plant Spruce trees. O'Shea also noted there is a retaining wall/berm in this area along 66<sup>th</sup> Street that would also help screen the loading dock. Platteter asked the height of the new trees. O'Shea responded their intent is to plant 6-foot trees.

Commissioner Forrest told the applicant she wants them to make every effort to completely screen the loading dock. She also expressed concern about truck maneuvering (backing up) and pedestrian safety in this area. Continuing, Forrest noted there is a discrepancy in parking numbers depicted on the 2007 submittal vs. this submittal, adding she wants assurances the parking is adequate.

Chair Staunton opened the public hearing; being none Commissioner Grabiell moved to close the public hearing. Commissioner Potts seconded the motion. All voted aye; motion carried.

### **Further Discussion and Motion**

Commissioner Carr stated she has reservations about the location of the new loading dock. Continuing, she reiterated she wants all walkways clearly delineated and would like more attention paid to landscaping along Drew Avenue and West 66<sup>th</sup> Street. Carr indicated as submitted she couldn't support the request as submitted.

Commissioner Forrest reiterated her concern is about the differences in the parking calculations on the 2007 plan vs. the calculations submitted for this project. Forrest acknowledged the POP agreement; adding she doesn't want to see the site over parked but wants to ensure it is adequately parked. Forrest also noted she can't support the proposal as submitted; the loading dock needs further attention along with the ingress/egress.

Chair Staunton pointed out that the applicant has presented a POP agreement indicating if more parking spaces are needed parking spaces would be increased per agreement. Commissioner Scherer asked to note for the record the overall plan provides 1,577 parking spaces and if the POP agreement is initiated there will be a total of 1,752 parking spaces.

Commissioner Schroeder stated he doesn't like the way this project interfaces with West 66<sup>th</sup> Street. Schroeder reiterated that the ingress/egress is too wide, too much pavement for pedestrians to navigate and the minimal space for semi-trucks backing in and out makes him uncomfortable. Continuing, Schroeder said he has no issue with the building, his issue is with site access and loading dock area. Continuing, Schroeder commented in order to get a "better product" the Commission could entertain the idea of approving setback variances to achieve a better development. Schroeder acknowledged a setback variance is needed for the ramp but with flexibility more may be able to be done with relief to the building setback.

Chair Staunton agreed with Schroeder's comment and asked Mr. Reinke if they ever considered expanding to the west. Mr. Reinke said expanding toward France Avenue wasn't considered because of the internal orientation of the building and setback. Continuing, Staunton asked if there was another place for the loading dock. Mr. Reinke responded as previously mentioned this is the best location for the loading dock because it reduces internal congestion and it consolidates the loading, delivery and trash removal. Reinke also noted this configuration also provides management with the opportunity to better manage all vehicle and pedestrian circulation. Reinke said that all deliveries from the semi-trucks would be coordinated so no

large vehicle deliveries would occur during peak hours. Large deliveries would take place in the early am or late pm managed by building management.

Gayle Greion told the Commission that this project if approved would allow the site to accommodate deliveries from large vehicles; presently the site cannot accommodate large deliveries which are a detriment to the tenants. Greion said they are very happy to have a more formal delivery area that can accommodate large vehicles and lessen the harshness of Minnesota winter weather.

Commissioner Platteter asked Mr. Greion to reiterate office management can regulate times when semi-trucks can deliver. Ms. Greion responded that delivery times can be scheduled through management and won't disrupt regular business hours.

Commissioner Carr said another concern she has is with the proximity of the loading dock to other vehicles and pedestrian traffic.

The discussion continued on the loading dock, traffic circulation, width of the drive aisles, landscaping, etc. with some Commissioners expressing the opinion that they couldn't support the proposal as submitted. Planner Teague reminded the Commission this project is for site plan approval adding what's requested is permitted.

Commissioner Grabiell asked Planner Teague if the City Engineer has reviewed the project. Teague responded in the affirmative.

### Motion

**Commissioner Platteter moved to recommend Site Plan approval with Variance based on staff findings and subject to staff conditions including the additional conditions: increase landscaping along Drew Avenue, plant taller trees (12-foot) on West 66<sup>th</sup> Street to better screen the loading dock area, clearly delineate all pedestrian walkways and a reduce the width of the ingress/egress. Commissioner Potts seconded the motion.**

Commissioner Carr asked Planner Teague if this motion should be done in two parts. Teague responded that the actions are tied so one motion is sufficient.

**Ayes; Platteter, Potts, Grabiell, Staunton. Nays; Scherer, Schroeder, Carpenter, Carr, Forrest. Motion failed 4-5**

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## **VII. REPORTS AND RECOMMENDATIONS**

### **A. Sketch Plan Review – 6725 York Avenue, the Wicks site**



## PLANNING COMMISSION STAFF REPORT

Originator <b>Cary Teague</b> Community Development Director	Meeting Date <b>August 28, 2013</b>	Agenda # <b>VI.C</b>
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### INFORMATION/BACKGROUND

#### Project Description

Silver Oak Development on behalf of the IRET Properties is proposing to build a four story 60,000 square foot medical office expansion, and new parking ramp expansion to the existing 273,000 square foot Southdale Medical Office building located at 6525-45 France Avenue. (See location on pages A1–A2.) The new addition would be located on the south side of the existing building and west of the existing parking ramp. (See applicant narrative on pages A3–A10 and the proposed plans on pages A12–A32.)

To accommodate the proposed addition, the following is requested:

1. Site Plan Review.
2. Parking Ramp Setback Variance from 40 and 34.5 feet to 34.5, 28 and 20 feet for the new parking deck to match the existing parking ramp setback. (See page A16a.) Differing setbacks are required for the ramp structure because the ramp itself is 34.5 feet tall; and the structure around the stairs is 40 feet tall.
3. Parking Stall Variance from 1,715 spaces to 1,577 spaces. A proof of parking plan for an additional deck could expand parking to 1,749 spaces has been provided.

#### Surrounding Land Uses

- Northerly: Southdale Fairview Hospital; zoned and guided for regional medical office uses.
- Easterly: A variety of off medical and office uses; zoned and guided for medical office uses.
- Southerly: Southdale; zoned and guided for commercial uses.
- Westerly: Point of France; zoned and guided high density residential.

## Existing Site Features

The subject property is 9 acres in size, contains the Southdale Medical Center building and a parking ramp. The site is relatively flat. (See page A2.)

## Planning

Guide Plan designation: RM, Regional Medical. (See page A11.)  
 Zoning: RMD, Regional Medical District.

## Compliance Table

	City Standard	Proposed
<u>Building</u>		
Front – France Avenue	65.5 feet	100+ feet
Side Street – 66 <sup>th</sup> Street	65.5 feet	75 feet
Side Street – Drew	65.5 feet	100+ feet
Side Street – 65 <sup>th</sup> Street	65.5 feet	100+ feet
<u>Parking Ramp</u>		
Front – France Avenue	34.5 & 40 feet	100+ feet
Side Street – 66 <sup>th</sup> Street	34.5 & 40 feet	<b>34.5 feet*</b>
Side Street – Drew	34.5 & 40 feet	<b>20-28 feet*</b>
Side Street – 65 <sup>th</sup> Street	34.5 & 40 feet	7.4 feet (existing condition)
Building Height	12 stories, and 144 feet	4 stories, and 65.5 feet
Floor Area Ratio	100%	84%
Parking lot and drive aisle setback	20 feet (street)	10-20 feet (all parking areas and drive-aisles are existing; no changes proposed)
Parking Stalls	1,715 stalls	1,577 stalls proposed (1,752 stalls with the proof-of-parking)
Over-story Trees	59 required (number is based on the perimeter of the site)	75 existing trees

## **Grading/Drainage/Utilities**

The city engineer has reviewed the proposed utilities and grading and drainage plans and found them to be generally acceptable. (See the City Engineer's comments on pages A106–A110.) A condition of approval should include meeting all of the conditions outlined in the city engineer's memo. A permit would also be required from the Nine Mile Creek Watershed district.

## **Parking**

There are currently three parking levels in the existing ramp. Levels one and two were constructed in 1964, and are in need of significant repair. Level three was constructed in 2002. The addition to the parking ramp would consist of removing and replacing levels one and two. Level three would be extended to the south end of the ramp and a new level four would be added. The new ramp would total 1,180 spaces. There are 397 surface stalls on the site. The overall site would therefore, provide 1,577 parking spaces. Based on the square footage of the existing building and proposed addition, 1,715 spaces are required. A proof-of-parking plan has been provided, that shows an additional 175 spaces could be added to the top level of the parking ramp to meet the city code. (See page A9.) The applicant does not believe that these stalls will be needed, but have agreed to construct them if parking becomes a problem. A condition of any approval should be that if parking becomes a problem, the additional stalls must be provided.

WSB & Associates conducted a parking study, which concludes that the proposed parking should adequately serve the site. (See page A50.)

## **Site Access & Traffic**

Currently there are two access points off of 66<sup>th</sup> Street. These two would be combined into one entrance, which would be a right in and right out only. All other access points would remain the same, including into the parking ramp. (See pages A14 and A16.)

WSB and Associates also completed a traffic study to analyze impacts on the adjacent roadways. (See study on pages A36–A105.) The study concludes that the existing adjacent roadways would support the proposed addition. However, as with all development proposed within this area recently, should delays and queuing ever become an issue at the France Avenue/65 Street intersection in the future, minor intersection turn lane and phasing improvements may be necessary. Should these improvements be required in the future, the Southdale Medical site will be responsible for their share of those improvements. (See page A50.)

## **Building Design**

The addition would be constructed primarily of glass/glazing with masonry/architectural precast with composite aluminum panels. The ramp would also be made of masonry architectural precast with the stairwells to be made of glass/glazing to match the building. (See attached pages A12–A13.) The building has been designed to match or blend with the existing six-story building on the site and to match/blend with the parking ramp.

## **Landscaping**

There are 75 mature trees around the perimeter of the site, which is more than required by code. Additional shrubs and plantings would be provided at the entrance and along 66<sup>th</sup> Street to enhance the existing landscaping. (See pages A21–A22.)

## **Mechanical Equipment**

A new mechanical room is planned to be located within the parking ramp, at the north end. (See pages A24–A28.) The mechanical equipment would be screened on the roof of the parking ramp. (See page A13.)

## **Loading Dock**

The loading dock for the new building would be located on the south side of the building facing 66<sup>th</sup> Street. The loading area meets the required front yard setback. Extra landscaping is proposed along 66<sup>th</sup>, to provide screening of the area, including five Black Hills Spruce. (See pages A21–A22.)

## **Variance – Parking Structure**

Per the Zoning Ordinance, a variance should not be granted unless it is found that the enforcement of the ordinance would cause practical difficulties in complying with the zoning ordinance and that the use is reasonable. As demonstrated below, staff believes the proposal does meet the variance standards, when applying the three conditions:

**Minnesota Statutes and Edina Ordinances require that the following conditions must be satisfied affirmatively. The Proposed Variance will:**

- 1) Relieve practical difficulties that prevent a reasonable use from complying with ordinance requirements.***

Reasonable use does not mean that the applicant must show the land cannot be put to any reasonable use without the variance. Rather, the applicant must show that there are practical difficulties in complying with

the code and that the proposed use is reasonable. "Practical difficulties" may include functional and aesthetic concerns.

Staff believes the proposed variance is reasonable. The location of the parking ramp is an existing condition; the variances are requested to enlarge the ramp by adding levels. A proof of parking plan was granted to add a fourth level to the ramp in 2007 as part of the most recent expansion to the Southdale Medical Office (See Council minutes from that approval including the conditions of approval on pages A33–A35.) The practical difficulty is caused by the existing location of the ramp. It would not be reasonable to require the ramp to be relocated to meet the required setback. The encroachment into the required is minor compared to the mass of the structure that complies with the ordinance. (See page A16a.)

**2) *There are circumstances that are unique to the property, not common to every similarly zoned property, and that are not self-created?***

Yes. The unique circumstances are the location of the existing building and parking ramp that would make it difficult to relocate to meet the required setbacks. The proposed expansion is reasonable given the proposal does not exceed the FAR requirement of 1.0 for the site.

**3) *Will the variance alter the essential character of the neighborhood?***

No. A parking ramp already exists at the proposed setbacks. The addition of levels to the parking ramp would not alter the character of the neighborhood.

### **Variance – Parking Stalls**

Per the Zoning Ordinance, a variance should not be granted unless it is found that the enforcement of the ordinance would cause practical difficulties in complying with the zoning ordinance and that the use is reasonable. As demonstrated below, staff believes the proposal does meet the variance standards, when applying the three conditions:

**Minnesota Statutes and Edina Ordinances require that the following conditions must be satisfied affirmatively. The Proposed Variance will:**

**1) *Relieve practical difficulties that prevent a reasonable use from complying with ordinance requirements.***

Reasonable use does not mean that the applicant must show the land cannot be put to any reasonable use without the variance. Rather, the applicant must show that there are practical difficulties in complying with

the code and that the proposed use is reasonable. "Practical difficulties" may include functional and aesthetic concerns.

Staff believes the proposed parking stall variance is reasonable. A parking study was conducted by WSB Associates that concludes that the City Code required parking is not necessary for the site. The study concludes that the medical office uses could function adequately with 1,422 spaces. There would be 1,577 spaces on the site with the addition to the parking ramp. (See page A50 of the parking study.)

A proof-of-parking plan has been provided, that shows an additional 175 spaces could be added to the top level of the parking ramp to meet the city code. (See page A9.) The applicant does not believe that these stalls will be needed, but have agreed to construct them if parking becomes a problem. A condition of any approval should be that if parking becomes a problem, the additional stalls must be provided.

**2) *There are circumstances that are unique to the property, not common to every similarly zoned property, and that are not self-created?***

Yes. The unique circumstance is the existing location of the buildings and parking ramp on the site. It has been the city's general policy with previous similar requests, to not build parking stalls when they are not needed.

**3) *Will the variance alter the essential character of the neighborhood?***

No. The alternative to the variance would be to require the applicant to construct a larger and taller structured parking ramp. Based on the parking study done by WSB, this parking would not be needed.

## **PRIMARY ISSUES/STAFF RECOMMENDATION**

### **Primary Issue**

- **Is the proposed addition and associated Variances reasonable for this site?**

Yes. Staff believes the proposal is reasonable for the following reasons:

1. The proposed use is permitted in the RMD, Regional Medical District.
2. The proposed building setbacks are met for the medical office addition, and the setbacks for the parking ramp expansion meet the existing parking ramp setbacks.

3. The proposed addition would be supported by the existing roadway system, based on the traffic and parking study done by WSB and Associates. (See pages A36– A105.)
4. The variances are reasonable. As mentioned, the setbacks for the parking ramp expansion, match the existing setbacks. The parking study concludes that the proposed addition and existing uses on the site would be supported by the existing parking facilities. Traditionally, the City of Edina has not required parking stalls, when they are not needed. Additional parking could be provided by adding levels to the existing parking ramps if needed.
5. The Southdale Medical Building and associated medical office uses provide a convenient community asset.

### **Staff Recommendation**

Recommend that the City Council approve the Site Plan with Variances for the Southdale Medical building expansion.

Approval is based on the following findings:

1. The proposal would meet the required standards and ordinances for a Site Plan with the exception of the parking space and ramp variances.
2. WSB conducted a parking and traffic impact study. The study concluded that the existing roadway system would support the proposed project; and the parking on the site would contain adequate parking to support the expansion and existing uses.
3. The variances are reasonable. As mentioned, the setbacks for the parking ramp expansion, match the existing setbacks. The parking study concludes that the proposed addition and existing uses on the site would be supported by the existing parking facilities. Traditionally, the City of Edina has not required parking stalls, when they are not needed. Additional parking could be provided by adding levels to the existing parking ramps if needed.
4. The parking ramp could be expanded should there ever be a need for additional parking for the site.

Approval of the Site Plan is subject to the following conditions:

1. Subject to staff approval, the site must be developed and maintained in substantial conformance with the following plans, unless modified by the conditions below:
  - Site plan date stamped July 26, 2013.
  - Grading plan date stamped July 26, 2013.
  - Landscaping plan date stamped July 26, 2013.
  - Lighting plan date stamped July 26, 2013.
  - Building elevations date stamped July 26, 2013.
  - Building materials board as presented at the Planning Commission and City Council meeting.
2. Prior the issuance of a building permit, a final landscape plan must be submitted, subject to staff approval. Additionally, a performance bond, letter-of-credit, or cash deposit must be submitted for one and one-half times the cost amount for completing the required landscaping, screening, or erosion control measures.
3. The property owner is responsible for replacing any required landscaping that dies.
4. Submit a copy of the Minnehaha Creek Watershed District permit. The City may require revisions to the approved plans to meet the district's requirements.
5. Compliance with the conditions required by the city engineer in his memo dated August 22, 2013.
6. Should delays and queuing become an issue at the France Avenue/65 Street intersection in the future, minor intersection turn lane and phasing improvements may be necessary. Should these improvements be required in the future Fairview Southdale Hospital will be responsible for their share of those improvements.
7. Building plans are subject to review and approval of the fire marshal at the time of building permit.
8. The applicant must enter into a proof of parking agreement with the City to ensure the necessary parking space will be provided if needed. Should parking become a significant problem, staff will require the proof of parking stalls constructed by adding the addition to the parking ramp.

**Deadline for a city decision:** October 15, 2013



Parcel ID: 29-028-24-23-0172

Owner Name: Smb Operating Company Llc

Parcel Address: 6545 France Ave S  
Edina, MN 55435

Parcel Area: 5.86 acres  
255,138 sq ft

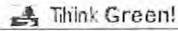
6545 FRANCE

Map Scale: 1" ≈ 1600 ft.  
Print Date: 8/21/2013



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M



Parcel ID: 29-028-24-23-0172

Owner Name: Smb Operating Company Llc

Parcel Address: 6545 France Ave S  
Edina, MN 55435

Parcel Area: 5.86 acres  
255,138 sq ft

Map Scale: 1" ≈ 200 ft.

Print Date: 8/21/2013



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COLLABORATIVE DesignGroup, inc.



Architecture  
Engineering  
Interiors  
Planning  
Preservation

July 26, 2013

Cary Teague  
Community Development Director  
City of Edina  
4801 W. 50<sup>th</sup> St.  
Edina, MN 55424

Re: Proposed Southdale Medical Office Building

Dear Cary:

As noted in the City of Edina – Site Plan Application, a “written statement describing the intended use of the property and why the City should approve the request”, shall be included. Please find requested information below:

*The proposed project will include approximately 60,000 square feet of new medical office building, a new loading dock to serve the entire campus, a new central plant for cooling and heating and a new parking garage with 1,180 parking spaces.*

Office Building

*The new office building component is approximately 60,000 square feet and 4 stories with a partial basement for mechanical/electrical and a underground tunnel connection to the existing facility for building services. The new building is specifically designed to accommodate medical office uses and to support such uses. Retail, restaurant or other service providers are anticipated at the ground floor level of the building. The building is 15,000 square feet per floor and 14 feet floor to floor. The office is anticipated to attract “Class A” medical office tenants.*

Loading Dock

*The existing facility does not have a “true” loading dock. The new design will incorporate 2 full size loading berths and 1 small loading berth with a raised dock area, dock levelers, dock seal and dock bumpers. This loading facility is needed as the overall campus building size has grown to 333,000 square feet and the current loading situation is creating traffic and pedestrian safety concerns. The new dock area will alleviate this problem.*

Central Plant

*The existing Medical Office Building shares an agreement with Southdale Fairview Hospital to provide steam and chilled water for heating and cooling of their facility. As hospital demand has grown the Medical Office Building has struggled to maintain summer cooling, especially during the worst days. In anticipation of even greater decreased supply from the hospital’s central plant the Medical Office Building is proposing providing their own central plant, therefore guaranteeing appropriate utilities for the future.*

100 Portland Avenue South, Suite 100  
Minneapolis, Minnesota 55401  
t 612.332.3654 f 332.3626  
www.collaborativedesigngroup.com



### Parking Garage

There are currently 3 parking levels in the existing garage providing approximately 738 parking spaces. The third level was constructed in 2002 and levels one and two were constructed in 1964. Levels one and two are both in need of significant repair and have seen their useful service period. The proposed garage anticipates demolishing level one and two and leaving the current, newer, level three. New levels one and two will be built, level three will be extended to south end of the site and a new level four will be added. The total new parking ramp will provide 1,180 spaces. This new ramp and additional parking is needed to meet the current parking needs as well as the expanded need due to the addition of the 60,000 square foot office building.

### Request Approval

The City should approve this request because:

- The project will create greater safety for pedestrians and vehicular traffic.
- The project will consolidate and organize the loading, delivery and trash removal. This has the added benefit of allowing building management to more closely regulate and monitor these activities.
- Parking additions are being made to satisfy the current need and added building square footage. Our goal is not to "over park" but "appropriately park".
- The potential addition of the central plant will better serve the existing and new tenants. The building will be better positioned to appropriately control building systems and energy cost. This will have a significant impact on the campus in the future as energy cost rise.
- The additional medical office space will benefit the hospital and community by allowing critical medical services to expand in a location that directly supports the hospital's mission and all surrounding businesses.

Very truly yours,

Collaborative Design Group, Inc.

Mark Beckman  
Project Architect

Enclosures



July 26, 2013

Cary Teague  
Community Development Director  
City of Edina  
4801 W. 50<sup>th</sup> St.  
Edina, MN 55424

Re: Variances for Southdale Medical Office Building Parking Ramp

Dear Cary:

The attached Variance Application includes three variances related to the proposed parking ramp at the east side of the Southdale Medical Office Building Campus. The inter-related variances are as follows:

1. Fewer parking spaces than required by the Zoning Ordinance.
2. Reduced setbacks from the lot lines.
3. Increase in building height relative to set backline locations.

As noted in the City of Edina – Variance Application (page 2) the following four items are addressed.

- The proposed variance will relieve some practical difficulties relative to set back and height of the parking ramp. The parking ramp needs to be expanded to four levels to meet the parking requirements. The existing three level ramp, structurally designed for vertical expansion, is at or over the setbacks for three levels. It would be difficult and costly to not add to the existing structure.
- Adding on to the existing ramp already too close to the property line is an extraordinary circumstance unique to this property.
- The proposed variances will be in harmony with the general purpose and intent of the zoning ordinance. The new four level ramp will generally meet height and set back requirements along 66<sup>th</sup> Street and will be unchanged along 65<sup>th</sup> Street.
- The proposed variance will not alter the essential character of the neighborhood. The adjacent blocks contain hospital, retail, and offices occupancies that will not be adversely affected by the granting of these variances.

A detailed explanation of each variance and supporting data is attached.



Very truly yours,  
Collaborative Design Group, Inc.

Mark Beckman  
Project Architect

Enclosures

## **Variance No. 1: Parking Spaces Provided**

### **Explanation of Request:**

Applicant is seeking a variance to provide fewer parking spaces than what is required by the Zoning Ordinance.

Per SubSection 850.08, Subd. 1, paragraph M, parking spaces shall be provided at the rate of 1 space for each 200 square feet of gross floor area, plus one space for each physician or dentist.

### **Parking Calculations and Analysis:**

Existing office buildings @ 273,000 sq. ft. + new office building @ 60,000 sq. ft. = 333,000 sq. ft. gross / 200 sq. ft. = 1,665 cars + 50 physicians (estimated number on site at one time) = 1,715 cars total required on site.

Analysis of existing parking lot and ramp usage in June 2013 indicates that approximately 932 spaces, or 74.3%, of the available 1254 are being utilized at any one time. ( See Attached Exhibit B – Existing Parking Utilization)

Based on existing usage of 932 plus full requirement of 300 spaces for the new 60,000 sq. ft. office building the owner would like to propose the initial construction of 4 level ramp accommodating 1,180 spaces. The parking ramp plus the other 397 spaces on site would provide a total of 1,577 parking spaces on the campus. 1,577 is 92% of the required 1,715 parking stalls. See attached Survey and parking ramp plans

A fifth level on the parking ramp, accommodating 175, is proposed as "proof of parking," bringing the potential total to 1,752 spaces. See attached Exhibit C – Parking Summary and parking ramp plans.

**Exhibit B - Parking Utilization Analysis**  
Southdale Medical Campus

Between June 11 and 17, 2013 a parking utilization analysis was conducted on the existing parking facilities (surface lots and parking ramp)

Numbers below indicate the parking spaces recorded as open at the times indicated.

Tues 6/11 – Surface lots – 33 open, Ramp 249 open – 10 AM

75 open, 263 open – 3 PM

Wed 6/12 – Surface lots – 70 open, Ramp 243 open – 10 AM

49 open, Ramp 269 open – 3 PM

Thurs 6/13 Surface lots – 31 open, Ramp 250 open – 10 AM

97 open, Ramp 271 open – 3 PM

Fri 6/14 Surface lots – 105 open, Ramp 279 open – 10 AM

132 open, Ramp 307 open – 3 PM

Mon 6/17 Surface lots – 19 open, Ramp 224 open – 10 AM

55 open, Ramp 275 open – 3 PM

After deleting the smallest and largest numbers, the average number of open spaces on site at any given time is 322. 1254 spaces on site minus 322 = 932 occupied spaces.

**Exhibit C - Project Parking Count Summary**

Southdale Medical Campus

July 26, 2013

**Zoning Requirements:**

1 car per 200 sq. ft. gross floor area, plus 1 car per doctor

333,000 sq. ft. gross / 200 sq. ft. = 1,665 cars + 50 physicians (estimated number on site at one time) = 1,715 cars total

**Proposed Project Parking:**

Existing Parking to Remain:

Surface Parking (west and north lots):	310
Lower Level Parking (6525 Building):	75
"Courtyard" Parking:	6
Total Existing Parking:	391

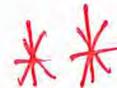
New/Remodeled Parking Ramp:

Basement Level:	129
First Level (Grade):	256
Second Level:	276
Third Level:	281
Fourth Level:	238
Total Parking in Ramp:	1,180

South Surface Lot (new)	6
Total Parking Proposed:	1,577

Proof of Parking: (future, if needed)

Ramp Fifth Level:	175
Total Parking	1,752



## **Variance No. 2: Parking Ramp Setbacks**

### **Explanation of Request:**

Applicant is seeking a variance for front and side yard setbacks exceeding those allowed by the zoning ordinance.

Per paragraph G of Subd 5 of SubSection 850.08 the required front and side yard setback is 20 feet plus 1 foot for each foot of height exceeding 20 feet. It is proposed that the existing parking ramp, three levels at the north end and two levels at the south end, be expanded vertically to a height of four levels (five levels with "proof of parking"). The existing parking ramp width and structural column grid will be maintained. The existing three level ramp is already over the set back lines along 65<sup>th</sup> Street and Drew Avenue.

### **Setback Summary Data:**

Building height equals the required setback.

Proposed height: Four level ramp at top of parapet: 34'-6"  
Five level ramp at top of parapet: 44'-6"

Proposed height: Top of stair tower at southeast corner: 39'-8"  
Top of stair tower at southeast corner: 49'-8"

Existing height: Top of parapet at speed ramp at 65<sup>th</sup> St.: 23'-6"

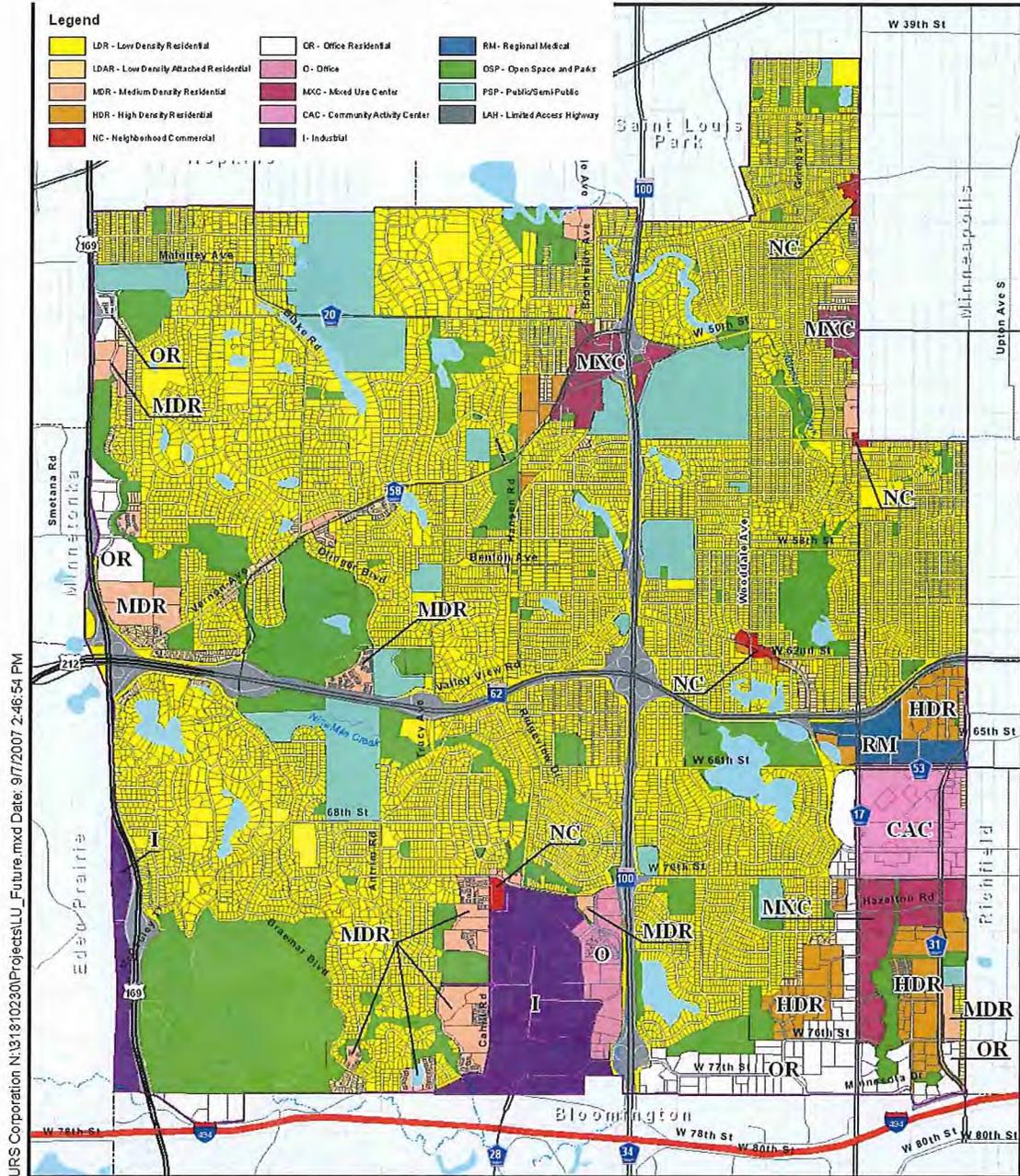
### **Proposed Setbacks from property lines:**

Drew Avenue at 65<sup>th</sup> Street (north end of site): 20.06 ft.

Drew Avenue at 66<sup>th</sup> Street (south end of site): 28.54 ft.

66<sup>th</sup> Street at stair tower: 35.0 ft.

65<sup>th</sup> Street at existing speed ramp: 7.4 ft. (existing condition)



URS Corporation N:\31810230\Projects\LU\_Future.mxd Date: 9/7/2007 2:46:54 PM

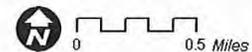
Figure 4.3

Future Land Use Plan



City of Edina  
2008 Comprehensive Plan Update

Data Source: URS



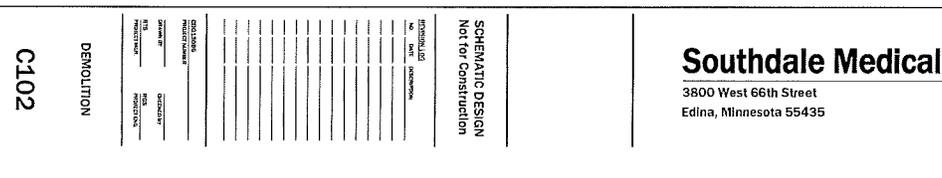
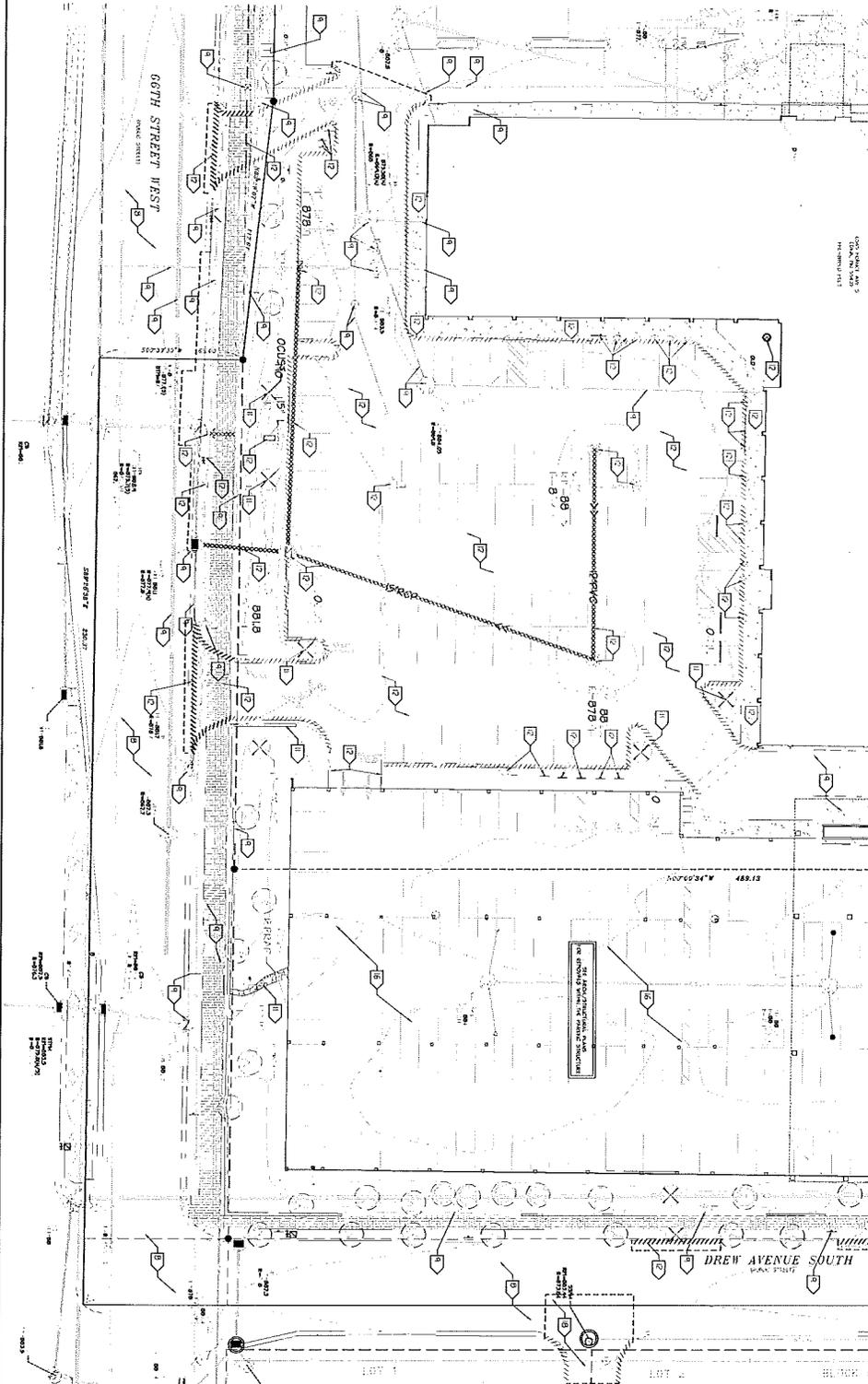
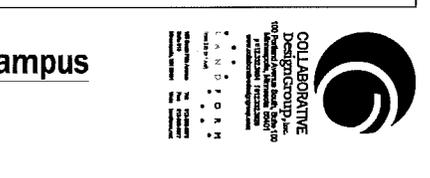
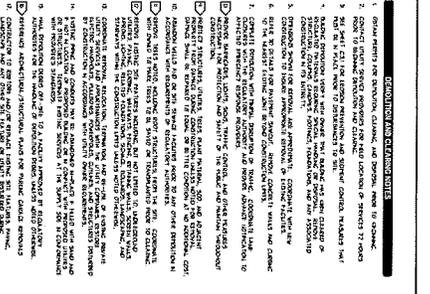
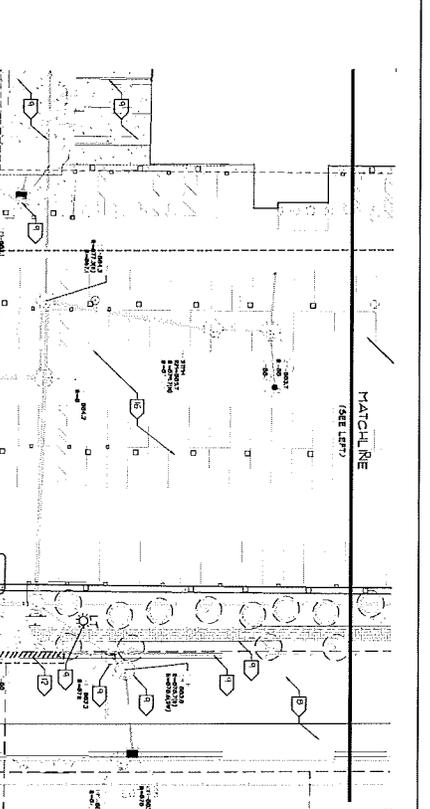
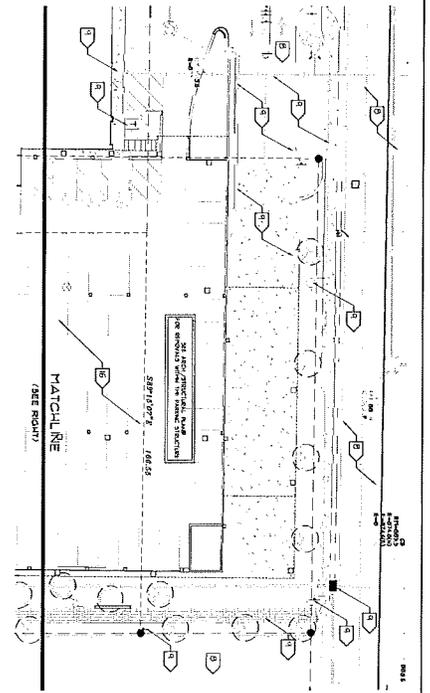
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415





TRACT 3

**SITE PLAN NOTES**

1. OBTAIN ALL NECESSARY PERMITS FOR CONSTRUCTION WITHIN 60 DAYS OF FILING DATE OF THIS PLAN.
2. THE DIGITAL FILE, WHICH CAN BE OBTAINED FROM THE ENGINEER, SHALL BE USED FOR STATUTORY REQUIREMENTS BETWEEN THE ENGINEER AND THE DIGITAL FILE SHALL BE REFERRED TO THE ENGINEER. THE BUILDING PERMITS AS SHOWN ON THESE DRAWINGS AND THE DIGITAL FILE, SHALL BE COPIED TO THE STRUCTURAL ENGINEER FROM TO SITE.
3. BUILDING LAYOUT LINES ARE PARALLEL WITH OR PERPENDICULAR TO THE PROPERTY LINES AT THE LOCATION INDICATED.
4. DIMENSIONS SHOWN ARE TO FACE OF CURB AND EXTERIOR FACE OF BUILDING UNLESS NOTED OTHERWISE.
5. DELINEATE PARKING STALLS WITH A 4-INCH VICE WHITE PAINTED STRIKE. DELINEATE ACCESS AISLES WITH 4-INCH VICE WHITE PAINTED STRIKES IN MOVES ON OTHER END AT 90 DEGREE ANGLE TO DIRECTION OF TRAVEL.

GREEN SPACE (LANDSCAPE AREA)

**PARKING SUMMARY**

**REQUIRED PARKING:**

ONE STALL PER 200 SF OF GROSS FLOOR AREA, PLUS ONE CAR PER DOCTOR  
 333,000 SF TOTAL  
 333,000 / 200 = 1,665 STALLS + 50 PHYSICIANS = 1,715 STALLS

**TOTAL EXISTING PARKING TO REMAIN:** 1,715 EA

**EXISTING PARKING TO REMAIN:**

EXISTING STALLS	(1,715)	382 EA
ACCESSIBLE STALLS	(8,10)	8 EA
<b>TOTAL EXISTING PARKING STALLS TO REMAIN</b>		<b>390 EA</b>

**NEW PARKING (SURFACE LOT)**

STANDARD STALLS	(1,715)	2 EA
ACCESSIBLE STALLS	(8,10)	2 EA
<b>TOTAL PARKING STALLS PROVIDED</b>		<b>4 EA</b>

**NEW PARKING (PARKING GARAGE)**

STANDARD STALLS	(1,715)	114 EA
ACCESSIBLE STALLS	(8,10)	2 EA
<b>TOTAL PARKING STALLS PROVIDED</b>		<b>116 EA</b>

**TOTAL PROVIDED PARKING:**

**TOTAL PARKING STALLS PROVIDED:** 133 EA

**REQUIRED SETBACK**

**AREA SUMMARY**

EXISTING:	
FLOOR AREA	50,024 SF - 10.76%
PERVIOUS	46,771 SF - 93.24%
<b>TOTAL (100% A):</b>	<b>465,545 SF - 100.00%</b>

PROPOSED:	
FLOOR AREA	53,790 SF - 11.55%
PERVIOUS	40,108 SF - 74.55%
<b>TOTAL (100% A):</b>	<b>405,248 SF - 87.05%</b>

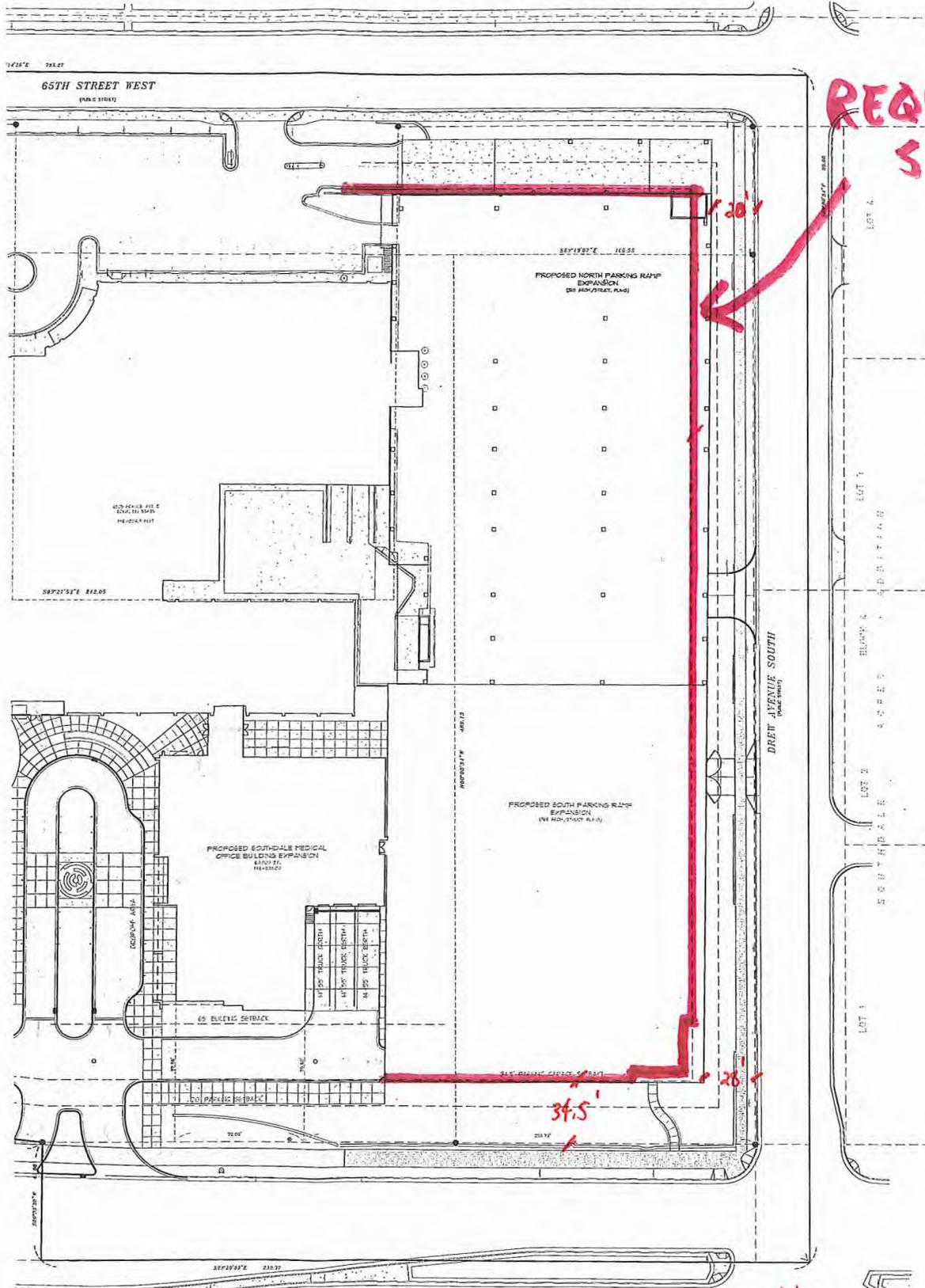
**ZONING AND PARKING SUMMARY**

THE PROPERTY IS ZONED REGIONAL MEDICAL DISTRICT ZONE (RMD)

BUILDING SETBACK REQUIREMENTS AS FOLLOWS:  
 FRONT YARD (65TH ST) = 45 FT. (PROP. BUILDING HEIGHT)  
 REAR (65TH ST) = 25 FT. (PROP. BUILDING HEIGHT)  
 SIDE (DREW AVE.) = 65 FT. (PROP. BUILDING HEIGHT)

PARKING GARAGE SETBACK REQUIREMENTS AS FOLLOWS:  
 FRONT YARD (65TH ST) = 35 FT. (PROP. GARAGE HEIGHT)  
 REAR (65TH ST) = 25 FT. (PROP. GARAGE HEIGHT)  
 SIDE (DREW AVE.) = 35 FT. (PROP. GARAGE HEIGHT)

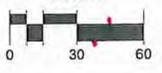
PARKING SETBACK REQUIREMENTS AS FOLLOWS:  
 FRONT YARD (65TH STREET) = 20 FT.



A169



Know what's Below. Call before you dig.











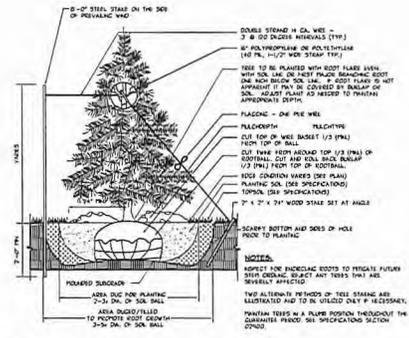




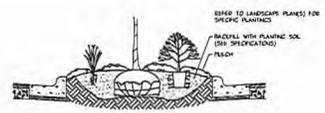
**COLLABORATIVE  
Design Group, Inc.**  
100 Postland Avenue South, Suite 1100  
Minnetonka, Minnesota 55342  
952.332.2004 | 952.332.2008  
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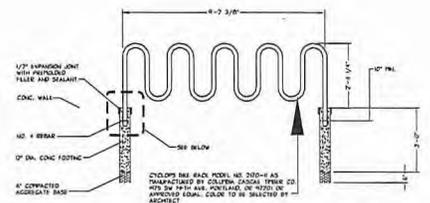
**Southdale Medical Campus**  
3800 West 66th Street  
Edina, Minnesota 55435



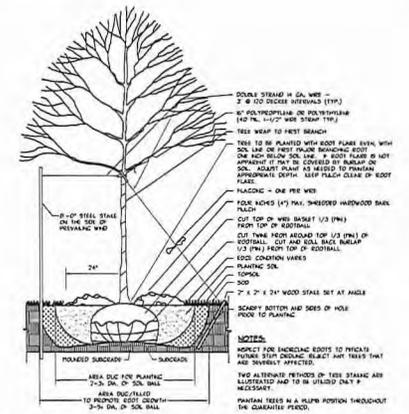
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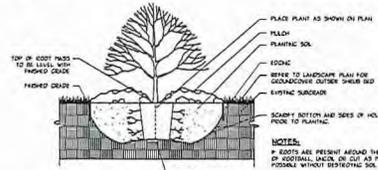
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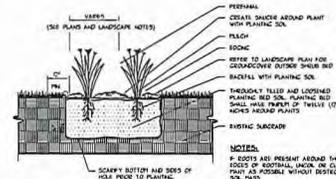
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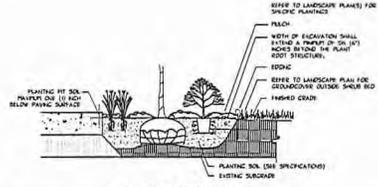
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**2 SHRUB PLANTING**  
NO SCALE

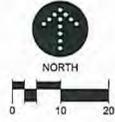


**3 PERENNIAL PLANTING**  
NO SCALE



**4 EDGING AT PLANTING BED**  
NO SCALE

A22



**SCHEMATIC DESIGN**  
Not for Construction

REVISION LOG		
NO.	DATE	DESCRIPTION

00613005	PROJECT NUMBER
	DRAWN BY
	PROJECT MANAGER
	DESIGNED BY
	PROJECT ENCL.

**LANDSCAPE  
DETAILS**  
  
**L701**





















MINUTES  
OF THE REGULAR MEETING OF THE  
EDINA CITY COUNCIL  
HELD AT CITY HALL  
JULY 17, 2007  
7:00 P.M.

ROLLCALL Answering rollcall were Members Bennett, Housh, Masica, Swenson and Mayor Hovland.

CONSENT AGENDA ITEMS APPROVED Motion made by Member Masica and seconded by Member Swenson approving the Council Consent Agenda as presented.

Rollcall:

Ayes: Bennett, Housh, Masica, Swenson, Hovland

Motion carried.

2007 IMAGES OF EDINA PHOTO CONTEST WINNERS RECOGNIZED Communications Director Bennerotte introduced the winners of the 2007 Images of Edina Photo Contest: "Good Hair Day" by Polly Norman for the "Doing Business" category; "Puppy Love" by Libby Pastor for the "Raising Families" category; "Fall at Cornelia" by Barbara Nichols for the "Living" category; "Spark" by Diane Schroeder for the "Learning" category; and "Gracie the Shutterbug" taken by 5-year old Grace Hendrickson, for the "Judges Choice Award." Mayor Hovland presented the awards to each recipient while their photos were displayed.

\*MINUTES OF THE REGULAR MEETING OF JULY 3, 2007 AND WORK SESSION OF JUNE 19, 2007 APPROVED Motion made by Member Masica and seconded by Member Swenson approving as presented the minutes of the Regular Meeting Of July 3, 2007, and Work Session of June 19, 2007.

Motion carried on rollcall vote - five ayes.

RESOLUTION NO. 2007-78 ADOPTED APPROVING FINAL DEVELOPMENT PLAN, SOUTHDALE MEDICAL BUILDING OPERATING CO., 6545/25 FRANCE AVENUE, BUILDING EXPANSION Affidavits of notice were presented approved and ordered placed on file.

Planner Teague explained the applicant, SMB Operating Company requested Final Development Plan to allow the expansion of the Southdale Medical Building located at 6545/25 France Avenue. Mr. Teague said the proponent was present and would address the proposal with the Council. He reported the Planning Commission recommended the City Council consider approving the requested final development plan based on the following findings:

- The proposal would meet the required standards and ordinances for a final development plan, and
- The parking stalls would meet the city code with the proof of parking plan.

Further, Mr. Teague the Planning Commission recommended the final development plan be subject to the following conditions:

1. Subject to staff approval, the site must be developed and maintained in substantial conformance with the following plans, unless modified by the conditions below:
  - Site plan date stamped June 6, 2007 **date changed to July 11, 2007.**
  - Grading plan dated June 6, 2007.
  - Landscaping plan date stamped June 6, 2007.
  - Building elevations date stamped June 6, 2007.

- Proof of Parking Plan date stamped June 6, 2007.
- 2. The property owner will be responsible for replacing any required landscaping that dies.
- 3. The applicant must enter into a proof of parking agreement with the City to ensure the necessary parking space will be provided if needed. Should parking become a significant problem, staff will require the proof of parking stalls be constructed by adding the addition to the parking deck, and increasing the number of compact stalls.
- 4. Submit a copy of the Nine Mile Creek watershed district permit. The city may require revisions to the approved plans to meet the district's requirements.
- 5. All mitigation measures required by the transportation commission and by the transportation studies must be completed by the applicant.
- 6. All conditions required by the City Engineer in his June 15, and June 22, 2007 memorandum.
- 7. The realigned access on 66<sup>th</sup> Street will be subject to Hennepin County approval.
- 8. The property owner would be required to pay their fair share of the cost of a traffic signal on 65<sup>th</sup> Street, per city policy if warrants were met for installation.

Dennis Zylla, 5353 Wayzata Boulevard, Developer, introduced the development team, of Todd Young, KKE Architects, Tom Wenz Sr., Investors Real Estate Trust and John Crawford of URS Corporation. Mr. Zylla reviewed the proposed addition to the Southdale Medical Building using graphic displays and narrative. Issues discussed by Council included: location where existing contract parking customers will be sent, methodology of determining parking adequacy of site, concern about parking adequacy with aging community, how would signage be addressed, traffic congestion concern, potential need for a signal, location of the proposed sidewalk, whether there was a need for a bike rack, why the traffic consultant used the ITE trip generation manual instead of an actual count, traffic circulation on the site, the curb cut on W 66<sup>th</sup> Street, proposed building materials, review of the proposed addition, landscaping, islands proposed in the parking lot, West 65<sup>th</sup> Street turn lane, signage and drainage issue. Various members of the development team and city staff answered the questions.

Public Comment

Kathryn Friedell, 6566 France Avenue, President of Point of France Homeowners, expressed concern regarding traffic congestion, signage, landscaping and drainage.

Linda Schmitz, 6583 Barrie Road, expressed concern with traffic on Barrie Road and requested adequate signage.

Dr. Anthony Shibley, Ob Gyn Specialists, PA, 3625 France Avenue, urged approval of the proposed addition, stating it was needed. He indicated that during his ten years of tenancy he had not seen a parking problem.

**Member Swenson made a motion, seconded by Member Housh to close the public hearing.**

Ayes: Bennett, Housh, Masica, Swenson, Hovland  
Motion carried.

**Member Swenson made a motion introducing and adopting Resolution No. 2007-78 approving the Final Development Plan for Southdale Medical Operating Company for the building expansion at 6545/25 France Avenue with the following conditions:**

1. Subject to staff approval, the site must be developed and maintained in substantial conformance with the following plans, unless modified by the conditions below:
  - Site plan date stamped June 6, 2007 *date changed to July 11, 2007.*

- Grading plan dated June 6, 2007.
  - Landscaping plan date stamped June 6, 2007.
  - Building elevations date stamped June 6, 2007.
  - Proof of Parking Plan date stamped June 6, 2007.
2. The property owner will be responsible for replacing any required landscaping that dies.
  3. The applicant must enter into a proof of parking agreement with the City to ensure the necessary parking space will be provided if needed. Should parking become a significant problem, staff will require the proof of parking stalls be constructed by adding the addition to the parking deck, and increasing the number of compact stalls.
  4. Submit a copy of the Nine Mile Creek watershed district permit. The city may require revisions to the approved plans to meet the district's requirements.
  5. All mitigation measures required by the Transportation Commission and by the Transportation Studies must be completed by the applicant.
  6. All conditions required by the City Engineer in his June 15, and June 22, 2007 memorandums.
  7. The realigned access on 66<sup>th</sup> Street will be subject to Hennepin County approval.
  8. Install traffic signal per city policy if warrants were met.

Member Housh seconded the motion.

Rollcall:

Ayes: Bennett, Housh, Masica, Swenson, Hovland

Motion carried.

PUBLIC HEARING FOR REQUESTED CONDITIONAL USE PERMIT & VARIANCE, CALVIN CHRISTIAN SCHOOL, 4015 INGLEWOOD AVENUE, BUILDING EXPANSION CONTINUED TO AUGUST 7, 2007 Mr. Teague explained that due to a deficiency in the mailed notices staff recommended the Calvin Christian School public hearing be continued until August 7, 2007.

Member Swenson moved to continue the hearing for the requested conditional use permit by Calvin Christian School, 4015 Inglewood Avenue allowing a proposed building expansion until August 7, 2007. Member Housh seconded the motion.

Ayes: Bennett, Housh, Masica, Swenson, Hovland

Motion carried.

ADOPT RESOLUTION NO. 2007-79 GRANTING VARIANCE, 4548 OXFORD AVENUE Affidavits of notice were presented approved and ordered placed on file.

Assistant Planner Aaker explained the Zoning Board of Appeals had granted a variance to the property owners at 4548 Oxford Avenue, to allow the homeowners to construct an addition to their home. She noted the Zoning Board approved the request on a majority vote of 2 members to 1 member. Mr. Richard Miller, 5340 Hollywood Avenue, had requested the City Council consider his appeal of the Zoning Board's decision. Ms. Aaker explained the property currently accessed the home from Hollywood, but after the proposed addition the property would have access from Oxford. She added the property was a corner lot and therefore subject to two front yard setbacks. Ms. Aaker stated the homeowners originally submitted plans that would have placed the proposed addition much closer to Hollywood. She noted the revised plan kept the garage in-line and at the same setback as the existing non-conforming setback of the home from Oxford Avenue and also increased the proposed setback of the new side wall of the garage to 15 feet from Hollywood.

Dick Miller, 5340 Hollywood Road, presented his appeal of the granted variance. He pointed out the entire home located at 4548 Oxford was built outside of the buildable area. Mr. Miller said granting



## *Memorandum*

**DATE:** *August 22, 2013*

**TO:** *Mr. Cary Teague, Planning Director  
Mr. Wayne Houle, Director of Engineering  
City of Edina*

**FROM:** *Charles Rickart, P.E., PTOE*

**RE:** *Southdale Medical Campus Expansion  
Traffic and Parking Study  
City of Edina, MN  
WSB Project No. 1686-45*

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### *Background*

The purpose of this study is to determine the potential traffic and parking impacts the proposed expansion of the Southdale Medical Campus will have on the adjacent roadway system as well as the existing medical office parking and site circulation. The site is located north of 66<sup>th</sup> Street (CSAH 53) between France Avenue (CSAH 17) and Drew Avenue. The project location is shown on *Figure 1*.

The proposed plan includes: construction of a 60,000 sf expansion to the existing medical office campus, and; the expansion/reconstruction of the existing parking ramp with the addition of 1180 new parking spaces. Access to the existing site is from two full movement driveways on 65<sup>th</sup> Street, a full movement driveway to the parking ramp from Drew Avenue, a right-in/right-out driveway from 66<sup>th</sup> Street and a right-in only driveway from 66<sup>th</sup> Street. The proposed site plan will modify the access on 66<sup>th</sup> Street, eliminating the right-in only access and shifting the right-in/right-out access approximately 100 feet west. This access modification will require approval from Hennepin County. The proposed site plan is shown in *Figure 2*.

The traffic impacts of the existing and proposed site expansion were evaluated at the following locations.

- France Avenue at 66<sup>th</sup> Street
- France Avenue at 65<sup>th</sup> Street
- 65<sup>th</sup> Street at Southdale Medical Office west driveway/Hospital entrance
- 65<sup>th</sup> Street at Southdale Medical Office east driveway
- Drew Avenue at Southdale Medical Office Parking Ramp driveway
- 65<sup>th</sup> Street at Drew Avenue
- 66<sup>th</sup> Street at Drew Avenue
- 66<sup>th</sup> Street at Southdale Medical Office Right-in/Right-out driveway
- 66<sup>th</sup> Street at Southdale Medical Office Right-in only driveway

The following sections of this report document the analysis and anticipated impacts of the proposed redevelopment.

### ***Existing Traffic Characteristics***

The existing lane configuration and traffic control include:

**France Avenue (CSAH 17)** is north/south a 6-lane divided Arterial roadway from south of 66<sup>th</sup> Street to north of 65<sup>th</sup> Street. Primary access to France Avenue is by local streets and major development driveways. The posted speed limit on France Avenue in the vicinity of the site is 40 mph.

**66<sup>th</sup> Street (CSAH 53)** is an east/west 4-lane divided Minor Arterial roadway. Street access and access to adjacent developments including the Southdale Medical Office and Southdale Shopping Center is provided from this roadway. The speed limit posted on 66<sup>th</sup> Street is 35 mph.

**65<sup>th</sup> Street** is an east/west City street with numerous access driveways. The existing roadway configuration includes a single lane in each direction. All the driveway access points are controlled with stop signs, stopping the exiting movements from the developments. A 30 mph speed limit is posted on this roadway.

**Drew Avenue** is a north/south City street with numerous access driveways. The existing roadway configuration between 66<sup>th</sup> Street and 65<sup>th</sup> Street includes a single lane in each direction with a continuous center left turn lane (three lane section). All the driveway access points are controlled with stop signs, stopping the exiting movements from the developments. A 30 mph speed limit is posted on this roadway. Drew Avenue north of 65<sup>th</sup> Street is a two-lane street providing access around Fairview Southdale Hospital.

The lane configurations at each of the study area intersection are as follows:

#### France Avenue at 66<sup>th</sup> Street – Traffic Signal Control

- SB France Ave approaching 66<sup>th</sup> St – one right/through, two through, one left
- NB France Ave approaching 66<sup>th</sup> St – one right, three through, one left
- EB 66<sup>th</sup> St approaching France Ave – one right, two through, one left
- WB 66<sup>th</sup> St approaching France Ave – one right, two through, two left

#### France Avenue at 65<sup>th</sup> Street – Traffic Signal Control

- SB France Ave approaching 65<sup>th</sup> St – one right/through, two through, one left
- NB France Ave approaching 65<sup>th</sup> St – one right/through, two through, one left
- EB 65<sup>th</sup> St approaching France Ave – one right/through, one left
- WB 65<sup>th</sup> St approaching France Ave – one right, one through/left

#### 65<sup>th</sup> Street at Southdale Medical Office/Hospital west driveway – Side Street Stop

- SB Hospital driveway approaching 65<sup>th</sup> St – one right/through/left
- NB Southdale Medical Office driveway approaching 65<sup>th</sup> St – one right/through/left
- EB 65<sup>th</sup> St approaching Hospital/Southdale Medical Office driveway – one right/through/left
- WB 65<sup>th</sup> St approaching Hospital/Southdale Medical Office driveway – one right/through/left

65<sup>th</sup> Street at Southdale Medical Office east driveway – Side Street Stop  
NB Southdale Medical Office driveway approaching 65<sup>th</sup> St – one right/left  
EB 65<sup>th</sup> St approaching Southdale Medical Office driveway – one right/through  
WB 65<sup>th</sup> St approaching Southdale Medical Office driveway - one through/left

65<sup>th</sup> Street at Drew Avenue - Side Street Stop  
SB Drew Ave approaching 65<sup>th</sup> St – one right, one through/left  
NB Drew Ave approaching 65<sup>th</sup> St – one right/through, one left  
EB 65<sup>th</sup> St approaching Drew Ave – one right/through/left  
WB 65<sup>th</sup> St approaching Drew Ave – one right/through/left

Drew Avenue at Southdale Medical Office parking ramp driveway - Side Street Stop  
SB Drew Ave approaching Southdale Medical Office driveway – one right/through  
NB Drew Ave approaching Southdale Medical Office driveway – one through, one left  
EB Southdale Medical Office driveway approaching Drew Ave – one right/left

66<sup>th</sup> Street at Drew Avenue/Southdale Center Access – Traffic Signal Control  
SB Drew Ave approaching 66<sup>th</sup> St – one right/through, one left  
NB Southdale Center Access approaching 66<sup>th</sup> St – inbound lanes only  
EB 66<sup>th</sup> St approaching Drew Ave – one right, two through, one left  
WB 65<sup>th</sup> St approaching France Ave – one right/through, two through, one left

66<sup>th</sup> Street at Southdale Medical Office Right-in/Right-out driveway – Side Street Stop  
SB Southdale Medical Office driveway approaching 66<sup>th</sup> St – one right  
WB 65<sup>th</sup> St approaching Southdale Medical Office driveway – one right/through, two through

66<sup>th</sup> Street at Southdale Medical Office Right-in only driveway – inbound only  
WB 65<sup>th</sup> St approaching Southdale Medical Office driveway – one right/through, two through

AM and PM peak hour turning movement counts and daily hourly approach counts were conducted during the week on April 1, 2013 and the week of June 10, 2013. These counts were used as the existing baseline conditions for the area. *Figure 3* shows the existing intersections and driveways along each corridor that were analyzed as part of this traffic study, with the existing 2013 AM and PM peak hour and traffic volumes. The traffic count data is included in the *Appendix*.

### ***Background (Non Development) Traffic Growth***

Traffic growth in the vicinity of a proposed site will occur between existing conditions (2013) and any given future year due to other development within the region. This background growth must be accounted for and included in future year traffic forecasts. Reviewing the historical traffic counts in the area, traffic has stayed somewhat constant or dropped in the past few years. However, in order to account for some background growth in traffic the Hennepin County State Aid traffic growth projection factor of 1.1 over a 20 year period was used to project traffic to the 2015 and 2030 analysis years.

In addition to the regional background traffic growth, other specific none development related traffic near the site was determined and included with the overall background traffic. These projects included:

**Fairview Southdale Hospital Expansion** – The proposed plan includes the expansion of the emergency center, urgent care, behavioral health and observation area. The proposed expansion consists of a 77,500 sf (gross area), two-story building located on the north side of the existing hospital building. This project has been approved by the City Council. It is assumed that it will be completed in 2014 and included in the background traffic for the 2015 and 2030 analysis.

**Edina Medical Plaza (6500 France Avenue)** – The City recently approved the redevelopment of the properties in the southwest quadrant of France Avenue and 65<sup>th</sup> Street. The proposed site included redevelopment of both the 6500 France Avenue site and the 4005 65<sup>th</sup> Avenue site with a five story 96,500 sf medical office building with an attached 3 story parking structure. However, recently the City was presented a revised site plan changing the use on the site to a 209 unit senior housing and skilled care facility. This proposal is currently being reviewed by the Planning Commission and City Council. With this change, it is assumed that this project will not be open and will not be included with 2015 analysis but, will be fully developed and included in the 2030 background traffic.

**Southdale Residential** - The City recently approved the addition of 232 apartment units with associated parking in the existing Southdale Shopping Center parking lot. The site is located in the northwest quadrant of 69<sup>th</sup> Street and York Avenue. This project is currently under construction. It is assumed that the project will be open and is included as part of the 2015 and 2030 background traffic.

**Additional Southdale Mall Development** - Based on the information received from Southdale Center about the current vacancy rates and plans for renovations, it was determined that following the renovations, the mall would have an additional 143,880 sf of leasable space available. This figure includes leasable retail and food court space. The analysis assumes that all leasable space will be occupied and included in the background traffic for the 2015 and 2030 analysis.

**Future Restaurant Development** – A future restaurant is anticipated in the northeast quadrant of France Avenue and 69<sup>th</sup> Street in the Southdale Center Parking lot. The restaurant was assumed to be 8,000 sf in size with approximately 300 seats. The analysis assumes the restaurant will not be developed by 2015 but, will be open and included and included as part of the 2030 background traffic.

The estimated trip generation for the additional background traffic is shown below in *Table 1*. The trip generation rates used to estimate the additional development traffic is based on extensive surveys of the trip-generation rates for other similar land uses as documented in the Institute of Transportation Engineers *Trip Generation Manual*, 9<sup>th</sup> Edition. The table shows the AM and PM peak hour trip generation for the proposed uses.

**Table 1 - Estimated Additional Background Trip Generation**

Use	Size	AM Peak Hour			PM Peak Hour		
		Total	In	Out	Total	In	Out
Hospital Expansion	77,500 sf	36	21	15	24	10	14
Senior Housing	209 units	27	18	9	40	18	22
Apartments	232 units	118	24	94	144	94	50
Shopping Center	143,880 sf	138	86	52	533	256	277
Restaurant	8000 sf	87	48	39	79	47	32
<b>Total New Trips</b>		<b>406</b>	<b>197</b>	<b>209</b>	<b>820</b>	<b>425</b>	<b>395</b>

Source: Institute of Transportation Engineers Trip Generation Manual, 9th Edition

**Site Expansion Trip Generation**

The estimated trip generation from the proposed site expansion is shown below in **Table 2**. The trip generation rates used to estimate the proposed site traffic are based on extensive surveys of the trip-generation rates for other similar land uses as documented in the Institute of Transportation Engineers *Trip Generation Manual*, 9<sup>th</sup> Edition. The table shows the total daily, AM peak hour and PM. peak hour trip generation for the proposed site.

**Table 2 - Estimated Expansion Trip Generation – ITE Rates**

Use	Size (KSF)	ADT			AM Peak			PM Peak		
		Total	In	Out	Total	In	Out	Total	In	Out
Medical Office	60	2168	1084	1084	144	114	30	215	60	155

(1) - Source: Institute of Transportation Engineers Trip Generation Manual, 9th Edition

**Traffic Distribution**

Background and site-generated trips were distributed to the adjacent roadway system based on several factors including the existing Annual Average Daily Traffic (AADT) and the travel sheds for the major routes that serve the area. In general the Trip Distribution was assumed:

- 30% to the north
- 40% to the south
- 15% to the east
- 15% to the west

The additional background trips from adjacent developments were assigned to 65<sup>th</sup> Street, 66<sup>th</sup> Street, Drew Avenue and France Avenue based on the overall directional distribution and ratio of existing AADT volumes on each respective roadway.

The generated trips for the proposed Southdale Medical Office expansion were assumed to arrive or exit using driveways on 65<sup>th</sup> Street, 66<sup>th</sup> Street and Drew Avenue and circulate through the site. These trips were assigned based on the ratio of existing traffic patterns on each respective roadway.

### ***Future Year Traffic Forecasts***

Traffic forecasts were prepared for the year 2015 which is the year after the proposed expansion would be completed and assumed to be fully occupied and for the 2030 conditions which represents the City's Comprehensive Plan development time frame. Three improvement alternatives were evaluated.

1. Existing Conditions – Assumes existing lane configuration and traffic control.
2. No-Build – Assumes existing lane configuration and traffic control without the proposed Southdale Medical Office expansion.
3. Build – Assumes existing lane configuration and traffic control with the proposed Southdale Medical Office expansion.

The traffic forecasts were prepared by adding the projected annual background traffic growth and the projected non-development background traffic growth to the existing 2013 traffic counts to determine the "No-Build" traffic conditions. The anticipated Southdale Medical Office expansion traffic was then added to the no-build to determine the "Build" traffic conditions. *Figures 4 – 7* shows the projected 2015 and 2030 No-Build and Build AM and PM peak hour traffic volumes.

### ***Traffic Operations***

Existing and/or forecasted traffic operations were evaluated for the impacted intersections and access driveway adjacent to the hospital. The analysis was conducted for the following scenarios.

1. Existing 2013 Conditions
2. Projected 2015 No Build
3. Projected 2015 Build
4. Projected 2030 No Build
5. Projected 2030 Build

This section describes the methodology used to assess the operations and provides a summary of traffic operations for each scenario.

**Analysis Methodology**

The traffic operations analysis is derived from established methodologies documented in the *Highway Capacity Manual 2000* (HCM). The HCM provides a series of analysis techniques that are used to evaluate traffic operations.

Intersections are given a Level of Service (LOS) grade from “A” to “F” to describe the average amount of control delay per vehicle as defined in the HCM. The LOS is primarily a function of peak traffic hour turning movement volumes, intersection lane configuration, and the traffic controls at the intersection. LOS A is the best traffic operating condition, and drivers experience minimal delay at an intersection operating at that level. LOS E represents the condition where the intersection is at capacity, and some drivers may have to wait through more than one green phase to make it through an intersection controlled by traffic signals.

LOS F represents a condition where there is more traffic than can be handled by the intersection, and many vehicle operators may have to wait through more than one green phase to make it through the intersection. At a stop sign-controlled intersection, LOS F would be characterized by exceptionally long vehicle queues on each approach at an all-way stop, or long queues and/or great difficulty in finding an acceptable gap for drivers on the minor legs at a through-street intersection.

The LOS ranges for both signalized and un-signalized intersections are shown in *Table 3*. The threshold LOS values for un-signalized intersections are slightly less than for signalized intersections. This variance was instituted because drivers’ expectations at intersections differ with the type of traffic control. A given LOS can be altered by increasing (or decreasing) the number of lanes, changing traffic control arrangements, adjusting the timing at signalized intersections, or other lesser geometric improvements. LOS also changes as traffic volumes increase or decrease.

**Table 3 - Intersection Level of Service Ranges**

	Control Delay (Seconds)	
	Signalized	Un-Signalized
A	≤ 10	≤ 10
B	10 – 20	10 – 15
C	20 – 35	15 – 25
D	35 – 55	25 – 35
E	55 – 80	35 – 50
F	> 80	> 50

Source: HCM

LOS, as described above, can also be determined for the individual legs (sometimes referred to as “approaches”) or lanes (turn lanes in particular) of an intersection. It should be noted that a LOS E or F might be acceptable or justified in those cases where a leg(s) or lane(s) has a very low traffic volume as compared to the volume on the other legs. For example, improving LOS on such low-volume legs by converting a two-way stop condition to an all-way stop, or adjusting timing at a signalized intersection, could result in a significant penalty for the many drivers on the major road while benefiting the few on the minor road. Also, geometric improvements on minor legs, such as additional lanes or longer turn lanes, could have limited positive effects and might be prohibitive in terms of benefit to cost.

Although LOS A represents the best possible level of traffic flow, the cost to construct roadways and intersection to such a high standard often exceeds the benefit to the user. Funding availability might also lead to acceptance of intersection or roadway designs with a lower LOS. LOS D is generally accepted as the lowest acceptable level in urban areas. LOS C is often considered to be the desirable minimum level for rural areas. LOS D or E may be acceptable for limited durations or distances, or for very low-volume legs of some intersections.

The LOS analysis was performed using Synchro/SimTraffic:

- Synchro, a software package that implements Highway Capacity Manual (HCM) methodologies, was used to build each signalized intersection and provide an input database for turning-movement volumes, lane geometrics, and signal design and timing characteristics. In addition, Synchro was used to optimize signal timing parameters for future conditions. Output from Synchro is transferred to SimTraffic, the traffic simulation model.
- SimTraffic is a micro-simulation computer modeling software that simulates each individual vehicle’s characteristics and driver behavior in response to traffic volumes, intersection configuration, and signal operations. The model simulates drivers’ behaviors and responses to surrounding traffic flow as well as different vehicle types and speeds. It outputs estimated vehicle delay and queue lengths at each intersection being analyzed.

#### Existing Level of Service Summary

*Table 4*, below, summarizes the existing LOS at the primary intersections in the study area based on the current lane geometry, traffic control and traffic volumes. The table shows that all intersection are operating at an overall LOS D or better during both the AM and PM peak hours with all movements operating at LOS E or better. A table showing the LOS and delays by approach is included in the *Appendix*.

**Table 4 - Existing Level of Service**

Intersection	AM Peak Hour		PM Peak Hour	
	LOS	Overall Delay (sec/veh)	LOS	Overall Delay (sec/veh)
France Ave at 65 <sup>th</sup> St	C (D)	20.9	C (E)	22.55
France Ave at 66 <sup>th</sup> St	C (D)	22.5	C (D)	25.1
65 <sup>th</sup> St at Southdale Medical Office west driveway / Hospital entrance	A (A)	4.5	A (C)	6.6
65 <sup>th</sup> St at Southdale Medical Office east driveway	A (A)	2.3	A (A)	2.4
65 <sup>th</sup> St at Drew Ave	A (A)	6.6	A (A)	5.6
Drew Ave at Southdale Medical Office driveway	A (A)	0.8	A (A)	1.6
66 <sup>th</sup> St at Drew Ave	C (D)	24.7	C (D)	24.5
66 <sup>th</sup> St at Southdale Medical Office Right-in/Right-out	A (A)	1.5	A (A)	1.5
66 <sup>th</sup> St at Southdale Medical Office Right-in only	A (A)	1.3	A (A)	1.7

C = Overall LOS, (D) = Worst movement LOS Source: WSB & Associates, Inc.

**Forecast Traffic Operations**

A capacity and LOS analysis was completed for the study area intersections for 2015 which is the year after the proposed Southdale Medical Office expansion would be fully developed and for the 2030 conditions which represents the City's Comprehensive Plan development time frame. The results of the analysis are discussed below and shown in **Tables 5 and 6**. Detailed tables showing the LOS and delays by approach are included in the **Appendix**.

**Table 5 – Forecasted No Build**, shows that all intersection will continue to operate at overall LOS D or better in 2015 and 2030 during both the AM and PM peak hours. However, with the increase in traffic, some additional movements will be operating at LOS E. Overall delays will also increase slightly from the existing conditions to the 2030 conditions, especially at the major intersections on France Avenue at 65<sup>th</sup> Street and 66<sup>th</sup> Street and on 66<sup>th</sup> Street at Drew Avenue/Southdale entrance.

By 2030 the analysis indicates that at the intersection of 65<sup>th</sup> Street and France Avenue potential issues on the 65<sup>th</sup> Street approaches and France Avenue left turns may exist. With minor intersection and signal improvements (additional turn lane length and signal phasing changes), these issues would be minimized, improving the overall intersection LOS back to a C with 20 to 25 sec delays.

**Table 5 – Forecasted No Build Level of Service**

Intersection	2015				2030			
	AM Peak Hour		PM Peak Hour		AM Peak Hour		PM Peak Hour	
	LOS	Overall Delay (sec/veh)						
France Ave at 65 <sup>th</sup> St	C (D)	21.5	C (E)	23.3	C (D)	25.7	D (E)	36.2
France Ave at 66 <sup>th</sup> St	C (D)	23.1	C (D)	26.6	C (D)	24.5	C (E)	25.0
65 <sup>th</sup> St at SMO west driveway / Hospital entrance	A (A)	4.3	A (C)	7.6	A (C)	5.6	C (E)	32.6
65 <sup>th</sup> St at SMO east driveway	A (A)	2.1	A (A)	2.5	A (A)	2.2	A (C)	9.4
65 <sup>th</sup> St at Drew Ave	A (A)	6.6	A(A)	5.9	A (A)	7.6	A(B)	8.0
Drew Ave at SMO driveway	A (A)	0.8	A (A)	1.6	A (A)	0.9	A (A)	1.7
66 <sup>th</sup> St at Drew Ave	C (D)	24.5	C (D)	25.0	C (D)	24.4	C (D)	23.9
66 <sup>th</sup> St at SMO Right-in/Right-out	A (A)	1.4	A (A)	1.4	A (A)	1.4	A (A)	1.6
66 <sup>th</sup> St at SMO Right-in only	A (A)	1.3	A (A)	1.8	A (A)	1.4	A(A)	2.0

C = Overall LOS, (D) = Worst movement LOS Source: WSB & Associates, Inc.

**Table 6 – Forecasted Build with Soutdale Medical Office Expansion**, shows that all intersection will continue to operate at overall LOS D or better in 2015 and 2030 during both the AM and PM peak hours with some movements at LOS E. Similar to the Forecasted No-Build conditions the intersection of 65<sup>th</sup> Street and France Avenue will have potential delay issues. With minor intersection and signal improvements (additional turn lane length and signal phasing changes), these issues would be minimized, improving the overall intersection LOS back to a C with 20 to 25 sec delays. In addition the intersection of 65<sup>th</sup> Street and the Southdale Medical Office/Hospital Entrance driveway will experience increased delays, although they do not indicate a need for potential mitigation.

The analysis of the relocated and combined access on 66<sup>th</sup> Street does not indicate any issues for traffic exiting the site. There are sufficient gaps in westbound traffic from the signal at Drew Avenue to allow vehicles to access 66<sup>th</sup> Street and cross to the left lane to turn south on France Avenue.

**Table 6 – Forecast Build with Hospital Expansion**

Intersection	2015				2030			
	AM Peak Hour		PM Peak Hour		AM Peak Hour		PM Peak Hour	
	LOS	Overall Delay (sec/veh)						
France Ave at 65 <sup>th</sup> St	C (D)	22.6	C (E)	32.8	C (D)	28.2	D (E)	36.6
France Ave at 66 <sup>th</sup> St	C (D)	22.85	C (D)	26.3	C (D)	24.6	C (E)	29.7
65 <sup>th</sup> St at SMO / Hospital west driveway	A (C)	5.4	C (D)	22.6	A (D)	7.5	D (E)	33.1
65 <sup>th</sup> St at SMO east driveway	A (B)	2.5	A (C)	4.1	A (A)	2.7	A (C)	8.4
65 <sup>th</sup> St at Drew Ave	A (A)	6.8	A(B)	5.5	A (B)	7.2	A(B)	6.5
Drew Ave at SMO driveway	A (A)	0.9	A (A)	1.7	A (A)	0.9	A (A)	1.7
66 <sup>th</sup> St at Drew Ave	C (D)	23.2	C (D)	24.8	C (D)	22.7	C (D)	26.7
66 <sup>th</sup> St at SMO Right-in/Right-out	A (A)	2.3	A (A)	3.1	A (A)	2.3	A (A)	3.2
66 <sup>th</sup> St at SMO Right-in only	NA	NA	NA	NA	NA	NA	NA	NA

C = Overall LOS, (D) = Worst movement LOS Source: WSB & Associates, Inc.

**Vehicle Queuing Analysis**

A queuing analysis for the existing and future 2015 and 2030 conditions was prepared evaluating the anticipated vehicle queuing impacts at the intersections in the study area. The analysis was conducted using the SimTraffic simulation software.

The results found that during both the AM and PM peak hours, for the existing, and future no-build and build 2015 and 2030 conditions, the average queues in the corridors do not exceed any of the available turn lane storage. In some cases however, for the 2030 no-build and build conditions, the maximum queues were exceeded, specifically; on 65<sup>th</sup> Street between France Avenue and the Southdale Medical Office west driveway/Hospital Entrance . The maximum queue represents the longest length of queue that was observed during the analysis period. The observations were typically identified one or two times during the peak periods with an extremely short duration of less than 4 to 6 seconds.

The potential future mitigation at the 65<sup>th</sup> Street and France Avenue intersection discussed above will improve the flow of traffic on 65<sup>th</sup> Street and also minimize traffic blocking the Southdale Medical Office west driveway/Hospital Entrance. Additional signage could also be added indicating “do not block intersection” and/or “no left turns during peak hours” should this

become an issue. Tables showing the average and maximum queue lengths by movement and approach are included in the *Appendix*.

***Parking Impact Analysis***

The parking impacts to the existing Southdale Medical Office Campus were analyzed based on the current use of the site and anticipated expansion. Currently there is one primary parking structure located adjacent to Drew Avenue and surface spaces located throughout the site. The proposed plan removes some surface parking spaces to accommodate the building expansion and new entrance modifications. In addition the proposed parking ramp will be reconstructed to add additional parking spaces. *Table 7* below shows a summary of the existing and proposed parking available on the site. These locations are shown on the site plan in *Figure 2*.

***Table 7 – Available Parking***

Location	Existing Spaces	Proposed Spaces
Surface Spaces	513	397
Parking Ramp	741	1180
<b>Total Parking Spaces</b>	<b>1254</b>	<b>1577</b>

In order to provide a base line of the parking demand for the site, the existing parking utilization was counted in June 2013. *Table 8* shows the average and peak number of occupied spaces throughout the site. Currently the site has an average utilization of 74% and a peak utilization of 81%.

***Table 8 – Current Parking Utilization***

Location	Average Occupied Spaces	Peak Occupied Spaces
Surface Spaces	450	494
Parking Ramp	482	517
<b>Total Parking Spaces</b>	<b>932</b>	<b>1011</b>

Based on the City Code the existing Southdale Medical Office Campus would require approximately 1407 parking spaces. With the proposed expansion the site would require 1715 parking spaces. Based on these requirements a parking variance would be required for 153 and 138 spaces respectively. *Table 9* shows the required parking based on the City Code.

**Table 9 – Parking Required per City Code**

Use	Existing	Parking Required	Proposed	Parking Required
Medical Office	273,000 sf	1365	333,000 sf	1665
Medical Office	42 Doc/Dent	42	50 Doc/Dent	50
<b>Total Parking Spaces Required</b>		<b>1407</b>		<b>1715</b>

The parking demand for the site was also estimated based on the parking surveys of the parking generation for other similar land uses as documented in the Institute of Transportation Engineers *Parking Generation Manual, 4<sup>th</sup> Edition*. **Table 10** below shows a summary of what the anticipated peak parking demand would be for a typical weekday. This would represent the worst case condition for the parking on the site assuming the existing and proposed uses.

**Table 10 – Parking Demand per ITE**

Use	Existing	Parking Required	Proposed	Parking Required
Medical Office	273,000 sf	1166	333,000 sf	1422

Based on the above parking summaries, there is and would be sufficient parking available on site for the proposed Southdale Medical Office Campus expansion. With a peak utilization of 81% indicating a need for 1390 parking and an ITE parking demand indicating a need for 1422 parking spaces, it can be concluded that the 1577 parking spaces being provided with this plan would be adequate, even though the City Code requires 1715 parking spaces.

In addition, the developer has identified a “proof of parking” plan for an additional 175 parking spaces by adding a fifth level of the parking ramp. With this additional parking, the site would meet City Code and would not need any parking variances, now or with the proposed expansion.

**Conclusions / Recommendation**

Based on the analysis documented in this memorandum, WSB has concluded the following:

- The proposed Southdale Medical Office Expansion project includes the construction of an additional 60,000 sf of medical office and parking ramp expansion. The site is anticipated to generate an additional 144 trips in the AM peak hour and 214 trips in the PM peak hour.

- Additional trips will be generated from other approved or anticipated development in the surrounding area. These uses will generate an additional 406 trips in the AM peak hour and 820 trips in the PM peak hour.
- Existing traffic operations at the intersections and driveways in the study area on 65th Street, Drew Avenue and 66<sup>th</sup> Street are all operating at overall LOS D or better for the both the AM and PM peak hours.
- Intersection traffic operations for the No-Build conditions in 2015 and 2030 will continue to operate at an overall LOS D or better for the AM and PM peak hours. However, some movements, specifically at the 65<sup>th</sup> Street and France Avenue intersection will be operating at LOS E. By 2030 the analysis indicates that at the intersection may have potential issues on the 65<sup>th</sup> Street approaches and France Avenue left turns. With minor intersection and signal improvements (additional turn lane lengths and signal phasing changes), these issues would be minimized, improving the overall intersection LOS back to a C.
- Intersection traffic operations for the Forecasted Build alternative (with the Southdale Medical Office Expansion traffic) in 2015 and 2030 will continue to operate at an overall LOS D or better during the AM and PM peak hours. Similar to the Forecasted No-Build conditions the intersection of 65<sup>th</sup> Street and France Avenue may have potential delay issues. With the minor intersection and signal improvements (additional turn lane length and signal phasing changes), these issues would be minimized, improving the overall intersection LOS back to a C.
- The results of the queuing analysis found that during both the AM and PM peak hours, for the existing, and future no-build and build 2015 and 2030 conditions, the average queues in the corridors do not exceed any of the available turn lane storage. In some cases however, for the 2030 no-build and build conditions, the maximum queues were exceeded, specifically; on 65<sup>th</sup> Street between France Avenue and the Southdale medical Office/Hospital Entrance driveway. The potential future mitigation at the 65<sup>th</sup> Street and France Avenue intersection will improve the flow of traffic on 65<sup>th</sup> Street and also minimize traffic blocking the Southdale Medical Office/Hospital Entrance driveway. Additional signage could also be added at the driveway should this become an issue.
- The developer would be required to secure access modification approval from Hennepin County for the proposed access changes on 66<sup>th</sup> Street.
- The existing or proposed available parking does not or will not meet the City's Code with the current parking conditions or with the proposed Medical Office Campus Expansion. With the proposed Medical Office expansion 1715 parking spaces would be required based on City Code. The current plan provides for 1577 parking spaces. This would require a variance for 138 parking spaces. The proposed plan includes proof of parking for 175 parking spaces with the addition of a fifth level to the parking ramp, which would bring the site into compliance and would not require a variance.



- Based on the current parking utilization and the ITE parking generation estimates the total parking needed for the Southdale Medical Office Campus site would range between 1390 and 1422 spaces. With these estimates, no parking variance would be required.

Based on these conclusions the following is recommended.

1. Provide the proposed site access and circulation improvements as shown on the proposed site plan (*Figure 2*).
2. Although no improvements to the France Avenue at 65<sup>th</sup> Street intersection are specifically required at this time. Should delays and queuing become an issue in the future, minor intersection turn lane and phasing improvements may be necessary. Should these improvements be required in the future Southdale Medical Office will be responsible for their share of those improvements.
3. No additional roadway improvements or additional parking would be required to accommodate the proposed Southdale Medical Office Campus Expansion project.