

GrandView District Development Framework



Edina, Minnesota

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Excerpts related to Public Works site only
green highlights added for ease of reading
December 2014

Land Use

Land use in the District is currently focused on convenience retail and service uses that are visible from Vernon Avenue. The majority of these uses are auto-oriented and are accessible from Vernon and Gus Young Lane. The exception is the GrandView Square development that includes residential, office, and civic uses organized around a central green space. The Comprehensive Plan identifies the GrandView Heights District as a mixed-use center character area, a potential “area of change” and guides future land as a mixed-use center. The Comprehensive Plan also says that “the District is in the process of evolving from a somewhat scattered auto-oriented district to a more integrated mixed of uses.”

The over-arching concept is to support the “go-to” uses (auto-oriented) while anticipating more “stay-at” uses (pedestrian-oriented), and to improve future use and built form around three key civic “centers”:

- City Hall
- Library
- Community Commons (civic building and green space)

The future land use plan proposes a broader mix of uses arranged around a new central green space (GrandView Green) located on the public works site and fronting Arcadia. The plan emphasizes a mixed-use sub-area between Vernon/Eden/

Highway 100 and the rail corridor. Arcadia is seen as a more residential street with a range of condo, apartments, and multi-level townhouse types. Mixed-use and office buildings are anticipated and may be oriented to Vernon and/or south toward Eden and the Our Lady of Grace (OLG) fields, a significant open space that is a visual amenity to the greater district.

Vernon is assumed to remain more convenience- and service-oriented with improved pedestrian sidewalks/connections, safer street crossings (especially to the adjacent neighborhood), bike lanes, and better organized/managed traffic flow and parking. Both Eden and Vernon are anticipated to employ Complete/Living Street principles that emphasize the place-qualities of streets.

Across Highway 100 to the east, the Vernon/50th/Eden alignment culminates with City Hall; long term uses are assumed to accommodate a greater civic/community presence when/if the Highway 100 interchange is reconfigured as a split-diamond facility.

Goals

- Develop and improve the district as three smaller “villages” that are connected physically and by a signature character and identity.
- Recognize the need for a range of housing types and choices and address those markets that also reinforce the District vision.

- Emphasize the connection to Minnehaha Creek.
- Create a recognized, visible arts identity and provide space/place for greater community arts users and producers.
- Address needs of underserved populations (teens, singles, seniors, etc.).
- Establish a community commons as a multi-purpose facility for a wide audience (e.g., whole body, whole life, health and wellness) and as a focal point and central gathering place that connects City Hall to the east with the Library to the southwest.
- Celebrate the “Birthplace” of Edina, the Mill, and record the oral history of GrandView Heights; tell the stories.
- Emphasize a pedestrian-oriented sense of place that produces an appropriate scale and function, and preserves surrounding views.
- Support economic growth and community stability by providing accessible and efficient connections between home, school, work, recreation, and business destinations through improved pedestrian and vehicular environments throughout the area.

Land Use

Public Works Site

The public works site is located in a central point of the District and is seen as the “commons” for how the District vision will be realized. Uses proposed include the community green space located on top of a parking garage that supports area businesses, civic uses, and serves as a Metro Transit park and ride structure; a community/civic building anchoring the green; and a variety of residential uses including condominiums, apartments, and townhouse building types. Townhouse units are envisioned to front Arcadia as a building type that can incrementally “step-up” the hill, providing a character unique to the District.

Development

3.6	acres	Site
28,000	SF	Public Green
24	units	Condominium
42	units	Apartments
50,000	SF	Community/Civic
16	units	Townhouses

Parking

200	spaces	Park and Ride
200	spaces	Community Use
158	spaces	Multi-family



Public Works Site



A form-based code can guide desired building use and frontage.

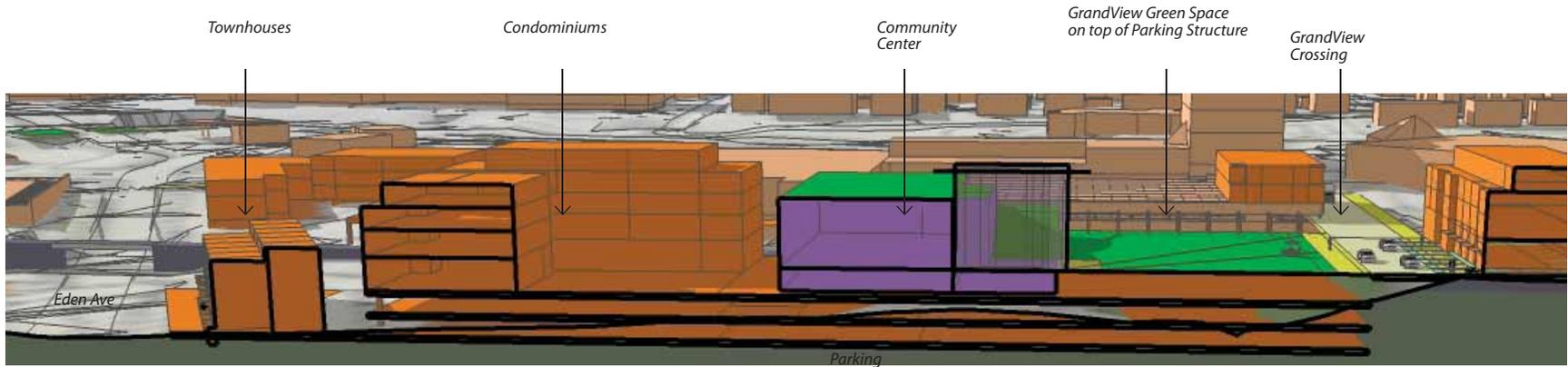
Land Use



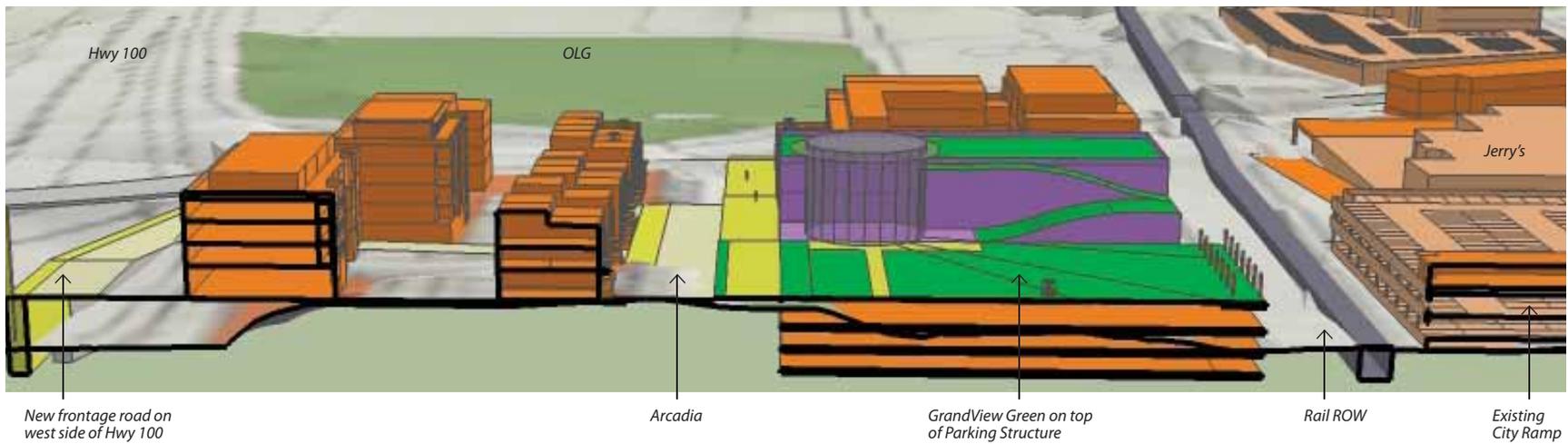
Public Works Site Looking Southeast

Land Use

Public Works Site



Proposed North-South Section



Proposed East-West Section

Land Use

Phase 1

From a land use perspective, a number of immediate steps can be taken to set the stage for new investment in the District. These include:

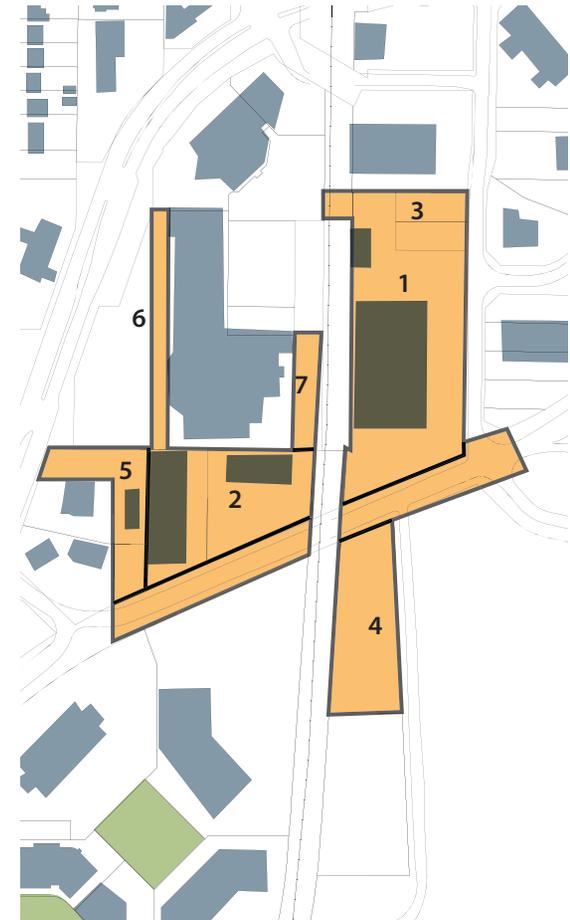
- Policy changes to the Comprehensive Plan (the Small Area Plan is intended to update the Comprehensive Plan).
- Potential zoning revisions that could include a form-based code to regulate desired public realm, building frontages, and building height.
- Identification of Eden and Vernon as early candidates for application of Living Streets principles.
- Policy direction that guides overall sustainability of the District, including consolidated reuse/recycling, stormwater management, etc.
- Policy direction that guides how new public and private investment may be supported with a variety of financing tools.

The public works site (public green space and a community/civic building) and the bus garage site are the two key parcels that can “jump-start” the redevelopment process. In particular, the ability of the public works site to provide a fee simple, unencumbered asset will allow civic/community and private and public realm uses to be realized

early, and will demonstrate the leverage identified in the Guiding Principles to support a variety of next steps. This could include a Metro Transit park and ride facility as a way to provide a parking structure that would also serve as the GrandView Commons (community/civic building/public green).

In similar fashion, the bus garage can be a major pivot point for how a number of land use decisions may play out and will act as a land use “connector” along Eden. This site may need to be readied for development sooner than the public works site in order to accommodate a series of land use transitions that will help the larger District vision implementation. A third component of an early phase would be the development of the Wanner site currently owned by Our Lady of Grace as potential residential, office, or retail uses.

In support of these anticipated land use changes, new street configurations/alignments, circulation patterns, and streetscape/pedestrian improvements along Eden will complete a bike and pedestrian network and support the anticipated land use changes with improved automobile circulation and management.



1. Public Works
2. School Bus Garage
3. New Bridge/Street
4. Wanner Site
5. Jerry's Site
6. Jerry's Site
7. City Ramp Access

Land Use

The following chapter on Implementation is included as one example of anticipating an initial, or Phase 1, increment and associated preliminary range of costs. These numbers are not detailed costs but represent one possible range of expenditures that are included here to illustrate levels of funding (and investment) of various components. The Phase 1 diagram and following spreadsheets for the public works site, the bus garage site, and local street improvements will vary depending on actual funding sources, timing, program, and other factors (e.g., cost of materials and labor) that cannot be determined at this time. See Appendix.

Phase 1

A. Public Works Site

- Community Commons:
 - GrandView Crossing (street)
 - GrandView Green
 - Community/Civic building
- Arcadia steps
- Community/Civic building
- Variety of residential building types
- Structured parking
- Park and ride structure

B. Bus Garage Site

- Multi-level parking
- Retail/service/office use

C. Wanner Site

- Townhouses fronting OLG open space

D. Eden Avenue Streetscape

- Bus stop integrated
- Boulevard organizes intersection alignments

E. Jerry's Streetscape

- Pedestrian enhancements
- Streetscape
- Stormwater treatment



Phase 1 Diagram

Public Realm

Public realm refers to all land and area under the ownership of the city. This includes city streets and rights-of-way (ROW), parks and open space, and parcels of land or other assets that are used to provide individual and collective benefit and amenity to all residents and the general public.

The greater value and power of the public realm is its ability to connect neighborhoods, businesses, schools, and parks and open space into a larger whole greater than the sum of the individual elements. Streets and ROW make up a major (and connected) portion of the public realm and represent a significant opportunity to enhance and connect the community. It is critical to view streets, then, not as just conveyors for automobiles but also as multi-modal facilities that provide democratic accessibility for all and as form-givers and green space that increase the livability of the community. The result should be a greater sense of green throughout the District.

Goals

- Acknowledge “no net loss,” yet aggressively seek new public space.
- Improve the bike and pedestrian environment: make it safe and friendly, and include adequate parking area for bikes.
- Create a community/civic building connected to GrandView Green (an outdoor public green space) that connects east and west and serves as an indoor/outdoor gathering space.
- Create a prominent public realm of connected parks, green space, paths, plazas, and private open space – a legible green framework as the primary form giver.
- Provide views within the District and maintain important viewsheds (such as the “grand view”) for public use.
- Plan for a safe, comfortable pedestrian environment that links public and private destinations north-south (neighborhoods, library, businesses) and east-west (neighborhoods, businesses, commons, City Hall).



Images (top to bottom): Osaka, Japan; Montreal, Canada; and New York, New York.

Public Realm



Public Realm / Open Space Diagram

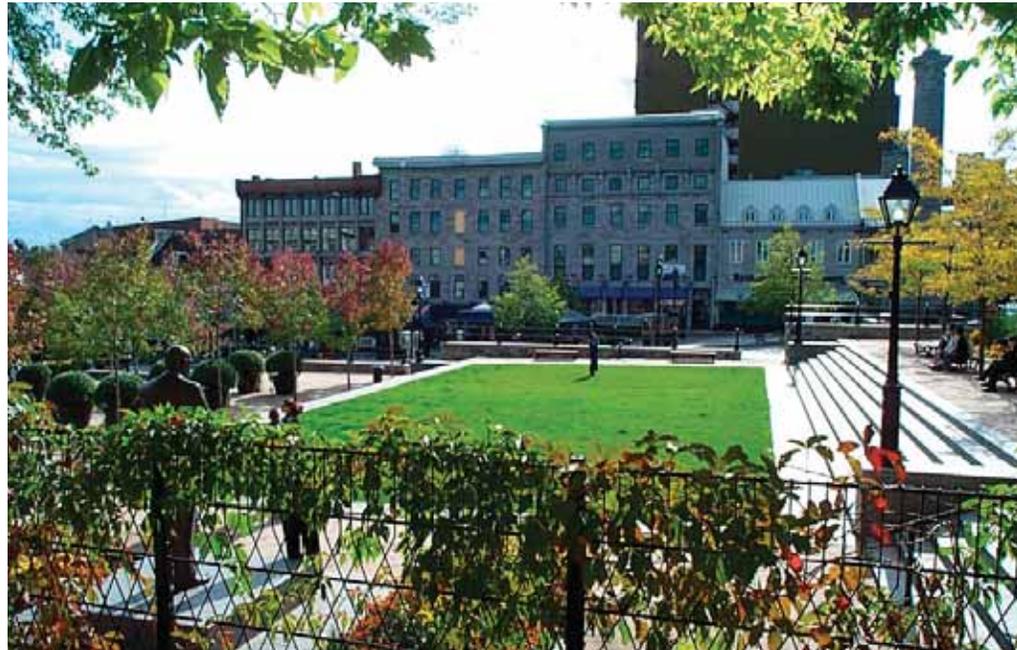
- A. GrandView Commons
- B. GrandView Steps
- C. GrandView Crossing
- D. Arcadia Streetscape
- E. Gus Young Streetscape
- F. Arcade Connection
- G. Vernon Streetscape
- H. Eden Streetscape

Public Realm

GrandView Commons

For GrandView, the public works site provides a unique and singular opportunity to create a major new public realm amenity that will add interest to the area for all stakeholders, value to real estate, and provide a signature gathering place in the heart of the District. Beyond that, an even greater opportunity exists then to continuously link the businesses and destinations within the District to the surrounding neighborhoods and the city in general.

This can begin immediately by simply investing in a safe and connected public sidewalk network, increment by increment. The larger vision of the public realm includes a community/civic building and GrandView Green, a connected network of public parks, public and private plazas, a new street (GrandView Crossing), sidewalk and streetscape improvements, and bike and pedestrian facilities. This should include bridge enhancements on Eden over Highway 100, a pedestrian and bike bridge connecting the Commons with City Hall, and the potential to connect Eden and Brookside with local a bike path within the Canada Pacific Rail ROW.



Montreal public green: This public green suggests the appropriate scale and character of GrandView Green.

Public Realm



GrandView Commons: GrandView Commons includes GrandView Crossing, GrandView Green, and a new community/civic building.

GrandView Community Commons Diagram What / Who Populates the Commons?



Transportation

Parking

- Consider the use of the current city parking ramp (located behind Jerry's) to accommodate future park and ride patrons and general parking district supply; increase the capacity of this structure in the future if economically possible/practical.
- The public works site should be considered as a location for a Metro Transit park and ride facility as a way to provide parking to weekly commuters and to provide parking for a community/civic building, public green, residences and other uses. In addition, the top level (deck) of this structure is intended to serve as the GrandView Green, the major public realm amenity in the district.
- Additional parking (structure) is proposed to the south and contiguous to Jerry's grocery store to provide better service access to the loading area and provide additional parking supply.



- Parking beneath buildings
- New access to existing
- Surface lots
- P Existing ramp
- Direction of traffic

Implementation

Financial Feasibility

Feasibility of financing would include: (1) projections of anticipated costs associated with an initial Phase 1 plan and (2) options for revenues to pay those costs. This includes items such as street improvements, streetscape improvements, parking infrastructure, property acquisition (i.e., the bus garage), and community space (both potential “commons” or “public realm” space and “programming” or “community/civic center” space). At this point six potential pools or “buckets” of revenue have been identified:

1. TIF, Abatement, and other statutory economic development tools;
2. Special Assessments;
3. Enhanced Property Tax revenues generated by private property development;
4. Other Public Sources of funds;
5. Non-Profit or Philanthropic Fundraising; and
6. City Tax Revenues.

1. TIF, Abatement, and Other Statutory Economic Development Tools.

Access some portion of existing TIF Funds; there may be an opportunity to use existing TIF funds. Determine the circumstances under which that is possible and the consequences of doing so.

Create a new TIF district. **TIF and Abatement tools provide opportunities to “capture” increased value and use it to finance some parts of redevelopment.** Determine a sense of the potential

numbers associated with these options and any limits on how the funds generated by these mechanisms can be spent.

2. Special Assessments and Related Tools.

The City may assess properties that “benefit” from public improvements for the costs of these improvements up to the value of the benefit conferred by the improvements. Determine what types of costs are eligible to be recovered using this tool and on related tools that permit the creation of special districts to spread the ongoing costs of maintenance or other improvements. The 50th and France area may provide a model for this.

3. Enhanced Property Tax Revenues Generated by Private Development.

This idea overlaps to a certain extent with #1 above (to the extent the enhanced value will be “captured” via TIF or Abatement). **Obviously, the greatest increase of this type would be new development on parcels (like the Public Works and School Bus Garage sites).** And consider the prospect of enhanced value emanating from redevelopment of sites (e.g., CSM, Eden 100, etc.) that are already on the tax rolls; having some models of what is reasonable to expect in this category is important.

4. Other Public Sources of Funds.

Consider the potential partnerships with other public entities that might be able to help with funding. The planning activities in this phase of the process have been funded by the Met Council;

there might be a prospect of additional funds as planning and implementation move forward. **Met Council representatives have also been clear in expressing interest in park and ride facilities.** In addition to the Met Council, there are prospects for partnership with MnDOT (related to Highway 100) and Hennepin County (related to Vernon Avenue). To the extent that housing is a part of future redevelopment, there may be Regional, State, and/or Federal funds available to support those efforts. These any other prospective sources of “Other Public Funds” should be summarized and estimated.

5. Non-Profit and Philanthropic Fundraising.

Consider that private contributions could help with funding. These potential sources of revenue fall into two categories: (1) funds from existing non-profit organizations interested in supporting particular development initiatives (e.g., housing, arts, etc.) and (2) fundraising campaigns created specifically for this effort. Determine what is reasonable to expect from each “bucket” and be able to determine whether the “gap” remaining after all other “buckets” are utilized can be filled by some kind of capital campaign.

6. City Tax Revenues.

The other way to fill any remaining gap is with City tax revenues. Obviously, this is a decision for the City Council to make. It will be important to identify the size of the gap (if any) that will likely need to be filled by such funding.

Implementation

GrandView Small Area Plan

<i>Development Program - Public Works Site</i>											
	SF	Ac	LF	Units	Prk Spaces	Const \$	Mkt \$	Tax \$	sf/\$	unit/sf	unit cost
Residential											
townhouse				16	46	\$ 8,832,000.00			160	1200	192000
small house						0			150	1200	180000
apartment				42	64	\$ 6,426,000.00			170	900	153000
condo				24	48	\$ 5,472,000.00			190	1200	228000
Total				82	158	\$ 20,730,000.00					
Non-residential											
commercial									150		
office									150		
community parking	50,000					\$ 10,000,000.00			200		
park n ride					200	\$ 3,500,000.00			17,500		
Total					400	\$ 17,000,000.00					