Agenda
Planning Commission Work Session
City of Edina, Minnesota
Community Room, Edina City Hall

Thursday, April 11, 2024
5:00 PM

I. Call To Order

II. Roll Call

III. Zoning Ordinance Audit Discussion

IV. Adjournment

The City of Edina wants all residents to be comfortable being part of the public process. If you need assistance in the way of hearing amplification, an interpreter, large-print documents or something else, please call 952-927-8861 72 hours in advance of the meeting.

CITY OF EDINA

4801 West 50th Street
Edina, MN 55424
www.edinamn.gov

Date: April 11, 2024 **Agenda Item #:** III.

To: Planning Commission Work Session **Item Type:**

From: Addison Lewis, Community Development Coordinator **Item Activity:**

Subject: Zoning Ordinance Audit Discussion Discussion

ACTION REQUESTED:
None. Discussion only.

INTRODUCTION:
The current zoning code has not been comprehensively updated since the 1970s. From time to time, it is critical to review, analyze and update zoning regulations to ensure that they are aligned with City goals and working to achieve desired development outcomes. The City has contracted with HKGi to complete an audit of the zoning code. The zoning code audit will provide a tool for identifying and clarifying code issues, opportunities for improvements, and prioritizing future code updates. Staff from HKGi will be in attendance at the work session to facilitate a discussion on their preliminary analysis. Attached is the approved scope of work to provide Commissioners with an understanding of the project, as well as some background on HKGi.

ATTACHMENTS:

Zoning Code Audit - Scope of Work

Consultant Presentation

Planning Commission Work Session – April 11, 2024

Edina Zoning Code Audit Project

Tonight's Meeting Agenda / Purpose

- **Code Audit Overview**
- **Code Structure**
- **Zoning Districts**
- **Next Steps**

Code Audit Overview

April 2024 Planning Commission Work Session
Edina Zoning Code Audit Project

Introductions

- HKGi is a Twin Cities-based firm established in 1982
- HKGi's expertise:
  - Planning and Zoning
  - Landscape Architecture
  - Urban Design
- Experienced with zoning codes and comprehensive plans
- Our goal is to help communities ***create places that enrich people's lives***

Key Audit Objectives

- Overall structure and usability issues of zoning/subdivision code
- Align zoning/subdivision code with Comprehensive Plan and small area plans
- Zoning districts and supplementary regulations
- Development procedures and standards
  - Site plan review, PUD, subdivision/lot splits

Understanding of the City's Needs

- Zoning/subdivision code overdue for comprehensive review
- Simple development projects complex and time-consuming
- Zoning districts need updating – development barriers, complex formulas, Missing Middle Housing interest
- 2040 Comprehensive Plan includes guidance for more flexible residential development and densities
- Interest in reducing the City's reliance on PUDs and the older planned districts

Project Timeline

- April PC Meeting #1, Tech Memo #1
- May/June PC Meeting #2, Tech Memo #2 and #3
- July Joint PC/CC Meeting, Code Audit Report

Code Structure

April 2024 Planning Commission Work Session
Edina Zoning Code Audit Project

Current Structure

- Chapter 36 Zoning (13 articles)
- Chapter 32 Subdivisions (6 articles)
- Headings include:
  - Articles
  - Divisions
  - Subdivisions
  - Sections

Current Zoning Structure

Article #	Article Name	Divisions	Subdivisions	Sections	Pages
1	In General	0	0	10	15
2	Administration	3	0	13	6
3	Site Plan Review	0	0	11	6
4	Rezoning and Text Amendments	2 (3)	3	16	7
5	Conditional Use Permits	0	0	10	4
6	Fees and Charges	0	0	2	1
7	Misc. Administrative Requirements	0	0	3	1
8	Districts and District Regulations	11	0	85	74
9	Edina Heritage Landmarks	0	0	13	3
10	Floodplain Districts	13	0	42	19
11	Overlay Districts	1 (2)	0	3	1
12	Supplementary District Regulations	4 (5)	4 (6)	59	31
13	Signs	5	3 (4)	48	18

Current Subdivision Structure

Article #	Article Name	Divisions	Subdivisions	Sections	Pages
1	In General	0	0	11	5
2	Plat Procedure and Requirements	2 (3)	0	9	9
3	Evaluation of Plats and Subdivisions	0	0	2	1
4	Improvements; Subdivision Financing; Security; Development Contracts	0	0	3	2
5	Dedication	0	0	8	4
6	Improvements	0	0	2	1

Structural Issues Identified

- Articles are inconsistent in length, ranging from 1 to 74 pages in length
- Districts
  - Most districts include subdistricts (PRD, PSR, POD, PCD, MDD) which act as individual base districts
  - All 22 base districts exist in one article today
    - Consider separating into multiple articles

Structural Issues Identified

- Uses
  - Update and generalize very specific uses
  - Define each use
  - Create tables to reorganize long lists of allowable uses

- Article 12 Supplementary District Regulations
  - Catch-all article containing many unrelated requirements
  - Relocate provisions so that they are grouped with similar topics

- Topical information is scattered across various articles
  - Definitions; Development procedures

Potential Structural Improvements

- Reorganize and reformat
- Update structure of zoning districts, uses, and standards
- Create updated numbering system

Reorganize and Reformat

- Move frequently-used topics or articles higher up
  - Reduce the amount of information the public would need to wade through before finding relevant requirements
- Group related topics together and on the same structural level
- Use consistent headings across all articles
  - Currently, some articles have divisions, subdivisions, and sections while others have only sections.
  - Eliminate use of “subdivision” heading

Potential Zoning Reorganization

Article #	Article Name
1	Introductory Provisions
2	General Zoning
3	Residential Base Districts
4	Non-Residential Base Districts
5	Overlay Districts
6	Use-Specific Standards
7	Development Standards
8	Signage
9	Procedures and Enforcement
10	Definitions

Potential Subdivision Reorganization

Article #	Article Name
1	Introductory Provisions
2	Design Standards
3	Improvements
4	Dedication
5	Procedures and Enforcement
6	Definitions

Structure of Districts, Uses, and Standards

ARTICLE VIII. - Districts and Disrict Regulations	Residential								
Use Type	R-1	R-2	PRD-1	PRD-2	PRD-3	PRD-4	PRD-5	PSR-3	PSR-4
Residential									
Household Living									
Single dwelling unit, including attached garages	P		P	P	P	P			
Buildings containing two dwelling units		P	P	P	P	P			
Residential townhouses			P	P	P	P			
Buildings containing four or more dwelling units all but one of which are senior citizen dwelling units								P	P
Residential buildings with 6 or fewer dwelling units				P	P	P			
Buildings containing not fewer than ten dwelling units or senior citizen dwelling units									
Commercial uses in residential buildings									
Multi-residential uses									
Multi-residential uses, as long as no part of any dwelling unit be located in a basement or on the first story of the building									
Group Living									
Rest homes, convalescent homes and nursing homes.							P		
Lodging									
Hotels, motels and motor inns									
Suites hotels									

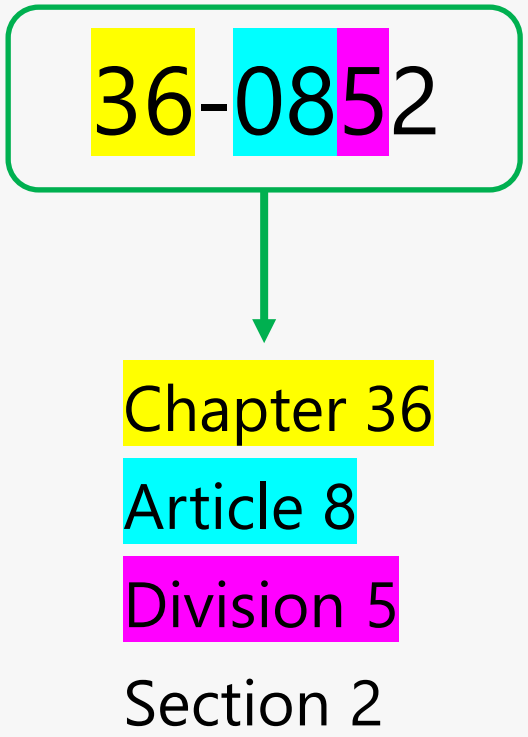
- Group similar districts together
- Treat each existing subdistrict as a base district
- Create tables to improve usability and reduce repetitive text
  - Uses tables, lot and site dimensional tables
  - Effective both within a single district as well as in district-to-district comparisons Group standards specific to certain uses together within a single article

Suggested Renumbering System

- Current Numbering System
  - Listed as 36-X
  - Chapter number before hyphen
  - Number after hyphen increases sequentially from 1 to 1717
  - Numerous “reserved” sections to provide opportunity for later additions/amendments

Suggested Renumbering System

- Use consistent headings:
  - Articles
  - Divisions
  - Sections
- Update numbering so that each section is listed as XX-XXXX
  - Eliminates need to create “reserved” sections
  - Aids navigation since each number refers to overarching headings
  - Consistent numbering with same number of digits for each



Zoning Districts

April 2024 Planning Commission Work Session
Edina Zoning Code Audit Project

Understanding the Zoning Districts

- **9 base districts**
  - **4 conventional base districts**
    - R-1, R-2, RMD, APD
  - **5 planned base districts**
    - PRD/PSR, PMD, PCD, POD, PID
- **23 planned unit development (PUD) base districts so far**
- **2 overlay districts**
  - building height, floodplain

Understanding the Zoning Districts

9 base districts

- 3 residential
- 1 mixed development
- 1 commercial
- 1 office
- 1 industrial
- 1 regional medical
- 1 automobile parking

17 base subdistricts

- 7 residential resulting in 9 districts/subdistricts)
- 4 mixed development
- 4 commercial
- 2 office

Understanding the Zoning Districts

Residential Districts/Subdistricts

- R-1
- R-2
- PRD/PSR
  - 7 subdistricts

Mixed Use Districts/Subdistricts

- MDD - 4 subdistricts
- PCD - 4 subdistricts

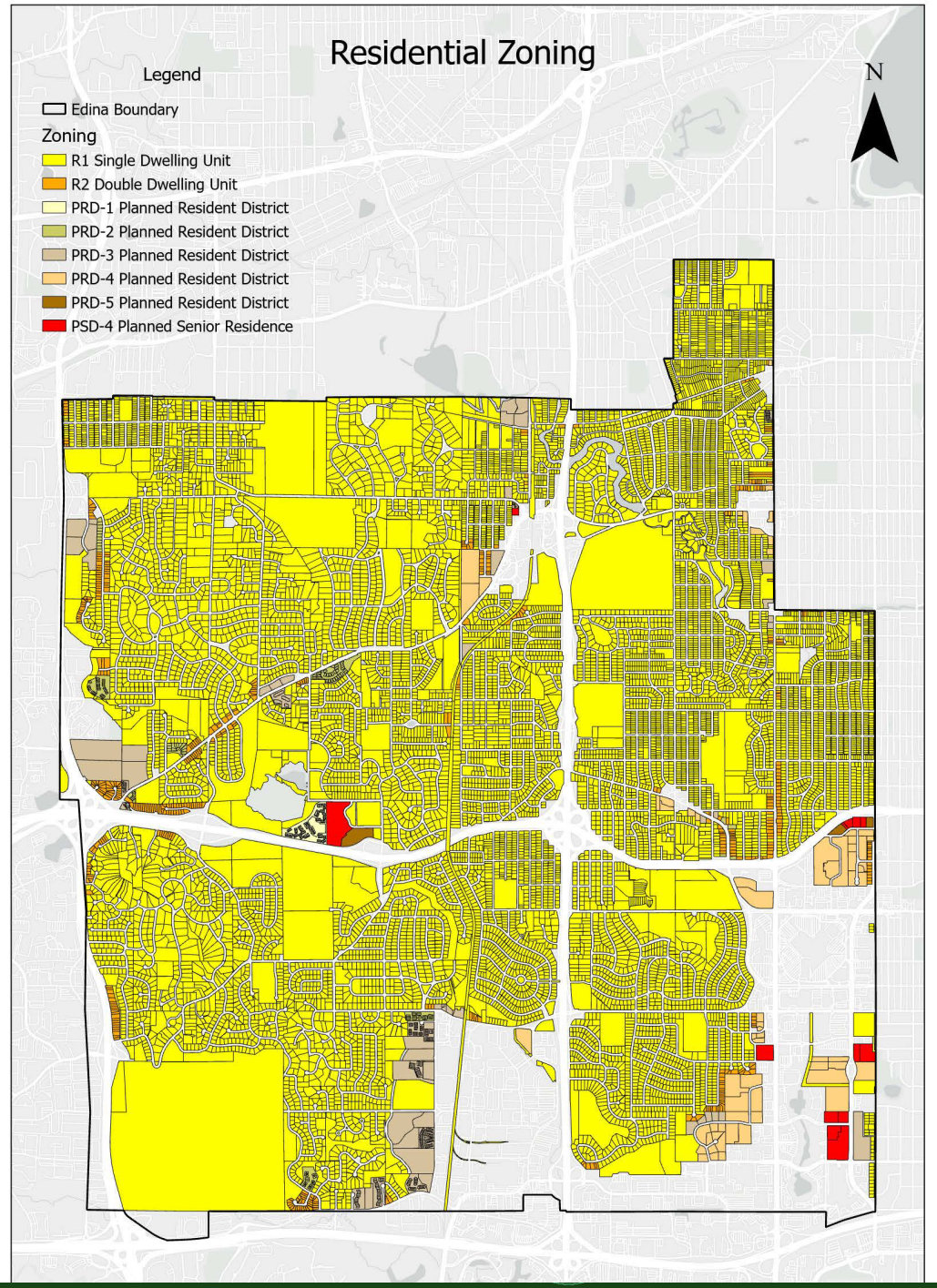
Business Districts/Subdistricts

- POD – 2 subdistricts
- PID, RMD, APD

Residential Districts

Draft Numbers

District Code	District Name	Frequency	Acres	Percentage
R-1	Single Dwelling Unit	13,229.0	6,599.0	**91.6%**
R-2	Double Dwelling Unit	505.0	125.8	**1.7%**
PRD-1	Planned Residence	120.0	16.7	**0.2%**
PRD-2	Planned Residence	156.0	34.4	**0.5%**
PRD-3	Planned Residence	264.0	206.9	**2.9%**
PRD-4	Planned Residence	68.0	171.0	**2.4%**
PRD-5	Planned Residence	3.0	9.3	**0.1%**
PSR-3	***Planned Residence***	***0.0***	***0.0***	**0.0%**
PSR-4	Planned Residence	13.0	43.6	**0.6%**
	Total	14,358.0	7,206.7	**100.0%**



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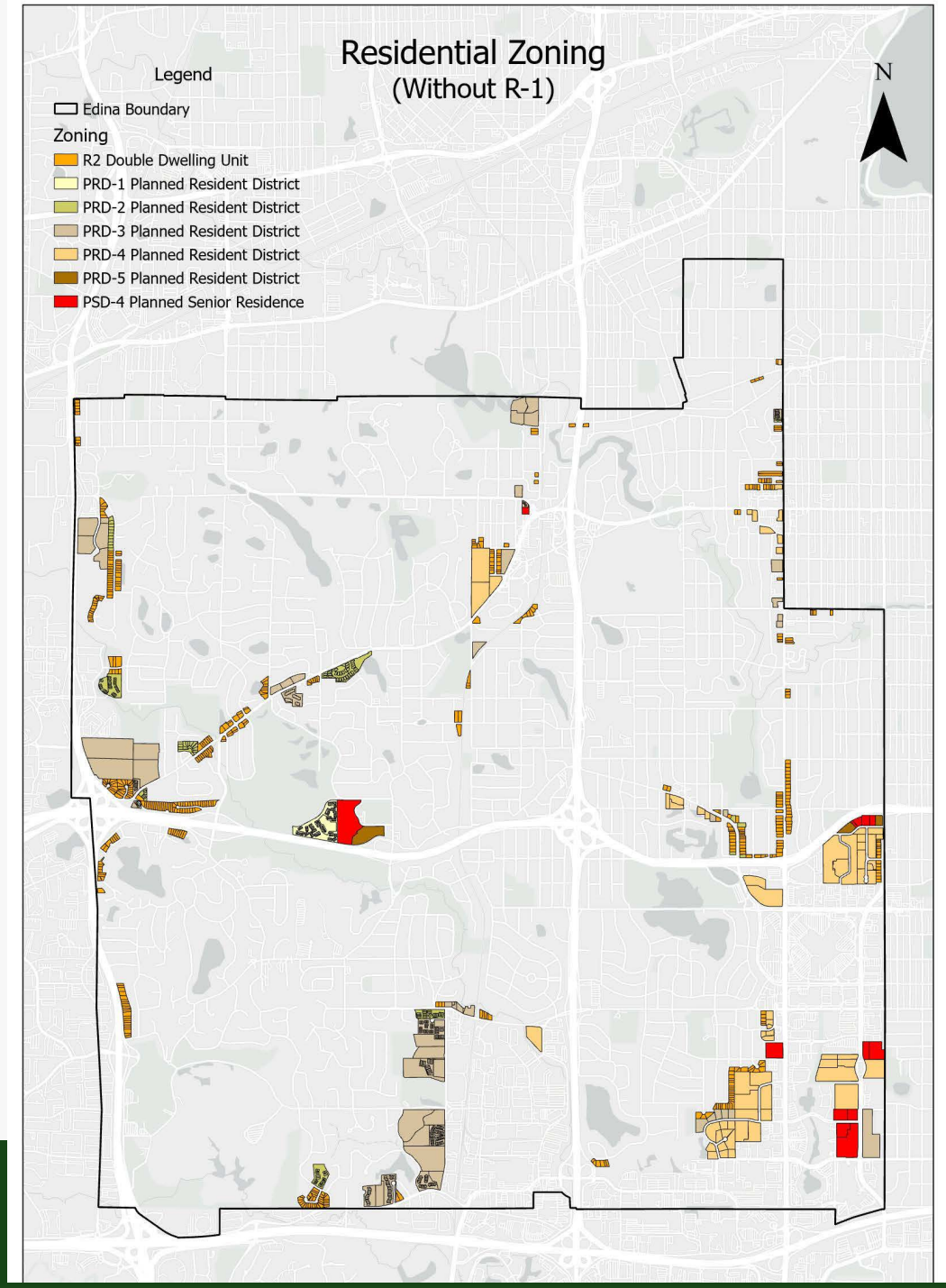
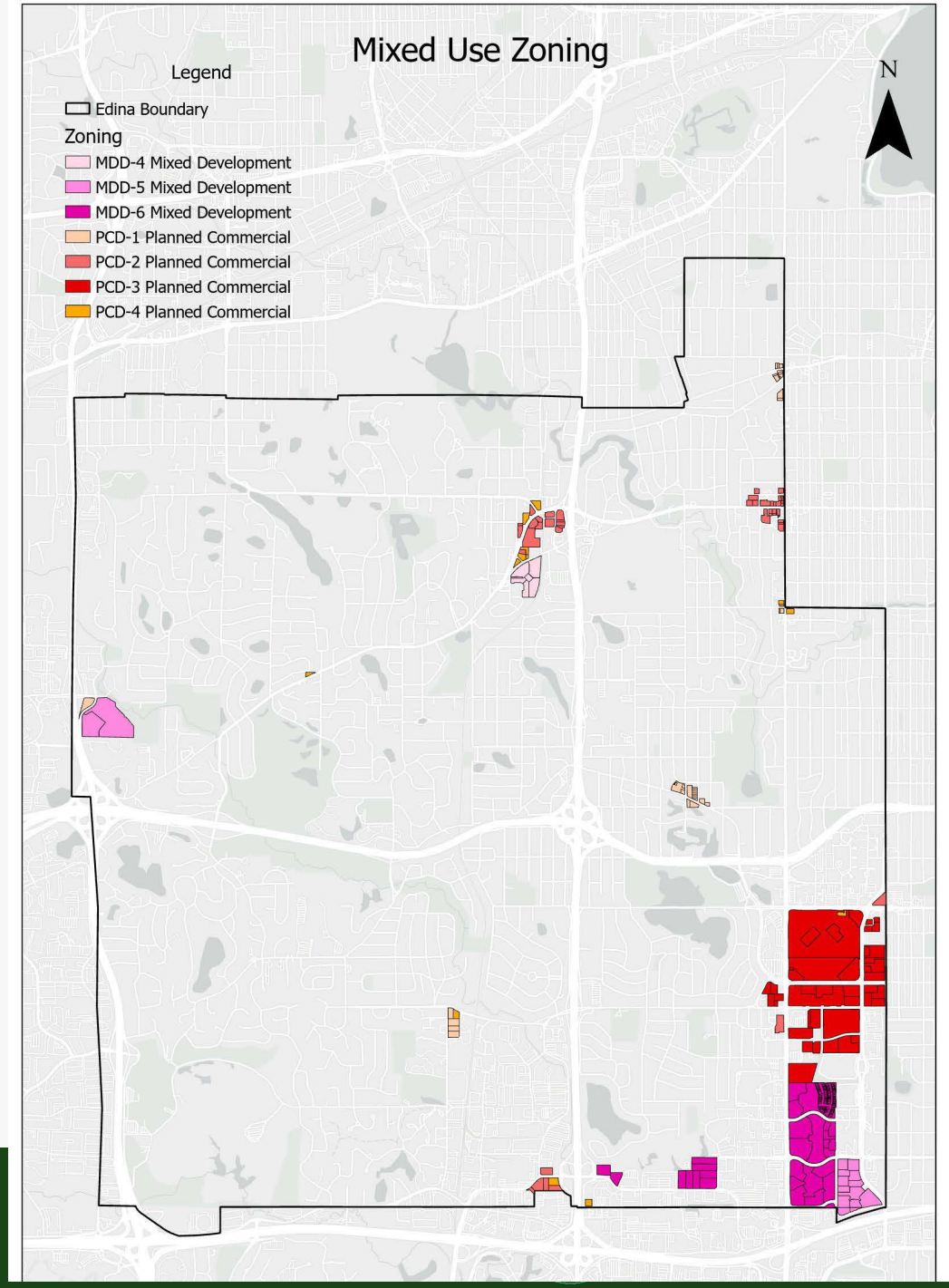


MU & Commercial Districts

Draft Numbers

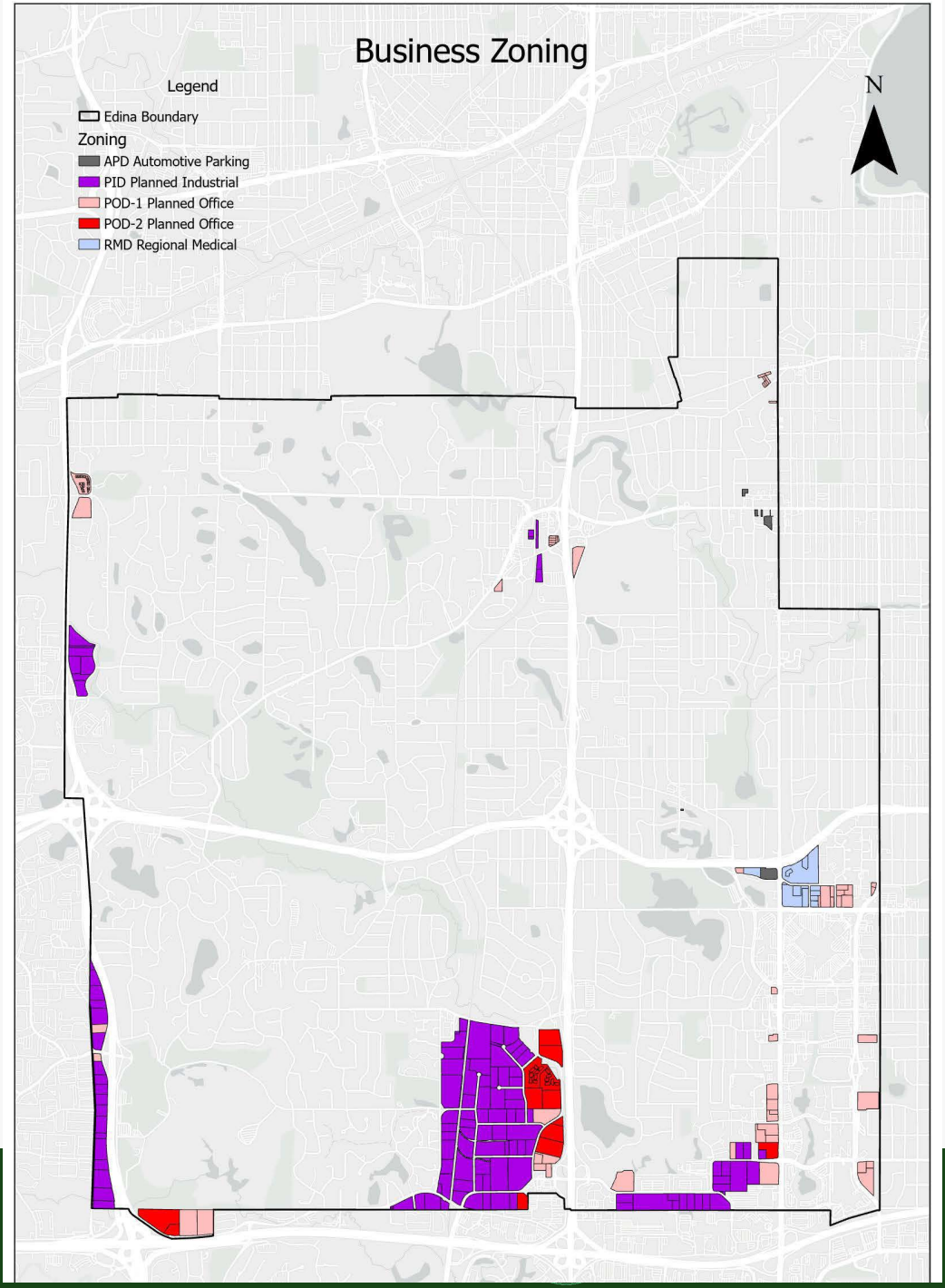
District Code	District Name	Frequency	Acres	Percentage
MDD-3	***Mixed Development***	***0.0***	***0.0***	**0.0%**
MDD-4	Mixed Development	7.0	12.3	**3.0%**
MDD-5	Mixed Development	15.0	47.7	**11.7%**
MDD-6	Mixed Development	135.0	103.8	**25.3%**
PCD-1	Planned Commercial	34.0	14.5	**3.6%**
PCD-2	Planned Commercial	48.0	32.8	**8.0%**
PCD-3	Planned Commercial	44.0	189.9	**46.4%**
PCD-4	Planned Commercial	14.0	8.5	**2.1%**
	Total	297.0	409.5	**100.0%**



Business Districts

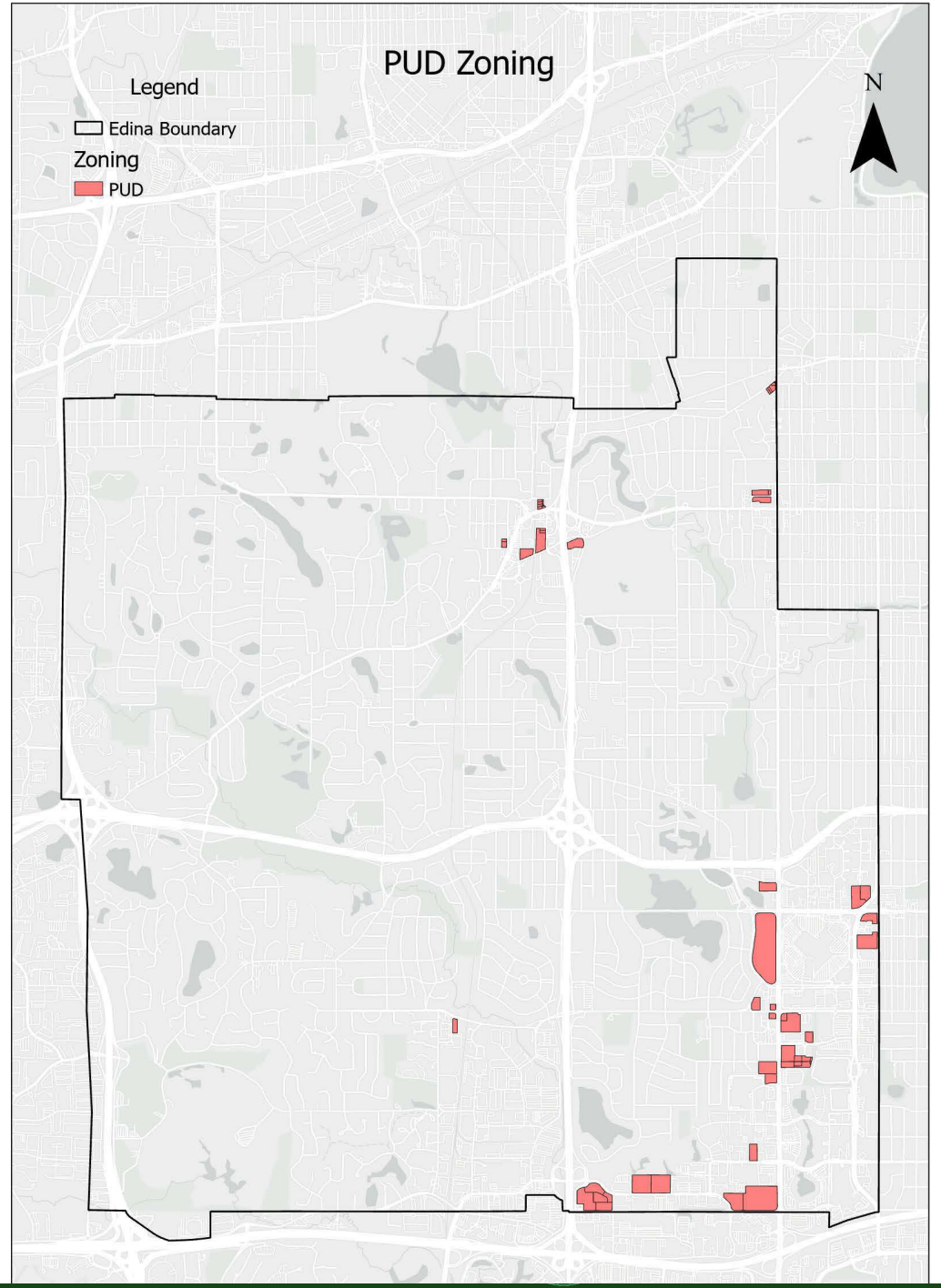
Draft Numbers

District Code	District Name	Frequency	Acres	Percentage
RMD	Regional Medical	12.0	27.8	**4.9%**
POD-1	Planned Office	92.0	101.4	**17.8%**
POD-2	Planned Office	27.0	66.1	**11.6%**
PID	Planned Industrial	123.0	368.2	**64.7%**
APD	Automotive Parking	6.0	5.3	**0.9%**
	Total	260.0	568.7	**100.0%**



PUD Districts

- 23 individual PUD districts so far
- Each PUD needs to define its specific allowed uses and dimensional standards
- Are PUDs needed because the base districts aren’t working?



Preliminary Audit Findings – Districts

Districts & Subdistricts

- 22 districts/subdistricts is more than needed
- Minimal differences between some subdistricts
  - e.g. POD-1 and POD-2
- No district purpose statements
  - Why are all of these districts and subdistricts needed?

Preliminary Audit Findings – Districts

Allowed Uses

- The districts/subdistricts are restrictive, separate things, rather than flexible in their allowed uses
  - R-2 only allows two-unit dwellings, not even single-family
  - 3 subdistricts only allow senior housing
  - Results in the need for rezoning?
- Allowed uses are cumulative across subdistricts, not easy to see all of the allowed uses
- Uses in the mixed use districts are mostly conditional rather than permitted; typically mixed use districts are more flexible
- Unclear which districts/subdistricts are intended to be mixed use
  - PRD-4, PRD-5, and PSR-4?

Preliminary Audit Findings – Districts

Dimensional Standards

- The city has a lot of non-conforming lots
  - e.g. lot area, width, and depth
- Some dimensional standards are overly complicated
  - Minimum lot area, width, and depth (R-1)
  - Yard setbacks (R-1)
  - Density allowances (PRD/PSR)
- Building height – inconsistencies between overlay district and small area plans and PUDs

Preliminary Audit Findings – Districts

Residential Densities

- Inconsistencies between zoning districts and comprehensive plan LU categories
- Highest density allowed in the zoning districts is much lower than the densities allowed in the comprehensive plan
- Necessitates use of PUDs?

Preliminary Audit Findings – 2040 Plan Densities

Land Use Categories	Density and Intensity Guidance (dwelling units per acre)
Residential	
Low Density Residential	1 – 5
Low Density Attached Residential	4 - 8
Medium Density Residential	5 - 12
High Density Residential	12 - 60
Mixed Use	
Neighborhood Node	10 - 60
Mixed Use Center	12 - 100
Office Residential	20 - 75
Greater Southdale District Residential	50 - 100
Community Activity Center	90 - 150
Regional Medical	50 - 100

Preliminary Audit Findings – District Densities

Zoning Districts	Calculated Density (dwelling units per acre)	Calculated Density with Allowances (dwelling units per acre)
Residential		
R-1	4.8	N/A
R-2	2.9	N/A
PRD-1	4.1	N/A
PRD-2	6.0	N/A
PRD-3	9.9	15.0
PRD-4	15.0	31.1
PRD-5	None (FAR max = 1.2)	None (FAR max = 1.2)
PSR-3	12.4	21.8
PSR-4	17.4	43.6

Preliminary Audit Findings – District Densities

Zoning Districts	Calculated Density (dwelling units per acre)	Calculated Density with Allowances (dwelling units per acre)
Mixed Use		
MDD-3	9.9	N/A
MDD-4	12.1	N/A
MDD-5	13.2	N/A
MDD-6	13.2	N/A
PCD-1	None	N/A
PCD-2	None	N/A
PCD-3	None	N/A
PCD-4	None	N/A

Questions

- Concerns about the current base zoning districts?
- Pros and cons of using PUDs vs. base zoning districts?
- Other issues with the usability of the zoning/subdivision codes from a structural standpoint?
- Input regarding the guidance of the 2040 Comprehensive Plan vs. the districts and standards of the zoning code?

Next Steps

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Edina Zoning Code Audit Project

Next Steps

- Analysis of Supplementary District Regulations Division (standards for specific uses, different types of setbacks, specific accessory uses, and general provisions)
- Analysis of development procedures (site plan review, PUD, subdivision/lot splits)
- Tech memos
- PC meeting in May/June