COMPREHENSIVE PLAN
CITY OF EDINA

2018

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Community Health Committee
Energy and Environment Commission
Heritage Preservation Commission
Human Rights and Relations Commission
Race and Equity Initiative
Parks and Recreation Commission
Transportation Commission

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Executive Summary

Why plan?

Some ask "Why bother to predict the future?" However, when a community prepares a Comprehensive Plan, it is not trying to predict the future – the distant future in particular. Through comprehensive planning, a community examines trends, challenges, and opportunities, studies the forces of change from within their community and from without, and contemplates possible futures. Through these activities a community can prepare for what may come to pass. By building on its vision and values, a community can also decide what kind of future looks best and steer itself in that direction.

Minnesota State law requires that cities' comprehensive plans must be reviewed and updated at least once every ten (10) years. This Comprehensive Plan will fulfill the City's responsibilities in growth management as require by the Metropolitan Land Planning Act (Section 462.355, Subd. 4, 473.175, and 473.851 to 473.871), in concert with *Thrive MSP 2040*, which represents the Metropolitan Council's vision for the Twin Cities metropolitan region over the next 30 years. *Thrive MSP 2040* anticipates future needs in the region and identifies each community's role and responsibility in bringing the region's vision to life.

Edina's Vision Statement

Edina holds a well-earned reputation as a city of choice.

It is a model of successful mature, and progressive urban community that strives to lead in a modern and evolving world.

We maintain our heritage and attractiveness, and afford our residents the highest quality of life, while actively embracing the future.

Edina's defining features:

- Inclusive and Connected
- Built-to-Scale Development
- Sustainable Environment
- A Community of Learning
- Future-Oriented

Source: City of Edina: Strategic Vision and Framework (May, 2015)

Purpose of the Comprehensive Plan: Making the right choices

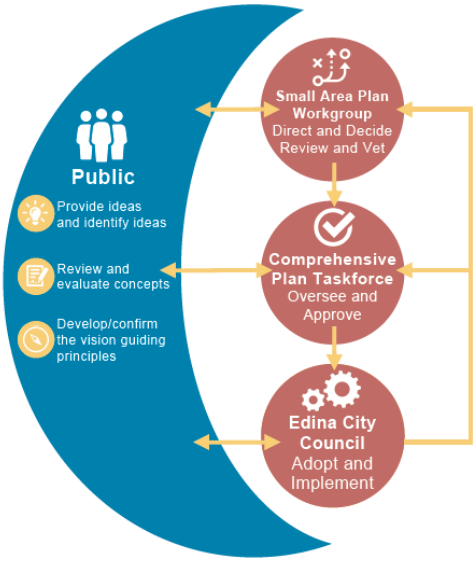
The Edina Comprehensive Plan is designed as a framework for guiding future development, redevelopment, and community enhancement. By integrating social, physical, economic, and broader environmental perspectives into the community's decision-making, the Comprehensive Plan provides direction to matters that can improve the everyday lives of residents, workforce, and visitors. It is a guide for making the right choices to shape Edina's collective future growth, to protect what Edina values, and to create an even more attractive, sustainable, and welcoming Edina.

The Edina Comprehensive Plan lays out a unified "big picture" for seeing connections and understanding the consequences of our choices. This Plan was developed around a strategy that recognizes that most of the community is fully-developed. Therefore, growth, redevelopment, and public investments are directed to neighborhood nodes through Small Area Plans for Wooddale / Valley View, 44th and France, 50th and France, 70th and Cahill, and in the SE quadrant with the Greater Southdale District Plan. This strategy to focus growth preserves the integrity of single-family and low-density neighborhoods, makes good use of existing infrastructure capacity and planned improvements, and encourages efficiency in new infrastructure investments in streets, sidewalks, transit lines, water and sewer lines, stormwater management, and parks.

Plan Development

During 2017 and 2018, City of Edina Comprehensive Plan Task Force (CPTF) of the Planning Commission led a work program that organized the City's other commissions in a collaborative effort with City staff and a team of professional consultants to examine and update the various topical chapters of the 2008 Comprehensive Plan, consider current and future issues, and propose new directions where appropriate and warranted.

The planning process was initiated in April, 2017 with two "Bridging Between Vision and Planning" community workshops: (1) Nodes and Modes: Big Ideas Workshop and (2) Mapping Edina's Big Ideas. In early May, another workshop, "Comprehensive Planning 101" was sponsored by the Comprehensive Plan Task Force for all City Commissions. A Community Kick-Off Meeting was held in mid-May, 2017.



Through dozens and dozens of meetings and work sessions, resident and business Work Groups led the preparation of each of the draft neighborhood node Small Area Plans and the District Plan for Greater Southdale, with those processes also including public open houses for review and comment.

Throughout this process, over 170 meetings, workshops, and open houses were held.

Plan Organization

The Edina Comprehensive Plan is designed (1) to be a readable and functional decision-making framework to guide future growth and change in Edina, and (2) to fulfill Edina's regional responsibilities for land use, housing, transportation, water resources, and regional parks and trails.

Edina: A Community of Learning
An additional focus of Edina's local planning is "EDUCATION." This element of life in Edina has long served as a major attraction for families who decide to move to the community, and the quality and achievement levels of Edina's public schools are second to none in the State of Minnesota. But the Planning Commission has asked, "Why should high quality education be limited to the public schools? Shouldn't education be woven into the fabric of the community in as many ways as possible; in artistic and cultural expressions, in the parks, in public infrastructure, in community gatherings, in community health, in policing, in heritage preservation, etc.?" Thus, goals, policies, and implementation steps presented in this plan update place an emphasis on information demonstrations, exhibitions, sharing, communication, and expanding residents' awareness . . . all in an effort to ensure that learning extends beyond formal classroom settings.

Each chapter of the plan that discusses the thirteen (13) substantive resource areas (e.g., land use, housing, arts and culture, transportation, economic development, water resources, etc.) includes

examples of how EDUCATION and the benefits of learning can be extended across generations and into the fabric of the community

This Plan is organized into these basic components:

1. An Executive Summary

2. Chapter 1: Introduction and Vision which makes the connection between the previous 2008 Comprehensive Plan, other "foundation documents" such as Vision 2015, Parks, Recreation, and Trails Strategic Plan, Living Streets Plan, and Affordable Housing Policy. The public engagement process is also described in more detail.

3. Topical chapters (2-14), each of which describes existing conditions/context, explores trends, challenges, and opportunities, and formulates goals and policies to achieve Edina's vision.

    2. Community Profile
    3. Land Use and Community Design
    4. Housing
    5. Transportation
    6. Parks, Open Space, and Natural Resources
    7. Water Resources
    8. Energy and Environment
    9. Community Services and Facilities
    10. Economic Competitiveness and Economic Development
    11. Human Rights and Relations
    12. Health
    13. Heritage Preservation
    14. Arts and Culture

4. Chapter 15: Implementation which contains the (1) recommended actions and activities that emanate from the goals and policies, (2) timelines, (3) and roles and responsibilities for the various departments and agencies designated to carry out the actions and activities.

Small Area Plans are incorporated by reference into the Comprehensive Plan:

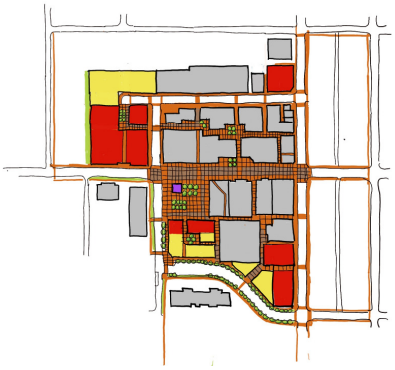
- Wooddale / Valley View Small Area Plan
- Small Area Plan for 44th and France Neighborhood Node
- Small Area Plan for 50th and France Neighborhood Node
- Small Area Plan for 70th and Cahill Neighborhood Node
- Greater Southdale District Plan

Chapter Highlights

Chapter 2: Community Profile provides data trends and future projections of basic demographic elements including population, housing, and employment. The intent is to provide context that will inform both the vision for growth in the community, and the recommended direction for policy.

- The City of Edina is expected to continue to grow in population, households, and jobs.
- Demographic trends such as an increase in children, as well as the overall aging of the population, will shape the future of the city.
- The population is still fairly racially homogenous and affluent, but is steadily becoming more diverse, particularly with newer and younger residents.
- Edina's population is older than the state overall, with more than one third of Edina households including at least one older adult.
- Edina's median household income is well above metro and state averages.
- Household sizes are declining overall, but there is evidence of the appeal of Edina to families with school aged children, with a large share of married couple families and one or both parents less likely to be working outside the home.
- The housing stock continues to diversify over time, though housing affordability remains a consistent challenge, especially for first time homeowners and seniors, due to very high land values.
- Edina retains its role as a regional employment destination, building on its centralized location and established economic base.

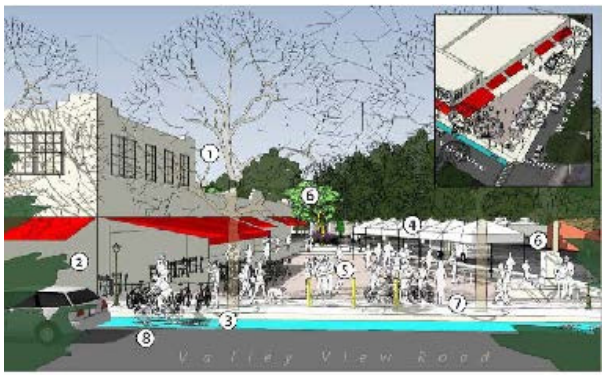
Chapter 3: Land Use and Community Design provides not only guidance for land use and development within the city, but some of the organizing principles for the city itself. This chapter also provides guidance for the character, scale, and built form of development.



- The land use vision for the City of Edina will guide the future distribution, mix, and intensity of uses to optimize the current and future vitality and livability of the community.
- The biggest land use changes in the city will be in targeted areas of change – including those identified through the small area planning processes. These places are potential opportunities for shifts in uses and intensities, supporting larger community goals.
- While much of the city's land area will not be targeted for change, it will not remain static or frozen in time. Continued investments in these primarily single-family areas are needed to maintain and update aging buildings and infrastructure to meet the needs of the people and businesses that use them.

- Overall community character and livability are greatly valued in Edina. There will be a continual need to balance protecting what is valued and responding to needed and ongoing changes.

- Land use bears a close and vital relationship to public infrastructure, utilities, and services. The City will need to plan and invest responsibly in these systems – both to maintain existing facilities and to provide new ones in response to changing and expanding needs. This is addressed in more depth in other chapters.



- Sustainability is an important value throughout this plan. In terms of land use, it has implications from the small scale (e.g. how buildings are constructed and maintained) to citywide (e.g. responsible use of resources, preparing a community to respond to climate change). This is addressed in more depth in other chapters.

Chapter 4: Housing provides an overview of (1) existing housing conditions, (2) trends and challenges related to housing, (3) discussion of future housing needs including the need for affordability, (4) goals and policies, and (5) an implementation plan.

- The housing vision for Edina will guide policies related to housing affordability, choice, quality, and community context.

- Affordability will remain a central issue and challenge for Edina in the coming years as it seeks to provide a range of housing options to meet the needs of Edina residents at all life stages and income levels.

- The City of Edina has taken proactive steps regarding affordability via its Housing Succession Plan and the subsequent adoption of its Affordable Housing Policy, but evaluation is needed to determine if this is sufficient.

- Changing needs and preferences in Edina regarding housing type, size, style, and location will have implications both in areas of change and areas of stability citywide.

- Interactions between housing and other community elements (including schools, employers, transportation, parks, retail and services, etc.) are critical to the long-term sustainability of the community.

- Safe, secure, and affordable housing is essential to the healthy development of individuals, families, businesses, and communities. The City of Edina recognizes the need to provide affordable housing to a broad range of people who live, work and attend school here. It serves to preserve, create, and maintain an equitable community that promotes racial/ethnic and socioeconomic diversity.

- Diversity of housing is essential to the creation of innovative and sustainable communities that will succeed in a rapidly changing society.

- Affordable housing is also a region-wide issue of vitality and sustainability. Regional vitality depends upon all municipalities, including Edina, providing their fair share of affordable housing.

Chapter 5: Transportation discusses the transportation network, its existing and planned future design, function, and operational characteristics. Current and future conditions are considered against three aspects of movement: (1) to and from, (2) within, and (3) through the City.

Edina is a nearly fully developed community, and the existing roadway network is essentially complete. Today's primary transportation planning focus is not on building new roads or new alignments but on:

- Renewing, managing, and improving the existing transportation system (network).

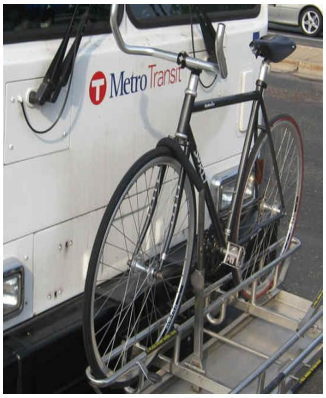
- Ensuring the transportation system can accommodate travel demand imposed by new developments.

- Improving the City's non-motorized transportation system to facilitate pedestrian and bicycle movement and increase active transportation.

- Supporting and encouraging transit use.

- Increasing safety for all modes and users.

- Implementing the City's Livable Streets Plan to ensure that the transportation needs of all users will be considered and all modes will be appropriately accommodated.



- Ensuring that the City will manage the existing and future transportation systems in an efficient and responsible manner to achieve livability, sustainability, and a high level of environmental quality.

Chapter 6: Parks, Open Space, and Natural Resources uses the following six key points to guide the development of goals and policies presented in this chapter.

- Commit a minimum of 15 percent of Edina's land area to be used as parks and green space. (As of the most recent census, we are right at this threshold.) Future standards will need to consider changing demographics along with population increases, as a percentage of land area is not necessarily a good measure or threshold.

- Prepare an updated Master Plan for all Community and Special Use parks to guide use, growth and future development. Every Park Master Plan will include an approach to best maintain, improve and promote its natural resources. Some parks will be developed from the removal of parking lots or buildings, where natural resources have long since been eliminated.

- Connect our neighborhoods via a Grand Rounds concept and in coordination with the Pedestrian and Bicycle Master Plan.

- Be intentional on the use of benchmarking to assess progress against strategic objectives.

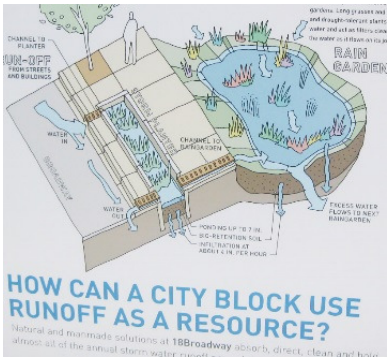
- Explore alternative funding models to support future growth and accomplishment of the Edina Park and Recreation Department Mission Statement: To create parks, facilities and programs that foster a healthy inclusive community. We accomplish this through creative leadership, collaborations, environmentally sustainable practices and the responsible use of available resources.

- Establish park facilities within a half mile distance of each Edina resident

Chapter 7: Water Resources provides a citywide perspective on all water resource utilities:

Sanitary Utility removes wastewater from residences, businesses, and institutions for treatment.

Stormwater Utility maintains resources and facilities for the citywide management of stormwater.



Water Utility treats and supplies drinking water to residents, businesses, and institutions.

- Improvements to the utilities are done according to established standards to meet expectation for high quality service.
- Concepts of one water, sustainability, and conservation guide the City in ongoing improvements to the systems.
- While the utility system is largely established citywide, it needs ongoing maintenance and renewal to continue to function.
- With regular maintenance and planned improvements, the water resource utilities will have adequate capacity to accommodate growth within the city through 2040, consistent with other sections of the comprehensive plan.

Chapter 8: Energy and Environment outlines existing conditions and progress to date on promoting more comprehensive recycling, smart building, and energy efficiency practices, as well as a framework for recommendations for the future to ensure the economic and environmental health of the community.

- The people in the City of Edina strongly value building and maintaining a sustainable environment, although that has not always been matched by actions.
- The City of Edina will take actions to address climate change, including greenhouse gas reduction and solid waste reduction.
- Climate change will have an increasing impact on Edina, as evidenced by a recent United Nations report as well as by atmospheric processes, land-atmospheric interactions, and greenhouses gases responses research studies carried out by the Department of Soil, Water, and Climate at the University of Minnesota.
- Sustainability aligned with equitable distribution of benefits should be a foundational element of the City's decision-making process.

Chapter 9: Community Services and Facilities inventories and examines existing services and facilities, identifies future needs, determines the requirements for maintaining and enhancing these services and facilities to meet Edina's growing and changing population. Community services and facilities are publicly-accessible resources that (1) Help make lives safer, healthier, and more enjoyable, and (2) Enhance skills and abilities to enable residents, workers, and visitors to lead more rewarding and productive lives. This chapter addresses Public Safety (Police and Fire) and Education / Lifelong Learning (Schools and Libraries).

- Population growth, demographic changes especially in the 65+ age category, a growing workforce, and an increased pace of redevelopment, especially in the Greater Southdale District, will require an increased public safety response, including consideration of alternative non-traditional styles of policing and addressing growing diversity through the lens of equity and inclusion.

- Increased building activity, primarily in the form of multi-unit residential and mixed-use structures, place high demands on both the Fire and Building Inspection Divisions of the Fire Department.

- Current and future redevelopment activities and the concomitant population increase in the Greater Southdale District point to the need to relocate and expand Fire Station No. 2 towards the northwest area of this District to address the rising increase in response times, and to accommodate additional Emergency Management Services (EMS) resources, possibly as a joint Police/Fire facility. Also, it is anticipated that in 5-10 years, there will be a need for (new) Fire Station No. 3 in the northeast quadrant of the City.

- Enrollment projections in the Edina Public Schools (ISD 273) do not point to a need to expand existing facilities. However, in recognition of the fast-paced redevelopment activity and the changing demographics in the Greater Southdale District, Edina Public Schools is monitoring these changes to determine the impact on future enrollment and the broader range of services they provide.

- Hennepin County Library plans no significant facility or programmatic change to the Grandview Library. However, Hennepin County Library does plan to replace the Southdale Library either on the northwest quadrant of its current 7.7-acre site on York Avenue or at a nearby location.

- An opportunity is identified for Hennepin County Library to partner with Edina Public Schools and others such as Fairview Southdale Medical Center, City of Edina Departments, Southdale Center Mall, Southdale YMCA, and Minnesota State University-Mankato at Edina to provide "outside-the-box" multi-generational and lifelong learning programs, especially in a re-location and re-design of the new Southdale Library to better match the pattern and character of the Greater Southdale District's evolution.

Chapter 10: Economic Competitiveness and Economic Development discusses Edina's important role in the regional economy by providing employment locations for high-wage industries in its business and industrial parks, and serving as a regional hub for health care, retail, hospitality, dining, and entertainment.

- Workplaces are changing and many are being designed to attract the next generation of workers. Edina's business and industrial parks are aging and there are opportunities for updating and revitalization.

- The health care sector is one of the fastest growing segments of the economy nationally and regionally. Growth is expected to continue as the large "baby boom" generation creates an increased demand for medical services. This has implications for the strong health care sector in the Greater Southdale area.

- The retail industry is experiencing significant transformation as consumer shopping patterns change. Retail stores and shopping centers are rethinking their role and exploring ways to adapt successfully.

- Smaller commercial nodes in Edina serve important functions in their neighborhoods, providing goods and services to area residents and building a sense of community and place. These are areas where smaller, locally-owned businesses typically find more affordable rents, property ownership opportunities, and access to a customer base.

- Goals developed for this chapter are focused on:
    - Revitalizing Edina's business and industrial parks
    - Capitalizing on expected growth in the health care sector
    - Attracting high quality employment opportunities
    - Successfully adapting to dynamic market changes in regional retail areas
    - Encouraging vibrant neighborhood commercial nodes
    - Ensuing the availability of a skilled, productive workforce
    - Expanding the city's broadband infrastructure and capacity

Chapter 11: Human Rights and Relations describes the Edina's goals and policies that have been developed to ensure that City departments, programs, officials and staff are working to "Build a Human Rights City with Race Equity For All." Before outlining these specific goals and policies, the chapter discusses the difference between "equality" and "equity;" two words, which at the surface, imply the same thing and are often used interchangeably. At a deeper level, however, these two words are related but have different meanings. Together, with equality as a base and equity as an aspirational end, they define how the City will operate to ensure that all residents are given the opportunities they need to enjoy and benefit from living in Edina.

One of the aims of this chapter is to ensure that steps are taken to ensure that the City looks at its departments, program, services, and practices through the lenses of equality and equity and, thus, truly established itself as a "Human Rights City." Of particular concern is equality and equity in the areas of: housing, community services and facilities, parks and recreation, and environment. Goals discussed in this chapter are focused on:

- Establishing a race equity plan.
- Ensuring equal access and opportunities for all residents.
- Ensuring that the City welcomes all members of the community to participate in its social, employment, economic, political, and recreational activities.
- Ensuring that the City supports and fosters economic equity and justice for all residents.
- Ensuring that economic harm should not be an intended or unintended consequence of City programs, initiatives, or activities.

Chapter 12: Health states that the mission of the Edina Public Health Division is to protect the health and promote the general well-being and welfare of the City's residents, and to prevent disease and illness in the community. This chapter provides a policy framework for continued progress on the division's mission and goals. This chapter also outlines a "health in all policies" approach wherein health is systemically addressed and included in policies throughout the plan.

- Edina strives for a high standard of health overall, although specific concerns and racial and economic disparities exist that need to be addressed.
- Understanding of health concerns is limited by the lack of community-specific data.
- Changing demographics and aging in the community will continue to change health outcomes and needs.
- Public health is impacted by a range of social and environmental factors that require a multi-faceted approach across all of the city.
- Health in all policies provides an approach to comprehensively address health concerns across the full city government in cooperation with partners.

Chapter 13: Heritage Preservation discusses the City's Heritage Preservation Commission and its ongoing efforts to recognize, honor, appreciate, and make accessible the City's past. It is the mission of the Commission to preserve the City's historically significant resources (sites, districts, buildings, and

objects) and ensure that they will be available for future generations to provide a sense of identity and continuity in a fast-changing world. It is the belief of the Commission that these things reflect and shape values and aspirations and thereby contribute to the City's identity.

This chapter describes the process by which historic resources gain Heritage Landmark designation, and provides a description of existing heritage resources and their historical contexts.

The city heritage preservation program, as well as its goals and policies, are organized into six program areas, reflecting the Secretary of the Interior's standards and guidelines for historic preservation as well as current professional practices in heritage preservation planning.

- Program Area 1 - Preservation Planning
- Program Area 2 - Identification of Heritage Resources
- Program Area 3 - Evaluation of Heritage Resources
- Program Area 4 - Designation of Heritage Landmarks
- Program Area 5 - Design Review and Compliance
- Program Area 6 - Public Education and Outreach

Chapter 14: Arts and Culture examines arts, creative expression, and culture in the City of Edina and the Arts and Culture Commission's efforts to tie these to the community in ways that will enrich residents and visitors and contribute to a high quality of living.

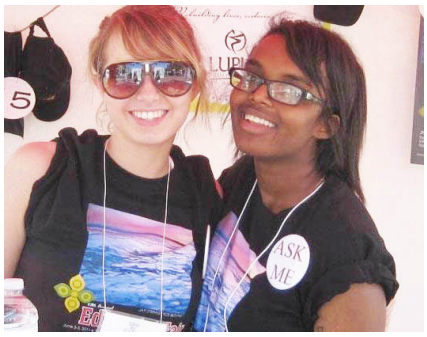
The following six goals were developed to guide the development of the Arts and Culture Commission's annual work plans for the next ten years:

Goal 1: Distribute and promote arts and culture across all of Edina to provide opportunities for people to come together in the creation and celebration of art and culture, building inclusive communities.

Goal 2: Leverage the Edina Arts and Culture Commission (ACC) to form strong and enduring collaborative partnerships between the ACC and other Edina commissions and associations to incorporate arts and culture into planning and implementation processes.

Goal 3: Improve and maintain dedicated spaces and venues for arts and culture; activate each with dynamic programming that includes a broad array of art forms and expressions accessible to all.

Goal 4: Expand and continue to drive awareness of and participation in Edina's Public Art program and art collection.



Goal 5: Establish a formal role for artists and other creative thinkers to participate in forward-looking plans for Edina.

Goal 6: Research, decide on, and implement the necessary funding and governance plans for supporting arts and culture in Edina.

Chapter 15: Implementation contains the recommended actions and activities that emanate from the goals and policies, along with timelines for completing them. Together, these actions, activities, and timelines define an overall strategy for executing the Comprehensive Plan.

This chapter describes the official controls (such as ordinances, and zoning and subdivision regulations), public programs and policies (such as the Affordable Housing Policy), funding partners, and fiscal devices (such as the Capital Improvement Program).

Also, this chapter designates implementation roles and responsibilities that will ensure implementation and efficient management of public infrastructure and investments.

Primary responsibility and decision-making authority lie with the City Council. Appointed Boards and Commissions provide oversight, input, and guidance related to focus areas for the community. City staff carry out implementation actions through departmental work programs and budgets. Many other organizations and agencies are an important part of the implementation process to achieve the intended outcomes. Examples of these include Hennepin County, the Edina School District, Hennepin County Library, Nine Mile Creek Watershed District, Minnehaha Creek Watershed District, adjacent cities, and various neighborhood groups and community associations in Edina.

I. Introduction and Vision

Introduction

Edina is a preeminent place for living, learning, raising families, and doing business. A strong and healthy community grows and evolves in response to its residents' needs and wants; changing demographics; emerging social needs; environmental awareness; advances in technology; and market-based trends, realities, and demands. Additionally, communities within the Twin Cities metropolitan area, in order to maintain and ensure the future health and prosperity of the region, grow in response to thresholds identified by the Metropolitan Council. These are the premises upon which this 2018 Comprehensive Plan Update is based.

Regional Planning

Minnesota State law requires that cities' comprehensive plans must be reviewed and updated at least once every 10 years. The updated Edina Comprehensive Plan must be submitted to the Metropolitan Council by December 31, 2019 or according to a date acceptable to the Council if later than December 31. This Comprehensive Plan will fulfill the City's responsibilities in growth management as required by the Metropolitan Land Planning Act (Section 462.355, Subd. 4, 473.175, and 473.851 to 473.871), in concert with *Thrive MSP 2040*, which presents the Metropolitan Council's vision for Twin Cities metropolitan area (our region) over the next 30 years. Adopted on May 28, 2014, *Thrive MSP 2040* anticipates future needs in the region and identifies each community's role and responsibility in bringing the region's vision to life.

About Thrive MSP 2040

Under state law, the Metropolitan Council prepared *Thrive MSP 2040* as the long-range plan for the Twin Cities region. This plan set the policy foundations for systems and policy plans developed by the Council, specifically for four regional systems:

- Housing (Chapter 4)
- Transportation (Chapter 5)
- Regional parks (Chapter 6)
- Water resources (Chapter 7)

In accordance with the Metropolitan Land Planning Act, the City of Edina's 2018 Comprehensive Plan Update duly responds to regional mandates.

Resilience

Resiliency is having the capacity to respond, adapt, and thrive under changing conditions. Consideration of vulnerabilities - and responses to those vulnerabilities – can only strengthen a community's ability to prepare for and respond to unforeseen occurrences. Toward that end, *Thrive MSP 2040* additionally encouraged communities within the region to plan for climate change, for example, and to develop climate mitigation strategies as part of their comprehensive plan updates. It was suggested that climate-related strategies might: (1) promote land use and development patterns that will contribute toward achieving Minnesota's adopted greenhouse gas emissions goals or (2) recognize changing rainfall patterns that require additional storm water management capacity.

While resilience was not identified as a required element in comprehensive plan updates, the City of Edina elected to include a vigorous discussion of current conditions, goals, and polices that will better

position the City to meet climate-related challenges in a proactive manner. (See Chapter 8: Energy and Environment.)

Economic Competitiveness

As with Resilience, consideration of the region's ability to compete in a global economy was not identified as a required element in the comprehensive plan updates. The City of Edina, nonetheless, elected to address its responsibility to the region through consideration of factors that drive the regional economy and how, by aligning itself appropriately, regional and local economic benefits can be realized. (See Chapter 10: Economic Competitiveness and Economic Development.)

While the Metropolitan Council does not assume an active role in economic development, the Council's role in providing regional infrastructure, services, and amenities that serve as a foundation for economic growth is intended to align with and support ongoing economic development efforts to the greatest extent possible. As acknowledged in *Thrive MSP 2040*, regional economic competitiveness is a core element of the region's sustained prosperity. Collectively, cities in the region must provide great locations for businesses to succeed; particularly for those industries that export products or services beyond the metropolitan area and bring revenue and jobs to the region. Chapter 10 recognizes and plans for Edina's responsibility to the region (*and its local economy and tax base*) by addressing its ability to retain, attract, and grow businesses that bring wealth into the community and region. Developed in Chapter 10 are goals for retaining businesses and industries located along major transportation facilities and strengthening relationships with organizations such as Greater MSP, economic development authorities, industry associations, the Minnesota Department of Employment and Economic Development (DEED), and chambers of commerce.

Local Planning

The City of Edina currently uses its 2008 Comprehensive Plan to guide its policy-making and decisions. However, as Edina moves towards the future, the needs of the City and its residents will change. The changes need to be reflected and addressed in an updated Comprehensive Plan to better serve the community, i.e. its current citizens and those new residents and businesses that will come here in the future. Thus, the 2018 Comprehensive Plan Update has not only been prepared to meet requirements codified in State statutes but also (*and as importantly*) to define and reinforce local concerns and preferences for life in Edina. This update is largely about the City, its residents and visitors, its workforce, its residential areas, its commercial areas, and its design and appearance.

Areas of Change

As a fully developed first-ring suburb of Minneapolis, Edina, at nearly 16 square miles in area, is largely built with established land use patterns. It is anticipated that the majority of uses and development patterns will not change. Approximately 93 percent of the City's land area will be unaffected by the 2018 Comprehensive Plan Update.

The 2008 Comprehensive Plan, however, did identify six areas within the community where change was anticipated to occur. This update to 2008 plan followed direction provided earlier by recognizing existing land use would remain constant except for the following six nodes:

- Wooddale & Valley View
- GrandView
- 44th & France
- Greater Southdale

- 70th & Cahill
- 50th & France

A development framework plan was prepared for one of these areas (the GrandView District) in 2012, and small area plans were developed for four of the areas (Wooddale & Valley View, 44th & France, 70th & Cahill, and 50th & France) between 2015 and 2019. A district plan was developed for Greater Southdale in 2018. These plans were developed to provide guidance for the changes expected to occur: guidance in the areas of land use, density, transportation, economic vitality, and design and appearance. Outcomes from the framework plan and the small area and district plans have informed and influenced the development of both Edina's locally-focused and regional planning. These small area and district plans are incorporated by reference in the 2018 Comprehensive Plan Update and can be accessed electronically with hyperlinks.

Relationships Across Local Systems

As directed by the Edina Planning Commission and the City's other commissions, an important focus of this 2018 update has been placed on the relationships that exist across the City's systems. Viewed as opportunities to design programs and provide services more efficiently and effectively, enhanced integration of the City's various departments and divisions presents potential to further enhance the community's livability. Efforts to call attention to these relationships are presented in the plan's goals, policies, and implementation steps; through hyperlinks; and in a matrix shown in the Appendix that shows where and how the City's systems and programs can be better linked.

Edina: A Community of Learning

An additional focus of Edina's local planning is "EDUCATION." The quality and achievement levels of Edina's public schools are highly regarded in the State of Minnesota, and this element of life in Edina has long served as a major attraction for families who decide to move to the community. But the Planning Commission has asked, "Why should high quality education be limited to the public schools? Shouldn't education be woven into the fabric of the community in as many ways as possible; in artistic and cultural expressions, in the parks, in public infrastructure, in community gatherings, in community health, in policing, in heritage preservation, etc.?" Thus, goals, policies, and implementation steps presented in this plan update place an emphasis on information sharing, exhibitions, communication, and expanding residents' awareness of how the City works, how it has been and will be developed, and the interrelatedness of its program and services.

Each chapter of the plan includes examples of how EDUCATION and the benefits of learning can be extended beyond the formal classroom, across generations, and into the fabric of the community.

How the Comprehensive Plan Update was Prepared

Comprehensive Plan Task Force (Planning Commission) and Work Group

According to Edina City Code (Sec, 805.02, Subd, 1), the Planning Commission is responsible for preparing, reviewing, and making recommendations on the Comprehensive Plan, including its required updates. The Comprehensive Plan Task Force, comprised of residents who are currently on the Planning Commission, oversaw the preparation of the updated Comprehensive Plan and addressed both the Metropolitan Council's regional planning requirements and local planning concerns.

The City's local planning efforts documented in this Comprehensive Plan update were predominantly focused on five small area plans and one district plan. Work Groups made up of community members appointed by City Council guided the small area plan and district plan studies and the development of

the plans. Two members of the Comprehensive Plan Task Force co-chaired each of the five Small Area Plan Work Groups, and three members of the Comprehensive Plan Task Force participated with the Greater Southdale District Plan Work Group. Work Group meetings were attended by City staff and consultants.

Each Work Group conducted a series of internal work sessions (which were opened to the public) as well as community meetings where members of the public could participate and provide input. These meetings are documented in the five small area plans and the district plan, which are posted on the City's website.

- GrandView Development Framework (2012)
  https://www.edinamn.gov/DocumentCenter/View/3984/Grandview-Development-Framework-FINAL-April-2012-lo-res?bidId=

- Small Area Plan for the Wooddale-Valley View Neighborhood Node (2015)
  https://www.edinamn.gov/DocumentCenter/View/1051/Wooddale-Valley-View-Plan-PDF?bidId=

- Greater Southdale District Plan (2018)
  https://edinamn.gov/DocumentCenter/View/5645/Greater-Southdale-District-Plan-11-15-18-DRAFT-

- Small Area Plan for the City of Edina's 44th & France Neighborhood Node (2018)
  https://edinamn.gov/DocumentCenter/View/4467/Revised-Draft-Plan--44th-and-France-Small-Area-Plan--February-21-2018

- Small Area Plan for the City of Edina's 70th & Cahill Neighborhood Node (2018)
  https://www.edinamn.gov/DocumentCenter/View/5955/View-the-70th--Cahill-plan-adopted-January-8-2019-PDF

- Small Area Plan for the City of Edina's 50th & France Neighborhood Node (2019)
  https://www.edinamn.gov/DocumentCenter/View/6158/50th--France-Small-Area-Plan-Draft-22119?bidId=

The small area plans and the district plan, by virtue of their incorporation by reference, carry the full weight and authority of other elements of the Comprehensive Plan.

2015 Visioning

Edina's Mission and Vision

While work on the first small area plan (Wooddale/Valley View) began in September 2014, an important early step in developing the 2018 Comprehensive Plan began a month earlier in August of the same year. That is when the City contracted Future iQ, an international firm specializing in future visioning, to lead a process through which residents, organizations and businesses would explore:

- What is unique and important about living in Edina?
- Where is there opportunity or need to evolve or change?
- How can we continue to progress to keep the City relevant and attractive to current and future residents and businesses?
- What is our competitive edge?

The visioning program conducted by Future iQ would continue until May 2015, when the final visioning document (*City of Edina Strategic Vision and Framework*) was approved.[1]
https://www.edinamn.gov/DocumentCenter/View/1629/Strategic-Vision-and-Framework-PDF?bidId=

The City's mission and vision statements are provided below.

> ***Mission Statement:***
> *"Our mission is to provide effective and valued public services, maintain a sound public infrastructure, offer premier public facilities and guide the development and redevelopment of lands, all in a manner that sustains and improves the health and uncommonly high quality of life enjoyed by our residents and businesses."*
>
> ***Vision Statement:***
> *"Edina holds a well-earned reputation as a city of choice. It is the model of a successful, mature, and progressive urban community, that strives to lead in a modern and evolving world. We maintain our heritage and attractiveness, and afford our residents the highest quality of life, while actively embracing the future."*

The visioning process conducted by Future iQ included extensive community outreach activities (focus group meetings, community-wide surveys, think tank meetings, community meetings, etc.) and demonstrated wide spread community support for the vision and strategic framework. Eight strategic focus areas identified in *City Of Edina Strategic Vision and Framework* are listed below.

- Residential Development Mix
- Transportation Options
- Commercial Development Mix
- Live and Work
- Educational Focus
- Population Mix
- Environmental Stewardship
- Regional Leadership

Bridging Edina's Vision and Comprehensive Planning

With Edina's vision document already two years old, there was a desire to give community members an opportunity to revisit *City of Edina Strategic Vision and Framework* and provide additional opportunities to define a future vision for the City. It was determined by the Edina Council that earlier visioning outcomes should be revisited in two workshops in order to ensure a bridge between the City's vision and the 2018 Comprehensive Plan Update, prior to actually launching the comprehensive planning process.

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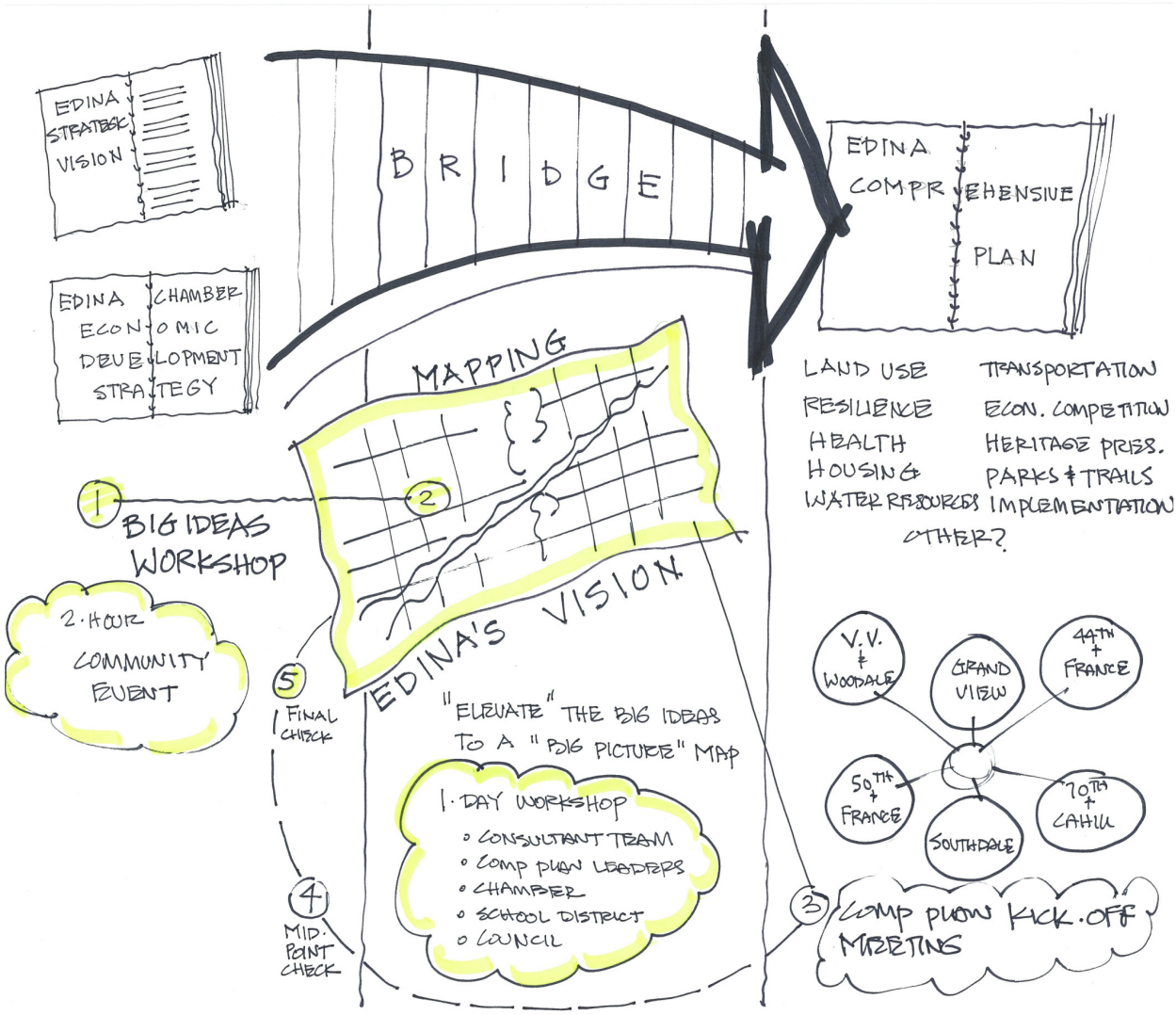
[1] Planning studies and the development of plans typically begin with visioning exercises. With a visioning statement already developed, work on this Comprehensive Plan update (i.e., small area and district planning and regional planning) began in January 2017 without the customary visioning activities.

The diagram below illustrates relationships between visioning, the previous (2008) Comprehensive Plan, small area planning, and the 2018 Comprehensive Plan Update.

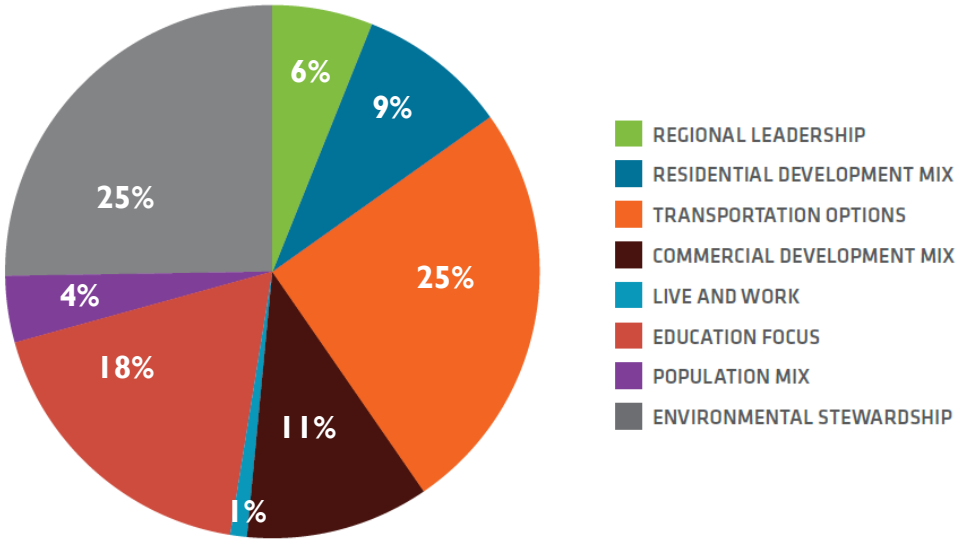


Big Ideas Workshop and Mapping Edina's Big Ideas

The purpose of the first workshop, held April 19, 2017 was to encourage new "Big Ideas" and connect them to the eight key strategic focus areas cited above with an ultimate goal of propelling Edina toward its "Nodes and Modes" preferred future. The purpose of the second workshop, held on April 22, was to determine where and how earlier defined "Big Ideas" would be located on the landscape of the City.

The Big Ideas Workshop began with a review of major conclusions reached in earlier in *City of Edina Strategic Vision and Framework*. Participants were asked to rank which major strategic focus areas should be a priority for innovation in Edina over the next 5 years. Participants ranked Environmental Stewardship (25%) and Transportation Options (25%) as the top two innovation priority areas, followed

by Education Focus (18%), Commercial Development Mix (11%), Residential Development Mix (9%), Regional Leadership (6%), Population Mix (4%), and Live and Work (1%).



Next participants were asked to identify Big Ideas under each strategic focus area and then rank them. The Big Ideas with the most votes, under each focus area, are listed on the following pages.

The Big Ideas that are reported on the following pages are just some of the projects and initiatives that might be implemented in Edina. It is anticipated that other Big Ideas will emerge; some in response to needs, threats, and constraints, and others in response to opportunities, new technologies and innovations. It is not possible to identify all the Big Ideas that will be implemented as time progresses and as Edina changes over time.

The important "take away" from the Big Ideas workshop sessions was the earlier identification of key strategic focus areas and the community's recognition that they are relevant, as corner stones, of actions that will be taken as the City moves forward…. and that each Big Idea is connected to a larger strategy that encourages exploration, investigation, customization, fine tuning and refinement, and ultimately a commitment to implement.

Transportation

Grand rounds and Promenade extension

Less use/no use of car – Ability to get around without a car

Public transportation Circulator bus

Quiet multi-modal multiple connectors between nodes

LRT Streetcar – France Avenue

Environmental Stewardship

Community gardens (and farm?) with master gardeners available as 'coaches' or mentors; raise chickens together

National leader on sustainable building codes; think materials, sustainability, energy, light pollution

Required organics and yard waste

Start City department of Forestry and Natural Resources

Useable green spaces as much as possible

Education Focus

Multi-generational learning opportunities, ex: community gardens

Affordable advanced education

Life-long Learning (ideas center), Art, Culture, and Religion

Multi-generational learning from institutions of higher learning

All students know coding by age 14

Education everywhere all the time in every aspect of community (mentorship connections)

Commercial Development Mix

Mixed use areas, with neighborhood commercial nodes – gathering palaces, art galleries, gardens cluster big buildings but keep neighborhood small scale

Sustainably repurpose buildings you can walk to for social gatherings and neighborhoods

Bring in more high speed fiber and more cutting edge infrastructure (less financial services, move high Tech)

New business green credits/encourage business to build green

Make commercial development throughout Edina walkable; Destination nodes

Housing and Residential Development Mix

Affordable housing that is really life cycle housing; values behind that are socio economic (equity), balance and diversity

Neighborhoods all need a node. Nodes should all be different.

Co-operative housing; separate living spaces that include communal areas such as gardens, kitchens, gathering spaces

Affordable single family homes

Less soccer fields, use less lights that are not suitable for small neighborhoods

Regional Leadership

Create annual Edina IDEAS Conference

Collaborative partnership with neighbors/adjacent communities

Arts: Edina needs a museum, live theatre, and/or other arts destinations

JFK Quote "To whom much has been given much is expected." - "Create City Regional Leadership Mission"

More collaboration with the cities that border Edina; sharing goals and working on problems

Education makes us national leader, not just in our schools – So promote our innovations aggressively and pervasively

Population Mix

Increase attractive infrastructure and environment for people 18-29

Affordable housing; revisit density/building height issues

Encourage cradle to grave neighborhoods with diverse ethnic backgrounds; Full spectrum age and diverse ethnic neighborhoods

Re-Prioritize things to make Edina a very 'happy' place to live: National Happiness Index? Report Annually

More diverse housing options within each node

Preserve socio-economic balance; no super-wealthy segregation; more racial/ethnic diversity and multicultural celebrations

Live and Work

Tax relief/Incentives for telecommuters – benefits the community not to be on the roads

Wi-Fi (city-wide)

Campus grouping and jobs and housing with environmental amenities and attention to Beauty (low-scale residential and business)

Enable live and work nodes attractive to emerging technology and medical device companies

Independent City news source – electronic version? Newspaper? Wi-Fi for City

Participants in the Big Ideas Workshop

The Mapping Workshop engaged participants in an exercise where they identified important locations on a map of the City. Three mapping exercises were completed, and each was followed by a discussion where participants were able to comment on outcomes from the mapping and report on observations. The three mapping exercises were:

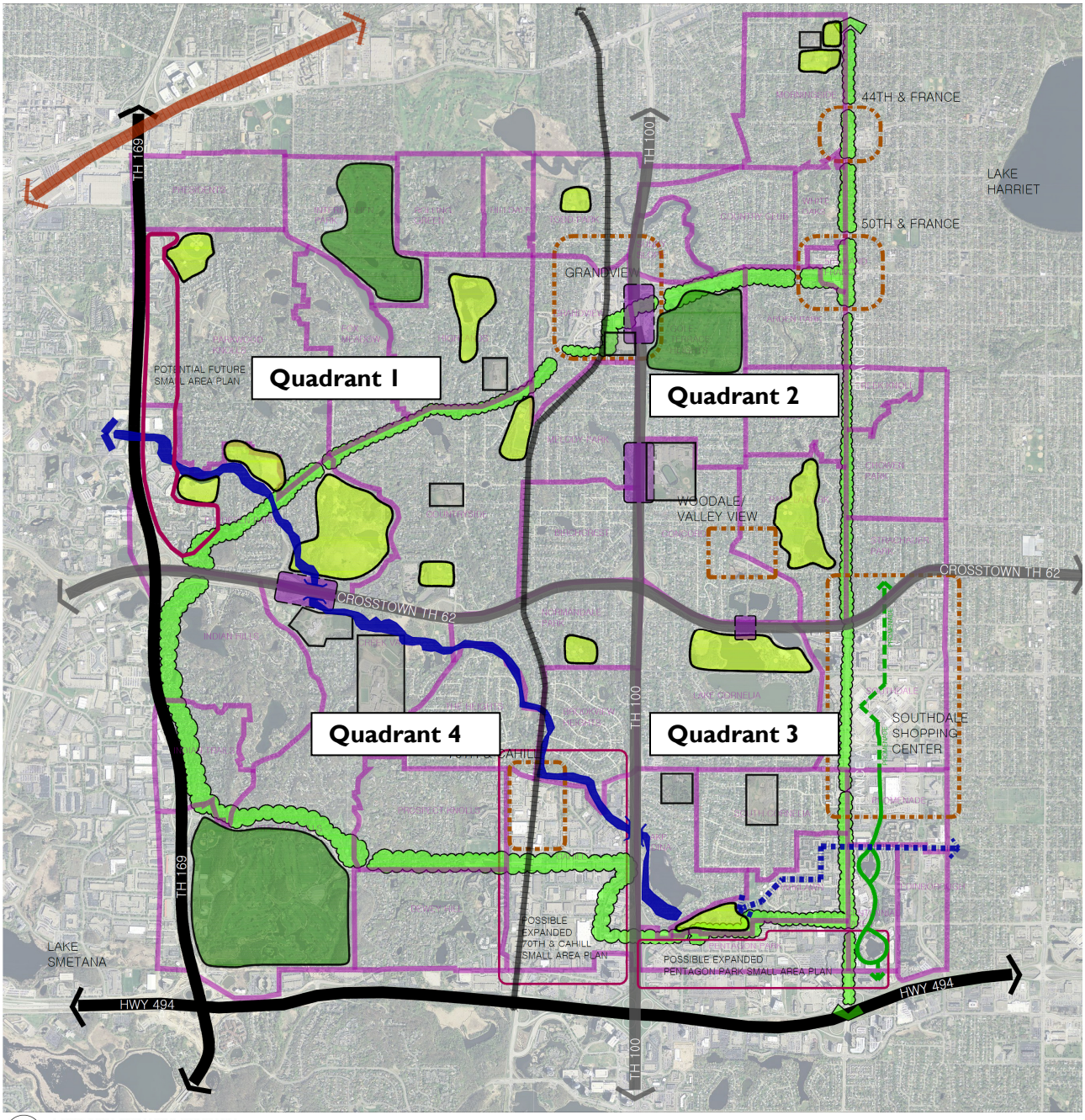
1. Where is important to me in Edina? (I.e., identify nodes)
2. How do I travel to important places? (I.e., identify modes)
3. Where Big Ideas should be implemented? (I.e., where are opportunity sites, where are opportunities to link Big Ideas, and does this reinforce Edina's future vision?)

Presented on page 1-13 is a City of Edina aerial base map that shows **four quadrants** that are defined by north/south Trunk Highway (TH) 100 and east/west TH 62 (aka Crosstown Highway); Quadrant 1 – Northwest Edina, Quadrant 2 – Northeast Edina, Quadrant 3 – Southeast Edina, and Quadrant 4 – Southwest Edina.

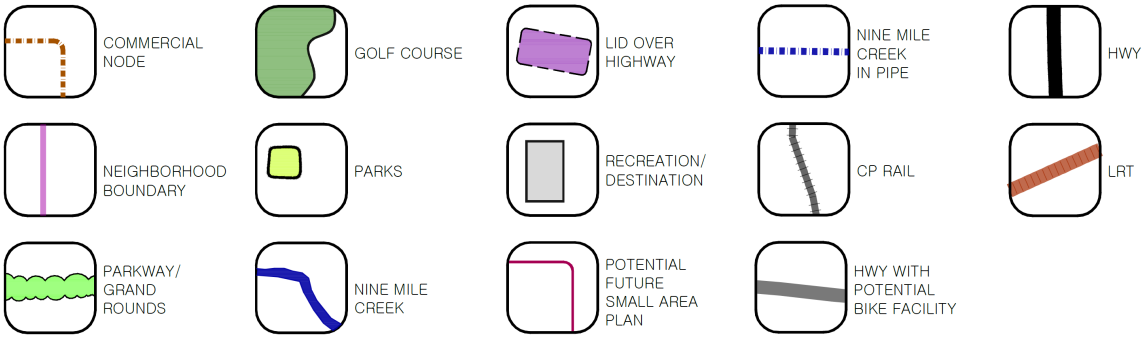
The map identifies the following physical features that form a framework for considering the where some of Edina's Big Ideas could possibly be addressed in the comprehensive plan.

- Six existing small areas (activity centers/nodes):
  - 44th/France
  - 50th/France
  - Grandview
  - Wooddale/Valley View
  - 70th/Cahill
  - Greater Southdale
- Three potential small areas for future consideration:
  - Lincoln/169/near Eden Prairie
  - Expanded 70th/Cahill
  - Pentagon Park
- Parks and Nine Mile Creek
- Golf courses
- Recreation destinations
- Canadian Pacific Rail alignment
- Southwest LRT alignment
- TH 100 and TH 62 with adjacent pedestrian and bicycle paths
- Pedestrian and bicycle lids over TH 100 and TH 62 to re-connect the city's four quadrants
- Conceptual parkway (Edina Grand Rounds) alignment that forms a ring around the city and a ring within each quadrant

In support of the fundamental element of Edina's future development, existing and potential future small areas and recreation destinations (nodes) are linked by the parkway system (pedestrian, bicycle, and transit modes).



1 LAND USE ANALYSIS DIAGRAM



Edina's Big Ideas by Quadrant (all participants' comments are shown below)

1

- Bike/Ped bridge over TH 169
- Protected bike trail to/from City Hall
- Community park, co-op, restaurant, and coffee shop
- Pocket neighborhoods
- Access to LRT for bikes/peds
- Safe bike paths
- Eliminate buckthorn
- Parking and dog park for Weber Woods

2

- Wellness clinic at 44th/France , 50th/France, and Wooddale/ Valley View
- Gateway into Wooddale/Valley View
- Coffee shop and neighborhood gathering centers at Wooddale/Valley View
- Freeway lid over TH 100 at Grandview
- No "un-used" city land at Grandview
- Improve Valley View Parkway linkage to Rosland Park
- No more six story mixed use buildings

4

- Live/work at 70th/Cahill
- 70th/Cahill redevelopment as activity center
- Medium density residential with more activity
- 70th/Cahill should be walkable and connected
- Variety of housing types (townhomes, duplexes, affordable.
- Medium density housing
- Start up office space with affordable rents
- Access to LRT and Methodist Hosp on intra-city transit line (CP Rail)
- Trail around circumference of Braemar
- Nine Mile Creek trail should be developed
- Mixed use ground floor commercial and retail; second and third story residential
- "Maker space" and incubator uses

3

- North/south bike corridor that avoids France, from 50th to Centennial Lakes
- Technology center campus uses with hotel
- High tech, innovation sub-divided for small tenants
- Events facilities for conferences
- Education-focused uses
- Full, safe bike/ped access to/from and within Southdale
- Extend Promenade to Strachauer Park
- East and west promenades
- Low scale townhomes/duplexes
- Affordable housing
- Integrated node: Southdale, Pentagon Park, and Fred Richards
- Communities center with YMCA
- Break up Southdale into parcels where affordable housing can be constructed
- Break up Southdale to allow small retail shops and housing
- Artist destinations and arts focus
- Regional leadership

Edina's City-Wide Big Ideas (all participants' comments are shown below)

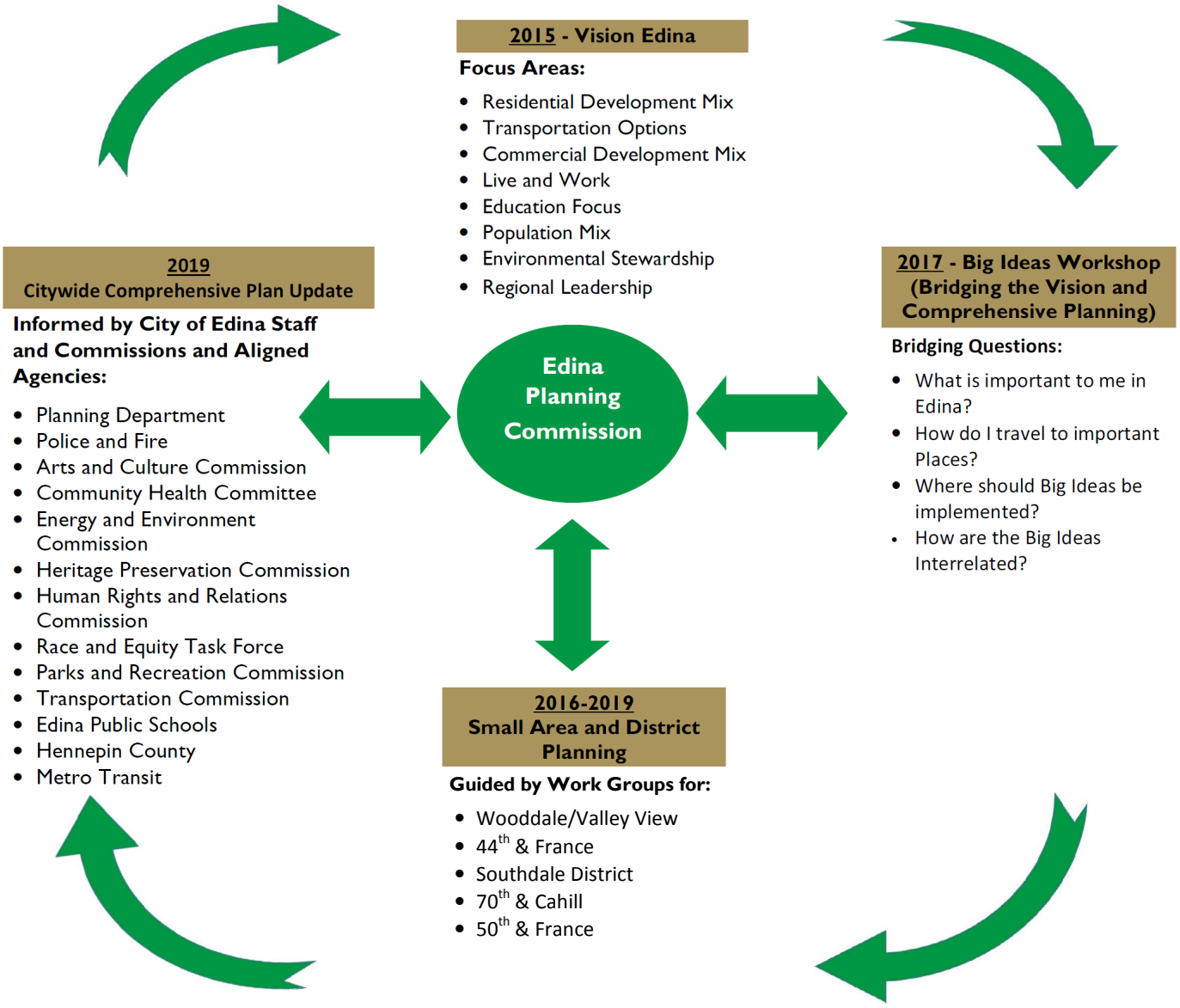
1 2 3 4

- All neighborhood parks should have community centers
- A Grand Rounds should be developed to allow people to walk and bike around the city
- A transit circulator that links nodes should be implemented
- Access guards for children walking/biking to school
- Educational activities should be everywhere for all ages, including elementary, high school, post-secondary
- Nature parks with educational focus should be developed along a Grand Rounds
- Wellness centers should be developed throughout the city that provide services including daycare, early childhood education, eldercare, and primary health care
- Housing diversity to allow wider diversity in the city's population mix
- Community meeting facilities are needed

Comprehensive Planning Begins

With work completed ensuring that Edina's vision for the future was reinforced and further defined relative to issues to be addressed, desired directions, and locations identified where capital improvements should be implemented and land use changes would be supported, work on the small areas plans could begin.

City of Edina 2018 Comprehensive Plan Update Planning Process



How to Use this Comprehensive Plan

The City Council and City departments use the Comprehensive Plan to make land use and development decisions, to initiate studies and develop programs built around the policies outlined in the Comprehensive Plan, and to establish annual goals, work programs and priorities, including Capital Improvement Plans. It will be the primary responsibility of the Planning Department to ensure that the Comprehensive Plan is consulted and its policies followed.

The Planning Commission uses the Comprehensive Plan as the basis for its deliberations and decisions regarding review of development applications and for its recommendations to City Council. Most

importantly, this Comprehensive Plan provides guidance to those preparing zoning and other ordinance changes, whether as part of implementation of this Comprehensive Plan or as additional requests for ordinance changes arise in the future.

Edina's other advisory commissions should use the Comprehensive Plan to guide their goal-setting and programs.

It is a Metropolitan Council requirement that the Comprehensive Plan will be shared with neighboring municipalities, regional and state agencies, educational and health care institutions, and other public and private entities, as a means of educating and informing them about Edina's vision and plan for shaping growth and change.

The Comprehensive plan is intended to help property owners, residents, businesses, and developers understand the kind of community Edina aspires to be and, in this case, Edina's Comprehensive Plan goes further to suggest how equity becomes a foundational component of creating a more welcoming and complete community.

2. Community Profile

Chapter Highlights

- The City of Edina is expected to continue to grow in population, households, and jobs.
- Demographic trends like an increase in children, as well as the overall aging of the population, will shape the future of the city.
- The population is still fairly racially homogenous and affluent, but it steadily becoming more diverse, particularly with newer and younger residents.
- Edina's population is older than the state overall, with more than one third of Edina households including at least one older adult.
- Edina's median household income is well above metro and state averages.
- Household sizes are declining overall, but there is evidence of the appeal of Edina to families with school aged children, with a large share of married couple families and parents less likely to be working outside the home.
- The housing stock continues to diversify over time, though housing affordability remains a consistent challenge, especially for first time homeowners and seniors, due to very high land values.
- Edina retains its role as a regional employment destination, building on its centralized location and established economic base.

Definition: Forecasts

The 2040 population, household, and employment forecasts for Edina were derived from a regional forecast developed by the Metropolitan Council. The forecasting process considered the region's position within the national economy, focusing on economic growth and how that drives population growth.

Once the regional forecasts were completed, additional modeling was used to assign growth to specific communities. This analysis considered how demographics, policies, and land availability affect real estate decisions.

The City of Edina has worked with the Metropolitan Council to further refine the initial forecasts, based on more detailed community knowledge. The forecasts have been adjusted since the 2015 System Statement values based on observed growth trends and expectations.

Introduction

This section of the comprehensive plan provides data trends and future projections of basic demographic elements including population, housing, and employment. The intent is to provide context that will inform both the vision for growth in the community, and the recommended direction for policy. Historical data are provided where possible to show how the city has changed over the past few decades, and suggest how things may continue to change in the future.

Planning Context

Since the early days of the community, Edina has been on the forefront of planning for the city's growth and change. In 1928, it was the first village in the state to appoint a planning commission and in 1957, it was the first municipality to hire a full-time planning director. The city's purview has covered everything from neighborhood character to major development projects, such as the nation's first enclosed regional mall.

In terms of more recent planning history, this comprehensive plan updates the City's 2008 Comprehensive Plan. Since that plan was completed, there have been a number of other city plans that focus on particular topics, and inform the development of this comprehensive plan

update. In particular, the City as part of this most recent comprehensive plan update chose to undertake a series of small area plans for key areas of growth and change throughout the city. These provide additional detailed guidance for comprehensive plan topics in the areas of the city that are most likely to see redevelopment and infill.

These plans and policies have been used to inform the development of this comprehensive plan update:

- Active Routes to School Comprehensive Plan (2014)
- Vision Edina Community Benchmark Profile, Scenarios, and Engagement Report (2014)
- Vision Edina Strategic Vision and Framework (2015)
- GrandView Development Framework (2012)
- Small Area Plan for the Wooddale-Valley View Neighborhood Node (2015)
- Affordable Housing Policy (2015)
- Living Streets Plan (2015)
- Electricity Action Plan (2016)
- Pedestrian and Bicycle Master Plan (2018)
- Greater Southdale District Plan (2018)
- Small Area Plan for the City of Edina's 44th & France Neighborhood Node (2018)
- Small Area Plan for the City of Edina's 70th & Cahill Neighborhood Node (2018)
- Small Area Plan for the City of Edina's 50th & France Neighborhood Node (2019)

Planning Area Designation

Edina is designated as an **Urban** community in the Metropolitan Council's *Thrive MSP 2040* plan. **Figure 2.1** shows the extent of this designation for the city, as well as that of surrounding communities. The Metropolitan Council uses these designations to guide regional growth and development, establish land use expectations including overall development densities and patterns, and outline the respective roles of the Council and individual communities, along with strategies for planning for forecasted growth. As stated in the regional plan:

> Urban communities experienced rapid development during the post-World War II era, and exhibit the transition toward the development stage dominated by the influence of the automobile. Urban communities are expected to plan for forecasted population and household growth at average densities of at least 10 units per acre for new development and redevelopment. In addition, Urban communities are expected to target opportunities for more intensive development near regional transit investments at densities and in a manner articulated in the 2040 Transportation Policy Plan.

This designation informs how the city will to grow. This involves determining the type of housing and employment uses that are appropriate for the community and can accommodate the forecasted growth, and how this relates to plans for transit and other infrastructure and public services.

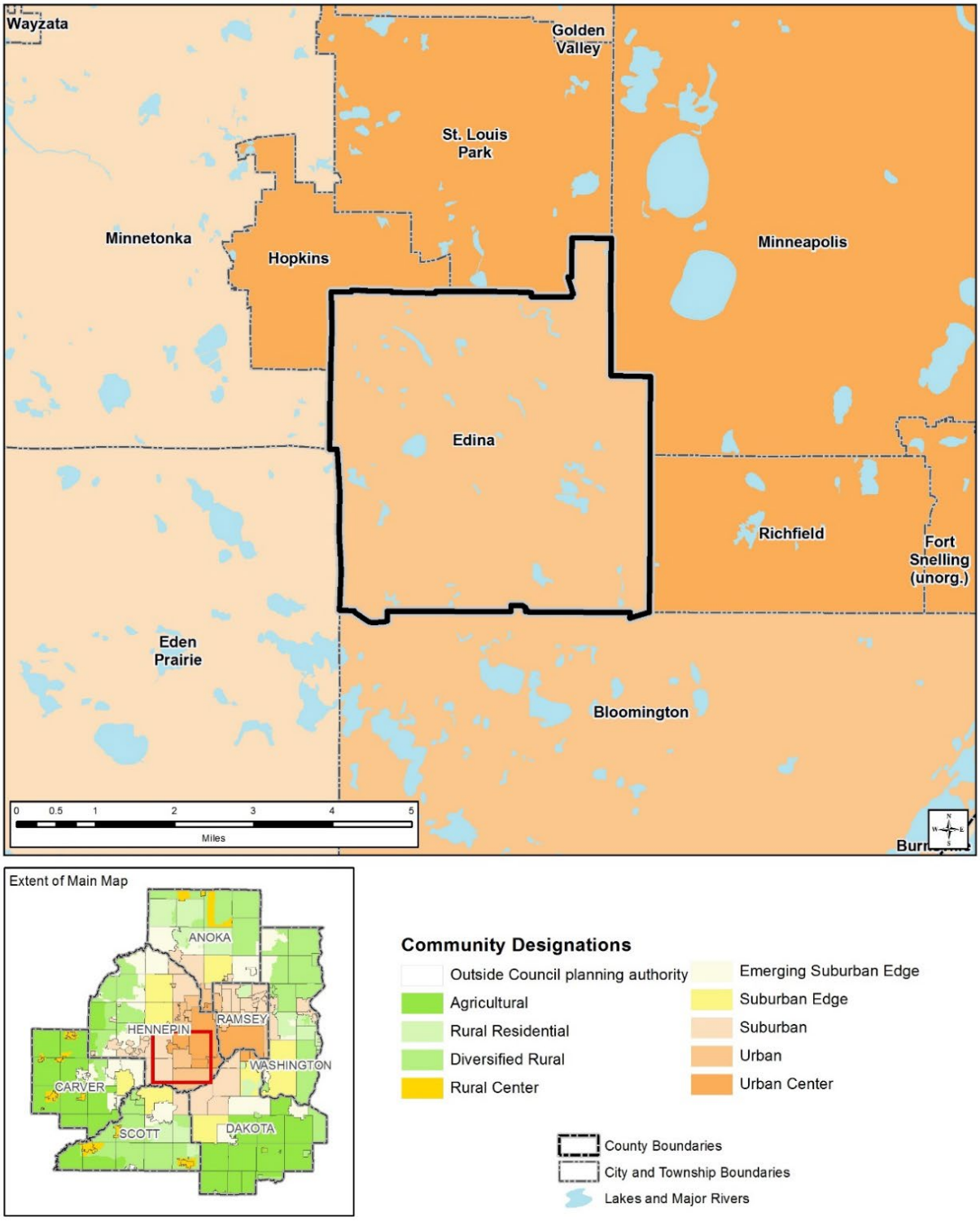


Figure 2.1: Community Designation

Forecasted Growth

Population, household, and employment forecasts are long range projections of expected growth, largely based on market-driven assumptions. The Metropolitan Council undertakes these for the seven-county metropolitan area as part of their regional planning mandate. The forecasting process analyzes the seven-county region's position within the larger, national economy. The region's business conditions and competitive advantages determine economic and employment levels which, in turn, drive population growth by attracting people to the Twin Cities. Additional land use modeling locates future population, households, and employment in specific communities within the region. The model looks at how demographics, regional policies, and available land affect real estate supply and demand.

Forecasts are meant to be realistic assumptions that can be used to guide investments in infrastructure and public services. They are not goals, aspirations, or targets. At the regional level, they are used to forecast resource needs for regional parks, transportation, and water resources, as well as to direct investments in affordable housing. At the local level, they can also be used to forecast need for capital improvements, public services, and other public investments to ensure that the community is fiscally sustainable and maintains a high quality of life.

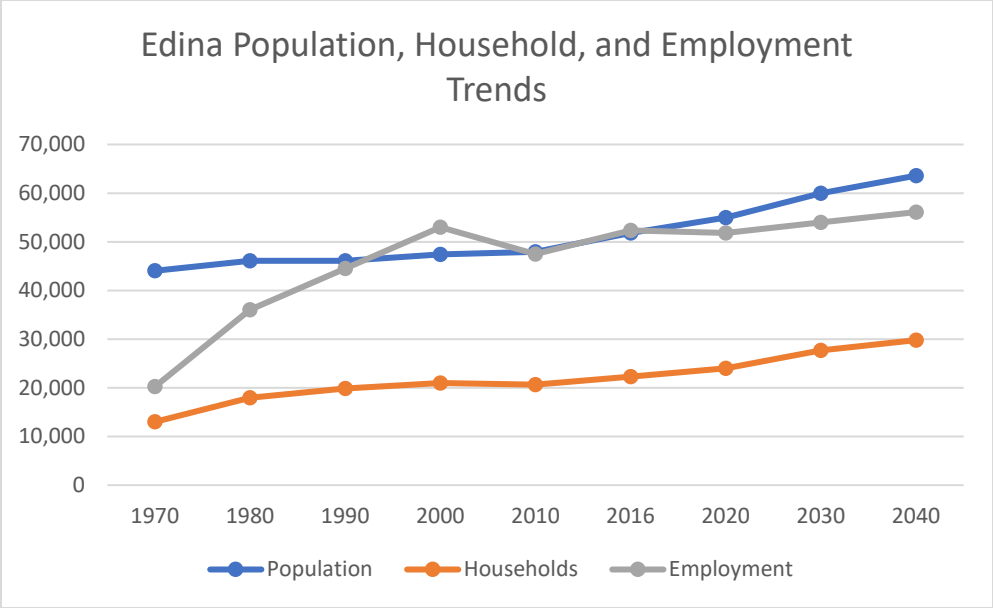
The Metropolitan Council periodically adjusts forecasts based on new data, to ensure they are as accurate as possible. The forecasts used in this plan have been modified from Edina's 2015 System Statement totals, reflecting new information about development that has occurred since 2015. Specifically, the near-term development in Edina and several other cities has outpaced initial estimates due to a robust economy, particularly in terms of market demand for new multifamily housing in developed communities. The modifications shown here were recommended by Metropolitan Council staff to ensure that actual population, household, and employment totals would not outpace the forecasted ones. As Edina is already fully developed, this plan reflects how expected increases in population, households, and jobs will be accommodated through redevelopment and infill within designated growth and change areas.

Historical population and household growth trends in Edina have been fairly steady since 1970. Employment, after surging in earlier years, has followed a similar pattern. The ratio of jobs to population has remained fairly high, reflecting the role of portions of Edina as a regional employment center. From 2016-2040, population is expected to grow about 23%, households 34%, and employment 7%. This shift towards residential growth over employment reflects both availability of redevelopment sites and overall demand for development in the area.

Table 2.1: Population, Household, and Employment Projections

	1970	1980	1990	2000	2010	2016	2020	2030	2040
Population	44,046	46,073	46,070	47,425	47,941	51,804	55,000	60,000	63,600
Households	13,005	17,961	19,860	20,996	20,672	22,309	24,000	27,700	29,800
Employment	20,240	36,061	44,534	52,991	47,457	52,330	51,800	54,000	56,100

Source: Metropolitan Council, US Census Bureau



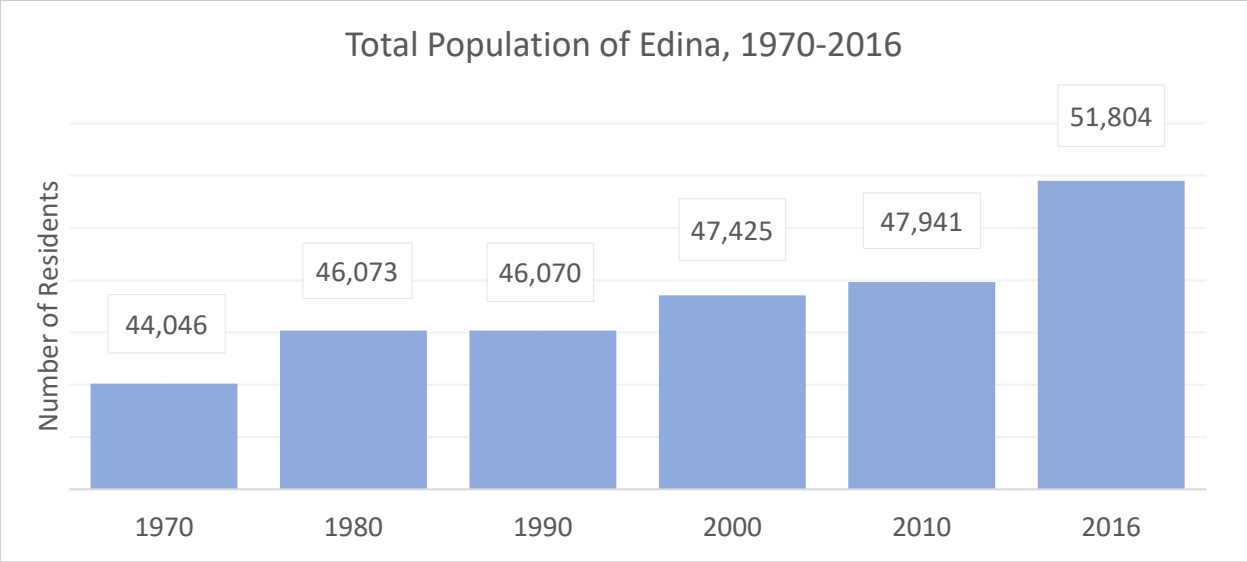
Source: Metropolitan Council, US Census Bureau

Population and Households

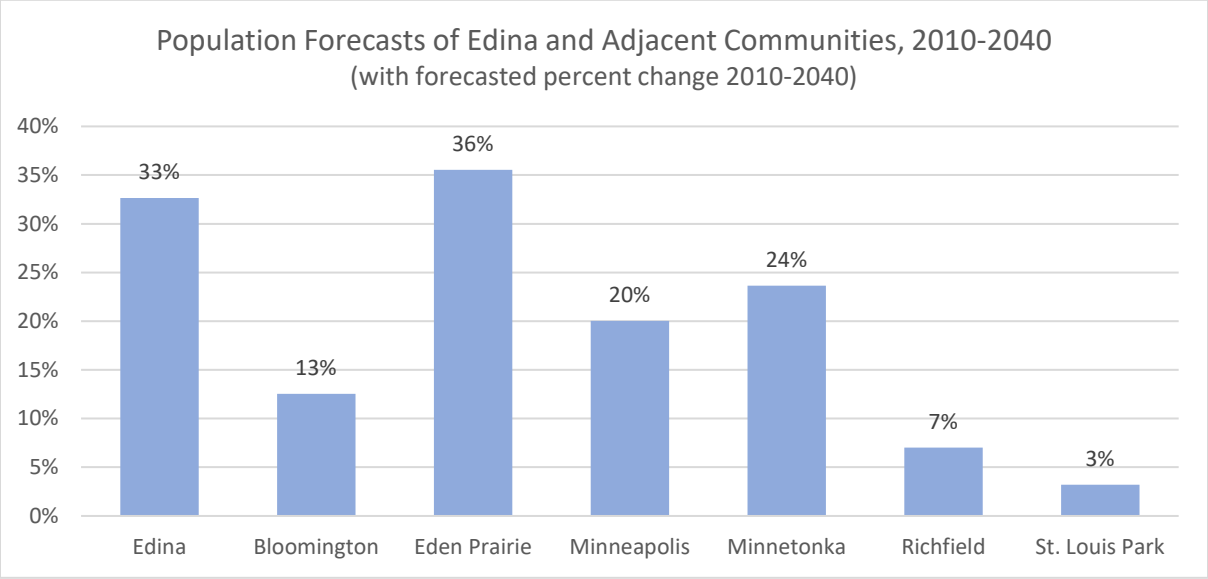
The total population in Edina in 2016 is estimated at around 51,804, according to the US Census. This reflects an increase of over 8% from 2010, and a much faster rate of growth than from 2000-2010, when it only grew about 1%. The total population has increased since 1970. Growth has not been steady – there were significant increases in the 1970s, 1990s, and 2010s, but little change during the 1980's and 2000's. This reflects the fact that growth has been happening opportunistically with the availability of redevelopment and infill sites, within the context of a largely developed community.

Despite the recent uptick in growth, the city has been outgrown by several cities in the region in the past 10 years. While the 2030 plan indicated it was the 11th largest city in the Twin Cities metropolitan area by population, it is now the 16th largest. This is largely a function of land availability and market conditions, which vary across the region.

Regardless, the city's population is forecasted to continue to growth through 2040. Compared to adjacent developed communities, Edina's population is expected to grow at a higher rate from 2010 to 2040, similar to Eden Prairie. Among other things, this rate reflects estimated growth in Edina since 2010, which has been fairly strong.



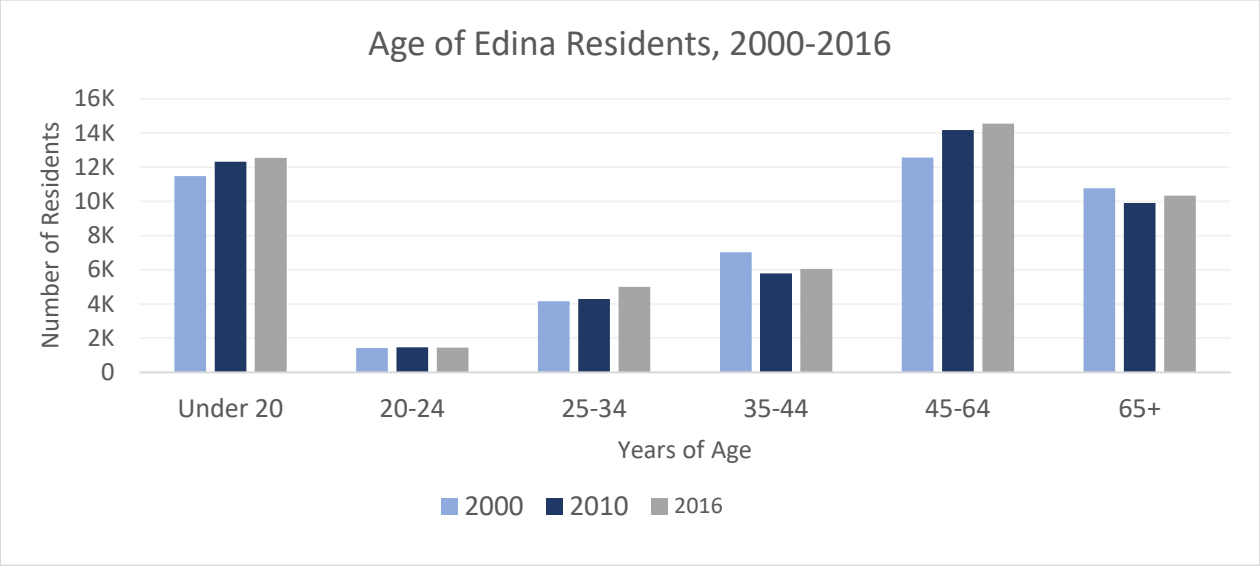
Source: US Census Bureau



Source: Metropolitan Council, US Census Bureau

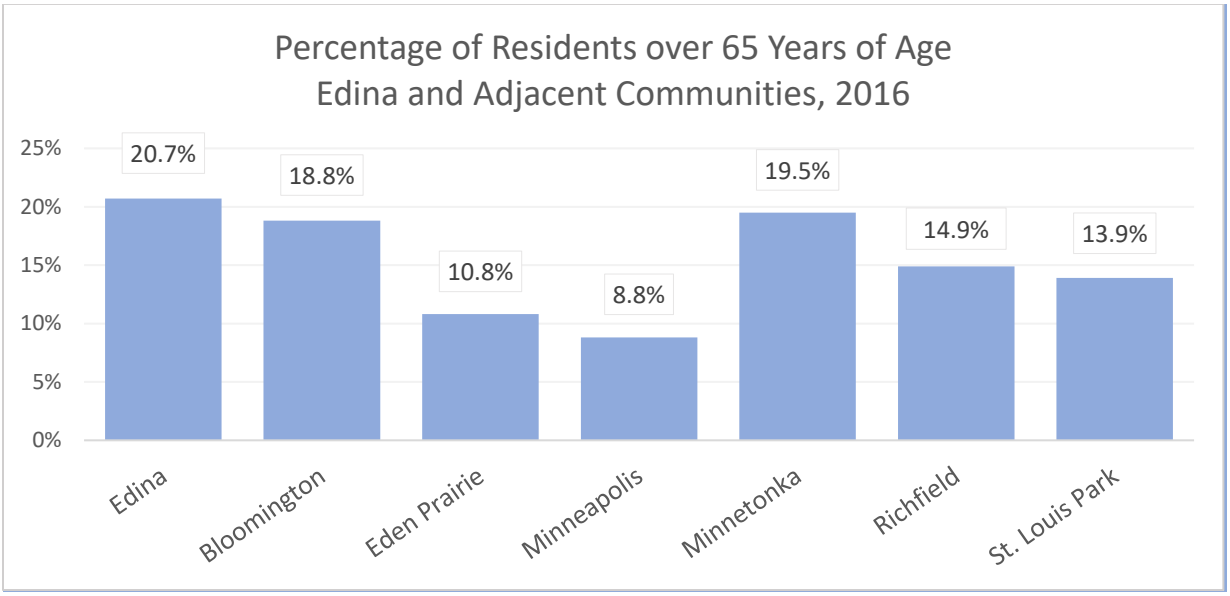
Age

The age of Edina residents has interesting patterns as well. There have been increases in the number of children and youth under 20, as well as the middle ages 45-64 cohort between 2000-2016. This points in part to the appeal of Edina to families with school-aged children based on the strength of the school district. (See the Community Facilities chapter for more discussion on school district planning and coordination.) While overall trends have pointed to the aging of the population, this is evidence of the unique appeal of this area to families with young children.



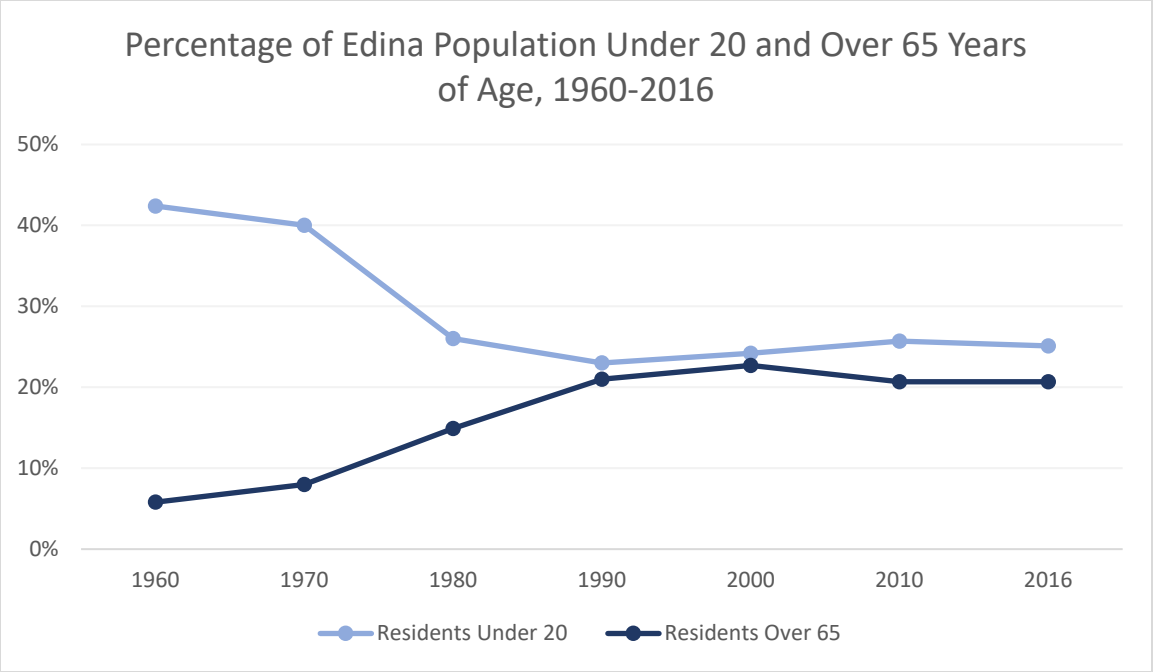
Source: US Census Bureau

The population over 65 has fluctuated somewhat during the same time period. That said, the percentage of 65+ residents in Edina still remains significantly higher than in surrounding communities. Despite gains in people under 20, the median age in Edina has continued to increase from 44.5 in 2000 to 45.1 in 2010 to an estimated 46.7 in 2016. While there have been some gains in the number of children and youth, the overall trend toward an aging population continues.



Source: US Census Bureau

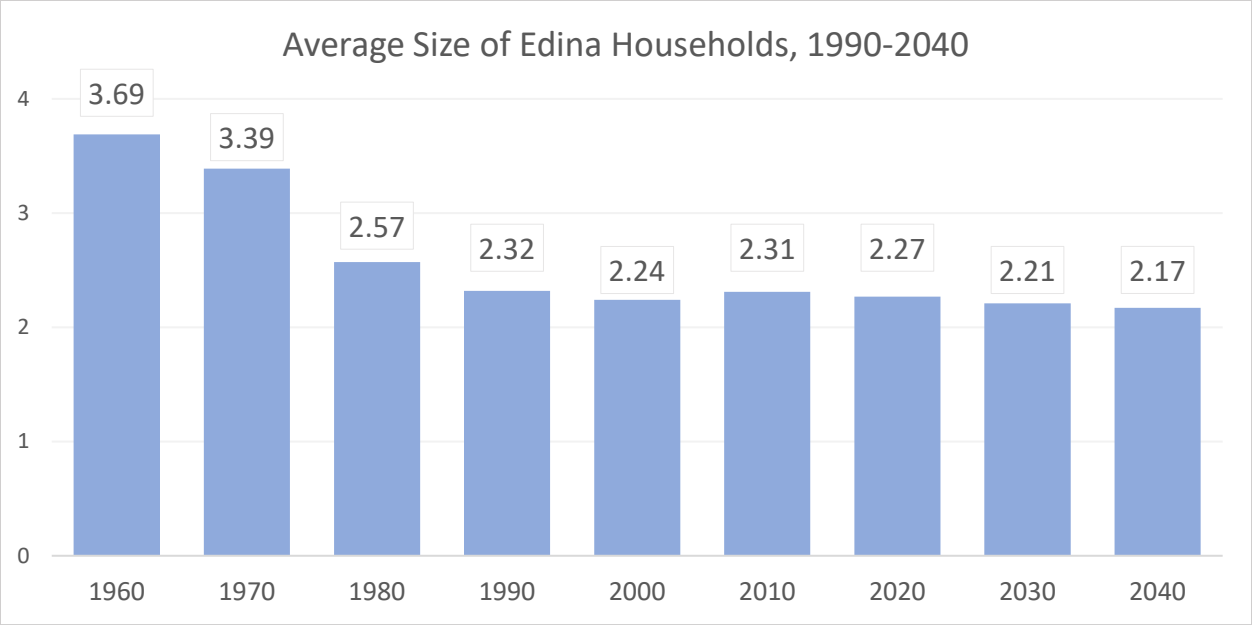
The trend data in the following graph shows the overall pattern of the population over 65 and under 20. The 2010 Census represents a departure from the trend, but 2016 does not continue the new direction.



Source: US Census Bureau, City of Edina

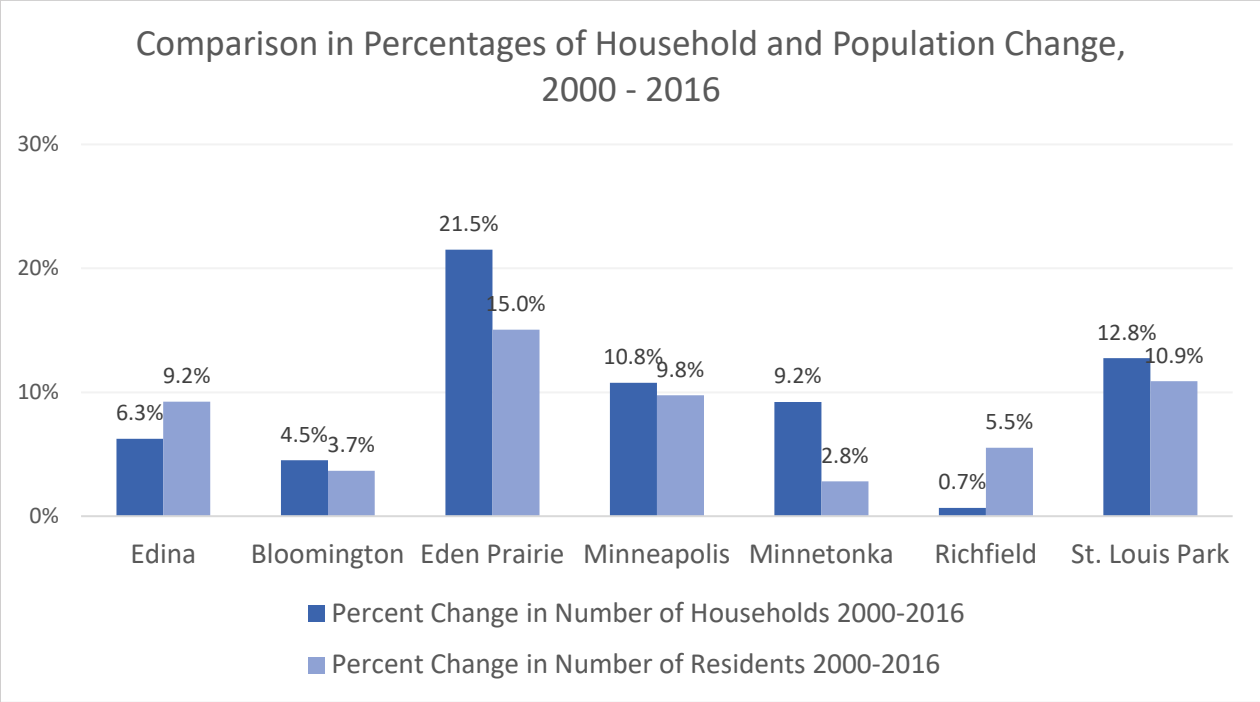
Household Size

Household size is an important factor in determining the expected rate of population growth. Historically, average household size has been on the decline in the Twin Cities area, primarily because families are having fewer children than in previous generations. A declining household size has numerous implications, including the fact that it takes more housing units to house the same sized population, so the pace of housing unit development may surpass the pace of population growth. Edina's household size has declined in recent years, and this is expected to continue into the future.



Source: Metropolitan Council, US Census Bureau

For the most part, trends in household and population growth from 2000-2016 show this pattern. However, as evidenced by the chart below, the 2000-2010 was an exception to the rule for both Edina and Richfield where population grew faster than households.

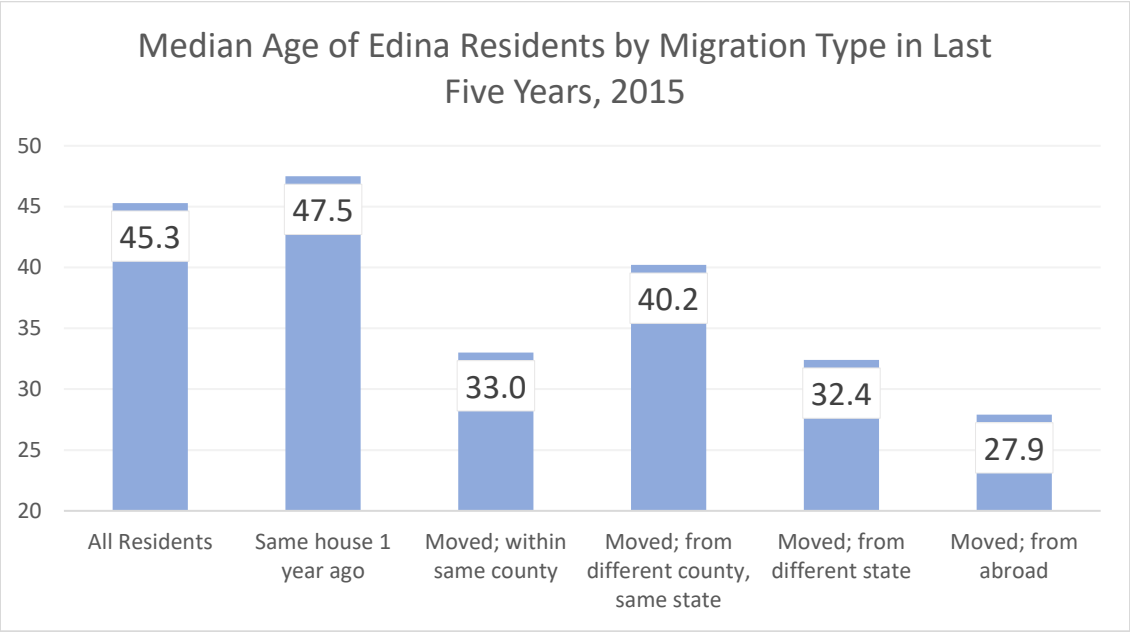


Source: US Census Bureau

Resident Migration

According to the American Community Survey (ACS), as of 2016 around 88.6% of residents in Edina were living the same house that they were one year previously. Meanwhile, 10.0% were living elsewhere in the country, and 1.4% were living in another country. The percentage staying in one place has increased slightly since 2010, when 87% were in the same house after one year – though this may be within the ACS margin of error. Approximately 10.9% of the overall population of Edina is foreign born, and 13% speak a language other than English.

Historically, immigrant populations to the country and region have been younger than resident ones – and more likely to have children. This is reflected in data that shows the median age of Edina residents by migration type in recent years. It is notable that the median age of recent arrivals from abroad is nearly half that of people who have lived in the same house for the past year.



Source: US Census Bureau

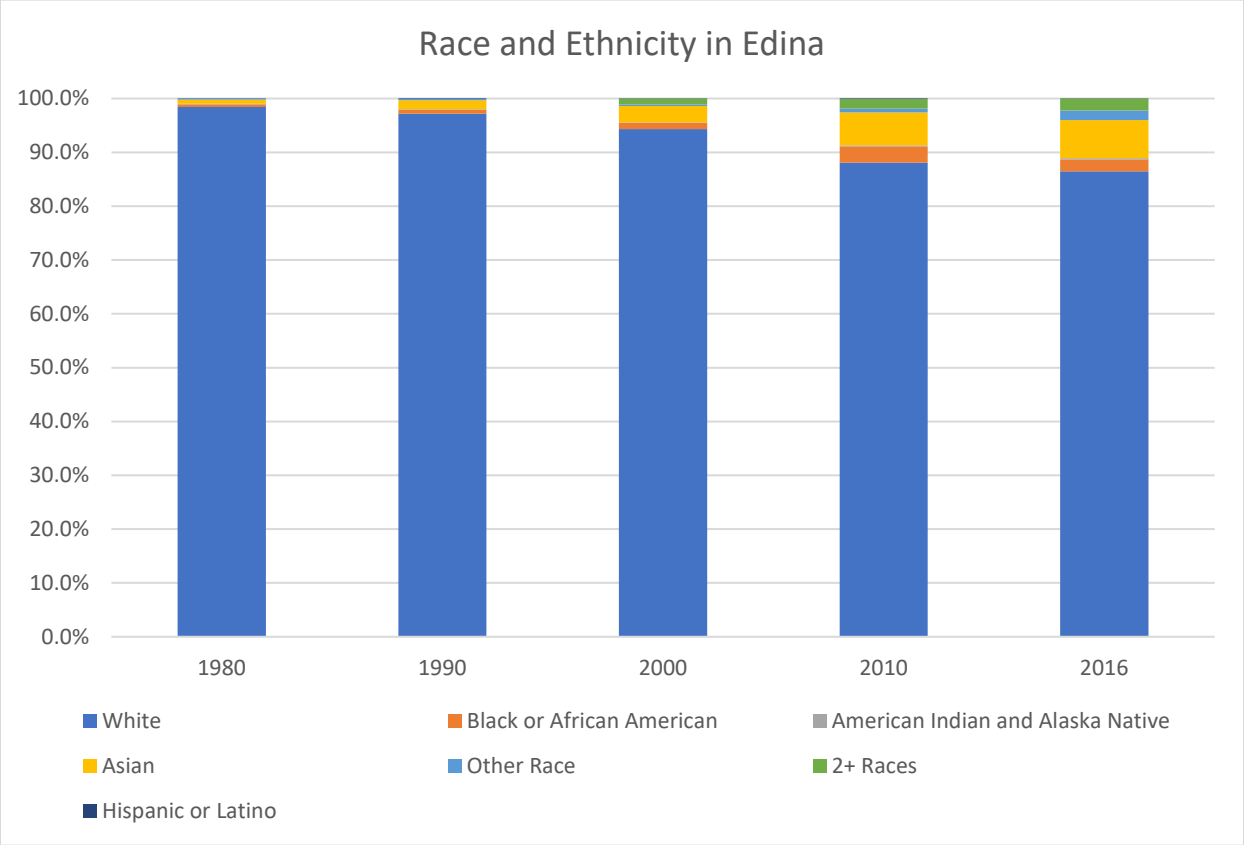
Race and Ethnicity

While the majority of the population in Edina has remained non-Hispanic white, around 86.5% as of 2016, there has been a steady trend over the past decades towards racial and ethnic diversity. This is consistent with the changing composition of the region and state. The largest growth in terms of a share of the population since 2000 has been in the Asian population, which has gone from 3% to 7% of the population. The two or more races category was added in 2000, so it is not possible to compare that category in previous years.

Table 2.2: Race and Ethnicity Trends in Edina

	1980	1990	2000	2010	2016
White	98.4%	97.2%	94.3%	88.1%	86.5%
Black or African American	0.5%	0.7%	1.2%	3.0%	2.2%
American Indian and Alaska Native	0.1%	0.1%	0.1%	0.2%	0.2%
Asian	0.8%	1.7%	3.0%	6.1%	7.1%
Other Race	0.2%	0.2%	0.3%	0.7%	1.8%
2 or More Races	n/a	n/a	1.1%	1.8%	2.2%
Hispanic or Latino	0.5%	0.7%	1.1%	2.1%	3.0%

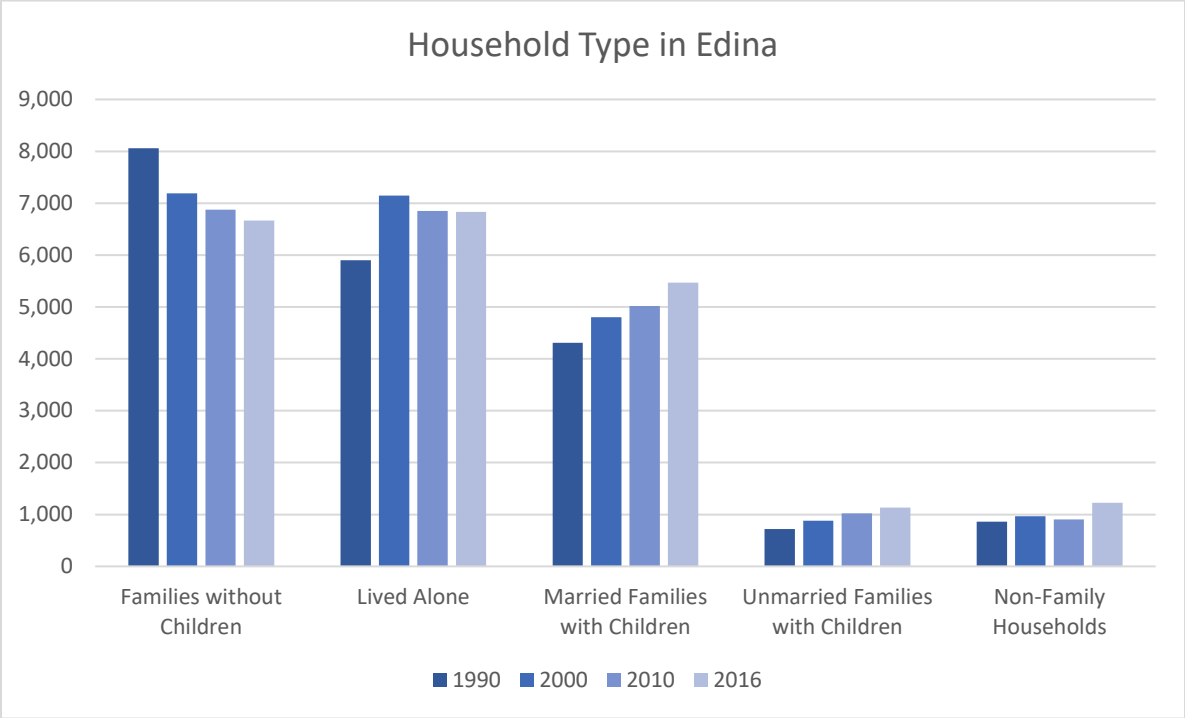
Source: US Census



Source: US Census

Household Type

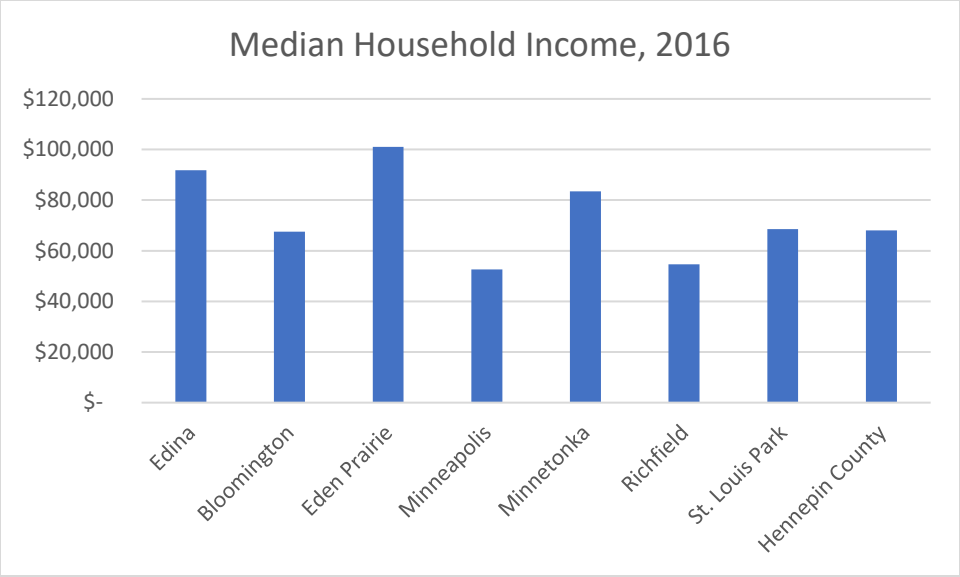
Household type in Edina has been slowly shifting toward households with children, and away from families without children and people living alone. This may be a generational change, as empty nesters move out of their long-time homes, and are replaced by families with young children. The number of both married families with children and unmarried families with children have increased while the number of families without children and persons living alone has decreased.



Source: US Census

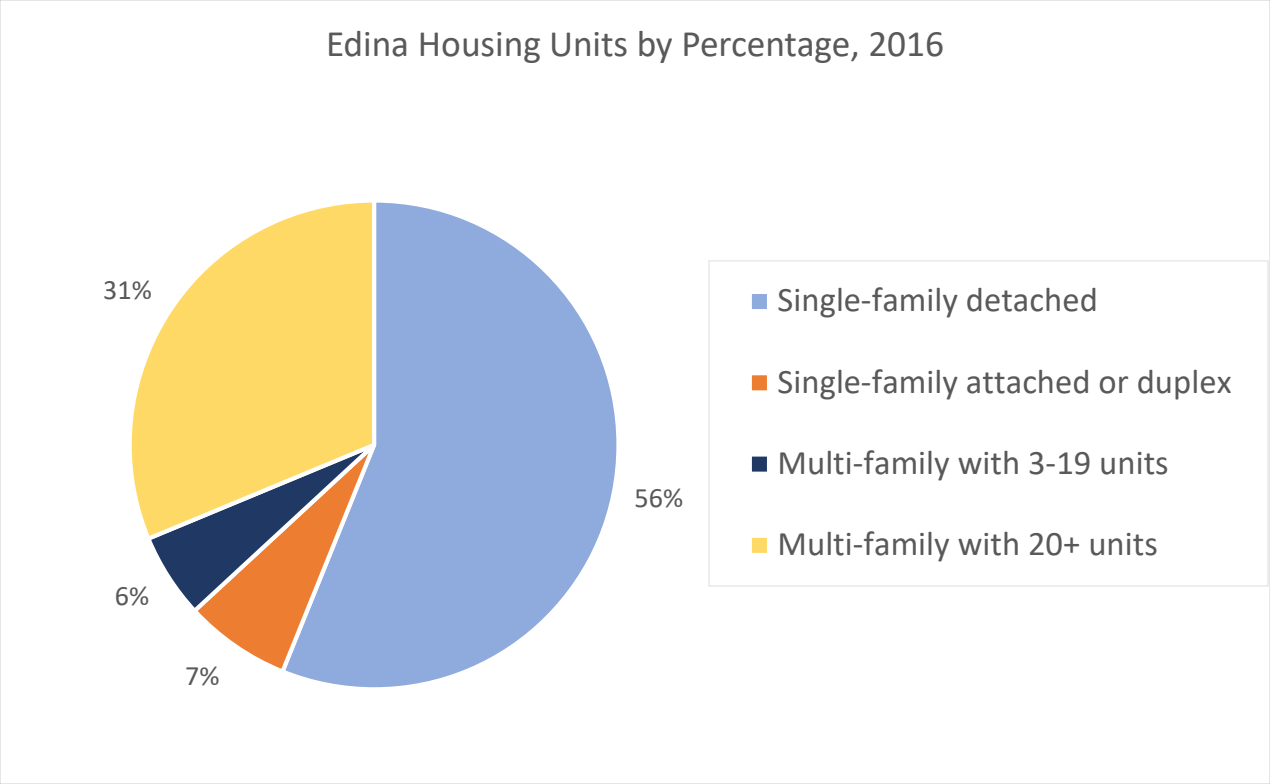
Median Income

In 2016, the median household income in Edina was $91,800. Median incomes in Edina are well above regional and state levels, and have been consistently so over time. The only community in the vicinity to have a potentially higher median income is Eden Prairie.



Housing Units

In 2016, Edina contained about 22,639 housing units, 62% of which were single family and 38% of which are multi-family. Most homes are owner occupied (72%). The majority of Edina's housing stock has remained single family detached, though with a growing percentage of multifamily units. As there is currently no land in the city planned for single family expansion (new units largely just replace those that were already there, resulting in no net gain), the multifamily percentage is likely to continue to grow with future infill development. However, since most of the multifamily units are concentrated in a relatively small number of larger buildings, a substantial majority of residential land area in the city is expected to remain as single family detached.



Source: US Census Bureau

Housing Age

Edina's housing stock spans around a century of growth, from the earliest developments in the Morningside area, to current day redevelopment projects. Nearly 60% of the structures in Edina were built between 1950 and 1979 in a period of rapid suburban expansion in the region. The median year structures were built was 1968. This diverse range of housing stock gives the community character and variety. While there are some intact areas with distinct features of a particular era, this has been increasingly changing over time with renovations and infill development. See the Heritage Preservation chapter for more discussion on the unique character of historic development patterns in Edina. Additionally, see the Housing chapter for more discussion on what role existing housing plays in preserving housing affordability.

Edina has seen an increase in new housing units permitted since 2012. Many of the permitted units are multifamily housing. This increase has helped keep the city's median age of a dwelling unit down.

Figure 2.2 shows the age of buildings (including residential and non-residential) citywide. The pattern on the map shows how the city grew in concentric circles until the 1980s, at which point growth was in primarily in the form of infill.

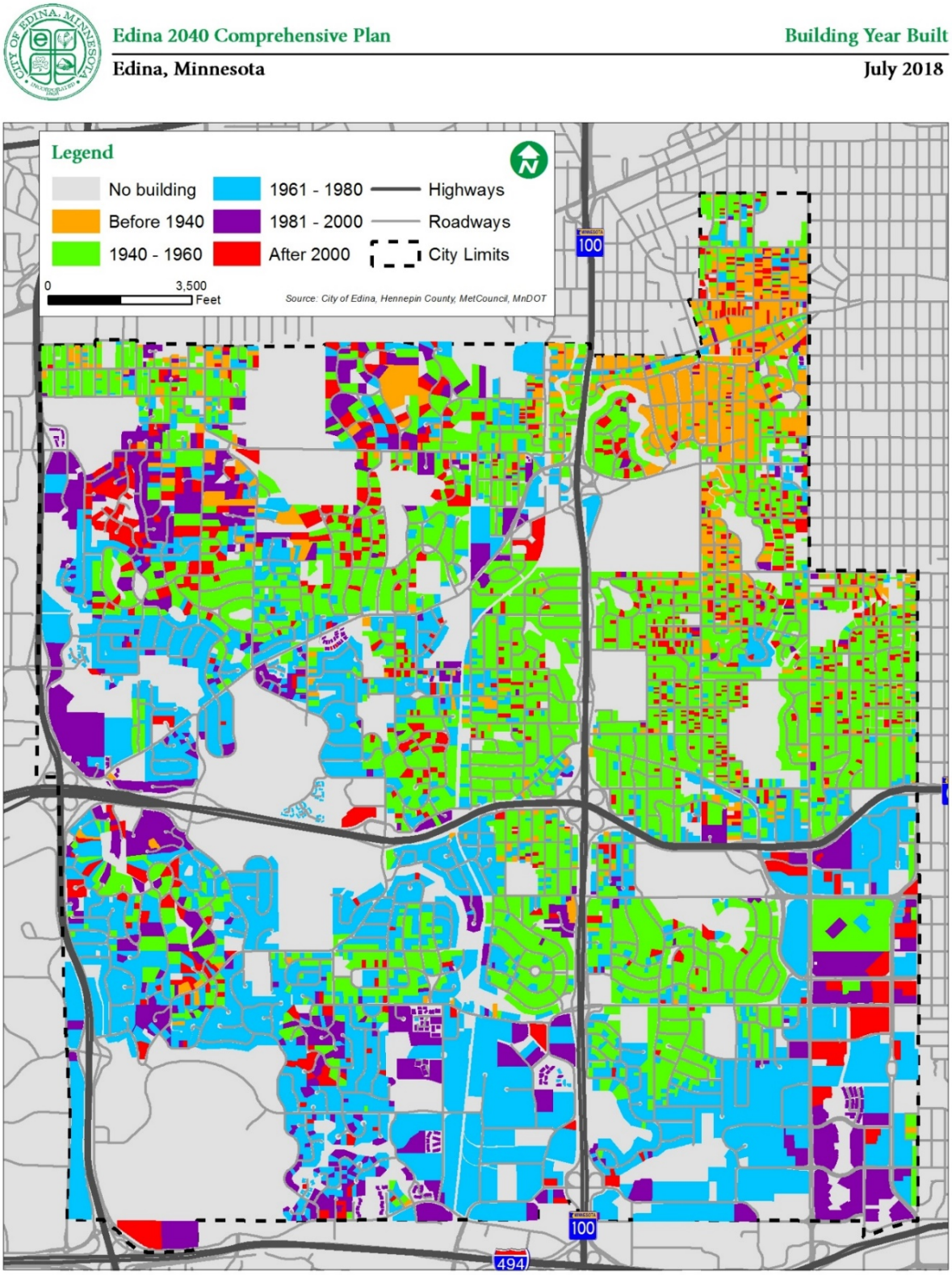
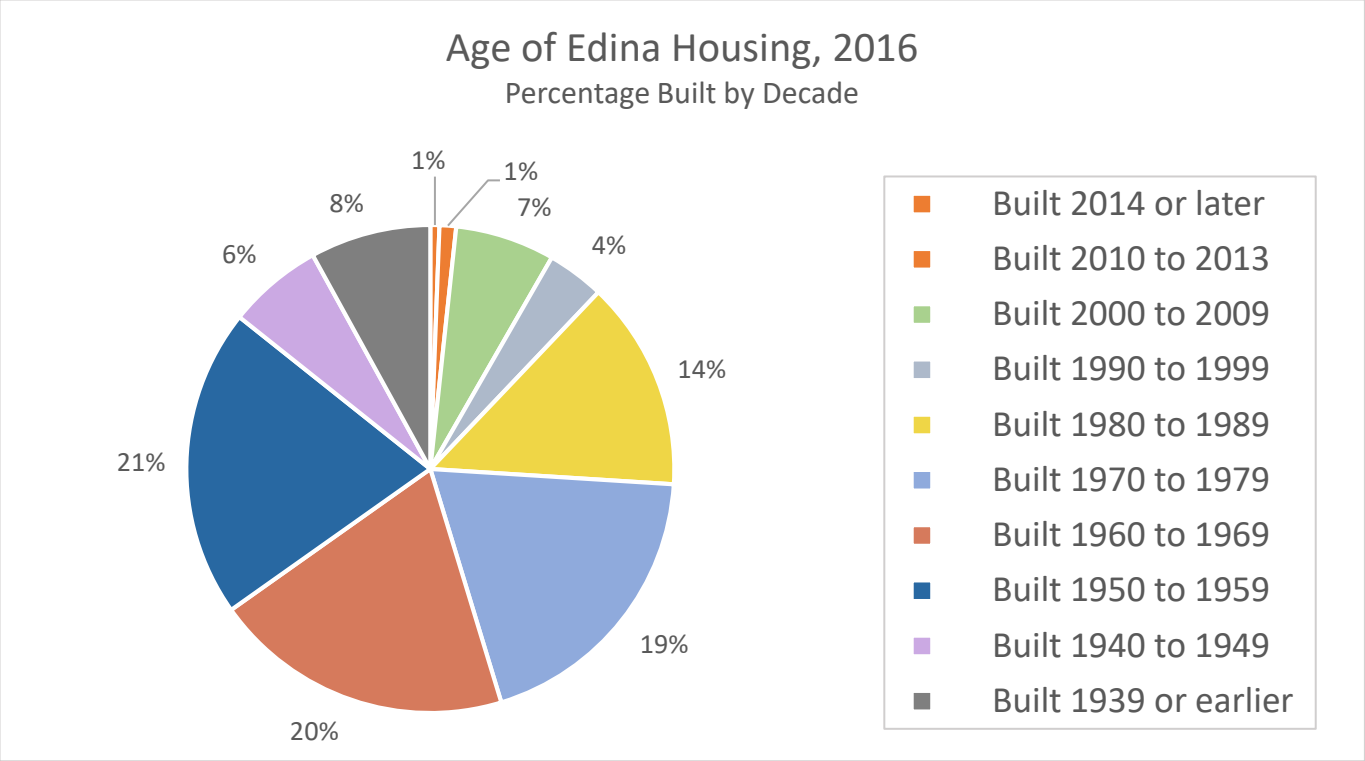


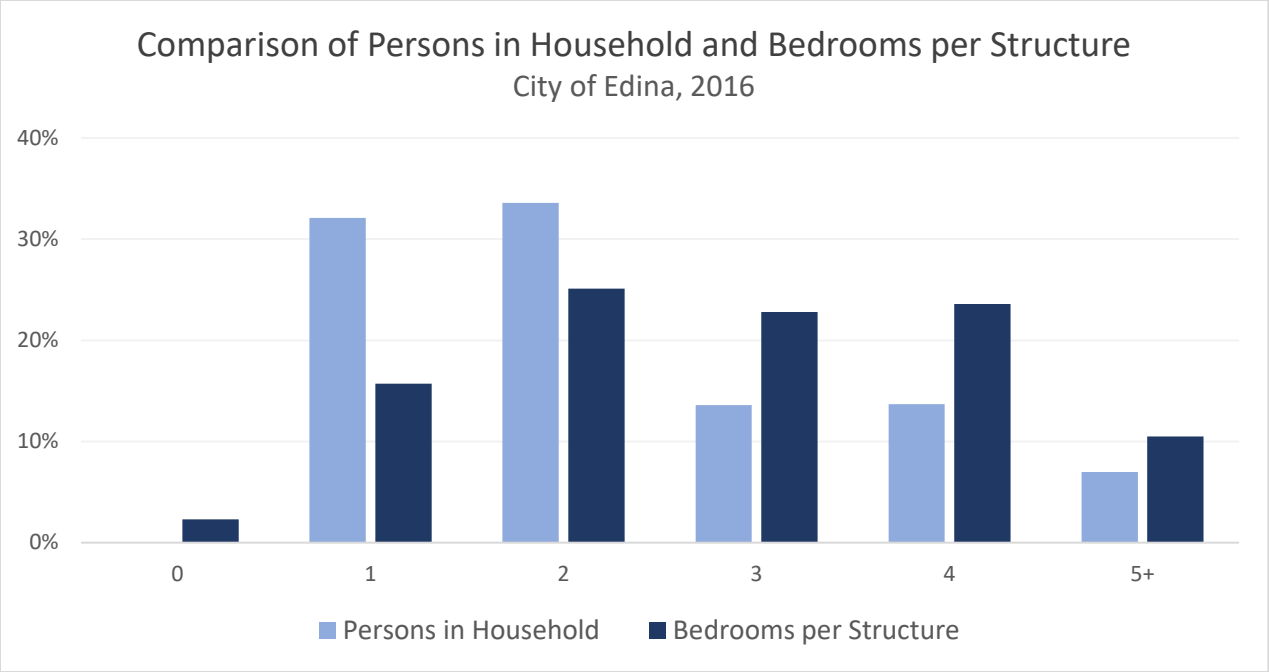
Figure 2.2: Housing Year Built



Source: US Census Bureau

Persons Per Household and Bedrooms Per Structure

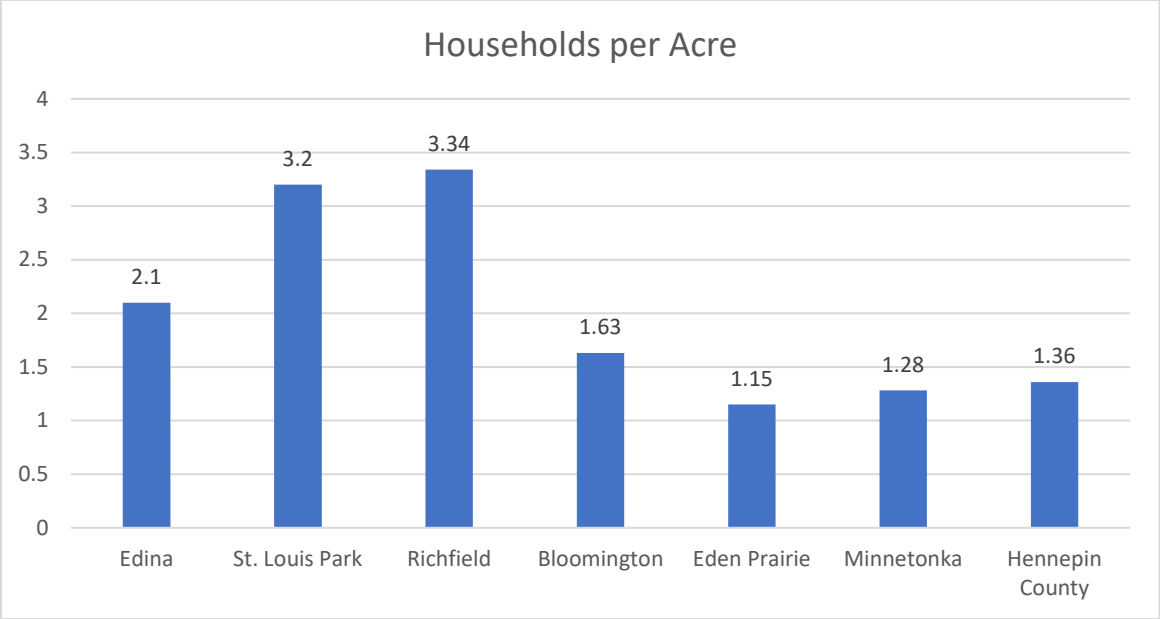
One method of assessing the current housing stock is to compare the size of households and the size of housing units. The following graph shows that households with 1-2 members outnumber structures with a similar number of bedrooms. However, there are fewer 3-4 member households than the quantity of 3-4 bedroom dwelling units. Although it is common for a household to reside in a dwelling where the number of members does not match the number of bedrooms, the mismatch between the large number of 1-2 person households and the relative scarcity of 1-2 bedroom dwelling units indicates that availability or affordability of these housing units may be a concern for some households who desire such a unit. In 2016, 66% of households in the city were 1-2 member households while about 43% of units were 0-2 bedroom dwelling units. This gap between household size and number of bedrooms has decreased 6% since 2000, which may be due to increased construction of 0-2 bedroom housing units or a decrease in families without children and persons living alone.



Source: US Census Bureau

Housing Density

Compared to other cities and Hennepin County, Edina has a moderate level of households per acre. Edina averages 2.1 households per acre, which is higher than the countywide average of 1.36, and reflects its predominantly single-family residential character. St. Louis Park and Richfield have higher household per acre densities than Edina due in part to smaller average lot sizes. This calculation considers all land in city/county limits, not only areas zoned for residential or mixed use purposes.



Source: Housing and Transportation Affordability Index, Center for Neighborhood Technology

Figure 2.3 shows the intensity of housing units per acre citywide. It is notable that higher housing densities are concentrated in a small number of areas, particularly Southdale, Grandview, 50th & France, and a few others.

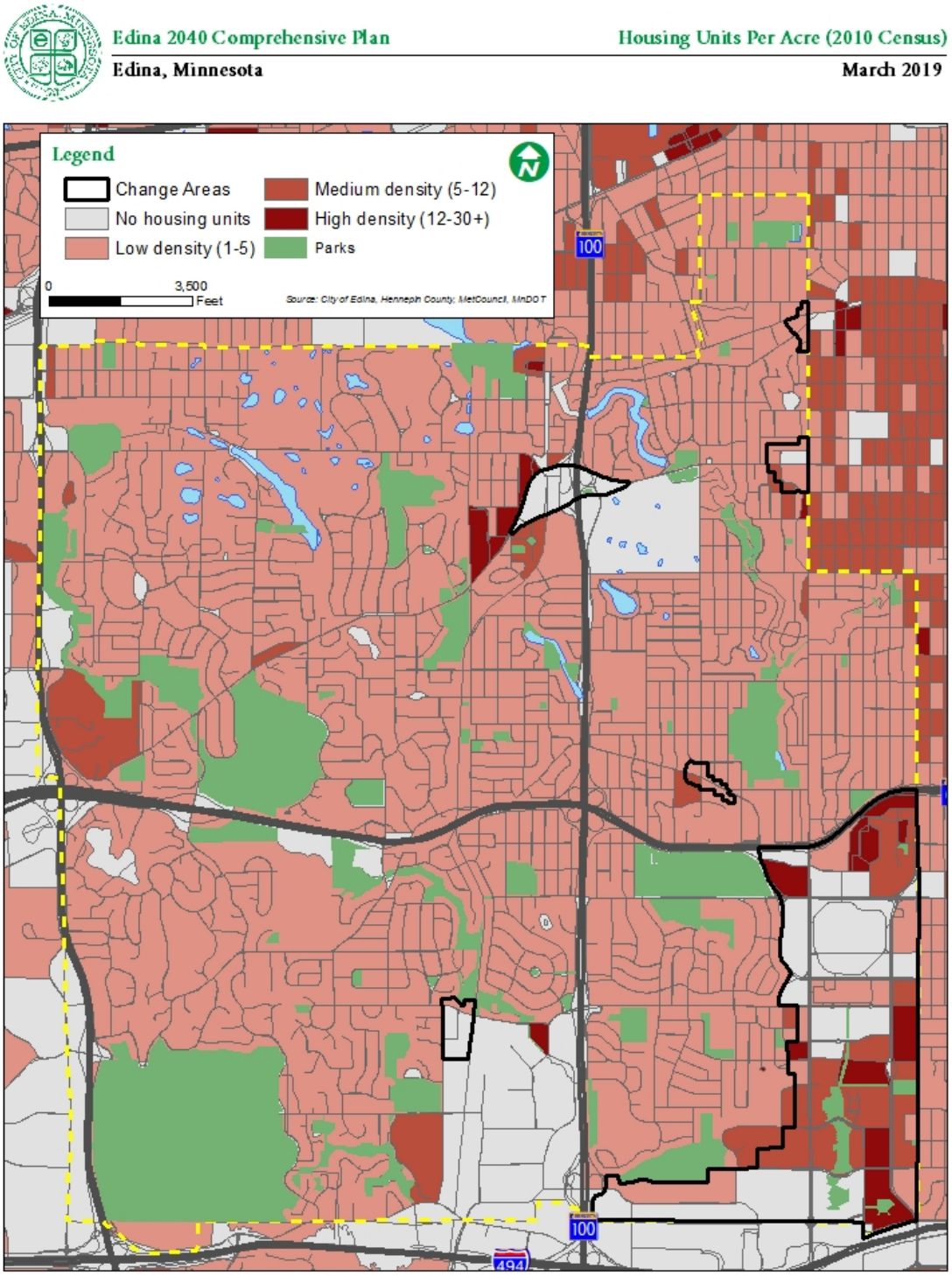
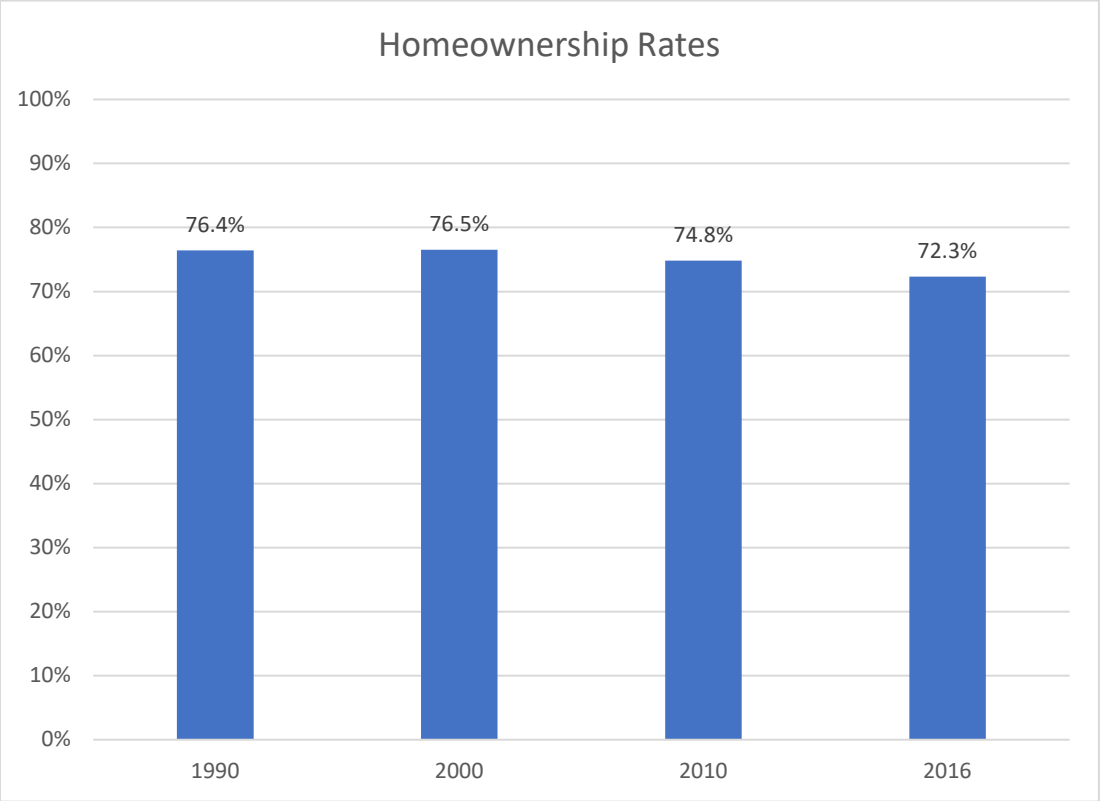


Figure 2.3: Housing Units Per Acre

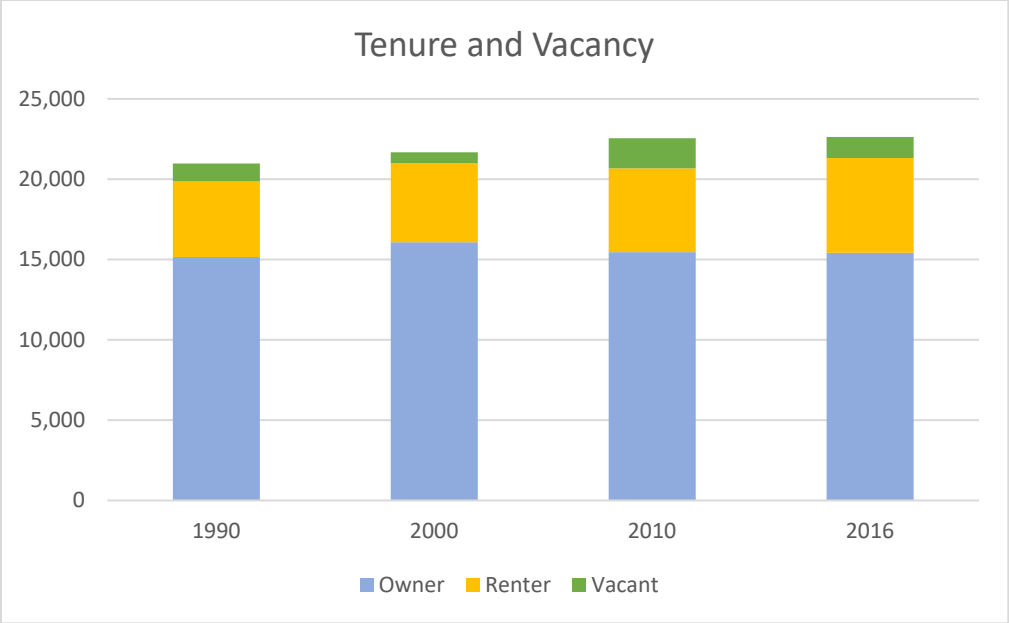
Tenure and Vacancy

The percentage of owner occupied homes is about 72%. This proportion has been decreasing slightly since 2000. This trend is a regional one, reflecting the turnover of some properties to rental, and the construction of new rental units. The 2010 number may also show the effects of the recession, which suppressed home purchasing activity.



Source: Metropolitan Council Tabulations of ACS and Census Data

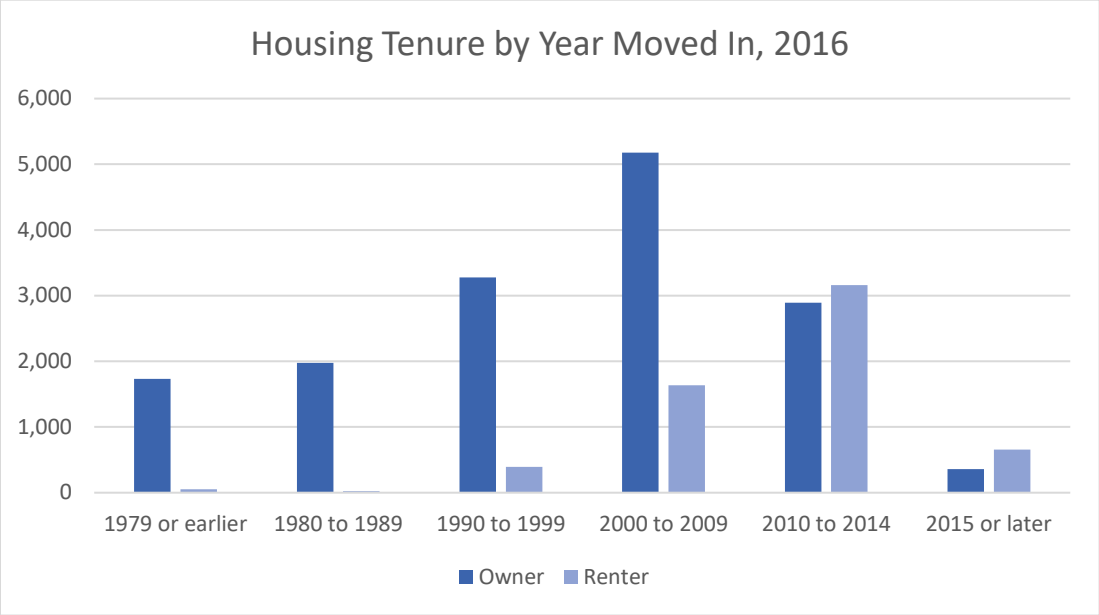
Residential vacancy rates have remained fairly low throughout this time, at around 5% in 2016. Current rental market data suggests it may be even lower than that at the time of this writing.



Source: Metropolitan Council Tabulations of ACS and Census Data

Length of Residency

Length of residency is important for building community cohesion in a neighborhood and strengthening community engagement. The longer residents live in a neighborhood or a city, the more opportunity they have to develop relationships with neighbors and become involved in local organizations. The largest proportion of homeowners in Edina moved into their current house between 2000 and 2009, while the largest proportion of renters moved in between 2010 and 2014.



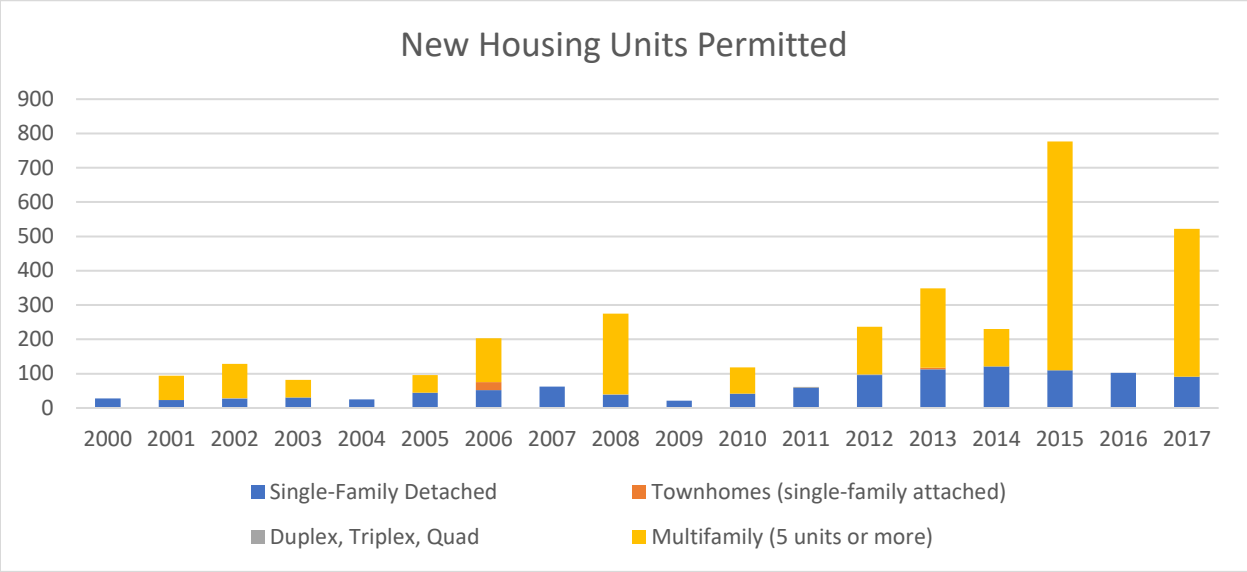
Source: American Community Survey

Building Permits

Single family unit construction Edina has been relatively consistent since 2000, averaging around 100 per year over the past 6 years. However, this does not represent a significant net number of new units, since typically these new units are replacing teardowns.

There have been several large multifamily developments constructed in Edina since 2012. At the regional level, high amenity locations located near transit, jobs, and amenities have been the most attractive for developers. Portions of Edina that meet that description have seen multiple proposals for multifamily and mixed use development.

Combined together, these trends show strength in market demand for both single family and larger multifamily residential in Edina.



Source: Metropolitan Council Tabulations

Building Condition

Figure 2.4 shows the condition of buildings in Edina. This is collected on a multi-year cycle by the City of Edina. Since not every building is surveyed every year, it may not be completely up-to-date for any given structure. Nonetheless, it does give a reasonably good picture of overall conditions.

For the most part, buildings in the city are in average-to-good condition, with just a few scattered exceptions. As with other patterns, the oldest and most historic areas stand out as exceptional – though there are many very well maintained properties throughout.

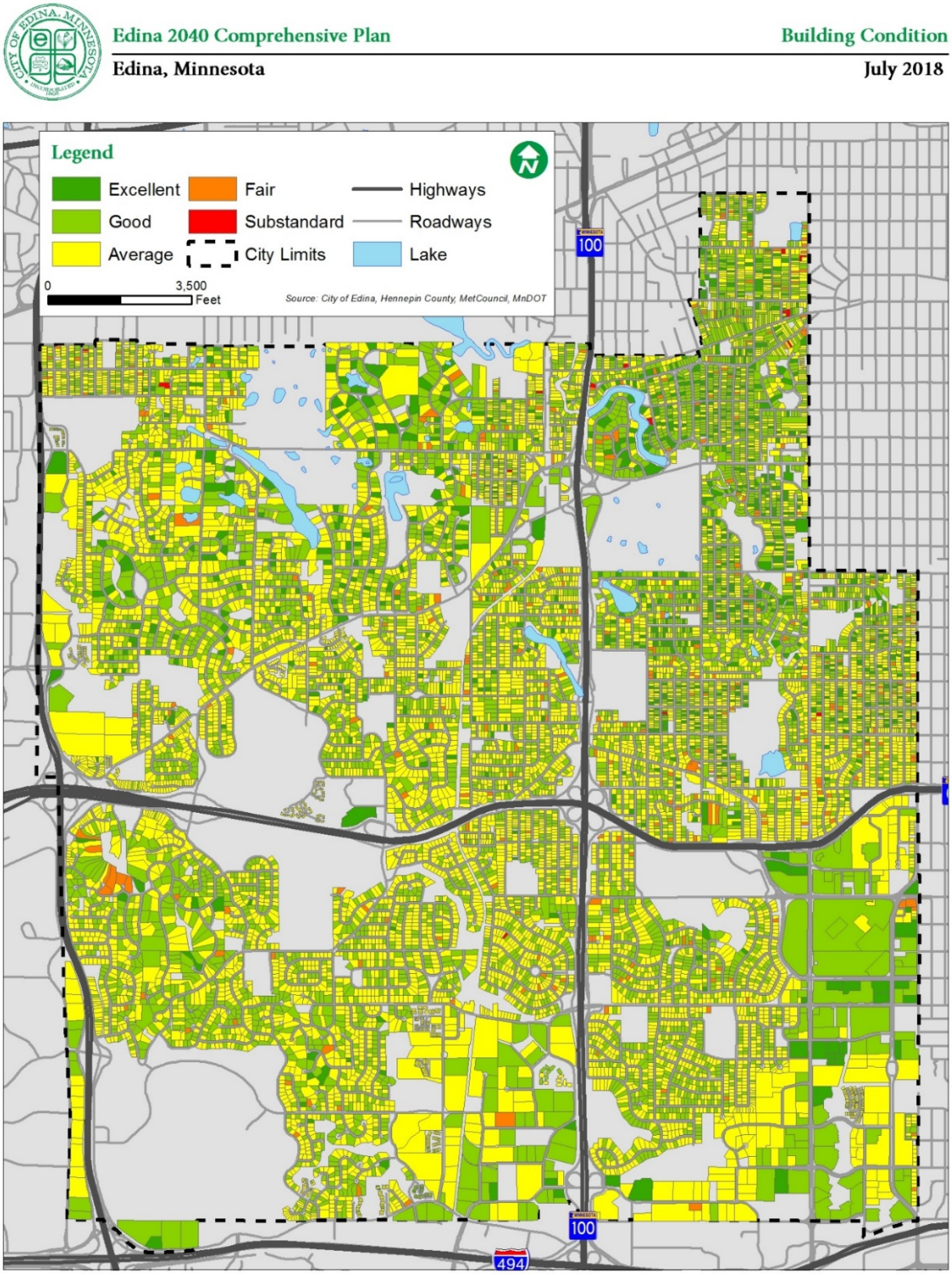
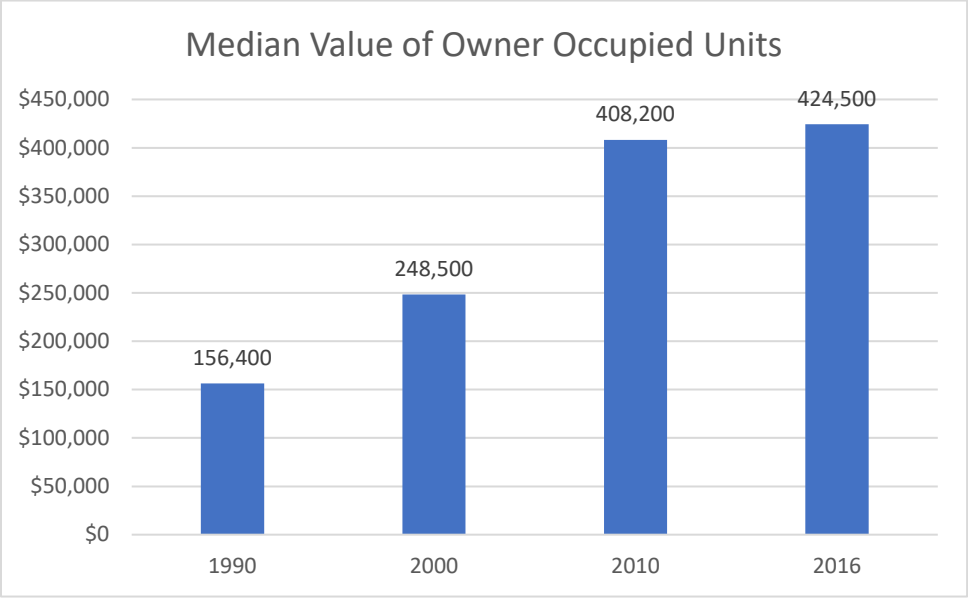


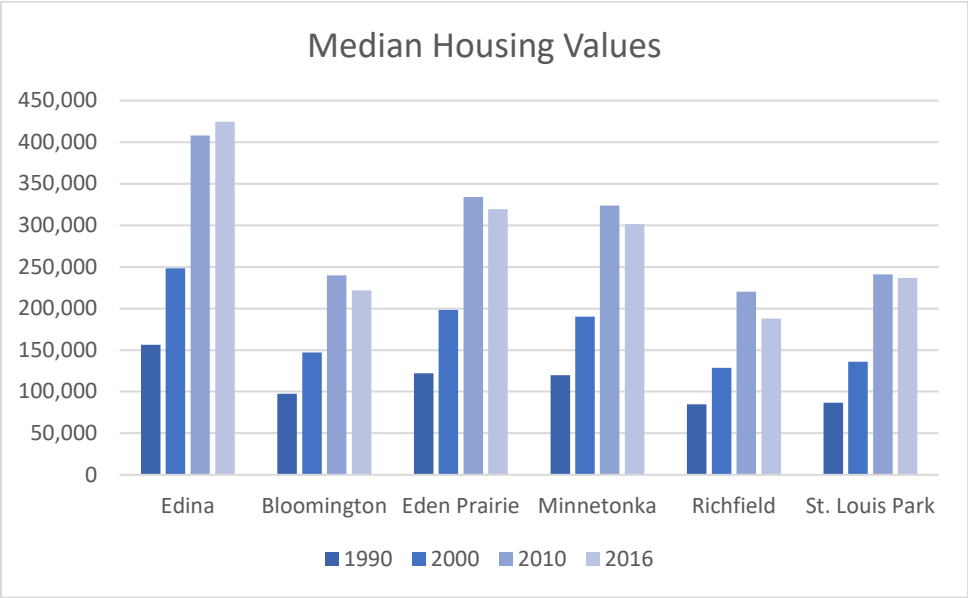
Figure 2.4: Building Condition

Housing Values

Median housing values in Edina have increased 171% since 1990, not accounting for inflation (48% increase in value from 1990 to 2016, adjusting to 2016 dollars). In 2016, the median housing value was about $424,500, which is at least 20% more than median housing values in neighboring communities. Historically, Edina has had higher median housing values than neighboring communities, shown below in **Figure 2.5**.



Source: Metropolitan Council Tabulations



Source: Metropolitan Council Tabulations

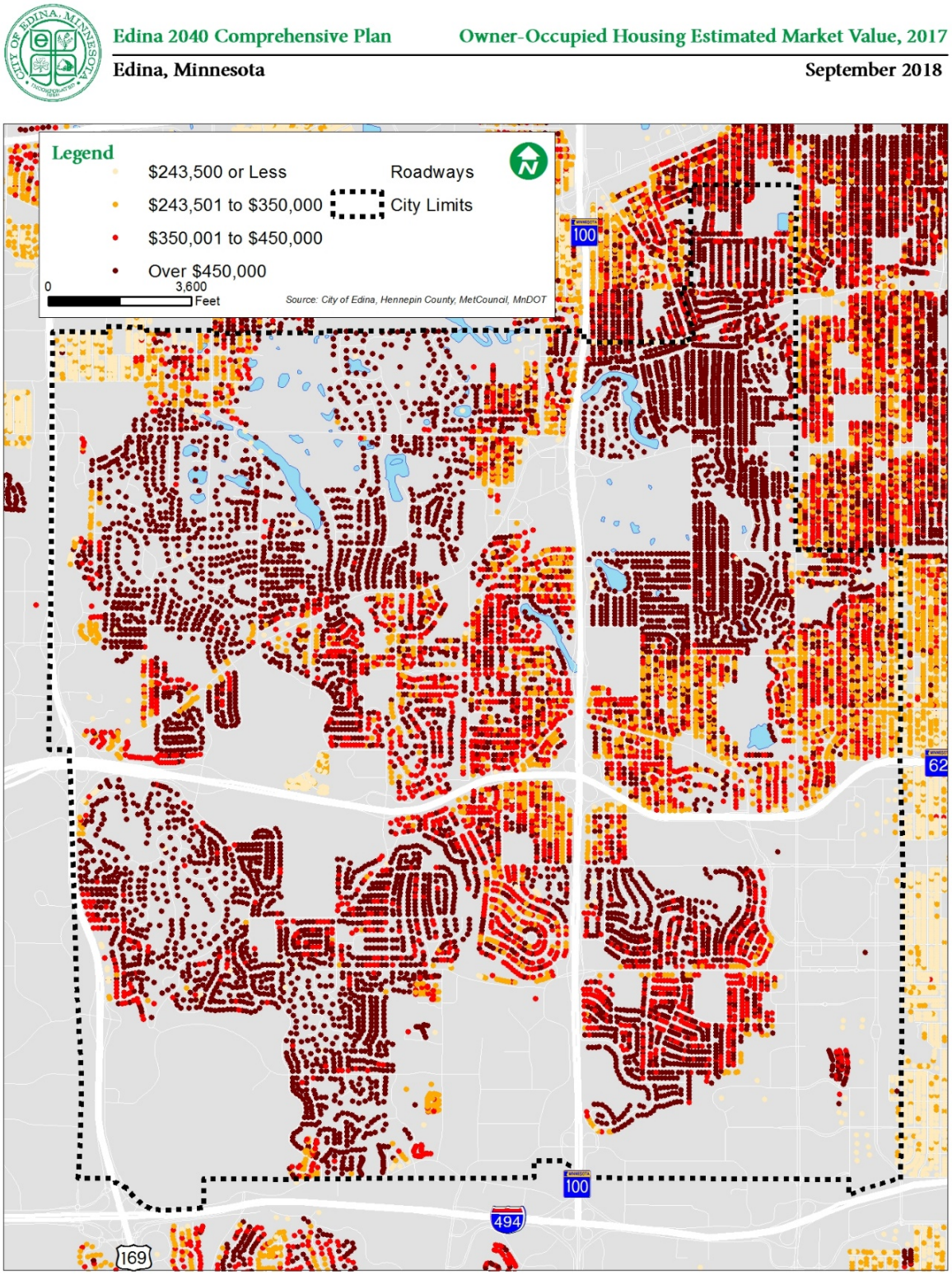
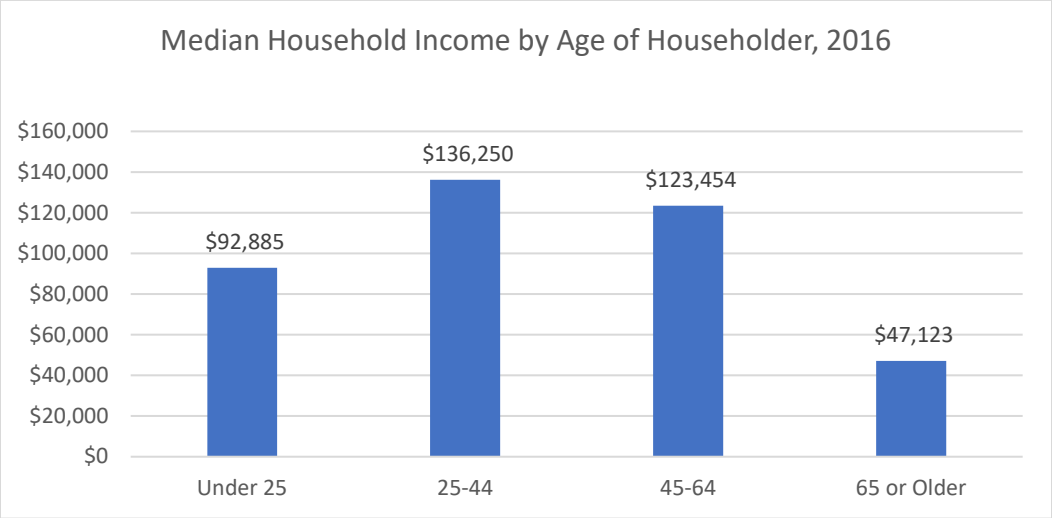


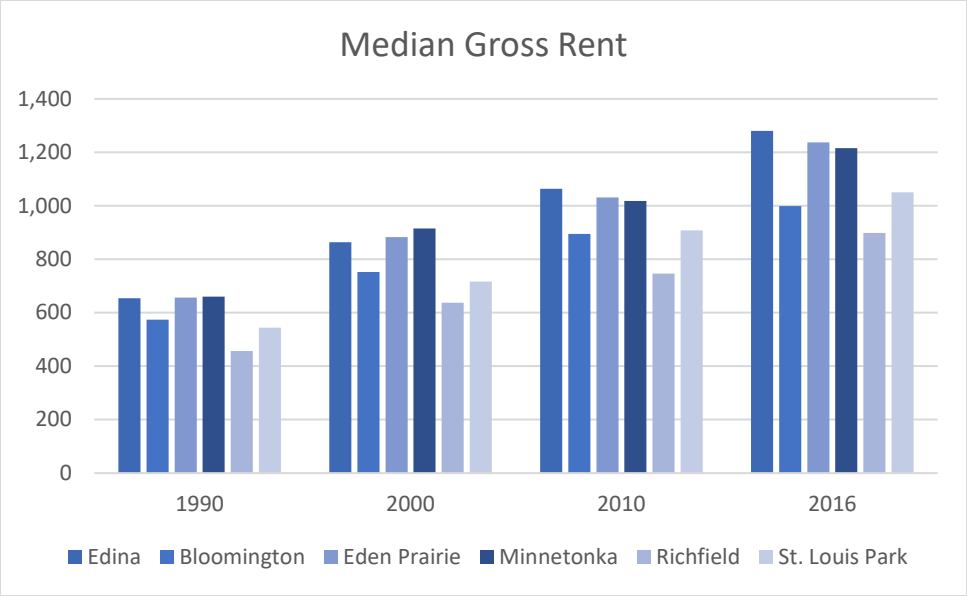
Figure 2.5: Owner Occupied Units by Estimated Market Value

According to the standard benchmark of affordability, by which a household does not spend more than 30% of its gross income on housing costs, the median household income needed to afford Edina's median priced-home in 2016 was about $127,350 per year. As the following graph illustrates, most householders aged 25-64 can afford a median-priced home in Edina. The median income for householders age 45-64 is somewhat below that threshold, which may limit housing options or contribute to housing cost burden among these households. Unfortunately, due to changes in data collection, a finer level of analysis cannot be obtained to know if certain age groups within these larger categories cannot afford a median valued home in Edina. The median incomes of both young and elderly households in Edina is well below the $127,350 required to afford a median value housing unit. This can make it difficult for young adults and families to establish themselves in the city and make it hard for retired seniors to stay in their community on a fixed income. There has been some effort to address senior affordable housing needs in Edina. There are nearly 400 affordable units in the city for elderly residents, which make up most of the city's affordable housing units. See Housing Chapter for additional discussion on this topic.



Source: US Census Bureau

While median housing values are higher in Edina than surrounding communities, median gross rent is more comparable to neighboring communities, specifically Eden Prairie and Minnetonka. In 2016, the median rent in Edina was roughly $1,280.

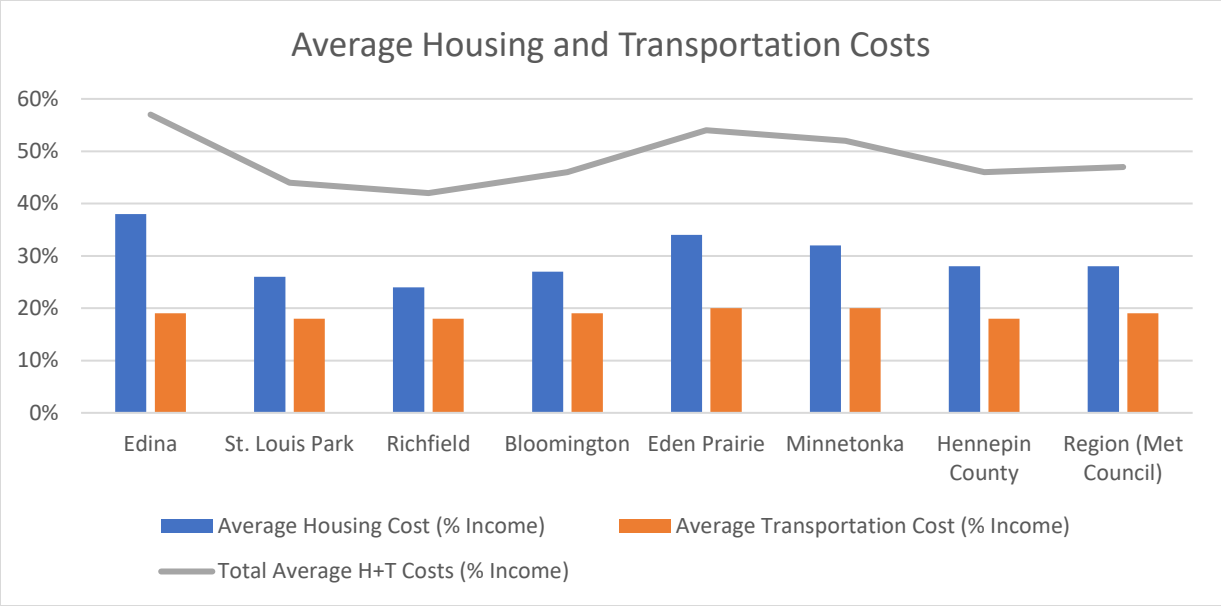


Source: US Census Bureau

Housing and Transportation Affordability Index

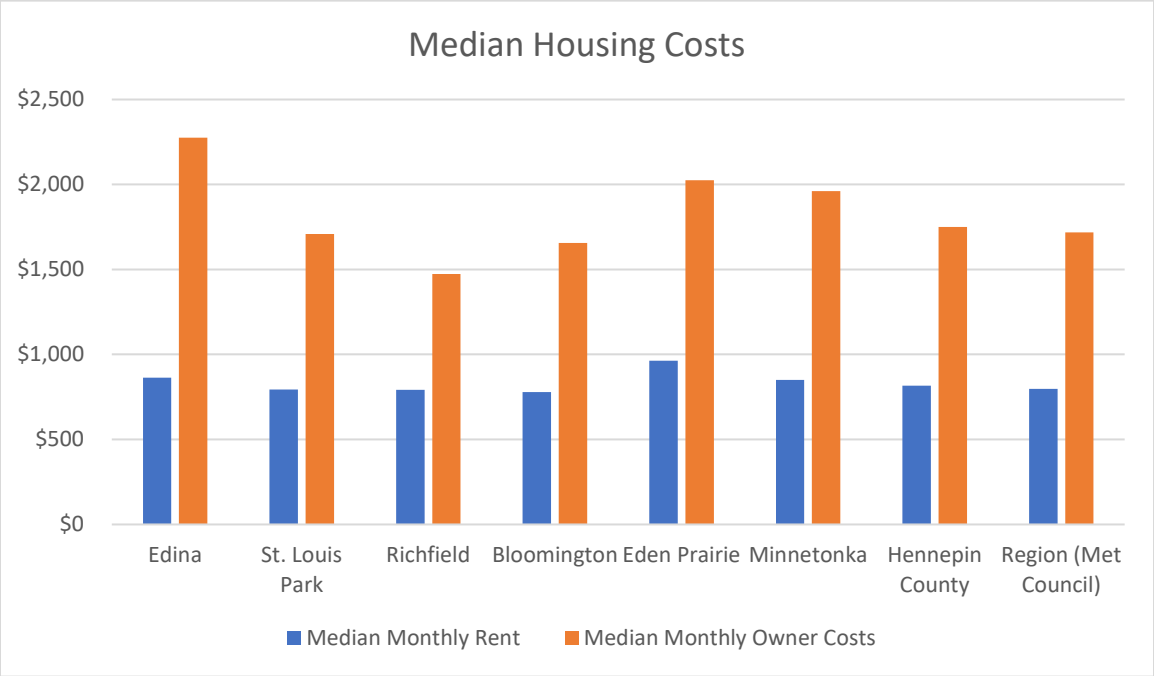
The Housing and Affordability Index is produced by the Center for Neighborhood Technology and uses US Census Bureau data to describe costs and sustainability at a neighborhood or city level. As a benchmark, the Center recommends households spend no more than 45% of their income on housing and transportation, supporting the 30% housing affordability threshold and budgeting another 15% for transportation needs.

Average costs in Edina are well above these recommendations. The average Edina household spends 57% of their income on housing and transportation. Edina has higher housing costs than neighboring communities and the averages for both Hennepin County and the 7 County Metropolitan Area, with households spending an average of 38% of their income on housing. Average transportation costs for Edina residents are similar to all other cities and regions compared (18%).



Source: Housing and Transportation Affordability Index, Center for Neighborhood Technology

The high housing costs in Edina tend to come from owner occupied housing units. Edina's median owner costs are at least $200 more per month than comparable communities. Median rent is still high (second most expensive city) but is more comparable to other cities, Hennepin County, and the Metropolitan Area.



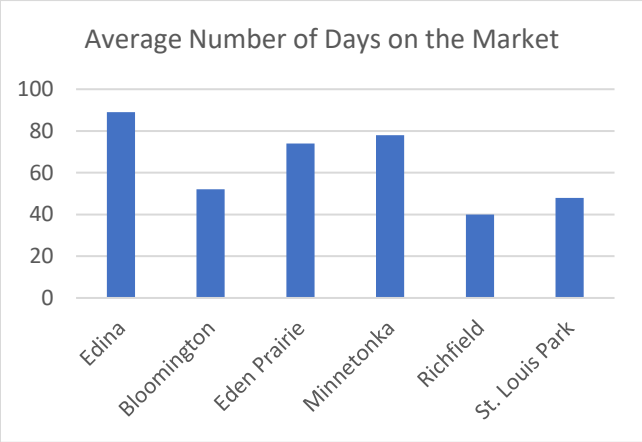
Source: Housing and Transportation Affordability Index, Center for Neighborhood Technology

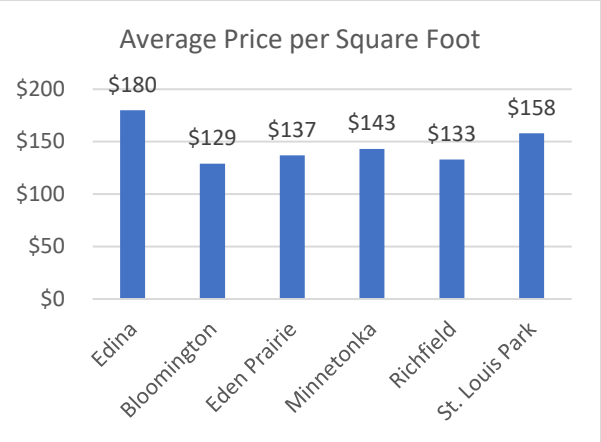
Housing Market Conditions

The Star Tribune prepared a housing market analysis for 2016, comparing all communities in the seven county metro that had 100 or more sales. This index and comparison were based on the average price per square foot, average number of days on the market, percent of the list price received by the seller, and the share of all distressed sales (foreclosure and short sale).

Using these metrics, Edina's housing market is the slowest/coolest compared to neighboring communities, receiving the lowest index score among communities considered. Richfield has the "hottest" market both among neighboring communities and metro wide. Edina homes, on average, have the longest average days on the market and sellers are receiving a lower percentage of their original asking price than homes and sellers in neighboring communities. All comparable communities and Edina have selling prices that are 95% or more of the original price and only differ by 1% or 2%.

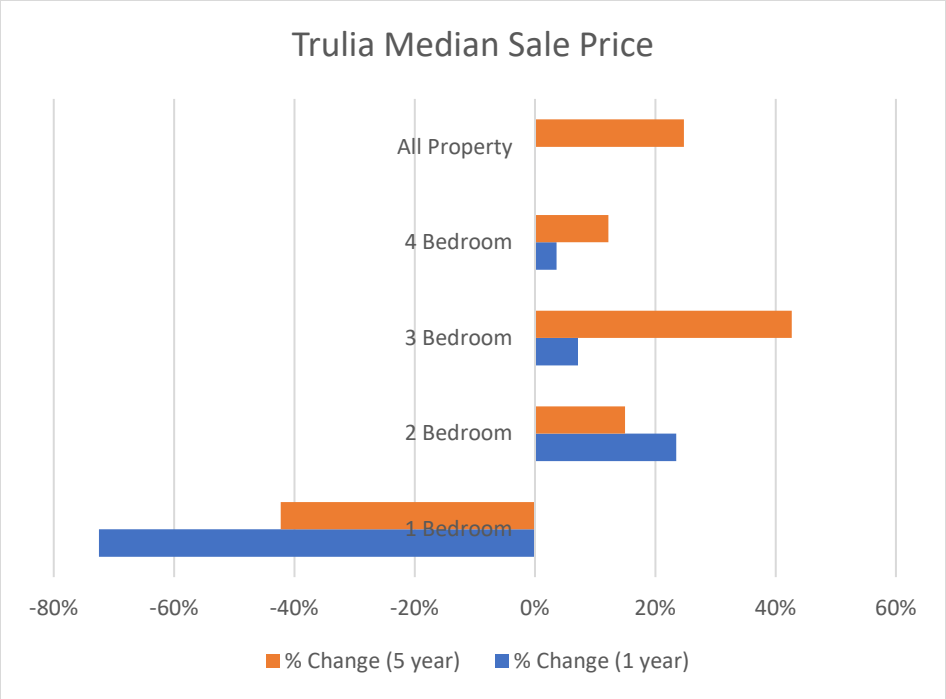
On the other hand, average price per square foot in Edina has already returned to peak values seen in 2006. In 2016, price per square foot in Edina was $180 (same as 2006). Price per square foot bottomed out in 2011 at $146 and have been gradually increasing over the past 5 years. Other communities have not returned to peak values; instead, most cities are seeing values closer to 2003 or 2004 numbers. This may partially explain Edina's lower rate of change in average price per square foot compared to neighboring communities, since the city has already returned to peak values. Additionally, only 2% of Edina's housing sales were considered distressed, which is the lowest among comparable communities.



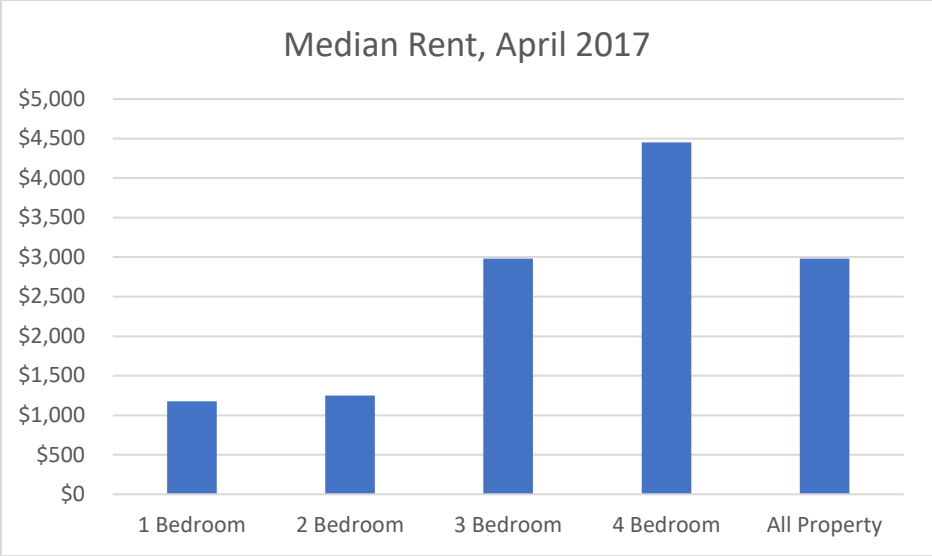


Source: Star Tribune

Trulia.com provides more detailed housing market data for both median home sale price and median rent. Overall, median home sale prices have increased 25% since 2012. The biggest increases over the past five years have been in three-bedroom homes while two-bedroom home prices have increased the most in the past year. One-bedroom homes have decreased in median sale price, down 72% from prices in 2012. Median rent has decreased 18% in the past year, on average. In April 2017, the most recent month detailed data is available for, the median rent for all units was $2,980. This includes both apartment and single family home rentals.



Source: Trulia



Source: Trulia

Census Tract Analysis

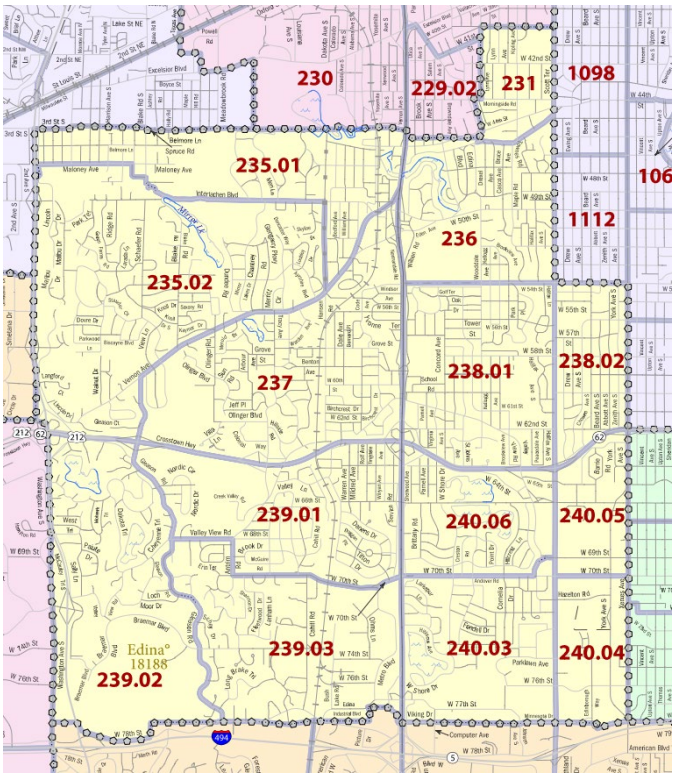


Table 2.3 includes census tract level data on housing values, costs, and the affordability gap. The census tracts in Edina with the lowest median incomes are located along the borders of the city: tract 235.01, the north/northwest corner of the city bordering Hopkins and St. Louis Park; and tracts 238.02, 240.04, and 240.05 in the southeast corner, bordering Minneapolis and Richfield. Some of the same tracts also experience the most housing cost burden: 240.04, 238.02, and 235.01. 30% of householders in these tracts experience cost burden. About 15% of households in these tracts are severely cost burdened, spending 50% or more of their income on housing.

The tracts with higher percentages of older homes are located in the northeast corner of the city, bordering Minneapolis and St. Louis Park (231 and 236). The greatest number of new housing units built since 2010 have been built in the southeast corner of the city (bordering Richfield) and the northwest quadrant (north of Highway 62 and west of Highway 100). Tracts 240.04 and 240.05 also have the highest percentages of residents over 65. There are a couple of senior living facilities in these tracts, also explaining some of the lower incomes.

Almost 20% of owner occupied residents in tract 231 have lived in their homes since 1979 (over 40 years). Tracts 239.01 and 240.03 also have greater proportions of long term residents, with about 16% of owner households living in their homes since at least 1979. Tract 235.01 has the longest rental tenure.

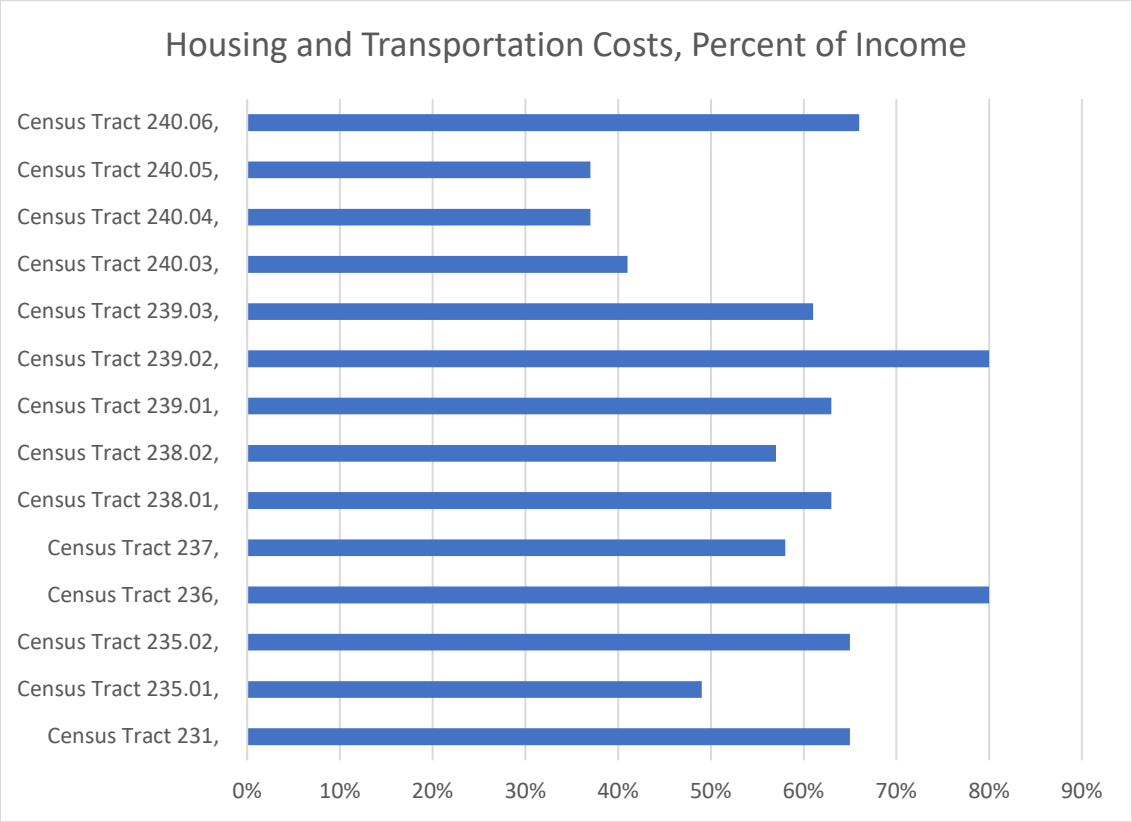
Tracts 235.02, 239.01, and 240.05 have had the largest number of new owner occupied residents since 2015. The southeast corner of the city has had the largest number of new renters since 2015. (Tracts 240.03, 240.04 and 240.05).

Tract 240.03 has seen the most international migration of all census tracts across 2010 and 2015. Tract 240.04 saw the most international migration in 2010 but had little of this type of movement in 2015.

Table 2.3: Housing Values, Costs, and Affordability Gap					
Tract	Median Home Value	Median Income	Income to Afford Median Valued Home	Difference	Total Housing + transportation Costs (% Income)
Census Tract 231,	$486,100	$126,563	$145,830	$19,267	65%
Census Tract 235.01,	$344,000	$69,207	$103,200	$33,993	49%
Census Tract 235.02,	$478,500	$112,833	$143,550	$30,717	65%
Census Tract 236,	$861,400	$194,219	$258,420	$64,201	80%
Census Tract 237,	$387,000	$101,743	$116,100	$14,357	58%
Census Tract 238.01,	$414,900	$123,375	$124,470	$1,095	63%
Census Tract 238.02,	$340,200	$90,761	$102,060	$11,299	57%
Census Tract 239.01,	$419,100	$121,429	$125,730	$4,301	63%
Census Tract 239.02,	$618,800	$141,141	$185,640	$44,499	80%
Census Tract 239.03,	$465,000	$102,344	$139,500	$37,156	61%
Census Tract 240.03,	$403,100	$72,380	$120,930	$48,550	41%
Census Tract 240.04,	$145,800	$49,957	$43,740	-$6,217	37%
Census Tract 240.05,	$137,100	$42,368	$41,130	-$1,238	37%
Census Tract 240.06,	$421,700	$119,583	$126,510	$6,927	66%

Source: US Census

Average housing and transportation costs vary dramatically in Edina. Three census tracts in the city (240.03, 240.04, and 240.05) are below the recommended housing and transportation costs of 45% of income, and one tract (235.01) is just above this mark at 49%. Most tracts spend between 57% and 66% of their income on housing and transportation. Two tracts (236 and 239.02) spend an average of 80% of household income on housing and transportation, which is well above recommended affordability levels. These two tracts have the highest median home values and the highest median incomes in Edina, but the gap between the median income and the income needed to affordably own the home is still very wide.



Source: Housing and Transportation Affordability Index, Center for Neighborhood Technology

Census tracts in Edina also vary greatly by household size. Tracts 231, 236, 238,01, 239.01, and 239.02 all have 30% or more of their households with four or more people. This indicates a high number of households with young children. On the other hand, around 60% of the households in tracts 240.04 and 240,05 have just one resident. This is due to the large percentage of multifamily housing in these tracts, particularly senior housing.

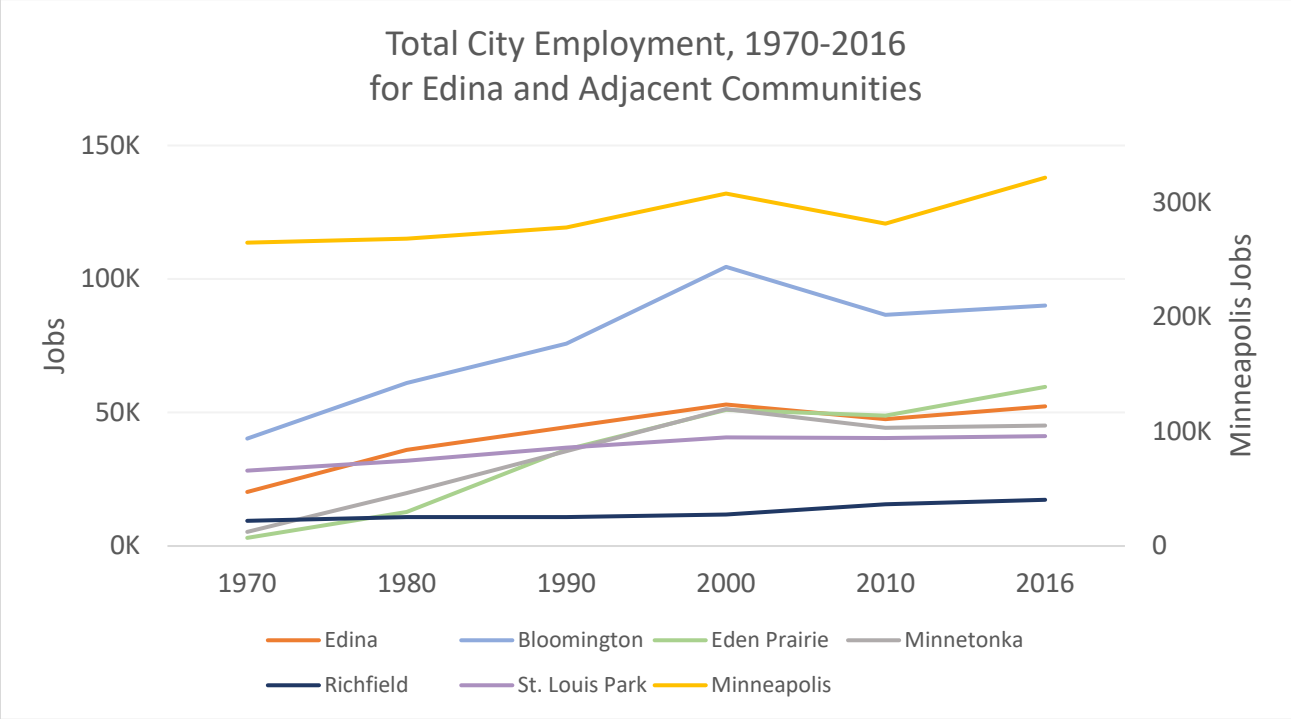
Table 2.4: Persons Per Household (% of households)

Tracts	1 Person	2 Persons	3 Persons	4 or More Persons
Census Tract 231	14.0	38.3	14.3	33.5
Census Tract 235.01	41.6	32.3	12.2	13.9
Census Tract 235.02	30.5	36.3	13	20.1
Census Tract 236	16.3	32.7	12.3	38.7
Census Tract 237	24.2	40.9	11.7	23.1
Census Tract 238.01	19.2	30.7	17	33
Census Tract 238.02	24.3	35.8	11.3	28.6
Census Tract 239.01	10.6	39.2	18.9	31.3
Census Tract 239.02	12.6	36.1	15.4	35.9
Census Tract 239.03	40.2	32.1	9.6	18.1
Census Tract 240.03	27.3	38.8	14.3	19.6
Census Tract 240.04	58.4	24.9	11.7	5
Census Tract 240.05	60.4	30.6	4.1	4.9
Census Tract 240.06	26.4	31	13.9	28.7

Source: US Census 2010

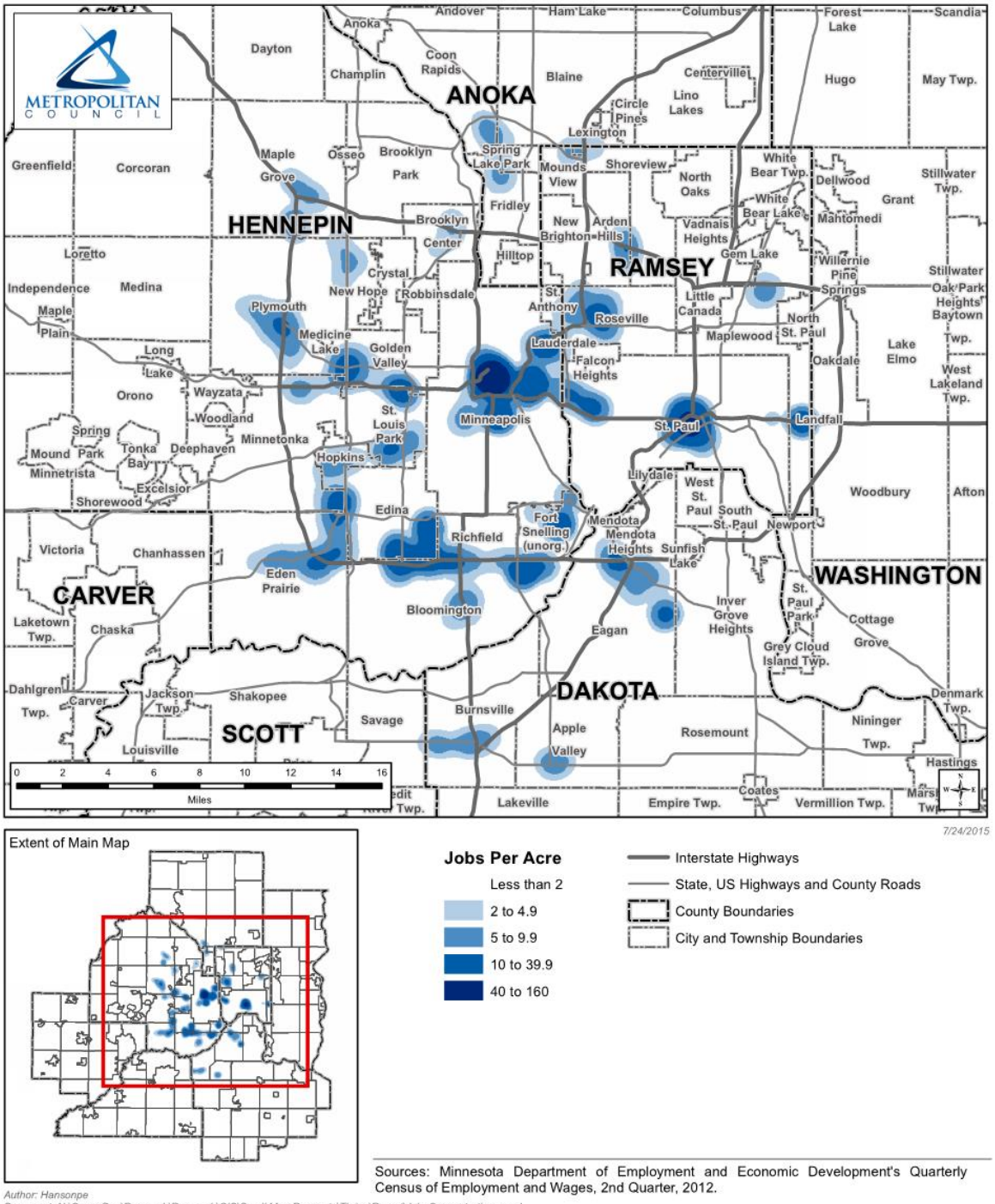
Employment

As with population, total employment in Edina has been on the rise for decades, particularly between 1970 and 2000. There was a dip between 2000 and 2010 reflecting the recession, but jobs have been growing again in recent years. The ratio of population to jobs has been fairly consistent over time in Edina, with approximately one job for every one resident and about two jobs for every city resident in the 16-64 age range. As a significant number of residents are not in the workforce, this means that the city is a net importer of workers, functioning as part of a regional job concentration, as defined by the Metropolitan Council. Combined with other cities like Eden Prairie and Bloomington, the southwest metro is one of the economic hubs of the Twin Cities area.



Source: Metropolitan Council, MN-DEED

Generalized Job Concentrations



Sources: Minnesota Department of Employment and Economic Development's Quarterly Census of Employment and Wages, 2nd Quarter, 2012.

Author: Hansonpe
Document: N:\CommDev\Research\Research\GIS\Small Map Requests\Thrive\Report\Job_Concentrations.mxd

Employment by Industry

Employment by industry in Edina and Hennepin County is summarized in **Table 2.5**. The industries with the largest employment in Edina are health care and social assistance, administrative and waste services, retail trade, and finance and insurance. The ones that have been the fastest growing include management of companies and enterprises, health care and social assistance, and accommodation, and food services. Industries with recent declines in employment include professional and technical services and manufacturing. For more information on the implications of these trends, see the Economic Competitiveness chapter.

Table 2.5: Employment by Industry, 2000-2016

	Edina				Hennepin County			
Industry	2000	2010	2016	Chg 00-16	2000	2010	2016	Chg 00-16
Accommodation and Food Services	2,354	3,517	3,624	54%	57,895	60,170	68,755	19%
Administrative and Waste Services	5,644	6,028	7,176	27%	61,018	51,518	58,254	-5%
All Other Industries	1,858	2,163	2,873	55%	89,472	56,841	67,950	-24%
Arts, Entertainment, and Recreation	967	588	1,019	5%	12,158	13,120	15,837	30%
Educational Services	1,720	2,198	1,954	14%	50,960	60,333	62,027	22%
Finance and Insurance	4,582	5,446	4,263	-7%	67,334	67,263	68,243	1%
Health Care and Social Assistance	7,335	7,756	10,518	43%	87,064	112,587	136,284	57%
Information	1,213	586	859	-29%	31,844	21,173	19,437	-39%
Management of Companies and Enterprises	579	1,948	1,878	224%	39,632	40,186	44,647	13%
Manufacturing	4,374	1,778	1,614	-63%	104,410	70,723	74,577	-29%
Other Services, Ex. Public Admin	2,499	1,888	2,366	-5%	28,305	25,276	27,092	-4%
Professional and Technical Services	6,683	4,949	4,884	-27%	71,191	67,274	91,401	28%
Public Administration	287	333	392	37%	24,125	24,929	25,707	7%
Real Estate and Rental and Leasing	2,791	1,707	1,572	-44%	17,828	17,776	16,595	-7%
Retail Trade	6,973	5,083	5,615	-19%	83,617	72,262	78,341	-6%
Wholesale Trade	3,132	1,489	1,723	-45%	50,841	44,010	46,702	-8%

Source: US Census Bureau

Compared to Hennepin County, Edina has higher percentages of employment in administrative and waste services, health care and social assistance, retail trade, and real estate and rental and leasing.

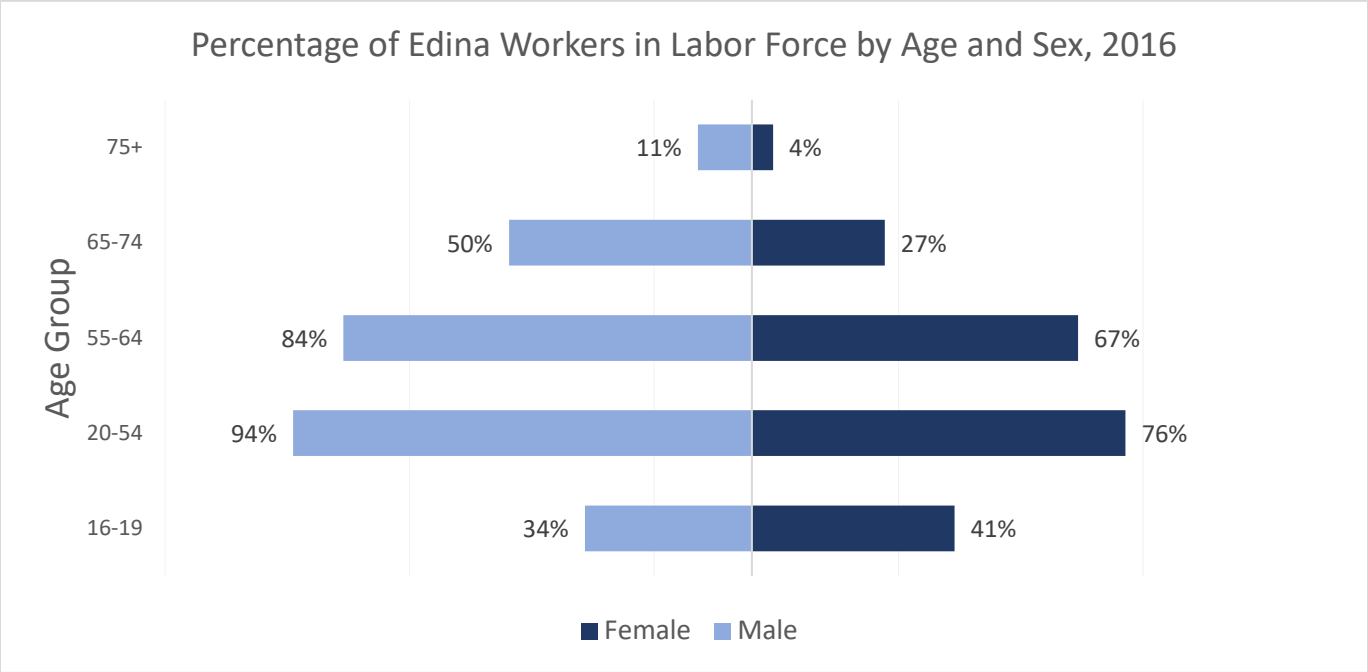
Table 2.6: Percentage Employment by Industry, 2016

Industry	Edina	Hennepin
Accommodation and Food Services	7%	8%
Administrative and Waste Services	14%	6%
All Other Industries	5%	8%
Arts, Entertainment, and Recreation	2%	2%
Educational Services	4%	7%
Finance and Insurance	8%	8%
Health Care and Social Assistance	20%	15%
Information	2%	2%
Management of Companies and Enterprises	4%	5%
Manufacturing	3%	8%
Other Services, Ex. Public Admin	5%	3%
Professional and Technical Services	9%	10%
Public Administration	1%	3%
Real Estate and Rental and Leasing	3%	2%
Retail Trade	11%	9%
Wholesale Trade	3%	5%

Source: US Census Bureau

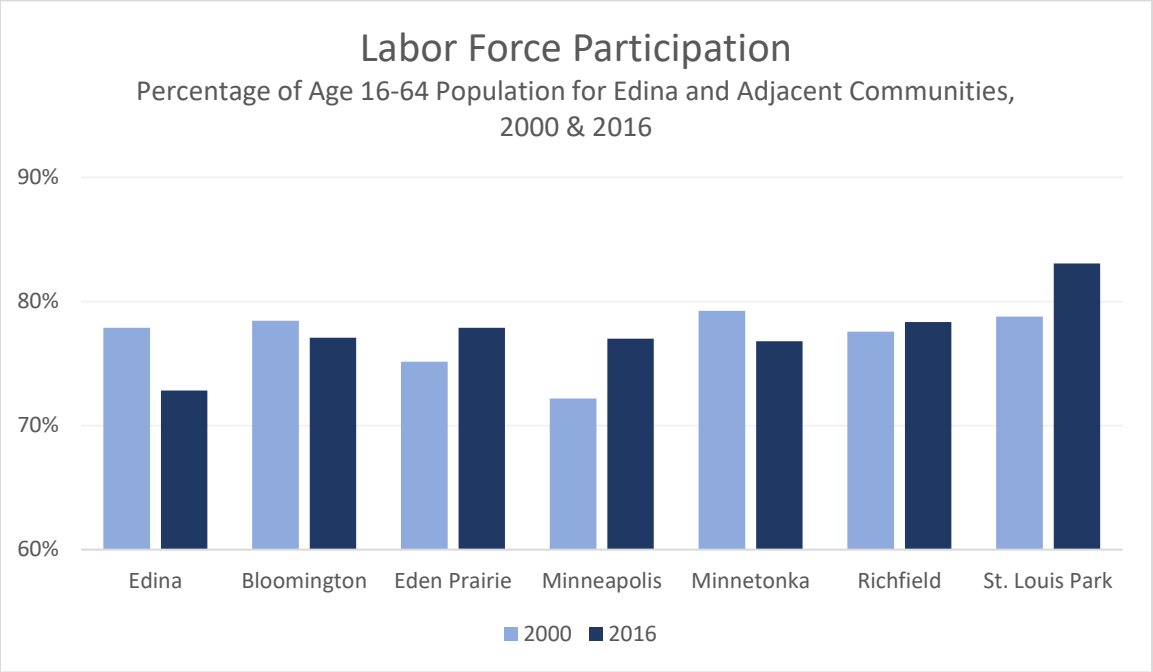
Labor Force Participation

As of 2016, there were around 25,340 people in Edina in the labor force, or about 64% of the population 16 years and older. As shown in the following graph, except for the teenage years, male residents are more likely to be employed than females throughout their lives. The highest percentage of both men and women who work is in the 20-54 age range, decreasing in subsequent years.



Source: US Census Bureau

In 2016, Edina had one of the lowest labor force participation rate among the comparison cities. Along with Bloomington and Minnetonka, Edina saw a decline in the labor force participation rate between 2000 and 2016. For Edina, that continued a previous declining trend from 1990-2000. This reflects the fact that Edina parents with children at home are less likely to work outside the home than families in other cities. For instance, in Edina the share of children under age 6 with all parents working is 62%, compared to 74% in the Twin Cities region. For children aged 6-17, the percentages are 63% and 78%, respectively.

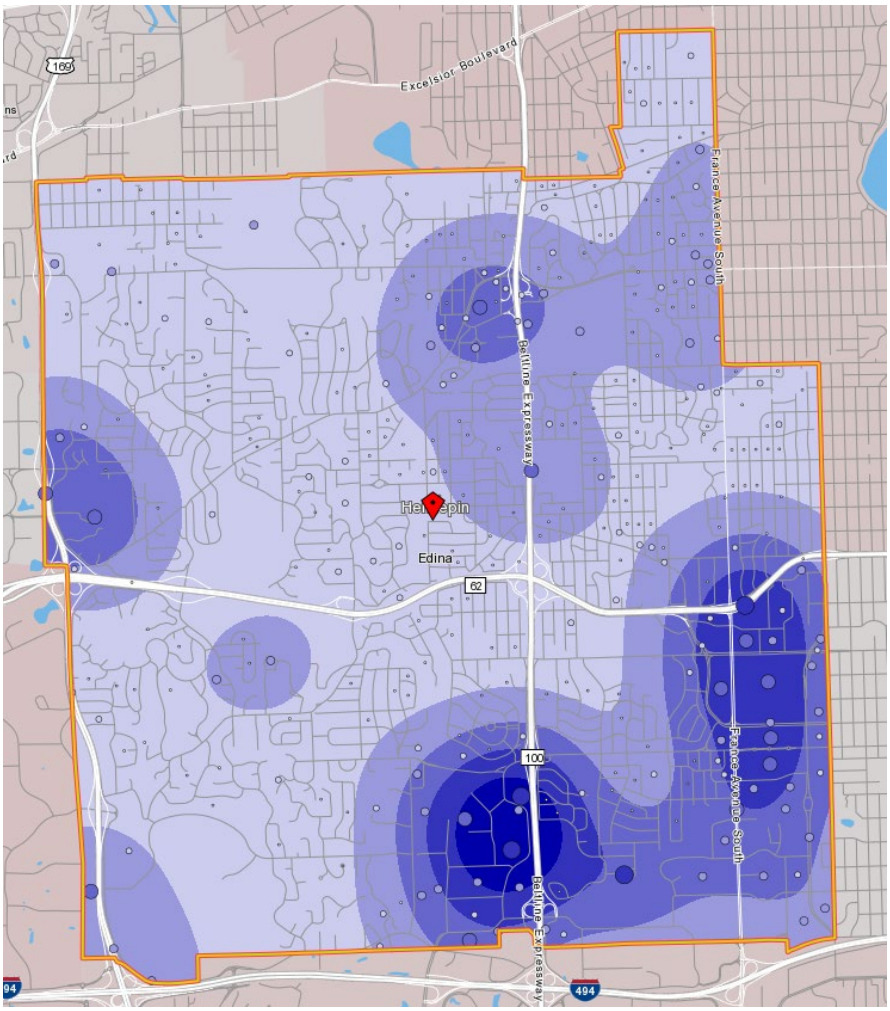


Source: US Census Bureau

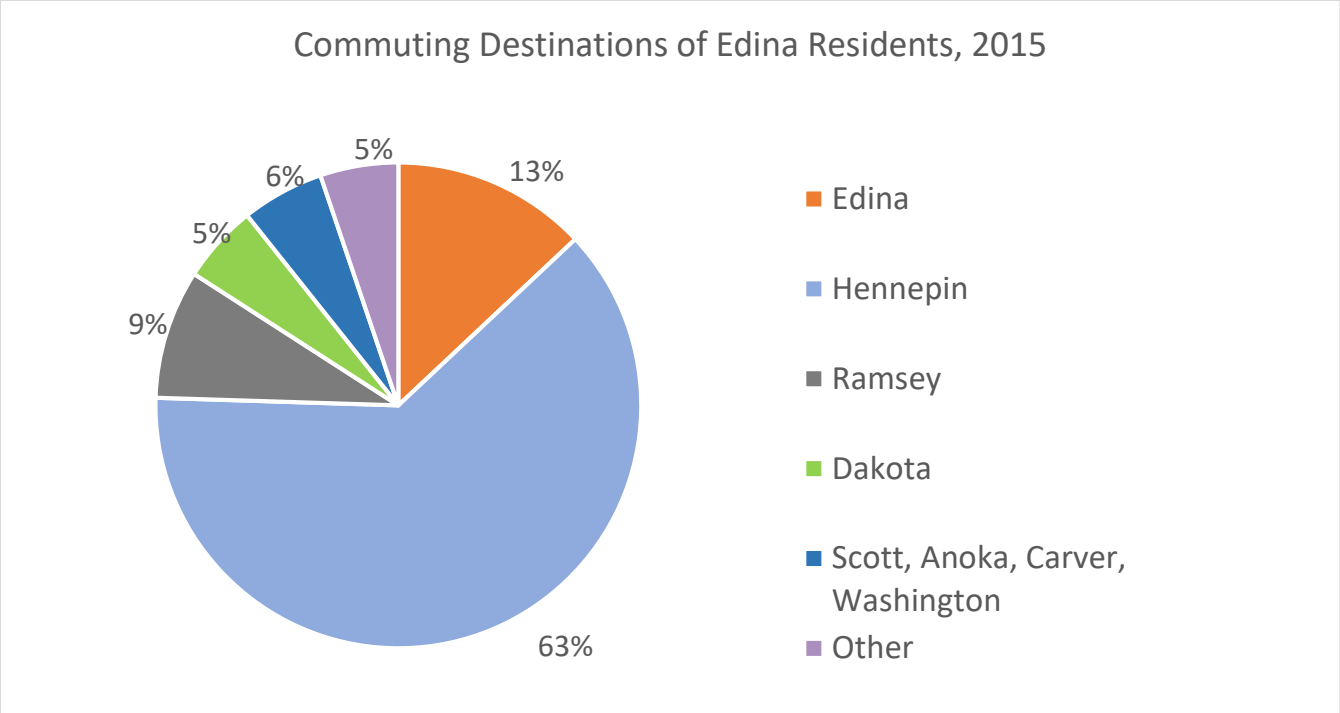
Place of Work and Worker Residency

City residents are impacted by work travel trips whether or not they commute to work, since work-related trips are a primary contributor to the burden placed on transportation infrastructure. The Metropolitan Council's 2010 Travel Behavior Inventory estimates that around 18% trips on the roadway network are work commute trips. Around 40% of trips are social/recreational, 22% are to school or within work, and 20% are shopping/errand. Work commute trips tend to be the longest trip type, on average.

Related to commuting patterns is the job distribution within the city. The heat map below shows concentrations of employment around the city. The main job concentrations include Greater Southdale area, the Cahill industrial area near Highway 100, near the intersection of TH 62 with TH 169 in the western part of the city, and the Grandview area.



Around 75% of Edina residents that commute to work travel to a destination in Hennepin County. Most of the remainder travel to other metropolitan area counties. The top destination cities are Minneapolis, Edina, and Bloomington.



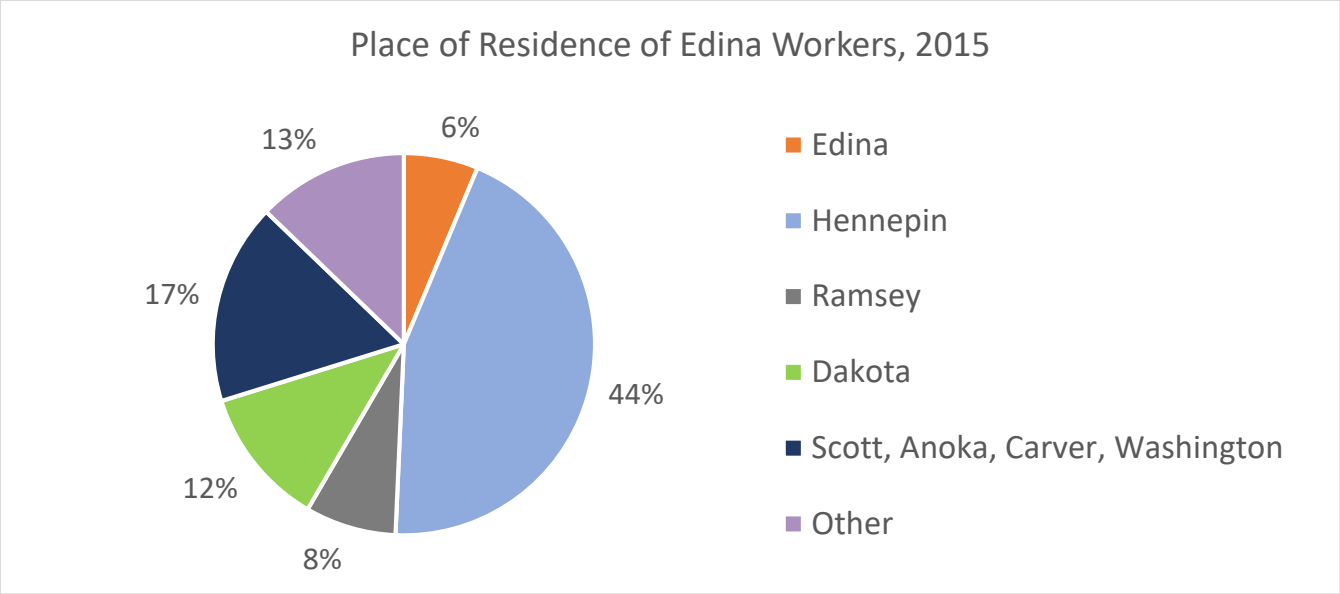
Source: U.S. Census Bureau, OnTheMap Application and LEHD Origin-Destination Employment Statistics

Table 2.7: Top Edina Resident Commuter Destinations, 2015

Destination	# Commuters	% Commuters
Minneapolis MN	5,798	27%
Edina MN	2,763	13%
Bloomington MN	1,904	9%
Eden Prairie MN	1,085	5%
St. Paul MN	1,085	5%
St. Louis Park MN	846	4%
Minnetonka MN	829	4%
Golden Valley MN	590	3%
Plymouth MN	492	2%
Eagan MN	461	2%
All Other Locations	5394	25%

Source: U.S. Census Bureau, OnTheMap Application and LEHD Origin-Destination Employment Statistics

As Edina is an employment center for the southwest metro in proximity to a number of others, it is not surprising that the percentage of people who both live and work in Edina (6%) is relatively low. About half of people who work in Edina live Hennepin County. The top cities where workers live are Minneapolis, Edina, and Bloomington.

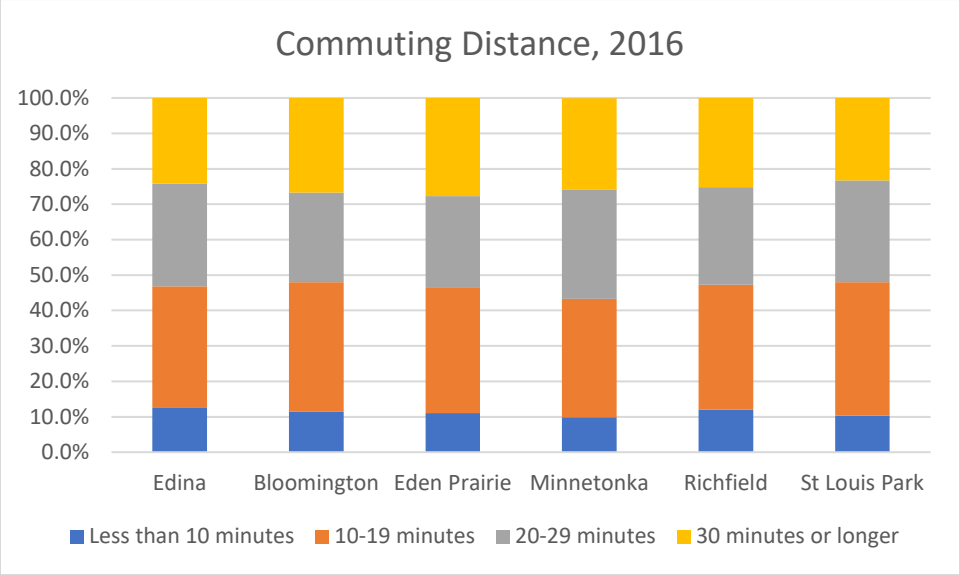


Source: U.S. Census Bureau, OnTheMap Application and LEHD Origin-Destination Employment Statistics

Table 2.8: Top Edina Worker Origins, 2015		
Origin	# Commuters	% Commuters
Minneapolis city, MN	5,221	12%
Edina city, MN	2,763	6%
Bloomington city, MN	2,539	6%
St. Paul city, MN	2,014	5%
Eden Prairie city, MN	1,822	4%
Richfield city, MN	1,301	3%
St. Louis Park city, MN	1,270	3%
Eagan city, MN	1,098	3%
Plymouth city, MN	1,048	2%
Minnetonka city, MN	1,042	2%
All Other Locations	23,395	54%

Source: U.S. Census Bureau, OnTheMap Application and LEHD Origin-Destination Employment Statistics

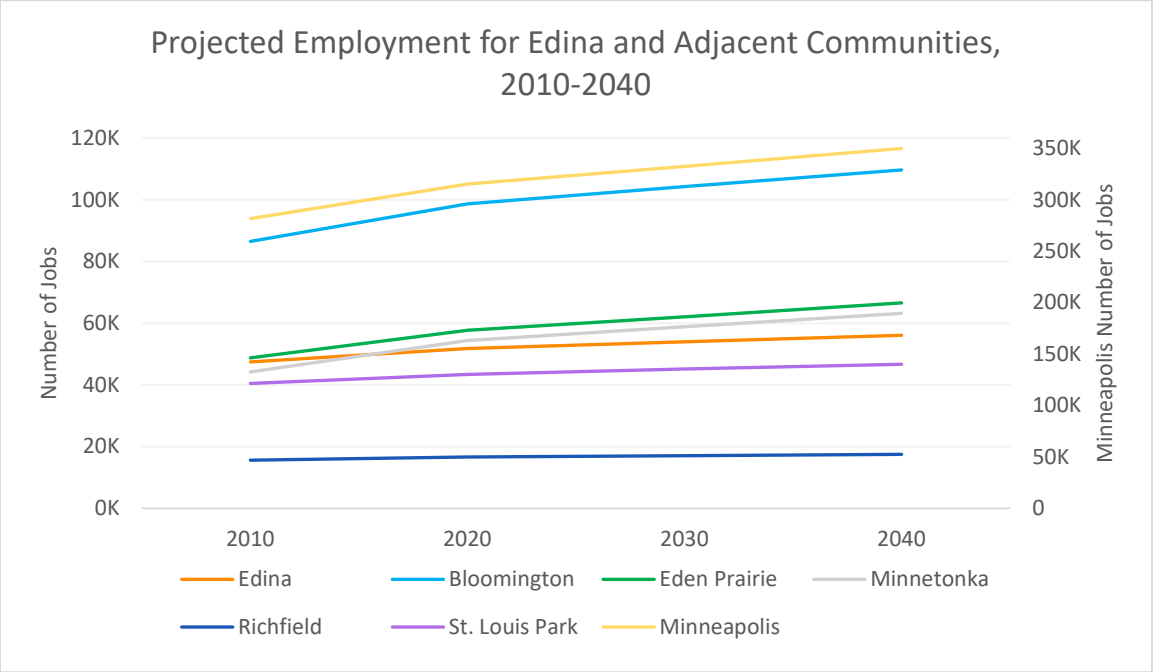
Edina resident commuters compare favorably on travel time to work, with around three quarters of commuters traveling less than 30 minutes. This reflects the city's proximity to many of the region's major employment centers.



Source: U.S. Census

Employment Projections

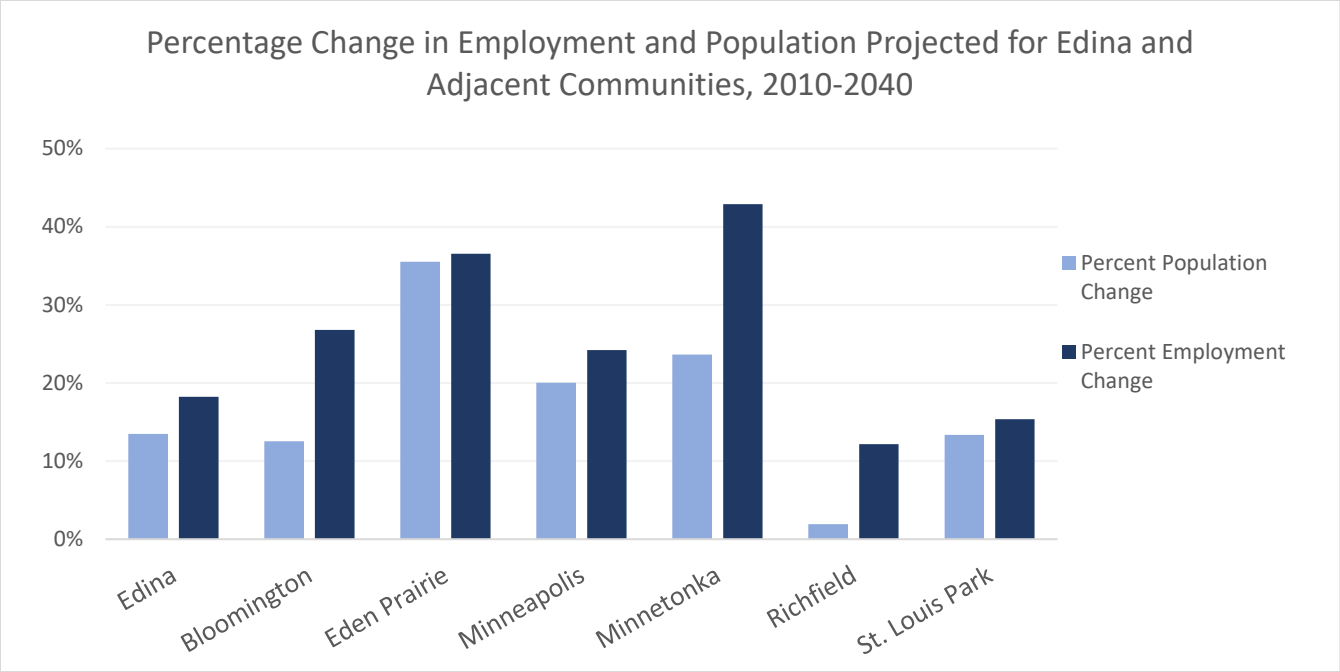
As part of the Thrive MSP 2040 plan, the Metropolitan Council projects future employment figures for all cities in the seven county region. Between the years 2010 and 2040, the Council projects that total employment in Edina will increase by about 18%. This is slightly faster than Richfield and St. Louis Park, but slower than Bloomington, Eden Prairie, Minneapolis, and Minnetonka.



Source: Metropolitan Council

A comparison of projected population and employment changes from 2010 to 2040 shows that employment is expected to grow at a faster rate than total population for Edina and other nearby cities.

With employment growing, there are potential implications with additional work trips. However, as the 2010 Travel Behavior Inventory noted, telecommuting and working from home are becoming increasingly common – offsetting some of the need for commuting trips. Additionally, the inventory shows people increasingly choosing non-single occupant vehicles for travel. Therefore, the full impact of additional commuting trips may be mitigated by these factors.



Source: Metropolitan Council

Edina: A Community of Learning. Edina has a prized education system of high-quality public schools. The Community Profile chapter of the Comprehensive Plan recognizes the importance of extending the benefits of education to the entire community.

The information compiled in this chapter can be a significant educational resource in terms of understanding the current population, economy, and other socioeconomic data. The City may use this as a stand-alone community profile, or as background information to inform another project. An example of a use may be to provide a baseline for community status prior to a planned change.

3. Land Use and Community Design

Chapter Highlights

- The land use vision for the City of Edina will guide the future distribution, mix, and intensity of uses to optimize the current and future vitality and livability of the community.
- The biggest land use changes in the city will be in targeted areas of change, including those identified through the small area planning processes. These places are potential opportunities for shifts in uses and intensities, supporting larger community goals.
- While much of the city's land area will not be targeted for change, it will not remain static or frozen in time. Continued investments in these areas are needed to maintain and update aging buildings and infrastructure, to meet the needs of the people and businesses that use them.
- Overall community character and livability are greatly valued in Edina. There will be a continual need to balance protecting what is valued and responding to needed and ongoing changes.
- Land use bears a close and vital relationship to public infrastructure, utilities, and services. The City will need to plan and invest responsibly in these systems – both to maintain existing facilities and to provide new ones in response to changing and expanding needs. This is addressed in more depth in other chapters.
- Sustainability is an important value throughout this plan. In terms of land use, it has implications from the small scale (e.g. how buildings are constructed and maintained) to citywide (e.g. responsible use of resources, preparing a community to respond to climate change). This is addressed in more depth in other chapters.

Definitions

Design Guidelines provide guidance for the character, scale, and built form of development.

Land Use is the purpose for which land cover is committed, such as residential, industrial, or open space.

Mixed Use is a land use category that includes two or more different land uses, arranged either horizontally on the same site, or vertically in the same building.

Zoning is a technique used in land use planning to divide an area into a series of zones with defined characteristics, which are regulated through city ordinance. Under Minnesota state statute, zoning must be consistent with a city's adopted comprehensive plan.

Introduction

The land use element of the comprehensive plan provides not only guidance for land use and development within the city, but some of the organizing principles for the city itself. The planned and orderly development of land reflects community values and priorities, in terms of the opportunities it creates for where people can live, work, and congregate within city limits. It establishes the planned scale and intensity of neighborhoods, and reflects the ability of the community overall to accommodate growth and change. It also relates to existing and planned infrastructure – including roadways, trails, transit systems, water and wastewater, parks, and others.

Since a plan to accommodate growth is one of the central functions of this comprehensive plan, this land use element will focus primarily on how this can be accomplished in a way that is sustainable and consistent with overall community goals.

To be a useful day-to-day decision-making guide, the land use plan must be adaptable to unanticipated changes, and be specific to current conditions and issues in the city. To balance these goals, it will be necessary to closely monitor and update the land use plan on a regular basis.

It is widely recognized that the appearance and compatibility of a land use with its surroundings frequently are as important as the use itself. Community design guidelines are defined by this plan to guide the built and natural form of the city to foster and sustain livability and sense of place. Where the land use plan addresses specific areas and combinations of land uses, community design addresses the way these land uses are sited and designed.

The community design component of this chapter looks at existing and planned land uses from the perspective of their current natural, designed, or built character. It suggests design strategies for protecting or enhancing this character or allowing for appropriate transitions

Forecasted Growth

Addressing and accommodating forecasted growth in the City of Edina is a core function of the comprehensive plan. As Edina is already fully developed, this land use plan demonstrates how expected increases in population, households, and jobs can be accommodated through redevelopment and infill within designated change areas.

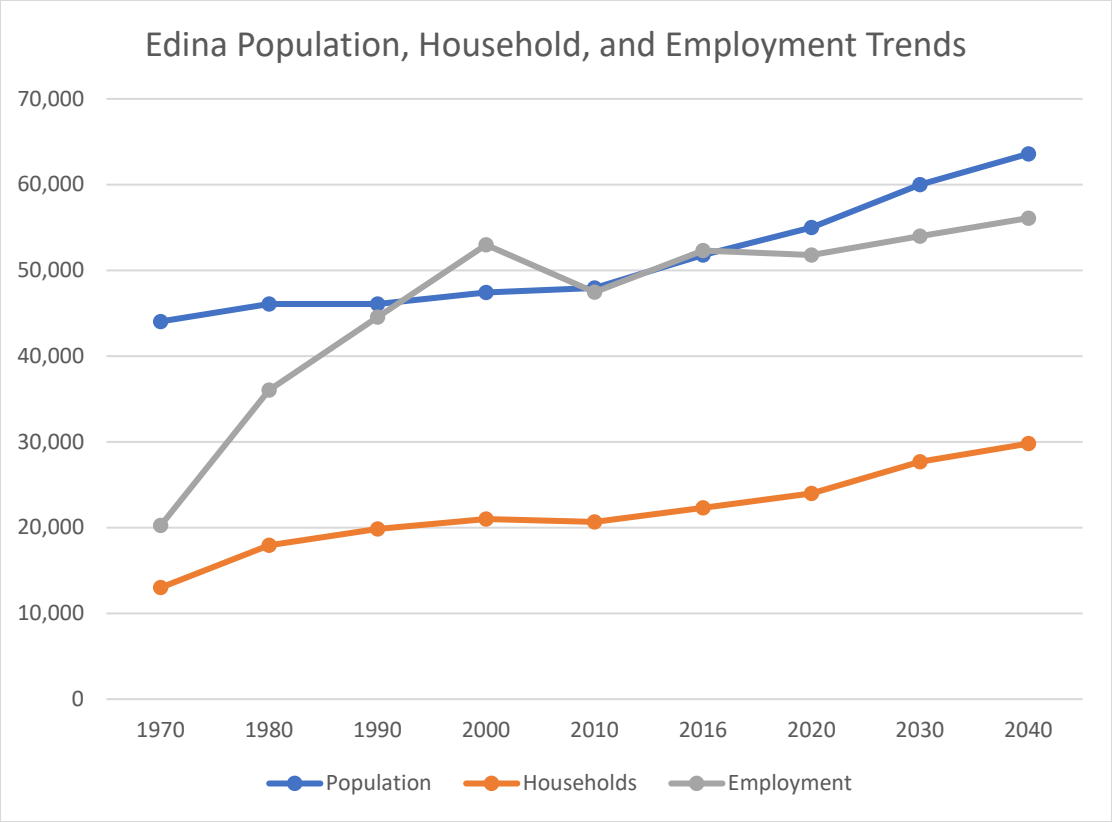
Table 3.1 shows past patterns and future projections of growth in Edina. Population and household growth rates in Edina were relatively steady between 1970 and 2010, though they have increased since then. Employment, after surging in earlier years, has followed a similar pattern. The ratio of jobs to population has remained high, reflecting the role of portions of Edina as a regional employment center. The overall rate of change has increased since 2010, due to many new multifamily residential, commercial, and mixed-use projects.

The forecasts included in this chapter were developed by the Metropolitan Council. They are derived from local and regional factors, including past housing and job trends and the city's expected share of projected regional growth. Between 2020 and 2040, the population is projected to increase by 16% or 8,600. Households are expected to increase by 24% or 5,800. Jobs are expected to increase by 8% or 4,300. The faster rates of population and household growth relative to employment reflect the anticipated transition of primarily commercial areas into residential-commercial mixed-use districts. These forecasts are based on several assumptions, including overall economic climate, site availability, and market conditions. The actual counts may be lower or higher than these estimates.

Table 3.1: Population, Household, and Employment Projections

	1970	1980	1990	2000	2010	2016	2020	2030	2040
Population	44,046	46,073	46,070	47,425	47,941	51,804	55,000	60,000	63,600
Households	13,005	17,961	19,860	20,996	20,672	22,309	24,000	27,700	29,800
Employment	20,240	36,061	44,534	52,991	47,457	52,330	51,800	54,000	56,100

Source: Metropolitan Council estimates and revised Thrive MSP 2040 forecasts, as of January 2019



Source: Metropolitan Council estimates and revised Thrive MSP 2040 forecasts, as of January 2019

Community Designation

Community designation is a typology used by the Metropolitan Council to categorize cities by geography and development patterns. Edina is designated as an **Urban** community in the Metropolitan Council's *Thrive MSP 2040* plan. **Figure 3.1** shows the extent of this designation for the city, as well as that of surrounding communities. These designations are largely a function of when and how communities were developed.

The Metropolitan Council uses these designations to guide regional growth and development, establish land use expectations including overall development densities and patterns, and outline the respective roles of the Council and individual communities, along with strategies for planning for forecasted growth.

Metropolitan Council Guidance

In Thrive MSP 2040, the Metropolitan Council states: "Urban communities experienced rapid development during the post-World War II era, and exhibit the transition toward the development stage dominated by the influence of the automobile. Urban communities are expected to plan for forecasted population and household growth at average densities of at least 10 units per acre for new development and redevelopment. In addition, Urban communities are expected to target opportunities for more intensive development near regional transit investments at densities and in a manner articulated in the 2040 Transportation Policy Plan."

This designation has implications for how Edina plans for growth, density, and change. This includes a particular focus on guiding development around existing and planned transit.

Edina: A Community of Learning. Edina has a prized education system of high-quality public schools. The Land Use chapter of the Comprehensive Plan recognizes the importance of extending the benefits of education to the entire community.

The development review process is often the place where the public comes most into contact with land use guidance at the city level. Educational elements to help inform the development review process can both build public knowledge and improve process outcomes.

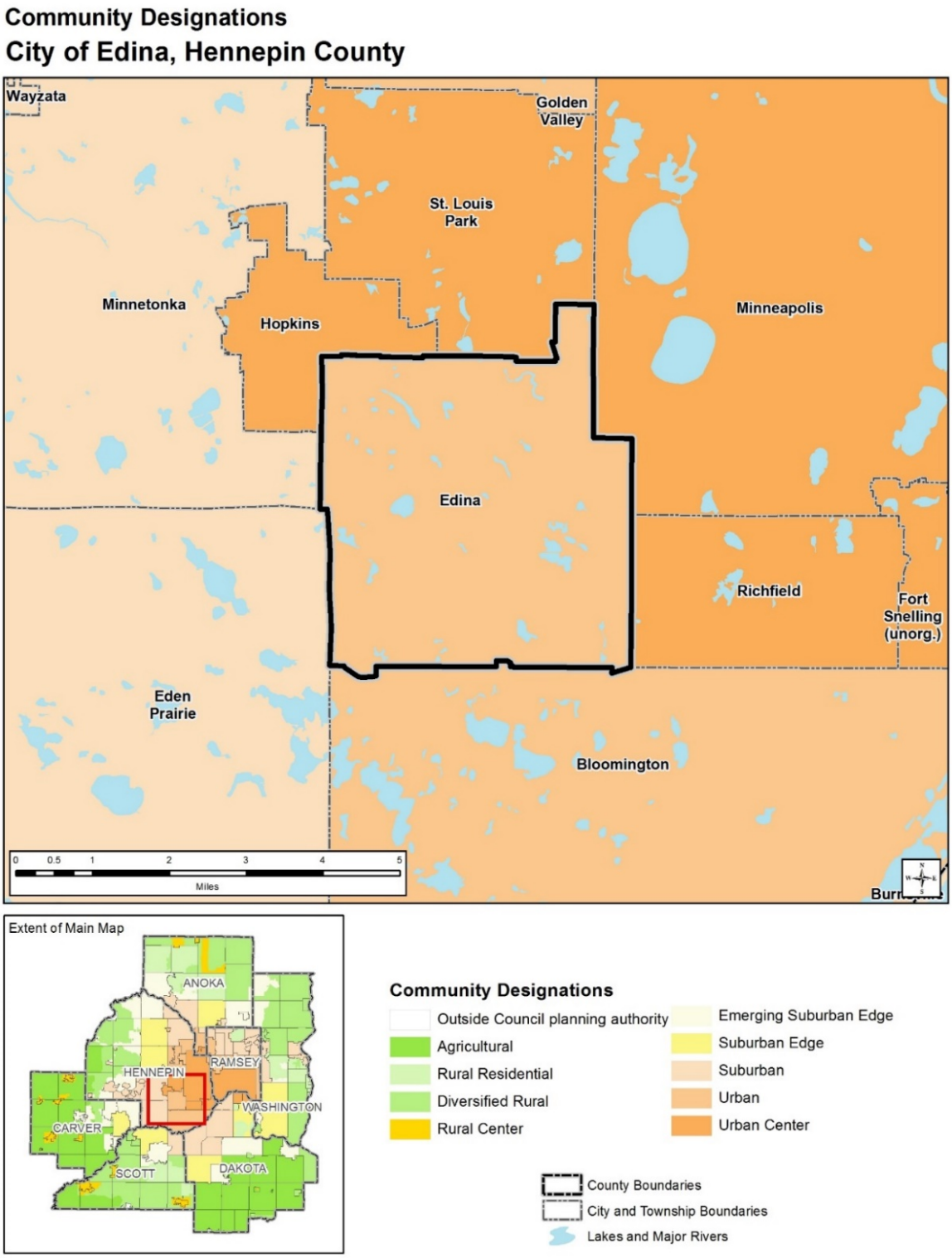


Figure 3.1: Community Designation (Source: Metropolitan Council Thrive MSP 2040)

Trends and Challenges

Strategic redevelopment and reinvestment. Growth of population and jobs helps keep Edina a vibrant, healthy, and attractive place to live and work. However, as a fully developed city, Edina will accommodate growth via the reuse of existing properties. Future development plans must balance market feasibility and responsiveness with overall perceived community benefits. Plans for land use changes should be strategic, particularly in regard to improving access to transportation networks and providing benefits to the community.

Preserving existing residential character. High land prices and scarcity of available land within the city have resulted in a sharp increase in single-family home redevelopment. New housing is often significantly larger than existing adjacent housing, particularly in small-lot neighborhoods, and can appear to visually overwhelm these homes, block views or cast shadows on them. There has been considerable public discussion about the appropriate massing, height and proportions of architectural elements in established neighborhoods. How can the City balance the desire of some residents for larger homes with state-of-the-art features and developers seeking to offer housing units that appeal to today's market, with the interests of neighbors who object to the size and scale of some new construction?

Adding walkability and bikeability. Much of Edina was developed during post-WWII decades, when auto-oriented suburbs did not prioritize accommodating pedestrians and bicycles. A transportation network that allows for additional transit and non-motorized travel options increases the movement capacity of the existing public right-of-way and capitalizes on resident needs for more active lifestyles. Retrofitting improvements that add in those features will take time and effort, especially as redevelopment happens incrementally.

Changing needs of commercial and industrial uses. The useful life of commercial and industrial buildings tends to be significantly shorter than residential ones, and many of Edina's buildings are aging and potentially obsolete, at least based on their originally intended use. Buildings will need to be renovated, repurposed, or replaced to reflect current and future needs, including a much different model for retail than in the past, and increased interest in mixed-use/live-work scenarios.

Demographic changes. A dominant trend, both locally and nationally, is the overall aging of the population. This has a host of implications for land use, including changes in the type of housing needed, goods and services demanded, and reliance on non-auto transportation options. Additionally, younger residents who are now reaching adulthood have shown interest in different land use patterns, in particular, better connected mixed-use districts.

Expanding transportation options. In addition to walkability and bikeability at the neighborhood level, there is increased interest in providing access to multiple modes of transportation. This has implications for land use, in terms of locating appropriate housing units and jobs within safe and comfortable walking distances of transit stops.

Existing Land Use and Conditions

Overview

This section covers current land use and conditions. This includes the existing land use map and acreages, property value (market value and land/value ratio), building age and condition, and definitions of existing land use categories.

Land Use Map

Figure 3.2 shows the existing land uses in the City of Edina, and **Table 3.2** shows the percentage of existing land use by category as of 2016, compared with 2005 data from the previous comprehensive plan. Comparing the two years shows a decline in commercial, industrial, and institutional, and a rise in mixed use, parks, and multifamily housing.

Over half of the land in the city (53%) is single family detached residential, with the next largest proportion taken by parks (10%). Golf courses are called out as a separate category, so the parks number is lower than an overall calculation of open space in the city. Commercial, industrial, and higher density residential uses are clustered in specific areas, typically in defined nodes and districts, as well as along some major corridors. Consistent with the overall regional approach to mapping land use, existing land use calculations in this plan do not distinguish between local roads and adjacent uses. This is different than the parcel-based approach for future land use shown later in the chapter.

Table 3.2: Existing Land Use, 2005-2016					
Use	2005 Acres	2016 Acres	Percent Total Acres (2016)	2005-2016 Change	2005-2016 Percent Change
Single Family Detached	5,434	5,419	53%	-15	-0.3%
Park, Recreational or Preserve	922	972	10%	50	5.4%
Golf Course	693	666	7%	-27	-3.9%
Institutional	468	444	4%	-24	-5.1%
Major Highway	401	442	4%	41	10.2%
Multifamily	420	433	4%	13	3.1%
Office	407	395	4%	-12	-2.9%
Retail and Other Commercial	384	313	3%	-71	-18.5%
Industrial and Utility	337	299	3%	-38	-11.3%
Single Family Attached	261	272	3%	11	4.2%
Open Water	261	269	3%	8	3.1%
Undeveloped Land	211	216	2%	5	2.4%
Mixed-use Commercial and Other		51	1%	25	
Mixed-use Industrial		17	0%	17	
Mixed-use Residential		17	0%	17	
Mixed Use 2008*	26			-15	226.9%
TOTAL		10,225	100%		

Source: Metropolitan Council

*The 2008 plan did not split up mixed use into multiple categories, so comparison is between combined totals of mixed use.

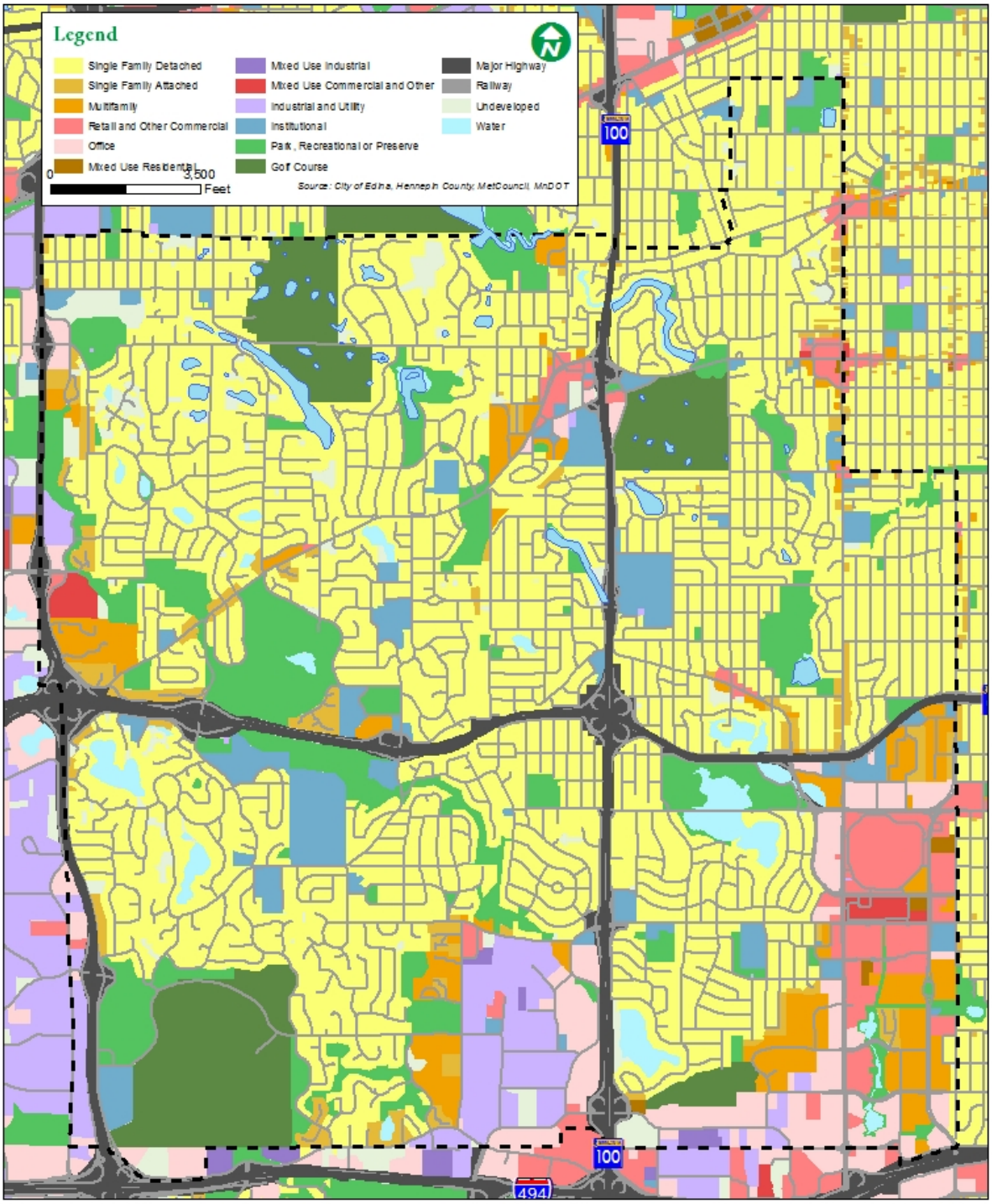


Figure 3.2: Existing Land Use

Changes Since 2008 Plan

Since the City of Edina is fully developed, changes in existing land use have been incremental based on redevelopment, with a shift towards more multifamily and mixed use within designated change areas. In the interim since the adoption of the previous comprehensive plan in 2008, there also have been changes to the land use policy and regulatory guidance for the city. These changes include:

- Comprehensive plan amendments to add more detailed guidance for land use density by future land use category.
- Comprehensive plan amendments development guidelines for planned unit development or other larger projects.
- Zoning changes at the individual site level to support new development projects, particularly mixed use.

Existing Land Use Categories

Figure 3.2 illustrates the pattern of existing land use in Edina as of 2016. The categories on the map are described as follows:

Single-Family Residential

Single-Family Detached. Residential neighborhoods are the most extensive land use within the city in terms of total land area, and single family detached housing is the largest component of that. Neighborhood character varies based on era of construction, scale of development, and landscape influences. Although there is significant variation, the most common residential type consists of post-WWII contemporary single-family homes on wooded lots along curvilinear streets.

Multifamily Residential

Single-Family Attached. This land use consists of residential units with common walls, where each unit has direct exterior access. In Edina the most common building types are townhouses and duplexes (two-family dwellings). Townhouses tend to be clustered close to highway or major road corridors, while duplexes are often found in narrow strips along major thoroughfares such as Vernon and France Avenues, as a kind of buffer for adjacent single-family detached housing.

Multifamily. This land use is defined by the multiple-unit building type where each individual unit does not have direct ground floor access to the outside. Multifamily developments are concentrated primarily along the main traffic arteries and are generally located toward the edges of the city, often in proximity to retail business establishments. Concentrations of multifamily development are found along York Avenue, France Avenue, Vernon Avenue, Lincoln Drive, and Cahill Road.

Commercial

Retail and Other Commercial. An important part of Edina's identity is its status as a regional commercial and employment center. The Edina marketplace is dominated by high-end retail, medical, real estate, and banking services, making it a unique destination within the metro area. The city's demographics, in terms of incomes, match this business market. Retail areas can be defined based on their market positions: regional, community, and neighborhood. Edina's regional retail district is the Greater Southdale area. Community-level districts include 50th& France and Grandview Heights, although they contain some regional destinations Neighborhood shopping districts, including the commercial nodes at Valley View and Wooddale and West 70th and Cahill, mainly serve surrounding neighborhoods with convenience shopping and services. Several other neighborhoods have small commercial nodes providing convenience goods and services. The larger concentrations of this land use are generally located toward the edges of the city, rather than in the center.

Office. Long known as a retail center for the southwest metro area, Edina also contains prime office space whose occupants include several large corporations. This land use is concentrated along such major thoroughfares as the western sides of France Avenue and TH 100 and the northern side of West 66th Street.

Mixed-use

Mixed-use Residential. This land use consists of areas with a mix of uses including residential units and commercial. In its 2016 data, the Metropolitan Council recognizes around 17 acres of this land use in the city, primarily in the Southdale area. While a small percentage of overall uses, this has been growing.

Mixed-use Industrial. This land use includes a mixture of industrial uses that may include office and retail but no residential units. The mixed-use industrial land use is found primarily in the Cahill industrial area west of TH 100 and along the south side of West 77th Street in the Pentagon Park area.

Mixed-use Commercial and Other. This land use category contains multiple nonresidential uses but no residential uses. There are around 51 acres of this in Edina, primarily in the Southdale area and north of Highway 62 on the city's western border.

Other Land Uses

Industrial and Utility. Industrial lands in the city are concentrated where historically lower land prices and access to transportation networks favored their location. Currently, the two areas in the city that meet these qualifications are the Cahill area west of TH 100 and south of West 70th Street, the greater Pentagon Park area, and a smaller concentration along TH 169 as it borders Eden Prairie in the extreme southwest corner of the city. It is expected that lower intensity industrial uses in these areas may transition to other uses in the future.

Institutional. Institutional land uses include city-owned properties and county libraries, as well as large public and private service providers such as hospitals and other medical care facilities. It also includes schools; social, cultural, and educational establishments; and cemeteries. This category also includes public safety and government service facilities such as police, fire, and public works. These uses are located on sites throughout the city.

Parks and Recreation. Edina has an extensive public park system that serves the community and area residents. Parklands include a golf course; biking and walking trails; various forms of recreational and athletic facilities, playgrounds and playing fields; and natural open space. Lands devoted to parks and recreation constitute the second highest percentage of all land use acreages. Some of the land included as park and recreational is within the Minnehaha and Nine Mile Creek floodplains, as well as other floodplains and stormwater drainage areas.

Golf Course. Edina has four major golf courses located in these public parks and private country clubs: Braemar, Interlachen, Richards, and Edina. They constitute around 666 acres of the city's land area.

Major Highway. The city is bisected by two regional arteries, TH 62 and TH 100, which divide the city into geographic quadrants. In addition, two more highways, I-494 and TH 169, border the city or pass near its boundaries. These limited access roads allow for convenient access to points outside the city or to destinations within the city for residents, workers, and visitors. The acreage listed for this land use does not include local roads.

Railway. The Canadian Pacific Railway maintains a rail line that runs north- south through the city. The rail line, known locally as the "Soo Line," contains about 4 miles of track in the city and runs roughly parallel to TH 100, west of that highway.

Undeveloped. Land categorized as "undeveloped" in the city contains protected and non-protected wetlands, steep slopes, and land not clearly used for any other categorized land use.

Open Water. Nine Mile and Minnehaha Creeks provide a natural drainage system for the city's land. Numerous lakes are both independent and linked to the creeks.

Property Value

Assessed property value is an important determinant of how market forces, property condition, and community context contribute to the perceived value of a property. This section is included to provide an overview of current conditions in Edina, as well as some implications.

Figure 3.3 shows market value per acre. Property values in Edina tend to be among the highest in the region. In Edina, the area with the most consistently high values per acre is the Country Club District, a designated historic district on the National Register of Historic Places. (See Chapter 13 Heritage Preservation for more information on designated historic resources.) Property values are more variable (though still fairly high) in the western neighborhoods. While high values may mean that property owners are able to keep their investments, they may also make it more challenging to maintain affordability.

High land values in particular may make certain areas more attractive for redevelopment, particularly when the building value is relatively low in comparison. For areas where the value of the land is fairly high relative to the building value, it may be attractive to either renovate or expand the building, or to redevelop the site entirely. However, this is not always allowed under ordinance or encouraged by policy. An example of this situation could be a location where land values may make it economically feasible to develop at a scale beyond what is allowed under city policy and regulation.

Figure 3.4 shows the ratio of land value to total value for a property. A substantial amount of the land in Edina has land values that are more than half of the total value. This suggests that the underlying property is a very strong contributor to the value – which is consistent with much of what is known about Edina from other sources. In such circumstances, there may be market incentive to further invest in the property through expansion or redevelopment.

These figures show potential change areas, which are guided for growth and redevelopment in accordance with small area plans and covered later in the chapter. Properties within these change areas with relatively high land-to-value ratios may be targets for redevelopment. One example of a potential change area, based on these maps, could be the Cahill industrial area.

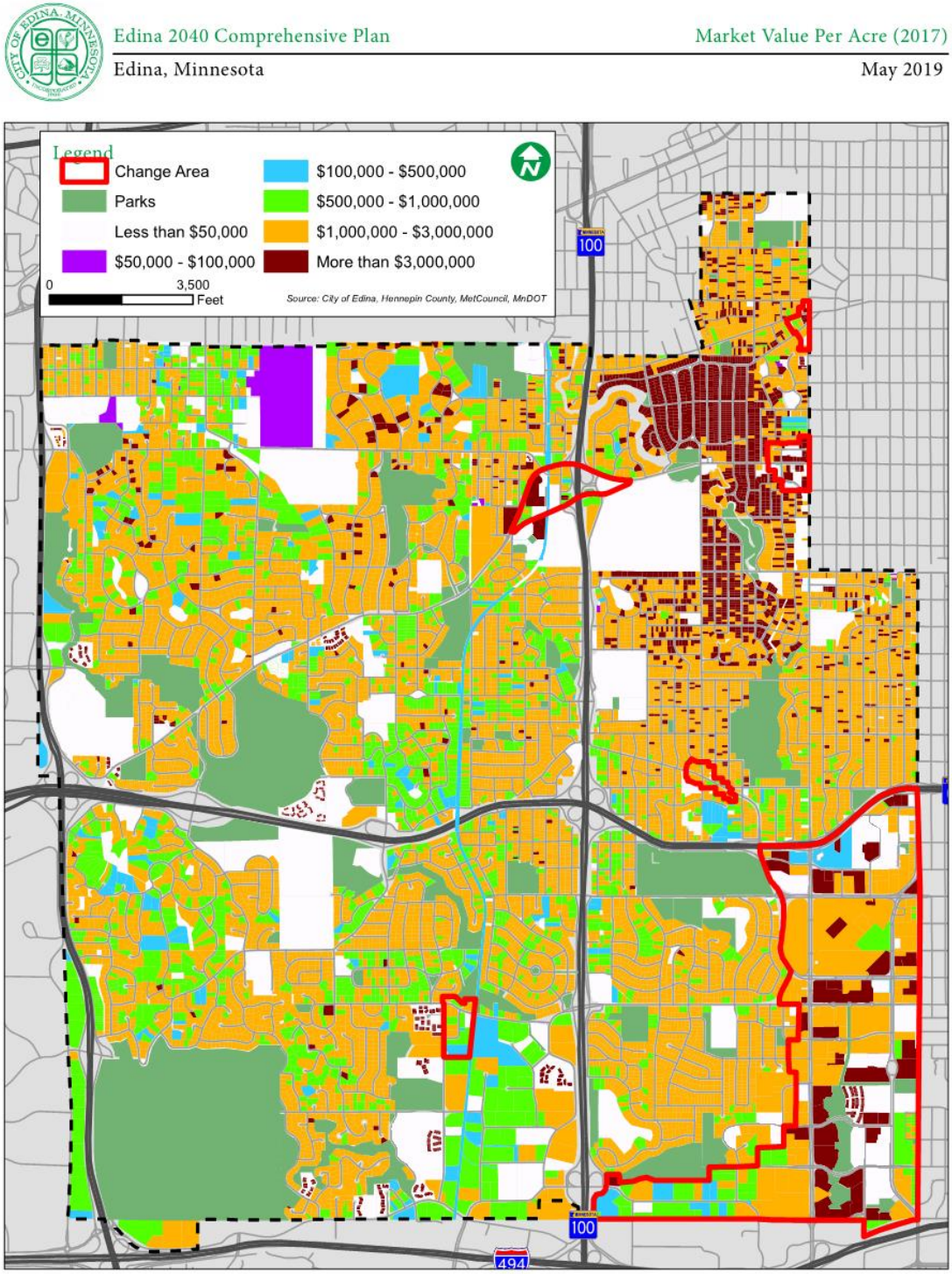


Figure 3.3: Market Value Per Acre

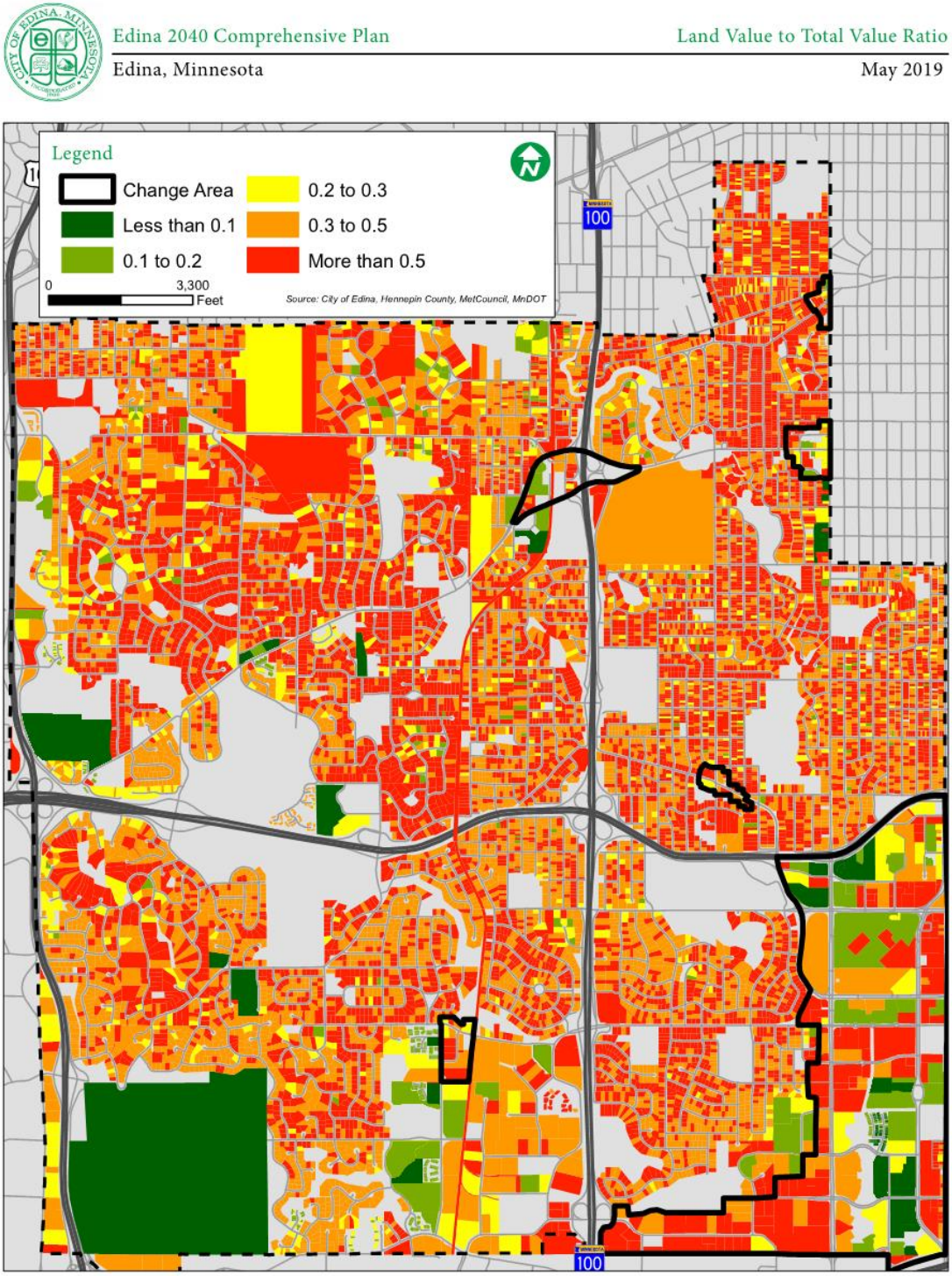


Figure 3.4: Land Value to Total Value Ratio

Building Age and Condition

Building age and condition are contributing factors when determining future redevelopment potential. All other things being equal, older and poorer condition buildings may be more viable redevelopment opportunities than those that are newer and better condition. There are exceptions to this, particularly in the case of protected historic properties. Additionally, there may be opportunities to reinvest in the property, rather than to change use or scale.

Figure 3.5 shows the age of the buildings in Edina. Starting as a largely rural farm community on the outskirts of the Twin Cities region in the early 1900's, Edina evolved rapidly into a developing suburb, with its own commercial and employment centers. Growth spread outwards from the area closest to Minneapolis, with the full extent of the existing city limits mostly developed by the 1980's. Land use patterns reflect planned growth areas, largely separated by use and intensity, though there have been more mixed-uses in recent years.

It's notable that there is also a sprinkling of newer housing in some of the oldest neighborhoods. This reflects new construction, either on infill sites or replacement of existing housing stock. Building permit data shows this has continued in recent years at a moderate pace.

Figure 3.6 shows the condition of buildings in Edina. This is collected on a multi-year cycle by the City of Edina. Since not every building is surveyed every year, it may not be completely up-to-date for any given structure. Since it is based primarily on an external assessment of building appearance, it may not reflect the condition of interiors or building systems. Due to these limitations, additional investigation may be needed at the individual property level to more completely assess a building's condition.

For the most part, buildings in the city are in average-to-good condition, with just a few scattered exceptions. As with other patterns, the oldest and most historic areas stand out as exceptional. However, there are many well-maintained properties throughout the city.

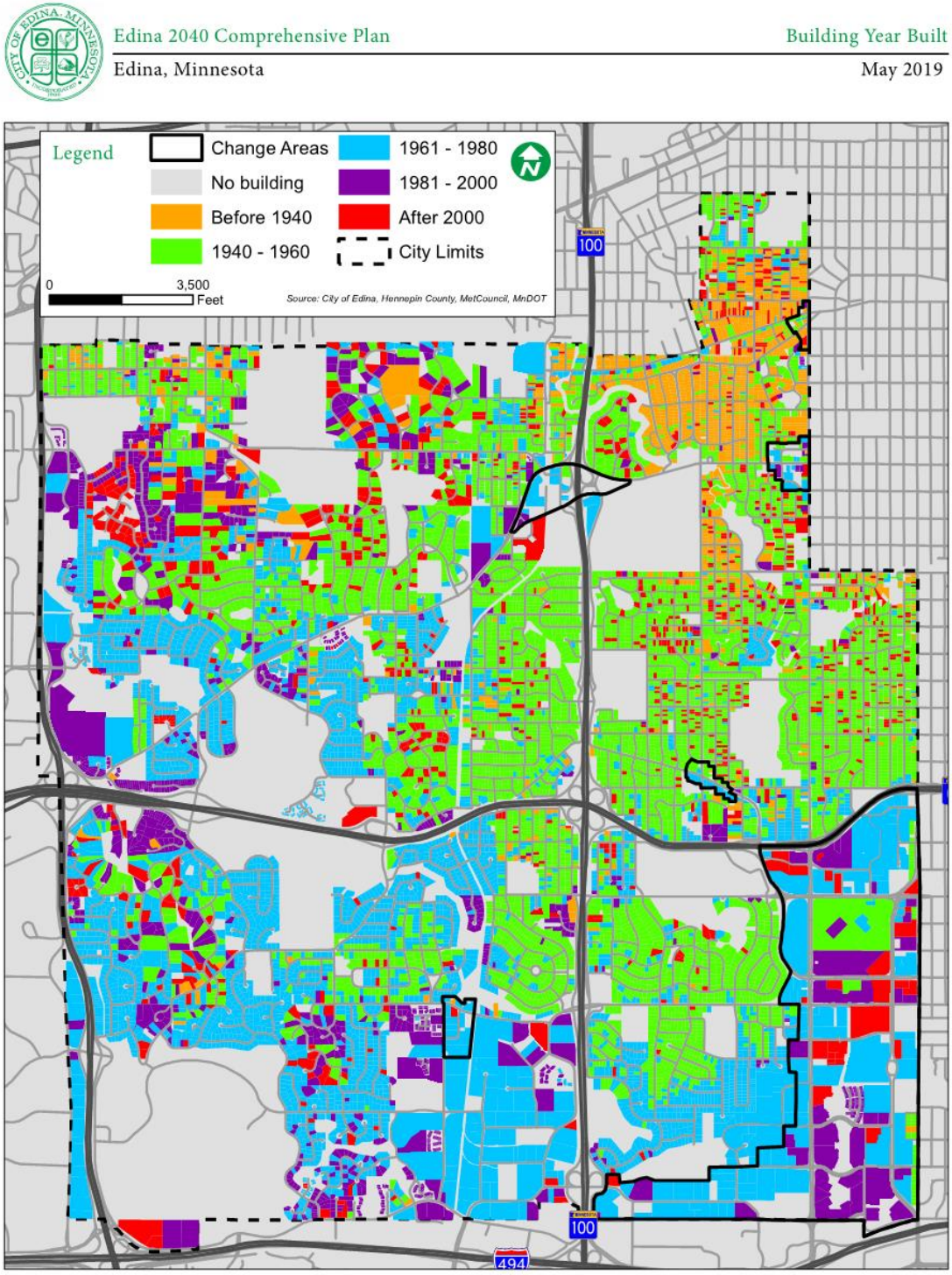


Figure 3.5: Building Age

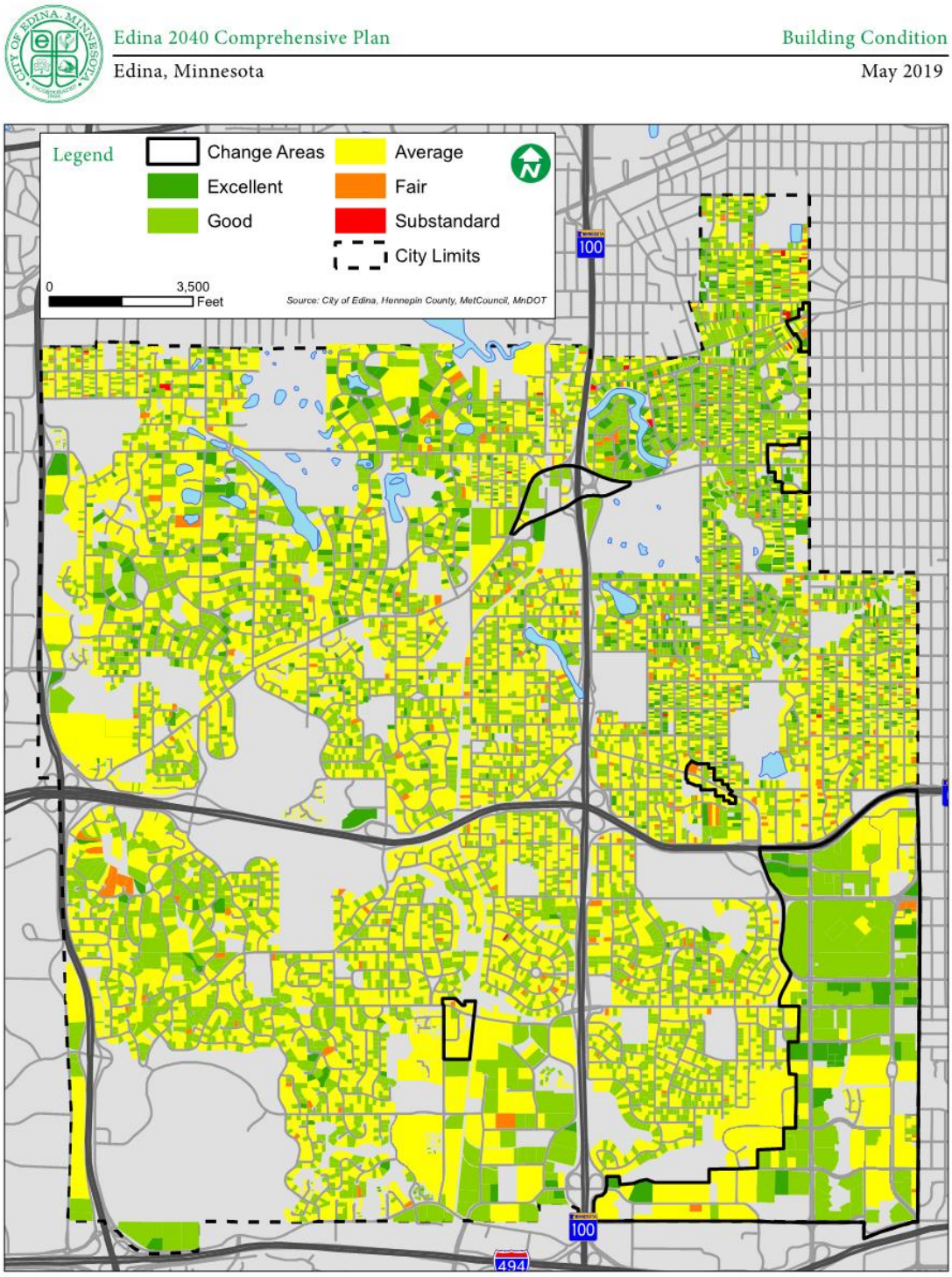


Figure 3.6: Building Condition

Residential Density

Since Edina is a fully developed community, increased residential density is needed to accommodate new growth within the city. Areas with concentrations of residential density are beneficial in various other ways. They:

- provide a customer and workforce base for commercial districts
- support the viability alternative transportation modes such as transit
- generate activity and interactions that support community placemaking
- more efficiently use existing infrastructure and public service capacity
- protect undeveloped areas in the region from encroaching outward development.

Denser areas may also generate higher traffic volumes, increase demands for public services, and create environmental consequences. One purpose of this plan is to anticipate those effects, and to plan for improvements and investments that reduce or mitigate impacts.

Residential density in Edina is measured and regulated in terms of total dwelling units per acre, consistent with regional standards. What a building of a certain density will look like is not always intuitive. Due to variations in unit size, building layout, and site design, two buildings with the same number of units per acre can appear very different from one another in terms of height, bulk, and character. While it is useful to allocate growth in terms of the number of units that can be placed on a site, units per acre should not be the *only* measure used to determine whether a certain development is appropriate for a site. Additionally, variations in unit size impact units per acre calculations. An example could be small units for senior housing or micro units.

Figure 3.7 shows the distribution of housing unit density across the city, and **Figure 3.8** shows population density. Since this is based on 2010 data, it does not show development that has been constructed and occupied since then. Housing and population densities follow similar patterns to overall land uses. Almost all the single-family areas average less than five units per gross acre, with higher densities in multifamily and mixed-use areas. The older neighborhoods along the eastern side of Edina are slightly higher density than other single-family neighborhoods, reflecting smaller lots and smaller buildings.

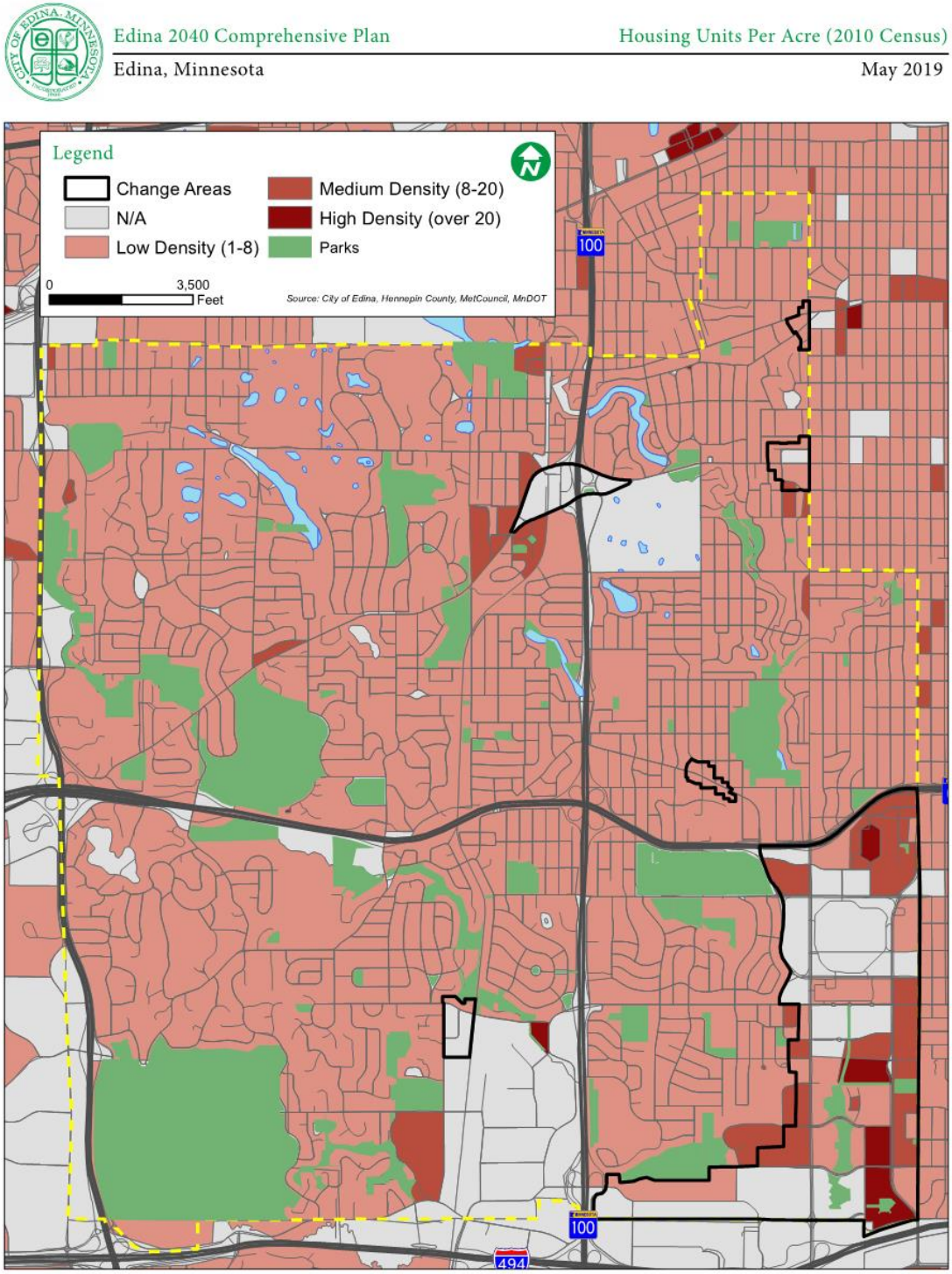


Figure 3.7: Existing Housing Units per Acre

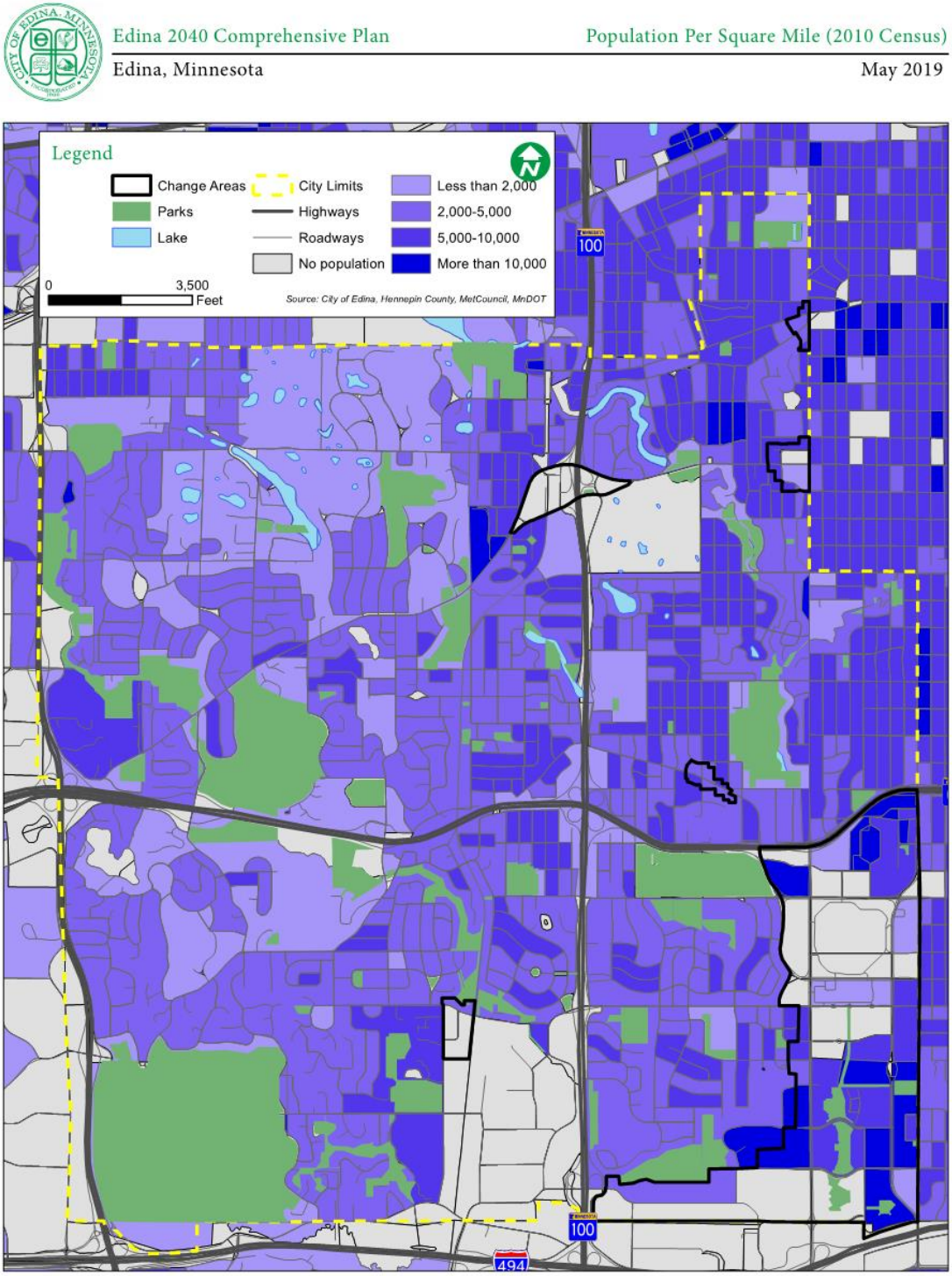


Figure 3.8: Population Per Square Mile

Table 3.3 summarizes Edina's residential acreage by existing land use category. Single family detached housing covers the majority of residential acres in the city.

Table 3.3: Residential Acres by Type		
Land Use	Acres	Percent of Total
Single Family Detached	5,419	88.2%
Single Family Attached	272	4.4%
Multifamily	433	7.1%
Mixed-use Residential	17	0.3%
Total	6,141	100%

Net residential density is used to determine how dense residential areas are within a community. For the purposes of utility planning, this is an indicator of whether a development pattern is compact enough to be efficiently served. For the purposes of transportation planning, it is an indicator of where development can support non-motorized modes such as transit.

Net residential density is determined by subtracting out undevelopable portions of residential land, including wetlands and water bodies, public parks and open space, arterial road right-of-way, and other areas protected from development by local ordinances. Since Edina is a fully developed community, undevelopable acres account for a fairly small percentage of residential parcels, since most of those areas have either been modified or converted to permanent open space. **Table 3.4** shows net residential density in Edina.

Table 3.4: Net Residential Density in 2016					
Land Use	Number of Units	Acres Gross Residential	Acres Undevelopable	Net Residential Acres	Net Density Units/Acre
Single Family Attached	12,851	5,419	0	5419	2.4
Single Family Detached	1,326	272	0	272	4.9
Multifamily	8,980	433	0	433	20.7
Mixed-use Residential	353	17	0	17	20.8
Total	23,510	6,141	0	6141	3.8

Potential Change Areas

The Comprehensive Plan functions as a long-range tool that anticipates where growth in populations, households, and jobs will be incorporated in the city.

As a fully developed city, it is expected that most of the land in Edina will maintain its current land use, scale, and intensity. Where there are single-family homes, they will remain single family homes. Greater density may occur in other areas. Appropriate transitions will need to be implemented for development in areas that abut neighborhoods with single-family homes.

No area will be completely static. Due to the city's aging building stock and changing needs of residents and businesses, continued investments will be required for rehabilitation, expansion, and replacement of existing structures. The number of residents and employees within these areas is expected to remain approximately the same.

Other areas of the city have capacity to accommodate new growth in the form of housing units and job-generating uses. These are places where infrastructure capacity to support new growth is already relatively strong. The Greater Southdale District is the largest of these areas, and is subsequently expected to accommodate a sizeable percentage of citywide growth.

The City of Edina 2008 comprehensive plan identified "potential areas of change" as shown on **Figure 3.9**. These were places where change was most likely to occur. A major recommendation following up on this designation was to complete small area plans for "specific neighborhoods, districts, or potential areas of change in the community" to provide more specific guidance for these areas.

Working with community-based stakeholder groups and through extensive public engagement, the City has undertaken and completed plans for the following areas. The study areas are shown on **Figure 3.10**, with the boundaries that were established for the plans.

- GrandView Development Framework (2012)
- Small Area Plan for the Wooddale-Valley View Neighborhood Node (2015)
- Greater Southdale District Plan (2018)
- Small Area Plan for the City of Edina's 44th & France Neighborhood Node (2018)
- Small Area Plan for the City of Edina's 70th & Cahill Neighborhood Node (2018)
- Small Area Plan for the City of Edina's 50th & France Neighborhood Node (2019)

These City Council adopted small area plans are incorporated into the comprehensive plan by reference. Recommendations from the plans for land use guidance and other elements has been incorporated onto the future land use map and throughout the comprehensive plan.

The Edina Big Ideas process identified three potential small areas for future consideration, including Lincoln/169/Eden Prairie, expanded 70th & Cahill, and Pentagon Park. The City will continue to monitor these areas for growth potential, and there may be additional studies in the future.

Figure 3.9: Potential Areas of Change from 2008 Plan

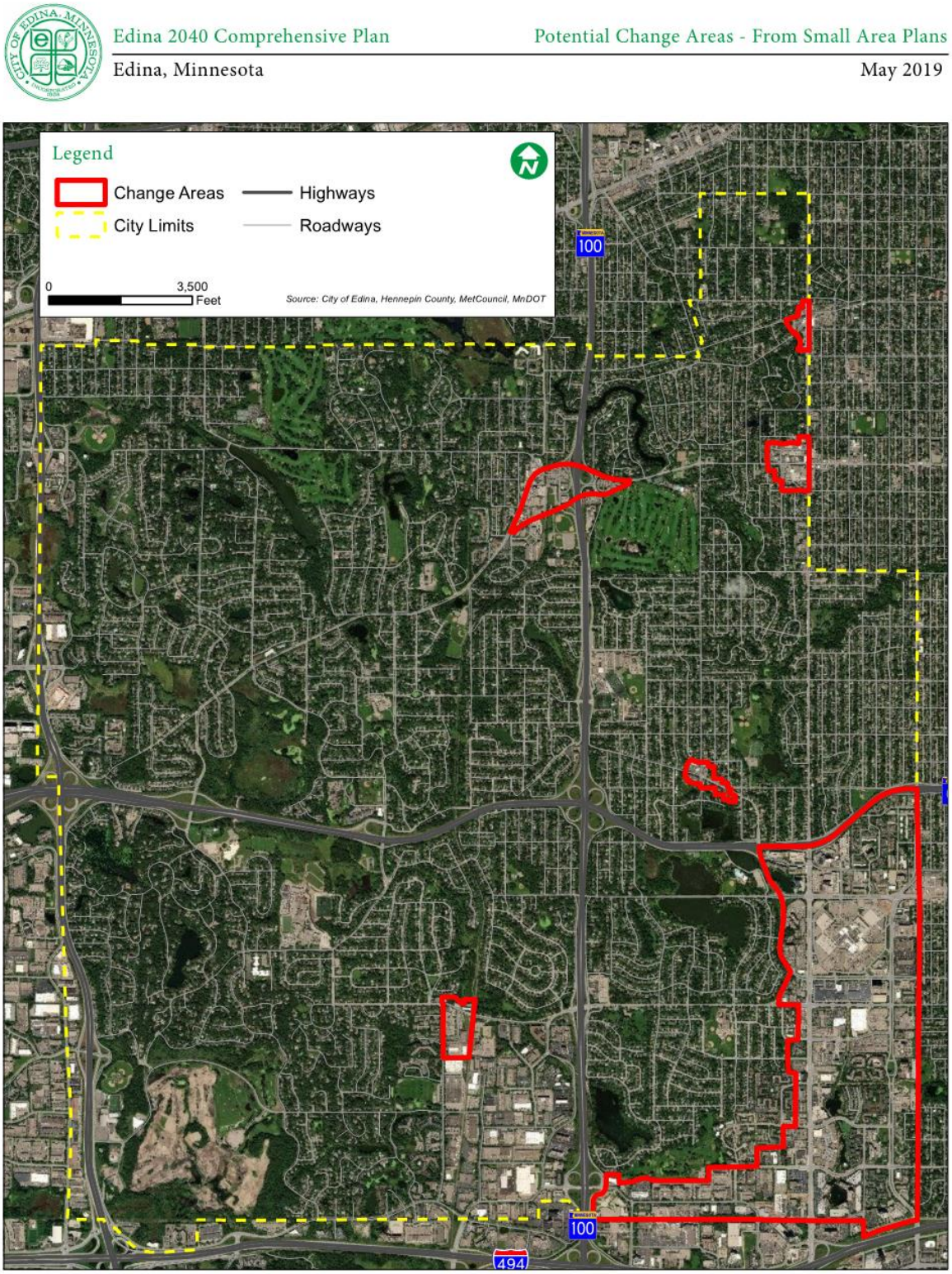


Figure 3.10: Potential Areas of Change for 2018 Plan

Future Land Use

Land Use Plan

The future land use plan is the guide for the allowed type and intensity of development citywide. It does not provide the full level of detail shown in the zoning code – rather, it is overarching guidance for the patterns, to ensure decisions made through the city's regulatory and enforcement process are consistent with a comprehensive approach and strategy.

As a developed community, the future land use plan does not tend to change dramatically from year to year. The boundaries of Edina are not expected to be altered and many of the overall patterns have been established for decades. Despite this, the city has capacity to accommodate growth and change through the redevelopment and renewal of sites in targeted areas.

Figure 3.11 shows the planned land use for all property within Edina. **Table 3.5** summarizes the planned land uses by category shown on the map. The planned future land uses shown on this map reflect previous community planning efforts as well as desired updates identified as part of the 2018 Comprehensive Plan Update process. The following section provides definitions of the future land use categories shown. By way of comparison, the table also includes the range of housing units per acre for land uses that include residential.

Table 3.5: Guided Land Use Acres

Category	Units Per Acre	Acres	% of Total Acres
Low Density Residential	1-5	4,613	45.1%
Low Density Attached Residential	4-8	126	1.2%
Medium Density Residential	5-20	225	2.2%
High Density Residential	20-60	179	1.7%
Greater Southdale District Residential	50-100	68	0.7%
Office Residential	20-75	315	3.1%
Office		69	0.7%
Neighborhood Node	10-50	26	0.3%
Mixed-use Center	20-100	69	0.7%
Community Activity Center	90-150	228	2.2%
Industrial		279	2.7%
Open Space and Parks		1,312	12.8%
Public/Semi Public		561	5.5%
Regional Medical	50-100	45	0.4%
Right-of-Way		2,111	20.6%
Total		**10,224**	**100.0%**

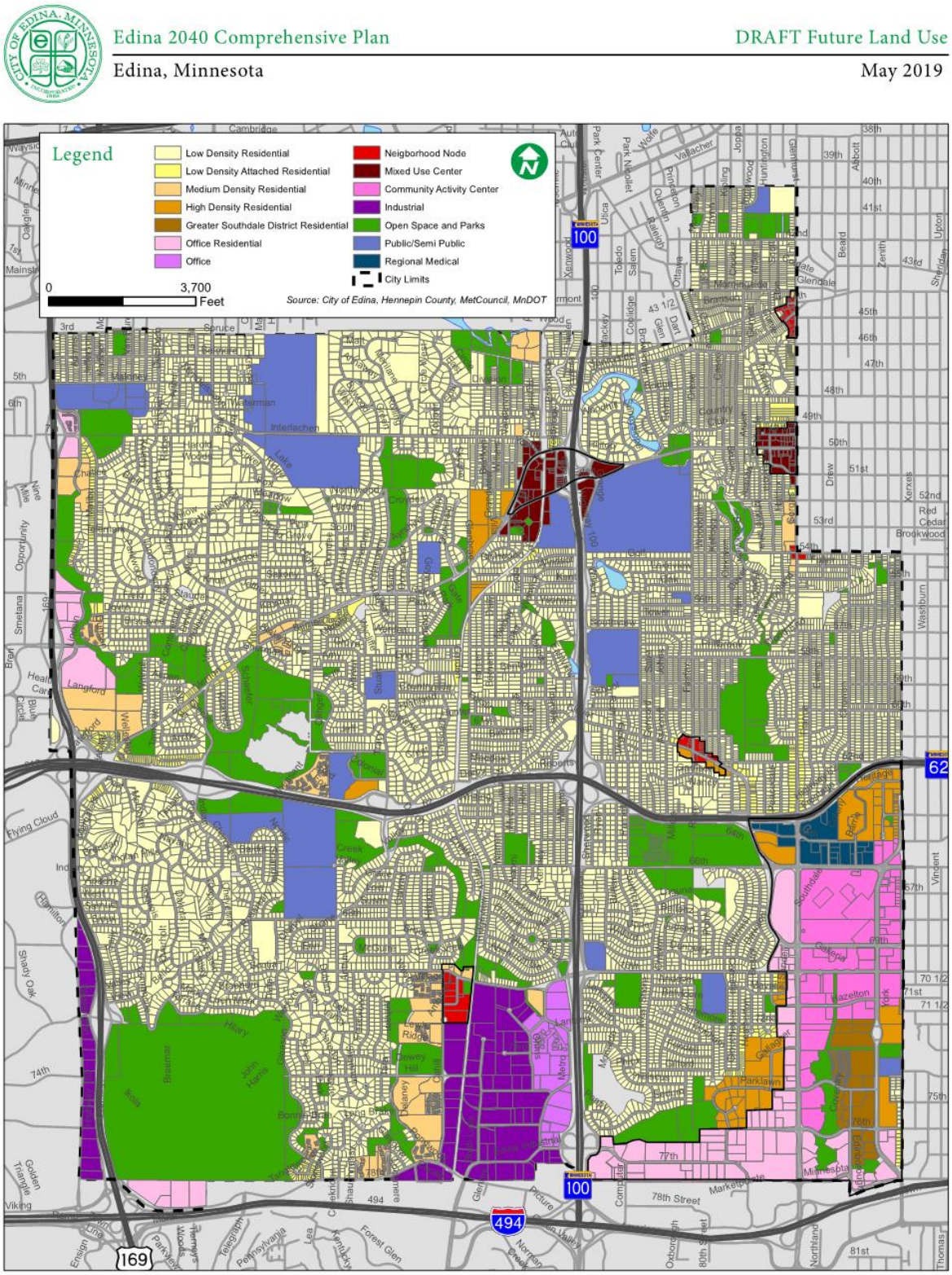


Figure 3.11: Future Land Use

Future Land Use Categories

The categories in **Table 3.6** apply to the Future Land Use Plan. Land use categories are broader and more long-term in scope than zoning districts. The land use plan and the zoning ordinance should be consistent with one another, but are not identical. Each land use category may be implemented through more than one zoning district, allowing for differences in building height, bulk and coverage in different areas of the city. Some revisions to existing zoning districts or creation of new districts may be needed as part of the implementation of the land use plan.

Land in cities is categorized first by how it is used, and secondarily by the scale and intensity of that use. For residential uses, density is defined in terms of dwelling units per net acre (exclusive of major road rights-of-way and public lands). For nonresidential and mixed-uses, intensity is typically defined in terms of floor-to-area ratio, or FAR, which refers to the ratio of a building's total floor area to the size of its lot. Thus, a maximum FAR of 1.0 could allow for a two-story building covering 50% of the lot, a three-story building on one-third of the lot, and so on. Building heights are not specified in the table because height will vary within and between categories, based on neighborhood context, infrastructure, and community design goals. The small area plans incorporated by reference here provide more detailed information on height and density guidance.

The "Development Guidelines" in the table below are intended to highlight important design considerations for each land use category, but are not regulatory in nature. The maximum densities given may not be achievable on all development sites, and other factors besides comprehensive plan guidelines are used to determine the appropriate scale and density of development on a particular site.

The density ranges shown in this plan are consistent with those developed in the small area planning process for the designated areas of change.

Table 3.6: Future Land Use Categories			
Categories	**Description, Land Uses**	**Development Character and Guidelines**	**Density and Intensity Guidance****
LDR Low Density Residential	Applies to largely single-family residential neighborhoods, encompassing a variety of lot sizes and street patterns. Typically includes small institutional uses such as schools, churches, etc.	Massing standards (under development) and impervious coverage limitations would apply to ensure compatibility of infill construction.	1 - 5 residential dwelling units/acre
LDA Low-Density Attached Residential	Applies to two-family and attached dwellings of low densities and moderate heights. This category recognizes the historical role of these housing types as transitional districts between single-family residential areas and major thoroughfares or commercial districts. May include single-family detached dwellings.	Introduction of more contemporary housing types, such as low-density townhouses, may be an appropriate replacement for two-family dwellings in some locations, provided that adequate transitions to and buffering of adjacent dwellings can be achieved.	4 - 8 residential dwelling units/acre
MDR Medium-Density Residential	Applies to attached housing (townhouses, quads, etc.) and multi-family complexes of moderate density. May also include small institutional uses.	In new development or redevelopment, improve integration of multi-family housing into an interconnected street network and work to create an attractive, pedestrian-friendly street edge.	5 – 20 residential dwelling units/acre
HDR High-Density Residential	Existing "high-rise" and other concentrated multi-family residential, some of which may contain a mixed-use component. May also include limited office, service, or institutional uses primarily to serve residents' needs.	Provide incentives for updating older multifamily buildings. The Comprehensive Plan provides a description of these areas. Densities are based on units per acre. Work to create an attractive, pedestrian-	20 – 60 residential dwelling units/acre

Table 3.6: Future Land Use Categories			
Categories	**Description, Land Uses**	**Development Character and Guidelines**	**Density and Intensity Guidance****
		friendly street edge and provide convenient access to transit, schools, parks, and other community destinations.	
GSDR Greater Southdale District Residential	Primarily residential area located in the core of the Greater Southdale District.	Compared with other multifamily districts, this one has more compact buildings, structured parking, and a stronger focus on transit supportive densities. This may include some mixed-use elements compatible with residential development, such as small-scale retail, services, and institutional uses.	50 – 100 residential dwelling units/acre
NN Neighborhood Node Current examples: • 44th & France • 70th & Cahill • Valley View & Wooddale	In general, small-to moderate-scale commercial, residential or mixed-use buildings serving primarily the adjacent neighborhood(s). Primary uses encouraged are neighborhood-serving retail and services, offices, studios, institutional and residential.	Building footprints generally less than 20,000 sq. ft. (or less for individual storefronts). Parking is less prominent than pedestrian features. Encourage underground parking (for comparatively larger developments), district parking for smaller developments, and open space linkages where feasible; emphasize enhancement of the pedestrian environment.	Varies by small area: • Wooddale/Valley View – up to 30 du/acre • 70th & Cahill – 10-50 du/acre • 44th & France – 12 du/acre and up 30%/70% residential/commercial mixed-use

Table 3.6: Future Land Use Categories			
Categories	**Description, Land Uses**	**Development Character and Guidelines**	**Density and Intensity Guidance****
OR Office Residential	Transitional areas along major thoroughfares or between higher-intensity districts and residential districts. Many existing highway-oriented commercial areas are anticipated to transition to this more mixed -use character. Primary uses are offices, attached or multifamily housing. Secondary uses: Limited retail and service uses (not including "big box" retail), limited industrial (fully enclosed), institutional uses, parks and open space. Vertical mixed-use should be encouraged, and may be required on larger sites.	Upgrade existing streetscape and building appearance, improve pedestrian and transit environment. Encourage structured parking and open space linkages where feasible; emphasize the enhancement of the pedestrian environment.	20 – 75 residential dwelling units/acre 50%/50% estimated residential/commercial mixed-use
O Office	This designation allows for professional and business offices, generally where retail services do not occur within the development unless they are accessory uses that serve the needs of office building tenants. Vehicle access requirements for office uses are high; however, traffic generation from office buildings is limited to morning and evening peak hours during weekdays. Office uses should be located generally along arterial and collector streets.	Provide buffer/transition to adjacent residential uses. Use high quality permanent building materials and landscaping. Encourage structured parking.	Floor to Area Ratio – Per Zoning Code: Maximum of 0.5

Table 3.6: Future Land Use Categories

Categories	Description, Land Uses	Development Character and Guidelines	Density and Intensity Guidance**
MXC Mixed-Use Center Current examples: • 50th and France • Grandview	Established or emerging mixed-use districts serving areas larger than one neighborhood (and beyond city boundaries). Primary uses: Retail, office, service, multifamily residential, and institutional uses. Vertical mixed-use should be encouraged, and may be required on larger sites.	Maintain existing, or create new, pedestrian and streetscape amenities. Encourage or require structured parking. Buildings may "step down" in height from intersections.	20-100 residential dwelling units/acre 50%/50% estimated residential/commercial mixed-use
CAC Community Activity Center	Contains larger scale uses, height and coverage. Primary uses: Retail, office, lodging, entertainment and residential uses, combined or in separate buildings. Secondary uses: Institutional and recreational. Mixed-use should be encouraged, and may be required on larger sites.	Design standards for building placement, massing and street-level treatment. Where applicable, refer to small area plan for more detailed design guidance. Buildings should be placed in appropriate proximity to streets to create pedestrian scale. Buildings may "step down" at boundaries with lower-density districts and upper stories "step back" from street. More stringent design standards for larger buildings. Emphasize pedestrian circulation; re-introduce finer-grained circulation patterns where feasible.	90 – 150 residential dwelling units/acre 50%/50% estimated residential/commercial mixed-use

Table 3.6: Future Land Use Categories

Categories	Description, Land Uses	Development Character and Guidelines	Density and Intensity Guidance**
I Industrial	Applies to existing predominantly industrial areas within the City. Primary uses: industrial, manufacturing. Secondary uses: limited retail and service uses.	Development standards to ensure compatibility with adjacent uses; screening of outdoor activities.	Floor to Area Ratio – Per Zoning Code: Maximum of 0.5
RM Regional Medical	Hospitals, senior housing*, affordable housing, medical and dental offices and clinics, and laboratories for performing medical or dental research, diagnostic testing, analytical or clinical work, having a direct relationship to the providing of health services. General office uses are permitted. * Senior housing may include: independent living, assisted living, memory care, and skilled nursing.	Design standards for building placement, massing and street-level treatment. Pedestrian circulation and open space amenities should be provided for larger sites.	50 – 100 senior residential and affordable dwelling units/acre
OSP Open Space and Parks	Applies to major parks and protected open space that is publicly owned.	Performance and buffering standards for intensive outdoor recreation and parking. See Parks chapter for how future growth will be accommodated in the parks system.	N/A
PSP -Public/Semi-Public	Applies to schools, large institutional uses (churches, cemeteries) and semi-public uses such as country clubs. Some small uses of these types may be integrated into other land use districts.	Performance and buffering standards for intensive outdoor recreation, parking.	N/A
LAH	Expressways and access ramps for two regional arterial highways (TH 62		

Table 3.6: Future Land Use Categories			
Categories	**Description, Land Uses**	**Development Character and Guidelines**	**Density and Intensity Guidance****
Limited Access Highway	and TH 100) occupy land within the City to serve local and regional travel needs.	NA	N/A

*Floor-to-area ratio, or FAR, refers to the ratio of a building's floor area to the size of this lot.

**For mixed use categories, estimated percentage of residential/commercial use split is included for the purposes of calculating capacity for growth. These are not binding requirements for specific development projects.

Allocating Growth and Density

The potential change areas on **Figure 3.10** are the primary areas intended to accommodate the forecasted growth of housing units and employment uses through 2040. In addition to identifying potential developable areas, there needs to be guidance to determine an acceptable range of residential density within areas, based on consistency with city policy and ordinances. Adequate density ranges are necessary to show the ability to accommodate all forecasted growth, as well as to strengthen the city's tax base, support regular transit service, and ensure efficient use of limited land.

Based on the density ranges shown on the future land use map, **Table 3.7** shows the range of residential units per acre that are expected to be added through new development and redevelopment. The actual range of densities may vary based on specifics of propose development projects and the site. These ranges will be used to calculate land needs for new development and redevelopment. For the purposes of allocating growth at the city level, the calculations below aggregate the total acres available for development across all change areas. The small area plans incorporated by reference provide more specific guidance as to the allocation of growth within those areas.

Table 3.7: Residential Expected Density Ranges

Type	Units/Acre (Min)	Units/Acre (Max)
Low Density Residential	1	5
Low Density Attached Residential	4	8
Medium Density Residential	5	20
High Density Residential	20	60
Greater Southdale District Residential	50	100
Neighborhood Node**	10	50
Office Residential*	20	75
Mixed-use Center*	20	100
Community Activity Center*	90	150
Regional Medical Center*	50	100

*mixed-use
** as the range varies by subarea, this aggregate number is just for calculation purposes

Correspondingly, measures of jobs per acre can be used to calculate estimated employment intensity and to determine land needed to accommodate forecasted job growth. Using observed information about typical job density ranges and the city's employment projections, an estimate of jobs/acre can be developed to project need for additional commercial and industrial land. **Table 3.8** summarizes these ranges. These ranges will be reevaluated before the plan is finalized based on additional input on planned development patterns in Edina.

Table 3.8: Commercial/Industrial Expected Density Ranges		
	Minimum Jobs/Acre	Maximum Jobs/Acre
Neighborhood Node	10	30
Office Residential	35	40
Mixed-use Center	25	30
Community Activity Center	70	75
Regional Medical Center	45	50
Office	40	45
Industrial	40	45

Estimated Land Requirements

Based on the above future land use plan and expected density ranges, estimated residential and commercial land use requirements have been calculated. The purpose is to help Edina plan for and accommodate growth in population, households, and employment. Residential calculations are detailed in **Table 3.9** and commercial calculations are detailed in **Table 3.10**.

Since this is a fully developed community, development will take place on sites that already have some existing use. It is assumed that there will be no net loss of housing units or jobs with the construction of infill development. This is possible, particularly with infill development of sites with a very low population or job count, and/or a significant amount of land dedicated to uses such as surface parking.

Residential

Table 3.9 estimates residential acres needed for forecasted growth through 2040. Based on the assumptions in this plan, accommodating the planned growth in population and households in Edina will require 83-244 acres of land. This assumes that all projected growth will be accommodated within the designated change areas, and the percentage of units will be distributed roughly based on the total acreage currently present for residential and mixed-use land use types. It also assumes no loss of existing residential units, so actual development may need to be higher if any units are displaced in the process.

There are approximately 725 total acres of residential or mixed-use land in these change areas. Between 11% to 33% of that total may be impacted by development by 2040.

Table 3.9: Demand for Residential Acres Through 2040					
	Density Range (Units/Acre)		Units Needed	Minimum Acres	Maximum Acres
Type	Minimum	Maximum			
Low Density Residential	1	5	0	0	0
Low Density Attached Residential	4	8	0	0	0
Medium Density Residential	5	20	0	0	0
High Density Residential	20	60	889	15	44
Greater Southdale District Residential	50	100	706	7	14
Neighborhood Node*	10	50	26	1	3
Office Residential*	20	75	2,237	30	112
Mixed-use Center*	20	100	368	4	18
Community Activity Center*	90	150	2,805	19	31
Regional Medical Center*	50	100	461	5	9
Total			7,491	79	232

*mixed-use land use type

Commercial/Industrial

Based on similar assumptions, Edina will need 79-99 acres of land for commercial/industrial uses. This assumes no net loss of existing jobs in these areas, so the actual totals may be higher if there is a redevelopment of sites that removes jobs. Additionally, it is possible that the density range for jobs may be higher or lower in some cases, depending on the scale and intensity of the development and whether it is a mixed-use.

The total acres of commercial or mixed-use land in these change areas is around 571 acres, so this estimates that between 14% to 17% of that total will be impacted by commercial/industrial development by 2040.

Table 3.10: Demand for Commercial/Industrial Acres Through 2040					
	Density Range (Jobs/Acre)		Jobs Needed	Minimum Acres	Maximum Acres
	Minimum	Maximum			
Neighborhood Node	10	30	160	5	16
Office Residential	35	40	1526	38	44
Mixed-use Center	25	30	283	9	11
Community Activity Center	70	75	1506	20	22
Regional Medical Center	45	50	295	6	7
Office	40	45	0	0	0
Industrial	40	45	0	0	0
Total			3770	79	99

Staged Development and Redevelopment

Given the fully developed character of the city, the future land use plan does not include a specific schedule for staging or phasing of redevelopment. Public utilities and services have already been extended to all parts of the city, so there is no need to show staging for extension of infrastructure. Furthermore, the water supply, local water management, and wastewater plans demonstrate that adequate capacity will be available by 2040, and at interim stages, to serve the needs of all forecasted growth within the city.

Instead, the purpose of this staging plan is to show that adequate land is available to accommodate all forecasted growth within the city. The numbers in the chart below are based on development at minimum densities, and with no mixing of uses on individual sites, thereby identifying the potential maximum amount of land needed. These calculations show that the city has capacity to accommodate forecasted growth through 2040, without assuming maximum buildout of all sites. This does not mean, however, that this scale of development is necessarily preferable. As demonstrated in **Tables 3.11 and 3.12**, the amount of land developed could be significantly less if growth is accommodated in higher density projects.

Table 3.11 – Staged Development or Redevelopment - Residential

Within Urban Service Area	Average Density Range Housing Units/Acre		Existing Development Acres (2016)*	2016-2020		2021-2030		2031-2040		Remaining Acres in 2040
	Min	Max	Acres	Units	Acres	Units	Acres	Units	Acres	Acres
High Density Residential	20	60	86	141	7	499	25	249	12	42
Greater Southdale District Residential	50	100	68	112	2	396	8	198	4	54
Neighborhood Node*	10	50	7	4	0	14	1	7	1	5
Office Residential*	20	75	116	356	18	1,254	63	627	31	4
Mixed-use Center*	20	100	21	58	3	206	10	103	5	3
Community Activity Center*	90	150	114	446	5	1573	17	786	9	83
Regional Medical Center*	50	100	22	73	1	258	5	129	3	13
Total			435	1,191	37	4,200	130	2,100	65	203

*mixed-use – available acres based on split between residential/commercial in future land use table

Table 3.12 – Staged Development or Redevelopment - Commercial

Within Urban Service Area	Estimated Jobs/Acre		Existing Development Acres (2016)*	2016-2020		2021-2030		2031-2040		Remaining Acres in 2040
	Min	Max	Acres	Jobs	Acres	Jobs	Acres	Jobs	Acres	Acres
Neighborhood Node	10	30	17	32	3	64	6	64	6	1
Office Residential	35	40	116	305	9	611	17	611	17	72
Mixed-use Center	25	30	21	57	2	113	5	113	5	10
Community Activity Center	70	75	114	301	4	602	9	602	9	92
Regional Medical Center	45	50	22	59	1	118	3	118	3	16
Total			290	754	20	1,508	40	1,508	40	191

The Transportation Chapter provides direction for improvements to the multimodal transportation network to address the needs of planned growth for the city – including bicycle, pedestrian, roadway, and transit modes. While improvements are planned citywide, the focus is around increased travel needs in and around the planned growth areas, particularly the Greater Southdale District. See that chapter for more information on potential planned projects and general policy guidance.

The Water Chapter provides direction for improvements to the sanitary sewer, stormwater, and water supply systems needed to address planned growth. While improvements are planned citywide, the focus will be on planned growth areas, particularly the Greater Southdale District. Presently, the sewer and water supply systems in that area of the city have the greatest capacity for additional users, supporting the city's overall land use plan for growth in that area. See that chapter for more information on potential planned projects and general policy guidance, including how the increased demand for stormwater treatment will be managed in a fully developed community.

Community Design Guidelines

In order for Edina to remain economically competitive, attractive to residents, businesses, and visitors, and sustainable, the community must be more than functionally responsive. Edina must also be beautiful, vibrant, safe, inclusive, and promote active living. The principles and guidelines in this chapter are intended to help the City achieve this vision by focusing on the design of the built environment and the natural environment. The community design principles apply to both City actions and private sector development. The City is responsible for designing, maintaining and improving its streets, parks, public buildings and other public spaces. The private sector is encouraged to design buildings, structures and landscape features that complement and support the public realm and fit within the context of the surrounding neighborhoods or districts.

This section provides principles and guidelines for buildings, site design, and interconnecting spaces. The 2008 comprehensive plan also included guidance for citywide movement patterns and public spaces. This has subsequently been replaced by the Living Streets Plan (2015). Living streets balance the needs of motorists, bicyclists, pedestrians and transit riders in ways that promote safety and convenience, enhance community identity, create economic vitality, improve environmental sustainability, and provide meaningful opportunities for active living and better health. The Living Streets Plan defines Edina's vision for living streets and addresses how the vision is implemented by providing information on street design, traffic calming, bike facilities, landscaping and lighting, as well as best practices for community engagement during the design process. See the Transportation Chapter for additional information on how the Living Streets Plan is incorporated in the comprehensive plan.

As a largely developed city, Edina's future growth will be built on infill and redevelopment sites and will need to fit in, improving the character of surrounding areas. The small area plans provide more detailed guidance for specific redevelopment areas of the city. The following overall principles, focused primarily on aesthetic issues, provide general guidance when redevelopment occurs.

Principles

1. Design buildings relating to a human scale, with interest and variety that will encourage and support a pedestrian-scaled streetscape, as expressed through building massing, façade articulation, materials and details.
2. Recognize that diverse architectural styles can be employed to achieve city-building goals.
3. Locate and orient buildings to fit with their existing and/or planned context by framing and complementing adjacent streets, parks and open spaces.
4. Locate and orient vehicle parking, vehicular access, service areas and utilities to minimize their visual impact on the property and on adjacent/surrounding properties, without compromising the safety and attractiveness of adjacent streets, parks, and open spaces.
5. Regulate scale, massing, and height to provide complementary transitions to adjacent sites and nearby neighborhoods and areas.

Guidelines: Low-Density Design (Residential)

1. **Control the scale and massing of infill housing to make it reasonably compatible with established residences.** Recent zoning changes have addressed this issue. Future zoning changes should refer to and consider the small area plans discussed earlier in this chapter. Other techniques that may be considered include:
   - a graduated scale, or floor area ratio that relates building size to lot size;

- an impervious surface maximum to ensure that a reasonable percentage of each lot remains as green space, for aesthetics and stormwater management;
- design standards that guide the stepping back of building mass and height from adjacent residential buildings and parks.

2. **Building and garage placement.** Many neighborhoods and individual blocks have an established pattern of building placement, spacing, landscape treatments, front yard setbacks and garage placement that combine to convey a particular neighborhood character. For example, most garages in the city's older traditional neighborhoods are detached and located within the rear yard. While new construction is likely to vary from this pattern, some limits on the degree of variation may be appropriate in areas such as historic districts. For example, the following guidelines should be considered:
    - The width of front-loaded garages is limited so that they occupy no more than a defined percentage of the front façade;
    - Driveway width at the curb is limited;
    - Front-loaded garages may be required to meet the same setback as the rest of the front façade.

3. **Integration of multi-unit housing into transitional areas**. In the past, duplexes were located along many major thoroughfares in Edina as a kind of buffer or transition to the adjacent single-family housing. Today this housing type is in need of updating or replacement in many locations, and high land and redevelopment costs create pressure for higher-density housing types. Townhouse complexes have been constructed in locations such as north France Avenue. The challenge is that in many locations the duplexes are only one lot deep, which makes it difficult to provide an adequate transition to single-family scale. The following sections broadly address the issue of integrating multi-unit housing into lower-density, primarily single-family neighborhood transitional areas.

4. **Single-family characteristics**. Attached and multifamily housing should emulate single-family housing in its basic architectural elements – pitched roofs, articulated facades, visible entrances, porches or balconies. Taller buildings should step down to provide a height transition to existing adjacent residential buildings.

5. **Level of formality.** Design the front and back facades with appropriate levels of formality. The front, as the more public side of the house, will receive the more formal treatment, with the main entrance, porch or steps and landscaping, while trash/recycling storage, play equipment and outdoor storage should be located in the back.

6. **Parking to the rear.** Where rear-loaded or detached garages predominate, parking spaces and garages should be located to the rear of the lot or interior of the block. If this is infeasible, garages should be recessed some distance behind the main façade of the house and surface parking should be placed within side yards to the extent feasible.

7. **Mechanical systems** on all buildings should be positioned so they are not visible from the public view, unless they are an integral part of the architectural design (i.e. photovoltaic roof tiles). Solar panels, satellite dishes and air conditioning systems should be positioned to the back or side yard of the house, or screened by plantings or low walls.

8. **Garages and outbuildings** should be designed in character with the primary residence on the site. When placed on an alley or lane, the design should contain windows that provide a view to the lane, for additional security. When attached, the garage elevation should not dominate the street elevation of the primary residence.

Guidelines: Medium- and High-Density Design (All Uses)

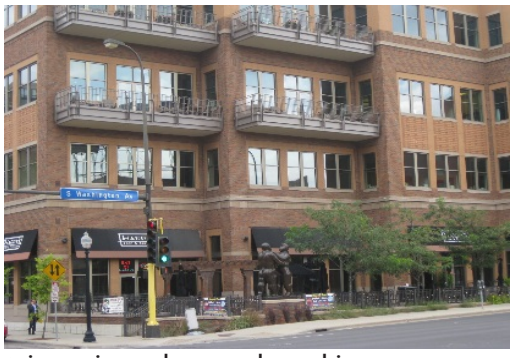
1. **A Pedestrian-Friendly Environment.** Improving the auto-oriented design pattern present in much of the city will call for guidelines that change the relationship between parking, pedestrian movement and building placement.
    a. Provide visual screening and privacy to buffer cars from people, provide visual relief and allow stormwater infiltration in parking lots. Permeable hardscape, where appropriate, may be preferred over blacktop or traditional paving. Vertical "living walls" (trellis, vine-covered fences) are preferable to materials that absorb and reflect heat.

b. Evaluate current parking standards in order to encourage shared parking and minimize the visual impact of surface parking.
c. Encourage or require placement of surface parking to the rear or side of buildings, rather than between buildings and the street.
d. Landscaping is essential to screen parking areas, buffer adjacent residential uses and create a pedestrian-friendly environment along streets.
e. Design surface parking to maximize stormwater infiltration and allow for groundwater recharge, using infiltration swales, pervious pavement or similar techniques.
f. Where vehicle parking requirements exist, implement minimum bicycle parking standards as well.
g. Encourage the development of parking lots or structures so they can be shared by more than one building on the site or by buildings on neighboring sites, and which can transition over time to other uses if parking needs change.
h. Enhance the appearance of parking ramps by designing the structure with the possibility of the addition of liner buildings when development opportunities are ripe.
i. Use striping, curbs and landscape treatments, centralized walkway medians and islands, and textured paving to clearly define walking spaces within parking areas and adjacent to vehicular circulation.
j. Use raised crossings, speed humps, and speed tables to discourage high traffic speeds in parking lots where pedestrian volumes are high.
k. Locate and screen service and loading areas to minimize their visibility from public streets and adjacent residential areas.

2. **Encourage Successful Mixed-use Development.** As shown in the future land use section of this chapter, many of Edina's commercial, office and industrial districts are evolving towards a greater degree of mixed-use. The land use plan encourages this evolution by defining land use categories that encourage combinations of compatible uses.

Mixed-use development allows for a savings in time and convenience for residents who choose to live in closer proximity to where they work and shop. Community interest is served by this type of development, as the city is able to integrate additional residences and businesses more efficiently within existing city infrastructure. Pedestrian amenities and proximity of uses encourage more trips to be made by foot or bike, reducing the increase of congestion that can otherwise result from conventional development of separated land uses.

The City of Edina has several examples of successful mixed-use developments, most notably the 100-acre Centennial Lakes area and the 24-acre Edinborough project. Additionally, there are opportunities to encourage mixed use in areas such as 50th & France, 44th & France, and Wooddale Valley View. The following guidelines are directed toward creating successful mixed-use environments.



3. **Building Placement and Design.** Where appropriate, building facades should form a consistent street wall that helps to define the street and enhance the pedestrian environment. On existing auto-oriented development sites, encourage placement of liner buildings close to the street to encourage pedestrian movement.
    - Locate prominent buildings to visually define corners and screen parking lots.
    - Locate building entries and storefronts to face the primary street, in addition to any entries oriented towards parking areas.
    - Encourage storefront design of mixed-use buildings at ground floor level, with windows and doors along at least 50% of the front façade. In some cases, much higher window coverage may be appropriate.

4. **Movement Patterns.**
    - Provide sidewalks along primary streets and connections to adjacent neighborhoods along secondary streets or walkways.
    - Limit driveway access from primary streets while encouraging access from secondary streets.
    - Encourage enhanced transit stops, including shelters, shade and seating where feasible.
    - Provide pedestrian amenities, such as wide sidewalks, street trees, pedestrian-scale lighting, and street furnishings (benches, trash receptacles, etc.).
5. **Appropriate Parking Standards.** Mixed-use developments often produce an internal capture rate. This refers to residents and workers who obtain goods and services from within the development without making additional vehicle trips. Parking ratios for mixed-use development should reflect the internal capture rate and the shared parking opportunities this type of development offers. In the long term other factors will be impacting parking demand, such as the availability of autonomous vehicles, shared cars, bike and scooter share, and other modes that provide alternatives to driving and parking a car.

6. **Improve Connectivity in Large-scale Development.**
   Internal and external connectivity. As part of redevelopment or expansion of large-scale sites, reintroduce an internal local street and pathway network that connects through the site and to suitable entry points at the perimeter. The goal is to encourage pedestrians to reach the site and drivers upon arriving to continue all further movement by foot. As a result, the capacity of internal roads can be reduced and more area devoted to amenities, providing still more incentives to walk. Bicycle facilities should allow residents in surrounding neighborhoods to bike safely to the site. Transit stops should be provided in visible and central locations.

"Edge" or transitional uses. Moderately sized liner buildings should be encouraged to soften the edge of large-scale superblock development. Medium-density housing types such as townhouses combined with structured parking may also be an appropriate transitional use.

7. **Provide appropriate transitions between land uses.** Rather than discouraging movement between adjacent land uses with berms and fences, focus on creating elegant and attractive transitions between adjacent uses. Transitional areas include well-landscaped pedestrian walkways, seating areas, arcades, and other spaces that encourage integration rather than separation.

8. **Buildings Frame the Street.** Building placement and heights can serve to define the streetscape and visually reduce the apparent width of the street. Generally speaking, wider streets can accommodate taller buildings subject to the height limitations described elsewhere in this Chapter.

9. **Façade Articulation.** Primary facades should be designed with a well-defined base, middle and top, providing visual interest at ground level. Building entries and access points should be clearly visible from the primary street. Long building facades should be divided into smaller increments using contrasting materials, textures, detailing, setbacks or similar techniques.

10. **Transparency and Natural Surveillance.** Building forms and facades should provide an awareness of the activity within the buildings through frequent doors and windows oriented toward public streets and open space.

11. **Variety of Building Forms.** Encourage an integrated mix of building types, heights and footprints within blocks, rather than single buildings or building groups.

12. **Building Height Transitions.** Taller buildings (generally four stories or higher) should step down to provide a height transition to surrounding residential buildings, including buildings across a street or pathway, and to avoid excessive shadowing of sidewalks, parks and public spaces.

13. **Height**. With the development of a series of small area plans as additional guidance for growth and development in Edina, the decision was made to not include guidance for building height in the main comprehensive plan document. This will allow for more flexibility in the development review process. Building height is still being addressed through the city's zoning code and in the small area plans.

Land Use Goals and Policies

Goal 1: Encourage infill and redevelopment opportunities that optimize use of city infrastructure, complement community context and character, and respond to needs at all stages of life.

1. Endeavor to accommodate private redevelopment in targeted potential areas of change, consistent with future land use guidance.
2. In reviewing development proposals, examine how land use and transportation are integrated to ensure that new development and redevelopment expand nonmotorized travel options that reduce the need for automobile travel.
3. Increase pedestrian and bicycling opportunities and connections between neighborhoods and key destinations, and with other communities, to improve multimodal transportation infrastructure and reduce dependence on cars.

Goal 2: Support continued livability and high quality of life for all city residents by balancing goals and priorities for development, especially as the community responds to changes over time.

1. Manage transitions and seams between different use, scale, and intensity types to mitigate any negative impacts and encourage positive connections between areas where appropriate.
2. Improve the current development review and approval system to provide clearer direction as to community design goals and encourage high-quality development that is compatible with its surroundings.
3. Incorporate Edina's tradition of leadership in education throughout the city by providing and encouraging opportunities for residents to engage and learn about the community.
4. Pursue overall goals of promoting equity and reducing disparities in outcomes for people living and working in the community.

Goal 3: Grow and develop in a sustainable manner that will protect the high quality natural environment, promote energy efficiency and conservation of natural resources, and minimize the impacts of buildings on the environment over the lifetime of each building.

1. Incorporate principles of sustainability and energy conservation into all aspects of design, construction, renovation and long-term operation of new and existing development.
2. Encourage efficient use of land through shared functions where appropriate, such as stormwater management incorporated as a community amenity.
3. Maintain the current open space and wetlands acreage and seek to expand it whenever possible.
4. Encourage development types that are designed to function well in all seasons, including winter.

Goal 4: Create and maintain housing options that serve a diverse range of age groups, household types, and economic situations.

1. Building on current efforts, seek options that allow for residential redevelopment that is sensitive to the community character and context, while expanding options for residents.
2. Seek opportunities to increase the supply of affordable housing, as well as to preserve the affordability of existing affordable housing.
3. Facilitate the development of new housing that accommodates the needs of a people of diverse needs and from diverse backgrounds.
4. Investigate opportunities to accommodate Missing Middle housing within the city, defined as range of multi-unit or clustered housing types compatible in scale with single-family homes that help meet the growing demand for walkable urban living.

Goal 5: Support and enhance commercial and mixed-use areas that serve the neighborhoods, the city, and the larger region.

1. Recognize and support commercial, office, and industrial job centers that draw workers from the city and across the region.
2. Increase mixed-use development where supported by adequate infrastructure to minimize traffic congestion, support transit, and diversify the tax base.
3. Support the development of mixed use districts that provide a variety of living opportunities within a walkable and livable area.

Goal 6: Ensure that public realm design is contextual, respectful of community character, supportive of commercial and mixed-use development, promoting community identity and orientation, and creating high quality experiences for pedestrians, cyclists, transit users, and motorists.

1. Ensure that the city's roads continue to evolve to act as connectors, rather than as barriers.
2. Incorporate amenities and infrastructure into public corridors to make them beautiful, efficient, and multimodal public spaces that contribute to community identity and pride.
3. Encourage the development of living streets with enhanced public realms and integrated environmental functions, including potentially functioning as high-integrity ecologic corridors.

CHAPTER 4
HOUSING

COMPREHENSIVE PLAN
CITY OF EDINA

2018

4. Housing

Chapter Highlights

-
- Changing needs and preferences in Edina regarding housing type, size, style, and location will have implications both in areas of change and areas of stability citywide.
- Affordability will remain a central issue and challenge for Edina in the coming years, as it seeks to provide a range of housing options to meet the needs of Edina residents at all life stages and income levels.
- There is a need to provide affordable housing to a broad range of people who wish to live, work, and attend school in Edina. The city will preserve, create, and maintain an equitable community that promotes racial, ethnic, and socioeconomic diversity.
- The City of Edina has taken proactive steps regarding affordability via its Housing Succession Plan and the subsequent adoption of its Affordable Housing Policy, but evaluation is needed to determine if this is sufficient.

Chapter Content

This chapter focuses on the following aspects of housing:

- Housing supply and community growth
- Housing affordability
- Housing quality and design
- Housing choice

The chapter provides an overview of existing housing conditions, existing and future needs, goals and policies, and an implementation plan to meet identified goals.

Introduction

Housing and residential neighborhoods provide a core part of the identity of Edina for its residents, in terms of its role in providing basic shelter, community character, livability, a means of wealth creation, and proximity to jobs, services, and amenities. Likewise, housing policy for the city has shaped how housing has grown, what it looks like, how property is valued, and even who lives here.

Although the housing patterns throughout Edina have been largely established for decades, they are not static. The high land values that characterize this community have attracted continued investment in properties – from extensive renovation to teardowns to larger scale infill development. This reflects the changing needs and preferences of residents, as well as the need for thoughtful guidance for change. The housing vision for Edina guides policies related to housing affordability, choice, quality, and community context.

This chapter provides an overview of (1) current housing conditions, (2) trends and challenges related to housing, (3) future housing needs including the need for affordability, (4) goals and policies, and (5) an implementation plan.

Current Conditions

Past and Future Growth

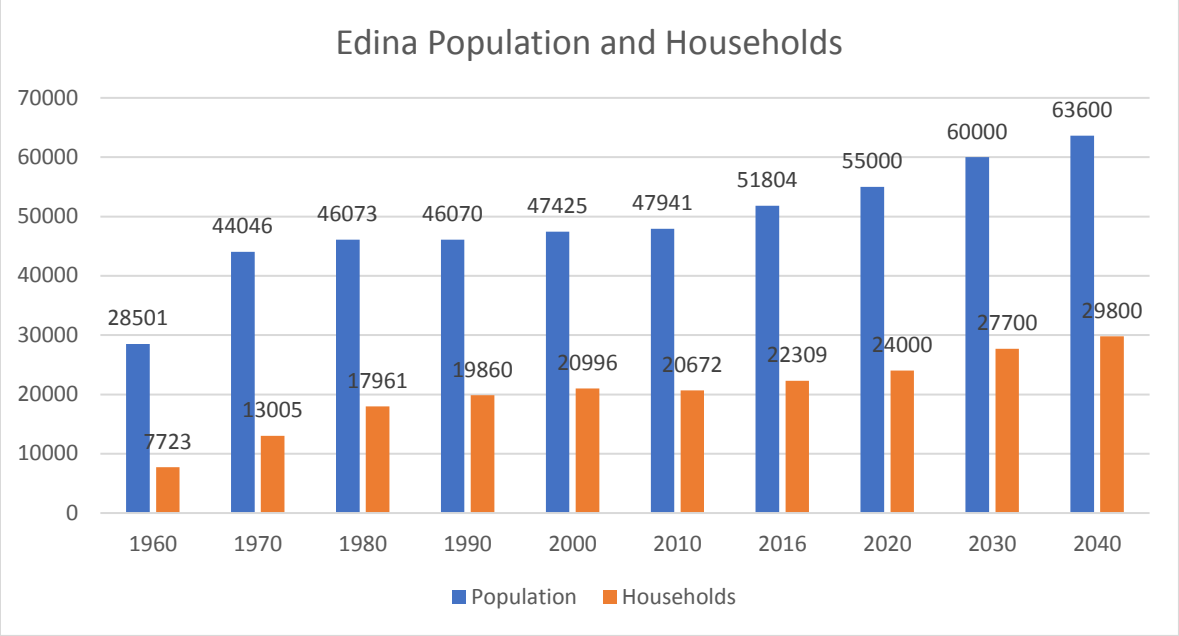
Population and housing growth trends in the City of Edina help define both the current housing stock and future growth opportunities. Forecasts included here were produced by the Metropolitan Council

through the regional planning process and with input from the City of Edina Planning Division. Forecasts continue to be revised as needed.

Beginning in the late 1800's, Edina developed east to west. Since the early 1980's, it has been largely built out, with new housing primarily being constructed as infill projects within existing neighborhoods and in redevelopment areas. Population trend data shows this. Over the 50-year period from 1960 to 2010, the population of Edina increased approximately 68%. The vast majority of this growth was within the first two decades. Between 1980 to 2010, it only grew 4%.

The Great Recession (2007-2009) impacted Edina's housing market, as it did in other communities throughout the nation. The rate of adding new housing units slowed, and housing values declined. Due to historically strong demand for its housing, Edina was impacted less severely than many other communities and recovered faster. Since then, there has a significant increase in growth, responding to both the city's strong market position and pent-up demand. The population is expected to grow by 24% or 5,800 between 2020 and 2040.

In contrast to population, the number of households and housing units have grown much faster. From 1960 to 2010 they increased 168%. They are expected to grow by 24% or 5,800 from 2020 to 2040. Household size declined from 3.69 people per household in 1960 to 2.31 in 2010. This reflects a national trend toward smaller family size and fewer children per household. It now takes more housing units to house the same number of people as it did in the past.



Source: US Census and Metropolitan Council

Factors Contributing to Housing Growth

See Chapter 2 Community Profile for a full overview of demographic and economic factors contributing to growth and change in Edina. Implications for housing are summarized below:

Demographic Changes

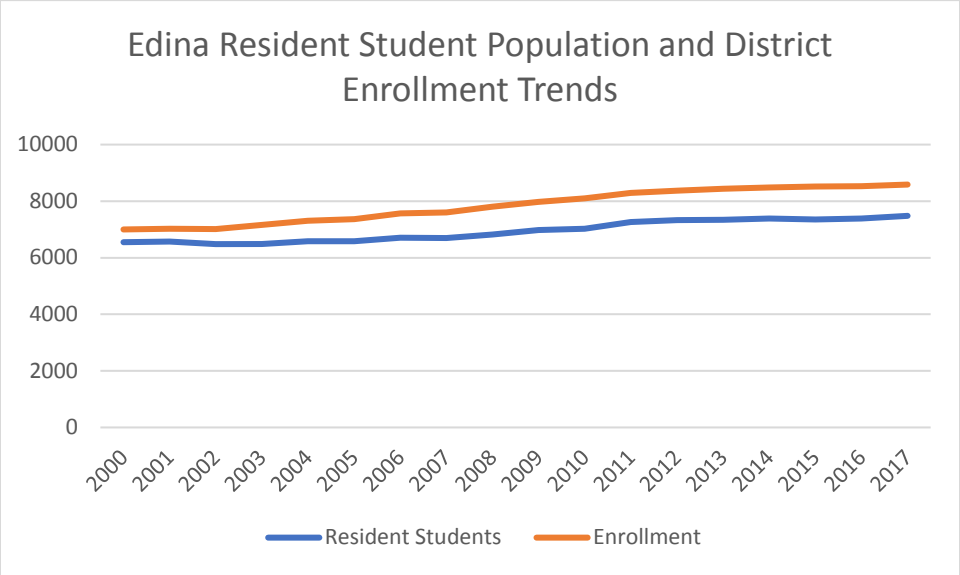
Demographic change in Edina in recent years has been characterized by:

- Aging population
- Families with school-aged children
- Increasing racial and ethnic diversity

The median age in Edina is older than in surrounding communities, and the percentage of residents over 65 has been increasing for decades, particularly relative to the percentage under 20. Currently, the percent of 65+ residents is more than 20% of the population, and the median age is 46.7. With a growing percentage of residents in the 45-64 age cohort, this is only expected to increase over time. However, a limiting factor for the growth of the 65+ population could be the availability of appropriate and affordable options for seniors seeking to transition from single family housing to other housing types.

The appeal of the area to families with school-aged children is tied closely to the strength of the Edina Public Schools which draws its student body not only from residents, but also from the surrounding communities via open enrollment. As a result, while the median age of the population continues to increase, the number of children has as well. The population under 20 has increased since 2000, both in absolute terms and as a percentage of the population, and currently is around 25% of the population. While not above statewide averages, it is notable for Edina, particularly considering the strong growth at the other end of the age range. Compared to other communities, married couples are a large and growing percentage of overall households. A limiting factor in accommodating this demand is the availability of affordable housing options for young families wishing to move to Edina.

Not all growth in enrollment is due to the resident population. Edina has seen an increase in open enrollment as well. The following chart shows the relationship between the resident population of students and overall district enrollment. Steady upward trends have influenced strong growth in home values in the city.



Source: Star Tribune, Minnesota Department of Education

Racial and ethnic diversity has increased gradually but steadily for decades. While still a fairly small percentage of the population, it is growing and is likely to continue to grow, given regional forecasts for demographic change. Evidence suggests that the youngest generations are typically more diverse than

older ones. While the overall percentage of people reporting minority status in Edina is 13.5%, it is 24% of Edina Public Schools students, an increase of over 10% in the last ten years. International immigrants moving to Edina are also more likely to be both young and diverse, compared to the native born population.

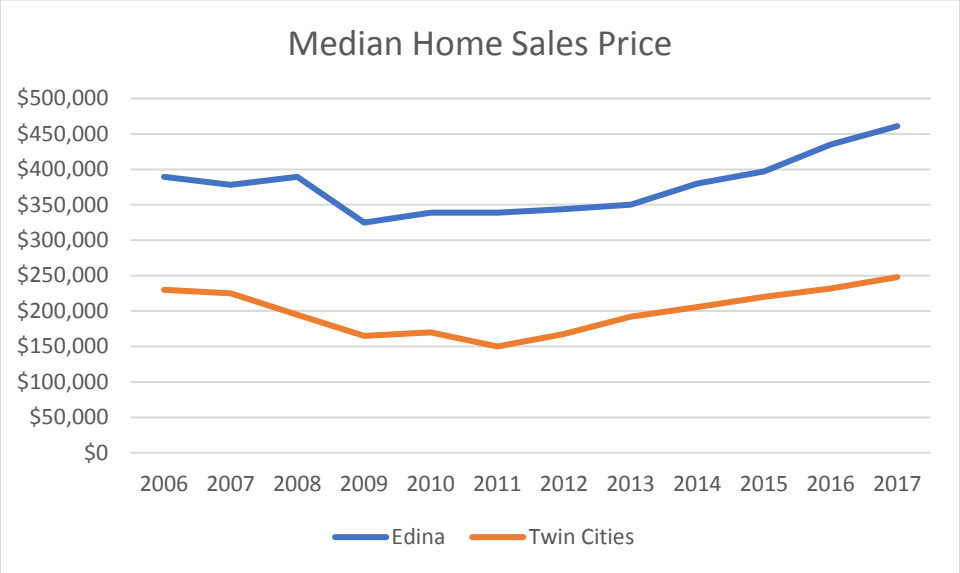
Housing Stock

The city has a diverse housing mix that appeals to a variety of household types. The majority of the housing stock (57%) are single family detached units, with the remainder being single family attached and duplex (7%), multifamily with 3-19 units (6%), and multifamily with 20+ units (31%). The substantial percentage of the multifamily housing stock in larger buildings reflects the fact that most multifamily is concentrated in a few higher density locations, such as the Greater Southdale area, where guidance and land values support larger scale development.

Over half of the housing stock (55%) was built in the 1960s and earlier, so is approaching 50 years old. As housing stock ages, continued investment is needed to address maintenance needs as well as changing tastes and preferences. Housing condition and building permit data suggests that this is happening. The vast majority of housing in the city is of average or better condition, and many properties have been substantially upgraded over the years.

Housing Market

The housing market in Edina has been consistently strong over the years. The housing stock is higher valued compared to the rest of the region, and has retained that value over time. In 2016, the median home value in Edina was over $424,000, compared to $220,000 regionally. Like the rest of the regional and national housing market, Edina saw declines in sales prices and volumes during the recent recession (2007-2009). However, median housing sales prices in Edina recovered and exceeded pre-recession levels by 2015, a year earlier than the Twin Cities region. This points to the fact that the impact was less, and the recovery quicker, than the market overall.



Source: Minneapolis Area Association of Realtors

The rental market is similarly strong. Particularly post-recession, there has been pent up demand for new rental properties, resulting in a wave of new construction of multifamily rentals. Median rents in Edina are above regional medians: $1,280/month compared to $980/month, based on 2016 numbers. Current rents are significantly higher, as much as $2,500 or more, and reflect the newest units which tend to be higher priced. Like much of the market, rental vacancy rates are low, in the 1-3% range, though this will likely change as more units are constructed.

Housing Units and Affordability

Housing affordability is one of the most important factors related to the housing stock. Broadly defined, affordability means that the intended residents are able to pay for the cost of housing without expending a disproportionate share of their income (generally greater than 30%). In practice, the City focuses on policies and interventions regarding affordability for low income households, as they typically have the most challenges in finding affordable options. The definition of affordability for low income households can be found in the box on this page.

The main categories focus on rental property, where there is a desire to also include affordable ownership in the plan. Therefore, there are several main categories of affordable housing, detailed below:

- **Subsidized housing**. These units received some sort of subsidy for construction and/or renovation, with the criteria that rents are limited to be affordable to households with incomes at or below 80% of Area Median Income and home mortgages are affordable to households with incomes at or below 120% Area Median Income. Properties meeting these criteria are included in the count of units in **Table 4.1**.
- **Naturally Occurring Affordable Housing (NOAH)**. These are units with rents typically below market, but not due to any policy or regulation. They are a substantial percentage of the affordable housing stock in the Twin Cities. However, as they are not protected, their values and rents can rise depending on property and market conditions. There is no official tally of these in the area.
- **Senior housing**. While most affordable housing cannot be restricted based on demographics of residents, senior housing is an exception. This housing has age guidelines for residents, and often features appropriate supporting services – ranging from optional programs to full service.
- **Supportive housing**. Supportive housing integrates services with housing. It is typically targeted at vulnerable groups, such as people with disabilities, people experiencing homelessness, or people dealing with addictions or having other specialized medical needs.

Definition: Affordability

The Metropolitan Council measures affordability using Area Median Income (AMI), the midpoint of the Twin Cities region income distribution. Low income affordability is defined at three levels:

- Extremely low income (30% of AMI)
- Very low income (50% of AMI)
- Low income (80% of AMI)

This is further broken down by household size. The US Department of Housing and Urban Development has calculated levels of affordability based on these criteria. In 2018, a four-person household is considered extremely low income if its household income is below $28,300 per year.

Edina's median household income is significantly higher than the regional AMI, which compounds issues with the availability of affordable housing.

Table 4.1 summarizes current housing data. As of 2016, Edina had about 23,510 housing units, 60% of which were single family and 40% of which are multifamily. Most homes in the city are owner occupied (72%). The percentage of multifamily and rental units have been increasing gradually, whereas the number of single family homes as remained fairly static.

According to Metropolitan Council housing data, about 32% of housing units in Edina are affordable to households with incomes at or below 80% of area median income (AMI). While this is a substantial number, it is significantly below the countywide average of 63%. Additionally, according to the US Census, around 29% of all households in Edina are cost burdened, meaning they spend more than 30% of their income on housing costs. There are 560 publicly subsidized affordable housing units currently in Edina, most of which are for seniors. **Table 4.2** provides additional detail as to the specific developments which include these units.

Table 4.1: Housing Conditions in 2016

Housing Units	Number	% of Total Housing Units
Total	23,510	100%
– Owner Occupied	16,880	72%
– Rental	6,630	28%
– Single Family Homes	14,177	60%
– Multifamily Homes	9,333	40%
Publicly Subsidized		
Total Subsidized	560	2.4%
– Senior Housing	393	1.7%
– Housing for People with Disabilities	0	0.0%
– All Other Publicly Subsidized Units	167	0.7%
Affordable Units		
Housing Units affordable to households with incomes at or below 30% Area Median Income (AMI)	1,351	6%
Housing Units affordable to households with incomes between 31 and 50% Area Median Income (AMI)	2,254	10%
Housing Units affordable to households with incomes between 51 and 80% Area Median Income (AMI)	3,920	17%
Total Affordable Housing Units at 80% AMI and below	7,525	32%

Source: Metropolitan Council and Housing Link

Table 4.2: Subsidized Affordable Housing in Edina, 2016			
Name and Location	**Description**	**Eligibility**	**Funding**
66 West 3330 W 66th Street	39 affordable units supportive housing facility – 39 studio apartments	Young adults experiencing homelessness at or below 30% AMI	City, County, MHFA, MEF, FHF
Crossroads of Edina (formerly Oak Glen) 5515 Oak Glen Road	26 affordable units in 64 unit apartment building – 4 1-bedroom and 22 3-bedroom	Families at or below 30% AMI	HUD Section 8 (PBA); MHFA
Edina Lodge 6312 to 6314 France Ave S	6 affordable units in duplexes and triplexes	60% AMI	MHFA
Interlodge 5141 William Ave	6 affordable units in duplexes	30% AMI	County and MHFA
South Haven 3400 Parklawn Ave	100 affordable apartments, 1-bedroom	Seniors at or below 30% AMI	LIHTC, HUD Section 202
Summit Point/Woodhaven 5010 Summit Ave	29 affordable apartments, 1-bedroom	Seniors at or below 30% AMI	LIHTC, HUD Section 202
Yorkdale Townhomes W 76th St & York Ave S	90 affordable units: 10 1-bedroom, 56 2-bedroom, 20 3-bedroom, 4 4-bedroom	Families at or below 30% AMI	LIHTC, County, MHFA
Yorktown Continental 7151 York Ave S	264 affordable units, 262 1-bedroom, 2 2-bedroom	Seniors at or below 30% AMI	LIHTC, MHFA

Source: Housing Link - https://www.housinglink.org/

In addition to the affordable housing developments in **Table 4,2**, some primarily market rate developments contain affordable units. These include Aurora on France (4005 W 65th/6500 France), Aria (3200 Southdale Circle), and Yorktown Gardens (7151 York). The total anticipated units between these projects is around 26.

As shown in **Table 4.3** and the following chart, the percentage of households that are experiencing cost burden has gradually risen since 1990, reaching the greatest proportion in 2010. The trend is mixed: the percentage of renters experiencing cost burden has been slowly decreasing since 1990 while the percentage of owners experiencing cost burden has fluctuated over the past 3 decades. Of all cost burdened households in Edina, about 10% of households spend 50% or more of their household income on housing, which is qualifies as severe housing cost burden.

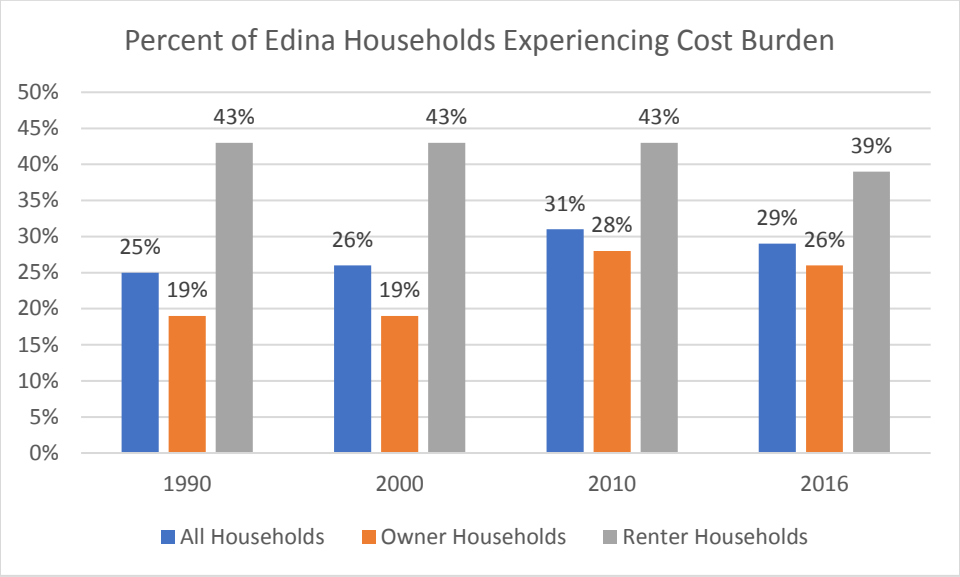
It is important to note that cost burden is also present in households making greater than Area Median Income, which explains the gap between percentages presented in **Table 4.3** (for cost burdened

households making 80% or less of AMI) and the following graph. Roughly 9% of households making at least 80% AMI ($75,000 or more) experience cost burden.

Table 4.3: Edina Households Experiencing Cost Burden, 2016

Category	Households in Bracket	Percent of Total Households
Existing households experiencing housing cost burden with incomes below 30% AMI	1,328	6%
Existing households experiencing housing cost burden with incomes between 31 and 50% AMI	1,228	5%
Existing households experiencing housing cost burden with incomes between 51 and 80% AMI	1,341	6%

Source: Metropolitan Council, US Census



Source: Metropolitan Council, US Census

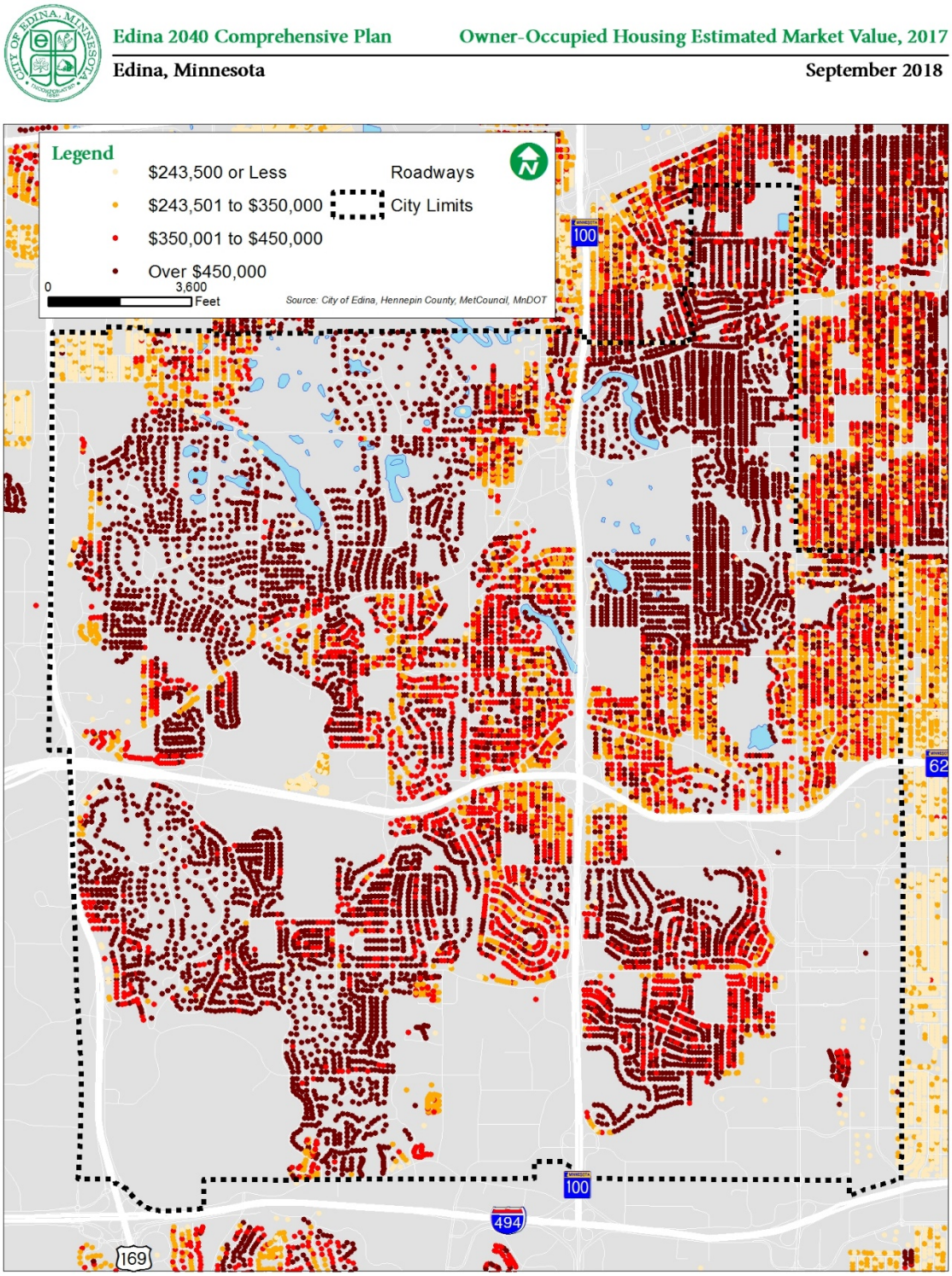


Figure 4.1: Owner Occupied Housing Estimated Market Value

Edina: A Community of Learning. Edina has a prized education system of high-quality public schools. The Housing chapter of the Comprehensive Plan recognizes the importance of extending the benefits of education to the entire community.

Particularly in the case where there are housing projects with public participation, due to partnerships and subsidy, there is an opportunity to educate about the important role of housing to a community, and how they related to other features. The close relationship between education and housing is a unique opportunity to highlight how they reinforce and work together in the community.

Trends and Challenges

- **Affordability across a range of household types**. As a desirable community with high land values, affordability is a challenge for Edina. This includes low income households, first time homeowners, young families, seniors seeking to downsize, and many other groups. Lack of affordable housing prevents new people from moving into the community, and may force existing households to relocate when they face a lifestyle change. This is further emphasized by demographic changes, in particular the aging of the population, and the fact that wages have not kept up with inflation and the rising cost of housing.

- **Designing walkability as part of new development**. Especially in developed communities like Edina, residents are frequently looking for a location where they can easily access what they need on a daily basis. This includes proximity to retail and services, walkable and bikeable routes, connections to parks and community services, access to transit, and other amenities. In Edina in particular, there is an exceptionally strong relationship between housing and the school district, which attracts many residents to the city. Post-recession housing patterns show that particularly in the case of multifamily development, residents are often looking for these amenities within walking distance of their home. Additionally, walkable development patterns can help reduce the traffic impact of denser housing patterns by accommodating at least some trips through walking, biking, or transit rather than automobile.

- **Accommodating affordability in a high property value community**. The high values of land in Edina complicate the provision of affordable housing in several ways. There is limited supply of NOAH, since most unsubsidized housing in Edina does not qualify as affordable. Also, acquiring land to preserve or construct housing is so expensive, that even dedicated resources (such as funds from the inclusionary zoning policy proceeds) are not sufficient to create impact. Additionally, the factors that contribute to the maintenance of high values are not accidental. Edina has worked for decades to protect and grow value, sometimes to the extent of excluding types of development or even people. Now is time to change course, to be more welcoming and inclusive by seeking to provide housing for households with a broader range of incomes.

- **Mitigate impacts of new development on existing neighborhoods**. As a fully developed community, any new development will occur within an area with existing character and context. Particularly when new or different housing types are introduced to meet needs, there is an interest to ensure it is an asset to the community, and any impacts to surrounding properties are adequately mitigated. For instance, there has been increased interest in higher intensity mixed use development in recent years. This has provided residents with easy access to transit, retail, and services, as well as opportunities to live and work in spaces with close proximity. High density developments are already present in Edina (formally and informally), but more are likely to occur. Managing these uses to mitigate any potential conflicts is important.

- **Maintaining community character**. With the changing ways people are living, working, and using spaces, there will be changes in how land uses function – both in new and renovated spaces. Edina is frequently on the forefront of innovative practices, particularly related to sustainability and technology. However, this will require some flexibility in development standards. One of the goals of innovating may be to find ways to accommodate missing housing types or to let housing be produced more affordably. Examples of housing types may include "missing middle" housing options – a range of multi-unit or clustered housing types compatible in scale with single-family homes that help meet the growing demand for walkable urban living. These housing options may include co-housing, duplexes, triplexes, fourplexes, and other smaller scale multifamily types. Ways to reduce housing costs could include modular building styles that take advantage of efficiencies in the construction process.

- **Combatting social isolation**. While not a housing issue per se, the way people live their lives now has become more isolated and disconnected than in the past. This has contributed to any number of societal problems, from political polarization to a rise in the suicide rate. How do we help connect communities back together through shared spaces and functions, including accommodating diversity in various forms? This can be addressed through how residential areas are designed and built, to support social interaction and community connectivity.

- **Planning for housing in strong markets.** Many traditional public sector interventions in the housing market were originally designed to work in areas where the private sector is absent or underperforming. However, these same tools can be effective in a place like Edina, though they may require creative approaches and partnerships. In general, Edina needs approaches that are focused on value capture of current and forecasted growth. The city's inclusionary housing policy is a key example of this, but will need to be supported by addressing the barriers to creating affordable housing such as zoning restrictions.

- **Accommodating housing needs of a changing population**. The City of Edina is seeing changes in its demographics, particularly in terms of increased racial and ethnic diversity, and overall aging on the population. In particular, there are specific needs related to a growing senior population. This includes options for residents to safely age in place, including receiving in-home medical care and other supportive services. Special housing types that accommodate health and mobility limitations, including congregate housing and memory care, will be needed.

Housing Needs Analysis

Between 2020 and 2040, it is anticipated that around 5,800 new households will be added to the City of Edina. What type of units will be constructed will depend on housing needs, community preferences, and market realities. This section provides an overview of recent housing studies for Edina, and summarizes existing and project housing needs within the city.

Future Housing Needs

Edina's *Cities of the Future* (2015) report described trends that are shaping the demand for housing in the city. It envisions a future where housing is integrated into mixed use neighborhoods, better meeting the needs of smaller households with fewer children, and an aging population. Characteristics of new housing may include:

- New housing options primarily are provided as attached (multifamily) apartments and townhouses and small detached lots, with a variety of sizes, uses, and resident types.
- Low rise, high density buildings with smaller apartments that are adaptable to provide opportunities to work at home, and to meet the needs of people with disabilities.
- Neighborhoods providing walking access to residents, retail, office, culture, entertainment, restaurants, schools, community centers, and green space.
- Smart buildings and sites ensuring wise resource use with low energy and water consumption, and integrated recycling and composting systems.
- Outdoor spaces integrating pedestrians, cyclists, playgrounds and ecology.
- Recognition that cars are guests in the streets and are respectful of other users.

The study notes that mixed use neighborhoods are becoming a better match with current and expected future housing needs than traditional suburban neighborhoods. However, investing in Edina's single family housing stock remains popular, as evidenced by the teardown trend. Demographic changes are driving demand for different housing types, including smaller units which are more affordable, and have lower costs for maintenance, energy and water. As population density increases, and citizens are using their neighborhoods more intensely, there will be a transformation of streets to spaces shared by automobiles and other uses, more areas will become car free, and there will be other initiatives that improve safety on the streets. The shift in desired housing, combined with changes in working modes,

means that more people are self-employed and/or work remotely, this may be from home, a local co-working space or even a coffee shop. People are more often mixing work and leisure time, and therefore want to work within their community, where they also recreate and engage in social activities.

Outside of this report, a couple other housing concepts that have been identified during the planning process include:

- *"Missing middle" housing*. This encompasses housing between the scale of low and high densities, providing both an option to meet needs, and a built form type that can transition between adjacent districts of different levels of scale and intensity.
- *Lifecycle housing*. Ensuring there is a full range of housing options for all stages of life, from starter homes through continuum of care, so people can live their whole lives in Edina as they choose.

Community Priorities for Housing

Vision Edina Strategic Vision and Framework and *Vision Edina Community Engagement Report* (both 2015) outlines directions for housing from the City's community visioning process, reflecting community input. Results are summarized below.

Residential Development Mix

The issue of residential property development was repeatedly raised throughout the Vision Edina process. The City has been faced with a number of redevelopment pressures and challenges across numerous areas. Residents strongly favor a continued focus on the single-family housing nature of the majority of the city neighborhoods, but there is increasing concern about the trend and impact of so-called 'teardowns' on the community. There is also recognition of some need for additional multifamily options to create more diversity in housing affordability. This would provide increased options at all stages of life and attract younger residents.

Issues

- Residential neighborhoods continue to serve as the defining characteristic of the city, and there is a high desire to protect and enhance such neighborhoods.
- Residents take a great deal of pride in their homes, and express concern about the escalating redevelopment pressures facing some neighborhood areas.
- Edina continues to face competition from neighboring communities that claim to offer a similar quality of life while also offering more available land for development.
- The community must balance the needs of the families that have defined its character, with an aging population that desires to 'age in place.'

Strategic Actions

- Further encourage the development of neighborhood associations and the overall neighborhood concept. Define the unique character and brand of each of the well-established neighborhoods, and explore innovative planning guidelines to allow preservation and enhancement of the desired neighborhood visual appeal.
- Pursue further planning and development options that protect and locate key amenities, such as parks and community facilities, within the neighborhood framework to allow neighborhood centers and focus points to further evolve.
- Continue to explore options for new multifamily housing throughout the city in mixed-use areas and near public spaces, including areas such as Southdale, Pentagon Park and Grandview.
- Work to create affordable housing options close to transit, shopping and employment centers.

Big Ideas for Housing

Bridging between the Vision Edina process and the City's comprehensive plan update, the Big Ideas initiative in 2017 looked to draw out some of the major areas of focus that needed to be addressed in the comprehensive plan.

From the major strategic focus areas identified in the Vision Edina process, Residential Development and Live and Work (two of the most housing-related ones) were ranked about in the middle of the pack. Participants were asked to identify Big Ideas associated with each of these focus areas. Those with the most votes for these two focus areas included:

Residential Development Mix

- Affordable housing that is really life cycle housing; supports the values of equity, balance, and diversity
- Neighborhoods all need a node. Nodes should all be different.
- Cooperative housing; separate living space that include communal areas such as gardens, kitchens, gathering spaces
- Affordable single family homes

Live and Work

- Campus grouping jobs and housing with environmental amenities and attention to beauty (low-scale residential and business)
- Enable live and work nodes attractive to emerging technology and medical device companies

Edina Affordable Housing Policy

As of November 2015, the City of Edina has adopted an Affordable Housing Policy. The focus of this policy is on a proactive and inclusionary approach to providing affordable housing in the city. This was in response to the City's recognition of the need to provide affordable housing in order to maintain a diverse population and to provide housing for those who live or work in the city. The policy will be reviewed and adjusted from time to time to better align with the City's affordable housing goals and current housing market conditions. Additionally, the Edina HRA has adopted guidelines for affordable housing development that apply to projects that are supported by tax increment financing.

Existing and Projected Housing Needs

Based on an analysis of existing conditions and the studies summarized above, it is anticipated that the following housing types likely will be the most needed in the coming years:

- **Affordable housing**. As of 2016, around 29% of households in Edina experienced cost burden, paying more than 30% of their incomes on housing costs. The percentage for renters was even higher, at around 39%. With an aging population and an influx of young families with children, it the need for affordable housing will increase. Addressing the affordable housing needs of current and future residents will continue to be a priority.
- **Housing for young families, including first-time homebuyers**. The strength of the school district in Edina attracts families with school aged children. There will be a continued need for housing options that work for families, including affordably priced ones. This may be in the form of maintenance of existing single-family residences, or newer options, including "missing middle" type multifamily housing developments.
- **Lifecycle and senior housing**. With an aging population, Edina will see continued and expanded need for housing options that work at all life stages. This may include senior and assisted living housing options, so that residents are able to stay in Edina throughout their lives.
- **Housing in walkable and livable communities**. In metropolitan areas, there is a growing interest in housing that is located within walking distance of retail, services, parks, and other destinations. Particularly in areas like Greater Southdale, there is the opportunity to add housing into a mixed-use community, which in turn can help reduce dependence on automobile travel.

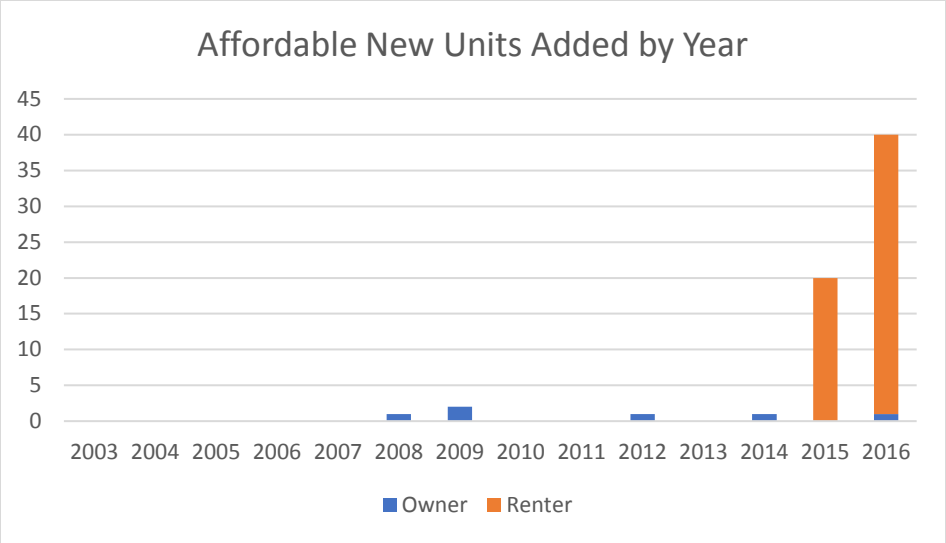
While housing constructed in Edina will largely be driven by market forces, the City of Edina has an opportunity to influence developers through policy, regulatory guidance, partnerships, and strategic investments. The implementation section later in this chapter provides more detail on how these housing needs will be addressed.

Affordable Housing Goals

Affordable housing is a primary concern in Edina, particularly given the high property values that tend to push housing prices out of the reach of many households. The Metropolitan Council has recognized that affordable housing is a regional issue, and has allocated forecasted affordable housing needs to each community. One of the primary factors used in assigning these forecasts was the presence of low wage jobs, a primary source of employment for residents of lower cost affordable housing. Edina's allocation was influenced by the fact that it has a high ratio of jobs to affordable units currently. This suggests that employers in this area may have trouble finding all the workers they need for these jobs, and workers may have trouble finding housing near where they work.

Being cost burdened is not uniquely associated with low income households. Cost burden can affect households at virtually all income levels, depending on the relative cost of housing. And all housing has been subsidized at some point through public investment in community building, services, and infrastructure – not to mention mortgage programs and terms that making homeownership more accessible.

Edina has had relatively few units affordable to low income households added over the past decade. However, some were added in 2015 and 2016.



Source: Metropolitan Council, US Census

Housing Performance Scores are a measure of how a community is progressing toward its affordable housing goals. It reflects the amount of affordable housing constructed over the previous decade, as well as preservation and rehabilitation of existing affordable housing, housing policies and ordinances, and characteristics of the existing housing stock. Edina's 2017 score is 91 out of 100, reflecting both recent housing development and its affordable housing policy approach.

The Metropolitan Council prioritized housing affordability in Thrive MSP 2040, and the 2021-2030 Allocation of Affordable Housing Need for Edina reflects the city's share of the region's forecasted population that will need affordable housing. Housing is considered "affordable" when no more than 30% of household income goes to housing, so households with different income levels have different thresholds of "affordable."

Edina's share of affordable housing need is 1,220 units by 2030, as shown in **Table 4.4**. This represents a significant increase from the target in the previous comprehensive plan, which, it must be acknowledged, was not achieved. As the total expected housing growth for Edina is around 7,500 units, this represents a substantial share of overall net new housing as well.

The total is further allocated by three tiers of affordability. These are based on how much households at certain percentages of Area Median Income (AMI) can pay for housing without becoming cost burdened by spending more than a third of their income on housing costs. For instance, as of 2018, the income limits for a four-person household were $28,300 (30% AMI), $47,150 (50% AMI), and $71,900 (80% AMI). These amounts will continue to be adjusted over time as median income changes.

Table 4.4: Affordable Housing Allocation Goals

Income Range	New Unit Goal
At or below 30 AMI	508
From 31 to 50 AMI	325
From 51 to 80 AMI	387
Total Number	**1,220**

Source: Metropolitan Council

The corresponding affordable purchase price for a household at 80% AMI is approximately $236,000, as of 2018. It is anticipated that new units will be acquired through construction of new subsidized housing units, participation in land trusts, subsidized acquisition of existing units, and other strategies.

To meet Metropolitan Council housing plan requirements, Edina must demonstrate it has sufficient land guided for development at minimum densities (units/acre) high enough to make affordable housing a viable option. The cost to build per unit typically decreases as the number of units per acre increases. Lower per unit costs make development an option for affordable housing developers as well as market-rate developers.

According to the Metropolitan Council, any residential future land use designation that has a minimum density of eight units per acre or more will count towards affordable housing allocation calculations. **Table 4.5** includes the future land use designations for Edina and the minimum units per acre.

Table 4.5: Residential Future Land Use Designations

Land Use	Minimum Density (units/acre)	Qualify for Affordable Housing
Low Density Residential	1	No
Low Density Attached Residential	4	No
Medium Density Residential	5	No
High Density Residential	20	**Yes**
Greater Southdale District Residential	50	**Yes**
Neighborhood Node*	10	**Yes**
Office Residential*	20	**Yes**
Mixed-use Center*	20	**Yes**
Community Activity Center*	90	Yes
Regional Medical Center*	50	Yes

**Mixed use*

Table 4.6 demonstrates that Edina has well beyond the necessary minimum land guided for residential development to meet the affordable housing allocation.

Table 4.6: Development Capacity for Affordable Housing Allocation

Land Use	Net Acres	Min Units/Acre	Min % Residential	Potential Units
Low Density Residential	0	1	100%	0
Low Density Attached Residential	0	4	100%	0
Medium Density Residential	0	5	100%	0
High Density Residential	86	20	100%	1,720
Greater Southdale District Residential	68	50	100%	3,400
Neighborhood Node*	7	10	50%	105
Office Residential*	116	20	50%	1,160
Mixed-use Center*	21	20	50%	210

Community Activity Center*	114	90	50%	5,130
Regional Medical Center*	22	50	50%	550
Total	**435**	**-**	**-**	12,275

*Mixed use

This does not mean that all the allocated land will be used for affordable housing redevelopment, nor that the market would necessarily support the creation of these units. However, it does demonstrate that Edina may have capacity for development beyond the 2040 forecasts. This may inform future policy decisions if the rate of is faster than anticipated.

Goals and Policies

Housing Supply and Community Growth

Goal 1: Accommodate all planned residential growth in the city based on planned infrastructure investments and other community goals and assets.

1. Seek to accommodate the total new households projected to locate in the city by the year 2040.
2. Acknowledge the interrelationship between land use, transportation, and public school enrollments, and support development of housing in areas accessible to a range of transportation options, including bicycle, pedestrian, and transit.
3. Recognize that successfully reaching affordable housing goals assists the city in achieving related community goals, including:
    a. Accommodating housing for young families with children in Edina schools;
    b. Maintaining community character and supporting a strong tax base;
    c. Fostering diversity by addressing disparities;
    d. Supporting Edina businesses' ability to remain competitive in regional and global markets and attract quality employees;
    e. Providing lifecycle housing opportunities for community renewal

Housing Affordability

The City of Edina is committed to aid and secure affordable lifecycle housing for a diverse community. Safe, secure, and affordable housing is essential to the healthy development of individuals, families, businesses, and communities.

Goal 2: Encourage the development and maintenance of a range of housing options affordable to residents at all income levels and life stages.

1. Encourage the production of additional affordable housing units and retention of existing affordable housing units to meet the city's housing needs and its Metropolitan Council affordable housing need allocation of 1,220 units.
2. Encourage the preservation and maintenance of, and improvements to, existing subsidized and naturally occurring affordable housing.
3. Support tenant rights to ensure that renters are treated fairly and equitably by landlords.
4. Revisit height and density zoning requirements if needed to make the development of affordable housing financially feasible in areas guided for redevelopment.

5. Promote the preservation and production of affordable housing through the areas of Edina accessible to transit by addressing financial and zoning barriers.
6. Increase housing stability and security of residents living in affordable housing.
7. Engage Edina residents, through Edina Neighborhood Associations, faith institutions, the Senior Center, and other community organizations, in a dialogue about the city's commitment to affordable housing, with the intention to educate and engage all Edina residents about this issue and public policies to address it.
8. Engage the Planning Commission and the Human Rights and Relations Commission to annually review with staff and report to the City Council the City's progress in meeting affordable housing and diversity goals as set out in this Chapter, in order to measure the success of the Affordable Housing Plan and recommend changes required to better advance those goals.
9. Promote owner-occupied units over rental units when providing affordable housing.
10. Recognize that housing is a long term investment and promote housing policies that offer enduring opportunities for medium and low income residents to house themselves, emphasizing home ownership.

Housing Quality and Design

Goal 3: Continue to support high quality design of residences and residential neighborhoods in a way that furthers sustainability, character, and livability, and maintains long term investment.

1. Provide an attractive living environment and promote housing that is compatible in quality, design, and intensity within neighborhoods in order to ensure the vitality and health of single-family and multifamily/mixed-use neighborhoods.
2. Where appropriate and guided by city policy, encourage the development of walkable neighborhoods that provide a range of daily needs within walking distance, potentially reducing reliance on cars.
3. Housing should support and be supported by surrounding land uses, traffic capacity and patterns, public facilities, and connections to open space and natural resource features.
4. Maintain Edina's lower square footage housing stock in order to attract new residents and retain current residents, including providing affordable options.
5. Encourage the use of green and sustainable building materials and methods, to reduce the environmental impact of residential construction and maintenance.
6. Support healthy housing options through missing middle planning, neighborhood community, and building design and maintenance, as well as walkable and livable neighborhoods that encourage active living.

Housing Choice

Goal 4: Support the development of a wide range of housing options to meet the diverse needs and preferences of the current and future Edina community.

1. Promote increased housing opportunities and a diversity of housing types by promoting the creative and innovative use of land guided for residential/commercial mixed-use while promoting transit use and other mobility alternatives.
2. Promote a vision of community that is inclusive of a range of ages, incomes, abilities, and other demographics, and offers a range of housing options.
3. Promote affordable and workforce housing that includes a range of housing prices and options, based on the principle that those who contribute to the community should have the opportunity

to live here. Also, this housing vision strengthens and reinvigorates community institutions and makes the city an attractive destination for young families.
4. Promote lifecycle housing to support a range of housing options that meet people's preferences and circumstances in all stages of life.
5. Protect and maintain lifecycle housing that is important for attracting young families.
6. Retain and expand housing ownership options, while also supporting a balance between ownership and rental households.
7. Support the development of both mixed income and 100% affordable housing throughout Edina where there is access to transit.

Implementation Plan

Housing Strategies

Housing Supply and Community Growth

1. Assign responsibility for implementing all of the housing plan policies. Provide an annual progress report.
2. Create a financing plan for implementing all of the housing plan policies.
3. Develop a housing implementation strategy to guide future housing priorities and actions.

Housing Affordability

1. Provide active leadership to meet affordable housing needs for residents and workforce through land use and fiscal policies, and to manage funds accordingly.
2. Collaborate with the public, nonprofit, and private sectors in planning and developing housing, especially focused on the provision of mixed income, affordable, and other housing types the marketplace does not sufficiently provide.
3. Encourage long-term management strategies for affordable housing, in cooperation with affordable housing organizations, to ensure the continuation of its affordability features to successive households.
4. Continue to fund and expand financial and technical support of community land trusts that provide affordable housing within the city.
5. Expand educational outreach to the larger metropolitan community about programs that are available in Edina to foster affordability and maintenance.
6. Address any regulatory barriers that unnecessarily decrease housing affordability without a counterbalancing benefit to the community.
7. Continue to implement the City's inclusionary affordable housing policy, and ensure that any accumulated funds are invested appropriately in expanding affordable housing options.
8. Within appropriate areas, support flexibility in official controls to allow densities that are compatible with providing affordable housing options for residents.
9. Investigate the need for, and implement as deemed appropriate and practicable, tenant protections, including rental licensure and tracking, tenant notification requirements, or other approaches.
10. Identify additional creative funding approaches, such as socially oriented investing models, use of tax credits, modified forms of tax increment financing, and other alternative financing structures.
11. Review existing subsidized housing affordability agreements and use of housing vouchers to determine status.

12. Provide a mortgage assistance program to specifically target income-eligible workers employed within the city to enable them to live in the city. The City may choose to collaborate with other organizations to develop this program.
13. Support the use of rental assistance programs for income-eligible households within the city.

Ensure race and equity are addressed in the dissemination and publicizing of information on affordable units. Develop marketing plans for subsidized affordable rental and ownership units targeted geographic areas or groups in the metropolitan area who may be unlikely to consider renting or purchasing housing in Edina due to inaccessibility of information or concerns about discrimination. Expand awareness and understanding of affordable housing. Engage the Edina community through neighborhood associations, faith institutions, Early Childhood, Senior Center, and other community resident and business organizations in regularly scheduled dialogues, education, and presentations on the city's need and commitment to provide affordable housing.

Housing Quality and Design

1. Maintain and update a citywide survey of housing conditions, to determine where additional investment may be needed.
2. Encourage repairs and improvements to existing single-family homes that avoid tear-downs, extend their useful life, and ensure that they are designed and maintained in a manner that complements the dwelling's character and is compatible with adjacent homes and the character of the surrounding neighborhood.
3. Consider program of assisting income eligible property owners with rehabilitating their homes to extend their useful life in a manner that also complements the dwelling's character and is compatible with the character of the surrounding neighborhood.

Housing Choice

1. Support the development of a program that will assist workers employed within the city to live in the city and attract new residents to the area.
2. Offer resources to support senior residents seeking to age-in-place.
3. Assist neighborhoods in retaining starter housing stock that can accommodate young families. City programs and policies can promote such features as housing affordability, sidewalks, and proximity to recreational amenities such as parks (including pocket parks), playgrounds and community gardens that act as magnets to encourage young families to settle in the city.
4. Develop and implement fair housing policy.

Partners and Programs

The City has many current and potential partners to collaborate in the effort to create affordable housing in the city. Some of these partners are:

Edina Housing Foundation. Edina Housing Foundation (EHF) is a nonprofit corporation founded in 1984 under the auspices of the Edina City Council. It has five members all residents of Edina and appointed by the Edina City Council. The EHF provides a variety of financial and policy support to promote affordable housing in the city of Edina. Current actions and programs include Come Home 2 Edina; a second mortgage program for home ownership; investments in property to potentially create affordable single and multi-family housing in the city and grants/loans to build new affordable housing. The Foundation supports with yearly grants Home

Senior Services for elderly residents that need help keeping up their homes. The EHF also recommends policy changes on affordable housing to the city council. The full time position in the city of Edina of Affordable Housing Manager is financially supported by the EHF.

- **West Hennepin Affordable Housing Land Trust** (WHAHLT) WHAHLT is a nonprofit community land trust organization originally established by the City of Minnetonka to sustain and preserve affordable homeownership opportunities for working households. This program provides affordable homeownership opportunities using the community land trust model, which removes the market value of the land from the mortgage equation, thereby reducing the cost of a home significantly. Since 2007, the City of Edina provided annual funding to the organization to purchase three properties within the city to create perpetually affordable housing through WHAHLT's Homes Within Reach program. Between 2007 and 2017, 12 homes in Edina have been acquired through this program.

  The West Hennepin Affordable Housing Land Trust has a program known as Homes Within Reach (HWR) in the western suburbs of Hennepin County. HWR offers the opportunity for people to live in communities in which they work and or reside, creating stable communities and households, through the advantages of homeownership. By preserving and recycling available resources, the program maximizes the public and private investment being made in workforce housing.

- **Metropolitan Council**. The Metropolitan Council provides access to a number of housing assistance programs, including those using federal funds.

  The Metropolitan Council's Livable Communities Act (LCA) is a voluntary, incentive-based approach to help the Twin Cities metropolitan area address affordable and lifecycle housing needs while providing funds to communities to assist them in carrying out their development plans. Through funds provided by the Livable Communities Act (LCA), the Metropolitan Council awards grants to participating communities in the seven-county area to help them remediate polluted sites, promote compact and connected development and redevelopment and increase the supply of affordable housing. Funds are distributed through four LCA accounts: Tax Base Revitalization Account, Livable Communities Demonstration Account, Local Housing Incentives Account, and Transit Oriented Development.

  Through the Metro Housing and Redevelopment Authority (HRA), the Metropolitan Council also administers a range of housing assistance programs. Edina participates in several Metro HRA programs, including:
  - Housing Choice Voucher Rent Assistance Program, also known as Section 8, which is federally funded and provides rental assistance for low income households through direct payments to landlords.
  - Family Affordable Housing Program (FAHP), which provides scattered site affordable housing in suburban communities.
  - Additional specialized programs are available for people with disabilities and special needs to fund supportive housing options, such as Shelter + Care, Bridges Rental Assistance, Housing Opportunities for People with AIDS (HOPWA) Rental Assistance, and others.

- **Hennepin County**. Hennepin County provides emergency/short-term support for residents "in a financial crisis that poses a direct threat to their physical health or safety." This assistance can provide emergency or temporary shelter; housing costs like rent payments, damage

deposits, home repairs and utility bills; and foreclosure prevention, moving expenses and transportation to relocate, and extra food support for people on special diets.

- **Minnesota Housing**. Minnesota Housing, the state's housing finance agency, provides a range of programs to support affordable housing ownership options. These programs, which typically have income limit eligibility requirements for participants, include:

    - Start Up is a first-time homebuyer program meant to promote affordable interest rates and help homeowners cover their down payments and closing costs.
    - Step Up is a loan program meant to promote affordable interest rates, with assistance for home purchases and rehabilitation.
    - Deferred Payment Loan is meant for first-time homebuyers to help reduce the cost of homeownership.
    - Monthly Payment Loan is a supplementary program to provide additional home purchase assistance, in addition to other Minnesota Housing programs.
    - Mortgage Credit Certificate reduces the cost of mortgages by allowing homeowners to claim a mortgage tax credit.

- **Real Estate Developers.** As addressed in the City's affordable housing policy, affordable units are required to be addressed as part of mixed income developments, or to pay into a fund to pay for the construction of units elsewhere. Examples of this are already in existence in the Greater Southdale area. Nonprofit developers who specialize in affordable housing may be more equipped to navigate the various state and federal funding sources that are used to fund permanently affordable units.

- **Land Bank Twin Cities**. Land Bank Twin Cities works with developers, nonprofit service providers, and local governments to assist with real estate related transactions designed to benefit low income people and other disadvantaged groups. They offer support via brokering and negotiating property purchases, land banking and holding property, and financing/lending for a property or project.

- **Private Foundations and Funds.** Minnesota has a strong tradition of local and regional philanthropy. Opportunities may exist to partner with private foundations and funds to advance mission-driven, innovative approaches to meeting housing needs.

- **Alternative Ownership Structures**. Community land trusts, cohousing communities, cooperative housing, and other alternative ownership models can help control costs and lock in affordability over the long term – in part by separating out the value of the land from that of the housing, and by introducing a structure to manage values over the long term. There are limitations to how much these can be used in high value areas like Edina, but they certainly should be considerations when the city is considering its affordable housing strategy.

- **Housing Justice Center**. Founded in 1999, the Housing Justice Center (HJC, formerly known as the Housing Preservation Project, or HPP) is a nonprofit public interest advocacy and legal organization whose primary mission is to preserve and expand affordable housing for low income individuals and families. HJC seeks to prevent the loss of affordable rental housing by conversion to market rate, demolition, foreclosure, and other causes. HJC also seeks to foster expanded affordable housing opportunities.

Additional housing tools and strategies that may be used by the City of Edina are included in the following Additional Housing Tools section.

Additional Housing Tools

In the following table are a number of additional housing tools and strategies, divided up by the type housing goal or need they may help fulfill. This is meant as a resource to supplement the main ones provided in the Housing chapter.

Table 4.7: Housing Implementation Tools

Housing Goal/Need	Implementation Opportunity/Available Tool	Circumstance and Sequence of Use
Development of affordable housing (up to 80% AMI)	Planned Unit Development (PUD)	The City may consider a PUD application for project that includes affordable housing at or below 80% AMI, in locations guided at appropriate densities and land use categories as shown on the future land use map.
	Tax Abatement	The City may consider tax abatement for development proposals including housing affordable at or below 80% AMI, in locations guided at appropriate densities and land use categories as shown on the future land use map.
	Tax-Increment Financing (TIF)	The City may consider TIF for proposals for housing affordable at or below 80% AMI, in locations guided at appropriate densities and land use categories as shown on the future land use map.
	Housing Bonds	It is unlikely the City will consider issuing housing bonds to support affordable housing development, as it is not regularly used here. However, this is still a potential tool that may be considered for projects meeting multiple city goals.
	Site Assembly	The City may consider assembling a site for affordable housing at or below 80% AMI. This could include acquiring and holding land as well as sub-allocating such monies to a qualified developer approved by the City Council.
	Consolidated Request for Proposals (RFP)	The City may consider supporting an application to RFP programs for housing affordable at or below 80% AMI in locations guided at appropriate densities and land use categories as shown on the future land use map.
	Community Development Block Grant (CDBG)	The City has supported the use of CDBG funds to develop affordable housing opportunities at or below 60% AMI in the past, and may consider using for future projects which are consistent with city policy and meet program criteria.
	HOME Investment Partnerships Program (HOME)	The City may consider supporting an application to HOME to fund activities to build, buy, or rehabilitate affordable housing at or below 60% AMI for locations guided at appropriate densities and land use categories as shown on the future land use map.
	Livable Communities Demonstration Account (LCDA)	The City has supported the use of LCDA funds to develop affordable housing opportunities in the past, and will consider using it for future projects affordable at or below 80% AMI which are consistent with city policy and meet program criteria.

	Inclusionary Zoning Policy	The City has already adopted an inclusionary zoning policy supporting the construction of affordable housing at or below 60% AMI and will continue to use and modify this tool as needed to support the development of affordable housing.
	Affordable Housing Incentive Fund (AHIF)	The City has supported the use of AHIF to develop very low income affordable housing opportunities at or below 30% AMI, and will consider using it for future housing projects which are consistent with city policy and meet program criteria.
Preserving existing affordable housing stock	4d Tax Program	The City currently has a 4d pilot program with an affordable housing rehabilitation component that will be reviewed and possibly expanded. This program may be used to provide reduced tax rates for properties with housing affordable at or below 60% AMI.
	Landlord Education for Inclusive Housing Policies	Landlord education can provide information for how to maintain and manage affordable housing. The City may partner with other agencies to offer educational resources to landlords of existing affordable rental properties at 80% AMI or lower.
	Land Bank Twin Cities and Community Land Trusts	Land banks and land trusts can be used to maintain existing affordable housing stock at or below 80% AMI, including naturally occurring affordable housing. The City may consider working with the Land Bank Twin Cities or other land trusts on affordable housing preservation.
	Project Based Rental Assistance	The City may consider supporting the use of project based rental assistance programs, such as Section 8, to maintain affordable options at or below 80% AMI in the city.
	Rental Rehabilitation Grants and Loans	The City may partner with other agencies to offer resources to landlords for rehabilitation grants and/or loans for existing affordable rental properties at or below 80% AMI, when consistent with city goals and policies.
	Low Income Housing Tax Credit Properties (LIHTC)	The City has supported the use of LIHTC to develop affordable housing opportunities, and will consider using it for future projects affordable at or below 60% AMI.
	Single Family Rehabilitation Grants and Loans	The City may partner with other agencies to offer resources to homeowners for home rehabilitation grants/loans, when consistent with city goals and policies. Income may be a criterion used to determine eligibility.
Supporting young/first-time homeowners	Start-Up Loan Program	Minnesota Housing provides this program to assist first-time homebuyers with financing a home purchase and down payment through a dedicated loan program. The City may partner to offer education about the availability of this program.
	Single Family Rehabilitation Grants and Loans	The City may partner with other agencies to offer resources to homeowners for home rehabilitation grants/loans when consistent with city goals and policies.
Maintaining homeownership	Foreclosure Prevention Counseling	The City may partner with other agencies to offer foreclosure prevention resources to homeowners and educate homeowners about opportunities for assistance.
	Step-Up Loan Program	Minnesota Housing provides this program to assist non first-time homebuyers to purchase or refinance a home through a dedicated loan program. The City may partner to offer education about this program to potential applicants.

Senior housing	Planned Unit Development (PUD)	The City may consider a PUD application for senior housing in locations guided at appropriate densities and land use categories as shown on the future land use map.
	Expedited Pre-application Process	The City may consider creating a pre-application process to identify ways to minimize unnecessary delay for senior housing and affordable projects prior to formal application process.
	Site Assembly	The City may consider assembling a site for senior housing. This could include acquiring and holding land as well as sub-allocating such monies to a qualified developer approved by the City Council.
	Zoning Ordinance	The City may review the zoning ordinance and identify policies or regulations that may inhibit senior housing development.
	Tax Abatement	The City may consider tax abatement for a senior housing project with units affordable at or below 80% AMI.
	Tax-Increment Financing (TIF)	The City may consider using TIF to finance this housing type, when the project is consistent with other city goals and policies, particularly for affordable housing at or below 80% AMI.
	Housing Bonds	It is unlikely the City will consider issuing housing bonds to support senior housing development. However, this may be an option for projects meeting multiple city goals and policies.
	Consolidated RFP	The City may consider supporting an application to RFP programs for senior housing affordable at or below 80% AMI in locations guided at appropriate densities and land use categories as shown on the future land use map.
	Community Development Block Grant (CDBG)	The City has supported the use of CDBG funds to develop affordable housing opportunities at or below 60% AMI in the past, and may consider using it for future affordable senior housing projects which are consistent with city policy and meet program criteria.
	Livable Communities Demonstration Account	The City may consider supporting or sponsoring an application to Livable Communities Account programs for affordable senior housing at or below 60% AMI to address above housing needs and goals.
Increasing the livability of the city	Home Improvement Loans	Minnesota Housing offers this program to assist homeowners in financing home maintenance projects to accommodating a physical disability or select energy efficiency improvement projects. The City may partner to educate about this program.
	ADU Ordinance	The City may consider developing an ordinance permitting the construction of accessory dwelling units or guest homes in specific zoning districts, if consistent with overall city goals and policies
	Program or Framework	The City may consider working with stakeholders to develop guiding principles, frameworks, and action plans to consider and incorporate the needs of existing and potential residents into development decisions.
	Fair Housing Policy	The City has an adopted Fair Housing Policy and will continue to use it in the future and modify as needed.

CHAPTER 5
TRANSPORTATION

COMPREHENSIVE PLAN
CITY OF EDINA

2018

5. Transportation

Chapter Highlights

This chapter of the Edina Comprehensive Plan discusses the transportation network; its existing and planned future design, function, and operational characteristics. Current and future conditions are considered against three aspects of movement: 1) to and from, 2) within, and 3) through the City. As presented in this chapter, movement is broadly discussed to take into account:

- The municipal transportation system comprising local streets, bicycle facilities, and City-operated transit services;
- The regional transportation system of State of Minnesota and Hennepin County highways
- Transit services that are provided by the Metropolitan Council/Metro Transit, Southwest Metro Transit; and the City of Edina through a contractual arrangement with DARTS.
- Non-motorized transportation modes supported by the City and Three Rivers Park District.

The chapter defines the existing system, identifying the locational and physical characteristics of system components and assesses them against factors such as:

- capacity,
- safety,
- efficiency,
- environmental and social impacts, and
- overall contribution to the ability to conveniently move around and the physical design of the City.

Edina's Transportation Planning Mission:

The mission for transportation planning in Edina is to provide access to and facilitate the movement of people and goods efficiently, safely, cost effectively, and comfortably to any desired destination while, at the same time, seeking to improve community livability and the environment and minimize associated negative impacts.

Transportation planning is not an end in and of itself. Instead, transportation planning is performed to proactively identify the most suitable travel modes and pathways to help achieve a desirable and livable community and accommodate safe and convenient travel to, within, and through the community's nodes, parks, and City facilities. Toward this end, this chapter considers the roles of a range of transportation infrastructure (roadways, transitways, walkways, bikeways, railways and flyways), to support a variety of vehicles, each operating successfully and in a manner that minimizes conflicts with each other and surrounding land uses.

Edina is a near fully developed community, and the existing roadway network is essentially complete. Today's primary transportation planning focus is not on building new roads or new alignments but on:

1. Renewing, managing, and improving the existing transportation system (network);
2. Ensuring that the transportation system can accommodate travel demand imposed by new developments;
3. Improving the City's non-motorized transportation system to facilitate pedestrian and bicycle movement and increase active transportation;
4. Supporting and encouraging transit use;
5. Increasing safety;
6. Implementing the city's Living Streets Plan to ensure that the transportation needs of all users will be considered and all modes will be appropriately accommodated; and
7. Ensuring that the City will manage the existing and future transportation systems in an efficient and responsible manner to achieve livability, sustainability, and a high level of environmental quality.

Thirteen goals developed for this chapter include focus on developing a multi-modal transportation system that is conveniently accessible to all users. The goals recognize and seek to reverse the advantage that automobile travel has had over transit and non-motorized modes; thus enabling residents and visitors to travel without increasing greenhouse gas emissions, personal costs, and costs to society.

1. Improve mobility for residents, visitors and businesses with a balanced system of transportation alternatives for transit users, pedestrians, bicyclists and motorists.
2. Implement a fully multi-modal transportation system that supports the land use vision and future land use plan for managing and shaping future growth.
3. Minimize the impacts of the transportation system on Edina's environment and neighborhood quality of life and emphasize methods to reduce greenhouse gas emissions.
4. Reduce the overall dependence on and use of single-occupant vehicles by promoting land use patterns that allow for shorter vehicular trips and the use of alternative travel options.
5. Promote a travel demand management (TDM) program through a coordinated program of regulations, marketing, and provision of alternative workplace and travel options.
6. Encourage and support attractive and reliable high-performance transit service and connections.
7. Develop and manage parking provision to encourage joint and shared use of facilities, ride-sharing (car pools and van pools), and bicycle parking.
8. Invest in infrastructure to support the continued growth in low- to zero-emission technology and support regional and statewide efforts to educate and adopt electric vehicles.
9. Provide for efficient movement of goods within Edina, while minimizing the impacts of freight traffic on other trips and reducing negative impacts on land uses on freight corridors.
10. Engage, seek input from and educate all segments of the community regarding transportation-related issues and projects impacting the City.
11. Identify new and continuing sources for transportation infrastructure funding by seeking to partner where feasible with federal, state, county and adjacent community sources.
12. Design roadway facilities according to their intended service function and neighborhood context.
13. Provide and maintain adequate access to and from, and safety on, local and regional roadways. adjacent community redevelopment and other activity that potentially impacts the City of Edina.
14. Manage, maintain and operate roadways to maximize wherever possible the safety and mobility of all users and all modes.

Introduction

Overview

Effective transportation planning is critically important for a community such as Edina. Residents, institutions, and businesses must be provided with transportation facilities and services that meet mobility needs in an efficient, effective and safe manner

Transportation facilities, at the same time, need to be planned and constructed so as to limit negative social, environmental, and aesthetic impacts to the greatest degree feasible. In addition, residents who cannot or choose not to drive need to have transportation options to meet their daily needs. There is a fundamental link between transportation planning and land use planning. Successful land use planning cannot take place without

taking transportation considerations into account. Conversely, transportation planning is driven by the need to support existing and future land uses. (Chapter 3 of this Comprehensive Plan identifies existing and planned future land uses, which are base-level inputs in transportation planning.)

Edina Transportation Commission

In 2003, the City formed the Edina Transportation Commission (ETC). It is made up of citizens appointed by the City Council. It advises the City Council on transportation issues facing the City, including traffic management, roadway improvement projects, non-motorized transportation, and traffic safety requests. This transportation chapter was prepared under the guidance of the ETC.

Purpose

There are three objectives of this Transportation chapter:

- To provide a guidance document for City staff and elected officials regarding the planning and implementation of effective transportation facilities and systems over the planning horizon.
- To give citizens and businesses background on transportation issues and allow them to be better informed regarding the City's decision making on transportation issues.
- To communicate to other government agencies Edina's perspectives and intentions regarding transportation planning issues.

The preparation of the document also has provided stakeholders with the opportunity to have input into the transportation planning process.

Current Conditions

Walking and Bicycling

Walking and Bicycling Facilities

The existing network of sidewalks, pathways and bicycle facilities serving the City of Edina is depicted on Figures 5.1 and 5.2. In 2018 the City prepared a Pedestrian and Bicycle Master Plan; the Master Plan's pedestrian and bicycle findings and recommendations are summarized in Section 7.3. The full Master Plan is attached as an appendix to the Comprehensive Plan.

Regional Bicycle Transportation Network

The goal of the Metropolitan Council's Regional Bicycle Transportation Network (RBTN) is to establish an integrated seamless network of on-street bikeways and off-road trails to improve conditions for bicycle transportation at the regional level and encourage planning and implementation of future bikeways. The network is divided into two tiers each for RBTN corridors and alignments. Figure 5.3 depicts the Tier 1 and Tier 2 RBTN **Corridors** and **Alignments.**

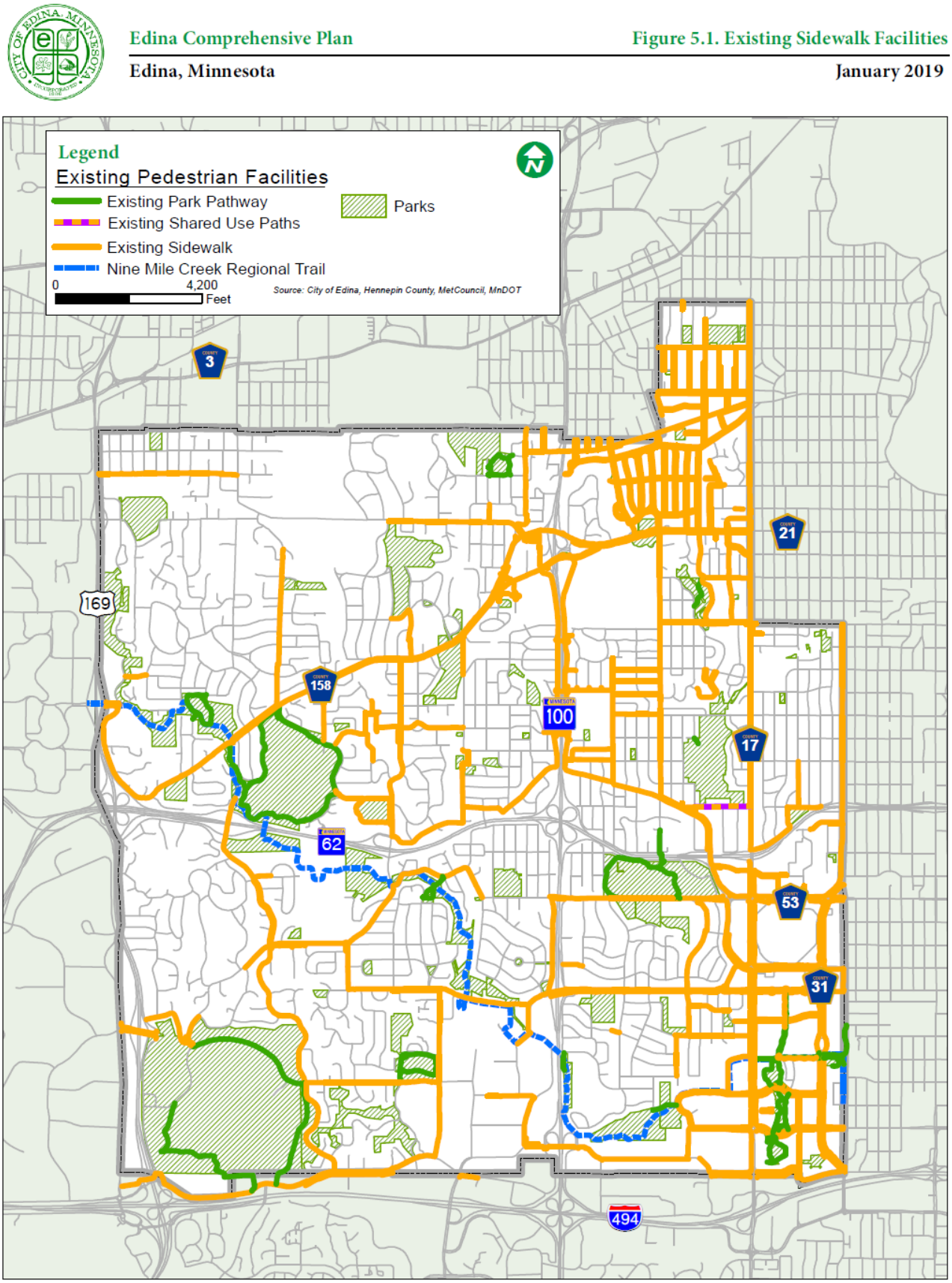


Figure 5.1: Existing Sidewalk Facilities

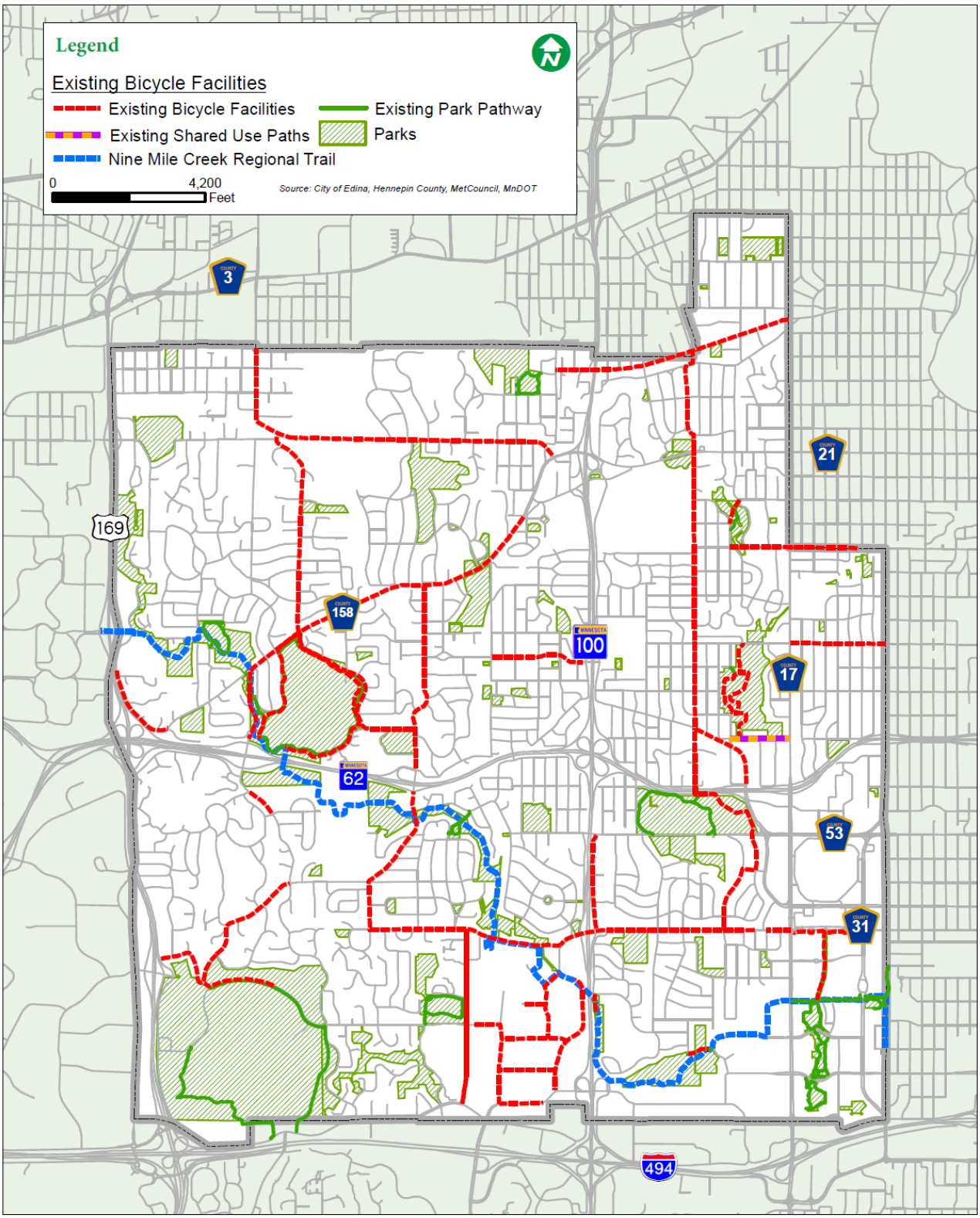


Figure 5.2: Existing Bicycle Facilities

Edina 2040 Comprehensive Plan — Regional Bicycle Transportation Network
Edina, Minnesota — December 2018

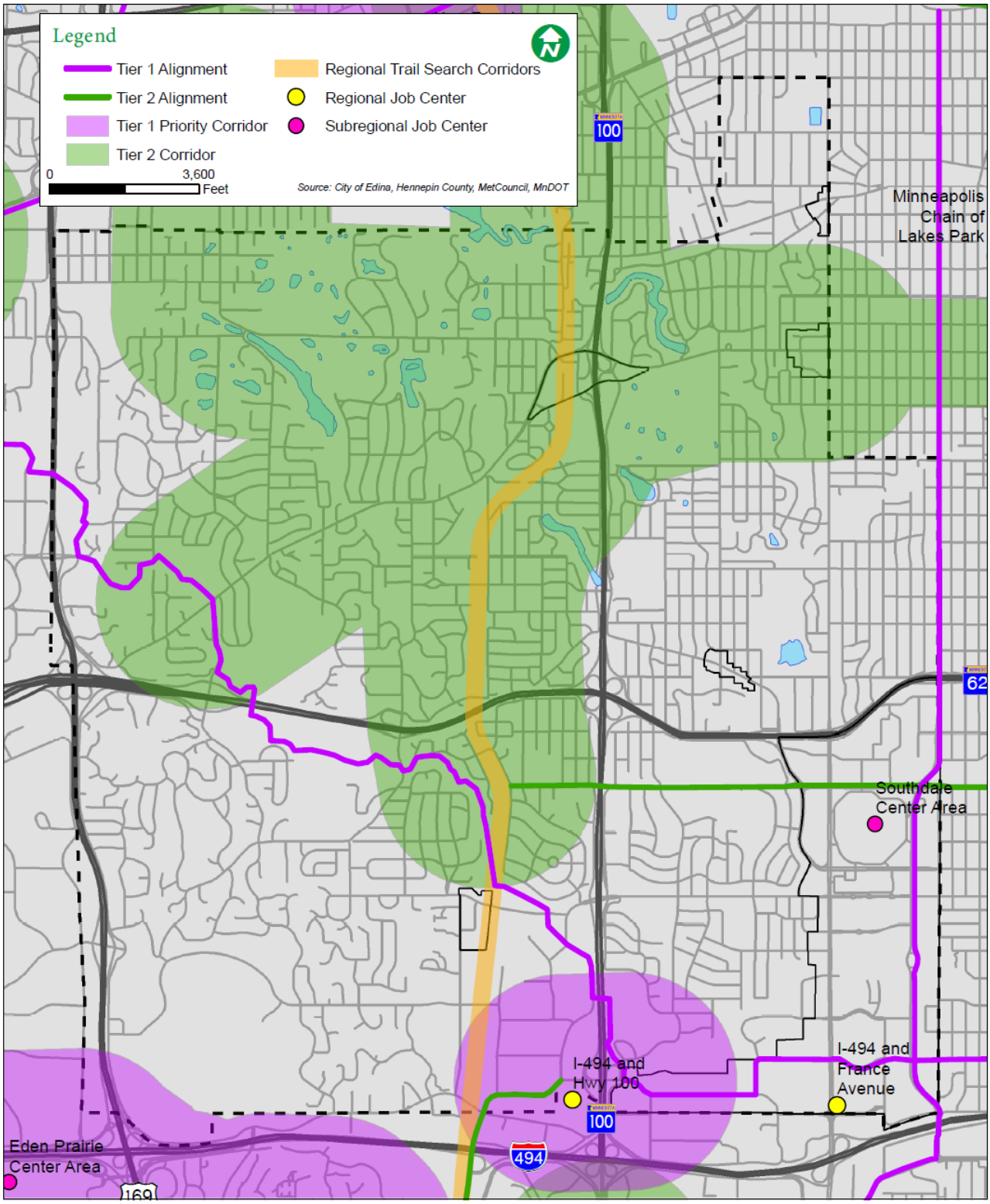


Figure 5.3: Tier 1 and Tier 2 Regional Bike Network

Tier 1 RBTN Corridors have been identified by the Metropolitan Council as the highest priority for regional transportation planning and investment. **Tier 2 RBTN Corridors** are the remaining corridors in the overall regional network and are assigned the second tier priority. As shown, there is one small Tier 1 RBTN corridors in Edina, which looks to make a connection between two RBTN alignments across the W 77th St bridge over TH 100. Additionally, there are three Tier 2 RBTN corridors in Edina. These corridors (which do not yet have defined alignments) are centered on:

- Blake Road/Interlachen Boulevard
- Vernon Avenue/West 50th Street
- Canadian Pacific Railroad north of West 66th Street

Tier 1 and Tier 2 RBTN Corridors are similar to **RBTN Alignments**. Unlike the Corridors, the Alignments have specific route alignments defined through discussions with City and County staff. These alignments either already exist or are defined in City planning documents. The Nine Mile Creek Regional Trail, opened in 2018 by Three Rivers Park District, is the only Tier 1 RBTN Alignment in Edina, and West 66th Street is the City's only **Tier 2 RBTN Alignment.**

Transit

Existing Transit Routes and Dial-a-Ride Services

Scheduled transit service for Edina residents is currently provided by Metro Transit (a division of the Metropolitan Council) and by Southwest Transit. Most of the City of Edina is within Metro Transit's Market Area III, with eastern portions (including Southdale and northeast Edina) in Market Area II. The existing scheduled service to Edina residents is depicted on Figure 5.4 and summarized in Table 5.1, below.

Table 5.1: Scheduled Transit Service In Edina (2018)

Route Number	Service Route/Area	Service Description
6	Edina (includes Southdale Transit Center), Uptown, downtown Minneapolis, University of Minnesota	High frequency local service, all day/evening, all week; 5-15 minute headways
46	Eden Prairie, Edina (includes 50th/France), south Minneapolis, St Paul	Local service all day/evening, all week; 30-60 minute headways
146	Edina (Vernon Avenue), southwest Minneapolis, downtown Minneapolis	Limited stop service (I-35W) service during a.m. and p.m. rush hours, weekdays
515	Edina (Includes Southdale Transit Center), Richfield, South Minneapolis, Bloomington (includes Mall of America), Veterans Medical Center	Local service, all day/evening, all week; 10-30 minute headways
537	Bloomington (includes Normandale College), Edina (includes Southdale Transit Center)	Local service, all day/evening, weekdays; 60 minute headways
538	Edina (includes Southdale Transit Center), Richfield, Bloomington (includes Mall of America)	Local service, all day/evening, all week; 30-60 minute headways
540	Edina, Richfield (includes Best Buy Headquarters), Bloomington (includes Mall of America)	Local service, all day/evening, all week; 15-30 minute headways during a.m./p.m. rush hours, otherwise 60-90 minute headways

Table 5.1: Scheduled Transit Service In Edina (2018) (Continued)		
Route Number	**Service Route/Area**	**Service Description**
578	Edina (includes Southdale Transit Center), downtown Minneapolis	Express service (TH 62 and I-35W) during a.m. and p.m. rush hours
579	University of Minnesota, south Minneapolis, Edina (includes Southdale Transit Center)	Express service (I-35W and TH 62) during p.m. rush hour, weekdays
587	Edina, downtown Minneapolis	Express service (TH 100 and I-394) during a.m. and p.m. rush hours, weekdays
600 (Southwest Transit)	Eden Prairie (includes Southwest Station), Edina (includes Southdale Transit Center), downtown Minneapolis	"Flex route" service during a.m. and p.m. rush hours, weekdays, 10-20 minute headways

Note: All the routes listed in Table 5.1 are provided by Metro Transit with the exception of Route 600, which is provided by Southwest Metro Transit.

Edina Comprehensive Plan
Edina, Minnesota January 2019

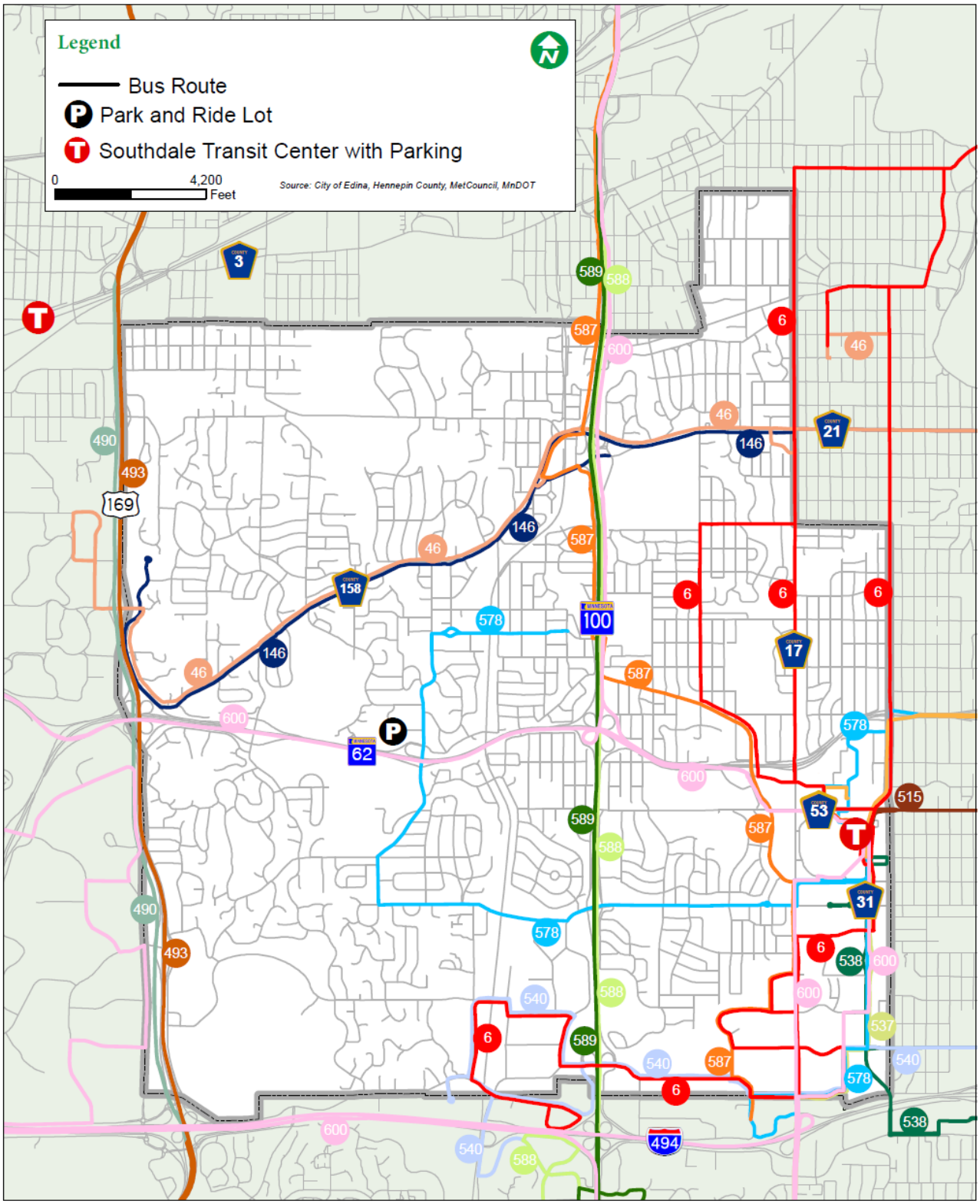


Figure 5.4: Existing, Scheduled Transit Service

Metro Mobility

Paratransit services are provided by Metro Transit's Metro Mobility service. Door to door service is provided using a wheelchair lift-equipped van on a first come-first served basis. 2018 hours of operation are daily 4:15 a.m. to 2:30 a.m.

CloverRide Circulator Service

The City of Edina contracts with Dakota Area Resources and Transportation for Seniors (DARTS) to provide a circulator bus service in the Southdale area for Edina residents and visitors. This service, called CloverRide, operates from 10 a.m. to 3 p.m. on Fridays. CloverRide is a reliable, continuous shuttle service that provides accessibility from senior housing locations in the Southdale area to retail and other popular destinations. The one-hour "loop" runs clockwise along France and York Avenues between W 65th Street and Minnesota Drive.

While focused on serving senior citizens, the CloverRide circulator bus service is available to riders of any age.

High-Frequency Transit Routes

The only high-frequency transit route that currently serves Edina is the Route 6 (see Table 5.1 above). This route serves Edina's industrial park area, the Southdale Transit Center, South Minneapolis (including the Uptown Transit Station), downtown Minneapolis and the University of Minnesota.

Transit Stations and Transit Centers

Southdale Transit Center

The key transit facility in Edina is the Southdale Transit Center, which is located in the eastern portion of Southdale Center shopping mall. It includes a covered shelter area where route and schedule information can be found. The Southdale Transit Center is one of the busiest transit centers in the Twin Cities, with seven transit lines that stop and link at this location, along with a park & ride (see below). Three lighted, covered waiting shelters are equipped with on-demand heat and real-time departure information.

Park-and-Rides and Express Bus Corridors

Southdale Park & Ride

There are 70 surface park & ride spaces at the Southdale Transit Center (see above), with available overflow parking for additional vehicles.

Express Bus Corridors

TH 62, TH 100, I-35W and I-394 serve as express bus corridors for Metro Transit routes that connect Edina commuters to downtown Minneapolis and the University of Minnesota. Express Routes 578 and 579 run along TH 62 and I-35W, while Route 587 runs along TH 100 and I-394.

Transit Advantages and Transit Support Facilities

Currently, Metro Transit operates on "bus-only shoulders" within Edina on northbound TH 100 (north of Benton Avenue) and both eastbound and westbound TH 62 (east of Gleason Road). There are currently no transit support facilities in Edina

Roadways

Located within the Twin Cities metropolitan area, the City of Edina is served by the regional roadway network that is shown on Figure 5.5. As shown, Edina is a first-tier suburb within the I-494 beltway, and the important regional roadways that pass through or are adjacent to the City are: I-494, Trunk Highway (TH) 169, TH 100, and TH 62 (Crosstown). Cities that are adjacent to Edina are: Minneapolis, St. Louis Park, Hopkins, Minnetonka,

Eden Prairie, Bloomington, and Richfield. Figure 5.6 shows existing daily traffic volumes, and Figure 5.7 shows the nur

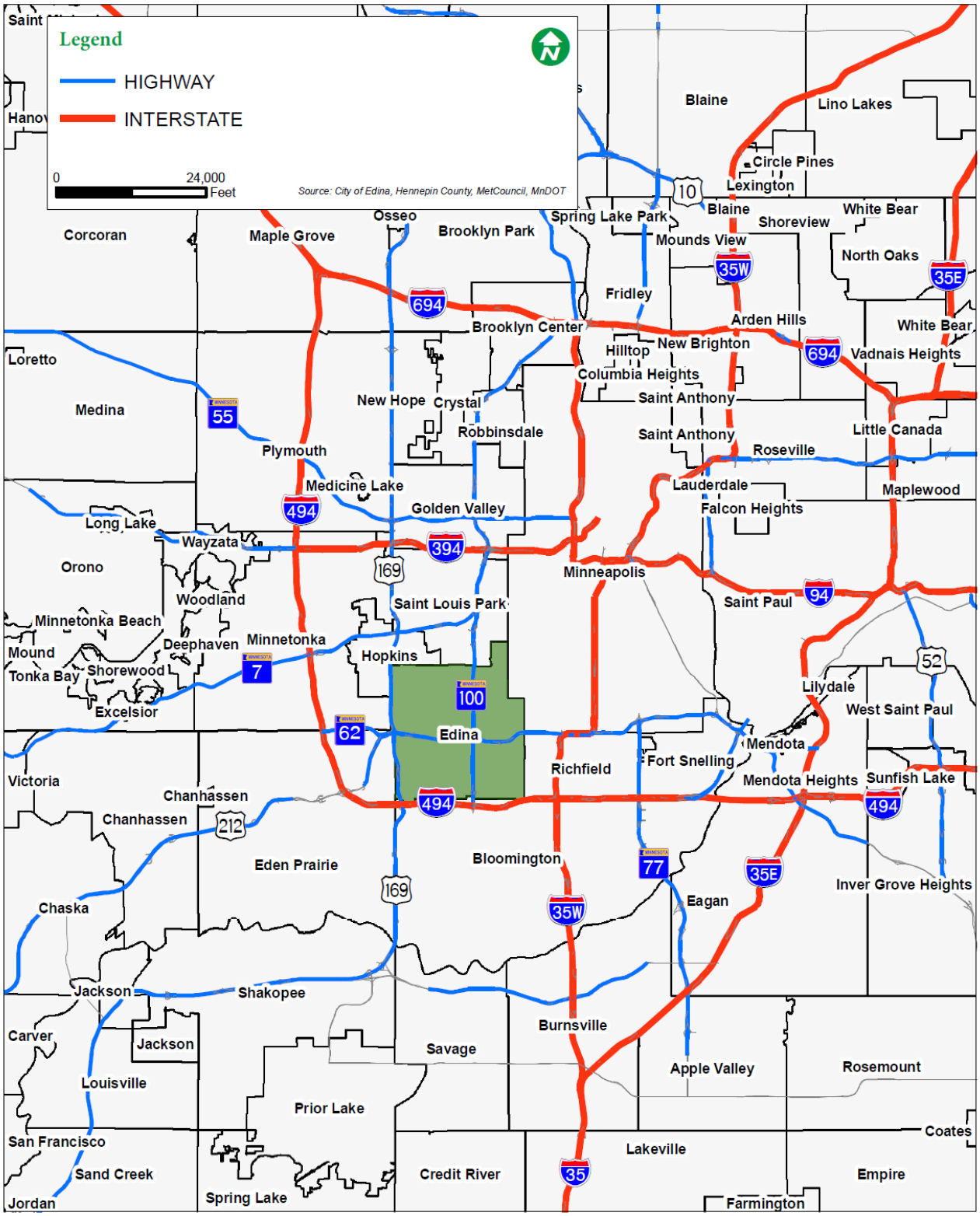


Figure 5.5: Regional Roadway Network

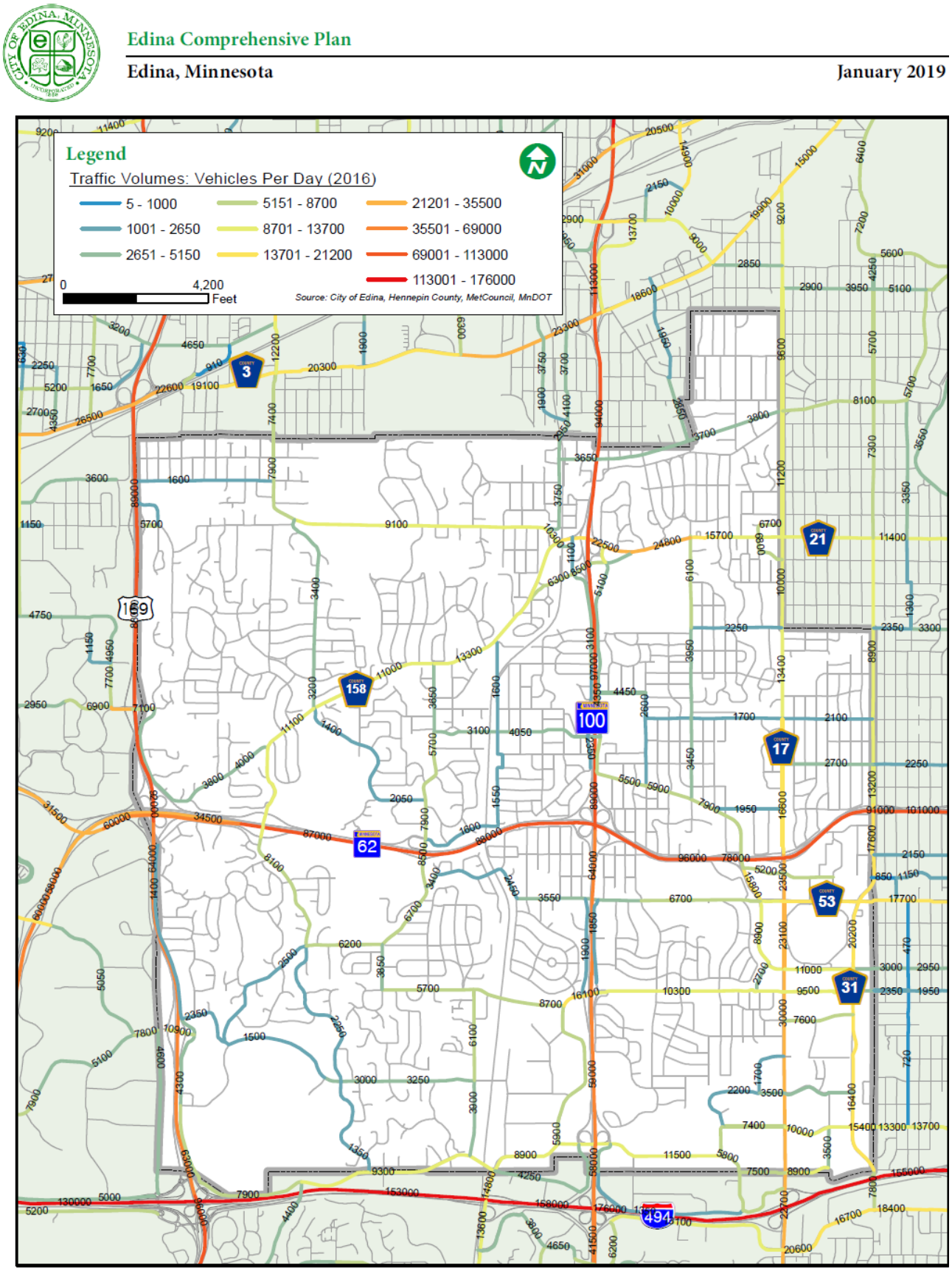


Figure 5.6: Current (2016) Daily Traffic Volumes

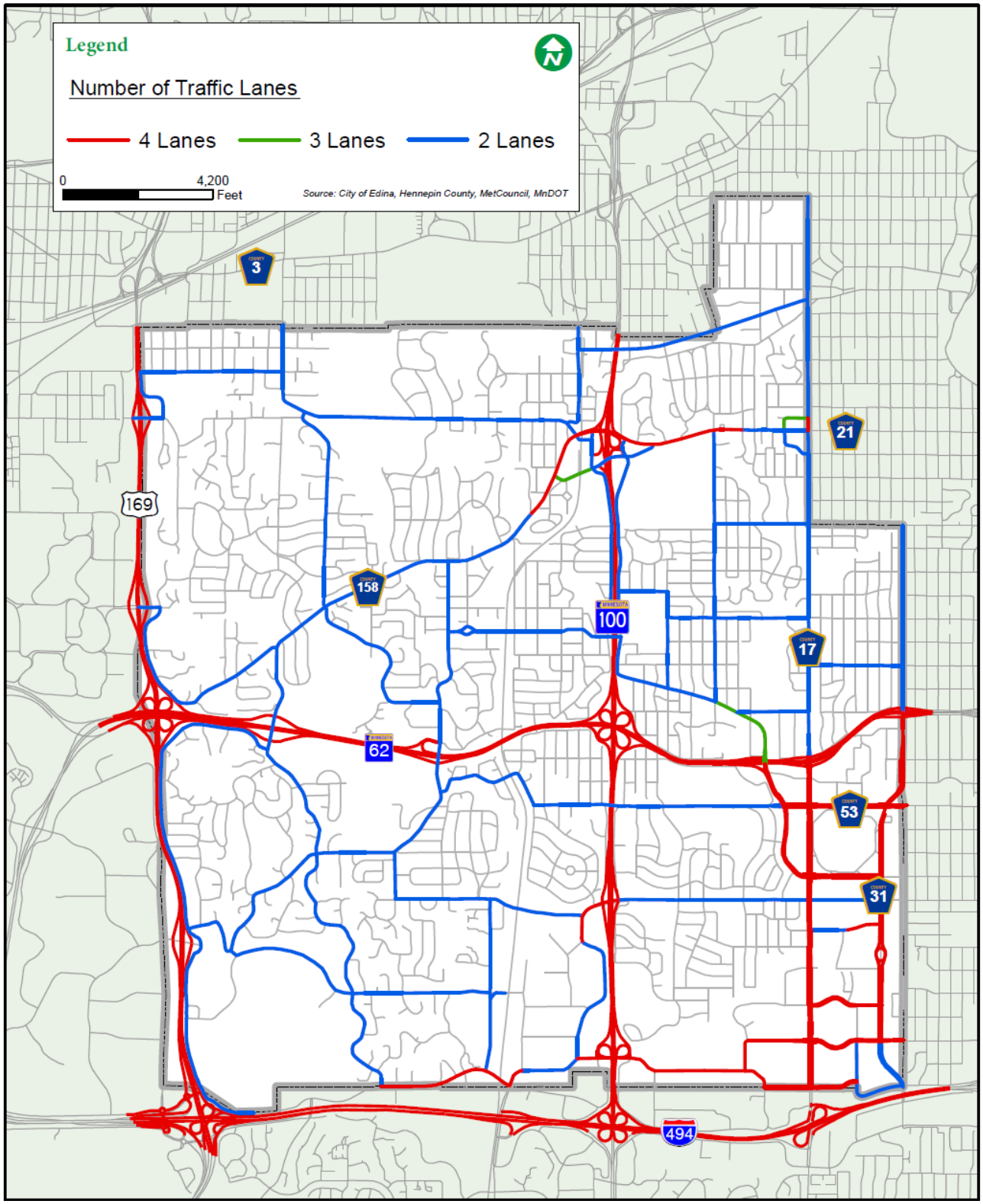


Figure 5.7: Number of Lanes on Collectors and Arterials

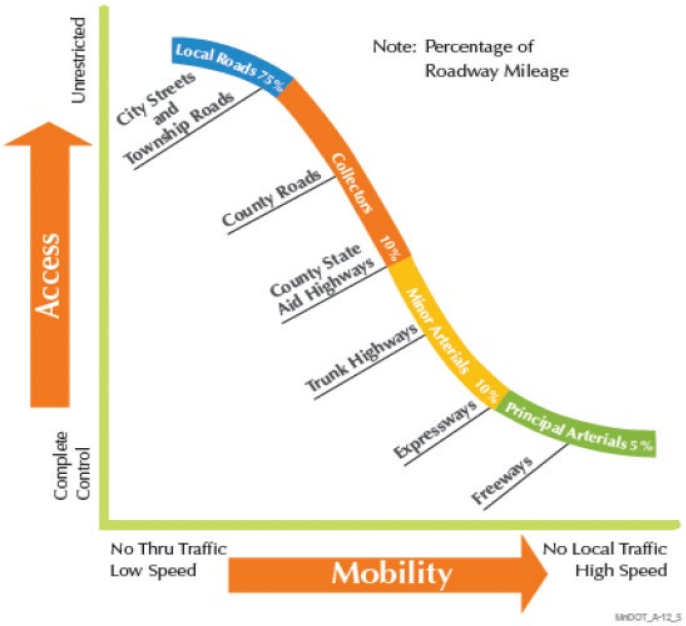
Roadway Functional Classification

The roadway functional classification system describes how streets and highways in a network collect and distribute traffic from neighborhood streets to collector roadways to arterials and ultimately to the Metropolitan Highway System. Roads are placed into categories based on the degree to which they provide **access** to adjacent land versus provide higher-speed **mobility** for "through" traffic. Functional classification is a cornerstone of transportation planning. Within this approach, roads are located and designed to perform their designated function.

It should be noted that while functional classification is an important factor to determine the engineering/technical design parameters for roadways, aesthetic considerations in Edina will be directed by the Living Streets Plan and transportation-related community design guidelines discussed in Chapter 3 of this Comprehensive Plan.

The functional classification system used in the City of Edina, as described below and shown on Figures 5.8 and 5.9, conforms to the Metropolitan Council standards. The Metropolitan Council has published these criteria in the Transportation Development Guide/Policy Plan. This guide separates roadways into four (4) street classifications, including **principal arterials**, **minor arterials**, **collectors**, and **local streets**. The City of Edina has expanded the Metropolitan Council's classification system to include **local connectors**, bringing the total to five classifications.

These classifications address the function of state, county and city streets from a standpoint of the safe and efficient movement of traffic through the City while providing satisfactory access to residents and businesses located within the City. Under the following headings, information is provided for each of the respective functional classes, as well the roadways that fall under those classes in Edina. The descriptions of the characteristics of the functional classes provided below are based on Metropolitan Council information. It should be noted that an additional sub-classification called Local Connector streets is included as part of Edina's local roadway network and is described below.



Key Features of a Functionally Classified Roadway System

- **Systems that include an appropriate balance of the five types of roadways provide the greatest degree of safety and efficiency.**
- **It takes a combination of various types of roadways to meet the needs of the variety of land uses found in most urbanized areas.**
- **Most agencies could not afford a system made up entirely of principal arterials, and a region only served by a system of local streets would likely be gridlocked.**
- **Roadways that only serve one function are generally safer and tend to operate more efficiently. For example, freeways only serve the mobility function and, as a group, have the lowest crash rates and the highest levels of operational efficiency.**
- **Functional classification can be used to prioritize roadway improvements.**
- **The design features and levels of access for specific roadways can be matched to the intended function of individual roadways.**
- **The appropriate balance point between competing functions should be determined for each roadway based on analyses of specific operational, safety, design, and land features.**

It should also be noted that these descriptions represent "ideal conditions" and that not all roadways

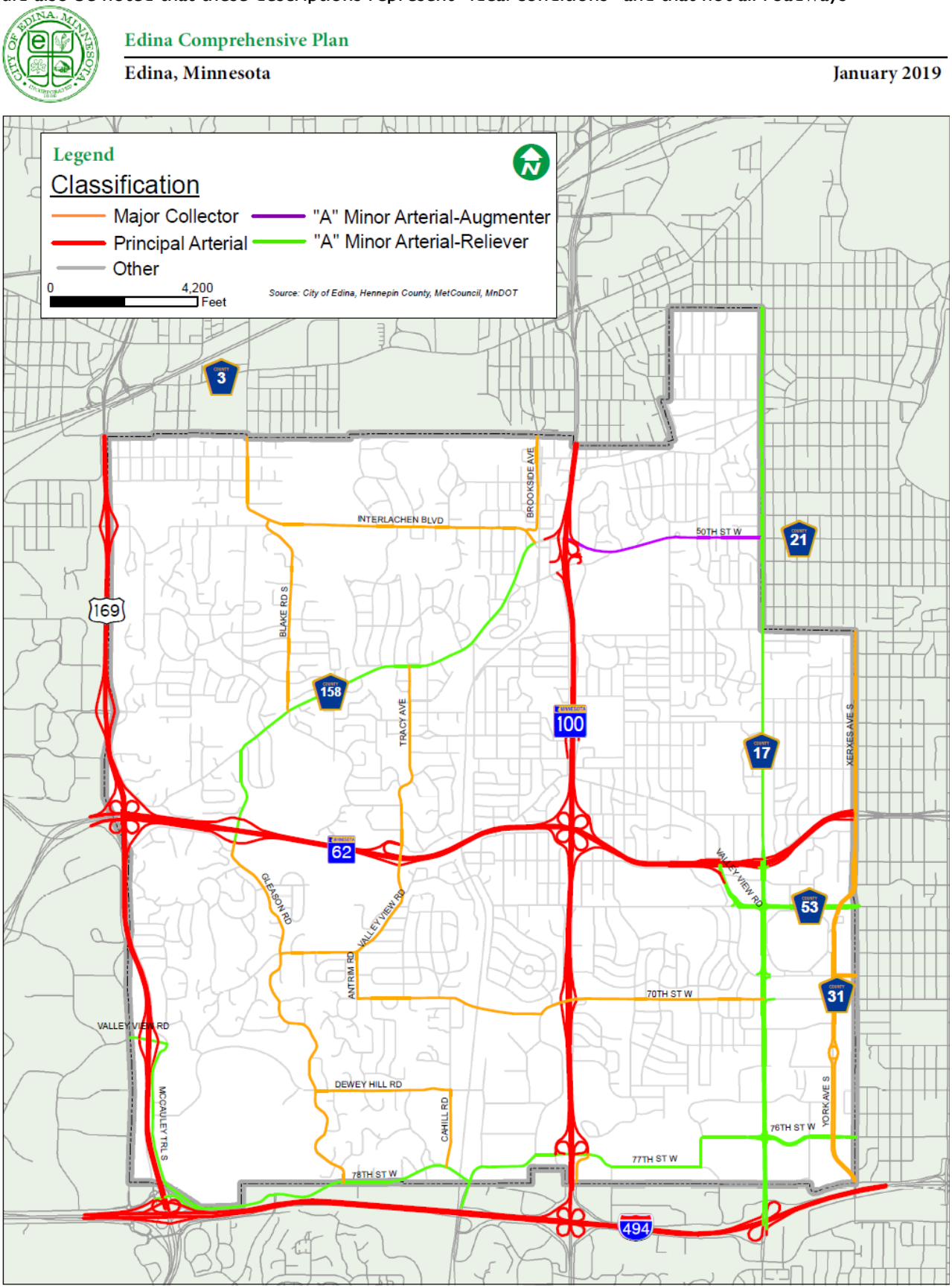


Figure 5.8: Regional Roadway Functional Classification

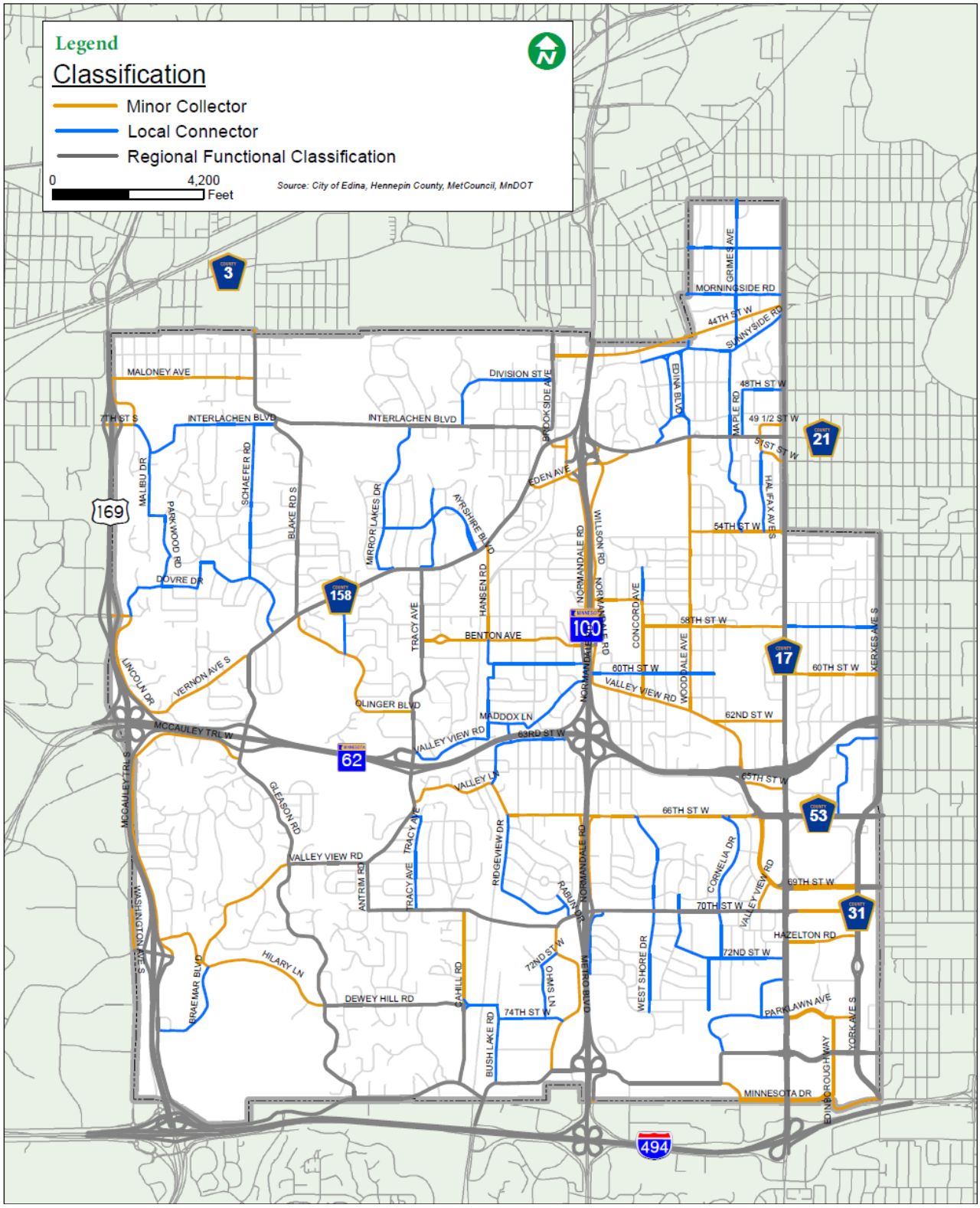


Figure 5.9: Local Roadway Functional Classification

within that functional class will fit the specific description due to unique local conditions, history of the roadway, or other factors.

Principal Arterials

Principal Arterials include all Interstate freeways. Interstate freeways connect the region with other areas in the state and other states. They also connect the metro centers to regional business concentrations. The emphasis of principal arterials is on moving large volumes of traffic over long distances rather than providing direct access to land. They connect only with other Interstate freeways, other principal arterials, and select minor arterials and collectors. Principal arterials are not intended to serve pedestrian and bicycle travel directly and they often act as barriers to bicycle and pedestrian travel in the centers and neighborhoods through which they pass. The principal arterials through or adjacent to Edina are:

- I-494
- TH 100
- TH 169
- TH 62 (Crosstown)

Minor Arterials

The primary function of **Minor Arterials** is mobility as opposed to access in the urban area; and only concentrations of commercial or industrial land uses should have direct access to them. Minor arterials should connect to principal arterials, other minor arterials, and collectors. Connection to some local streets is acceptable. Minor arterials are designed to carry higher volumes of general traffic than other local roads carry. Sometimes the design standards for high volume minor arterials create a barrier for bicycle and pedestrian travel.

The Metropolitan Council has identified "A" minor arterials as streets that are of regional importance because they relieve, expand, or complement the principal arterial system. The "A" minor arterials in the Edina area are summarized in Table 5.2, below.

Table 5.2 – "A" Minor Arterial Roadways

Roadway	From	To	Type
France Avenue (CSAH 17)	Southern City Limit	Northern City Limit	Reliever Arterial
Valley View Rd	TH 62	West 66th St	Reliever Arterial
West 66th St	Valley View Rd	Eastern City Limit	Reliever Arterial
Vernon Avenue (CSAH 158)	Interlachen Boulevard	TH 100	Augmenter Arterial
West 50th St	TH 100	France Avenue South (CSAH 17)**	Augmenter Arterial
TH 169 E Frontage Rd/West 78th St/Edina Industrial Boulevard/West 77th St/West 76th St	Western City Limit	Eastern City Limit	Reliever Arterial

*** County State Aid Highway (CSAH): A county road where funding support is provided to the county by the state, because the road functions to link metropolitan highways.*

Remaining minor arterials are considered "other" minor arterials, which have the same function as "A" minor arterials but are not eligible for federal funds. As shown in Table 5.3 below, CSAH 158 is functionally classified as an "other" minor arterial. It is the only roadway in Edina that falls into this category.

Table 5.3 – Other Arterial Roadways

Roadway	From	To
Vernon Avenue/Gleason Road (CSAH 158)	TH 62	Interlachen Boulevard

Collector Roads

Collectors provide connections between neighborhoods and from neighborhoods to minor business concentrations. It also provides supplementary interconnections of major traffic generators within the metro centers and regional business concentrations. Mobility and land access are equally important. Direct land access should predominately be to development concentrations. In order to preserve the amenities of neighborhoods while still providing direct access to business areas, these streets are usually spaced at one-half mile intervals in developed areas.

Major collectors serve higher density residential areas, job and activity centers and freight terminals that are not on the arterial system, and they serve longer local trips, including local bus service. Major collectors are included in the Metropolitan Council's regional network. Minor collectors serve shorter local trips and lower density land uses and play a key role in the City of Edina's local roadway network. Major and minor collector roads can be good candidates for bicycle routes because they serve shorter trips that bicyclists make and generally have more compatible traffic speeds and volumes as compared to arterials. Major collector roadways in the Edina are summarized in Table 5.4, below.

Table 5.4 Major Collector Roads

Street	From	To
Blake Rd./Interlachen Rd.	Northern City Limit	Vernon Avenue (CSAH 158)
Blake Rd.	Interlachen Boulevard	Vernon Avenue (CSAH 158)
Gleason Rd	TH 62	West 78th St
Valley View Road/Tracy Avenue	Gleason Rd	Vernon Avenue (CSAH 158)
Cahill Rd.	West 78th St	Dewey Hill Rd
Brookside Avenue	Interlachen Boulevard	Northern City Limit
Dewey Hill Rd	Gleason Rd	Cahill Rd
Antrim Rd	Valley View Rd	W 70th St
West 70th St	Antrim Rd.	France Avenue S (CSAH 17)
York Avenue S/Xerxes Avenue S (CSAH 31)	Northern City Limit	Southern City Limit
West 69th St	York Avenue S (CSAH 31)	Eastern City Limit

Local Connector Streets

Local Connectors are a subset of Local Roads (below) and are not part of the Metropolitan Council TPP standards. Local Connectors are those with a Local Road functional classification, as defined in the Comprehensive Plan, that meet at least one of the following two criteria:

- Average daily traffic (ADT) of at least 1,000 vehicles.
- Serves as a connection between neighborhoods, destinations and higher-level roadways.

Local Connectors provide continuous walking and bicycling routes, and some may accommodate transit routes as well. While they are essential to the flow of people between neighborhoods and destinations, the needs of people passing through must be balanced with the needs of those who live and work along Local Connectors. Local connector streets in the City are depicted on Figure 5.9.

Local Roads

Local Roads provide the most access and the least mobility within the overall functional classification system. They allow access to individual homes, shops, and similar traffic destinations. Through traffic should be discouraged from using local roads by using appropriate geometric designs and traffic control devices. Local roads serve local travel for pedestrians and bicyclists. Local roads in the City are depicted on Figure 5.9.

Jurisdictional Classification

State, County, and Municipal Roadways

Roadways are further classified on the basis of which level of government owns and has jurisdiction over the given facility. The three levels of government that have involvement are the State of Minnesota (MnDOT), Hennepin County, and the City of Edina. MnDOT owns/maintains the Principal Arterial and Trunk Highway (TH) systems, Hennepin County the County State Aid Highway (CSAH) and County Road (CR) system. The City owns/maintains the local (and local connector) streets, including Municipal State Aid (MSA) streets. Figure 5.10 provides a graphic depicting the jurisdictional classification of the overall roadway network serving Edina and its residents, businesses, and institutions.

Cities in Minnesota with populations greater than 5,000 are eligible to receive Municipal State Aid (MSA) funding from the state Highway User Tax Distribution Fund. The basic purpose of this program is to help local governments construct and maintain those collector and arterial roadways that have consistent design standards and are well integrated into the overall network of collector and arterial roadways. The State Aid office of MnDOT has established clearly defined design requirements for MSA streets. These requirements ensure that capacity, operational, and safety goals are met in a uniform manner from community to community and that street systems are well coordinated with each other.

Based on State Statute, sections 169.80 and 169.87, MnDOT does not allow cities to restrict truck traffic on local or MSA streets. However, cities may restrict trucks over a certain weight depending on road conditions and time of year.

Edina's current (2018) MSA network is identified on Figure 5.11. These roadways are eligible to receive MSA funds for maintenance and/or improvement projects. The MSA network is reviewed every year and may be revised subject to MnDOT State Aid review and approval.

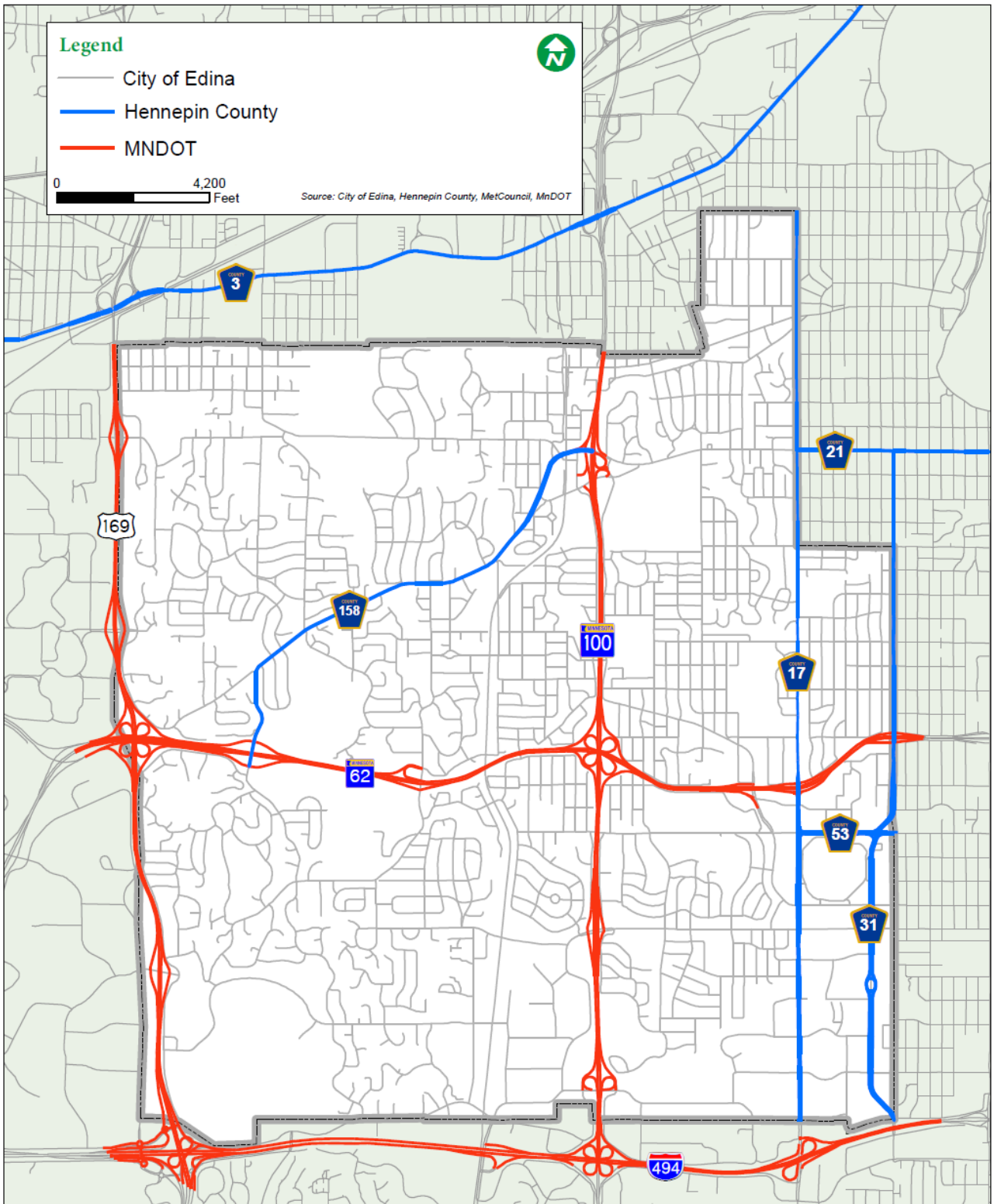
Aviation

There currently are no airports within the City of Edina. The closest airport is the Minneapolis-St. Paul International Airport (MSP), which is approximately three and one half miles east of the City. Edina is within the

influence area of MSP as determined by Metropolitan Council Guidance (Transportation Policy Plan, Appendix K).

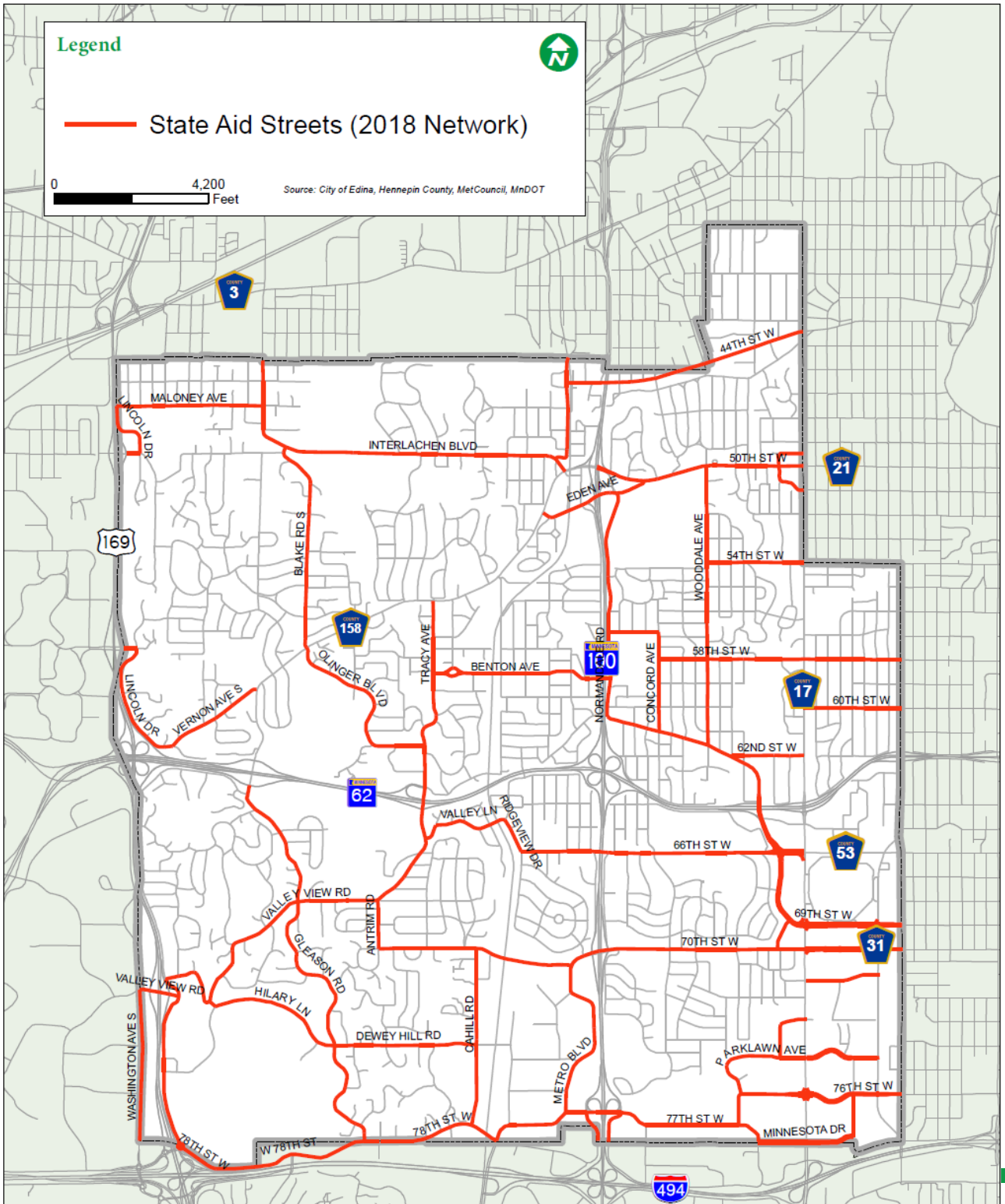
Aviation-Related Policies and Ordinances

Any person or organization intending to sponsor the construction or alteration of a structure affecting navigable airspace as defined in Federal Regulation Title 14, Part 77 must inform the Federal Aviation Agency (FAA) of the



Edina Comprehensive Plan

Edina, Minnesota **January 2019**



project. This notification is accomplished through the completion and submittal of Form 7460. In the case of Edina, this requirement applies to the following circumstances:

- any construction or alteration exceeding 200 feet above ground level
- any construction or alteration of greater height than an imaginary surface extending outward and upward at a slope of 100 to 1 for a horizontal distance of 20,000 feet from the nearest point of the nearest runway (Runway 17/35 at MSP)

Aviation-Related Facilities

Edina has no permitted seaplane surface waters, tall towers, radio beacons or other air navigation aids located within the city. There is currently one heliport in the City of Edina, which is located at the Fairview Southdale Hospital. Heliports are regulated through City ordinance.

Freight

A safe, efficient, high-capacity freight transportation system is essential to the economic well-being of Edina, the region, and the state. However, freight movement (by truck and rail) is often regarded as incompatible with other land uses and other modes of transportation. The following is a summary of existing facilities, nodes and issues relating to freight movement in Edina. Figure 5.12 shows roads and railways that carry freight through Edina. Figure 5.13 depicts the current volumes of multi-axle (or heavy commercial traffic) on principle arterials in and adjacent to the City.

Freight Facilities

While Edina has no intermodal freight terminals, the Canadian Pacific Railway (CP Rail) railroad runs north-south over four miles through the entire city, just west of Highway 100. Currently, freight trains on this portion of the CP Rail line are operated by the Twin Cities and Western (TC&W) Railroad. Approximately two trains run through Edina on CP Rail per day – one in the morning and one the evening. The existing freight rail traffic in the corridor remains about the same as it did in 2001 (about 1-2 trains per day). Some freight improvements/track improvements have been made recently which may lead to increased freight traffic, though specific railroad plans are not known.

Other Freight-Related Nodes

The Cahill industrial area, located in south-central Edina, consists of two distinct areas. The northwestern corner of this area comprises some residential uses on the north side of West 70th Street and a concentration of commercial (office and retail) and light industrial uses on the south side of West 70th Street. This area is bordered by West 70th Street to the north, the Canadian Pacific Railroad to the east, generally the FilmTech industrial use to the south, and Cahill Road to the west. A small area plan for the northwest corner of this area was approved by the Planning Commission in December 2018 and adopted by Council in January 2019.

The remaining area is bordered by West 70th Street to the north, TH 100 to the east, the southern city limits to the south, and the Canadian Pacific Railroad to the west. The land uses within these borders can best be described as light industrial and business park. With the Great Recession of 2008 and the economic downturn, retail uses and other non-business uses began to appear in this area. At this time it is known that existing land

uses in the Cahill industrial area tend to generate multi-axle truck traffic, future plans are somewhat unknown as the City considers preparing a small area or district plan for the area.

Another concentration of uses associated with truck traffic is the Southdale commercial district, in southeastern Edina. This area has a large number of commercial and retail land uses that must be served by trucks for deliveries, in addition to the general purpose traffic associated with the district.

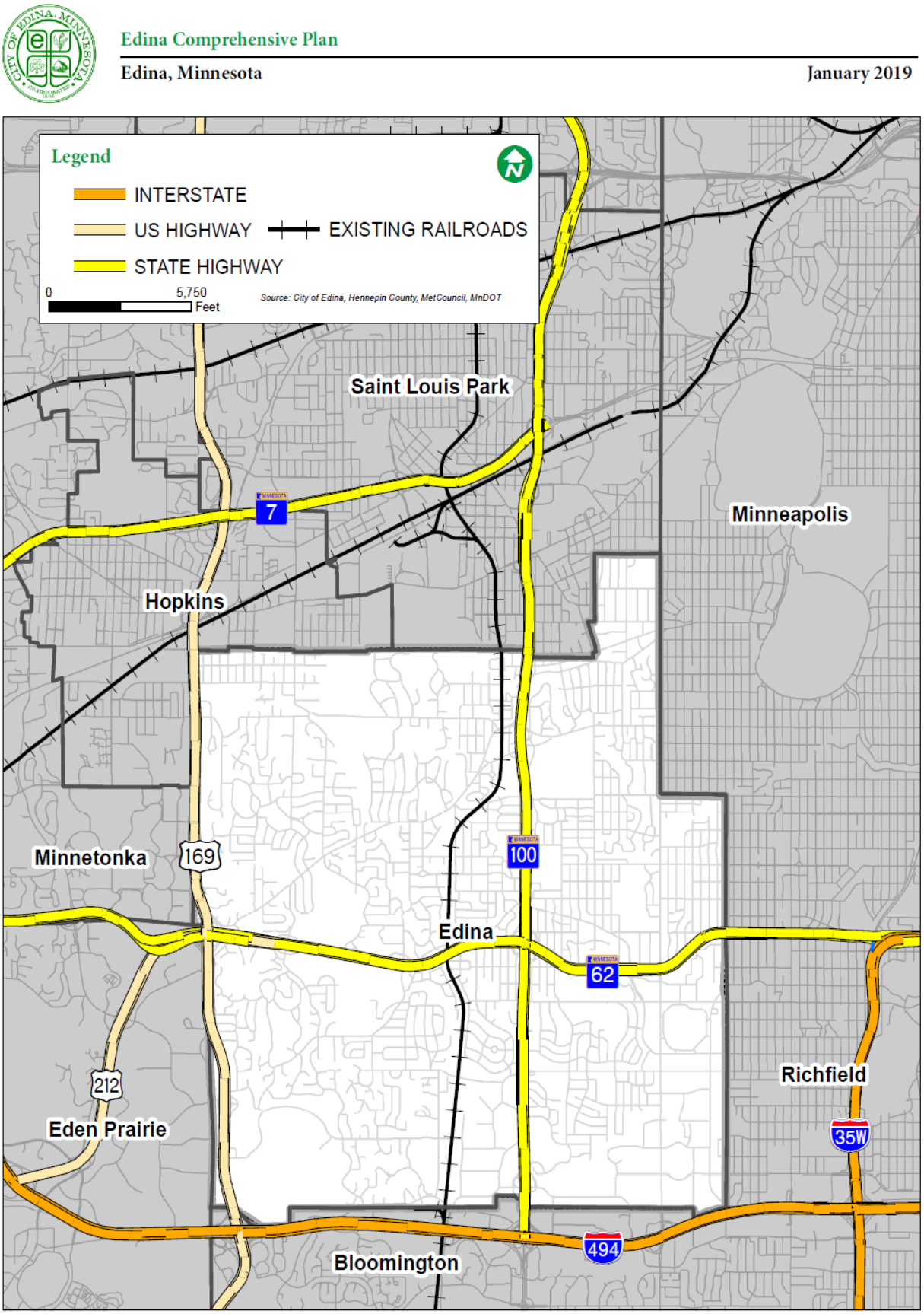


Figure 5.12: Freight System

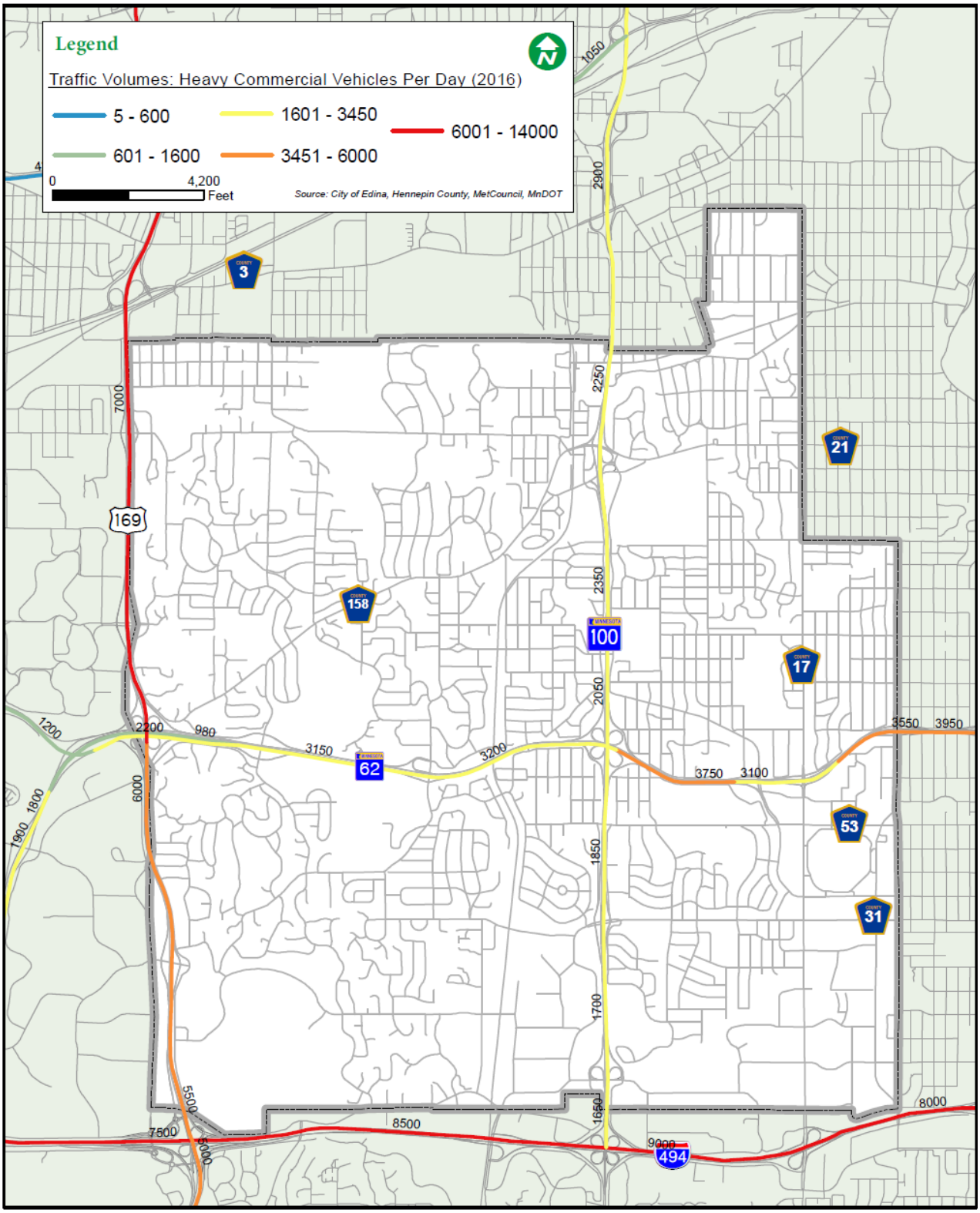


Figure 5.13: Current Daily Volume of Heavy Commercial Traffic

Edina: A Community of Learning. Edina has a prized education system of high-quality public schools. The Transportation chapter of the Comprehensive Plan recognizes the importance of extending the benefits of education to the entire community.

Collaborating with the Arts and Culture, Heritage Preservation, and Parks and Recreation Commissions and Edina public schools, the Planning and Public Works Departments could incorporate continued learning into infrastructure improvement projects. New sidewalks, for example, might include cast-in alphabets to spur toddler interest in reading, poetry to stimulate us all, original art to tie it all together and certainly dates of construction to help us all understand the effects of time. And all of this could become visual clutter, but under the guidance of the Arts and Culture Commission, it has the possibility to become a pervasive and convincing presence of a commitment to education and learning that can delight the community and indicate that the community is committed to becoming an even better place to live.

Trends and Challenges

The City of Edina recognizes the need to increase active transportation through the construction and maintenance of infrastructure, which will improve the livability and sense of community in Edina. When planning for the future it is important to lessen the negative impacts that transportation may have on the environment and neighborhoods, and improve connectivity throughout the city.

In order to prepare for the coming seismic changes in transportation, including vehicle electrification, connected and automated vehicles, changes in parking demand, technology, funding availability, delivery of goods and the aging population, it is necessary to plan for a balanced transportation system.

Walking and Bicycling

The following is a summary of Edina's Pedestrian and Bicycle Master Plan, the findings and recommendations of which serve to identify the trends, challenges and opportunities of walking and bicycling in Edina. The full Master Plan is attached as an appendix. Proposed pedestrian and bicycle networks are illustrated on Figures 5.14 and 5.15 on the following two pages.

The Pedestrian and Bicycle Master Plan is a document to guide Edina's continuing evolution toward becoming a more walkable, bikeable community that offers its residents a full range of healthy, active and sustainable transportation options for moving in and around the city, and for connecting to its numerous recreational, commercial and entertainment opportunities.

Walking and Biking Goals

Goals for the plan are twofold:

- To increase the number of Edina residents, workers and visitors who walk or bike for transportation, health, fitness, and recreation in the city, and,
- To support city, resident and elected officials' work and efforts to offer the highest quality of life and best experience of their city to Edina residents, businesses, workers and visitors.

Community Guidance

The plan was developed with the active participation of the Edina community and guidance and consultation with city staff. A vigorous engagement process - using both in-person and innovative online approaches - brought the

voice and ideas of well over a thousand Edina residents into the shaping of the plan's vision and recommendations.

The guidance was clear: residents recognize, enjoy and appreciate the many walk/bike assets the City has developed over the last ten years - but there are also many opportunities for improving current conditions and innovating, once again, to develop and offer residents the best, most productive approaches for growing walking and biking in the city.

An All Ages and Abilities Network

Guidance from Edina residents was very clear: connecting to schools, parks and neighborhoods with safe and comfortable facilities is a key priority.

The plan proposes an All Ages and Abilities walk/bike system that is built around a new "Twin Loops" framework connecting key assets in the city through a high-comfort, high-amenity network of walking and biking routes and supporting facilities. The Inner and Outer Loops, working together with the new Nine Mile Creek Regional Trail, provide high quality connections tying all four city quadrants and serving Edina schools, community destinations and parks, regional destinations, and adjoining communities.

Edina Comprehensive Plan
Edina, Minnesota January 2019

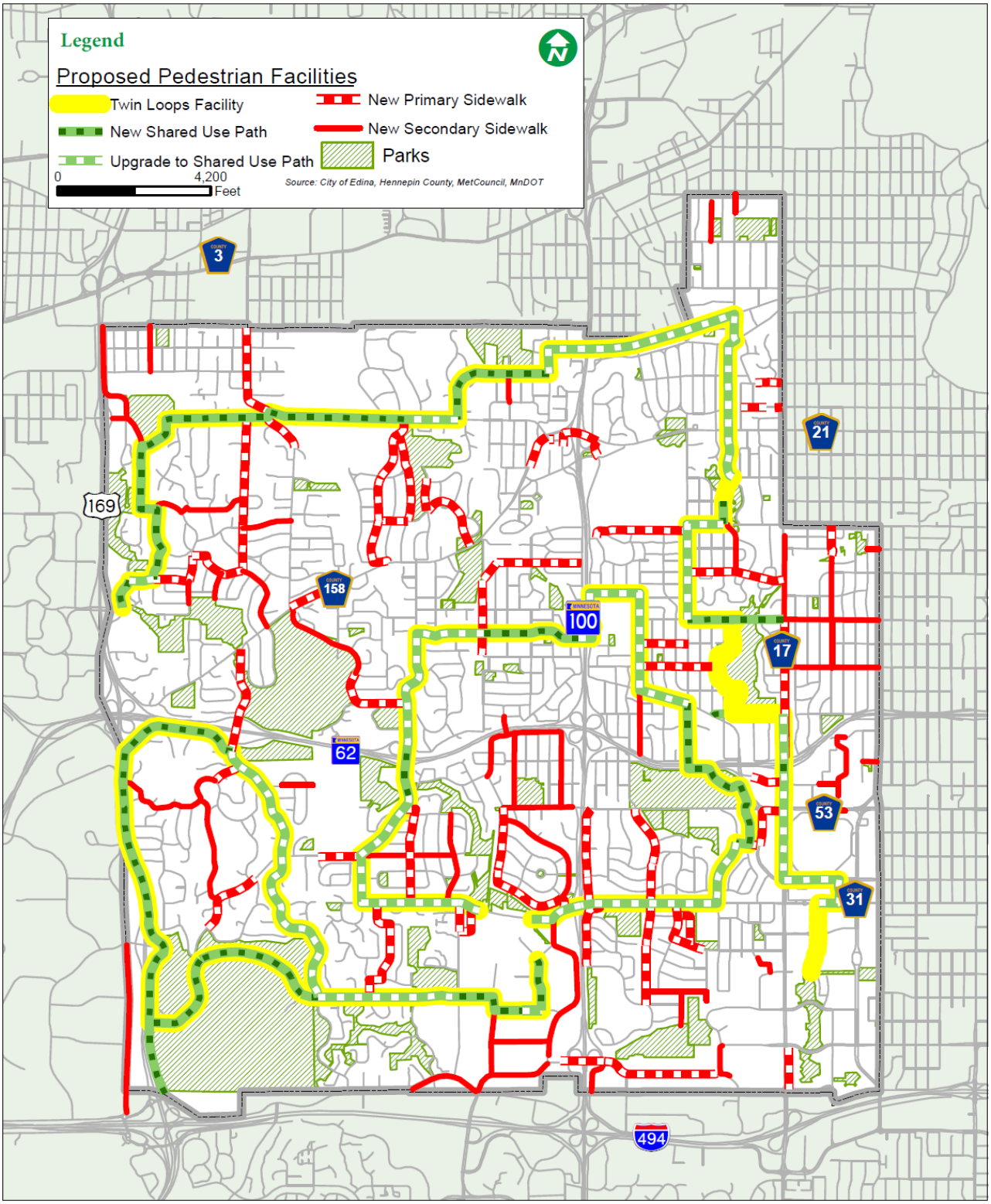


Figure 5.14: Proposed Sidewalk Facilities

Edina Comprehensive Plan
Edina, Minnesota January 2019

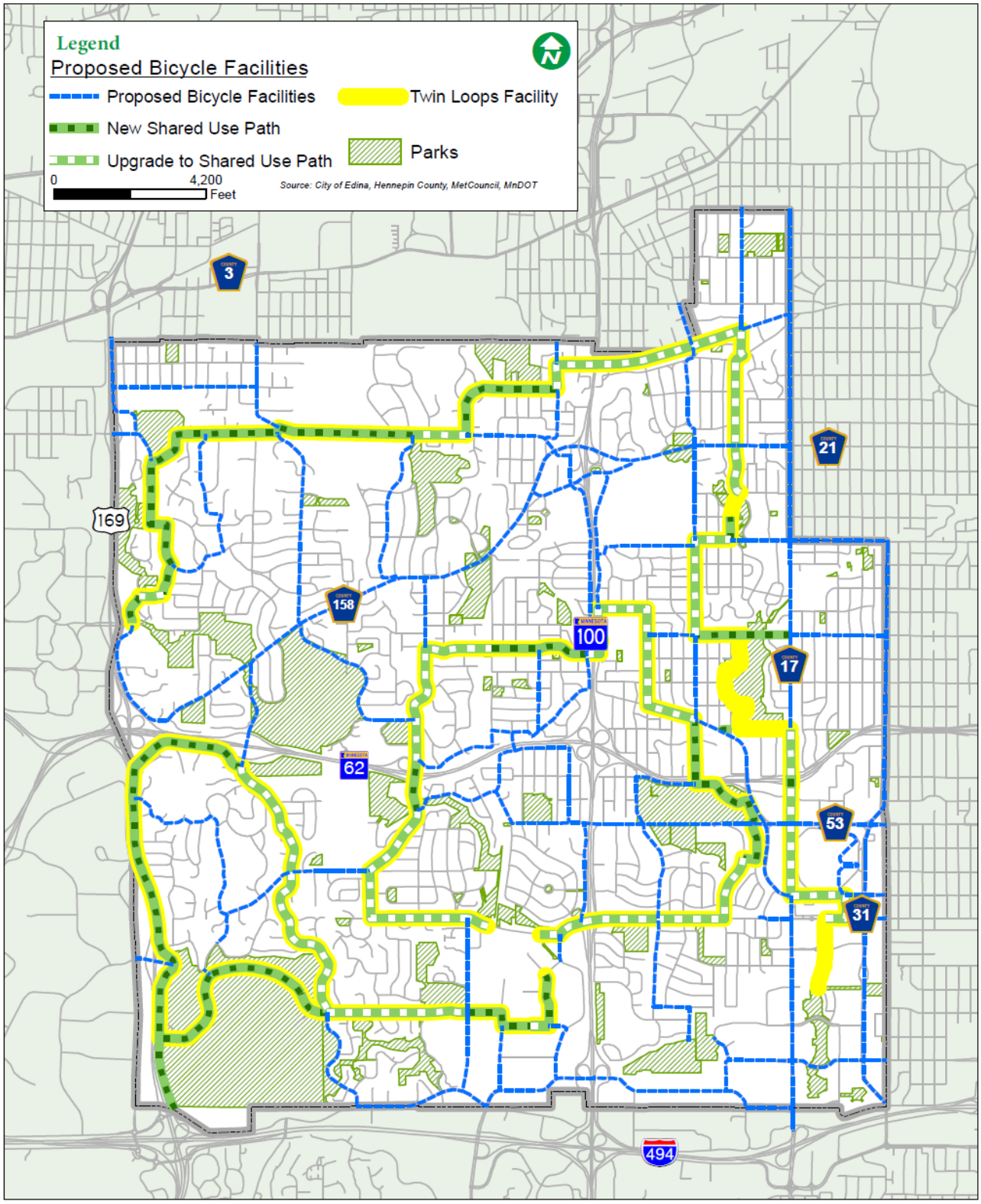


Figure 5.15: Proposed Bicycle Facilities

A Comprehensive Approach

The plan recognizes the importance of a comprehensive approach for achieving success: a full suite of recommendations - from on-the-ground routes and facilities to a robust set of education, encouragement and other programming initiatives are part of the plan's "6Es" approach.

Bikeshare, educational campaigns, and recommendations for supporting development of new "mobility hubs" in the city are included.

Taking Care of What We've Got

But the plan is not only about making new investments - it's also about recognizing and taking care of the many walk/bike assets Edina has developed over the last few years. Recommendations for maintaining infrastructure, and offering a year-round walking and biking network are also a key part of the plan.

Implementation - Where We Make it Real

Recommendations are great - but none of it counts if we don't build it. The plan includes robust guidance for implementation approaches - from a "test it first" and quick/tactical approach to developing facilities and infrastructure to recommendations for implementing programs. Most important of all, it includes a preliminary evaluation on how to implement the Edina Twin Loops - by looking at opportunities, constraints, and potential phasing for developing the individual segments that will make up this premier, signature walking and biking framework for the City's transportation network. Several potential funding sources are also identified.

Safe Routes to School

In 2014 the City of Edina approved its Active Routes to School (ARTS) Plan. The purpose of the ARTS Plan is to identify opportunities and priorities to increase walking and biking to schools, and develop an implementation plan for making improvements in these areas. The City worked together with the Edina School District to prepare the plan, and the City has been successful in implementing most of the sidewalk recommendations indicated in the ARTS Plan.

Transit

Scheduled Service

The City of Edina, as an inner ring suburb, has good transit service relative to much of the overall metro region. The existing service and facilities are identified on Figure 5.4. The Southdale Transit Center is one of the busiest transit facilities in the region, and there is generally good commuter service to downtown Minneapolis. However, transit service in western portions of the City is quite limited, and the need has been identified to evaluate additional park and ride capacity to improve the usability of commuter service for Edina residents. This will be discussed further under the facilities heading below.

As discussed in Chapter 3 of this Comprehensive Plan, the population of Edina is aging to a greater degree than many communities in the region. This trend will likely increase the demand for transit services in coming years. The City should track this and other factors including increasing gasoline costs to assess on-going demand for enhanced scheduled transit service. The City should work with Metro Transit and Southwest Metro Transit to advance such service as demand is identified. Metro Transit provides the great majority of transit service options in Edina, and it would make the determination if service revisions or enhancements would be viable for its service areas. The ability to plan and provide additional transit service is subject to state and regional funding that Metro Transit receives.

Facilities

Metro Transit's Central-South (Sector 5) Plan (revised 2004) identified a future 300-500 car park and ride facility at TH 100 and Vernon Avenue. However, the Metropolitan Council's 2030 Park-and-Ride Plan (adopted 2010)

does not include a future park-and-ride facility in Edina. The Plan identifies an existing 1-150 car "transitway facility" at TH 100 and Vernon Avenue, which consists of "hide-and-ride" transit users who park in and around the City-owned parking structure in this location. Given the current limited transit service in the western portion of the City, future evaluation of the need for a more formal park-and-ride facility at this location may be necessary.

Future Service

Local Circulator Service

As discussed above, there is very limited Metro Transit Service in the western portions of Edina. In the past the City has had discussions with Metro Transit regarding additional service to the western areas, perhaps as circulator service. This would involve smaller vehicles that would seat between 12 and 18 riders. At the time Metro Transit determined that there is not enough demand in this area for it to viably provide such service, given its funding limitations. Metro Transit staff cited the relatively high income levels and high rates of car ownership as factors limiting the demand for additional transit service in these areas.

The City has evaluated, on a preliminary basis, the option of providing its own circulator service. This would provide service to the western portions of the City and would give those who cannot drive or choose not to an alternative travel mode to use. In summary, the capital costs (in 2008 dollars) for the lowest level of service ("baseline") evaluated would be approximately $150,000 (three vans), and the annual operating costs would be over $250,000. The more extensive operational scenario evaluated resulted in costs substantially higher.

The evaluation summarized above is intended to stimulate preliminary but systematic consideration of circulator service which could increase transit coverage in western Edina. To move this issue forward, a more detailed study will be required to address the following issues:

- Clarify the City's understanding of potential ridership; who will use the service and at what times?
- Preferred service type (fixed route vs. flex or "on-demand") and frequency
- If fixed route, identify the optimal routes and stops
- If a hybrid fixed route/flex service, identify optimal operating parameters
- Hours of operations
- Fare structure

Greater Southdale Area Bus Circulator Service

The 2008 Comprehensive Plan recommended that the City conduct a study to assess the viability of a Southdale District shuttle service. In 2018 the City initiated a pilot bus circulator service, called CloverRide and operated by DARTS, that provides service to residential and commercial areas in the greater Southdale area. This fixed-route service runs one day per week during the mid-day, and has a one-hour "loop" through the area, stopping at four (primarily senior) housing destinations and six commercial/retail destinations. While the service runs on a fixed schedule, riders are allowed to request "on demand" stops provided they are proximate to the regular route.

City staff and the Edina Transportation Commission will evaluate this pilot program and make recommendations regarding its continued service. This could include changes to stop locations and times, as well as expanded service (e.g. more buses, more stops located in other areas of the city).

Light Rail Transit

In the 2040 Transportation Policy Plan (TPP), the Metropolitan Council has identified a series of transitway corridors for planning purposes. This network is included as Figure 5.16. The METRO Blue Line (Hiawatha LRT Corridor), connecting downtown Minneapolis, the MSP International Airport, and the Mall of America, was

completed in 2004. The METRO Green Line (Central LRT Corridor), connecting Downtown Minneapolis and Downtown St. Paul, was completed in 2014.

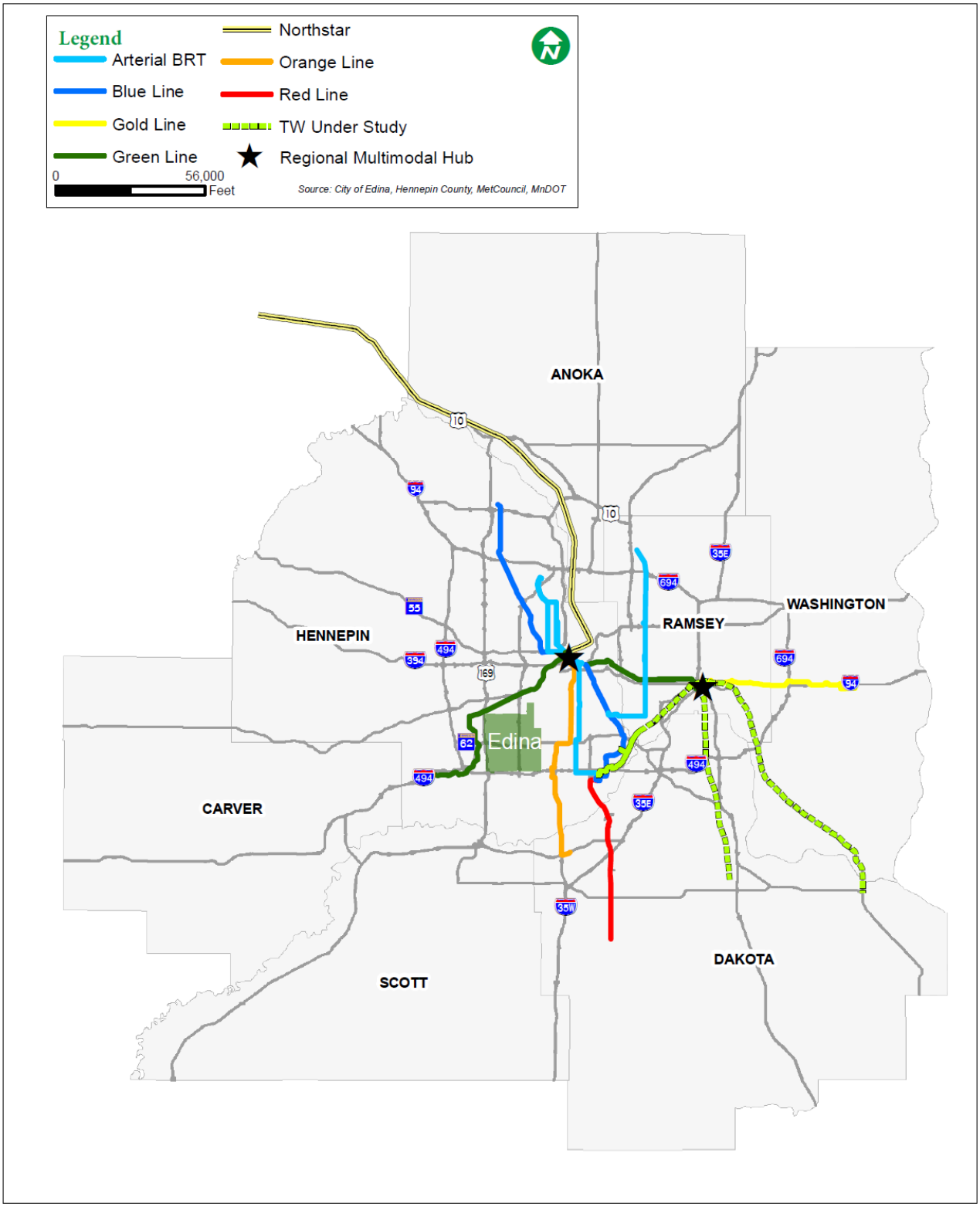


Figure 5.16: Metropolitan Council Regional Transitways

The METRO Green Line Extension (Southwest LRT Corridor) is currently being designed. This LRT corridor will operate on a route from downtown Minneapolis through St. Louis Park, Hopkins, Minnetonka, and Eden Prairie, passing in close proximity to Edina. The line will include 16 new stations and will be part of an integrated system of transitways, including connections to the METRO Blue Line, the Northstar Commuter Rail line, many bus routes, and proposed future transitways. Six planned Green Line stations will be within one mile of the Edina city border; however, the accessibility of each station from Edina varies considerably. The City should continue to work with neighboring cities to make pedestrian and bicycle connections to Green Line stations, and cooperate with Metro Transit regarding feeder bus connections. Heavy construction of the Green Line Extension is scheduled to take place between 2018 and 2022, with passenger service as an extension of the METRO Green Line beginning in 2023.

Passenger Rail

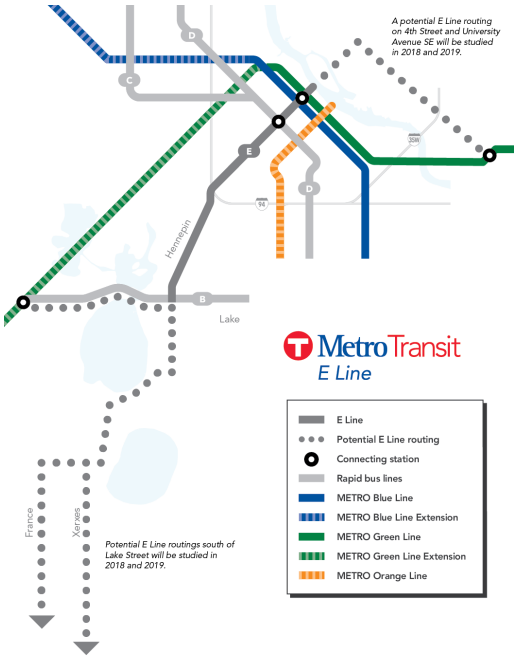
MnDOT's 2015 update to the Minnesota Comprehensive Statewide Rail Plan guides the future of both freight and passenger (intercity) rail systems and rail services in the state. While there is no specific mention of Edina, the plan generally provides strong support for increased investment in passenger rail as a response to growing congestion on highways serving the metropolitan area and exurban communities. The Rail Plan identifies a passenger rail line that extends from the Twin Cities to Northfield that would pass through the City of Edina by way of the Canadian Pacific Minneapolis, Northfield and Southern Railway (CP MN&S) subdivision. This corridor is also known as the Dan Patch Corridor and is identified as a Phase 1 project in the plan. This identification indicates it is a desirable project within a 0- to 20-year (2015 - 2035) implementation horizon.

A study conducted in 2002 examined the feasibility of establishing commuter rail service along the Dan Patch corridor. At that time, responding to opposition from residents, former State Representative Ron Erhardt introduced legislation that would prohibit state and regional agencies from spending any money to study, plan or design a commuter rail line in this corridor. This legislation, which was passed and has been referred to as the "gag order," applies to state agencies and affected Regional Railroad Authorities but not cities.

Based on interest in commuter rail expressed by Edina residents, the City in 2017 conducted a study to gauge public support for passenger rail in the Dan Patch corridor through Edina. The majority of public feedback was not supportive of passenger rail in the corridor; particularly noted are comments coming from residents who live along the route. The study, which is documented in the Passenger Rail Community Engagement Report, concluded with a recommendation not to pursue passenger rail in the Dan Patch corridor at that time.

Bus Rapid Transit

Metro Transit is currently planning improvements to the Route 6 corridor with the E Line bus rapid transit (BRT) project. The E Line will substantially replace parts of Route 6 in the Hennepin Avenue corridor, serving uptown Minneapolis. Since this BRT line was identified in 2012, community members have expressed interest in a longer BRT corridor to serve more places along Route 6, including extending service along France and/or York Avenues in Edina. Metro Transit is studying the corridor in 2018-2019 to determine whether to extend the E Line south into Edina. Following this corridor study, E Line station planning will begin in 2019 with construction (pending full funding) beginning as soon as



2023. The City of Edina is represented on the study's Technical Advisory Committee.

Roadways

2040 Traffic Forecasts

Year 2040 traffic forecasts were prepared using the Metropolitan Council travel demand model. The model was refined for application specifically for the City of Edina. The 2040 roadway network assumed for this analysis is the same as the current roadway network, as the City and County Capital Improvement Programs (CIPs) do not include any projects that add significant capacity to the roadway network. While the travel demand model is a valuable tool for identifying future traffic based on the proposed land use impacts, it is not meant for use in detailed traffic operations studies. For a more accurate representation of the transportation impacts from specific developments, detailed traffic studies should be conducted to determine the operational impacts on adjacent roadways and intersections.

A central concept of travel demand forecasting is the use of Transportation Analysis Zones (TAZs). Each forecast study area, in this case the City of Edina, is divided into a series of TAZs. Each TAZ has land use data which indicates trip generation and trip attraction including population, household, and employment data. Figure 5.17 displays Metropolitan Council TAZs within the City of Edina.

Table 5.5 provides the initial population, household, and employment allocations by TAZ assumed in the Metropolitan Council model. Table 5.6 provides the population, household, and employment allocations by TAZ based on the City of Edina's Land Use Plan adjustments as detailed in Chapter 3. Table 5.7 shows the change in TAZs between the base condition and the adjusted condition.

The results of the City of Edina modeling process are summarized on Figure 5.18 showing the 2040 Traffic Forecast (Met Council Base) and Figure 5.19 showing the 2040 Traffic Forecast with Edina Land Use adjustments.

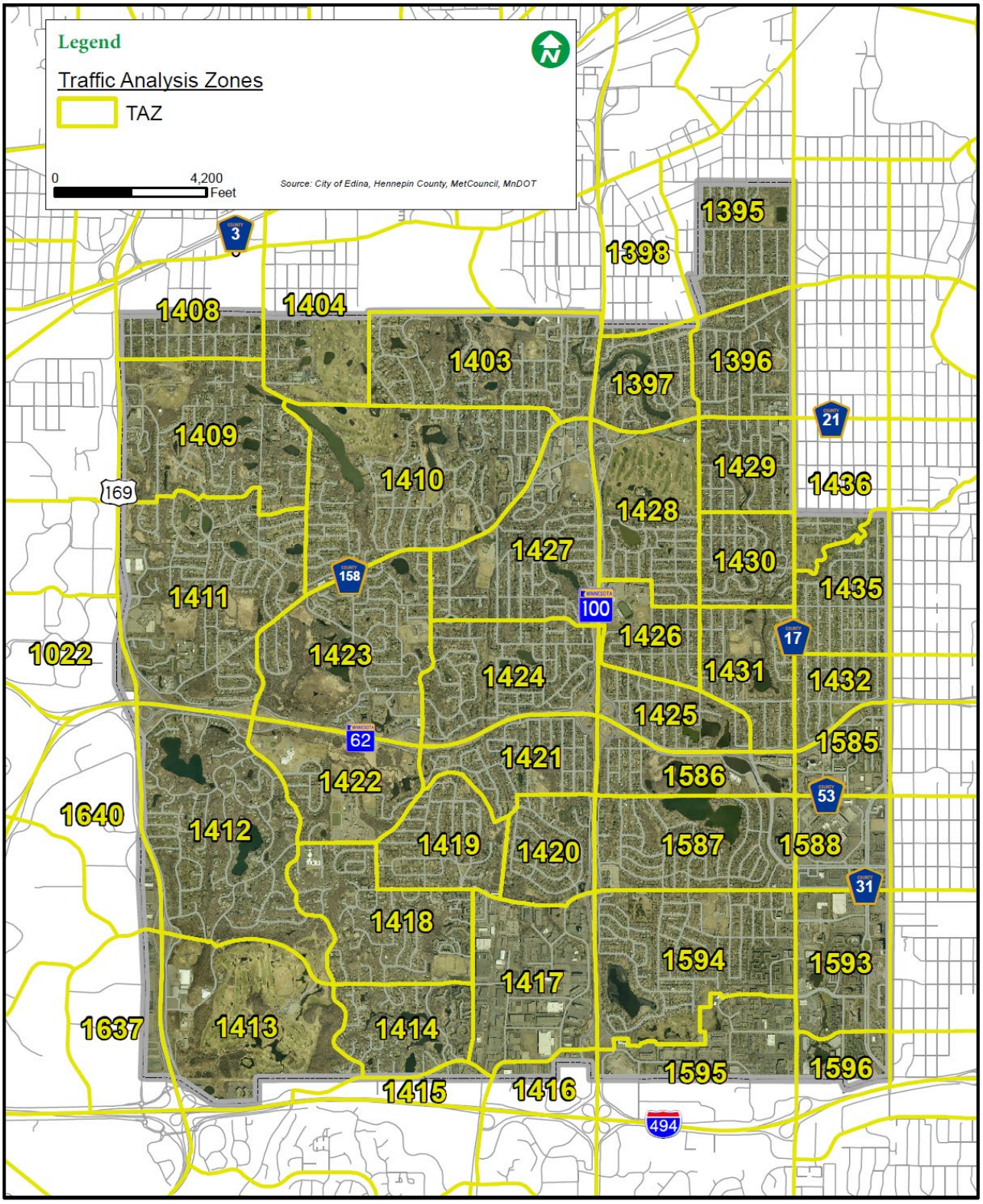


Figure 5.17: Traffic Analysis Zones

Table 5.5: 2040 Transportation Analysis Zone (TAZ) Forecasts – Metropolitan Council Base									
TAZ	2020			2030			2040		
	Households	Pop.	Employment	Households	Pop.	Employment	Households	Pop.	Employment
1022	0	0	0	3	7	0	10	22	0
1395	569	1504	109	577	1472	108	563	1381	110
1396	699	1894	1024	768	1949	1059	804	1919	1091
1397	309	850	35	313	824	38	302	762	40
1398	23	61	1	22	57	1	20	49	0
1403	686	1453	40	698	1440	40	684	1380	40
1404	95	205	193	94	199	197	91	187	200
1408	351	871	6	352	869	8	342	836	10
1409	690	1713	375	701	1732	413	684	1675	450
1410	1288	2735	430	1301	2690	446	1267	2564	460
1411	1241	2498	8998	1263	2466	9092	1237	2375	9106
1412	663	1848	41	670	1860	41	654	1807	40
1413	34	79	570	39	83	577	40	81	580
1414	726	1446	361	734	1416	644	714	1352	951
1415	0	0	219	0	0	237	0	0	250
1416	0	0	868	0	0	930	0	0	1011
1417	61	89	10533	62	91	10884	60	89	11198
1418	757	1505	24	765	1471	48	744	1403	80
1419	356	964	34	361	971	36	352	942	40
1420	342	928	11	348	937	10	342	915	10
1421	452	1225	12	455	1223	11	442	1184	10
1422	158	412	295	162	417	348	161	408	400
1423	671	1604	177	680	1567	183	664	1485	190
1424	602	1640	48	609	1628	49	593	1553	50
1425	358	947	61	362	952	70	352	920	80
1426	322	853	345	328	864	393	322	843	440
1427	834	1911	1163	915	1955	1204	955	1919	1241
1428	353	926	761	358	904	787	352	859	811
1429	475	1248	926	490	1237	955	483	1179	981
1430	480	1261	41	484	1225	41	473	1156	40
1431	459	1236	102	464	1245	116	453	1210	130
1432	326	865	13	330	875	11	322	852	10
1435	708	1879	29	719	1907	29	704	1869	30
1436	123	295	21	142	324	20	151	327	20
1585	1290	2268	5044	1651	2936	5212	1911	3433	5364
1586	290	689	146	302	669	155	302	634	170

1587	531	1244	1593	554	1210	1687	553	1148	1841

Table 5.5: 2040 Transportation Analysis Zone (TAZ) Forecasts – Metropolitan Council Base (Continued)

TAZ	2020			2030			2040		
	Households	Pop.	Employment	Households	Pop.	Employment	Households	Pop.	Employment
1588	243	475	3818	333	667	3947	402	813	4063
1593	2182	3723	3266	2400	4229	3375	2504	4547	3472
1594	1981	4411	871	2422	5319	1229	2715	5889	1601
1595	507	1026	5667	591	1208	5724	644	1324	5754
1596	662	1116	2941	880	1508	2993	1036	1811	3032
1637	0	0	450	0	0	508	0	0	560
1640	0	0	140	0	0	140	0	0	140
Totals	**22897**	**51897**	**51802**	**24702**	**54603**	**53996**	**25404**	**55102**	**56097**

Table 5.6: 2040 Transportation Analysis Zone (TAZ) Forecasts – Adjusted

TAZ	2020			2030			2040		
	Households	Pop.	Employment	Households	Pop.	Employment	Households	Pop.	Employment
1022	0	0	0	3	7	0	10	22	0
1395	569	1549	109	577	1496	108	583	1438	110
1396	699	1949	1024	858	2129	1059	950	2340	1091
1397	309	874	35	313	837	38	313	793	40
1398	23	63	1	22	58	1	22	51	0
1403	722	1510	40	734	1470	40	745	1452	40
1404	95	213	193	94	203	197	94	197	200
1408	351	899	6	352	884	8	354	871	10
1409	699	1768	375	701	1761	413	709	1745	450
1410	1288	2837	430	1301	2744	446	1312	2693	460
1411	1241	2596	8998	1263	2518	9092	1281	2499	9106
1412	663	1900	41	670	1888	41	677	1873	40
1413	34	82	570	39	84	577	40	84	580
1414	726	1503	361	734	1446	644	740	1425	951
1415	0	0	219	0	0	237	0	0	250
1416	0	0	868	0	0	930	0	0	1011
1417	120	178	10533	191	305	10884	190	312	11198
1418	757	1565	24	765	1503	48	772	1479	80
1419	356	992	34	361	986	36	365	978	40
1420	342	955	11	348	951	10	354	949	10
1421	452	1261	12	455	1242	11	458	1229	10
1422	158	425	295	162	424	348	167	424	400

1423	671	1657	177	680	1595	183	688	1552	190
1424	602	1688	48	609	1653	49	614	1613	50

Table 5.6 –2040 Transportation Analysis Zone (TAZ) Forecasts – Adjusted (Continued)

TAZ	2020			2030			2040		
	Households	Pop.	Employment	Households	Pop.	Employment	Households	Pop.	Employment
1425	358	975	61	362	967	70	365	956	80
1426	328	879	345	334	878	393	340	876	440
1427	834	1977	1163	1001	2135	1204	1045	2283	1241
1428	353	954	761	358	919	787	364	894	811
1429	475	1286	926	490	1257	955	500	1227	981
1430	480	1299	41	484	1245	41	490	1204	40
1431	459	1272	102	464	1264	116	469	1256	130
1432	326	891	13	330	889	11	334	885	10
1435	708	1935	29	719	1937	29	730	1940	30
1436	123	305	21	142	329	20	151	339	20
1585	1290	2370	5044	1717	3114	5212	1996	3699	5364
1586	482	727	146	494	689	155	494	682	170
1587	531	1286	1593	554	1232	1687	572	1201	1841
1588	562	1021	3818	1112	2023	3947	1412	2656	4063
1593	2445	4114	3266	3444	5689	3375	3744	6375	3472
1594	1981	4568	871	2670	5683	1229	2947	6308	1601
1595	726	1509	5667	954	2030	5724	1425	2923	5754
1596	662	1168	2941	839	1536	2993	984	1877	3032
1637	0	0	450	0	0	508	0	0	560
1640	0	0	140	0	0	140	0	0	140
Totals	**24000**	**55000**	**51802**	**27700**	**60000**	**53996**	**29800**	**63600**	**56097**

Table 5.7: 2040 Transportation Analysis Zone (TAZ) Forecasts – TAZ Changes

TAZ	2020		2030		2040	
	Households	Population	Households	Population	Households	Population
1395	0	45	0	24	20	57
1396	0	55	90	180	146	421
1397	0	24	0	13	11	31
1398	0	2	0	1	2	2
1403	36	57	36	30	61	72
1404	0	8	0	4	3	10
1408	0	28	0	15	12	35
1409	9	55	0	29	25	70
1410	0	102	0	54	45	129

1411	0	98	0	52	44	124
1412	0	52	0	28	23	66
1413	0	3	0	1	0	3

Table 5.7: 2040 Transportation Analysis Zone (TAZ) Forecasts – TAZ Changes (Continued)

TAZ	2020		2030		2040	
	Households	Population	Households	Population	Households	Population
1414	0	57	0	30	26	73
1417	59	89	129	214	130	223
1418	0	60	0	32	28	76
1419	0	28	0	15	13	36
1420	0	27	0	14	12	34
1421	0	36	0	19	16	45
1422	0	13	0	7	6	16
1423	0	53	0	28	24	67
1424	0	48	0	25	21	60
1425	0	28	0	15	13	36
1426	6	26	6	14	18	33
1427	0	66	86	180	90	364
1428	0	28	0	15	12	35
1429	0	38	0	20	17	48
1430	0	38	0	20	17	48
1431	0	36	0	19	16	46
1432	0	26	0	14	12	33
1435	0	56	0	30	26	71
1436	0	10	0	5	0	12
1585	0	102	66	178	85	266
1586	192	38	192	20	192	48
1587	0	42	0	22	19	53
1588	319	546	779	1356	1010	1843
1593	263	391	1044	1460	1240	1828
1594	0	157	248	364	232	419
1595	219	483	363	822	781	1599
1596	0	52	-41	28	-52	66
Totals	**1103**	**3103**	**2998**	**5397**	**4396**	**8498**

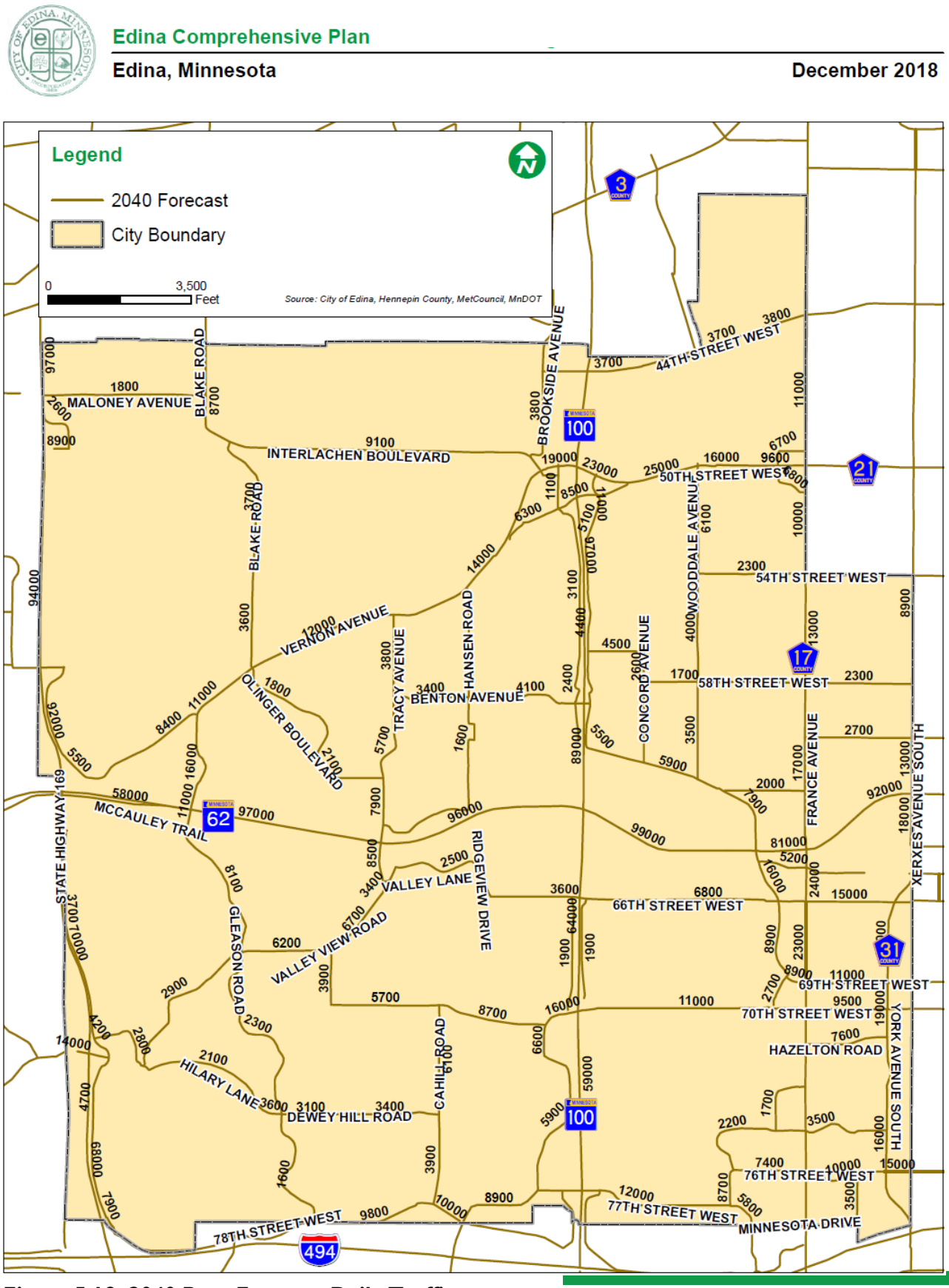


Figure 5.18: 2040 Base Forecast Daily Traffic

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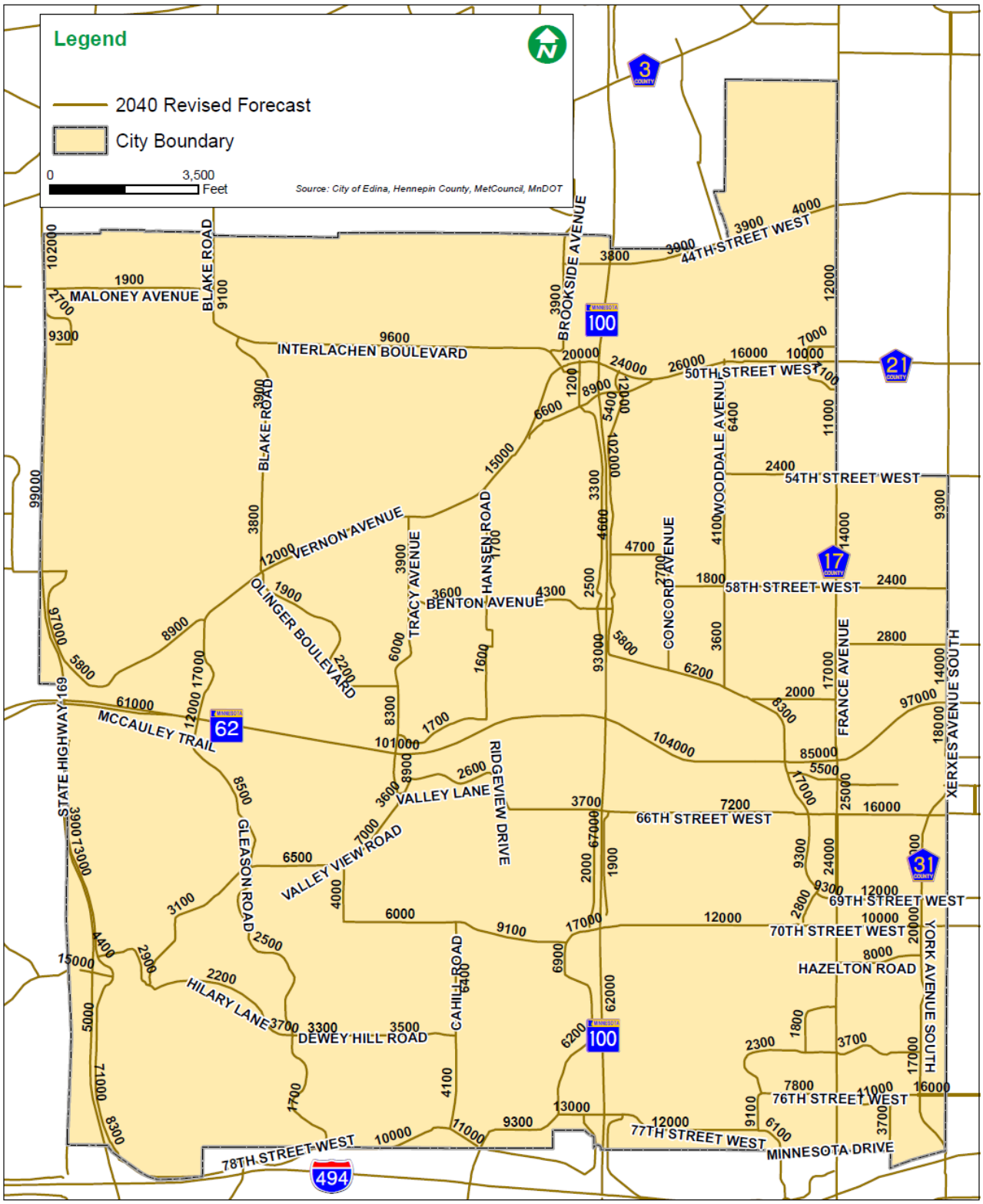

Figure 5.19: 2040 Revised (Adjusted) Base Forecast Daily Traffic

2040 Roadway Deficiency Analysis

Congestion on the roadway system is judged to exist when the ratio of traffic volume (number of daily vehicles on a given roadway) to roadway capacity (maximum number of daily vehicles a given roadway can reasonably accommodate) approaches or exceeds 1.0. The ratio of volume to capacity (v/c ratio) provides a measure of congestion along a stretch of roadway and can help determine where roadway improvements, access management, transit services, or demand management strategies need to be implemented. It does not, however, provide a basis for determining the need for specific intersection improvements or other detailed mitigation.

Table 5.8 provides a method to evaluate roadway capacity for non-freeway and non-regional highway roadways. For each facility type, the typical planning level average daily traffic (ADT) capacity ranges and maximum ADT volume ranges are listed. These volume ranges are based upon guidance from the Highway Capacity Manual, discussions with the Metropolitan Council and professional engineering judgment. A range is used since the maximum capacity of any roadway design (v/c = 1) is a theoretical measure that can be affected by its functional classification, traffic peaking, access spacing, speed, and other roadway characteristics. Further, to define a facility's "daily capacity", the top of each facility type's volume range should be used. This allows for capacity improvements that can be achieved by roadway performance enhancements. Another useful capacity analysis index is the level of traffic that a facility can accommodate before it is defined as *approaching* its capacity limit. A segment of road is noted as "approaching capacity" when observed daily volume equals or exceeds 85% of daily capacity (v/c > 0.85). This level of traffic volume is also presented in Table 5.8 by facility type.

Table 5.8: Planning-Level Roadway Capacities by Facility Type

Facility Type	Planning Level Daily Capacity Ranges (ADT)	Daily Capacity (ADT)	Approaching Capacity (85% of ADT)
Two-lane undivided urban	8,000-10,000	10,000	8,500
Two-lane undivided rural	14,000-15,000	15,000	12,750
Two-lane divided (three-lane)	14,000-17,000	17,000	14,450
Four-lane undivided urban	18,000-22,000	22,000	18,700
Four-lane divided (five-lane)	28,000-32,000	32,000	27,200
Four-lane divided rural	35,000-38,000	38,000	32,300

Note: The terms urban and rural describe typical section designs (e.g., curb and gutter for urban and ditch drainage for rural). They do not imply geographic areas.

Using the methodology described above, capacity deficiencies were identified by comparing existing ADT volumes to the threshold capacities noted in Table 5.8. The existing traffic volumes (Figure 5.6) and the existing number of lanes (Figure 5.7) were used to develop the 2040 capacity deficiencies. Figure 5.20 shows the base 2040 forecast capacity deficiencies, which were based on the original Metropolitan Council land use projections. Figure 5.21 shows the revised (adjusted) 2040 forecast capacity deficiencies based on Edina's land use projections. As noted on Figures 5.20 and 5.21, "congested" roadway segments are defined as those with a volume-to-capacity ratio at or above 1.0, which signifies that a segment of road has observed volumes that

exceed its design capacity. In addition, the figure also identifies those segments of roadways that are approaching ca

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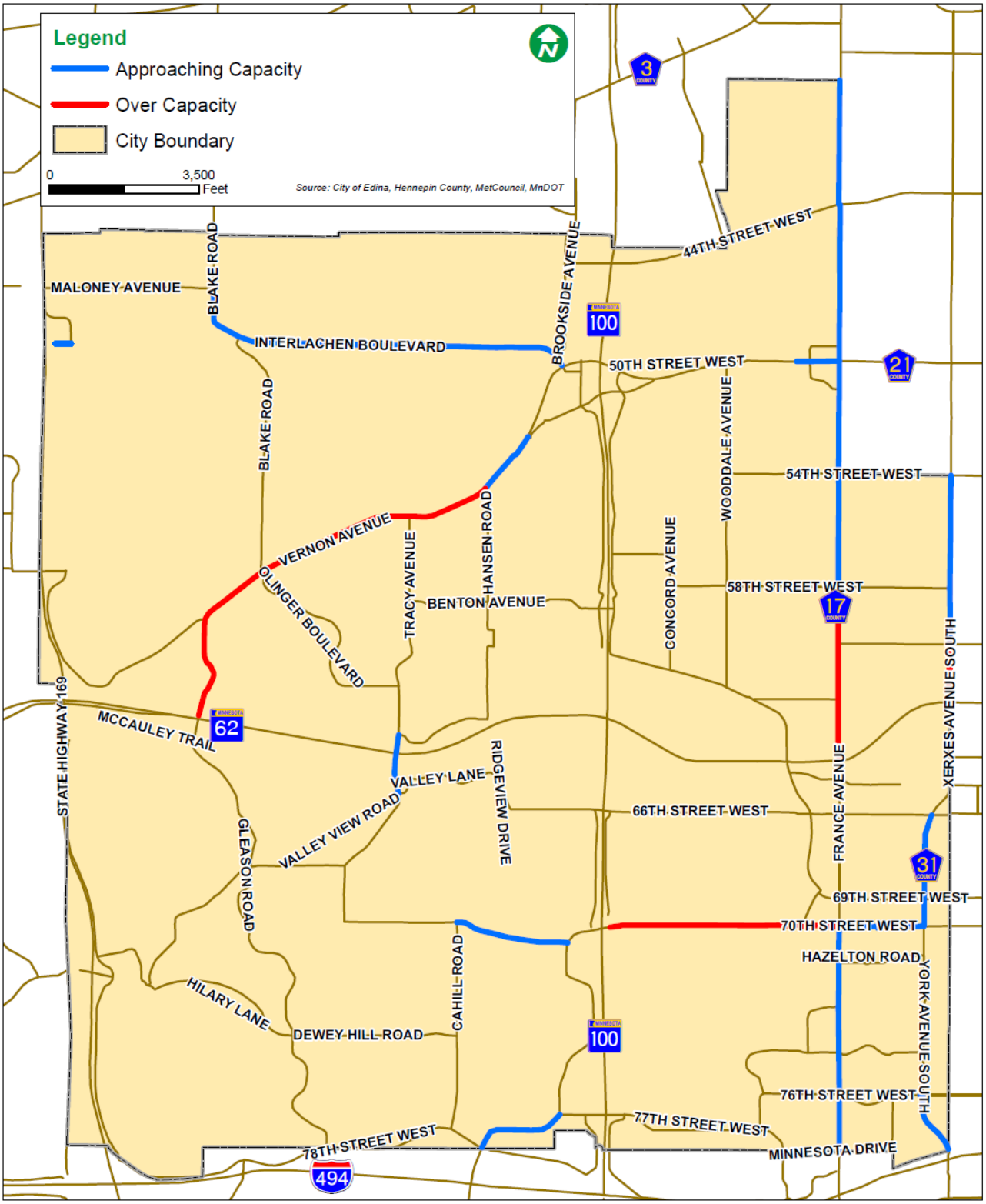


Figure 5.20: 2040 Forecast Capacity Deficiencies (Met Council Base)

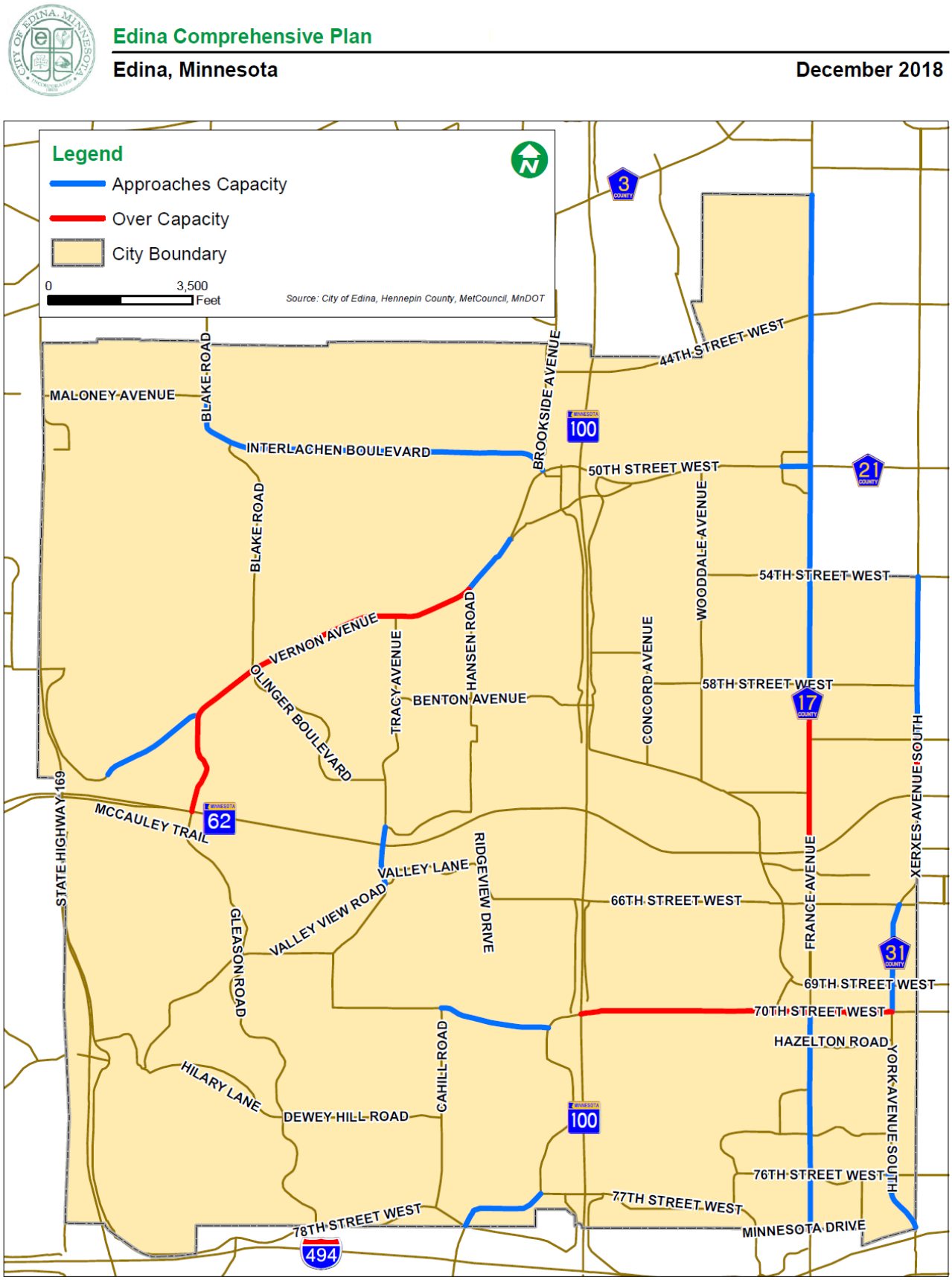


Figure 5.21: Revised 2040 Forecast Capacity Deficiencies

Based on the 2040 traffic some of the major roadways in the City are expected to operate at levels approaching capacity or over capacity. The following summarizes the road segments anticipated to exceed their design capacity or are expected to approach capacity by 2040:

2040 Met Council Base Forecast Deficiencies:

Approaching Capacity:

- Interlachen Parkway – Maloney Avenue to W 50th Street
- Interlachen Road – TH 169 to Lincoln Drive
- Vernon Avenue – Hansen Road to Eden Avenue
- Tracy Avenue – Valley View Road to Valley Lane
- West 70th Street – Cahill Road to Metro Boulevard
- Edina Industrial Boulevard – Bush Lake Road to Metro Boulevard
- West 50th Street – Halifax Avenue to France Avenue
- France Avenue – North City Limit to West 58th Street
- Xerxes Avenue – West 54th Street to West 60th Street
- West 70th Street – France Avenue to Xerxes Avenue S
- France Avenue – West 70th Street to South City Limit
- York Avenue S – West 66th Street to 70th Street
- York Avenue S – West 76th Street to South City Limit

Over Capacity:

- Vernon Avenue – Gleason Road to Hansen Road
- Gleason Road – TH 62 to Vernon Avenue
- France Avenue – West 58th Street to TH 62
- Xerxes Avenue S – West 60th Street to TH 62
- West 70th Street – TH 100 to France Avenue

2040 Revised Forecast Deficiencies with City Land Use Adjustment:

Approaching Capacity:

- Interlachen Parkway – Maloney Avenue to W 50th Street
- Interlachen Road – TH 169 to Lincoln Drive
- Vernon Avenue – Lincoln Drive to Gleason Road
- Vernon Avenue – Hansen Road to Eden Avenue
- Tracy Avenue – Valley View Road to Valley Lane
- West 70th Street – Cahill Road to Metro Boulevard
- Edina Industrial Boulevard – Bush Lake Road to Metro Boulevard
- W 50th Street – Halifax Avenue to France Avenue
- France Avenue – North City Limit to W 58th Street
- Xerxes Avenue South – W 54th Street to W 60th Street
- France Avenue – West 70th Street to South City Limit
- York Avenue – West 66th Street to W 70th Street
- York Avenue – West 76th Street to South City Limit

Over Capacity:

- Vernon Avenue – Gleason Road to Hansen Road
- Gleason Road – TH 62 to Vernon Avenue
- France Avenue – West 58th Street to TH 62
- Xerxes Avenue South – West 60th Street to TH 62
- West 70th Street – TH 100 to York Avenue South

Roadway Deficiencies and Improvement Needs

The City of Edina is considered fully developed and therefore it is not expected to see substantial traffic increases over the planning horizon in many locations. However, with the anticipated redevelopment of land use in some locations (for example, areas covered by the Small Area Plans), combined with regional traffic trends and considerations, there will be some areas of significant traffic growth. Most (but not all) of the areas identified above as approaching or over capacity in 2040 are two-lane, state-aid roadways, which will require working with other agencies to improve or otherwise mitigate.

Taking into account projected future traffic conditions, together with current issues, the following areas have been identified for recommended improvements and/or monitoring and further evaluation:

- Gateway area redevelopment
- France Avenue (West 70th St to I-494)
- France Avenue (north of TH 62, especially south of West 58th St)
- West 70th Street
- Vernon Avenue/Gleason Road (north of TH 62)
- Other trunk highway and interchange area

These areas and others will be addressed under the following headings. The final heading will address a summary of implementation considerations and requirements. Within the context of this planning level information, individual projects will be identified to be included in the City's Capital Improvement Programs over the next ten years (until the next Comprehensive Plan Update is required).

Potential Problem Locations

The primary current problem locations are identified below.

Trunk Highway System Congestion

Peak period congestion occurs on nearly all of the trunk highway segments passing through or adjacent to the City. This includes I-494, TH 169, TH 100, and TH 62 (Crosstown Highway). In addition to the mainline congestion, queuing from ramp meters provides a source of localized congestion on the City street system as discussed under the following headings.

Freeway Interchange Queues

Peak period queuing occurs at most freeway ramps. In particular, the older freeway interchanges with TH 62 at Xerxes Avenue South and France Avenue (see above) have inadequate bridge width and storage capacity to accommodate vehicles waiting at the queue. Similar problems exist along TH 100 at West 70th Street and West 77th Street.

Through Traffic on Local Streets

Various residential areas experience, or perceive that they experience, large amounts of through traffic.

France Avenue/West 50th Street Intersection

This intersection, in the middle of a popular older commercial area, is affected by high pedestrian traffic levels as well as high vehicular traffic volumes. It is a destination for local as well as many non-local visitors. Refer to the 50th & France Small Area Plan for further details.

France Avenue North of TH 62

The concentration of recent and future increased redevelopment in the greater Southdale area, along with the congested interchange at TH 62, has the potential to result in congestion on France Avenue north of TH 62. France Avenue transitions from a four-lane to a two-lane roadway at the interchange.

Gateway Redevelopment Area Improvements

An Alternative Urban Areawide Review (AUAR) was prepared by the City in 2007 (with updates in 2013 and 2018) for an area generally bounded by TH 100 to the west, Fred Richards Golf Course/76th Street to the north, France Avenue to the east, and Minnesota Drive to the south. The impetus for the AUAR was the purchase of a parcels within the Study Area by a developer and subsequent discussions with the City regarding their redevelopment. The City decided to review the potential for further redevelopment within the commercial and industrial area along West 77th Street adjacent to these recently acquired parcels.

The AUAR reviewed five different scenarios: 1 – Comprehensive Plan (1998), 2 – Master Plan (proposed by developer), 3 – Maximum Commercial, 4 – Maximum Residential, and 4.1 – Modified Scenario 4. Each of these scenarios required its own set of roadway improvements to accommodate the development envisioned for the given scenario. Perhaps the most notable observation is that Scenario 3 (Maximum Commercial) would require reconstruction of the West 77th Street Bridge over TH 100 to provide additional through and turning lanes. Funding requirements may preclude the implementation of this scenario in the foreseeable future.

The AUAR identifies improvements that will be required for various types and intensities of development outcomes. The specific improvements that will be required, and the schedule of those improvements, will be dictated by the development projects that are actually proposed and occur over time. It is recommended that the City clarify to developers early in the plan review procedures for this overall area that they must address transportation improvement needs in a proactive manner. The City will coordinate with developers regarding the planning and funding of the improvements, but developers will be required to perform their "fair share" such that needed improvements are identified and implemented in advance of the added traffic volumes.

A conceptual east-west connector corridor north of I-494 has been identified for further evaluation and potential long-term implementation. This corridor is identified on Figure 5.22. As shown, it uses West 78th Street, West 77th Street, and West 76th Street with enhanced continuity. It will be further discussed under a separate heading, below. The improvements addressed in the Gateway Area AUAR are considered short to mid-range improvements, with the east-west connector corridor being a long-range concept.

France Avenue (TH 62 to I-494)

France Avenue between TH 62 and I-494 carries high volumes of traffic. The design of the roadway, 4-lane divided with turn lanes, has a high level of capacity, and roadway actually operates better than what perhaps is the common perception. For example, motorists must wait more than one signal cycle to proceed through an intersection only infrequently even at peak travel times. However, as traffic levels increase as projected on Figure 5.19, congestion on the main portion of this stretch of roadway will become more of a concern. Refer to the transportation section of the Southdale District Area Plan for additional information regarding France Avenue.

TH 62 and Central Areas

The primary issue at TH 62 is that there is currently not enough bridge width to provide storage for vehicles waiting in queues on France Avenue at the interchange. To address this issue, in 2019 MnDOT (in cooperation

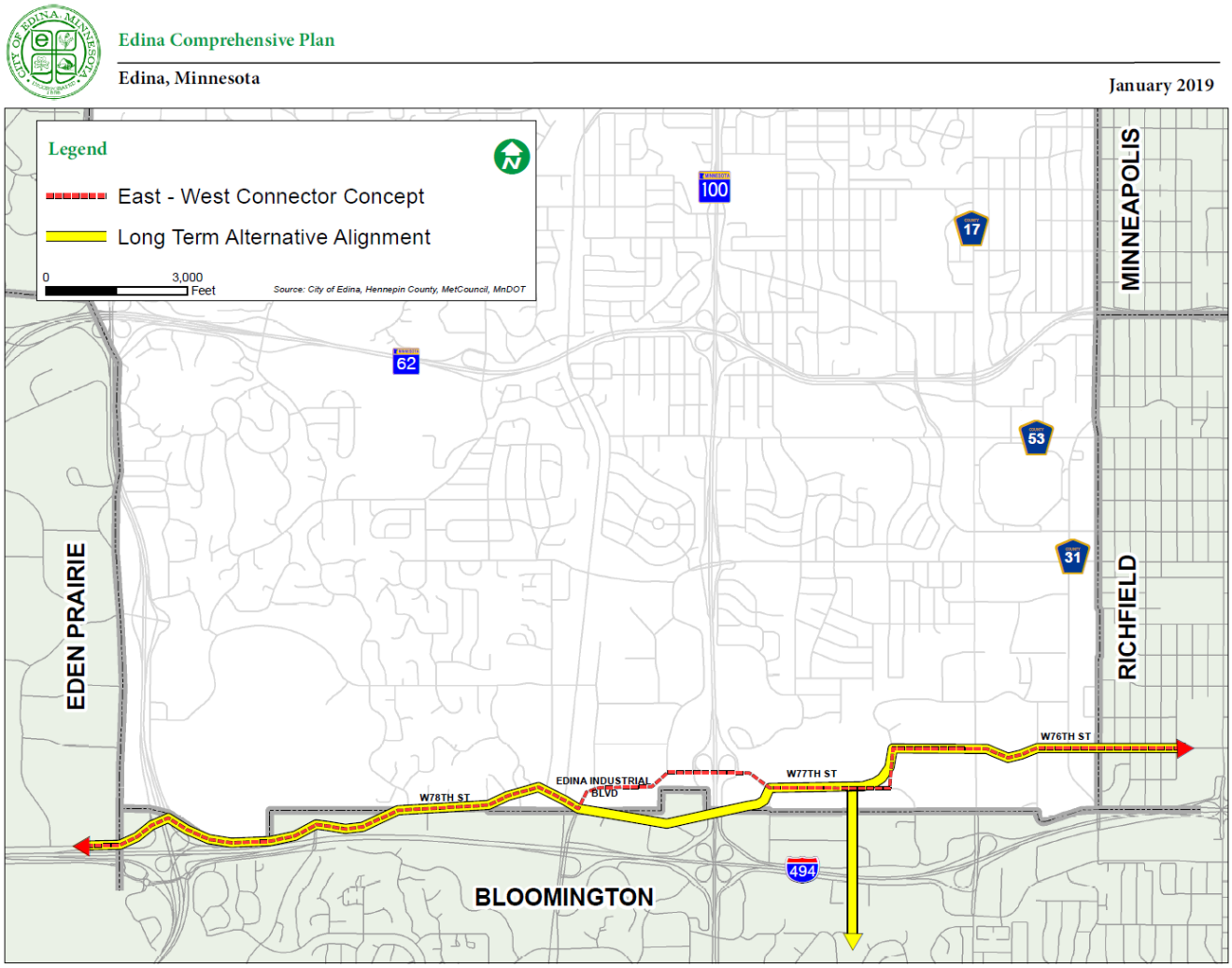


Figure 5.22: Conceptual East/West Connector

with Hennepin County) is planning to redeck the France Avenue bridge over TH 62 to include a second northbound left-turn lane, with the intent to shorten queuing for vehicles waiting to head westbound on TH 62. Additionally, the sidewalks on both sides of the bridge will be significantly widened to improve pedestrian comfort and safety.

An additional means to improve this situation is through traffic management, attempting to spread the traffic more equally between the interchanges at Valley View Road, France Avenue, and Xerxes Avenue. Both the Valley View Road and Xerxes Avenue interchanges currently relieve the France Avenue interchange, but efforts can be made to increase this affect. Options that could be further explored include employee training for businesses in the area, to promote increased use of the alternate interchanges, and improved signage indicating the option of using alternate interchanges. However, it is not known how effective such measures could be, short of significant operational or infrastructure projects.

There currently does not appear to be any physical/infrastructure projects that could readily be implemented and would have clear benefits in terms of redirecting traffic from France Avenue to York/Xerxes Avenue. However, as redevelopment continues to take place in the Greater Southdale area, the City should promote access and street design that helps make Xerxes/York Avenue a viable alternative to France Avenue.

An important limitation of Xerxes/York Avenue in terms of serving as an alternate route for France Avenue is that it does not have an interchange at I-494. As will be discussed under a separate heading, the City should investigate an enhanced east-west connector corridor north of I-494. This would tie into Richfield's West 76th/ 77th Street corridor. One of the benefits of such a connector route is that it could make the use of Xerxes/York Avenue as an alternate to France Avenue more viable. East-west traffic flow would be enhanced in the southern portion of the City with connections to both France Avenue and York Avenue.

I-494 Area

The primary operational difficulty on France Avenue at the south end at I-494 relates to the single southbound right turn lane to accommodate both motorists using the ramp to westbound I-494 and those using the loop to eastbound I-494. This causes excessive southbound queuing in the right lane. The proximities of Minnesota Drive and West 78th Street to the interchange exacerbate this problem. Hennepin County has identified a roadway re-striping plan which would help address this problem. This plan separates the traffic turning onto the westbound I-494 ramp from the traffic turning onto the eastbound loop. The City will work with the County and the City of Bloomington to ensure that this improvement takes place.

West 70th Street

The section of West 70th Street between TH 100 and France Avenue (reconstructed in 2011) is problematic because it experiences relatively high traffic levels for a roadway passing through a residential setting. The traffic levels are due in large part to the basic location and context of the segment. At one end of the segment is an interchange with major highway (TH 100), and at the other end is an important "A" minor arterial roadway (France Avenue) and a major commercial center (greater Southdale area). Traffic levels are currently at the high end of the capacity for a 2-lane roadway with turn lanes, and are forecasted to be over capacity by 2040.

East-West Connector Corridor

A significant transportation difficulty facing the City is that there is not a continuous east-west reliever roadway on the north side of I-494. Motorists making east-west trips north of the freeway must proceed through a series of roadway segments that are currently not well coordinated or tied into a larger roadway network. Coordinating with adjacent communities, a conceptual corridor has been identified that is depicted on Figure 5.22. This improvement area would align along existing West 78th Street west of E Bush Lake Road, West 77th Street between East Bush Lake Road and Parklawn Ave, and West 76th Street east of Parklawn Avenue. An alternative (and longer-term) alignment between East Bush Lake Road and Parklawn Avenue would involve a new bridge crossing of TH 100, which would relieve traffic levels on the W 77th Street/Edina Industrial Boulevard bridge over TH 100 (see the Long-Term "Alternative Alignment" on Figure 5.22).

The rationale behind this concept is to provide a roadway that would serve a similar function to American Boulevard in Bloomington and the West 76th/77th Street corridor in Richfield. It would tie directly into the Richfield corridor. As stated above, it could ultimately relieve congestion through the TH 100/West 77th Street/Edina Industrial Boulevard interchange. It would generally allow more efficient east-west movements and tie into the larger Edina network more effectively. For example, it would make Xerxes/York Avenue easier and more logical to use as an alternative to France Avenue to relieve traffic levels on France. It would likely make this portion of Edina a more attractive location for business and office development because of improved mobility and access. The Gateway Redevelopment discussed under an earlier heading may provide the opportunity to begin roadway reconstruction efforts associated with implementation of the overall East-West Connector concept.

Because this roadway would support and improve operations on trunk highways (TH 100 and I-494), MnDOT and the Federal Highway Administration (FHWA) would be supportive of such a project. The City should explore the availability of state and federal funding to help advance this concept if it is deemed viable.

It should be emphasized that this long-term corridor improvement plan is only conceptual at this point, and no major right-of-way acquisitions are anticipated. However, it is recommended that the City continue to explore the concept and discuss it with adjacent communities, MnDOT, and Hennepin County. The City can also coordinate roadway reconfiguration and reconstruction with the redevelopment of the Gateway area as appropriate. The potential benefits of such a corridor could be quite significant, just as American Boulevard has benefited Bloomington, and the West 76th/77th corridor has benefited Richfield.

Summary of Key Implementation Considerations and Requirements

Gateway Redevelopment Area Improvements

The City should require, early in the plan review procedures for redevelopment projects proposed in this area, that transportation improvements be clearly identified and addressed. The City will expect developers to plan, coordinate and finance their fair share of the required improvements in a proactive manner. Any roadway reconfiguration associated with the Gateway redevelopment will need to be consistent with the long term vision of the East-West Connector roadway summarized below.

East – West Connector Roadway

The City should continue to coordinate with neighboring communities, Hennepin County, and MnDOT to advance the planning and evaluation of the general corridor identified on Figure 5.22. It is likely a long-term concept, but as redevelopment is proposed and implemented in the southern portion of Edina, consideration should be given to this potential corridor in terms of long term right-of-way issues and access design.

Roadway Jurisdictional Issues

In general, it is good policy that Hennepin County and MnDOT assume responsibility for and jurisdiction over the arterial network, and cities assume responsibility for the collector and local street systems. This is, to a large extent, the situation in Edina. The existing roadway jurisdictional classification system is depicted on Figure 5.10.

At present, there are no roadways in the City under State (MnDOT) jurisdiction that are being considered for turnback to Hennepin County or the City of Edina. However, Hennepin County, in its Transportation System Plan, identifies two roadway segments that are candidates for turnback to the City of Edina (see Figure 5.23):

- CSAH 31 (York/Xerxes Avenue) from 50th Street to south City limit (see Figure 5.23)
- CSAH 158 (Vernon Avenue/Gleason Road) from TH 100 to TH 62 (see Figure 5.23)

Regarding these segments, the City of Edina does not support either turnback option. These segments should remain under County jurisdiction for the following reasons:

- CSAH 31 - This roadway serves an inter-community function, connecting Bloomington, Edina and Minneapolis. It also links with TH 62. It carries a significant percentage of traffic not originating or terminating in Edina.
- CSAH 158 - This roadway is an arterial roadway serving an intercommunity function and is therefore appropriate for Hennepin County jurisdiction. It carries a substantial percentage of traffic not originating or terminating in Edina.
- Both – At current Municipal State Aid funding levels, the City believes that there would not be enough resources for Edina to maintain these roadway segments in the future.

In the event the City is ultimately required to accept one or both of the transfers identified above, it should ensure that the roads are brought up to the appropriate design and maintenance standards prior to accepting transfer.

Access Management

Access management refers to balancing the need for access to local land uses with the need for mobility and safety on the roadway system. Arterials generally have limited access, collectors allow a greater degree of access given their combined mobility/access function, and local streets allow the most access of the roadway functional

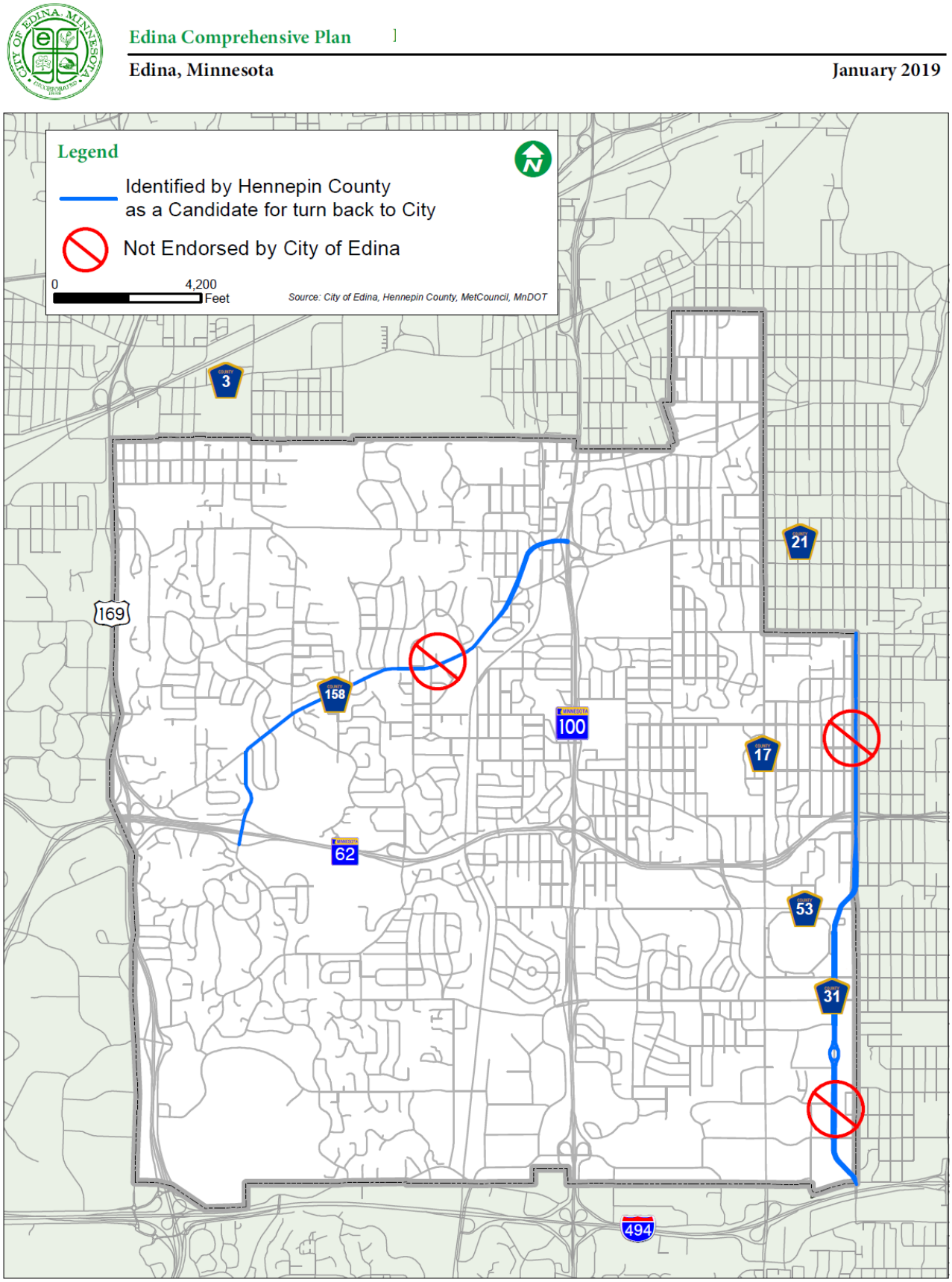


Figure 5.23: Jurisdictional Turnbacks Proposed by Hennepin County

categories. Appropriate access control preserves the capacity on arterial streets and improves safety by reducing the need for traffic to divert to local streets. It separates local turning movements from higher speed "through" traffic, concentrating traffic linkages at intersections controlled with traffic signals, roundabouts, or other measures.

MnDOT and County roadways serving Edina are identified on Figure 5.10. For MnDOT roadways, MnDOT's access management guidelines apply. These guidelines are included in the Appendix. For County roadways, Hennepin County access management guidelines apply. These guidelines were established in the Hennepin County Transportation System Plan, and are included in Appendix T-4. In instances of local site redevelopment, the City will continue to work with these guidelines in the site plan review and approval process.

The City's existing ordinance on curb cut placement limits the placement and number of accesses to local and collector roadways under City jurisdiction. General guidelines include the following:

- No driveway on a local street is to be within 50 feet of a street intersection
- When properties adjoin two streets, the access should be to the lower volume street

Community/Aesthetic Design for Transportation Facilities

Community design goals and treatments were discussed in Chapter 3 of this Comprehensive Plan, and in the Living Streets Plan. Roadways are an important component in community design because they represent a significant percentage of the overall land area of any community, they represent public space over which the City has jurisdiction (the municipal right-of-way area), and because they are obviously very visible to many travelers, local and non-local.

Refer to chapter three of the Living Streets Plan for detailed descriptions of the type, function and location of Living Streets in Edina, and chapter six for roadway design guidelines. These design guidelines discuss the following design elements (both functional and aesthetic):

- Vehicular Facilities (driving and parking lanes, pavement markings and signage)
- Pedestrian Facilities (sidewalks, pedestrian crossings, street furniture and public art)
- Bicycle Facilities (type and placement, signage and wayfinding and intersections
- Traffic Calming (road design, curb extensions, boulevard trees, pavement color/texture)
- Stormwater Management and Sustainable Infrastructure (impervious surface reduction; soil, turf and trees; rain gardens; filtration/infiltration; ponds and wetlands)

Another important component of the Community Design Guidelines which pertains to transportation and roadways is the guideline for gateways. Gateways define areas with character and a sense of place, and can include such features as street or other lighting, signage, street furniture and public art, and other streetscape improvements. Many of these elements are in place in various districts throughout the City, but other locations could be identified and improved.

Travel Demand Management

The primary emphasis of Travel Demand Management (TDM) is to reduce the number of vehicular trips on congested roadways during peak travel times. Since the many or most of these trips are commuter (work) trips, TDM strategies primarily involve places of employment and associated travel behavior.

The primary methods or strategies are identified below:

- transit
- car/van-pooling

- telecommuting
- flex-time
- non-motorized commuting

In general, the policies or incentives to promote TDM activities are provided through employers. For example, employers can provide monthly discounts or passes to employees to use transit. They can provide coordination services to match up individuals for car/van pooling activities. They can allow or promote telecommuting, particularly in various industries for which face-to-face contact is not important for task performance. Similarly, employers can allow or promote flex time, which enables employees to travel to/from work at non-peak travel times. Regarding non-motorized commuting, the provision of shower and changing facilities is often helpful to promote bicycle commuting.

There is a number of reasons for employers to promote TDM activities. In some cases, vehicle parking is at a premium and anything they can do to reduce parking requirements is beneficial. Another example may be a large employer or group of employers accessed by congested road systems. If these employers can reduce rush hour trips into their facilities and associated congestion, it benefits their workers and makes their places of business more attractive places to work. Some employers wish to reduce vehicle trips to their facilities simply because it is "the right thing to do" for environmental reasons.

Cities can increase TDM activities through promotional activities and by coordinating with key employers to identify and implement TDM plans. Cities may require TDM plans for new developments if they are large enough to have significant traffic impacts. Cities can also form or coordinate the formation of Transportation Management Organizations (TMOs). These organizations pool resources and strategies to get the biggest "bang for the buck" for reducing traffic levels in a given area. The City of Edina is an active member of the 494 Corridor Commission, which is a TMO striving to limit single occupancy vehicle trips on I- 494.

It is difficult to project the quantitative benefits of Travel Demand Management activities with confidence. However, as fuel prices increase and congestion on major roadways in the metro region increase into the future, the demand for and potential of this approach will increase accordingly.

The City of Edina currently requires developers proposing projects with the potential for significant traffic impacts to submit TDM plans as part of the plan review and approval process. The thresholds which are currently in place requiring these plans to be generated are projects that would:

- generate 1,000 or more vehicle trips per day, or
- generate 100 or more trips during any one-hour period, or
- increase the traffic levels on an adjacent roadway by 50 percent or more

The City's requirements in terms of commitment to TDM activities and programs within the TDM plans are currently not rigorous. For example, these plans often simply identify existing transit service within the vicinity of the proposed project to suggest future TDM activities. It is recommended that the City evaluate the option of adding "teeth" to TDM requirements for developers, perhaps using the City of Minneapolis and Bloomington programs as a guide.

Aviation

According to Appendix L of the 2040 Transportation Policy Plan, Edina is not a "noise impacted community." However, members of the community have expressed increased concern over the effects of aircraft noise on their property and quality of life. These issues can be shared with the MSP Noise Oversight Committee (NOC), which was established in 2002. The MAC Noise Program Office works closely with the NOC and is dedicated to collecting, analyzing and reporting aircraft operations data for the purpose of working with the communities

surrounding the MAC's system of airports on aircraft noise issues. The MSP NOC membership is balanced with community and aviation industry representatives who work together to address aircraft noise issues associated with MSP. The City of Edina is represented through an "at-large" membership on the NOC.

Freight

Roadway and Bridge Restrictions

The only weight-restricted bridge in the City of Edina is the West 50th Street bridge over Minnehaha Creek. Table 5.9 indicates bridges in Edina that have insufficient height clearances (less than 15'-6" clear):

Table 5.9 –Bridges with Insufficient Height Clearances

Bridge Number	Location	Height Clearance
7296	Pedestrian bridge over Interlachen Boulevard	14'-2"
27646	Canadian Pacific Rail bridge over Eden Ave	15'-0"
90641	Canadian Pacific Rail bridge over West 44th St	14'-3"
94176	Pedestrian bridge over Braemar Boulevard	15'-0"

Goals and Policies

1. Improve mobility for residents, visitors and businesses (including those with transportation disadvantages) through the creation and maintenance of a balanced system of transportation alternatives for transit users, pedestrians, bicyclists and motorists.
    - 1.1. Increase protected and separate bike facilities between nodes, parks, schools and City facilities as indicated in the Pedestrian and Bicycle Master Plan.
    - 1.2. Connectivity between nodes shall be enhanced to include three modes of transportation where at least one is non-motorized.
    - 1.3. Create safe and convenient pedestrian and bicycle connections between major traffic generators, with particular emphasis on continuity at roadway and other barrier crossings.
    - 1.4. Connect to regional non-motorized transportation networks by reviewing and recommending pedestrian and bicycle facilities throughout Edina cooperatively with the Three Rivers Park District and Hennepin County.
    - 1.5. Support recommendations of the Pedestrian and Bicycle Master Plan for implementation.
2. Implement a fully multi-modal transportation system that supports the land use vision and future land use plan for managing and shaping future growth.
3. Minimize the impacts of the transportation system on Edina's environment and neighborhood quality of life and emphasize methods to reduce greenhouse gas emissions.
    - 3.1. Strive for transportation infrastructure designs that have a neutral to positive impact on the natural environment.
    - 3.2. Effectively balance access from and mobility on Edina's roadways, prioritizing safe and efficient movement between the city's primary nodes, parks, schools and community facilities.

4. Reduce the overall dependence on and use of single-occupant vehicles by promoting land use patterns that allow for shorter vehicular trips and the use of alternative travel options.
    - 4.1. Take a comprehensive approach to reducing single-occupant vehicle trips by involving those who live, work and shop.
5. Promote a travel demand management (TDM) program through a coordinated program of regulations, marketing, and provision of alternative workplace and travel options.
    - 5.1. Partner with Commuter Services to encourage all forms of travel demand management in order to reduce single occupancy vehicle travel, overall vehicle miles of travel, reduce petroleum consumption, and improve air quality.
    - 5.2. Review and recommend policies necessitating a TDM Plan and/or a transit component with all types of development and redevelopment. Review and implement substantive requirements associated with these TDM Plans, potentially including TDM escrow accounts, transit passes, preferential parking for car-poolers, and other measures.
    - 5.3. Review all major new developments in light of the potential for ridesharing including bus accessibility, preferential parking for carpools/vanpools, and mixed-use development.
    - 5.4. Support preferential treatments for transit and high occupancy vehicles on streets and highways.
    - 5.5. Include transit planning in the construction or upgrading of streets and highways.
6. Encourage and support attractive and reliable high-performance transit service and connections.
    - 6.1. Increase transit options for Edina residents, focusing on connecting the underserved western segment of Edina with the eastern segment.
    - 6.2. Provide transit service to connect nodes and commercial hubs.
7. Develop and manage parking provision to encourage joint and shared use of facilities, ride-sharing (car pools and van pools), and bicycle parking.
    - 7.1. Encourage and develop preferred locations in surface and structured parking for electric vehicles (personal and shared) and car pool/van pool vehicles.
    - 7.2. Provide or require covered and secure bicycle parking (including e-bicycles) in all parking structures.
    - 7.3. Continuously evaluate the need for, and design of, parking facilities (e.g. effects of autonomous vehicles and future conversion of parking structures to inhabited buildings) and revise regulations as necessary.
8. Invest in infrastructure to support the continued growth in low- to zero-emission technology and support regional and statewide efforts to educate and adopt electric vehicles.
    - 8.1. Continue to install chargers at City facilities where use can benefit residents, City fleet, and partners.
    - 8.2. Ensure that the methodology to determine electric vehicle charging locations considers both public and private facilities with an inclusive and equitable lens.
    - 8.3. Provide residents and businesses the opportunity to learn the benefits of zero emission vehicles through outreach, education and events.
    - 8.4. Advocate for electric vehicle charging programs and incentives with the state, utilities, and car manufacturers.

9. Provide for efficient movement of goods within Edina, while minimizing the impacts of freight traffic on other trips and reducing negative impacts on land uses on freight corridors.
    - 9.1. Through the use of technology, minimize congestion on neighborhood streets and ensure the safety while balancing delivery service requirements.
    - 9.2. Serve major truck users and intermodal facilities with good minor arterial access to the metropolitan highway system.
    - 9.3. Investigate and implement solutions to minimize the impact of delivery of goods by drone in residential areas.
10. Engage, seek input from and educate all segments of the community regarding transportation-related issues and projects impacting the City.
    - 10.1. Develop and implement methodology for consistent education of motorist, pedestrian and cyclist safety as indicated in the Pedestrian and Bicycle Master Plan.
    - 10.2. Seek inclusive, equitable and meaningful public participation throughout the community in all transportation studies and projects conducted by the City.
11. Identify new and continuing sources for transportation infrastructure funding by seeking to partner where feasible with federal, state, county and adjacent community sources.
    - 11.1. Pursue and support regional or multi-community funding sources for improvements that provide regional or multi-community benefit.
    - 11.2. Support research efforts into more efficient and cost-effective management, maintenance and replacement of street surfaces.
    - 11.3. Support governmental jurisdiction over roadways that reflect the role of the roadway in the overall transportation system.
    - 11.4. Encourage the legislature to continue a dedicated source for funding for efficient mass transit.
    - 11.5. Encourage the legislature to provide stable, long-term roadway funding for capital, operating/traffic management, and maintenance.
    - 11.6. Develop and support legislation permitting a transportation utility.
12. Design roadway facilities according to their intended service function and neighborhood context.
    - 12.1. Upgrade existing roadways when warranted by demonstrated volume, safety or functional needs, taking into consideration environmental limitations.
    - 12.2. Design/enhance residential street systems to discourage through traffic and to be compatible with lower speed bicycling and walking. This includes consideration of traffic calming measures on local streets, local connectors and, in some cases, collector streets.
    - 12.3. Use adequate transitions and buffers including, but not limited to, earth berms, walls, landscaping and distance to mitigate the undesirable impact of high volume roadways.
    - 12.4. Consider the use of sound mitigating features for residential development adjacent to high volume roadways, and make property owners and land developers responsible for noise attenuation at new developments near high volume roadways.
    - 12.5. Encourage beautification of local roadways, where appropriate, with amenities such as boulevard trees, decorative street lighting, and monuments.

12.6. Monitor and address transportation requirements associated with demographic trends, such as an aging population.

13. Provide and maintain adequate access to and from, and safety on, local and regional roadways.

13.1. Provide logical street networks to connect residential areas to the regional highway system and local activity centers.

13.2. Adequately control access points to the regional roadway system (including minor arterials) in terms of driveway openings and side street intersections.

13.3. Provide access to the local street system (including collector, local connector and local streets) in a manner that balances the need to safely and efficiently operate the street system with the need for access to land.

13.4. Separate, to the extent possible, conflicting uses on the roadway system in order to minimize safety problems. Give special attention to pedestrian and bicycle routes.

13.5. Review and update regional and local functional street classification and coordinate with adjacent cities and Hennepin County. Review and recommend traffic calming policies and consider traffic calming implementation where requested by residents using the Living Streets Plan as the primary guide.

13.6. Review and monitor citywide traffic volumes, congestion, existing traffic calming devices and measures, accident history, vehicle violation history, speed limits and enforcement.

13.7. Educate public on vehicle operations including public relations campaigns that focus on individual responsibilities to each other rather than individual rights only.

13.8. When requested by the Edina Transportation Commission and/or the Planning Commission, review land use that may impact traffic implementations. Continue to monitor adjacent community redevelopment and other activity that potentially impacts the City of Edina.

13.9. Evaluate and implement measures required for school safety.

14. Manage, maintain and operate roadways to maximize wherever possible the safety and mobility of all users and all modes.

14.1. Cooperate with other agencies having jurisdiction over streets and highways in Edina to assure implementation of Living Streets elements, good roadway conditions and operating efficiency.

14.2. Continue the implementation of the I-494 frontage road system through ongoing coordination with MnDOT, Hennepin County, and the cities of Richfield and Bloomington.

14.3. Maintain roads by repairing weather-related and other damage. Continue current on-going pavement improvement plan.

14.4. Use economic and environmentally sound management techniques for snow and ice removal.

14.5. Replace substandard bridges and bridges that present safety or traffic problems.

14.6. Track developments regarding the most current transportation systems and technologies, evaluate and implement as warranted.

14.7. Support state legislation to decrease statutory urban speed limits from 30 to 25 miles per hour.

Transportation Objectives

Previous sections of this chapter have examined existing conditions, as well as future issues, needs, and recommendations. This section discusses the City's transportation objectives.

By adopting the overall Comprehensive Plan Update including the Transportation Chapter, the City Council will establish the guidelines by which decisions regarding transportation facilities and programs will be made in Edina. The City should periodically review the assumptions under which the plan was developed, including estimates of future development, changing financial resources, citizen and governmental input, and other factors which may arise, and update the plan as appropriate.

Roadways

- France Avenue – work with Hennepin County to ensure the overall operation and safety of this roadway, particularly at its interchanges with TH 62 and I-494.
- Gateway redevelopment project area –with a developer to define roadway needs and ensure that the developer(s) participates appropriately in the funding of improvements.
- East-west connector roadway – continue to coordinate with adjacent communities, MnDOT, and Hennepin County to discuss and advance this concept (identified on Figure 5.22) as appropriate.
- Jurisdictional Classification – Hennepin County has identified two roadway segments as potential candidates to turn back to the City. The City opposes these reclassifications. The City should coordinate as needed with Hennepin County to demonstrate that turning back jurisdictional authority to the City is not appropriate for the following locations:
    - Vernon Avenue/Gleason Road (CSAH 158) between TH 62 and TH 100
    - York/Xerxes Avenue (CSAH 31) between I-494 and 50th Street (CSAH 21)
- Review and potentially implement the option of increasing TDM requirements for developers.

Transit

- Continue efforts to establish a park-and-ride facility at TH 100/50th Street.
- Continue to evaluate the feasibility of circulator service focusing on the western portion of the City, and evaluate the existing CloverRide shuttle service in the Greater Southdale area.

Bicycling and Walking

- Use the Pedestrian and Bicycle Master Plan to identify ongoing bicycle projects for feasibility review and implementation as warranted.
- Working in conjunction with roadway or other infrastructure improvement projects, construct sidewalks on an on-going basis consistent with the Pedestrian and Bicycle Master Plan.

Funding

Funding for transportation improvements and programs can be obtained from a variety of sources, as summarized below:

- General Ad Valorem (Property) Taxes – Transportation projects can be funded with the general pool of municipal revenues raised through property taxes.
- State Aid – Cities with populations of greater than 5,000 are eligible for funding assistance from the Highway User Tax Distribution Fund (funded with the state gas tax and vehicle taxes, as well as federal transportation funds through MnDOT). These funds are allocated to a network of Municipal State Aid (MSA) streets. Currently, the City of Edina receives an apportionment per

year for improvements to its MSA streets, which are typically collector roadways higher in functional classification.

- Federal Transportation Funds – The guidelines for direct federal funding for transportation projects are established under the Fixing America's Surface Transportation (FAST) Act. These funds are allocated by the Metropolitan Council which serves as the Metropolitan Planning Organization for the Twin Cities metropolitan area. Roadway, transit, non-motorized, and other transportation-related projects are selected on a competitive basis based on evaluation, prioritization, and recommendation by the Metropolitan Council's Transportation Advisory Board (TAB). The process of solicitation for project proposals and resulting allocation of federal funding to selected projects occurs every two years. The next round of solicitation for proposals will take place in 2019.
- Cooperative Agreements with MnDOT and/or Hennepin County – Different levels of government can cooperate on planning, implementing, and financing transportation projects which provide benefits to all the concerned agencies. The financial terms and obligations are generally established at the front end of the projects.
- Tax Increment Financing (TIF) – This is a method of funding improvements that are needed immediately by using the additional tax revenue anticipated to be generated because of the given project's benefits in future years. The difference between current tax revenues from the targeted district and the increased future tax revenues resulting from the improvements is dedicated to retiring the municipal bonds used to finance the initial improvement(s).
- Developer Contributions/Impact Fees – Under this approach, the impact of the additional traffic from a proposed development on the local roadway system is projected, using standard traffic engineering procedures. Costs associated with improving the roadway system to handle the additional traffic at an acceptable level of service are assessed to the developer. This approach generally involves some level of negotiation between the local government and the developer to work out a cost-sharing agreement that allows the development to move forward.
- Assessments – Properties that benefit from a roadway scheduled for improvement may be assessed for the cost of construction. In order to assess the owner, it must be demonstrated that the value of their property will increase by at least the amount of the assessment.
- Utility Franchise Fees – The City's Pedestrian and Cyclist Safety (PACS) Fund is one example of using franchise fees for public improvements. The PACS Fund is generated from franchise fees on customers of electric and gas utilities in Edina are dedicated to the construction and maintenance of non-motorized infrastructure.

In addition to these methods, the City should always consider negotiating with business and medical centers to help fund transportation improvement projects, large or small, which would have direct benefits to those centers.

Two potential sources of transportation funding have been proposed and discussed for a number of years, but are not currently allowed under state law. They are:

- Road Access Charge – All new developments would be charged based on the trip generation rates of the given development, without an estimation or documentation of specific traffic impacts or improvement requirements. It would be analogous to the Sewer Access Charge (SAC) for access to the Metropolitan Council's sanitary sewer system. Revenues from this source could be used to build or improve collector and arterial roadways within the local jurisdiction collecting the tax.
- Transportation Utility Billing – All properties within the local jurisdiction would be subject to a periodic fee, based on the number of vehicle trips generated by the type of property. The pool of funding generated in this manner would be used for community-wide transportation

improvements such as preventive maintenance and road reconstruction. The periodic nature of the billing would be beneficial in terms of supporting on-going or routine roadway maintenance projects through the entire network.

The City should continue to support and promote the passage of legislation at the state level which would allow these forms of dedicated local transportation revenue generation.

Capital Improvement Program

The City has a Capital Improvement Program that is used to guide transportation investments within the community. The process includes analyzing projects that contribute to the maintenance and improvement of the transportation network based on the policies set forth within the Comprehensive Plan.

The City Council updates the Capital Improvement Program biannually to reflect the changing needs of our transportation network.

CHAPTER 6
PARKS, OPEN SPACE AND NATURAL RESOURCES

COMPREHENSIVE PLAN
CITY OF EDINA

2018

6. Parks, Open Space, and Natural Resources

Chapter Highlights

The following six points guided the development programs, goals and policies presented in this chapter of the Comprehensive Plan Update.

1. Edina has committed to a minimum of 15 percent of its land area to be used as parks and green space. (As of the most recent census, we are right at this threshold.) Future standards will need consider "hardscape" environments as represented in the Greater Southdale District Plan.

2. All Community and Special Use parks will have an updated Master Plan to guide use, growth and future development. Every Park MP will include an approach to best maintain, improve and promote its natural resources.

3. Connecting our neighborhoods via a Grand Rounds concept and in coordination with the Pedestrian and Bicycle Master Plan.

4. Be intentional on the use of benchmarking to assess progress against strategic objectives.

5. Explore alternative funding models to support future growth and accomplishment of our Mission.

6. Establish a goal to have park facilities within a maximum distance of one mile from each Edina resident

The Major Challenge

Like many communities, Edina is witnessing demographic changes. Changes that occurred between 2008, when the last comprehensive plan was written, and now are only a glimpse of what is expected to occur over the next 10 years. In order to ensure that the City's park system will continue to meet the needs of residents, the City will need to continually provide sensitive and appropriate responses to changes in social, demographic, technological, economic, political and environmental trends. The magnitude of these changes will demand flexibility in planning practices to appropriately respond to rapidly changing needs.

Introduction

The City of Edina operates one of the most well-regarded parks and recreation systems in the metropolitan Twin Cities. Edina is a fully developed first ring suburb of Minneapolis with a park system that continues to be improved with targeted additions and innovative operations. The park system, comprising the City's physical park lands, recreation areas, and trails, along with numerous programs and collaborations with local youth sports associations, greatly contribute to a high quality of life.

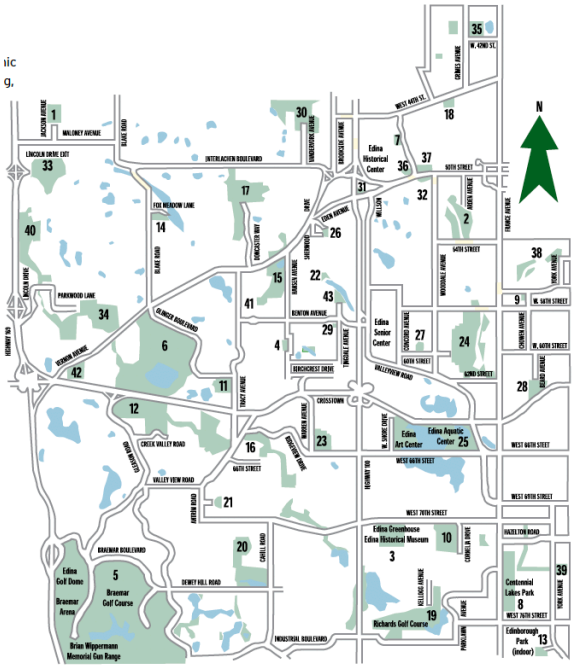
The Vision of the Edina Park and Recreation Department (EPRD) is "To strive for excellence in our parks, recreation and trails system to provide Edina a high quality of life by nurturing the health and well-being of our people, our community, our environment and our economy." In fulfillment of that vision, the EPRD's Mission Statement is "To create parks, facilities, and programs to foster a healthy and inclusive community. We accomplish this through creative leadership, collaborations, environmentally sustainable practices and the responsible use of available resources."

Inventory and Current Conditions

The National Park and Recreation Association (NRPA) periodically publishes "Park and Open Space Standards and Guidelines" for municipal park and recreation agencies to assist in comprehensive planning. The NRPA suggests that the "national standards" be used only as a benchmark guideline, because each community has its own unique profile in regards to demographics, total acreage, terrain, climate and a host of other affecting factors. Nonetheless, Edina currently exceeds the national standard guideline for acres per 1,000 residents.

The NRPA suggests a national standards guideline of 25 acres per 1,000 residents. This standard would include all local, county, and state-owned property within the community. There are currently no county, state or federal park lands in Edina. All 1,565 acres of park land and open space are owned and maintained by the City of Edina The City's 1,565 total park and open space acreage computes to 30.2 acres per 1,000 residents (based on the 2016 Census population of 51,804). Currently, the EPRD oversees 43 parks and open spaces totaling more than1,565 acres and operates nine facilities, which include:

- Edina Aquatic Center
- Edina ArtCenter
- Braemar Ice Arena and Sports Dome
- Braemar Golf Courses
- Braemar Golf Dome
- Centennial Lakes Park
- EdinboroughPark
- ArnesonAcresPark
- EdinaSenior Center


N
Edina Historical Center
Edina Senior Center
Edina Art Center
Edina Aquatic Center
Edina Greenhouse
Edina Historical Museum
Centennial Lakes Park
Edinborough Park (indoor)
Richards Golf Course
Edina Golf Dome
Braemar Arena
Braemar Golf Course
Brian Wippermann Memorial Gun Range
WEST 44TH ST.
W. 42ND ST.
INTERLACHEN BOULEVAND
BRAEMAR BOULEVARD
INDUSTRIAL BOULEVARD
CROSSTOWN
VALLEY VIEW ROAD
CREEK VALLEY ROAD
DEWEY HILL ROAD
WEST 70TH STREET
WEST 66TH STREET
WEST 69TH STREET
HAMPTON ROAD
W. 50TH STREET
W. 60TH STREET
W. 66TH STREET
W. 70TH STREET
W. 76TH STREET
BENTON AVENUE
BERCHOREST DRIVE
VALLEYVIEW ROAD
LINCOLN DRIVE EXIT
MALONEY AVENUE
PARKWOOD LANE
FOX MEADOW LANE
HOLLIS AVENUE
HOLLIS DRIVE
HOLLIS ROAD
HOLLIS STREET
HOLLIS AVENUE
HOLLIS DRIVE
HOLLIS ROAD

The 2040 Regional Parks Policy Plan adopted by the Metropolitan Council in February 2015 is the metropolitan system plan for regional recreation open space, and there are regional public parks and facilities in the Twin Cities area that serve Edina residents. For example, Three Rivers Park District owns and maintains regional parks such as the Nine Mile Creek Regional Trail, Bryant Lake Regional Park in Eden Prairie, Hyland Lake Park Reserve in Bloomington and 16 other regional parks within the Three Rivers Park District. Minneapolis Park Board's Grand Rounds trail system (including the Chain of Lakes Trail) and the Three Rivers Park District's Cedar Lake LRT Regional Trail are regional facilities that are outside the City of Edina but can be accessed by Edina residents.
These regional parks offer a variety of recreation opportunities. For example, Three Rivers Park District parks offer snowmobiling, horseback riding, boating, archery, camping, canoeing, downhill skiing, nature centers and historic farm facilities.

The 2040 Regional Parks Policy Plan does not identify regional park and recreation facilities directly in the City of Edina, with the following two exceptions:
Nine Mile Creek Regional Trail – Nine Mile Creek Regional Trail, when completed, will be a 15 mile bike trail that will span the Cities of Hopkins, Minnetonka, Edina, Richfield, and Bloomington. It will also connect to the Lake Minnetonka, Minnesota River Bluffs, and Cedar Lake LRT regional Trails and North Cedar Lake and Nokomis-Minnesota River Regional Trails, as well as the planned Minnesota River State Trail, Dakota County Big Rivers Regional Trail, Minnesota Valley National Wildlife Refuge Bloomington Visitor Center, and Fort Snelling State Park. Much of the trail was completed and opened for use in 2017. The Edina segment of the trail was completed in spring 2018. From the west, it enters the City of Edina from Hopkins over the Bren Rd/Londonderry Road Bridge. From the east, it enters the City from Richfield at the cul-de-sac of Xerxes Avenue just south behind Fire Station 2. The regional trail is a shared use facility and is available for walkers, runners, dog walkers, cyclists, inline skaters, and other non-motorized traffic.

Figure 6.2: Alternative Alignments for the Nine Mile Creek Trail

South Hennepin Regional Trail-West – This is a proposed regional trail, first identified in the 2030 Regional Parks Policy Plan (adopted in June 2005) that would follow an existing north-south railroad grade owned by Canadian Pacific Railroad in the City of Edina. It would extend between Hyland-Bush-Anderson Park Reserve (in Bloomington) on the south and the Cedar Lake LRT Regional Trail (in St. Louis Park and Minneapolis) to the north. It is proposed to connect to the Nine Mile Creek Trail in the City of Edina.

Alignment alternatives are under study by the Three Rivers Regional Park District. Two alignment alternatives that have been advanced are shown to the right. As shown, Alternative A (blue line) goes west along West 70th

Street and would use Cahill Road to travel south to 78th Street. Following 78th Street, it would then access Bush Lake Road, which crosses over I-494 en route to Hyland Park in Bloomington. Alternative B (green line) would go east along West 70th Street to access an existing trail that circulates through the business/industrial park south and east of the study area. The trail would then intersect Bush Lake Road before crossing I-494 on the existing overpass.

City Park Inventory

The following are individual park locations and acreage totals.

Mini-Parks - 12 Parks – 21.12 Acres

A Mini park is characterized by a size of approximately 2 acres or less and is designed to serve primarily the needs of pre-school age children, although it may provide facilities designed to serve the recreation needs of other age groups. Edina's Mini-Parks typically do not have scheduled athletic facilities. Mini parks are typically used to address limited or isolated recreational needs. Service Area - ¼ Square Mile.

Table 6.1: Mini Parks

Park	Address	Size	Quadrant
Birchcrest	6016 Hansen Rd.	1.61 Acres	NW
Browndale	4510 Browndale Ave.	.82 Acre	NE
Chowen	5700 Chowen Ave.	.93 Acre	NE
Grandview Square	5213 Grandview Square	.60 Acre	NW
Kojetin	4201 W. 44th Street	2.69 Acres	NE
Lake Edina	4400 Parklawn Ave.	3.10 Acres	SE
McGuire	W. 69th & McGuire Rd.	2.00 Acres	SW
Melody Lake Sherwood	5501 Melody Lake Dr. Sherwood Rd. & Edenmoor	4.18 Acres 1.53 Acres	NW NW
St. Johns	W. 60th & St.Johns Ave.	.94 Acre	NE
Tingdale	W. 59th & Tingdale Ave.	.67 Acre	NW
York Park	5448 York Ave.	2.05 Acres	NE

Neighborhood Parks - 12 Parks -112.85 Acres

Neighborhood parks are designed to serve primarily the needs of children six to fourteen years of age. Tennis courts, softball diamonds, basketball and ice skating facilities are commonly provided in neighborhood parks. Some of Edina's neighborhood parks have one or more scheduled athletic facilities, such as outdoor hockey rinks and/or fields for soccer, football, baseball and softball. Neighborhood parks typically range in size from approximately two acres to twenty acres. Service Area = 1 Square Mile.

Table 6.2: Neighborhood Parks			
Park	**Address**	**Size**	**Quadrant**
Alden	6750 Belmore Lane	5.12 Acres	NW
Arden	5230 Minnehaha Blvd.	17.75 Acres	NE
Cornelia School	7124 Cornelia Drive	10.75 Acres	SE
Countryside	6240 Tracy Ave.	9.01 Acres	NW
Fox Meadow	Blake Rd. & Fox Meadow Ln.	3.84 Acres	NW
Heights	5520 W. 66th Street	4.00 Acres	SW
Normandale	6501 Warren Ave.	10.06 Acres	SW
Strachauer	6200 Beard Ave.	4.50 Acres	NE
Utley	50th & Wooddale Ave.	5.73 Acres	NE
Wooddale	W. 50th & Wooddale Ave.	4.70 Acres	NE
Yorktown	W. 73rd & York Ave.	3.42 Acres	SE
Todd Park	4429 Vandervork Ave.	33.97 Acres	NW

Community Playfields – 8 Parks - 253.68 Acres

Community playfields typically range in size from approximately 20 to 60 acres. These parks are designed to provide facilities for diverse recreational activities for young people and adults, although a section is also typically set aside for smaller neighborhood children. All of Edina's Community Playfields have one or more scheduled athletic facilities, such as outdoor hockey rinks and fields for soccer, football, baseball and softball. Service area - 9-16 square miles.

Table 6.3: Community Playfields			
Park	**Address**	**Size**	**Quadrant**
Creek Valley	W. 64th & Gleason Road	10.00 Acres	SW
Garden	5520 Hansen Road	18.74 Acres	NW
Highlands	5200 Doncaster Way	44.05 Acres	NW
Lewis	Dewey Hill & Cahill Road	21.04 Acres	SW
Pamela	5900 Park Place	62.00 Acres	NE
Van Valkenburg	4935 Lincoln Drive	41.76 Acres	NW
Walnut Ridge	5801 Londonderry Road	44.24 Acres	NW
Weber	4115 Grimes Ave.	11.85 Acres	NE

Community Parks - 4 Parks - 549.05 Acres

The community park is usually a large park of more than 100 acres, or a smaller park containing special community facilities.

Table 6.4: Community Parks			
Park	**Address**	**Size**	**Quadrant**
Braemar	SW Corner of Edina	500.00 Acres	SW
Centennial Lakes	7495 France Avenue	25.00 Acres	SE
Kenneth Rosland	4300 West 66th Street	22.05 Acres	SE
Edinborough	7700 York Avenue South	2.00 Acres	SE

Special Purpose Parks - 7 Parks - 277.11 Acres

The special purpose park provides a single or specific form of recreation. Service Area is citywide.

Table 6.5: Special Purpose Parks			
Park	**Address**	**Size**	**Quadrant**
Arneson Acres	4711 West 70th street	15.00 Acres	SE
Bredesen	Vernon Ave. & Olinger Blvd.	206.00 Acres	NW
Richards Golf Course	7640 Parklawn Ave.	39.65 Acres	SE
Southdale Gateway	SE Corner of Edina	9.97 Acres	SE
Tupa	4918 Eden Avenue	1.00 Acre	NE
Williams	West 50th & Browndale	.34 Acre	NE
Grandview Square/ Senior Citizen Center	5280 Grandview Square	5.15 Acres	NW

Summary of Parks and Natural Resource Parks - 7 Parks – 1,565.94 Acres

Table 6.6: Park Summary	
Park Type	**Acres**
Natural Resource Areas (19 areas)	352.13
Mini-Parks (12)	21.12
Neighborhood Parks (12)	112.85
Community Playfields (8)	253.68
Community Parks (4)	549.05
Special Purpose Parks (7)	277.11
Total Parklands & Natural Resource Areas	1,565.94

Other Maintained Grass Areas

Plazas, Triangles, and circles	5.00
Storm Water and Drainage Areas	60.00
Parklands and Natural Resource Areas	1,565.94
Total Parks, Natural Resource & Other Areas	1,630.94

The following are parkland acreage totals per park classification.

Table 6.7: Total Acreage by Number of Park Facilities				
Component	**Character**	**SVC Area**	**# of Parks**	**Total Acreage**
Natural Resource Areas	Vary in size	Varies	19	352.13
Mini-Parks	Less than 2 acres	¼ sq.mi.	12	21.12
Neighborhood Parks	Serve children	1 sq.mi.	11	78.88
	ages 6-14			
Community Playfields	Serve recreational needs of young people and adults	9-16 sq.mi.	9	287.65
Community Parks	Large parks in excess 100 acres. Serve pre-school-adult active and passive recreational pursuits	4-16 sq.mi.	4	549.05
Special Purpose Parks	Provide a special form of recreation	City Wide	7	277.11
Total Parkland & Natural Resource Areas			**62**	**1,565.94**

Natural Resource Open Space Areas

The NRPA defines Natural Resource Areas as lands set aside for preservation of significant natural resources, remnant landscapes, open space, and visual aesthetics/buffering. These lands consist of:

- Individual sites exhibiting natural resources.
- Land that is unsuitable for development but offers natural resource potential. (Examples include parcels with steep slopes, and natural vegetation, drainage-ways and ravines, surface water management areas (man-made pond areas, and utility easements).
- Protected lands, such as wetlands/lowlands and shorelines along waterways, lakes, and ponds.

All natural resource open space areas were inventoried and categorized as follows. The City's quadrants were determined by the two dividing highways in Edina: TH 62 and TH 100. Table 6.8, below, presents results of the inventory.

Table 6.8: Natural Resource Open Space Areas	
Northwest Quadrant	**Acreage**
Nine Mile Creek Right of Way	148.15
Lincoln Drive Floodplain	17.16
Division Street Storm Water Drainage	18.14
Moore Property (Melody Lake)	4.96
Normandale Rd. (NW Benton & Hwy 100)	2.14
Garden Park Addition	6.70
Glenbrae & Ayrshire	4.30
Krahl Hill	7.75
Pine Grove Rd. (S and E of dead-end)	4.39
Northeast Quadrant	**Acreage**
Littel & Lynn Avenue	.46
W. 41st Street and Lynn Avenue	3.10
Minnehaha Creek Right of Way	22.88
Townes Road	1.00
Southwest Quadrant	**Acreage**
Nine Mile Creek Right of Way	9.75
Cahill School Backlot	11.05
NE of High School & S of Crosstown	37.29
Dewey Hill Ponds	48.00
Limerick Dr. (dead end W of RR)	3.90
Southeast Quadrant	**Acreage**
Bristol & Mavelle	1.01
Total Natural Resource Acres	**352.13**

Edina: A Community of Learning. Edina has a prized education system of high-quality public schools. The Parks, Open Space, and Natural Resources chapter of the Comprehensive Plan recognizes the importance of extending the benefits of education to the entire community through parks-related policies and programming and building on both obvious and not so obvious linkages between the City's parks, public schools, Public Works projects, heritage resources, arts and culture, community health, etc.

For example, the parks can be used as classrooms by the public schools to expose students (and their parents) to the importance of pollinator gardens and rain gardens. Moreover, informational kiosks can be installed in the City's parks that explain how recreational trails and paths are constructed and how stormwater is filtered in retention ponds.

Trends and Challenges

There are numbers of trends that should be considered in the park and recreation planning process. In this post-industrial age of rapid change, constant monitoring will be required to ensure awareness of trends that have a bearing on park programming, utilization, and sustainability. In the case of Edina, the City will need to continually provide sensitive and appropriate responses to changes in social, demographic, technological, economic, political and environmental trends. The magnitude of these changes will demand flexibility in planning practices to appropriately respond to rapidly changing needs.

In 2015, the EPR completed a Strategic Plan to guide decision-making, priorities, and plans over the next 10+ years. This chapter of the 2018 Comprehensive Plan is structured around five "Key Development Areas" that were identified and discussed in the 2015 Strategic Plan. With the "Key Development Area" as a foundation, content in the Comprehensive Plan has been structured as goals, policy statements, and action items applicable to policies.

Goals and Policies

The Goals and Policies section is organized around five sections: 1) Parks, Open Space, and Trails; 2) Natural Resources and Sustainable Parks; 3) Recreational Facilities; 4) Recreational Programs; and 5) Finance and Management.

Parks, Open Spaces and Trails

Goal 1: Ensure that parks, recreational facilities, and trails are a source of community pride by providing a balance of well connected, active and passive spaces that reflect high quality design principles and maintenance standards and appreciation of the arts; that allow residents to engage in healthy activities and engage in enriching experiences.

Policy 1-A: The City will devote a minimum of 15 percent of Edina's land area to parkland and open spaces.

Policy 1-B: The City will work to meet NRPA guidelines i indicating a need for 15-20 miles of additional trails in Edina.

Policy 1-C: The City, on a case by case basis, consider the sale, swap, or disposal of park property, as deemed in the best interest of the City.

Goal 2: Encourage and support active lifestyles through use of City Parks and participation in City sponsored recreational programs.

Policy 2: The City will, through the EPRD, develop promotional and educational materials about the benefits of an active lifestyle and the relationship between health and parks and recreation.

Goal 3: Develop plans based on research and analysis of current trends, input from community members, input from City departments and Commissions, state-of-the art approaches, and best practices to ensure: a) that parks, recreation, and trail needs are documented, b) plans are developed with broad participation from the community, and c) capital expenditures for future investments in parks and recreational facilities and services are justifiable.

Policy 3-A: The City will follow recommendations outlined in Vision Edina 2015 and the 2017/2018 Big Idea Workshops as one of its guides for investments in parks, recreational facilities and trails.

Policy 3-B: The City will update its Parks Master Plan every ten years (or less) to guide use, growth, improvements, developments, and capital expenditures for all Community and Special Use parks, recreational facilities, and trails.

Policy 3-C: The City of Edina has utilized Small Area Plans to provide long-range vision for land use and development in specific areas of the city. The ERPD and PARC will support the successful development and execution of these plans through a proactive engagement process in planning how parks and green spaces fit in these development plans

Natural Resources and Sustainable Parks

Goal 1: Protect, enhance, engage, and restore our urban forests, natural areas, and water resources to sustain a healthy, diverse, and balanced natural environment for all to enjoy and understand.

Policy 1-A: The City will include a section on how to best promote, improve, or maintain our natural resources in each new Master Park Plan.

Policy 1-B: The City will exhibit leadership in the area of sustainability in our park system to support the health of our parks and open spaces.

Policy 1-C: The City will develop a wild life management program to reduce wild life migration away from their primary habitat.

Recreation Facilities

Goal 1: Provide safe, clean, and reliable facilities and program spaces that provide users the highest level of value, which supports their health and wellness, while supporting financial sustainability for the City in the future.

Policy 1-A: The City, through EPRD, will maximize the use of enterprise facilities primarily, but not exclusively, for Edina residents.

Policy 1-B: The City will manage enterprise assets as fee-based revenue generating facilities that support programs and collectively cover all expenses including capital investments, land purchases, and all operating expenses.

Policy 1-C: The City will exhibit leadership in matching facility space and utilization with the future needs of our community.

Recreation Programs

Goal 1: Develop, provide, and manage recreation programs to support the community's need for health and wellness, individual skill development, and community connectivity in a safe and enjoyable environment.

Policy 1-A: The City will develop recreationprograms that emphasizeEdinaasalearning community.

Policy 1-B: The City will develop recreation programs that exhibit a balance of inclusion across generations, skills, economic conditions and seasons.

Policy 1-C: The City will develop recreation programs will include aspects of art, culture, health, sustainability and also support unstructured recreation.

Policy 1-D: The City will prioritize program development that focuses on enhancing health and activity for all ages, while providing special consideration for our youth population.

Finance andManagement

Goal 1: Provide and encourage use of parks, trails, facilities, and programs that deliver on the community's expectations for a safe and enjoyable experience while keeping the infrastructure of the system in a quality state.

Policy 1-A: The City, through EPRD, will provide a high level of park maintenance to achieve all aspects of our EPRD vision.

Policy 1-B: The City, through EPRD, will form partnerships when appropriate to provide new services or facilities to Edina residents.

Policy 1-C: The City will remain open to unique ideas and opportunities to enhance financial leverage to capitalize and operate the park system.

Policy 1-D: The City, through EPRD, will demonstrate its commitment to inclusion and diversity across a broad range of the Edina community.

Policy 1-E: When planning and making improvements, EPRD will consider impact to the brands of both the City of Edina and its park system.

Policy 1-F: EPRD will build strong connections with established neighborhood organizations to best understand and serve specific needs in those areas (nodes).

Policy 1-G: To ensure transparency, accountability and sustainability of Edina assets, ERPD staff will work with the City Manager to renew long term business plans for the park system's our Enterprise facilities every third year. The structure, content, and oversight of these plans will be at the sole direction of the City Council in coordination with the Edina City Manager.

Policy 1-H: The EPRD will use benchmarking to assess progress against our Vision.

Policy 1-I: EPRD will maintain a focus on its Comprehensive Plan by including a 2018 Comp Plan self-audit in its work plan every third year.

1995 Revised Inventory Guidance

In 1995, the National Recreation and Park Association (NRPA) and the Academy of Park and Recreation Administration (APRA) revised the suggested classifications for parks, recreation areas and open spaces. The key changes were the inclusion of park-school sites, athletic fields, private park/recreation facilities, natural resource areas/preserves and greenway classifications. This new classification system states that there are essentially two types of park and recreation land:

- Privately owned land that contributes to the public's park and recreation system.
- Publicly owned land.

Examples of privately owned land that contribute to the public's park and recreation system would include:

- Edina Country Club
- Interlachen Country Club
- Church-owned properties
- Southdale YMCA
- The meadows in White Oaks neighborhood
- Power line easements
- Other miscellaneous privately owned vacant space

These privately-owned spaces and facilities provide the public with valued park and recreation services and benefits.

CHAPTER 7
WATER RESOURCES

COMPREHENSIVE PLAN
CITY OF EDINA

2018

7. Water Resources

Highlights

- The City of Edina maintains sanitary, stormwater, and water utilities to provide essential services to residents and workers in the city.
- Improvements to the utilites are done according to established standards to meet expectation for high quality service.
- Concepts of one water, sustainability, and conservation guide the City in ongoing improvments to the systems.
- While the utility system is largely established citywide, it needs ongoing maintenance and renewal to continue to function.
- With regular maintenance and planned improvements, the water resource utilities will have adequate capacity to accommodate growth within the city through 2040, consistnent with other sections of the comprehensive plan.

Water Resource Utilities

The City of Edina provides services through three municipal utilities:

Sanitary Utility removes wastewater from residences, businesses, and institutions for treatment.

Stormwater Utility maintains resources and facilities for the citywide management of stormwater.

Water Utility treats and supplies drinking water to residents, businesses, and institutions.

Introduction

Since its founding, the City of Edina has been in the business of creating, owning, operating, and maintaining infrastructure systems. These systems of public works ensure the health, safety, and welfare of the community and are central to modern life. The water resources chapter of the comprehensive plan describes the provision of core municipal services of clean water, sanitation, and drainage and flood protection provided by the Water Utility, Sanitary Utility, and Stormwater Utility.

Stewards of public works face key business trends of aging infrastructure and preparing for growth. As infrastructure systems age, the owner's commitment to reinvest, reimagine, and renew is tested. Edina's position as a first ring suburb means being on the leading edge of this trend. Rapid historic development led to city infrastructure grouped into a tight age cohort, and repair is coming due. At the same time, redevelopment and infill of aging buildings and localized growth in water service demand in multiuse business nodes is planned and requires new or upsized pipes and service connections.

Moving forward, there will be continued need to ensure that public and private investment are well coordinated whenever possible. To meet local and regional goals, the city's growth should be adequately supported by water, sewer, stormwater, transportation, and other infrastructure. At the same time, by building the city's tax base, new growth will help to pay for ongoing maintenance and rehabilitation costs for these systems – and assist in maintaining the city's high quality of life.

Central to Modern Life

Before noon every day, you have likely engaged in many activities that rely on city infrastructure. Running the water to brush your teeth, taking a shower, preparing food and washing dishes, flushing the toilet, walking to school, or driving a car; each of these activities utilizes public works. The roads, water,

sanitary and stormwater infrastructure help provide mission-critical transportation and mobility, public health, sanitation and public safety services in the City of Edina.

- Our mission is to provide effective and valued public services, maintain a sound public infrastructure, offer premier public facilities and guide the development and redevelopment of lands, all in a manner that sustains and improves the uncommonly high quality of life enjoyed by our residents and businesses.

Viewed from a historical perspective, public works are a hidden wonder, enabling local and regional travel, and the movement of goods in times and amounts unimaginable in the past. Similarly, the availability and abundance of clean water and near elimination of diseases related to poor sanitation and foul water have saved countless time, expense, and lives.

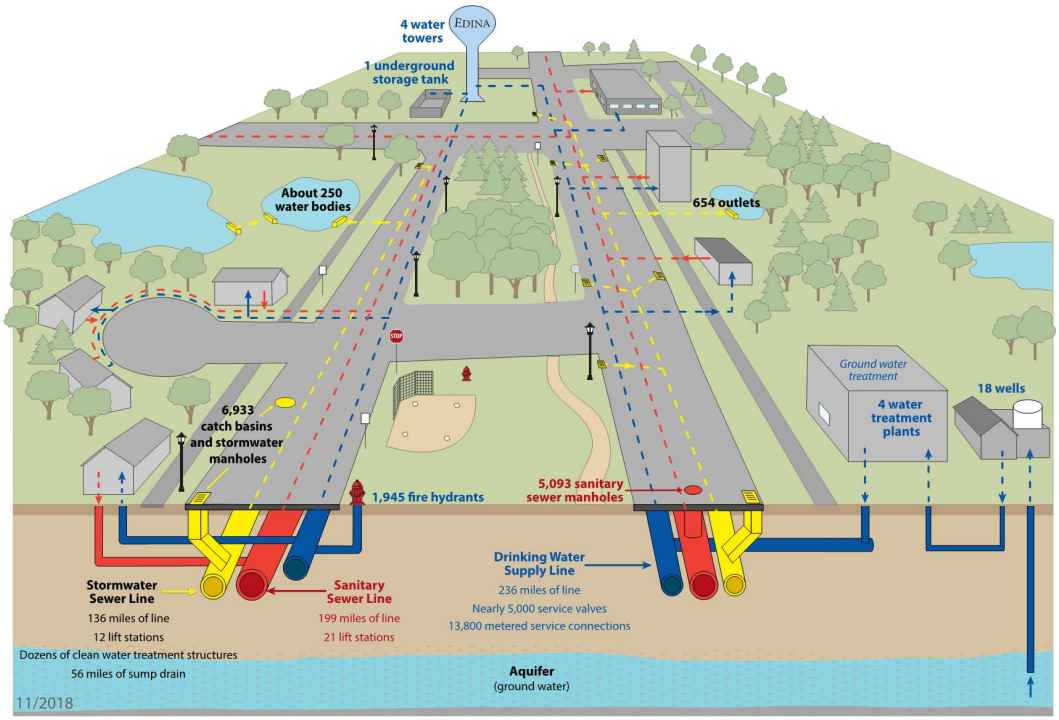
Making the Invisible, Visible

Public works operate over generations, continuously providing reliable service to residents and businesses. Given their high reliability, physical infrastructure can fade into the background of life, or be completely out of sight and out of mind. The mission to "maintain a sound public infrastructure" must be generational as well, as the life of public works can span hundreds of years.

Every home and business in Edina is served by all or a majority of the city infrastructure. Roads, sidewalks and trails are the most visible of the infrastructure. While a resident or traveler can see and feel the bumps in the road, even roads have a hidden depth. Underlain by aggregate base material, structural soils, and drainage networks, the road is made of a system of intentionally designed parts. Bridges are another visible, but mostly forgotten infrastructure. While the decorative outer finishes occupy the imagination, concrete, beams, reinforcing bars, structural soils, and piles carry the load. Utility infrastructure is even more hidden; seen only by the occasional fire hydrant, manhole, catch basin, or valve casting, the entire body of the urban landscape pulses with a pumped network of clean water, oozes with gravity drained sewers, and stands ready with empty storm sewers waiting for the next rain.

Consistent with Edina's value of education and lifelong learning, there may be opportunities to further reveal the hidden workings of the City's utility systems to the public through education and outreach. This may serve both to inform the public and increase support for investment in these critical systems.

UTILITY INFRASTRUCTURE



Edina: A Community of Learning. Edina has a prized education system of high-quality public schools. The Water Resources chapter of the Comprehensive Plan recognizes the importance of extending the benefits of education to the entire community, recognizing that public utilities can provide opportunities to educate the community particularly about the unseen aspects of the infrastructure.

Collaborating with Edina public schools and other municipal departments, Public Works could:

- Develop informational signage to include at public utility sites, providing statistics on the type, capacity, and usage of underground infrastructure
- Create and distribute information about the city's public utilities, such as the illustration provided above

Asset Management and Safety

While hidden from the untrained eye, public works are operated by trained professionals whose duty is the safety and well-being of the customer. Day to day activities the public may perceive include paving, concrete repairs, street sweeping, pothole filling, catch basin or manhole repair, vacuum truck sewer cleaning, camera truck inspection, light or electrical repair, and hydrant inspection and flushing. Visible or not, these ongoing maintenance interventions, applied by Public Works professionals allow the City of Edina to operate and maintain infrastructure systems with a very high reliability, meaning that over the course of a year, average per capita unplanned outages are minimal, estimated in seconds of time. Failures, when they happen often relate to flooding, clogs, and cycles of freeze and thaw. When service is interrupted, the effect on user quality of life is immediate, and so is the emergency response.

Defining Asset Management

Asset Management is defined in ISO55000 as "the coordinated activity of an organization to realize value from assets" and an asset as "any item, thing or entity that has potential or actual value to an organization."

Asset management is further described by best practice frameworks from organizations such as IAM, IPWEA, APWA, and AWWA.

In addition to emergency repair and normal maintenance and operations, staff assesses the condition of infrastructure systems. Collecting, understanding, and reacting to the changing condition of infrastructure is becoming more important, because as a system ages, its condition slowly decays. Managing aging infrastructure assets is a growing challenge that Edina has been addressing as it reimagines and renews its public works.

The safety and security of Edina's utility systems are of utmost importance to the City, and systems are monitored and maintained to ensure that risks are anticipated and addressed. Digitalization of the water utilities has opened up some cybersecurity risks, alongside the substantial benefits it provides. Edina will take necessary measures to ensure that cybersecurity risks are adequately addressed, consistent with state and national standards.

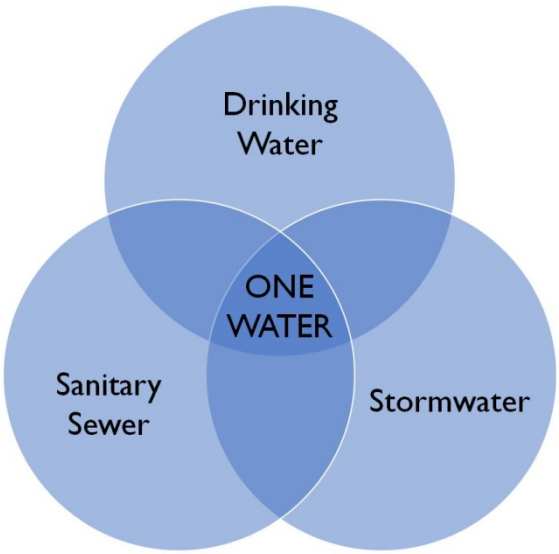
Reimagine and Renew

The link between physical infrastructure and the core services of transportation and mobility, public health, sanitation, and public safety often comes into the most focus when a project is defined, and decision makers, users and technical professionals engage in conversations and draw up plans that reimagine, renew and improve upon the systems that support the services we all enjoy.

Integrating the maintenance of the old with vision for the new, Edina practices an integrated project scope decision-making process that partners with customers and other stakeholders. These conversations are guided in this comprehensive plan with an eye toward the future, building the community's vision:

- Edina holds a well-earned reputation as a city of choice. It is the model of a successful, mature, and progressive urban community that strives to lead in a modern and evolving world. We maintain our heritage and attractiveness, and afford our residents the highest quality of life, while actively embracing our future.

Whether considering a small area with planned growth, or customer expectation for reliability, it is clear the expectations for infrastructure-derived service continue to grow. Reacting to this change in expectations, project teams engage project and policy stakeholders to provide specific input, resulting in finished works that more closely match the vision. Examples of project-specific input include stakeholder engagement around reconstruction of municipal state-aid roadways or neighborhood streets. Examples of policy input include testing ideas about bike and pedestrian facilities, sustainable infrastructure, climate change and adaptation, and living streets at the energy or transportation advisory boards.



One Water

The Water Research Foundation states "One Water is an integrated planning and implementation approach to managing finite water resources for long-term resilience and reliability, meeting both community and ecosystem needs."

The One Water approach recognizes the benefits of removing barriers traditionally separating how water, wastewater, stormwater, and water reuse are managed. This approach increases system efficiencies and supports environmental sustainability.

Trends and Challenges

Climate Change and Resilience – While climate change is a global challenge, there are local implications regarding impacts and policy. The key changes in weather patterns that the Minnesota Department of Natural Resources (MN DNR) Climatologist is predicting include warmer winters with more freezes and thaws, more extreme precipitation, strong storms and winds, and high summer humidity. This will affect the health and safety of people and property in Edina, and impact the City's approach to managing water resources and infrastructure.

Equity – Increased diversity in Edina's population has highlighted the need to ensure that equity is taken into account when providing all City services. This includes ensuring that all residents have accessible and equitable access to services and facilities. Edina's Race and Equity Initiative is developing a series of initiatives related to this goal, to be implemented across multiple City departments.

Community Health – A commitment to the provision of safe, clean drinking water and proper sanitation are foundational elements of a public health, dating back generations to early public health reforms. Today a "health in all policies" approach goes beyond that, providing a comprehensive look at how all public systems impact human health and community livability. In the case of water resources, this may include looking at how stormwater management facilities can provide additional health benefits beyond the basic system function.

Conservation and Sustainability – Water conservation has been a long-standing component of an environmentally sustainable strategy for the community. The newer focus on One Water (defined in the box above) provides additional tools for more efficiently and sustainably managing water resources. While water conservation remains a goal, reduced water use may eventually trigger the need to alternatives sources of revenue for the Water Utility, which bill customers based on usage.

Circular Economy – The concept of a circular economy is an alternative to a traditional linear economy, where resources are used once and discarded. The difference is that it seeks to keep resources in use for as long as possible, extracting the maximum value while in use and recovering materials at the end of service life. Related to this are the concepts of open-loop and closed-loop systems: the former results in resources eventually being discarded, while the latter results in them being reused indefinitely.

Conclusion

Public works directly affect the quality of life, health, and safety of the public. They are central to modern life, but are sometimes hidden from view. The water resources chapter of the Comprehensive Plan goes into detail about the purpose, current and future condition, and demand, goals, policies, and implementation framework for each water-related utility and invites the public to take part in the renewal and reimagination of public works.

Sanitary Sewer

Introduction

This section of the water resources chapter focuses on the Sanitary Utility. The **introduction** discusses the purpose of the utility, describes technical service levels and related customer service expectations. A high-level overview describes the people, equipment, and infrastructure used to provide the service, and the asset management statement puts programs and infrastructure into a generational context of lifecycle service delivery. The **current and future conditions section** provides an overview of existing conditions, demand, and more detail on the parts that make up the public utility and how it relates private systems, organizations, and partners and the overall water industry. The **goals and policies section** describes the governance structure, policies, and relationships and sets goals to guide the utility in the next 10 years. The **implementation** section describes the framework for implementation using principles of lifecycle management of assets and management of capacity and risk. The **reference section** links to plans and studies that provide the body of understanding at the foundation of the utility and useful tools from the water industry.

Purpose of Plan:

The purpose of this section is to guide the Sanitary Utility by defining the service, detailing goals and policies, and framing the resources and methods of implementation used to provide for the citywide removal of wastewater. The plan:

- Defines service levels and relation to citywide policy goals such conservation, resilience, procurement, and others.
- Provides a framework for the procurement and maintenance of services while managing risk, and supporting growth.
- Summarizes demand and demand growth with ongoing development and potential redevelopment within the city and describes how land use impacts the sanitary sewer infrastructure in the city.
- Describes how the provision of service is provided and how it relates and coordinates with regional services such as the trunk sewer system operated by Metropolitan Council Environmental Services (MCES).
- The scope of this plan is the local collection system. The regional collection and treatment system is owned by the MCES and funded by fees based on percent of system flow. Because of the interrelation of local and regional systems, the Comprehensive Plan is a tool to make sure local and regional systems are aligned. This plan has been prepared in accordance with the current requirements of the Metropolitan Land Planning Act and the content of the sewer element included in the Local Planning Handbook including data and descriptions specifically required in the City's system statement.

Service Levels

The core service of the Sanitary Utility is the removal of domestic, commercial, and industrial wastewaters to promote sanitary conditions and public health. The service is provided citywide with minimal risk of interruption.

Customer Service

In the 2017 Quality of Life Survey, Edina residents rated sewer service as 31% Excellent, 57% Good, 11% Fair, and 14% Poor. The percent positive ranked as 37th among 298 comparable communities by survey firm Decision Resources. While this is a satisfactory rating, there may be opportunities to increase the overall rating through improved customer service or facility upgrades.

Key customer interactions include billing, hook up and shut off, clogs and failures, flooding or other backflow events, utility improvement projects, neighborhood street reconstruction projects, and education and engagement events.

The utility serves residential and businesses customers based on metered domestic flow with rates described and updated annually in City Code 2-724, with specialized strength requirements on some industrial users billed by MCES. The service is reliable with service interruption or risk of backflow typically experienced only sporadically based on clogs, damaged lines, construction activity, or significant flooding events. Staff manages the utility to reduce risk.

The provision of this service uses natural resources such as materials, energy, and water. Conservation is promoted in combination with the drinking Water Utility and through the repair of leaks and points of inflow, and sustainability is promoted through compliance with citywide procurement policy and the inclining block rate fee structure.

Technical Service Requirements

The sanitary sewer system is managed to provide reliable removal of sanitary wastewater with minimal risk to residents and businesses. The sanitary sewer treatment practice is highly regulated on the treatment side, and governed by standards of practice and plumbing code on the collection side. Several technical studies have reviewed demand and capacity for specific areas of development and summarized capacity utilization and capacity needs based on planned growth. Utilization and needs are discussed in more detail in demand section below.

The collection system is managed to improve resilience and reduce or prevent waste and risk caused by leaks, backflow, inflow, and infiltration.

Means of Provision of Service

Sanitary sewer service is provided primarily using a local system of conveyance pipes, lift stations, and control infrastructure managed by the City of Edina Engineering and Public Works departments and a regional conveyance and treatment system managed by public partners at MCES. The system of infrastructure is described in greater detail in the public utility section below. Programmatic activities undertaken by supporting staff are described in the implementation section below.

Local Sanitary Sewer System

The local system is owned and operated by the City of Edina and consists of trunk and lateral sewer lines that collect and carry sewage from private service lines to the City's sanitary network, and eventually to MCES interceptors. Private service lines are owned by households, business, and industry. Generally, the City's sanitary sewer system flows in an east to southeasterly direction out of the city via three metered connections to MCES interceptors. Additional flow leaves the city via six other unmetered minor trunk lines and five small laterals. These pipes flow to surrounding cities and eventually to other MCES interceptors. There are no MCES interceptors flowing through the city. Edina's sewer system is fully developed. The infrastructure that makes up the local sanitary system is described in more detail in public system section below.

Regional Sewers

Regional sewers are owned and operated by MCES. These local and regional systems must interact smoothly to ensure safe and reliable service now and throughout the planning period.

Asset Management Statement

Sanitary sewer utility infrastructure assets and relating programs are managed to anticipate and react to the impact of growth, identify and manage risk, assess condition and take a lifecycle approach to the

operation, maintenance and replacement of system components, and monitor system performance. These management activities are conducted to provide a valuable public service by continually improving our operation and infrastructure to meet the level of service expected by the public and defined by technical service requirements, while minimizing cost and risk.

Current and Future Conditions

This section of the plan will describe system conditions, system demand, support systems and resources, and relations to private customers and public partners.

Public Utility

The public sanitary sewer system collects wastewater citywide from private service pipes and conveys them to MCES sewer interceptors using a system of pipes and pumps with regular manhole access locations.

Assets

The local sanitary sewer system is owned and operated by the City of Edina. Regional sewers are owned and operated by the Metropolitan Council Environmental Services (MCES). The local system is made up of 194.2 miles of gravity main, 5014 manholes, 4.5 miles of pressure main, and 23 lift stations. The majority of the sewage flows easterly and leaves the city along its eastern border via interceptors that are shown on **Figure 7.1**. A small amount of sewage flows to the north into St. Louis Park through four smaller pipes that carry no more than one block each. Finally, there is a small section of commercial and industrial land along the southern border of the city that flows south into Bloomington via interceptor 3-BN-499.

The majority of the system was constructed in the 1940's and 50's, with some development occurring in the west half of the city during the 1960's and 70's. In the 1990's, one of the last large tracts of land was developed creating the Centennial Lakes neighborhood. The Edina sanitary sewer system currently serves almost all properties within the city. The only exceptions to this are areas served by nearby communities and several remaining locations that are served by Individual Sewage Treatment Systems and regulated by Hennepin County.

The City's sewer system has been divided into five main sewer districts which are shown on **Figure 7.2**. Four of the districts are associated with MCES interceptors based on the meter and interceptor to which they flow. The fifth is a catch-all group in the northern part of the city that includes all of the small areas that do not flow to one of the other four interceptors. The system is further divided into sub-districts based on lift station service. Each area that is tributary to a given lift station has been color-coded. Lift station sub-districts are depicted on **Figure 7.3** by a system of colors.

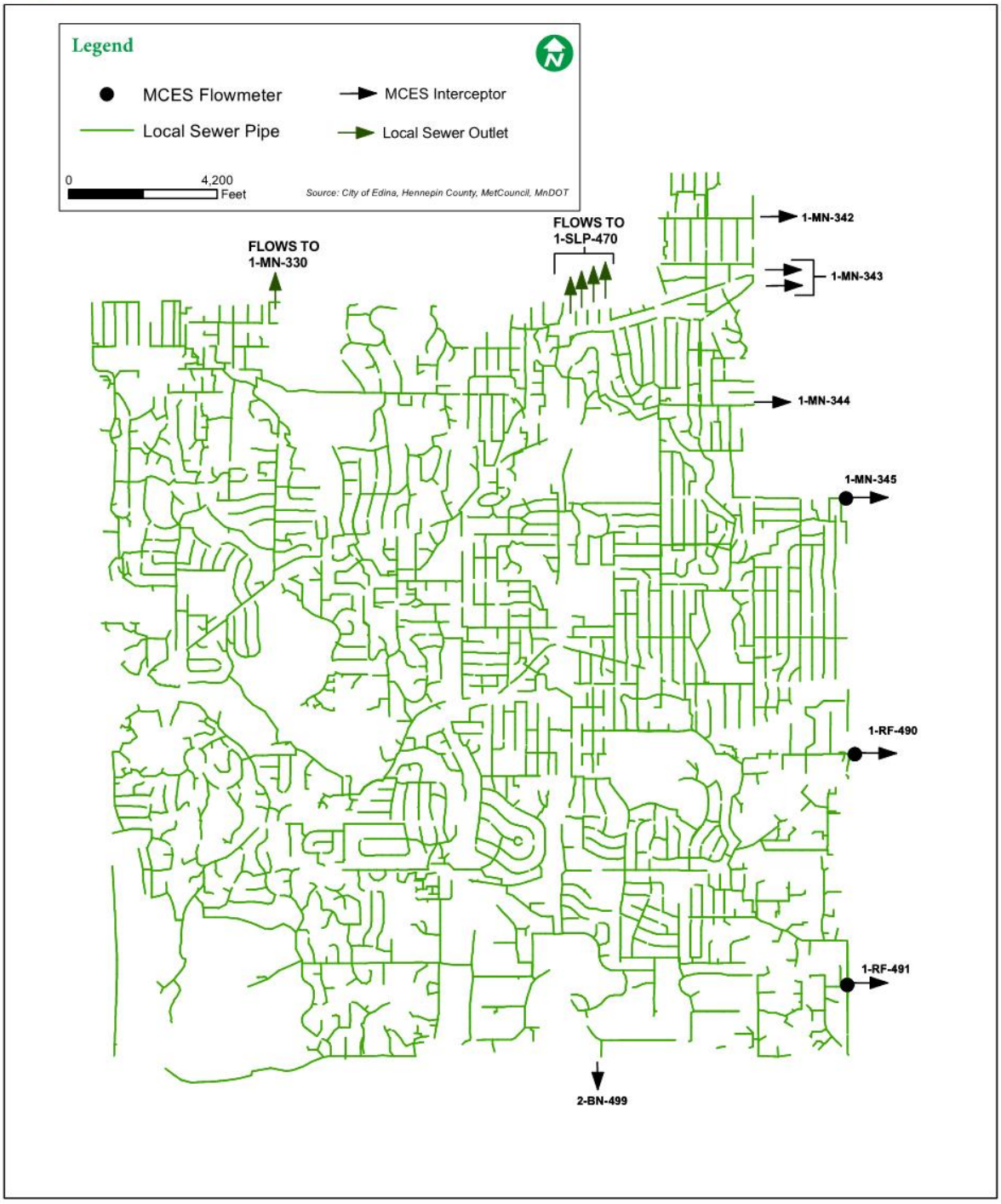


Figure 7.1: Sanitary Sewer Map

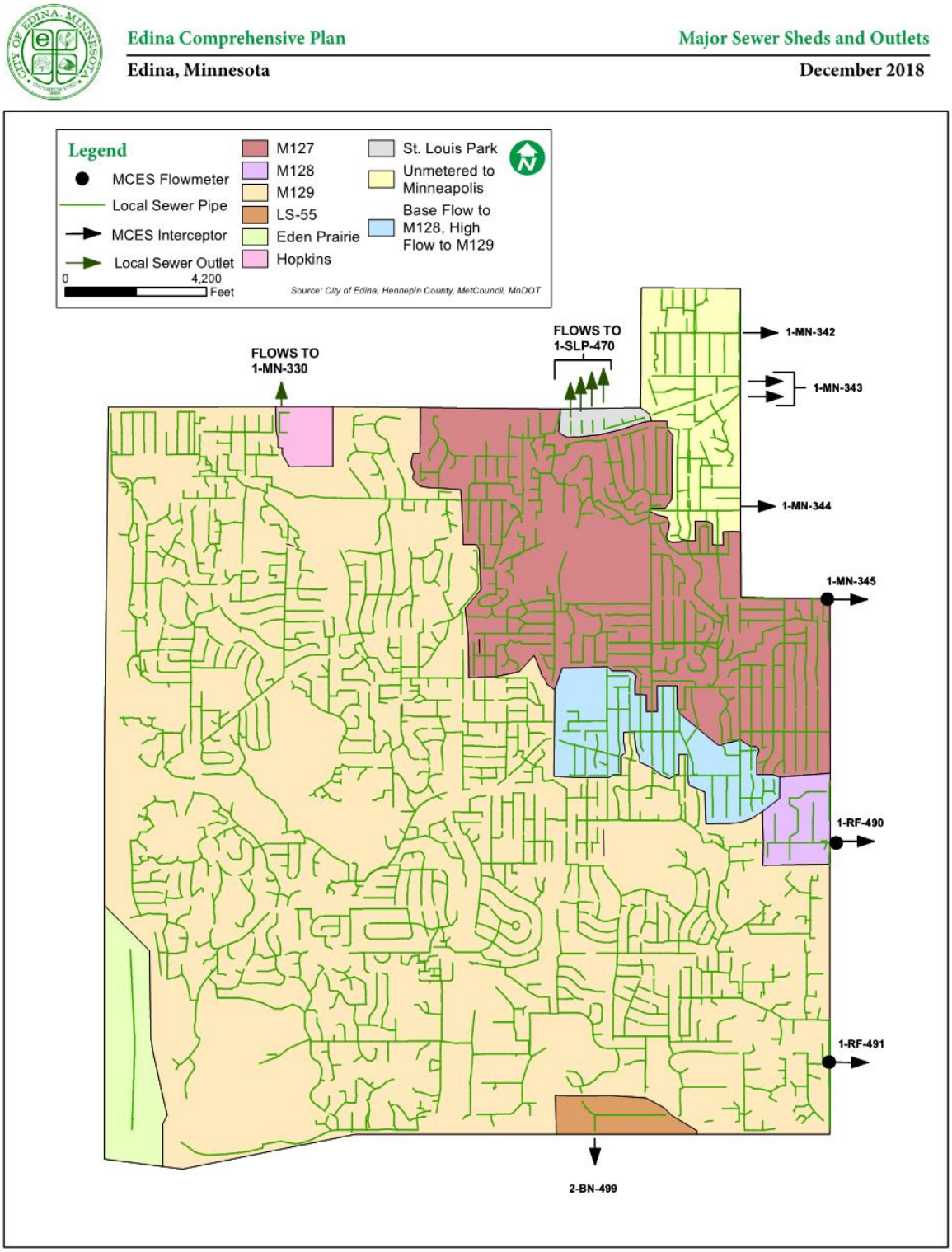


Figure 7.2: Major Sewer Shed and Outlets

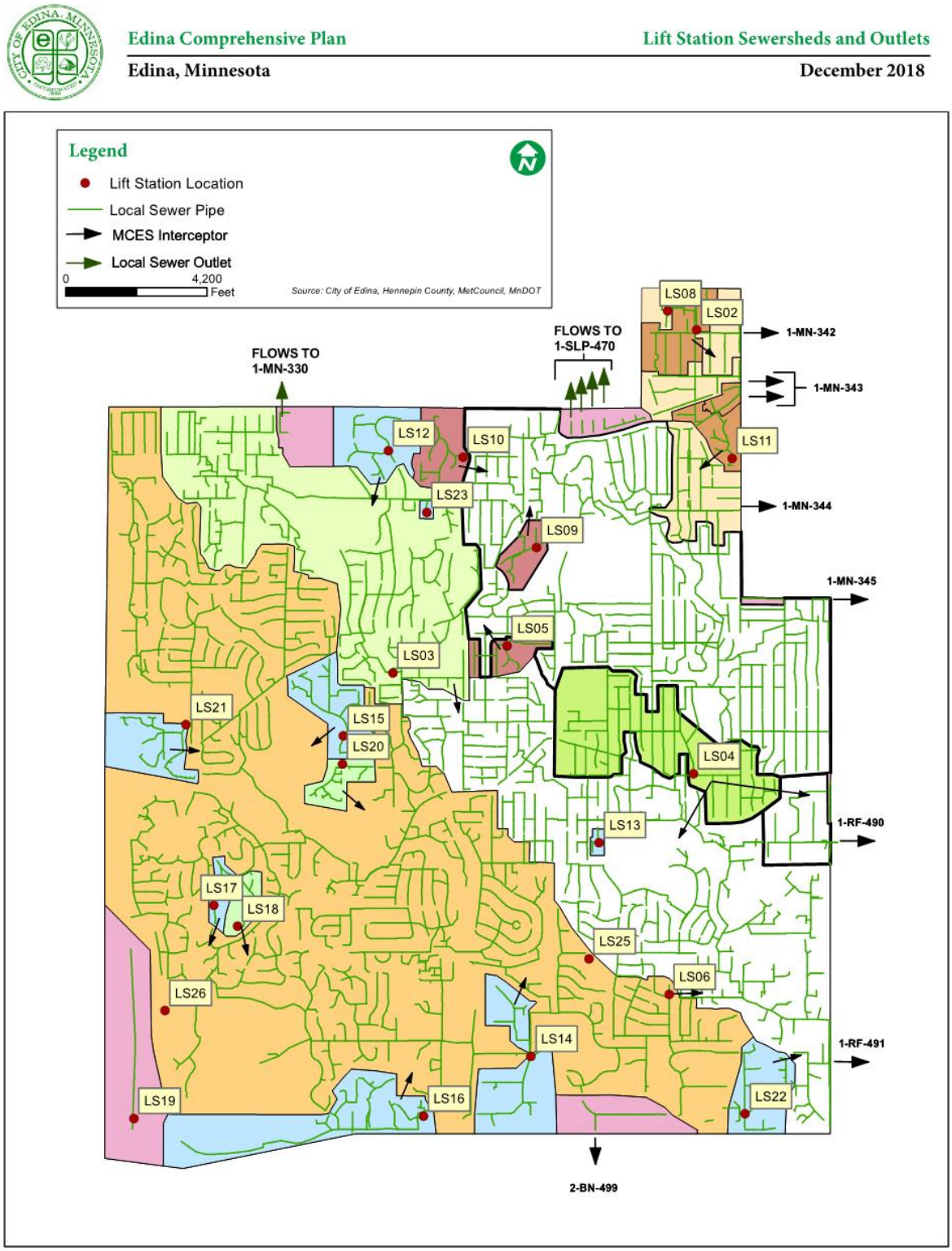


Figure 7.3: Lift Station Sewersheds and Outlets

Organization and Partners:
Internal departments tasked with management of the Sanitary Utility are the Engineering and Public Works Departments. These two functional departments employ engineers, operators, technicians, and administrative staff to run the utility. These functional departments are supported by the Finance Department, Utility Billing division, Administration and Human Resource Departments. Utility connections and acquisition of developer-installed new infrastructure are supported by the Planning and Building divisions of the Community Development and Fire Departments.

Key external partners in the provision of sewer services include the electric power utility, MCES, engineering professional service providers, utility general contractors, state regulators, and nongovernmental water industry associations.

MCES provides regional conveyance and treatment for all city wastewater, and their pass-though costs make up a majority of a customer's sanitary sewer bill. All effluents exiting the City are carried through MCES interceptors to the Metro Wastewater Treatment Plant, except those from south-central Edina that flow via an MCES interceptor through the City of Bloomington to the Seneca Wastewater Treatment Plant. The MCES interceptors that carry Edina wastewater are identified as Interceptor Nos. 1MN-343, 1-MN-344, 1MN-345, 1RF-490, 1RF-491, and are depicted on **Figure 7.1**, Sanitary Sewer Map.

The MCES monitors flow rates at the border of the city in three of the main interceptors in special meter stations that it uses to determine the City's wastewater fees. The majority of Edina's sewage flows through metered connections to these interceptors. The metered interceptors include 1-RF-491, which is served by MCES meter M129; 1-RF-490, which is served by meter M128; and 1-MN-345, which is served by meter M127. The remainder of the city's sewage flows through interceptors 1-MN-344, 1-MN-343, and 1-MN-342.

Tools, Equipment, Facilities
The Engineering and Public Works Departments rely on tools, equipment, and facilities procured and maintained by the Facilities and Fleet support divisions of Public Works and the Communications and Technical Services Department. System models are maintained by partner engineering professional service providers.

Demand

Wastewater is created through a variety of water uses, from flushing, cleaning, cooking, washing, the creation of industrial products, and other business practices. Sewer demand is related to water use and constituents of the wastewater. Demand varies with the intensity and type of land use and how the water is used. For the local conveyance system, volume and rate flow are primary concerns, and for the regional conveyance and treatment system both volume and strength, or difficulty to treat to clean water standards are notable concerns.

Existing Demand
Annual historic sanitary flows decreased by __% between 1980 and 2015, as can be seen in **Table 7.1**. The decrease is a result of a number of factors, including the City's efforts to reduce inflow and infiltration and increased

Inflow and Infiltration

Inflow and infiltration (I&I) is clean water that enters the sewer system through cracks, leaks, or other openings. Most inflow comes from stormwater and most infiltration comes from groundwater.

I&I may cause of sanitary sewer overflows and backups, and contribute to increased wastewater treatment costs and rates.

The City of Edina is required by the Metropolitan Council to develop and implement a strategy to reduce I&I in its sanitary sewer system.

water conservation efforts as low-flow plumbing fixtures become more prevalent.

Table 7.1: Historic Sanitary System Flows

Year	Population	Flow (million gallons/year)
1979-80	46,073	2,664
1990	46,984	2,727
1994	46,841	2,508
1995	46,845	2,559
1996	47,029	2,208
1997	47,128	2,336
1998	47,227	2,150
1999	47,326	2,187
2000	47,425	2,046
2001	47,583	2,162
2002	47,740	2,238
2003	47,898	2,157
2004	48,055	2,129
2005	48,213	2,138
2006	48,370	2,133

Table 7.2 represents the sanitary flow metered by MCES for the majority of the City as metered by MCES meters M127, M128 and M129.

Table 7.2: Metropolitan Sewer Interceptors, Capacities and Flows

Interceptor Meter	Capacity (million gallons/day)	Flows (million gallons/day)

Future Demand

Future demand growth focuses around areas of potential growth. Current system evaluations conducted by Barr Engineering include: Southeast Edina Sanitary Sewer Preliminary Engineering (April 2017), Grandview Analysis (January 2018), and the Edina South Sanitary Sewer Capacity Evaluation (August 2018). Evaluation was conducted as part of an AUAR process for Pentagon Park by WSB and Associates (2008, updates in 2013, 2018). Links to each document are available in the appendix to this chapter.

Private System

Every home and business service connection to the Sanitary Utility is owned by a private property owner. While widely dispersed, the system of service connections and the internal private plumbing of customers affects the outcomes of the Sanitary Utility. Private system connection and good working order are regulated, permitted, and enforced directly through the Building Department and state and local partners.

State and Local Partners

Regulation of connections, operator certification and training, planning for growth, plumbing code and plumbing licensing, and environmental standards and regulation all affect the outcomes of the Sanitary Utility and involve the Minnesota Department of Health, Minnesota Pollution Control Agency, Department of Labor and Industry, MCES, and others. The City of Edina takes an active role in policy and regulation advocacy directly and through partner professional associations.

Service Line Warranty Program

Edina's Service Line Warranty Program offers water, sewer, and in-home plumbing insurance to utility customers. It is currently provided through a private insutance company. The City Council endorsed this program on November 1, 2016. It is recommended as an option to help residents whose water and sewer lines aren't covered by their homeowners insurance. The program is entirely optional, but may help people avoid expensive repair costs in the event of a break or failure.

Goals and Policies

This chapter describes how the Sanitary Utility supports the mission and vision of the City of Edina, the governance of the utility, key local policy and regulation, and ten-year strategic goals.

Service Level Statement

The Sanitary Sewer Utility will provide safe, reliable, and efficient removal of wastewater for residents and customers in the City of Edina, while eliminating risk of inflow, infiltration, and backflow to protect the health, safety, and welfare of our citizens now and into the future.

Role and Responsibility of Council and Management

The City Council is the policy body for the utility and is responsible to set the strategic and policy direction of the utility. The City Council is responsible and accountable to the customers of the utility and appoints and evaluates the chief executive. The City Council sets the budget and capital improvement direction of the utility, defines policy and code that define service and risk, levies fees, issues bonds, accepts or disposes of real estate, approves contracts with service providers, and hears appeals on enforcement matters.

The City Manager is the chief executive of the three water utilities. The chief executive is ultimately responsible for the function of the utility and delegates areas of responsibility to various City Departments. Divisions of responsibility are shared and split among City Departments.

Utility management for the Sanitary Utility is jointly practiced with the Water and Stormwater Utilities with close coordination of local transportation system management.

Policy and Regulation

A variety of policies and ordinances apply to the sanitary utility.

Policies:

The following policies support the function of the utility.

- Monitor sewage flow at principal metering points to insure capacity of the system.
- Monitor function and condition of the local system through both televising lines and electronic utility data collection.
- Eliminate points of inflow and infiltration to the system on public property, and require elimination of inflow and infiltration on private property.
- Maintain operating efficiency and minimize sewage blockages through routing maintenance.
- Reduce potential for inflow and infiltration in private systems during plan and permit review.
- Review all sanitary sewer mains and services prior to reconstructing any roadway.
- Enforce standards and inspections for private sewer line connections to the public sanitary sewer system.
- Repair pipes immediately upon detection of a failure or critical defect.
- Continue to eliminate private on-site sewage systems (only several remaining).
- Identify all future sanitary sewer facility improvements in the Capital Improvement Plan.
- Maintain and enforce the following ordinances and new ones adopted that deal with the sanitary system.
- To the extent possible Engineers should differentiate between renewal/replacement and new/upgrade in project reports.

Ordinances:
The following ordinances govern public and private utility service, connections and related infrastructure, land use, and other topics related to the utility.

- Chapter 10: Building and Building Regulation
  - Article 9: Regulating plumbing and installation of water conditioning equipment
  - Article 10 Requiring connection to sanitary and water systems and regulating discharge into the sanitary sewer system
- Chapter 24: Public right of way and easement
- Chapter 28: Utilities
- Chapter 36: Zoning
  - Article 3 Site Plan Review
  - Article 12, Supplementary District Regulations

10 Year Stategic Goals

The following goals areas represent areas of strategic importance to the utility.

- Goal Area 1: Aging infrastructure and management of assets over generations
- Goal Area 2: Conservation and sustainability, one water
- Goal Area 3: Preparing for areas of growth
- Goal Area 4: Risk, health, equity, and engagement

Implementation

This section addresses specific projects and day-to-day tasks that City staff undertake to implement the business of the utility and serve the customer. Some tasks have been ongoing for many years and simply represent the high quality of service that the City has always provided to its population, while others are new initiatives that are the City's response to recent development.

Lifecycle Asset Management

Sanitary sewer service is provided primarily with infrastructure. The following section describes the coordinated activities that the City of Edina undertakes to provide value to the customer. These coordinated activities seek to balance service, cost and risk over the generational lifecycle of infrastructure.

Operations

Operations are actions that sustain, modify, alter, or regain system function and provide service or manage risk. System operation is conducted primarily by the trained and certified utility operators from the Public Works Department.

Typical operations consist of a variety of activities such as flow monitoring, pumping, routine inspection, routine care of high touch system components, CCTV inspection of pipes, root cutting, jetting and vactoring of debris, backup failure analysis, and other activities.

Much of the system operation is automated by a system of computerized controls, sensors, level monitors, flow monitors, and other devices.

Emergency operations: The three highest risk Lift Stations (in terms of potential back up flooding) are equipped with onsite generators that automatically engage upon Xcel failure. All other Lift Stations are equipped with quick connect plugins for portable generators that can be rotated between sites as

necessary. Two combination Jet/Vac trucks can also be utilized to empty wet wells and reestablish detention time if needed. Two large capacity portable pumps could also be utilized for bypass pumping as well.

The following programs support operation and maintenance decisions:

- Jet-cleaning program for all lateral collection piping. Each pipe is cleaned on a four-to-five year revolving schedule. The main trunk sewers are not included in the cleaning program since they receive regular scouring velocities from normally occurring peak flows and the flushing from cleaning in the laterals.
- Televising trunk lines and laterals for operation and condition assessment. Each pipe is televised on a 12-year revolving schedule to help determine areas in need of cleaning and improvements.

Maintenance

Maintenance is any action that repairs or retains the physical infrastructure assets to meet projected service levels. System maintenance is conducted primarily by the trained and certified utility operators from the Public Works Department.

Typical maintenance consists of replacement of worn manhole lids, grouting of manhole rings, spot repair of leaks, spot repair of pipes, refurbishment or replacement of pumps, refurbishment or replacement of electrical control components, replacement of other worn or damaged system components, and other minor maintenance.

Renewal and Replacement

Renewal and replacement are major repair or replacement of assets at or near the end of their service life. This activity is conducted by the engineers, technicians, and inspectors in the Engineering Department or by consulting engineers, and typically occurs in parallel with the City's neighborhood street reconstruction program and municipal state aid reconstruction program, or are completed as standalone utility projects.

Replacement and renewal projects are bundled by age cohort of road and utility infrastructure. System components are inspected and conditions assessed to inform project replacement and repair interventions. Engineers produce project reports and recommend project scope to the City Council. Projects are bundled and bid for reconstruction and contracts are considered by the City Council.

Bundling of projects is favorable to goals of efficiency and customer service by generating efficiency of scale and timing needed renewal around the disruptions caused by a single project.

Renewal and replacement decisions assume the infrastructure service remains the same or is replaced with current industry standard materials and components. Typically, projects mix scope between renewal and replacement, and new and upgraded service.

"Flushable" Wipes

While biodegradable, disposable wipes do not break down the same way as toilet paper does. As as result, they tend to clog residential and municipal sewer pipes. This can overburden the system, and cause increased repair and maintenance costs. This in turn can increase utility rates, as well as potential repair costs for homeowners.

Even though these wipes are marketed as flushable, it is recommended that residents do not flush them down the toilet.

New and Upgraded Assets

New and upgraded assets are either entirely new areas or levels of service, or major improvements to the marginal level of service provided by infrastructure. This activity is generally conducted by engineers, technicians, and inspectors in the Engineering Department, or by engineers employed by private developers as part of land use, community development, or economic development projects.

Other Programs

Programs and activities managed by partner organizations and various city departments affect outcomes of the utility. The following is a noncomprehensive summary of related programs and activities.

Demand Management / Source Control

- The conservation rate tiers in City ordinance are key conservation and demand management practices for the utility.
- State and national plumbing code are key conservation and demand management tools that are reducing per capita flow.
- The MPCA dental amalgam separator program is a key source control for mercury.
- The City effort to reduce infiltration and inflow is a demand control, and is described in greater detail in the risk management section below.

Assurance, Condition Assessment, System Monitoring, Modeling

Many business practices and their associated systems that are otherwise classified as operations also provide assurance of system function:

- SCADA controls and monitoring
- Periodic inspection and operation
- System planning and design

The sanitary sewer system is modeled on an occasional basis and that model is occasionally recalibrated with flow monitoring data. The model is used to review flow trends and test scenarios of system changes due to growth and other notable modifications to system function.

Risk Management, Resilience

The following programs or business practices manage risk associated with the utility:

- City emergency response command
- Gopher State One Call Utility / locates
- Right of Way management
- Connection permits
- Fats/Oils/Grease (FOG) source controls
- Private connection program as part of reconstruction
- Parking garage inspections
- City risk management, and League of Minnesota Cities insurance trust
- City conservation and sustainability programs
- The system of backup power for key pump stations, and mobile power reserve
- Flood control works and activities in the city Stormwater Utility
- Two additional programs are described in greater detail due to their significance:infiltration and inflow program and sump disconnection inspections.

Infiltration and Inflow (I&I) Program

A key risk management approach for the sanitary utility is the identification, reduction, or elimination of infiltration and inflow. The following is a summary of past infiltration and inflow reduction efforts:

- Donohue 1983, CH2M 1992, TKDA Sewer Evaluation 1997, Barr Engineering flow modeling and metering 2006, 2012, Bolton and Menk Trunk Sewer Infiltration Study 2013
- Post 1997 study I&I projects:
    - All buildings within the City were inspected for potential clear water connection. Buildings with sump pump systems were inspected for clear water connections.
    - A 325,000 gallon peak flow storage tank was installed in the sewer shed tributary to interceptor 1-MN-345.
- 2012, 14, 17 MCES I&I reduction grant projects

The following strategies are used to reduce I&I risk:

- Replacement of vented manhole covers with solid water tight covers.
- Removal of surface drainage cross connections.
- Repair of manhole frames that have separated from rings in concrete street sections.
- Replacement or lining of dilapidated brick manholes with new precast manholes.
- Installation of chimney seal systems on manholes that have evidence of inflow characteristics.
- Complete relining or replacement of sewers constructed in low areas subject to frequent inundation, such as along creeks and wetlands.

Private Connections and Sump Cross Connection

One of the main sources of inflow continues to come from private connections. One of those sources is the connection of lower levels of parking ramps to the sanitary sewer. Though upper levels of ramps are connected to the storm sewer, lower levels are connected to the sanitary sewer. When runoff events exceed the capacity of the upper level collection systems, it often simply flows to the next level down where it runs directly into the sanitary sewer. Similarly, if flood waters enter lower levels of the ramp, they can inflow directly into the sanitary system. Edina is working with private developers to prevent this from occurring on future proposed ramps and, in some cases, to correct existing ramps where this is known to be a problem.

Another key component to inflow and infiltration is related to private services. Metropolitan Council Environmental Services estimates that as much as 70% of all I&I comes from private sources. As already noted, the City has completed a successful sump pump program. However, in addition to the sump pumps, many of the private sanitary sewer service laterals are old and susceptible to I&I.

Education, Outreach, and Engagement

The understanding, support, consent, and participation of customers and stakeholders are key to building the brand of the utility and city, and affect customer goodwill and outcomes. The following programs and activities support the education, outreach, and engagement goals of the City and the operation of the utility.

- Customer service interactions
- Utility billing
- Communications and Technology Service Department maintained tools and platforms
- City outreach and engagement practices
- Public Works Week proclamation and biennial public works open house
- Occasional infrastructure tours

Organizational Improvement

The following review includes potential actions for each strategic goal area identified in the goal and policy section above.

- Goal Area 1: Aging infrastructure and management of assets over generations
    - Review and implement best practices to promote financial awareness across departments.
    - Improve financial asset register and physical asset register so they are complete and consistent with each other and useful for uncovering trends and for strategic planning.
    - Improve information management systems and staff procedures to build awareness of customer and technical service issues.
    - Track and classify key customer service requests and complaints.
    - Track number and duration of planned and unplanned service interruptions and reliability trends.
    - Build organizational tools to identify and track age, condition, and function of system.
    - Use results of condition assessments to inform replacement and renewal decisions.
    - Improve organizational line-of-sight by developing processes that build consensus on service and risk that are informed by data from all levels of the organization.
    - Improve project selection procedures that involve staff from diverse functions between departments.
- Goal Area 2: Conservation and sustainability, one water
    - Identify demonstration project that utilizes thermal resource in trunk sanitary sewer main and develop design and business case.
    - Quantify utility energy use and associated environmental impact and consider renewable energy or credit purchase to offset.
    - Review metering, SCADA, and billing system requirements jointly with water utility for opportunities relating to asset management and conservation business goals when major system replacements are considered.
- Goal Area 3: Preparing for areas of growth
    - Complete York trunk extension.
    - Complete Fairview trunk extension and LS4 flow bypass.
    - Plan for Parklawn area lift and force extension coordinate easement acquisition when development opportunities allow.
    - Plan for Grandview area sanitary extension as development requires capacity.
    - Consider Pentagon Park utility transition from Bloomington to Edina sewer operations to align with ownership in coordination with water system review.
- Goal Area 4: Risk, health, equity and engagement
    - Comprehensively assess risk jointly with stormwater utility using an international risk framework.
    - Consider range of options for enforcing or promoting private sewer inspection and repair.
    - Review and modify after-action and failure reporting processes to promote cross functional organization learning.
    - Support citywide framework and criteria for purchasing, health, and race and equity in all business practices.
    - Support citywide framework for engagement and public participation.

References and Appendices

Grandview System Analysis (2018 Barr)

Southeast Edina Capacity and Preliminary Engineering (2017 Barr)

Edina South Sanitary Sewer Capacity Evaluation (2018 Barr)

Pentagon AUAR (2018 Update)

Stormwater Utility

Introduction

This section of the water resources chapter focuses on the Stormwater Utility. The introduction discusses the purpose of the utility, and describes technical service levels and related customer service expectations. A high-level overview of means describes the people, equipment, and infrastructure used to provide the service, and the asset management statement puts programs and infrastructure into a generational context of lifecycle service delivery. The current and future conditions section provides an overview of existing conditions, demand, and more detail on the parts that make up the public utility and how it relates to private systems, organizations and partners and the overall water industry. The goals and policies section describes the governance structure, policies, and relationships and sets goals to guide the utility in the next 10 years. The implementation section describes the framework for implementation using principles of lifecycle management of assets and management of capacity and risk. The reference section links to plans and studies that provide the body of understanding at the foundation of the utility and useful tools from the water industry.

Purpose of Plan

The purpose of this section is to guide the Stormwater Utility by defining the service, detailing goals and policies, and framing the resources and methods of implementation used to provide for the citywide management of stormwater. The plan:

- Defines service levels and relationship to citywide policy goals such conservation, resilience, protection, procurement, and others.
- Provides a framework for the procurement and maintenance of services while managing risk and supporting development.
- Summarizes demand and demand shifts with ongoing development and potential redevelopment within the city and describes how land use impacts the stormsewer infrastructure in the city.
- Recognizes the interconnected nature of surface water and groundwater, promoting management strategies that protect and improve lakes, ponds, streams, and wetlands, as well as the City's drinking water source through the Wellhead Protection Plan (WHPP).
- Describes how service is provided and how it relates and coordinates within the watershed framework. The relationship of flood and clean water services to the regional creeks, lakes, and rivers, and how programs and services coordinate and overlap with those of the Nine Mile Creek Watershed District and the Minnehaha Creek Watershed District.
- The scope of this plan is the local drainage network, the local conveyance and treatment system that makes up the Municipal Separate Storm Sewer System (MS4), and the local system of natural water bodies such as wetlands, streams, and lakes that connect and drain to Nine Mile Creek, Minnehaha Creek, and downstream lakes and ponds like Bde Maka Ska or Adams Hill Pond.

This plan is informed by the City of Edina Comprehensive Water Resources Management Plan (CWRMP) and that plan is incorporated by reference.

History of the CWRMP

In 2003-2004, the City developed the *Comprehensive Water Resource Management Plan* to address current and future stormwater issues, especially those related to future development and redevelopment. The plan addressed stormwater runoff management and flood control, water quality management, and wetlands protection through establishment of stormwater planning policies and recommendations.

This plan was developed to assist the City of Edina in defining and implementing a comprehensive and environmentally sound system of surface water management. The plan was updated in 2008 as part of the last comprehensive plan, and again in 2011 to conform to changes in the policies of the Minnehaha Creek Watershed District and the Nine Mile Creek Watershed District plans. To inform this update of the comprehensive plan, the CWRMP was again reviewed, updated, and adopted in 2018.

Service Levels

The core services of the Stormwater Utility are drainage and management of runoff and flood risk, clean surface waters, and protection of natural waterbodies and wetlands. The purpose and interactions among the service levels is described in greater detail in CWRMP section 3.

The services are improving citywide with some risk of disruption, and are increasingly better understood using hydraulic and hydrologic models and risk management principles.

Customer

In the 2017 Quality of Life Survey, Edina residents rated storm drainage as 27% Excellent, 53% Good, 16% Fair and 4% Poor. The percent positive ranked as 26th among 328 comparable communities by survey firm Decision Resources. Residents rated street cleaning as 24% Excellent, 56% Good,16% Fair and 5% Poor. The percent positive ranked as 43rd among 300 comparable communities with a statistically significant disparity in service geographically where 95% in the southwest quadrant and 71% in the northwest quadrant rated the service as excellent or good. While this is a satisfactory rating, there may be opportunities to increase the overall rating through improved customer service or facility upgrades.

Key customer interactions include customer service requests and permit interactions around residential redevelopment and the lakes and ponds program, flooding and failures, utility improvement projects, neighborhood street reconstruction projects, and education and engagement events.

The utility serves residential and businesses customers citywide with billing based on customer class / land use flow equivalences, with the rate of billing updated annually in City Code 2-724. Customers also pay for services provided by local watershed districts in their property tax.

The provision of this service uses natural resources such as materials and energy. Conservation is promoted in combination with the educational mission of local watershed districts, through customer engagement broadly, and in the lakes and ponds program specifically. Sustainability is promoted through interrelated planning and project implementation with transportation services as part of the Living Streets Plan, the creation of green infrastructure directly and through permitting, and compliance with citywide procurement policy.

Technical

The stormwater system, natural waterbodies, and land use activities are managed to provide the three core services while reducing risk to residents and businesses. Portions of the stormwater infrastructure are regulated through the MS4 and by the watershed districts, while programs and activities are regulated depending on their impact to specific types of waters at a state and federal level. Because

regulation and expectations have changed in a relatively recent time compared to the age of the infrastructure, there are significant service deficits and some overlapping or conflicting regulations.

The CWRMP has reviewed service demand trends and levels of achievement in greater detail. Typical redevelopment improves service as areas of land go from minimal infrastructure and treatment to modern systems.

Means of Provision of Service

Stormwater services are provided using a combination of infrastructure, programs, and land use regulation directly and in coordination with local and state partners. Local systems are managed by the City of Edina Engineering and Public Works departments and the two main creeks are managed by public partners at the watershed districts.

Some services relating to flood risk are managed jointly with the Sanitary Utility and some services relating to clean water and pollution prevention and managed jointly with the Water Utility through the Wellhead Protection Plan.

Asset Management Statement

Stormwater Utility infrastructure assets and related programs are managed to: understand and react to service level deficits, identify and manage risk, assess condition and take a lifecycle approach to the operation, maintenance and replacement of system components, and monitor system performance. These management activities are conducted to provide a valuable public service by continually improving our operation and infrastructure to improve the level of service experienced by the public and defined by technical service requirements, while minimizing cost and risk.

Current and Future Conditions

The City of Edina and its residents value the surface water resources within the city, which include two creek systems, a number of lakes and ponds, and numerous wetlands (see **Figure 7.4**). In addition to being a major component of the City's flood protection and surface water treatment system, these resources supply aesthetic and recreational benefits and provide wildlife habitat and refuge. The northeast corner of the city drains to Minnehaha Creek, which enters the city limits northwest of West 44th Street and T.H.100 and flows in a southeasterly direction through the city, exiting near West 54th Street and York Avenue. The southwest corner of the city drains to the South Fork of Nine Mile Creek, which meanders through the Braemar Golf Course and then exits the city limits toward Bloomington at West 78th Street. The remainder of the city drains to the North Fork of Nine Mile Creek, which enters the Edina city limits in the northwest corner of the city north of the intersection of T.H. 169 and Londonderry Road and flows in a southeasterly direction through the city, exiting to Bloomington near the intersection of T.H. 100 and Interstate 494.

The City of Edina encompasses portions of two watershed districts: the Nine Mile Creek Watershed District and the Minnehaha Creek Watershed District (see Figure 8.2.1). Watershed districts are local units of government that specifically address the management and protection of water resources based on hydrologic boundaries instead of political boundaries. Each District is governed by a Board of Managers, comprised of citizens appointed by the boards of the counties with land in the watershed district. The districts are charged by State statute "to conserve the natural resources of the state by land use planning, flood control, and other conservation practices using sound scientific principles for the protection of the public health and welfare and provident use of the natural resource." Because these watershed districts are granted authority to regulate, conserve, and control the use of water resources within the district, the City is required to comply with the specific stormwater and water resource related requirements of each District.

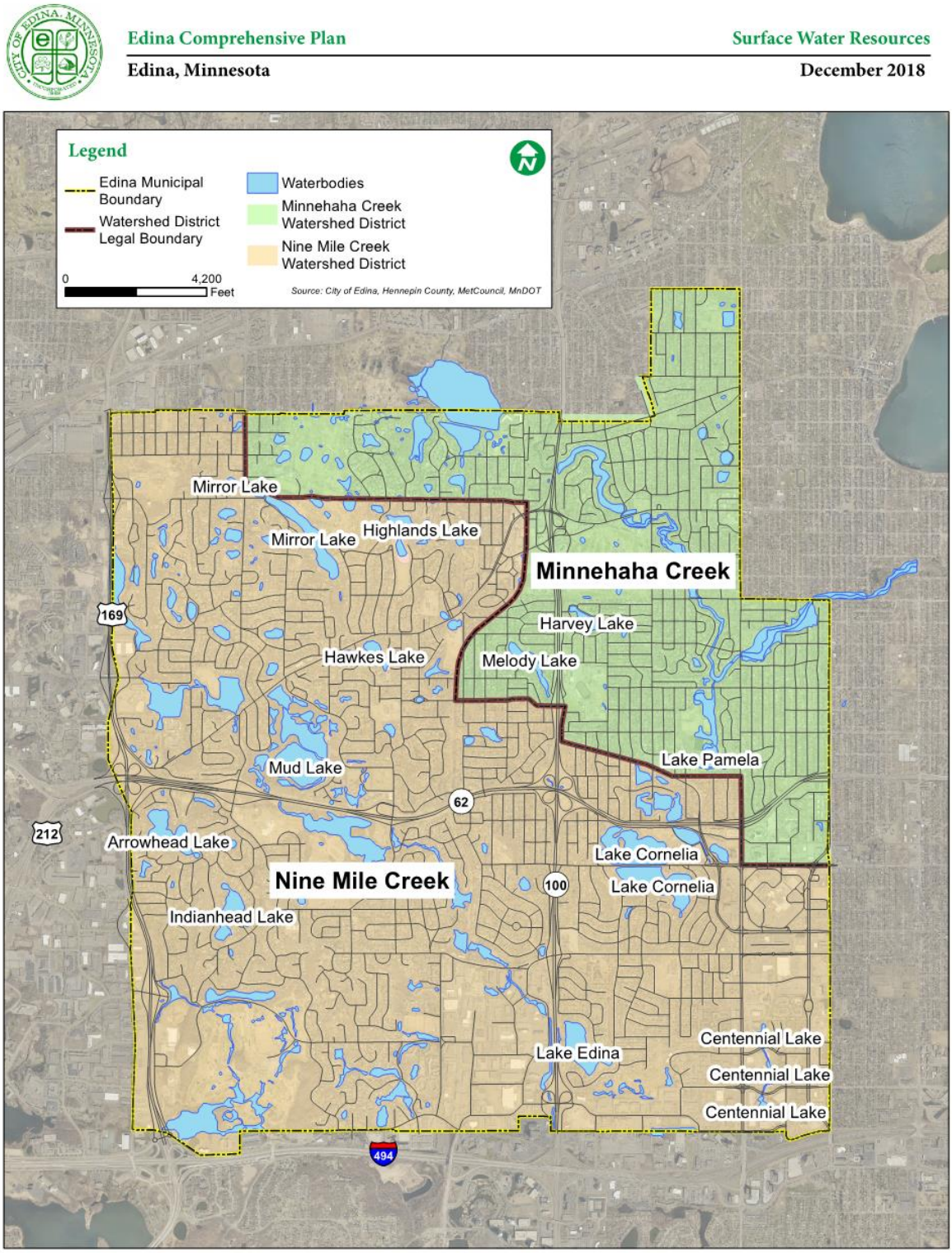


Figure 7.4: Surface Water Resources

The City of Edina places a high importance on providing quality stormwater management service to its residents. Since the City of Edina has been a developing community throughout much of the past century, the age and condition of the existing stormwater infrastructure is quite variable. Additionally,

Public Utility

The stormwater system is public stormwater system collects, treats, drains, retains and/or detains water from public facilities, public transportation infrastructure, private properties, and outflow from private stormwater systems citywide. The systems also convey outflows from natural water bodies and routes them to downstream waterbodies.

Assets

The local stormwater system is owned and operated by the City of Edina, and portions of the system are interconnected into systems owned by Hennepin County or neighboring cities. The system is made up of 127 miles of gravity main ranging from 12-84" in diameter, 6800 manholes, 900 outlets, 38 miles of small diameter sump drain, 11 stormwater lift stations, one half mile of stormwater force main, 150 ponds and wetlands, and numerous sediment traps. The majority of the system was constructed in the 1940's through 60's, with significant additions and extensions occurring after that period. Much of the treatment infrastructure was added later and much is privately owned with maintenance declarations in favor of local watershed districts. The system is extensively mapped and modeled in the referenced CWRMP.

Organization and partners

Internal departments tasked with management of the Stormwater Utility are the Engineering and Public Works Departments. These two functional departments employ engineers, operators, natural resource and engineering technicians, and administrative staff to run the utility. These functional departments are supported by the Finance Department, Utility Billing division, Administration, and Human Resource Departments. Land use permitting and acquisition of developer-installed new infrastructure are supported by the Planning and Building divisions of the Community Development and Fire Departments.

Key external partners in the provision of stormwater services include the Nine Mile and Minnehaha Creek Watershed Districts, engineering and natural resources professional service providers, utility and natural resources contractors, state regulators, and nongovernmental water industry associations. Lake association customer groups also make requests for service.

Tools, Equipment, Facilities

The Engineering and Public Works Departments rely on tools, equipment, and facilities procured and maintained by the Facilities and Fleet support divisions of Public Works and the Communications and Technical Services Department. System models are maintained by partner engineering professional service providers.

Demand

The city and watershed districts have implemented conventional stormwater quality treatment requirements since the late-1980s, typically in the form of stormwater detention ponds and underground storage and infiltration chambers. Regional detention ponds, while generally encouraged by the City for their efficiency of scale, have been hard to organize, due to the developed nature of the area. Stormwater detention ponds are effective for removal of sediment and phosphorus from stormwater runoff.

In recent years, stormwater quality treatment trends have shifted to incorporate volume reduction of stormwater runoff, in addition to the removal of sediment and phosphorus. This movement comes in response to both the desire of citizens and local governments to embrace the challenge of protecting our urban surface water resources and changes in regulation. Stormwater volume reduction can be accomplished by reducing the fraction of impervious surface on a site and/or installing infrastructure to increase rainfall abstraction processes such as infiltration, evaporation, water storage, and vegetation management.

Future Drivers

Existing demand and trends that drive changes in demand are discussed below for flood and clean water service areas.

Storm Drainage and Flood Protection: Key drivers adding demand for drainage and flood risk are cyclical wet periods, increasing rainfall peaks and frequencies due to climate change, and increasing urbanization leading to changing land uses that add hardscape and change soils and grades.

Clean Surface Waters: Key drivers adding demand for surface water including changing expectation and regulation. The federal Clean Water Act (CWA) requires states to adopt water quality standards to protect the nation's waters. Water quality standards designate beneficial uses for each waterbody and establish criteria that must be met within the waterbody to maintain the water quality necessary to support its designated use(s). Section 303(d) of the CWA requires each state to identify and establish priority rankings for waters that do not meet the existing water quality standards. The list of impaired waters is updated by the State every two years. For impaired waterbodies, the CWA requires the development of a total maximum daily load (TMDL), which establishes the pollutant loading capacity within a waterbody and develops an allocation scheme amongst the pollutant contributors, which include point sources, non-point sources and natural background pollutants.

Private Systems

Nearly every home and business drains to Stormwater Utility or has a service connection from a private system to the utility. While widely disbursed, the system drains, overland flow paths, catch basins, and service connections connect the land use of the private customers directly to the utility and affects the outcomes of the Stormwater Utility. The land use of private property, certain high impact or polluting activities, private system connection, and other activities are regulated, permitted, and enforced directly through the Community Development, Building, and Engineering Departments and by state and local partners.

State and Local Partners

Regulation of connections, construction, grading, work within waters, operator certification and training, planning for growth, plumbing code and plumbing licensing, and environmental standards and regulation all affect the outcomes of the Stormwater Utility and involve the Minnesota Department of Health, Minnesota Pollution Control Agency, Department of Labor and Industry, Department of Natural Resources, Watershed Districts, and others. The City of Edina takes an active role in policy and regulation advocacy directly and through partner professional associations and nonprofit groups.

Goals and Policies

The City's Comprehensive Water Resource Management Plan addresses storm water runoff management and flood control, water quality management, and wetlands protection through establishment of water resource management goals, policies, and design standards. The City's plan is required to conform with the existing watershed district plans and is modified through major and minor amendments as needed.

Service Level Statement

The Stormwater Utility will provide drainage of surface waters, management of rainfall runoff and flood risk, reduction of water pollution, treatment of stormwaters, and protection of natural water bodies and wetlands to provide outcomes supportive of local, state and national surface water goals and policies. The purpose and interactions among the service levels is described in greater detail in the CWRMP.

Role and Responsibility of Council and Management

The City Council is the policy body for the utility and is responsible to set the strategic and policy direction of the utility. The City Council is responsible and accountable to the residents and customers of the utility and appoints and evaluates the chief executive. The City Council sets the budget and capital improvement direction of the utility, defines policy and code that define service and risk, levies fees, issues bonds, accepts or disposes of real estate, approves contracts with service providers, and hears appeals on enforcement matters.

The City Manager is the chief executive of the three water utilities. The chief executive is ultimately responsible for the function of the utility and delegates areas of responsibility to various City Departments. Divisions of responsibility are shared and split among City Departments.

Utility management for the Stormwater Utility is jointly practiced with the Water and Stormwater Utilities with close coordination of local transportation system management.

Policy and Regulation

Policies of the Stormwater Utility are defined in greater detail in the referenced CWRMP.

The following ordinances govern public and private utility service, connections and related infrastructure, land use, and other topics related to the utility.

- Chapter 10: Building and Building Regulation
    - Article 2: Landscape, Screening and Erosion Control
    - Article 4: Demolition
    - Article 7: Littering in the Course of Construction Work
    - Article 17: Land Disturbing Activities
- Chapter 23: Nuisances and Noise
- Chapter 24: Public Right of Way and Easement
- Chapter 28: Utilities
- Chapter 30: Vegetation
- Chapter 32: Subdivision
- Chapter 36 Zoning
    - Article 3: Site Plan Review
    - Article 5: Conditional Use Permits
    - Article 8: Districts
    - Article 10: Floodplain Districts
    - Article 12: Supplementary District Regulations

A brief summary of the management goals in the City of Edina Comprehensive Water Resource Management Plan is provided below. Additional information on the policies and design standards can be found in the latest version of the City's plan.

10 Year Strategic Goals

The following goals represent areas of strategic importance to the utility.

- Goal Area 1: Prioritization of service levels and rates of attainment.
- Goal Area 2: Conservation and sustainability, one water
- Goal Area 3: Aging infrastructure and management of assets over generations:
- Goal Area 4: Risk, health, and equity

Implementation

This section addresses specific projects and day-to-day tasks that City staff undertake to implement the business of the utility and serve the customer. Some tasks have been ongoing for many years and simply represent the high quality of service that the City has always provided to its population, while others are new initiatives that are the City's response to recent development.

Lifecycle Asset Management

Stormwater service is provided using extensive infrastructure. The following section describes the coordinated activities that the City of Edina undertakes to provide value to the customer. These coordinated activities seek to balance service, cost, and risk over the generational lifecycle of infrastructure.

Operations

Operations are actions that sustain, modify, alter, or regain system function and provide service or manage risk. System operation is conducted primarily by the trained and certified utility operators from the Public Works Department and natural resource technicians in the Parks Maintenance division.

Typical operations consist of a variety of activities such as routine inspection, routine care of high touch system components, CCTV inspection of trouble pipes, jetting and vactoring of debris, care of vegetation, failure analysis, and other activities.

Emergency operations:

The 5-year rotating inspection program supports operation and maintenance decisions.

Maintenance

Maintenance is any action that repairs or retains the physical infrastructure assets to meet projected service levels. System maintenance is conducted primary by the

Grey and Green Infrastructure

Stormwater is more than just pipes and ponds. It's also plants!

Gray infrastructure – including sewer pipes, reservoirs, and treatment plants – plays a central role in collecting, conveying, and treating wastewater and stormwater prior to discharge.

Green infrastructure – including vegetation, open space, and natural landscapes – complement and make grey infrastucture more cost-efficient. Green stormwater infrastructure replicates natural hydrologic processes, reducing runoff by absorbing and filtering stormwater. Green infrastructure may also serve as a community amenity and recreational area.

trained and certified utility operators from the Public Works Department and natural resource technicians in the Parks Maintenance division.

Typical maintenance consists of replacement of worn manhole lids, grouting of manhole rings, spot repair of pipe, refurbishment or replacement of pumps, refurbishment or replacement of electrical control components, replacement of other worn or damaged system components, replacement of plant material, and other minor maintenance.

Renewal and Replacement

Renewal and replacement are major repair or replacement of assets at or near the end of their service life. This activity is conducted by the engineers, technicians, and inspectors in the Engineering Department or by consulting engineers, and typically occurs in parallel with the City's parks development projects, neighborhood street reconstruction program, municipal state aid reconstruction program, or are completed as standalone utility projects.

Replacement and renewal projects are bundled by age cohort of road and utility infrastructure or are added to the scope of new infrastructure projects. System components are inspected and conditions assessed to inform project replacement and repair interventions. Engineers produce project reports and recommend project scope to the City Councils. Projects are bundled and bid for reconstruction and contracts are considered by the City Council.

Bundling of projects is favorable to goals of efficiency and customer service by generating efficiency of scale and timing needed renewal around the disruptions caused by a single project.

Renewal and replacement decisions assume the infrastructure service remains the same or is replaced with current industry standard materials and components. Typically, projects mix scope between renewal and replacement, and new and upgraded service.

New and Upgraded Public or Private Assets

New and upgraded assets are either entirely new areas or levels of service, or major improvements to the marginal level of service provided by infrastructure. This activity is generally conducted by engineers, technicians, and inspectors in the Engineering Department, or by engineers employed by private developers as part of land use, community development, or economic development projects.

Other Programs

Programs and activities managed in partner organizations and various City departments affect outcomes of the utility. The following is a noncomprehensive summary of related programs and activities.

Pollution Source and Hydrologic Control

- Pollution prevention activities associated with the MS4 permit, street sweeping program, and the Water Utility's Wellhead Protection Plan.
- Land use regulation in the zoning code and limitations on building hard cover.
- Land use permitting at the City and Watershed levels.
- Grading and erosion control requirements at State, Watershed, and local levels.
- Stormwater requirements at State, Watershed, and local levels.
- Implementation of the Living Streets Plan.

Assurance, Condition Assessment, System Monitoring, Modeling

Many business practices and their associated system that are otherwise classified as operations also provide assurance of system function:

- SCADA controls and monitoring
- Periodic inspection and maintenance

- System planning and design

The stormwater sewer system is modeled on an occasional basis and that model is occasionally recalibrated with flow monitoring data. The model is coordinated in the Nine Mile Creek Watershed with the District overall creek model. The model is used to review flood risk and test scenarios of system changes due to growth, system retrofit as part of improvement proposals, or other notable modifications to system function.

Risk Management, Resilience

The following programs or business practices manage risk and liability the storm utility faces:

- City emergency response command
- Gopher State One Call Utility / locates
- Right of Way management
- Grading and land use permits
- Parking garage inspections
- City risk management, and League of Minnesota Cities insurance trust
- City conservation and sustainability programs
- Flood control works and activities
- FEMA National Flood Insurance Program
- Stormwater regulation at State, Watershed, and local levels.

Education, Outreach and Engagement

The understanding, support, consent, and participation of customers and stakeholders is key to building the brand of the utility and city, and affects customer goodwill and outcomes. The following programs and activities support the education, outreach, and engagement goals of the City and the operation of the utility.

- Civic engagement, public participation, and communication
- Customer service interactions
- Utility billing
- Communications and Technology Service Department maintained tools and platforms
- Community outreach and engagement practices
- Public Works Week proclamation and biennial public works open house
- Occasional infrastructure tours

Organizational Improvement

The following review includes potential actions for each strategic goal area identified in the goal and policy section above.

- Goal Area 1: Prioritization of service levels and rates of attainment.
    - Complete flood protection strategy to demonstrate range of practices and levels of attainment in focus area of Morningside Neighborhood.
    - Complete clean water strategy to demonstrate range of practices and levels of attainment in focus area of Lake Cornelia watershed.
    - Use results of each strategy to inform changes to codes and standards, and review internal processes for project selection.
- Goal Area 2: Conservation and sustainability, one water.
    - Identify demonstration project that reuses stormwater or surface waters for irrigation at Braemar Golf Course jointly with Water Utility.

    - Quantify utility energy use and associated environmental impact and consider renewable energy or credit purchase to offset.
    - Promote ecosystem services, such as native vegetation, that support clean water.
- Goal Area 3: Aging infrastructure and management of assets over generations.
    - Review and implement best practices to promote financial awareness across departments.
    - Improve financial asset register and physical asset register so they are complete and consistent with each other and useful for uncovering trends and for strategic planning.
    - Improve information management systems and staff procedures to build awareness of customer and technical service issues.
    - Track and classify key customer service requests and complaints.
    - Build organization tools to identify and track age, condition, and function of system.
    - Use results of condition assessments to inform replacement and renewal decisions.
    - Improve organizational line-of-sight by developing processes that build consensus on service and risk that are informed by data from all levels of the organization.
    - Improve project selection procedures that involve staff from diverse functions between departments.
- Goal Area 4: Risk, health, equity, and engagement.
    - Comprehensively assess risk jointly with sanitary utility and water utility using an international risk framework.
    - Review and modify after-action and failure reporting processes to promote cross functional organization learning.
    - Support citywide framework and criteria for purchasing, health, and race and equity in all business practices.
    - Support citywide framework for engagement and public participation.

References and Appendices

CWRMP

Nine Mile Plan

Minnehaha Plan

MS4 Permit and Stormwater Pollution Prevention Program

Wellhead Protection Plan

Drinking Water Utility

Introduction

This section of the water resources chapter focuses on the Water Utility. The **introduction** discusses the purpose of the utility, describes technical service levels and related customer service expectations. A high-level overview of means describes the people, equipment, and infrastructure used to provide the service, and the asset management statement puts programs and infrastructure into a generational context of lifecycle service delivery. The **current and future conditions** section the water system's current operating conditions will be established along with historical water use trends from the last 10 years. Future water use trends will be projected to the year 2040, and potential infrastructure challenges that may arise will be identified. More detail on the parts that make up the public utility and how it relates private systems, organizations, and partners and the overall water industry are also included in this section. The **goals and policies section** describes the governance structure, policies, and relationships and sets goals to guide the utility in the next 10 years. The **implementation** section describes the framework for implementation using principles of lifecycle management of assets and management of capacity and risk. The **reference** section links to plans and studies that provide the body of understanding at the foundation of the utility and useful tools from the water industry.

Water Utility Facts

The City of Edina's existing water system consists of 5 storage facilities, 18 active groundwater wells, 4 water treatment plants, and a pipe distribution system.

Historical data shows that the average day water demand has been decreasing.

Projections indicate additional storage will be required to meet future water use demands.

The City is considering water system improvements including an additional water treatment plant, changes to Dublin Street Reservoir operation and storage capacity, and water main upgrades and replacements.

Demand increases by xx% during the summer to accommodate outdoor use.

Purpose of Plan

The purpose of this section is to guide the water utility by defining the service, detailing goals and policies, and framing the resources and methods of implementation used to provide for the citywide distribution of water. The plan:

- Defines service levels and relation to citywide policy goals such conservation, resilience, procurement, and others.
- Provides a framework for the procurement and maintenance of services while managing risk and supporting growth.
- Summarizes demand and demand growth with ongoing development and potential redevelopment within the city and describes how land use impacts the water utility infrastructure in the city.

Service Levels

The core services of the water utility are: the delivery of safe and healthy waters to promote public health, the delivery of water for commercial and industrial uses, and the availability of water for fire suppression. These services are provided citywide with minimal risk of interruption. A secondary service of the water utility is the delivery of water for irrigation and other nonessential uses.

Customer Service

In the 2017 Quality of Life Survey Edina residents rated drinking water as 28% Excellent, 41% Good, 18% Fair and 1% Poor. Drinking water received lowest marks for hardness and taste and highest marks for reliability and appearance. The percent positive ranked as 176th among 300 comparable communities by survey firm Decision Resources. While this is a satisfactory rating, there may be opportunities to increase the overall rating through improved customer service or facility upgrades.

Key customer interactions include billing, hook up and shut off, water main breaks or service line freezing events, utility improvement projects, planned and unplanned outages, neighborhood street reconstruction projects, and education and engagement events.

The utility serves residential and businesses customers based on metered domestic flow with rates described and updated annually in City Code 2-724, with specific irrigation meters for residential and industrial customer classes. The service is highly reliable with service interruption or risk interruption typically experienced only sporadically based on deep frost, construction activity, main breaks, or significant power outage or drought. Staff manages the utility to reduce risk.

Technical Service Requirements

The water utility is managed to provide highly reliable service, and clean and safe water to residents and businesses. Water treatment and distribution practices are regulated and governed by state law, standards of practice, and plumbing code. Recent technical studies reviewing demand, capacity, water source protection, and water quality include:

- Wellhead Protection Plan (Sourcewater Solutions 2011 and 2013) – This plan focuses on improving the sustainability of the City's water supply. It identifies the vulnerability of the water supply, and potential contaminants that could impact the water quality. The plan also includes actions to reduce the likelihood of contamination and alternate water sources in the event of an emergency.
- Water System Master Plan (SEH 2018) – This plan details the historical water use data, projects future water use trends, and identifies potential areas for system improvements. A computer model of the City's water distribution system was created to aid in determining existing operating conditions and plan for future developments under different system conditions.
- Water Treatment Plant 5 Preliminary Engineering Report (AE2S 2017)

Means of Provision of Service

Water service is provided primarily using a system of local wells, treatment plants, pumps, distribution main, service lines, control and metering infrastructure. The system is managed by the City of Edina Engineering and Public Works Departments. The system of infrastructure is described in greater detail in the public utility section below. Programmatic activities such as water system monitoring, disinfection, and wellhead protection are described in the implementation section below.

Asset Management Statement

Water utility infrastructure assets and relating programs are managed to: anticipate and react to the impact of growth, identify and manage risk, assess condition and take a lifecycle approach to the operation, maintenance and replacement of system components, and monitor water quality and system performance. These management activities are conducted to provide a valuable public service by continually improving our operations and infrastructure to meet the level of service expected by the public and defined by technical service requirements, while minimizing cost and risk.

Current and Future Conditions

The City's public water system provides water to the majority of Edina's residential and commercial areas. Within the city, a few residential and commercial areas are served by other public water suppliers due to their proximity to surrounding cities. The cities that service areas within Edina are Bloomington, Eden Prairie, Minneapolis and St Louis Park. Surrounding cities also provide Edina with interconnections that can be utilized in emergency situations where an alternate water supply is needed.

Public Utility

The public water system pumps, treats, filters, stores, meters, and delivers waters to private service connections citywide. Water for fire suppression is stored and made available at public and private fire hydrant connections located citywide.

The sections below details rates of flow in gallons per minute (GPM), million gallons of storage (MG), millions of gallons of water per day (MGD), and describes average day (AD) and maximum day (MD) demands. Some system constraints and improvement options are discussed and more detail can be found in goals and policies section, and the Water System Master Plan (SEH 2018).

Assets

Assets are used to supply, treat, store, distribute, connect to, and meter water. The existing water system is made up of 220 miles of pressure main ranging from 4-16" diameter, nearly 5000 service valves, 2000 hydrants, 13800 metered service connections, 4 tower storage facilities, 1 ground reservoir, 18 groundwater wells, and 4 water treatment plants.

Table 7.3 shows the 4 elevated storage tanks and 1 groundwater storage tank utilized in the City's distribution system. The 4 elevated storage tanks have a combined storage capacity and usable storage capacity of 3.0 MG. The Dublin Reservoir is limited to a 2,000 GPM output by the pumps over a 24 hour time period. Therefore, the reservoir only has a usable storage of 2.88 MG even though the storage capacity is 4.0 MG. The City has a total usable storage capacity of 5.88 MG.

Table 7.3: Storage					
Facility Name	**Location**	**Year Constructed**	**Type**	**Storage Capacity (MG)**	**Usable Storage Capacity (MG)**
Dublin Reservoir	700 Dublin Road	1960	Ground	4.0	2.88
Gleason Road Tank	6001 Gleason Road	1970	Elevated	1.0	1.0
Community Center Tank	5901 Ruth Drive	1955	Elevated	0.5	0.5
Van Valkenburg Tank	4949 Malibu Drive	1989	Elevated	1.0	1.0
Southdale Tank	6853 France Avenue S.	1956	Elevated	0.5	0.5
Total				7.0	5.88

Eighteen wells are utilized to supply groundwater to the City as shown in **Table 7.4**. Water pumped from each well receives fluoride for public health and wellness purposes, chlorine for disinfection, and polyphosphates to prevent pipe corrosion. Many of the wells supply water to the water treatment plants for additional treatment. However, a few wells provide water directly to the distribution system.

Well #14 is no longer used as a water supply. However, it is used as an irrigation well at Braemar Golf Course.

Table 7.4: Existing Supply Wells				
Well Name	**Status**	**Additional Treatment**	**Supply Capacity (GPM)**	**Supply Capacity (MGD)**
Well #1	Offline	-	-	-
Well #2	Active	WTP #6	850	1.22
Well #3	Active	None	1,000	1.44
Well #4	Active	WTP #2	1,000	1.44
Well #5	Active	Proposed WTP #5	1,000	1.44
Well #6	Active	WTP #2	1,000	1.44

Well #7	Active	WTP #6	1,000	1.44
Well #8	Active	None	850	1.22
Well #9	Active	WTP #6	1,000	1.44
Well #10	Active	WTP #3	1,000	1.44
Well #11	Active	WTP #3	1,000	1.44
Well #12	Active	WTP #4	1,000	1.44
Well #13	Active	WTP #4	1,000	1.44
Well #14	Irrigation Only	None	-	-
Well #15	Active	WTP #6	1,000	1.44
Well #16	Active	None	1,000	1.44
Well #17	Active	WTP #2	1,000	1.44
Well #18	Active	Proposed WTP #5	1,000	1.44
Well #19	Active	None	1,000	1.44
Well #20	Active	None	1,000	1.44

The City currently has 4 water treatment plants that provide additional treatment before sending the water into the distribution system as shown in **Table 7.5**. All 4 plants utilize a pressure filter for iron and manganese removal.

Table 7.5: Existing Water Treatment Plants

Water Treatment Plant Name	Receives Water From	Treatment Method	Treatment Type	Treatment Capacity (GPM)
WTP #2	Well #4, Well #6, and Well #17	Pressure Filter	Iron and Manganese Removal	3,000
WTP #3	Well #10, and Well #11	Pressure Filter	Iron and Manganese Removal	2,000
WTP #4	Well #12, and Well #13	Pressure Filter	Iron and Manganese Removal	2,000

WTP #6	Well #2, Well # 7, Well #9 and Well #15	Pressure Filter	Iron and Manganese Removal, Air Stripping for VOC removal	3,850

The majority of the water distribution and storage systems were constructed in the 1950's through 70's, with treatment system being added and expanded later. Wells were added as demand grew, and all well systems have been through multiple lifecycles as pumps are replaced on a more frequent basis, and wells are redeveloped as their flow decays.

Organization and Partners

Internal departments tasked with management of the water utility are the Engineering and Public Works Departments. These two functional departments employ engineers, operators, technicians, and administrative staff to run the utility. These functional departments are supported by the Finance Department, Utility Billing division, and Administration and Human Resource Departments. Utility connections and acquisition of developer-installed new infrastructure are supported by the Planning and Building divisions of the Community Development and Fire Departments.

Key external partners in the provision on water services include the electric power utility, local water utilities for emergency interconnect and for areas of service in the city but not provided by the utility, engineering professional service providers, utility general contractors, the Met Council, the Minnesota Department of Health, state regulators, and nongovernmental water industry associations.

Tools, Equipment, Facilities

The Engineering and Public Works Departments rely on tools, equipment, and facilities procured and maintained by the Facilities and Fleet support divisions of public works and the Communications and Technical Services Department.

Demand

Water demand is viewed in a variety of time steps, and each affects system requirements. For example: In several seconds a water main may be required to flow to provide water for fire suppression, in several minutes a tower or well may provide water to match a peak hour's ramping system demand, for periods of hours wells may run and storage systems empty or fill to meet demand during a peak summer drought over the course of days or months an aquifer pressure may lower or rise due to intense summer demands, low winter demands, rainfall and infiltration, and finally over years or decades an aquifer may rise and fall based on regional trends in water use and aquifer recharge.

Existing Demand

Table 7.6: Existing Demands

Year	AD Demand (MGD)	MD Demand (MGD)	MD Peaking Factor
2007	7.37	16.69	2.26
2008	7.36	16.29	2.21
2009	7.60	18.75	2.47

2010	6.79	13.13	1.93
2011	6.91	14.12	2.04
2012	7.59	17.08	2.25
2013	6.65	15.78	2.37
2014	6.49	15.45	2.38
2015	6.31	12.70	2.01
2016	6.03	12.99	2.15
Average	6.91	15.30	2.21

Table 7.6 shows historical data from the last 10 years identifying water use trends in the average daily demand (AD), maximum daily demand (MD), and maximum daily peaking factor.

The AD demand has been exhibiting an overall decreasing trend over the last 10 years, with the exception of 2012 which was a drought year. The maximum and minimum AD demands were 7.59 MGD (2012) and 6.03 MGD (2016) respectively. The decreasing trend can be attributed to daily conservation efforts and replacing outdated plumbing fixtures with more conservative fixtures.

The MD demand has widely varied over the last 10 years. The maximum and minimum MD demands were 18.75 MGD (2009) and 12.70 MGD (2015) respectively. The MD demand can vary depending on seasonal conditions. Hot and dry summers will often result in larger MD demands.

The MD peaking factor is the MD demand divided by the AD demand. The MD peaking factors have remained relatively stable over the last 10 years. The maximum and minimum MD peaking factors were 2.47 MGD (2009) and 1.93 MGD (2010) respectively.

Future Demand

Future population and water use trends were projected through the year 2040 as seen in **Table 7.7**. The City's population was projected based on data from the Metropolitan Council and interpolation. The AD demand was calculated by multiplying the population by the average per capita demand determined from the historical data. The AD demand was then multiplied by the average MD Peaking Factor determined from the historical data.

The projections indicate that the AD demand will increase to approximately 8.58 MGD. It is recommended that there should be sufficient storage to hold the AD demand volume for 1 day. The current storage capacity will not adequately meet the projected AD demand; therefore, additional storage will be needed.

The projected MD demand is expected to reach 19.3 MGD. The City's treatment capacity should be larger than the projected MD demand. Under existing conditions, the City is capable of treating 22.6 MGD, therefore, the treatment capacity is sufficient for projected demands.

Table 7.7: Ultimate Water Demand Projections				
Year	**Population**	**AD Demand (MGD)**	**MD Demand (MGD)**	**MD Peaking Factor**
2020	55,000	8.09	18.2	2.25
2025		8.27	18.6	2.25
2030	60,000	8.49	19.1	2.25
2035		8.53	19.2	2.25
2040	63,600	8.58	19.3	2.25

Private Systems

Every home and business service connection to the Water Utility is owned by the private property owner. The typical connection point has a shut off valve at the point of connection and is metered internally. While widely dispersed, the system of service connections and the internal plumbing of customers affects the outcomes of the Water Utility. Private system connection and good working order are regulated, permitted and enforced directly through the Building Department and state and local partners.

State and Local Partners

Regulation of connections, operator certification and training, regional planning for growth, plumbing code and plumbing licensing, and environmental standards and regulation all affect the outcomes of the Water Utility and involve the Minnesota Department of Health, Minnesota Pollution Control Agency, Department of Labor and Industry, Met Council, and others. The City of Edina takes an active role in policy and regulation advocacy directly and through partner professional associations.

Goals and Policies

This chapter describes how the Water Utility supports the mission and vision of the City of Edina, the governance of the utility, key local policy and regulation, and ten-year strategic goals.

Service Level Statement

The Water Utility will provide safe, reliable, and efficient water for residents and customers in the City of Edina, reliable and available water for fire suppression, and water for nonessential uses when provision would not create undue risk, while treating contaminants, reducing the risk of contamination, and improving our operations to protect the health, safety and welfare of our citizens now and into the future.

Role and Responsibility of Council and Management

The City Council is the policy body for the utility and is responsible to set the strategic and policy direction of the utility. The City Council is responsible and accountable to the customers of the utility and appoints and evaluates the chief executive. The City Council sets the budget and capital improvement direction of the utility, defines policy and code, levies fees, issues bonds, accepts or disposes of real estate, approves contracts with service providers, and hears appeals on enforcement matters.

The City Manager is the chief executive of the three water utilities. The chief executive is ultimately responsible for the function of the utility and delegates areas of responsibility to various City Departments. Divisions of responsibility are shared and split among City Departments.

Management for the Water Utility is jointly practiced with the Sanitary and Stormwater Utilities with close coordination of local transportation system management.

Policy and Regulation:

A variety of local policies and ordinance apply to the water utility.

Policies

- Provide the City's water customers with safe, high quality potable water.
    - Meet or exceed all Federal and State drinking water standards.
    - Provide treatment or replace existing wells with contaminants that exceed EPA Maximum Contaminant Levels.
- Provide sustainability of the City's water system through preservation and conservation.
    - Protect the City's existing sources of supply by implementation of the Wellhead Protection Plan.
    - Continue to implement a conservation-oriented water rate system that charges increasing fees for increasing use of water.
    - Continue to provide education regarding conservation though mailings, website, newspaper, and public involvement.
- Provide a reliable water system that can provide a safe supply of water during emergencies.
    - Continue the relationship with adjacent communities to provide interconnections for emergency needs.
    - Continue to complete water main looping of dead ends to improve available fire flow to customers.
- Continue to improve the quality of water throughout the distribution system by pursuing solutions to water quality complaints.
    - Implement a unidirectional flushing program throughout the system.
    - Continue to replace sections of aging water mains in areas with water quality and/or hydraulic deficiencies.
- Implement new technologies including pipe bursting and cleaning and lining to limit full reconstruction of utilities.

Ordinances

The following ordinances govern public and private utility service, connections and related infrastructure

- Chapter 10: Building and Building Regulation
    - Article 9: Regulating plumbing and installation of water conditioning equipment
    - Article 10: Requiring connection to sanitary and water systems and regulating discharge into the sanitary sewer system
- Chapter 24: Public right of way and easement
- Chapter 28: Utilities
- Sec. 36-1273: Utility buildings and structures.

10 Year Strategic Goals

The following goals areas represent areas of strategic importance to the utility.

- Goal Area 1: Aging infrastructure and management of assets over generations
- Goal Area 2: Conservation and sustainability, one water
- Goal Area 3: Preparing for areas of growth
- Goal Area 4: Risk, health, and equity

Implementation

This section addresses specific projects and day-to-day tasks that City staff undertake to implement the goals and policies laid out in this plan. Some tasks have been ongoing for many years and simply represent the high quality of service that the City has always provided to its population, while others are new initiatives that are the City's response to recent development.

Lifecycle Asset Management

Water service is provided primarily with infrastructure. The following section describes the coordinated activities that the City of Edina undertakes to provide value to the customer. These coordinated activities seek to balance service, cost and risk over the generational lifecycle of infrastructure.

Operations

System operation is conducted primarily by the trained and certified utility operators from the Public Works Department. Typical operations consist of a variety of activities such as flow monitoring, pumping, routine inspection, routine repair, or replacement of high touch system components.

Much of the system operation is automated by a system of computerized controls, sensors, level monitors, flow monitors, and other devices.

Emergency operations: All four WTPs have onsite generators equipped to automatically transfer power upon loss of Xcel service. All well sites are equipped with quick connect plugins for use with portable generators. In case of catastrophic failure or compromised water safety, the City of Edina has interconnects with municipal supplies from Eden Prairie, Hopkins, St. Louis Park, Minneapolis and Bloomington. Staff is currently exploring the feasibility of adding an interconnect with Richfield, possibly to be constructed in 2019-20.

Maintenance

Maintenance is any action that repairs or retains the physical infrastructure assets to meet projected service levels. System maintenance is conducted primarily by the trained and certified utility operators from the Public Works Department.

Typical maintenance consists of replacement or refurbishment of values, hydrants, pumps, electrical components, spot repair of leaks, spot repair of pipe, replacement of other worn or damaged system components, and other minor maintenance.

Renewal and Replacement

Renewal and replacement are major repair or replacement of assets at or near the end of their service life. This activity is conducted by the engineers, technicians, and inspectors in the Engineering Department or by consulting engineers, and typically occurs in parallel with the City's neighborhood street reconstruction program and municipal state aid reconstruction program, or are completed as standalone utility projects.

Replacement and renewal projects are bundled by age cohort of road and utility infrastructure. System components are inspected and conditions assessed to inform project replacement and repair interventions. Engineers produce project reports and recommend project scope to the City Council. Projects are bundled and bid for reconstruction and contracts are considered by the City Council.

Bundling of projects is favorable to goals of efficiency and customer service by generating efficiency of scale and timing needed renewal around the disruptions caused by a single project.

Renewal and replacement decisions assume the infrastructure service remains the same or is replaced with current industry standard materials and components. Typically, projects mix scope between renewal and replacement, and new and upgraded service.

New and Upgraded Assets

New and upgraded assets are either entirely new areas or levels of service, or major improvements to the marginal level of service provided by infrastructure. This activity is generally conducted by engineers, technicians and inspectors in the Engineering Department, or by engineers employed by private developers as part of land use, community development, or economic development projects.

The City is continuously planning to for future expansions and updates so the water system can grow and change with the City. A few projects the City has been planning are the addition of Water Treatment Plant 5, operation and storage improvements at Dublin Street Reservoir, and continuing to add and update the water main throughout the city.

The City plans to add Water Treatment Plant 5 to improve the quality of water coming from wells #5 and #18, and increase the treatment capacity of the system. It will be a pressure filter water treatment plant for the removal of iron and manganese, and is planned to have a treatment capacity of 2.88 MGD.

Under existing conditions, the Dublin Street Reservoir has 2.88 MG of usable storage capacity, but has a storage capacity of 4.0 MG. The City is reviewing different options to improve the usable storage capacity and operation a Dublin Street Reservoir.

As the City plans for road construction and additional development, they are reviewing each project to determine if it is feasible to include water main replacements and upgrades. Including these upgrades and replacements will aid improving water quality by replacing unlined cast iron pipes, and reducing the quantity of unaccounted water.

Other Programs

Programs and activities managed in partner organizations and various city departments affect outcomes of the utility. The following is a noncomprehensive summary of related programs and activities.

Utility locate, right of way, connection permits.

Demand Management / Source Control

- The conservation rate tier and separate commercial irrigation accounts in City ordinance are key conservation and demand management practices for the utility.
- State and national plumbing code is a key conservation and demand management tool that is reducing per capita water use.

Assurance, Condition Assessment, System Monitoring, Modeling

Many business practices and their associated systems that are otherwise classified as operations also provide assurance of system function:

- SCADA controls, flow and storage monitoring

- Metering
- Periodic inspection and maintenance
- Water quality testing program
- Groundwater level and quality monitoring
- System planning and design

Risk Management, Resilience

The following programs or business practices manage risk associated with the utility:

- City emergency response command
- Gopher State One Call Utility / locates
- Right of Way management
- Connection permits
- Private connection program as part of reconstruction
- City risk management, and League of Minnesota Cities insurance trust
- City conservation and sustainability programs
- Odd/even watering ban
- Many of the assurance programs above also provide risk management functions
- Corrosion inhibiting practices prevent decay of pipes
- The disinfection strategy and monitoring for byproducts
- The system of backup power for key water supply and treatment facilities, and mobile power reserve
- The Wellhead Protection Program addresses vectors for pollution and potential contaminant sources to the wellhead and the overlapping surface water pollution prevention activities of the Stormwater Utility help protect future water supply quality.

Education, Outreach and Engagement

The understanding, support, consent, and participation of customers and stakeholders is key to building the brand of the utility and city, and affects customer goodwill and outcomes. The following programs and activities support the education, outreach and engagement goals of the City and the operation of the utility.

- Customer service interactions
- Utility billing
- Communications and Technology Service Department maintained tools and platforms
- Community outreach and engagement practices
- Public Works Week proclamation and biennial public works open house
- Occasional infrastructure tours

Organizational Improvement

The following review includes potential actions for each strategic goal area identified in the goal and policy section above.

- Goal Area 1: Aging infrastructure and management of assets over generations
    - Review and implement best practices to promote financial awareness across departments.
    - Improve financial asset register and physical asset register so they are complete and consistent with each other and useful for uncovering trends and for strategic planning.
    - Improve information management systems and staff procedures to build awareness of customer and technical service issues.
    - Track and classify key customer service requests and complaints.

  - Track number and duration of planned and unplanned service interruptions and trends.
  - Build organization tools to identify and track age, condition, and function of system.
  - Use results of condition assessments to inform replacement and renewal decisions.
  - Improve organizational line-of-sight by developing processes that build consensus on service and risk that are informed by data from all levels of the organization.
  - Improve project selection procedures that involve staff from diverse functions between departments.
- Goal Area 2: Conservation and sustainability, one water
  - Identify demonstration project for surface water irrigation reuse at Braemar Golf Course and develop design and business case for irrigation reuse practice.
  - Quantify utility energy use and associated environmental impact and consider renewable energy or credit purchase to offset.
  - Confirm water utility rates structure supports conservation outcomes.
  - Review metering, SCADA and billing system requirements jointly with sanitary utility for opportunities relating to asset management and conservation business goals when major system replacements are considered.
- Goal Area 3: Preparing for areas of growth
  - Add filtered treatment capacity for >95% of drought year.
  - Complete Grandview trunk facilities as growth opportunities allow.
  - Consider Pentagon Park utility transition from Bloomington to Edina water service in coordination with sanitary system review.
- Goal Area 4: Risk, health, equity and engagement
  - Improve fire flow capacity in northeast Edina as 50th and Wooddale road project opportunities allow.
  - Comprehensively assess risk using an international risk framework.
  - Actively encourage sealing of unused, unmaintained, and abandoned private wells.
  - Review vulnerabilities related to updated flood model (CWRMP).
  - Review and modify after-action and failure reporting processes to promote cross functional organization learning.
  - Support citywide framework and criteria for purchasing, health, and race and equity in all business practices.

References and Appendices

Wellhead Protection Plan (2011 and 2013 Sourcewater Solutions)

Water Supply Plan (2018 SHE)

Text

CHAPTER 8
ENERGY AND ENVIRONMENT

COMPREHENSIVE PLAN
CITY OF EDINA

2018

8. Energy and Environment

Chapter Highlights

- The people in the City of Edina strongly value building and maintaining a sustainable environment, although that has not always been matched by actions.
- The City of Edina will take actions to address climate change, including greenhouse gas reduction and solid waste reduction.
- Climate change will have an increasing impact on Edina, as evidenced by a recent United Nations report.
- The City intends to learn from the experience of implementation since the last comprehensive plan, to build a stronger foundation to implement its values.
- The City will make sustainability a foundational element of its decision-making process.
  The decision-making process should also take into account the goal of an equitable distribution of benefits.

Definitions

Environment includes factors that act upon a community and ultimately determine its form and survival, including the impact humans have on natural resources.

Sustainability means protecting regional vitality for future generations by preserving our capacity to maintain and support our region's well-being and productivity.

Resilience is the ability to recover from a disaster or disruption while maintaining integrity and purpose.

Introduction

The people in the City of Edina strongly value building and maintaining a sustainable environment. Each development decision must consider the 'triple bottom line' – people, planet and profit – so that the economic factors are not favored over the health and welfare of the City's natural environment and/or its residents in present and future decisions.

The City of Edina supports an environmental policy approach that positively impacts the community. In a recent citywide visioning process, environmental stewardship was identified as one of seven key strategic focus areas for the City. Vision Edina states: "Community residents and stakeholders believe that Edina can take an active and ambitious internal and regional leadership role in embedding environmental stewardship principles through actions such as promoting more comprehensive recycling, smart building and energy efficiency practices."

- This includes clean energy, reduction of greenhouse gas (GHG) emissions, clean water, responsible management of solid waste, clean air, transportation, ecological health, and wise management of natural resources.
- This means actions throughout the city which includes all parts of the city: city operations, commercial, industrial, and residential.
- This addresses tradeoffs that occur when working to meet multiple goals, including environmental, fiscal/economic, and quality of life.
- This proactively pursues resiliency and adaptation in the face of a changing climate.

This chapter outlines existing conditions and progress to date as well as a framework for recommendations for the future to ensure the economic and environmental health of the community.

Background: Edina's Commitment to Sustainability

History

From the early 1970's, with the establishment of its first Environmental Quality Commission, Edina has sought to be on the forefront of environmental and natural resource issues. The past decade has included significant action in that area, particularly around energy and climate change topics.

The City of Edina established a citizen Energy and Environment Commission (EEC) in 2007 to promote sustainability initiatives and to advise the City Council. The commission is comprised of Edina residents focused on specific sustainability topics. The commission creates a work plan annually, and recent focus has been on carbon emission reduction.

Since its founding, the EEC has overseen several sustainability initiatives, as summarized in the sidebar to the right. An early focus has been on municipal facilities, looking for opportunities for the City to lead by example.

In 2007, the City Council set specific goals related to greenhouse gas (GHG) reduction: 15% reduction by 2015, 25% reduction by 2025, and 80% reduction by 2050 (based on the state 2007 Next Generation Energy Act). These goals were incorporated in the city's 2008 comprehensive plan. When the 2015 goal was not met, this was a wakeup call to do more. The Conservation and Sustainability Fund was created to fund a dedicated resource to manage and measure carbon reduction actions.

An important tool in meeting future goals was the development of an energy action plan, to jump-start a citywide effort towards energy efficiency. In 2016, the City worked with the Partners in Energy program to complete its Electricity Action Plan, the first element of this plan, to begin its strategy for energy use reduction. Additional action plans are anticipated to be completed in the following years, as outlined in this plan.

Key Edina Sustainability Milestones

2007: Became a participant in the Regional Indicators Initiative (RII)
Established EEC
Signed U.S. Mayor's Climate Protection Agreement
Became an ICLEI City for Climate Protection

2008: Energy and Environment chapter in the Comprehensive Plan

2009: Completed Greenhouse Gas Inventory

2010: Began benchmarking City Buildings; Installed a closed loop geothermal system at the Public Works building

2011: Entered into a Guaranteed Energy Savings Contract; Joined GreenStep Cities; Installed solar panels on the roof of City Hall

2012-2016: LED lighting retrofits in multiple public buildings

2015: Established Conservation and Sustainability Fund

2016: Hired sustainability coordinator; completed Electricity Station Plan

2017: Participation in Community Resilience-Building Workshop Series

2018: MN GreenCorps member provided recommendations to green City Fleet and meet GHG goals
664kW Community Solar Garden installed on top of the Public Works building.

What We Have Learned

The past decade has shown that the strong values and intentions of Edina to pursue environmental sustainability have not always been demonstrated in decisions and results. Therefore, the EEC seeks to learn from past experiences to support a renewed approach moving forward.

This chapter takes from a 2008 experience and builds on it. In 2008, Edina was the first city in the metropolitan area to include environmental action in its comprehensive plan. This 2018, Chapter 10 seeks to summarize the framework created since 2008 for taking environmental action:

- Sustainability actions will focus on key subject areas. To date, those areas include energy, water, solid waste, air quality, natural habitat, trees, and environmental contamination.
- Environmental decisions and actions vary across different sectors of the community: City municipal operations, residents, other governmental bodies, and commercial and industrial businesses.
- The City of Edina will take actions affecting all of these actors and, most importantly, lead by example.

It is our intent that future Energy and Environment Commissions use this chapter to frame their annual work plans. Building on the past experience of the EEC, we direct future EECs to advise the City to:

- Meet existing goals of Greenhouse Gas (GHG) and waste reduction.
- Set new goals with community input to address climate change.
- Continually learn about environmental best practices and integrate those into action plans.
- Educate the community about the environment and sustainability.
- Leverage areas where the environment intersects with other commissions.

Edina: A Community of Learning. Edina has a prized education system of high-quality public schools. The Energy and Environment chapter of the Comprehensive Plan recognizes the importance of extending the benefits of education to the entire community.

The work of City staff and the Energy and Environment Commission includes educating the public about best practices related to environment and sustainability. This covers what the public can do to support community goals regarding environmental quality and energy use. For instance, education about climate change can strengthen support for city goals and actions to address its impacts on the community.

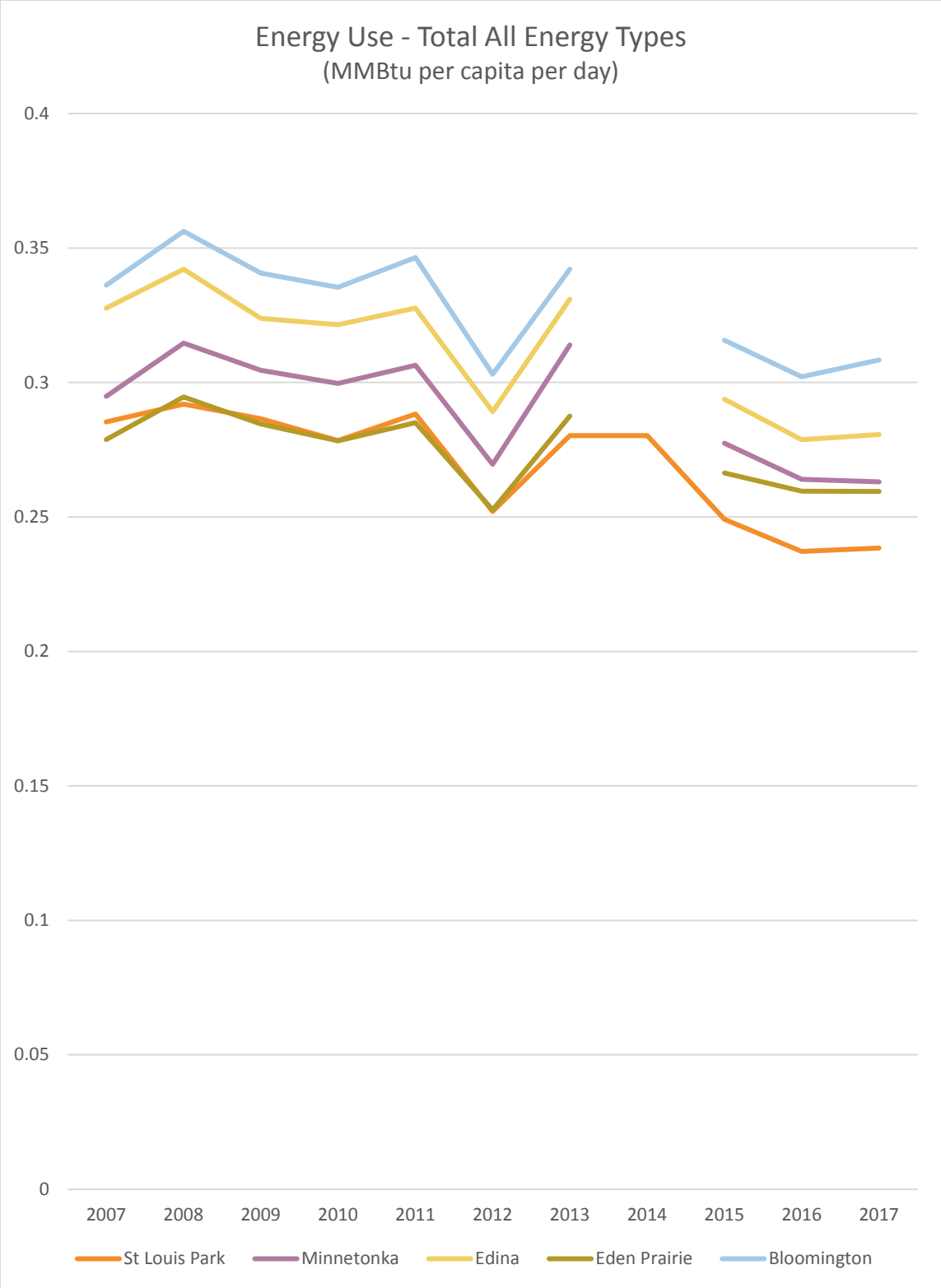
Existing Conditions, Trends, and Challenges

Climate Change – The urgency of action on climate change has been emphasized by an October 2018 report by the United Nations Intergovernmental Panel on Climate Change. This report asserts that unprecedented changes are needed within the next 12 years to keep rising temperatures in check and thereby lessen severe climate and weather impacts. While climate change is a global challenge, there are local implications regarding impacts and policy. Addressing this will require coordinated change on many fronts – including reduction of emissions, promotion of alternative energy sources, and alterations in consumption patterns and waste production and management. This action will extend over multiple City departments and commissions.

Climate Resilience – Resilience is defined as the ability to absorb and respond to stresses, and to adapt and evolve accordingly. The key changes in weather patterns that the Minnesota Department of Natural Resources (MN DNR) Climatologist is predicting include warmer winters with more freezes and thaws, more extreme precipitation, strong storms and winds, and high summer humidity. This will affect the health and safety of people and property in Edina, including increased risk from ice, flooding, and pests such as mosquitoes. The City will need to mitigate climate impacts on the community to maintain a safe and desirable community. Developing a resilience strategy will include identifying and responding to climate vulnerabilities in the community, in terms of both people and resources.

Leading by Example – The City of Edina can set an example for sustainability best practices through its own operations and facilities. It will be important to look at the complete lifecycle of purchases and processes to determine the opportunities to meet sustainability goals and improve the community's health and resiliency. This will need to be done through a triple-bottom line lens, which identifies the true financial, environmental, and societal costs to allow productive discussion and decision making about the level of commitment needed. While there have been some significant steps in this direction, including the hiring of a sustainability coordinator and the completion of an electricity action plan, the data show that there is a still a long way to go to live up to the City's goals and aspirations.

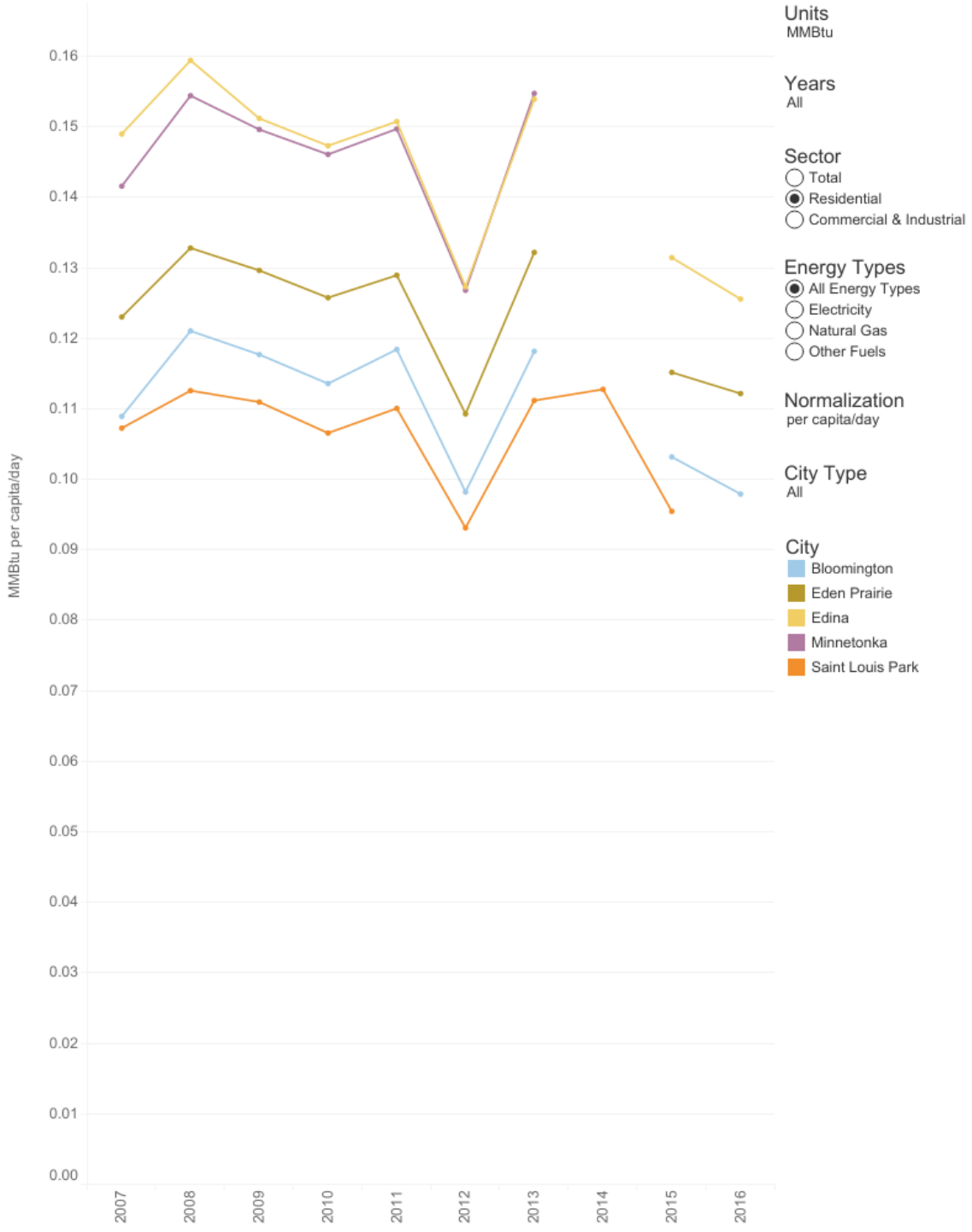
Energy – Sustainability best practices support continued energy efficiency and expanded use of alternative energy sources which replace large GHG emissions sources. Costs for renewable energy have reduced significantly at a commercial level. The cost of wind is on parity with coal generation. However, there are still issues regarding the availability and affordability of renewable energy generation on small residential scale (solar photovoltaic systems on a home). Conversion to renewables cannot be done overnight as there is significant infrastructure investment around current energy generation that will take time and resources to replace. Additionally, continued focus on efficiency use of energy generated will be critical to reducing emissions and keeping costs down. Data on Edina's energy consumption patterns, included in the following charts, shows that the city consumes energy at a fairly high rate with significant room for efficiency and reduction.



Source: Regional Indicators Initiative

Energy Use

Residential All Energy Types



REGIONAL INDICATORS INITIATIVE

Solid Waste – Sustainability also leads to an increased focus on a reduce/reuse/recycle approach to resources – with the goal of reducing overall waste generated. Undifferentiated waste in landfills, particularly organic waste, creates methane gas which is a primary contributor to climate change. Additionally, siting new landfills is increasingly costly and undesirable for communities. For these reasons, it is critical to address different waste streams, seek best practices and new technologies to reduce solid waste. This includes segregating the waste streams for the most sustainable outcome. The market for materials continues to change which makes recycling complex. These macro level systems will be challenging for a small community, like Edina, to change. However, education and behavior changes for city operations, residents, and businesses to alter their purchasing and disposal practices will be critical for successful recycling and waste reduction. In particular, education is needed on reducing waste contamination of the recycling stream, to ensure a higher percentage of recyclables collected can be processed cost-effectively.

Natural Habitat – Much of the land in Edina has been removed from its original ecological and natural function to make way for human development. While development impacts will remain, there are opportunities to retain, restore, and connect natural habitat areas within the city. A fuller picture emerges when looking at how this developed area fits into the larger ecological context of the region. Impacts on the city's tree canopy due to single-family home development, and pests such as the emerald ash borer, need to be addressed.

Water – Water quantity and quality must be wisely managed to deliver core services of drinking water distribution and source protection, sanitary sewer service, flood protection, runoff management, and clean surface water (lakes, creeks, ponds, and wetlands). Climate change and land use decisions have the biggest impacts on the resilience of our water resources systems. See Chapter 8 for more information and direction on water resources. The energy-water nexus is an important issue for sustainability as well: water treatment and transportation takes a considerable amount of energy, so reduction in water usage can reduce energy usage as well.

Density and Development – On the regional scale, it is generally more sustainable for development to be located in developed communities that are well-served by infrastructure, rather than on the outskirts where undeveloped land is being consumed and infrastructure is being created and extended, creating a larger carbon footprint. However, at the local level, as the City considers development and density options it must consider local impacts to the environment. Meeting the carbon reduction goal will necessitate discussions on tradeoffs in development, density, and their carbon impacts. For example, density can provide a lower carbon footprint per resident and new development can be more energy efficient. But increasing the population through density may increase the community's overall carbon footprint (though possibly not at a per capita level). Stopping density within the city will not solve sustainability problems and meet sustainability goals, but accommodating growth does require investigation of ways to grow more sustainably, and to seek to decouple carbon increases from economic growth.

Youth Activism – Climate change will impact youth and young adults much more than older generations. As a result, there is growing concern and activism among young people in Edina around the issue of climate change. Youth will need to be involved in the discussion and decision-making process to ensure their views are taken into consideration. The role of student members on the EEC is an example of this.

Attracting New Residents – Many young adults and families are taking green and sustainable values into account when deciding where they will live. To continue to attract young people and families to the community, it is important for the City to demonstrate a commitment to these values.

Financial Stewardship – A comprehensive approach to sustainability also includes a financial element. Strategic and timely investments in the short term may preclude much larger expenses later. One key element of this is identifying the lifecycle cost of investments – for example a larger up-front capital cost may at times be justified by lower operations and maintenance cost over the life of an investment. This should be taken into account in decision making.

Ongoing Data Needs – Particularly with regards to its commitment to GHG and waste reduction goals, the City will need to continually monitor data regarding environmental and climate conditions, energy usage, water usage, waste production, recycling participation, travel behavior, and other factors. The City of Edina's participation in the Regional Indicators Initiative https://www.regionalindicatorsmn.com/ provides access to a regularly updated data source that can help inform the City's decisions. Additional information sources may be linked on the City's website as well, as they are identified.

Recommendations and Strategies

Recommendations

The City will lead in sustainability both by example and by taking the lead role where possible.

The City will plan for resilience regarding climate change.

Future EECs will build on past experience.

The City will meet or exceed its GHG reduction goals and solid waste reduction goals.

Future EECs will continue to research and educate the community on environmental best practices.

Strategies

The following section summarizes the strategies used to implement the above goals. More details and examples of best practices can be found in a section at the end of this chapter.

Utilize a myriad of tools available. There are different tools for the City to use and support the community's goals. The right tool depends on the need and targeted outcome:

- **Policy** – The City will focus through staff and commission to amend and approve policies and its regulatory framework in order to support sustainable actions, meet sustainability goals, and meet the needs of the community.
- **Education** – The EEC encourages the City to connect on policies and learn best practices. We will use opportunities with city staff, EEC, organized neighborhoods, neighbor-to-neighbor, and business organizations to promote sustainable actions.
- **Alliances** – Edina is a part of a larger community. It is important to build alliances across City Commissions, with Edina School District, Chamber of Commerce, Hennepin County, and other government entities within the region to connect on policies, learn best practices, and share resources.

- **Measurements** – Develop and utilize existing tools for benchmarking and metrics to monitor and reach stated goals.

Understand there are different actors and their roles and impact on sustainability varies:

- City operations and budget decisions – City facilities, capital budget, operating budget, and operating decisions will lead by example and commit resources to achieving our sustainability goals through its own facilities and operations.
- Commercial and Industrial Facilities – In addition to private businesses, this includes non-city owned government and nonprofit entities, as well as multifamily and mixed-use development. Work with these entities to address sustainability through design, construction, and operations.
- Single family Residential – Work with single family residential communities, residents, and developers to address sustainability.

Incorporate sustainability into land use decisions:

Decisions on land use and development are one of the main ways the City can influence sustainability in the community. From the beginning of the process, land use and development review should incorporate sustainability as a primary consideration when making decisions.

There are key areas to focus sustainable action:

- Energy – The City will consider energy resources and reduction and their impact on our city's goals. Continue to look for opportunities for renewable energy sources, including solar.
- Water –Water is governed by the water chapter (see Chapter 7 for more information).
- Solid Waste – Encourage all to think of their waste footprint, use the waste reduction pyramid (i.e. rethink, reduce, reuse, recycle), and anti-littering to reduce waste and its impact on the environment. As we manage waste (i.e. trash, recyclables, and organic recyclables), continue to find ways for reduction via pick up options, hazardous waste, green demolition, sharing economy, and the circular economy.
- Air Quality – Promote clean energy and other actions to improve air quality such as reducing transportation emissions.
- Trees – Tree canopy has many stacked benefits (carbon sequestering, reduction in heat island effect, storm water mitigation, supporting wildlife, etc.). Review policy and actions that support tree canopy and benefits.
- Natural Habitat – Consider other natural resources such as soil, biodiversity, and sunlight.
- Environmental Contamination – Monitor sources of contamination of nonpoint source contaminants like runoff, pet waste, pesticide, and fertilizer use.

Goals and Benchmarks

Goals are our way to prioritize actions, get resources, and measure our actions. Meeting these goals will require trade-offs between various city priorities, though this chapter asserts that sustainability should be a major consideration in all decisions. The need for the city to address environmental and sustainability issues is urgent and important.

- GHG reduction: 30% or more reduction in GHG emissions by 2025, 80% emissions reduction by 2050.
- 75% of solid waste annually diverted from landfills by 2030
- Create an integrated environmental action plan.
- Continually seek best practices, reference following resource list for ideas.
- Apply metrics, benchmarks, and reporting to environmental actions.
- Lead decision-making policies with sustainable principles.
- Coordinate and communicate technical aspects of addressing resilience.
- Ensure equitable distribution of environmental benefits.
- Seek continuous improvement in water planning for drinking water, surface water, and storm water

Collection of Sustainability Ideas and Specifics from the Energy and Environment Commission

The following is a list of tools and ideas compiled through the Energy and Environment Commission (EEC) to inform ongoing work by the City and the EEC. The intent is to provide a flexible framework and list of options that can apply to a wide range of circumstances and decisions. While these are written as general guidance, they may be used to direct the development of more formal programs, goals, benchmarks, and initiatives.

City Budget and Leading by Example

- Integrate strategy, planning, and budgetary decisions.
- Encourage city staff to embed sustainability into decision-making, budget process, capital improvements and build alliances across City Departments.
- Operations – consider development of green building policy, and approach on net new city buildings
    - Operational aspects (like irrigation, tree canopy and green space).
    - Share resources example (South Metro training center).
- Reporting – set baselines and report out on (e.g. energy utilization, purchasing, new buildings).

Commercial and Industrial Facilities

- Constructions and Design – encourage green buildings, energy guidelines, give to get options, and deconstruction.
- Operations – encourage energy consumption and efficiency, minimize waste and optimize processing of waste stream with zero waste being target goal, water quality, and water drainage.
- Capture opportunities to educate.
- Address drainage, impervious surfaces, and runoff plans.
- Consider energy efficiencies and renewable energy options.
- Support lawn and plant diversity – permeable lawn, grass (weed ordinance), tree policy.
- Explore rebate and financial options.

Single Family Residential

- Utilize policies available to support green buildings (design, materials, etc.), energy efficiency and residential energy options, responsible demolition, pervious surface use, smart water use (e.g. irrigation), reduction of waste, and increase in plant biodiversity (including tree canopy and green space).
- Give to get options was mentioned as a policy form.
- Continue to reassess policies that impact drainage and impervious surfaces (i.e. construction permits needing runoff plans) and look for ways to stack benefits (i.e. utilizing native plants that can absorb runoff, support pollinators, and clean water versus use of a buried cistern).
- Support pollinators, tree canopy, biodiversity, and native plants.
- Beyond policy, look for opportunities to educate (see big ideas section).

Solid Waste

- Incorporate consideration of waste into every aspect of plan – think of the waste hierarchy: reduce, reuse, recycle.
- Any new commercial development should incorporate 3-stream waste collection.
- Consideration for organics both in production and collection – i.e. new food establishments take packaging and waste collection into consideration.
- Keep all new technologies and innovations regarding waste on the table.
- Educate citizens on waste at every opportunity.
- Public spaces need to have 3-stream waste receptacles conveniently located for citizens.
- Events should consider waste in their planning. Both packaging and waste collection should be part of permit/expectation.
- Consider opportunities for citizens to dispose of waste materials at centralized location – i.e. a day where there is an electronics collection at a central drop-off.
- Construction and demolition requirements or options for greener practices. This could include reusing materials and/or more environmental considerations when building.
- Parks using a percentage of compost in turf management and in planting beds.

Energy

- Consideration of self-generation or self-sourced generation:
    - Look into costs for on-site generation or programs to source directly from remote sources.
    - Consider long term environmental impact relative to city goals.
    - Consider carbon free sources or programs giving Renewable Energy Credits to end users.
- Explore benefits of all electric sites and partnerships with utilities to offset potentially higher bills.
- For larger developments consider on-site generation, district energy systems, or district thermal options. (Natural gas use on site will always have carbon emissions.)
- Consider the impact of community solar gardens.
- If the new home construction boom continues, consider local rebates/incentives to make homes more efficient, resilient, and sustainable. Consider incentives for reused materials or products sourced through in-state companies. (Discount on permit fees? Free LEDs throughout the house is builder/owner meets a designated energy efficiency level or a percentage of recycled materials.)

Wetland

- Achieve no net loss of wetlands.
- Discourage wetland alteration.
- Administer the Wetland Conservation Act.
- Update the wetland inventory data.
- Restore previously existing wetlands.
- Buffer zones of native vegetation.
- Minimization of water level fluctuations.
- Involve the appropriate regulatory agencies (MPCA, U.S. Army Corps of Engineers, and the MnDNR) in the planning of any proposed water quality or flood control facilities.

Natural Habitat

- Address invasive species.
- Encourage native plants, especially pollinator-friendly plants.
- Encourage large tree preservation.
- Encourage increasing tree canopy.
- Capture education opportunities for teaching ecosystems.
- Reduce pesticide and fertilizer use.

Water

- Road salt best practices for overall reduction of chlorides to surface water receptors.
- Irrigation system best practices including upgrades and incentives for overall water use reduction.
- Incentives for potable water use reduction (business, residential).
- Long term drinking water sustainability, well redundancy, and water quality (including emerging chemicals of concern).
- Leveraging available new technologies that optimize electricity usage and well maintenance.
- Resilient storm water management.
- Incentives to reduce the proliferation of single use plastic water bottles.
- Building / new structure enhancements that optimize water usage including options for gray water systems.
- Continued long term water use coordination with watershed agencies, County, and adjacent communities.
- Innovative use of rainwater run-off for activities such as watering plants (refer to U of M operations example).

Solar Access Protection

One important contribution the City can make in the transition to renewable energy sources is to protect the access that individual residents, businesses and industry have to renewable sources of energy. Active solar rooftop collectors and passive solar technologies require maximum exposure to sunlight, which may be challenging in a developed environment. To help ensure that sufficient exposure is available for all homeowners and businesses, the City already has ordinances for building setbacks, building height restrictions, and maximum lot coverage. At present, there are still very few houses with solar energy systems, likely due to high costs and logistical considerations associated with installation.

The University of Minnesota has developed a high-resolution statewide solar resource map that allows cities to calculate how much electricity they could potentially receive from locally installed solar energy systems. These data (see **Figure 8.1**) were used to calculate Edina's solar resource, in terms of potential for energy generation. The solar map shows the location of the best sites solar installations and helps identify where there may be potential land use conflicts with solar development. **Table 8.1** shows the amount of solar energy reasonably available for development in Edina. The gross potential includes the total available resource, regardless of location; rooftop capacity and generation include only the resource available on the rooftops of commercial buildings located in the city.

Table 8.1 – Edina Gross and Rooftop Solar Generation Potential	
Total Generation Potential (MWh/year)	16,700,686
Rooftop Potential (MWh/year)	2,739,861
Gross Generation Potential (MWh/year)	1,670,068
Roof Generation Potential (MWh/year)	273,986

These calculations assume a 10% conversion efficiency and current (2016/17) solar technologies. The average home in Minnesota consumes between 9 and 10 Mwh/year (Solar Energy Industries Association; US Energy Information Administration). Using only Edina's rooftop generation potential, 27,000-30,000 homes could be powered by solar energy annually – more than the number of existing units in Edina.

Actions by the City of Edina that promote solar access and energy usage – such as facilitating financing mechanisms like PACE financing and maintaining updated development regulations and incentives – can result in wider adoption of solar energy in Edina. Another alternative is participation in community solar gardens, which provide people an opportunity to support renewable energy through membership in a large solar array located in a sunny open area. The Edina Community Solar Garden, located on the roof of the Public Works and Park Maintenance Facility, is fully subscribed at the time of this writing with 68 households participating.

The City plans to meet or exceed state standards regarding solar access protection:

1. Continue to enforce setback, building height, and lot coverage ordinances that can serve as protection to solar access
2. Become SolSmart certified to ensure policies, permitting, and inspections processes do not inhibit solar access.
3. Consider access to solar protection when reviewing variance requests.
4. Promote the use of active and passive solar energy for heating, lighting, and other aspects in design, construction, remodeling, and operation of City buildings.
5. Leverage the Solar and Wind Access Law to establish polices that restrict development for the purpose of protecting solar access.

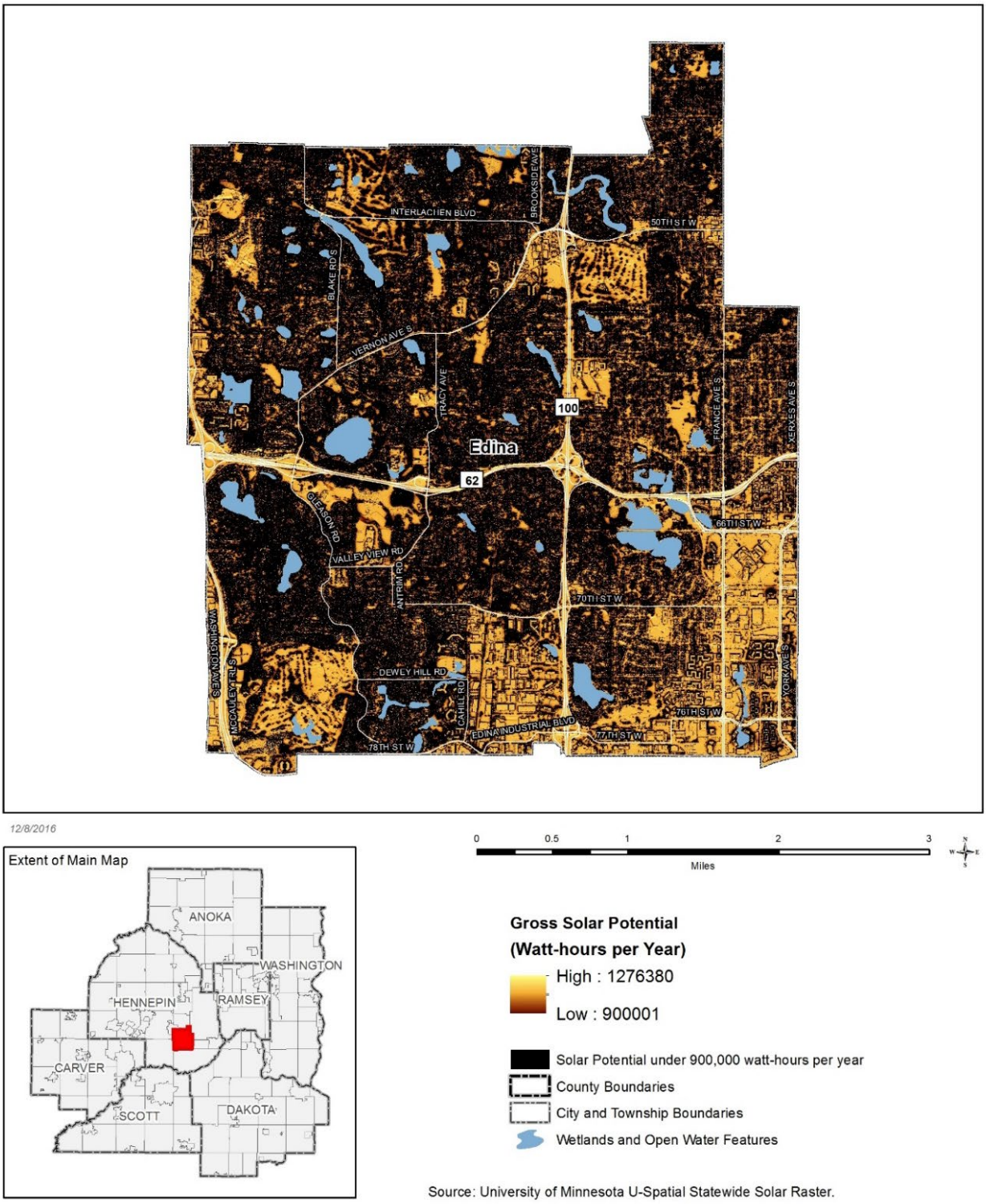


Figure 8.1: Gross Solar Potential in Edina

CHAPTER 9
COMMUNITY SERVICES AND FACILITIES

COMPREHENSIVE PLAN
CITY OF EDINA

2018

9. Community Services and Facilities

Chapter Highlights

- This chapter addresses:
  - Public Safety: Police Protection
  - Public Safety: Fire Protection
  - Education / Lifelong Learning: Schools
  - Education / Lifelong Learning: Libraries

- Projected increases in multiple-occupancy housing and changing population levels, especially in the 65+ age category, and demographic diversity, will require an increase in patrol levels to maintain Edina's high level of Police Department law enforcement services.

- A continuation of multi-unit residential redevelopment, as well as continued residential tear-downs and rebuilds, place high demands on both the Fire and Building Inspection Divisions of the Fire Department.

- Current and future redevelopment activities, and the concomitant population increase, in the Greater Southdale District point to the need to relocate and expand Fire Station No. 2 towards the northwest area of this District to address the rising increase in response times, and to accommodate additional Emergency Management Services (EMS) resources, possibly as a joint Police/Fire facility. Also, it is anticipated that in 5-10 years, there will be a need for (new) Fire Station No. 3 in the northeast quadrant of the City.

Definition: Community Services and Facilities

Community services and facilities are publicly-accessible resources that:

- Help make lives safer, healthier, and more enjoyable, and

- Enhance skills and abilities to enable residents, workers, and visitors to lead more rewarding and productive lives.

These social infrastructure resources are as important to Edina's future as "hard" services like water, sewer, roads, and transit.

Strategic investment in social infrastructure encourages greater levels of equity, access, participation, and social cohesion.

- Enrollment projections in the Edina Public Schools (ISD 273) do not point to a need to expand existing facilities. However, in recognition of the fast-paced redevelopment activity and the changing demographics in the Greater Southdale District, Edina Public Schools is monitoring these changes to determine the impact on future enrollment and the broader range of services they provide.

- Hennepin County Library plans no significant facility or programmatic change to the Grandview Library. However, Hennepin County Library does plan to replace the Southdale Library on the northwest quadrant of its current 7.7-acre site on York Avenue.

- An opportunity is identified for Hennepin County Library to partner with Edina Public Schools and others such as Fairview Southdale Medical Center, City of Edina Departments, Southdale Center Mall, Southdale YMCA, and Minnesota State University-Mankato at Edina to provide

"outside-the-box" multi-generational and lifelong learning programs, especially in a re-location and re-design of the new Southdale Library to better match the pattern and character of the Greater Southdale District's evolution.

Introduction

Edina's quality of life, and the health and well-being of its neighborhoods and business districts, require not only effective and coordinated planning, but also the involvement of human services sectors and investment in comprehensive social infrastructure.

Preserving and improving access to services and facilities in established Edina neighborhoods and providing for a full range of community services and facilities in areas experiencing major or incremental growth, such as in Grandview, 50th and France, and in the Greater Southdale District, is a shared responsibility.

The City of Edina, Hennepin County, the State/Metropolitan Council, school districts, other public agencies, and even the development community all play a role.

The types of community services, and the manner in which they are provided, are determined by demographics and by political decisions on managing growth.

The demographic trends that shape Minnesota, as well as Edina, are population shifts, aging of population, workforce considerations, and growing diversity. Edina's population is increasing, with a more recent surge in new residential development in the Greater Southdale District. The median age of Edina residents is 44.5, about 25 percent higher than the Minneapolis-St. Paul-Bloomington, MN-WI Area. Edina's share of households with an older adult (65+) is 35 percent, much higher than the MSP metro area at 22 percent. In Edina, 8 percent of all residents (about 4,000) report a disability; 70 percent of those with a disability are age 65+. With respect to workforce considerations, Edina "grows" by 23,000 (net) people entering Edina each day to work. Edina's growing diversity is reflected in Edina Public Schools, with nearly twenty different home languages of students who speak a language other than English at home.

With this Comprehensive Plan, the City of Edina is welcoming new population and employment growth, adopting policies to shape and locate most of that growth to several specified areas, especially to the rapidly-evolving mixed-use Greater Southdale District.

The demand for quality community services will increase in the future. The provision of those services will need to be altered in nature. The City must balance the need to maintain existing services and facilities with the need to bring new or improved services to a growing senior population, to under-served and under-represented communities, and to new residents, workforce and businesses. Environmental, economic, and technological changes will occur as well. Edina service providers must reinvent delivery systems and facilities to respond to multiple and competing demands, withstand environmental stress, and adapt to changing circumstances.

The purpose of this chapter is to inventory and examine existing services and facilities, to identify future needs, and to determine the requirements for maintaining and enhancing these services and facilities to meet Edina's growing and changing population. The goals and policies in this chapter support equitable, efficient, and adaptive management approaches that are needed to continue to provide high-quality services and facilities to all Edina residents, businesses, and visitors, now and in the future.

This Community Services and Facilities chapter addresses the following;

- Public Safety: Police Protection
- Public Safety: Fire Protection
- Education / Lifelong Learning: Schools
- Education / Lifelong Learning: Libraries

Other services and facilities, including parks and recreation, arts and culture, water resources, energy and environment, transportation, and health are addressed in other Comprehensive Plan chapters.

Edina: A Community of Learning. Edina has a prized education system of high-quality public schools. This chapter of the Comprehensive Plan recognizes the importance of extending the benefits of education to the entire community by increasing multi-generational learning through expanded mentoring and tutoring opportunities that involve school-age children, senior citizens, local businesses and institutions, and health care facilities.

Collaborating with Edina Public Schools, Edina's community services can be delivered in ways that will better enable everyone in the community to appreciate the scope of available services and their importance. Additionally, through the community's engagement in these learning experiences, a foundation will be laid to help ensure that these services continue to meet the evolving needs of Edina's growing population. Examples of such methods include:

- Hennepin County Library, Edina's Public Schools, and the Edina Fire and Police Department's might extend their community outreach in a collaborative manner in planning their respective future services and facility development in the Greater Southdale District to explore solutions and outcomes that could produce cost savings, efficiencies, and opportunities for multi-generational learning.

- The Police Department might involve students, business owners and employees in cybercrime awareness education along with Police Department detective training.

Public Safety: Police Protection

Introduction

The mission of the Police Department is the service and protection of the community within the scope of the law and trusts and expectations placed in that department by the community.

Current Conditions

The Edina Police Department consists of 75 full-time and 11 part-time employees, including the Community Health Division which was integrated into the Police Department in 2012.

Trends, Challenges, and Opportunities

The Police Department is called upon to perform many emergency and public service tasks. In 2017, the department responded to over 72,068 calls for service which involved medical emergencies, fires, accidents, thefts, damage to property, suspicious persons and vehicles, alarm responses, as well as public service educational and self-initiated activities. Approximately 19 percent of these calls require multiple officer responses, which equals over 32,000 officer responses.

In 2016, the City reported 963 major Part I crimes such as burglary, robbery, assault, and theft. This was a 1.7 percent drop from 2015. Additionally, the City reported 1168 Part II crimes, which was a 12.8 percent increase from 2015.

Police respond to emergency calls within five and a half minutes and to non-emergency calls within 12.5 minutes under normal conditions. This was a slight increase from the previous comprehensive report in 2008. The theory for the increased response times is because of the higher call loads officers have to handle with the same staffing levels that haven't changed for several decades. Also, the City's population density has increased which has created heavier traffic patterns. The Police Department operates a 24-hour Communications Center, which handles 911 calls and dispatches the appropriate Police, Fire, and Emergency Medical Services (EMS) units for both the cities of Edina and Richfield.

Law enforcement organizations around the state are experiencing a downward trend in the number of qualified individuals looking to become police officers. Edina has a long-standing tradition of hiring only the most qualified candidates. Moving towards the future, the Police Department may have to look at

non-traditional recruiting options such as mentoring potential candidates in high school or early college, second career individuals, reduced tuition or grants, and tuition forgiveness.

The Police Department is also responsible for educating the public in crime prevention techniques, all felony crimes against persons, hate crimes and sexual violence, and where warranted, other crimes as well. This is accomplished by connecting with our community members through our community events and programs.

The Edina Police Department's community engagement officer plays a vital role in connecting with our community members through various means including, but not limited to: Night to Unite, school resources officer program, presence at local public forums where health and safety topics are discussed and educational programs regarding traffic safety and laws. These partnerships help identify and then address problems and concerns in the community.

Over eighty percent of the Police Department budget is directly or indirectly spent on labor. The Police Department operates seven days a week, 24 hours per day, and maintains an average patrol strength of 5.2 officers at any given time.

The Police Department also supervises an Explorer Post comprising approximately twenty young adults that have an interest in law enforcement. Our Explorer Post contributes approximately 500 hours of public services to various community events and programs. The Police Department oversees a Police Reserve program with individuals that want to give back to the community. The Reserves provide extra support during special events, non-emergency calls for service, and extra patrol. On average, the Reserve provided the community in excess of 1,800 hours of supplemental coverage every year.

Tornadoes, floods, blizzards, and other natural disasters can affect the City. In addition, major disasters such as train wrecks, school shootings, plane crashes, explosions, and accidental release of hazardous materials pose a potential threat to safety in Edina.

The City has an Emergency Response Plan which follows an all-hazards approach to preparing for and responding to large-scale emergencies. The purpose of the Plan is to ensure the effective, coordinated use of its resources to maximize the protection of life and property, ensure the continuity of government, sustain survivors and repair essential facilities and utilities.

The Civil Defense Program prepares the community for disasters or emergencies, natural or man-made. This is accomplished by compliance with Federal, State and County guidelines for emergency preparedness planning.

The City of Edina also partners with the cities of Bloomington, Eden Prairie, and Minneapolis-St. Paul Airport Police Departments to operate the South Metro Public Safety Training Facility, which provides a variety of police and fire training opportunities in a two-building campus located in Braemar Park at 7525 Braemar Boulevard in Edina.

Demographic changes, a growing workforce, and an increased pace of redevelopment, especially in the Greater Southdale District, will require an increased public safety response, including consideration of alternative non-traditional styles of policing and addressing growing diversity through the lens of equity and inclusion.

Goals, Policies, and Strategies

Police Protection Goal 1: Maintain or improve police service levels, in both response and prevention activities.

Projected increases in multiple occupancy housing and population, especially in the 65+ age category, are anticipated to result in an increase in calls for service which may affect the number of officers necessary to provide the highest quality of law enforcement services. A staffing study in 2016 recommends increasing patrol levels by seven officers by 2019 to stay with Edina's high level of productivity and quality service.

A senior population is associated with higher numbers of medical calls for service. All Edina patrol officers are either certified as an Emergency Medical Technician or First Responder and respond to all medical emergencies. All of Edina's dispatchers are training in Emergency Medical Dispatching (EMD) to provide pre-arrival instructors during medical emergencies.

Seniors have increasingly become targets for criminal and financial exploitation. The Department has assigned an officer to vulnerable adult investigations on a near full-time basis due to the increase in these types of crimes. If the trend continues, additional resources may have to be devoted to this area.

With an increase in mental health calls for service, police officers need the skills to handle individuals who are experiencing episodes of uncontrolled or erratic behavior due to mental illness.

Polices and strategies for action include:

1. Continue to be a transparent organization to ensure trust within the community.
2. Utilize new technology to analyze call patterns to plan for and allocate resources and maintain rapid response times.
3. Research the possible implementation of officer-worn body cameras and identify a funding source to pay for the ongoing staff time and storage needs.
4. Expand crime prevention services to reach a larger resident base, with emphasis on the expanding senior population.
5. Examine the need for and feasibility of building a joint Police/Fire sub-station in the Greater Southdale Area to assist with the increased call load and to provide better response times.
6. Work with the major retail business to develop a crime prevention strategy.
7. Explore and stay current with new styles of Crisis Intervention Training (CIT) for officers so they are best prepared to handle situations they encounter safely and professionally. This not only entails police tactics and investigations, but also the social aspect of recognizing the needs of various cultures within the community.

Police Protection Goal 2: Promote traffic safety through enforcement and education.

Traffic enforcement is a top priority for the Edina Police Department. In addition to the traffic safety benefits of enforcement, it also serves as a crime prevention and interdiction tool. The majority of criminal activity is being committed by people coming into the city via our roadways. With projected population increases, three major highways running through our city and a lack of capacity on our roads,

congestion and cut-through traffic will continue to be problematic. Requests for increased traffic enforcement have consistently been the top request to the Police Department over the last 20+ years. A continued strong enforcement presence will be needed to keep Edina one of the safest areas in the metropolitan area.

Also, over the next ten to twenty years, pedestrian, bicycle, and vehicular traffic is anticipated to increase exponentially with major retail and high-density residential complexes being planned and built at the Greater Southdale District. The Police Department will be responsible to provide security and safety along new walkways and roadways in the area. The unknown make-up of the higher density population that will live in the Greater Southdale District will cause the Police Department to consider alternative styles of policing to adapt to community needs. This could be in the form of more foot and/or bicycle patrols, security cameras, and specialized public education.

Policies and strategies include:

1. Provide an unmistakable presence and visibility on the roadways.
2. Utilize educational tools such as the radar trailer and digital display signs to increase driver awareness.
3. Take advantage of State-wide partnerships, e.g. Toward Zero Death (TZD) and DWI officer grants to increase funding for enforcement and education efforts.
4. Work with city planners during design/planning stages in the Greater Southdale District to ensure safety and crime prevention through environmental design, including clear signage and landmarks for people to communicate their location to dispatchers and responders.

Police Protection Goal 3: Make cost-effective use of technology to meet public safety goals.

One of the more daunting challenges ahead is the use and attendant cost of technology. In 2007, the Edina Police Department made a significant investment in a new computer system. Moving forward, the current system is reaching the end of its life expectancy. The previous system lasted sixteen years, while the current system was scheduled for replacement in 2012. The Police Department will have to carefully monitor and plan for upgrades and eventual replacement. The complexity of new systems, along with the push for information sharing among all criminal justice agencies, places greater demands upon staff.

Law enforcement has greatly benefited from improving technology; but it has also seen an explosion in the use of technology by the criminal element. Internet pornography and child exploitation, cyber stalking, phishing, and identity theft are examples of crimes that have dramatically increased in the past five years. These types of crimes create the need for officers who have knowledge and state-of-the-art equipment to properly investigate the digital crimes that are constantly evolving.

To stay current with crime trends and to assist the investigative division, the Police Department hired a full-time Crime Analyst. In 2016, the Police Department reassigned an officer to become a full-time

forensic investigator to help address crimes involving technology.

Policies and strategies include:

1. Monitor technological advances relating to law enforcement and evaluate applicability to our department to ensure that the Police Department has the full toolset of technical, managerial, and legal mechanisms to identify cybercrime offenders and prevent their illegal activities.
2. Use crime analyst and crime intelligence to predict crimes and likely crime areas.
3. Going forward, if crimes involving technology continue to increase, the Police Department will need a second or even a third detective with specialized forensics training to keep up with the demand of investigating cybercrimes.
4. Participate in joint task forces or use consultants in areas that call for specialized or unique crime-fighting skills.
5. Budget or look for grants to assist with funding for new forensic equipment.

Police Protection Goal 4: Ensure that the community is prepared to effectively mitigate and respond to disasters.

The importance of local level planning and response has been highlighted with concerns about terrorism, pandemic flu, and recent disasters. Depending on the scale of the emergency, assistance from outside agencies may not be available for an extended time.

Policies and strategies to prepare for a disaster include:

1. Educate and involve the community in disaster preparedness activities.
2. Update the Emergency Operations Plan regularly to stay current with evolving threats or hazards.
3. Build collaborative efforts with State and County agencies to maximize funding, training, and information sharing opportunities.

The Edina Police Department has a strong tradition of planning for the future. The one thing we can plan on for the future is change. Our primary strategy to prepare for the future is to maintain well-trained, equipped, and highly motivated staff with the flexibility to address the challenges ahead.

Public Safety: Fire Protection

Introduction

The mission of the Edina Fire Department is to serve the community by protecting lives, property and the environment in a safe, efficient, and professional manner.

The Edina Fire Department meets the mission through the implementation and enforcement of building and fire codes for new construction and existing structures, to extinguishing fires, to providing paramedic advanced life support ambulance service, to delivery of fire prevention and education programs, and the maintenance of firefighting equipment and fire department facilities.

Current Conditions

The Edina Fire Department is organized into two divisions: Fire Division and Building Inspections Division. The combined full-time staff consists of 46 full-time personnel.

The 36 **Fire Division** staff members consists of twenty-four shift personnel (captain, lieutenant, seven paramedic/firefighters), five command officers, three fire inspectors, one administrative assistant, and one paramedic/firefighter on special assignment with Minnesota Task Force 1 Urban Search & Rescue Team serving as the administrator for the team. The Fire Division also has two part-time positions assigned to the fire inspections bureau – administrative support and public education. Additionally, the Fire Division supports a cadre (10-15) of paid on-call (volunteers) firefighters.

The Fire Division operates out of two fire stations: Fire Station No. 1 is located at 6250 Tracy Avenue which is also the department headquarters; Fire Station No. 2 is located at 7335 York Avenue.

Finally, the Fire Division oversees the South Metro Public Safety Training Facility which receives its direction from the Board of Directors. The Facility is managed by an executive director and a core of part-time staff members.

The **Building Inspections Division** enforces minimum standards related to building construction to safeguard life or limb, health, property, and public welfare by regulating buildings and structures within the City with regards to construction, design, location and maintenance, quality of materials, and use and occupancy. The 14 Building Inspections Division staff members consists of a chief building official, a field inspector supervisor and seven field inspectors, two commercial plan reviewers and three permit technicians.

Several years ago, the Fire Department took on the duties and responsibilities of emergency management for the City. The Fire Chief is the Director of Emergency Management (EM). The Assistant Fire Chief in Charge of Operations is the EM Coordinator. Their primary roles are to ensure the City

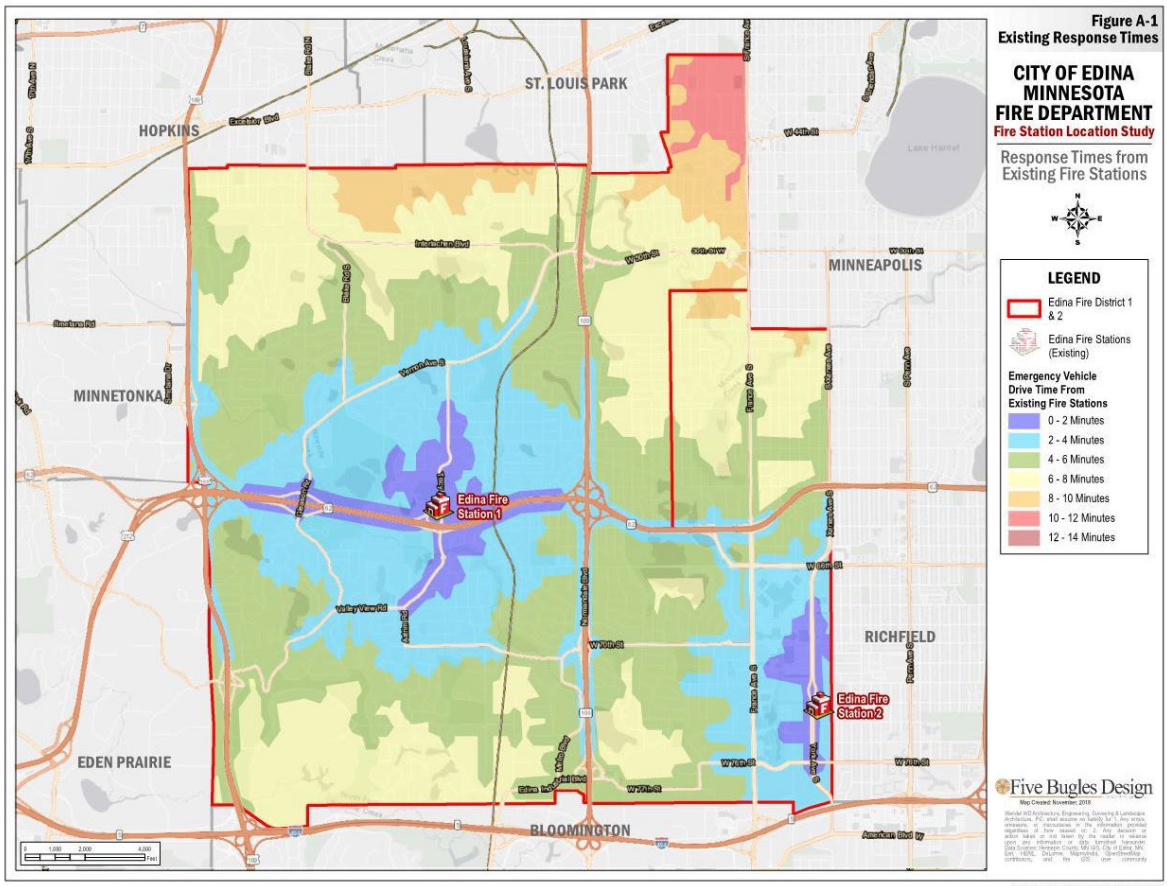
Emergency Operations Plan is up to date and that the Emergency Operations Center is equipped and operational when activated. The EM Director and Coordinator work closely with County and State EM official to ensure response plans are aligned with County and State requirements and best practices. In the event of a large-scale incident, the EM Director would assist the City leadership in managing the incident to ensure a positive outcome.

Trends, Challenges, and Opportunities

The trends from the past and those for the future indicate a continued increase in all aspects of the Fire Division and Building Inspections Division operations.

The **Fire Division's** primary purpose of fire suppression, emergency medical services and special operations is to provide an immediate response to protect lives, property (total est. market value $13 billion), and the environment from exposure to natural, industrial and environmental hazards. Response should place a fire or emergency unit on the scene within six minutes at least 90 percent of the time.

Typical actions are search, rescue, and removal of persons in immediate danger, interior fire attack to stop the fire development, exterior fire streams to prevent fire extension, fire extinguishment and



Source: Map A-1 from "Response Times and Station Location Study – Edina Fire Department," Five Bugles Design, December 5, 2018

control. Also necessary are actions and measures to minimize property damage by smoke, water, weather and release of hazardous or toxic materials. Equipment consists of three pumpers, one aerial tower, one heavy rescue and various support vehicles. In 2017, 1,217 fire responses included fires, rescues, hazardous conditions, and public service emergency calls. Emergency Medical Services (EMS) for our community accounted for 4,511 responses (79%) in 2017. Our Special Operations Team (SOT) also supports the State of Minnesota Task Force One Urban Search & Rescue Team and responds State-wide to structural collapse and other technical rescues. Although the calls for special operations service are very low the time commitment for training is extremely high to ensure competency in this very technical field.

A big component of the Fire Division and one that sets us apart from any other fire department in Hennepin County is that we are the only municipal Advanced Life Support (ALS) ambulance service. Our deployment goal is to place an ambulance on the scene within six minutes at least 90 percent of the time. To meet that goal our equipment consists of four ALS paramedic ambulances and one ALS equipped pumper. Services provide both immediate emergency care and transportation to metro-area hospitals. Paramedics are cross-trained as firefighters, and all firefighters are cross-trained to emergency medical technician level. Emergency medical services also include public information activities to prevent and best prepare citizens for emergency medical situations. The fire department ambulance service generated revenues in excess of $2.2 million in 2017. Edina's City-wide average response time to all emergencies is 5.84 minutes.

The **Building Inspections Division** has seen significant increases in single-family residential tear-downs and rebuilds with an average of 124 per year for the past several years. The peak of this activity may have been realized in 2014, but it is anticipated that there will be brisk activity several years to come. Multi-unit residential structures continue to be a strong redevelopment strategy especially in the southeast quadrant of the City, especially in the Greater Southdale District bordered by France Avenue, York Avenue, Highway 62, and Minnesota Drive, as well as in the 76th Street/77th Street corridor to the west. Additionally, the City is planning for redevelopment in the Grandview area west of Highway 100, 50th and France, 44th and France, and 70th and Cahill areas.

This increased building activity, primarily in the form of multi-unit residential and mixed-use structures, will certainly place a high demand on the both the Fire and Building Inspections Divisions. In anticipation of this increased workload, the Building Inspections Division added three full-time staff members in 2015 – two field inspectors and one permit technician. A recent addition to the operation is the implementation of electronic plan review for all permits. This has provided many efficiencies within the Building Inspections Division and the City. All permitting is now done through e-permits and all plan reviews are done electronically.

Goals, Policies, and Strategies

Fire Protection Goal 1: Prevent fire ignition whenever and wherever possible.

1. Prevention through education.
    a. Public education class in the schools
    b. Senior Safety Camps
    c. Kids Safety Camps
    d. Other community outreach

Fire Protection Goal 2: When fires do occur, minimize fire impact on lives and property.

1. Response through appropriate equipment and staff.

a. Properly placed fire and EMS response vehicles
b. Properly trained fire and EMS staff
c. Strategically located response units to ensure timely response

Fire Protection Goal 3: Forecast needs in the areas of building fire protection systems, operational support and program development.

1. Building code compliance
2. Fire and life safety code compliance
3. Proactive fire and life safety inspection programs.

Strategies for action include:

- **Ensure sufficient building inspections staff along with advancing technology**. This will be a major factor as we try to meet the fire and life safety needs of the community as redevelopment takes place.

- **Achieve a balance in EMS service delivery**. This will mean our operations will need to expand and address the complexity created by the fact that many new mixed-use redevelopment projects are located proximate to existing multi-unit residential senior living facilities. Additionally, changing demographics towards a more diverse community and an expansion in affordable housing may play a part in the increasing emergency call volume.

    - The fire department has seen a continuous upward trend in emergency medical call requests. From 2007 to 2017, there was a 27 percent increase in emergency call volume. The largest part of the increase is EMS delivery. The SE quadrant, which includes the 750-acre mixed-use Greater Southdale District and is served by Fire Station No. 2, continues to see the largest portion of EMS runs. This trend will continue as many recent multi-unit residential/retail structures have been built in this quadrant and there are several more planned. Of concern is the proposed redevelopment of the 43-acre low-rise Pentagon Park office campus west of France Avenue in the southern part of the City. The transformation of this area will likely be to mid-to-high-rise multi-unit residential and mixed-use structures. These new uses, building types, and increased densities will place new and different demands on building inspections and the long-term public safety service delivery.

- **Increase initial and ongoing building and fire inspections and code enforcement along with prevention and education undertakings.** These measures are cost effective and produce a dramatic reduction in loss of life, injuries, and property.

- **Continue to assess the capabilities of Fire Station No. 1 and No. 2 and make upgrades as needed. Plan for Fire Station No. 3 in northeast quadrant of the City.** In 2008, Fire Station No. 1 was rebuilt and enlarged to accommodate the increase in equipment and staffing. Since 2008, there has not been an increase in staffing but future increases are anticipated in 2019. In 2018, an analysis was conducted by Five Bugles Design to look at current emergency response times and station location throughout the city and to make recommendations. In short, the analysis recommended relocating and expanding Fire Station No. 2 towards the northwest area of the southeast quadrant of the City in the next 5 years. This will hopefully address the rising increase in response times and accommodate additional EMS resources because of the increasing run volume associated with the redevelopment in the Greater Southdale District. Furthermore, 5-10-year forecasts point to a need for a third station

in the northeast quadrant, again to address the increasing response times in this area because of current and future redevelopment activities.

BEST PRACTICES: Rather than build a traditional single-use facility, the City of Alexandria, Virginia pursued an innovative design that fit the new station into the mixed-use fabric of the new neighborhood. The Station at Potomac Yard is a massive new mixed-use development that includes a building with a new 21,953 sq. ft. Fire Station with four emergency vehicle bays, four stories of affordable and workforce housing (64 units), 1,500 sq. ft. of commercial space, and two community rooms.

- **Revise City Emergency Operations Plan as needed to respond to changing population levels and demographic diversity**. Emergency Management oversight is a function of the Fire Department. As the demographics and density of the community change so too will the need for plans that address the changing diversity. The Department will continue to revise the City Emergency Operations Plan on a regular basis and will work closely with local, county and State officials to ensure required plans are in place.

The Fire Department will continue to develop, update, and implement goals, policies and strategies to meet the needs of the Edina community.

Education / Lifelong Learning: Schools

Introduction

One of the five key features that define the future of Edina, as articulated in the 2015 Edina Vision Statement, is that Edina will continue to be a Community of Learning. The participants in that visioning process routinely singled out quality education as one of the characteristics of their future. Edina has a high-quality future-oriented formal education system that undeniably prepares its students to thrive in an increasingly competitive and globalized world. The Vision Statement noted that the respondents desired greater use of technology in the classroom, an expansion of cultural and globally-focused learning

opportunities, and the promotion of lifelong learning. Also, the Vision Statement stated that the City should continue to foster its productive working partnerships and explore future opportunities for expanded partnerships.

Current Conditions

Public Education

Edina is served primarily by Independent School District 273, Edina Public Schools. Portions of Edina are included in five other public school districts: Hopkins (ISD 270), Bloomington (ISD 271), Eden Prairie (ISD 272), Richfield (ISD 280), and St. Louis Park (ISD 283).

Edina Public Schools (EPS) is a nationally recognized suburban public school district serving approximately 8,500 students, up from 7,700 ten years ago.

As articulated in the **Strategic Plan: Building the Next Generation of Edina Public Schools**:

> The mission of the Edina Public Schools, working in partnership with the family and the community, is to educate all individuals to be responsible, lifelong learners who possess the skills, knowledge, creativity, sense of self-worth, and ethical values necessary to thrive in a rapidly changing, culturally diverse, global society.

There are six elementary schools (grades K-5), two middle schools (grades 6-8), and one high school (grades 9-12). The District also includes the award-winning Early Learning Center that provides early learning opportunities for children age 0-5 and their families, and Community Education Services that provides programs and services for learners of all ages, from birth through 85+.

Parents have three elementary (K-5) program choices:

- Neighborhood Program which serves 70 percent of students.
- Continuous Progress in which teachers work with students more than one year in multiage groups at Highlands and Countryside (10 percent).
- French Immersion at Normandale (20 percent).

There are six elementary schools:

- Concord Elementary School, 5900 Concord Avenue (743 students)
- Cornelia Elementary School, 7000 Cornelia Drive (577 students)

- Countryside Elementary School, 5701 Benton Ave South (574 students)
- Creek Valley Elementary School, 6401 Gleason Road (588 students)
- Normandale Elementary School, 5701 Normandale Road (647 students)
- Highlands Elementary School, 5505 Doncaster Way (579 students)

There are two middle schools (6-8) serving students based on geographical boundaries:

- South View Middle School, 4725 South View Lane (1007 students)
- Valley View Middle School (including Extended French Program), 6750 Valley View Road (1039 students)

There is one high school:

- Edina Senior High School, 6754 Valley View Road (2,737 students)

The original building/location for Edina East High School at 5701 Normandale Road now functions as the Edina Community Center, housing the community education and early childhood programs, School District offices, and the Normandale French Immersion K-5 elementary school.

Of the total 8,500 student enrollment in Edina Public Schools (EPS) approximately:

- 85% of resident school-age students attend Edina Public Schools; 15% of the student population joins EPS through state open enrollment programs.

- 24% of Edina Public Schools students report minority status, an increase of over 10% in the last ten years.
- 4% of students receive English Learner services, with EPS families speaking 44 different languages at home.
- 9% of Edina students qualify for Free and Reduced priced meals.
- 10% of students receive Special Education services.
- 18% of EPS students are served by the Gifted and Talented Program.
- 98.1% of students graduate from Edina High School, with 94% pursuing some sort of higher education.

In early 2018, the doors of the new Edina Activity Center (EAC) opened. The EAC accommodates the needs of the Edina High School student body, which grew by 25 percent this year when the ninth-grade class transitioned to the high school. It also helps meet the community's ever-growing need for additional athletic and activity spaces. The Activity Center is a 70,000 square foot addition to the Edina High School, and includes a three-court gymnasium, auxiliary gym, three-lane walking track, fitness center, locker rooms, and lobby area that doubles as a large group project space during the school day. The EAC also encompasses robotics labs and large learning spaces for Project Lead The Way classes and other technology courses.

Private Education

Edina is served by six private schools:

- Calvin Christian School, 4015 Inglewood Avenue South (Grades K-8)
- Edina Montessori School, 6133 Kellogg Avenue (Grades PK-K)
- Golden Years Montessori, 4100 West 42nd Street (Grades PK-2)
- Step By Step Montessori, 6519 Barrie Road (Grades PK-K)
- Our Lady of Grace Catholic School, 5071 Eden Avenue (Grades K-8)
- St. Peter's Lutheran School/Early Childhood Education Center, 5421 France Avenue (Grades PK-K)

Lifelong Learning

Edina Public Schools has recognized that, in the larger Edina community, people are looking for connections – physical and social and virtual – to build community and bridge differences. Edina Public Schools has an excellent Community Education program that embraces the beliefs that:

- Education is a lifelong process;
- Everyone in the community – individuals, businesses, public and private agencies – shares responsibility for educating all members of the community; and
- Citizens have a right and a responsibility to be involved in determining community needs, identifying community resources, and linking those needs and resources to improve their community.

The goal of Edina Community Education is to find ways to engage the Edina community with the school district and the larger community so that people can learn throughout their life. Edina Community Education operates the following programs:

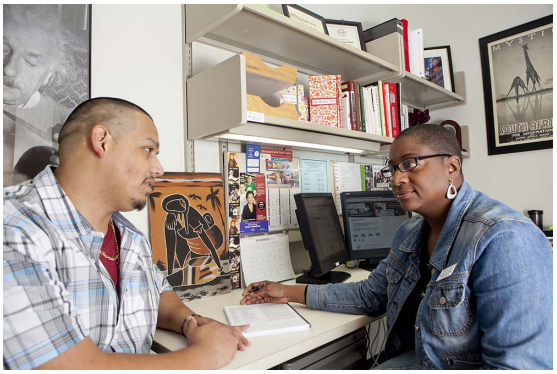
- Early Learning Center of which the Early Childhood Family Education (ECFE) is the heart of the program. ECFE enhances the ability of all parents and other caregivers to provide seamless transitions to Kindergarten and beyond.
- Out-of-School Time Programs for Youth (K-12) that provide hands-on, exploratory experiences so that students can continue to develop their academic, social, emotional, and physical skills.

- Adult Programs including Community Woodshop, Fitness programs, Ed2go which provides high quality non-credit continuing education programs, and Aquatics training.
- Schools Volunteer Program which promotes and strengthens partnerships between the school and the community as well as helps to personalize instruction and enrich curriculum for all learners (Classroom Support, Before or after school academic support, One-on-One Mentorship, Non-academic support, Media Center support, and Special event support).
- Facilities Rental which uses schools as community centers for educational, cultural, and civic activities.
- Edina Resources Center which connects residents to resources and information in Edina, including connections to the Hennepin South Workforce Center, Family Crisis Information, Food Assistance, Health and Medical, Housing Resources, Immigrant/Refugees/English Learners, Social Services Agencies, and Transportation Resources.

Also, in terms of adult education, Minnesota State University-Mankato at Edina offers University Extended Education programs for professionals and other adults who want to advance their careers, complete a degree, or build new skill sets.

Trends, Challenges, and Opportunities

Demographic Changes – Racial Equity and Cultural Competence: In Edina Public Schools, demographic data show a considerable increase in the percentage of students of color enrolled – including a ten percent increase in the last ten years – with projections indicating continued growth in racial diversity in the district in the future. Edina Public Schools recognizes this local demographic shift stresses the urgency to which they must not only assess and enhance the delivery of instruction, but more importantly the need to better understand the changing world of today and tomorrow.



School Security: Recent school shootings, most recently in Florida, and student activism in speaking out on the issue of gun violence, including school walkouts, have caused Edina Public Schools to examine the security of its own school facilities as well as monitor student protest discussions and demonstration events. Edina Public Schools supports the students' rights to free speech and peaceful assembly, so long as doing so is not disruptive and done in accordance with district policy.

With respect to school security, Edina Public Schools seeks to create a welcoming environment while enhancing security with lockdown buttons, electronic doors at entry points, upgraded Public Address Systems and security cameras. The Edina Public Safety Departments (Police and Fire) are working with Edina Public Schools to ensure that the buildings' emergency plans are sufficient, including enhanced staff training on evacuations, lockdowns, shelter-in-place, and buildings' new security features.

Enrollment Projections: The "2017-2018 Enrollment, Projections, Class Size and Facility Information Report," contained in a memo dated October 23, 2017, provided the following five-year assessment. The official enrollment in Edina Public Schools was determined in September, 2017. The district has used a cohort survival method for projecting enrollment and Average Daily Members (ADM) along with periodic demographic studies. Both the district and demographic study results have historically been reliable. The official enrollment information was used to develop student enrollment projection for five years into the future. This data, along with enrollment history and census information, was used to make the calculations. Recent changes in resident enrollment patterns have made both the district and demographic study projections more volatile. Non-resident enrollment is also projected based on historical enrollment of non-resident students. Projections for non-resident students is more challenging as it is difficult to determine if current patterns of non-resident enrollment will continue.

	Prior Year 2016-2017	Current Year 2017-2018	Projected 2022-2023
Grade Group			
Kindergarten	605.0	577.0	621.4
Grades 1-5	3,109.0	3,131.0	3,229.3
Grades 6-8	2,045.0	2,046.0	1,998.0
Grades 9-12	2,724.0	2,746.0	2,764.4
Total K-12	8,483.0	8,500.0	8,613.1

Source: Edina Public Schools

Summary statements about K-12 enrollment projections comprised the following:

1. The elementary school enrollment is projected to increase b 143 students (3.8%) during the five-year period.
2. The secondary enrollment is projected to decrease by 30 students (-.5%) during the next five years. Middle school is projected to decrease by 48 students (-2.3%) in the next five years, while high school is projected to increase by 18 students (.5%) in the next five years.
3. K-12 total growth is projected to increase by 113 students (1.3%) during the five-year period.
4. The administration recognizes the projection model, the district-wide programming studies and building capacity may need to be revised to be responsive to changing community demographics and educational trends. The model must be flexible with on-going monitoring.

Greater Southdale District: In recognition of the fast-paced redevelopment activity and the changing demographics in the Greater Southdale District, Edina Public Schools is monitoring these changes to determine the impact on future enrollment and other possible impacts on the broader range of services that EPS provides to the community. There is a tremendous opportunity for the District to provide

"outside-the-box" opportunities that could function as a magnet program to all of the District, including hands-on applied STEM learning at Fairview Southdale Medical Center; retail economics, logistics, marketing and product development at Southdale Center mall; innovative district stormwater management through partnerships with Edina Departments of Engineering and Public Works, etc. As well, there is an opportunity for the School District to partner with Hennepin County Library (new Southdale Library) and Minnesota State University-Mankato at Edina to expand community education programs.

Edina Public Schools Strategic Plan

Edina Public Schools adopted the **Next Generation of Edina Public Schools Strategic Plan** – Blending the Best of Today with the Possibilities of Tomorrow. This document sets out the EPS vision and core strategies along with implementation descriptions. This **Strategic Plan** represents the "goals and policies" that will guide their decisions, programs, and investments over the next five to ten years.

The **Next Generation of Edina Public Schools Strategic Plan** looks to the future trends, challenges, and opportunities with the following approach:

> Edina Public Schools is steeped in a strong tradition of excellence. But we know that we have a changing student body, a changing community, and changing workforce expectations. While our brand continues to be strong, we must look at developing that next generation of Edina Public Schools to ensure we are meeting the needs of the students of today as well as those we will serve tomorrow. Through customized learning, innovative programming, and a commitment to partnership, the Edina Public Schools are focusing on the needs of today's learners with an eye to the future.
>
> Part of our Next Generation plan is to look at increasing partnerships, not only locally and nationally, but also internationally. As part of our strategic studies – including a comprehensive secondary academic programming study and a facilities study currently underway, and preK - elementary programming study slated for next year – we are looking at examples from around the country and the globe to develop schools and programs that are developed for the needs of 21st century students.

The Vision is two-fold:

- Edina Public Schools will continue to be among the premier school districts both nationally and internationally.
- Our high expectations in academics, arts, extracurricular activities and community involvement best prepare each learner to achieve success in college, career, and life.

The Core Strategies are:

- Personalized Learning Experiences for ALL students
- Coherent and Comprehensive Educational Programs
- Effective and Valued District Partnerships

More recently, Edina Public Schools adopted Position Statements on (1) Personalized Learning and, (2) Racial Equity and Cultural Competence.

1. **Personalized Learning**: Edina Public Schools believes students must play an active role in what, when, and how they learn to reach their full potential and be prepared for the dynamic world that awaits them. In order to allow all students to progressively advance ownership of their learning, Edina Public Schools will partner with families and the community to develop customized learning pathways that promote success for all students. By instilling a personalized learning philosophy throughout the organization, Edina Public Schools will be able to achieve its mission of educating all learners with skills they need to thrive in a rapidly changing, culturally diverse, global society.

2. **Racial Equity and Cultural Competence**: Edina Public Schools is committed to looking at all district work and initiatives through a lens of racial equity so that all learners have the skills, opportunities and access to experiences that will help them reach their full potential and achieve success. Edina Public Schools will partner families and the community to gain a better understanding of and eliminate barriers rooted in racial constructs and cultural misunderstandings that can interfere with a student's learning or reduce his/her willingness to persist academically. By applying this lens of racial equity and cultural understanding to all teaching and learning experiences, Edina Public Schools will be able to achieve its mission of educating all learners with the skills they need to thrive in a rapidly changing, culturally diverse, global society.

Personalized learning opportunities could include internships for students at City departments such as Public Works, Police, Fire, and Planning, and at hospitals and clinics – the possibilities are endless. Diversity in the schools is a strength that can be used to teach and learn about language, culture, and art through educational programming that includes the whole community, not only the students.

The Edina Public School's **All for All Plan**, developed in 2013, advances strategic initiatives that focus on growth and achievement for each and every student, without predictable links to race or income. The Plan focuses on action strategies around five central "gap" areas – belief, leadership, preparation, teaching and learning, and time.

School Facilities: The Next Generation Facilities Plan includes renovations and/or additions at all 10 of the district's schools, from early childhood through grade 12, to enhance building security, create a variety of learning spaces, and improve district infrastructure.

Goals and Policies

Schools Goal 1: Support school districts serving Edina, and assist them to be multi-functional neighborhood anchors, so that they excel in not only in their primary mission of providing elementary and secondary education services and facilities, but also in their efforts to respond to needs and opportunities for lifelong learning.

Policy 1-1: Encourage and support coordinated facilities planning among school districts serving Edina, along with Edina Parks and Recreation Department and Hennepin County Library.

Policy 1-2: Encourage and support the upgrading of public schools programming to enhance the flexibly to accommodate multiple community-serving uses and adapt to changes in educational approaches, technology, and student needs over time, as well as to facilitate programming for intergenerational and lifelong learning.

Education / Lifelong Learning: Libraries

Introduction

The City of Edina has a long history of library services and facilities. Its first library opened in 1921, and after several moves it became the Edina Morningside Branch Library which eventually closed in 1976. A second Edina Branch Library opened in 1954. The Edina Community Library opened in 1968. When the new library opened at Grandview Square in 2002, Edina razed the old library to make way for a new City Hall and police facility. Hennepin County opened a new library at Southdale in 1973.

The City of Edina remains committed to a community of learning, viewing libraries as an integral component of lifelong learning resources that enhance intellectual, social, and psychological development of children, youth and adults.

Current Conditions

Edina is served by two libraries, both of which are operated as part of the Hennepin County system. Hennepin County Library is a department in Hennepin County Government. An eleven-member advisory Library Board governs its activities.

Edina Library, located at 5280 Grandview Square, has assistive technology, 28 computer workstations, 6 word-processing workstations, a meeting room with a capacity of 75, a great room with a fireplace, and language collections (Chinese, French, and Spanish). The library shares facilities with the Edina Senior Center which has fostered building relationships with all ages of the community. Within its 18,000 square feet of space there is also a Chrysalis Room that anchors a dedicated space for children's and teen's events and programs. Art is included both inside and outside of the library building, in a variety of media.

Southdale Library, located at 7001 York Avenue South, has assistive technology, a computer lab and 127 work stations, 38 word-processing stations, a meeting room with a capacity of 200, government documents, and language collections (Chinese, Russian, Somali, Spanish and Vietnamese).

Trends, Challenges, and Opportunities

Lifelong learning is not only a trend, but it also a means for Edina to remain and evolve as a highly engaged community where residents share the responsibility for decision-making and working collectively toward a common vision. One of the five defining features in Edina's Vision Statement is to be a Community of Learning. This desired future is intended to include not only Edina's high-quality future-oriented education system, but also resources such as the two Hennepin County libraries. The challenge and the opportunity are to promote the value of engagement and educational excellence and equity, from early childhood through formal school instruction through older adult education, so that the community has the capacity as a diverse, multi-generational community to understand and remain agile in a fast and changing world.

As Edina moves forward, most of the changes in population size, demographics, and household types are expected to take place in a number of nodes: 44th and France, 50th and France, Valley View and Wooddale, Grandview, 70th and Cahill, and the Greater Southdale District. Of these nodes, the Grandview area and, to a much greater degree, the Greater Southdale District will experience the most dramatic changes. The Greater Southdale District, at 750+ acres, is already experiencing fast-paced growth and will continue to do so. These two areas will place greater and differing demands on library resources.

The Edina Library at Grandview Square was completed in 2002. No facility changes are contemplated, although services and programs may be revised to meet new demands.

The Southdale Library, completed in 1973, is outdated and deemed impractical to renovate and repurpose. The building housed not only library facilities, but also a variety of county services and courtrooms. The Hennepin County Service Center moved to Southdale Center Mall in 2016.

Hennepin County has considered a number of redevelopment plans for the 7.7-acre site which straddles the border of Edina and Richfield. Planning meetings reflected a desire for a more open and welcoming environment that is easier to access, as well as increased flexibility of spaces. Of the four alternative plans, the Hennepin County Library officials recommended the option to build a new two-story library on the northwest quadrant of the site, at the intersection of York Avenue and West 70th Street. A parking lot with possible underground parking would border Xerxes Avenue. The plan would include the sale of at least 3.9 acres on the southern half of the site for future development. The new library building would remain about the same size as the existing facility, at 70,000 square feet. The recommended alternative includes building a trail connection to Adams Hill Park in Richfield just south of the site, as well as landscaping surrounding the library. The existing library is scheduled to be demolished in the fall of 2019, with construction scheduled to begin on the new facility at the end of that year. The new library is planned to open in the summer of 2021.

However, as the Greater Southdale District Plan has noted, many new libraries have compensated for a shift to technology by creating "third spaces" that are neither home nor work. Public libraries are re-inventing themselves for the 21st Century. These innovative libraries have universally accessible spaces where people are free to congregate and fraternize, moving away from a consumer approach to knowledge to a more sharing and experiencing mode of learning. Libraries are being connected to real world participation, communication, and collaboration.

Toronto Public Library – Fort York Branch

BEST PRACTICES: Toronto Public Library's branches' walk-ins bring their coffee and lunches; they do their homework; they make videos or create objects with 3D printers; take classes in computer coding or yoga; attend author talks or listen to experts offer advice for those looking after elderly relatives; access video tutorials; borrow musical instruments or artwork; and, of course, borrow plain old print-and-ink books.

With the pace and mixed-use nature of redevelopment in the Greater Southdale District, there is an obvious and exciting opportunity for the new Southdale Library to be re-imagined and re-built as a focal point in the northern portion of the District, with a location and design that better match the pattern and character of the Greater Southdale District's evolution. Programming of such a re-imagined library could focus on lifelong learning, reaching out to partner with the Edina and Richfield school districts, City of Edina Departments, Fairview Southdale Medical Center, Southdale Center Mall, Southdale YMCA, Minnesota State University-Mankato at Edina, and others.

Hennepin County Library Strategic Plan 2011-2025

Both of the Hennepin County libraries in Edina have operations, programs, and events that respond to Edina's desire to foster a culture of ongoing learning, in alignment with Vision Edina 2015, the City's long-term strategic framework.

The Hennepin County Library Strategic Plan 2011-2025 frames their mission and vision as follows:

- Our mission is to nourish minds, transform lives and build community together.
- We envision a Hennepin County where library services ensure every person has the opportunity and resources to read, graduate, engage, work, and learn.

To fulfill its mission and vision, and live out its core values of customer service, continuous improvement, diversity, and inclusion, employee engagement and workforce development, Hennepin County Library makes the following promise to the communities it serves:

We promise to engage with you, building strength and health by:

- *Providing library services that reflect and respond to community diversity*
- *Using research-based information when development library services*
- *Quickly recognizing and responding to changing communities and demographics*
- *Deepening community engagement and collaborations*
- *Partnering with schools, businesses, and nonprofits in our communities*
- *Creating library environments that are welcoming, safe and secure*
- *Configuring library spaces and places to reflect new and broader purposes.*

Goals and Policies

Library Goal 1: Support Hennepin County Library mission and vision, and encourage expanded and innovative learning programs and facility designs that produce greater levels of equity, equality, access, participation, and social cohesion within Edina.

Policy 1-1: Encourage the continuation and potential expansion of multi-generational learning programs and activities at the Edina Library at Grandview Square.

Policy 1-2: Encourage a location, design, and programming for a new Southdale regional library in ways that match the development pattern and character of the Greater Southdale District's evolution, especially in response to the District's growing multi-generational resident population.

CHAPTER 10
ECONOMIC COMPETITIVENESS AND ECONOMIC DEVELOPMENT

COMPREHENSIVE PLAN
CITY OF EDINA

2018

10. Economic Competitiveness and Economic Development

Chapter Highlights

Edina's business and industrial parks provide space for regionally significant industry sectors. Businesses in these sectors, which command a high average wage and build wealth in the regional economy, value Edina's business and industrial parks due to:

- freeway access
- airport proximity
- transit and employee parking
- a diverse labor pool
- good image and security
- proximity to hotels, restaurants, customers and suppliers.

Workplaces are changing and many are being designed to attract the next generation of workers. Edina's business and industrial parks are aging and there are opportunities for updating and revitalization.

The health care sector is one of the fastest growing segments of the economy nationally and regionally. Growth is expected to continue as the large "baby boom" generation creates an increased demand for medical services. This has implications for the strong health care sector in the Greater Southdale area.

The retail industry is experiencing significant transformation as consumer shopping patterns change. Retail stores and shopping centers are rethinking their role and exploring ways to adapt successfully.

Smaller commercial nodes in Edina serve important functions in their neighborhoods, providing goods and services to area residents and building a sense of community and place. These are areas where smaller, locally-owned businesses typically find more affordable rents, property ownership opportunities, and access to a customer base.

Introduction

The Minneapolis Saint Paul region competes with other regions around the globe for talent and quality employment opportunities. The region ranks highly among its peers for a number of factors including household income, educational attainment, livability, infrastructure, environment and

Definitions

Economic competitiveness: the ability of the region to prosper in the global economy

Economic development: local strategies to enhance business formation and growth, job creation and tax base development

Edina Industry Clusters

Traded industry clusters: Related industries that bring wealth to the region by selling goods or services to other regions or nations. 2016 average wage, Hennepin County - $85,040

Traded clusters

- finance and insurance
- corporate headquarters
- advanced business services (e.g. legal, engineering, accounting)
- med tech & med device
- science & water tech
- information technology
- advanced manufacturing

Local industry clusters: Businesses that sell primarily to consumers within the region. 2016 average wage, Hennepin County - $45,776

Local clusters

- health care
- retail trade
- educational services
- personal services
- leisure & hospitality

business vitality. Nevertheless, maintaining and enhancing the region's competitiveness requires constant attention and stewardship. Creating places that are attractive to businesses and talent is influenced significantly by cities throughout the region; cities are largely responsible for attending to the details of updating infrastructure, revitalizing aging business districts and housing, providing quality of life amenities like parks and trails, while maintaining a competitive tax structure.

The City of Edina plays an important role in the regional economy by providing employment locations for high wage industries in its business and industrial parks. The City also serves as regional hub for health care, retail, hospitality, dining and entertainment. Edina contributes to the region's economic vitality by providing well-located business and industrial parks, health care, excellent housing, schools, shopping, recreation, dining and entertainment and other amenities important to residents' quality of life and talent attraction to the region.

Background

Economic development in Edina

The City of Edina has proactively pursued economic development for many decades. These efforts have helped create a balanced community with a diverse tax base, strong employment opportunities and a plethora of goods and services for residents and visitors.

In recent years, the City has employed a full time Economic Development Manager who is positioned in the Administrative Department. The City strives to work with the local business community to sustain a regulatory environment that provides necessary safeguards without stifling business growth and creativity. These efforts include active involvement in the three local business associations: Edina Chamber of Commerce, 50th and France Business Association and Explore Edina (the City's convention and tourism partner).

In 2017, the Edina Chamber of Commerce initiated an Economic Development Committee so that they can remain an active and relevant force in matters of local economic significance.

Commercial/industrial property taxes

In addition to the benefits of local employment opportunities, commercial/industrial tax base makes an important contribution to the region and the city. Because Minnesota applies a higher rate to commercial/industrial properties, the tax yield for a commercial/industrial property is higher than a residential property. In 2017, commercial/industrial property represented 15% of Edina's market value, but yielded 26% of its tax capacity (www.Edina.MN.gov). Edina contributes 40% of its commercial/ industrial revenue generation back to other cities in the region through fiscal disparities.

The cost of public services for commercial/ industrial properties is lower than residential properties. The League of MN Cities estimates that households generally consume $1.38 in services for every dollar paid while commercial/industrial property consumes $ .68 cents in services for every dollar paid. Office and industrial areas typically have an extremely low demand for services; retail areas have a higher demand for police services. Because of the high cost of office finishes compared to other types of commercial-industrial construction, multi-story offices typically yield the most tax base per acre and have an extremely low demand for services.

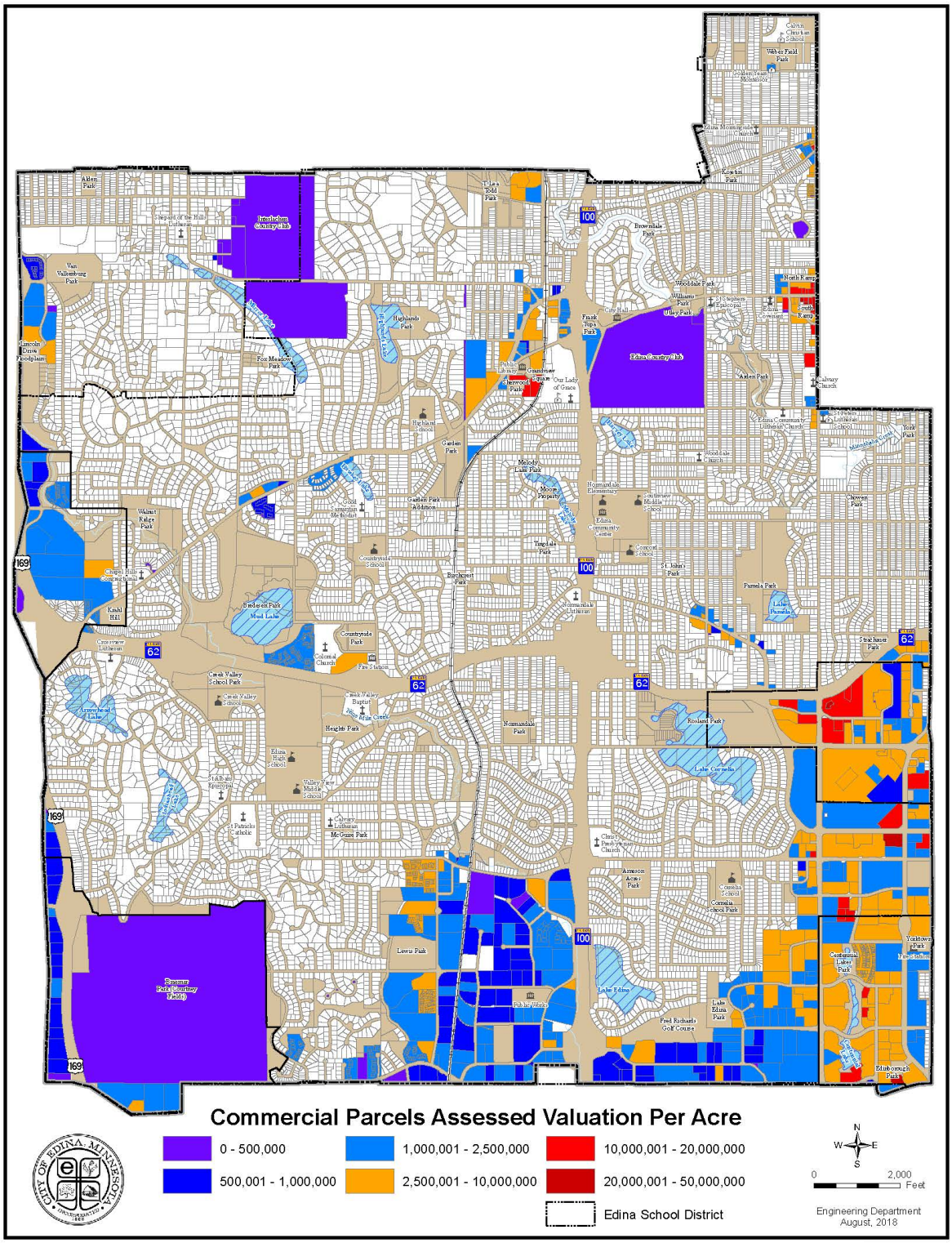


Figure 10.1: Assessed Value per Acre for Commercial Parcels

The highest commercial valuations in Edina (orange and red) are concentrated in the Greater Southdale area, at 50th and France and Grandview.

Current Conditions

Employment Density

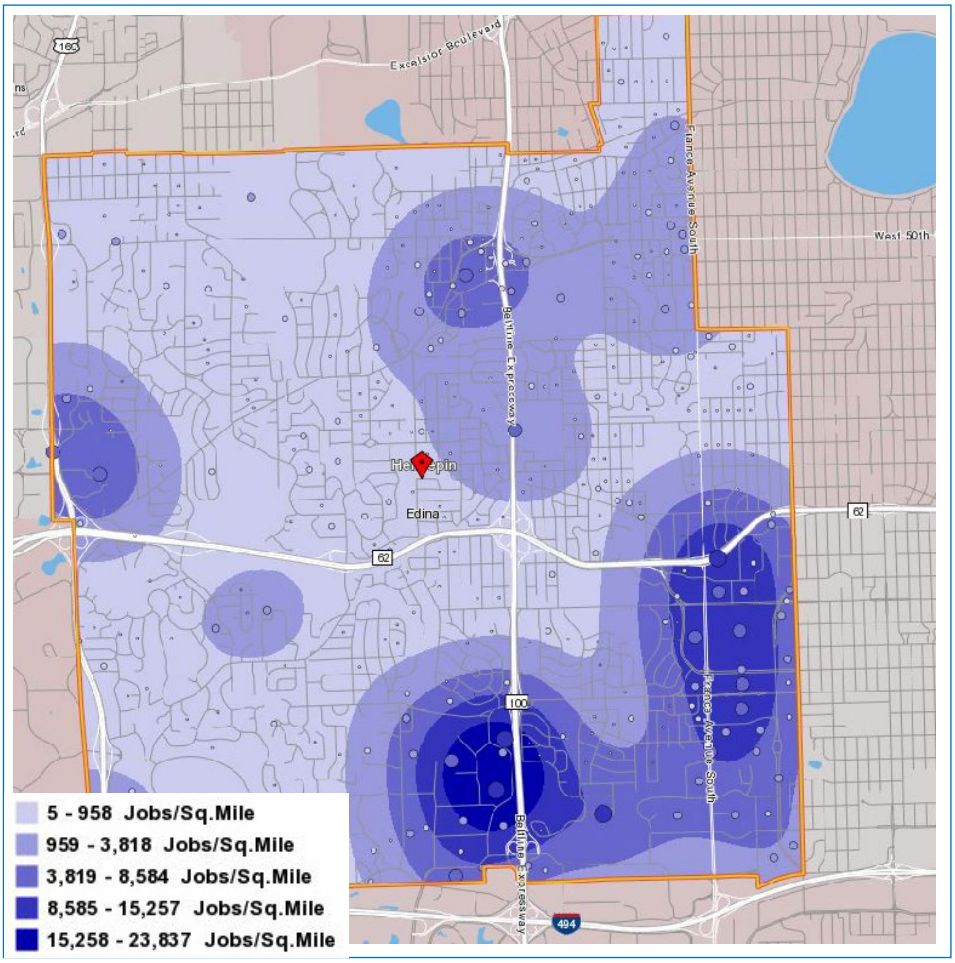


Figure 10.2: Employment Density

Employment density in Edina is most concentrated in the business and industrial parks along MN 100, just north of I-494. Other concentrations are found near Grandview, 50th and France and the industrial parks along US 169.

Source: US Census: LEHD OnTheMap

Employment concentrations in Edina are located along the regional freeway system. The areas with the greatest employment concentration are served by at least two freeways and public transit – the Greater Southdale area and the business/industrial park area north of I-494 along TH 100.

Employers value locations that allow them to access a diverse talent pool from throughout the metro area and are increasingly interested in transit service to reduce the cost of parking and respond to the increased interest in transit among the younger generation. While there is some potential to reduce commuting and congestion by creating employment locations close to where people live, the impact of these strategies is likely to be limited because many households include two active workforce participants and over the arc of their careers, they will likely change employers several times.

Edina's industry clusters

Traded industry clusters

Several traded industry clusters that sell goods and services to other regions or nations, are located in the Southwest metro and Edina's business parks, as shown on the following maps prepared by the Metropolitan Council.

- Information technology
- Advanced manufacturing
- Headquarters and advanced business services
- Finance and insurance

The stong average wage ($73,122- $92,789) for these industries builds wealth and spending power in the region.

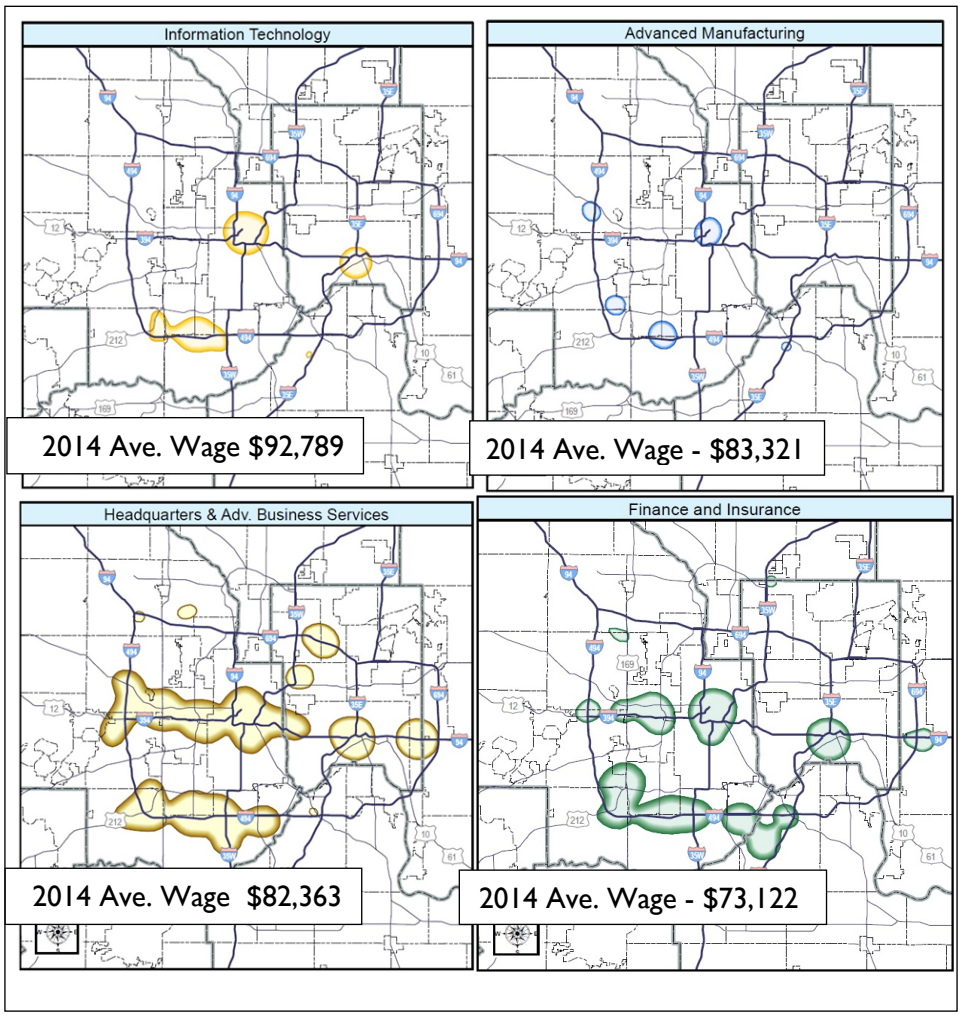


Figure 10.3: Edina's Traded Industry Clusters. Source: Metropolitan Council

Local industry clusters

Edina has several significant clusters dependent on local or regional consumers including educational services, health care, retail trade, personal services, leisure and hospitality. Employee compensation is significantly lower in most local clusters, with the exception of health care.

Health Care is a cluster that has been targeted for special attention by the Edina Chamber of Commerce. Fairview Southdale Hospital has served the Southwest metro area since 1965. It is a full-service, 390-bed acute care center, specializing in maternal and newborn care, oncology, mental health treatment, eye care, vascular, spine, neurology, neurosurgery, urology, and orthopedic surgery and joint replacement. It provides complete outpatient care with a comprehensive 24-hour emergency department, urgent care for evenings and weekends, diagnostic radiology and imaging, and a same day surgery center. It also offers a wide selection of health education and wellness programs.

Edina's Local Clusters	Ave wage (2014)
Educational services	$ 45,084
Health care (hospitals & amubulatory care only)	$ 64,402
Health care, (including hospital, ambulatory care, nursing homes, social assistance)	$ 47,372
Leisure & hospitality	$ 21,996
Personal services	$ 33,072
Retail trade	$ 29,848

DEED: Quarterly Census of Employment and wages

In addition to the hospital, there are numerous smaller specialty clinics and medical offices serving Edina. Most are located in and around the Greater Southdale area.

Edina's business and industrial parks

The four areas shown in light purple comprise the 390 acres of industrially zoned land in the City of Edina.

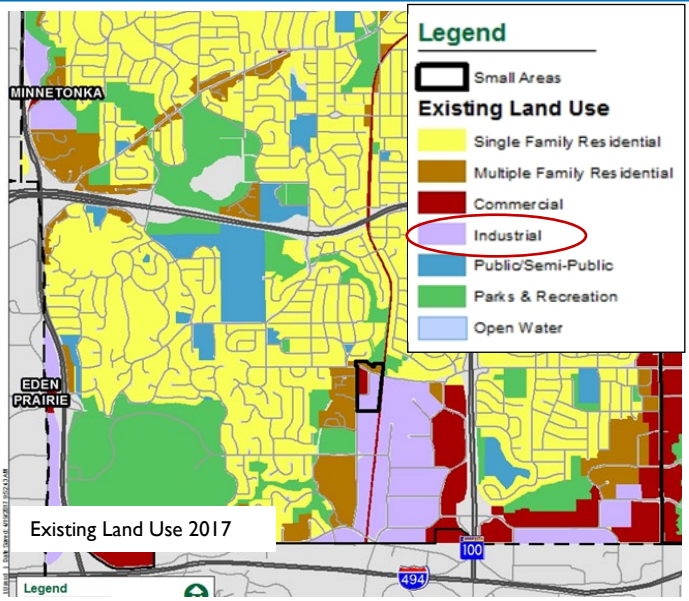


Figure 10.4: Edina's Business and Industrial Parks, The Four Areas Shown In Purple, are well located on the region's

Over the decades, business and industrial parks in Edina met the needs of small to mid-sized corporate headquarters as well as businesses in key sectors of the regional economy including finance and insurance, medical technology, science and water technology, information technology, advanced business services (e.g. engineering, accounting, legal) and advanced manufacturing. However, Edina's business and industrial parks, built out in the 1950s, 60s and 70s, are aging.

Properties in Edina's business and industrial parks typically feature low-ceiling heights, lack windows and are not structurally suitable for vertical expansion; this limits their attractiveness to many employers. Recently, several owner-occupied facilities were remodeled with substantial increases in amount of office space, windows and amenities for employees, such as outdoor patios and facilities for bicyclists. The economics of such substantial renovations may work for owner-occupants who factor in multiple objectives and have a long view of their investments, but the economics of renovating facilities do not seem to be working on a widespread basis yet for investors who own and lease out properties.

Figure 10.5: Recently Remodeled Business Park Properties Typically feature more glass, open office floor plans and amenities like patios and facilities for bicyclists.

However, one property was substantially renovated by a landlord for a medical device firm in the park. The property owner removed many bays from the multi-tenant property creating a much better work environment for the medical device firm and an engineering lab. The medical device firm considered other locations in the metro area, but rather than build in a greenfield location in the Shakopee area, opted to remodel an existing facility because of the access to a broad spectrum of the workforce, transit service and proximity to health care industry partners in the southwest metro. This international firm also values access to area hotels, restaurants and MSP International for accommodating and entertaining business visitors.

Some notable southwest metro office employers have migrated to downtown Minneapolis and the North Loop to attract millennial talent. Features like transit, bike and pedestrian access as well as an environment rich with dining and entertainment options are attractive to this highly sought-after generation of young workers. There are early indications that suburban office, flex-office and value office environments have an opportunity to be competitive in the future due to the loss of parking and related cost increases downtown and in the North Loop. While the millennial generation may be attracted to downtown in the early years out of school, as they establish families, some may be motivated to find different housing, school and the lifestyle options. Edina's convenient location, amenities and high quality schools are likely to be attractive.

Edina's Major Business and Industrial Park Employers

- Regis
- Western National Insurance Group
- SpartanNash
- Barr Engineering
- Dow Water Process- Filmtec
- Dougherty Staffing
- BI Worldwide (sales incentives)
- Arkray USA (med instruments)
- Gilbert Electrical/ Mechanical Contractors

Business and industrial park infrastructure and amenities

Transit, sidewalks, trails parks

Amenities and infrastructure in Edina's business and industrial parks are also dated. Business and industrial parks developed in the metro area in the 1990s integrated sidewalks and trails to better address the needs of transit users and of employees interested in walking or running during a break or over lunch. Some developments integrated commercial amenities valued by businesses and employees at the entrances to business and industrial parks including banking, child care and dining. Some offered picnic tables and trails adjacent to attractive storm water detention facilities and small park areas. More recently, bicycle paths have been connected to regional trails and also to transit stops to help with "last mile" connections between transit and employment locations. Enhanced transit stops with thoughtful sidewalk and trail connections encourage transit use and would address safety issues, which can be a barrier to transit users in areas that lack sidewalks, especially in winter conditions.

Storm water

The storm water management systems in Edina's business and industrial parks are outdated. The City recently retained a consultant to prepare a plan for managing storm water in Pentagon Park. Similar studies are needed for the city's largest business park, located north and west of the intersection of I-494 and TH 100. Nine Mile Creek passes through this area, which has implications for potential flooding and storage of floodwaters. The area is also characterized by poor soil conditions, which makes redevelopment and revitalization of the area more expensive. District storm water management options could be evaluated as part of revitalization planning for the area. There may be opportunities to partner with Nine Mile Creek Watershed District and the Nine Mile Creek Regional Trail managed by Three Rivers Park District to create amenities in the City's largest business/industrial park, which could serve as a stimulus to private reinvestment.

Regionally significant retail/commercial areas

Edina is home to two regionally significant commercial areas

- Greater Southdale Area – a 739-acre district developed beginning in the 1950s, includes a regional hospital and related specialty clinics and approximately 2.8 million square feet of retail space. The district includes: Southdale - the nation's first indoor shopping mall; Galleria – the MSP region's high end shopping mall; a Westin Hotel; a concentration of furniture and design-related retailers; five grocery stores, five pharmacies (not including clinic/hospital), banks, offices, condos, apartments and numerous retail and dining options.
- 50th and France- Edina's "downtown" is a district that is located in both Edina and Minneapolis. Properties on the east side of France are located in Minneapolis. The 25-acre area (Edina only) includes properties developed from the 1930s to the present day. The district meets the daily needs of area residents with a full-service grocery, movie theater, two pharmacies, post office, banks, small medical and dental practices, salons, national and local clothing stores, boutiques, and a growing number of dining establishments.

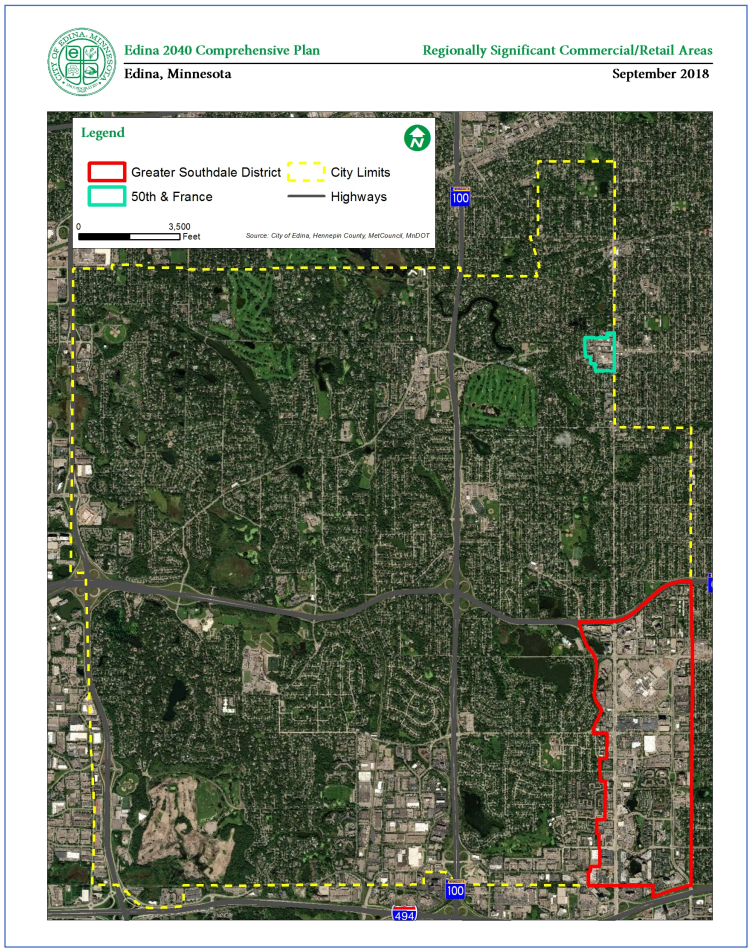


Figure 10.6: Regionally Significant Retail/ Commercial Areas

Smaller commercial nodes

Edina's quality of life is enhanced by smaller commercial nodes focused primarily on the needs of local residents. Wooddale/ValleyView, Grandview, 70th and Cahill and 44th and France serve primarily neighborhood markets and typically involve locally-owned businesses and property owners from Edina or with strong ties to the community. In addition to providing goods and services to area residents, the smaller commercial nodes in Edina help build a sense of community and place.

Workforce

The Greater MSP region enjoys a high concentration of Fortune 500 headquarters and privately held, globally leading companies like Cargill. There's a rich ecosystem of business and professional services and other infrastructure to support these global firms. As the baby boom generation retires, it is very important for these companies and others throughout the metro area to compete successfully for talent on a national and global basis. By 2020, the McKinsey Global Institute projects a shortfall of 85 million high and middle-skilled workers globally. For the MSP

region, labor force shortages topping 62,000 are projected by 2020 (MN DEED MSP Regional Forecast Overview, November 2017).

This competitive issue is motivating initiatives by organizations like GREATER MSP and the Itasca Project. These initiatives are designed to:

- Attract diverse young talent from around the globe to the MSP region (www.makeitMSP.org)
- Tap the full potential of the region's human capital by reducing disparities in education and employment (The Itasca Project -competitive workforce)
- Strengthen the connection between employers and higher education to reduce the skills mismatch, helping employers find the talent they need and helping job seekers find the work they want (www.realtimetalent.org)

Like employers throughout the MSP region, Edina employers are experiencing talent recruitment challenges and report that prospective employees seek transit access, housing within their household's budget, quality of life amenities and ongoing training and education to remain relevant in their field of expertise.

Broadband infrastructure

In the world today, many aspects of daily life depend on or are enhanced by the Internet and reliable broadband infrastructure. Significant growth in capacity will be needed to address the increasing demands of businesses, residents and major institutions for information, communication, commerce, education, recreation, health care, telecommuting, security and life-style enhancement.

At this time, the City of Edina has limited baseline information and has not explored opportunities to ensure that the competitive advantages of excellent broadband service are available to the City's businesses, institutions and all city residents.

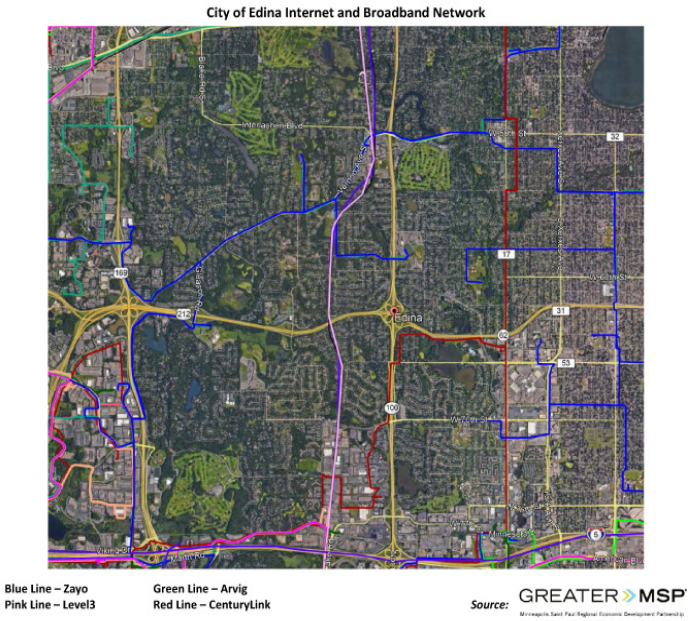


Figure 10.7: City of Edina, Major Fiber Routes

Edina: A Community of Learning. Edina has a prized education system of high-quality public schools. This chapter of the Comprehensive Plan recognizes the importance of extending the benefits of education to the entire community.

Edina benefits from its location with access to TH-169, TH-62, TH-100, and I-494. Access to these roadway facilities and other regional attractions (e.g., MSP Airport, Mall of America, and Southdale) well positions the community to be economically competitive. As Edina's business and industrial facilities grow, opportunities to attract new talent and hire already present local talent will increase. To potentiate these opportunities, the City, through its Economic Development Office, can work with the school system to expose students to new businesses and the skills they will require in future employees.

Trends and Challenges

Changing workplaces

Workplaces are changing and many are being designed to attract the next generation of workers who have grown up on mobile technology and relate to space differently. According to CBRE, a global real estate and investment firm, since 1970 office space decreased from 600+ square feet per worker to approximately 160 square feet per worker and by 2030 traditional workplaces will be in the minority. Already 30-50% of new workplaces in western economies designed for major corporations reflect next generation thinking. The new workplaces involve a wide variety of spaces: retreat and collaborative settings; spaces that are calm or stimulating; spaces for introverts and extroverts; and an environment that supports well-being, providing air, water, light, fitness and nourishment. Amenities are provided within and around to find solitude, stimulation, engaging activities and build a sense of community. Also important is the rediscovery and nurturing of authentic local identity and culture. Because of the pace of change it will be important to build flexibility into everything. https://www.cbre.com/research-and-reports/future-of-work Co-working represents another important trend in the evolution of the workplace, providing space for occasional or consistent telecommuters as well as building an entrepreneurial ecosystem.

Employers and developers seeking to create facilities that better meet the needs of today's operations and workforce must choose between renovating existing facilities, building on redevelopment sites or building on greenfield sites. Greenfield sites, located in more distant suburbs such as Shakopee, Lakeville or Rogers, are the least expensive from a construction perspective but offer limited access to workforce or transit. Public transit providers find the economics of serving these remote areas challenging and some employers in remote suburbs have opted to provide private bus options, while employees spend long, un-paid hours commuting. The high value of properties and land in the core cities and inner ring suburbs for uses such as housing, retail and consumer-oriented services creates a demand for conversion of properties in employment-oriented business, office and industrial parks to housing or consumer-oriented businesses; significant amounts of employment-oriented land in the core cities and inner-ring suburbs have converted.

Edina's business and industrial parks

During the recession, manufacturing employment in the seven-county metro area declined substantially, resulting in significant vacancies in business and industrial parks throughout the area. During the recession, new uses came into Edina's business parks at an accelerated pace. According to brokers in an October 2017 focus group, Edina made a change to its zoning ordinance approximately 12 years earlier to allow for assembly (e.g. religious organizations) and other purposes. Edina's zoning ordinance now allows for churches, schools, storage and athletic facilities. This is not the case in Eden Prairie, Chaska and some other suburbs. Because such uses are

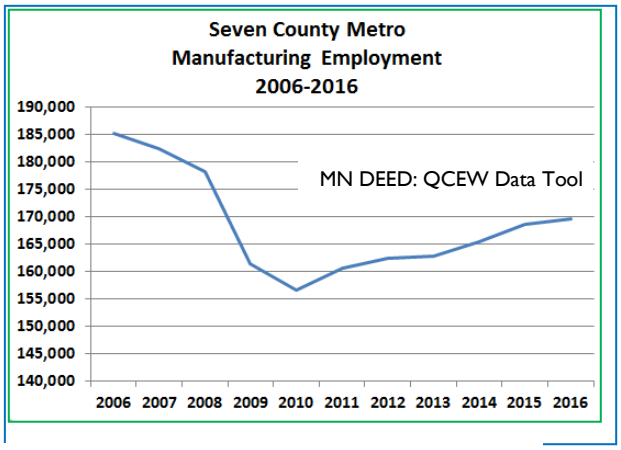


Figure 10.8: Seven County Metro Manufacturing Employment

not allowed in some other suburban business and industrial parks, Edina may see an increased concentration of such uses.

When asked about this conversion to other uses, representatives of major development firms in the metropolitan area participating an October 2017 economic development focus group, indicated that uses like churches, storage and schools create a lack of coherence and confusion about the purpose and image of the business and industrial park areas. When asked if the city should let this trend toward schools, churches and storage continue, they responded that it would result in the area "spiraling downward". Instead, they recommended a focus on revitalizing the buildings and public realm in the business and industrial parks and creating a clear focus on quality employment opportunities.

The developers identified "value office" as an emerging market for the types of property found in Edina's business and industrial parks. Property owners are renovating these properties by adding windows to dark concrete structures, increasing office employment for tech, marketing, sales and management in open floor plans, and adding amenities like patios. Smaller corporations – many that spin off larger corporate headquarters in the metro - typically integrate management, sales and technology with some production and warehousing functions and such buildings can work well for them. The transition to "value office" increases employment at converted buildings. Typically parking may be available in areas previously used for truck parking or truck movement on site, but some parking challenges may occur. Strengthening infrastructure to encourage people to use transit and bicycles can reduce parking demand. Possible adjustments to parking requirements should be examined in revitalization planning for the area.

Retail transformation

The retail industry is experiencing transformation as consumer shopping patterns change to on-line shopping and home delivery. Retail stores and shopping centers are rethinking their role in this rapidly changing environment and exploring ways to successfully adapt. Creating "an experience" that consumers can't get on-line is critical to generating traffic to support brick and mortar stores. These changes, which are underway globally, are expressed in higher vacancies and turnover in the retail sector in the Greater Southdale area and at 50th and France.

Research by CBRE, *The Future of Retail 2030*, indicates that a number of technology trends will impact how we make purchases. From a real estate perspective, technology and other trends are expected to have the following impacts:

- Independent stores and food and beverage operators will be more prevalent
- The traditional in-store physical point of purchase will disappear, resulting in fewer employees
- Wellness establishments will grow and there will be a diverse offering of fitness options
- Mundane purchases will be ordered and delivered without traditional "shopping" and consumers will increasingly see retail as a social and leisure experience

Figure 10.9: Transformation of Shopping Centers Shopping centers will become simply "centers". From CBRE, The Future of Retail 2030

- The divide between retail and leisure will blur. Leisure activities including cinemas, food and beverage, bowling, ice skating will bring traffic; retailers will create opportunities for an experience in their stores.
- People will spend money on products, services and experiences, with an increased emphasis on experiences
- Personal ownership of vehicles will be reduced dramatically and fleets of driverless vehicles will reduce the demand for parking

Regionally significant retail/commercial areas

Edina's regional retail districts are evolving with mixed-use lifestyle developments emerging in the 50th and France and Greater Southdale/Galleria/Centennial Lakes areas of Edina. These developments include:

- More dining and entertainment options
- New hotel, condo and residential rental developments
- An increased focus on pedestrian-oriented environments with the Promenade in the Southdale area and attractive outdoor plazas
- The location of a Life Time Fitness "diamond level" club at Southdale – with co-working, advanced dietary, physical therapy, chiropractic and proactive medical care

Health care as an opportunity

The health care sector is one of the fastest growing segments of the economy nationally and regionally. Growth is expected to continue as the large "baby boom" generation creates an increased demand for medical services. The 65+ population, which typically accounts for the highest per capita health care spending, is expected to grow in Hennepin County by 37% between 2015 and 2025 and by 71% between 2016 and 2040.

Some notable trends for this sector include:

- Many specialty clinics, medical offices and other facilities prefer close proximity to hospital campuses
- In addition to an aging population, investment in new technology will drive facility renovation and new construction
- Cost containment is driving a trend to lower cost delivery settings, including medical office buildings, urgent care and day-surgery facilities
- New payment systems will favor medical office space that creates opportunities for collaboration to help providers minimize costs and maximize outcomes
- Patient recovery in hotels located near medical campuses, removes patients from high-cost hospital beds, while allowing them to conveniently access medical services. Such hotels can also serve family members of hospitalized patients. Several such facilities have been created in the MSP metro area in recent years, including Hilton hotels near Abbott Northwestern and TRIA Orthopedic in Bloomington and a Marriott Courtyard near TRIA Orthopedic in Woodbury.

Medical offices can generate significant tax base and diverse employment opportunities, while providing important services to residents of Edina and the southwest metro. As the retail footprint shrinks and changes in the Greater Southdale area, the growth of the health care sector presents an important opportunity for the community.

Smaller commercial nodes

Smaller commercial nodes such as Wooddale/ValleyView, Grandview, 70th and Cahill and 44th and France serve important functions in their neighborhoods, providing services to area residents and building a sense of community and place. The businesses and properties are often family-owned. Such businesses and properties experience transitions when owners retire, sell or pass businesses or properties to the next generation. Reinvestment of the properties varies based on owner goals. In some cases, retail uses are no longer as competitive and there has been a transition to office and dining.

Examples include:

- transition of a former service station at Wooddale Valleyview to a neighborhood dining establishment
- the transition of Durr at 44th and France from retail to mixed use (office and retail)
- redevelopment of the Edina Cleaners site at 44th and France to mixed use, including residential and dining

Figure 10.10: Conversion of a former service station to a dining establishment at Wooddale and Valleyview

Some properties may become physically obsolete and/or less desirable. Second or third generation property owners may not be focused on active management or reinvestment in the properties, or struggle with decision-making among multiple family members. There may be trouble attracting quality tenants and the areas may experience higher turnover. Such areas cease to meet resident needs and no longer serve a role in building a sense of community. In such cases, the city and neighboring property owners have an interest in redevelopment or revitalization and maintaining an attractive tenant mix. In the case of Wooddale/Valleyview, the City recently invested in improvements to the public realm.

The independence of the business and property owners in the smaller commercial nodes is both a strength and a weakness. Malls and strip centers have more control over store hours, address shared maintenance (e.g. snow plowing, seasonal plantings and decorations) and coordinate marketing and promotional activities. A business and property owners association was established at 50th and France 75 years ago and special legislation established a special services district at 50th and France, which addresses maintenance of the parking ramps and the public realm in the district. The Association's primary focus in recent years has been the annual Edina Art Fair, which also serves as a primary source of revenue for the group.

Some businesses and property owners at 44th and France are affiliated with the Linden Hills Business Association, but the level of engagement, particularly among property owners does not appear to be consistent or strong. Business and property owners associations do not exist at Edina's other commercial nodes – 70th and Cahill, Wooddale/ValleyView, Grandview or the Greater Southdale Area.

Business and property owners associations can serve several vital functions in maintaining the economic vitality and community orientation of smaller commercial nodes. Key functions include:

- clarifying a vision and strategy for the node, including a strategic tenant mix
- regular communication among stakeholders
- strengthening design and appearance
- working together on marketing and promotion

- coordination of shared parking and other tactics to strengthen a district.

Engagement of property owners is critical, because they determine the tenant mix and ultimately make the investments needed to keep an area adapting to market changes over time. Because change is occurring on so many fronts at once – demographic, transportation, housing, technology, and the ways consumers "shop", it is especially important for independent business and property owners to share information and strategies to adapt successfully.

Workforce

Workforce attraction

Edina contributes to the region's capacity to attract talent to the region by offering vibrant places to live, recreate, shop and work. Awareness of millennial preferences should be incorporated into revitalization planning.

Education and training

The pace of change is expected to accelerate, requiring up-skilling of the workforce on an on-going basis. For Edina, there are implications for both the employers who need appropriately skilled talent and residents, who may want to improve their skills. Although Edina does not have a public university or college campus, Minnesota State University Mankato located its extended campus in the metro area in Edina at 7700 France Ave South, offering a range of academic programs, from professional certifications to undergraduate and graduate degrees.

Diversity and inclusion

Globally leading companies seek workforce diversity because a diverse workforce has been documented to increase innovation, provide stronger connections to a more diverse customer base and achieve better decisions and financial results. Cities, chambers and businesses across the county have adopted initiatives to promote diversity and inclusion and create welcoming communities.

Broadband infrastructure

Access to high speed internet, through reliable broadband infrastructure, is critical for health care education and government institutions, commercial and industrial areas as well as residential areas.

Some counties and cities have undertaken a variety of initiatives to ensure competitive and equitable service in their communities. Strategies include:

- Establish "build once/open access" policies and install conduit during major road reconstruction and other redevelopment projects, especially in congested areas, to ensure competition, redundancy resilience and minimize the cost and disruption associated with updating underground infrastructure
- Establish broadband readiness guidelines to encourage developers to bring conduit new and renovated buildings to make them ready for broadband.
- Addressing internet access limitations faced by residents of older apartment buildings, which can limit resident access to education, health care and work-related communications.
- Building broadband infrastructure shared by cities, school districts and other institutions to reduce costs and improve services, including traffic control

Goals and Policies

Revitalize Edina's Business and Industrial Parks

Goal: Prepare small area plan(s) for the business and industrial park areas with a focus on repurposing and revitalizing the building stock to create a vibrant and attractive location for corporate headquarters, technology companies and other businesses offering high wage employment opportunities.

1. Create small area or district plans for Edina's business and industrial park areas. Work with adjacent cities – Bloomington, Minnetonka, Eden Prairie. Involve developers and property owners in understanding the revitalization and investment challenges and in crafting a range of solutions. Work with adjacent suburbs and transit agencies to provide excellent transit service.
2. The small area plan(s) should consider investments in sidewalks, transit amenities and public realm improvements to stimulate private sector investment in revitalization.

Capitalize on Expected Growth in the Health Care Sector

Goal: Capitalize on growth trends in the health care sector. Plan a health care district in the Greater Southdale area that creates an exceptional experience for patients, family members and employees.

1. Convene a health care task force to research the potential growth of the health care sector in Edina. Identify and characterize the land use, real estate, workforce and transportation implications for redevelopment and revitalization of the Greater Southdale district. Create a vision and a plan to create an exceptional health care district.

Attract high quality employment opportunities

Goal: Retain, attract and support employment opportunities in innovative and creative industries, such as technology and medical devices.

1. Collaborate with the private sector to become a desired location for innovative and creative industries such as technology and medical devices.
2. Identify and create or encourage appropriate public and private sector retention, attraction and support tools and systems, including co-working.

Adapt Successfully to Dynamic Market Changes in Regional Retail Areas

Goal: Support strong public-private alliances, relationships and communication channels at 50th and France and the Greater Southdale. The alliances should actively engage property owners and provide information and resources that enable public and private sector decision-makers to adapt strategically in an era of significant on-going change in the retail sector, major demographic shifts and related generational needs and preferences, technology, transit, transportation and housing choices. A shared vision, guiding principles and meaningful on-going dialogue can help property owners, business owners, residents and the city navigate the significant forces of changes that are reshaping communities.

1. Support the creation of an association in the Greater Southdale area that engages major institutions and property owners to work together to revitalize the Greater Southdale area consistent with the small area plan guiding principles.
2. Provide support to the 50th and France Association to enable the association to adapt successfully to dynamic changes underway in the market. Near term, research into implications of market changes and a strategic tenant mix could guide infill of the current influx of available retail space and future redevelopment opportunities.

3. Work with Metro Transit to provide Bus Rapid Transit service on "Line 6" (U of MN, Downtown, Uptown, France Ave) to reduce traffic congestion and improve employee and customer access to the regional retail areas, while reducing parking demand.

Encourage Vibrant Neighborhood Commercial Nodes

Goal: Encourage vibrant neighborhood commercial nodes that meet resident needs for goods and services and build a sense of community. Take steps to encourage locally-owned small businesses.

1. Stimulate effective property and business owners associations at each of the neighborhood nodes, focusing on the area's economic niche and tenant mix and strategies to support that economic niche including design and appearance, and marketing and promotion.
2. Develop policies to support the inclusion of locally-owned small businesses in new development projects – especially in cases that involve a significant change in rent
3. Encourage location of co-working in neighborhood commercial nodes
4. Work with Hennepin County's Open to Business to promote technical assistance services available to small business owners

Workforce

Goal: Participate in regional efforts to ensure that a highly skilled and productive workforce continues to be a competitive advantage of the MSP region.

1. Connect targeted employers in Edina to regional talent attraction and development initiatives led by GREATER MSP and other organizations.
2. Strengthen and explore opportunities to diversify higher education access in Edina.
3. Explore city and chamber-led diversity and inclusion efforts. Identify approaches that are well-suited to Edina and pursue implementation.

Broadband infrastructure

Goal: Ensure that Edina residents and businesses have access to world-class broadband infrastructure at competitive rates.

1. Establish a broadband taskforce with a charge to explore models used by other cities and counties to ensure world-class broadband infrastructure to residential and commercial/industrial areas as well as public institutions and spaces.
2. Evaluate "build-once" open-access options to encourage competition, and minimize the cost and disruptions associated with updating underground infrastructure.
3. Consider "broadband readiness" policies (Example: St. Louis Park)
4. Address social equity considerations associated with the provision of broadband access in older apartment buildings.

CHAPTER 11
HUMAN RIGHTS AND RELATIONS

COMPREHENSIVE PLAN
CITY OF EDINA

2018

11. Human Rights and Relations

Chapter Highlights

This Chapter of the Comprehensive Plan describes Edina's goals and policies that have been developed by the Human Rights and Relations Commission to ensure that City departments, programs, officials and staff are working to "Build a Human Rights City with Race Equity For All." Before outlining these specific goals and policies, the chapter discusses the important difference between achieving "equality" and striving for "equity" in all aspects of city governance.

This chapter:

- Describes the public policy of Edina to secure for all residents freedom from discrimination in all aspects of city life, and the City's establishment of the Human Rights and Relations Commission to further its public policy of nondiscrimination
- Discusses Edina's commitment to reduce discrimination, inequality and racism through Resolution No. 2016-72 that established the City as a "Human Rights City"
- Describes the City's participation in the Government Alliance on Race and Equity and explains the differences between the concept of equality and the goal of advancing race equity
- Discusses the current state of human rights and relations in Edina
- Outlines areas of concern where work needs to be done to achieve race equity, and to advance opportunities and ensure a welcoming community for all

Human Rights and Relations Commission

Themes

The Edina Human Rights and Relations Commission identified seven themes to consider when developing policies.

1. Race equity
2. Gender justice
3. Social inclusion
4. Economic justice
5. Education
6. Environment
7. Police and justice system reforms

The Commission has identified the following ten social capital/social well-being indicators to consider when making policy decisions:

1. Race
2. Age
3. Ability
4. Sexual orientation
5. Gender identity
6. Ethnicity
7. Religion
8. Health
9. Poverty/socio-economic status
10. Education

One of the aims of this chapter is to ensure that steps are taken to ensure that the City looks at its departments, program, services, and practices through the lens of race equity and thus reinforce the City's status as a "Human Rights City." Of particular concern is equity in the areas of: housing, community services and facilities, parks and recreation, and environment. Goals discussed in this chapter are focused on:

- Establishing a race equity plan,
- Ensuring equal access and opportunities for all residents,
- Ensuring that the City welcomes all members of the community to participate in its social, employment, economic, political, and recreational activities,

- Ensuring that the City supports and fosters economic equity and justice for all residents, students and visitors, and
- Ensuring that economic harm should not be an intended or unintended consequence of City programs, initiatives, or activities.

Introduction

The City of Edina has long been recognized as an exceptionally livable and desirable community. Livability is best described by Bruce Appleyard in *Transportation Research Record*: Journal of the Transportation Research Board (2014), as "an individual's ability to readily access opportunities to improve [ ] personal quality of life for living, working, playing, shopping, learning, worshipping, resting and moving within [a] city, town or neighborhood." However, not all Edina residents, students and visitors experience these opportunities in the same way, nor with the same degree of success.

It is the public policy of the City of Edina to secure for all residents of the City freedom from discrimination because of race, color, creed, religion, age, sex, sexual orientation, gender expression, marital status, disability, status with regard to public assistance, familial status or national origin in connection with employment, housing and real property, public accommodations, public services, credit and education [Edina City Ordinance 15.01]. In 1970, the City of Edina established the Human Rights and Relations Commission (Commission) to promote and help implement its public policy of nondiscrimination. The Commission is charged with the responsibility to advise the City Council on matters relating to discrimination and human relations, and to implement programs of education and community action designed to advance public policy regarding human rights [Edina City Ordinance 1501.02]. The Commission advocates for human rights and needs in the community and promotes responsibility and integrity in human relationships by providing service, information and recommendations, cooperating with other communities and governmental organizations, and sponsoring forums and community events.

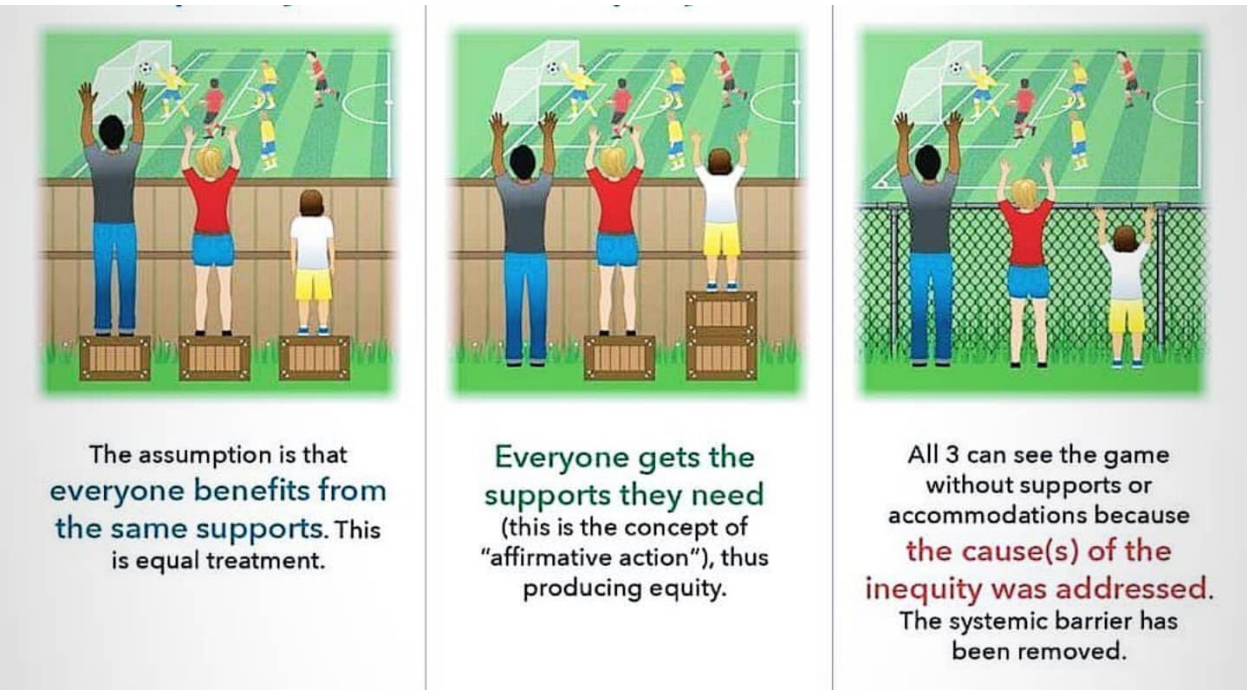
In 2016, the City of Edina became a Human Rights City. This is a commitment to "reducing discrimination, inequality, racism, and xenophobia in all aspects of civic life: housing, education, economic opportunity, religious and cultural expression, access to public institutions and opportunities, and safety and security" [City of Edina Resolution No. 2016-72 Establishing Edina, Minnesota as a Human Rights City].

In 2017, Edina joined the Government Alliance on Race and Equity (GARE), which is a national network of governments working to achieve racial equity and to advance opportunities for all. The work involves using a race equity framework to create long-term sustainable results on race equity in all aspects of government. Achieving race equity means that race will no longer predict a person's success, while also improving the outcomes for everyone.

This Comprehensive Plan chapter outlines goals and policies that will foster an inclusive and engaged community, i.e., a welcoming community where every person can contribute, thrive, and enjoy the benefits that our city has to offer.

The Commission recognizes in its work that there is a difference between equity and equality and it is critical this difference is taken into account when addressing human rights and relations. Equality implies that the same resources are provided for everyone regardless of background or circumstance. Equity implies that everyone is given the resources needed to have an equal chance of succeeding, with those

facing more obstacles to success receiving the resources needed to overcome them. This concept is illustrated in Figure 11-1 on the following page.
Equality vs Equity:



The Commission's recent activities have included

1) Advocacy for rights for domestic partners
2) Advocacy for gay marriage
3) Programming to promote inter-ethnic, inter-generational, and inter-religious understanding
4) Advocacy for affordable housing
5) Public recognition of those who advocate for and promote human rights
6) Advocacy to end all forms of discrimination against women
7) Community response to bias offenses
8) Participation in the City's Race and Equity Initiative
9) *Ex Officio* involvement in the City's participation in the Government Alliance on Race and Equity (GARE)

Current Conditions

In 2015, the City of Edina formally adopted a Vision Statement, which describes Edina as "a … preeminent place for living, learning, raising families and doing business." In order for Edina to live up to its adopted vision and reputation for livability, discriminatory acts and inequities that might be experienced by residents and visitors to Edina should be prevented. Moreover, efforts should be made to ensure that when such acts occur, appropriate action will be taken. These efforts require an understanding of current demographic and socio-economic information.

The Edina Community is made up of families and individuals of all ethnicities, but a majority of residents are European Americans (85 percent). Additionally, 7.1 percent are Asian Americans, 2.2 percent are African Americans, 2.1 percent are more than one race, 1.8 percent are other races, and 0.2 percent are Native Americans. African-American families played a prominent role in settling Edina, but European-American families became dominant during the 20th century. This was in part due to restrictive covenants which prevented people of color from owning or leasing property in entire neighborhoods. Parts of Edina were subject to these covenants, which have been outlawed since the *Shelly v. Kramer* United States Supreme Court ruling of 1948.

Negative Race-Related Experiences in the City of Edina

Discrimination and inequities may be experienced by residents and visitors in an array of contexts. In recognizing the unwelcoming dynamic experienced by some community members, including people of color, the City began a race and equity initiative in 2017 to "identify and eliminate race-based disparities in Edina city government facilities, services and institutions" [City Manager Scott Neal, in December 6, 2016 Staff Report to City Council on Establishing an Edina Race & Equity Task Force].

The initiative was led by a task force of Edina residents who oversaw the collection of data and the development of recommendations for the City Council, with the objective "to determine what changes could be made to ensure that Edina is a welcoming community for all people" [Race & Equity Initiative Final Report & Recommendations, Version 2.0, Finalized June 26, 2018, ("Report") *Purpose and Objectives*, page 18].

As set forth in the Report, "[t]o understand the scope of race-based discrimination and feelings of being unwelcome, data was collected from a range of Edina community members during the summer, fall, and winter months of 2017." The Report found that "20 themes consistently emerged surrounding experiences, observations, and awareness of race-based discrimination" including the following.

- Parks: "Edina parks are places where community members have experienced racism primarily through racial slurs and race-based vandalism."
- Other Facilities: "There are observations and experiences of race-based harassment and race-based violence at various city facilities…."
- Lack of Representation / Decision Making: "Many observe that there are few or no people of color that represent the city of Edina in government leadership, nor in government-appointed groups."
- Hiring Practices and Procedures: "There is uneasiness and suspicion around how race plays a role in government hiring practices."
- Responsiveness to Race-Based Concerns: "Many feel the city responds poorly to reports of race-based discrimination, or that the city does not respond at all."
- Police Department: "There is significant concern about police conduct with people of color."
- City Housing Programs: "Perceptions exist that city-based housing programs and policies are contributing to the lack of people of color in Edina."
- Other Services: "There is a perceived lack of inclusion in the process for how city services are designated and delivered."

Report, *Community Findings,* pages 25-30. See Report for more complete findings.

As Edina prepares for the next two decades, addressing these experiences will be essential to ensure that Edina is a welcoming, inclusive, and engaged community.

Edina: A Community of Learning. Edina has a prized education system of high-quality public schools. This chapter of the Comprehensive Plan recognizes the importance of extending the benefits of education to the entire community by Increasing multi-generational learning through expanded mentoring and tutoring opportunities that involve school-age children, and their parents, senior citizens, local businesses and institutions, and health care facilities.

Collaborating with the Edina public schools, Edina's Human Rights and Relations Commission can play an important role in the community by engaging students and educating them on the City's programs and initiatives that address equality and equity for all. Opportunities exist for the Human Rights Commission, in partnerships with the Arts and Culture and Heritage Preservation Commissions, to expand residents' understanding of equality and equity by recognizing and honoring people of color and other marginalized groups who have contributed to Edina's growth and prosperity.

Trends, Challenges, and Themes

To grasp the policy implications of current and future human rights and relations issues, it is essential to know the demographic composition of Edina and how those demographics relate to income and other factors. The Human Right and Relations Commission notes that national data collection is based on categories that may not reflect the same demographic composition of our community; for example, recent immigrants from African may or may not be included in a category, i.e., African American.

Trends

The population of Edina has grown from 45,569 in 2009 to 49,976 in 2016. Population growth by race between 1980 and 2016 can be seen in detail below in Table 1. While the white population of Edina has grown since 1980, the proportion of Edina that is white has decreased from 98.4 percent in 1980 to 86.5 percent in 2016. As Table 11-1 indicates, there has been a trend toward racial and ethnic diversity in Edina. The largest increase in population share was the Asian population, which grew from nearly 1 percent in 1980 to 7 percent of the City's population 2016, with 4 percent of that growth occurring since 2000.

Table 11.1: Percent of Edina Population by Race, 1980-2016

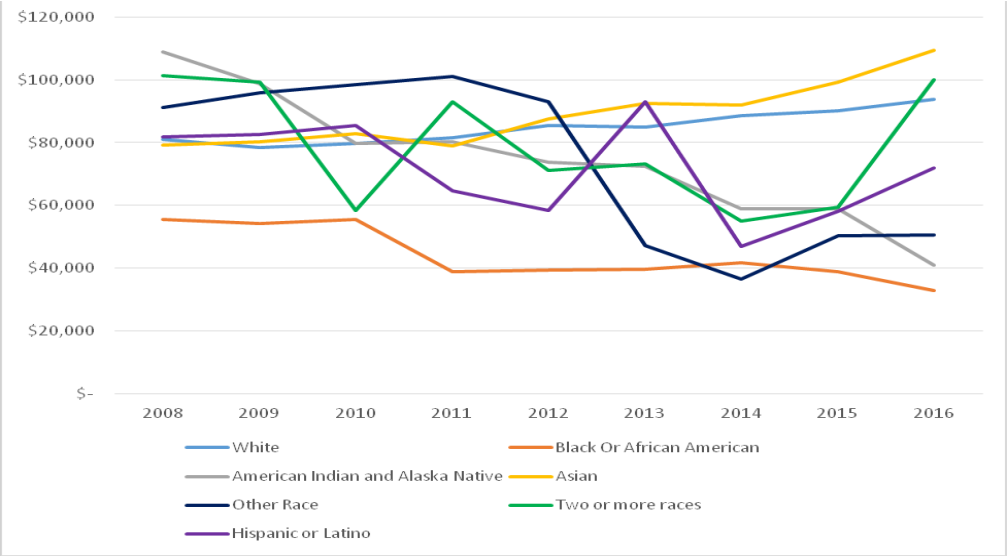
	1980	1990	2000	2010	2016
White	98.4%	97.2%	94.3%	88.1%	86.5%
Black or African American	0.5%	0.7%	1.2%	3.0%	2.2%
American Indian and Alaska Native	0.1%	0.1%	0.1%	0.2%	0.2%
Asian	0.8%	1.7%	3.0%	6.1%	7.1%
Other Race	0.2%	0.2%	0.3%	0.7%	1.8%
2 or More Races	n/a	n/a	1.1%	1.8%	2.2%
Hispanic or Latino	0.5%	0.7%	1.1%	2.1%	3.0%

Source: US Census Bureau

Challenges

In the past ten years, median incomes of most racial and ethnic groups have broadly diverged. American-Indian/Alaska-Native and African-American residents have seen significant reductions in median household income throughout the past ten years: Native-American residents by roughly two-thirds and African-American residents by about one-third. African-American residents have also had the lowest median household incomes through nearly the entire 2008-2016 period. By contrast, the median household incomes of European-American and Asian-American residents have steadily increased by roughly one-quarter. Hispanic/Latino, Two or More Races, and Other Races have had fluctuating median household incomes in the same period.

Figure 11.1 City of Edina Median Household Income by Year and Race



Source: US Census Bureau

Through participation in GARE and the City's Race and Equity Initiative, the Commission recognizes that the City's policies and practices may currently work better for white people than for people of color who live, work, or study in Edina, even though unintentionally and inadvertently. The impact of such policies, combined with the recognized history of discriminatory practices such as Edina's restrictive covenants, creates a system that can negatively impact communities of color. Making race equity a priority will help close the gap on race as a predictor of a person's success. This will improve outcomes relative to all social capital/social well-being indicators.

Goals and Policies

Goal 1: Establish Race Equity Plan

Eliminate any disparate impact of City policies and operations caused by race. Ensure city policies, practices and programs are equitable for all community members.

The five policies below are based on the Edina Race and Equity Task Force's five thematic recommendations.

Policy 1: The City will develop accountability measures to monitor, assess, and evaluate progress toward race equity goals.

Policy 2: The City will build relationships with communities of color.

Policy 3: The City will gather and analyze data in a way that provides an understanding of the difference in experiences of people of color.

Policy 4: The City will take steps to address inclusion in city staffing, communications, and appointments.

Policy 5: The City will focus on eliminating policies that create and maintain inequities based on race.

Goal 2: Ensure equal access and opportunities for all residents regardless of their gender or sexual orientation.

Policy 1: The City will ensure that all public policy decisions account for the differential impacts on women and LGBTQ+ individuals.

Policy 2: The City will use the Convention on the Elimination of Discrimination Against Women (CEDAW), passed in Edina in 2016, as a framework for improving the conditions of women and girls in Edina.

Policy 3: The City will support efforts to ensure equal pay and fair employment practices for all people regardless of sex, gender identity, and sexual orientation.

Policy 4: The City will promote preventive education about gender-based violence, sexual assault, and sexual harassment in schools.

Goal 3: Ensure that the City welcomes all members of the community to participate in its social, employment, economic, political, and recreational activities.

Policy 1: The City will create an intentional community engagement plan.

Policy 2: The City will continue to improve transparency and access to local government for all.

Policy 3: The City will ensure accessibility to city facilities, services, and programs for residents with physical and other disabilities.

Goal 4: Ensure that the City supports and fosters economic equity and justice for all residents. Economic harm should not be an intended or unintended consequence of City programs, initiatives, or activities.

Policy 1: The City will support social and economic policies that make human rights a primary objective.

Policy 2: The City will explore policies that support the development and success of minority-run and minority-owned businesses.

Policy 3: The City will promote access to affordable and nutritional food for all residents.

CHAPTER 12
COMMUNITY HEALTH

COMPREHENSIVE PLAN
CITY OF EDINA

2018

12. Community Health

Chapter Highlights

- Edina strives for a high standard of health overall, although specific concerns and racial and economic disparities exist that need to be addressed.
- Understanding of health concerns is limited by the lack of community-specific data.
- Changing demographics and aging in the community will continue to change health outcomes and needs.
- Public health is impacted by a range of social and environmental factors that require a multi-faceted approach across all of the city.
- Health in all policies provides an approach to comprehensively address health concerns across the full city government, in cooperation with partners.

Introduction

Public health is the art, practice and science of protecting and improving the health of the population. Public health is about what makes us healthy, what makes us sick, and what we can do together about it. When we think about health, what often comes to mind is the individual and ways he or she can stay healthy. Public health shifts the focus to the population – from me to all of us.

Research suggests that around 80% of health outcomes are influenced by the environment and by human behavior. As a result, comprehensive planning can have a significant impact on the factors that contribute to health, by shaping the environment and helping to positively impact behavior in ways that lead to healthier communities and people.

There are a number of principles underlying public health:

- Public health is about **prevention**. This means intervening early and keeping people from getting sick or injured.
- Public health is about **populations**. This means focusing on groups of people rather than single individuals.
- Public health is about overall wellness. This means the broadest possible view of what makes and keeps us healthy including our mental health, everyday health choices, and our surroundings – not just health care services.

Definitions

Chronic disease: A disease that is permanent, causes disability, is caused by a nonreversible pathological alteration, and/or requires a long period of supervision, observation or care.

Behavioral risk factors: Behaviors that cause or contribute to accidents, injuries, disease, and death during youth and adolescence as well as significant morbidity and mortality in later life.

Environmental hazards: Situations or materials that pose a threat to human health and safety in the built or natural environment.

Health disparity: When a health outcome is seen to a greater or lesser extent between specific population groups.

Health equity: Achieving the conditions in which all people can realize the highest level of health possible, without limits from structural inequities.

Morbidity: Illness or lack of health caused by disease, disability, or injury.

Mortality: A measure of the incidence of deaths in a population.

Social determinants: Structural factors and conditions in which people are born, grow, live, work and age, that impact health.

- Public health is about **local needs**. This means identifying what a community needs to improve health and assuring effective action which uses local assets to solve unique challenges.

The mission of the Edina Public Health Division is to protect the health and promote the general well-being and welfare of the City's residents, and to prevent disease and illness in the community. Accomplishing this mission involves a range of programs and initiatives, run directly by the City and through its public partners. This chapter provides a policy framework for continued progress on the division's mission and goals.
However, the vision for a healthy community in Edina is bigger than just the charge to one division. This chapter also outlines a "health in all policies" approach, wherein health is systematically addressed and included in policies throughout the plan. Addressing health and wellness is essential to ensuring a sustainable community, and to maintaining the high quality of life enjoyed by Edina's residents.

Background

The city has long had a Public Health Department, and the promotion of public health is a core value which is promulgated through numerous regulations and initiatives – both directly through the City and in partnership with others.

The City of Edina is designated as a Community Health Board (CHB) by Minnesota Statute 145A. A CHB is the legal governing authority for local public health in Minnesota, and community health boards work with the Minnesota Department of Health (MDH) to promote the public's health. The City Council acts as the CHB governing body and is responsible for fulfilling the statutory duties of a CHB, which are to:

1. Assure an adequate local public health infrastructure by maintaining the basic foundational capacities of a well-functioning public health system that include:
    - Data analysis and utilization
    - Health planning
    - Partnership development and community mobilization
    - Policy development, analysis and decision support
    - Communication
    - Public health research, evaluation and quality improvement

    Example: Assess health priorities with community input; develop community health improvement plans to address identified needs and monitor progress.

2. Promote healthy communities and healthy behavior through activities that improve health in a population, such as:
    - Investing in healthy families
    - Engaging communities to change policies, systems or environments to promote positive health or prevent adverse health
    - Providing information and education about healthy communities or population health status
    - Addressing issues of health equity, health disparities, and the social determinants of health

Example: Minimize tobacco use and exposure among residents through policy change such as raising the purchasing age to 21 years ("Tobacco 21 Ordinance").

3. Prevent the spread of communicable disease by preventing diseases that are caused by infectious agents through:

    - Detecting acute infectious diseases
    - Ensuring the reporting of infectious diseases
    - Preventing the transmission of infectious diseases
    - Implementing control measures during infectious disease outbreaks

    Example: Monitor immunization levels and perform outreach to high-risk groups; run immunization clinics; investigate outbreaks and conduct contact interviews with exposed individuals.

4. Protect against environmental health hazards by addressing aspects of the environment that pose risks to human health, such as:

    - Monitoring air and water quality
    - Developing policies and programs to reduce exposure to environmental health risks and promote healthy environments
    - Identifying and mitigating environmental risks such as food and waterborne diseases, radiation, occupational health hazards, and public health nuisances

    Example: Conduct restaurant and swimming pool inspections, respond to reports of unsanitary and uninhabitable housing conditions, and inspect indoor air quality of parking garages in multi-unit dwellings.

5. Prepare and respond to emergencies by engaging in activities that prepare public health departments to respond to events and incidents and assist communities in recovery, such as:

    - Providing leadership for public health preparedness activities within a community
    - Developing, exercising and periodically reviewing response plans for public health threats
    - Developing and maintaining a system of public health workforce readiness, deployment and response

    Example: Share resources with Bloomington and Richfield for Public Health Emergency Preparedness activities; hold events simulating natural disasters or mass dispensing of medication in response to an outbreak or other threat.

6. Assure health services by engaging in activities such as:

    - Assessing the availability of health-related services and health care providers in local communities
    - Identifying gaps and barriers in services
    - Convening community partners to improve community health systems

- Providing services identified as priorities by the local assessment and planning process

Example: The City's annual agreement with Edina Public Schools to provide funding for chemical dependency services.

Current Conditions

Municipal Structures

The Edina Community Health Commission (CHC) is comprised of volunteer residents serving in an advisory capacity to the Edina CHB (City Council). A representative of the CHB is appointed annually to represent the City on the State Community Health Services Advisory Committee (SCHSAC). A CHC member has filled the SCHSAC seat in recent years.

The Health Division of the Edina Police Department provides Environmental Public Health services to residents, such as regulation of food, pool, lodging, body art, and massage establishments, housing and code enforcement inspections, noise complaint response, and public health nuisance investigations.

Additional Public Health services such as health education and promotion, communicable disease prevention programs, public health nursing services, home health visits, maternal and child health services, health assessments and public health emergency preparedness are provided to Edina residents through a contract with Bloomington Public Health.

Population Health Status

It is difficult to assess the health status of Edina residents at the population level. This is in large part due to a lack of Edina-specific health data. Where data are available (often because it can be aggregated by zip code following statewide data collection), there are frequently limitations to what can be inferred, in part related to data privacy concerns regarding the sharing of health information for individuals. Some examples providing key, albeit imperfect, information about Edina residents are below:

Incidence of Chronic Disease.

According to the Minnesota Department of Health, Edina has low rates of hospitalization from both chronic obstructive pulmonary disease (COPD) as well as asthma when compared to neighboring suburbs. While COPD predominantly affects the elderly, asthma hospitalization is a greater risk for pediatric populations, especially those living below federal poverty levels. In an effort to maintain strong respiratory health at all ages by preventing tobacco use, exposure and addiction, in 2017 the City passed an ordinance limiting tobacco sales to those over age 21.

Youth Health

The Minnesota Student Survey is another rich data source. The survey is administered every three years of middle school and high school grades with voluntary participation. Data are available at the school district level, including Edina School District. More information about the survey and recent results can be found in a resource section at the end of the chapter Consistent

with other health data, Edina students typically are above statewide averages in terms of their well-being.

Reflecting broader regional and state trends, there has been a consistent reported decline over the past ten years in many of the risky and negative behaviors tracked among students. There are a few notable exceptions:

- Recent data show a possible upward trend in alcohol/tobacco use among 9th grade girls. It also confirms the uptick of e-cigarette consumption. Rates are still below state averages for the same time period.
- There has been a reported increase in online bullying, counter to a trend of declining physical bullying.
- There has been a substantial increase in the number of students reporting that they have been treated for a mental health, emotional, or behavioral problem, particularly among girls.

Adult Health

Another source of information that can help to triangulate current health conditions in Edina is the Adult Survey of the Health of All Populations and the Environment (SHAPE). In Hennepin County, SHAPE has been administered every four years since 1998, surveying randomly chosen adults about their health. In this survey, Edina is grouped with Richfield and Fort Snelling in the category of South Suburbs – Inner Ring. While it captures some overall health perceptions and specific conditions such as overweight, asthma, diabetes and hypertension, it is very difficult to evaluate where Edina sits relative to other communities in this area. Overall, the survey suggests that the majority of people in the area think their health is excellent or very good (over 65%), and that the highest reported health concerns are being overweight (33%) or having high cholesterol (32%). It is unknown if these aggregate numbers represent Edina.

The City of Edina 2017 Quality of Life Survey asked a few questions of residents related to health, summarized below:

- 92% thought health and wellness opportunities in Edina are "excellent" or "good."
- 86% thought the City's public health services were "excellent" or "good."
- 4% had been in contact with the health department during the course of the year.
- 75% thought fitness opportunities (including exercise classes and paths or trails, etc.) are "excellent" or "good."
- 1500 surveys were sent out with 477 respondents for a 34% response rate to the 2017 Quality of Life Survey.

In terms of understanding baseline health status and trends over time, it would be highly beneficial if Edina were able to build on these sort of satisfaction-driven questions as well as collect baseline city-specific data relevant to disease prevalence, mental health needs, environmental exposures, or other metrics.

Health Care Resources

In addition to the community health services provided through the Health Department, there are private health services and facilities serving Edina.

Generally speaking, the Edina area has excellent access to health care facilities, as well as health education and wellness programs. In addition to a level two trauma center within the City, there are numerous smaller specialty clinics, medical offices, dental services, and ambulatory surgical centers serving Edina. Most are located in and around the Greater Southdale area. At the regional level, other major medical centers provide access to specialty care as needed.

Edina: A Community of Learning. Edina has a prized education system of high-quality public schools. The Community Health chapter of the Comprehensive Plan recognizes the importance of extending the benefits of education to the entire community, and to people at all stages of life.

Public education about health is a core component of the Public Health Division's role, including:

- Conducting and sharing research and analysis to support policy and program development
- Providing information and education about healthy communities or population health status
- Tracking public health indicators in Edina, and working to expand the amount and quality of data available
- Working with Edina Public Schools on public health partnerships

Trends, Challenges and Opportunities

Many factors combine together to affect the health of individuals and communities. At the time this plan was developed, the following factors were considered to be emerging or priority issues over the next ten years:

Health, Economic, and Racial Disparities

Disparities exist across many factors in the city including health, economics, and race. Structural inequities occur when structures or systems of society—such as finance, housing, transportation, education, social opportunities, etc.—are designed in such a way that they benefit one population unfairly (whether intended or not). One example of a disparity in Edina is that from 2012-2016 there were lower than average rates of health insurance coverage among certain groups including non-US citizens (83.1%), people with less than a high school education (80.0%), and individuals of color (89.6% for Black or African American; 81.5% for Alaska Native or American Indian; 74.4% for Hispanic or Latino) despite fairly high health insurance rates in the city overall (97.4%).

Premature death, defined as dying before age 65, is used to identify largely preventable causes of death impacting our community. On average from 2013-2015, 10% of white individuals died before 65 compared to 31% of individuals of color living in Edina. Blacks in Edina are especially disparate with 42% of premature deaths. Additionally, according to 9th grade responses in the 2016 Minnesota Student Survey, 64% and 44% of Hispanic and Black students respectively respond to enrollment in Free and Reduced Lunch program compared to just 3% of white students in Edina. See the resource section at the end of the chapter for further illustrations of racial and income disparities in Edina.

Transportation & Mobility

Transportation is an integral component of an individual's health, from utilizing transportation to access healthy foods and healthcare, to walking and biking for exercise as well as travel. The City will consider the health benefits of an active transportation system when development and road construction projects are designed and constructed. Adequate transit access is another part of a transportation system that supports healthy living. While a 'circulator' for seniors debuted in 2018, it will be important to build upon and track success with that investment.

Access to Healthy Foods

While Edina has an array of healthy food resources, it has fewer community food service programs than both Bloomington and Richfield, according to a 2013 Community Food Assessment. See the resource section at the end of the chapter for a map of Edina Community Food Asset Locations and additional information from the assessment. It will be important to assess whether the food service programs provided are adequate to meet existing and future community needs.

Aging Population

The aging population will require adjustments in many areas, from expansion of care facilities to adding senior-focused recreational opportunities. According to the 2012-2016 American Community Survey, disability rates are higher for seniors in Edina. 60% of those aged 65 and older are disabled (two-thirds of those are over age 75). This includes hearing, vision, cognitive, ambulatory and self-care difficulties. Providing a full spectrum of community services to support aging in place will be critical.

Mental Health and Social Connectedness

There is an increasing need for mental health services for all ages in the city, from elementary and middle school children to seniors. Social connectedness contributes to improved mental and physical health in people of all ages. In older adults, social conditions like loneliness and isolation have a significant negative impact on long-term health and wellbeing. As Edina continues to age and the number of adults living alone continues to increase, strategies to address social isolation will become important to improve community health.

According to the 2014 SHAPE survey, nearly 25% of the population in Hennepin County had been diagnosed with depression and another more than 20% with anxiety. The numbers were slightly higher in the south suburbs (which would include Edina) than the county at large. While it is not possible to tease out Edina specifically given the survey design, these are staggering numbers that indicate the need for mental health support in our community and surrounding areas. As noted in the Youth Health section, the Minnesota Student Survey indicates that mental health concerns are surfacing among the younger generation as well.

Addiction and opioid abuse/overdose are growing issues across the state, as well, including in Hennepin County. Municipal activities such as first responder training with naloxone (an opioid antagonist used to reverse overdose) are important, as are sufficient community resources to address mental health needs, treatment, and prevention.

Housing

Safe and affordable housing is one of the most basic and powerful social determinants of health. Quality housing improves the health of vulnerable populations and is a cornerstone of a strong and healthy community. The City will continuously evaluate housing policies and regulations to provide safe and

affordable housing for residents of all ages, cultural backgrounds, and social demographics. This might include enhanced efforts to address the large proportion of homes that register elevated radon levels. The City will also look at ways to support sustainable housing. Homelessness disparities were pronounced among black 9th graders in Edina (14% compared to 5% among white students) as measured in the 2016 Minnesota Student Survey. Additional information on affordable housing in Edina is provided in the Housing Chapter.

Recommendations

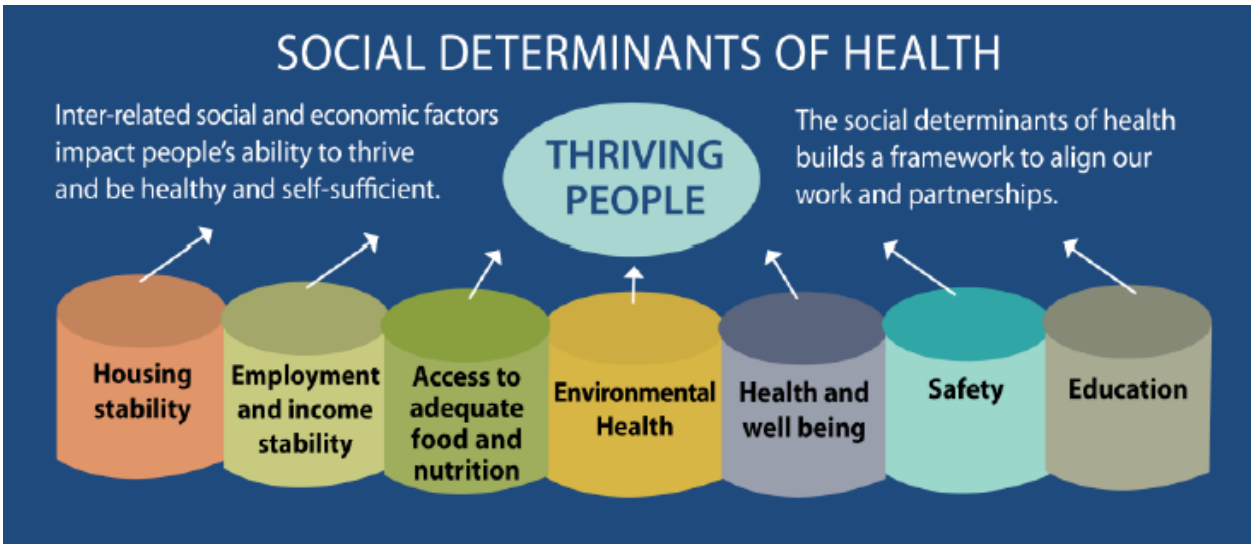
To effectively address the trends and challenges identified above, it is recommended that Edina commit to the following actions:

Enhance Data Collection

Collection of quality health-related data, especially at the city level, is becoming increasingly difficult and expensive. Traditional survey methods like mail or landline telephone use are typically answered by only certain demographics which results in poor quality data that does not represent the community as a whole. The City will research and invest in collection methods for quality, city-specific health data to better inform local decisions. The City will study best practices, including around privacy protections, and work to design a comprehensive public health survey that can be used consistently from year to year with flexibility to ask detailed questions about emerging trends.

Address Social Determinants of Health

Health is a critical aspect of planning. In fact, a community's plan for housing, transportation, land use, parks, and economic development encompasses the largest factors that determine one's health. "Social determinants of health" are structural factors and conditions in which people are born, grow, live, work and age. Most premature deaths are connected to these determinants, like air and water quality or access to physical activity and healthy food. Since the practice of community planning plays a significant role in shaping the built environment, local planning can have real and significant impacts on community health. The comprehensive plan is a tool to strategically increase health and reduce health disparities for all.



Source: Checklist: Comprehensive Planning for a Healthy Community, Metro Healthy Comprehensive Planning Workshop

Use a Health in All Policies Approach

"Health in All Policies" is a collaborative approach to improve health by incorporating health considerations into decision-making across all policy areas. A Health in All Policies approach will be embedded in decision-making across all policy areas within the city. Questions to be addressed while pursuing this strategy include:

a. Does it empower those that live and work in Edina to support their physical, mental and social well-being?
b. How does this decision affect social determinants of health?
c. How will this decision reduce health disparities and improve health equity?
    i. **Health Disparity** – When a health outcome is seen to a greater or lesser extent between populations, there is a health disparity. Populations may be defined by race, ethnicity, gender, sexual orientation, age, disability, socioeconomic status, or location.
    ii. **Health Equity** – Achieving the conditions in which all people have the opportunity to realize their health potential – the highest level of health possible for that person- without limits imposed by structural inequities.

Data Collection

Goal: Improve the quality and availability of city-specific public health data in Edina to inform policy development and monitor impacts.

1. Research and invest in collection methods for quality, city-specific health data to better inform local decisions.
2. Study best practices, including around privacy protections, and work to design a comprehensive public health survey that can be used consistently from year to year with flexibility to ask detailed questions about emerging trends.
3. Work with public and private sector partners on joint data collection and data sharing initiatives, particularly when providing community-specific results.

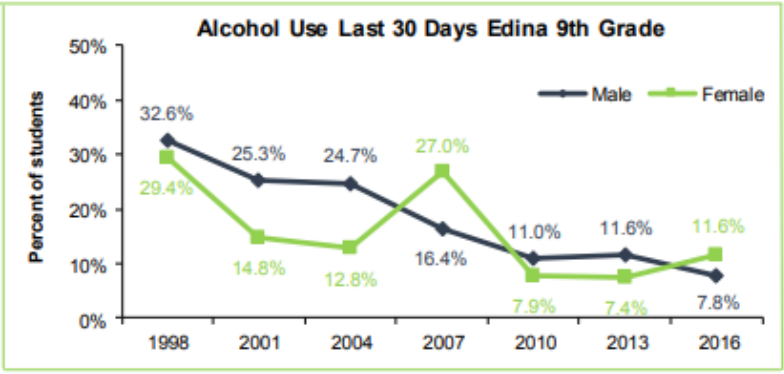
Additional Resources

The Minnesota Student Survey (MSS) is administered every three years. Previous surveys have been administered to 6th, 9th and 12th graders across the state. In 2013, and most recently 2016, the survey was given to 5th, 8th, 9th and 11th graders. Student participation is voluntary. Ninth-grade data is used to monitor trends because these students historically have a high response rate and have been surveyed consistently across all years. Survey results provide information about youth assets and risk behaviors. Data can be used as a tool for initiating & continuing conversations about youth health.

Note: Sample size may vary between questions due to non-responses.

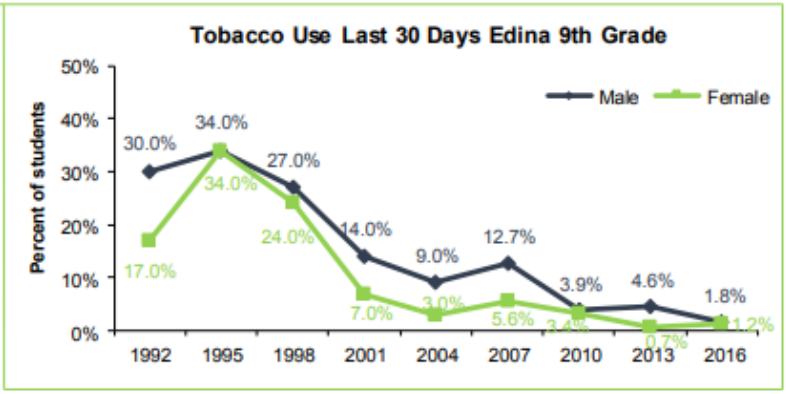
ALCOHOL USE

Among 9th grade males, alcohol use is at its lowest point since 1998. Consumption rates for males have steadily been dropping with an all-time low of 8% in 2016. Rates for females have increased from 7% in 2013 to 12% in 2016.



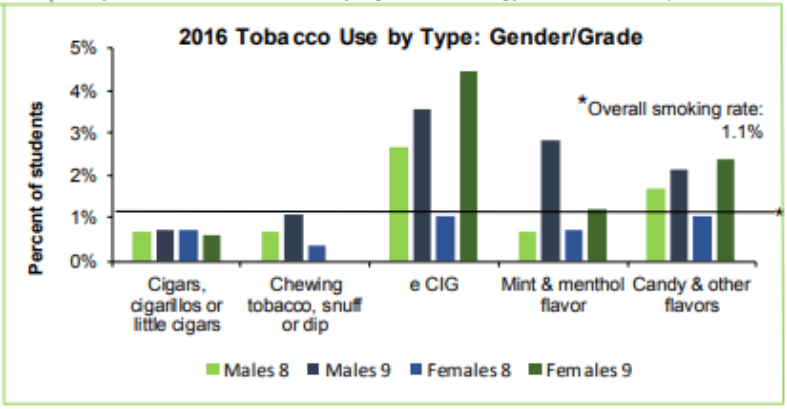
TOBACCO USE

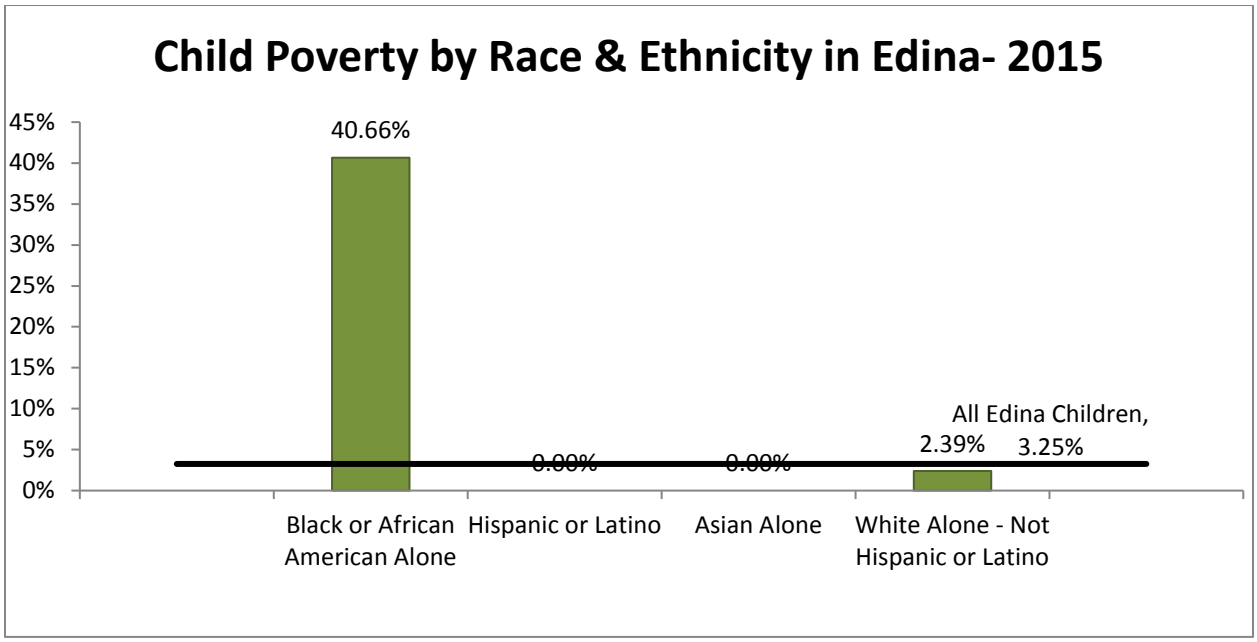
The trend for cigarette use has been declining since the survey began. Since 2013, rates have gone up for females and down for males. Less than 2% of both male and female 9th graders in Edina currently report smoking any tobacco within the last 30 days.



TOBACCO USE BY TYPE AND GENDER *(New questions introduced in 2016 query on extended types of tobacco use)*

E-cigarettes and flavored tobacco are used more than standard tobacco products among 8th and 9th graders. In 2016, the survey did not include11th graders nor question 5th graders about smoking.

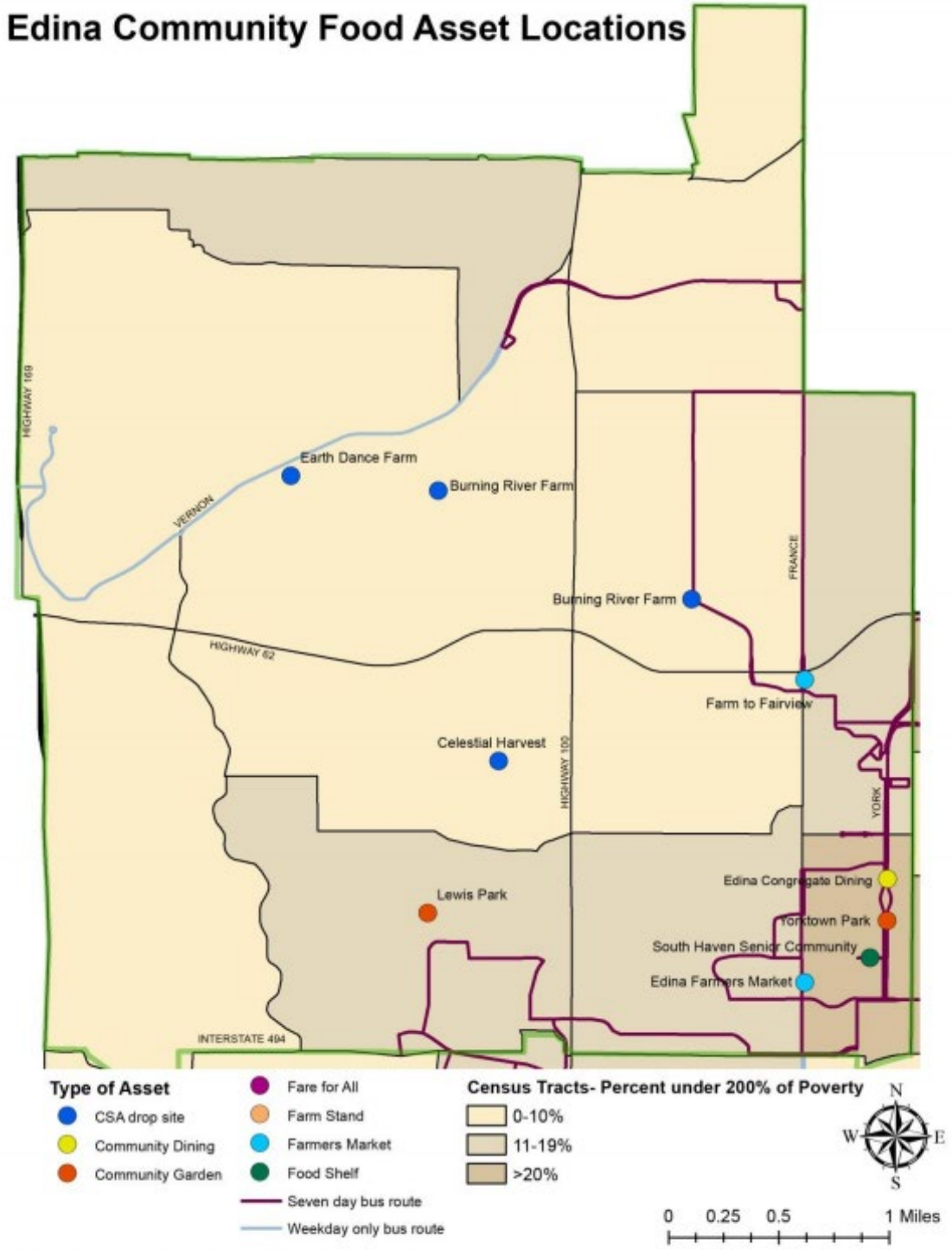




There are 15 grocery stores in Edina, including six supermarkets, six convenience/limited grocery stores, and three small grocery stores. Three of these stores accept WIC and 12 accept SNAP/EBT. There are no ethnic markets in the city. The City of Edina piloted a community garden in summer 2013, which offers garden plots to city residents at a nominal fee, and an Edible Playground Garden that is open to families of registered playground program participants.

Edina also has two farmers markets. The City-run market has 32 vendors including those selling locally grown produce and an extensive variety of other locally produced foods product such as breads and specialty bakery goods, candies, jams and other items. The Edina Farmers Market began accepting SNAP/EBT at the beginning of its 2013 market season but does not accept WIC. In 2013, Fairview Southdale Hospital opened the Farm to Fairview Farmers Market with four vendors who sell a variety of locally grown produce. The Farm to Fairview market does not accept EBT or WIC. Edina has one privately owned farm stand open seven days a week during the summer growing season. There are four CSA farm drop sites in Edina, only one of which is located near low-income dense residential areas and a bus line.

Given the substantially smaller number of low-income residents in Edina, there are fewer community food service programs within city limits. There is one community dining site located in a housing complex that serves senior residents. There are four meal delivery and four grocery delivery services. There are two mobile food shelf drop sites located at apartment buildings within city limits, but these services are limited to residents only. There are no Fare For All drop sites in Edina. Healthy, low-cost or free food options in Edina are limited, which presents challenges for low-income and senior residents with mobility issues and fixed incomes.



Prepared by City of Bloomington Public Health and GIS Staff
Data Sources; 2006-2010 American Community Survey Five-Year Estimates (census tracts) and Metro Transit (bus routes)

CHAPTER 13
HERITAGE PRESERVATION

COMPREHENSIVE PLAN
CITY OF EDINA

2018

13. Heritage Preservation

Chapter Highlights

The Heritage Preservation Chapter of the Comprehensive Plan discusses the City's Heritage Preservation Commission and its ongoing efforts to recognize, honor, appreciate, and make accessible the City's past. It is the mission of the Commission to preserve the City's historically significant resources (sites, districts, buildings, and objects) and ensure that they will be available for future generations to provide a sense of identity and continuity in a fast-changing world. It is the belief of the Commission that these things reflect and shape values and aspirations and thereby contribute to the City's identity.

This chapter includes:

- Description of the process by which historic resources gain Heritage Landmark designation
- Brief description of existing heritage resources and their historical contexts
- Heritage resource goals and policies

Heritage preservation goals are summarized under six program areas:

- Program Area 1 - Preservation Planning
- Program Area 2 - Identification of Heritage Resources
- Program Area 3 - Evaluation of Heritage Resources
- Program Area 4 - Designation of Heritage Landmarks
- Program Area 5 - Design Review and Compliance
- Program Area 6 - Public Education and Outreach

Criteria guiding the Edina Heritage Preservation Commission and City Council in evaluating potential Heritage Landmark designations:

- An association with important events or patterns of events that reflect significant broad trends in local history.
- An association with the lives of historically significant persons or groups.
- An embodiment of distinctive characteristics an architectural style, design, period, type of construction; possess high artistic values, or represents a significant and distinguishable entity whose components may lack individual distinction
- Important archaeological data or the potential to yield important archaeological data.

Introduction

The Edina Heritage Preservation Commission (formerly the Heritage Preservation Board) is a seven-member body appointed by the Mayor to advise the City Council, City Manager, other City boards and commissions, and staff on all matters relating to the protection, management and enhancement of heritage resources.

The mission of the Heritage Preservation program is to preserve Edina's heritage resources by protecting historically significant buildings, sites, structures, objects and districts. The centerpiece of the city preservation program is the Edina Heritage Landmarks Registry, which is essentially the local government equivalent of the National Register of Historic Places. Properties are designated Heritage Landmarks or Heritage Landmark

Districts by the Edina City Council, upon nomination by the Heritage Preservation Commission. The Heritage Landmark program is administered by the City's Planning Department.

The purpose of this Comprehensive Plan chapter is to help decision-makers plan for the wise use of heritage resources. The Heritage Preservation Chapter also helps improve city officials' understanding and awareness of the role heritage preservation plays in the delivery of important municipal services. Equally important is the comprehensive nature of this chapter, which, in scope, is integrated with other city planning efforts and provides an efficient and effective means of evaluating the performance of the heritage preservation program.

Historic Cahill School was built in 1864 and was located near the intersection of 70th and Cahill. It served as the center of Edina's Irish community, providing a gathering place for school, meetings, church services, and social events. It was used by the congregation of St. Patrick's Catholic Church until 1958. It is on the National Register of Historic Places.

How Historic Resources Gain Heritage Landmark Designation:

1. The terms *historic property* and *heritage resource* are used interchangeably and refer to buildings, sites, structures, objects and districts that are of historical, architectural, archaeological, or cultural interest.

2. The Edina Heritage Landmark program focuses solely on the preservation, protection and use of heritage resources that meet established criteria for historical significance and integrity.

3. In order for a property to qualify for registration as a Heritage Landmark, it must meet at least one of the preservation ordinance eligibility criteria by being associated with an important historic context and by retaining integrity of those physical features necessary to convey its significance.

4. If the property appears to qualify for landmark registration, the Heritage Preservation Commission directs its staff to prepare a written nomination report, which is submitted to the City Council.

5. Following a public hearing, the Council may formally designate a landmark by resolution.

Edina: A Community of Learning. Edina has a prized education system of high-quality public schools. Edina's education system is a major factor that has contributed to the City's growth and success, and extending education beyond the classroom will enhance livability and help create a stronger community.

Heritage Preservation, a potential vehicle for learning, can be incorporated in the City's parks, in the delivery of community health programs and services, in the development of transportation infrastructure, and in artistic programs.

Trends and Challenges

Heritage Resources Inventory

Between 1972 and 2018, the Edina heritage preservation program carried out more than a dozen major studies to survey historic properties. As used in preservation planning, *survey* refers to the process of identifying and gathering information on a community's heritage resources. It includes field survey (the physical search for and recording of historic properties) as well as historical research in documentary sources. An *inventory* is one of the basic products of a survey.

As a result of these activities, more than 600 historic properties within the Edina city limits have been investigated as part of surveys sponsored by the Heritage Preservation Commission, and 11 properties have been designated Edina Heritage Landmarks: These are listed in the Appendix to the Comprehensive Plan.

In addition, the Heritage Preservation Commission has determined that 79 properties are eligible for heritage landmark registration. These, too, are listed in the Appendix.

The heritage resource identification and evaluation effort is ongoing, and as of 2018, it is estimated that approximately 75 percent of the city remains un-surveyed for heritage resources.

Southdale Center, Designed by Victor Gruen Associates, opened in 1956 and is the oldest fully enclosed, climate-controlled shopping mall in the United States.

Historic Contexts

Historic contexts are the cornerstone of the preservation planning process. Historic contexts have been used since ancient times to organize information about historical events and to provide a rational framework for evaluating their importance. In the field of heritage preservation, historic contexts are planning constructs used to develop goals and priorities for the identification, evaluation, registration and treatment of historic resources. The City of Edina has employed a contextual approach to preservation planning since the 1970s. The initial statement of local historic contexts has been continuously refined, modified, added to, and elaborated on as new information and interpretations have become available.

Edina historic contexts are organized in a two-tiered format. Tier 1 historic contexts represent broad, general themes in Edina history and are organized around the concept of historic landscapes to denote a holistic, or ecosystem approach focusing on changing patterns of land use. Conceptually, each study unit represents a different historical environment within the 12,000-year arc of Edina area history, from the end of the last ice age to the present day. The Tier 1 contexts emphasize linking general categories of heritage resources with important broad patterns that describe major changes in the relationships between people and their surroundings. The first-tier historic contexts are city-wide in geographic scope:

- American Indian Cultural Traditions, 10,000 BCE to AD 1862
- Agriculture and Rural Life, 1851 to 1959
- Suburbanization, 1883 to the present

Site of the historic Edina Mill, one of the first of six gristmills to be built on Minnehaha Creek in Hennepin County between 1855 and 1876.

Tier 2 historic contexts are more narrowly defined thematically, chronologically, and geographically. As their names indicate, these

study units represent aspects of Edina history that are reflected in the kinds of heritage resources found at particular locations. In contrast with the Tier 1 study units, there is more emphasis on the development of neighborhoods and the characteristics of specific types of heritage resources. The Tier 2 historic contexts are:

- Edina Mills, 1857 to 1932
- Morningside, 1905 to 1966
- Country Club District, 1922-1944
- Southdale, 1952 to 1975

- Country Clubs and Parks, 1909 to 50 years before the present
- Minnehaha Creek, 10,000 BCA to 50 years before the present
- Postwar Residential Neighborhoods, 1945 to 1975
- Midcentury Modern Architecture and Landscapes, 1934 to 1975
- Edina's Recent Past, 1975 to the present
- Morningside Bungalows, 1905 to 1930

Frank Tupa Park is located in northeast Edina on Eden Avenue, directly across from Edina City Hall. This one-acre park is the home of the Old Cahill School, visited throughout the year by students who want to experience a day of school in the 1800s.

A number of new historic contexts are currently being developed for the identification and evaluation of specific types of historic resources, such as churches, Cold War fallout shelters, American Foursquare style houses, and the Works Progress Administration

A Heritage Preservation Landmark overlay zoning designation was assigned to the Country Club District in 2003.

Goals and Policies

Guiding Principles

This section of the Heritage Preservation chapter discusses the City's heritage preservation goals, policies, and implementation steps, which were developed after consideration of the following guiding principles.

1. Heritage resources are scarce, non-renewable cultural resources and should be treated as critical assets for community development.

2. Heritage preservation is an important public service and a legitimate responsibility of city government.

3. Not everything that is old is worth preserving: strategic planning for heritage preservation must focus on historically significant heritage resources.

4. Saving significant historic properties for the benefit of future generations will always be in the public interest.

5. Effective heritage preservation policies are those which create partnerships between the owners of heritage resources as city government.

6. Heritage preservation is about people, not things—significant historic resources should be preserved and protected, and used in a manner consistent with community values.

Program Goals and Policies

The city heritage preservation program is organized into six program areas: 1) preservation planning, 2) identification of heritage resources, 3) evaluation of heritage resources, 4) designation of heritage landmarks, 5) design review and compliance, and 6) public education and outreach. The organizational format reflects the Secretary of the Interior's standards and guidelines for historic preservation as well as current professional practices in heritage preservation planning

The heritage preservation program's goals and policies are organized below to reflect consistency with the Interior Department's standards and guidelines.

Program Area 1: Preservation Planning

Goals:

1. Adopt a Heritage Preservation Plan.

2. Integrate heritage preservation planning with other city planning for community development.

3. Develop strategies and establish priorities for the restoration and rehabilitation of City-owned heritage resources.

4. Participate in the federal-state-local government heritage preservation partnership.

Policies:

a) The City Council will adopt and maintain a Heritage Preservation Plan as part of the city's Comprehensive Plan.

b) All preservation program activities will be carried out in a manner consistent with the comprehensive plan.

c) The City will use the Heritage Preservation Plan to establish policies, procedures, and plans for managing the preservation, protection, and use of <u>significant</u> heritage resources.

d) The Heritage Preservation Plan will establish local historic contexts and the Heritage Preservation Commission will undertake research to revise and update these study units.

e) The City will provide the Heritage Preservation Commission with the resources needed to prepare and implement the comprehensive heritage preservation plan.

f) Because comprehensive planning is a continuous cycle, the Heritage Preservation Commission will periodically review and update the Heritage Preservation Plan.

g) The City will continue to participate in the Certified Local Government (CLG) program and cooperate with neighboring cities and other communities in development their heritage preservation programs.

Program Area 2: Identification of Heritage Resources

Goals:

1. Identify, locate and collect information regarding significant heritage resources worthy of consideration in community planning.

Policies:

a) The Heritage Preservation Commission will carry out a comprehensive survey of heritage resources within the city limits and maintain an inventory of all properties recorded.

b) The Heritage Preservation Commission will establish survey goals and priorities based on historic contexts.

c) The results of heritage resource surveys will be systematically gathered, recorded, and made available to those responsible for heritage preservation planning.

d) The City will provide greater access to the information generated by the heritage resources survey by investing in the technological infrastructure that will bring the information to all users who obtain information through the Internet.

e) The City will make the heritage resources inventory data adaptable for Geographic Information Systems (GIS) users and map the location of heritage resources and their relationship to other layers of information.

f) All surveys will be carried out by personnel who meet the Secretary of the Interior's Professional Qualifications Standards (or other applicable qualification standards) within their professional field.

Program Area 3: Evaluation of Heritage Resources

Goals:

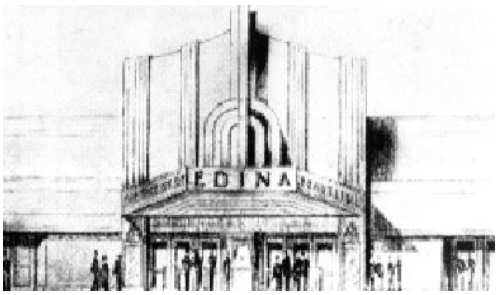
1. All heritage resources identified by survey will be evaluated for heritage landmark eligibility using established criteria applied within historic contexts.

2. The Heritage Preservation Commission will maintain an accurate, up-to-date inventory and map depicting the heritage resources evaluated as significant, including all properties designated or determined eligible for designation as heritage landmarks.

Policies:

a) For each property evaluated as eligible for heritage landmark designation the Heritage Preservation Commission will issue a finding of significance with a report documenting its location, ownership, date of construction, the relevant historic context and property type, and the criteria on which the finding of significance was based.

b) Determinations of landmark eligibility may be provisional and it may be necessary for the Heritage Preservation Commission to conduct additional studies prior to initiating the landmark nomination process.



The Edina Theatre, itself, is an Art Deco style motion picture theater. Built in 1934, the original design by Liebenberg and Kaplan featured a brick-faced, ziggurat-stepped façade with a tower, metal canopy and lighted sign.

In 2004, the Edina Heritage Award was presented to the owner of the Edina Theatre in recognition of the careful reconstruction of the historic sign. The attention to detail, referring to the original 1934 plans during reconstruction resulted in a sign that continues to prominently identify downtown Edina.

Program Area 4: Designation of Heritage Landmarks

Goals:

1. Significant heritage resources will be designated Edina Heritage Landmarks or Landmark Districts.

Policies:

a) The Heritage Preservation Commission will nominate significant historic properties for designation as Heritage Landmarks or Landmark Districts by the City Council.

b) A landmark nomination study will be completed for each property nominated; the nomination study will locate and identify the subject property, explain how it meets one or more of the landmark eligibility criteria, and make the case for historic significance and integrity.

c) Each landmark nomination study will include a Plan of Treatment that will recommend property-specific approaches to design review and treatment.

d) Except in extraordinary circumstances, the Heritage Preservation Commission will not nominate a property for landmark designation without the consent of the owner.

e) The City may, upon recommendation by the Heritage Preservation Commission, nominate properties for listing in the National Register of Historic Places.

Program Area 5: Design Review and Compliance

Goals:

1. Protect Heritage Landmarks and Landmark Districts through design review and compliance with heritage preservation standards.

2. Carry out public facilities maintenance and construction projects in such a manner that significant heritage preservation resources are preserved and protected.
3. Encourage voluntary compliance with historic preservation treatment standards.

Policies:

a) The City will take all necessary steps to ensure that no significant heritage preservation resource is destroyed or damaged as a result of any project for which a Certificate of Appropriateness has been issued by the HPC.

b) The City will develop partnerships with property owners ~~to~~ develop preservation plans for their properties, advise them about approached used in similar preservation projects, and provide technical assistance in historic property rehabilitation and restoration treatments.

c) The Heritage Preservation Commission will work closely with the Planning Commission and other citizen advisory boards and commissions to ensure that heritage resource management issues are taken into account in planning for development projects.

d) Every application for a preliminary plat, rezoning, conditional use permit, or variance from the zoning code that may affect an Edina Heritage Landmark or Landmark District will be reviewed by the Heritage Preservation Commission, which will advise the Planning Commission whether or not the requested action will have an adverse effect on a significant heritage preservation resource.

e) When demolition or site destruction cannot be avoided, careful consideration will be given to mitigating the loss by moving the affected heritage resource to another location, recording it prior to demolition, or by salvaging architectural elements or archaeological data for reuse or curation.

f) In cases involving permits that are not subject to design review, a reasonable effort will be made to preserve and protect important historical, architectural, archaeological, and cultural features.

g) The Heritage Preservation Commission and its staff will work with the city manager, city engineer, community development director, and others to ensure that heritage preservation resources are taken into account in project planning.

h) The Heritage Preservation Commission and its staff will review voluntary requests for design review of work that would not ordinarily be subject to regulation under the heritage preservation ordinance and issue Certificates of Appropriateness for projects that meet preservation treatment standards.

i) The City will consider financial incentives for the preservation, rehabilitation, and adaptive use of heritage resources, including but not limited to tax incentives, grants, loans, easements, and subsidies.

Program Area 6: Public Education and Outreach

Goals:

1. Provide the public with information about heritage preservation resources and public history education activities.

Policies:

a) The Heritage Preservation Commission will design and maintain a high-quality heritage preservation page on the City's website.

b) The Heritage Preservation Commission will develop facilities and programs that interpret heritage resources for the public.

c) The HPC will partner with the Edina Historical Society, neighborhood groups, and other community organizations with shared interests in the preservation, protection, and use of historic properties ~~or~~ to develop effective public education and outreach programs.

d) All current heritage resource survey reports and other studies carried out under the auspices of the Heritage Preservation Commission will be published or made available to the public through other appropriate media such as the City's website.

CHAPTER 14
ARTS AND CULTURE

COMPREHENSIVE PLAN
CITY OF EDINA

2018

14. Arts and Culture

Chapter Highlights

This chapter looks at: 1) arts, creative expression, and culture in the City of Edina and 2) the Arts and Culture Commission's efforts to tie these to the community in ways that will enrich residents and visitors and contribute to a high quality of living. In this sense, arts and culture are not to be viewed as isolated and abstract things and events but, instead, elements that are woven into the fabric of the community and linked to as many aspects of the community and life as possible. It is these linkages (some obvious, and others no so obvious) that will contribute to a community where arts and culture are always visible and in the consciousnesses of observers.

This chapter discusses:

- Historical contexts and inventory of the City's arts and cultural events
- Direct benefits of arts and culture to a City's image and livability
- The future vision for arts and culture
- The City's venues for artistic expression
- Trends and challenges
- Goals and objectives

Six goals developed for this chapter are summarized below. Together, with policies developed for this chapter, the six goals will serve to inform the development of the Arts and Culture Commission's annual work plans for the next ten years

Goal 1: Distribute and promote arts and culture across all of Edina to provide opportunities for people to come together in the creation and celebration of art and culture, building inclusive communities.

Vision and Challenges

Vision – Edina will be a community where:

- Everyday life is integrated with art, culture, expression, and creativity.
- Community growth is coupled with arts and culture.
- The number of people who appreciate, engage with and create art is increased.
- Arts and culture are accessible and inclusive of all members of the community.
- High value is demonstrated on arts and culture.
- As a "creative city," arts and culture positively impact livability, diversity, inclusion, and economic development.

Challenges:

- Demographic changes within the community.
- Capture opportunities to integrate life-long learning and appreciation of the arts.
- Demand for arts and culture experiences has currently out-paced the supply.
- Need for a new Edina Art Center.
- Resistance to change.
- Funding availability.

Goal 2: Leverage the Edina Arts and Culture Commission (ACC) to form strong and enduring collaborative partnerships between the ACC and other Edina commissions and associations to incorporate arts and culture into planning and implementation processes.

Goal 3: Improve and maintain dedicated spaces and venues for arts and culture; activate each with dynamic programming that includes a broad array of art forms and expressions accessible to all.

Goal 4: Expand and continue to drive awareness of and participation in Edina's Public Art program and art collection.

Goal 5: Establish a formal role for artists and other creative thinkers to participate in forward-looking plans for Edina.

Goal 6: Research, decide on, and implement the necessary funding and governance plans for supporting arts and culture in Edina.

Introduction

The City of Edina is well-known for excellence in quality of life, education, and parks and recreational facilities. In Edina and similar communities, there is a growing expectation that arts, culture, and creative expression are equally important to a vibrant and strong community. As highly-valued aspects of everyday life, arts and culture make substantial contributions to livability, the local economy, and cultural industry competitiveness. To this end, the Edina Comprehensive Plan 2018 includes - for the first time - a stated commitment to arts and culture as part of the essential objectives for the City of Edina.

As Edina moves into the next ten years, facing myriad changes in demographics and shifts to economic realities, the community can build cohesion and resilience based in part on the positive impact of arts and culture

The highest-priority objectives for arts and culture are:

1. Incorporate arts and culture across all of Edina to provide opportunities for people to come together, share experiences, and build an inclusive and cohesive community

2. Improve and maintain dedicated spaces and venues for arts and culture; activate each with dynamic programming that includes a broad array of art forms and expressions that are accessible to all.

3. Incorporate arts and culture into Edina's planning and implementation processes through strong collaborative partnerships.

The City of Edina stands to benefit immensely from an intentional and deliberate approach to weave arts and culture into the very fabric of the community; thus, engaging as many people as possible and meeting the city's overall strategic goals.

Current Conditions: Historic Contexts and Inventory

The City of Edina's Vision Statement describes the community as a "… preeminent place for living, learning, raising families, and doing business." It also speaks to a "livable environment" as a distinguishing hallmark not only for our residents but also for those who work here and those who choose Edina as an entertainment destination.

During the past 10 years covered by the most-recent comprehensive plan (2008- 2018), the City of Edina has moved well beyond its basic role of providing residential neighborhoods with high quality and effective urban services. In fact, Edina has steered toward innovative growth enabling the development of:

- Commercial areas that offer more dining options
- New entertainment venues and unique shopping zones
- Places to relax, exercise, and enjoy our best-in-class lifestyle, including excellent parks, trails and green spaces

Moving into the next decade, Edina is poised to build on these accomplishments while at the same time continuing to increase the quality of its livable environment. One of the most-impactful ways to do this is to weave arts and culture into the fabric of the community.

Interestingly, it's getting more difficult to define "arts and culture" as we move into the 21st Century. The national strategy firm LaPlaca Cohen conducts an ongoing longitudinal study called Culture Track, which is a national survey of people's attitudes, motivators, and barriers to taking part in cultural experiences. Over time, respondents have demonstrated a vastly expanded definition of culture, which now includes not only traditional art forms, (e.g., opera, symphony concerts, ballet, and art museums) but also street fairs, food trucks, culinary arts, and popular music festivals. Audiences now describe culture as any activity that " … question what you already know; bringing people who may not think they have much in common together; and broadening horizons, understanding life situations and helping me learn about other peoples in the world."

When discussing the value of arts and culture, at both a community-level and to wider society, people typically begin with its intrinsic value: how arts and culture illuminate our inner lives and enrich our emotional world. In addition, it is understood that arts and culture have a wider impact on our economy, education, health and well- being, and community-building. In fact, arts and culture is a valuable strategic resource. Edina has an opportunity to apply that resource in exciting and effective ways.

In the white paper titled "Creative Placemaking," commissioned by The Mayors' Institute on City Design, co-authors Markuson and Gadwa report on the results of extensive research on placemaking that is led by arts and culture. Their findings are outlined below:

- Cities and neighborhoods no longer compete for major infrastructure commitments nor aspire to move up an urban hierarchy of look-alikes. Instead, they look beyond physical alterations and pay more attention to the animationof places with cultural and economic activity.

- Significant arts and cultural investments revitalize local economies, createand provide jobs, nurture local businesses, and stabilize neighborhoods.

- Arts-anchored revitalization encourages families and companies—even those without ties to the arts—to commit to place and to participate actively in remaking where they live and work.

- Local arts offerings—public art, murals, art parades, art fairs and crawls, museums, performances, and open studio nights—offer people an opportunity to enjoy and participate.

- Federal research shows arts and cultural participants are more likely to be civically engaged in their communities than non-participants, even after controlling for other factors (2006, National Endowment for the Arts).
- A culture-based initiative is best when it is appropriate to local circumstances, not simply a replica of what other cities and towns are doing. The best projects nurture distinctive qualities and resources that already exist in a community and can serve community members while also drawing in visitors and new businesses.

The role of arts and culture in this broad context is to increase the value of living in, working in, and exploring Edina, from the perspective of personal and communal experiences, as well as economic impact. By taking an informed and strategic approach to incorporating arts and culture even more deeply into the community, Edina has an opportunity to build upon its strengths and achieve its aspirational vision.

Arts and Culture in the Comprehensive Plan

There are two significant reasons for incorporating arts and culture into the City of Edina's 2018 comprehensive plan: direct benefits to the community and positive economic impact.

Arts and Culture Offer Direct Benefits to a Community

Research has demonstrated many benefits to a community and its citizens when the arts and art centers are present and readily accessible. Arts and culture can:

- Build community identity, pride, and status
- Activate a vibrant community, where people of all ages are connected to one another
- Increase the sense of welcoming, promote neighborhood cultural diversity, and create inclusive communities
- Improve people's sense of belonging to a community
- Bring people together who might not otherwise come into contact with each other, increasing empathy and tolerance of others, and building social networks
- Increase livability, which attracts people (especially visitors and highly-skilled workers)
- Reduce stress, improve happiness, increase physical health
- Attract businesses and increase economic investment

Source: Joshua Guetzkow, How the Arts Impact Communities, 2002, Princeton University Center for Arts and Cultural Policy Studies.

Arts and Culture Drive Positive Economic Impact

Arts and culture have been shown to contribute to the economic vitality of a community. Studies have shown the positive impact that a strong portfolio of arts-related activities and destinations has on other businesses, including retail, hospitality and services. For example:

- In a 2015 study completed by the Washington, DC organization Americans for the Arts, data demonstrated that the nonprofit arts and culture sector is "... a substantial industry in the State of Minnesota generating $1.2 billion in total economic impact annually."
- Creative MN has reported that the total economic impact of arts and culture on the City of Minneapolis alone totals $541 million, a number which includes both direct expenditures by arts organizations along with spending by audiences.

- When a community attracts cultural tourists, it harnesses significant economic rewards.

Researchers from Americans for the Arts estimate that 85.6 percent of the City of Minneapolis' 7.8 million nonprofit arts attendees were residents of the Seven-County Twin Cities Metro Area, with 14.4 percent were non-residents. Non-resident attendees spend an average of 52 percent more per person than local attendees ($39.16 vs. $25.82) as a result of their attendance to cultural events. As would be expected from a traveler, higher spending was typically found in the categories of lodging, meals, and transportation.
The data indicate that a vibrant arts community not only keeps residents and their discretionary spending close to home, it also provides jobs and attracts visitors who spend money and help local businesses thrive.

Vision for Arts and Culture in Edina

In taking the long view, the opportunity to deeply embed arts and culture into the Edina community inspires a vision of the future, so that in ten years' time:

Edina is known as a community that embraces arts and culture, weaving it intoall aspects of daily life.

- The experience of living in Edina is integrated with art, culture, expression, and creativity.
- As it applies within our community, Edina has expanded upon the meaning and impact of arts and culture.
- Edina has significantly increased the number of people who appreciate, engage with, and create arts and culture.
- Arts and culture in Edina are accessible and inclusive of all members of the community, playing an important role in building bridges to create stronger, more collaborative, and diverse communities.
- Edina demonstrates that it places a high value on arts and culture through prioritization and provision of sustainable funding streams.
- Edina is seen as a "creative city," where arts and culture positively impact livability, diversity, inclusion, and economic development. In addition, arts and culture contribute to increased safety, aesthetics, expressiveness, and environmental stewardship, all to the benefit of the people who live, work, and visit.

Edina has a strong history of arts and cultural activities that represent a wide array of experiences, including:

- Edina Art Center
- Public Art Edina
- The annual Edina Art Fair
- The John Philip Sousa Memorial Band concerts

- The annual Edina Fall into the Arts Festival
- The Edina Historic Museum in Arneson Acres Park
- Edina Reads program
- Edina High School plays and concerts (such as the annual Pops concert)
- Morningside After Dark poetry and music events
- The Edina Theater
- Centennial Lakes Park summer concerts
- Edina Student Art Show at the Edina Library
- The Edina High School Teen Art Salon at the Edina Art Center
- Edina's collection of award-winning artworks

Other arts and cultural activities in Edina contribute more subtly, such as: requirements for design elements in new buildings, the historic preservation of the Edina Country Club District, and city-wide signage. Our parks, trails and green spaces also contribute to the beauty and artistic impact the City offers. As a community, we recognize the need to create visual appeal throughout our City's tangible assets and enliven our public spaces with performances, art installations, and participatory activities for all ages and abilities.

Dedicated Venues and Spaces

The City of Edina is fortunate to have several venues that currently offer opportunities to experience and participate in arts and culture activities, including: The Edina Promenade, Centennial Lakes Park, Edina Art Center, Braemar Park, and the 50th and France Business District. Moving forward, Edina will benefit from further development and activation at each of these venues as designated and recognized centers of art and culture activities. Edina can also explore the potential of identifying and creating additional venues for arts and culture, particularly alongside real estate development initiatives. In this way, Edina can increase the visibility and participation rate in arts and culture activities by utilizing and re-purposing the significant amount of public and park space already at our disposal.

The Edina Art Center

Perhaps most-recognizable among the venues dedicated to arts and culture in our community is the Edina Art Center (EAC). The EAC opened in 1976 with classrooms, studios and two small display galleries. The

EAC is open 52 weeks per year. It currently serves 2,800 people annually with over 230 different class offerings, more than a dozen exhibitions, and nearly 100 different summer camps for children. In addition, 27 events are programmed by the EAC that are held outside the facility draw an estimated 33,000 additional participants per year.

The EAC is one of six enterprise facilities owned and operated by the City of Edina within the Parks and Recreation Department, along with the Braemar Golf Course and Dome, Edinborough Park and Aquatic Center, Braemar Ice Arena, Centennial Lakes Park, and the Senior Center. The EAC is considered to be an 'arts affiliate', owned by the City of Edina - a municipality that operates under the Plan B form of government. As such, the EAC has benefitted from years of stable financial support and has not had to carry the overhead costs and intensive work effort of independent fund-raising activities. At present, the EAC is not proposing any changes to this arrangement (i.e., no shift to another governance model, such as a 501(c)(3) nonprofit organization) without first conducting extensive research and planning.

For the last 40+ years, the Edina Art Center has served people of all ages and abilities with exhibitions and classes in the fine arts, including pottery and clay sculpture, watercolor, drawing, painting, jewelry, photography, printmaking, and classes for youth. The EAC has an outstanding reputation for arts-making experiences, with the pottery and ceramics classes considered especially top-notch and popular. Available classes and camps are typically sold out rapidly, often with a waiting list of eager prospective participants.

Three separate, independent studies conducted within the past six years all concluded that an improved EAC is vital to the City of Edina:

- 2012 Sutton Report found that the Edina Art Center was a cherished community asset but had challenges to remain competitive in the market, including building design and size, ADA compliance issues, circulation, and location. Two outcomes of the Sutton Report were the formation of the Arts and Culture Commission and the hiring of a full-time Edina Art Center director.

- 2014 Schuler Shook analysis of physical space found that the Edina Art Center lacked sufficient size to meet its needs or allow for growth.

- 2016 Grandview Task Force proposed to build a community center on the 3.3 acre Grandview site. That project featured a new and larger art center, alongwith a senior center, recreation spaces and underground parking. While the final proposed cost was significant, the proposal clearly indicated the viability and potential of a new art center.

Th

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Edina Art Center at 4701 W 64th St, Edina, MN 55435

1. The EAC sits within a building that was originally designed as a residential dwelling. Through the years, the EAC has been modified to the extent possible in order to provide the space and facilities required for a functioning art center. Additional modifications are neither prudent financially nor feasible structurally.

2. The size of the facility is small and inflexible. As a result, the class and studio offerings are neither able to meet current demand nor adapt to future growth.
3. The facility is not compliant with the Americans with Disabilities Act. Individuals with physical disabilities, whether temporary or permanent, cannot fully navigate the space.

4. The location is secluded, not on or near public transit routes, and can be difficult to find. The surrounding area has very little foot traffic, and no nearby businesses or amenities.

5. Supply of available classes and camps - limited by the constraints listed above - is unable to meet demand, which decreases potential earned revenue.

More than 2,800 participants use the EAC facilities each year; approximately 65 percent of whom reside outside of Edina. By developing a new EAC, there is an opportunity to grow the number and percentage of Edina residents taking part. With just under 1,000 Edina residents actively using the EAC each year, it currently attracts less than 2 percent of the community. Increasing that percentage is an achievable goal for a new, improved, and more accessible EAC with a greater number of offerings.

Art and Artists in Edina

The City of Edina owns a collection of original works of art, referred to as the Public Art Edina Permanent Collection. The collection originated in the early 1990s as part of the activities of the Edina Public Art Committee (now called Public Art Edina). With assistance from the Edina Community Foundation and oversight provided by the Edina Arts and Culture Commission, works of art are submitted for review and approval by the Edina City Council for acceptance in the Collection.

The Public Art Edina Permanent Collection includes a variety of objects, including: stained glass (2 story window at Edina City Hall), sculpture (glass, steel, bronze, rock, marble and limestone, Black Belgian marble, ceramic), photographs, watercolors, pastels, mixed media, and oil paintings. The Collection is displayed throughout Edina: City Hall, Edina Senior Center, Edina Art Center, Hennepin County Library Edina Branch, Edina Promenade, Centennial Lakes Park, 50th & France Business District, Grandview Square Park, and Southview Middle School gymnasium.

There are currently 40 works of art in the Public Art Edina Permanent Collection. The Collection is documented at the Edina Art Center (in a binder of information about each work of art in the collection) and information shared with the public on the Edina Art Center portion of the City of Edina website.

Future use of this valuable collection will provide for greater exposure and appreciation across Edina. Adding works of art to areas of high traffic in commercial zones can enhance the feel and ambience of these locations.

The City of Edina is rich with artistic talent and home to many strong supporters of arts and culture. There are a number of practicing visual artists, musicians, actors and directors, and writers, several of whom have been nationally recognized and award- winning, who reside in Edina. Deeper relationships between these artists and the community can be developed with a program of frequent and welcoming events that connect these individuals with Edina residents.

Edina benefits when arts and culture are incorporated into daily life. As part of demonstrating shared values across the community, the City of Edina - in collaboration with artists and other creative thinkers - can develop a set of recommendations as part of the planning process that include spaces and opportunities to display works of art, venues for performances, and other dedicated community spaces where residents and visitors can share experiences of arts and culture that enhance Edina's quality of life.

Arts and Culture Commission

The Edina Arts and Culture Commission was established in May 2013 to help build a vibrant community through art and culture, as the Edina City Council finds that the encouragement and enhancement of the arts in Edina is vital to the social and cultural well-being of the City and its residents. The Edina Arts and Culture Commission is, by City Ordinance, a formalized independent advisory board of the Edina City Council.

Along with the Edina Art Center staff, this working Commission guides and supports general development of artistic initiatives in the City of Edina, including the Edina Art Center. The Commission provides recommendations to the City Council concerning collaboration, communication, facilities, activities and programs in arts and cultural activities.

The Edina Arts and Culture Commission works in close collaboration with the City of Edina Government and all other City Commissions to incorporate the perspective and advantages of arts and culture across Edina, using the conceptual framework of "How can we help?"

a. Help make Edina an outstanding community in every respect.
b. Help sustain excellent quality of life.
c. Help drive economic impact.
d. Help the community adapt to changes over time.
e. Help teach tolerance and empathy through cultural exchange and exposure.
f. Help other Edina Commissions complete their assigned tasks, from the perspectives of creative placemaking and community-building.
g. Help ensure that any culture-based efforts in Edina are matched to the community's distinctive qualities and resources.

Summary of Current Conditions

Edina has an opportunity to build on its history of dedicating venues and sponsoring highly-regarded annual activities that provide arts and cultural experiences to thousands of people. Research has demonstrated that these resources and activities provide direct benefits to a community and offer lasting, positive economic impact. A community with vibrant arts and culture keeps residents and their discretionary spending close to home and also provides jobs and attracts visitors who spend money and help local businesses thrive. In addition, the City of Edina is rich with artistic talent and home to many strong supporters of the arts. By taking a coordinated, strategic approach to arts and culture over the next ten years, Edina will continue to utilize existing resources and also develop additional, improved venues and initiatives that will serve to embed arts and culture even more deeply into the community. This will increase the value of living in, working in, and visiting Edina.

Edina: A Community of Learning. Edina has a prized education system of high-quality public schools. The Arts and Culture chapter of the Comprehensive Plan recognizes the importance of extending the benefits of education to the entire community, recognizing that art and culture can be vehicles for expanding awareness, increasing exposure, and instilling values.

Collaborating with Edina public schools and Edina's various municipal departments, the Arts and Culture Commission could: involve students and their parents in programs to:

- Create and install visual art in parks, along City streets (consistent with the Living Streets Policy), and in commercial nodes.
- Develop directional signage for installation along recreational trails
- Recognize and honor the contributions of individuals who founded and built the City.

Trends and Challenges

Arts and culture occur within the context of time and place. That context includes a number of relevant trends and challenges that Edina will be facing in the coming years. Each can point the way toward opportunities for the arts to contribute meaningfully and productively to the community.

Trends

There are numbers of current and near-horizon trends that will have an impact on the way arts and culture are incorporated into daily life in Edina. Chief among these are:

1. Demographic changes:
   - Trends for Minnesota and Edina point to increased diversity and population density.
   - As population diversity increases, Edina will face issues of inclusion, equity, and accessibility around characteristics such as race, socioeconomic class, culture, and creed.

   - Aging, especially aging in place, is a demographic trend that will particularly affect Edina. Ensuring accessibility for all is key.
   - Opportunities: Plan arts and culture initiatives that are inclusive of all ages, abilities and backgrounds. See Goals 1, 3, and 5 below.

2. Interest in lifelong learning continues to grow, with people seeking experiences that inform and inspire:
   - Opportunities: Increase offerings for Edina residents to participate in classes and other events that combine arts and culture with learning and education for all ages and abilities. See Goals 1 and 3 below.

3. The definition of "culture" is evolving rapidly and now includes a range of experiences and activities that involve events at which people gather and interact, in what has been termed a "meeting of like-minded strangers".
   - Art as activism is increasingly apparent, with artists responding to current events and community changes.
   - Opportunities: Leverage arts and culture initiatives to bring Edina citizens together as a community. See Goals 1, 2, 3 and 4 below.

4. Technology and social media continue to change rapidly; we can know more and find it fast, but we can also become isolated and be susceptible to phenomena like fake news or scams.
   - There is also a push back against technology, which recognizes the value of face-to-face contact (examples include local meet up groups or the maker culture).
   - Opportunities: Utilize technology to inform and invite participation in arts and culture activities. See Goal 1 below.
   - It is important to take note of trends that may be specific to the Edina community

5. Shifting demographics and politics - Edina is becoming more heterogeneous, with more points of view which can differ significantly on some pertinent issues.

6. Commercial development and changes are taking place and/or are planned for areas such as Southdale, 50th and France, Grandview, and Pentagon Park.

7. Opportunities: Use arts and culture activities and perspectives to support a resilient and cohesive community in Edina. See Goals 1 through 5 below.

Challenges

There are a number of current and near-horizon challenges that will have an impact on the way that arts and culture are incorporated into daily life in Edina. Chief among these include:

1. The demand for arts and culture experiences is currently out-paced the supply.
   - There is an established need for a new Edina Art Center. There is a strong opportunity to increase both the overall customer base and the percentage of Edina residents taking part in the offerings of the Edina Art Center.
   - Opportunities: Provide additional arts and culture experiences for citizens and visitors of Edina. See Goals 3 and 6 below.

2. There will be a number of changes to the city, including real estate development
   - There can be tension between property development and maintaining historic continuity. This will have an impact on potential location of a new art center
   - Resistance to change is common in most communities, including Edina. That requires a thoughtful, creative, and community-engaged planning process. As population density increases, there is a need for an intentional approach to design that allows for necessary change, but respects history and local neighborhood identity.
   - Development plans for the Southdale area are likely to lead to numerous changes to that part of Edina.
   - There are risks in the local retail sector: reduction in bricks-and- mortar retail stores, likely increases in experiential customer focus, more restaurants and entertainment venues.
   - Opportunities: Incorporate arts and culture perspectives to engage the community, add creativity, and augment decision-making. See Goals 2, 5, and 6 below.

3. Funding and organizational structures for arts and culture can be improved
   - Funding for arts and culture remains a challenge. It is important for arts and culture efforts in Edina to take a strategic and planned approach to fund-raising and sustainable funding models. There are opportunities in Minnesota, such as the Legacy Amendment Funding[1], that might be tapped.
   - Opportunities: Establish sustained funding models for arts and culture in Edina. See Goal 6 below.

4. Transportation undergoing a number of significant changes
   - The next ten years is likely to see an increase in hybrid and electric cars, light rail lines and services, and the implementation of assisted and/or autonomous vehicles.

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[1] In 2008, Minnesota passed the Clean Water, Land and Legacy Amendment to the State Constitution. This Amendment increased state sales tax by three-eighths of one percent, from July 1, 2009 through 2034. A portion of the revenue (19.75%) is dedicated to The Arts and Cultural Heritage Fund which is used to support arts, arts education and arts access, and to preserve Minnesota's history and cultural heritage.

Based on current sales tax revenue, Minnesotans will invest more than $1.2 billion in arts and cultural heritage fund projects and programs over the 25-year life span of the tax.

- Edina is also anticipating an increase in walking and bicycling.
- Opportunities: Incorporate a creative placemaking perspective to enable Edina to embrace change over time. See Goals 2, 4 and 5 below.

Summary of Trends and Challenges

Edina is changing, along with the rest of the region and the country. As demographics shift and the community evolves, Edina is becoming more heterogeneous, and the investment in efforts that are inclusive and accessible will provide value. While change can be hard for any community, this can be eased when leaders are aware of the trends and challenges, so that they can anticipate and plan for the impact they will have on the city. Arts and culture initiatives can help enable Edina to take advantage of opportunities and therefore support the city's overall strategic goals. Those opportunities are reflecting in the Goals and Policies listed below.

Goals and Policies

As Edina looks forward into the next ten years, there are six major goals for arts and culture that consider the Trends and Challenges listed above along with the unique needs and resources of Edina.

The City of Edina, through its Arts and Culture Commission, prepares annual work plans that define how goals will be implemented. The first step in this process is the development of policies that will lead to a list of tactics or implementation steps. The tactics for arts and culture (presented below) are paired with the goals and policy statements.

Recognizing that ten years is a long timeframe, the following tactics are listed with an understanding that they may shift and evolve over time and in response to changing conditions or unforeseen circumstances.

Goal 1: Distribute and promote arts and culture across all of Edina to provide opportunities for people to come together in the creation and celebration of art and culture, building inclusive communities.

Policy 1: The City will continue to support and promote arts and culture activities and programs across Edina.

Goal 2: Leverage the Edina Arts and Culture Commission (ACC) to form strong and enduring collaborative partnerships between the ACC and other Edina commissions and associations to incorporate arts and culture into planning and implementation processes.

Policy: The City will incorporate arts and culture into planning and implementation processes by supporting collaborative partnerships between the ACC and other Edina commissions and associations.

Goal 3: Improve and maintain dedicated spaces and venues for arts and culture; activate each with dynamic programming that includes a broad array of art forms and expressions accessible to all.

Policy: The City will continue to support dedicated venues for arts and culture, and actively support the construction of a new Edina Art Center.

Goal 4: Expand and continue to drive awareness of and participation in Edina's Public Art program and art collection.

Policy: The City will continue to support the Edina Public Art program and art collection, including ongoing financial support.

Goal 5: Establish a formal role for artists and other creative thinkers to participate in forward-looking plans for Edina.

Policy**:** The City will actively seek and include the perspective of arts and culture to contribute to decision-making and policy-setting in Edina.

Goal 6: Research, decide on, and implement the necessary funding and governance plans for supporting arts and culture in Edina.

Policy**:** The City will work closely with the ACC to plan for sustainable financial support of arts and culture across Edina.

Taken together, these goals and policies will serve to inform the development of the Arts and Culture Commission's annual work plans for the next ten years and will enrich community life in Edina, drawing participation from residents and non-residents alike. The result of this is to reinforce the positive image of Edina as a preeminent place to live, work, and visit.

The inclusion of a chapter dedicated to arts and culture as part of the 2018 City of Edina Comprehensive Plan is a powerful statement that recognizes the importance of arts, culture, and creative expression - which are as valuable to a vibrant and strong community as are quality of life, education, parks and recreational facilities. By incorporating strategies and objectives for arts and culture that are thoughtfully woven into the fabric of Edina, the plan increases the benefits to residents and visitors, and works in support of achieving the inspirational vision for the city as a "… preeminent place for living, learning, raising families and doing business".

CHAPTER 15
IMPLEMENTATION

COMPREHENSIVE PLAN
CITY OF EDINA

2018

1. Implementation

Chapter Highlights

- This chapter provides some initial action steps for implementing the comprehensive plan, with a focus on the ten years prior to the next scheduled comprehensive plan update.
- The chapter describes some of the commonly used tools and strategies that the City of Edina will deploy to achieve the goals and policies outlined in this plan.
- The chapter also includes implementation steps from the topical chapters of the plan, with additional details added as to proposed timeline for implementation and the major entities that will be responsible for implementation.
- As required, the chapter takes a closer look at zoning and land use regulation, since those are directly impacted by changes to land use guidance, and there are statutory requirements to ensure consistency between comprehensive plans and city zoning guidance.

Definitions

Official controls: locally adopted ordinances, policies, design guidelines, fiscal tools, and other regulations that direct, guide, and assist in development decisions

Zoning ordinance: local ordinance that regulates the type, scale, and intensity of development in a community.

Subdivision ordinance: local ordinance that regulates the subdivision and platting of land

Capital improvement plan: a five-year financing plan created by a municipality to fund infrastructure such as roads, utilities, parks, and community buildings

Introduction

Plans are judged not only by the quality of their content but by the extent to which they are implemented as intended. The City of Edina undertook this plan update with the intention that it would provide a community vision of the future and be used by city staff and officials on a regular basis to guide decisions. The intent of this chapter is to show how goals and policies can be translated into action, guiding the ongoing work undertaken by the City and its partners.

Another planning axiom is that a community plan is most worthwhile if it influences how a city writes its regulations or spends its money. Leadership and encouragement, while critical, are not sufficient alone to effect changes. To that end, this chapter makes a connection between policies and the City's budgetary process, including the Capital Improvement Plan. While the comprehensive plan does not program specific yearly expenditures, it should be influential as to how those decisions are being made.

Implementation Responsibility

As this is the City of Edina's comprehensive plan, the primary responsibility lies with the City itself to ensure the plan is implemented. However, the plan includes a vision beyond the scope of basic public services. To fully accomplish what the comprehensive plan envisions, partners are needed to work with the City on implementation. While this plan does not directly guide their actions, the intent it to show how ongoing work through a variety of partners can be coordinated together to increase overall impact and effectiveness in achieving shared goals.

Advisory Boards and Commissions

City leadership and staff will implement the plan on an ongoing basis through decision-making, including city budgeting and provision of programs and services. One of the main ways the City of Edina implements the plan is through its system of advisory boards and commissions. The active volunteer members of these groups reflect the deep commitment of many Edina residents to support their city and maintain the community's high quality of life. At this time, the list includes:

- Arts and Culture Commission
- Board of Appeal and Equalization
- Community Health Commission
- Construction Board of Appeals
- Energy and Environment Commission
- Heritage Preservation Commission
- Housing and Redevelopment Authority
- Human Rights and Relations Commission
- Parks and Recreation Commission
- Planning Commission
- Race and Equity Task Force
- Transportation Commission

Many of these boards and commissions were involved in the development of this plan, to ensure that it was consistent with their own mission and goals to the extent applicable for a comprehensive plan. While the primary decision-making authority for the City of Edina remains with the City Council, these bodies of appointed members provide oversight, input, and guidance related to focus areas for the community. They are supported by Edina staff liaisons who provide direction for and assistance with meetings, activities, and initiatives. During the planning process for the comprehensive plan, the advisory boards and commissions guided the development of applicable draft chapters. During the plan implementation, their role will shift to providing oversight and input in the city's work plan.

Other Agencies

Many other organizations and agencies are an important part of the implementation of the comprehensive plan. This is particularly true for areas that are important to the City of Edina, but the City itself is not the main implementing agency. Examples of these include Hennepin County, the Edina School District, Hennepin County Library, Nine Mile Creek Watershed District, Minnehaha Creek Watershed District, adjacent cities, and various neighborhood and community groups in Edina. The City will continue to coordinate as appropriate with these organizations on areas of shared interest and responsibility.

Implementation Tools

The City has numerous tools at its disposal to shape development patterns, protect natural and built infrastructure, and protect the quality of life for residents. Implementation strategies can be separated into several distinct 'tool' categories. Each tool has distinct characteristics that make it suitable for specific goals and circumstances. The tools available to the City comprise the City's implementation portfolio. These tools include:

Education and Promotion – Formal programs or informal efforts undertaken by the City or in conjunction with the City to encourage voluntary actions by individuals or businesses that help fulfill the City's desired future as described in the Comprehensive Plan.

Incentives and Incentive Regulation – Inducements offered by the City alone or in partnership with others to elicit actions by individuals or businesses that move the City toward its desired future. The inducements or incentives can include:

- Direct financial assistance such as cost sharing
- Indirect financial assistance such as assistance in applying for grants, or with infrastructure improvements
- Regulatory incentives such as flexible regulations and guidelines
- Professional assistance incentives such as technical assistance in façade or infrastructure design, integration of historic elements, or meeting state or federal regulatory standards

City Ordinances and Other Regulation – City ordinances, including zoning, subdivision, environmental, and other standards, as well as the administrative approvals process. Regulation includes:

- Threshold standards such as minimum or maximum lot sizes and height requirements
- Performance standards that regulate development impacts such as traffic or sewer capacity
- Administrative standards such as information or analyses required for a development
- Application and the order and timing of approvals by regulating authorities

Managing Public Processes and Resources – Public investments and management decisions for infrastructure, public services, public lands, and public processes. Such investment or decisions can include:

- Programming of public improvements through the Capital Improvement Plan (see **Appendix** for the City's current CIP)
- Water, wastewater, and transportation investments made by the City or ultimately managed by the City
- Land acquisition, sale, or exchange for the purpose of preservation or development
- Management decisions and expenditures for public resources such as streets, parks, and deployment of public services
- Conducting studies and making decisions on enhancing or modifying the Comprehensive Plan or supporting documents

Rarely will a single tool or category of tools be sufficient to achieve Comprehensive Plan goals. Most policies, and most of the preferred mix of land uses shown on the future land use map, require the use of several tools from different categories in order to be realized and sustained. The City must take a 'portfolio' approach in its implementation choices, recognizing that each category of tools has unique strengths and weaknesses.

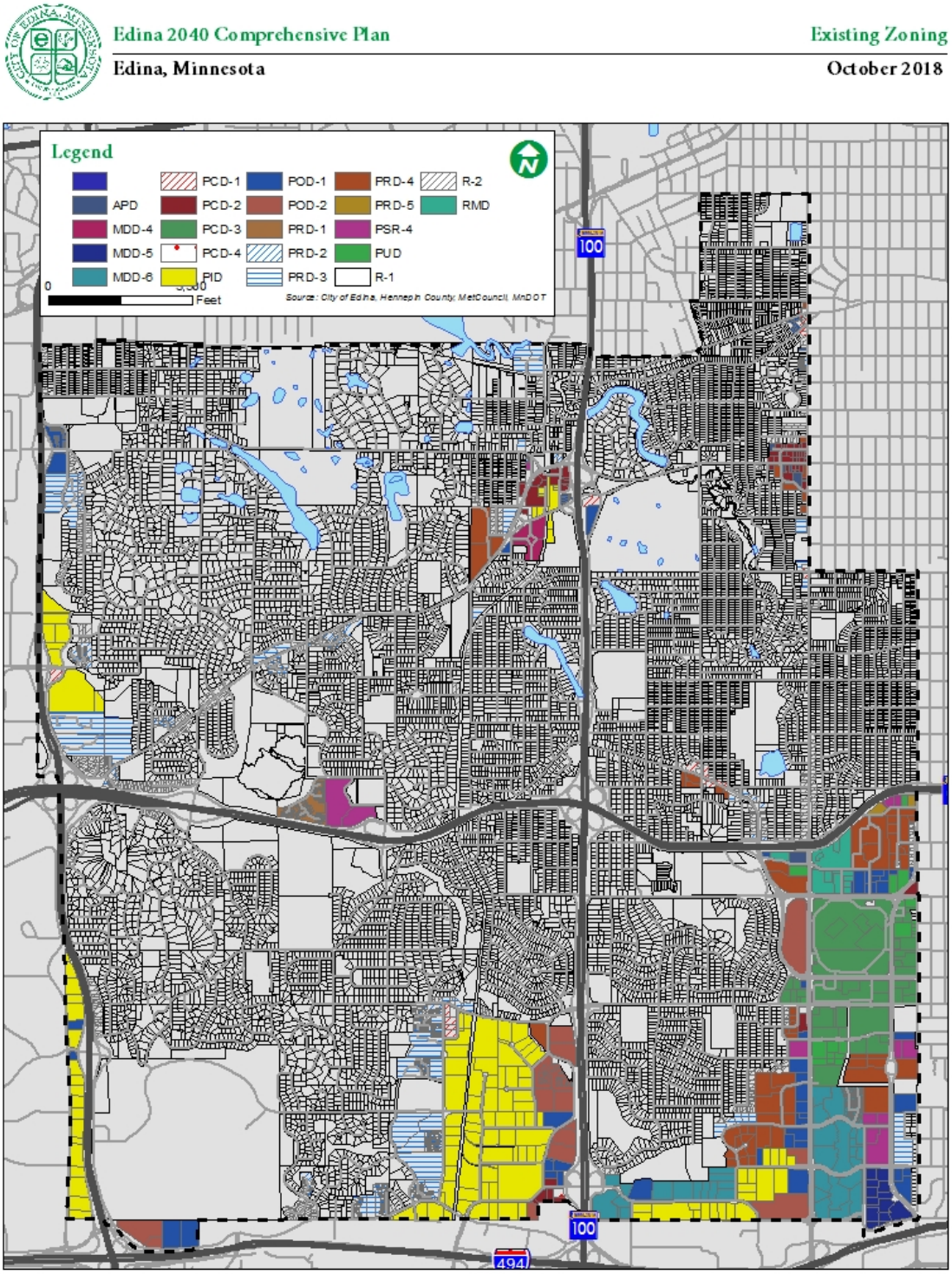

Figure 15.1: Existing Zoning

Key Official Controls

This section focuses on the key implementation ordinances and regulations that are the official controls that the City will use to implement the City's Comprehensive Plan Update.

Zoning Ordinance

Zoning is the primary means of land use control. Minnesota State Statues (MS § 462.357) provides the authority for municipalities to enact zoning ordinances.

Section 850 of the Edina City Code (see Chapter 8 – Land Use, Plats, and Zoning) contains the Zoning Ordinance. The Findings, Purpose and Objectives of that Section (850.01) state:

> *The Council finds that Edina has emerged from an era exemplified by unparalleled growth and development and has entered a period of stability, reuse, and redevelopment; that some of the standards and regulations which guided initial development of the City are not appropriate for guiding future development and redevelopment ; and that standards and regulations for guiding future development and redevelopment should be based upon the stated goals, objectives, and policies of the Comprehensive Plan of this City, as from time to time amended, which constitutes the City's statement of philosophy concerning the use of land within its jurisdiction. Through enactment of this Section, the Council intends to implement this statement of philosophy so as to provide for the orderly and planned development and redevelopment of lands and waters in Edina, to maintain an attractive living and working environment in Edina, to preserve and enhance the high quality residential character of Edina and to promote the public health, safety and general welfare.*

Among the objectives cited are:

Maintain, protect and enhance single family detached dwelling neighborhoods as the dominant land use.

Encourage orderly development of multi-family housing that offers a wide range of housing choice, density and location while maintaining the overall high quality of residential development.

Encourage orderly development, use and maintenance of office, commercial and industrial uses which are compatible with the residential character of the City.

> *This Section divides the City into districts and establishes minimum requirements for these districts as to the location, height, parking, landscaping, bulk, mass, building coverage, density and setbacks of buildings and structures and the use of buildings, structures, and properties for residences, retailing, offices, industry, recreation, institutions and other uses. This Section also provides procedures for the transfer of property to another district, procedures for the issuance of conditional use permits, establishes the Zoning Board of Appeals, provides for the administration of this Section, and establishes penalties and remedies for violations. This Section also establishes overlay districts designed to preserve buildings, lands, areas and districts of historic or architectural significance and to protect surface and ground water supplies and minimize the possibility of periodic flooding resulting in the loss of life and property, health and safety hazards and related adverse effects.*

Minnesota State Law also requires consistency between a community's zoning ordinance and its Comprehensive Plan. The City's Zoning Ordinance will be reviewed to ensure consistency with the 2018 Comprehensive Plan Update.

The City of Edina's current zoning districts currently include:

- Single Dwelling Unit District (R-1). The Principal use permitted in R-1 are buildings containing not more than one dwelling unit.
- Double Dwelling Unit District (R-2). The Principal use permitted in R-2 are buildings containing two dwelling units.
- Planned Residence District (PRD and PSR). The principal uses vary between single dwelling unit buildings, double dwelling unit buildings and residential townhouses or residential buildings containing six or fewer dwelling units. PRD-5. Rest homes, convalescent homes and nursing homes. PSR-3 and PSR-4. Buildings containing four or more dwelling units, all but one of which are senior citizen dwelling units.
- Mixed Development District (MDD). The principal uses permitted in the MDD include buildings containing not fewer than ten dwelling units or senior citizen dwelling units with publicly owned park and recreational facilities, publicly owned or operated civic or cultural institutions, offices, suites hotels and commercial in some districts.
- Planned Office District (POD). Uses permitted in the POD include business and professional offices.
- Planned Commercial District (PCD). Principal uses in the PCD include commercial retail, business and professional offices, restaurants, medical uses, hotels among other commercial uses.
- Planned Industrial District (PID). Uses permitted in the PID include manufacturing, compounding, processing, packaging, treatment and assembly of products and materials and warehousing.
- Regional Medical District (RMD). Uses permitted in the RMD include hospitals, medical and dental offices, clinics, laboratories for research, diagnostic testing, analytical or clinical work, having a direct relationship to the providing of health services.
- Automobile Parking District (APD). Permitted uses in the Automobile Parking District (APD) include Parking lots and drive-through banking facilities.
- Heritage Preservation Overlay District (HPD).
- Floodplain Overlay District (FD).
- Building Height Overlay District (HOD).
- Planned Unit Development District (PUD). PUD are determined by an approved plan.

These will be revisited and modified as part of the comprehensive plan implementation, as described in the following implementation table.

Historic Preservation Ordinance

Minnesota State Statutes (MS § 471.193) sets forth the enabling legislation that provides for municipalities to engage in a comprehensive program of historic preservation, and to promote the use and conservation of historic properties for the education, inspiration, pleasure, and enrichment of the citizens of Minnesota. This Statute also provides for a municipality to establish a Heritage Preservation Commission and to delegate or assign powers to enable it to carry out a program of historic preservation activities.

Section 801 of the Edina City Code (see Chapter 8 – Land Use, Plats, and Zoning) contains the Historic Preservation Ordinance which establishes the Heritage Preservation Board and includes its duties and responsibilities.

Subdivision Ordinance

Minnesota State Statutes (MS § 462.358) sets forth the enabling legislation that provides municipalities the authority to enact subdivision regulations and dedication requirements associated with subdividing land.

Section 810 of the Edina City Code (see Chapter 8 – Land Use, Plats, and Zoning) contains the "Subdivision Ordinance: Plats and Subdivisions." This Section establishes physical standards, design requirements and procedures for plats and subdivisions of land to allow flexibility in the design of plats and subdivisions, to develop a consistency with and to help implement the zoning, building, and other applicable sections and provisions of the City Code, and to support and further the City's Comprehensive Plan. This nexus between the Subdivision Ordinance and Zoning Ordinance is intended to provide for the establishment of uniform procedures and regulations for plats and subdivisions to preserve and enhance the value and viable economic use of property, to protect the character and symmetry of neighborhoods in the City, and to protect and further, and not frustrate, legitimate investment-backed expectations of property owners.

The City will review, and update, the Subdivision Ordinance following Zoning Ordinance updates that will be needed to implement the Comprehensive Plan.

Housing Plan

The City will implement its Housing Plan through the goals, policies and action steps identified in Chapter 4: Housing. The City will continue to implement the adopted Livable Communities Act (LCA) Goals Agreement related to affordable housing, as further described in that chapter.

Transportation Plan

The implementation of the Transportation Plan will occur through many different avenues ranging from policy decisions to specific roadway improvements to multimodal enhancements such as bicycle and pedestrian facilities. Chapter 5: Transportation describes implementation strategies for the transportation element. The Capital Improvement Plan is an important tool for implementing this plan.

Utilities and Infrastructure

The most commonly used tools for utilities and infrastructure are described in Minnesota State Statutes (MS § 429), which confers the authority to cities to charge special assessments and user charges, as well as establish utilities, to pay for utilities and infrastructure. Chapter 7 Water Resources and its appendices provide additional information on the implementation plan for maintaining, upgrading, and expanding the city's utility systems, including sanitary sewer, drinking water, and stormwater. The Capital Improvement Plan is an important tool for implementing utility and infrastructure improvements.

Implementation Actions

The following table lists the major actions needed to implement the policy recommendations in each element of the plan. It briefly describes each action, designates its relative time frame (Short-term: 1-5 years, Medium-term: 6-10 years, and Long-term: 11+ years), and indicates which departments, agencies or interest groups should be involved, both in primary (bold) and secondary or advisory roles. This table is meant as a summary of chapter content, to allow viewing of actions in one location to make it more straightforward to track progress. See the individual chapter for more detail on implementation strategies, including a review of housing-specific tools in Chapter 4 Housing.

Table 15.1: Implementation Actions

Goal/Policy Topic	Strategy/Action Steps	Timeline	Lead/Coordinating Agencies
3. Land Use and Community Design			
Land Use Topic 1: Zoning ordinance revisions	Update the zoning code to be consistent with new future land use guidance. May include revisions to zoning district definitions, permitted densities, building height standards, building massing and setback standards, standards and guidelines for mixed use development, and other related changes that are consistent with the comprehensive plan.	Short-term: within 9 months of plan adoption	**Planning Department**, City Council, Planning Commission
Land Use Topic 2: Subdivision ordinance revisions	Review subdivision ordinance to ensure consistency with Living Streets Plan and other design guidelines for corridors in the city.	Short-term	**Planning Department**, Public Works, City Council, Planning Commission
Land Use Topic 3: Development review process	Evaluate and update the City's development review process to clarify role and involvement of community input, including residents and neighborhood groups. Encourage review of plans at the conceptual plan level to incorporate feedback. Formal approval of plans by the City will still be based on fully engineered plan submittal.	Short-term	**Planning Department**, City Council, Planning Commission
Land Use Topic 3: Subarea and topical studies	Create small area or district plans for Edina's business and industrial park areas, to provide guidance for area of potential change identified in land use chapter.	Short-term	**Planning Department**, Economic Development Office, City Council, Planning Commission
4. Housing			

Goal/Policy Topic	Strategy/Action Steps	Timeline	Lead/Coordinating Agencies
Housing Topic 1: Housing Supply and Community Growth	Assign responsibility for implementing all of the housing plan policies. Provide an annual progress report.	Ongoing	**Planning Department**, Planning Commission, Housing & Redevelopment Authority
	Create a financing plan for implementing all of the housing plan policies.	Short Term	**City Manager,** Planning Department, City Manager
	Develop a housing implementation strategy to guide future housing priorities and actions.	Short Term	**Housing & Redevelopment Authority**, Planning Department
Housing Topic 2: Housing Affordability	Provide active leadership to meet affordable housing needs for residents and workforce through land use and fiscal policies, and to manage funds accordingly.	Ongoing	**Housing & Redevelopment Authority**, Planning Department, Edina Housing Foundation
	Collaborate with the public, nonprofit, and private sectors in planning and developing housing, especially focused on the provision of mixed income, affordable, and other housing types the marketplace does not sufficiently provide.	Ongoing	**Housing & Redevelopment Authority**, Planning Department
	Encourage long-term management strategies for affordable housing, in cooperation with affordable housing organizations, to ensure the continuation of its affordability features to successive households.	Ongoing	**Housing & Redevelopment Authority**, Planning Department
	Continue to fund and expand financial and technical support of community land trusts that provide affordable housing within the city.	Ongoing	**Housing & Redevelopment Authority**, Planning Department, City Council
	Expand educational outreach to the larger metropolitan community about programs that are available in Edina to foster housing affordability and maintenance.	Short Term	**Housing & Redevelopment Authority**, Planning Department
	Address any regulatory barriers that unnecessarily decrease housing affordability without a counterbalancing benefit to the community.	Ongoing	**Housing & Redevelopment Authority**, Planning Commission, City Council
	Continue to implement the City's inclusionary affordable housing policy, and ensure that any	Ongoing	**Housing & Redevelopment Authority**,

Goal/Policy Topic	Strategy/Action Steps	Timeline	Lead/Coordinating Agencies
	accumulated funds are invested appropriately in expanding affordable housing options.		Planning Commission, City Council
	Within appropriate areas, support flexibility in official controls that allow densities that are compatible with providing affordable housing options for residents.	Ongoing	**Planning Department**, Planning Commission, City Council
	Investigate the need for, and implement as deemed appropriate and practicable, tenant protections, including rental licensure and tracking, tenant notification requirements, or other approaches.	Short Term	**Housing & Redevelopment Authority**, Planning Department Planning Commission, City Council
	Identify additional creative funding approaches for affordable housing, such as socially oriented investing models, use of tax credits, modified forms of tax increment financing, and other alternative financing structures.	Medium Term	**Housing & Redevelopment Authority**, Planning Department, Edina Housing Foundation
	Review existing subsidized housing affordability agreements and use of housing vouchers to determine status.	Short Term	**Housing & Redevelopment Authority**, Planning Department, Edina Housing Foundation
	Provide mortgage assistance program to specifically target income-eligible workers employed within the city to enable them to live in the city. The City may choose to collaborate with other organizations to develop this program.	Medium Term	**Housing & Redevelopment Authority**, Planning Department, Edina Housing Foundation
	Support the use of rental assistance programs for income-eligible households within the city	Ongoing	**Housing & Redevelopment Authority**, Planning Department, Edina Housing Foundation
	Ensure race and equity are addressed in the dissemination and publicizing of information on affordable units. Develop marketing plans for subsidized affordable rental and ownership units targeted geographic areas or groups in the metropolitan area who may be unlikely to consider renting or purchasing housing in Edina due to inaccessibility of	Short Term	**Housing & Redevelopment Authority**, Planning Department, Edina Housing Foundation

Goal/Policy Topic	Strategy/Action Steps	Timeline	Lead/Coordinating Agencies
	information or concerns about discrimination.		
	Expand awareness and understanding of affordable housing. Engage the Edina community through neighborhood associations, faith institutions, Early Childhood, Senior Center, and other community resident and business organizations in regularly scheduled dialogues, education, and presentations on the city's need and commitment to provide affordable housing.	Short Term	**Housing & Redevelopment Authority**, Planning Department
Housing Topic 3: Housing Quality and Design	Maintain and update a citywide survey of housing conditions, to determine where additional investment may be needed.	Ongoing	**Housing & Redevelopment Authority**, Planning Department, Planning Commission, Building Inspections
	Encourage repairs and improvements to existing single-family homes that avoid tear-downs, extend their useful life, and ensure that they are designed and maintained in a manner that complements the dwelling's character and is compatible with adjacent homes and the character of the surrounding neighborhood.	Ongoing	**Housing & Redevelopment Authority**, Planning Department, Planning Commission
	Consider program of assisting income eligible property owners with rehabilitating their homes to extend their useful life in a manner that also complements the dwelling's character and is compatible with the character of the surrounding neighborhood	Medium Term	**Housing & Redevelopment Authority**, Planning Department, City Council
Housing Topic 4: Housing Choice	Support the development of a program that will assist workers employed within the city to live in the city and attract new residents to the area.	Medium Term	**Housing & Redevelopment Authority**, Planning Department
	Offer resources to support senior residents seeking to age-in-place.	Medium Term	**Housing & Redevelopment Authority**, Planning Department
	Assist neighborhoods in retaining starter housing stock that can accommodate young families. City programs and policies can promote such features as housing affordability,	Medium Term	**Housing & Redevelopment Authority**, Planning Department

Goal/Policy Topic	Strategy/Action Steps	Timeline	Lead/Coordinating Agencies
	sidewalks, and proximity to recreational amenities such as parks (including pocket parks), playgrounds and community gardens that act as magnets to encourage young families to settle in the city.		
	Develop and implement fair housing policy.	Short Term	**Housing & Redevelopment Authority**, Planning Department, City Council
5. Transportation			
Transportation Topic 1: Improve mobility for residents, visitors and businesses (including those with transportation disadvantages) through the creation and maintenance of a balanced system of transportation alternatives for transit users, pedestrians, bicyclists and motorists.	Increase protected and separated bike facilities between nodes, parks, schools and City facilities as indicated in the Pedestrian and Bicycle Master Plan.	Short-term Mid-term Ongoing	**Public Works Department**
	Create safe and convenient pedestrian and bicycle connections between major traffic generators, with particular emphasis on continuity at roadway and other barrier crossings.	Short-term Mid-term Ongoing	**Public Works Department**
	Connect to regional non-motorized transportation networks by reviewing and recommending pedestrian and bicycle facilities throughout Edina cooperatively with the Three Rivers Park District and Hennepin County.	Short-term Mid-term Ongoing	**Public Works Department**
	Strive for transportation infrastructure designs that have a neutral to positive impact on the natural environment.	Ongoing	**Public Works Department** and Edina Transportation Commission
Transportation Topic 2: Minimize the impacts of the transportation system on Edina's environment and neighborhood quality of life and emphasize methods to reduce greenhouse gas emissions.	Effectively balance access to/from and mobility on Edina's roadways, prioritizing safe and efficient movement between the city's primary nodes, parks, schools and community facilities.	Ongoing	**Public Works Department** and Edina Transportation Commission
	Consider the consequences of land use development patterns on travel demand and costs incurred meeting the demand. Encourage land use development (type and scale and location) that supports live, work, play and minimizes travel demand.	Short-term Mid-term Ongoing	**Edina Transportation Commission** and City departments and staff.
Transportation Topic 3: Reduce the overall dependence on	Partner with Commuter Services to encourage all forms of travel demand management in order to	Short-term and Ongoing	**Public Works Department**

Goal/Policy Topic	Strategy/Action Steps	Timeline	Lead/Coordinating Agencies
and use of single-occupant vehicles by promoting land use patterns that can be served with shorter vehicular trips and the use of alternative travel options.	reduce single occupancy vehicle travel, overall vehicle miles of travel, reduce petroleum consumption, and improve air quality.		
Transportation Topic 4: Promote a travel demand management (TDM) program through a coordinated program of regulations, marketing, and provision of alternative workplace and travel options.	Review and recommend policies necessitating a TDM Plan and/or a transit component with all types of development and redevelopment. Review and implement substantive requirements associated with these TDM Plans, potentially including TDM escrow accounts, transit passes, preferential parking for car-poolers, and other measures.	Short-term and Ongoing	**Public Works Department** and Planning Department
	Review all major new developments in light of the potential for ridesharing including bus accessibility, preferential parking for carpools/vanpools, and mixed-use development.	Short-term and Ongoing	**Public Works Department**, Planning Department
	Support preferential treatments for transit and high occupancy vehicles on streets and highways.	Short-term and Ongoing	**Public Works Department**, Planning Department
	Include transit planning in the construction or upgrading of streets and highways.	Short-term and Ongoing	**Public Works Department** and Planning Department
	Increase transit options for Edina residents, focusing on: a) connecting the underserved western segment of Edina with the eastern segment and b) areas outside Edina.	Short-term and Ongoing	**Public Works Department** and Edina Transportation Commission
Transportation Topic 5: Encourage and support attractive and reliable high-performance transit service and connections.	Provide transit service to connect nodes and commercial hubs.	Short-term and Ongoing	**Public Works Department** and Edina Transportation Commission
	Encourage and develop preferred locations in surface and structured parking for electric vehicles (personal and shared) and car pool/van pool vehicles.	Short-term and Mid-term	**Public Works Department**
Transportation Topic 6: Develop and manage parking provision to	Provide or require covered and secure bicycle parking (including e-bicycles) in all parking structures.	Short-term	**Public Works Department**

Goal/Policy Topic	Strategy/Action Steps	Timeline	Lead/Coordinating Agencies
encourage joint and shared use of facilities, ride-sharing (car pools and van pools), bicycle parking, bike share, on demand carshare, etc.	Continuously evaluate the need for, and design of, parking facilities (e.g. effects of autonomous vehicles and future conversion of parking structures to inhabited buildings) and revise regulations as necessary.	Ongoing	**Public Works Department** and Edina Transportation Commission
	Continue to install chargers at City facilities where use can benefit residents, City fleet, and partners.	Ongoing	**Public Works Department**
Transportation Topic 7: Invest in infrastructure to support the continued growth in low- to zero-emission technology and support regional and statewide efforts to educate and adopt electric vehicles.	Ensure that the methodology to determine electric vehicle charging locations considers both public and private facilities with an inclusive and equitable lens.	Short-term and Ongoing	**Public Works Department** and Edina Transportation Commission
	Provide residents and businesses the opportunity to learn the benefits of zero emission vehicles through outreach, education and events.	Short-term and Ongoing	**Public Works Department** and Edina Transportation Commission
	Advocate for electric vehicle charging programs and incentives with the state, utilities, and car manufacturers.	Short-term and Ongoing	**Public Works Department** and Edina Transportation Commission
	Through the use of technology (connected vehicles, e.g.), minimize congestion on neighborhood streets and ensure the safety while balancing delivery service requirements.	Short-term and Ongoing	**Public Works Department**
Transportation Topic 8: Provide for efficient movement of goods within Edina, while minimizing the impacts of freight traffic on other trips and reducing negative impacts on land uses on freight corridors.	Serve major truck users and intermodal facilities with good minor arterial access to the metropolitan highway system.	Mid-term and Ongoing	**Public Works Department**
	Investigate and implement solutions to minimize the impact of delivery of goods by drone in residential areas.	Short-term	**Public Works Department**
	Develop and implement methodology for consistent education of motorist, pedestrian and cyclist safety as indicated in the Pedestrian and Bicycle Master Plan.	Ongoing	**Public Works Department** and Edina Transportation Commission
Transportation Topic 9: Engage, seek input from and educate all segments of the community regarding transportation-related	Seek inclusive, equitable and meaningful public participation throughout the community in all transportation studies and projects conducted by the City.	Ongoing	**Public Works Department** and Edina Transportation Commission
	Pursue and support regional or multi-community funding sources	Short-term and Ongoing	**City Council**, City Manager, Planning

Goal/Policy Topic	Strategy/Action Steps	Timeline	Lead/Coordinating Agencies
issues and projects impacting the City.	for improvements that provide regional or multi-community benefit.		Department, Public Works Department
Transportation Topic 10: Identify new and continuing sources for transportation infrastructure funding by seeking to partner where feasible with federal, state, county and adjacent community sources.	Support research efforts into more efficient and cost-effective management, maintenance and replacement of street surfaces.	Short-term and Ongoing	**Public Works Department**
	Support governmental jurisdiction over roadways that reflect the role of the roadway in the overall transportation system.	Ongoing	**Public Works Department**
	Encourage the legislature to continue a dedicated source for funding for efficient mass transit.	Short-term and Ongoing	**City Council**
	Encourage the legislature to provide stable, long-term roadway funding for capital, operating/traffic management, and maintenance.	Short-term and Ongoing	**City Council**
	Develop and support legislation permitting a transportation utility.	Mid-Term	**City Council**
	Upgrade existing roadways when warranted by demonstrated volume, safety or functional needs, taking into consideration environmental limitations.		
Transportation Topic 11: Design roadway facilities according to their intended service function and neighborhood context.	Design/enhance residential street systems to discourage through traffic and to be compatible with lower speed bicycling and walking. This includes consideration of traffic calming measures on local streets, local connectors and, in some cases, collector streets.		
	Use adequate transitions and buffers including, but not limited to, earth berms, walls, landscaping and distance to mitigate the undesirable impact of high volume roadways.		
	Consider the use of sound mitigating features for residential development adjacent to high volume roadways, and make property owners and land developers responsible for noise attenuation at new developments near high volume roadways.		
	Encourage beautification of local roadways, where appropriate, with amenities such as boulevard trees, decorative street lighting, and monuments.		

Goal/Policy Topic	Strategy/Action Steps	Timeline	Lead/Coordinating Agencies
	Monitor and address transportation requirements associated with demographic trends, such as an aging population.		
	Provide logical street networks to connect residential areas to the regional highway system and local activity centers.	Mid-term	**Public Works Department**
Transportation Topic 12: Provide and maintain adequate access to and from, and safety on, local and regional roadways.	Adequately control access points to the regional roadway system (including minor arterials) in terms of driveway openings and side street intersections.	Short-term and Ongoing	**Public Works Department**
	Provide access to the local street system (including collector, local connector and local streets) in a manner that balances the need to safely and efficiently operate the street system with the need for access to land.	Short-term and Ongoing	**Public Works Department**
	Separate, to the extent possible, conflicting uses on the roadway system in order to minimize safety problems. Give special attention to pedestrian and bicycle routes.	Short-term and Ongoing	**Public Works Department**
	Review and update regional and local functional street classification and coordinate with adjacent cities and Hennepin County. Review and recommend traffic calming policies and consider traffic calming implementation where requested by residents using the Living Streets Plan as the primary guide.	Mid-term and Long-term	**Public Works Department** and Edina Transportation Commission
	Review and monitor citywide traffic volumes, congestion, existing traffic calming devices and measures, accident history, vehicle violation history, speed limits and enforcement.	Ongoing	**Public Works Department** and Edina Transportation Commission
	Educate public on vehicle operations including public relations campaigns that focus on individual responsibilities to each other rather than individual rights only.	Short-term and Ongoing	**Public Works Department** and Edina Transportation Commission
	When requested by the Edina Transportation Commission and/or the Planning Commission, review land use that may impact traffic implementations. Continue to monitor adjacent community	Ongoing	**Public Works Department**

Goal/Policy Topic	Strategy/Action Steps	Timeline	Lead/Coordinating Agencies
	redevelopment and other activity that potentially impacts the City of Edina.		
	Evaluate and implement measures required for school safety.	Ongoing	**Public Works Department** and Edina Transportation Commission
	Cooperate with other agencies having jurisdiction over streets and highways in Edina to assure implementation of Living Streets elements, good roadway conditions and operating efficiency.	Ongoing	**Public Works Department** and Edina Transportation Commission
Transportation Topic 13: Manage, maintain and operate roadways to maximize wherever possible the safety and mobility of all users and all modes.	Continue the implementation of the I-494 frontage road system through ongoing coordination with MnDOT, Hennepin County, and the cities of Richfield and Bloomington.	Ongoing	**Public Works Department**
	Maintain roads by repairing weather-related and other damage. Continue current on-going pavement improvement plan.	Ongoing	**Public Works Department**
	Use economic and environmentally sound management techniques for snow and ice removal.	Ongoing	**Public Works Department**
	Replace substandard bridges and bridges that present safety or traffic problems.	Ongoing	**Public Works Department**
	Track developments regarding the most current transportation systems and technologies, evaluate and implement as warranted.	Ongoing	**Public Works Department**
	Support state legislation to decrease statutory urban speed limits from 30 to 25 miles per hour.	Mid-term	**City Council**
	Support state legislation to decrease statutory urban speed limits from 30 to 25 miles per hour.	Mid-term	**City Council**
6. Parks, Open Space, and Natural Resources			
Parks Topic 1: Maintain Regional Leadership	Establish additional and more meaningful metrics to proactively assess the changing park and recreation needs of our community.	Ongoing	**City Council** and Edina Parks and Recreation Commission
	Match increased density of commercial and residential growth with the creation of new parks and open spaces, or connections to already existing nearby parks.	Ongoing	**City Council** and Edina Parks and Recreation Commission
	Ensure that park and recreation needs, facilities, and programs are considered when decisions are	Ongoing	**City Council** and Edina Parks and

Goal/Policy Topic	Strategy/Action Steps	Timeline	Lead/Coordinating Agencies
	made about proposed, future developments		Recreation Commission
	Coordinate with the Transportation Commission to implement the Pedestrian and Bicycle Master Plan across Edina.	Short-term	**Edina Parks and Recreation Commission** and Edina Transportation Commission
Parks Topic 2: Improve performance	Coordinate with the Transportation Commission to develop and implement the Edina "Grand Rounds" that will link the City's quadrants, activity nodes, and parks with trails for non-motorized transportation; i.e., walking, biking, skateboarding, etc.	Short-term	**Edina Parks and Recreation Commission** and Edina Transportation Commission
	Coordinate with the Transportation Commission to develop a city of Edina public transport circulator, electric bus that will link the city's quadrants, activity nodes, and parks.	Short-term	**Edina Parks and Recreation Commission** and Edina Transportation Commission
	Work collaboratively with the Arts and Culture Commission and Public Art Edina to develop and execute a plan that adds art to enhance these public spaces.	Short-term	**Edina Parks and Recreation Commission** and Edina Arts and Culture Commission
	Ensure that the diversity of our community is addressed through trails accessible for seniors, youth, and people with disabilities.	Short-term	**Edina Parks and Recreation Commission** and Edina Human Rights and Relations Commission
	Consider the community's interest in exercise/fitness or additional nature trails, in addition to existing walking and biking trails.	Short-term	**Edina Parks and Recreation Commission**
Parks Topic 3: Communicate and gather data and opinions.	Conduct reviews and assessments of park land and open spaces within the City to assess value added to the community.	Short-term	**Edina Parks and Recreation Commission**
	Conduct reviews and assessments of land within the City, as it becomes available, to determine the appropriateness, need for, and feasibility of acquisition and development as park land; particularly as new developments are proposed.	Short-term	**Edina Parks and Recreation Commission**
	Review how community gardens in our parks and green spaces would help support this policy.	Short-term and Ongoing	**Edina Parks and Recreation Commission**

Goal/Policy Topic	Strategy/Action Steps	Timeline	Lead/Coordinating Agencies
Parks Topic 4: Promote and support the development of "neighborhood nodes," with access to parks and trails, as focal points for community activity.	Work toward providing a park, green space, or trail within one-half mile walking distance to all residents in Edina.	Short-term and Ongoing	**Edina Parks and Recreation Commission**
	Proactively engage neighborhood associations in planning and upkeep of associated parks and green space.	Short-term and Ongoing	**Edina Parks and Recreation Commission**
	Evaluate and prioritize parkland designated as Community Park space when increasing parkland.	Short-term and Ongoing	**Edina Parks and Recreation Commission**
	Consider additional multi-purpose athletic fields when evaluating future growth or utilization of parks and green space.	Short-term and Ongoing	**Edina Parks and Recreation Commission**
	Establish a Natural Resources Conservation and Management Plan focused on natural resources, shorelines and wildlife habitat. Include in near term (first 1-3 years) annual action plan. Recommend appropriate budget to accomplish.	Short-term	**Planning Department** and Edina Parks and Recreation Commission
Parks Topic 5: Preserve natural resources and sustainable parks	Develop Master Park Plans that should include an assessment of all park's energy and water usage, storm water runoff and management, solid waste management, use of fertilizers, pesticides, and salts, and invasive species control. In addition, opportunities for education and selective use of art will be considered within each park.	Short-term	**Planning Department** and Edina Parks, Recreation Commission, and Public Works Department
	Each Master Park Plan will take into consideration all relevant insights from the most recent Comprehensive Water Resources Management Plan.	Short-term	**Planning Department** and Edina Parks, Recreation Commission, and Public Works
	Establish metrics to track progress. Partner with surrounding communities to engage in best practices and share resources.	Mid-term	**Edina Parks and Recreation Commission**, City Council, neighboring municipalities
	Participate in local, regional or national efforts to better understand the impact of climate change.	Short-term and ongoing	**Edina Parks and Recreation Commission**
	Develop a sustainability scorecard to guide meaningful actions to protect Edina's green assets.	Short-term and ongoing	**Edina Parks and Recreation Commission**

Goal/Policy Topic	Strategy/Action Steps	Timeline	Lead/Coordinating Agencies
	Reduce GHG (Greenhouse Gas) impact by reviewing options to utilize solar power on playing field or ice rink lights, making facility roofs solar panel ready, and increasing he use of LED lighting as appropriate.	Short-term and Mid-term	**Edina Parks and Recreation Commission**
	Emphasize recycling in the parks and enterprise facilities.	Short-term	**Edina Parks and Recreation Commission**
	Proactively address current and future needs for an Art Center, a Senior Center, and a Community Center.	Short-term and Mid-term	**Edina Arts and Culture Commission** and Edina Parks and Recreation Commission
Parks Topic 6: Recreation facilities	Assess NRPA guidelines that indicate our community "need" for an additional 60,000 square feet of facility space, such as an activity center to support both winter and year round recreational programs.	Short-term and Ongoing	**Edina Parks and Recreation Commission**
	Ensure bathroom facilities meet the needs of community users and are ADA compliant.	Short-term	**City Council** and Edina Parks and Recreation Commission
	Develop plans, budgets and services to execute required activity.	Short-term and Ongoing	**City Council,** City Manager, Planning Department, Edina Parks and Recreation Commission
Parks Topic 7: Finance and management	Maintain or replace existing park infrastructure in a timely, cost effective manner.	Short-term and Ongoing	**City Council** and Edina Parks and Recreation Commission
	Support efforts of our athletic associations as needed to explore creative solutions for access to additional field or court space.	Short-term and Ongoing	**Edina Parks and Recreation Commission**
	Explore partnerships to expand exercise and fitness opportunities for Edina residents.	Short-term and Ongoing	**Edina Parks and Recreation Commission** and Edina Community Health Commission
	Partner with the Edina School System in order to best utilize facility, field and program assets to meet community needs.	Short-term and Mid-term	**Edina Parks and Recreation Commission** and Edina Public Schools
	Partner with organizations in the metropolitan area (such as Three Rivers Park District or Nine Mile	Short-term and Mid-term	**Edina Parks and Recreation Commission** and

Goal/Policy Topic	Strategy/Action Steps	Timeline	Lead/Coordinating Agencies
	Creek Watershed District) that would support similar objectives to those of our mission.		affected agencies and organizations
	Take a leadership role to proactively align with other Edina Commissions in mutual support of this Comprehensive Plan.	Short-term and Ongoing	**Edina Parks and Recreation Commission** and other Commissions
	Explore alternative funding to support growth and accomplish our objectives (mission).	Short-term and Ongoing	**Edina Parks and Recreation Commission**
	Prioritize the use of web-based applications and communications in how we engage and communicate with our community.	Short-term	**Edina Parks and Recreation Commission**
	Evaluate adding Wi-Fi connectivity to select parks and enterprise facilities.	Short-term	**Edina Parks and Recreation Commission**
	Use benchmarking on the following items to maintain or achieve our strategic objectives: • Park acreage / resident • Ice sheet facilities • Operating expense cost recovery • Trails and total trail mileage • Capital budget level and funding sources • Expenditures on planning and development • Rectangular athletic fields • Expanding outdoor pavilions and/or picnic space • Additional dog parks • Additional volleyball courts • Additional pickle ball courts • Splash pads Skate parks	Short-term and Mid-term	**Edina Parks and Recreation Commission**
	• Conduct benchmarking on a regular basis, at least every 3-5 years, and provide a report and action plan to the City Council.	Short-term and Mid-term	**Edina Parks and Recreation Commission**
	Conduct benchmarking on a regular basis, at least every 3-5 years, and provide a report and action plan to the City Council.	Short-term and Mid-term	**Edina Parks and Recreation Commission**
7. Water Resources			
Sewer Topic 1: Aging infrastructure and management of	Review and implement best practices to promote financial awareness across departments.	Ongoing	**Public Works** and City Manager

Goal/Policy Topic	Strategy/Action Steps	Timeline	Lead/Coordinating Agencies
assets over generations	Improve financial asset register and physical asset register so they are complete and consistent with each other and useful for uncovering trends and for strategic planning.	Short Term	**Public Works** and City Manager
	Improve information management systems and staff procedures to build awareness of customer and technical service issues.	Short Term	**Public Works** and Communications & Technology Services
	Track and classify key customer service requests and complaints.	Ongoing	**Public Works**
	Track number and duration of planned and unplanned service interruptions and reliability trends.	Ongoing	**Public Works**
	Build organizational tools to identify and track age, condition, and function of system.	Ongoing	**Public Works**
	Use results of condition assessments to inform replacement and renewal decisions.	Ongoing	**Public Works**
	Improve organizational line-of-sight by developing processes that build consensus on service and risk that are informed by data from all levels of the organization.	Short Term	**Public Works** and other departments
	Improve project selection procedures that involve staff from diverse functions between departments.	Short Term	**Public Works** and other departments
	Identify demonstration project that utilizes thermal resource in trunk sanitary sewer main and develop design and business case.	Medium Term	**Public Works** and Energy and Environment Commission
Sewer Topic 2: Conservation and sustainability, one water	Quantify utility energy use and associated environmental impact and consider renewable energy or credit purchase to offset.	Medium Term	**Public Works** and Energy and Environment Commission
	Review metering, SCADA, and billing system requirements jointly with water utility for opportunities relating to asset management and conservation business goals when major system replacements are considered.	Medium Term	**Public Works** and Energy and Environment Commission
	Complete York trunk extension.	Medium Term	**Public Works**
Sewer Topic 3: Preparing for areas of growth	Complete Fairview trunk extension and LS4 flow bypass.	Medium Term	**Public Works**
	Plan for Parklawn area lift and force extension coordinate easement acquisition when development opportunities allow.	Medium Term	**Public Works** and Planning Department

Goal/Policy Topic	Strategy/Action Steps	Timeline	Lead/Coordinating Agencies
	Plan for Grandview area sanitary extension as development requires capacity.	Medium Term	**Public Works** and Planning Department
	Consider Pentagon Park utility transition from Bloomington to Edina sewer operations to align with ownership in coordination with water system review.	Medium Term	**Public Works**
	Comprehensively assess risk jointly with stormwater utility using an international risk framework.	Ongoing	**Public Works**
Sewer Topic 4: Risk, health, equity and engagement	Consider range of options for enforcing or promoting private sewer inspection and repair.	Ongoing	**Public Works**
	Review and modify after-action and failure reporting processes to promote cross functional organization learning.	Short Term	**Public Works**
	Support citywide framework and criteria for purchasing, health, and race and equity in all business practices.	Ongoing	**Public Works**, City Manager, and Human Rights & Relations Commission
	Support citywide framework for engagement and public participation.	Ongoing	**Public Works**, City Manager, and Planning Department
	Complete flood protection strategy to demonstrate range of practices and levels of attainment in focus area of Morningside Neighborhood.	Medium Term	**Public Works**
Stormwater Topic 1: Prioritization of service levels and rates of attainment	Complete clean water strategy to demonstrate range of practices and levels of attainment in focus area of Lake Cornelia watershed.	Medium Term	**Public Works**
	Use results of each strategy to inform changes to codes and standards, and review internal processes for project selection.	Medium Term	**Public Works** and Planning Department
	Identify demonstration project that reuses stormwater or surface waters for irrigation at Braemar Golf Course jointly with Water Utility.	Medium Term	**Public Works** and Energy and Environment Commission
Stormwater Topic 2: Conservation and sustainability, one water	Quantify utility energy use and associated environmental impact and consider renewable energy or credit purchase to offset.	Medium Term	**Public Works** and Energy and Environment Commission

Goal/Policy Topic	Strategy/Action Steps	Timeline	Lead/Coordinating Agencies
	Promote ecosystem services, such as native vegetation, that support clean water.	Short Term	**Public Works** and Energy and Environment Commission
	Review and implement best practices to promote financial awareness across departments.	Ongoing	**Public Works** and City Manager
Stormwater Topic 3: Aging infrastructure and management of assets over generations	Improve financial asset register and physical asset register so they are complete and consistent with each other and useful for uncovering trends and for strategic planning.	Short Term	**Public Works** and City Manager
	Improve information management systems and staff procedures to build awareness of customer and technical service issues.	Short Term	**Public Works** and Communications & Technology Services
	Track and classify key customer service requests and complaints.	Ongoing	**Public Works**
	Build organization tools to identify and track age, condition, and function of system.	Ongoing	**Public Works**
	Use results of condition assessments to inform replacement and renewal decisions.	Ongoing	**Public Works**
	Improve organizational line-of-sight by developing processes that build consensus on service and risk that are informed by data from all levels of the organization.	Short Term	**Public Works** and other departments
	Improve project selection procedures that involve staff from diverse functions between departments.	Short Term	**Public Works** and other departments
	Comprehensively assess risk jointly with sanitary utility and water utility using an international risk framework.	Ongoing	**Public Works**
Stormwater Topic 4: Risk, health, equity, and engagement	Review and modify after-action and failure reporting processes to promote cross functional organization learning.	Short Term	**Public Works**
	Support citywide framework and criteria for purchasing, health, and race and equity in all business practices.	Ongoing	**Public Works**, City Manager, and Human Rights & Relations Commission
	Support citywide framework for engagement and public participation.	Ongoing	**Public Works**, City Manager, and Planning Department
	Review and implement best practices to promote financial awareness across departments.	Ongoing	**Public Works** and City Manager

Goal/Policy Topic	Strategy/Action Steps	Timeline	Lead/Coordinating Agencies
Water Topic 1: Aging infrastructure and management of assets over generations	Improve financial asset register and physical asset register so they are complete and consistent with each other and useful for uncovering trends and for strategic planning.	Short Term	**Public Works** and City Manager
	Improve information management systems and staff procedures to build awareness of customer and technical service issues.	Short Term	**Public Works** and Communications & Technology Services
	Track and classify key customer service requests and complaints.	Ongoing	**Public Works**
	Track number and duration of planned and unplanned service interruptions and trends.	Ongoing	**Public Works**
	Build organization tools to identify and track age, condition, and function of system.	Ongoing	**Public Works**
	Use results of condition assessments to inform replacement and renewal decisions.	Ongoing	**Public Works**
	Improve organizational line-of-sight by developing processes that build consensus on service and risk that are informed by data from all levels of the organization.	Short Term	**Public Works** and other departments
	Improve project selection procedures that involve staff from diverse functions between departments.	Short Term	**Public Works** and other departments
	Identify demonstration project for surface water irrigation reuse at Braemar Golf Course and develop design and business case for irrigation reuse practice.	Medium Term	**Public Works** and Energy and Environment Commission
Water Topic 2: Conservation and sustainability, one water.	Quantify utility energy use and associated environmental impact and consider renewable energy or credit purchase to offset.	Medium Term	**Public Works** and Energy and Environment Commission
	Confirm water utility rates structure supports conservation outcomes.	Medium Term	**Public Works** and Energy and Environment Commission
	Review metering, SCADA and billing system requirements jointly with sanitary utility for opportunities relating to asset management and conservation business goals when major system replacements are considered.	Medium Term	**Public Works** and Energy and Environment Commission
	Add filtered treatment capacity for >95% of drought year.	Medium Term	**Public Works**

Goal/Policy Topic	Strategy/Action Steps	Timeline	Lead/Coordinating Agencies
Water Topic 3: Preparing for areas of growth.	Complete Grandview trunk facilities as growth opportunities allow.	Medium Term	**Public Works** and Planning Department
	Consider Pentagon Park utility transition from Bloomington to Edina water service in coordination with sanitary system review.	Medium Term	**Public Works**
	Improve fire flow capacity in northeast Edina as 50th and Wooddale road project opportunities allow.	Medium Term	**Public Works** and Edina Fire Department
Water Topic 4: Risk, health, equity, and engagement.	Comprehensively assess risk using an international risk framework.	Ongoing	**Public Works**
	Actively encourage sealing of unused, unmaintained, and abandoned private wells.	Ongoing	**Public Works**
	Review vulnerabilities related to updated flood model (CWRMP).	Ongoing	**Public Works**
	Review and modify after-action and failure reporting processes to promote cross functional organization learning.	Ongoing	**Public Works**
	Support citywide framework and criteria for purchasing, health, and race and equity in all business practices.	Ongoing	**Public Works**, City Manager, and Human Rights & Relations Commission
	Support citywide framework and criteria for purchasing, health, and race and equity in all business practices.	Ongoing	**Public Works**, City Manager, and Human Rights & Relations Commission
8. Energy and Environment			
The City will lead in sustainability both by example and by taking the lead role where possible. The City will plan for resilience regarding climate change. Future EECs will build on past experience. The City will meet or exceed its GHG reduction goals and solid waste reduction goals.	• Utilize a myriad of tools available, including policy, education, alliances, and measurements. • Understand there are different actors and their roles and impact on sustainability varies. • Incorporate sustainability into land use decisions. • Focus sustainable action on key areas, including energy, water, solid waste, air quality, trees, natural habitat, and environmental contamination.	Ongoing	**Energy and Environment Commission** and Sustainability Coordinator

Goal/Policy Topic	Strategy/Action Steps	Timeline	Lead/Coordinating Agencies
Future EECs will continue to research and educate the community on environmental best practices.			
9. Community Services and Facilities			
Community Services and Facilities Topic 1: Public Safety	Relocate Fire Station No. 2 to northwest area of the SE quadrant of the city and expand facility to be joint Police and Fire Station	Short-Term	**Fire Department, Police Department**
	Plan for and construct new Fire Station No. 3 in NE quadrant of the city	Medium-Term	**Fire Department**
	Update Emergency Operations Plan	Short-Term	**Fire Department, Police Department**
	Upgrade Emergency Medical Services delivery	Short-Term	**Fire Department**
	Encourage coordinated facilities planning among school districts serving Edina along with Edina Parks and Recreation Dept. and Hennepin County Library	Ongoing	**Planning Department** Economic Development Office, Edina School District, Parks and Recreation Dept., and Hennepin County Library
Community Services and Facilities Topic 2: Education – Schools	Encourage and support the upgrading of public schools programming to enhance the flexibly to accommodate multiple community-serving uses and adapt to changes in educational approaches, technology, and student needs over time, as well as to facilitate programming for intergenerational and lifelong learning.	Ongoing	**Planning Department**, Edina School District
	Encourage the continuation and potential expansion of multi-generational learning programs and activities at the Edina Library at Grandview Square.	Ongoing	**Planning Department,** Hennepin County Library
Community Services and Facilities Topic 3: Education – Libraries	Encourage a location, design, and programming for a new Southdale Library in ways that match the development pattern and character of the Greater Southdale District's evolution, especially in response to the District's growing multi-generational resident population.	Short-Term	**Planning Department**, Economic Development Office, Hennepin County Library
	Encourage a location, design, and programming for a new Southdale	Short-Term	**Planning Department**,

Goal/Policy Topic	Strategy/Action Steps	Timeline	Lead/Coordinating Agencies
	Library in ways that match the development pattern and character of the Greater Southdale District's evolution, especially in response to the District's growing multi-generational resident population.		Economic Development Office, Hennepin County Library
10. Economic Competitiveness and Economic Development			
Economic Competitiveness Goal 1: Prepare small area plan(s) for the business and industrial park areas	Create small area or district plans for Edina's business and industrial park areas. Work with adjacent cities – Bloomington, Minnetonka, Eden Prairie. Involve developers and property owners in understanding the revitalization and investment challenges and in crafting a range of solutions. Work with adjacent suburbs and transit agencies to provide excellent transit service.	Short-term	**Planning Department and Economic Development Office**
	Upon completion of the small area plan(s), consider investments in sidewalks, transit amenities and public realm improvements to stimulate private sector investment in revitalization.	Short-term	**City Council,** Planning Department, City Manager
	Convene a health care task force to research the potential growth of the health care sector in Edina.	Short-term	**Economic Development Office,** Planning Department
Economic Competitiveness Goal 2: Capitalize on growth trends in the health care sector.	Identify and characterize the land use, real estate, workforce and transportation implications for redevelopment and revitalization of the Greater Southdale district.	Short-term	**Economic Development Office**
	Create a vision and a plan to create an exceptional health care district.	Short-term	**Economic Development Office**
	Collaborate with the private sector to become a desired location for innovative and creative industries such as technology and medical devices.	Short-term	**Economic Development Office**
Economic Competitiveness Goal 3: Retain, attract and support employment opportunities in	Identify and create or encourage appropriate public and private sector retention, attraction and support tools and systems, including co-working.	Short-term	**Economic Development Office**

Goal/Policy Topic	Strategy/Action Steps	Timeline	Lead/Coordinating Agencies
innovative and creative industries, such as technology and medical devices.	Support the creation of an association in the Greater Southdale area that engages major institutions and property owners to work together to revitalize the Greater Southdale area consistent with the small area plan guiding principles.	Short-term	**Economic Development Office**
Economic Competitiveness Goal 4: Support strong public-private alliances, relationships and communication channels at 50th and France and the Greater Southdale.	Provide support to the 50th and France Association to enable the association to adapt successfully to dynamic changes underway in the market.	Short-term	**Economic Development Office**
	Conduct short-term, research into implications of market changes and a strategic tenant mix could guide infill of the current influx of available retail space and future redevelopment opportunities.	Short-term	**Economic Development Office**
	Work with Metro Transit to provide Bus Rapid Transit service on "Line 6" (U of MN, Downtown, Uptown, France Ave) to reduce traffic congestion and improve employee and customer access to the regional retail areas, while reducing parking demand.	Short-term	**Planning Department,** Public Works Department, Economic Development Office
	Stimulate effective property and business owners' associations at each of the neighborhood nodes, focusing on the area's economic niche and tenant mix and strategies to support that economic niche including design and appearance, and marketing and promotion.	Short-term and Mid-term	**Economic Development Office**
Economic Competitiveness Goal 5: Encourage vibrant neighborhood commercial nodes that meet resident needs for goods and services and build a sense of community. Take steps to encourage locally-owned small businesses.	Develop policies to support the inclusion of locally-owned small businesses in new development projects – especially in cases that involve a significant change in rent.	Short-term	**Economic Development Office**
	Encourage location of co-working in neighborhood commercial nodes	Mid-term	**Economic Development Office**
	Work with Hennepin County's Open to Business to promote technical assistance services available to small business owners	Short-term	**Economic Development Office**
	Connect targeted employers in Edina to regional talent attraction and development initiatives led by	Short-term and Mid-term	**Economic Development Office**

Goal/Policy Topic	Strategy/Action Steps	Timeline	Lead/Coordinating Agencies
	GREATER MSP and other organizations.		
Economic Competitiveness Goal 6: Participate in regional efforts to ensure that a highly skilled and productive workforce continues to be a competitive advantage of the MSP region.	Strengthen and explore opportunities to diversify higher education access in Edina.	Short-term and Mid-term	**Economic Development Office**
	Explore city and chamber-led diversity and inclusion efforts. Identify approaches that are well-suited to Edina and pursue implementation.	Short-term	**Economic Development Office** and Human Rights and Relations Commission
	Establish a broadband taskforce with a charge to explore models used by other cities and counties to ensure world-class broadband infrastructure to residential and commercial/industrial areas as well as public institutions and spaces.	Short-term	**Economic Development Office,** Planning Department, and Public Works Department
Economic Competitiveness Goal 7: Ensure that Edina residents and businesses have access to world-class broadband infrastructure at competitive rates.	Evaluate "build-once" open-access options to encourage competition, and minimize the cost and disruptions associated with updating underground infrastructure.	Short-term	**Economic Development Office,** Planning Department, and Public Works Department
	Consider "broadband readiness" policies (Example: St. Louis Park)	Short-term	**Economic Development Office,** Planning Department, and Public Works Department
	Address social equity considerations associated with the provision of broadband access in older apartment buildings.	Short-term	**Economic Development Office,** Planning Department, and Public Works Department
	Address social equity considerations associated with the provision of broadband access in older apartment buildings.	Short-term	**Economic Development Office,** Planning Department, and Public Works Department
11. Human Rights and Relations			
Human Rights and Relations Goal 1: Establish a Race Equity Plan	Timely and fully implement the Race and Equity Task Force recommendations pursuant to the plan articulated in the September 5, 2018 Race Equity Implementation Report.	Short-term	**City Council**, City Departments, Edina Human Rights and Relations Commission
	Employ or identify staff responsible for overseeing implementation of the Edina Race and Equity Task	Short-term	**City Council**, City Manager, Edina Human

Goal/Policy Topic	Strategy/Action Steps	Timeline	Lead/Coordinating Agencies
	Force recommendations per the Race Equity Implementation plan.		Rights and Relations Commission
	Create an Annual Report on progress toward established race equity goals to be provided to City Council, the Human Rights and Relations Commission, and the public.	Short-term and Ongoing	**City Manager**
	Include race equity goals in all department work plans.	Short-term	**City Manager**
	Task the Human Rights and Relations Commission to develop and implement educational and other related projects designed to advance this goal as needed by including such projects in the Commission's annual work plan.	Short-term and Mid-term	**City Council,** Edina Human Rights and Relations Commission, and department directors
Human Rights and Relations Goal 2: Ensure equal access and opportunities for all residents regardless of their gender or sexual orientation.	Include reporting of results for quality-of-life surveys by race /ethnicity to determine how residents of color are served by city programs and services, and whether residents of color believe they are served by and participate in community and government matters.	Short-term and Ongoing	**City Manager and department directors**
Human Rights and Relations Goal 3: Ensure that the City welcomes all members of the community to participate in its social, employment, economic, political, and recreational activities.	Employ or identify staff responsible for overseeing and directing community engagement work.	Short-term and Ongoing	**City Manager and department directors**
	Through the normal course of review and modification, departments will evaluate existing goals, policies, and practices to determine their impact on the ten social capital/social well-being indicators listed above and modify as needed.	Short-term and Ongoing	**Department directors**
Human Rights and Relations Goal 4: Ensure that the City supports and fosters economic equity and justice for all residents. Economic harm should not be an intended or unintended consequence of City programs, initiatives, or activities	Apply race equity criteria in the allocation of funds through the city budgeting process for Capital Improvement Projects, the Pedestrian and Cycling Safety (PACS) Fund, and the Operating Budget.	Short-term and Ongoing	**City Council**, City Manager, department directors
	Assess the number and type of minority-run and minority-owned businesses. Identify opportunities for the City to contract with these businesses.	Short-term and Ongoing	**Economic Development Office**, Planning Department, Edina Human Rights and Relations Commission.

Goal/Policy Topic	Strategy/Action Steps	Timeline	Lead/Coordinating Agencies
	Work in strong collaboration with the Edina City Council and Mayor to establish an effective working model for including the perspective of arts and culture as a meaningful contribution to decision-making and creative placemaking	Short-term	**Edina Arts and Culture Commission,** City Council, and Mayor.
Human Rights and Relations Goal 5: Establish a formal role for artists and other creative thinkers to participate in forward-looking plans for Edina.	Based upon Implementation Step 1 above, establish a review panel for design as it pertains to new buildings and other structures constructed in Edina.	Short-term and Long-term	**City Council** with input from City Manager, Community Development Department and Edina Arts and Culture Commission.
	Based on Implementation Step 1 above, establish a review panel to focus on City policies, ordinances and statutes from the perspective of arts and culture, in order to make recommendations.	Short-term and Long-term	**City Council** with input from City Manager, Community Development Department and Edina Arts and Culture Commission.
	Select individuals to participate on the panels listed in Implementation.	Long-term	**City Council** with input from Edina Arts and Culture Commission.
	Utilize the skills and connections of the individuals above to enliven and strengthen Edina neighborhoods through outreach and communication with residents, including community artists, to understand specific goals for arts and culture and other designed elements of the neighborhood environment (Long-term).	Long-term	**Edina Arts and Culture Commission**.
	Pending funding, enhance the experience and visibility of arts and culture in Edina through artist-in-residence, writer-in-residence, and/or musician-in- residence programs.	Short-term	**Edina Arts and Culture Commission**.
	Plan for financial sustainability, such as the creation of a benefactor group that can generate contributed revenue to accelerate the role and importance of the Arts and Culture in Edina.	Short-term	**City Council** with input from City Manager, Community Development Department and Edina Arts and Culture Commission.

Goal/Policy Topic	Strategy/Action Steps	Timeline	Lead/Coordinating Agencies
Human Rights and Relations Goal 6: Research, decide on, and implement the necessary funding and governance plans for supporting arts and culture in Edina.	Determine the feasibility of creating a 501(c)(3) nonprofit organization (or similar structure) to oversee and coordinate the Edina Art Center and/or other arts and culture venues and activities. Decide whether this is the best option for the future of the EAC.	Ongoing	**City Council** with input from City Manager, Community Development Department and Edina Arts and Culture Commission
	Determine the feasibility of a staff position within the City of Edina that would have direct responsibility for arts and culture initiatives, similar to other existing positions that currently serve as liaisons between the City and its commissions.	Short-term and Ongoing	**City Council** with input from City Manager, Community Development Department and Edina Arts and Culture Commission.
	Investigate sources for Ongoing funding for the appropriate maintenance of the works of art in the Public Art Edina Permanent Collection and recommendnext steps.	Short-term	**Edina Arts and Culture Commission** with input from Planning Department.
	Coordinate the efforts of the Arts and Culture Commission and the Planning Commission to research the feasibility and - where practical - implement effective methods to increase funding for arts and culture in Edina via local development fees and/or sales and use taxes. For an illustrative example of a similar approach, see the SCFD model used in Denver, Colorado.	Long-term	**Edina Arts and Culture Commission** with input from Planning Department.
	Establish consistent revenue base, earned and contributed, to support artsand culture initiatives in Edina.	Long-term	**City Council** with input from the Edina Arts and Culture Commission
	Establish consistent revenue base, earned and contributed, to support artsand culture initiatives in Edina.	Long-term	**City Council** with input from the Edina Arts and Culture Commission
12. Community Health			
Community Health Goal 1: Improve the quality and availability of city-specific public health data in Edina to inform policy	Research and invest in collection methods for quality, city-specific health data to better inform local decisions.	Short-term	**Health Division**
	Study best practices, including around privacy protections, and work to design a comprehensive	Short-term	**Health Division**

Goal/Policy Topic	Strategy/Action Steps	Timeline	Lead/Coordinating Agencies
development and monitor impacts.	public health survey that can be used consistently from year to year with flexibility to ask detailed questions about emerging trends.		
	Work with public and private sector partners on joint data collection and data sharing initiatives, particularly when providing community-specific results.	Short-term and Mid-term	**Health Division** and other partners, including MN Dept. of Health and other cities
	Work with city staff and leadership to identify and address elements of the social determinants of health that are impacted by city policy and activities.	Short-term	**Health Division** and other city departments
Community Health Goal 2: Address how all city policy and activities impact the social determinants of health, and explore changes to strategically increase health and reduce disparities for all.	Pursue a collaborative approach to improve health by incorporating health considerations into decision-making across all policy areas.	Ongoing	**Health Division** and other city departments
	Work with city staff and leadership to determine how policies support physical, mental, and social well-being, reduce health disparities, and improve health equity.	Short Term	**Health Division** and other city departments
Community Health Goal 3: Use a Health in All Policies Approach to improve health by incorporating health considerations into decision-making across all policy areas.	Work with city staff and leadership to determine how policies support physical, mental, and social well-being, reduce health disparities, and improve health equity.	Short Term	**Health Division** and other city departments
13. Heritage Preservation			
Program Area 1: Preservation Planning **Program Area 2:** Identification of Heritage Resources **Program Area 3:** Evaluation of Heritage Resources	Carry out a systematic city-wide survey to identify and evaluate the heritage preservation value of buildings, structures, sites, objects and districts.	Short-term and Ongoing	**Planning Department** and Edina Heritage Preservation Commission
	Update the information in the heritage resources inventory and convert it to a digital format so that it can be conveniently manipulated, used, and retrieved.	Short-term and Ongoing	**Planning Department** and Edina Heritage Preservation Commission
	Create a Geographic Information System (GIS) for the heritage resources inventory.	Short-term	**Planning Department** and Edina Heritage Preservation Commission
	Designate historically significant properties as Edina Heritage	Short-term and Ongoing	**City Council** with input from Planning Commission and Edina

Goal/Policy Topic	Strategy/Action Steps	Timeline	Lead/Coordinating Agencies
	Landmarks or Heritage Landmark Districts.		Heritage Preservation Commission
Program Area 4: Designation of Heritage Landmarks	Use existing planning tools more effectively and create a better "tool box" to address emerging heritage preservation challenges.	Short-term and Ongoing	**Planning Department** and Edina Heritage Preservation Commission
Program Area 5: Design Review and Compliance	Explore economic incentives for the preservation, rehabilitation, restoration, and reconstruction of privately owned heritage resources.	Short-term and Ongoing	**Planning Department** and Edina Heritage Preservation Commission
	Redirect the resources of the Heritage Preservation Commission toward an increased emphasis on education and technical assistance programming aimed at historic property owners.	Short-term and Ongoing	**City Council** with input from Planning Department and Edina Heritage Preservation Commission
Program Area 6: Public Education and Outreach	Improve partnerships with other agencies, organizations, and individual property owners to ensure that historically significant heritage resources are preserved, protected, and used in a manner that is consistent with appropriate preservation standards.	Short-term and Ongoing	**Edina Heritage Preservation Commission**
	Initiate innovative demonstration projects and disseminate information about the economic and cultural benefits of heritage preservation.	Short-term and Ongoing	**Edina Heritage Preservation Commission**
	Provide better public access to heritage preservation information using appropriate media.	Short-term and Ongoing	**Edina Heritage Preservation Commission**
	Provide better public access to heritage preservation information using appropriate media.	Short-term and Ongoing	**Edina Heritage Preservation Commission**
14. Arts and Culture			
Arts and Culture Goal 1: Distribute and promote arts and culture across all of Edina.	Create and maintain an online calendar listing all arts and culture activities in Edina.	Short-term	**Edina Arts and Culture Commission**
	Through strong collaboration with the Edina Parks and Recreation Commission, activate parks and park facilities with arts and culture initiatives, such as: • Develop and maintain a successful Art in the Parks program. • Select one park per year that is	Ongoing Short-term	**Edina Arts and Culture Commission**

Goal/Policy Topic	Strategy/Action Steps	Timeline	Lead/Coordinating Agencies
	recognized as an arts and culture destination with displays, classes, and activities. • Expand successful arts and culture activities in several parks that include a range of age groups, including preschoolers, school-aged children, families, young adults and adults of all ages. Engage neighborhood citizens in a contest to propose designs and paint selected local park buildings each year.	Short-term Long-term Short-term	
	• Develop a successful traveling art classroom; e.g., an "Art Truck" similar in concept to the popular food truck phenomenon.	Long-term	**Edina Arts and Culture Commission**
	Propose and implement art installations at or near transit stops, bicycle parking facilities, and bike share locations.	Long-term	**Edina Arts and Culture Commission**, Planning Department, Department of Public Works, Police Department.
	Develop strong relationship between the ACC and the other City of Edina Commissions (ongoing).	Ongoing	**Edina Arts and Culture Commission** and affected City Commissions, agencies, and institutions.
Arts and Culture Goal 2: Leverage the Edina Arts and Culture Commission (ACC) to form strong and enduring collaborative partnerships with other Edina commissions and associations.	Develop strong relationship between the ACC and the Edina Chamber of Commerce and other local business associations.	Short-term	**Edina Arts and Culture Commission** and affected City Commissions, agencies, and institutions.
	Develop strong relationship between the ACC and the Edina Library.	Short-term	**Edina Arts and Culture Commission** and affected City Commissions, agencies, and institutions.
	Develop strong relationship between the ACC and the Edina Historical Society and Museum.	Short-term	**Edina Arts and Culture Commission** and affected City Commissions, agencies, and institutions.
	Develop strong relationship between the ACC and the Edina Community Foundation.	Short-term	**Edina Arts and Culture Commission** and affected City Commissions, agencies, and institutions.

Goal/Policy Topic	Strategy/Action Steps	Timeline	Lead/Coordinating Agencies
	Develop strong relationship between the ACC and Edina Community Education.	Short-term	**Edina Arts and Culture Commission** and affected City Commissions, agencies, and institutions.
	Develop strong relationship between the ACC and other community groups and organizations that embrace arts and culture, such as churches, schools, and senior homes.	Short-term	**Edina Arts and Culture Commission** and affected City Commissions, agencies, and institutions.
	Build a new Edina Art Center (EAC): Choose site, establish financial plan, complete construction.	Long-term	**City Council** with input from City Manager, Community Development Director, and Edina Arts and Culture Commission.
Arts and Culture Goal 3: Improve and maintain dedicated spaces and venues for arts and culture.	Increase the number of exhibitions and performances at multiple venues across Edina.	Ongoing	**Edina Arts and Culture Commission.**
	Increase the number of classes and other opportunities to participate in arts and culture (short-term).	Short-term	**Edina Arts and Culture Commission.**
	Increase the percentage of Edina residents utilizing the EAC, from a baseline of less than 2% to a goal of more than 5% by 2028 (long-term)	Long-term	**Edina Arts and Culture Commission.**
	Research the feasibility of and make recommendations for a significant art presence in the Southdale area that is aligned with development plans. Examples to be considered might include a signature art installation, building, gallery space, etc.	Short-term	**Edina Arts and Culture Commission.**
	Create an annual event that highlights an important individual or work of art that is specific to the history/development of Edina.	Short-term	**Edina Arts and Culture Commission.**
	Implement Student Sculpture Competition in K-5 Edina Schools.	Ongoing	**Edina Arts and Culture Commission** and Edina School District.
Arts and Culture Goal 4: Expand and continue to drive awareness of and participation in Edina's Public Art program and art collection.	Work with each Edina neighborhood to understand perspectives and ideas for public art and creative placemaking that is specific to location.	Short-term	**Edina Arts and Culture Commission.**
	While maintaining the outdoor sculptures that have long been a part of Public Art Edina, also	Short-term, Mid-	**Edina Arts and Culture Commission.**

Goal/Policy Topic	Strategy/Action Steps	Timeline	Lead/Coordinating Agencies
	incorporate new expressions of public art (examples might include: works of art that involve light, sound, and/or movement; 100 foot table for individuals to eat together and engage during the Fall into the Arts Festival; public performances; multi-season or season-specific experiences to celebrate the region's four distinct seasons; something unique to Edina akin to the sidewalk poetry in St. Paul, MN).	term, and Long-term	
	Work in strong collaboration with the Edina City Council and Mayor to establish an effective working model for including the perspective of arts and culture as a meaningful contribution to decision-making and creative placemaking.	Short-term	**Edina Arts and Culture Commission,** City Council, and Mayor.
Arts and Culture Goal 5: Establish a formal role for artists and other creative thinkers to participate in forward-looking plans for Edina.	Based upon Implementation Step 1 above, establish a review panel for design as it pertains to new buildings and other structures constructed in Edina.	Short-term, Mid-term, and Long-term	**City Council** with input from City Manager, Community Development Department and Edina Arts and Culture Commission.
	Based on Implementation Step 1 above, establish a review panel to focus on City policies, ordinances and statutes from the perspective of arts and culture, in order to make recommendations.	Short-term, Mid-term, and Long-term	**City Council** with input from City Manager, Community Development Department and Edina Arts and Culture Commission.
	Select individuals to participate on the panels listed in Implementation.	Long-term	**City Council** with input from Edina Arts and Culture Commission.
	Utilize the skills and connections of the individuals above to enliven and strengthen Edina neighborhoods through outreach and communication with residents, including community artists, to understand specific goals for arts and culture and other designed elements of the neighborhood environment (long-term).	Long-term	**Edina Arts and Culture Commission**.
	Pending funding, enhance the experience and visibility of arts and culture in Edina through artist-in-residence, writer-in-residence, and/or musician-in- residence programs.	Short-term	**Edina Arts and Culture Commission**.

Goal/Policy Topic	Strategy/Action Steps	Timeline	Lead/Coordinating Agencies
	Plan for financial sustainability, such as the creation of a benefactor group that can generate contributed revenue to accelerate the role and importance of the Arts and Culture in Edina.	Short-term	**City Council** with input from City Manager, Community Development Department and Edina Arts and Culture Commission.
Arts and Culture Goal 6: Research, decide on, and implement the necessary funding and governance plans for supporting arts and culture in Edina.	Determine the feasibility of creating a 501(c)(3) nonprofit organization (or similar structure) to oversee and coordinate the Edina Art Center and/or other arts and culture venues and activities. Decide whether this is the best option for the future of the EAC.	Ongoing	**City Council** with input from City Manager, Community Development Department and Edina Arts and Culture Commission.
	Determine the feasibility of a staff position within the City of Edina that would have direct responsibility for arts and culture initiatives, similar to other existing positions that currently serve as liaisons between the City and its commissions.	Short-term and Ongoing	**City Council** with input from City Manager, Community Development Department and Edina Arts and Culture Commission.
	Investigate sources for ongoing funding for the appropriate maintenance of the works of art in the Public Art Edina Permanent Collection and recommendnext steps.	Short-term	**Edina Arts and Culture Commission** with input from Planning Department.
	Coordinate the efforts of the Arts and Culture Commission and the Planning Commission to research the feasibility and - where practical - implement effective methods to increase funding for arts and culture in Edina via local development fees and/or sales and use taxes. For an illustrative example of a similar approach, see the SCFD model used in Denver, Colorado.	Long-term	**Edina Arts and Culture Commission** with input from Planning Department.
	Establish consistent revenue base, earned and contributed, to support artsand culture initiatives in Edina.	Long-term	**City Council** with input from the Edina Arts and Culture Commission

Plan Amendment Process

The comprehensive plan is intended to apply to a wide range of circumstances, providing a balance between structure and flexibility. **It is the intent of the City that the need to amend the plan should be primarily for major events, rather than routine actions.** However, from time to time amendments to the plan will be needed to address changing conditions, emerging opportunities, and other factors. The City of Edina should periodically review of the plan to see if amendments are needed to address changing conditions or shifting priorities. Additionally, plan amendments may be requested in response to a specific proposal or project, such as new development project.

When considering amendments to this plan, the City of Edina will follow procedures described in city ordinances. Depending on the circumstances, landowners, developers, organizations, individuals, the City Council, and Planning Commission may initiate amendments to the comprehensive plan. After an amendment is proposed, the Planning Commission will direct staff to prepare a thorough analysis of the proposed amendment. Staff will present to the Planning Commission a report analyzing the proposed changes, including their findings and recommendations regarding the proposed plan amendment. The Planning Commission will determine whether to proceed with the proposed amendment. If a decision to proceed is made, a formal public hearing will be held, followed by action by the Planning Commission and City Council. If approved by the City Council, the amendment will be submitted for review to the Metropolitan Council, following established procedure and notification requirements.