

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

Wednesday, November 28, 2018
5:30 PM

- I. Call To Order
- II. Roll Call
- III. Greater Southdale District Plan
- IV. Adjournment

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



CITY OF EDINA

4801 West 50th Street

Edina, MN 55424

www.edinamn.gov

Date: November 28, 2018

Agenda Item #: III.

To: Planning Commission Work Session

Item Type:
Report and Recommendation

From: Kris Aaker Assistant Planner

Item Activity:

Subject: Greater Southdale District Plan

Discussion

ACTION REQUESTED:

Review and discuss the Greater Southdale District Plan.

INTRODUCTION:

In Edina's 2008 Comprehensive Plan, the Greater Southdale area was identified, along with several other commercial-residential areas, to have the potential for significant change, development, and redevelopment. The Greater Southdale area continues to experience significant change, which is expected to continue for several decades. The Greater Southdale District Plan was prepared as a framework to guide change and growth over the next ten years, and in the decades beyond. The Plan builds on the district's assets while charting a new more urban and connected vision to create a more livable, even more prosperous, mixed-use district in which to live, work, shop, play, learn and feel part of the community. The Plan recognizes Greater Southdale's metro context and regional importance in providing a greater share of Edina's future residential, employment and commercial growth. It will also support higher intensity development in energy-efficient sustainable configurations.

ATTACHMENTS:

Greater Southdale District Plan-Draft

Greater Southdale District Plan



Draft

November 15, 2018

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5. Implementation.....	TO BE COMPLETED

Supporting Documents for Implementation – NOT INCLUDED

Design Experience Guidelines

Acknowledgements

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Greater Southdale District Plan



Chapter 1
Introduction

1. Introduction

Why was the Greater Southdale District Plan prepared?

In Edina's 2008 Comprehensive Plan, a large portion of the Greater Southdale District, along with several other commercial-residential areas in Edina, were identified to have the potential for significant change, development, and redevelopment. Since 2008, these areas, including all of the Greater Southdale District, as well as others in Edina, continue to see pressure for change.

In the years following adoption of the 2008 Comprehensive Plan, it became apparent that the city's planning policies did not provide adequate direction for the evolution of the Greater Southdale District. People desired some degree of certainty and were not finding it. The Work Group sought to find a good balance in directions that would be borne of discussions among people in the community."



The Greater Southdale District is generally bounded by Highway 62, about one block west of France Avenue, Minnesota Drive, and Xerxes Avenue, and also includes the 76th Street/77th Street corridor westward to Highway 100.

In 2015, as a result of a redevelopment proposal at 7200 France Avenue, City Council requested a Work Group be created to develop a tool for the Planning Commission and City Council to use when evaluating Comprehensive Plan Amendments. The Work Group was initially formed 'to address issues related to future land use and urban design for parcels along the west side of France Avenue as well as the Greater Southdale Area.' As the Greater Southdale Work Group deliberated on the issues and influences within the preliminary boundaries of the study area, they also looked beyond to understand the neighborhood to the west, traffic patterns, and especially the ways that evolution of the corridor westward along 76th Street and 77th Street might be aligned with the potential of the Greater Southdale District.

The original Work Group was composed of twelve members, including representatives of the Planning Commission, appointments made by the City Council, three members selected by the Cornelia neighborhood, and three members selected by business/property owner interests. During its second phase, the City Council directed that the Work Group be expanded by four members.

The Work Group deliberated for over three years. During its first year, the Work Group conducted their deliberations on its own, and then it solicited city staff technical resources and consultant assistance for subsequent phases through requests that it authored.

The Greater Southdale District Plan was prepared as a framework to guide and create a shared vision for change and growth over the next ten years, and beyond, and build a strong and resilient community for present and future generations. This Plan builds on the district's assets while charting a more urban and connected vision to create a more livable, even more prosperous, mixed-use district in which to live, work, shop, play, learn, and feel part of the community. The District Plan recognizes Greater Southdale's key geographical location as a first-ring suburb in the metro area and its regional importance as it is positioned to accommodate a significantly greater share of Edina's future residential, employment, and commercial growth.

This Greater Southdale District Plan:

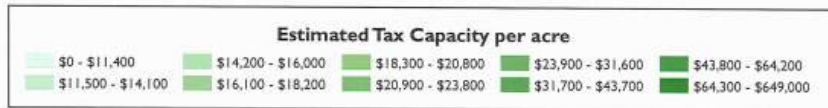
1. Offers a vision and articulates aspiration statements for desired outcomes in the evolution of the Greater Southdale District.
2. Provides goals and policies for managing and shaping growth and change over the next ten years and beyond.
3. Establishes a policy basis for design guidelines based on the experience people will have in the Greater Southdale District, and which should be incorporated into proposals for change in the public realm and private sites throughout the Greater Southdale District.
4. Guides public investment decisions to expand district services and facilities to respond to this growth and change, and to facilitate the sustainable and green infrastructure that organizes and connects all uses and development.

Why is the Greater Southdale District important to Edina?

The Plan for the Greater Southdale District seeks to create an even more welcoming and inclusive environment for all current and potential residents, workforce members, and visitors, while providing a sense of belonging and community, consistent with Edina's desire to remain a relevant and competitive city.

The Greater Southdale District already has significant assets. This District Plan builds on them to create walkable and compact sub-districts that encourage less driving and more walking, biking, and transit-riding, more efficient and less-costly infrastructure, and spread the tax burden among more households and business properties.

The City of Edina benefits from a healthy tax base. Most of the high-ranking parcels are in the Southdale/Promenade/Centennial Lakes area, 50th and France and Grandview Square areas. Notably, the largest mass of high tax capacity/acre properties is in the Greater Southdale District. Figure X identifies the tax capacity per acre as viewed from the south, looking north. The taller bars in the 3-D graphic reflect higher tax capacity per acre.





3D Total Tax Capacity Per Acre 2018

City of Edina Engineering Dept.
July 2018

In a very competitive marketplace, compact, mixed-use and sustainable development strengthens Edina’s and Greater Southdale’s appeal to broader demographics. This development pattern and intensity increases housing choices for existing and new Edina residents, especially empty nesters, households in transition, young individuals and families, and Edina’s workforce. It also provides a variety of workplace options and opportunities for new business investment, increased demand for improved transit service, and an enhanced tax base. The Greater Southdale District represents Edina’s greatest opportunity to make all of this a reality.

The Planning Process: How we got here.

The Greater Southdale Work Group presented a work plan to the City Council that outlined a four-phase planning process, each of which was approved by the City Council:

- **Phase 1: Learning, Discovering, and Understanding (2015)** resulted in a set of **Working Principles** intended to guide the Work Group’s planning of the Greater Southdale area. The City Council formally approved the **Work Principles** as interim guidance in reviewing development applications and other proposals for change, and to begin setting a tone for expectations of the evolution of the study area. The City Council requested that the **Working Principles** be used a tool by the Planning Commission to review all redevelopment proposals requiring a Comprehensive Plan Amendment and Rezoning.
- **Phase 2: Putting it Together (2015-2016)** was directed to developing a framework that demonstrated how the **Working Principles** might be operationalized. Phase 2 deliberations culminated in the report **Re-Visioning the Southdale District** which set forth a graphic framework vision for preserving, energizing and adding development in the study area. It produced a framework for a more holistic approach to new development.
- **Phase 3: Documenting Directions and Phase 4: Translating the Framework Vision to the District Plan (2017-2018)** focused on expanding the framework vision into the **Greater Southdale District Plan**, with reference to broader policy directions not only on land use, urban design, and regulatory guidance, but also on economic vitality and competitiveness, transportation, parks and public life, arts and culture, district services and facilities, sustainability and water resources. Also, the **District Plan** is intended to clarify the unique social and economic role for the Greater Southdale District. **Design Experience Guidelines** were also prepared to form the core dialogue about how a proposal for change might fit the District’s vision and aspirations.

During the three-to-four-year planning process, the Greater Southdale Work Group comprised primarily of residents, but also including business/property owner interests, met twice a month, sometimes more frequently, to research, explore, deliberate, propose, refine, and recommend directions. All their meetings and work sessions were open to the public and included a public comment period. In addition, the Work Group delivered many progress reports to the Planning Commission and City Council. There were also two Open Houses in Phase 3 that were attended by dozens and dozens of citizens and business people.



There was general consensus regarding the need to shape and manage the growth and changes in the Greater Southdale District, including the concept of placing additional development densities and mixed land uses close to transit, as well as the emphasis on a high-quality public realm. Concern was expressed by some residents regarding the specific locations and types of development along the transitions in the areas west of France Avenue. At the same time, others were concerned that the proposed Plan needed to be more assertive in seeking change to adequately address potential increases in traffic and parking demand and housing choice. Housing affordability was also identified as a concern or an objective.

Relationship to the 2018 Edina Comprehensive Plan

Edina's 2018 Comprehensive Plan is a policy framework for shaping citywide growth and change, protecting and advocating what Edina values, and clarifying the relationships between the Edina community, its neighboring municipalities, and the Twin Cities metropolitan region.

The 2018 Comprehensive Plan's land use designations covering a little over 50 percent of Edina's geographic area will maintain and strengthen the character and the integrity of the single-family neighborhoods and open space system. These areas are not expected to accommodate much growth, but they will mature and evolve. Most of the new growth is expected to occur in, and will be focused on, areas that are primarily neighborhood nodes or community commercial/mixed-use areas, the largest of which is the Greater Southdale District. These areas have real opportunity for accommodating growth and change that can contribute to a better future for all of Edina, and where Edina can realize the greatest social, environmental, and economic benefits.

The Greater Southdale District Plan advances the 2018 Comprehensive Plan's core principles, but adapts the overall planning approach of the Comprehensive Plan to fit local conditions. The District Plan's goals and policies are intended to respond positively and creatively to the District's unique development pressures.

Greater Southdale District Plan



Chapter 2 Vision and Aspirations

2. Vision and Aspirations

Over three years (2016-17-18), the Work Group created an in-depth vision of the future of the Greater Southdale District. In their deliberations, the Work Group:

- Identified the District’s tremendous assets, and explored how they could be re-positioned to be building blocks going forward;
- Discussed the legacy and impact of the incremental decisions of the private sector in responding to market demand for commercial and residential development, and of the public sector in providing complementary infrastructure, at times in public-private partnerships;
- Acknowledged the heightened pace of development interest and activity; and
- Recognized that the changing socio-economic profile of Edina and the Twin Cities metropolitan area created new and different market demands for a more experienced-based compact living and working environment, one that was rich in amenities and services.
- Realized that if the Greater Southdale District evolved towards more intensive and active uses, connected by a high-quality walkable public realm, these changes could make living in the neighborhoods to the west of France Avenue and east of York Avenue even more attractive.

In June 2015, the Work Group devised **Working Principles and Supporting Questions** to be used by developers in preparing development proposals and by City staff, Planning Commission, and City Council in their review of development proposals. However, they were never intended to be used as thresholds for acceptability, but rather to shape the dialogue about how a proposal for change might fit the District.

Later, with the assistance of design consultants, the Work Group produced **Re-Visioning the Southdale District**, a graphic vision for preserving, energizing, and adding development in the study area. With its comprehensive approach to place-making, this document demonstrated the many ways land parcels and development might interact. **Re-Visioning the Southdale District** was added to the guiding references for preparing and reviewing development proposals. Throughout these activities, mutual learning by all parties led to the realization that the public realm, i.e., the spaces between the buildings, the streets and sidewalks, the parks, and the public infrastructure, is the framework around everything grows. Better public spaces encourage and support better community experiences.

Out of these explorations came **Design Experience Guidelines** which organize and explain the facets of district-wide structure and development specific urban design considerations. The **Design Experience Guidelines** are intended to focus the dialogue between City staff, appointed and elected City officials, along with the private sector, on the importance of the public realm as a form-giver for infrastructure investments and development proposals.

In the efforts to translate the design framework into the **District Plan**, the Work Group addressed the needs of people of different life stages, income levels, and abilities. The Work Group concluded that the experience for people living in or near the Greater Southdale District would be enriched through the creation of a vital public realm and supporting private development.

The Work Group prepared the following Vision Statement as well as their Aspirations for transforming the Greater Southdale District with expanded public parks and publicly-accessible gathering opportunities, community services and facilities, cultural and entertainment venues, a well-designed mix of housing types and affordability-choices, and expanded employment and shopping opportunities.

The Vision Statement and Aspirations are not just an introduction to the **District Plan**. They are an articulation of the values that give direction to the **District Plan's** goals and policies. These declarations illustrate that the **District Plan** is not so much a blueprint, but rather a compass. The **District Plan** is a guide to evaluating options, for making choices and decisions, and for taking actions on future change in the Greater Southdale District.

With the Vision Statement and Aspirations, the Greater Southdale Work Group is saying: "This is what we want."

Greater Southdale District Vision Statement

We envision a vibrant, forward-looking and people-filled Greater Southdale District, organized around dynamic streets, engaging parks and public spaces, and well-conceived and enduring buildings. We anticipate transformation through a 50-year arc of innovation, collaboration, and new introductions, expanding on ideas that set a path of invention more than 50 years ago when the Daytons first imagined a shopping mall as a center for the community. In all of this, we see that the best measure of success will be experiences people share in the Greater Southdale District.

We welcome change on our terms. Our vision shapes inevitable growth through a healthy mix of uses, intensities that fill public spaces with human activity, and compatibly scaled buildings, streets, and transitions. We imagine new promenades that bridge nearby neighborhoods with the life of the district, where those seams become places of lasting value. We imagine beautiful outdoor spaces for play, socializing, and respite while accommodating the functional needs of new development.

We envision innovation leading to extraordinary places and experiences. As new development is introduced, we recognize that new investment must be matched by efficient, progressive, and sometimes pioneering district infrastructure. We imagine new civic facilities throughout the district, drawing together the whole of the Edina community and becoming special focal points for the new neighborhoods of the district. And when we collaborate to create these places and experiences, benefits are directed to the community and to our partners so that, together, we all succeed.

We're embarking on 50 years of well-paced steps, with each one more clearly blazing the path toward the future of the district. We aim to achieve evolution through guidance that delivers community benefits as a natural outgrowth of great private development. We imagine a new way of considering "fit" that starts with people and the spaces they will occupy. Our vision requires imagination, forethought, iteration, not a small amount of courage, and truly constructive dialog. But it's only through those actions that we might fully realize an evolution perpetuating the vision that sprung from a farm field to become an Edina icon.

Aspirations

Aspiration #1

Imagine Greater Southdale District evolution organized around human activity, with vibrant pedestrian-focused streets, beautiful parks and public spaces, and endearing and enduring buildings where:

- A sense of invention is expected from new introductions, both public and private, that build on the district's spirit of innovation.
- Its role as regional and local center for living, shopping, working, learning, entertainment, hospitality, and medical services is enhanced.
- Other Edina neighborhoods, near and distant, benefit from investment in the district and the evolution of each parcel.
- Investment in the public realm is reflected by a commensurate investment as private parcels evolve.
- Public and civic services accommodate a growing and diverse district and community population.
- Transitions at the district's edges recognize compatible use and scale and neighboring uses are perpetuated on their terms.



A walkable public realm is based on the shape and size of the spaces between buildings, and creates the place where civic life plays out.

Aspiration #2

Make the Greater Southdale District the model of healthy urban living where:

- The district's form encourages healthy living habits, particularly through walking.
- The design of buildings and spaces, both public and private, attract the widest possible range of the district's population.
- Storm water is a valued resource by making it part of the experience of the district.

- Emissions and pollutants are mitigated through the introduction of significant tree canopy and limiting idling vehicles on streets, creating a more inviting walking experience along the district's streets.
- Sustainable solutions result in a stock of healthy buildings that compel healthy activity for their occupants.
- Public features mitigate impacts of non-local infrastructure, especially to contain the ill effects of adjacent highways.

Aspiration #3

Invent sustainable infrastructure matching the district's sense of innovation where:

- Mutually-supportive and forward-looking infrastructure is the norm, looking beyond baseline utilitarian functions of a single site to create a broadly supportive district infrastructure.
- Infrastructure aligns with the creation of public space in the district, sharing space and resources that result in compelling, attractive and high-functioning civic spaces.
- Care for and perpetuation of public infrastructure anticipates daily human activity in all seasons.



The design of this stormwater collection and treatment facility in Lincoln, Nebraska, provides beauty and landscape for public enjoyment.

Aspiration #4

Create neighborhoods of activity within the broader mixed-use patterns of the district where:

- Logical boundaries based on reasonable walking distances are established, with major streets as seams binding the activity of each side into an inviting and accessible public space.
- Focal points of public activity are found within each neighborhood.
- Key community services and facilities are present and help define the fabric of the District.
- Core services are delivered within each neighborhood or in an adjacent neighborhood.
- Neighborhoods are linked along street and park corridors highlighted by visible human activity.

Aspiration #5

Offer a spectrum of living opportunities integrated through the district where:

- Housing orients to a variety of income levels and household types.
- Ownership options constitute a significant portion of the living opportunities in the area.
- “Missing Middle” living opportunities (duplexes, triplexes, side-by-side or stacked townhouses, rowhouses with multiple units, and small buildings with four to six apartments) allow a broader range of Edina residents, workforce members and others to consider relocating to the District.
- Buildings for living strongly orient to the public spaces of each neighborhood within the District.

Aspiration #6

Expand significantly the number and extent of parks and public spaces where:

- Opportunities for the introduction of another large signature public space complement the programming and activities available at Centennial Lakes.
- An extension of the Promenade to Strachauer Park links neighbors and activity to the district.
- New promenades on the East and West edges of the District create movement corridors for pedestrians and bicyclists and serve as vital places for a transition between neighborhoods and the District.
- Parks and publicly accessible spaces are clearly visible and directly accessible from the public realm.
- Spaces for visible human activity and occupation, either public or publicly accessible, occur on every block.



This mid-block connection in Vancouver, Canada, includes an innovative footpath and bench design to create a mini-park.

Aspiration #7

Encourage district evolution based on incremental change and the creation of a great pedestrian experience where:

- A basic framework of streets and blocks encourages pedestrian activity and well-considered buildings.
- A rich variety of public or publicly accessible spaces are woven into the experience of the district.
- Sites and buildings support a pedestrian experience first, with storage of cars considered last.
- Development on each site links to adjacent streets and to neighboring sites to create continuous, safe, and inviting pedestrian experiences.

Aspiration #8

Build (or plan for) a street network encouraging pedestrian movement across and through the district where:

- Walkable block lengths are the baseline framework for development.
- Enhanced and more frequent street crossings facilitates pedestrian movement.
- Wide landscaped boulevards encourage pedestrian activity and create a distinct district signature.
- Community corridors within and extending well beyond the district enhance bicycle and pedestrian access while accommodating vehicle traffic on pedestrian terms.



A woonerf, or low-speed passage for cars, bikes, and pedestrian, provides a safe shared environment for movement.

Aspiration #9

Imagine transportation in the district where:

- Cars are not the focus and streets accommodate more than vehicles.
- Major streets balance access and mobility.
- Some streets serve as community corridors, linking to other community destinations with features that allow for movement in addition to cars.
- Transit is a baseline service, both within the district and to non-Edina locations.
- Transportation recognizes trends, including autonomous vehicles and a time when parking structures aren't needed for public parking

Aspiration #10

Expect the delivery of high quality, well-designed buildings and sites where:

- Spaces on sites are considered for people first, including connections between sites; then the ways structures are placed; and then places to store cars are found.
- Visible human activity is prominent and integrated at every site.
- People are brought to the streets via major building entries oriented to major streets.
- Storm water remains visible as an amenity, allowing it to become a central part of the experience of each site.

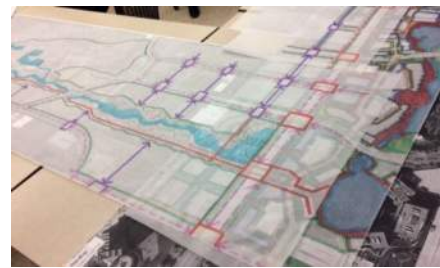


Well-designed sidewalks and entryways provide a seamless welcoming and safe environment.

Aspiration #11

Frame development guidance for evolution where:

- Development review includes the desired experience, not solely quantitative thresholds.
- Accommodation of adjacent and near parcels are considered in the evolution of a single parcel.
- Early reviews focus on ideas, patterns and relationships, not specific and engineered plans, with that part of the review process based in dialog, not presentation and reaction.
- Demonstrations of quality and especially quality from a long-term perspective are baseline considerations.
- Collaboration leads to a superior result, with the community's expectations clearly framed as part of the deliberation.
- Flexibility is not a right, but rather the natural by-product of a fair exchange for benefits, collaboration, and quality in development.



Dialogue, a sketch plan, and consideration for context is the foundation for a more transparent and collaborative development review process.

Greater Southdale District Plan



Chapter 3 District Profile

3. District Profile

Overview

To be relevant and meaningful, the vision for the Greater Southdale District must address the current realities of conditions in the district – and what is forecasted to change. The purpose of this chapter is to provide an overview of these existing conditions and forecasted trends that impact the future of the Greater Southdale District. This includes:

- Description of the study area and summary of building and land use conditions (more detailed analysis of these is included in the Land Use section)
- Summary of past planning efforts and policies in Edina with implications for the Greater Southdale District
- Demographic summary of current and forecasted population
- Economic summary of the district (more detailed analysis is included in the Economic Competitiveness section)
- Summary of trends and challenges impacting the Greater Southdale District.

Introduction

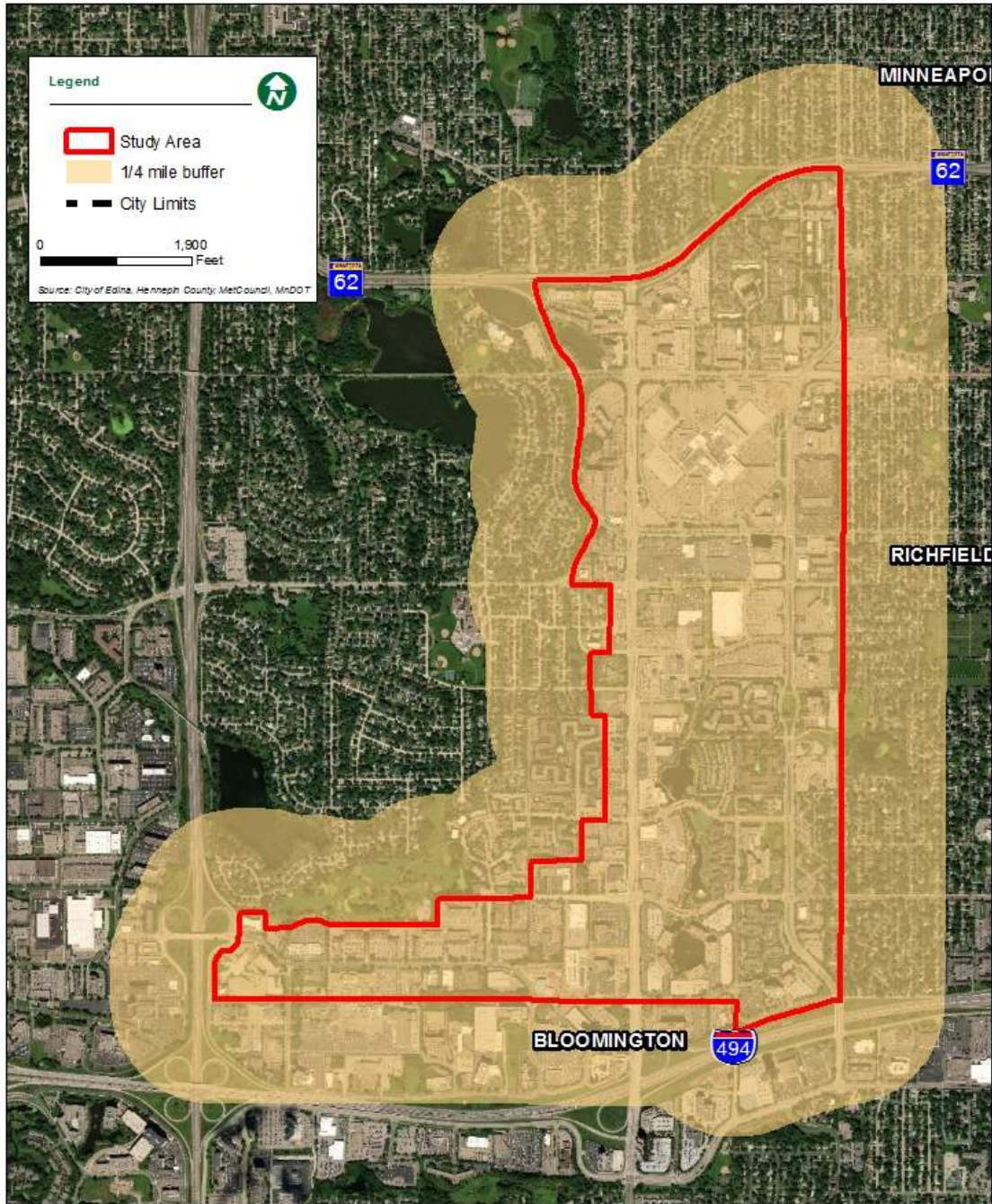
The Greater Southdale District plays a unique role in the City of Edina and Twin Cities region.

- **Concentration of jobs, residences, traffic, and activity.** Attracting residents, workers, customers, patients, visitors, and others from throughout the region, Greater Southdale District is a major destination.
- **Role as economic engine for the city and region.** The economic impact of this area is significant, particularly in terms of sustaining the tax base for the City of Edina.
- **Meeting diverse housing needs of the population.** Greater Southdale District has a variety of diverse housing types that meet the needs of Edina residents, and are not generally available in many areas of the city.
- **Retail and services hub for the community.** In addition to its role in the regional economy, Greater Southdale District meets the needs of the community for retail and services, with the capacity to evolve for changing preferences.
- **Capacity for growth and change.** The Greater Southdale District has been an evolving area since its inception. It has more capacity for growth and change than many other areas of the city.

Study Area

The Greater Southdale District Plan study area covers more than 850 acres of land. It is bordered on the west by development along France Avenue South, on the east by Xerxes Avenue South, on the north by MN Highway 62, and on the south by Interstate 494 and Minnesota Drive. This area is known throughout the region as a shopping and employment destination, with a concentration of retail and office uses. In addition, there are multiple apartment buildings, condominiums, senior living facilities and other residential and mixed-use development. **Figure XX** shows the study area.

Figure XX: Study Area for Greater Southdale District Plan



Existing Plans, Policies, and Studies

Edina Comprehensive Plan (2008)

The 2008 Comprehensive Plan serves as the city's primary policy document guiding future growth and change, until replaced by the 2018 update. The 2008 plan initiated the process to complete small area plans for targeted areas for growth and change, including part of the Greater Southdale District. The plan also established goals for affordable housing, pedestrian and bicycle networks, and park renovations. It discussed transit potential in the city, with many options impacting the Greater Southdale District, given the high concentration of housing and businesses. These goals and ideas are part of ongoing discussions as part of the 2018 Comprehensive Plan update and the Greater Southdale District Plan.

Living Streets Plan (2015)

The City's Living Streets Plan provides guidance on street design, traffic calming, bike facilities, landscaping, and lighting. It also includes best practices for community engagement during a street design process. Based on road classification, it sets standards for road cross sections, multimodal facilities, and design features. The intent is to provide for multiple modes of transportation, reduce environmental impacts, and to focus on quality of life aspects and community identity. Streets should be safer, healthier, provide more choices, and have economic and environmental benefits. This applies to virtually all Greater Southdale District streets.

Affordable Housing Policy (2015)

Edina passed an affordable housing policy in 2015, focused on maintaining a diverse population base and providing housing choices for people living and working in the city. It set in place requirements on providing affordable units as part of multi-family developments with 20 more units requiring rezoning or a comprehensive plan amendment. The requirement was set at 10% of livable area within a residential development being classified as affordable for a specified period of time, though it is possible to waive the policy if another agreed-upon benefit to affordable housing (such as a fee in lieu) is provided instead. Although goals for affordable housing apply citywide, opportunities for large scale (20+ unit) developments are primarily in change areas such as the Greater Southdale District.

Park, Recreation, and Trails Strategic Plan (2015)

The main focus of this plan was to identify ways to make Edina's Park and Recreation amenities multi-generational, serving all residents and encouraging socialization. The plan includes specific needs for system improvements that could be incorporated in park improvements within the Greater Southdale District to better serve residents.

Vision Edina (2015)

In 2015, around the same time that the Greater Southdale Work Group was created, the Edina City Council adopted **VISION EDINA – Strategic Vision and Framework**, the outcome of a broad-based community engagement and visioning process:

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

VISION EDINA describes key features that define Edina’s future, as well as stating strategic focus area, issues, and actions. **VISION EDINA** is the key foundation element for the Work Group’s explorations for the Greater Southdale area. Defining features of Edina identified through this included: Inclusive and Connected, Built-to-Scale Development, Sustainable Environment, A Community of Learning, and Future-Oriented.

Metropolitan Council System Statement (2015)

The Metropolitan Council’s system statement for Edina is a guidance document for how Edina is expected to grow as part of the larger region, particularly focused on the regional system topics that are under the Metropolitan Council’s purview: transportation, water resources, and regional parks and trails.

Area system statements classify communities based on the expected level of growth and change they will see prior to 2040. These numbers are goals, not mandates – and can be modified over time if growth rates differ from what is forecasted. As part of this, Edina is designated as an Urban community in the metropolitan area.

Edina’s Urban designation guides new growth with an average density of at least 10 units per acre, with higher densities (10-60+ units per acre) around transit. Mixed-use development, affordable housing, and transit-supportive design are encouraged.

The Metropolitan Council projects the City of Edina to grow by about 11,800 people, 7,500 households, and 3,800 jobs by 2040, a substantial percentage of which could be accommodated in the Greater Southdale District. The need for affordable housing was also considered, and a goal of about 880 units was set for Edina – many of which could be accommodated in the Greater Southdale District as well.

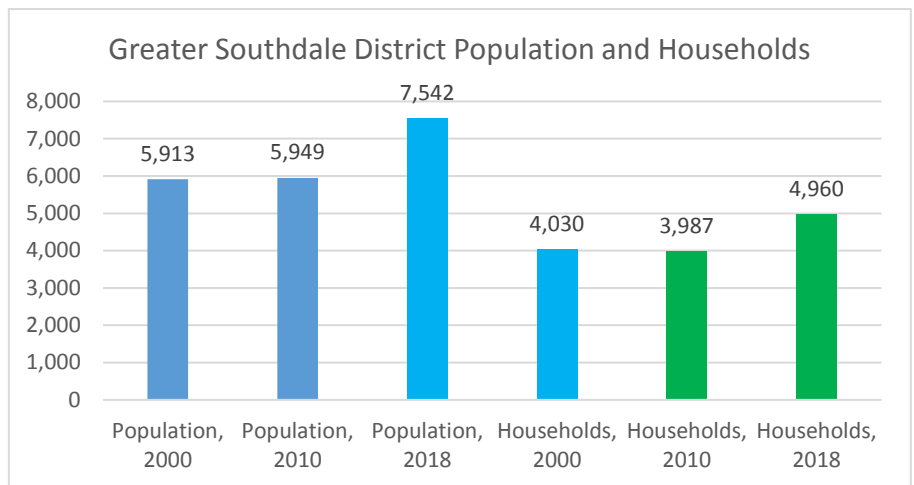
Demographic Profile

The following data have been compiled for the Greater Southdale District study area. Where applicable, data sources are noted.

Population and Households

The Greater Southdale has seen significant growth in housing and population in recent years.

The population of this area has increased about 28% since 2000, going from around 5,900 to an



Source: US Census, ESRI

estimated 7,500 in 2018. This compares to an overall 9% population growth rate citywide during that same period.

The daytime population in 2018 is estimated at over 26,000, including both residents and workers. This is much higher than the district's population due to the significant amount of employment in the area, which results in a net gain of people during a typical workday. Daytime population is important because it helps support retail and service businesses during the day, such as places for lunch and errands.

Population and Household Forecasts

Population and household projections are also available at the Traffic Analysis Zone (TAZ) level, based on citywide forecasts. While the reliability for small area forecasts like these is lower than for larger areas, they give a general sense of how much growth the area would likely see by 2040 (the horizon year for the 2018 comprehensive plan update), assuming the Metropolitan Council citywide forecasts are an accurate assessment of overall growth patterns. Based on these forecasts, the population of the core area of Southdale is expected to grow by 72% between 2020 and 2040. This compares to a citywide rate of 16% during the same period.

Race and Ethnicity

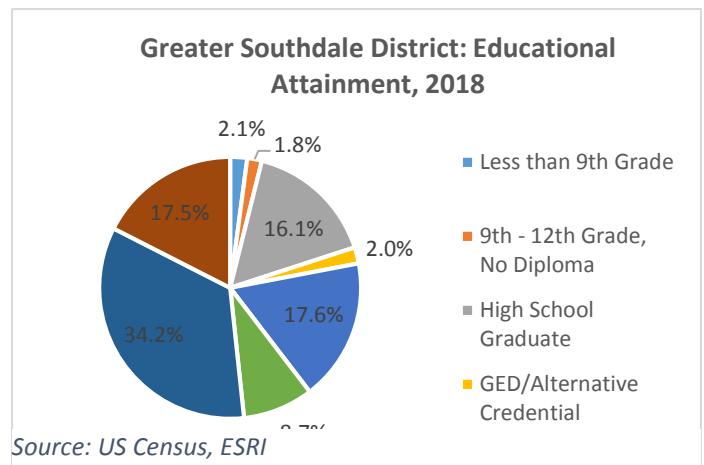
The racial composition of the population is slightly more diverse than the citywide average, with around 25% of the population currently identifying as being something other than non-Hispanic white, compared to around 16% citywide. The population has become increasingly more diverse since 2010 with the largest gain being in the Asian population, which is also true on the citywide level. Around 2.6 percent of the population identifies as Hispanic/Latino.

Racial and ethnic diversity have been increasing throughout the region and state. In part, this reflects the fact that many immigrants to the area (both domestic and foreign) tend to be younger on average than the existing population, and have more children. Younger age cohorts tend to be more diverse than older ones. Population diversity is an important consideration when planning for an area, as it has potential implications related to the inclusivity of public processes and access to public services, particularly as the needs and expectations of the population change.

Educational Attainment

The residents of this area are well educated, with over 50% of the population with a Bachelor's degree or higher level of education, and 96% with a high school diploma or higher. However, this is lower than the citywide average of 70% having a Bachelor's degree or higher. This likely reflects the relatively high percentage of senior housing facilities located in the Greater Southdale District, as college level education was much less common in older generations, particularly among women.

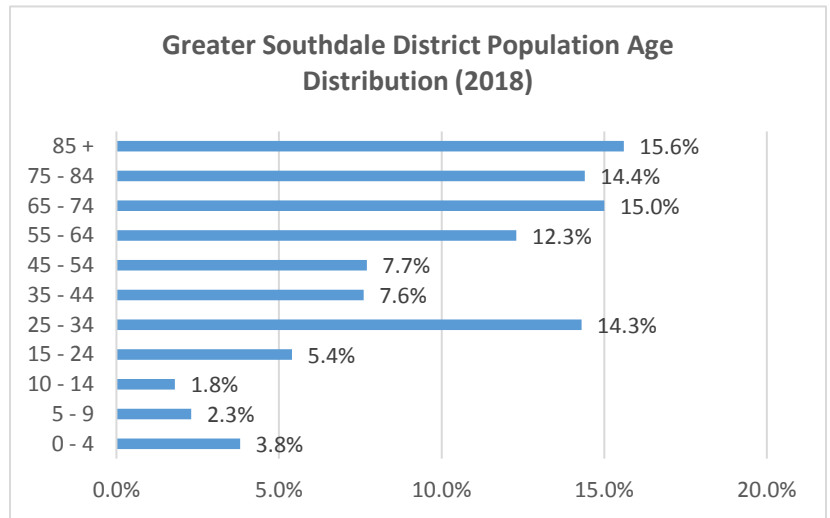
In general, the high level of educational attainment in this area is an important economic



asset, as it is an indicator of an educated and skilled workforce. However, the emphasis of education goes beyond workforce preparedness: Edina’s commitment to lifelong learning emphasizes the value of education at all life stages, and using a variety of traditional and nontraditional methods to educate.

Age and Household Size

The age distribution of this area currently is much older than the citywide average. The median age is 61.3, compared to 47.3 citywide. This reflects a concentration of senior housing facilities in the Greater Southdale District. There is also a sizable population of 25-34-year-old residents, including many young professionals. The commonality between these two groups is that they are at potential transition points in their lives, and mobility may be higher for these households than for more established family and mid-career ones. As a result, the population in this area may continue to turn over, with new residents moving to this area.



Source: US Census, ESRI

The average household size is 1.50 persons/household, compared with 2.32 citywide. This reflects both the larger percentages of older residents and of 25-34-year-olds, both of which tend to have smaller household sizes due to a lack of dependent children.

Household Type and Profile

The overall household distribution in the Greater Southdale District is influenced greatly by the presence of several large senior housing developments, which typically have very small household sizes. Around 63% of households in this area are people living alone, with around 6% classified as nonfamily households (unrelated individuals living together). Approximately 6% of households consist of couples with no children. Only 10% of households have children present, lower than the citywide average, reflecting both the low household size and the higher median age.

Mapping and data analysis firm ESRI produces Tapestry Segmentation, a series of household classifications based on householder characteristics and preferences. These can be used to guide decision-making around everything from retail demand to community amenities. According to the profile for the Greater Southdale District, the top five Tapestry subgroups represented here are:

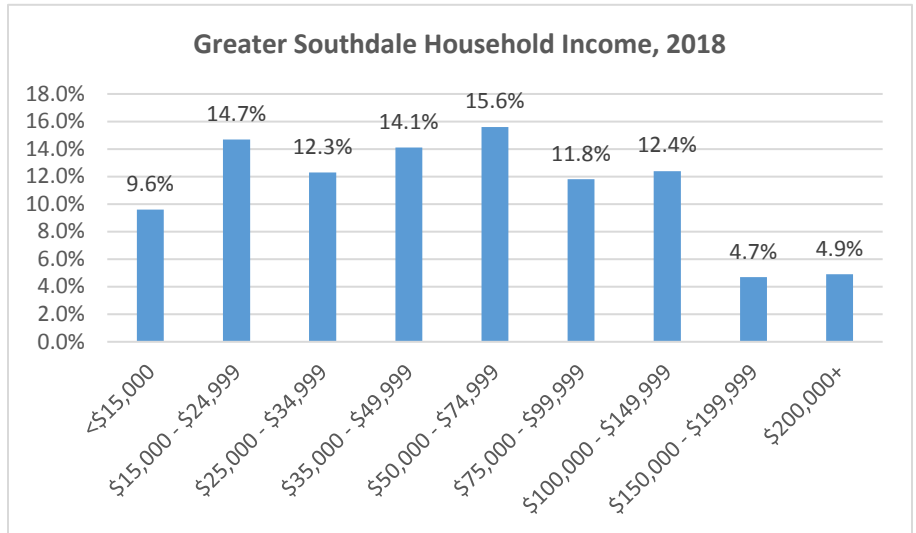
- **Retirement Communities** – Range of housing types with older, smaller households and moderate incomes
- **The Elders** – Tapestry Segmentation’s oldest market, favoring senior or assisted living communities
- **Golden Years** – Independent, active seniors nearing the end of their careers or already in retirement. Primarily singles living alone or empty nesters.
- **Young and Restless** – Well educated young professionals, some still in school. Not yet established but striving to get ahead.

- **Exurbanites** – People approaching retirement, but showing few signs of slowing down. Cultivated lifestyle, typically affluent.

Though at different ends of the age spectrum, these household types share the common feature of being in transition phases of life. As such, the composition is likely to shift over time, and may include other cohorts in the future. The notable absence in this area is families with children at home – though this may become more prevalent with changes in housing and household preferences.

Income

Household income is an indicator of spending potential, which in turn influences the market for retail and services in an area. The median household income for this area in 2018 is around \$49,000, significantly lower than the citywide median of \$92,000. This could be attributed to the higher proportion of older residents, many of whom have fixed incomes in retirement. This does not negatively impact the success of the district because the market area for the business district is much larger than just the residents of the district.



Source: US Census, ESRI

Particularly for people no longer in the workforce, income may not be the best measure of a household's standard of living, which is likely related to household wealth and assets more than income stream. However, this information is often challenging to measure, especially at so small a scale. It's worth noting that the median household income in Southdale is not much lower than the citywide median income in adjacent Richfield (around \$52,000).

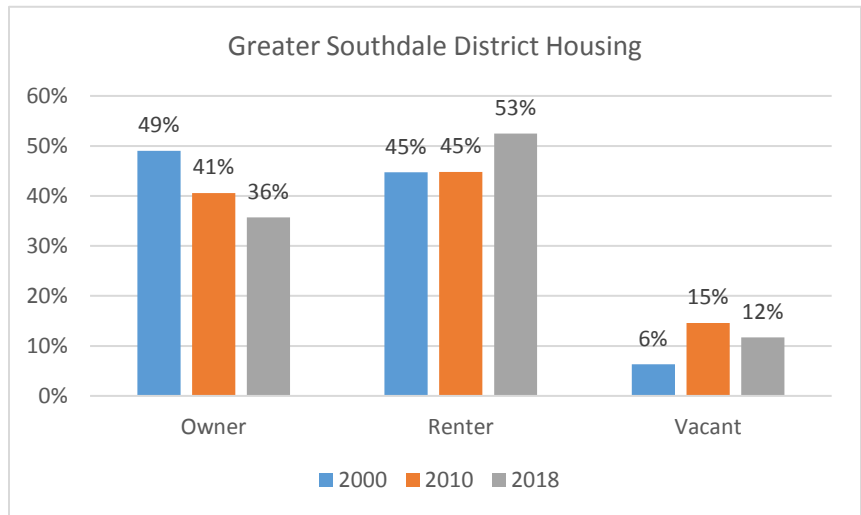
Housing Profile

The majority of households in this area (58%) live in larger multi-family housing (50 or more units). However, a significant minority lives in smaller scale apartments (13%). Given the predominance of multifamily housing, the majority of housing units are renter occupied. The percentage of rental housing has been increasing since 2000, due to the construction of new rental housing in the district.

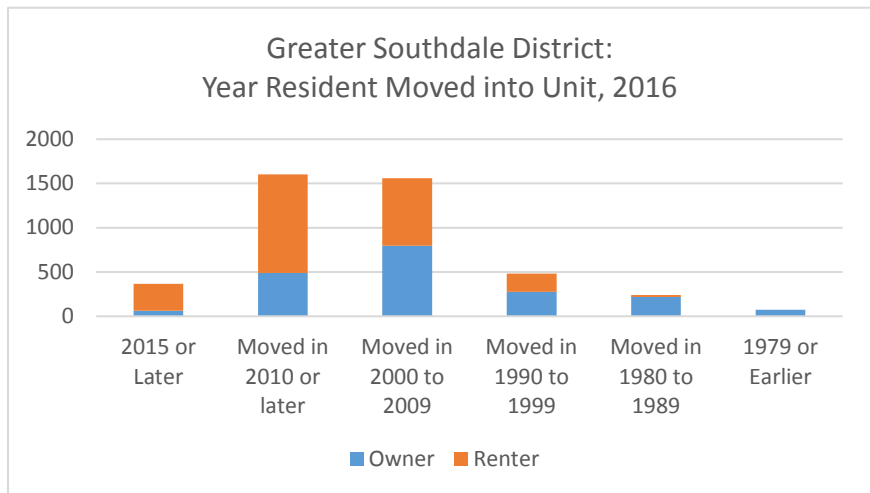
The bulks of the housing stock in this area was built between the 1960s and 1980s, with a moderate amount of infill since then – at a pace that has increased in recent years. The median year that structures were built was 1978. This is slightly more recent than the city as a whole. With many housing units approaching 50+ years of life, ongoing maintenance and/or replacement will be needed. By contrast, nearly half of the residents of Greater Southdale District have moved here since 2010. The median year people moved into their homes was 2009, more recent than citywide levels.

The median home value for the Greater Southdale District in 2018 is around \$179,000, significantly lower than the citywide median of \$418,000. This is consistent with the area’s lower-than-average income, the aging housing stock, and the predominance of condominium units as the main owner-occupied housing type, as opposed to single family detached homes. Many of these units provide a relatively affordable option for their residents.

Conversely, the median rent is around \$1,200, higher than the citywide median of \$1,100. This may reflect the fact that a large portion of the multifamily housing in this area is senior living or newer apartment buildings with upscale amenities, and are therefore more expensive than a typical apartment.



Source: US Census, ESRI



Source: US Census, ESRI

Economic Profile

This section provides an overview of employment, jobs, and other economic factors in the Greater Southdale District. The district is an economic center for both the city and region, providing tax base, employment, and retail/services. More detailed discussion and analysis is included in the Economic Competitiveness section of this plan.

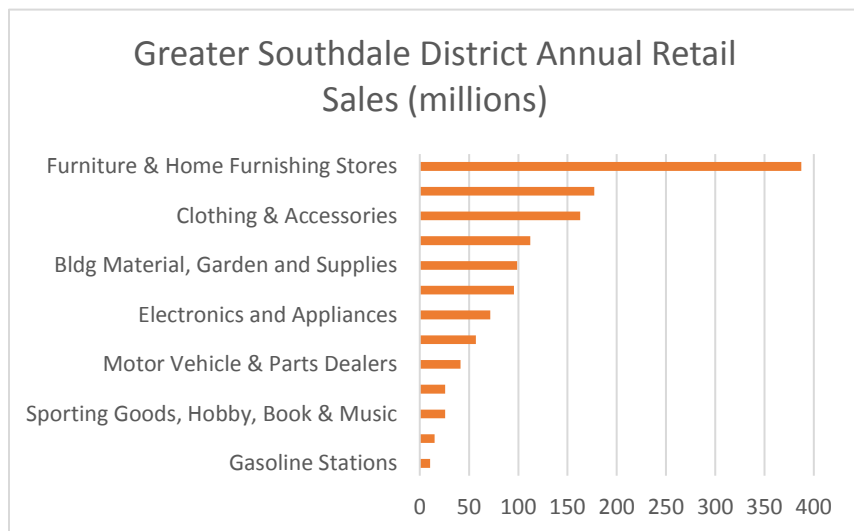
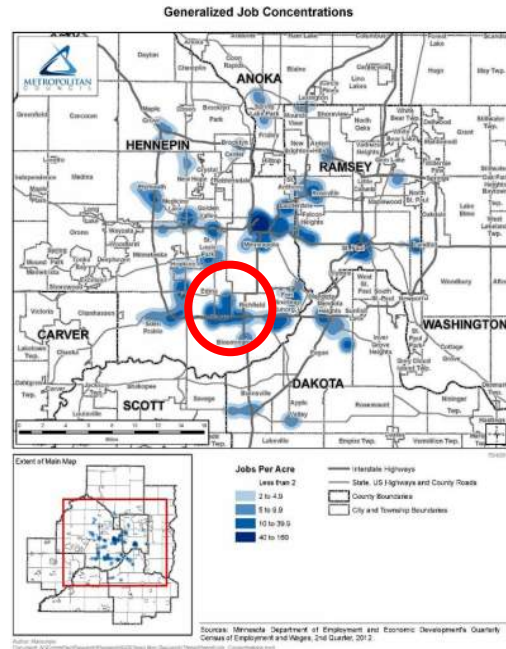
Employment and Retail Center

The Greater Southdale District is classified as part of a regional employment center by the Metropolitan Council. To meet this definition, an area must have more than 7,000 jobs and a density of greater than 10 jobs per acre. Even without counting the employment in adjacent Bloomington and Richfield, the Greater Southdale District in Edina has over 24,000 jobs and averages more than 28 jobs per acre.

The district is a retail center as well. With over two million square feet of gross leasable area, Southdale and Galleria are classified as “Class A” shopping malls – the most stable and successful of the shopping mall categories.

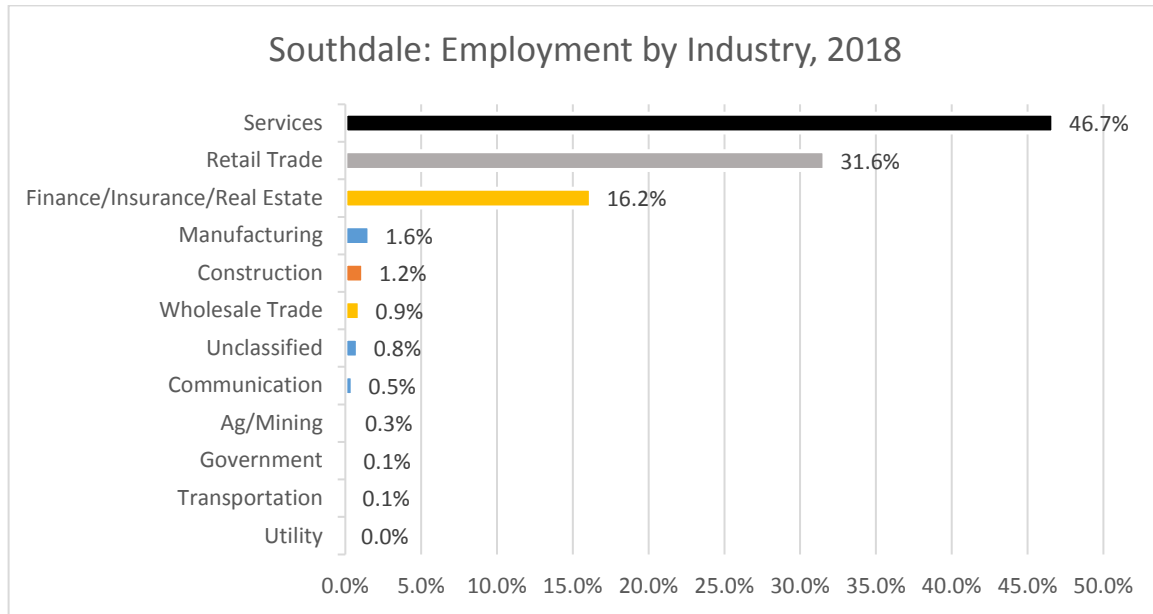
Along with the Mall of America, Galleria is in the top tier of sales per square foot of retail in Minnesota, at around \$700/square foot. Southdale ranks relatively high at around \$500/square foot, comparable to Ridgedale. (Source: ESRI Business Analyst)

Generally speaking, retail in this area is well positioned and profitable. However, it is not immune to changes facing malls, of which 25% nationally are expected to close in the near future. Shifts in the retail market (discussed later in this section) have introduced uncertainty for even successful centers like Southdale and Galleria.



Industry Mix

The Greater Southdale District has over 1,200 businesses with about 24,000 employees. Compared to the resident population of about 7,500, there is a ratio of 3.2 jobs per resident. The industry mix of jobs within the district is dominated by three industries: service, retail, and finance/insurance/real estate. Service industries employ 47% of the workers in this area, with retail following at 32%. Finance, insurance, and real estate is also well-represented in the area, accounting for roughly 16% of jobs.

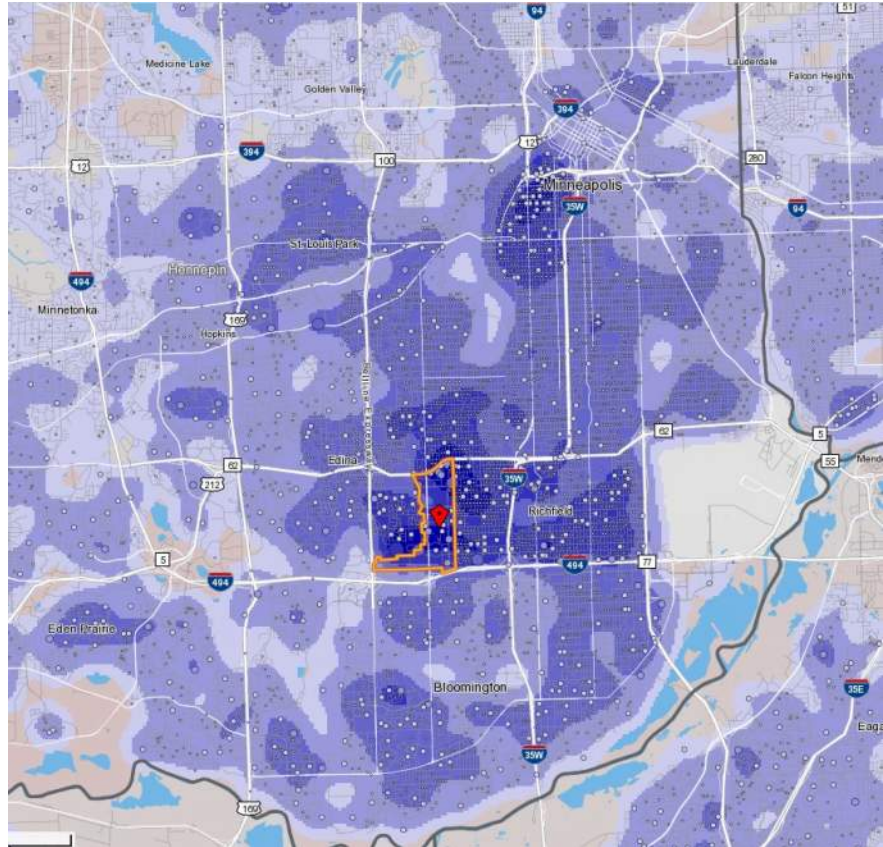


Source: US Census, ESRI

Among the service industries, the largest employer is health services, accounting for over 21% of total jobs. This reflects the presence of Fairview Southdale Hospital, as well as other smaller medical clinics and offices. In retail, the largest employer was eating and drinking places, accounting for nearly 9% of total jobs. In finance, insurance, and real estate, the largest employer was real estate, holdings, and other investment offices (6% of total employment).

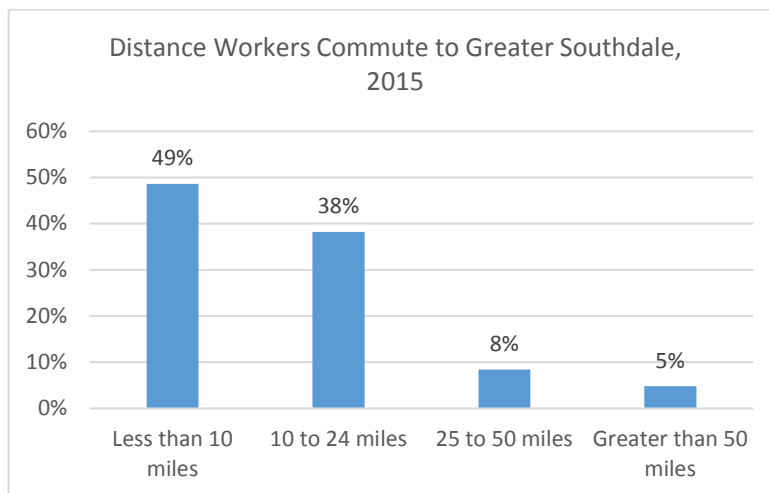
Workers in the Area

According to the Census 2015 Longitudinal Employer-Household Dynamics (LEHD) data, the most common home communities for commuters to Greater Southdale are Minneapolis (13%), Bloomington (7%), Edina (6%), St. Paul (5%), and Richfield (5%). Almost half (49%) of commuters to this area travel less than ten miles to get to work. As shown on the accompanying graphic, there are clusters of commuters in Southwest Minneapolis, eastern Edina, and western Richfield.



Commute-shed for Greater Southdale Jobs (Source: LEHD)

Workers in Greater Southdale cover a range of income and education levels, reflecting the diversity of employment in the area. On one hand, retail and hospitality jobs tend to be lower paying and employ younger and less educated workers. On the other hand, health care and financial services jobs are higher paying and require an educated workforce. The distribution of racial and ethnic diversity is less diverse than the resident population, with around 86% of the people employed in the district being white. The workforce is predominantly female (nearly 70%) as well. This is likely due to the high percentages of female employees typically found in industries such as retail and healthcare.

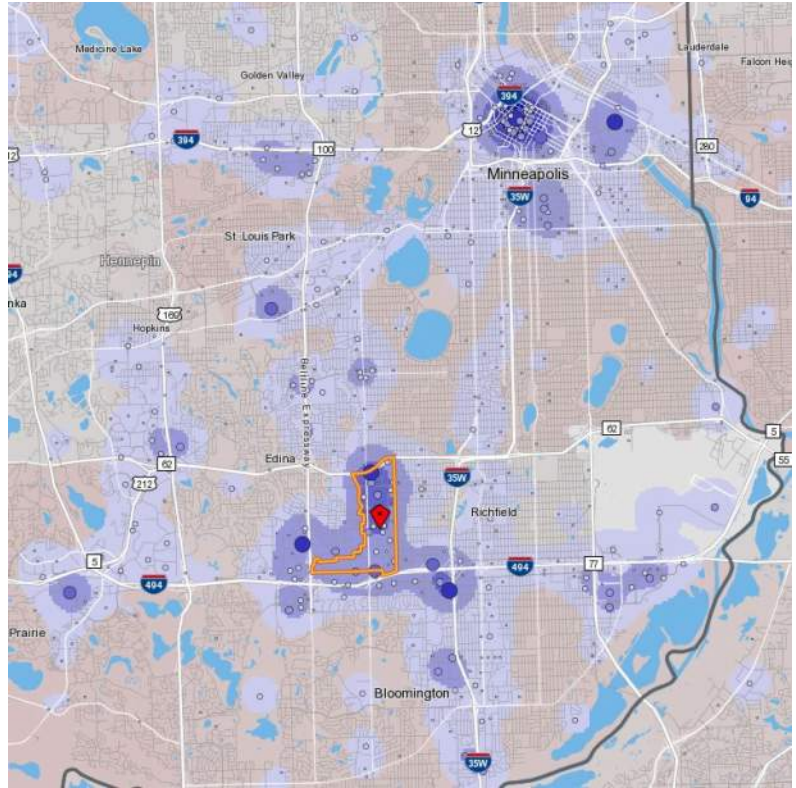


Source: On the Map

Employed Residents

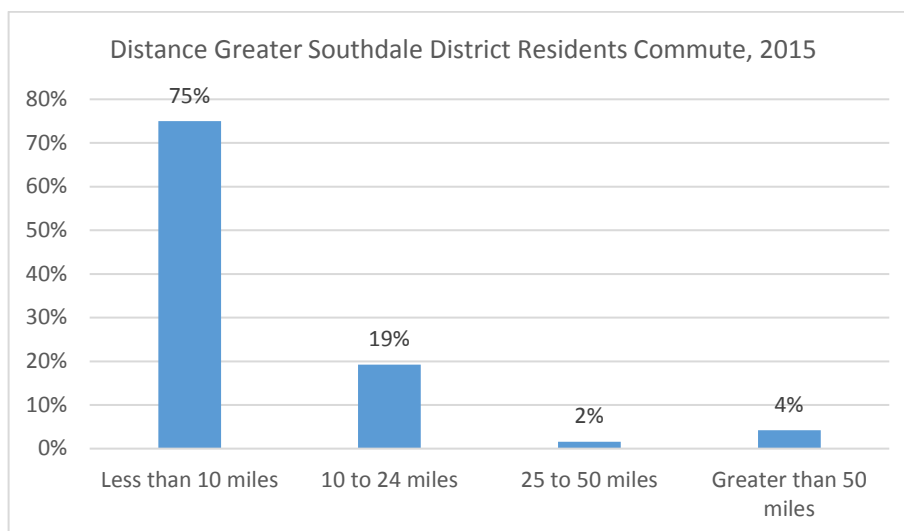
In terms of the employment of Greater Southdale residents, the employment rate is very high – with only 1.5% of the labor force identifying as unemployed. Consistent with the industry mix, around 57% of area residents work in the service industry. However, residents are less likely to work in retail in comparison to the area’s business mix, and are more likely to work in finance, insurance, or real estate.

In terms of where Greater Southdale residents work, the list is similar, albeit more geographically concentrated: Minneapolis (27%), Bloomington (13%), Edina (12%), St. Paul (5%), and Eden Prairie (4%). As indicated by the closeness and size of these commuting destinations, Greater Southdale residents are well-positioned when it comes to commuting. Around 75% of them commute less than 10 miles to work each way, and over 94% commute less than 24 miles. From the accompanying map of destinations, Downtown Minneapolis appears to be the biggest employment destination outside the immediate area.



Commuting Destinations for Residents (Source: LEHD)

Workers who live in this area tend to be relatively well educated and well compensated, with 30% having a Bachelor’s degree or higher, and 55% making more than \$40,000 per year. Unlike the job mix, the gender balance is more even in the resident workforce, and the racial composition is more diverse.



Source: On the Map

Themes and Trends

Future of Retail

The retail market nationwide is changing rapidly. Changes in online shopping and behavioral changes among customers are having effects on the viability of brick and mortar stores. However, results are not evenly distributed – and for every trend, there is a counter-trend at work. While some stores are struggling and closing, others are thriving and expanding.

The future of retail is still being determined. However, some key trends are emerging. The focus is increasingly on the experiential aspect of shopping and dining, which encourages people to leave their homes and go out. People are looking for more than just a place to buy something – a task that can be completed online. This has significant implications for the appropriate mix of stores and other uses in the major retail areas in Southdale.

Future of Office Space

Like retail, how office space is being used is changing significantly. Businesses are now using smaller spaces than in the past. Part of this is due to the need for less storage (with the expanded use of computerized record keeping), but much of it is due to a preference for quality over quantity – choosing places that are smaller, but are higher quality and have more amenities. This relates to the desire to keep and retain top talent, who are increasingly looking for features such as renovated or new spaces, on-site amenities (fitness centers, outdoor areas, bike storage, etc.), walkable and bikeable areas, and nearby restaurants and shops. Single purpose office campuses are becoming much less desirable in the commercial real estate market. Southdale has the potential to take advantage of this trend by building on its advantages as a relatively compact area with a lot of nearby amenities.

Another office space trend is a growth in coworking office arrangements. These provide flexible work space options for entrepreneurs, people who are telecommuting, freelancers, or others with unconventional workplace arrangements. Places with shared features (common and meeting areas, reception services, etc.) can provide additional support and value.

Mixed-use Communities

Particularly in recent years, there has been a noticeable trend in some areas away from suburban expansion toward moving back to traditional city living, with cleaner and healthier modern enhancements. Developers have responded in kind with major investments in multi-family housing that is near employment centers and on transit lines.

In the case of these communities, there is a premium on walkable and bikeable communities with amenities, shops, and community space. Younger generations have been showing a preference for this over traditional suburban living. There is the potential to create such a community in the Southdale area. Addressing affordability is crucial, especially since places like Greater Southdale District are higher cost areas that keep rents high, which may be out of the reach of younger workers looking for this type of community.

Social Connectedness and Density

As noted above, the Greater Southdale District continues to become more diverse over time. While the numbers are too small in this area to do a full analysis, it is apparent from looking at larger trends that

racial and ethnic disparities continue to persist. This will continue to need to be addressed. At the same time, there is an opportunity to recognize and celebrate cultural diversity and welcome others.

As the community changes, there is a growing need and desire for more public spaces and activities that foster and sense of community and connections between people. There's a related understanding of how these connections can help enhance public safety – both through increased interactions and design.

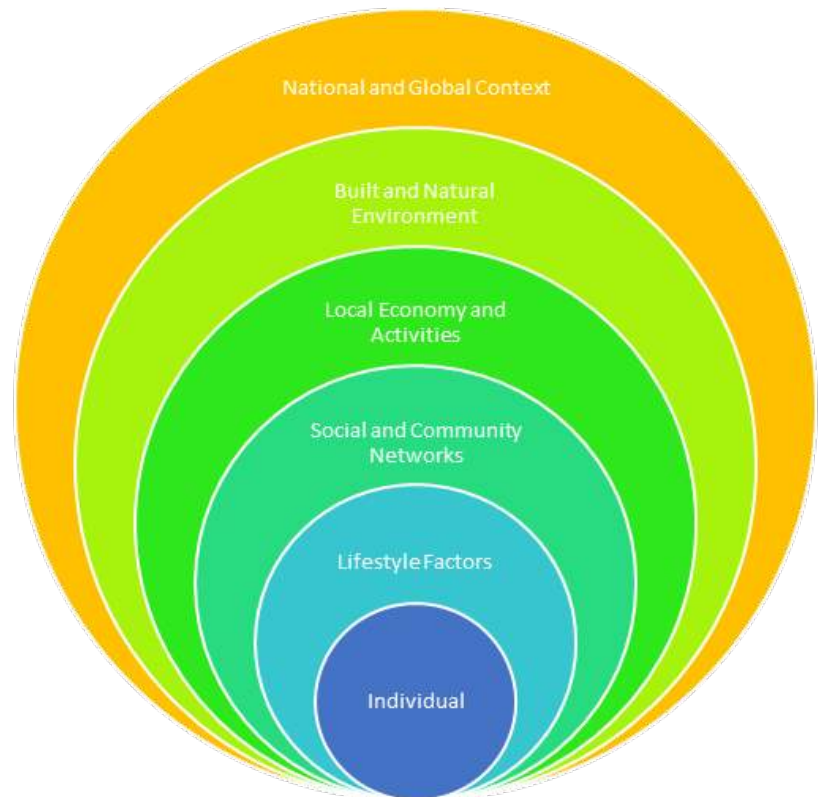
Lifelong Learning

The recognition of the value of lifelong learning is another important trend. Particularly as expected lifetimes extend, there is an increasing interest in how to keep a healthy, active mind through continued opportunities to engage in learning.

To meet the needs of the population, there must be flexible opportunities for all to engage in lifelong learning. These may include community based programs, gamification, mentorships, and other structures that allow people to formally and informally participate. Paired with this is a need for public learning spaces to engage in learning and knowledge sharing. These include libraries, community centers, online environments, maker spaces, clubs and circles, and other spaces where people can gather and learn.

Holistic View of Health and Wellness

There is a growing understanding of how a holistic view of health and wellness can provide insights into how to plan for a better community with a higher quality of life. A healthy community supports overall physical and mental health, social connectedness, and preventative care. Wellness spaces such as fitness facilities, health care specialists, and spas, are readily available. It also considers the need for social connections, with involvement in community through social networks and active living. The vision for how a community supports wellness is reflective of the unique needs of the population, and will need to change over time. It should be mindful of how demographic changes will change health needs – such as those associated with an aging population.



Greater Southdale District Plan



Chapter 4
Renew and
Repurpose: Goal
and Policy
Redevelopment
Framework

4. Renew and Repurpose: Goal and Policy Redevelopment Framework

What will the Greater Southdale District be like in 10 years, 20 years, the next several decades?

The Greater Southdale District is the largest mixed-use area in Edina. The District includes a wide range of office/employment options, destination and specialty retailing, restaurants, entertainment/hospitality facilities, major medical/health care services and facilities, a significant array of housing choices, and high-quality green spaces, most notably in the Centennial Lakes development and the Edina Promenade. The recent decade has seen a dramatic increase in development activity, mostly in the residential sector, but also in new commercial-retailing, entertainment/hospitality facilities, and medical/health care services, primarily in locations dominated by large parking lots. This infilling has been characterized by multi-level buildings with parking structures, many that poorly-designed and cause issues for creating an active and pedestrian-oriented street.

As the Twin Cities continues to grow in population, Edina's Greater Southdale District is expected to continue to be a major focus for accommodating this growth. Edina's population is growing as well, with interest by young and old alike, individuals and families in being in active urban environments with a high-quality public realm, a concentration of services and amenities, and a diversity of housing types, tenures, and affordability. Additionally, Edina's continued aging of its own population will bring increased development pressures to the district as these residents choose to leave their house but not leave their community. The development community is responding with new apartments for young singles and couples and with new senior and assisted living facilities near medical and other community services.

The Greater Southdale District Plan proposes to use this new growth to help expand access to a great living environment, access to employment, and access to improved and expanded social and physical infrastructure. The District Plan provides a framework for decision-making by the Edina community to continue to accommodate this market demand and development interest by building on past successes. Moreover, this District Plan integrates social, economic, environmental, and urban design perspectives into that decision-making process, to enable the Edina community to make sustainable choices about the changing Greater Southdale District.

Together, the eight components of this chapter set out the Greater Southdale District redevelopment policy framework:

- 4.1 Economic Vitality and Competitiveness
- 4.2 Urban Design
- 4.3 Land Use
- 4.4 Transportation and Mobility
- 4.5 Parks and Public Life
- 4.6 District Services and Facilities
- 4.7 Sustainability
- 4.8 Water Resources

4.1 Economic Vitality and Competitiveness

Overview

Economic vitality and competitiveness do not mean only business and job growth. True prosperity, i.e. a strong, sustainable, and resilient economy, is rooted in building on existing assets and business clusters, increasing opportunities for living-wage employment, and integrating that investment energy and focus into built and natural environments. The Greater Southdale District has an enviable past as a tremendously vibrant and successful suburban mixed-used district. However, the future requires a different model of renewal and investment.

This section of the Redevelopment Framework:

- (1) Provides an overview of the current business composition and development in the Greater Southdale District;
- (2) Discusses the range of trends, challenges, and opportunities facing the District, including retail transformation, talent and workplace of the future, health care as an opportunity, and the multiple and interacting forces of change; and
- (3) Identifies strategic and long-term goals and policies to guide decision-making of City elected and appointed officials, as well as business- and property-owners, and the larger community on future economic development investments.

Current Context

The Greater Southdale District is an 850+ district developed beginning in the 1950s with two primary anchors.

- a regional health care complex anchored by Fairview Southdale Hospital, a 390-bed licensed facility affiliated with the University of Minnesota. It is a Level III trauma center, providing 24-hour emergency services as well as heart, stroke, cancer care and more than 40 specialty services.
- a regional shopping area anchored by the Southdale Center, the nation's first indoor shopping mall, with 1.3 million square feet of leasable space and approximately 120 retail tenants

A 2016 market analysis by Maxfield Research documented a total of 2.8 million square feet of retail space (including Southdale Center) in 21 shopping centers larger than 30,000 square feet, within approximately one mile of Southdale Center.

The Greater Southdale District draws residents from Edina, Bloomington, South Minneapolis, Richfield and other neighboring communities with a robust offering of daily goods, including five grocery stores and five pharmacies (not including hospital or clinic pharmacies). There is a diversity of restaurants as well as a 16-screen cinema with updated amenities.

The area has the largest concentration of furniture and design-related retailers in the Upper Midwest, drawing designers and shoppers from adjacent states. The Galleria, located across the street from Southdale, is an upscale shopping destination, offering exclusive fashion, home, beauty and dining options, which also draws visitors from beyond the MSP region. The concentration of similar retailers (e.g. high-end fashion or furniture/design related showrooms) provides shoppers with a broad selection and an opportunity for comparison shopping in one convenient area. The hospitality sector – dining, entertainment and hotels – complements the shopping experience.

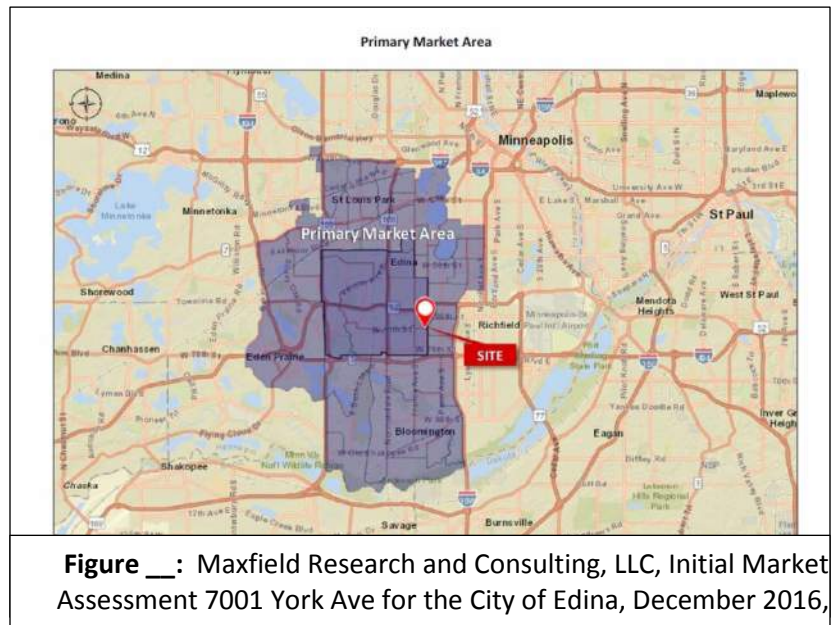
In 2006, the City approved an \$85 million project attaching an 18-story Westin on the east end of Galleria. The Westin includes Residences at the Westin Galleria, an 82-unit property above the 225-room Westin Hotel.

In 2013, Southdale Center Mall underwent a \$20 million renovation to bring back the mall’s mid-century design. The facelift included a redesigned food court, the addition of a new entrance, renovations to the other six entrances, and a new children’s play area.

In 2017, the Galleria expanded by 20,000 square feet, adding several more unique, upscale local and national stores.

In 2017, the Galleria expanded by 20,000 square feet, adding several more unique, upscale local and national stores.

During the period 2013-2018, the area attracted ten new multi-family housing developments with a total of 1,844 approved units and 1,213 built. Some are mixed-use, with retail, dining and other amenities at ground level. According to an April 26, 2018 Minneapolis/St. Paul Business Journal article, there is \$900 billion of development projects underway or in the pipeline. More than 600 housing units will be added within a block of Southdale Center in the next few years, including the 17-story, 186-unit luxury apartment tower to be built on the former Guitar Center site adjacent to the Promenade, just south of the Galleria.



Notable developments completed or underway include:

- Centennial Lakes, a 100-acre redevelopment of a former gravel pit, features a 25-acre City-owned park. It features a 10-acre lake and a meandering 1.5-mile trail. Office, entertainment, dining, grocery and retail uses are sited along busy France Avenue to the west and residential uses are located to the east, near surrounding residential uses. Centennial Lakes Office Park with 823,221 square feet of office space, developed in 1988, includes access to the amenities of the Centennial Lakes complex, including a mini-golf course, lawn-bowling, ice-skating in the winter and extensive landscaping.
- Edinborough, a 26-acre mixed-use development that includes about 400 low-rise one- and two-bedroom condominium apartments originally aimed at first-time home buyers; a 200-unit, 18-story high-rise luxury rental retirement residence; a 144-room hotel; a seven-story 115,000 square-foot office building with ground floor retail/service; and a one-acre indoor city park.
- Southdale Office Centre, a 23-acre site across France Avenue from Southdale, is undergoing a \$100 million, multi-year redevelopment initiated in 2016. The developer plans to transform the Class B office buildings and surface parking developed in the 1970. The largest office buildings at 6600 and 6800 France will remain. A 75,000 square foot office building will be razed; new construction is expected to include a 155,000 square foot medical office building, a residential tower, two retail buildings totaling 35,000 square feet and either a 125-room hotel or a 105,00 square foot office building, depending upon market conditions.
- Life Time, Inc. is developing a 120,000 square foot health club and co-working space in the former J.C. Penney space at Southdale Center. The integration of co-working with the fitness center, advanced dietary, physical therapy, chiropractic and proactive medical care reflects next generation thinking about wellness and creating a community in which live, work and play are more closely integrated.
- The Millennium at Southdale is a two-phase project: a six-story, 227-unit apartment building and a 4-5 story 145-unit apartment building. Each one will include a floor of at-grade parking. The development sites, previously occupied by old office buildings, are located along Xerxes on a 5.65-acre site.
- Restoration Hardware is building a flagship furniture gallery in a stand-alone building on France Avenue. The building will feature three levels of showrooms, a rooftop deck, and a wine café.
- Twin Cities Orthopedics has expanded their operations in Edina with a new 68,000 square foot medical office building on Minnesota Drive. A new 358-space parking deck has also been constructed.

Trends, Challenges and Opportunities

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 the closure of some retailers, higher vacancies and turnover.

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
- 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



Figure #: Transformation of Shopping Centers
Shopping centers will become simply “centers”.
From CBRE, *The Future of Retail 2030*

Talent and the workplace of the future

Competition for talent is global. By 2020, the McKinsey Global Institute projects a shortfall of 85 million high and middle-skilled workers. For the MSP region, labor force shortages topping 62,000 are projected by 2020 ([MN DEED MSP Regional Forecast Overview, November 2017](#)). 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 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. An attractive, well-located workplace is part of the talent attraction package. Desirable features include:

- fitness and wellness facilities – including trails

- dining and entertainment options
- hospitality, conferencing and meeting facilities that celebrate their location and surroundings as part of being conducive to learning, networking and doing business
- convenient access to a variety of housing choices
- well-regarded schools, training, and higher education options, i.e. lifelong learning focus
- frequent and well-located transit service

Workplaces are changing in response to technology, generational change and economic forces. Since 1970, office space decreased from 600+ square feet per worker to approximately 160 square feet per worker. Technology has driven much of this change and the new generation lives on mobile technology and relates to space differently than previous generations. CBRE’s [Workplace Strategy Report](#), October 2014 notes that 30-50% of new workplaces designed for major corporations in Western economies reflect next generation thinking and predicts that in 2030 traditional workplaces will be in the minority. The context of workplaces will be more important, with an increased emphasis on amenities – within and around – to find stimulation, solitude, engaging activities and build a sense of community. The report anticipates a wide variety of spaces - retreat and collaborative settings, spaces that are calm or stimulating, spaces for introverts and extroverts and notes that workplaces will be designed to support health and well-being, with consideration for air, water, light, fitness and nourishment. An emerging emphasis on rediscovering and nurturing authentic local identity and culture is expected to continue.

Trends that create a more desirable workplace are already manifesting in the Greater Southdale District with:

- the integration of more dining and entertainment options,
- the integration of hotel/meeting/conference facilities, condo and residential rental developments,
- the increased focus on pedestrian-oriented environments with the Promenade and attractive outdoor plazas,
- the location of a Life Time Fitness club at Southdale with co-working and a variety of wellness and lifestyle amenities.

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



Fairview Southdale Hospital

- 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.

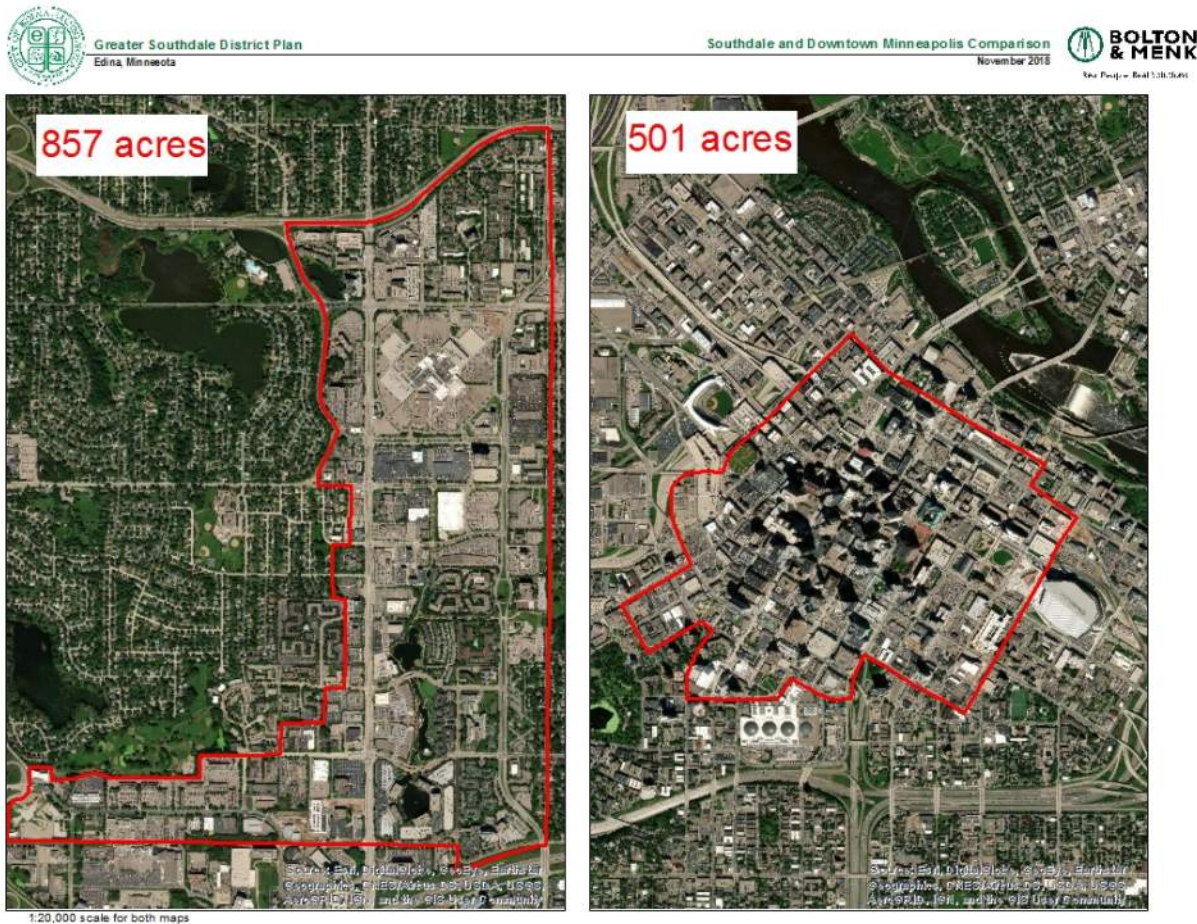
Medical offices can generate significant tax base and diverse employment opportunities, while providing important services to residents of Edina and the southwest metro. As the retail footprint shrinks and changes in the Greater Southdale District, the growth of the health care sector presents an important opportunity for the community.

Multiple forces of change

Significant changes are underway on a number of fronts – technology, major demographic shifts and related generational needs and preferences, retail transformation, and shifts in transportation modes and automobile ownership patterns. As well, even as digital technology appears to be replacing the need for face-to-face communication, for team-building, motivation, clarity, and accountability, being in the same room still matters to build and reinforce relationships, whether for business or for personal reasons. All these forces come to bear on redevelopment in the Greater Southdale District. Predicting the timing of these changes and how they will interact cannot be adequately anticipated. Consequently, it will be important to build flexibility into design and enhance the capacity of business and property owners and the city to work together to successfully navigate the changes ahead. Paramount to the economic sustainability of the District will be a welcoming identity, one that communicates to current and future generations that the Greater Southdale District is a great place to live, work, shop, play, learn, meet, and enjoy unique and memorable places.

Business organizations exist in most cities around the country. Many were formed to address the transformation of downtown areas that had been stable and thriving for generations, but were being challenged by suburban malls, offices and the auto-oriented culture and needed to reinvent themselves. Major institutions, property owners, businesses and community leaders participate in organizations like the Downtown Council in Minneapolis, which was formed in 1958 in response to changes underway in technology, demographics, housing, transportation and the retail sector. We are in an era of significant change again. The Greater Southdale District is larger than the core of Downtown Minneapolis. An organization that strengthens relationships and communication, and builds a shared vision, guiding principles and meaningful on-going dialogue could help the Greater Southdale District navigate and shape these forces of changes positively.

Figure XX: Comparison of Greater Southdale District and Downtown Minneapolis Core



Economic Vitality and Competitiveness Goals and Policies

Economic Vitality and Competitiveness Goal #1: Offer unique experiences for living, playing, working, and learning, and memorable public places for civic and social gathering for multiple generations and diverse populations.

- 1-A. Require new development to include spaces intended to serve as publicly accessible exterior and, where practicable, interior spaces that attract people in addition to the base population of a building.
- 1-B. Create new and truly public spaces that match the scale, character and attractiveness of Centennial Lakes Park as well as a series of interesting, artful, and compelling smaller scaled opportunities for gathering, all linked by inviting and convenient streets and publicly-accessible ways accommodating safe and comfortable pedestrian movement.
- 1-C. Create patterns of a “complete community” through zoning and other guidance coupled with strategic public investment where the broadest practicable range of uses, activities and populations are accommodated within walksheds, and where the district results in a pattern of distinct “neighborhoods” based on walksheds and features unique to each neighborhood.

Economic Vitality and Competitiveness Goal # 2: Respond to the significant forces and trends influencing the future of workforce and workplace, technology, retail, housing, and transportation.

- 2-A. Collaborate with existing groups to address economic opportunities in the GSD through study, advocacy, awareness, policy development, and strategic initiatives, all with an orientation to expanded vitality and, especially, expansion of a welcoming and attractive public realm.
- 2-B. Support training facilities, meeting places, and conferencing spaces in new development to respond to anticipated workplace changes.
- 2-C. Examine and respond to changes in workplace development and technology that influence zoning requirements, particularly related to parking requirements and the creation of exterior “people spaces” related to a development’s anticipated population.
- 2-D. Promote, through zoning, the capacity for flexibility in the use of a building as uses, technology, and occupancies change so that buildings can be built to serve multiple generations of activities.
- 2-E. Support, when identified through valid study, the introduction of new uses, activities, and facilities that deliver leading edge opportunities.

Economic Vitality and Competitiveness Goal #3: Retain health care, medical facilities, and medical technology as primary activities and will, where possible, expand those facilities to best serve the community and the region.

- 3-A. Plan a health care district that offers Fairview Southdale Hospital and other health care providers ample expansion opportunities and reasonable connections to amenities within the district.
- 3-B. Link health care and wellness facilities to other destinations in the Greater Southdale District with comfortable and convenient passages, allowing patients, visitors, and workers the ability to move within the district without personal passenger vehicles.
- 3-C. Recognize the efforts of the Edina Chamber of Commerce to make Edina and the Greater Southdale District a regional destination for health care and wellness.
- 3-D. Seek housing opportunities in the Greater Southdale District and community that respond to the interests and financial capacity of workers at all levels of the health care and wellness industry.

Economic Vitality and Competitiveness Goal #4: Include learning and entertainment activities that catalyze new development and accommodate interests of a more diverse district and community population.

- 4-A. Create partnerships in the public and private sectors aimed at providing a greater range of venues for conferencing, meeting, and training.
- 4-B. Track population changes with school officials to determine when a new learning venue might be necessary, combining that opportunity with facilities offering lifelong learning for Greater Southdale District residents and others.

- 4-C. Recognize the unique opportunity for the Greater Southdale District to accommodate events, exhibitions, large gatherings of associations or industry groups, and cultural activities.
- 4-D. Seek new or expand existing hospitality venues that respond to larger and extended period gatherings.
- 4-E. Link venues for conferencing, meeting, and training to public or publicly-accessible spaces in the Greater Southdale District within reasonable walking distances.

Economic Vitality and Competitiveness Goal #5: Offer mobility hubs connecting to worker populations and providing more robust connections within the district, i.e. embrace improved transit as part of mobility modes as a competitive advantage.

- 5-A. Support development that recognizes the benefits of more transit-oriented patterns and development characteristics.
- 5-B. Expand external and internal transit capacity serving the Greater Southdale District as part of mobility hubs that are attractive, convenient, supportive of innovative trends, and welcoming.

Economic Vitality and Competitiveness Goal #6: Enhance the Greater Southdale District's significance to the Edina community as a center of jobs, retail opportunities and other services, and importantly, as a vital part of the city's tax base.

- 6-A. Invest in the public realm of the Greater Southdale District and its supporting infrastructure in ways that promote its long-term economic vitality and its capacity to support services of the city through a robust tax base.
- 6-B. Partner with the private sector to accommodate unique and "first step" developments that are truly leading edge, innovative, and forward-looking and where the development is crucial in establishing sequenced private investment beyond the first step.
- 6-C. Seek opportunities that re-establish the Greater Southdale District as a place of invention and innovation, especially where those opportunities support a more vibrant, resilient, and human-centered place.
- 6-D. Review ordinances, rules, and guidance on a regular basis to ensure direction and requirements of the city reflect best practices of an evolving mixed-use district, and update those directions as needed to maintain positive cycles of investment.

4.2 Urban Design

Overview

Community building involves balancing social, economic, and environmental needs and priorities. Great communities are designed and orchestrated so that individual private and public developments work together to create cohesive blocks, neighborhoods, districts, and memorable places. Urban design direction, based on continual improvement of the daily experience for residents, workforce, and visitors, produces higher quality buildings that inspire, as well as parks, public spaces, and movement corridors that all can enjoy, livable neighborhoods, and a strong economy. Key to community building in its fullest sense is a public realm that recognizes the importance of the pedestrian, draws people together, and creates social bonds.



A high-quality public realm provides gathering places for people to meet, greet, and interact.

This section of the Redevelopment Framework examines the redevelopment changes over the last several decades in the Greater Southdale District and provides urban design direction to facilitate its transformation to a more human-scaled, active, and pedestrian-friendly environment that is an extraordinary place and experience.

Definition: *Urban design is how buildings and the spaces between them – open spaces, parks and plazas, streets, sidewalks and walkways, bodies of water, landscaping and trees, lighting and signage, public art, and other features – are all designed together over time to create an attractive, accessible, coherent, convenient, memorable, and safe place.*

More specifically, this section of the Redevelopment Framework:

- (1) Describes current built form and open space conditions of the larger District and the dominant uses and other assets that define focus areas;
- (2) Discusses the District design experience and how it is measured;
- (3) Articulates an urban design strategy defined by two integrated and complementary urban design policy parameters:
 - **Districtwide Urban Design Framework** which guides the overall structure of blocks, movement patterns, and location of amenities and community facilities,
 - **Design Experience Guidelines** which apply guidance to building massing and heights, site organization, materials, relationship between parcels, particularly neighboring parcels, and public realm/streetscape experience. [\(provide link\)](#)
- (4) Outlines the need for a revised development dialogue and a more transparent, democratic, and collaborative development review process; and
- (5) Provides urban design goals and policies that set the broader directions and expected outcomes.

Introduction

Over the past several decades, the Greater Southdale District has been evolving from the commercially-focused regional center of a largely suburban single-family bedroom community into a multi-faceted vertically mixed-use heart of Edina. To continue this evolution into a great urban place and to sustain its economic health over the coming growth cycles, a number of urban design strategies are needed to shape the District's transformation into a more livable and memorable place.



Over the past fifteen years, the Edina Fall into the Arts Festival has been held along the brick paved walkways at Centennial Lakes Park, bringing together thousands of residents and visitors.

The Greater Southdale District is changing without broad guidance to create a better place. A major thrust of this Redevelopment Framework is to guide transformation of the District into a more human-scaled, active, and pedestrian-friendly environment, and to change to patterns of development that can be economically and physically sustained. Critical issues addressed in this Urban Design section include:

- Strengthening the overall identity, livability, and vitality of the Greater Southdale District;
- Improving the public realm, particularly streets, sidewalks, pathway spaces, and gathering places, to form an inter-connected network;
- Designing for super-block reintegration/reorganization towards a street grid pattern that is more supportive of an engaging public realm;
- Reinforcing (or in some cases, creating) the identity of areas and neighborhoods within the District;
- Addressing potential barriers that affect aesthetic qualities of the pedestrian experience;

- Defining the character of transitions between areas, new neighborhoods, and existing neighborhoods within the District and along its periphery;
- Pursuing infrastructure improving to enhance sustainability; and
- Promoting design excellence to be more innovative, creative, and contextual.



This farmers' market pavilion in Overland Park, Kansas, brings together residents and visitors on weekends.



This pedestrian-bike corridor in Vancouver, Canada, joins a high-density residential village to transit stops.

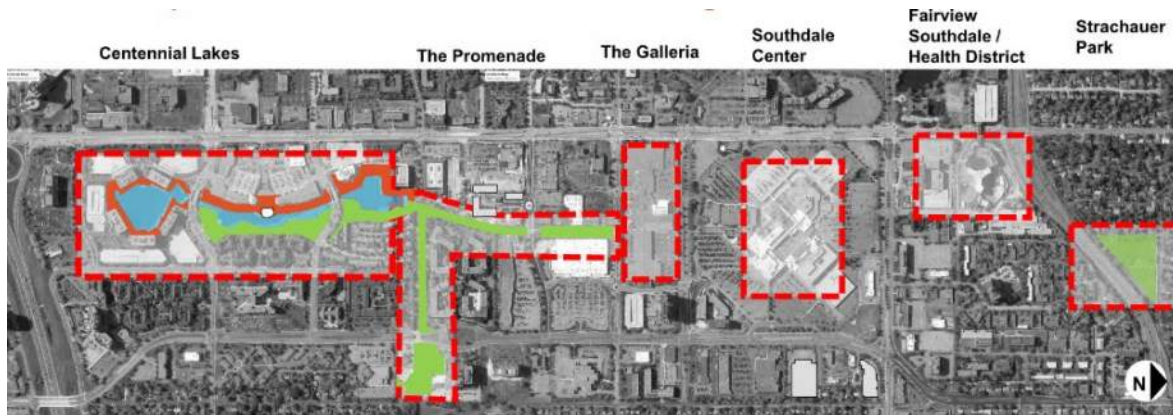
Urban design objectives are interwoven throughout the **District Plan's** Renew and Repurpose: Goal and Policy Redevelopment Framework. Together, they speak to the role that design should play in shaping the future of the District. The **District Plan** as a whole recognizes the power of good urban design to transform and energize the District now and in future decades.

Current Conditions

At present, the design and development pattern of the Greater Southdale District is predominantly organized around the car – commensurate with the 1950s-1980s era when much of it was first developed. Blocks are very large, car use and storage are dominant, even in areas where there are sidewalks and trails. Transit service exists, but the area is not oriented to fully capitalize on this advantage. Furthermore, building and site design tends to locate large surface parking lots between the buildings and fronting streets, rather than in more traditional urban patterns. There is little or no accommodation of any movement except for cars. Pedestrians and bicyclists are relegated to secondary positions at best.

Focus Areas

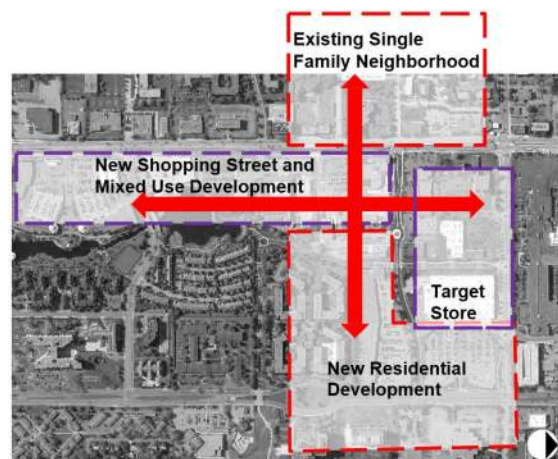
The District Plan will build on and connect the District's existing assets and use clusters, facilitating their evolution into more definable neighborhoods based on new public realm infrastructure. The following map graphic portrays the focus areas for evolution of neighborhoods within the Greater Southdale District based on new public realm infrastructure.



Centennial Lakes Focus Area. The Centennial Lakes area covers the mixed-use Centennial Lakes development, as well as some potential redevelopment areas nearby. Centennial Lakes represents an early success in creating development around a shared high-quality public park with a significant water feature. Building and expanding upon this jewel of a park is a distinct opportunity, and should be an emphasis for new public and private initiatives. The focus in this area will be on creating ground-level pedestrian connections between existing Centennial Lakes office and retail development to potential new office development to the west, a new shopping street to the north and residential to the east. Public realm development should create easy and safe pedestrian connections between Centennial Lakes Park, across France Avenue to potential new office and mixed-use development, and promote interconnections that support an integrated live/work/play community. In addition, there should be a new continuous street between Minnesota Drive and Hazelton Road, linking the district north to south, and setting the stage for a new entertainment and shopping experience that supports the needs of a whole life community.



72nd Corridor Focus Area. The 72nd corridor is primarily an existing retail commercial area with adjacent residential uses. The focus for this area will be on creating ground-level pedestrian connections between existing residential neighborhoods and current and future shopping districts –including a new pedestrian-scaled shopping street. Public realm development should create connections between Target and the future shopping street and mixed-use development to the south to improve the pedestrian experience from north to south. Increase residential development within this area and create safer pedestrian connections at France Avenue, to existing neighborhoods to the west.



Managing building scale in this part of the Greater Southdale District is critically important to creating a comfortable and connected community.

Target / Galleria / South end of Southdale Focus Area.

This area covers much of the malls and adjacent commercial development. The focus of this character area will be on creating ground level and second-level pedestrian connections between new development to the west and south of Target, the Galleria and Southdale Center. Public realm development should create connections between and within each of the shopping districts to promote opportunities for reduced car use and better interconnections to support both national and local retailers.



North end of Southdale/Health-Medical District/Northern Residential Focus Area.

This area covers the north of Southdale, the medical facilities precinct including Fairview Southdale Hospital, and the multifamily residential area. The focus of this area is on creating ground level and second-level pedestrian connections between shopping, health, and residential areas, including bridging across Highway 62 to link to Strachauer Park. Public realm development should create connections between and within shopping, health and residential –improving safety and access –and supporting a national trend to link primary destinations to create a more livable community, especially for aging populations.



The Design Experience

The places in which we live, work, and play are made up of choices and decisions made about not only buildings, but also streets and parks and green spaces, and how well they do or do not interact. Past choices and decisions give our community its identity and give us a built and natural environment, and are a starting point for what our community will become.



Public space is important to building community in every sense, physically, socially, and economically. Historically, public space has been a marketplace where goods and services were offered and exchanged, a meeting place for people to meet, share information and hold important events, and a thoroughfare space for access to and connections with other uses and parts of a community. Of all the experiences a person has in a community, the one that likely has the most significant attraction is the opportunity to see, meet, and interact with other people in a high-quality public space.



The 850-acre Greater Southdale District has evolved from primarily a regional destination for shopping, to a mixed-use, car-oriented suburban area with a sea of surface parking lots and ‘superblocks.’ This **District Plan**, and accompanying **Design Experience Guidelines**, provide the decision-making framework for using experience criteria and the interrelationships of the District’s physical context to transform a place that is oriented for cars to one that is designed for people. The Greater Southdale Design Experience is one where residential, retail, office, amenities, and transit and other mobility options are seamlessly integrated into a unified community by a lively, green and beautiful public realm.



Urban Design Strategy

Communities evolve through and with time. The layering and multiple hands can make communities rich with a diversity of uses, buildings, spaces, and experiences. However, a community with inclusive and enduring places requires a tolerant and inclusive governance, where diverse groups create and use flexible mechanisms for resolving inevitable differences into physical places. This kind of community is not a fixed entity, but rather it is a condition where the fragile balance between integrating and disintegrating forces is maintained.

A strong collective spirit amongst all parties is required to guide land use and development change, to renew, to repurpose, and to redevelop. This spirit requires an environment of trust and an open regulatory process. As well, and critical, an urban design strategy is needed, a descriptive agenda that is quality- and outcome-based, not simply dimensional, that allows for a range of solutions that are architecturally diverse yet respectful of the overall context of neighboring sites and areas. The Greater Southdale Work Group’s deliberations culminated in an urban design strategy that is operationalized in a flexible decision-making framework that stimulates continuous adaptive activity rather than a fixed set of rules that defy challenge. The urban design strategy is intended to inspire creative interaction between development blocks and the public realm, with the public realm serving as a pivotal organizational element. The Work Group’s over-arching objective is to maximize pedestrian activity throughout the District, with the public realm as the connective tissue that gives the District its unique identity and sets the stage for a remarkable daily experience for those who live, work, play within the Greater Southdale District.

The urban design strategy is organized into two components:

- Districtwide Urban Design Policy Framework
- Design Experience Guidelines

The Districtwide Urban Design Policy Framework describes and defines the urban systems that structure the pattern of public and private land parcels, including access and movement, and addresses the following:

- 200' x 200' Street Grid
- Public Realm Connections and Gathering Spaces
- Location of Community Amenities and Facilities
- Mobility Hubs
- Gateways and View Corridors
- Infrastructure as Public Amenity

Districtwide Urban Design Policy Framework

The 200'x200' Street Grid

Recognizing that the pattern of superblocks exists largely in contrast to the intention of creating a more walkable and pedestrian-scaled District, three distinct street grid patterns were assessed to inform what the Greater Southdale District might use to create a more uniform and connected District. Small Portland blocks (200' x 200') were compared to the long blocks of New York City (200' x 600') and the more-square blocks of Minneapolis (350' x 350'). The Work Group focused on Portland as a model because of walkability and the scale of the buildings resulting from the 200-foot pattern on the building elevations fronting the public realm. Further studies into the Greater Southdale District were analyzed in terms of land ownership patterns, size of property and generally how connections could be made through the superblocks. The 200' x 200' block system is viewed as more adaptable to a variety of site conditions and existing parcel configurations, and it supports a more engaging public realm and increased opportunities for a better community experience.

Figure XX– 200' X 200' Block Grid



Figure XX illustrates how the basic principle of a 200' x 200' grid can be applied nominally on potential redevelopment sites throughout the Greater Southdale District without consideration of property lines. Land ownership/parcel size patterns will influence the ultimate form of the grid, rendering the grid to be generally 200-foot square blocks but with plenty of blocks varying from that standard and creating a richer pattern of blocks, spaces, and passages.

Considerations influencing block pattern:

- Building scale
- Public realm connections
- Connections through blocks
- Pedestrian-oriented street intersections

Public Realm Connections, Community Amenities and Facilities, and Mobility Hubs

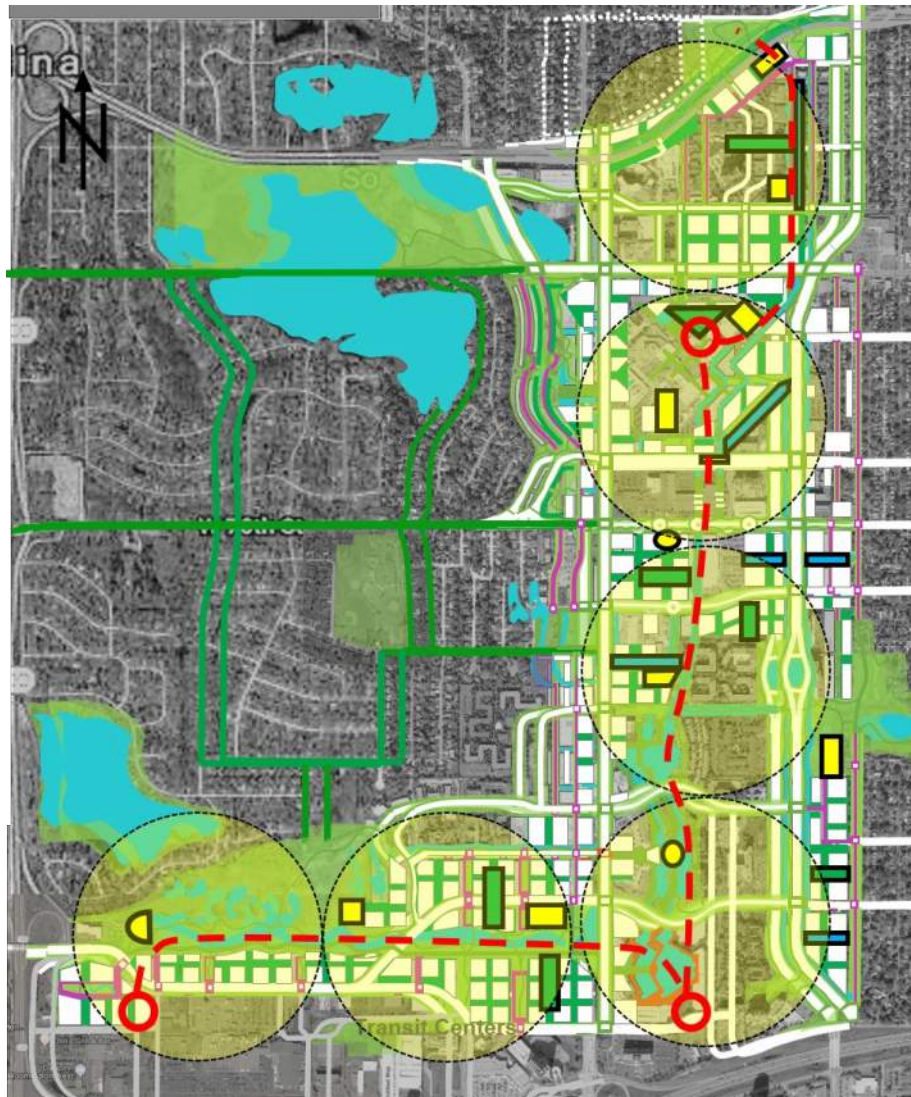
Public Realm Connections and Gathering Spaces. One of the fundamental principles of the vision for the Greater Southdale Area District Plan is to knit the District together through a new green and blue network of ponds and waterways. The network should also include parks, pocket parks, plazas, recreation areas, performance spaces, commons area, play areas, gardens, and nature areas. The network should be integrated into both sides of a central spine that is connected to future waterways in the 76th Street/77th Street corridor beginning near Fred Richards Park and Highway 100, Centennial Lakes Park, the Promenade, and future linkages to and through the Galleria and through Southdale Center. The public realm should include landscaped setbacks for buildings and “green streets” within the new street grid.



Connections softened with greenery and trees provide a welcoming public realm.

With the 200' x 200' block grid as model for how development occurs, guiding the scale of buildings and open space between buildings, it is important to establish a corresponding strategy to support the varied activities of the community. See **Figure XX**.


Figure XX: Concept Illustrating Potential Public Amenities and Mobility Hubs




 10 Minute Walking Distance- ¼ Mile Diameter Circle

 Mobility Hub

 Public Realm Connection to Mobility Hubs

-  • Parks
- Sports Areas
- Performance Space
- Commons Area
- Play Areas
- Courtyards
- Plazas

-  • Gardens
- Nature Areas
- Ponds
- Waterways

 Potential Public Amenities/Community Facilities

- Band Shell & Music Education Center
- South Community Center + Environmental Education Center
- Convention Center
- Hughes Pavilion
- Arts Center
- Library and Media Center
- Retail / Tunnel Under W 69th Street
- Entertainment Center
- Fitness Center
- Health and Food Education Center
- North Community Center + Adult Recreation Center
- YMCA
- Right-of-Way Easements
- Daycare
- Potential School Site
- Stormwater Management Facilities
- Public Art

The strategy for providing public gathering space within the Greater Southdale District includes the following:

- Provide parks within a short walk of residents, workers and visitors alike. These green spaces not only support the health of the community but also become the foundation of common understanding of how individual needs are enhanced by a larger network of green and blue space.
- To support a rich daily experience, these gathering spaces should accommodate a range of activities and activity levels—from casual walking to running to vigorous activity, or simply sitting and people watching.
- Public gathering space throughout the district should accommodate the full life of an individual, making it possible for an individual to live a healthy, complete life without leaving their community.
- Where possible, integrate public art (either fixed or temporary) to enhance the cultural experience.
- Year-round programming of these public spaces can provide for greater variety of use and an ever-changing experience.

Location of Community Amenities and Facilities. Community amenities and facilities—serving educational, recreational, social and cultural needs— are envisioned to be located along key corridors (the Promenade, major streets, and future connections to Fred Richards Park) as a way of shaping a more connected and engaging experience throughout the district. The District is a large area and the opportunity for various parts of the District to be characterized by unique community-focused features adds identity and legibility. Figure XX above depicts a potential “necklace” of community-focused destinations.

Mobility Hubs. Bringing together different modes of travel – walking, transit, biking, and shared mobility - and integrating the location with information technology to help travelers find, access, and pay for transit and shared mobility services creates a mobility hub. Strategically locating mobility hubs at gateways to the District (Southdale Center, Centennial Lakes and near Highway 100 in the 76th Street/77th Street corridor), encourages people to access the heart of the district by modes other than cars. A network of green, lined by community-focused destinations will create a diverse set of opportunities for people to participate as a community across the Greater Southdale District.

Figure XX above depicts the location of mobility hubs overlaid on an amenities-location concept characterizing the experience of having destinations and events that are easily accessible from the mobility hubs.

The red dots represent mobility hubs and the yellow circles represent ½ mile walking distance. The intent of the Mobility Hub location is to encourage pedestrian to use the central-spine-like Centennial Lakes Park and or the Promenade as the main corridor to get to events, shopping and home. For

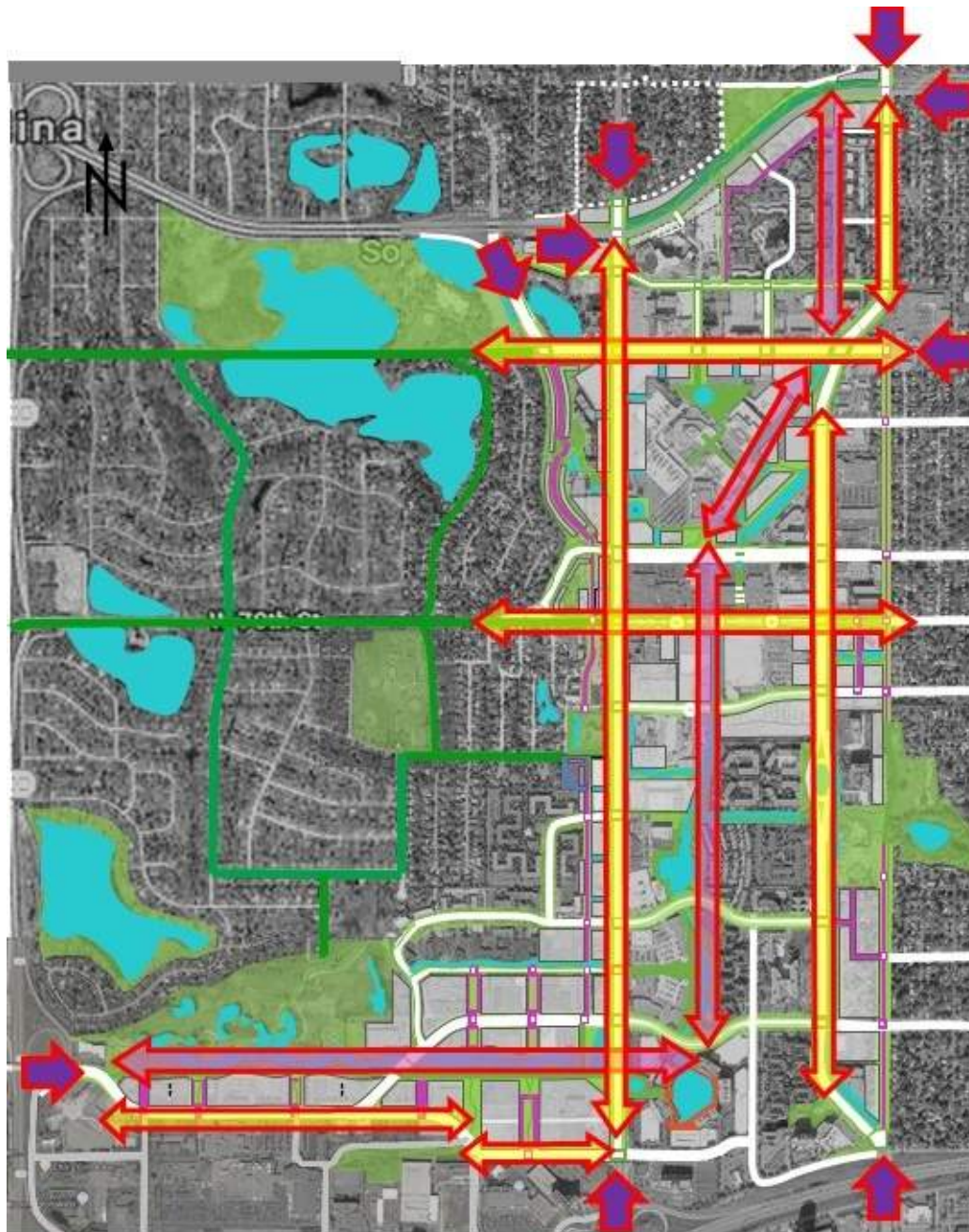
residents, the experience of walking home should be the best part of the day, marked by a chance encounter, a pickup game of basketball, or an early meal out. The same can be said for visitors arriving at one the three Mobility Hubs: “It’s never too far to walk to where you want to go within the Greater Southdale District!”

Gateways and View Corridors

The Gateway experience is always the first impression of place, and should convey a strong sense of arrival and identity. View corridors should function as an invitation to explore and to stay awhile.

In the Greater Southdale District, gateways lead to view corridors (see Figure XX). The experience of the gateways and view corridors is shaped by several urban design elements including not only design of the street itself, but as importantly the location and shape of buildings fronting on the street, creating rooms.

Figure XX: Concept Illustrating Gateways and View Corridors



Gateways

- France Ave. and W 78th St.
- York Ave. and W 78th St./Edinborough Way
- France Ave. and Hwy 62
- Xerxes Ave. and Hwy 62
- Exit from Hwy 100 at W 78th St.
- Exits from Hwy 62 at Valley View, France Ave. and Xerxes Ave.
- W 66th St. and York Ave.

View Corridors

StreetRooms

- France Avenue
- York Avenue to Hwy 62
- W 66th St.
- W 70th St. between the Cornelia neighborhood and Richfield

Signature Public Realm (Central Spine)

- Centennial Lakes to Fred Richards Park
- Centennial Lakes to the Promenade

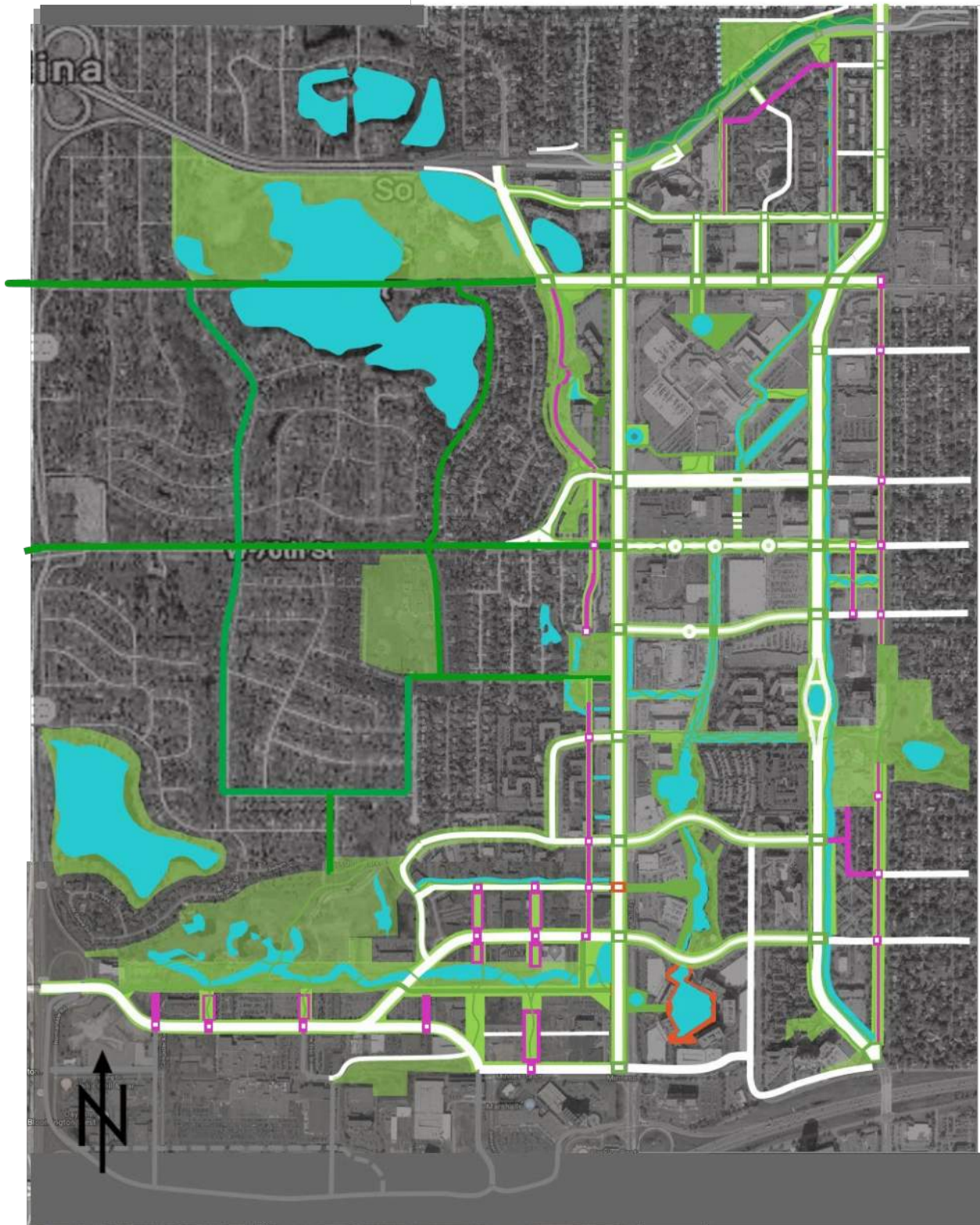
Infrastructure as Public Amenity

Understanding how infrastructure works—and what infrastructure can be—is an essential part of creating a unique sense of place. When considering the possibility of adding, subtracting and/or adjusting streets, open space and buildings, viewing infrastructure as an amenity becomes an important step in determining a complete vision for the future of the Greater Southdale District.

The District’s streets and open spaces, both formal and informal, contribute to the experience of how people live in and use these places. Each street, garden, courtyard, park, and building represent the interconnectedness of a larger district. Each new development influences the other and influences the overall structure of public rooms and the overall experience. Coupling new civic institutions like an art center, bandshell, waterway, or pocket park with a new development demonstrates how important public and community infrastructure can be integrated into the overall experience of the District.

Waterways. District waterways are a design feature intended to redefine the way stormwater is managed throughout the Greater Southdale District. This is not a new idea. In the late 1980s the City worked with a development team to transform a 100-acre gravel pit into Centennial Lakes, a horizontally mixed-use project that includes a park and a 12-acre lake that manages stormwater for a significant portion of the Greater Southdale District. Taking a more holistic view of this infrastructure need throughout the district — creating a districtwide amenity, rather than addressing it on a site-by-site basis—is a necessary step in unifying the overall experience of pedestrians and cyclists through parks and along streets. See Figure XX.

Figure XX: Concept Illustrating Existing and Potential Waterways



While handling all stormwater on the surface is not possible from an engineering perspective, the ultimate goal is to define the district by how the waterways are used and experienced throughout the seasons, while at the same time, creating dynamic and engaging public spaces.

The new “blue” network will:

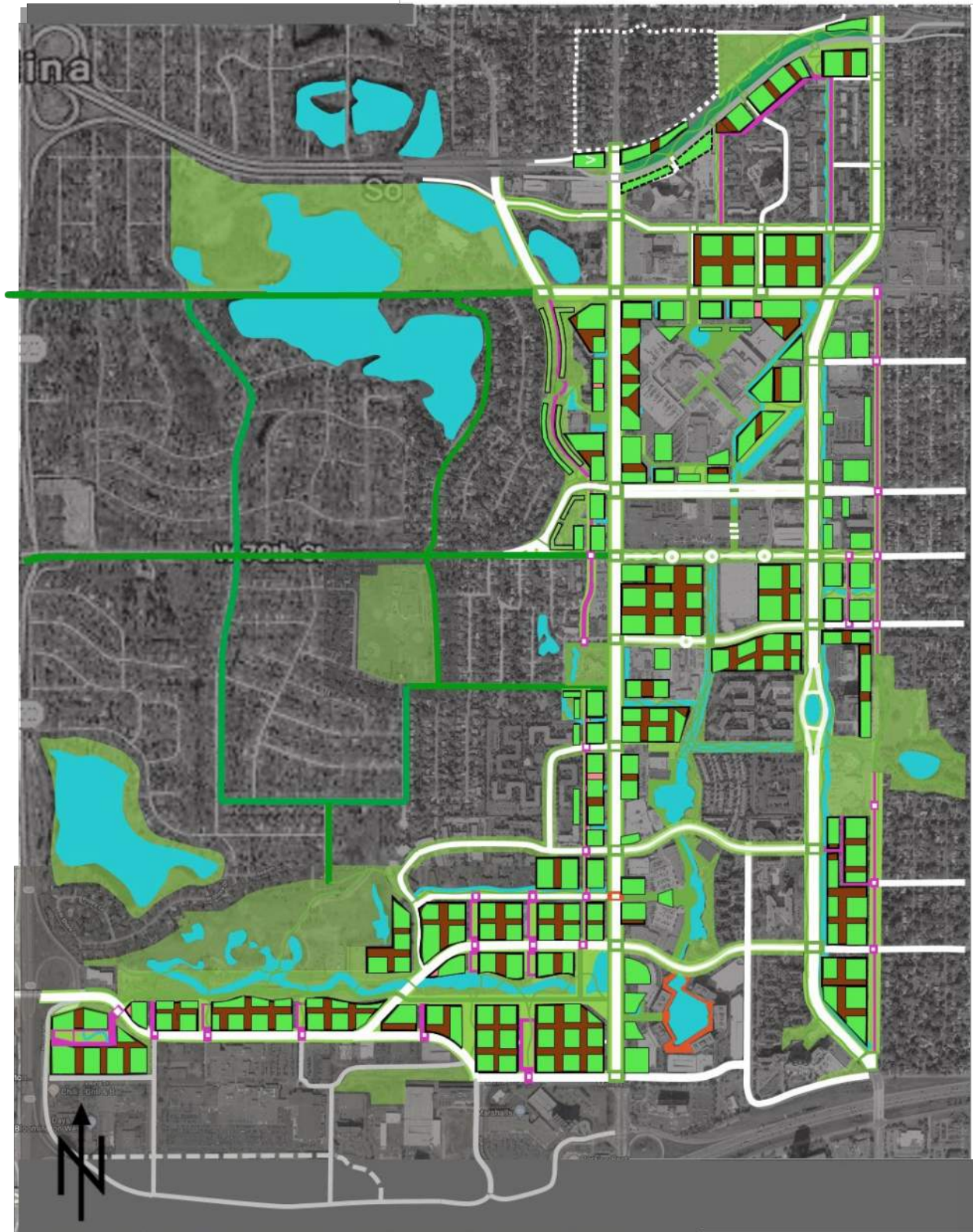
- Manage stormwater runoff as a resource and amenity.
- Provide landscapes, streetside planters, or swales that capture and to some degree treat stormwater runoff.
- Replenish groundwater supplies that feed fresh, cool water to rivers, waterways and streams.
- Reinforce place-making for individual sites.



This neighborhood in Tianjin, China, is interlaced with a network of pedestrian paths that connect with major circulation arterials, and uses decentralized stormwater management swales, channels, and water features. The blue-green infrastructure allows rainwater to be cleansed and infiltrated to the groundwater.

Green Roofs, Green Streets. Beyond the environmental impact of incorporating green roofs and green streets/ living streets as part of the overall development strategy for the Greater Southdale District, these are also important components in the creation of a healthy, inviting and walkable district. The following are examples of the benefits of requiring green roofs and green streets. New development and redevelopment should incorporate these features as feasible and appropriate. See Figure XX.

Figure XX: Concept Illustrating Potential Green Roofs and Green Streets



Green Roofs (roofs with a vegetated surface and substrate) provide:

- Slower stormwater runoff
- Better regulation of building temperatures
- Reduced urban heat-island effects
- Increased potential for urban wildlife habitat.

Green Streets (no cars between buildings):

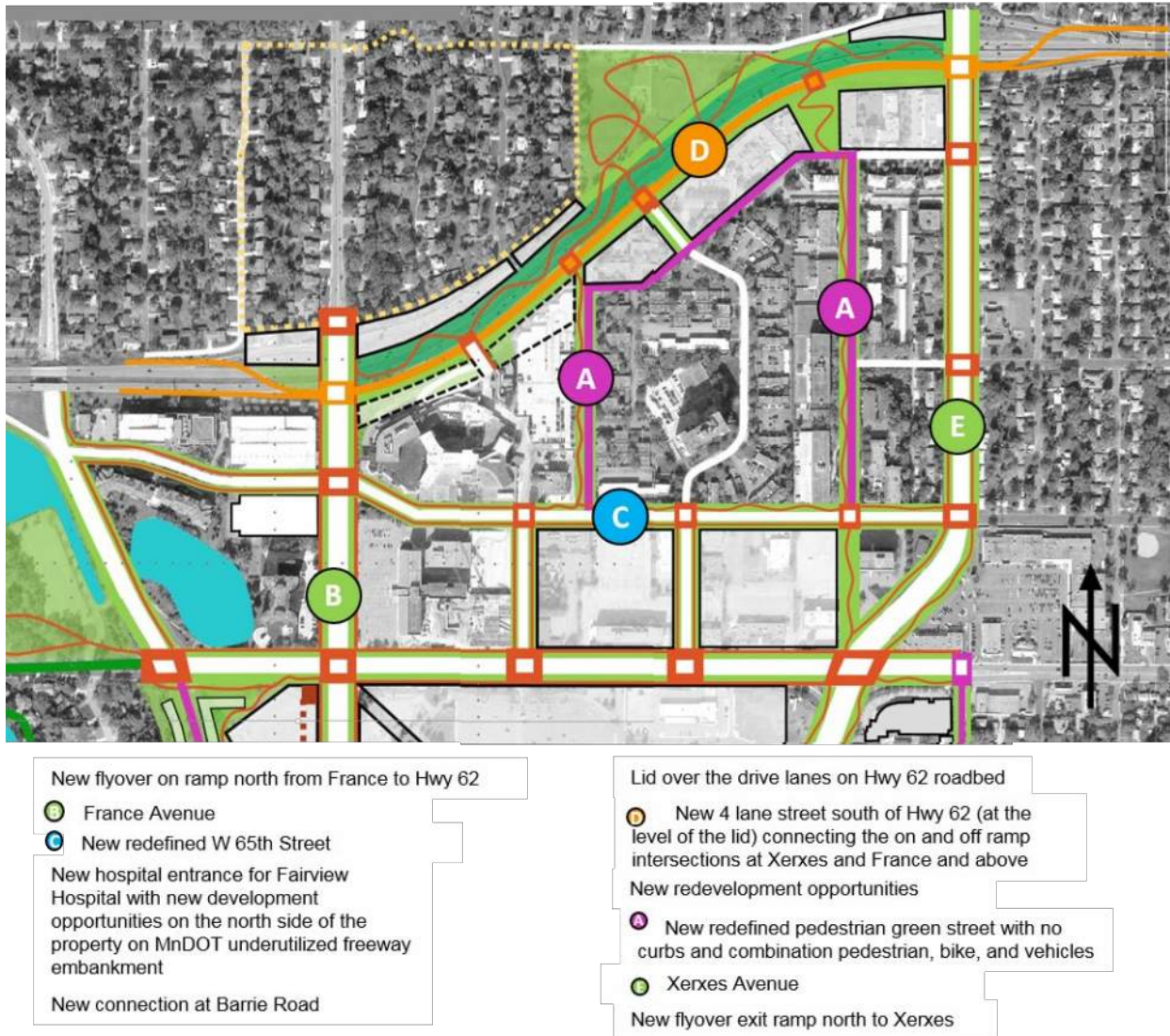
- Provide source control of stormwater to limit the transport of pollutants to stormwater conveyance and collection systems
- Restore predevelopment hydrology to the extent practicable
- Create roadways that help protect the environment and local water quality
- Create more walkable communities
- Create active and attractive green people-oriented spaces that connect sub-districts

Living Streets:

- Provide more transportation options for people
- Reduce traffic congestion by introducing options for movement
- Improve safety for cyclists and pedestrians
- Reduce greenhouse gas emissions
- Create opportunities for active living and better health
- Enhance community identity

Green Lid over Highway 62 to Strachauer Park. Bridging directly over Highway 62 with a green lid connects the Greater Southdale District to Strachauer Park and its adjacent residential neighborhood, with the lid as the center of the two districts. This design strategy will not only create a large public space greater than the existing park, it can also sequester pollutants from the highway that impact livability and health, while creating new development sites that can serve as expansion sites for the nearly fully-developed and landlocked medical district, or residential development on the edge of the lid, a new public realm amenity. See Figure XX.

Figure XX: Concept for Green Lid Over Highway 62



With research pointing to the increase of pollution along freeway corridors, health is becoming a major issue as communities consider opportunities to transform existing highway infrastructure. Highway 62 between Xerxes on the east and France on the north connects the two primary streets of France and York through the district. The existing bridges are congested at peak times. And, the experience of walking over the freeway is less than positive and does not support the goal of creating a more pedestrian and livable community for the Greater Southdale District—inclusive of the neighborhoods near the freeway.

In the existing Colony/Barrie Road neighborhood, properties facing and near Highway 62 are negatively impacted by pollution and noise, decreasing the value of those properties and adversely affecting the rest of the neighborhood. Fairview Southdale Hospital is an important institution for both Edina and the

region, but it is land-locked between the Highway 62 and West 65th Street, posing problems for growth. Access for patients and staff needs to be improved to reduce the number of cars to promote safety, and impart a more pedestrian-friendly character to the medical zone.

Strachauer Park is a great resource for adjacent neighborhoods, however while it is a playground for families, it is also noisy and subject to the potential impacts of pollutants from the nearby highway. Because a lid would provide a landscape solution it offers a unique opportunity to define this district with a more fluid pedestrian-focused and park-like experience. In addition to reinforcing the neighborhoods on both sides of Highway 62 and connecting through Strachauer Park to neighborhoods to the north, what is currently underutilized land along the freeway can be used for new development, coalescing community identity and social support for many of the neighborhood's aging residents. Because of Fairview Southdale Hospital's role in supporting new trends in more holistic healthcare, a new linear park using the lid creates an opportunity for stronger connections to outdoor spaces and a more expansive and healthy outdoor experience, increased recreational and related healthcare exercise programs and a more integrated social life for north end of the Southdale District.

Design Experience Guidelines

The Design Experience Guidelines give direction for the final programming and design of private development parcels and the public domain, and address the following:

- Public Realm and Buildings: Connections and Infrastructure; Building Setbacks and Build-to Lines; Landscaping and Paving; Building Massing and Heights
- Street Rooms – Seams/Transitions: The geometry of the street in relation to the shapes and scale of buildings; transitions between characteristics of sub-districts
- Street Experience Guidelines - Streets and Street Grid: Street Typologies, each of which has unique characteristics and roles in how it serves pedestrians, bicycles and vehicles
- Building Form and Building Facades: Creating continuity of an active street experience

While not a prescription, the Design Experience Guidelines are framed to support consistent and elevated experiences for people in the district. Where many guidelines are created for districts in an effort to establish compatibility among development parcels, these guidelines strive to create compelling, safe, and comfortable experiences for people as they move along public ways and past buildings. While a necessary companion to the policies articulated in this plan, they are not rules (although some aspects might someday become ordinances). Instead, they offer instruction relative to the creation of a place founded on pedestrian-scaled experiences.

The Design Experience Guidelines are a separate and supporting document.



*The **Design Experience Guidelines** relate to the desired experience for people in the District. They encourage the development of character-giving design features that are responsive to positive qualities of site and context – the block, the street, the neighborhood, and the public realm.*

Development Review Process

In the Greater Southdale District, most development applications have involved complex projects characterized by mixed-uses with multi-unit apartments at moderate- to high-densities. The developer applications for approval often have involved re-zonings, Comprehensive Plan Amendments, Conditional Use Permits, and nearly always Planned Unit Developments. The Planned Unit Development process is used to encourage innovation in project design that cannot be achieved through traditional zoning. This process involves discretionary review characterized by negotiation and collaboration.

Over the past ten years, experience with the current development review process, and its outcomes, with respect to development proposals for the Greater Southdale District, has been fraught with frustration for all participants (developers, architects, other real estate professionals, city staff, the Planning Commission, the City Council, and the general public). Part of the frustration can be traced to the lack of clarity and consistency between the policy direction in the current 2008 Comprehensive Plan and the specifications in the Zoning Code. Also, much of the frustration is due to the sequential nature of the review process characterized by a focus on critiquing a very specific development proposal for a specific site with limited reference to potential contribution of the development to the larger 850-acre Greater Southdale District.

Another key issue related to the development review process is how to accommodate a growing population in the Greater Southdale District while maintaining the high quality of amenities and community services for those who live and work there already, as well as for the new residents, employees, and visitors. One of the ideas developed by the Work Group was that there should be a “Give-to-Get” discussion between the developer and the City when either (1) the developer wanted certain development features (such increased density or height) that required a Variances, Conditional Use Permit, Planned Use Development, Comprehensive Plan Amendment, or a Rezoning or (2) the City identified a problem or an opportunity that could be embraced related to the proposed development. The Work Group believed that the unique challenges and opportunities in the Greater Southdale District call for a targeted strategy and program of integrating “community benefit contributions” into the development review process, thus enabling the construction of important physical and social infrastructure as the District grows and matures. The Work Group also recognized that on-going maintenance practices and costs are as important as the original design of public infrastructure and must be accounted for to ensure long-term attractiveness of improvements. Therefore, due to the complexities of redevelopment, its impact on social and physical infrastructure, and the desire to create compelling pedestrian and public realm experiences, a new method of considering growth and change is necessary.

Urban Design Goals and Policies

These Urban Design Goals and Policies are intended to achieve the following outcomes:

- The evolution of the Greater Southdale District into a more inclusive, functional, urban, active and livable mixed-use area, unified through an enhanced pedestrian-oriented public realm, harmoniously integrating new development with existing built and landscape context with compatible transitions to adjacent neighborhoods, and
- Higher-intensity, compact development patterns, and clustered destinations to (1) achieve a high level of quality services and amenities, (2) make access by walking, wheelchair, transit, and bicycle more practical, (3) reduce the amount of driving needed to get to services, and (4) to encourage social interaction and healthy living.



The Project for Public Spaces found that successful public places share the following four qualities: They are accessible; people are engaged in activities there; the space is comfortable and has a good image; and finally, it is sociable: one where people meet each other and take people when they come to visit.

Pattern and Connectivity

Urban Design Goal #1: Support a vibrant public realm, foster a connected and accessible network for pedestrians, bicyclists, motorists, and transit patrons, and encourage investment resulting in innovative and enduring development patterns, buildings, and public and private spaces.

- 1-A. Require a pattern of 200-foot by 200-foot blocks as the base pattern of the District, with variations determined by immediate context, as a way of creating vitality and the potential for greater human interactions on streets and as a means of managing intensity of development in the District.
- 1-B. Encourage the creation of distinctive public and private spaces, including green streets, parks and plazas, highlighted gateways, and especially public gathering spaces, as a means of establishing an overall District identity.
- 1-C. Focus development of blocks, neighborhoods within the District, and Focus Areas on features that give each an appropriate and unique identity as a means of creating a coherent and navigable District.
- 1-D. Require development to establish appropriate transitions and proper merging of spaces between buildings and parcels based on height, use, and intensity so that experience of edges and boundary areas remains comfortable and harmonious at a human scale, especially where those interfaces occur along publicly accessible ways.
- 1-E. Require that all site spaces are well-considered, that no “leftover” spaces result from development, and that pedestrian experiences are considered first in the design of new introductions to the District.
- 1-F. Focus on the public realm and pedestrian-scale experiences as the foundation for high quality and artful site and building design, highlighted human activity, and enhanced economic vibrancy.
- 1-G. Employ design guidelines generated from the perspective of human experience to frame parameters aimed at human comfort, safety, and interest, and set baseline standards and expectations that encourage use and activation of public realm spaces.
- 1-H. Require as a part of plan review the demonstration of the evolution of a new introduction to the District with particular focus on the aging of building and site materials and systems at 50 years following first occupation.



Scale and Form

Urban Design Goal #2: Utilize appropriately-scaled development and built form that adds vitality and activity to the District to create inviting and comfortable human experiences, enduring buildings and spaces, and a fitting sense of place.

- 2-A. Promote well-balanced aggregations of “come to” and stay at” on each block, in each neighborhood, and within the District as a whole so that an active, linked and engaging public realm results.
- 2-B. Encourage redevelopment of low-intensity elements such as surface parking lots and 20th century auto-oriented development, especially where those elements fail to fully interact with the public realm of the District as a pedestrian scale.

- 2-C. Transition between uses, development intensities, and building heights using rational and deliberate increments and in ways that result in places of abiding value.
- 2-D. Manage transitions between uses and intensities effectively, through landscaping, stepping down of intensity, building form and height, buffers, screening, and other methods.
- 2-E. Require development to be well-connected to the public realm, with a main entry and as many major entries as practicable oriented to a public way and with well-designed pedestrian passages between those entries and the nearest public way.
- 2-F. Encourage the master planning of multi-building and large parcel development to emphasize aesthetics and adjacent context compatibility in terms of building locations, activities, circulation, landscaping, open space, storm drainage, and utilities.
- 2-G. Support emerging development patterns through flexibility in development regulations for mixed uses and other development types.



Placemaking

Urban Design Goal #3: Offer thoughtful and intentional public spaces oriented to gathering and resulting in a unique signature for the District and community.

- 3-A. Balance the attraction of Centennial Lakes through the addition of a least one public community-scaled space as a prominent feature along and attached to the The Promenade or its extension northward.
- 3-B. Establish a pattern of public parks, passages, and gathering spaces so that no person has to walk more than five minutes to reach one of those spaces.
- 3-C. Design streets and their adjacent sidewalks understanding that the public rights-of-way comprise more than XX percent of the Greater Southdale District.
- 3-D. Establish streets as great public spaces, enhancing the experience of those spaces for all users and encouraging, as appropriate, the ways in which those spaces are used for events, formal and informal gathering, and play.
- 3-E. Consider France Avenue, in its entirety, as Edina’s “main street” as it passes through or near several of the community’s most prominent neighborhoods and commercial districts.



- 3-F. Expand on the current offering of arts and cultural facilities and venues, leveraging private and public investments to create more welcoming destinations for residents and regional visitors.
- 3-G. Allow, with proper permissions and on a temporary basis, the expansion of uses into the public realm where those uses serve to further activate the public realm.
- 3-H. Activate streets and sidewalks with temporary and phase uses that can catalyze future public realm investment and expansion.
- 3-I. Consider transit centers to be full mobility centers, thresholds to the District’s pedestrian-centered experience, not simply as glorified bus stops or parking reservoirs but as intentional places of gathering and human use.
- 3-J. Integrate public art, water displays, and other features that might serve as highlights of a public realm experience and serve as points of navigation through the District.

Connectivity, Accessibility, and Mobility

Urban Design Goal #4: Offer connectivity and accessibility that promotes health and active living and supports multimodal transportation choices.

- 4-A. Encourage transit-supportive concentrations of housing, jobs, and shopping that establish patterns of increased transit use, and advocate for expanded transit service to the District at those concentrations reach appropriate levels.
- 4-B. Enhance crossing of major streets at intervals reasonable to pedestrians.
- 4-C. Create comfortable, safe, and inviting passages for pedestrians and, where appropriate, bicyclists along streets and in paralleling public or publicly-accessible spaces.
- 4-D. Manage and maintain pedestrian and bicycle routes so they remain visible in all seasons.
- 4-E. Encourage the creation of arcades, overhangs, and other protective features as part of buildings to encourage pedestrian activity in all weather.
- 4-F. Enhance links between activity centers and transit in ways that expand the use of alternatives to cars. Anchor these links with green urban spaces.
- 4-G. Incorporate transit-, pedestrian-, and bicycle-supportive facilities and amenities within building and site design.
- 4-H. Create or expand pedestrian and bicycle links to neighborhoods surrounding the District and to other parts of the community, especially as roadways are rehabilitated or reconstructed.



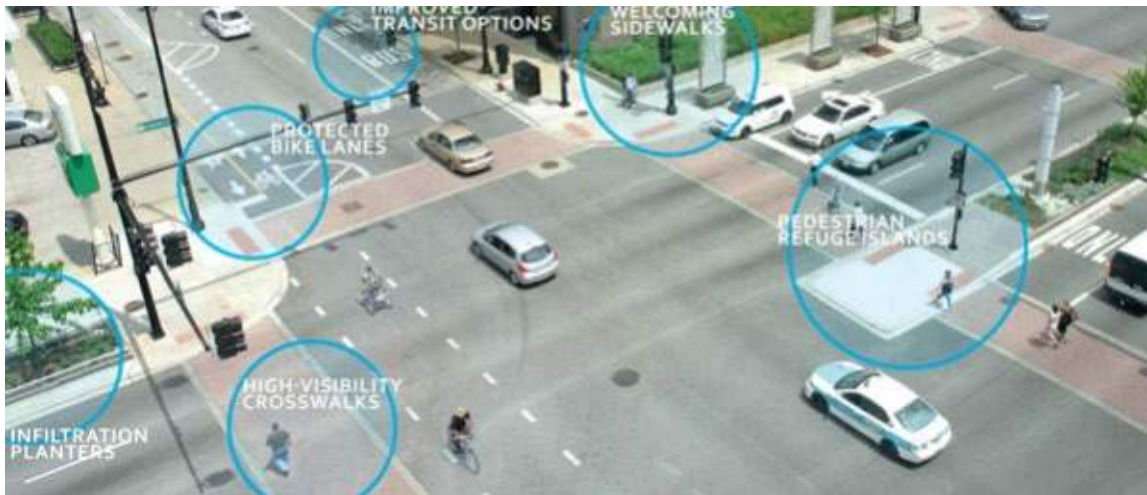
Access vs Mobility

Urban Design Goal #5: Embrace major streets as community and gateway corridors, shifting from through-vehicle dominance toward balancing the needs of all right-of-way users.

- 5-A. Demonstrate the necessary connections of District streets, particularly France Avenue, 66th Street, and 76th Street, to other parts of the community for all modes of movement.
- 5-B. Recognize the gateway qualities of key corridors, especially France Avenue, York Avenue, 66th Street, and 76th Street, as transitions from other parts of the community, especially by

relating changing patterns of development at those points of District entry and the introduction of potentially more intensive pedestrian features and amenities.

- 5-C. Manage motorist behavior to create more comfortable conditions for nearby pedestrians by introducing features that moderate speed, address conflicting turning movements, and create a more pleasant motorist experience, even if the time required for motorist passage through the District is increased.
- 5-D. Conduct a Living Streets audit of France Avenue, York Avenue, and 66th Street to assess current configurations and accommodations relative to related City policy.



Source: Chicago Department of Transportation

- 5-E. Align transportation changes with urban design improvements, addressing pedestrian and bicycle safety and comfort, responding to changing land use intensity and built form context, and improving environmental sustainability.

Sustainability and Resilience

Urban Design Goal #6: Espouse sustainable, resilient, and innovative public spaces and private development, adapting over time including the ability for adaptive reuse over time.

- 6-A. Encourage building designs that accommodate a range of uses during their service life, adapting as the District evolves but retaining the core structure.
- 6-B. Support new development and its related infrastructure that captures, reuses, or deploys energy, water or waste in new and more efficient ways, even as that infrastructure begins to occupy public rights-of-way.
- 6-C. Expect building and related spaces to endure, with future evolutions allowing new uses without major reconsideration of the building's shell by requiring development proposals to demonstrate as part of plan review the conditions and potential use of the building 50 years after first occupation.
- 6-D. Respond to climate trends with features that accommodate increase rainfall in character

with the District while protecting private uses to the greatest degree practicable.

- 6-E. Encourage the expansion of transit within and to/from the District as a means of reducing the need for and impacts of personal passenger vehicles.

Innovation

Urban Design Goal #7: Reflect the Greater Southdale District heritage of innovation in new public and private introductions.

- 7-A. Consider every new public and private introduction as an opportunity to explore the potential for the next significant invention or innovation, particularly where those actions enhance the experience of the District.
- 7-B. Respond to changing patterns of automobile ownership and use in the guidance and rules used to direct development in the District.
- 7-C. Reflect the principles and successes of now-significant District features – Southdale Center Mall, Centennial Lakes, Edinborough – in its future development.



Development Review

Urban Design Goal #8: Guide the design and function of new introductions to the Greater Southdale District through a process characterized by trust, mutual learning, and exploration of possibilities, and defined by dialogue that is transparent, democratic, and collaborative, all leading to development intended to resonate with developers and residents.

- 8-A. Emphasize the Sketch Plan component of the development review process as one focused on dialogue and interaction, not presentation and reaction at all levels by limiting the scope of submittals.
- 8-B. Institute land use guidance offering the greatest capacity to review new introductions based on their individual contexts, especially where new introductions occur proximate to single-family homes or low-density residential zoning districts or when projects require discretionary approvals.

Sketch Plans:

A revised Sketch Plan scope should give consideration to limiting submittals to:

- Site Plan demonstrating relationships to District features and adjacent and nearby parcels;
- Street level floor plan(s) addressing interactions with the street and public realm spaces;
- Plans and other illustrations depicting public or publicly-accessible spaces proposed as part of the project;
- Cross-sections demonstrating relationships of uses and forms at key locations within the site and, especially, at locations that demonstrate connections to adjacent and nearby parcels;
- Elevations demonstrating key form relationships and, especially, ways in which the proposed building interacts with the public realm;
- Conceptual approaches to accommodating water use, waste generation, energy utilization, and stormwater accommodation, particularly where new or innovative approaches might be proposed;
- Development program descriptions highlighting general intentions for use and activity proposed for the project
- Accommodation of personal passenger vehicles, shared vehicles, and building services, including patterns of circulation that show precedence for pedestrian movements
- Alternative configurations that might be considered to achieve greater community benefits, improved design, or enhanced function; and
- A diagram describing benefits of the proposed project for the community that might be achieved in each configuration.

- 8-C. Update the development review processes and regulations to promote a higher level of predictability and certainty for new development through clear and objective standards, while also providing discretionary review with reference to design experience guidelines as a way to facilitate flexible and innovative approaches to meet requirements.
- 8-D. Adopt Design Experience Guidelines with development standards for the design and configuration of buildings including building form, facades, heights, setbacks/build-to lines, stepbacks, frontages, landscape/open space requirements, pedestrian orientation, and connections, impacts on adjacent and nearby properties, and relationships to gateways and view corridors, as well as to roads, parks, and other infrastructure development.
- 8-E. Consider application of a community benefits review for new introductions, including contributions from new development to offset costs of providing new residential and non-residential users with new public assets, especially parks and public spaces, including consideration of whether developments should be granted concessions for providing needed new public facilities directly.

District Management

Urban Design Goal #9: Perpetuate the Greater Southdale District by close and consistent attention to the public realm and the needs of people living or working in or visiting the District.

- 9-A. Investigate the need for and feasibility of a mechanism to augment the City of Edina maintenance and enhancement of public rights-of-way and the public realm.
- 9-B. Consider methods of enhancing District hospitality and safety, advocating for aesthetic improvements, and promoting and expanding District business activity and public events.

4.3 Land Use

Overview

The land use element section of the Redevelopment Framework provides direction for the type, location, and intensity of development within the Greater Southdale District. Working in close coordination with urban design and other elements, it is intended to move the district from a collection of largely single-use properties to an integrated mix of uses that create distinct places and systems. The Plan's guidance for uses is intentionally flexible, to allow the combination of the right elements that fit the place, context, and vision for development.

However, land use also needs to be developed within context, since development will likely occur incrementally. This includes consideration of thoughtful transitions between areas of different use, scale, and intensity.

This section of the Redevelopment Framework:

- (1) Includes a history of major development projects that were precedent-setting and catalytic for the district.
- (2) Provides an overview of existing land use and property conditions within the district, setting the context for development.
- (3) Discusses a range of challenges, trends, and opportunities related to land use and development in the district.
- (4) Provides mapping and text guidance for future land use and transition zones.
- (5) Identifies goals and policies for land use and development.

History of Greater Southdale

The history of land use in Edina has notable regional and national significances. The eyes of the nation were upon Edina in 1956 when Southdale Mall opened. Lauded as “The Splashiest Center in the U. S.,” by Life and a “pleasure-dome-with-parking,” by Time, the development initiated the double store anchor concept, a radical departure from traditional merchandising, which saw only the competitive impact and not the synergistic potential of two large stores selling similar goods in close proximity. This concept, offering a retail mix in a single development to act as a strong magnetic force, was highly successful and was duplicated in thousands of malls worldwide.



Beyond being a triumph of “cooperative capitalism,” Southdale represented a breakthrough in technological innovation. Retailing had formerly been hampered by the inability to adjust the climate to enable shopping year-round. To address this issue, Southdale was constructed with a massive heat pump, the largest in the world at the time, to maintain a constant indoor temperature of 72 degrees. Donald Dayton, one of Southdale’s department store presidents, said “We plan to make our own weather at Southdale. Every day will be fair and mild.”



This shift was not simply a change in retail format. It was a fundamental alteration of the retail development model that sought to include different land uses within a single domain. Victor Gruen, the Austrian émigré architect of Southdale, pulled as much park, street, and community life as economically feasible into the large enclosed space where the pedestrian experience reigned. The mall was constructed with two stories to shorten walking distances and an open garden court to facilitate a pleasant walking experience.

Southdale is now over fifty years old. Victor Gruen’s vision of mixing uses on a single property has been refined to include the vertical mix of uses. The significance of mixed-use development lies in its ability to create synergies between different land uses. The benefits are many: different land uses can reinforce one another, reduce vehicle trips, and inject more community life into commercial areas. When residential is nearby, there is a built-in market for the retail.

History of Centennial Lakes/Edinborough

In more recent years, the Greater Southdale District has continued some of the themes of unique and innovative mixed-use concepts that create mutually beneficial relationships between uses – and appealing places that draw people and investment.

In 1980, the City (in partnership with architects and developers) undertook a 26-acre mixed-use development called Edinborough, on a portion of an abandoned gravel mine site. The intent, according to an Urban Land Institute report, was to create a “high-density, auto-free community where young people can afford housing in the Twin Cities most expensive suburb, where senior citizens can live quietly and yet have access to activity, where medium sized professional firms can find first-class office space attached to unusual public amenities, and where everyone can enjoy recreation year-round, irrespective of Minnesota’s sometimes harsh climate.” The project was the first of its kind in the Twin Cities, and required close coordination and somewhat of a “leap of faith” for financial backers. The resulting project includes apartments, condominiums, office space, hotel, structured parking, and both indoor and outdoor park space. Densities were planned and built with the intention of being transit supportive, as well as pedestrian oriented and walkable. Main elements of the project were complete by the late 1980’s.



On a much larger scale, the Centennial Lakes/Edinborough area also represents an innovative approach to synergies between different land uses and shared public spaces. The Centennial Lakes area started as a former gravel pit, which was purchased by United Properties in 1988. In a coordination with the City of Edina, a master site plan for the 100-acre site was developed which included retail, entertainment, residential, office space, and parkland.

Working with a series of private developers, United Properties oversaw the buildout of the project over the following 15 years, with the construction largely complete by 2000. Together, this space provides both an economic hub, a community gathering place, and a service center for residents and workers. The site is organized around a large water feature, serving both as a distinctive amenity for the area, as well as district stormwater management. The vision for this mixed-use district was ahead of its time in terms of an approach to master planned suburban redevelopment, and has created a unique and valued place that has stood the test of time.

Current Conditions

Existing Land Use and Zoning

Figure XX shows the existing land uses in the Greater Southdale study area. The existing land pattern is composed primarily of superblocks with an assortment of uses – mostly multifamily residential, commercial, or office. In a few areas there are newer buildings with a mix of uses, such as ground floor retail in a multifamily building, reflecting the priorities of the previous comprehensive plan to create more interaction between uses. However, the predominant pattern is still auto oriented in terms of layout and scale, limiting bicycle and pedestrian circulation and activation of the street.

Conditions around perimeter of the study area vary. In Edina and Richfield, they are predominantly single-family neighborhoods. In Bloomington, they are mostly commercial and industrial areas. The multifamily areas in Greater Southdale mostly are adjacent to surrounding single family residential neighborhoods, though there are adjacencies between surrounding residential and commercial as well.

There are around 850 acres of land within the Greater Southdale District study area. Table XX shows the proportion of each existing land use in the area. The largest category is commercial/industrial land, which comprises over half of the total acreage.

Table XX: Greater Southdale District Existing Land Use		
Land Use	Acres	Percentage
Single Family Detached	15	2%
Single Family Attached	25	3%
Multifamily	162	19%
Retail and Other Commercial	226	26%
Office	242	28%
Mixed-use Residential	15	2%
Mixed-use Industrial	9	1%
Mixed-use Commercial	27	3%
Industrial and Utility	22	3%
Institutional	39	5%
Park, Recreational, or Preserve	34	4%
Major Highway	16	2%
Undeveloped	13	2%
Open Water	13	2%
Total	857	100%

Figure XX shows existing zoning in the study area, and **Figure XX** shows the applicable height overlay districts. The most prevalent zoning districts are summarized below. For a more complete description and specific guidance as to development scale and intensity, see the Edina zoning code.

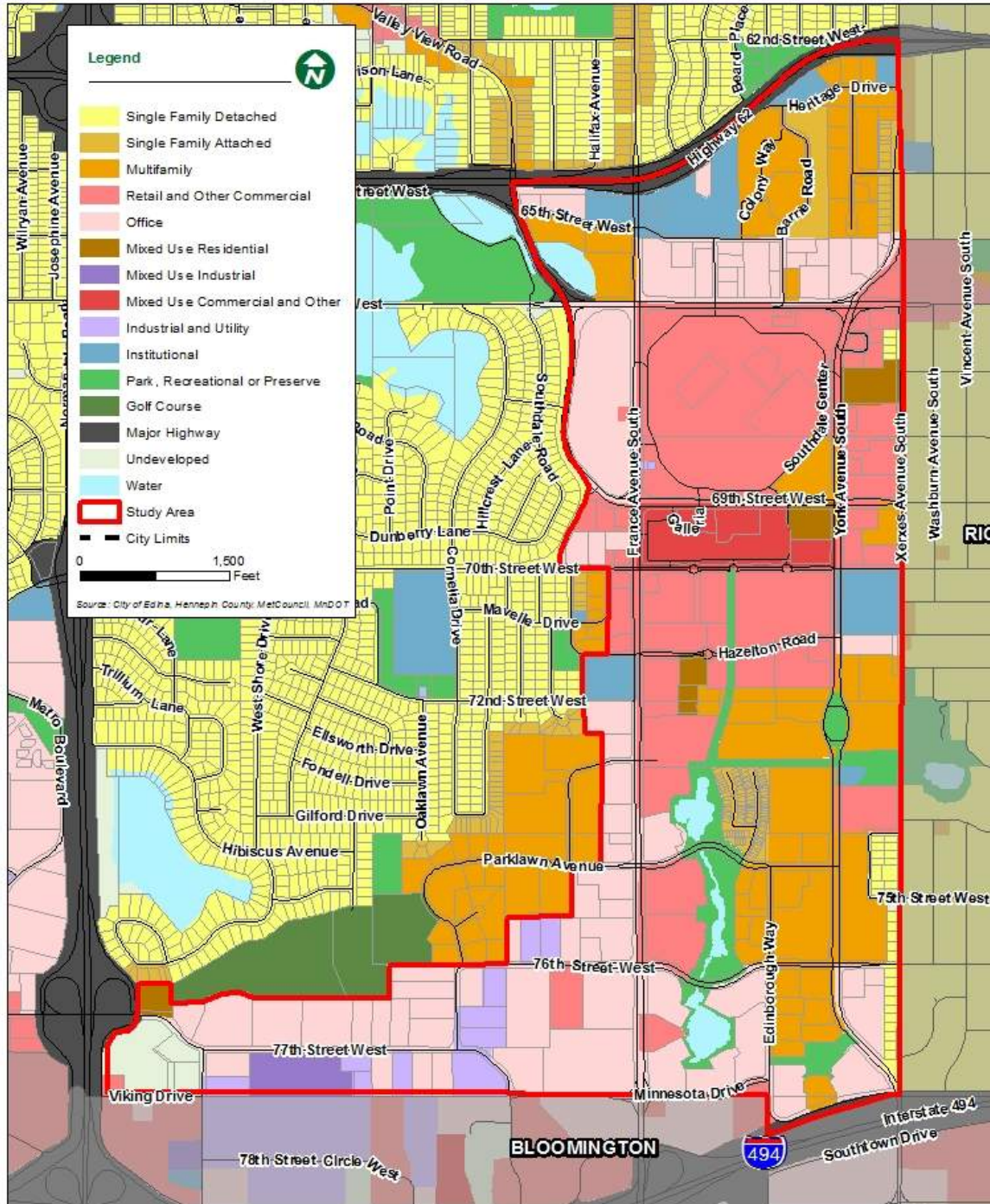
- **Planned Commercial District (PCD).** The PCD district is a primarily commercial district, allowing a wide range of commercial uses. PCD-3 in particular covers the Southdale Mall area, and specifically allows for larger format retail, publicly owned uses, and transit stations among

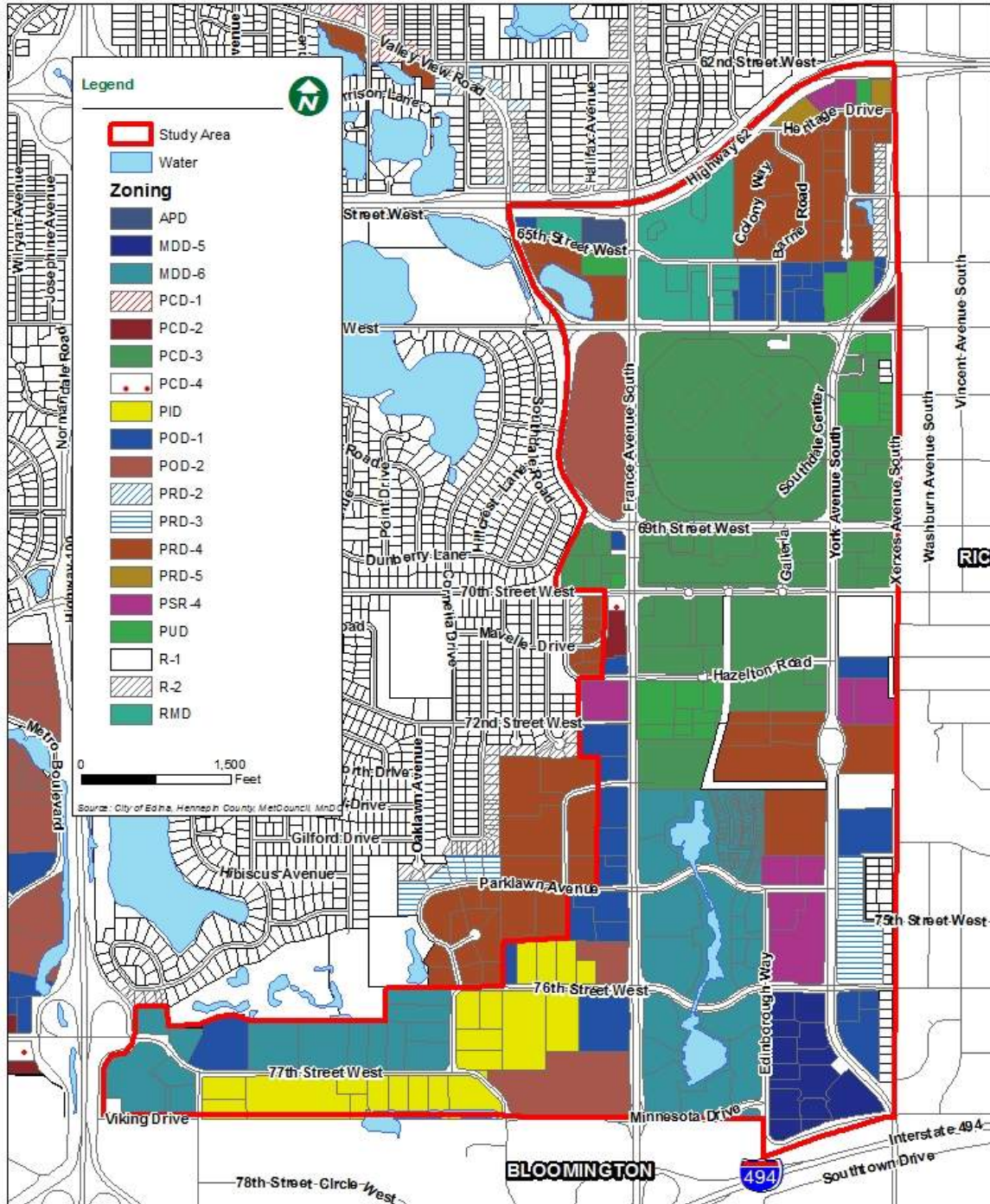
others. Multifamily and office are allowed as conditional uses. In the Greater Southdale District, somewhat higher intensities are allowed north of West 70th Street as opposed to south of the street.

- **Regional Medical District (RMD).** The RMD applies primarily to the Fairview Southdale Hospital area. It covers hospitals, medical and dental offices and clinics, and medical laboratories. Some related accessory uses are allowed.
- **Mixed Development District (MDD).** MDD is a mixed-use residential/commercial district. Permitted uses include multifamily housing (with 10+ units), public and civic uses, offices and financial institutions, hotels, parking, and daycares. MDD-6, which is located primarily around the Centennial Lakes area, also permits a range of commercial uses, health clubs, and departments stores.
- **Planned Office District (POD).** POD is a district planned primarily for office and similar uses, including business and professional offices, financial institutions, nonprofit organizations, athletic facilities, and educational institutions. Residential uses are not allowed, though commercial uses may be as a limited accessory use. Substantial setbacks are required, and maximum building coverage is limited. In Greater Southdale, POD-1 and POD-2 are found in several places, such as along the western sides of France Avenue and Xerxes Avenue adjacent to residential.
- **Planned Residence District (PRD).** PRD is a residential zoning category, with a senior housing variant called Planned Senior Residence (PSR). The subdistrict types found most commonly in Greater Southdale are all multifamily: PRD-3, PRD-4, and PSR-4. In addition to residential buildings and daycare, these districts also allow senior citizen dwelling units, and rest, convalescent, and nursing homes. A small amount of accessory services is allowed if intended primarily for the convenience of residents in senior buildings. These districts cover most of the residential areas of Greater Southdale.
- **Planned Unit Development (PUD).** The PUD designation is a flexible category, which has been customized to the requirements for individual projects. This grants the City the ability to modify development standards to fit specific situations. PUD flexibility is negotiated based on specifics of a project, not permitted as-of-right. There are several of these within the Greater Southdale District, and identified by name in the zoning code.
- **Height Overlay Districts (HOD).** HODs set limits of the height of buildings within certain areas. In core areas of Greater Southdale, these limits range from 8-12 stories. Along the edges adjacent to surrounding residential, these are mostly 4 stories. These limits can be modified through the City's "give to get" standards in the development review process.

It is notable that most of the study area is relatively underbuilt compared with allowed heights. This is likely due in part to the high existing value of these sites (both in terms of land, and rental income from tenants) that creates a disincentive for redevelopment. It is also possible that the allowed heights are not sufficient to allow the scale of building that would be financially feasible on these sites.

While most of the commercially zoned areas in this district allow for a mix of uses, relatively few are developed as such. This provides an opportunity for future mixed-use redevelopment in those areas.





Height Overlay District



- HOD-4** Building height shall be determined by required setbacks, but shall not exceed 4 stories or 48 feet, whichever is less.
- HOD-8** Building height shall be determined by required setbacks, but shall not exceed 8 stories or 96 feet, whichever is less.
- HOD-9** Building height shall be determined by required setbacks, but shall not exceed 9 stories or 108 feet, whichever is less.
- HOD-10** Building height shall be determined by required setbacks, but shall not exceed 10 stories or 120 feet, whichever is less.
- HOD-12** Building height shall be determined by required setbacks, but shall not exceed 12 stories or 144 feet, whichever is less.

Building Size and Height

The Greater Southdale District contains the tallest buildings in the city, and among the taller ones in the Southwest Metro. It's notable that there was a significant gap in the construction of these structures – with an initial wave in the 1970's, then nothing of that scale until the past 10 years. The more recent activity reflects the City's vision in the previous comprehensive plan, which supports the benefits of growth and density, as well as changing market conditions.

Table XX: Greater Southdale Buildings With 10+ Stories				
Property	Stories	Feet	Year Built	Units
The Westin Edina Galleria & Residences	18	236	2008	XX
Edinburgh Park	18	195	1987	XX
Edina Towers	17	174	1971	XX
Durham Apartments	13	134	1979	264
Point of France	14	129	1976	141
One Southdale Place	10	117	2014	232
Yorktown Continental Apartments	12	119	1972	264

The tallest buildings in the area aren't necessarily the densest in terms of residential units per acre. This is due in part to the fact that many of the taller buildings were designed with surface parking and extensive open space, which decreases overall density. Instead, the densest ones tend to be buildings with higher lot coverage and structured parking. Buildings with higher lot coverage tend to contribute to a walkable environment, particularly with an active street frontage.

Property Ownership and Value

Figure XX shows property ownership patterns in the Greater Southdale District, calling out larger groupings of properties that are under a shared ownership as well as generally what properties are in public or private hands. There is a relatively small amount of publicly owned land in this area, including the County library, some park areas and trail corridors, and public utilities. Most land is held individually, although ownership under limited liability company (LLC) structures can make it difficult to determine if there is common ownership.

Figure XX shows the ratio of land value to total value of properties in the study area based on assessed values. When the value of this ratio for a property approaches 1.0 (i.e., land is an increasingly large percentage of the total value) there is often the economic incentive for redevelop, based on a higher value building and use that could be placed there. As shown, properties with higher land-to-value ratios are predominantly 1-2 story commercial developments, frequently with large surface parking lots. These sites may be targets for redevelopment, although this could be outweighed by strong performance of rental income from existing businesses – or limitations on the scale of development that make redevelopment less economically appealing. While this is one potential indicator of sites that are ripe for redevelopment, there are several other factors which contribute to the decision to redevelop a site. The City of Edina completed a tax analysis in 2018, looking at market value and tax capacity by acre citywide. The analysis showed that many of the highest-ranking parcels in terms of value per acre in Edina are in the Greater Southdale District and the 50th & France area. This is true for both tax capacity and market value per acre.

Figure XX: Property Ownership Patterns in Greater Southdale District

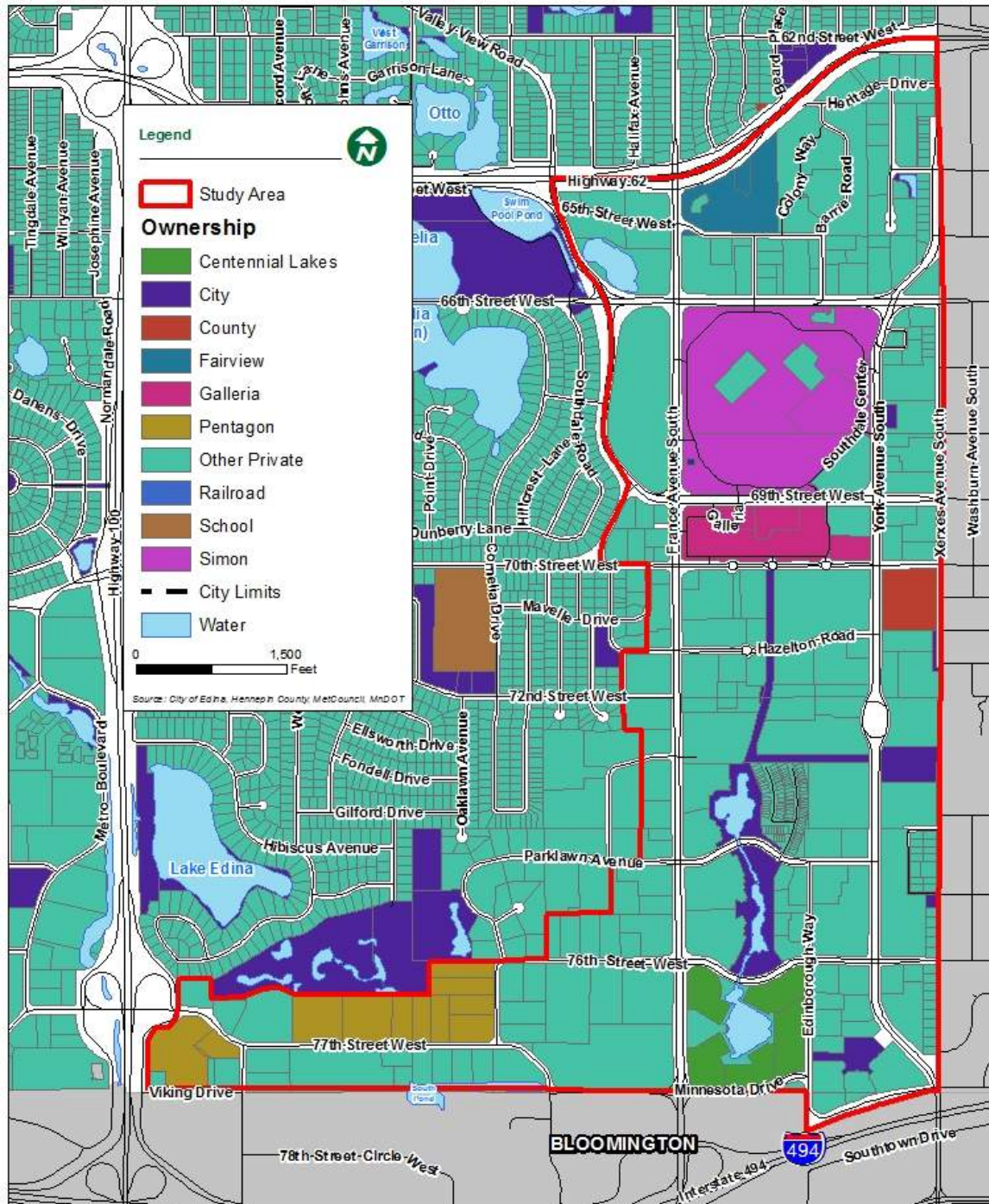
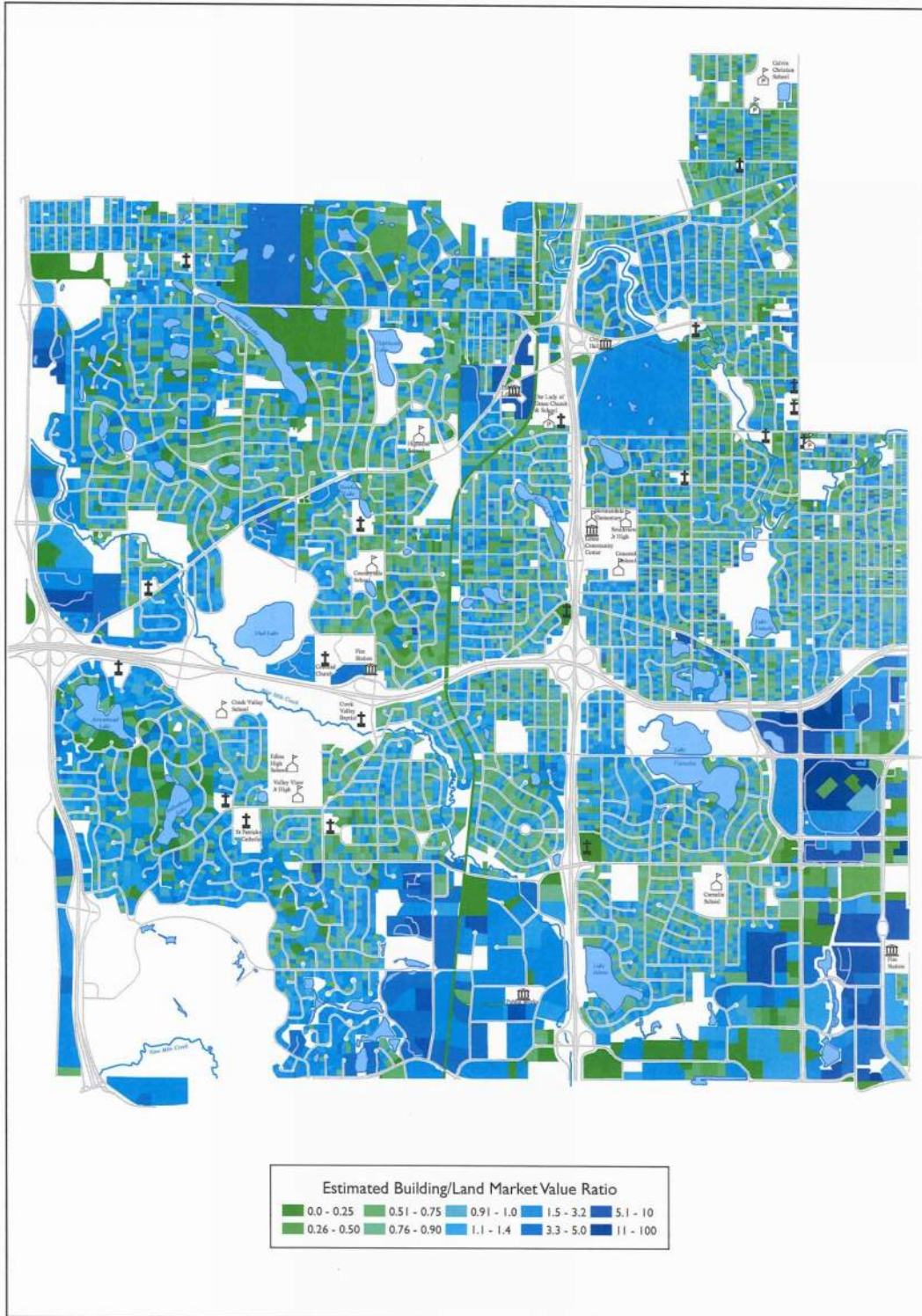


Figure XX: Edina Building to Land Market Value Ratio

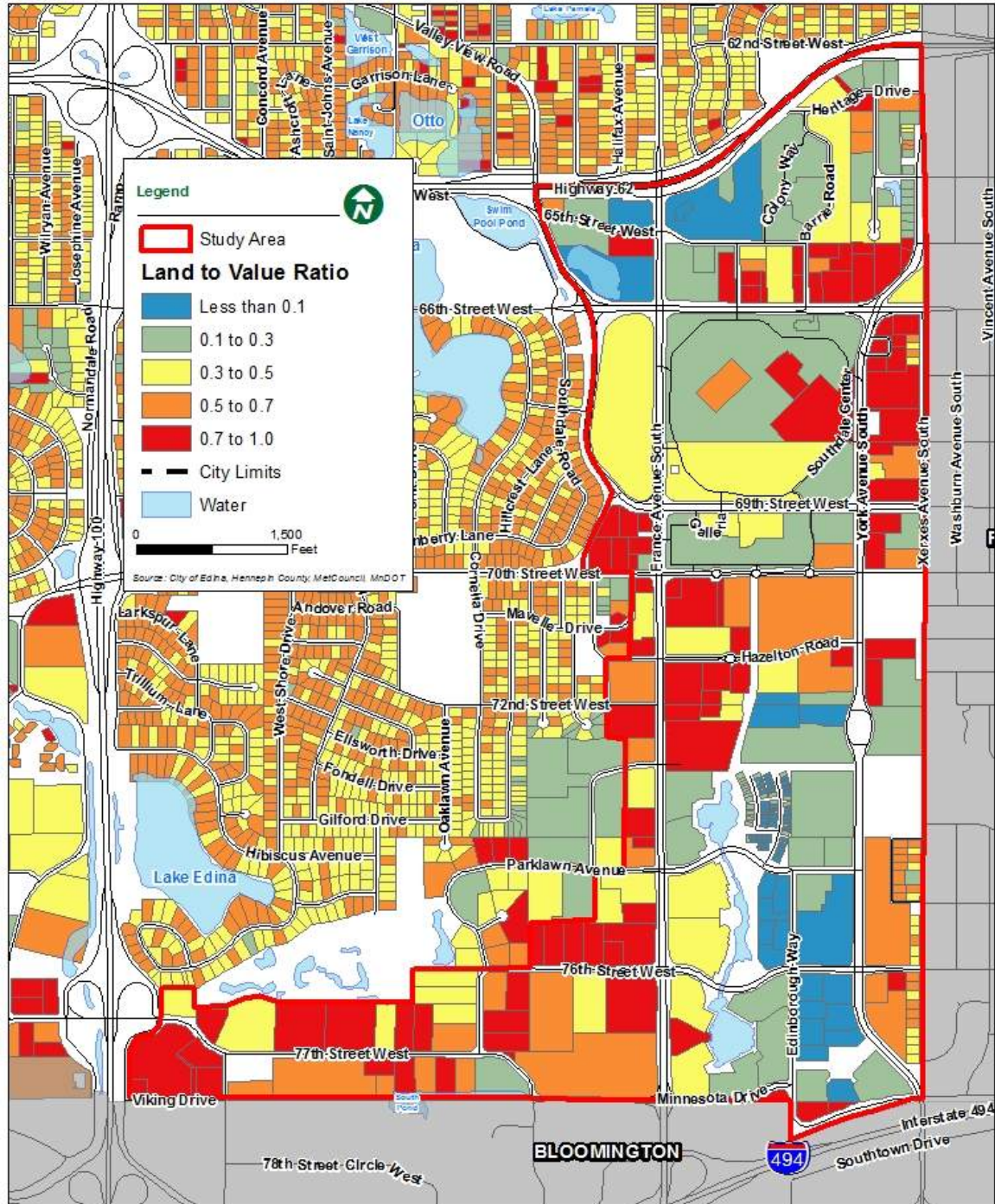


2018 Building to Land Market Value Ratio



City of Edina Engineering Dept
July 2018

Figure XX: Land Value to Total Value Ratio

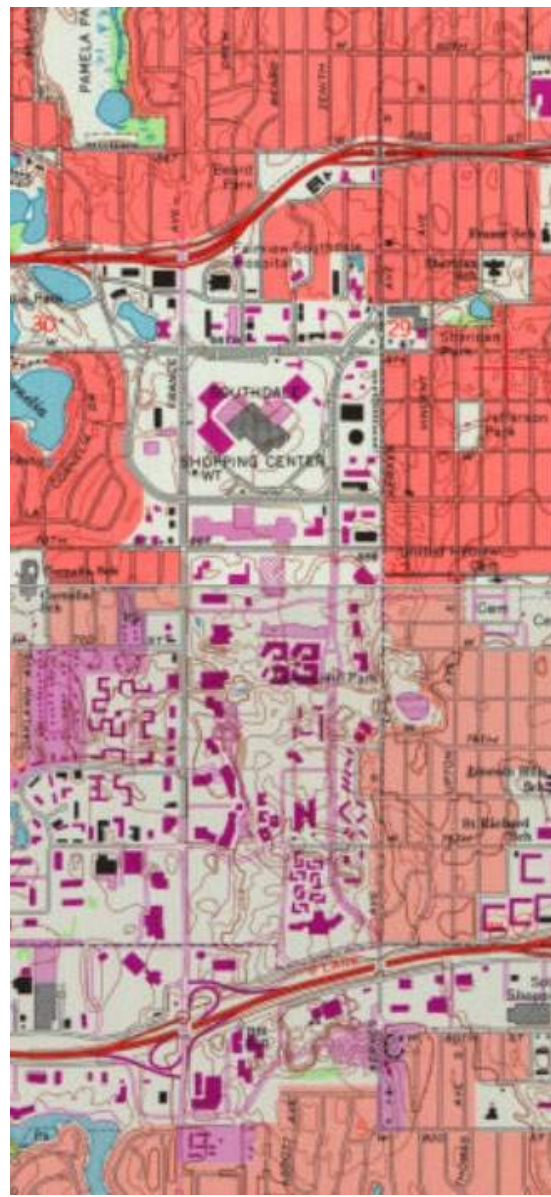


Property Age and Condition

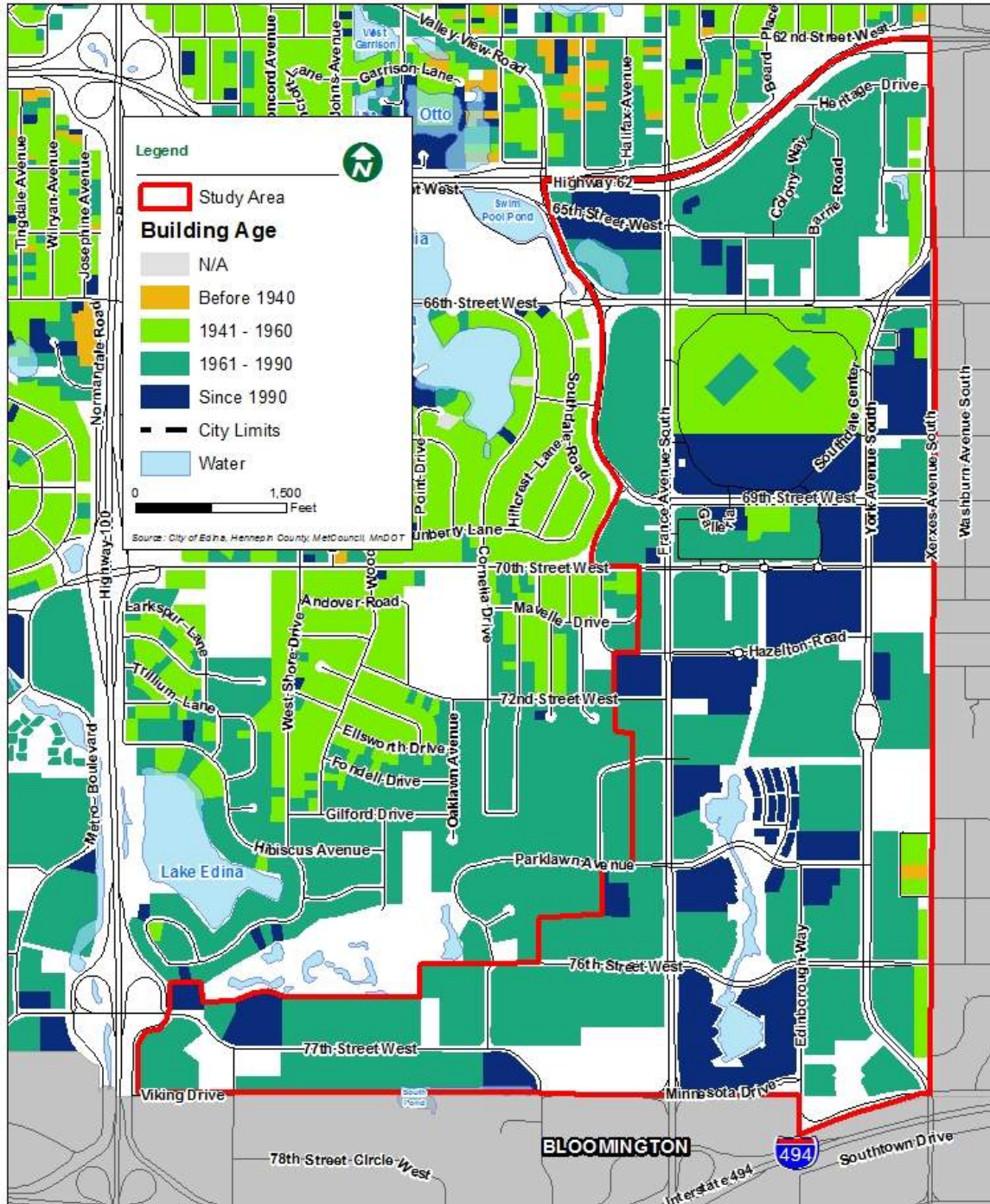
Figure XX shows building age. Compared with the city as a whole, the Greater Southdale District is one of the more recently developed areas. Overall, most development in the district followed construction of Southdale Mall in the 1950s, with the bulk being constructed after that point. The ongoing use of a gravel pit and the presence of wetlands delayed the development of this area until then.

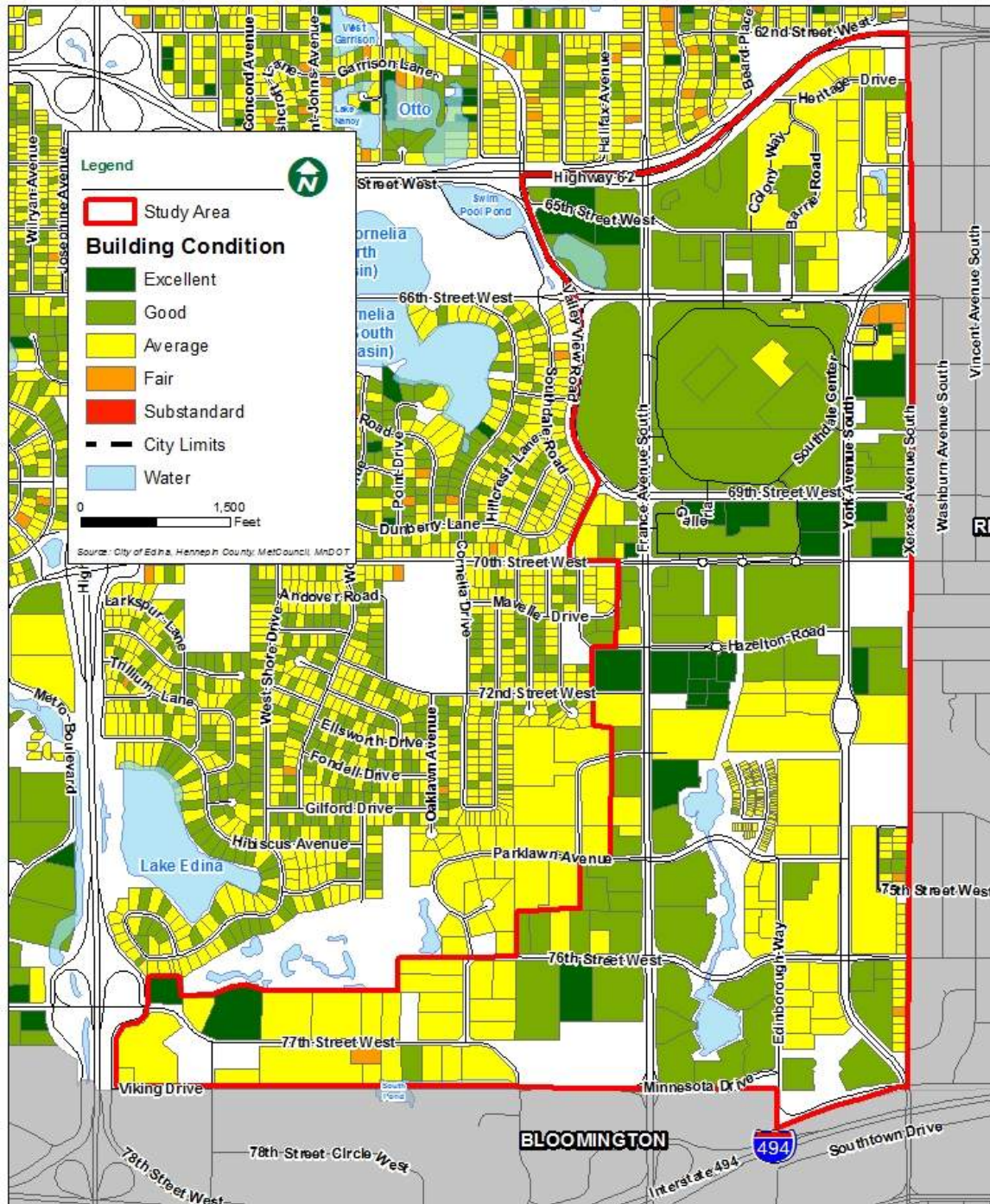
Figure XX demonstrates the transformation that occurred between 1953 and 1993, as shown on USGS maps for the area. In addition to the buildout of structures within the Greater Southdale District, the maps show the development of the road network including the regional highways serving the area. Consistent with the post-WWII timing of this development, the district developed with a more suburban and large block pattern, compared to the more traditional grid pattern of older neighborhoods to the north and east.

As buildings in the district age, significant investment is needed to ensure they are still in good condition and suitable for ongoing use. This may take the form of maintenance, renovation, or replacement. Building condition is an indicator of the status of this property in terms of maintenance and integrity. **Figure XX** shows property condition based on a rotating assessment done by the City. Most commercial properties are identified as excellent or good condition with most residential properties classified as average. Only a few are classified as below average condition.



The 1953 map shows the vast unbuild Greater Southdale District with gravel pits in the southern portion. The 1993 map depicts Highway 62 on the north and I-494 on the south, and the building footprints of the car-centered Southdale Center Mall and other suburban style developments that responded to the building of the freeways.





Recent and Proposed Development

Table XX lists major new construction projects in the Greater Southdale District that were permitted from 2006-present. This does not include retrofits and renovations of existing structures.

Table XX: Major New Construction Projects in Greater Southdale, 2006-Present			
Address	Name	Description	Year
3210 Galleria	Galleria Parking Ramp	Parking ramp	2006
7000 York Ave S	Target	Large retail store	2006
3201 Galleria	The Westin Edina Galleria	Hotel (165 rooms), condos (76 units), parking ramp	2006
3212 Galleria	Tunnel	Underground pedestrian tunnel	2007
3503 Galleria	Crate & Barrel	Retail store	2007
3825 Gallagher Dr	Centennial Shops	Shopping center	2008
3121 69th St W	York Place Apartments	Apartment building (115 units)	2008
4010 65th St W	Twin Cities Orthopedics	4-story medical office	2009
3451 Parklawn Ave	York Gardens	4-story senior living (76 units)	2010
6905 York Ave S	CVS	Retail store	2011
7401 France Ave S	Whole Foods	Grocery store	2011
6996 France Ave S	Vitamin Shoppe/Ameritrade	Retail/office building	2012
7171 France Ave S	Lunds & Byerlys	Grocery store	2013
6800 York Ave S	One Southdale Place	3-10 story apartment building (232 units)	2013
6401 France Ave S	Fairview Hospital OR	90,000 sf addition to hospital	2013
6544 Drew Ave S	Parking Ramp	4-5 level parking ramp	2014
3655 Hazelton Rd	Think Mutual Bank	Bank	2014
6565 France Ave S	Southdale Medical Center	4-story medical office	2014
3210 Southdale Cir	Taco Bell	Restaurant	2014
7121-61 France Ave S	71 France	5-7 story apartment building (265 units) with retail	2015
6725 York Ave S	Onyx Apartments	6-story 244-unit apartments with retail	2015
6500 France Ave S	Aurora on France	5-story senior living (195 units)	2015
7141 York Ave S	Yorkshire of Edina	4-story assisted living (96 units)	2015
6868 France Ave S	Merrill Lynch	Retail store	2016
3330 W 66 th St	66 West/Beacon Housing	39 units for homeless young adults	2017
6600 York Ave S	Homewood Suites	146-room hotel	2017
10 Southdale Center	Metro Transit Site	232-unit mixed-use development	2018
6600 France Ave S	The Avenue on France	Medical/office/hotel/residential	2018
7151 York Ave S	Continental Gardens	100-unit senior housing addition	2018
6801 France Ave S	Restoration Hardware	58,000 sf store and restaurant	2018
250 Southdale Center	Lifetime Fitness	185,000 sf fitness and retail	2018
4000 Hazelton Road	Hazelton Road Apartments	186 unit multifamily	2018
66 th & Xerxes	Millennium at Southdale	375 units multifamily (2 phases)	2018

Source: City of Edina

In the past couple years, there have been many additional projects proposed, often of a similar type to what has already been constructed. One of the challenges has been that some of potential redevelopment projects being proposed are not currently aligned with adopted City policy, and have therefore not been approved.

Housing

Context

The Greater Southdale District has an important role to play in accommodating expected housing growth. Already an area characterized by high density residential and mixed-use development, it is guided for additional infill development of a similar or higher intensity. The presence of jobs, retail and services, transit, and public amenities means this area contains the elements for a complete community, which can leverage these advantages for a convenient and accessible lifestyle for a range of household types.

Affordable housing is a necessary component of the housing mix. This is especially true given the demographic future of Greater Southdale. The expected growth in the senior population and the desire to attract young workers and families both point to the need to have more affordable housing, including options for those that might choose to move here from other parts of the community. Supporting the vision of an Edina where residents can find housing options at all life stages will require a deliberate approach to affordability. The Metropolitan Council has given Edina an affordable housing goal of more than 800 additional units by 2030.

While there is a strong market for market-rate housing, constructing and maintaining affordable housing in Greater Southdale remains a challenge due to high land and construction costs. Nevertheless, there are a few existing subsidized affordable housing developments, including:

- South Haven, 3400 Parklawn Avenue – 100-unit senior apartments
- Yorkdale Townhomes, 76th Avenue W – 90-unit family townhomes
- Yorktown Continental, 7151 York Avenue S – 264-unit senior apartments

This supply of 383 units represents nearly three quarters of all subsidized affordable units in Edina (around 560 units total). In addition, there are some “naturally occurring” affordable units, defined as housing that is priced below market rates but not subsidized to remain at that level. These units may be occurring because some housing stock is older, more modest in design and amenities, and/or not fully maintained and updated. One example of this is the moderately priced condominiums in The Colony development at the northern end of the district.

Approach

In 2015, the City adopted an affordable housing policy, which required developers of projects with 20 or more housing units to dedicate resources to affordable housing – either through constructing units or dedicating funds to a City fund. Recent market rate development in Greater Southdale has directed millions of dollars to the fund, though new units are still to be located.

In addition to incorporating affordable units as part of new development in the district, preservation of existing affordable units is also an important goal. This could take the form of needed renovations to currently subsidized units, and/or securing the affordability of existing naturally occurring affordable

units. Considering the cost of new construction, preservation of affordability may be a more cost-effective goal – though both are important.

Health Care

The Greater Southdale District is a local and regional destination for health care, anchored by Fairview Southdale Hospital, a full-service 390-bed acute care center in existence since 1965, with a variety of nearby clinics and wellness centers. In total over 20% of the jobs in the district are in health services. This industry is the largest employer in Greater Southdale, surpassing even retail and far exceeding its average wages. This long-standing presence is an important asset to the community. A recent 90,000 square foot addition and renovation of Fairview Southdale’s operating room facilities demonstrates the hospital’s investment in and commitment to the district.

The vision for Greater Southdale is one that promotes a holistic view of health and wellness – including physical, social, mental, and environmental health. This goes to the heart of the matter for creating a complete community that nurtures all aspects of an individual’s wellbeing. Intentionally designed community with public spaces, connections and a thoughtful mix of uses can provide opportunities for aspects of a healthy lifestyle:

- Active living such as walking or bicycling
- Meaningful social interaction in public spaces
- Convenient access to healthy foods
- A healthy environment, with clean water and air
- Access to health care services

Supporting these opportunities has been a consistent theme throughout Greater Southdale’s history, as well as its vision for the future. Due to the strong auto orientation of the district, however, the potential for these elements has not yet been fully realized.

Office and Retail

It is anticipated that the Greater Southdale District will continue to serve as a regional destination for retail and office uses. More context for this is addressed in the following trends and challenges discussion and in the 4.1 Economic Vitality and Competitiveness section.

Trends and Challenges

Future of Retail

In the past, the Greater Southdale District has been a major innovator in retail. With the construction of the nation’s first modern indoor suburban mall, the area created an often-replicated model for a retail destination arranged around a shared community space. While the original vision was never fully realized, it undeniably broke new ground and set the precedent for many years to come.

Retail is again at the crossroads, and there is once more an opportunity to use innovation to move forward. Some concepts are based on time-tested ideas about great places from the past – such as creating a walkable, pedestrian-scale environment. However, there are some unknowns too, including

how technology and new behavioral patterns can and should influence retail and the design of spaces for retail and mixed-use.

Future of Workplaces

While retail is closely associated with the Greater Southdale District identity, it is also a major office and medical employment area. As with retail, workplaces are changing – with more focus on creating quality, amenity-rich areas that attract and retain workers. With the innovations of the Centennial Lakes development, this area was an early innovator in terms of creating some of the elements of this type of place. There is an opportunity go further to produce places with activity and vibrancy that appeals to workers, with the intention of attracting and retaining talent. While the private sector plays an important role, the City of Edina can also be a leader in the provision of these kinds of places through targeted policies and investments.

Making Experience Primary

Both the futures of retail and workplaces point toward a strong focus on experience - creating places that are unique and appealing to residents, workers, customers, and visitors. From the planning perspective, this means increased emphasis on designing and maintaining a high-quality public realm, including connectivity and accessibility.

Innovations in the development of the public realm for Southdale Mall and Centennial Lakes created some successful elements in the past, although there is an opportunity to go farther at the district scale rather than individual development sites. The goal is to create a distinct sense of place, with identity and continuity of experience.

Future of Transportation

Multimodal transportation is an important consideration in Greater Southdale. Currently served by several bus routes, the district continues to be a major destination in the regional transit network. There has been discussion of additional route modifications to provide more circulation within the district itself. Additionally, bicycle and pedestrian improvements may increase the number of short trips done without a vehicle, mitigating traffic congestion and increasing street activity.

While there is no current plan for transitway investments in the Greater Southdale District, increased development of the area will need more extensive transit service to mitigate increases in traffic on a constrained roadway network. Achieving transit supportive densities and concentrations of jobs and housing units will ensure future transit service is successful and can be provided on convenient and frequent enough basis to make it a viable transportation alternative.

In addition, changes in how people travel (both present and future) will need to be addressed. In the short term, there is the need to address increased use of shared vehicles (such as Lyft and Uber), and an increase in delivery services. Longer term, the district may need to address such things as autonomous vehicles and drone flights. These changes could have a major impact on parking demand in the long term, which could greatly change the allocation of space within the district.

The land use plan for the Greater Southdale District has an established context relative to access and/or lack of connection to other similar uses and experiences. This concept places transit centers (with associated public parking) at district gateways or near freeway access points to help divert vehicular

traffic from the heart of the district. These transit centers are logical places for ‘mobility hubs’ for ridesharing services such as Uber or Lyft. Some uses, such as office, healthcare and retail, may be clustered around these transit centers because they are destinations for visitors from throughout the region, while other uses – such as housing – are adjacent to existing residential uses and shared assets that correspond to a healthy lifestyle. In addition, the location of transit centers near access points to the central spines – the Promenade, Centennial Lakes and Fred Richards Park -- encourages pedestrians to use these pathways as the primary corridors to travel to events, shopping and home.

Demographic Changes

This area has benefitted from competitive advantages associated with its ability to attract and retain an educated workforce, as both residents and employees. However, as demographic changes happen, it will need to continue to adjust to new realities and opportunities.

The predominant demographic trend impacting this area is the continued aging of the population. This area already has a concentration of senior and assisted living facilities. This emphasis is likely to continue, potentially with additional housing, and related services that cater to these residents.

On the other hand, there is an interest in appealing to young professionals. Millennials have shown an interest in being in active urban environments, with walkability and transit access. They are also more diverse than previous generations, so may bring additional needs and preferences. Attracting and retaining these young workers will be key to the long-term vitality of this area, as well as Edina overall.

Housing Affordability

Related to demographic changes is the large and growing need for affordable housing in this area, and in Edina and the region overall. Edina has traditionally been a high land value area, making the construction of affordable housing units challenging without direct subsidy. The City’s 2015 affordable housing policy has begun to address this, though there still are issues finding viable development sites for affordable units within the city. The Greater Southdale District, with its higher intensity land use guidance and transit access, is a likely location for a number of new units. Challenges remain regarding efficiently using resources to promote the retention and expansion of affordable housing options, given the high costs of land and construction in this area.

While much of the new housing will likely be high density multi-family, there should also be consideration of “missing middle” housing types – that is, smaller scale multi-family that provides a transition between single family and high density, in terms of both the housing market and built form. This may particularly be appropriate in areas adjacent to existing low density residential neighborhoods that border the Greater Southdale District in some places. It may also provide an affordable option for residents, though the pricing is likely to vary by development type and location.

Incremental Development

As a fully developed area, the Greater Southdale District will most likely see redevelopment in the form of incremental private sector investments in individual properties. This means that careful coordination will be needed to ensure continuity and connectivity of improvements to the public realm.

Future Land Use

The future land use plan is shown on **Figure XX**. The vision for this area includes dynamic streets, engaging parks and public spaces, and well-conceived and enduring buildings. It embraces managed change, innovation, and the creation of extraordinary places. In the case of land use, this means:

- Creating an overall framework for the area that organizes activity into a series of smaller, interconnected sub-districts linked by an exceptional public realm.
- Including a mix of uses within sub-districts that supports the area's function and provides needed services for residents and workers.
- Organizing sub-districts around focal points of visible human activity and public spaces that encourage walking and bicycling.
- Encouraging the location of higher intensity uses along transit corridors, to support better accessibility for residents and workers.
- Allow for innovation in flexibility in building use, layout, and design to accommodate changing demands for space – and enable adaptive reuse in the future as needs change.
- Managing transitions in land use and intensity where needed.

While the Districtwide Urban Design Policy Framework (in section 4.2 Urban Design) describes the systems that structure the pattern of public and private land parcels, including access and movement, the future land use plan focuses on land use and intensity of development.

The future land use categories used here are largely consistent with those in the city's overall comprehensive plan, as amended. It is important to note that land use categories are not zoning districts — they are broader and more long-term in scope. 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 important 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 ultimately be needed as part of the implementation of the land use plan.

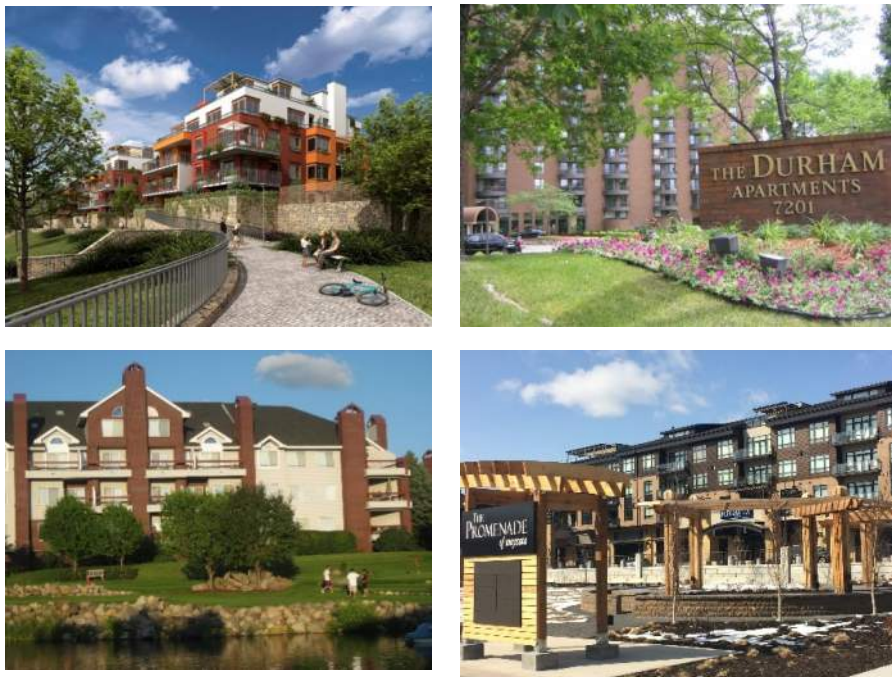
Land uses are characterized primarily by range of densities or intensities. For residential uses, density is defined in terms of dwelling units per net acre (exclusive of road rights-of-way and public lands). This future land use plan contains expected ranges of unit densities by land use classification. *It should be noted that these ranges are approximations, based on anticipated development type, that are used primarily to determine infrastructure needs in support of development. The actual units per acre in individual developments (existing and planned) may be lower or higher than the range given.*

Residential

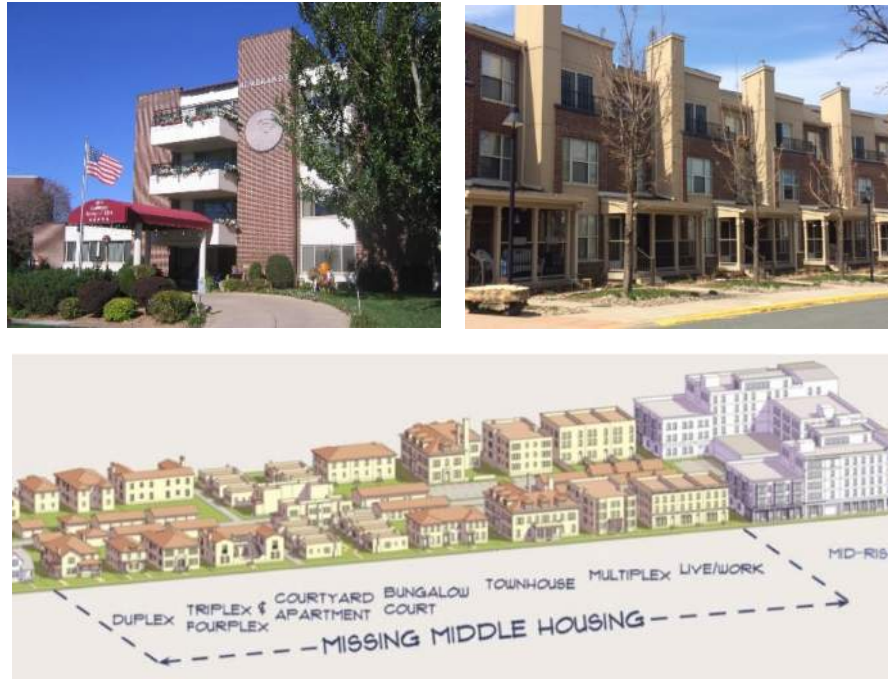
The most central primarily residential area of Greater Southdale is guided for **Greater Southdale District Residential (GSDR)**. This is defined as higher density than High Density Residential, potentially with more compact buildings, structured parking, and a stronger focus on transit supportive densities. This designation district may include some mixed-use elements compatible with residential development, such as small-scale retail, services, and institutional uses. The estimated residential density range is **50-100 units per acre**.



Consistent with the overall vision for the area as a walkable and vibrant community, guidance for future residential uses in Greater Southdale includes **High Density Residential (HDR)**, defined as concentrated multi-family residential development. This may include some mixed-use elements, such as retail, office, service, or institutional uses that are complementary and may serve residents' needs. Housing is expected to include a mix of ownership and rental options. Estimated density range is **20-60 housing units per acre**.



Greater Southdale District has a small amount of existing **Low Density Residential (LDR)**, **Low Density Attached Residential (LDAR)** and **Medium Density Residential (MDR)**, which consists of single family and small-scale multi-family development. While there are other ways to make the transition between use and scale in the district, their presence provides a transition from the district scale down to that of surrounding neighborhoods. While it is expected that these may stay for the time being, at some point in the future they may transition to HDR as part of a redevelopment project. The densities for these are consistent with the overall comprehensive plan.



Credit: Opticos Design, Inc.

Non-Residential and Mixed-use

The commercial core of the Greater Southdale District, including the Southdale and Galleria malls and commercial areas to the east and south, is a designated **Community Activity Center (CAC)**. This is the city's most intense district in terms of uses, height and coverage. Primary uses include retail, office, lodging, entertainment, and multifamily residential uses, with mixed-uses being generally preferred. Secondary uses include institutional and recreational uses. The estimated residential density range is **90-150 units per acre**.



The area in and around Fairview Southdale Hospital is a **Regional Medical Center (RMC)**. This includes hospitals, 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. Residential uses are allowed, but only for senior and affordable housing. The estimated residential density range is **50-100 units per acre**.



Office-Residential (OR). This mixed-use district forms transitional areas along major roadways such as France Avenue, and is located between higher-intensity districts and residential districts. Many existing commercial areas are anticipated to transition to a more mixed-use character. Primary uses in this district are offices and multifamily housing. Secondary uses include smaller scale retail and service uses (not including “big box” retail). The estimated residential density range is **20-75 units per acre**.

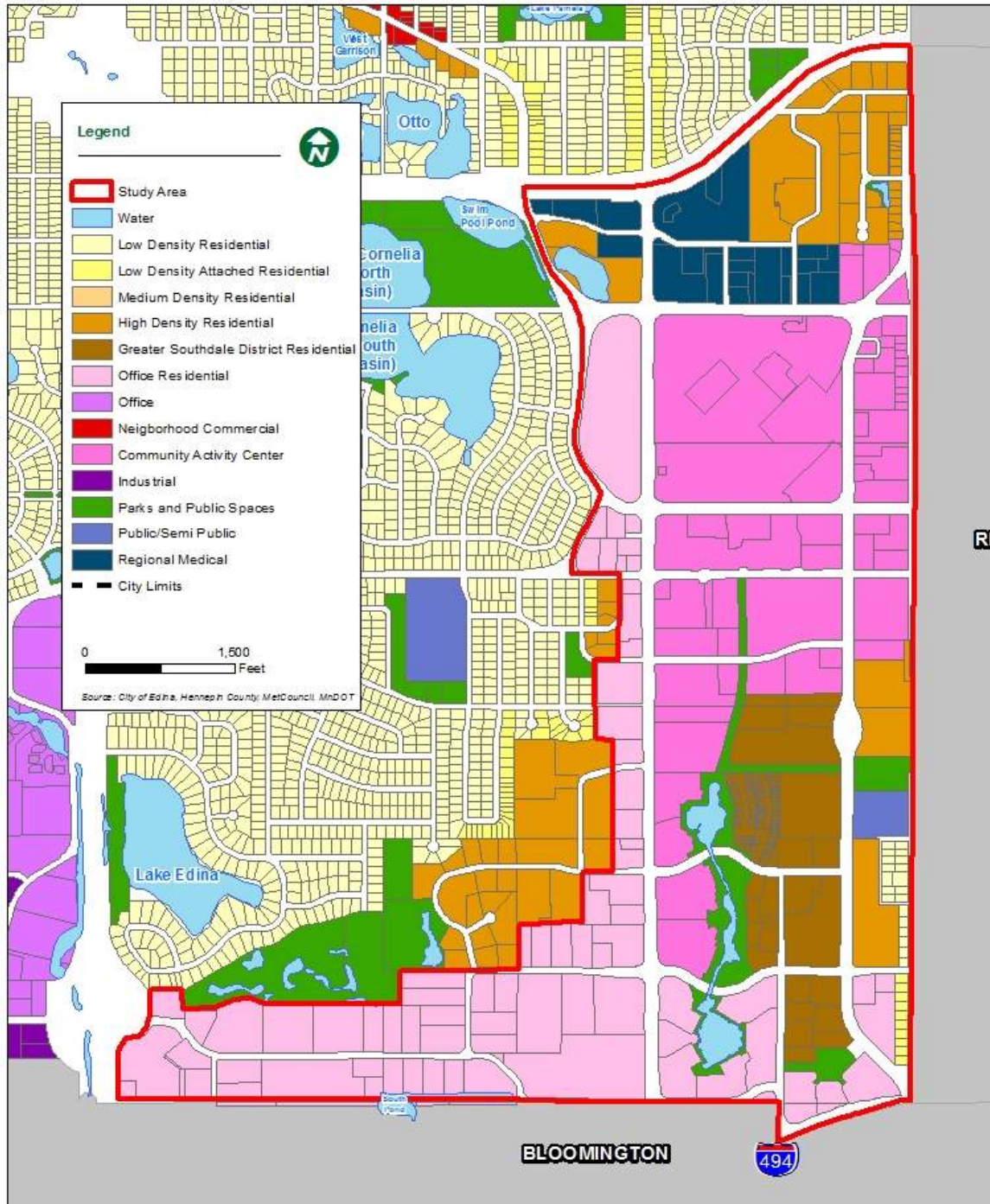


Major parks and protected open space are designated as **Parks and Public Spaces (PPS)**. These are publicly owned and maintained public spaces, as opposed to those privately maintained as part of development sites.



Public/Semi-Public (PSP) is a classification that applies to schools, large institutional uses, and semi-public. Some small uses of these types may be integrated into other land use districts. There are very limited examples of this in the Greater Southdale District, as many public and semi-public uses are incorporated in larger mixed-use sites.

Figure XX: Greater Southdale District Future Land Use



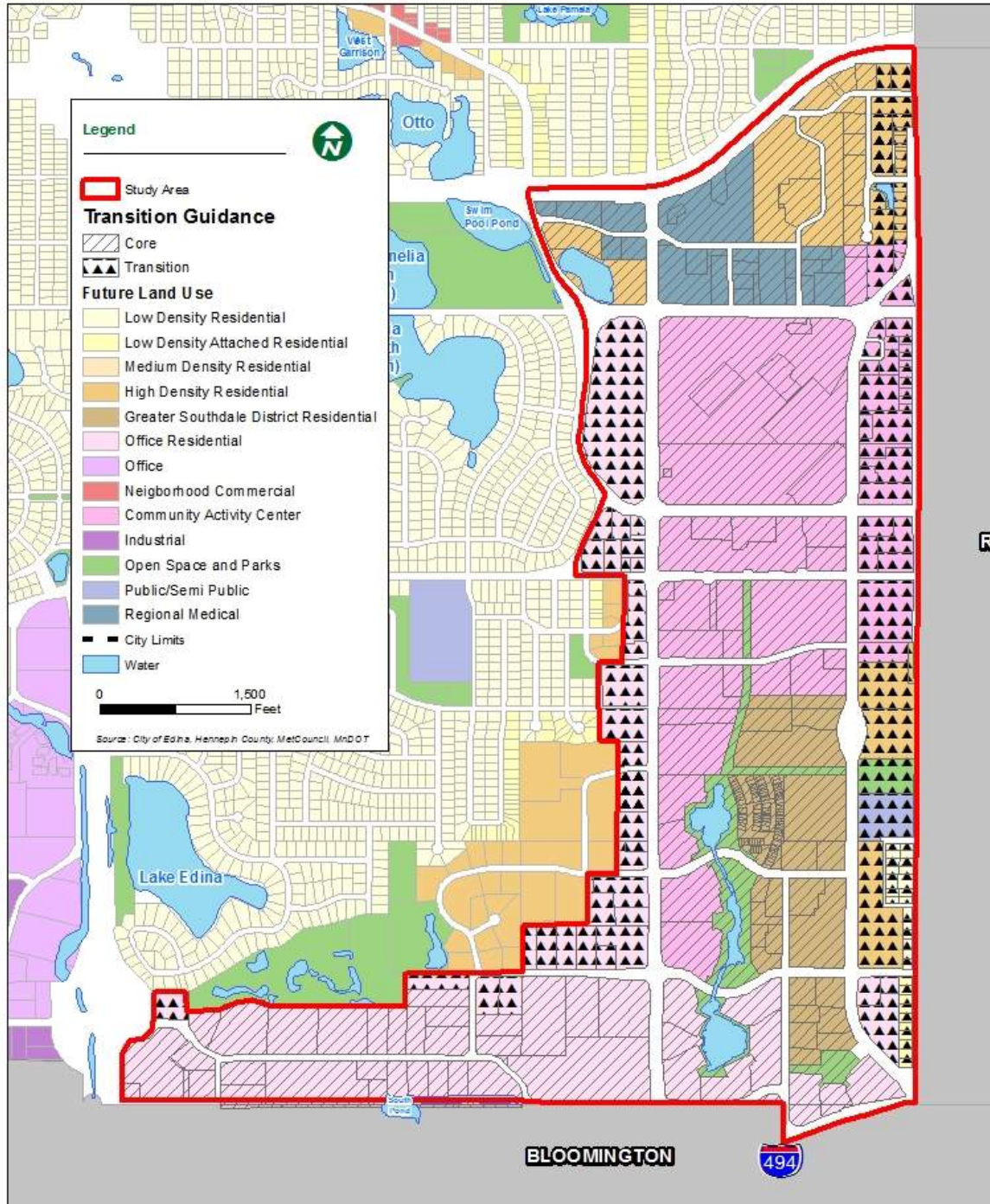
Development Transition Zones

The language of this plan's aspirations and policies focuses on **transitions and seams** – places where differences in scale, intensity, character, and use meet one another. These are critical places in the overall district, because they provide an opportunity to bind smaller subareas together into a large framework, while still allowing the areas to maintain their unique features and integrity.

While transitions and seams will occur throughout the district, the Design Experience Guidelines specifically calls out transition zones between the Greater Southdale District (GSD) and adjacent residential neighborhoods. **Figure XX** shows the location of these areas, which are defined as parcels around the edge of the GSD that are adjacent to residential neighborhoods - except in cases where they are separated by a major roadway or other nonresidential uses.

The treatment of parcels within these areas will vary depending on specific size and placement of the parcels, and the character and scale of adjacent residents. For example, it is expected that this will vary by whether adjacent residential is single family or multifamily.

Additionally, the space over which the transition occurs will vary, based on the depth of parcels and scale of the development. The transition may be contained within one building, or be managed across several. The Design Experience Guidelines have examples of both, as well as more specific information on appropriate building height and scale by corridor and sub-district.



Land Use Goals and Policies

Overall

Land Use Goal #1: Facilitate the evolution of this regional destination into a higher density, sustainable, mixed-use area for “shop, live, work, play, learn, interact” with a distinctive and definable identity as “Edina’s Living Room.”

- 1-A. Facilitate the creation of an integrated new neighborhood that promotes social interaction, community building, a prosperous local economy for residents and visitors, and reduced dependence on private automobile use.
- 1-B. Define a series of inter-connected sub-districts within a regional center through targeted public infrastructure investments.
- 1-C. Develop the GSD at residential and job densities that facilitate the positive evolution of the area, taking into account the relationship between density, livability, economic viability, and environmental quality.
- 1-D. Encourage the continuation of a mix of land uses throughout the GSD, including residential, commercial retail and services, office, entertainment, hospitality, educational, recreational, health-related services and facilities.
- 1-E. Promote developments that have a density, diversity of uses, and design that support an interconnected series of experiences that support the social and economic health and sustainability of Edina, i.e. community building in its fullest sense.
- 1-F. Facilitate fine-grained incremental redevelopment served by a well-connected walkable and bikeable public realm.
- 1-G. Encourage development by allowing latitude to gain tangible and intangible outcomes aligned with the district vision.
- 1-H. Support a development review process that incorporates flexibility and performance standards to allow for options to achieve acceptable projects.



Land Use Goal #2: Manage density levels and transitions in a way that reduces conflicts and impacts, while increasing district cohesiveness and vitality

- 2-A. Ensure the harmonious integration of retail, service, and residential uses.
- 2-B. Identify not only potential negative impacts of development and mitigation measures, but also potential community benefits and measures to enhance adjacent areas and the community.
- 2-C. Encourage high priority retail and mixed-use areas to be located near transit stops and public activity areas and nodes
- 2-D. Optimize the density and intensity of the GSD to increase the level of housing close to jobs and services, to ensure a high standard of livability, and to achieve a reasonable “rate of return” on the public investment needed to achieve the overall vision.
- 2-E. Set densities in the sub-districts of the GSD so as to integrate with the adjacent contexts and neighborhoods.
- 2-F. Throughout the GSD, a fine grain of development should be encouraged by the sensitive design of larger parcels and by the provision of smaller parcels.
- 2-G. Support emerging development patterns through flexibility in zoning for mixed-uses and development types.



Commercial and Mixed-use

Land Use Goal #3: Support the continued role of the Greater Southdale District as a retail and employment destination, including a continuation of its past tradition of innovation in shared public spaces and unique commercial districts.

- 3-A. Build on the original innovative vision of Southdale as a retail/commercial center of a mixed-use community, with indoor and outdoor areas, community activity, gathering spaces, and “third place” functions.
- 3-B. Support employment opportunities for residents in the district, as well as opportunities for workers to live nearby.
- 3-C. Support the creation of innovative and flexible workplace environments, that serve the changing needs of office, retail, and limited production uses.
- 3-D. Encourage mixed-use development where appropriate, such as residential/retail co-location and live-work opportunities.
- 3-E. Provide for expansion of commercial uses serving regional, citywide, and local shopping.
- 3-F. Provide for and encourage employment-intensive office and service uses that serve regional, citywide, and local needs.
- 3-G. Provide for hospitality and entertainment uses, particularly in support of the area as a regional destination.
- 3-H. Promote the location of ground-floor commercial uses to create and animate the public realm and increase social interaction.
- 3-I. Discourage the development of single-story commercial uses with surface parking on sites where higher intensity uses are feasible.
- 3-J. Encourage location of major employment centers near transit lines.



Housing

Land Use Goal #4: Provide for housing choices (housing and unit types, rental and ownership, and costs) to accommodate a wide range of individuals, including youth, singles, couples, families with children, seniors, and people with special needs.

- 4-A. Increase the amount of affordable housing for all types of households and income groups, both ownership and rental, with an increased focus on providing workforce housing for people who work in Edina.
- 4-B. Provide opportunities for all types of live-work and work-live developments in the Greater Southdale District in order to accommodate the growing demand, to provide increased affordable options for local residents, entrepreneurs, and artists, and to reduce commuting.
- 4-C. Promote housing choices which facilitate aging-in-place.
- 4-D. Facilitate the provision of a variety of housing forms, including cluster housing, row housing, townhomes, as well as mid-rise and high-rise apartment towers. Innovative forms of housing should also be explored, including live-work units, rooming houses with smaller suites for singles and co-housing for families with children.
- 4-E. Encourage provision and expansion of ownership housing types where possible.
- 4-F. Evaluate the possibility of accommodating missing middle type housing in the area.



Land Use Goal #5: Provide additional housing development in areas that provide more housing opportunities while strengthening residential areas.

- 5-A. Promote new housing adjacent to or near existing residential development to facilitate neighborhood clusters.
- 5-B. Seek to optimize housing densities to increase housing that is proximate to transit and within walking distance of services and amenities.
- 5-C. Provide for housing densities that balance density, livability, economic viability, environmental quality and neighborliness
- 5-D. Use housing to help develop a diverse and socially cohesive community in Edina and in the Greater Southdale District.
- 5-E. Housing should be located and designed to promote an active and safe public realm, which contributes to social interaction among residents and leads to a sense of community.
- 5-F. Family housing, as part of identifiable neighborhood areas, should be in ground-oriented developments, close to open space, community facilities, and other amenities designed for children.
- 5-G. Housing should be developed as part of a complete community, with compatible retail and service uses and other destinations within walkable and bikeable proximity.



Land Use Goal #6: Support the maintenance of residential areas consistent with city standards.

- 6-A. Encourage the maintenance of housing stock and surrounding neighborhoods in a way that contributes to health and livability.
- 6-B. Encourage the development of neighborhood and community associations that support community standards while maintaining a welcoming environment.

District Services, Arts, and Culture

Land Use Goal #7: Accommodate public, institutional, arts, and cultural elements that are needed to create a complete and livable community.

- 7-A. Ensure that adequate space is made available to meet current and future for public services in the district, including educational services, social services, public utilities, maintenance of the public realm, and other public functions.
- 7-B. Encourage the co-location of destination of public and institutional uses with other uses in the district, to support efficient use of space and to provide convenient access to the public.
- 7-C. Support the development of arts and cultural elements throughout the district, including galleries, community centers/spaces, public art, performance venues, and other elements.
- 7-D. Promote the inclusion of arts and cultural elements into private sector development where feasible.



Medical

Land Use Goal #8: Continue to support the role of the district as a health and wellness destination.

- 8-A. Support the continued presence of Fairview Southdale Hospital and other health care services in the district.
- 8-B. Incorporate considerations of health and wellness into the development of all elements of the Greater Southdale District.



4.4 Transportation and Mobility

Overview

Land use and transportation are two distinct yet closely related elements of community design. They work together to establish the character and setting of urban places and the habits and behaviors of people who access and use them. This section of the Redevelopment Framework charts a decision-making path for improving accessibility and connectivity in the Greater Southdale District as it grows and evolves. More specifically, this section of the Redevelopment Framework:

- (1) Describes current transportation system elements including daily traffic conditions, highlights the conclusions of the 2016 Southdale Transportation Study, and summarizes current conditions;
- (2) Provides information on national and regional trends in land use and development/urban design character that greatly influence transportation and mobility systems;
- (3) Illustrates opportunities to increase mobility as the District evolves to a more compact, mixed-use, and higher density future; and
- (4) Identifies goals and policies to provide a much-improved and responsive movement network for multiple travel modes, with an emphasis on making the District more livable, more walkable, and a better place for healthy and active living.

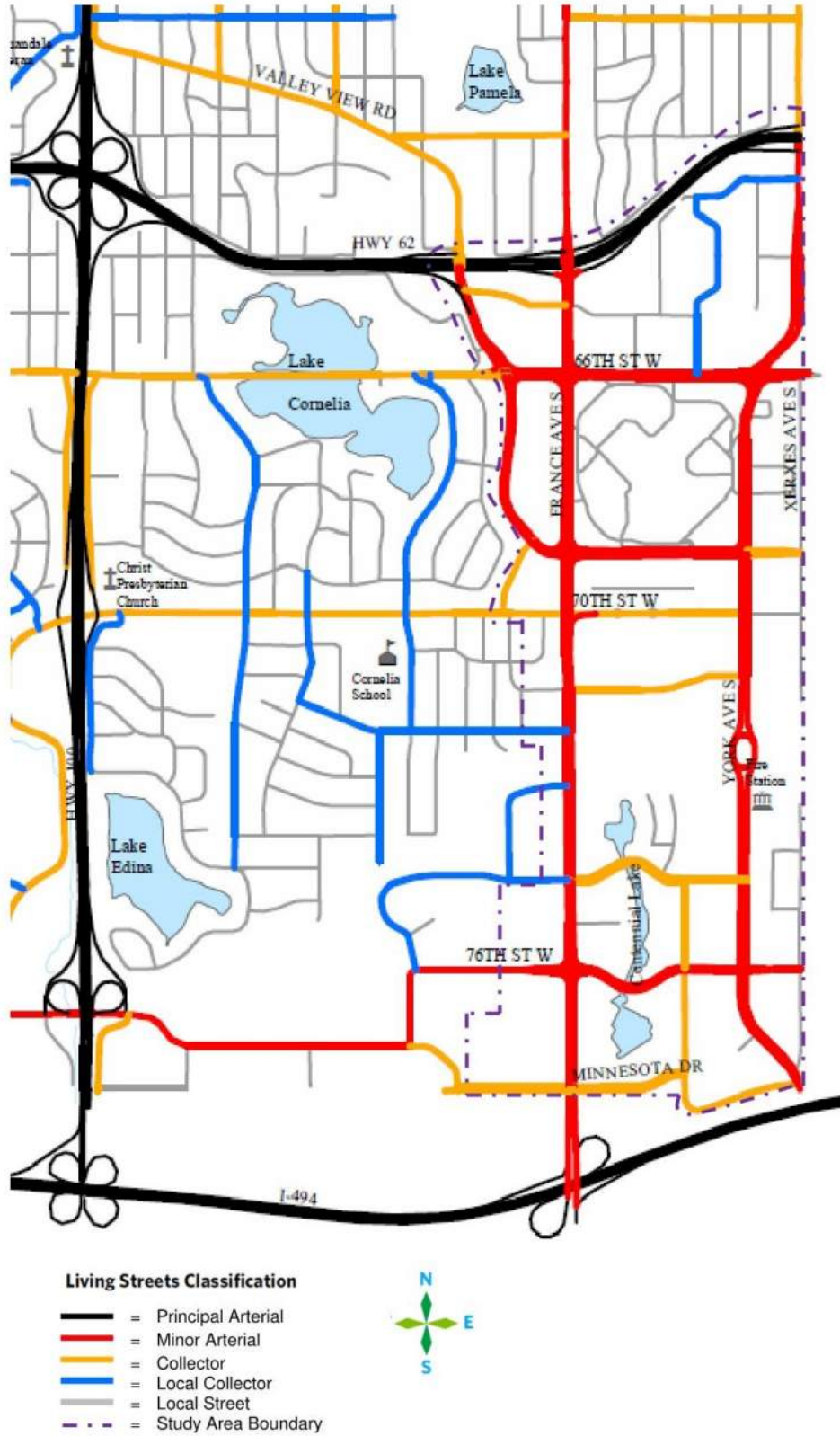
Current Conditions

The integration of land use and transportation planning increases accessibility. Mixing land uses at higher densities increases proximity. Providing transportation modal choices increases mobility. Both proximity and mobility enhance accessibility.

The transportation system currently serving the Greater Southdale District was intentionally designed to (and over time further evolved to) emphasize and facilitate automobile use as the primary mode of travel. At the time when Southdale opened its doors in 1956, former agricultural fields were being transformed to become suburban land uses that were seemingly spread across the landscape without barriers. The transformed landscape shouted borderless freedom, and the private auto was as much an expression of freedom as it was a transportation conveyance.

Fast forward to 2018, and the implications of our culture's almost singular reliance on automobiles have become all too clear; across the nation and even within and around the Greater Southdale District.

Figure XX: Current Roadway Network



Transportation System Elements

Measurements of the volume of travel mode-specific infrastructure make clear that transportation system in the Greater Southdale District is heavily weighted in favor of the automobiles and auto use. At the time when Southdale Center was designed and constructed, when automobile use was encouraged, it was anticipated that pedestrian and transit access would be antiquated and soon to be forgotten modes of travel. Today's transportation system (see Figure XX) consists of:

- **North/south streets: France Avenue and York Avenue.** These two very wide streets border the core of the Greater Southdale District and are designed to serve regional, sub-regional as well as local community travel. France Avenue is also Hennepin County Road 17; York Avenue is also Hennepin County Road 31. **East-West streets.** 66th, 69th, 70th, and 76th Streets, Hazelton Road, and Parklawn Avenue penetrate the District and extend beyond, feeding traffic into the District. 66th Street is also Hennepin County Road 53. Heritage Drive, 65th Street, Gallagher Drive, and Minnesota Drive distribute traffic within the District.
- **Trunk Highway (TH 62) and I-494.** These are two controlled access highways that are linked to the surface street system and were designed to serve regional and sub-regional travel.
- **Parking lots.** Parking lots, not buildings, comprise approximately 50 percent of the land in the Southdale district. Driveways that shoot off from the internal, on-site streets provide direct access to the lots.
- **Sidewalks.** Sidewalks line both sides of France Avenue from TH 62 to 76th Street, and only the west side of France Avenue from 76th Street to I-494. Sidewalks have been constructed on both sides of York Avenue between TH 62 and I-494. Some of the east/west streets that penetrate the Southdale district and the north/south streets that provide for automobile travel only have sidewalks on one side, and some are without any sidewalks at all. Generally, the orientation of on-site sidewalks is toward parking lots and not to the front doors of businesses.
- **Transit.** As illustrated in **Figure XX**, there are six transit routes serving the Greater Southdale District. They run along France and York Avenues and all of the east/west streets and, except for Gallagher Drive, penetrate the District.
 - The Southdale Transit Center, a hub where transfers between routes occur, is located at the intersection of York Avenue and 66th Street. Many of the bus stops are without any amenities (not even a bench) to make the transit experience more comfortable for passengers.

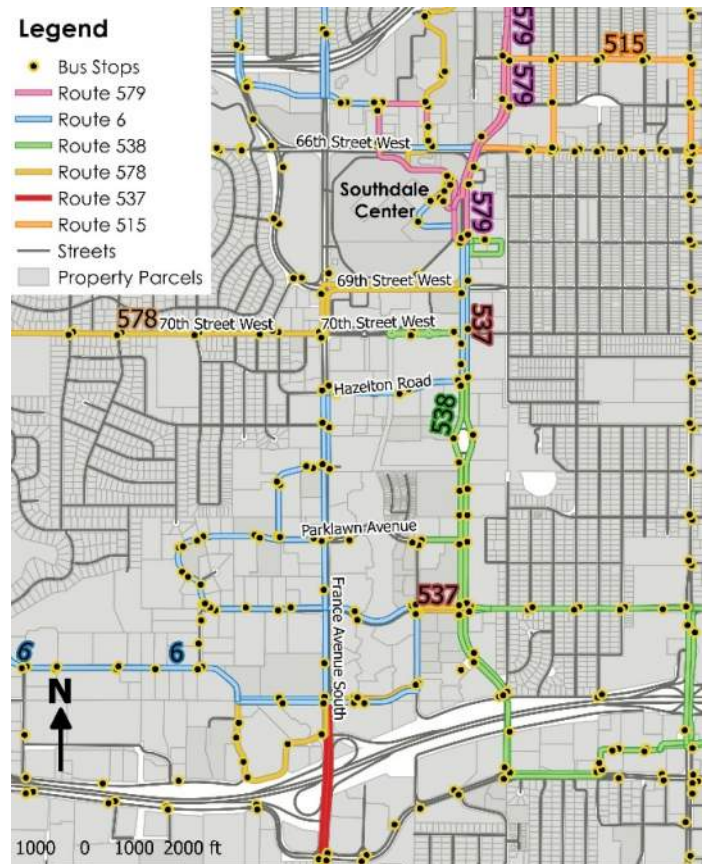


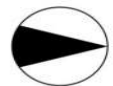
Figure XX: Metro Transit Routes and Stops

Daily Traffic

The Twin Cities region, no different than other metropolitan areas throughout the country, is experiencing a phenomenon where, in the urban core and first ring suburbs, **daily traffic volumes** in recent years have held steady or have generally been decreasing. At the same time, **peak hour traffic volumes** have increased and the peak of peak hour periods, which historically lasted for 10 to 15 minutes, is now longer. The streets described above, especially France and York Avenues and the major east/west penetrating streets, are no exception. The figure below illustrates historical Annual Average Daily Traffic (AADT) on street serving the Southdale District.

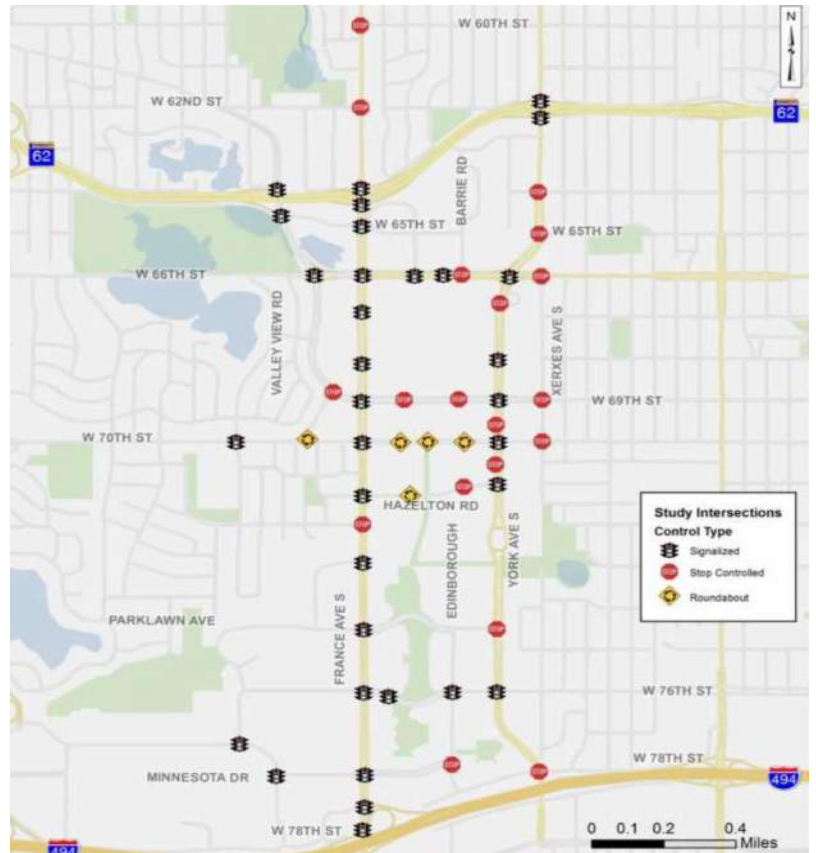


GREATER SOUTHDALE AREA
ANNUAL AVERAGE DAILY TRAFFIC VOLUMES
2007, 2012/2013, and 2014/2016



2016 Southdale Transportation Study

In 2016, the City of Edina contracted WSB & Associates, Inc. to prepare the Southdale Transportation Study to update a computerized model of the Southdale area that had been developed eight years earlier for the city's 2008 Comprehensive Plan.¹ In addition to providing information that was used to prepare the Transportation Chapter of the Comprehensive Plan, the model provided the city with a tool that could be continuously updated to help gauge the compound effect of multiple developments in the Southdale area. The 2008 computer model was calibrated against traffic volumes that were observed in 2008. By 2016 it was time to recalibrate the model, to ensure its continued accuracy, against more current (2015) traffic volumes. The study area boundaries for the updated, 2016 model are 60th Street on the north, the Richfield/Edina border on the east, the Bloomington/Edina border on the south, and TH 100 on the west. The model included 40 signalized intersections, 20 un-signalized intersections, and three roundabouts. A map showing study area intersections is presented to the right. Once the model was recalibrated, it was used to forecast 2040 traffic conditions for two, alternative land use density scenarios for the Southdale area. The alternative scenarios are described below.



Intersections analyzed in the Southdale Transportation Study (WSB & Associates, Inc. July 2016).

- Base-Low Density Scenario
 - Population 20,580
 - Households 9,900
 - Approximate Average Residential Density Up to 43 units per acre

- High Density Scenario:
 - Population 39,690
 - Households 19,300
 - Approximate Average Residential Density Up to 100 units per acre

¹ The 2016 Southdale Transportation Study was a comprehensive study of the southeast quadrant of the city. It was considered a comprehensive study because of its geographic scope and the fact that it covered all of the predominant modes of travel within the area: auto, transit, bicycle, and pedestrian.

Major findings documented in the 2016 study indicated that in general most intersections in 2016 were operating at an acceptable, overall Level of Service (LOS) D or better. Problematic intersections found to operate at LOS E or F are listed below.²

- 2016 Existing Conditions:
 - York Avenue at W. 78th Street = LOS F
 - France Avenue at TH 62 North Ramp = LOS E
 - France Avenue at W. 76th Street = LOS E

Results of the analysis conducted for the forecast 2040 Low Density scenario showed that the majority of intersections will operate at acceptable, overall LOS D or better. Intersections forecast to operate at LOS E or F include five intersections listed below.

- Forecast 2040 Base-Low Density Scenario:
 - York Avenue at W. 78th Street = LOS F
 - Minnesota Drive at Edinborough Way = LOS F
 - France Avenue at TH 62 North Ramp = LOS E
 - France Avenue at W. 76th Street = LOS E
 - Hazelton Road at Target Access = LOS E

The forecast 2040 High Density analysis showed that the majority of intersections under study would operate at overall, acceptable LOS. LOS E or F intersections under this scenario included:

- Forecast 2040 High Density Scenario:
 - York Avenue at W. 78th Street = LOS F
 - Minnesota Drive at Edinborough Way = LOS F
 - York Avenue at Parklawn Avenue = LOS F
 - France Avenue at TH 62 North Ramp = LOS E
 - Xerxes Avenue at TH 62 North Ramp = LOS E
 - France Avenue at Parklawn Avenue = LOS E
 - France Avenue at W. 76th Street = LOS E
 - Hazelton Road at Target Access = LOS E
 - France Avenue at Minnesota Drive = LOS E

The 2016 Southdale Transportation Study found that LOS at the problematic intersections can be improved through a number of actions, including:

² Intersections are given a Level of Service (LOS) grade from “A” to “F” to describe the average delay drivers experience at an intersection. LOS is a function of **peak hour traffic turning movement volumes**, intersection lane configuration, and the traffic controls at the intersection. LOS A is the best traffic operating condition, and drivers experience minimal delay at an intersection operating at that level. LOS E represents the condition where the intersection is at capacity, and some drivers may have to wait through more than one green phase to make it through an intersection controlled by traffic signals. LOS F represents a condition where there is more traffic than can be handled by the intersection, and many vehicle operators may have to wait through more than one green phase to make it through the intersection. At a stop sign-controlled intersection, LOS F would be characterized by exceptionally long vehicle queues on each approach at an all-way stop, or long queues and/or great difficulty in finding an acceptable gap for drivers on the minor legs at a through-street intersection.

- **Improving intersection control devices.** For example, a two-way stop sign could be changed to an all-way stop.
- **Adjusting traffic signal timing.** For example, the signal cycle might be increased or decreased or more “green time” could be allocated to an intersection approach with comparatively more vehicle demand.
- **Geometric improvements on minor legs.** For example, additional lanes or longer turn lanes could be constructed.

Analyses in the 2016 Transportation Study showed that most of the documented traffic issues can be addressed by relatively low-cost improvements such as:

- Signal timing improvements;
- Improvements to turn lanes geometry, or:
- Installation of traffic signals or roundabouts at stop-controlled intersections;

Summary of Current Conditions

- The transportation system, with its predominant auto-orientation, is perfectly suited to serve a mid-1950s era shopping center in a suburban location.
- An analysis of the district’s trip-geography showed that patrons, customers, and employees of the district comprise the largest percentage of trips on the district’s streets.
- The spacing of signalized intersections at 640 to 800 feet encourages higher speeds on France and York Avenues. Increasing the number of signalized intersections and reducing the distance between them will serve to reduce the average speed.
- There are few opportunities for pedestrians to comfortably cross France and York Avenues, given street widths and the scarcity of signalized intersections. This impacts the ability of nearby residents to walk to the district.
- Neither the adjacent sidewalk system nor the internal, on-site system encourages pedestrian circulation.
- There is a serious lack of transit facilities to help ensure a level of comfort for passengers.
- Parking lots cover approximately 50 percent of the district, further demonstrating its auto-orientation.

The 2016 Southdale Transportation Study concluded that with possible increased development in the future, more trips are expected by all modes of transportation and, if a greater proportion of these trips are walking, bicycling, and/or transit trips, pressure on the roadway system would be reduced. Further analysis of the traffic volumes identified the origins and destinations of daily and peak hour traffic using the streets within the Southdale district. The findings showed that a significant percentage of traffic (43 percent) comprises trips to and from the Southdale district. Trips passing through, without stopping account for 40 percent of the traffic, and trips to and from surrounding neighborhoods (between TH 100 and I-35W) comprise 17 percent of the traffic.

Signalized intersections are the only locations along France and York Avenues where pedestrian crosswalks are provided. For obvious safety reasons, pedestrians are encouraged to use the crosswalks to circulate across these two streets. The traffic signals are generally located 640 feet to 800 feet apart, which is appropriate spacing for a 40-mph street. The traffic signals on streets with slower posted (and actual) speeds are typically spaced closer together.

Trends, Challenges, and Opportunities

Trends and Challenges

National and regional trends affecting the District's current land uses, urban design character, future marketability, and that will greatly influence changes to the District's transportation and mobility systems are:

- Downturn in the patronage of bricks-and-mortar retail stores as online shopping and home delivery becomes more accepted and prevalent;
- Upturn in the need for additional multi-family housing units (in denser, mixed-use, transit-served areas) to accommodate growing populations of empty nesters who are downsizing and young professionals who are delaying or have decided not to enter the single-family housing market;
- Telecommuting, where an employee can work from home or a coworking location for all or a portion of the work;
- Increased awareness of the immediate and latent costs of owning and operating an automobile;
- Improved transportation technology, including driverless cars, vehicle guidance systems, pedestrian countdown timers, bicycle traffic control devices;
- Increases in real-time ride-sharing, car-sharing, bike-sharing, scooter-sharing, and real-time travel information;
- Increased dynamic parking management systems;
- Increased desire to live, work, and play in close proximity;
- Emphasis on active living – integrating physical activity into daily routines through walking, biking, and taking transit: and
- Increased market support for medical and health-related services and facilities, and the co-located complementary patient recovery “hotels.”

These trends also present challenges for the District. They call into question the continued viability of the District if these trends are not met with a strategic response that guides the District's evolution to better align with them. A challenge for planning for a better aligned transportation and mobility infrastructure is that travel demand forecasting has traditionally relied on land use forecasts that do not adequately take into account the interaction of the various land use components within mixed-use development.

Opportunities

It is the lack of foreseeable market support for some of the existing uses in the District that has presented an opportunity to re-think and re-imagine the Greater Southdale District. This reality points to the need to consider new land uses, development intensities and character, and mobility choices. The District needs new goals and policies that will, over the next 50 years, facilitate strategic responses to current and future market shifts – in a manner that not only positively affects the District, but also the Edina residents in adjacent neighborhoods and throughout the City as a whole.

As the Greater Southdale District becomes an even denser concentration of shopping, housing, hospitality/entertainment, employment, community services, and high quality walkable public parks and public realm, there is the possibility of an integrated suite of mobility services to bridge the distance between high-frequency transit and an individual's origin or destination. If realized, this would increase

transportation choices, decrease dependence on the single-occupant automobile, and reduce traffic congestion.

While Hennepin County, which has jurisdiction over France Avenue, York Avenue, and West 66th Street, and while the Hennepin County's 2030 Transportation Systems Plan (2030-HC-TSP) states that the automobile will continue to be the predominant mode for transportation now and in the future, there is an acknowledgment that mode share for transit, bicycle, and walk modes will increase in the future. Also, Hennepin County adopted Complete Streets and Active Living policies which give them a stronger role in supporting development of a balanced multimodal transportation system that provides choice in automobile, transit, bicycle, or pedestrian travel.

The City of Edina adopted its Living Streets Plan which calls for Edina's street system to be more "human centered" so that they are designed and engineered to be safe and convenient for everyone – not just drivers, but also cyclists, transit riders, wheelchair users, and pedestrians of all ages and abilities. With this policy direction, coupled with Hennepin County's Complete Street and Active Living policies, there is an opportunity for collaboration to reimagine France Avenue, York Avenue, and West 66th Street towards a redesign that is much more supportive of the aspirations and objectives of the Greater Southdale District Plan.

Transportation Goals and Policies

Transportation Goal #1: Provide an accessible transportation network for multiple travel modes, moving the physical environment of the Greater Southdale district to a more vibrant pedestrian-oriented character and function.

- 1-A. **Regional Roadway Access.** Maintain adequate regional vehicle accessibility while also minimizing its negative impacts on Greater Southdale area circulation, not only regarding cars and vehicle deliveries, but also transit and bicycle usage, and pedestrian convenience and comfort.
- 1-B. **Street Grid.** Establish a district-wide street grid system based on blocks that are approximately 200' x 200'. Grids are highly connected street networks that are essential for neighborhoods that balance public and private life. To the extent that grids enhance property access, they are important for unlocking land value increasing economic benefits.

1-C. **Internal Roadways.** Develop prototype streetscape designs for new streets/roadways created as part of and to service redevelopment, and for possible re-design of existing streets/roadways, emphasizing legibility, pedestrian safety and comfort, street trees and other greenery, energy-efficient, pedestrian-scale lighting, and sustainability and storm water management techniques.



1-D. **Transit Service and Facilities (regional and local, transit system evolution).** Determine (1) need for revised routes/level of service for enhanced local use and circulation within Greater Southdale District and for regional access, (2) need for an enhanced transit center and possible relocation, (3) transit center co-location possibilities with other public or private development, including shared public parking. Create new east-west transit corridor connections.



1-E. **Mobility Hub.** Develop a strategy for a mobility hub(s) that would (1) connect different modes of travel – walking, biking, transit, and shared mobility, (2) integrate information technology to help travelers find, access, and pay for transit and on-demand shared mobility services, and (3) enhance mobility for travelers of all ages and abilities.

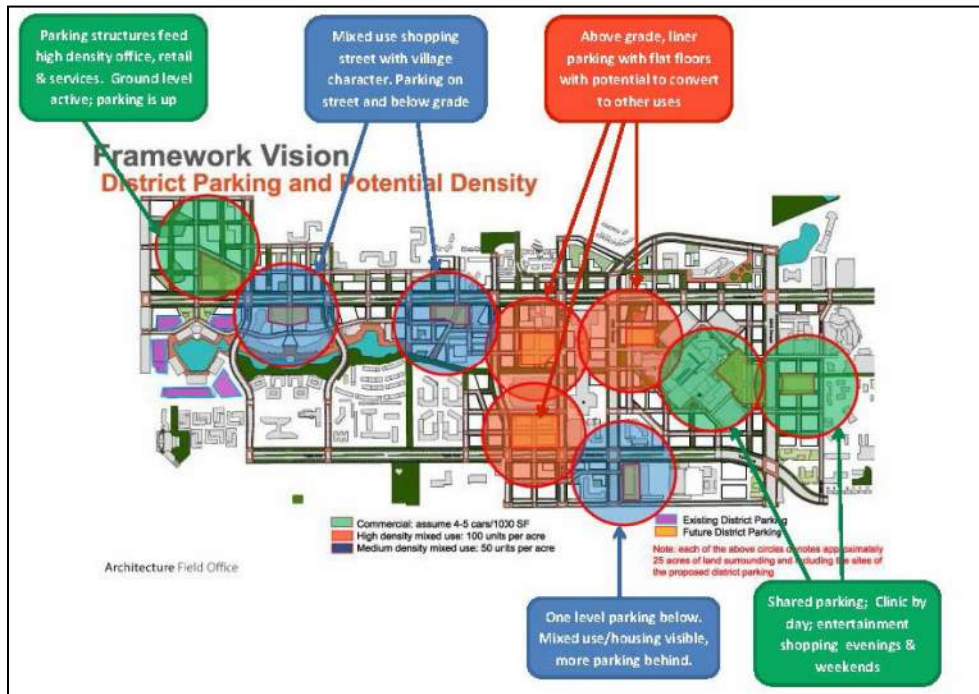


Source: San Diego FORWARD – Regional Plan 2019-2050

1-F. **Circulator Bus.** Evaluate ridership and other aspects of the Southdale circulator bus, and devise methods for expanding its service, including consideration of “public transit on-demand” methods such as partnerships with ride-hailing apps/companies.

1-G. **Parking and Loading.** Develop a plan to establish public District shared parking facilities in key locations to serve public facilities and/or to augment private parking. Future-proof parking structures by requiring flexibility and adaptability in above-ground parking structures for

possible future changes in use, addressing such issues as floor-to-ceiling height and other relevant features.



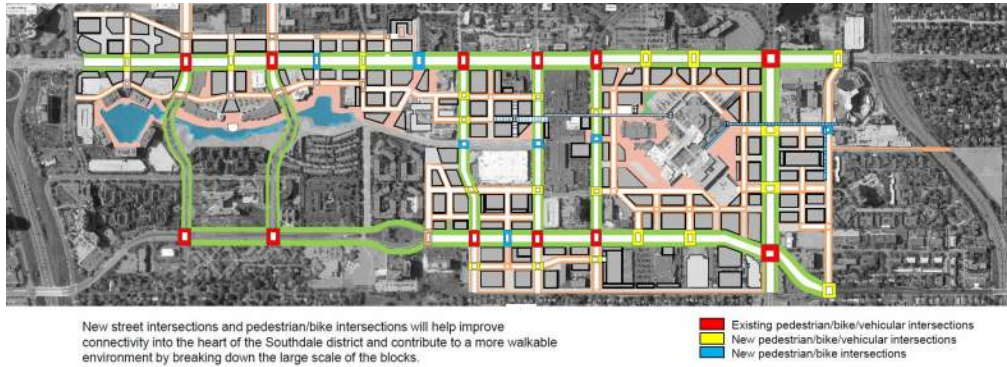
Transportation Goal #2: Identify the roadway, transit, and public realm connections needed to facilitate the evolution of the Greater Southdale District as a highly-livable, walkable, healthier, dense, mixed-use center, and to transition to and reconnect with adjacent neighborhoods.

2-A. **Signature/Gateway Roadways.** Transform France Avenue, York Avenue, and 66th Street with traffic-calming measures and beautification measures to discourage an increase in through-traffic, enhance pedestrian/bicyclist/transit user safety and comfort, promote adjacent neighborhood livability, and establish a deeper sense of arrival and sense of place for the Greater Southdale District. Extend the identity of the Greater Southdale District beyond its edges while conversely sharing the value of its amenity with neighboring residential areas, i.e. establishing a seam rather a border.



2-B. **Pedestrian Circulation.** Create additional opportunities for pedestrians to safely and comfortably cross France and York Avenues by increasing the number signalized intersections, including mid-block connections or other measures where appropriate, thus reducing the posted speed on these streets and facilitating a slower and more effective traffic signal progression for through traffic. Determine design and costs for (1) new

pedestrian/bike/vehicular intersections, and (2) new pedestrian/bike intersections. Create expanded sidewalks, with double-rows of tree canopy, on France Avenue, York Avenue, and 66th Street.



2-C. **Bicycle System and Facilities.** Provide a continuous, on-site route for bicycles that is connected to east/west streets penetrating the site and to provide access to the adjacent neighborhoods.

2-D. **Signage and Wayfinding.** Devise and install a district signage and pedestrian wayfinding system in multiple languages (at least the top three non-English, primary languages in the Edina community - Spanish, Hmong, and Somali).



2-E. **Public Realm Maintenance.** Prepare a Public Realm Maintenance Plan that includes increased levels of service for snow-clearing in all walkable areas (sidewalks, public paths, and trails), working with Metro Transit to ensure a similar level of maintenance of their facilities in the Greater Southdale District. Study the feasibility of installing geothermally-heated systems for dealing with snow clearing for all walkable areas.



4.5 Parks and Public Life

Overview

Parks and a system of green spaces and plazas are an integral part of a high quality of life and social well-being. Linked with privately-managed but publicly accessible spaces and venues, they provide opportunities for recreation, relaxation, and community gathering. A high-quality public realm sets the stage for an active and welcoming public life.

This section of the Redevelopment Framework gives direction to maintaining and enhancing the existing parks system, and expanding it to meet the current and future needs of residents, working population, and visitors to the evolving Greater Southdale District. More specifically, this section of the Redevelopment Framework:

- (1) Describes existing park facilities and programs/events, both within the Greater Southdale District and nearby;
- (2) Discusses the trends in parkland development, and the challenges and opportunities in reimagining both park size and function in responding to the District's changing demographic profile, increasing population, and development densities; and
- (3) Identifies goals and policies to guide maintenance and reinvestment in the District's park facilities and programs/events so that each part of the system adds value to the whole and reinforces community building in its largest sense.

Introduction

Open space provided by both the public and private sectors is a key feature of a livable community. The Greater Southdale District currently has both public and privately-owned high-quality usable open space. These areas are clustered in the Centennial Lakes and Edinborough areas in the southern portion of this district. North of West 70th Street there are no parks. Parts of this area, largely on what had been surface parking lots, have been or are in the process of being redeveloped to higher-density residential uses, with concurrent provision of on-site landscaping, more showcase than usable open space.

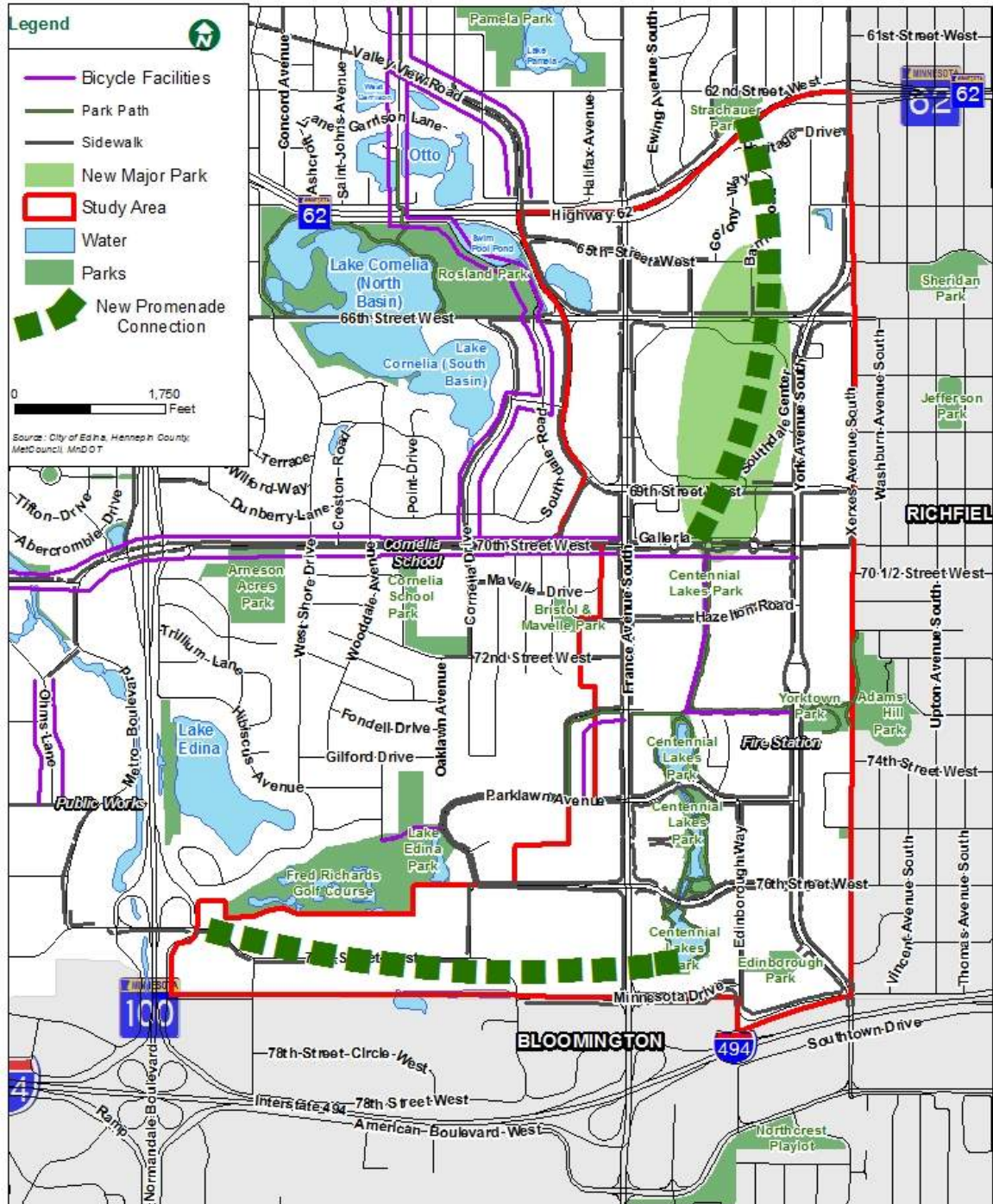
The public sector needs to analyze this changing intensity of development and provide a responsive strategy for creating new public parks and places for a more urban public life, for high-quality and flexible parks that foster creative interaction between the public realm and private development blocks. There will be increased local needs and desires for healthy and active living as well as for welcoming and stimulating places for visitors as the Greater Southdale District assumes an even higher profile as a regional destination for shopping, employment, and medical services and healthcare.

The character of the renewed and new parks and public life system will need to vary from quiet, contemplative, and green to crowded, high energy, and connected to an enlivened street, sidewalk, and pathway network. Arts and culture installations and events will need to be woven into the fabric of the experience. A model for the imagination and spirit of cooperation needed for evolution of parks and public life in the Greater Southdale District is Centennial Lakes Park which was created through the conversion of three gravel pits into lakes connected by a man-made stream surrounded by a public park, part of a 100-acre redevelopment characterized by horizontal mixed-use (housing, retail, and office). The Edina community will need to be able to build the success of Centennial Lakes Park into a springboard for Centennial Lakes North or whatever the next big public space will be.

Figure XX: Existing and Proposed Parks and Pedestrian Connections



November 2018



Current Conditions

There are four parks comprising approximately 40 acres in the Greater Southdale District serving nearly 7,200 residents, or 5.6 acres per 1000 residents. The City of Edina as a whole has 1,565 acres of park for its 53,000 residents, or 30 acres per 1000 residents.

The National Park and Recreation Association (NRPA) advises that the national average for cities between 50,000-100,000 is roughly 10 acres of parkland per 1000 residents. Therefore, Edina is considerably above the national average, but the Greater Southdale District is not only below the national average, it is considerably below Edina's average. The fact that the Greater Southdale District has a daytime population of nearly 23,000 including both residents and workers suggest strongly that a new strategy is needed for providing parks for this rapidly growing and evolving District.

Existing Park Facilities and Programs/Events

Centennial Lakes Park: Located in the southern portion of the Greater Southdale District, Centennial Lakes Park comprises 25 acres focused on a 10-acre-lake with a perimeter walkway. As described by the City's Parks and Recreation Department, other major features include:

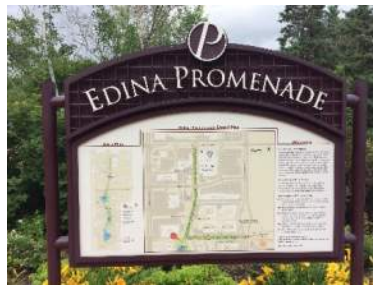


Image from the Metropolitan Design Center Image Bank.
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- **Park Centrum/Hughes Pavilion:** Overlooking the 10-acre lake, the Hughes Pavilion is a venue for receptions, parties, meetings, and events for up to 120 guests. It offers fireplaces, floor-to-ceiling windows, lakeside patio, warming house for winter ice skating, and free parking.
- **Amphitheater:** The Amphitheater is a lakeside venue, with its crescent-shaped seating area for outdoor concerts. It is also a popular location for outdoor wedding ceremonies.
- **Mini-Golf Course**
- **Lawn Bowling**
- **Boating (rental paddle boats)**
- **Events and activities** including Edina Art Fair, Parade of Boats (Edina Model Yacht Club), Fall into the Arts Festival, Winter Ice Festival, Farmers Market, and Torchlight Concert.



The Promenade: An 80-foot wide, 10-acre, 1.5-mile-long greenway that connects various retail, residential and recreational amenities in the Centennial Lakes area and northward towards the Galleria. The Promenade is designed as an extension of Centennial Lakes Park, including separate paths for pedestrians and bicyclists, spaces for two- and three-dimensional public art, and a comprehensive storm water management system including an above-ground pond/lake and “stream” as well as an underground storm water treatment structure.



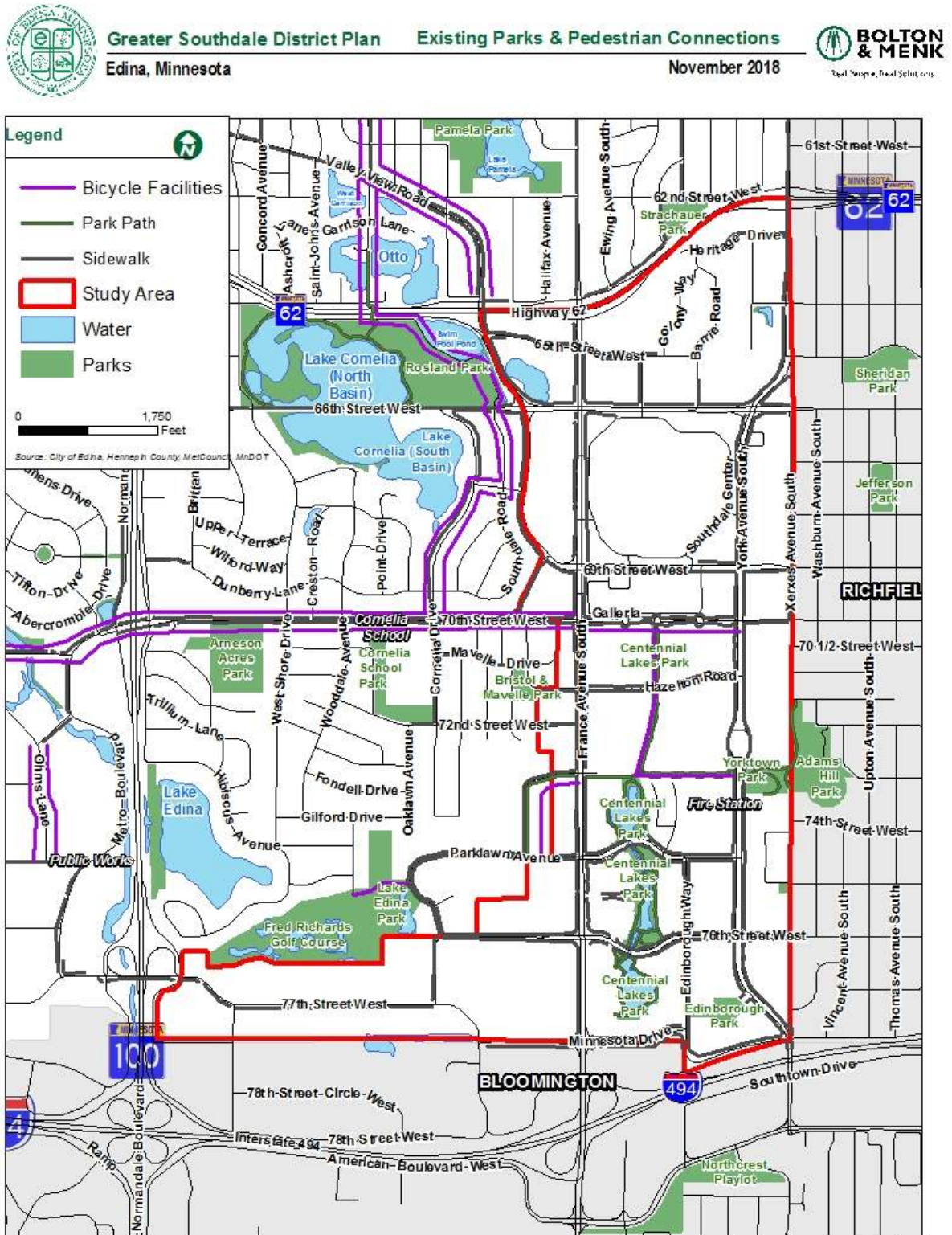
Yorktown Park: A 3.4-acre park at 73rd and York Avenue, including a skateboard park and community gardens. This park is accessible to the District via pathways that pass under York Avenue, however it is largely hidden from public view by the Edina Fire Station No. 2. It also connects to Adams Hill Park in Richfield and to parcels of land under city ownership that establish the East Promenade.

Edinborough Park: A two-acre indoor park facility that offers a variety of active recreation facilities including Adventure Peak, a Northwoods-themed climbing structure, Little Peak for toddlers, a 1/16th-mile three-lane running track, an indoor swimming pool, a “party plateau” setting with table and seating, a 60’ x 90’ multi-purpose Great Hall, and a 250-seat amphitheater with a stage for performances. Annually-scheduled events include: Music in the Park, Halloween Party, Breakfast with Santa, and New Years’ Eve Party. There are also some outdoor public areas that are considered park.

Nine-Mile Creek Regional Trail: A project of Three Rivers Park District, this regional trail takes users across 1.7 miles of wooden boardwalk and 14 miles of paved trail connecting Hopkins and the Minnesota River Bluffs LRT Regional Trail with the cities of Edina, Minnetonka, and Richfield.

Nearby and Adjacent Parks: Other parks that are important to the social and recreational fabric of the District are 22-acre Roseland Park to the west on the north and west sides of Lake Cornelia, 4.5-acre Strachauer Park north of Highway 62, and 13-acre Adams Hill Park in Richfield, to the east of Yorktown Park.

Figure XX: Existing Parks and Pedestrian Connections



Trends, Challenges, and Opportunities

As the Greater Southdale District grows and changes, the amount, location, design, programming, and maintenance of the parks and open space will need to respond to new requirements. The challenge is to structure the new investments to consider not only the diversity and complexity of the needed parks and open space, but also to consider the diverse and complex needs of people living, working, and recreating in a dense and compact mixed-use environment. The challenge is to knit together existing elements with new ones that facilitate the district's evolution. Each new investment must add value to the whole and help create an integrated network.

The Parks, Open Spaces, and Natural Resources chapter of the 2018 Comprehensive Plan not only reaffirms the citywide goal of devoting a minimum of 15 percent of Edina's land area to parkland, but also states the following action directives that bear upon the future of the Greater Southdale District:

- *Action:* Establish additional, more meaningful metrics to proactively select the best approach to the changing needs of our community.
- *Action:* Match increasing density of commercial and residential growth with the creation of new parks and open spaces, or connections to existing nearby parks.
- *Action:* Establish plans for what defines a park in future "hardscape" environments as they are developed (such as the Greater Southdale District).
- *Action:* Ensure there is a voice in how parks may be included in any future discussions or plans on "Highway Lids" within Edina.

This goal and the action directives acknowledge that the 15 percent citywide standard (with its focus on land area, but not on distribution or not on park acres per person within some reasonable distance of a park) may not be appropriate for the rapidly-urbanizing Greater Southdale District. The 15 percent standard for the 850+ acre Greater Southdale District may be equal but not equitable.

For example, Centennial Lakes Park is characterized as a 25-acre park, but almost half of it is a storm water pond which is only marginally usable as a park. How else might parks be achieved through satisfaction of other base infrastructure or utility needs of the District – playing fields atop reservoirs, urban courtyards over storm water collection, solar trellises over public spaces? Could developing a biofiltration landscape become the organizing concept for parks and open space as the rest of the District is redeveloped? Is the 15 percent standard a minimum, or is it enough? Do these action directives in the Comprehensive Plan suggest pushing beyond 15 percent for the Greater Southdale District? Other metrics are needed to establish an appropriate level of park services in the Greater Southdale District, more likely metrics that are based on population densities and mix of uses than on a percentage of area.



Edina’s changing demographic profile poses both challenges and opportunities for the evolving Greater Southdale District. New residential development has responded to the increased demand for both rental and condo apartments serving both young adults and empty-nesters looking to downsize. Edina’s growing ethnic and racial diversity has produced much discussion and strategizing on better methods for Edina to be more inclusive. Parks and recreation services and facilities can offer exciting and effective ways to enhance community cohesion and healthy lifestyles. The **Edina Strategic Master Plan for Parks, Recreation and Trails** states that updating and adapting parks and recreation infrastructure to be more inclusive and accessible provides increased opportunities that empower more independent individuals who can contribute positively to the community. Lower mobility populations, including older individuals, will greatly benefit from an approach that emphasizes accessibility for all.



A greater variety of activities such as urban gardening, increased flexibility in public realm activities, and multipurpose pavilions can enrich the daily experience of the District.

The Centennial Lakes Park and the Promenade are well-designed and -maintained. This landscaped public realm includes art installations and performance art venues. There is an opportunity to build upon this, extending and expanding the amenities throughout the northern portion of the Greater Southdale District. In 2013 the City carried out “Phase 5: North End Path Framework + Promenade Extension to Southdale” study. This study included inventoried and assessed existing conditions, forces and issues, and developed and evaluated a range of potential path/route options. Goals and objectives for this study were to:

- Extend the existing Promenade path system, which currently terminates at 70th Street, to Southdale.
- Provide a pedestrian and bicyclist path system that interlinks the development in the Centennial Lakes, Promenade, and the Southdale districts, as well as the use located north of 66th Street.
- Provide a connection to the (then) new Transit Center.
- Provide a connection, if feasible, to the residential neighborhoods located north of Highway 62.
- Incorporate the existing Promenade design themes into the expanded pathway system.
- Provide distinct identity and wayfinding elements for the Promenade path system.

An extended Promenade could leverage it towards a more prominent role in establishing an overall identity for whole District, and complementary unique identities for each of the sub-districts and the gateway corridors of France Avenue and York Avenue. An overall strategy could also consider additional pop-up installations and venues for events, competitions, and demonstrations.

Parks and Public Life Goals and Policies

The Greater Southdale Work Group determined that open space and parks, with complementary arts and culture elements and programming, are integral to the positive experience desired for the evolution of the Greater Southdale district. The **Design Experience Guidelines**, one of the major products of their three-year deliberations and dialogue, states that one of the fundamental principles of the vision for the Greater Southdale District Plan is to knit the district together through a new green and blue network of spaces and places.

Parks Goal #1: Encourage a more vibrant, healthy, and equitable whole life community designed with publicly-accessible parks and open spaces and places in the Greater Southdale District.

- 1-A. Prepare a Greater Southdale District Parks and Recreation Master Plan that addresses the challenges and opportunities inherent in a rapidly-urbanizing area, that encourages active healthy lifestyles, environmental awareness, lifelong learning, and promotes social cohesion through arts and cultural facilities and programming.

- 1-B. Conduct a feasibility study for the development of a new multi-generational Community Center in the Greater Southdale District, including consideration of co-location with other community facilities such as a senior center, an art center, a school, and the proposed Hennepin County Library facility.

- 1-C. Develop an Arts and Culture Program and Event Strategy for the Greater Southdale district. Involve the Arts and Culture Commission, Parks and Recreation Commission, Human Rights and Relations Commission, the Edina Chamber of Commerce, Heritage Preservation Commission, Hennepin County Libraries, Edina Community Foundation, Edina Community Education, and the Edina and Richfield School Districts.



A variety of venues can provide options for active and passive cultural activities.

- 1-D. Reserve and acquire property needed for new public parks, open spaces, plazas, and public realm connections that responds to the needs of increased residential densities, commercial growth, and enhanced use of the district as a regional destination. Consider additions over the citywide goal of 15 percent goal, as well as alternative designs and facilities that support the larger vision of innovation for this District.



City Loop, an intergenerational recreation landscape within Denver City Park, is a half-mile fully accessible mobility loop ideal for walking, running, rolling, riding) that creates a continuously re-definable circuit of engagement and activity.

- 1-E. Expand the size, functionality, and flexibility of the existing parks and public realm network in the southern portion of the district concurrent with the development of complementary new facilities in the northern portion.

- 1-F. Extend the Promenade path system northward to link to the uses north of 66th Street and the neighborhoods north of Highway 62.

- 1-G. Support the creation, maintenance, and perpetuation of publicly-accessible private open spaces. Establish guidelines for their creation, design, thresholds for access, location, etc., and other measures that will ensure their continued use.



- 1-H. Develop a Tree Canopy/Urban Forest Management Plan for the Greater Southdale district, with a tree care and maintenance program, and strategies for partnering with others to design, preserve, restore, and manage the urban forest infrastructure.



- 1-I. Sponsor creative placemaking to improve the livability and enjoyment of the Greater Southdale district in the short- to medium-term,

before larger development projects or capital improvements are installed over the next several decades.

“Creative placemaking animates public and private spaces, rejuvenates structures and streetscapes, improves local business viability and public safety, and brings diverse people together to celebrate, inspire and be inspired.”

National Endowment for the Arts



Parks Goal #2: Develop a new Central Park/Connection to Centennial Lakes in the northern portion of the Greater Southdale district that emphasizes creative storm water management to create multi-functional community open spaces, a character-defining amenity for an interconnected biofiltration open space network.

- 2-A. Conduct a feasibility study for a new Central Park in the northern portion of the Greater Southdale district, with connections to the Promenade and Centennial Lakes.



Providence, R.I. (left), Portland, Ore. (middle), and Kansas City, Mo. (right) use water to organize and define these parks.

4.6 District Services and Facilities

Overview

“Social Infrastructure” includes government and community resources, programs, facilities, and social networks that contribute to a community’s health, safety, and well-being. Strategic investment in social infrastructure encourages greater levels of equity, equality, access, participation, and social cohesion. These community services are as important to Greater Southdale’s future as “hard” services like water, sewer, roads, and transit. Provision of these community services is especially important in areas experiencing major growth as is the Greater Southdale district.

This section of the Redevelopment Framework:

- (1) Describes the current context and operations of libraries, schools/lifelong learning, healthy active living/health care resources, and public safety/emergency preparedness. (Note: In terms of how the general public views community services and facilities, parks and recreation services, as well as cultural facilities such as fine arts and performing arts, are often included. These latter services/amenities are dealt with in Chapter 4.5 Parks and Public Life.);
- (2) Discusses the trends, challenges, and opportunities facing these services and facilities as the Greater Southdale District evolves with increased population, business and residential growth in a more compact, dense, and mixed-use redevelopment pattern; and
- (3) Identifies goals and policies to public decision-making on the location, size, programming, and investments to link improvements to these services and facilities to the needs of the evolving District.

“Social Infrastructure” services and facilities are the publicly-accessible resources that

- **Help make lives safer, healthier, and more enjoyable, and**
- **Enhance skills and abilities to enable residents, employees, and visitors to lead more rewarding and productive lives.**

Introduction and Current Context

The City of Edina has a broad range of community services and facilities, many delivered by the City and some delivered by Hennepin County. The City is welcoming new population and employment growth and is adopting policies to shape and locate that growth to several areas or nodes: 50th and France Avenue, 44th and France Avenue, Wooddale-Valleyview, Grandview, and 70th and Cahill. Also designated to receive much of the city’s future growth is the rapidly-evolving mixed-use Greater Southdale District.

While the Community Services and Facilities chapter of the 2018 Comprehensive Plan addresses future requirements for citywide services and facilities, this District Services and Facilities section focuses on the Greater Southdale District and its requirements for services and need for possible expansion of existing programs and facilities or the creation of new ones.

Library Services. Southdale Library, owned and operated by Hennepin County, is located at 7001 York Avenue South. This 70,000 sq. ft. facility 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).

Hennepin County Libraries have already decided to replace the Southdale Library at its current site. Through a series of workshops sponsored by Hennepin County Libraries and the Edina Housing and Redevelopment Authority, the community considered primarily the redevelopment dimensions for the new library at its current location rather than a possible new location or revised programming. With this narrower focus, they identified key elements for success for a new library:

- Continue to serve a larger, regional function.
- Shared outdoor commons for all.
- Include mixed-use elements such as housing at affordable prices or oriented to seniors, and small-scale local retail.
- Provide and improve neighborhood connections and access.

The approved redevelopment program/schedule is to demolish their existing facility in the fall of 2019, and to open their new library at its current location in the summer of 2021. However, at the time of this writing, that redevelopment schedule is on hold. The current redevelopment plan indicates that the new building would be constructed on half of the site, in the north portion, with the southern portion sold for private redevelopment. The development plan includes a trail connection eastward to Adams Hill Park in Richfield. At this time, there is no plan for possible integration of other community services within the new library or at the southern portion of the site designated to be sold.



Schools/Lifelong Learning. The Greater Southdale District is served by Edina Public Schools (ISD 273) and Richfield Public Schools (ISD 280). However, the only school within the Greater Southdale District is the Step By Step Montessori school at 6519 Barrie Road. Nearby, just west of the Greater Southdale District, is Cornelia Elementary School at 7000 Cornelia Drive. Edina Community Education, a program of the Edina School District, offers lifelong learning classes including foreign language instruction, art, music, computer software training, dance, health and wellness, retirement and estate planning. Minnesota State University-Mankato at Edina, located in the Greater Southdale District, offers University Extended Education programs for professionals and other adults who want to advance their careers, complete a degree, or build new skill sets.

Health Active Living/Health Care Resources. The mission of the Edina Public Health Department 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. In terms of healthy living and lifestyles, the Department notes that a community's plan for housing, transportation, land use, parks, and economic development encompasses the largest factors that determine one's health, i.e. the social determinants of health are structural factors and conditions in which people are born, grow, live, work and age. The Department, housed in City Hall as part of the Police Department, provides its services citywide, with no program or facility focused solely on the Greater Southdale District.

In addition to the community health services provided through the Health Department, there are private health services and facilities serving Edina, including Fairview Southdale Hospital, a full-service 390-bed

acute care center. In addition, there are numerous smaller specialty clinics and medical offices, most of which are located in the Greater Southdale District.

Public Safety/Emergency Preparedness. In terms of police protection, the Greater Southdale District is served from the main administrative office located at City Hall, 4801 West 50th Street, which houses the 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. The Fire Department operates one of its two fire stations in the Greater Southdale District, Fire Station #2 which is located at 7335 York Avenue. The Fire Chief is the Director of Emergency Management.

Trends, Challenges, and Opportunities

Library Services. Libraries have traditionally served as repositories for manuscripts and books. Also, because libraries and their spaces continue to be egalitarian and open to all, they exemplify what we call today a “third space” which is neither home nor work, but rather a universally accessible space where people are free to congregate and fraternize without feeling like loiterers. Now, with accelerating demographic, economic, and cultural change, especially in urban and urbanizing areas, the question is posed: What will become of the library as the world goes digital? What is a library for if not for storing and circulating books?

Over the past two decades, libraries have compensated for the shift to technology by retaining “access to books” but also by redefining their mission around providing access to new technologies and staff who work with library patrons to understand how to best use the technology tools, communicate and synthesize ideas. However, even as library re-design has accommodated rapid invasion of computer clusters, that mission is beginning to seem redundant as most people have Internet access at home, at their workplace, and mobile devices. Therefore, many believe that it unlikely that providing on-site public access to online media will be a compelling justification for funding brick-and-mortar libraries even a decade from now.

If libraries are seen not so much as buildings for storing knowledge and researching past documentation (whether in person or online), but rather as places for learning and inspiration in the broadest sense, then perhaps a focus on improving the “third place” role may provide the basis of an answer to “How can our library tap into the potential for both information and technology to support an effective learning environment?”

Critical thinking and creativity tend to blossom in an environment that facilitates communication and collaboration. New libraries, and revamped older existing libraries, are being transformed to move away from a consumer approach to knowledge to a more sharing and experiencing mode for learning. Their design, both internal and external, does not totally do away with spaces for traditional study and contemplation, but rather gushes with spaces for public and civic engagement – places where people are at the center – a learning commons.

More pertinent to the Greater Southdale District, how can the new Southdale Library respond to the trends in library development as well as to the changing and evolving needs of the District? Demographic data for the District point to a senior population far exceeding any other part of Edina, as well as a sizable population of 25-34-year-olds, with forecasted growth in both of these categories. The Greater Southdale District is more racially and ethnically diverse than the city as a whole. Should the new library design and

program respond more specifically to these changes? How can the new library be more inclusive and welcoming, and more of a “third place” for learning?

The Edina/Grandview Library shares facilities with the Edina Senior Center. There is also a dedicated space for children’s and teen’s events and programs. With the growing senior population in Edina generally, and in the Greater Southdale Area specifically, there is a need for and an opportunity to establish a similar multi-generational learning and activity center as part of the new Southdale Library.

Should a highly people-centric public service such as a new library be ideally located as close as possible to other public and commercial uses in order to provide increased accessibility, walkability convenience, while minimizing dependence on single-destination vehicular trips? Locating a new public library, with other complementary services and programs, at Southdale Center, adjacent to the government services facility, possibly in a redeveloped and repurposed former department store site, near the transit center, and connected to an extension of the Promenade and future park, could provide boundless benefits to the community.

Schools/Lifelong Learning. Using their ten-year forecast models, neither the Edina Public Schools nor Richfield Public Schools foresee the need for additional school facilities to accommodate the growing population in the Greater Southdale District. In recognition of changing demographics, however, they are working more closely with families and the community generally to gain a better understanding of and eliminate barriers rooted in racial constructs and cultural misunderstandings. This dialogue may produce programmatic changes and may well have facility impacts.



Edina Public Schools is also looking at the possible impacts of changing demographics may have on the range of services they provide to the broader community, including their Community Education Program. Their current programs provide resources for early childhood learning to prepare children for Kindergarten and beyond, out-of-school programs for youth (K-12), adult programs, and a resource center which connects residents to resource and information for them to lead more productive lives.

Not only is there a growing senior population in the Greater Southdale District, and a growing family-formation demographic (25-34-year-olds), there is also an educated and skilled workforce. In terms of lifelong learning, there is an opportunity for a more innovative response from Edina Public Schools, Hennepin County Libraries, and the City of Edina to link the young, the old, and the in-between in teaching, mentoring, tutoring, cross-cultural exchanges, workforce training and professional development.

Healthy, Active Living. Nearly half of Edina’s population is over the age of 55. Edina’s residents over age 65 are around 20% of the city’s population, a higher percentage than in neighboring communities. These individuals seek changes in lifestyle to reflect their shifting family responsibilities, reduced workloads, and expanded recreational, educational, and cultural interests. Baby boomers are aging more actively than previous generations. Edina remains a strong community for attracting families. Providing opportunities for both an aging population as well as engaging youth and families will be a challenge. The Greater Southdale District affords a great opportunity for new and expanded programs and facilities for civic participation, active and passive recreation, and social interaction to facilitate health and wellness in its aging population, as well as teaching healthy habits and developing self-esteem in our community’s youth.



Public Safety/Emergency Preparedness. Both the Police and Fire Departments are attempting to respond to population growth, demographic changes, an aging population, changing workforce, and growing diversity not only in Edina generally, but especially so in the Greater Southdale District which is experiencing most of the impact of these changes. Another potentially significant factor in the changes affecting the Greater Southdale District is its evolution to a more compact, denser, and vertically-mixed-use built environment that is moving away from an automobile-use orientation to a more walkable public realm.

The Police Department anticipates that over the next twenty years, pedestrian, bicycle, and vehicular traffic will increase significantly with major retail and high-density residential complexes being planned and built in the Greater Southdale District. The unknown make-up of the higher density population 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.

The Fire Department has seen, citywide, a continuous upward trend in emergency medical call requests, with the SE quadrant, which includes the Greater Southdale District and is served by Fire Station No. 2 on York Avenue, continuing to see the largest portion of these runs.

Questions to be addressed include: Is the current fleet of emergency vehicles sufficient for a district with changing built form? Does the current Fire Station No. 2 have capacity for evolution to serve those needs or will a new facility be required?

District Services and Facilities Goals and Policies

District Services and Facilities Goal #1: Ensure that an appropriate range of community services and facilities supporting the Greater Southdale District’s population will be made available commensurate with its evolution.

- 1-A. Develop a “District Services Strategy Plan” for the Greater Southdale District to guide the establishment of services, programs, and facilities addressing the social, health and

wellness, recreational, cultural, and educational needs and interests of the Greater Southdale District population.

- 1-B. Apply principles and best practices of sustainability in the design and programming of public facilities.
- 1-C. Provide services and programs through facilities located in private development where needed to serve District and community needs.
- 1-D. Ensure that community services and facilities reflect the age and ability demographics of the District.

District Services and Facilities Goal #2: Encourage a location and design for a regional library in ways that match the pattern and character of the Greater Southdale District's evolution.

- 2-A. Partner with Hennepin County Libraries, the Edina School District, the Richfield District and with developers to create new or improved District facilities that facilitate greater efficiencies in land use, energy, and resources.
- 2-B. Incorporate placemaking outdoor social and cultural amenities.



Pioneer Courthouse Square, known as Portland's living room, is an urban park with public art, a fountain, chess tables, and steps arranged like an amphitheater for informal gathering and a venue for events.

District Services and Facilities Goal #3: Encourage opportunities for lifelong learning and education that will meet the needs and interests of the district’s and community population through facilities that are prominent in the experience of the District.

- 3-A. Assist Edina School District and Richfield School District to identify co-location and/or leased space, as determined by their processes, with public facilities within the Greater Southdale District.
- 3-B. Expand adult education in the Greater Southdale District, exploring possible partnerships with the Edina and Richfield school districts, employers, post-secondary institutions.

District Services and Facilities Goal #4: Ensure that response times for public and life safety services will at least maintain current thresholds as the Greater Southdale District evolves.

- 4-A. Create a joint Police/Fire facility in the Greater Southdale area to address call load and to maintain current response times.
- 4-B. Employ methods of policing aligned with the changing needs and character of the Greater Southdale District.
- 4-C. Utilize reserve officers as “ambassadors” of the Greater Southdale District and, as needed for events and as circumstances merit, to lend a greater sense of public safety in the Greater Southdale District.
- 4-D. Establish review of development proposals that includes consideration of Crime Prevention Through Environmental Design (CPTED) strategies.



4.7 Sustainability

Overview

The Environment chapter of the 2018 Comprehensive Plan articulates a citywide perspective on the environmental factors that act upon a community and ultimately determine its form and survival, including the impact that humans have on natural resources. That chapter also addresses sustainability on a citywide basis, stating that an approach to sustainability for Edina should focus on key areas of intervention (e.g. energy, waste, environmental quality), but also should be reflected in the way the city is designed, developed, and functions.

This section of the Greater Southdale District Plan draws upon that larger perspective and policy context to provide guidance for managing environmental change through sustainable practices and initiatives within the Greater Southdale district, with a sharper focus on:

- Development Pattern: Sites, Buildings, and Public Realm
- Multimodal Transportation Network
- Urban Forest and Landscape
- Energy Use/Efficiency Alternatives

Sustainability and Resilience

The terms sustainability and resilience often get used interchangeably, but they are actually two distinct concepts:

- Sustainability: Meeting the needs of the present without compromising the ability of future generations to meet theirs
- Resilience: Ability to respond to shocks and disruptions while maintaining integrity and purpose

There is an active debate as to which is more applicable for community planning: sustainability, which focuses on a long term, holistic vision for an area, or resilience, which more directly acknowledges that the world is messy and complicated, and focuses on preparing for disruption. This District Plan considers both as important and relevant.

District Vision

As Southdale Center was innovative in the past, the Greater Southdale District could become a precedent-setting model of how a fully-developed area can function as an integrated system with broader community benefits and a forward-thinking way to support human activity, social inclusion, and interaction. This aligns with Vision Edina 2015 which articulates the individual and collective responsibility the Edina community has toward good environmental stewardship. The vision for sustainable systems for the Greater Southdale District points to the following commitments:

1. Maximize environmental benefits of a developed area by handling necessary functions in a way that minimizes impacts on the natural environment, conserves resources, and restores natural systems;
2. Become a model of excellence for systems function, efficiency, and integration; and
3. Integrate functions across all areas of sustainability – built, social, economic, and natural environments:
 - **Built**, where the buildings and sites serve a variety of uses over a lifetime, sustainable building practices are encouraged and incentivized, and the development pattern and public realm infrastructure promote multi-modal

transportation options including walking, biking, transit-use, and car-use reduction programs.

- **Social**, where a wide range of people can connect and interact in community settings and experience a high quality of life, health, and wellness.
- **Economic**, where a forward-thinking and diversified economic base is prepared for ongoing changes and shifts, including shifting ideas about the workplace and retail environments, changing practices and expectations for employment, and technology, and
- **Natural Systems**, where natural resources and ecological functions are protected, enhanced and connected throughout the District and into the surrounding area.

Trends, Challenges, and Opportunities

As a fully-developed are with multiple property ownerships, redevelopment will be incremental and dependent on timetable and reinvestment decisions by individual property owners and developers. Nevertheless, because the transformation of the Greater Southdale District will involve redevelopment from underutilized land parcels, low-to-moderate densities, single-use sites to more compact, higher density and mixed-use, this change will enhance the feasibility and effectiveness of district-wide sustainability initiatives.

Implementation of sustainability measures will depend on a shared vision, cooperation, and ongoing commitment amongst stakeholders. Implementation will also depend on evolving best practices and possibilities. The approach will need to be flexible regarding specific strategies to make timely responses to evolving opportunities.

Development Pattern: Sites, Buildings, and Public Realm. Sustainable development is a pattern of resource use that aims to meet human needs while preserving the environment so that these needs can be met not only in the present, but also for future generations. In the Greater Southdale District this means allowing, and even fostering, economic growth and development in equilibrium with basic ecological support systems. A tremendous opportunity presents itself in the District's northern portion, with its large under- and undeveloped areas, to be reorganized into a more sustainable pattern of development. These large land parcels can be restructured, filled in and redeveloped into compact, higher-intensity mixed-use sub-districts, with supportive public infrastructure. This transformation or retrofit, coupled with sustainable building design, construction, and maintenance, will create neighborhoods that also include elements of livability and vitality that current and future generations are seeking.

Multimodal Transportation Network: If the places where people work, play, learn, and shop are closer to where they live and to each other, the amount of driving, in terms of distance, will shrink. Recent studies, *Moving Cooler* and *Growing Cooler*, both published by the Washington, D.C.-based Urban Land Institute, *Driving and the Built Environment*, produced by the National Academy of Sciences' Transportation Research Board examine the connection between land use and driving from different angles. Their analyses suggest that compact development can indeed reduce driving, and therefore

energy consumption which produces lower greenhouse emissions. Also, as the amount and quality of compact development increases, the reduction in vehicle miles traveled accelerates. Importantly, this reduction in vehicle miles traveled and corresponding reduction in greenhouse gases is permanent.

The environmental effects of compact development are further enhanced by a multimodal transportation network that includes a wide range of transportation choices that promote ecologically, socially, and economically sustainable modes of travel. An expanded public transit network will need to be oriented strategically to link to other forms of movement. Evolving technology in transportation calls for flexibility to accommodate these changes as well as evolving changes in traveler behavior.

The system for accessibility and circulation will need to balance mobility (transportation) and proximity (land use) to not only decrease car travel and encourage alternative forms of mobility, but also to achieve a higher degree of sustainability.

Urban Forest and Landscape. While Edina has a substantial tree canopy throughout much of the city, the Greater Southdale District, with the exception of Centennial Lakes Park, is nearly devoid of trees. Trees provide great benefits to the environment including filtering dust and pollutants from the air, providing shade and lower temperatures in built-up areas, helping to reduce soil erosion, buffering noise and light impacts, reducing energy use, and providing habitat. There is an opportunity in an area as large as the Greater Southdale District to create “ecological parks and public realm” that incorporate not only trees but also and other landscape infrastructure elements such as new storm water management systems. With creative design and sensitivity to context, an additional benefit could be the creation of multi-functional community spaces and places for gathering and community interaction that also educate the public about environmental stewardship.

Energy Use/Efficiency Alternatives. The heating and cooling buildings has traditionally been carried out on a building-by-building basis. Research has shown that heating, cooling, and hot water represent 60 percent of the energy demand in buildings. However, district energy systems can reduce primary energy consumption for heating and cooling of buildings by up to 50 percent. District energy systems are networks of hot- and cold-water pipes, typically buried underground, that are used to efficiently heat and cool buildings using less energy than if the individual buildings were to have their own boilers and chillers. Typically, district energy systems are found where load densities are high, allowing for high levels of affordable renewable energy supply through economies of scale, diversity of supply, balancing, and storage. As the 850+ acre Greater Southdale District evolves into a more compact, densely-developed area, a district energy approach could be feasible. More realistically, given the patchwork of land parcel sizes and diversity of ownership, a series of smaller district energy systems for sub-areas, would likely be more feasible and would more efficient than the current situation.

Overall Sustainability Goals and Policies

Sustainability Goal #1: Enhance and maintain the ecological health of the Greater Southdale District as a whole.

- 1-A. Revise development standards to allow higher intensity of development.
- 1-B. Establish a program of requirements and incentives for developers to incorporate sustainable building design, site design (layout and orientation), and construction practices.
- 1-C. Establish sustainability and resiliency guidelines for the Greater Southdale District that provide specific requirements for energy use, carbon emissions, water use, wastewater, stormwater, material use, solid waste, ecological systems and soil.
- 1-D. Require individual development projects to connect to district-wide utility systems once these systems are established.

Sustainability Goal #2: Use public realm infrastructure (both green and blue) as the connective tissue to give the Greater Southdale district a unique identity and create a remarkable and walkable daily experience through all four seasons.

- 2-A. Invest in landscaping improvements, innovative stormwater management, tree planting, sustainable technologies for energy conservation and efficiency, and programs for reducing waste that contribute to an define an interconnected public realm.



BEST PRACTICES: The 25-acre Arbutus Neighborhood (former brewery and factory site) in Vancouver, Canada features a 3-acre linear park/greenway system as part of a series of pedestrian routes, including pedestrian-oriented lanes based on the European “Woonerf” model, serving a population of 2,100 in 1,450 residential units.

Sustainability Goal #3: Create mutually-supportive and forward-looking infrastructure sustaining the Greater Southdale district, looking beyond baseline functions of a single site.

- 3-A. Undertake local energy planning and implement feasible integrated utility systems including district energy (heating and cooling), wastewater, and recycling of solid waste, and on-site power generation for all or parts of the Greater Southdale district.



BEST PRACTICES: The Southeast False Creek Neighborhood Energy Utility, Vancouver, Canada's first renewable district heating system, recycles waste heat captured from sewage and waste water to provide heating and hot water to buildings in the 110-acre Southeast False Creek area thereby reducing greenhouse gas emissions with renewable energy sources.

Sustainability Goal #4: Design and implement transportation systems that emphasize and promote pedestrian movements, transit, bicycle use, and reduce dependence on car use.

- 4-A. Investigate the need for a satellite Public Works facility that addresses four-season maintenance of the expanded public realm/pedestrian-supportive infrastructure that will be created to respond to increased population density, expansion of the workforce, and higher visitor levels.

4.8 Water Resources

Overview

The Water Resources chapter of the 2018 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. That chapter also addresses current and future conditions and demand, sets goals and policies, and provides an implementation framework for each water-related utility. It also invites the public to take part in the reimagination, renewal and improvement of the systems that support these services.

This section of the Greater Southdale District Plan provides:

- (1) an overview of current conditions;
- (2) Trends, challenges, and opportunities, and
- (3) Goals and policies for water supply, sanitary sewers, and stormwater management in the Greater Southdale District.

Water Supply

Current Context

The Water Utility system pumps, treats, filters, stores, meters, and delivers water to private service connections citywide. Water for fire suppression is stored and made available at public and private fire hydrant connections located citywide.

The mandate/local policies that apply to the Water Utility are:

- Provide the City's water customers with safe, high quality potable water.
- Provide sustainability of the City water system through preservation and conservation.
- Provide a reliable water system that can provide a safe water supply of water during emergencies.
- Continue to improve the quality of water throughout the distribution system by pursuing solutions to water quality complaints.
- Implement new technologies including pipe bursting and cleaning and lining to limit full reconstruction of utilities.

The City of Edina existing water system consists of five storage facilities, one of which is in the Greater Southdale District at located at 6853 France Avenue South. Constructed in 1956, this elevated tank has a storage capacity of 0.5 of MG (million gallons). The City has a total usable storage capacity of 5.88 MG. Other Public Utility assets include twenty wells that are utilized to supply groundwater to the City, two of which (Well 5 and Well 18) are located to serve the Greater Southdale District. Four water treatment plants provide additional treatment before sending water into the distribution system, none of which are located to serve the Greater Southdale District, however Plant 3 at Fred Richards (former golf course, to become a park) is nearby.

The majority of the water distribution and storage systems were constructed in the 1950s through 1970s, with treatment systems being added and expanded later. Wells were added as supply demand grew. All well systems have been through multiple lifecycles as pumps are replaced on a more frequent basis. Wells are redeveloped as their flow decays.

Trends, Challenges, and Opportunities

The Water Resources chapter of the 2018 Comprehensive Plan states that historical data from the last ten years was used to identify water use trends in the average daily demand (AD), maximum daily demand (MD), and maximum daily peaking factor. To determine future demand, future population growth and water use trends were projected through the year 2040. The analysis produced the following conclusions: (1) The current storage capacity will not adequately meet the projected AD demand; therefore, additional storage will be needed; and (2) Under existing conditions, the treatment capacity is sufficient for projected demands.

Going forward, the issues that need to be addressed are aging infrastructure, localized growth, and system modernization.

While the foregoing refers to water supply citywide, the following can be said regarding the SE quadrant of Edina and the Greater Southdale District going forward:

- The Southdale Water Tank at 6853 France Avenue will remain. Capacity improvements to the trunk distribution system and retrofit of the Dublin Reservoir at 700 Dublin Road are recommended to activate storage and make it more available to help support flows in the SE quadrant.
- With regard to the 76th Street/77th Street corridor extending from France Avenue westward towards Highway 100, the City Engineering Department is considering transitioning from Bloomington to Edina water service in coordination with a sanitary system review.
- The City Engineering Department is scoping a project for a (new) Water Treatment 5, part of the purpose is to increase filtered water capacity and improve water aesthetics in the SE quadrant.

Water Supply Goals and Policies

The Water Resources chapter of the 2018 Comprehensive Plan identifies the following citywide strategic goal areas:

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.

Sanitary Sewers

Current Context

The Southeast Edina Sanitary Sewer – Preliminary Engineering (April 2017) was prepared by Barr Engineering to assist the City with planning of its sanitary system to address possible needs that may arise from redevelopment occurring in the southeastern quadrant of Edina. The following narrative presents highlights and conclusions from that report. The **April 2017** report notes that the Southdale area has grown as redevelopment has shaped the area into a more vertical environment. It points out that numerous one-story buildings and surface parking lots are being replaced by multi-level buildings that are increasing population density and adding load to the City's sanitary system. Barr Engineering evaluated and assessed the capability of the City's sanitary system to meet changing loads.

Trends, Challenges, and Opportunities

Redevelopment projections provided information on ultimate low-, medium-, and high-density build-outs. Barr then prepared redevelopment scenarios to determine any needed sewer infrastructure. In an effort to be conservative, Barr and City staff selected the ultimate high-density redevelopment scenario to identify improvement alternatives.

Three geographic areas of pipe capacity concern were identified through scenario modeling: (1) Fairview Hospital area (Fairview), (2) Southdale Center Mall area (Southdale), and (3) the area around Parklawn Avenue (Parklawn). These three areas are depicted in Figure 32 from the April 2017 report. See map graphic **Figure 32** from **The Southeast Edina Sanitary Sewer – Preliminary Engineering (April 2017)** report: Pipe Capacity Scenario 5 – Ultimate High Density.

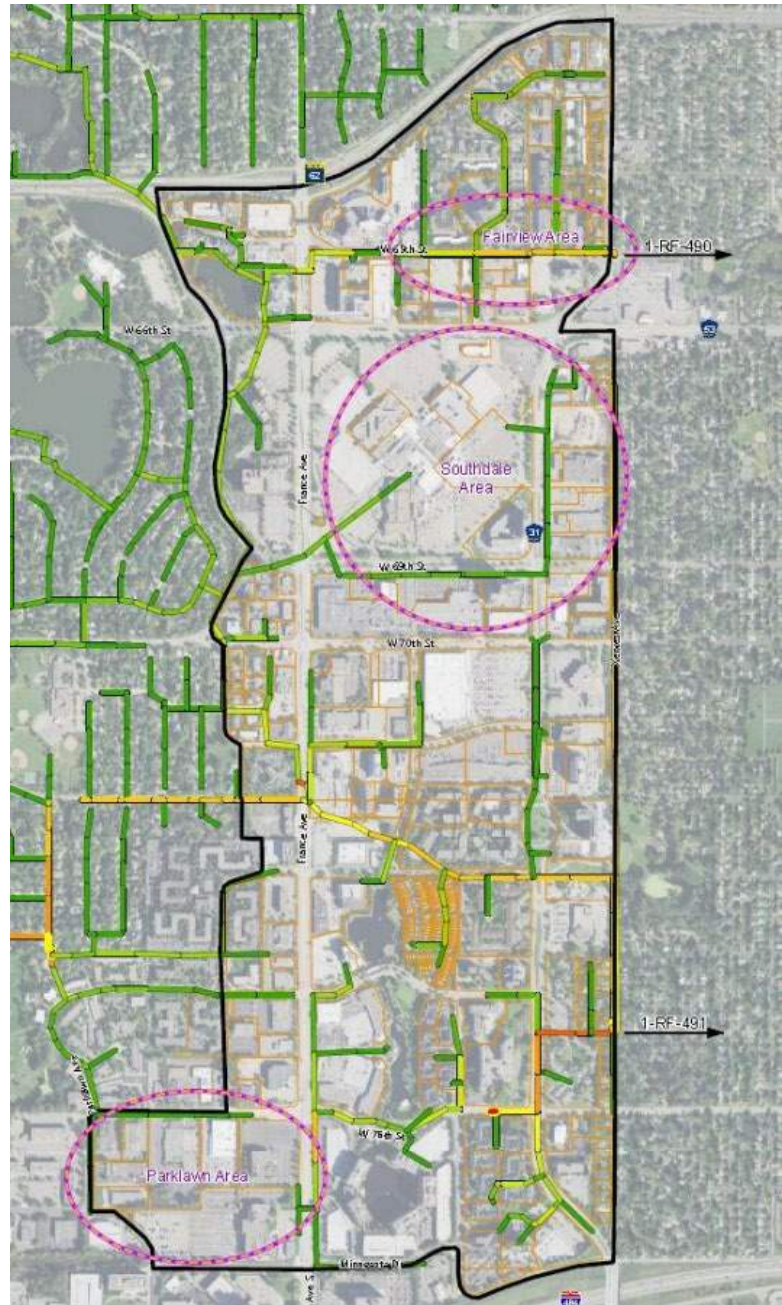


Figure 32 from *The Southeast Edina Sanitary Sewer – Preliminary Engineering (April 2017)* report: Pipe Capacity Scenario 5 – Ultimate High Density

In a presentation to City Council in May 2017, City staff and consultant representatives highlighted aspects of the April 2017 report and summarized its key findings:

- Edina is well served by existing infrastructure, has high utilization of trunk lines, and has ample capacity at its borders for growth.
- Numerous pipes in southeastern Edina are above capacity at the high-density level of development. The model results for these three areas were reviewed with City staff and proposed improvement alternatives were then identified for the sanitary sewer system so that the system can handle the additional flow from the proposed developments.
- Ongoing infiltration and inflow work continue to reduce risk and free up capacity.
- Edina has time to react – growing demand causes local capacity constraints in mid-term.
- Development fees are paying for new infrastructure.
- Infrastructure decision-making has a long-term outlook.

Going forward, they advised, the City would continue to balance service, demand, risk reduction and renewal of aging infrastructure in the Capital Improvement Plan (CIP). The City would continue to coordinate with the Metropolitan Council, and include a plan for options for Southdale (Phase 1: Capacity relief on York corridor to free up capacity on France Avenue corridor north of 69th.) and Fairview (Phase 2: Shuttle flow south, relieving 65th/Xerxes Met Council line.) in the 5-year CIP and 10-year plan.

Sanitary Sewers Goal

Sanitary Sewers Goal: Employ sanitary sewer and water service to balance service and demand resulting from the District's evolution while reducing risk through planned renewals of infrastructure.

Stormwater Management

Current Context

The **City of Edina 2018 Comprehensive Water Resources Management Plan (Management Plan)** addresses current and future stormwater management issues, especially those related to future development and redevelopment. That plan addresses stormwater runoff management and flood control, water quality management, and wetlands protection.

The Greater Southdale district lies within two drainage areas: Lake Cornelia/Lake Edina/Adam's Hill and Nine Mile Creek South. See map graphics: **Fig. 7-2 and Fig. 8-2** from the **Management Plan**).

The following discussion, focusing on these two drainage areas, was extracted from the **Management Plan** and summarized below.

Lake Cornelia/Lake Edina/Adam's Hill – North Lake Cornelia and Adam's Hill Drainage Patterns. North Lake Cornelia has a large watershed, encompassing 863 acres. The North Lake Cornelia watershed has been delineated into 162 subwatersheds and is characterized by several ponding basins within the watershed. Land use within this watershed comprises a large commercial area (including the Southdale Shopping Center), portions of TH 62 and TH 100, residential areas (high and low density), parks, wetlands, and open water. The majority of the runoff from the highly impervious commercial areas drains through France Avenue and West 66th Street storm sewer system and discharges into the Point of France pond, located just northeast of the West 66th Street and Valley View Road intersection. Adam's Hill Pond drainage area includes the 108-acre area with the City of Edina that drains to the Adam's Hill Pond in Richfield. The outlet from Adam's Hill Pond is a pumped outlet that discharges 10cfs to Centennial Lakes.

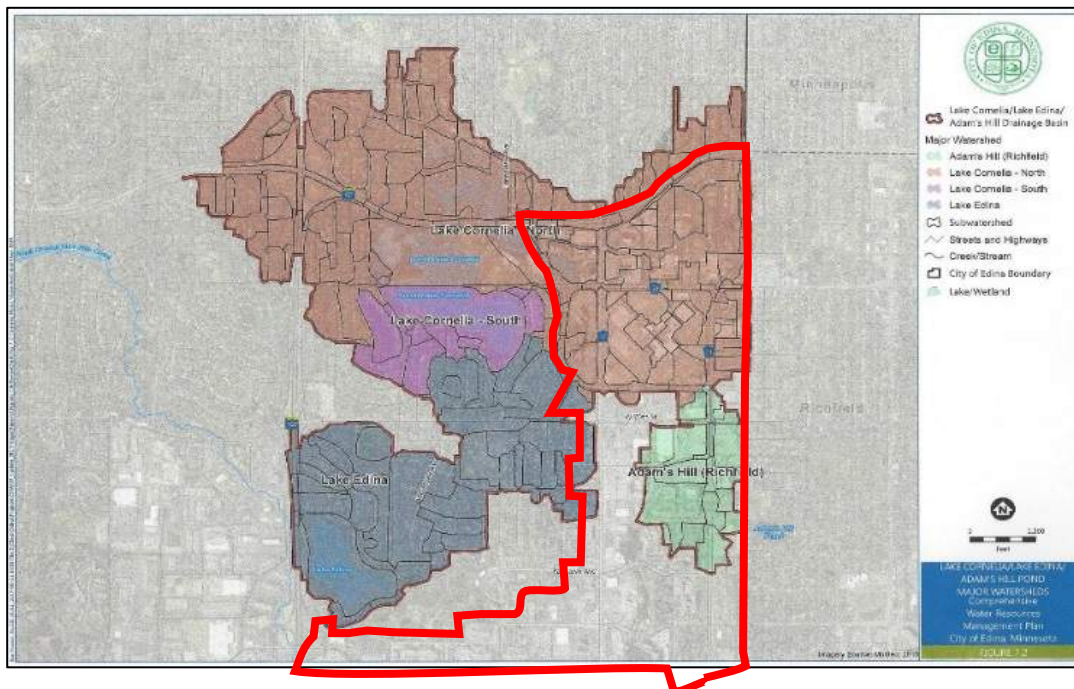


FIGURE 7-2: Lake Cornelia/Lake Edina/Adam's Hill Pond Drainage Basin (City of Edina 2018 Comprehensive Water Resources Management Plan)

Nine Mile Creek South – Centennial Lakes Drainage Patterns. The stormwater system within this drainage area comprises storm sewers, ditches, overland flow paths, wetlands, and ponding basins. The Nine Mile South drainage basin has been divided into several major watersheds based on drainage patterns. The 208-acre Centennial Lakes is located in southeast Edina and drains to Centennial Lakes. The watershed is bordered by West 69th Street on the north, West 78th Street on the south, France Avenue on the west, and York Avenue on the east. Runoff from France Avenue between West 69th Street and just south of Gallagher Drive drains to Centennial Lakes. France Avenue drainage south of Gallagher Drive flows to the South Pond. The watershed is characterized by mainly commercial and high-density residential land use. Centennial Lakes span 9.5 acres, stretching south from Gallagher Drive to Minnesota Drive, and receives runoff from the direct watershed as well as flow from Adam’s Hill Pond (10 cfs).

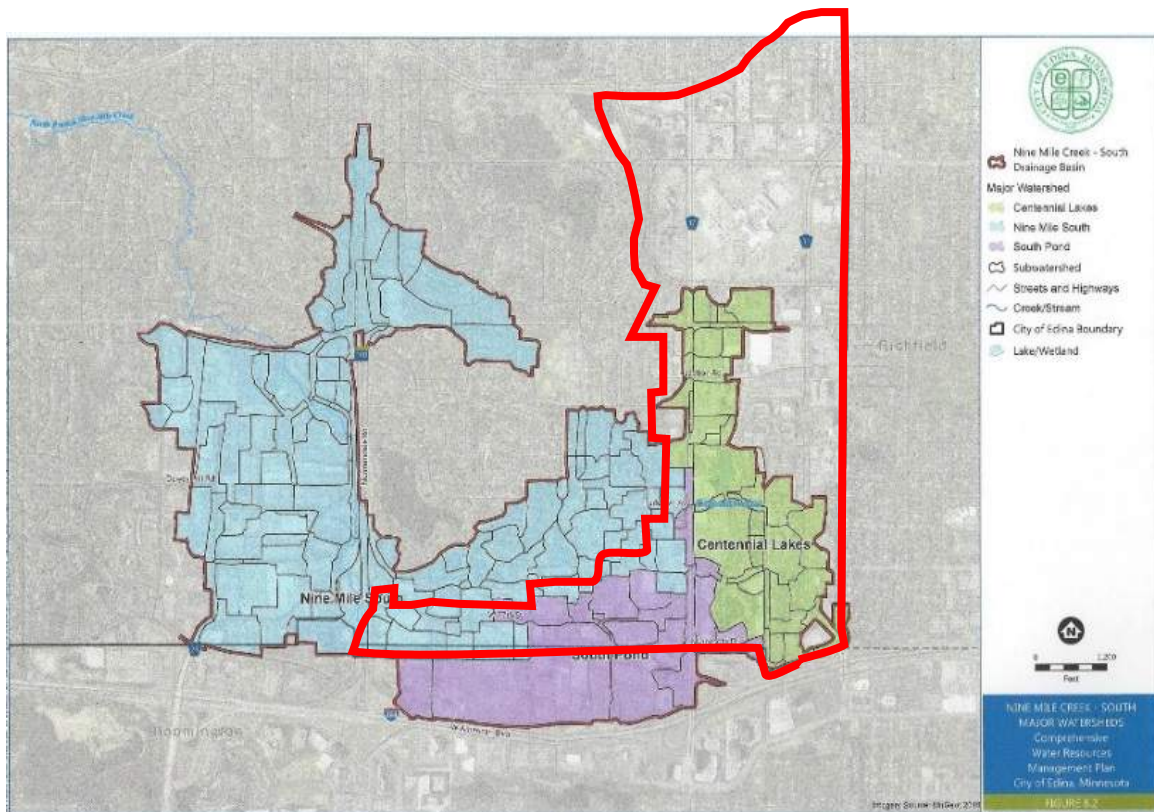


FIGURE 8-2: Nine Mile Creek-South Drainage Basin (City of Edina 2018 Comprehensive Water Resources Management Plan)

Trends, Challenges, and Opportunities

The 2017 hydrologic and hydraulic modeling analyses identified several locations within the Lake Cornelia, Lake Edina and Adam's Hill drainage basin where the 1-percent-annual-chance level of protection was not provided by the stormwater system.

The storage options in the Nine Mile Creek South-Centennial Lakes area are limited and the overall capacity of the outlet could be enlarged to pass more water through the system. However, current flood levels downstream are already elevated and increasing drainage capacity from Centennial Lakes Park may cause further impacts downstream.

There is a much larger discussion in the **Management Plan** of the range of conventional options for dealing with stormwater management in these two areas on a site-by-site basis. All of the forgoing options for handling storm water management notwithstanding, a more creative and holistic approach would be to link options for managing stormwater with the greater goals and directions of the Greater Southdale District Plan for the District's evolution. Rather than address stormwater management on a site-by-site basis, embrace the rapidly-urbanizing redevelopment character and create a blue-green districtwide amenity that would unify the overall experience of pedestrians and cyclists through parks and along streets and other corridors. This innovative approach would boost demand for housing and other uses along its route. A more visible, above-ground system for stormwater management would also serve as a stakeholder engagement/education vehicle for linking a sustainability message around density and growth.

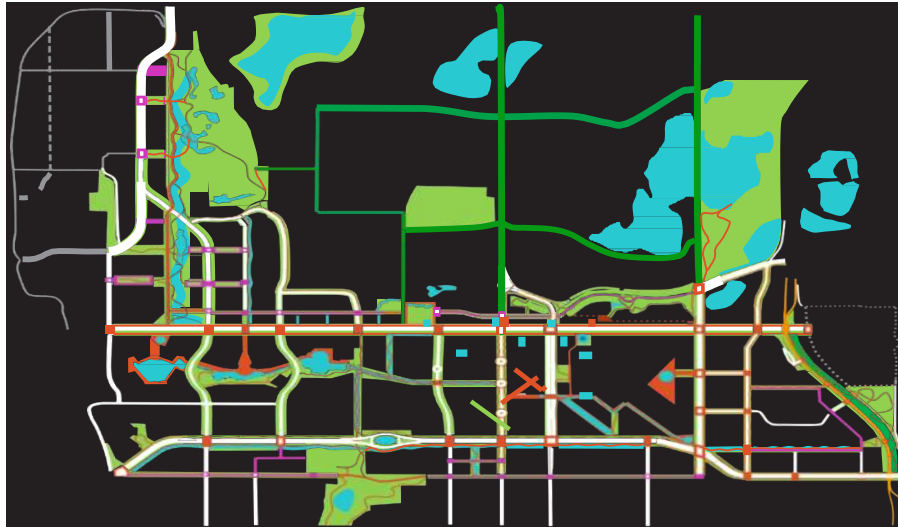


BEST PRACTICES: Thornton Place development in Seattle daylighted a 60-inch stormwater pipe to create a 2.7-acre water quality channel/modified biofiltration swale and a welcoming public open space as well as a front yard for the private commercial and residential uses that flank it. This facility removes sediment and pollutants from a 680-acre drainage area.

Stormwater Management Goals and Policies

The City of Edina 2018 Comprehensive Water Resources Management Plan outlines three citywide overall goals:

- Provide stormwater runoff management and flood control.
- Provide water quality management for the water bodies throughout the city.
- Provide wetland protection throughout the city to achieve no net loss of wetlands, including acreage, functions, and values.



Map graphic from Design Experience Guidelines illustrating how a new 'blue' network district waterway system could create a district-wide amenity for unifying the overall experience of pedestrians and cyclists through parks and along streets. This is a concept, not an approved project.

The City's **Management Plan** outlines an implementation program that identifies programs and improvements, as well as cost estimates for budgeting purposes. As part of the 10-year Plan, the City will prepare a Flood Risk Reduction Strategy and a Clean Water Strategy that will include a prioritization of projects.

The Flood Risk Reduction Strategy will focus on identification and prioritization of flood reduction efforts. This strategy will seek to maximize cost effectiveness and capitalize on coinciding opportunities, such as planned street reconstruction, redevelopment, availability of land, and other planned infrastructure. The Clean Water Strategy will address the City's approach to meeting the pollutant reduction targets, determine pollutant load reduction targets for non-degradation of water bodies, and identify regular "good housekeeping" stormwater practices and clean water improvement projects. As with Flood Reduction Strategy, the implementation strategy for clean water will be developed in coordination with street reconstruction projects, redevelopment, and other opportunities including partnerships with other entities such as private land owners, watershed districts, non-profit organizations, or other government entities.

While recognizing that storm water management planning is done on a citywide basis, nevertheless there can be goals and policies that respond to the reality that much of the growth and change in Edina will take place in the Greater Southdale district, within the Lake Cornelia/Lake Edina/Adam’s Hill and Nine Mile Creek drainage areas.

Stormwater Management Goal #1: Make water the defining feature of the public and publicly-accessible realm and identity of the Greater Southdale District.



BEST PRACTICES: Stretching for three city blocks, Union Plaza/Antelope Valley Flood Control Project is a six-acre park in the eastern part of downtown Lincoln, Nebraska that features a meandering waterway, trails, an overlook, public art, fountains, a 200-seat amphitheater, and children’s play area.

- 1-A. Study the feasibility of utilizing stormwater management as a major and defining feature of a new Central Park (Connection to Centennial Lakes) in the northern portion of the Greater Southdale District.
- 1-B. Invest in sustainable technologies for stormwater management.
- 1-C. Manage stormwater runoff as an amenity, utilizing the public realm for shared storage by leveraging potential efficiencies in spaces connecting public and private lands.
- 1-D. Make attractive blue-green streetscapes that connect business district plazas, public/community facilities, neighborhoods, parks, and other gathering places, with greenery, streetside planters, rain gardens, and/or swales that capture stormwater runoff.

Greater Southdale District Plan



Chapter 5 Implementation

5. Implementation

TO BE COMPLETED