



## Chapter 12: Implementation

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## 12.1 INTRODUCTION

Plans are typically judged not only by their quality but by the extent to which they are implemented. The City of Edina undertook this plan update with the intention that it would provide a community vision of the future and be used by staff and elected or appointed officials on a regular basis to guide decisions. Some plans are approved but are rarely referenced, or gradually lose relevance because they are not updated. To keep the Comprehensive Plan relevant, its role in City decision-making needs to be affirmed.

Another planning axiom is that a community plan is most worthwhile if it influences how a city writes its regulations or spends its money. Leadership and encouragement, while critical, are not sufficient alone to effect changes. Therefore, the plan should provide guidance in both of those topics.

## 12.2 Portfolio of Implementation Tools

The City has a number of tools at its disposal to shape development patterns, protect natural and human infrastructure, and protect the quality of life for residents. Implementation strategies can be separated into several distinct 'tool' categories. Each tool has distinct characteristics that make it suitable for specific goals and circumstances. The tools available to the City comprise the City's implementation portfolio. These tools include:

**Education and Promotion** – Formal programs or informal efforts undertaken by the City or in conjunction with the City to encourage voluntary actions by individuals or businesses that help fulfill the City's desired future as described in the Comprehensive Plan.



***Incentives and Incentive Regulation*** – Inducements offered by the City alone or in conjunction with other partners to elicit actions by individuals or businesses that move the City toward its desired future. The inducements or incentives can include:

- Direct financial assistance such as cost sharing
- Indirect financial assistance such as assistance in applying for grants, or with infrastructure improvements
- Regulatory incentives such as flexible regulations and guidelines
- Professional assistance incentives such as technical assistance in façade or infrastructure design, integration of historic elements, or meeting State or Federal regulatory standards

***City Ordinances and Other Regulation*** – City ordinances, including zoning, subdivision, environmental, and other standards, as well as the administrative approvals process. Regulation includes:

- Threshold standards such as minimum or maximum lot sizes and height requirements
- Performance standards that regulate development impacts such as traffic or sewer capacity
- Administrative standards such as information or analyses required for a development
- Application and the order and timing of approvals by regulating authorities

***Managing Public Processes and Resources*** – Public investments and management decisions for infrastructure, public services, public lands, and public processes. Such investment or decisions can include:

- Programming of public improvements through the Capital Improvements Plan
- Water, wastewater, and transportation investments made by the City or ultimately managed by the City
- Land acquisition, sale, or exchange for the purpose of preservation or development
- Management decisions and expenditures for public resources such as streets, parks, and deployment of public services
- Conducting studies and making decisions on enhancing or modifying the Comprehensive Plan or supporting documents

Rarely will a single tool or category of tools be sufficient to achieve Comprehensive Plan goals. Most policies, and most of the preferred mix of land uses shown on the future land use map, require the use of several tools from different categories in order to be realized and sustained. The City must take a



'portfolio' approach in its implementation choices, recognizing that each category of tools has unique strengths and weaknesses.

## 12.3 Key Implementation Ordinances and Regulations

This section focuses on the key implementation ordinances and regulations that are the official controls that the City will use to implement the City's Comprehensive Plan Update.

### Zoning Ordinance

Zoning is the primary means of land use control. Minnesota State Statutes (MS § 462.357) provides the authority for municipalities to enact zoning ordinances.

Section 850 of the Edina City Code (see Chapter 8 – Land Use, Plats, and Zoning) contains the Zoning Ordinance. The Findings, Purpose and Objectives of that Section (850.01) state:

*The Council finds that Edina has emerged from an era exemplified by unparalleled growth and development and has entered a period of stability, reuse, and redevelopment; that some of the standards and regulations which guided initial development of the City are not appropriate for guiding future development and redevelopment ; and that standards and regulations for guiding future development and redevelopment should be based upon the stated goals, objectives, and policies of the Comprehensive Plan of this City, as from time to time amended, which constitutes the City's statement of philosophy concerning the use of land within its jurisdiction. Through enactment of this Section, the Council intends to implement this statement of philosophy so as to provide for the orderly and planned development and redevelopment of lands and waters in Edina, to maintain an attractive living and working environment in Edina, to preserve and enhance the high quality residential character of Edina and to promote the public health, safety and general welfare.*

Among the objectives cited are:

*Maintain, protect and enhance single family detached dwelling neighborhoods as the dominant land use.*



*Encourage orderly development of multi-family housing that offers a wide range of housing choice, density and location while maintaining the overall high quality of residential development.*

*Encourage orderly development, use and maintenance of office, commercial and industrial uses which are compatible with the residential character of the City.*

*This Section divides the City into districts and establishes minimum requirements for these districts as to the location, height, parking, landscaping, bulk, mass, building coverage, density and setbacks of buildings and structures and the use of buildings, structures, and properties for residences, retailing, offices, industry, recreation, institutions and other uses. This Section also provides procedures for the transfer of property to another district, procedures for the issuance of conditional use permits, establishes the Zoning Board of Appeals, provides for the administration of this Section, and establishes penalties and remedies for violations. This Section also establishes overlay districts designed to preserve buildings, lands, areas and districts of historic or architectural significance and to protect surface and ground water supplies and minimize the possibility of periodic flooding resulting in the loss of life and property, health and safety hazards and related adverse effects.*

Minnesota State Law also requires consistency between a community's zoning ordinance and its Comprehensive Plan. The City's Zoning Ordinance will be reviewed to ensure consistency with the Comprehensive Plan Update 2008.

#### **Historic Preservation Ordinance**

Minnesota State Statutes (MS § 471.193) sets forth the enabling legislation that provides for municipalities to engage in a comprehensive program of historic preservation, and to promote the use and conservation of historic properties for the education, inspiration, pleasure, and enrichment of the citizens of Minnesota. This Statute also provides for a municipality to establish a Heritage Preservation Commission and to delegate or assign powers to enable it to carry out a program of historic preservation activities.

Section 801 of the Edina City Code (see Chapter 8 – Land Use, Plats, and Zoning) contains the Historic Preservation Ordinance which establishes the Heritage Preservation Board and includes its duties and responsibilities.

#### **Subdivision Ordinance**



Minnesota State Statutes (MS § 462.358) sets forth the enabling legislation that provides municipalities the authority to enact subdivision regulations and dedication requirements associated with subdividing land.

Section 810 of the Edina City Code (see Chapter 8 – Land Use, Plats, and Zoning) contains the “Subdivision Ordinance: Plats and Subdivisions.” This Section establishes physical standards, design requirements and procedures for plats and subdivisions of land to allow flexibility in the design of plats and subdivisions, to develop a consistency with and to help implement the zoning, building, and other applicable sections and provisions of the City Code, and to support and further the City’s Comprehensive Plan. This nexus between the Subdivision Ordinance and Zoning Ordinance is intended to provide for the establishment of uniform procedures and regulations for plats and subdivisions to preserve and enhance the value and viable economic use of property, to protect the character and symmetry of neighborhoods in the City, and to protect and further, and not frustrate, legitimate investment-backed expectations of property owners.

The City will review, and update, the Subdivision Ordinance following Zoning Ordinance updates that will be needed to implement the Comprehensive Plan.

### **Housing Plan**

The City will implement its Housing Plan through the goals, policies and action steps identified in Chapter 5: Housing. The City will continue to implement the adopted Livable Communities Act (LCA) Goals Agreement.

### **Transportation Plan**

The implementation of the Transportation Plan will occur through many different avenues ranging from policy decisions to specific roadway improvements. Chapter 7: Transportation describes implementation strategies

### **Utilities and Infrastructure**

Minnesota State Statutes (MS § 429) confers the authority to cities to charge special assessments and user charges, as well as establish utilities, to pay for utilities and infrastructure.

## **12.2 SUMMARY OF IMPLEMENTATION ACTIONS**



**Summary of Implementation Actions**

The following table lists the major actions needed to implement the policy recommendations in each element of the plan. It briefly describes each action, designates its relative time frame (Short-term: 1-5 years, Medium-term: 6-10 years, and Long-term: 11+ years), and indicates which departments, agencies or interest groups should be involved, both in primary (bold) and secondary or advisory roles.

**Table 12.1: Summary of Major Implementation Actions**

<b>Phasing</b>	<b>LAND USE AND COMMUNITY DESIGN Actions</b>	<b>Lead and Coordinating Agencies</b>
<b>Short-term</b>	<p><b>Zoning Ordinance Revisions</b></p> <p>The City will initiate revisions to its zoning ordinance. Amendments could include revisions to permitted densities building height standards, building setbacks/build-to lines, required parking standards, additional standards and design guidelines for mixed use development, and urban forest protection and improvement. The City Council and Planning Commission are monitoring the massing/scale issues re single-family zoned areas and may be making further changes to the Zoning Ordinance.</p> <p>Consideration will be given to revision of the Conditional Use provisions and to creating the option for Planned Unit Developments (PUD), to incorporate mechanisms to use design guidelines in the development review and approval process.</p> <p><b>Subdivision Ordinance Revisions</b></p> <p>The City may consider changes to its</p>	<p><b>Planning Dept.</b>  <b>Planning Comm.</b>  <b>City Council</b>                  Public Works Dept.                  Park and Rec. Dept.                  Other City Departments</p>



	street standards in mixed-use areas to encourage interconnected streets, sidewalks and walkways that are conducive to pedestrian movement.	
<b>Short-term</b>	<p><b>The Development Review Process</b></p> <p>The City will evaluate and update its development review process to encourage submittal of conceptual plans for preliminary review and comment by the Planning Department, Planning Commission, and community, including residents and neighborhood groups. Formal review and approval of final development plans by the Planning Commission, Zoning Board of Appeals and/or City Council will be based upon submission of fully engineered, not conceptual, plans.</p>	
<b>Medium - term (ongoing)</b>	<p><b>Small Area Plans</b></p> <p>The City Council may authorize the initiation of Small Area Plans within the areas identified as "Potential Areas of Change" (and may also identify other areas in need of further study).</p> <p><b>Solar Access Protection</b></p> <p>When the Energy and Environment Commission completes the development of an Energy and Environment Plan, it may recommend proposed standards to protect solar access that may require amendments to the Zoning Ordinance.</p>	<p><b>Planning Dept.</b>  <b>Planning Comm.</b>  <b>City Council</b>                  Other City Departments</p> <p><b>Planning Dept.</b>  <b>Planning Comm.</b>  <b>City Council</b></p>
<b>Phasing</b>	<b>HOUSING Actions</b>	<b>Lead and Coordinating Agencies</b>
<b>Short-term</b>	<b>Adopt the Comprehensive Plan: The</b>	<b>Planning Comm.</b>



	<p>City will adopt the Housing Chapter of the Comprehensive Plan and use the adopted Plan to guide zoning ordinance revisions and policy decisions related to the provision of housing choices.</p> <p><b>Assign responsibility for implementing housing plan policies, including the 212-unit goal for affordable housing.</b></p> <p><b>Create a financing plan for implementing housing plan policies.</b></p>	<p><b>City Council</b>                  Planning Dept.                  Public Works Dept.                  Parks and Rec. Dept.                  Other City Departments</p>
<b>Short-term</b>	<p><b>Housing Survey:</b> Update the 1998 survey of housing conditions.</p> <p><b>Create a mortgage assistance program to target income-eligible workers employed within the City.</b></p> <p>Expand educational outreach to community about programs that foster affordability and maintenance.</p>	<p><b>Planning Comm.</b>  <b>City Council</b>                  Planning Dept.                  Other City Departments</p>
<b>Medium – term (ongoing)</b>	<p><b>Develop Policies that Accommodate Housing Needs of Residents:</b> The City will offer resources to seniors to assist them to either age in place or transition to housing that matches their needs; enact zoning code revisions to protect and maintain residential neighborhoods that contain lifecycle housing and assist those neighborhoods in retaining their attractiveness to young families; and adopt policies and contribute resources to help income-eligible homeowners maintain and improve their homes.</p> <p><b>Invite Edina Housing Foundation, the West Hennepin Affordable Housing</b></p>	<p><b>Planning Comm.</b>  <b>City Council</b>                  Planning Dept.                  Other City Commissions</p>



	<p><b>Land Trust, and the Greater Metropolitan Housing Corporation to partner with the City in development of affordable housing programs with benchmarks targeted to families and seniors.</b></p>	
<p><b>Long-term</b></p>	<p><b>Develop Long-term Affordable Housing Strategies:</b> The City will continue to fund and expand its financial and technical support to organizations that assist in the maintenance and development of affordable housing in the city.</p>	<p><b>Planning Dept. City Council</b> Non-profit public and private housing agencies Housing developers</p>
<p><b>Phasing</b></p>	<p><b>HERITAGE PRESERVATION Actions</b></p>	<p><b>Lead and Coordinating Agencies</b></p>
<p><b>Ongoing</b></p>	<p><b>Carry out comprehensive city-wide survey.</b></p> <p><b>Amend the Zoning Ordinance to increase protection of historic resources.</b> Rezone historically, architecturally, archaeologically, and culturally significant properties as Edina Heritage Landmarks and Landmark Districts.</p> <p><b>Increase the use of partnerships with other agencies, organizations, and individual property owners.</b></p>	<p><b>Heritage Preservation Board</b> Planning Dept.</p>
<p><b>Short-term</b></p>	<p><b>Update the heritage resources inventory; convert to electronic format; adapt for GIS users.</b></p> <p><b>Redirect the resources of the Heritage Preservation Board toward an increased emphasis on education and technical assistance programs.</b></p> <p><b>Use existing planning tools more</b></p>	<p><b>Heritage Preservation Board</b> Planning Dept.</p> <p>Public Works Dept.</p>



	<p><b>effectively and create a better “tool box” to address emerging heritage preservation challenges.</b></p> <p><b>Establish and allocate resources to development of a heritage resources disaster management plan.</b></p> <p><b>Provide better public access to heritage preservation information through the media, outreach, and the Internet.</b></p>	
<b>Medium-term (ongoing)</b>	<p><b>Develop an array of economic incentives for the preservation, rehabilitation, restoration, and reconstruction of significant, privately-owned heritage resources.</b></p> <p><b>Develop innovative demonstration projects and disseminate information on the importance of heritage preservation in developing sustainable urban environments.</b></p>	<b>Heritage Preservation Board City Council Planning Dept.</b>
<b>Phasing</b>	<b>TRANSPORTATION Actions</b>	<b>Lead and Coordinating Agencies</b>
<b>Short-term</b>	Work in conjunction with infrastructure improvement projects to identify and implement sidewalk and bikeway networks within the City.	<b>Public Works Dept. Transportation Commission</b>
<b>Medium-term</b>	<p>Diversify types of transportation methods within the City.</p> <p>Continue to improve the aging transportation infrastructure of the City.</p>	<b>Public Works Dept. Transportation Commission</b>
<b>Long-term</b>	Continue to investigate the viability of the East-West Connector Roadway,	<b>Public Works Dept. Transportation</b>



	circulator bus service, and Park-and-Ride Facilities within the City.	<b>Commission</b>
<b>Phasing</b>	<b>WASTEWATER AND SEWER PLAN Actions</b>	<b>Lead and Coordinating Agencies</b>
<b>Short-term</b>	<p><b>Infiltration and Inflow (I &amp; I) Reduction</b></p> <p>Continue I &amp; I reduction program which includes modifications to current City sanitary sewer ordinances, system modeling, collaboration with residents and business owners, inspections and I&amp;I related infrastructure improvements</p>	<p><b>Public Works Dept.</b>  <b>City Council</b>                  Planning Dept.                  Planning Comm.</p>
<b>Medium-term (ongoing)</b>	<p><b>Sewer Line Maintenance</b></p> <p>Continue standard jet cleaning program for all lateral collection piping televises trunk lines and laterals to help determine areas in need of cleaning and improvements.</p> <p><b>Infiltration and Inflow Reduction</b></p> <p>Continue the I and I program to undertake projects to reduce and eliminate infiltration and inflow to minimize MCEs surcharges.</p>	<p><b>Public Works Dept.</b>  <b>City Council</b>                  Planning Dept.                  Planning Comm.</p>
<b>Phasing</b>	<b>SURFACE WATER MANAGEMENT PLAN Actions</b>	<b>Lead and Coordinating Agencies</b>
<b>Short-term</b>	<p><b>Work with Developments to Reduce Run-off and Pollutants</b></p> <ul style="list-style-type: none"> <li>▪ Require developments to reduce runoff and treat storm sewer prior to leaving the site</li> </ul> <p><b>Education</b></p> <ul style="list-style-type: none"> <li>▪ Educate the public about their impacts on local wetlands</li> </ul>	<p><b>Public Works Dept.</b>  <b>City Council</b>                  Planning Dept.</p>



<b>Long-term</b>	<b>Work with Watershed Districts to Comply with Water Quality Management Rules</b>	<b>Public Works Dept.</b>
<b>Phasing</b>	<b>WATER SUPPLY PLAN Actions</b>	<b>Lead and Coordinating Agencies</b>
<b>Short-term</b>	<b>Invest in Water System Infrastructure</b> <ul style="list-style-type: none"> <li>• Bring two additional filter plants online</li> <li>• Continue projects to reduce concentrations of iron and manganese in water supply</li> </ul>	<b>Public Works Dept. City Council</b>
<b>Long-term</b>	<b>Ensure Adequate Future Water Supply</b>  Add additional wells to the system to meet the proposed future maximum day demands for ultimate buildout.	<b>Public Works Dept. City Council Planning Dept. Planning Comm.</b>
<b>Phasing</b>	<b>PARKS, OPEN SPACE, AND NATURAL RESOURCES Actions</b>	<b>Lead and Coordinating Agencies</b>
<b>Short-term</b>	<b>Maintain and Improve Park Facilities</b>  Renovate and rehabilitate playing fields, playground and athletic facilities, park lighting; construct pathways.	<b>Park and Rec. Dept. City Council Public Works Dept. Park Board</b>
<b>Medium-term</b>	<b>Maintain and Improve Park Facilities</b>  Construct a dog park and initiate major investments in community parks (athletic field at Pamela Park; Van Valkenburg Park)	<b>Park and Rec. Dept. City Council Public Works Dept.</b>
<b>Phasing</b>	<b>ENERGY AND ENVIRONMENT Actions</b>	<b>Lead and Coordinating Agencies</b>
<b>Short-term</b>	<b>Energy and Environment Commission</b>  Develop strategic plan for implementation of ICLEI Milestones	<b>EEC Planning Commission Park Board</b>



Phasing	COMMUNITY SERVICES AND FACILITIES Actions	Lead and Coordinating Agencies
	<p>Police and Fire Protection, Environmental Health / Public Health, Information Technology, and Communications and Marketing are staff functions that provide ongoing service, with upgrading as technology improvements permit.</p> <p>Public schools and libraries are owned and operated by separate governmental jurisdictions, which have their respective planning and budgeting processes.</p>	