Chapter 4: Land Use and Community Design

4.1 INTRODUCTION

This chapter combines the topics of land use and community design. Land use is one of the central elements of this Comprehensive Plan. The land use categories and policies in the Plan are intended to guide public and private decisions regarding the development, redevelopment and protection of land within the City.

To be a useful day-to-day decision-making guide, the Land Use Plan must be adaptable to unanticipated changes, and also be specific to current conditions and issues in the City. In order to balance these goals, it will be necessary to closely monitor and update the Land Use Plan on a regular basis.

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

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

4.2 CURRENT CONDITIONS: LAND USE AND COMMUNITY CHARACTER

Land Use Context: Natural Features and Landforms

Land uses in Edina are a result of dynamic natural forces that shaped the present landscape and human activities that continue to the present day.

Much of Edina, or about two-thirds of its land area, lies within the Nine Mile Creek watershed, while the remaining one-third of the City drains to Minnehaha Creek. Five lakes are interspersed throughout the city as well. Much of the city

consists of gently sloped terrain, though steep slopes are located in the Indian Hills neighborhood, along the creeks and in the northwest corner of the city. Main native species of trees include oak, elm, basswood, maple, and ash.

Soil formations in Edina and most of Hennepin County formed as a result of glacial activity that ended as recently as 10,000 years ago. The glacial lobes deposited sediment from the Lake Superior region and remnants of limestone and shale from Iowa. In most places the soil and rock, known as "drift," is between 100 and 200 feet deep. The thickness of the drift means the underlying bedrock had no effect on the landscape pattern that developed. The topography of the city was formed when the glaciers melted, creating valleys from the runoff and hills and depressions from the accumulated soil and rock. Minor subglacial streams in the Edina area supplied sand and gravel to a large outwash plain that covered much of central Hennepin County. Sand and gravel resources, known as aggregate resources, are valuable for road construction and other public works projects. Edina contained extensive sand and gravel operations, such as the Centennial Lakes area, but at present aggregate deposits within Edina are fully urbanized or have been mined and redeveloped.

Land Use Context: Social and Economic

As noted in the Existing Conditions section, the history of land use in Edina has notable regional and national significance. In one landmark instance, 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 world-wide.

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, similar to Southdale's inclusion of two large stores. The benefits are many: different land uses can reinforce one another, have the potential to reduce vehicle trips, and inject more community life into commercial areas. When residential is in close proximity to certain types of retail, there is a "built-in" market that provides a market for the retail. In this manner the Future Land Use Plan seeks to provide a greater flexibility to allow mixed use in areas where it is appropriate.

Existing Land Use Categories

Figure 4.1 illustrates the pattern of existing land use as of 2005. The categories on the map are described as follows:

Single-Family Residential

Single-Family Detached. Residential neighborhoods are the dominant land use within the city, and single-family housing is the dominant housing type. Neighborhood character varies based on era of construction, scale of development, and landscape influences, as described in the Community Design section of this chapter. The most common residential type consists of post-war contemporary single-family homes on wooded lots along curvilinear streets. About 53 percent of the city's land area is occupied by single-family detached housing.

Multi-Family Residential

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

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

Commercial

Retail and Other Commercial. An important part of Edina's identity is its status as a regional commercial and employment center. The Edina marketplace is dominated by high-end retail, medical, real estate and banking services, making a unique combination within the metro area. The City's demographics, in terms of incomes, match this business market (The City's median household income in 1999 was about $66,000 compared to Hennepin County's median household income of about $47,000). Retail areas can be defined based on their market positions: regional, community and neighborhood. The regional retail district is the Greater Southdale area. Community-level districts include 50th and France and Grandview Heights. Neighborhood shopping districts, including the commercial nodes at Valley View and Wooddale and West 70th and Cahill, consist of a cluster of one- and two-story multi-tenant commercial buildings set back from the street and surrounded by or adjacent to off-street parking. Several other neighborhoods have small commercial nodes providing convenience goods and services. The larger concentrations of this land use are generally located toward the edges of the city, rather than in the center.

Office. Long known as a retail center for the southwest Metro area, the city does contain prime office space where several large corporations have located their national headquarters. This land use is concentrated along such major thoroughfares as the western sides of France Avenue and TH 100 and the northern side of West 66th Street.

Mixed Use

Mixed Use Residential. This land use consists of areas with a mix of uses including residential units. In its 2005 data, the Metropolitan Council recognizes

one acre of this land use in the city, at the intersection of France and West 54th Street. There are some areas currently emerging as mixed use, such as Greater Southdale and 50th and France.

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

Mixed Use Commercial and Other. This land use category contains multiple nonresidential uses but no residential uses. There is currently no acreage of this land use mapped in Edina.

Industrial and Utility. Industrial lands in the city are concentrated where historically lower land prices and access to transportation networks favored their location. Currently, the two areas in the city that meet these qualifications are the Cahill area west of TH 100 and south of West 70th Street, the greater Pentagon Park area, and a smaller concentration along TH 169 as it borders Eden Prairie in the extreme southwest corner of the city. The industrial land use is generally located toward the edges of the city, rather than in the center.

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

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

Golf Course. Edina has four major golf courses located in these public parks and private country clubs: Braemar, Interlachen, Richards and Edina. They constitute 921 acres of the city's land area.

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

Railway. The Canadian Pacific Railway maintains a rail line that runs north-south through the city. The rail line, known locally as the "Soo Line," contains

about 4 miles of track in the city and runs roughly parallel to TH 100, west of that highway.

Undeveloped. Land categorized as "undeveloped" in the city contains protected and non-protected wetlands, steep slopes and land not clearly used for any other categorized land use or whose land use cannot be discerned by aerial photos or available data. The largest parcel of land that was identified as undeveloped on the 2005 Existing Land Use map, in the Knollwood subdivision in the city's northwest corner, has since been platted for development

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

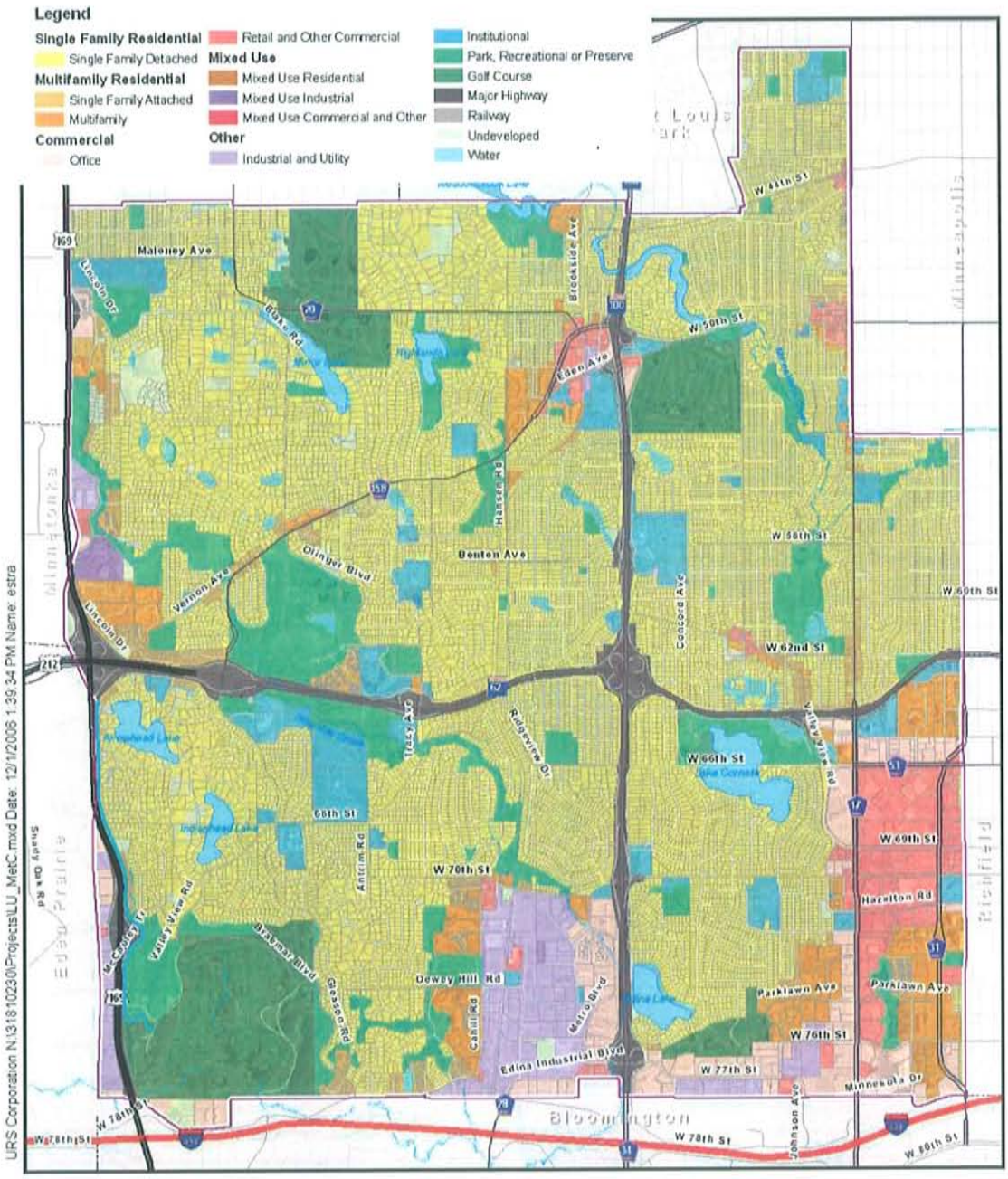


Figure 4.1

City of Edina
2008 Comprehensive Plan Update

Existing Land Use, 2005

Data Source: Met Council Generalized Land Use, 2005

0 0.5 Miles

Changes in Land Use, 2000-2005

Land uses have changed since the previous Comprehensive Plan to accommodate changing community needs, demographics and economic conditions. The greatest change by percentage of land use occurred in what the Metropolitan Council classifies as "undeveloped land." (This land may be undevelopable due to environmental constraints, may not be able to be classified in other land use categories, or its use cannot be determined from aerial photos.) As seen in Table 4.1, the undeveloped/undevelopable land use category decreased by 113 acres between 2000 and 2005. The largest increase in acres is in the office land use category, which increased by 55 acres during this time period. There was also a significant decrease in the industrial land use category during this period.

Table 4.1
City of Edina
Change in Land Use, 2000-2005

Land Use Category	2000 Acres	2005 Acres	Percent of Total Acres (2005)	Change 2000-2005 By Acres	Change 2000-2005 By Percent
Single-Family Detached	5,453	5,434	53.2%	-19	-0.3%
Single-Family Attached	252	261	2.6%	9	3.5%
Multi-family	400	420	4.1%	20	5.0%
Retail and Other Commercial	401	384	3.8%	-17	-4.1%
Office	352	407	4.0%	55	15.5%
Mixed Use Industrial/Mixed Use Residential	23	26	0.3%	3	13.4%
Industrial and Utility	373	337	3.3%	-36	-9.7%
Institutional	478	468	4.6%	-10	-2.0%
Park, Recreational	823	922	9.0%	99	12.0%
Golf Course	695	693	6.8%	-2	-0.4%
Highway Right-of-Way	407	401	3.9%	-6	-1.4%
Undeveloped/Undevelopable	307	194	1.9%	-113	-36.9%
Water	260	261	2.6%	1	0.2%
Source: Metropolitan Council	10,225	10,209	100.0%		

Note: Land use totals are not consistent due to rounding and changes in how land use categories are calculated. The undeveloped/undevelopable land use category contains protected and non-protected wetlands, steep slopes and land not clearly used for any other categorized land use or whose land use cannot be discerned by aerial photos or available data. The increase in Park, Recreational acreage shown in this table was determined to be from inaccurate data.

Character Districts

In order to establish principles for community design in the future, it is important to understand the City's historical development patterns and existing character. Historical development is discussed in Chapter 6. The manner in which the City evolved from rural village to streetcar suburb to postwar planned community allows us to define a series of character districts: neighborhoods, commercial nodes and districts or corridors that share a distinctive identity based on their built form, street design, landscape elements and other features, sometimes including prevalent architectural styles. Character districts are broadly delineated in Figure 4.2 and described below. It should be recognized that the 'boundaries' between these districts are often quite indistinct and that many districts share common features or elements. Principles and guidelines for character districts are described in the next section of this chapter. This section also includes specific guidance for a few geographically defined areas where redevelopment is most likely to occur.

Residential Character Districts

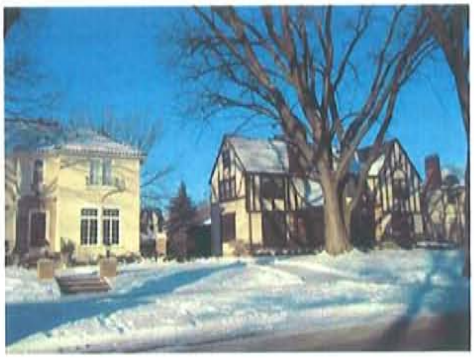
Traditional Neighborhood

The oldest areas of suburban development, built in the early 20th century in what was then a largely agricultural village, served by streetcar lines to Hopkins and Lake Harriet - Minneapolis. Areas are centered in and around the formerly independent village of Morningside, the 50th and France commercial district, and the West Minneapolis Heights and Mendelssohn subdivisions bordering the streetcar line in northwest Edina.

Characteristics: straight streets, smaller blocks and relatively smaller lots than in later development. Most streets have sidewalks. Bungalow styles are common in the Morningside area. West Minneapolis Heights contains a variety of vernacular Midwest styles, combined with significant numbers of postwar homes. Garages, where present, are usually detached and served by side yard drives or (rarely) alleys.

Garden Suburb
Planned communities designed to provide high standards of services, amenities and maintenance for upper-class residents. The County Club District is a nationally recognized example of this type, developed by realtor Samuel Thorpe beginning in 1924 on 300 acres in the old Edina Mills community. The district was designed by landscape architects Morell and Nichols with contoured streets, shade trees, parks and landscaped open space, north of the Edina Country Club golf course. Building restrictions covered all aspects of architectural style, siting and property maintenance, as well as racial and ethnic restrictions.

While the Country Club District is a historic district with defined boundaries, two nearby areas share similar characteristics: the Sunnyslope area west of Minnehaha Creek and the Interlachen area (Rolling Green and Hilldale), built adjacent to that country club. Both areas have larger lots than the Country Club District but similar street layouts.



Common characteristics: mature trees, regular building setbacks and massing, similar historical revival architectural styles (i.e., American Colonial, English Tudor, French Colonial). Interconnected and gently curved street pattern is punctuated by landscaped triangles and islands at intersections. The Country Club District has sidewalks and generous boulevards; the other areas do not. The Interlachen area is characterized by larger lots, larger homes and proportionally more green space.

Postwar Housing makes up the largest component of the City's housing stock, with about 85% of all units built after 1950. Street patterns in postwar neighborhoods vary widely, from a loosely rectilinear or contoured grid (one that often predated the housing) to an almost circular grouping focused on an internal park (i.e., Brookview Heights).

Postwar Traditional housing is typified by the Cape Cod, Rambler, and split-level styles. Garages, where present, may be detached or attached but recessed behind the primary façade. These districts are located primarily in the northern half of the city. Street patterns are generally a loosely organized grid, but become more curvilinear in areas west of Hanson Road. Sidewalks are uncommon.

"By the 1950s, the influence of Frank Lloyd Wright's prairie style horizontal roofs and functional "Usonian" houses had filtered down to the developers' vernacular. ... Many Edina houses of this era are well-crafted with stone exterior elements, hardwood floors and plaster walls." *Edina Massing Study*

Postwar Contemporary housing includes a more diverse and eclectic mix of architectural styles, collectively termed "Pastoral Modern" in the *Edina Massing Study.* Homes are oriented with the long axis parallel to the street (like the earlier rambler style), and lots tend to be wider than in older neighborhoods. Garages tend to be attached and front-loaded. Mature vegetation gives these neighborhoods a settled character.

Duplexes were located along more heavily-traveled streets (France Avenue, West 70th Street) as a transitional element, apparently in order to buffer adjacent single-family housing from traffic while perhaps providing more affordable housing options.

Postwar Garden Revival is a term used to describe one specific district: the Indian Hills neighborhood and vicinity north of the Braemar Park golf course in the city's hilly southwest quadrant. This area is similar to the earlier Interlachen area in that streets wind around the steep contours, lots are large, and a high proportion of trees have been retained.

Multifamily Concentrations. Multifamily housing, including townhouse condominium, and apartment complexes, tends to be clustered in specific districts or enclaves close to major thoroughfares and often in proximity to parks and shopping districts. Building size, scale, style and materials vary greatly among these developments. Landscaping is frequently used to define entries or as a buffer from adjoining roads or surrounding development.

Nonresidential/Mixed Use Character Districts

Unlike the residential character districts discussed above, nonresidential and mixed-use districts have typically undergone many changes since their initial construction. Changing modes of transportation, consumer preferences and construction methods have caused these areas to become more diverse over time. Today certain districts have a distinct character defined by street patterns, building placement or architectural style, while others lack this coherence and can be viewed primarily as combinations of land uses. Many of these districts continue to evolve with changing market conditions. The land use plan in Section 4.4 provides a basic template of preferred land uses and built form, including building height, for specific mixed-use districts. The guidelines in this section focus on common elements that create successful mixed-use districts by integrating a variety of uses in a visually coherent and walkable setting.

Neighborhood Commercial Nodes include both the original village centers (Morningside) and the newer neighborhood shopping districts that developed at crossroads or edges of neighborhoods (Valley View, West 70th and Cahill). Other small commercial nodes such as 50th and France have now grown into larger mixed-use districts, discussed below.

The **Morningside district** is characterized by small storefronts and other commercial buildings, one to two stories in height, directly abutting the sidewalk. It is a part of a larger district that spans the Minneapolis-Edina boundary; the Minneapolis side contains larger commercial buildings such as a nursery, and a newer strip mall. Parking in the Edina district is on-street or in a series of small lots behind buildings.

The **Valley View and Wooddale** commercial node consists of a cluster of one- and two-story multi-tenant commercial

buildings set back from the street and surrounded by surface parking. Multifamily buildings on the south side of Valley View are 3-4 stories and well-landscaped, with parking to the rear.

The **70th and Cahill** commercial node includes two commercial building – a two-story office/retail building and a one-story strip mall. Both are set back from the street behind a wide landscaped buffer and separated by surface parking. Surrounding uses are one-story office/industrial buildings and both older and newer multi-family complexes.

Mixed Use Centers began as smaller commercial nodes but have increased in size, scale and diversity to the point where they serve larger areas, from the community to the regional scale. They range in character from highly pedestrian-oriented to predominantly auto-oriented, although all benefited from open space enhancements.

The **50th and France** district originated as a small village center and streetcar terminus. With extensive public improvements, it has evolved to a highly pedestrian-oriented shopping district, part of a larger district that extends into Minneapolis. Structured parking has allowed existing multi-story commercial buildings to be fully utilized and new buildings to be added. The most recent phase of redevelopment is adding housing to the district in stacked flats and mixed-use residential/retail buildings.

The **Grandview Heights** district is in the process of evolving from a somewhat scattered auto-oriented commercial/industrial district to a more integrated mix of uses, with the addition of offices, multifamily housing and a combined library/senior center around a common green. Street patterns are disconnected, making wayfinding difficult.

The **Greater Southdale Area** is a regional retail and activity center that consists of several sub-areas. Originally centered upon the Southdale Shopping Center, it now encompasses substantial health care, office, entertainment and residential components. Its size, diversity and regional role make it unique within the City. It is characterized at present by a wide variety of low-rise to high-rise single-use buildings oriented toward surface parking, with some structured parking. Smaller scale retail includes the Galleria and Yorktown Shopping Centers. The **Centennial Lakes** sub-area within this district is an innovative early example of a multi-use redevelopment that includes several hundred townhouse and multi-family housing units. **Yorktown and Centennial Lakes Parks** are linked by open space corridors and a chain of ponds. Open space is largely internal and not visible from the street. **Edinborough Park** is a multi-use indoor recreational facility located within a large mixed-use complex.

Mixed-Use Corridors are located along or parallel to major thoroughfares (north France Avenue) or regional highways (I-494).

North France Avenue combines small-lot single-family housing, duplexes, newer townhouse development and several small commercial nodes north of 58th Street. High traffic volumes have eroded the historically residential character of the street, although landscaping and sidewalks add pedestrian amenities.

The **I-494 Corridor** includes a wide range of uses, often in isolation from one another or linked by somewhat confusing frontage road systems. The corridor is also an extension of Bloomington's office-dominated highway district, with concentrations of prominent buildings around interchanges.

Industrial/Office Districts. One large district (known as the Edina Interchange Center) is centered on the north-south railroad line that parallels TH 100, and includes a mix of office, service commercial and large scale industrial development. A second area parallels I-494 south of 76th Street. Parcels are large and many are underutilized; there are few internal streets.

Figure 4.2 is a generalized map of Edina's character districts.

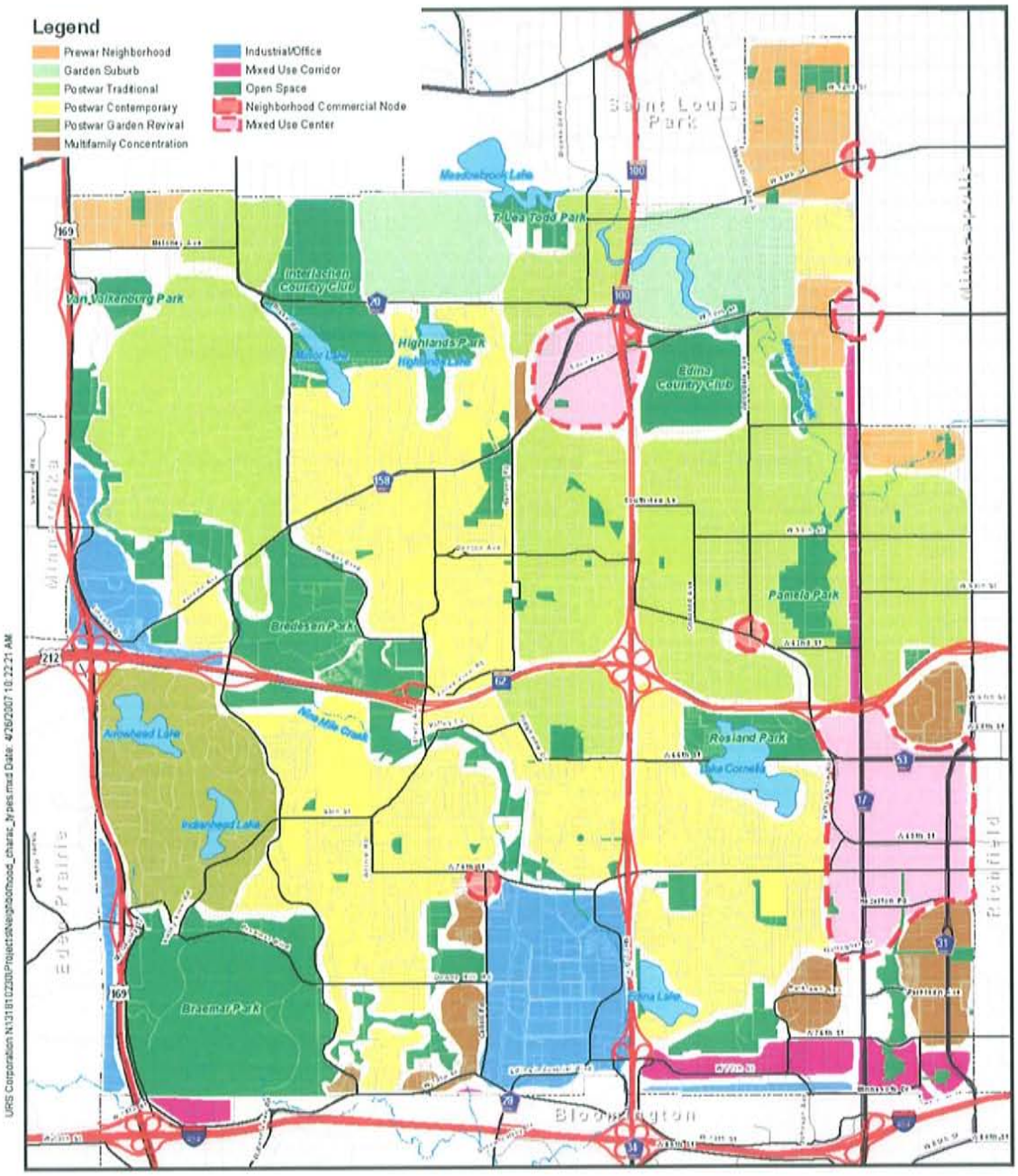


Figure 4.2

City of Edina
2008 Comprehensive Plan Update

Character Districts

0 0.5 Miles

4.3 TRENDS AND CHALLENGES

The city of Edina, as a "developed" municipality, has a host of land use issues that it shares with other similarly-designated municipalities, as well as some challenges that are unique to the community. As the City continues to mature, redevelopment of existing land uses becomes a priority in order to adapt to changing conditions and future challenges, and to retain Edina's high degree of livability and commercial success as a regional retail and office center. Current land use issues include the following:

- **Redevelopment.** The city currently has very little undeveloped land that has the potential for development. Therefore, it is redevelopment that will meet the needs posed by changing demographics and private market conditions.. Redevelopment projects should dynamically respond to the rigors of the marketplace, provide excellence in design and offer clear community benefits. What guidance can the city provide developers regarding acceptable design elements and project intensity?
- **Development review and approval process.** The current zoning and land development review system provides limited scope and discretion to adequately address building, site, and community design issues.
- **Transportation choices.** How can the land use plan foster transportation options for residents and workers who desire an alternative to the private automobile? A transportation network that allows for additional transit and non-motorized travel options increases the movement capacity of the existing public right-of-way and capitalizes on resident needs for more active lifestyles.
- **Teardowns and infill development.** High land prices and scarcity of available land within the city have resulted in a sharp increase in single-family home redevelopment. New housing is often significantly larger than existing adjacent housing, particularly in small-lot neighborhoods, and can appear to visually overwhelm these homes, block views or cast shadows on them. There has been considerable public discussion about the appropriate massing, height and proportions of architectural elements in established neighborhoods. How can the City balance the desire of some residents for larger homes with state-of-the-art features and developers seeking to offer housing units that appeal to today's market, with the interests of neighbors who object to the size and scale of some new construction?

Indicators of teardown pressure – a lot where a smaller house was demolished; large-scale new construction and housing that appears out-of-scale with its neighbors.

- **Aging population.** The City, along with the rest of the nation, faces a dramatic shift in the demographic makeup of its residents. The "baby boom" generation is becoming the senior generation. The land use implications of this change are many: today's elders will live longer, lead more active lives and, by their sheer number, influence the type and character of land uses more than the previous generation. How can the City meet the typical needs of senior residents for more recreational opportunities, a flexible transportation network, and the ability to adapt their dwellings in order to age-in-place.
- **Development intensity and infrastructure capacity.** The scarcity of land for redevelopment increases the value of the parcels that are zoned for intensive use. This impacts the character of development proposals submitted to the City, particularly in the Greater Southdale/Centennial Lakes area. Recent development proposals for high density mixed use development may be restricted by a lack of infrastructure capacity, particularly in the areas of traffic and wastewater. How can the City encourage high-quality redevelopment in areas where the public infrastructure can support it?
- **Housing affordability.** One effect of high land prices is that affordable housing continues to be an issue for many Edina residents, as documented by the recent Housing Succession Study. As a participating municipality in the Livable Communities Act, the City has acknowledged the need for affordable housing in the community and has budgeted some resources toward easing the shortage. Given the scarcity and high prices of land, how can the City best direct its resources to achieve this goal?
- **Auto-oriented site design.** With the exception of the 50th and France and Morningside centers, Edina's commercial centers and nodes do not offer the same quality of site planning as is evident in the City's older residential neighborhoods. The focus is on attracting and catering to the interests of the customer arriving to the site in a private automobile. This site-design perspective has obvious consequences: surface parking is

visually prominent, signage is designed to be legible at driving speeds, landscaping remains limited, and connectivity to surrounding uses is inconvenient or even dangerous for non-driving customers.

Although in some cases, zoning requirements may have guided the placement of buildings within large expanses of parking, site plans are often lacking in landscaping and pedestrian amenities that could mitigate environmental and transportation-related impacts. When buildings are set within wide expanses of parking, customers and workers are discouraged from walking to nearby destinations, so travel for short trips is predominantly by car, further adding to traffic congestion.

- **Superblocks and Lack of Connectivity.** The development of large parcels as signature planned developments, such as Southdale Shopping Center, Edinborough and Centennial Lakes, has contributed significantly to Edina's identity and differentiation from comparable Metro area communities. However, one consequence of this type of development is an absence of street connectivity to surrounding neighborhoods and through the development itself. Instead, vehicular traffic is funneled onto a few local streets where capacity is often not adequate to meet the need. For instance, France and York avenues bear a local traffic burden that could be better accommodated through a more diffuse street network. The "superblocks" created in the southeast quadrant of the city reshape traffic patterns and travel modes to discourage non-motorized transportation within the district and fracture linkages to surrounding residential neighborhoods.

4.4 GOALS AND POLICIES: FUTURE LAND USE PLAN AND COMMUNITY DESIGN GUIDELINES

Land Use Goals

1. Protect and preserve the essential character of existing residential neighborhoods.
2. Preserve and maintain housing that serves a range of age groups and economic situations.
3. Facilitate the development of new housing and recreation facilities that accommodate the special needs of aging City residents.
4. Encourage infill/redevelopment opportunities that optimize use of city infrastructure and that complement area, neighborhood, and/or corridor context and character.

5. Support and enhance commercial areas that serve the neighborhoods, the city, and the larger region.
6. Increase mixed use development where supported by adequate infrastructure to minimize traffic congestion, support transit, and diversify the tax base.
7. Increase pedestrian and bicycling opportunities and connections between neighborhoods, and with other communities, to improve transportation infrastructure and reduce dependence on the car.
8. Ensure that public realm corridor design is contextual, respectful of adjacent neighborhood character, supportive of adjacent commercial and/or mixed use development, promotes community identity and orientation, and creates the highest quality experience for pedestrians, cyclists, and transit users.
9. Incorporate principles of sustainability and energy conservation into all aspects of design, construction, renovation and long-term operation of new and existing development.
10. Improve the current development review and approval system to provide clearer direction as to community design goals and encourage high-quality development.

Land Use and Transportation Interface

There is a fundamental link between land use planning and transportation planning. The transportation system must function as a network that links a diversity of uses in a manner that promotes efficient multi-modal travel (motor vehicles, bicycle, transit, and pedestrian). Successful land use planning cannot occur without taking transportation considerations into account. Conversely, transportation planning is driven by the need to support existing and planned future land uses which the community supports and/or anticipates.

Therefore, Edina will plan and design transportation facilities, and maintain existing facilities, in a manner that accommodates land uses to reinforce neighborhood cohesion, but does not burden other neighborhoods, takes advantage of and supports transit, connects effectively to sub-regional and regional systems, and uses techniques to limit single-occupancy vehicle travel while promoting bicycle and pedestrian modes of travel. Chapter 7 of this Comprehensive Plan deals with transportation, and responds to and supports the land use and community design policies presented in this chapter.

The land uses and densities presented in the 2030 Land Use Table are the bases for the planned/ anticipated future land use in the Transportation Analysis Zones (TAZs) which are the foundation for the traffic forecasting model (see Chapter 7)

Future Land Use Plan

A basic theme of the land use plan is that Edina's low-density residential neighborhoods, which make up over 50 percent of the city's land area, are expected to remain largely unchanged. In general, the land use plan focuses on areas of the city where changes are likely to occur, either through redevelopment or infill development. Within those areas, the plan emphasizes the integration of compatible uses to meet the changing needs of Edina residents.

The Future Land Use Plan (Figure 4.3) depicts the pattern of planned land use at the parcel or block level. This plan takes into account the established pattern of land use, as shaped by current zoning and other regulations. However, land uses on individual parcels, blocks or tracts are likely to change during the time period of this plan, due to changes in ownership or market conditions. Therefore, the land use plan will undoubtedly require periodic updating in conjunction with rezoning requests or other changes.

The Community Design guidelines in this chapter look at existing and planned land uses from the perspective of their current natural, designed, or built character. The guidelines suggest design strategies for protecting or enhancing this character or allowing for appropriate transitions.

Examples of moderate-density residential development.

Acreages of Existing and Future Land Uses

Table 4.2 shows a comparison between the total acreage of future land uses from Edina's 2000 Comprehensive Plan and the 2008 Plan Update.

Table 4.2
Acreage of Existing and Future Land Use Categories, 2000-2030

Land Use Category	Existing 2000	Planned 2010	2015	2020	2025	2030	2030 Net Acres*
Residential Categories*							
Low Density Residential- LDR	6,084	6,033	6,007	5,982	5,956	5,931	4,745
Low Density Residential- Attached- LDA	169	169	168	168	168	168	134
Medium Density Residential- MDR	226	233	236	240	243	247	185
High Density Residential- HDR	215	229	237	244	251	259	129
Nonresidential and Mixed Use Categories							
Neighborhood Commercial- NC	24	24	24	24	23	23	14
Office Residential-OR	0	118	176	235	293	352	176
Office- O	287	216	181	145	110	75	37
Mixed Use Center- MXC	90	131	151	171	192	212	106
Community Activity Center- CAC	217	201	193	185	177	170	85
Industrial-I	382	367	359	352	344	337	168
Regional Medical- RM	61	61	61	61	61	61	31
Open Space and Parks- OSP	1,015	1,136	1,196	1,257	1,317	1,377	--
Public/Semi-Public- PSP	1,034	887	814	741	667	593	--
Limited Access Highway- LAH	406	406	406	406	406	406	--
Total	10,209	10,209	10,210	10,210	10,210	10,209	5,810

Source: Metropolitan Council, City of Edina, URS

* Net acres provided for regional planning purposes only and were derived by subtracting a percentage, based on type of land use, for public infrastructure and zoning ordinance requirements from each future land use category total acreage. Total acres may be inconsistent due to rounding. Allowable residential net acre density figures are included in Table 4.3 Future Land Use Categories.

Figure 4.3 shows the Future Land Use Plan map.

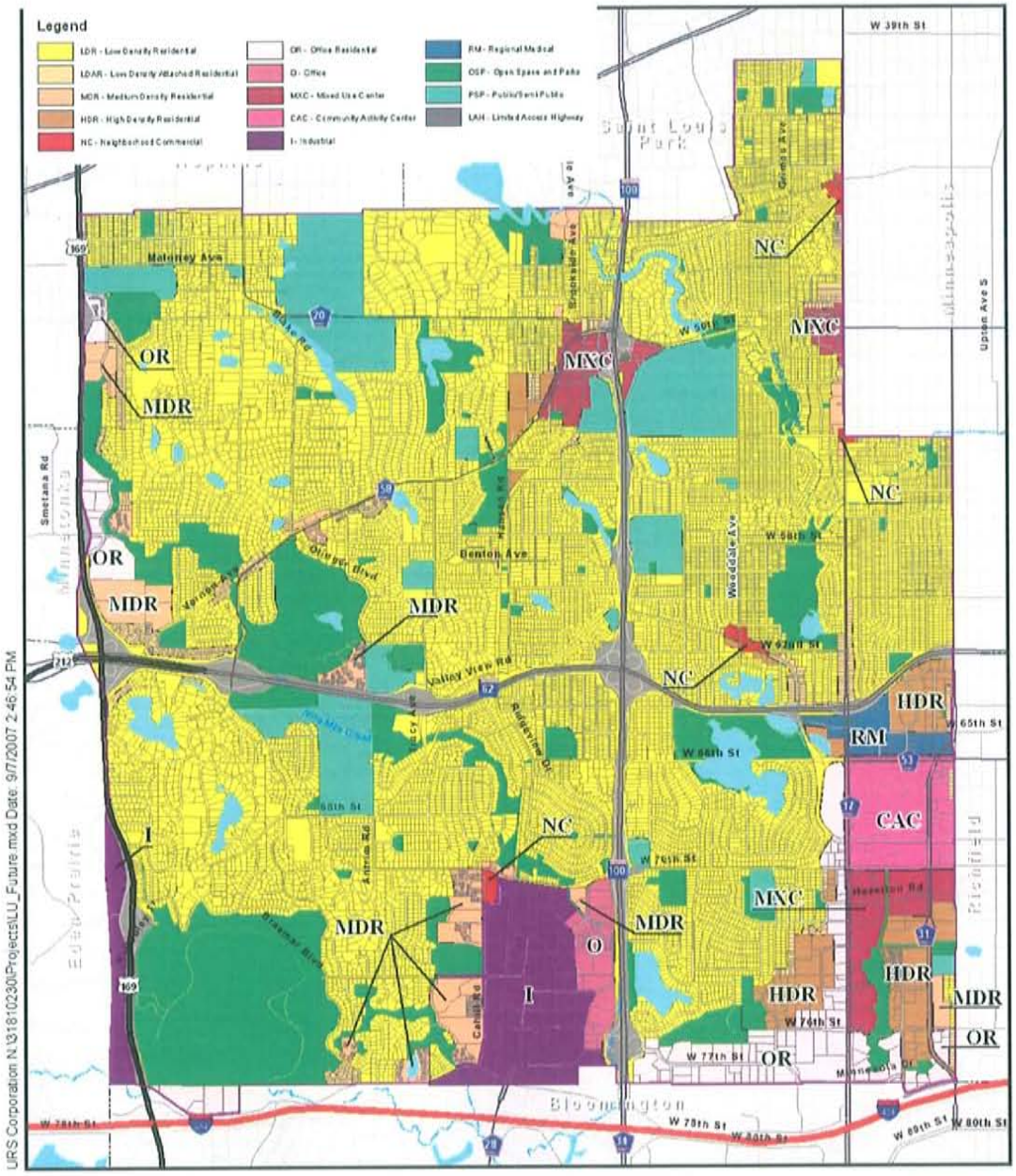


Figure 4.3

City of Edina
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Future Land Use Plan

Data Source: URS

0 0.5 Miles

Future Land Use Categories. The categories in the table below apply to the Future Land Use Plan. 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). For nonresidential and mixed uses, intensity is typically defined in terms of floor-to-area ratio, or FAR, which refers to the ratio of a building's floor area to the size of its lot. Thus, a maximum FAR of 1.0 could allow for a two-story building covering 50% of the lot; a 3-story building on one-third of the lot, and so on. Building heights are not specified in the table, because height will vary within and between categories, based on neighborhood context, infrastructure, and community design goals. (See the discussion later in this section.)

The "Development Guidelines" in the table below are intended to highlight important design considerations for each land use category, but are not regulatory in nature.

Table 4.3. Future Land Use Categories

Residential Categories	Description, Land Uses	Development Guidelines	Density Range
LDR Low Density Residential	Applies to largely single-family residential neighborhoods, encompassing a variety of lot sizes and street patterns (see "Character Districts" for more detail). Typically includes small institutional uses such as schools, churches, neighborhood parks, etc.	Massing standards (under development) and impervious coverage limitations would apply to ensure compatibility of infill construction.	1 - 5 units/acre Floor to Area Ratio: per current Zoning Code*
LDA Low-Density Attached Residential	Applies to two-family and attached dwellings of low densities and moderate heights. This category recognizes the historical role of these housing types as transitional districts between single-family residential areas and major thoroughfares or commercial districts. May include single-family detached dwellings.	Introduction of more contemporary housing types, such as low-density townhouses, may be an appropriate replacement for two-family dwellings in some locations, provided that adequate transitions to and buffering of adjacent dwellings can be achieved.	4 - 8 units/acre Floor to Area Ratio: per current Zoning Code*
MDR Medium-Density Residential	Applies to attached housing (townhouses, quads, etc.) and multi-family complexes of moderate density. May also include small institutional uses, parks and open space	In new development or redevelopment, improve integration of multi-family housing into an interconnected street network and work to create an attractive, pedestrian-friendly street edge.	5 - 12 units/acre Floor to Area Ratio: per current Zoning Code*
HDR High-Density Residential	Existing "high-rise" and other concentrated multi-family residential, some of which may contain a mixed use component. May also include limited office, service or institutional uses primarily to serve residents' needs, parks and open space	Provide incentives for updating older multifamily buildings. Work to create an attractive, pedestrian-friendly street edge and provide convenient access to transit, schools, parks, and other community destinations.	12 - 30 units/acre Floor to Area Ratio: per current Zoning Code*

Nonresidential and Mixed Use Categories	Description, Land Uses	Development Guidelines	Density Guidelines
NC **Neighborhood Commercial** Current examples: • Morningside commercial core • Valley View and Wooddale • 70th & Cahill	Small- to moderate-scale commercial, serving primarily the adjacent neighborhood(s). Generally a 'node' rather than a 'corridor.' Primary uses are retail and services, offices, studios, institutional uses. Residential uses permitted. Existing and potential neighborhood commercial districts are identified for further study.	Building footprints generally less than 20,000 sq. ft. (or less for individual storefronts). Parking is less prominent than pedestrian features. Encourage structured parking and open space linkages where feasible; emphasize enhancement of the pedestrian environment.	**Floor to Area Ratio-Per current Zoning Code: maximum of 1.0*** 2 - 3 units/acre
OR **Office-Residential** No current examples in City. Potential examples include Pentagon Park area and other I-494 corridor locations	Transitional areas along major thoroughfares or between higher-intensity districts and residential districts. Many existing highway-oriented commercial areas are anticipated to transition to this more mixed-use character. Primary uses are offices, attached or multifamily housing. Secondary uses: Limited retail and service uses (not including "big box" retail), limited industrial (fully enclosed), institutional uses, parks and open space. Vertical mixed use should be encouraged, and may be required on larger sites.	Upgrade existing streetscape and building appearance, improve pedestrian and transit environment. Encourage structured parking and open space linkages where feasible; emphasize the enhancement of the pedestrian environment.	**Floor to Area Ratio-Per current Zoning Code: maximum of 0.5 to 1.0*** 2 - 3 units/acre
O **Office** Current examples include the office buildings on the west side of TH 100 between 70th and 77th Streets.	This designation allows for professional and business offices, generally where retail services do not occur within the development unless they are accessory uses that serve the needs of office building tenants. Vehicle access requirements for office uses are high; however, traffic generation from office buildings is limited to morning and evening peak hours during weekdays. Office uses should be located generally along arterial and collector streets.	Provide buffer/transition to adjacent residential uses. Use high quality permanent building materials and on-site landscaping. Encourage structured parking.	**Floor to Area Ratio - Per Zoning Code: Maximum of 0.5**

Nonresidential and Mixed Use Categories	Description, Land Uses	Development Guidelines	Density Guidelines
MXC **Mixed-Use Center** Current examples: • 50th and France • Grandview	Established or emerging mixed use districts serving areas larger than one neighborhood (and beyond city boundaries). Primary uses: Retail, office, service, multifamily residential, institutional uses, parks and open space. Vertical mixed use should be encouraged, and may be required on larger sites.	Maintain existing, or create new, pedestrian and streetscape amenities; encourage or require structured parking. Buildings "step down" in height from intersections. 4 stories at 50th & France; 3-6 stories at Grandview	**Floor to Area Ratio-Per current Zoning Code: maximum of 1.5** 1 - 2 units/acre
CAC **Community Activity Center** Example: Greater Southdale area (not including large multi-family residential neighborhoods such as Centennial Lakes)	The most intense district in terms of uses, height and coverage. Primary uses: Retail, office, lodging, entertainment and residential uses, combined or in separate buildings. Secondary uses: Institutional, recreational uses. Mixed use should be encouraged, and may be required on larger sites.	Form-based design standards for building placement, massing and street-level treatment. Buildings should be placed in appropriate proximity to streets to create pedestrian scale. Buildings "step down" at boundaries with lower-density districts and upper stories "step back" from street. More stringent design standards for buildings > 5 stories. Emphasize pedestrian circulation; re-introduce finer-grained circulation patterns where feasible.	**Floor to Area Ratio-Per current Zoning Code: maximum of 0.5 to 1.0*** 2 - 3 units/acre
I **Industrial**	Applies to existing predominantly industrial areas within the City. Primary uses: industrial, manufacturing. Secondary uses: limited retail and service uses.	Performance standards to ensure compatibility with adjacent uses; screening of outdoor activities.	**Floor to Area Ratio: Per Zoning Code: 0.5***

Nonresidential and Mixed Use Categories	Description, Land Uses	Development Guidelines	Density Guidelines
RM Regional Medical	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.	Form-based design standards for building placement, massing and street-level treatment. Pedestrian circulation and open space amenities should be provided for larger sites.	Floor to Area Ratio - Per current Zoning Code: maximum of 1.0
OSP Open Space and Parks	Applies to major parks and protected open space that is publicly owned. May not include all small parks, since some are included in residential land use districts.	Performance and buffering standards for intensive outdoor recreation, parking.	N/A
PSP Public/Semi-Public	Applies to schools, large institutional uses (churches, cemeteries) and semi-public uses such as country clubs. Some small uses of these types may be integrated into other land use districts.	Performance and buffering standards for intensive outdoor recreation, parking.	To be determined - may require review of large-scale development or institutional expansion
LAH Limited Access Highway	Expressways and access ramps for two regional arterial highways (TH 62 and TH 100) occupy land within the City to serve local and regional travel needs.	NA	NA

*Floor-to-area ratio, or FAR, refers to the ratio of a building's floor area to the size of its lot. Thus, an FAR of 1.0 could mean a two-story building covering 50% of the lot; a 3-story building on one-third of the lot, etc.

Potential Areas of Change

Among its many purposes, the Comprehensive Plan functions as a long range tool that attempts to anticipate where change and growth will occur in the City. Identifying those potential areas of change is an initial stage in the process of guiding new construction and redevelopment when it is proposed by private property owners. It is not an attempt to stimulate change, but to acknowledge that it may occur and be proactive in shaping it. Locations identified in this section appear to be areas where change may occur during the life of this Plan. Many of these areas were identified in a group exercise at Public Meeting #2 as

suitable areas to accommodate additional households and jobs that are anticipated, based on Metropolitan Council projections, to locate in the City by 2030. Because the City is fully developed, additional housing would have to occur through redevelopment. The areas listed here and shown in Figure 4.4, "Potential Areas of Change," represent less than 10 percent of the total acreage of the City.

1. **North France Avenue (West 54th Street South to TH 62):** This corridor includes many duplexes interspersed with small-lot single-family dwellings and small commercial nodes. It has the potential to accommodate some additional attached housing types, with careful attention to transitions, and some additional commercial opportunities near 54th Street.
2. **Neighborhood Commercial Nodes:** These include the Morningside commercial area, Valley View and Wooddale, and 70th and Cahill. The last two have greater potential for addition of new compatible uses.

3. **Community Commercial Nodes:** These include the 50th and France district and the Grandview Heights district, both of which have experienced redevelopment and are evolving toward mixed use, while continuing to function as commercial centers.
4. **Southdale Area:** This area is the northern portion of the study area of the "Greater Southdale Area Land Use and Transportation Study" received by City Council in February 2006 (the southern portion included in that study is the Centennial Lakes area). The Southdale area is the site of considerable development pressure. Design standards and equivalent zoning updates should be developed as discussed under the Community Design guidelines.
5. **Commercial/Office Corridors:** These areas include the commercial/office development along I-494 and locations on the edges of the Southdale and Cahill Industrial areas. Long-term transition is envisioned away from single-site commercial use toward a mix of predominantly office and residential uses. Additional site-specific studies may be necessary.

Table 4.4 shows some key statistics of the Potential Areas of Change.

Table 4.4
Summary Table of Potential Areas of Change
Net Acres by Land Use Category, 2000-2030 Change in Number of Dwellings and Jobs

Future Land Use Category within Potential Area of Change	Net acres	Net Acre Density Range		Change 2000-2030	
		Dwellings	Jobs	Dwellings	Jobs
Low Density Res.- Attached- LDA	9.6	4-8 du/ac	--	10	--
High Density Res.- HDR	10.2	12-30 du/ac	2-3	300	20
Neighborhood Commercial- NC	13.6	2-3 du/ac	0.5-1	25	30
Office Residential- OR	126.1	2-3 du/ac	35-40	400	2,200
Office- O	37.1	--	40-45	--	900
Mixed Use Center- MXC	106.1	1-2 du/ac	25-30	110	400
Community Activity Center- CAC	108.5	2-3 du/ac	70-75	500	600
Industrial- I	37.4	--	40-45	--	300
Regional Medical- RM	30.5	--	45-50	--	200
Total	459.3			1,345	4,650

Source: URS, Metropolitan Council Key: du/ac= dwelling units per acre

Note: This table is done for regional planning purposes only. Projections for 2000-2030 change in households and employment are derived from the Metropolitan Council's Revised Regional Framework. It cannot be determined if or when redevelopment may occur within the identified areas, but it is presumed that 90 percent of additional households and 100 percent of added jobs will be located within the Potential Areas of Change. For purposes of planning for public infrastructure, the mix of development is estimated. Based on 2030 household and employment forecasts by TAZ, the estimated residential/employment percentage split for High Density Residential: 95/5;Neighborhood Commercial: 5/95; Mixed Use Center: 10/90; Community Activity Center: 5/95; Regional Medical: 0/100; Office Residential 5/95; and for Industrial: 0/100.

Figure 4.4 "Conceptual Land Use Framework: Potential Areas of Change" shows the areas of potential change.

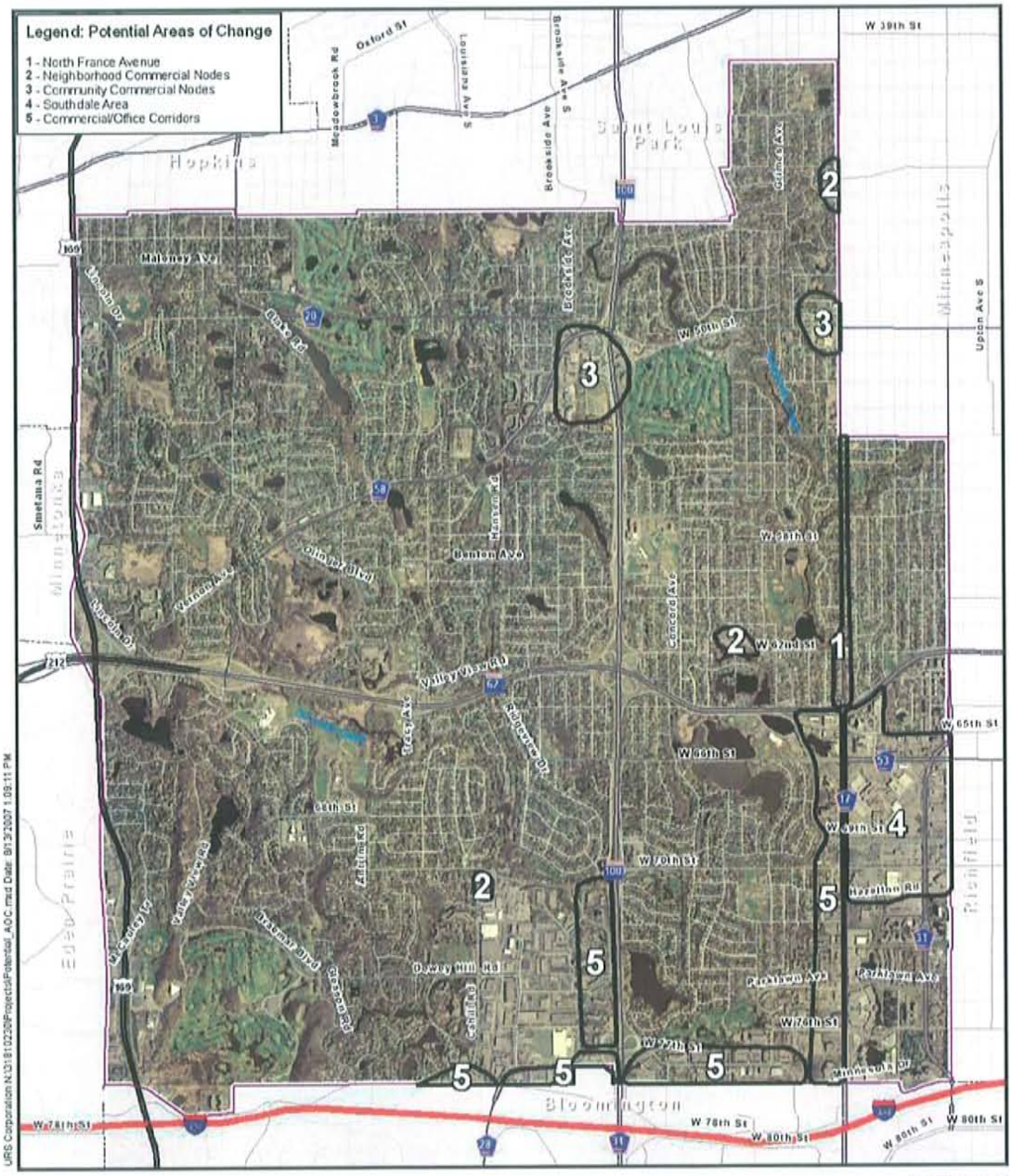

Figure 4.4

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Conceptual Land Use Framework: Potential Areas of Change

Land Use Policies

1. The City will endeavor to accommodate private redevelopment in the Greater Southdale area, Grandview Heights and the West 77th St. corridor.

2. The City will study low-density mixed-use infill potential in neighborhood commercial districts compatible with density currently allowed in those areas.

3. Edina has evolved to a large degree into a community defined by roads. The City's roads should continue to evolve to act as connectors, rather than as barriers. The City will incorporate amenities and infrastructure into its public corridors to make them beautiful, efficient, multi-modal public spaces.

4. Building on current efforts, the City will seek options that allow for single-family redevelopment that is sensitive to the community character and context of existing neighborhoods.

5. In reviewing development proposals, the City will examine how land use and transportation are integrated to ensure that new development and redevelopment expands non-motorized travel options.

6. The City will maintain the current open space[1] and wetlands acreage and seek to expand it whenever possible.

7. The City will seek opportunities to increase the supply of affordable housing.

8. The City will grow and develop in a sustainable manner that will protect its high quality natural environment, promote energy efficiency and conservation of natural resources, and minimize the impacts of buildings on the environment over the lifetime of each building.

9. The City will revise its development review and approval process to provide clearer direction and guidance for achieving high-quality development that is compatible with its surroundings.

Staging of Development: Small Area Plans

Given the essentially developed character of the City, the Land Use Plan does not include a specific schedule for staging or phasing of redevelopment. However, the act of identifying the Potential Areas of Change is intended to highlight the need for Small Area Plans that focus on these areas. These studies, conducted in consultation with residents, property owners, business owners and

[1] Open space is defined as lands containing creeks, greenways, forest, habitat areas, sensitive natural areas, and other areas with unique characteristics that are unsuitable for development.

commercial property owners, will produce a guide for redevelopment. A request to initiate a specific Small Area Plan can be made by community groups, business groups, the Planning Commission, or City staff. A development proposal that involves a Comprehensive Plan Amendment or a rezoning will require a Small Area Plan study prior to planning application. However, the authority to initiate a Small Area Plan rests with the City Council.

Plans may include identification of sub-areas with distinctive characteristics, recommendations for phasing of development/redevelopment, and standards for managing transitions between existing and planned uses.

These Small Area Plans may include planning principles such as:

1) Area or neighborhood land use pattern and design that encourages walking and transit use
2) High degree of connectivity to existing and new public (and active private) spaces to encourage physical activity, social interaction, and optimal land use
3) Smaller parking footprints
4) Reduction in impervious surfaces and associated storm water runoff
5) Water quality-water conservation measures- reuse of graywater, wastewater management
6) Potential for creating lifecycle housing
7) High quality of community design, with a system for measuring excellence, not just compliance with design guidelines.

Additional areas may also be identified for further study. See Chapter 12, Implementation, for further details.

Staging of Development: Community Design Guidelines

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

This section provides principles and guidelines, organized into two areas (1) Citywide Movement Patterns and Public Spaces, and (2) Buildings, Site Design, and Interconnecting Spaces.

Citywide Movement Patterns and Public Spaces

The design of the public realm, comprising the City's streets, parks, trails, paths and public spaces, should express community identity, encourage an interactive community social life, and foster a sense of welcome to visitors.

Principles

1. Design public open and green linkages that bring both amenity and positive image to neighborhoods, corridors, and business precincts.
2. Design public streets to serve not only vehicles but also pedestrians, people with mobility aids, and bicycles, balancing the spatial needs of existing and future users within the right-of-way. Address both mobility and recreational needs and opportunities.

3. Create walkable streets that foster an active public life; streets that are energized by their proximity to a vibrant mix of activity-generating uses.
4. Preserve and make accessible natural areas and features as part of a comprehensive open space network.
5. Protect and improve the urban forest, including street trees and related landscaping, in order to provide shade and shelter for pedestrians and screening for parking and service uses.
6. Create and promote environments that make it safe and convenient for people to integrate physical activity into their daily routines.
7. Recognize and integrate Edina's historic landscape features, such as its stone walls and gateways, into the design and redesign of streets, paths and pedestrian ways.

8. Promote a clear hierarchy of street types of distinctive and differentiated character that are defined by landscape and pedestrian amenities as well as adjacent buildings.
9. Within larger redevelopment sites, promote a fine-grained and interconnected network of local streets and paths, encouraging pedestrian circulation and providing a choice of access points.

10. Within corridors served by existing or planned transit, orient buildings toward sidewalks and paths that lead to mixed use destinations and transit stops.
11. Encourage design of building entrances that open up and link directly to sidewalks and pedestrian and bike paths.
12. Open space within new development should be attractive, interesting, comfortable, and functional for pedestrians.

Guidelines

1. Community Design Roadway Corridors. Identify and designate through design treatments specific City streets as primary thoroughfares, designed to connect activity centers while integrating green space and pedestrian / bicycle elements wherever feasible, including attractive lighting standards with appropriate lighting levels, to promote maximum use. The proposed community design roadway corridors shown in Figure 4.5 illustrate one potential approach to a citywide system of this type. Three major thoroughfare types are identified:

- **Primary Thoroughfare:** This classification denotes a centrally-located street that serves multiple functions. In Figure 4.5, only France Avenue south of TH 62 is shown in this category. France Avenue is the central 'spine' of the Greater Southdale district, including the hospital precinct, the Southdale shopping center, and the regional office and retail businesses that straddle France Avenue all the way to I-494. The evolution of France Avenue from its current automobile-dominated character to a more attractive and balanced design will also draw upon the "Guidelines: Medium- and High-Density Design (All Uses)" in this chapter.

- **Residential Thoroughfares:** Many of the City's major thoroughfares run through largely residential neighborhoods, including Vernon Avenue, Interlachen Boulevard and north France Avenue. Access points along some streets are limited, while others have many intersecting driveways. Mature trees, stone walls and gateways and other landscape elements give many of these streets an attractive character. Any improvements to these roads should be designed to maintain landscape character and improve bicycle

and pedestrian facilities while continuing to limit the number of access points.

- **Business District Thoroughfares:** This category includes streets that serve commercial and office centers and corridors. The design and character of these streets vary widely. Potential improvements should emphasize pedestrian amenities and landscape improvements, while consolidating access points to businesses.

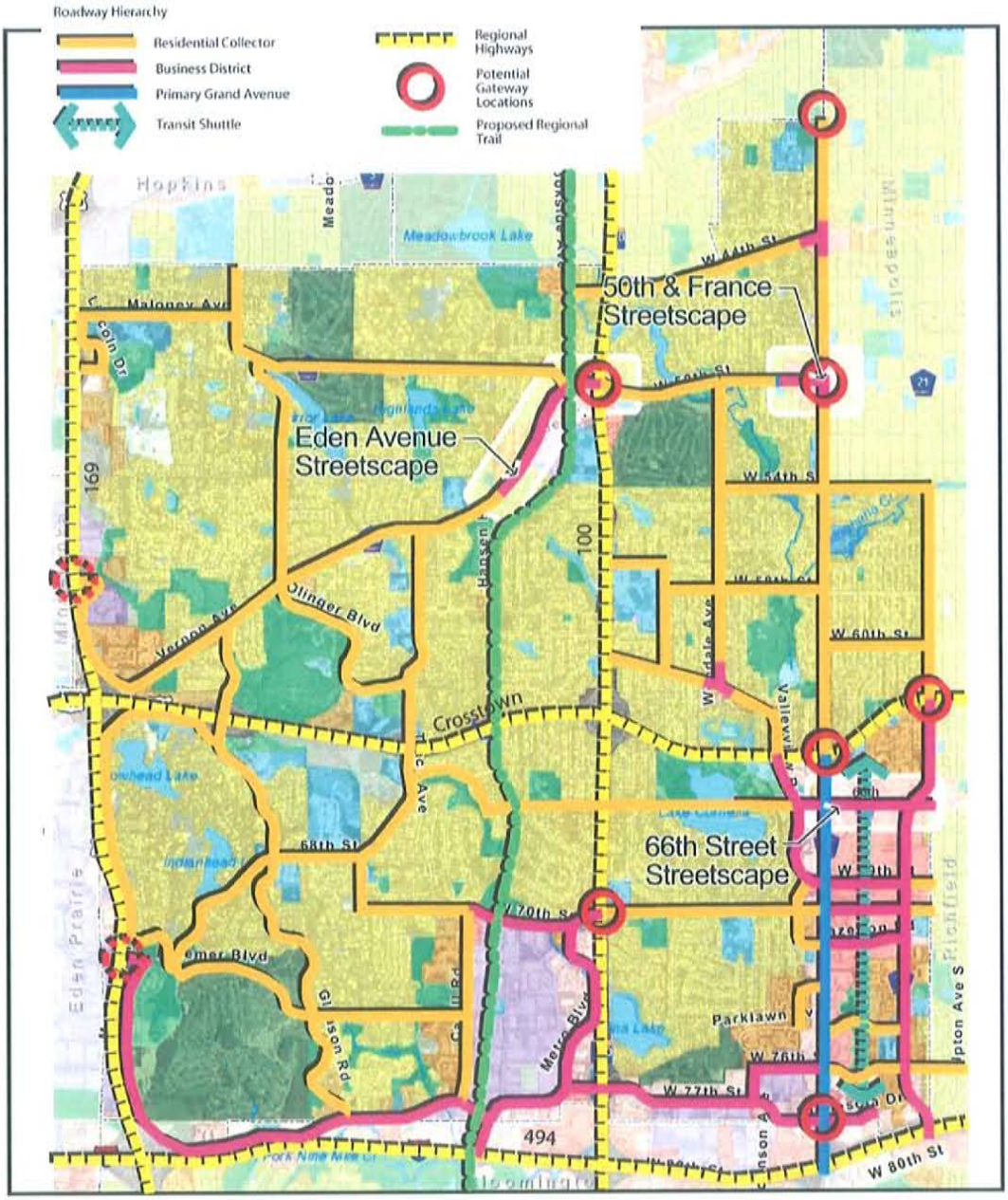
2. A Planned Bicycle Circulation System. Plan and implement a city-wide system of on-street and off-street bike lanes and trails that link residents to key activity centers and regional trails. Specific recommendations for this system will be developed as part of the Bike Edina planning effort.

3. Open Space Transitions. Provide and protect green space as a transition between incompatible land uses, along major transportation corridors, and as buffers protecting waterways, trails and recreation facilities. Encourage the design of green space on private property to complement design of the public realm.

4. Open Space Networks. Use public and semi-public open space as a citywide network fostering activity and civic life. This system should include parks, trail corridors, informal greenways, the Minnehaha and Nine Mile Creek valleys, and local streets that complement major thoroughfares and may be better suited to pedestrian and bicycle circulation.

5. Gateways. Identify and develop gateways to signify neighborhoods, thoroughfares and business districts. Gateway elements should include lighting, signage, street furniture and public art, in combination with buildings and other streetscape improvements. Many of these elements are already present in districts such as 50th and France, Eden Avenue/Grandview Square, and 70th and Cahill.

Figure 4.5 (next page) also shows locations where the City has invested in significant streetscape improvements, including 50th and France, Eden Avenue and 66th Street.



Community Design Roadway Corridor-Proposed

Figure 4.5

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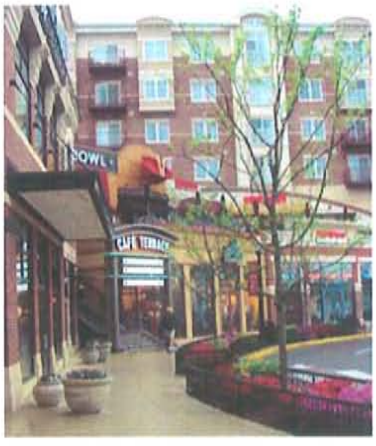
0 0.5 Miles

Buildings, Site Design, and Interconnecting Spaces

As a largely developed city, Edina's future growth will be built on infill and redevelopment sites and will need to fit in, respecting and improving the character of surrounding areas. On large sites, in redevelopment areas, and in other areas whose physical contexts are no longer appropriate, new planning contexts will need to be created to ensure that each new development in these areas adds up to more than the sum of its parts. The following principles, focused primarily on aesthetic issues, provide guidance when redevelopment occurs.

Principles

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



Guidelines: Low- Density Design (Residential)

1. Control the scale and massing of infill housing to make it reasonably compatible with established residences. Recent zoning changes have addressed this issue. Future zoning changes should refer to and consider the

Recent zoning changes to address the massing issue:

- Measuring building heights from existing grade, rather than proposed grade;
- Creation of a sliding scale of setback requirements based on lot width to increase the separation between houses on narrow lots;
- The elimination of bay windows as an exception into the required setback;
- The first floor elevation of a new home may not increase the first floor elevation from the previous home on the lot by more than one foot.

Character Districts described earlier in this chapter. Other techniques that may be considered include:

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

2. Building and garage placement. Many neighborhoods and individual blocks have an established pattern of building placement, spacing, landscape treatments, front yard setbacks and garage placement that combine to convey a particular neighborhood character. For example, most garages in the City's older traditional neighborhoods are detached and located within the rear yard. While new construction is likely to vary from this pattern, some limits on the degree of variation may be appropriate in areas such as historic districts. For example, the following guidelines should be considered:

- The width of front-loaded garages is limited so that they occupy no more than a defined percentage of the front façade;
- Driveway width at the curb is limited;
- Front-loaded garages may be required to meet the same setback as the rest of the front façade.

These and similar techniques could be considered as part of a 'conservation overlay' option within the zoning code.

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

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

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

Semi-private transitional space. Adding a porch and providing adequate landscaping provide a sense of privacy for residents while allowing them to keep "eyes on the street." Provide opportunities for surveillance of shared outdoor areas such as streets, sidewalks and play areas from within the home.

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

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

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

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

1. A Pedestrian-Friendly Environment. Improving the auto-oriented design pattern discussed above under "Issues" will call for guidelines that change the relationship between parking, pedestrian movement and building placement.

Landscaping. Provide visual screening and privacy to buffer cars from people, provide visual relief and allow stormwater infiltration in parking lots. Permeable hardscape, where appropriate, is preferred over blacktop or traditional paving. Vertical "living walls" (trellis, vine-covered fences) are preferable to materials that absorb and reflect heat.

Parking. Evaluate current parking standards in order to encourage shared parking and minimize the visual impact of surface parking.

- Encourage or require placement of surface parking to the rear or side of buildings, rather than between buildings and the street.
- Landscaping is essential to screen parking areas, buffer adjacent residential uses and create a pedestrian-friendly environment along streets.
- Design surface parking to maximize stormwater infiltration and allow for groundwater recharge, using infiltration swales, pervious pavement or similar techniques.
- Where vehicle parking requirements exist, implement minimum bicycle parking standards as well.

- Design parking lots or structures so they can be shared by more than one building on the site or by buildings on neighboring sites.
- Enhance the appearance of parking ramps by designing the structure with the possibility of the addition of liner buildings when development opportunities are ripe.
- Use striping, curbs and landscape treatments, centralized walkway medians and islands, and textured paving to clearly define walking spaces within parking areas and adjacent to vehicular circulation.

- Use raised crossings, speed humps, and speed tables to discourage high traffic speeds in parking lots where pedestrian volumes are high.
- Locate and screen service and loading areas to minimize their visibility from public streets and adjacent residential areas.

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

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

The City of Edina has several examples of successful mixed-use developments, most notably the 100-acre Centennial Lakes area and the 24-acre Edinborough project. Centennial Lakes includes office space, medical facilities, entertainment, retail, public open space and housing. Although the development levels are moderate to high, there are many pedestrian connections on the site and the park acts as a transition between the commercial and residential uses. The central feature of the project is the 24-acre park which includes a 10-acre lake that functions as a storm water retention facility. Surrounding the park are pedestrian pathways, a bent grass putting course, a performing arts pavilion, and the Park Centrum, which is an indoor gathering space for community events. Edinborough includes condominiums and senior housing apartments. The development also includes offices and a hotel. The highlight of the project is a one-acre indoor public park situated between offices and residential buildings. Edinborough is linked with the Centennial Lakes project by a network of pedestrian greenways.

The following guidelines are directed toward creating successful mixed use environments. (Also see the citywide standards for movement patterns, public spaces and built form earlier in this section.)

Building Placement and Design. Where appropriate, building facades should form a consistent street wall that helps to define the street and enhance the pedestrian environment. On existing auto-oriented development sites, encourage placement of liner buildings close to the street to encourage pedestrian movement.

- Locate prominent buildings to visually define corners and screen parking lots.
- Locate building entries and storefronts to face the primary street, in addition to any entries oriented towards parking areas.
- Encourage storefront design of mixed-use buildings at ground floor level, with windows and doors along at least 50% of the front façade.

Movement Patterns.

- Provide sidewalks along primary streets and connections to adjacent neighborhoods along secondary streets or walkways.
- Limit driveway access from primary streets while encouraging access from secondary streets.
- Encourage enhanced transit stops, including shelters, shade and seating where feasible.
- Provide pedestrian amenities, such as wide sidewalks, street trees, pedestrian-scale lighting, and street furnishings (benches, trash receptacles, etc).

Appropriate Parking Standards. Mixed use developments often produce an internal capture rate. This refers to residents and workers who obtain goods and services from within the development without making additional vehicle trips. Parking ratios for mixed use development should reflect the internal capture rate and the shared parking opportunities this type of development offers.

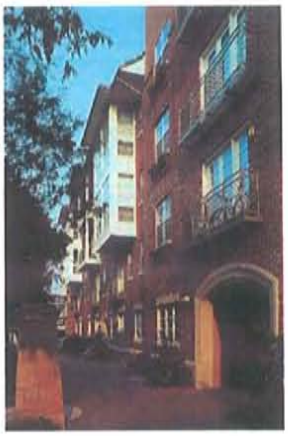
3. Improve Connectivity in Large-scale Superblock Development.

Internal and external connectivity. As part of redevelopment or expansion of large-scale sites, reintroduce an internal local street and pathway network that connects through the site and to suitable entry points at the perimeter. The goal

is to encourage pedestrians to reach the site and drivers upon arriving to continue all further movement by foot. As a result, the capacity of internal roads can be reduced and more area devoted to amenities, providing still more incentives to walk. Bicycle facilities should allow residents in surrounding neighborhoods to bike safely to the site. Transit stops should be provided in visible and central locations.

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

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



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

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

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

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

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

10. Building Heights. The question of building height is particularly significant in a largely developed community, where any new building has the potential to block views or cast shadows on established neighborhoods and land uses. The design guidelines above, as well as the recommended building heights in Figures 4.6A, 4.6B, and 4.6C, provide general guidance for buildings that exceed the typical residential height of 2.5 stories:

Edina already has many tall buildings, but not all of them provide the kind of transition outlined in Principle 9 above. Building height should be considered within the larger urban design context as illustrated in the photos below.

Building Height Issues

1. **Visual Impacts**
   City Image / Landmarks / Views
2. **Aesthetic Scale / Proportions**
3. **Light Access**
4. **Shadow Impacts**
5. **Density**
6. **Traffic Capacity**
7. **Utility Capacity**
8. **Cost of Land**
9. **Market Conditions**
10. **Developer Investment / Building Technology**

Visual / Aesthetics

Capacity

Financial

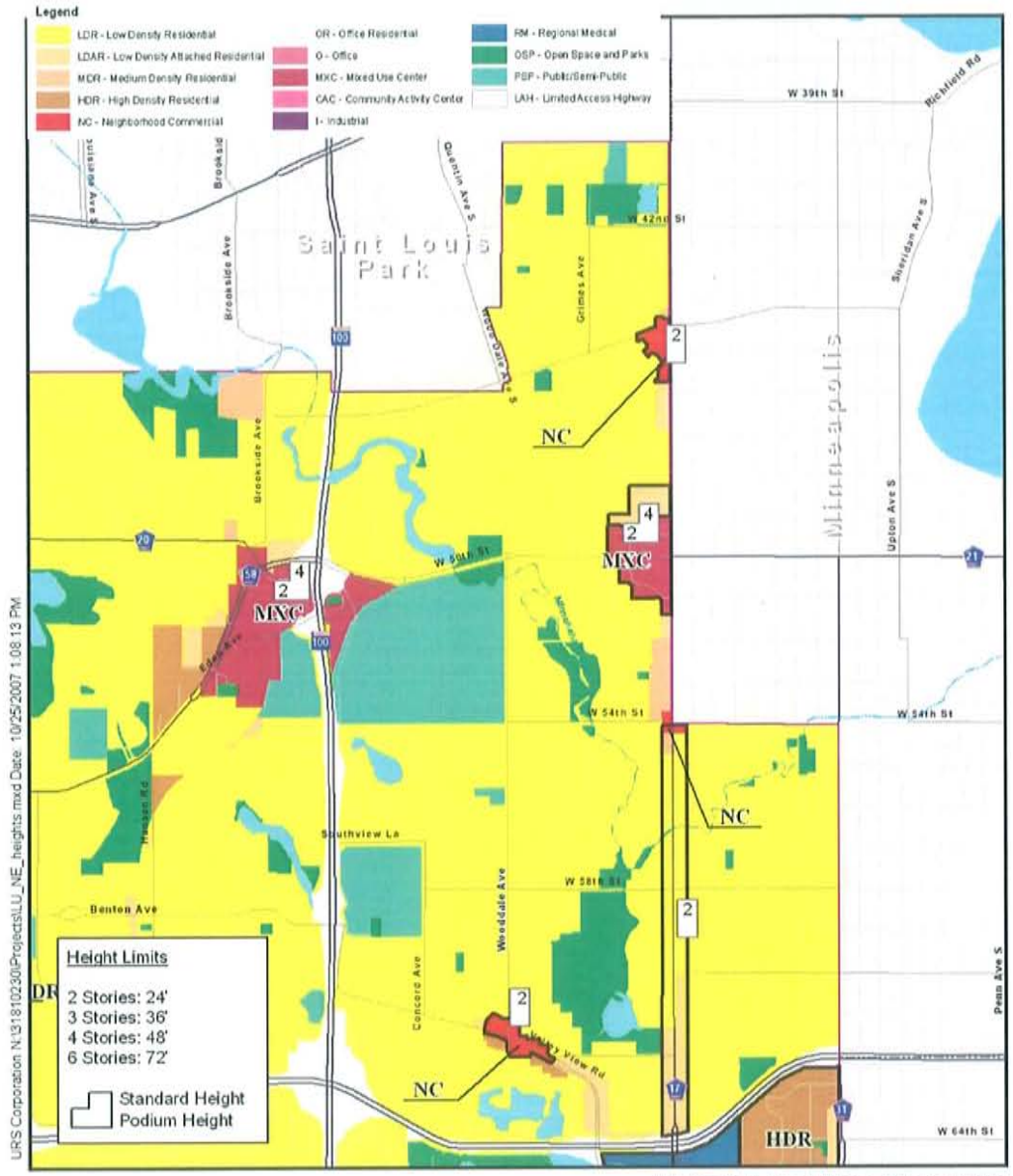
Because of the limited number of locations where tall buildings can be sited, and the need for sensitivity to surrounding uses, the following Height Maps have been established for those

parts of the city with potential for higher density development. The maps were developed to specify the following height measurements:

Podium Height: The "podium" is that part of the building that abuts the street, or that provides the required transition to residential neighborhoods, parks, and other sensitive uses.

Standard Height: This height measurement extends to the top of the building (building height is measured as specified in the Zoning Ordinance).

"Podium height" building examples



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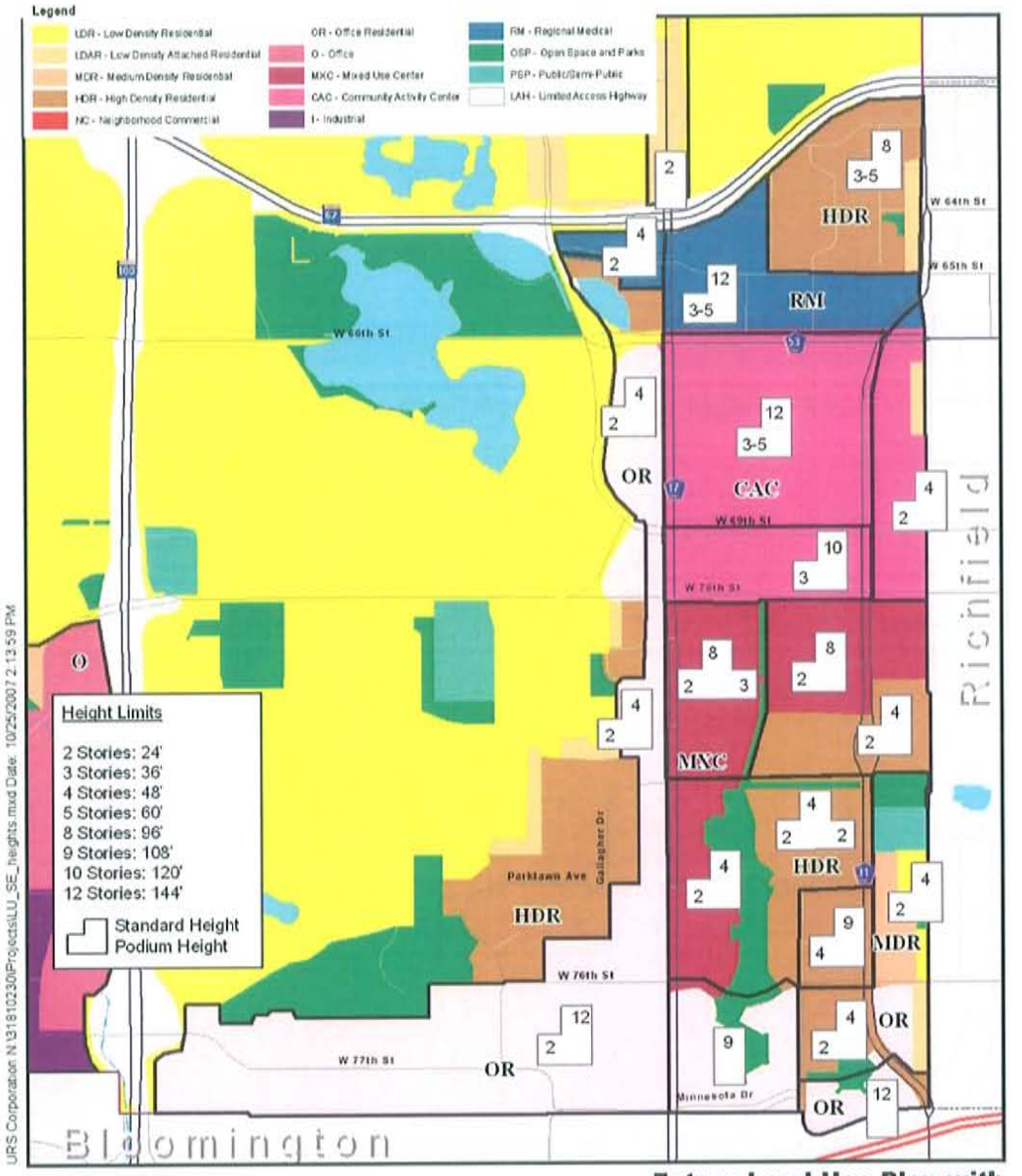
City of Edina
2008 Comprehensive Plan Update

Data Source: URS

Future Land Use Plan with Building Heights
Northeast Quadrant
Figure 4.6A



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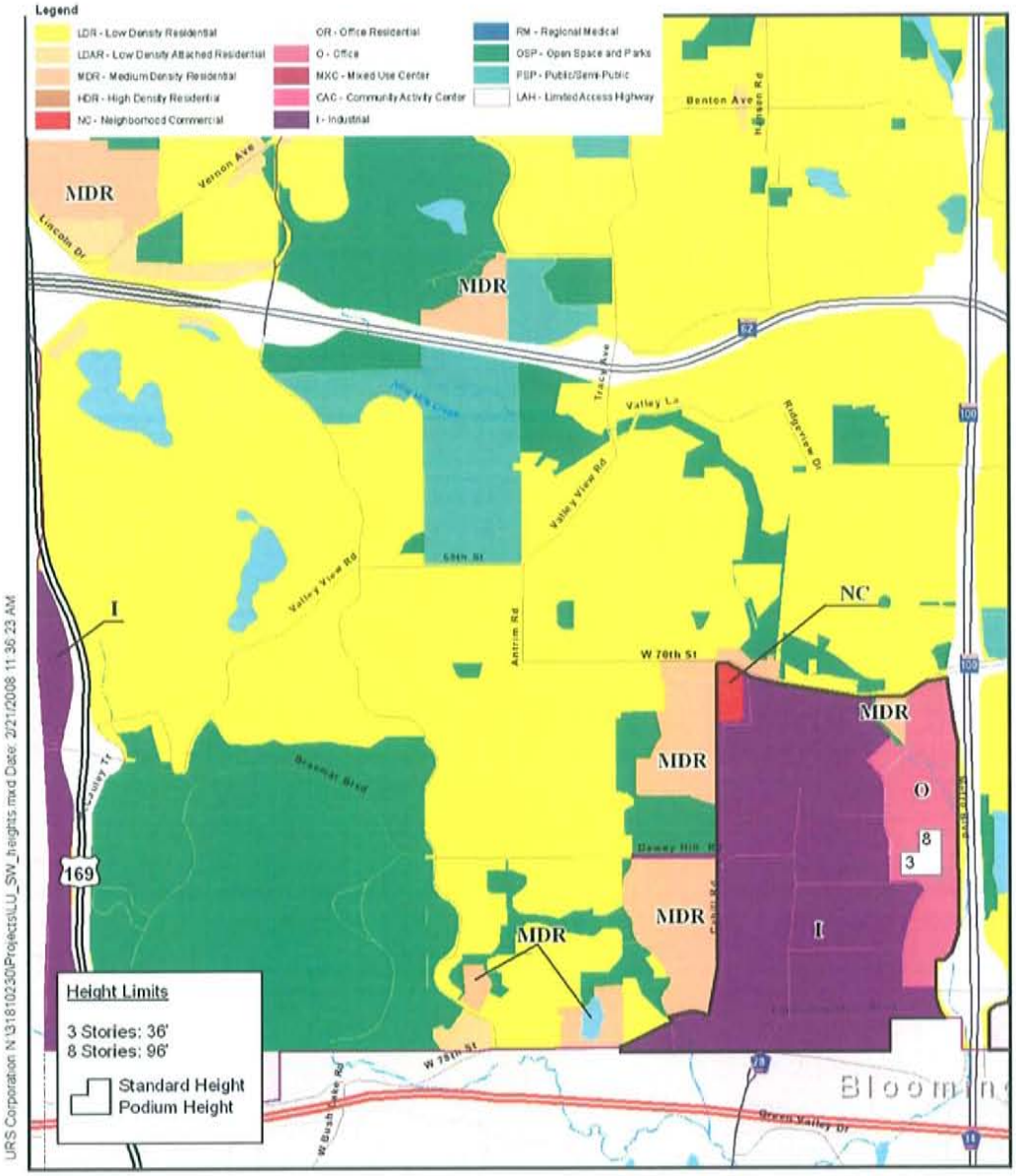
City of Edina
2008 Comprehensive Plan Update

Data Source: URS

Future Land Use Plan with Building Heights
Southeast Quadrant
Figure 4.6B

0 0.5 Miles



City of Edina
2008 Comprehensive Plan Update

Data Source: URS

Future Land Use Plan with Building Heights
Southwest Quadrant
Figure 4.6C

0 0.5 Miles

Solar Access Protection

Minnesota State Statutes (Sec. 473.859, Subd. 2(b): COMPREHENSIVE PLAN CONTENT) state that "a land use plan shall contain . . . an element for the protection and development of access to direct sunlight for solar energy systems."

As the City seeks to reward environmentally superior development practices, it is important for the City to promote renewable sources of energy. Chief among renewable energy sources with proven technology and ease of implementation is solar power. Although unobstructed solar access is often hindered by mature trees, topography and the location of existing structures, it is the City's goal to minimize regulatory restrictions and maximize the ability of residents to take advantage of active and passive solar energy systems.

The City recognizes the importance of protecting solar access and maximum exposure to sunlight. To help ensure that sufficient solar exposure is available for all homeowners and businesses, the City already has ordinances for building setbacks, building height restrictions, and maximum lot coverage. It will also consider access to active and passive solar energy collection systems when reviewing variance requests or new construction.

It is expected that the Energy and Environment Commission will recommend standards that offer detailed guidance to protect solar access and reduce regulatory obstacles for the utilization of developing solar and other renewable energy technologies.

4.5 IMPLEMENTATION

Implementation of the land use and community design policies, principles and guidelines will occur primarily through changes to the City's official controls and through the development of Small Area Plans for specific neighborhoods, districts or potential areas of change within the community.

Zoning Ordinance Revisions

The City will initiate revisions to its zoning ordinance necessary to ensure consistency with the Comprehensive Plan. While identification of specific changes will require additional study and public input, they may include the following:

- **Building height standards** consistent with those outlined in the previous section and Figures 4.6A, 4.6B and 4.
- **Changes in building setbacks.** The guidelines state that buildings should frame the street, and building facades should enhance the pedestrian environment.
- **Additional standards for mixed use development.** These might include requirements or design guidelines, or a desired mix of uses within large-scale developments, rather than allowing single-use office or commercial developments by right.

- **Review and revision of the Conditional Use provisions and consideration of a Planned Unit Development (PUD) option.** In order to more adequately examine development proposals that require adherence to design guidelines, consideration should be given to amending the Zoning Ordinance to incorporate these features as part of a Conditional Use process and/or a Planned Unit Development (PUD), which the Zoning Ordinance does not now provide for.
- **Provisions for urban forest protection and improvement** consistent with Plan guidance for creating a pleasant pedestrian environment, screening parking areas, providing the benefits of landscaping, and restoring environmental processes that a tree canopy provides the biological community. These provisions may include a tree preservation ordinance. Other measures may also be considered to ensure appropriate tree replacement and management of our urban forest.

Subdivision Ordinance Revisions.

The City may consider changes to its street standards in mixed-use areas to encourage interconnected streets, sidewalks and walkways that are conducive to pedestrian and bicycle movement.

Use of Design Guidelines

Many of the design guidelines in Section 4.4 will be applied as part of the development review process, particularly for proposals that require zoning changes, conditional use permits, or other changes from standard approval procedures. Design guidelines will also be considered as part of the site plan review process.

Small Area Plans

Small Area Plans may be developed in those areas identified in Section 4.4 under "Staging of Development."

Initiation of a specific Small Area Plan may be requested by a community group, business group, the Planning Commission, or City staff. A development proposal that involves a Comprehensive Plan Amendment or a rezoning will require a Small Area Plan study prior to planning application. However, the authority to initiate Small Area Plans rests with the City Council.

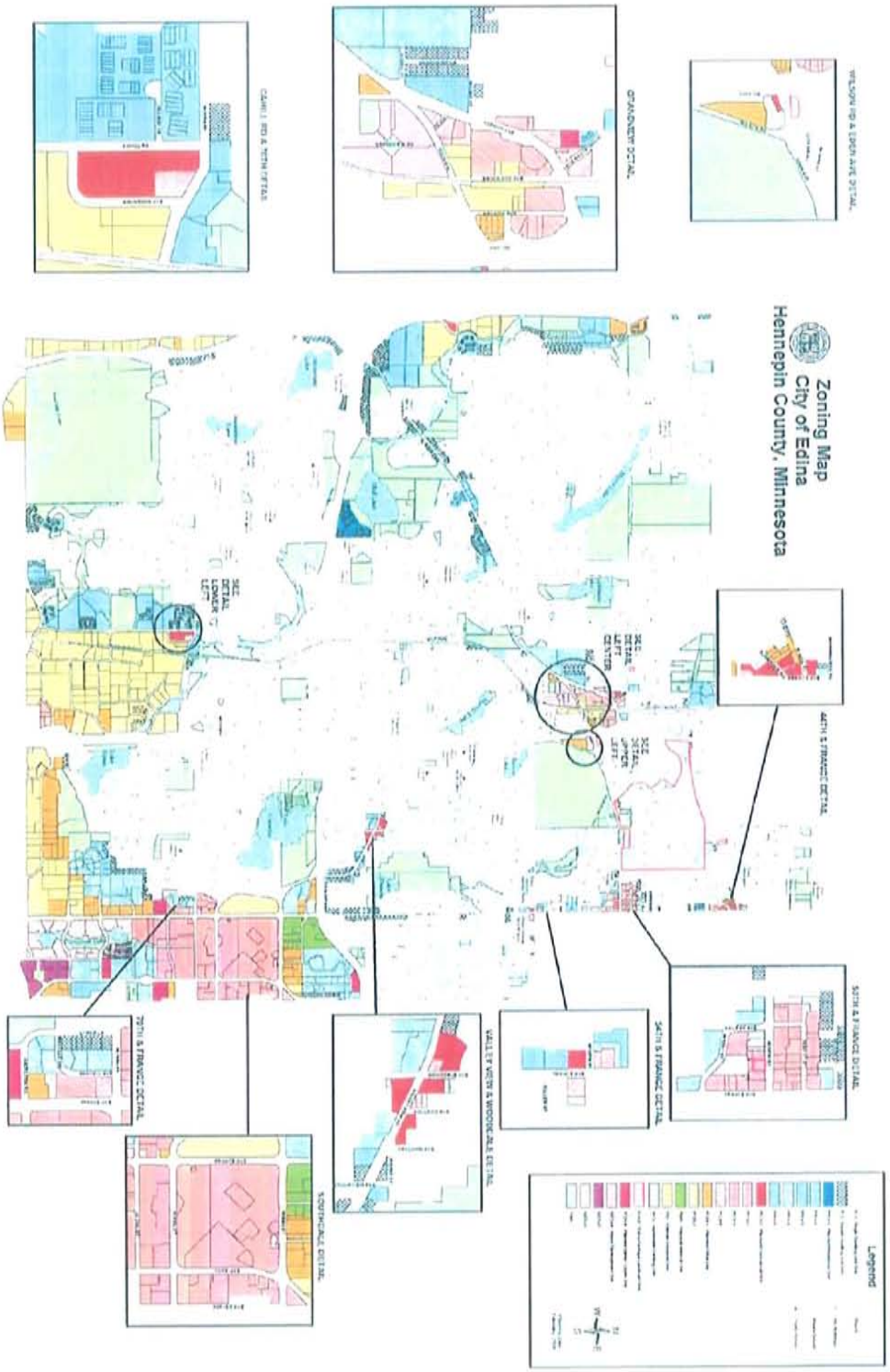
The City may also identify other areas in need of further study, and authorize preparation of Small Area Plans to guide redevelopment. These Small Area Plans will be conducted in an open, public consultative process, and may result in additional implementation actions and public improvements.

The Development Review Process

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.

4.6 Current Zoning Map and District Descriptions



Districts. For the purposes of this Section, the City shall be divided into the following zoning districts:

Single Dwelling Unit District (R-1)

Double Dwelling Unit District (R-2)

Planned Residence District (PRD and PSR)

Mixed Development District (MDD)

Planned Office District (POD)

Planned Commercial District (PCD)

Planned Industrial District (PID)

Regional Medical District (RMD)

Automobile Parking District (APD)

Heritage Preservation Overlay District (HPD)

Floodplain Overlay District (FD)

District Boundaries. The boundaries of all such districts except the Floodplain Overlay District, shall be as shown in the official Zoning Map entitled "Official Zoning Map", a composite copy of, which reduced in size, is appended to this Code. The Official Zoning Map, with all explanatory information, is adopted by reference and declared to be a part of this Code. The boundaries shown on the Official Zoning Map may be changed by amendment to this Section. The Official Zoning Map shall be on file in the office of the Planning Department and shall be open to public inspection during normal business hours of the City. The boundaries of the Floodplain Overlay District shall be as shown on the Official Floodplain Zoning Map described and identified in Subsection 850.21, as such map is to be interpreted and used as provided in Subsection 850.21.