Wooddale Valley View SMALL AREA PLAN

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Wooddale Valley View Small Area Plan

City Council Members

James Hovland	Mayor
Kevin Staunton	
Bob Stewart	
Mary Brindle	
Ann Swenson	

City Planning Commission Members

Michael Platteter	Chair
Claudia Carr	Vice-Chair
Arlene Forrest*	
Steven Hobbs	
Susan Lee*	
Ian Nemerov	
Jo Ann Olsen	
Gerard Strauss	
Todd Thorsen	
Taylor Halva	Student
Madison Seeley	Student

(* - co-liaisons to Small Area Planning Team)

Small Area Planning Team Members (Volunteer)

Arlene Forrest	Co-Chair
Susan Lee	Co-Chair
Rob Burley	
Connie Carrino	
Brian Durst	
Carrie Fordahl	
Rita Paris	
Jim Schedin	

City of Edina

4801 W. 50th Street, Edina, Minnesota, 55424

Karen Kurt	Assistant City Manager	kkurt@EdinaMN.gov
Cary Teague	Community Development Director	cteague@EdinaMN.gov
Lindy Crawford	City Management Fellow	lcrawford@EdinaMN.gov

Consulting Team Members

Peter Musty	(consultant lead) PETER MUSTY LLC	Minneapolis
William Weber	Weber Community Planning	St Louis Park
William Smith	Biko Associates, Inc.	Minneapolis
Joe Hollman	Maxfield Research	Minneapolis
Janna King	Economic Development Services	Roseville

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In addition to materials and documents from the community process, the webpage includes:

- Community Generated List of Identified Issues
- Community Engagement Plan
- Report on Demographic Profile and Market Trends
- Summary of Business Owner and Property Owner Opinion
- Land Use and Community Design – Discovery Materials
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Executive Summary

Historical Development of the Wooddale Valley View Node

From cows to cars and convenience to commerce, the intersection of Wooddale Avenue and Valley View Road has long been an important commercial crossroads in Edina's history and development. It is a classic glimpse at post-World War II development. Farms dominated the area for over 60 years until owners began selling plots and parcels to first-time home buyers or developers. There is, however, an important distinction about the four-corners of Wooddale and Valley View: single-family homes followed commercial development.

The Wooddale and Valley View neighborhood commercial node emerged as such because of its location and history as a trading center. The Native Americans followed Valley View from Ft. Snelling to Shakopee, hunting and trading along the way; the two roads provided important transportation connections, and one of the area's first corner grocery stores served the once-rural area for decades.

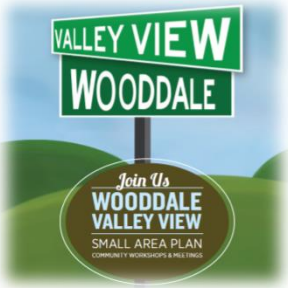
Yet, as work began on this plan, not much had changed in the node since its heyday of 1950s and 1960s commercial development making it an obvious area for needed and potential change.

Purpose of the Plan

The purpose of Wooddale Valley View Small Area Plan is to provide a long range decision-making framework including principles, goals, policies, development guidelines and implementation steps. The study area includes the streets and the commercial and higher density residential properties near the intersection of Wooddale Avenue and Valley View Road. The entire plan is written and formatted to be suitable for adoption as an amendment to the *Edina Comprehensive Plan.*

Community Engagement and Planning Process

A community engagement process ensured the consideration of input from various stakeholders including business owners and residents - while recognizing the rights of current and future land owners. The plan evolved as a balanced framework for renewed attention - and as importantly - new investments by both the public and private sectors. The plan strikes a sustainable balance, allowing the real estate market to find the right land use mix while protecting the character of surrounding neighborhoods.



Vision for Vitality

There exists a simple but strong community desire to nurture vitality at Wooddale Valley View. The Wooddale and Valley View intersection is situated at an important crossroads within the City of Edina. The node offers the potential to foster a sense of community by connecting the local community with specialized services, boutique products, gathering/meeting facilities, spaces for small business, and needed living options for Edina residents. Well-designed investments in streets, existing properties and in redevelopment projects will catalyze broader investment.

The following pages contain key highlights of the plan:

Guiding Principles

The small area plan is organized around ten guiding principles that came out of a significant community engagement process and individual public workshops. Participants identified key issues and concerns which were then organized into the following principles:

- **Place.** The Study Area should be recognizable as a place and visually attractive.
- **Gathering**. There should be a places for people to spend leisure time, whether in a commercial or public locations.
- **Neighborhood Businesses.** There should be businesses that provide services or goods desired in the neighborhood, including small offices. The amount and configuration of commercial space should be allowed to adjust in response to the market. Property owners are encouraged to keep their properties economically viable and attractive.
- **Housing.** Sites should be allowed to transition to housing from business use in response to the changing market demands.
- **Height and Size of Buildings.** Future buildings north of Valley View Road should be one to three stories tall depending on their location relative to nearby single family housing. Properties in sloping topography on the south side of Valley View Rd should be allowed to be four stories.
- **Graceful Transitions to Neighborhood.** Graceful transitions should be maintained from more active areas to quieter neighborhood streets immediately beyond the node.
- **Parking**. Most residential parking should be in attached garages or under the building. Views to commercial parking should be softened by plantings, walls or fences.
- **Street Edges**. Buildings should be located near the street sidewalk without intervening parking. There should be trees between the curb and the sidewalk.
- **Circulation and Connections**. Walking, bicycling or catching the bus in the Study Area should be safe and comfortable. The Study Area should be well-linked to the nearby neighborhoods.
- **Role of the City**. The City should provide a land use plan, zoning regulations, design guidelines and public improvements that support the intentions of the property owners and the broader community while being sufficiently flexible to guide alternative ideas.

Economic Vitality

The economic development focus of the small area plan identified ways to strengthen existing businesses while setting in place a future plan for the transition of the commercial node and maintaining its economic vitality. It was evident that the area is currently undergoing change and retail businesses at one time played a more significant

role than they do today. Residents clearly expressed a preference to maintain and build upon the retail aspects of the node. Market data indicated the following:

- **Modest growth is projected** for population and households. Current households are affluent with respect to metro area averages.
- **Small neighborhood business can thrive** in the area but they will have to offer specialized services that cater to nearby residents. There is limited demand for additional retail space.
- **There is demand for new housing** in the area, particularly for active adult senior **housing and multi-family homes.**

The pace of private development is often unpredictable and the City has limited means at its disposal to influence outcomes and timeframes. Setting some general goals that emphasize economic vitality will position the area for a smoother transition into the future. These can be summarized as follows:

- **Neighborhood Hub.** Cultivate the Wooddale Valley View node as a hub of vitality with a mix of high quality neighborhood-serving businesses. Support investments that encourage gathering, pedestrian activity and that reinforce a "neighborhood feel".
- **Short-term Revitalization.** Support upgrades to existing properties through improved tenant mix and image, better marketing and promotion.
- **Right Sized Retail and Commercial Spaces.** Encourage and support an amount and range of spaces for businesses that is calibrated to the realities of the market and trade area.
- **Long-Range Market Forces.** Encourage redevelopment of aging commercial properties and development of vacant land based on market forces.

The City also has a key role to play in its support of future private development. Although almost all property within the node is under private ownership, the following policy recommendations will help to bring about greater growth in economic vitality:

- **The City will encourage redevelopment** driven by the private sector that aligns with the principles, goals, policies and guidelines of this plan.
- **The City will invest in public improvements** and/or use established financing tools to support and encourage redevelopment of the neighborhood commercial node consistent with the City's *Comprehensive Plan* and the Wooddale Valley View Small Area Plan.
- **The City will favor investments** in neighborhood-serving retail, service sector businesses and neighborhood-oriented public spaces.
- **The City will be supportive of collaborations** both formal or informal business and property owner collaborations.
- **Options for the City-owned property** at Kellogg Avenue and Valley View Road will be discussed with adjacent land-owners.

Land Use and Community Design

Land use in the Wooddale Valley View Node is expected to evolve but retain a mixed use profile of small commercial, office and residential uses into the future. **The small area plan introduced and recommended a new land use category, the Neighborhood Node (NN) to replace the existing Neighborhood Commercial (NC) designation.** The NN designation has a more intentional emphasis on the intertwining of new alternative housing units such as row houses and townhomes, landscaped open gathering spaces and pedestrian and bike friendly planning and design. Design goals included the following:

- **Activation of the Core.** Concentrate activity and neighborhood-serving commercial businesses near the intersection of Wooddale Avenue and Valley View Road.
- **Building-to-Street Relationships.** Ensure that ground-level frontages address public rights-of way so as to encourage beauty, safety, walkability and a sense of place.
- **Graceful Transitions.** Encourage the scale of buildings to transition from center to edge of the Neighborhood Node, with the largest buildings located near the intersection of Wooddale Avenue and Valley View Road, decreasing in scale toward the surrounding single-family neighborhood. Ensure that redevelopment near single-family homes is designed sensitively.
- **Flexible Evolution of Land Uses.** Allow existing land uses to evolve in response to the market. Although the proportion of the Study Area devoted to housing will likely be greater than it was in 2014, the exact pattern of land use over time will be determined by market forces. Current uses of land may, of course, remain as they are until owners decide to make a change. The commercial site north of Valley View Road at Oaklawn Avenue may evolve to housing. The Edina Village Market may redevelop as a mix of housing and businesses. The sites east of Kellogg Avenue immediately north of Valley View Road may evolve as either commercial or residential land uses.
- **Drive-Through Formats.** Discourage buildings with drive-through elements such as gasoline stations and those with drive-up windows.

The City's role in shaping land use policy will take place via several implementation steps. These steps include the adoption of amendments to the current zoning ordinance that incorporate new building height limits, new building frontage design guidelines, gathering space guidelines, node to neighborhood transitions and site specific guidelines.

Development Guidelines

Wooddale Valley View
Neighborhood Node
Development
Guidelines

As proposals for new development are brought forth for review by the City, applications and designs should be evaluated according to the new *Neighborhood Node Development Guidelines* that are presented in the plan. The guidelines contain five sections:

A. Building Height Limits Plan

Height Limits Near the Center of the Neighborhood Node. North of Valley View Road, building heights may be up to three stories, not to exceed 36 feet. South of Valley View Road building heights may be up to four stories, not to exceed 48 feet.

Graceful Transitions to Surrounding Neighborhood. At certain specified locations at the perimeter of the Neighborhood Node where graceful transitions to single family areas are important (as specified on the Building Height Limits Plan), the height of new buildings may be up to two stories, not to exceed 24 feet.

B. Building Frontage Guidelines

Building-to-Street Relationships. Guidelines describing preferred relationships of buildings to streets establish a sense of place, provide a graceful visual transition from busy areas to nearby housing, and ensure that the pedestrian experience is pleasant.

Node-to-Neighborhood Transitions. Typical configurations of street-to-building relationships are described in the small area plan and keyed on a map to their appropriate neighborhood context within the Neighborhood Node.

C. Gathering Space Guidelines

Introducing small landscaped open spaces and a larger public multi-use gathering space should be introduced strategically throughout the Neighborhood Node and will help to support pedestrian movement and visual identity. Suitable locations are identified in the plan.

D. Site Specific Guidelines

Site specific guidelines are outlined for the following:

- Corner Properties at Wooddale Avenue and Valley View Road
- Fairfax Avenue and West 61st Street
- City-owned site at Kellogg Avenue and Valley View Road
- The Eastern Gateway - Valley View Road at Oaklawn Avenue and West 62nd Street

E. General Guidelines for the Entire Neighborhood Node

Parking will be a constant issue within the Neighborhood Node for businesses, residents and customers alike. The plan recommends ways to include parking yet minimize the visual impact while strengthening the visual identity of the node through plant screenings and consistent signage. Enhancements to pedestrian and bicycle networks such as additional sidewalks, consistent lighting and bike parking facilities will improve the pedestrian experience for residents and visitors. This, in turn, helps to create a more attractive work and retail destination for area businesses.

Transportation and Street Design

As was evident during the planning process, the City and residents desired to have the Neighborhood Node become more pedestrian and bicycle friendly as well as transit-oriented. This must take place within the context of Valley View Road, Wooddale Avenue and 62nd Street all being classified as Municipal State Aid streets, which serve as connectors to Highway 62 and Highway 100. The City should consider the following future improvements:

- **Automobile Traffic.** Ensure safe and convenient travel for traffic passing through and within the Study Area by:
  - Reducing lane widths

    - Implementing intersection improvements at problem locations such as 62nd St., Oaklawn and Valley View
    - Limiting the number of driveways providing access between the roadway system and private property
    - Vigorously enforcing traffic laws and regulations
- **Parking.** Ensure adequate parking supplies that:
    - Are located on-site in accordance with specific land uses
    - Meet multi-modal parking needs
    - Are safe and secure
- **Walking, Biking and Transit Use.** Design public rights-of-way to facilitate and encourage safe and convenient multi-modal travel by providing:
    - Sidewalks, boulevards, marked crosswalks, and pedestrian-oriented street lighting within the Study Area
    - Dedicated bikeways within the Study Area
    - Connectivity for pedestrians and cyclists to surrounding neighborhoods
    - Transit stops
    - Living Streets principles and other established best practices in all infrastructure improvements

Implementation

The end of Chapter 3- Economic Vitality, Chapter 4- Land Use and Community Design, and Chapter 5- Transportation and Street Design contain a Table of Implementation Steps to phase in the various plan recommendations. Most steps anticipate a 1-3 year time frame, coinciding with the Comprehensive Plan Update scheduled for 2018. **Therefore, it is recommended by the Small Area Planning Team that the Wooddale Valley View Small Area Plan be adopted now by the City Council as an amendment to the 2008 Edina Comprehensive Plan**, giving it immediate authority equal to the balance of the Comprehensive Plan. Policies and guidelines regarding the Wooddale Valley View Neighborhood Node will then be adjusted in the 2018 Comprehensive Plan to reflect these changes.

Conclusion

Clearly, Wooddale Valley View stakeholders hope for a thriving and vital commercial node. They are concerned about the aging properties, retail turnover and, ultimately, the future of the node. This plan helps to shape those concerns and issues into suggestions and solutions. Throughout the process various opinions were offered and shared with the WVV-SAP team and, in turn, all perspectives were considered in defining a vision, synthesizing the market data and prioritizing the recommendations.

The WVV-SAP team would like to thank the residents, business and property owners who participated in the process by providing comments, input, feedback and resources. We would also like to thank Marci Matson and Frank Cardarelle of the Edina Historical Society for providing background and photos on the area.

Chapter 1
Introduction

Purpose 1.1
The Study Area 1.2
Community Engagement and Planning Process 1.3
Major Planning Issues 1.4
Guiding Principles 1.5

1.1 Purpose

The Wooddale Valley View Small Area Plan (WVVSAP) is intended to be adopted as an addendum to the current *Edina Comprehensive Plan*. Small area plans outline a community vision to be implemented over an extended period of time. Small area plans do not guarantee that, what, when or how redevelopment will occur.

The Wooddale Valley View Small Area Plan provides detailed guidance in the areas of economic vitality, land use, community design, transportation and street design. Topics not covered under the Small Area Plan revert to the *Comprehensive Plan*.

Why the Small Area Plan was Developed

The Wooddale Valley View neighborhood commercial node was first identified in the 2008 Edina Comprehensive Plan as an area of potential change. In 2014, the City Council directed the Planning Commission and City Community Development Staff to undertake a small area planning process that would 1) seek to provide the template for future small area plans and 2) provide proactive guidance for shaping future development in the form of a small area plan for the Wooddale Valley View neighborhood node.

This plan represents a collaborative nine month effort by a diverse and interdisciplinary team of staff, consultants and committed community volunteers. Efforts were made to balance the concerns and values of Wooddale Valley View's residents, landowners, and other stakeholders with the parameters set by physical conditions on the ground, Edina's historic and economic context, and an awareness of emerging trends in the local and regional real estate market.

There exists a simple but strong community desire to nurture vitality at Wooddale Valley View.

This plan creates a long range decision-making, planning and design framework that allows existing assets to thrive while needed new investments are introduced in a carefully planned and sensitively designed manner. The plan is balanced; while it provides strong guidelines for transitions to surrounding neighborhoods, the plan maintains real estate market flexibility for Wooddale Valley View's businesses and investors.

How the Small Area Plan will be Used

The Wooddale Valley View Small Area Plan serves as an important tool for landowners, developers, city planners, city council members and planning commission members when evaluating future development projects. In addition, the Plan outlines specific action steps for the City and other stakeholders to support the long term vision for the area.

Developers and landowners will find the plan useful when conceptualizing and preparing development plans for implementation in the Wooddale/Valley View Small Area Plan study area. Reviewing the Small Area Plan during the early stages of project development will inform developers of City-adopted directions, standards and guidelines and will ultimately prove to be a time- and resource-saving measure that can streamline the development review process.

City staff will find the plan to be a useful tool when explaining and illustrating City-adopted directions, standards, and guidelines to developers. They will then be able to use the plan's principles, goals, and policies to assess and evaluate the degree to which developers' plans adhere to City directions and the impact of variances developers might seek.

The **Planning Commission** will use the plan when deciding whether to approve development proposals and pass them along to the **City Council** for adoption.

How the Small Area Plan is Structured

The Wooddale/Valley View Small Area Plan is organized similar to the Comprehensive Plan. The plan includes:

- Major Issues
- Guiding Principles
- Goals, Policies and Guidelines
- Implementation Steps

The plan was developed through an iterative process beginning with input from community members at a kickoff meeting that was held in June 2014. In addition to community members, others involved in the process were a Small Area Planning Team, appointed by the Planning Commission; City staff; and a consultant team. The iterative nature of the process permitted conclusions reached in one phase of the Small Area Plan study to be re-visited and discussed by each of the participants and, if necessary, revised to take new ideas and new information into account.

Issues. One of the first products developed in the process was a list of five major issues, which were synthesized from over one hundred issues identified by

community members. Analysis of the major issues led to the development of 12 Guiding Principles, which respond to the issues as a realm of development and design guidance representing an "ideal" situation. The list of major issues also helped direct the development of the three primary plan chapters:

- Economic Vitality
- Land Use and Community Design
- Transportation and Street Design

Guiding Principles. The Guiding Principles were vetted by all participants in the process at the Dream (Visioning) Workshop that was held in December 2014. Consideration of the high level Guiding Principles for each of the plan's three primary plan chapters (Economic Vitality, Land Use and Community design, and Transportation and Street Design) led to the development of more practical chapter-specific goals.

Goals. The goals that were developed for each of the three final plan chapters identify future ambitions and desires, specifically focused on the resolution of chapter-specific issues.

Policies. Policies for each of the three plan policy chapters were developed following the development of issue-focused goals. The policies, also issue-focused, are statements that are intended guide decisions and achieve rational outcomes, typically written as direction for City staff, Planning Commission or City Council. They are statements of intent to be implemented as a procedure or protocol. In the case of the Small Area Plan's three final plan chapters, the policies firmly state what the City will do to address the element-specific issues.

Guidelines. Policies in some cases often include even more specific guidelines that communicate framework of preferences and parameters for decisions from district wide issues to a specific property or street design issues.

Implementation Steps. The final product presented in each of the three final plan chapters is a table of implementation steps, which identifies actions the City will take, the agency within the City that will lead, and the timeframe for acting.

Figure 1.1 on the following page shows how input from community members contributed direction and substance to the Wooddale Valley View Small Area Plan's three major outcomes; Goals, Policies and Implementation Steps.

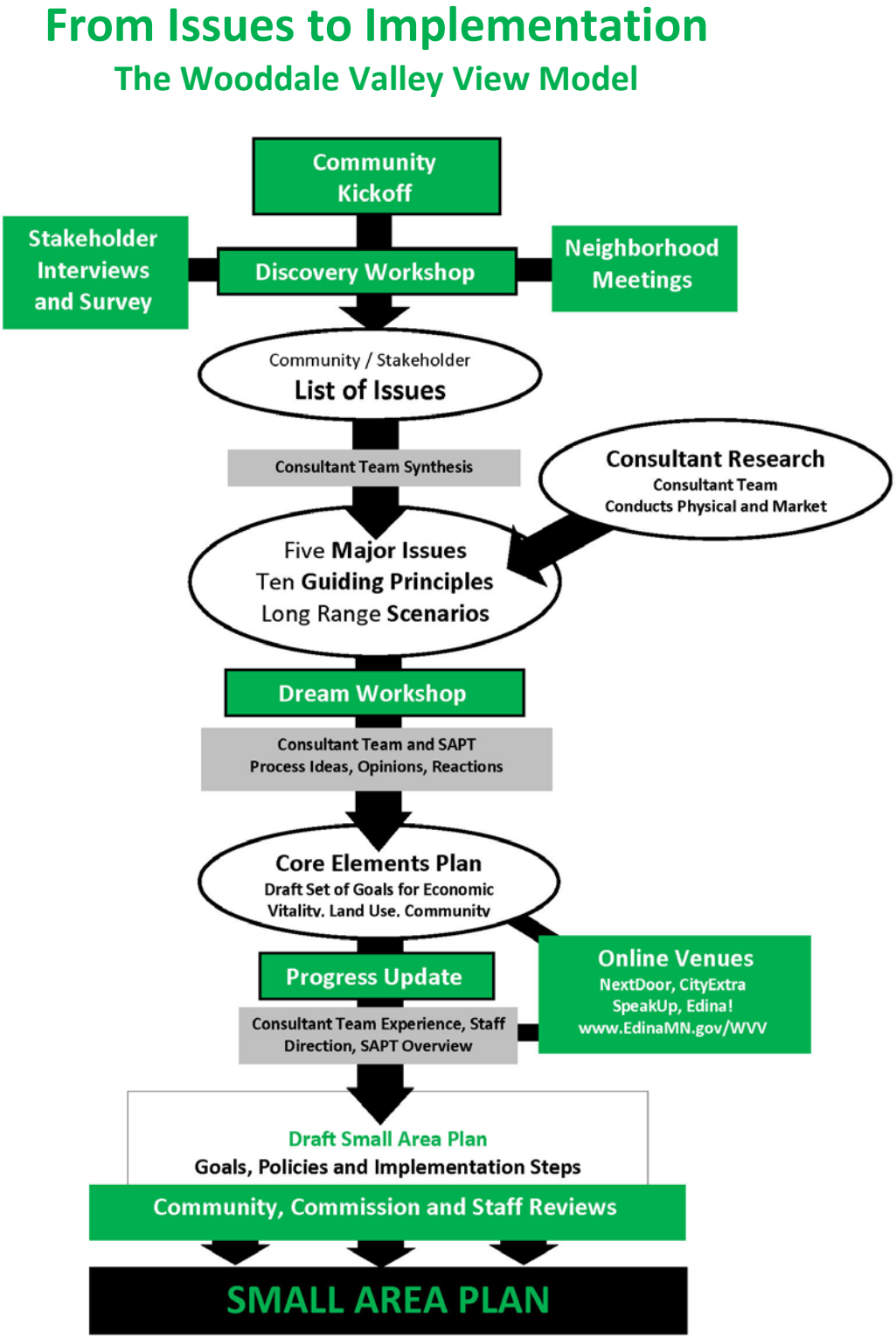


Figure 1.1
Wooddale Valley View Planning Process

1.2 The Study Area

Having always been a historical crossroad of commerce, the intersection of Wooddale Road and Valley View Road has seen many changes through the years. As the population of Edina grew, the surrounding neighborhoods expanded and matured. The road system was revised, altering the types of services and businesses that came to occupy the once busy corner.

The area of study addressed during the planning process included the public street rights-of-way and several land parcels in the immediate vicinity of the intersection of Wooddale Avenue and Valley View Road. Figure. 1.2 shows the Study Area with a dotted white line. Included are areas designated in the 2008 *Edina Comprehensive Plan* as 'Neighborhood Commercial (NC)' as well as adjacent 'High Density Residential (HDR)'.

The vast majority of the recommendations in this plan document address issues within this approximate area of study. However, where practical, some connections, impacts, relationships and transitions to areas immediately adjacent or close-by were also studied and addressed in this plan.

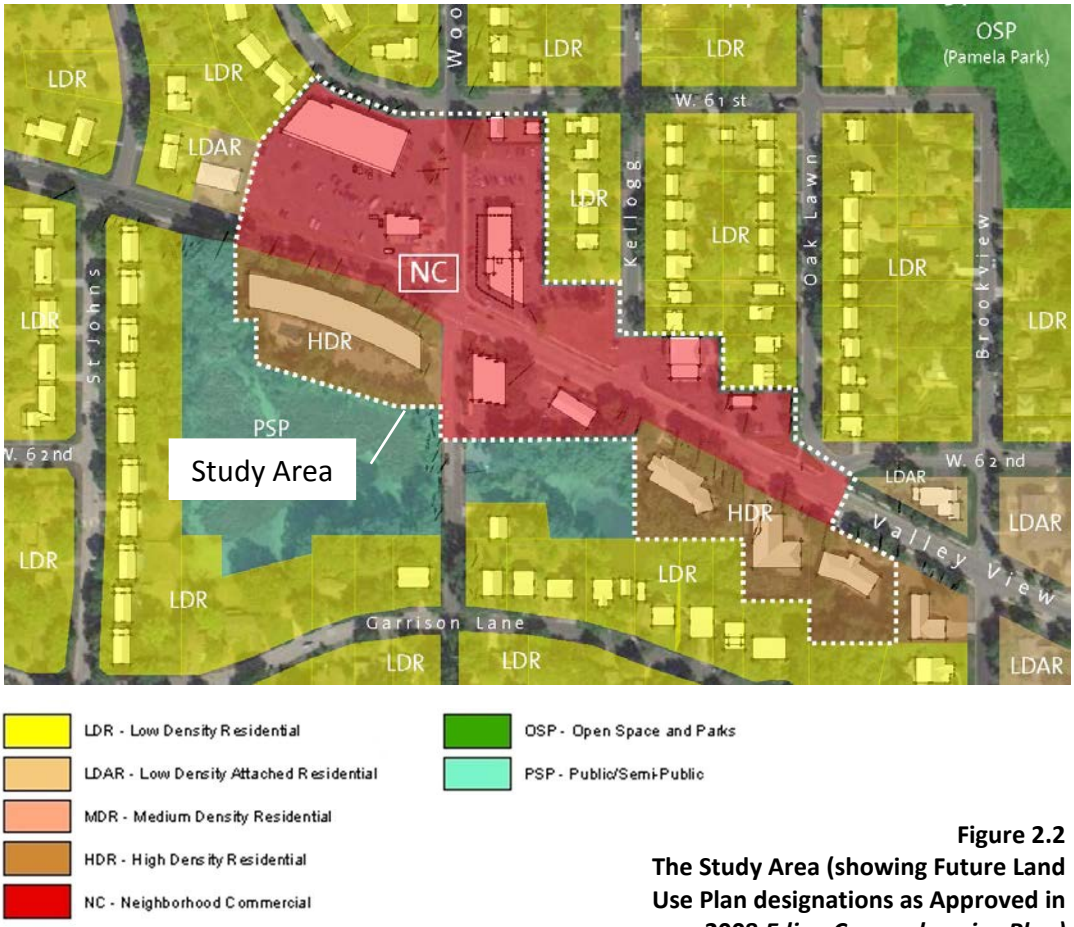


Figure 2.2
The Study Area (showing Future Land Use Plan designations as Approved in 2008 *Edina Comprehensive Plan)*

1.3 Community Engagement and Planning Process

The planning process was conducted from June, 2014 through February, 2015. As will be discussed, community engagement was the cornerstone of the Wooddale/ Valley View Small Area Plan planning process, and many opportunities were given to community members to express their opinions and identify issues and concerns about the Study Area. Milestone events during the process included:

Community Kickoff - *June 2014*
In June of 2014, over 70 community members turned out for an orientation presentation and discussion about the upcoming Small Area Plan process. The Kickoff meeting gave community members an opportunity to identify their concerns about the Study Area.

Consultant Request for Information (Request for Proposal) - *June 2014*
Edina City Staff released a Request for Information to find a Consultant Team to plan and lead community engagement events, conduct research and develop and write the Small Area Plan document.

Small Area Planning Team (SAPT) Convened - *June 2014*
With assistance from City staff, a working group of community volunteers including business owners, residents and Edina Planning Commission representatives were appointed by the Edina Planning Commission to guide the planning process. Their first meeting was in July of 2014. The Small Area Planning Team (SAPT) selected a Consultant Team, through a competitive proposal process that included interviews.

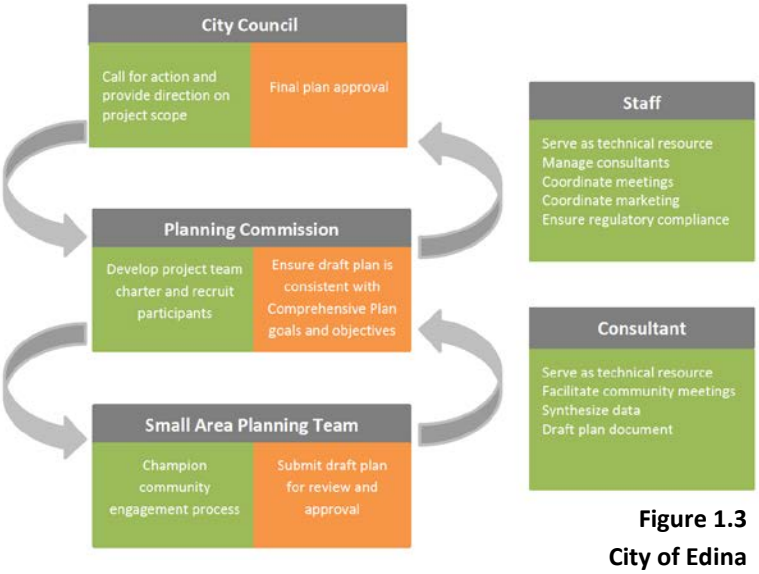


Figure 1.3
City of Edina
Small Area Plan Roles

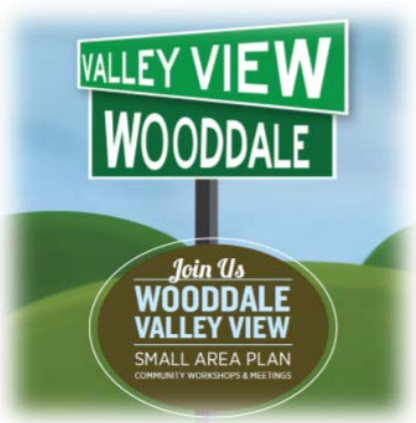
Consultant Team Research
Background information on the Study Area was collected and in some cases developed by the Consultant Team, including:

- Demographic and Real Estate Market Profile
- Retail visibility
- Experiential analysis of context: transitions from node to neighborhood
- Typical frontage types (typical building to street relationships)
- Building type, height, square footage and year of construction
- Vehicle and bike parking counts
- Traffic projections
- Urban design characteristics
- Sustainability weaknesses and opportunities
- Nearby community facilities
- Connections to surrounding neighborhoods and open spaces
- Streetscape conditions
- Historic imagery, related informal analysis, and development of interesting historic aspects and timelines
- Existing zoning and development review process
- Photography of the node/context

Community Engagement Plan Development - *September 2014*
A formal Community Engagement Plan was developed by the Consultant Team that outlined interactive events during each of three major phases of the planning process: 1) Discovery, 2) Vision and 3) Plan Development. It was reviewed and revised as deemed appropriate with the SAPT. Parallel outreach and events subcommittees were formed by the SAPT to assist the Consultant Team with implementation of the community engagement plan.

Community Outreach - *September 2014 – December 2014*
A website posting project information was updated throughout the process by Edina City Staff, who also utilized the *Speak Up, Edina!* web-based discussion forum to encourage online discussion of key issues. Information was published via posters, postcards, NextDoor and CityExtra.

On separate occasions, the Consultant Team leader and an SAPT member visited the monthly neighborhood meetings of the Pamela Park and the Concord Neighborhood Associations. They informed the neighborhood groups about the reason for the planning process and the benefits of participating. They obtained from each group a list of issues that those present felt were relevant and important to address.



Key Stakeholder Interviews and Business Owner Survey – *September/October 2014*
Structured interviews were conducted by the Consultant Team with five property owners, leasing agent for the Edina Village Market, and Gordon Hughes, a long-serving, former city manager of the City of Edina. In addition, six businesses completed a survey that assisted the Consulting Team in defining the Study Area's trade area and also provided business owners an opportunity to offer insights into the node's strengths and challenges. The interviews focused on business-related conditions and future expectations.

Discovery Workshop – *October 11, 2014*
The first event conducted by the newly assembled team of Consultants, City Staff and SAPT was held on Saturday morning, October 11, 2014. The event was held at the Edina Village Market in an empty storefront space. The session included breakfast, a presentation featuring key points in the history of the node, and a consultant-led exercise called a discovery *walk-about* where teams were given the tasks of touring the Study Area together to identify issues. Following the *walk-about*, the teams discussed their issues in a workshop.

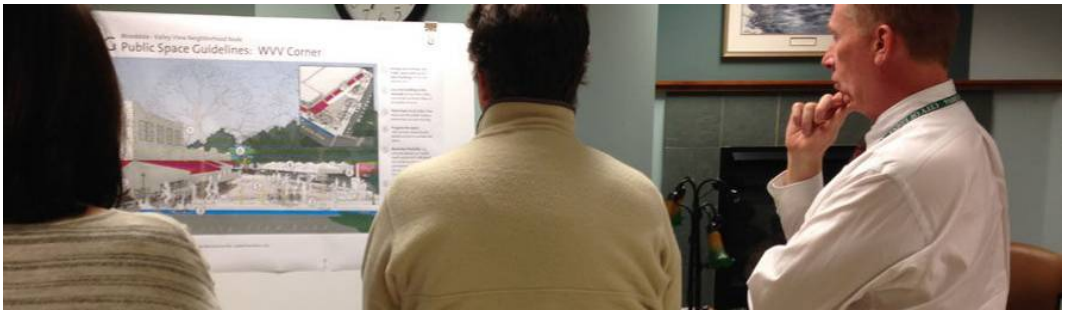
Community members document issues during the Discovery Walk-About.

Dream (Visioning) Workshop – *November 8, 2014*
The Dream Workshop was held at the Edina Senior Center on a Saturday morning. The workshop included:

- Presentations by the Consultant Team on five *Major Planning Issues* and a set of *Organizing Principles* drawn from community input
- Update on progress of consultant discovery work, including an explanation of demographic and market trends and a summary of current attitudes in the business community
- Interactive review of a *Map of Potential Public Realm Improvements* and a set of long range scenarios for revitalization and redevelopment reflecting both future market trends and the draft *Organizing Principles*

Progress Update – *December 3, 2014*
A Progress Update session was held at the Edina Senior Center where a draft policy framework, the *Wooddale Valley View Small Area Plan Core Elements,* was presented by the Consultant Team. The presentation was followed by conversations between Consultant Team members and community members. SAPT members also listened and recorded community member comments on the following boards that were on display:

- Draft Land Use and Built Form Plan
- Draft Building Frontage Guidelines
- Capacity Study: City Owned Site at Valley View Road at Kellogg Avenue
- Draft Public (Gathering) Space Guidelines
- Design Study: Public (Gathering) Space at Valley View Road and Wooddale Avenue
- Design Study: East Gateway Redevelopment Concept (Valley View Road at Oaklawn Avenue)
- Draft Map of Public Realm Improvements
- Various Intersection Improvement Studies: for Intersection at Valley View Road, W. 62nd St and Oaklawn Avenue



Neighborhood residents and City staff members critiqued a rendering for the possible plaza near the intersection of Wooddale Avenue and Valley View Road at the December 3 meeting.

1.4 Major Planning Issues

One of the community engagement tools used during the Discovery Workshop (held on October 11, 2014), at the neighborhood outreach meetings, and by SAPT members, was an exercise that challenged community members to identify issues in the form of questions. Individuals were invited to address issues ranging from more specific physical conditions and design preferences to broader economic and planning issues. The intent was to 1) help city staff, the Consultant Team and the SAPT better understand community attitudes, values and ideas about the Study Area and 2) provide a framework for the development of guiding principles, which would be used to define goals, policies and implementation steps for the Wooddale Valley View Small Area Plan.

Below are the five major planning issues that emerged from the milestone community engagement activities previously described. The five issues were synthesized from an initial list of over one hundred that were developed and submitted by community members and stakeholders:

Economic Vitality	What, if any, public or private actions should be taken to **revitalize the Study Area in its current form?**
Long Range Land Use	What are the viable long range **patterns of land use** in the Study Area?
Built Form Guidance	What should be the **physical parameters for development** of each site in the Study Area?
Pedestrian Experience	What should be done to improve the experience of **walking, bicycling or riding the bus**?
Placemaking	What should be done, if anything, to improve the Study Area's **identity or sense of "place"?**

1.5 Guiding Principles

These principles, which were mentioned on the previous two pages, were initially drafted by the Consultant Team during preparation of six long range scenarios following the Discovery Workshop. The principles were vetted by the community at the Dream Workshop along with scenarios and a list of public realm improvements. They were subsequently revised by the Consultant Team and approved by the SAPT. These principles steered the preparation of the goals, policies and implementation steps in Chapters 3-5 of this plan, and should be used by the City in the review of development and redevelopment proposals and plans within the Study Area.

Place. The Study Area should be recognizable as a place and visually attractive.

Gathering. There should be a places for people to spend leisure time, whether in a commercial or public locations.

Neighborhood Businesses. There should be businesses that provide services or goods desired in the neighborhood, including small offices. The amount and configuration of commercial space should be allowed to adjust in response to the market. Property owners are encouraged to keep their properties economically viable and attractive.

Housing. Sites should be allowed to transition to housing from business use in response to the changing market demands.

Height and Size of Buildings. Future buildings north of Valley View Road should be one to three stories tall depending on their location relative to nearby single family housing. Properties in sloping topography on the south side of Valley View Rd should be allowed to be four stories.

Graceful Transitions to Neighborhood. Graceful transitions should be maintained from more active areas to quieter neighborhood streets immediately beyond the node.

Parking. Most residential parking should be in attached garages or under the building. Views to commercial parking should be softened by plantings, walls or fences.

Street Edges. Buildings should be located near the street sidewalk without intervening parking. There should be trees between the curb and the sidewalk.

Circulation and Connections. Walking, bicycling or catching the bus in the Study Area should be safe and comfortable. The Study Area should be well-linked to the nearby neighborhoods.

Role of the City. The City should provide a land use plan, zoning regulations, design guidelines and public improvements that support the intentions of the property owners and the broader community while being sufficiently flexible to guide alternative ideas.

Chapter 2
Demographic and Market Profile

Demographic Characteristics 2.1
Real Estate Market Conditions 2.2

2.1 Demographic Characteristics

The planning process included an analysis by the Consultant Team of demographic characteristics at various scales of context including the larger region, Edina, the **Primary Market Area (PMA)** and the **Retail Trade Area (RTA).** *See following page for definitions.* It included population and household growth trends and projections, age distribution, household income projections by age of householder, household tenure trends by age of householder, shifts in household type, employment growth trends and projections, and the commuting patterns of residents and workers. The following are the major findings:

- **There is an aging population.**

  The greatest growth in both the Retail Trade Area and the Primary Market Area is expected among the 55+ age group (particularly 65 to 74). Projected household growth among this group (empty nesters) in the RTA will generate increasing demand for multifamily housing, predominately from married-couple households with adult children seeking to downsize after their children move out of the home.

- **There is an influx of younger / married couples with children.**

  Edina and the Retail Trade Area are gaining married couple households with children. By contrast, the rest of the larger Primary Market Area is losing married couple households with children. The Retail Trade Area is also expected to experience growth in the Echo Boom population (25 to 34), while the PMA experiences growth in the 35 to 44 age group. The Primary Market Area overall is gaining single-person and single-parent households.

- **There is continued growth of affluent households.**

  Median household income ($137,992) in the Retail Trade Area is more than double the Metro area ($66,599). Median household income in the Primary Market Area ($71,285) is seven percent higher than the Metro Area. The median household income in the RTA is projected to grow 4.8% per year (2014 to 2020) compared to a 3.7% annual rate of growth in the PMA and the Metro Area. Solid growth is anticipated in the upper-income brackets, which likely will translate to increasing demand for dining, home furnishings, specialty apparel, recreation, and luxury items.

- **Solid job growth is occurring.**

  Edina gained 1,700 jobs (+3.6 percent) between 2010 and 2013, led by growth in industries that occupy office-space. Job growth is projected to continue. Commuting patterns create an opportunity for retailers to capture sales from the daytime population in the Retail Trade Area.

Defining Wooddale Valley View's *Primary Market Area* and *Retail Trade Area*

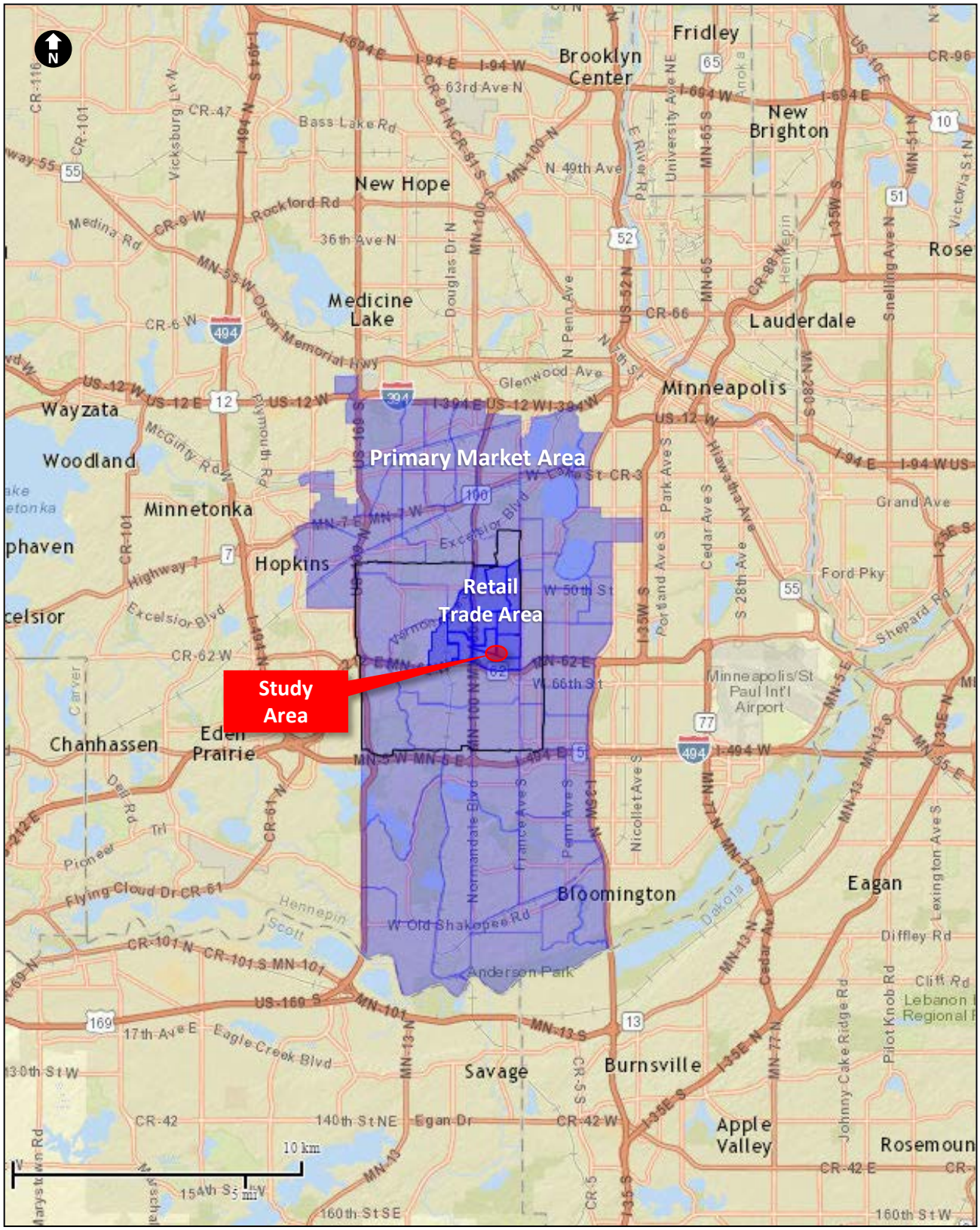
Figure 2.1 illustrates the larger Primary Market Area (shown in blue) used in the analysis of current demographic characteristics and for analysis of housing market conditions and trends. The Primary Market Area (i.e. trade area, draw area) is the geographic area from which between 70% and 80% of a housing project's customer base (renters, home buyers, etc.) come. This is communicated as a boundary map of Census Tracts surrounding the Study Area.

Because of traffic volumes and visibility of the Study Area, it was concluded that the draw area for commercial and retail goods and services will be neighborhood-oriented and will be smaller than the Primary Market Area for housing. As such a Retail Trade Area submarket (shown in dark blue) was established as the primary draw area for commercial/retail uses at Wooddale Valley View.

Determination of the boundaries of the Primary Market Area and Retail Trade Areas is based on several factors, including:

- Growth trends and demographic characteristics of the surrounding area;
- Traffic and community orientation patterns;
- Geographic and man-made barriers;
- Places of employment;
- Renter leasing patterns;
- Discussions with Study Area business and property owners;

Note: Both of these boundaries are larger than the project Study Area defined previously in this plan.



Source: Maxfield Research, October 22, 2014.

Figure 2.1
Wooddale Valley View's *Primary Market Area* and *Retail Trade Area*

2.2 Real Estate Market Conditions

Both quantitative and qualitative market research were conducted during the planning process to assess market support for various real estate types in the immediate Study Area. The research considered potential for retail commercial land uses and multiple-family, senior, and rental housing. The *Project Archive*, found at EdinaMN.gov/WVV, presents the complete and detailed market analysis, a profile of properties, and a summary of interviews and surveys with property and business owners. The findings of the quantitative market analysis are summarized below characterizing demand trends for office space, retail space and housing.

New Retail Business Space

- **Small neighborhood business can thrive in the area.**

  Some opportunity exists for neighborhood-oriented retailers catering to high-income family households and for business establishments that offer services to local households such as:

  - Full-service and limited-service restaurants;
  - Health care and personal care stores and providers;
  - Insurance agencies, accountants, real estate agents.

- **Beyond that mentioned above, fairly limited demand for *new* retail space in the Study Area was found.**

  Retail vacancy in 2014 was at 7.2 percent in the primary market area. Retail space availability in top trade areas (i.e. Edina) is tightening. Additionally, high household incomes and expenditures contribute to significant "leakage" of retail sales in several neighborhood- or convenience-oriented retail categories. Residents don't need to travel far out of the Study Area for goods/services. (Retail leakage occurs when community members spend money outside the area or when money spent in an area is transferred out of the area.)

New Office Space

- **Limited demand was found for new office space in the Study Area.**

  Vacancy rates for office space remain high: 17.4 percent in the Twin Cities, 16.5 percent in the Southwest Submarket. The market for medical office space is tighter (5.6 percent off-campus vacancy rate in the southwest metro). Most office-using business establishments in the Study Area are relatively small in size. The existing supply of vacant office space in Edina can satisfy much of the projected growth.

- **Regionally, it is expected that business growth will occur in industries that provide services to local households.**

  Business establishments in sectors such as health care, insurance, accounting, and real estate, could be drawn to existing commercial space in the area.

New Housing

- **A particularly strong and increasing demand for active adult senior housing was found.**

  There are roughly 4,000 senior housing units in the Primary Market Area: 10 percent *active adult** (independent living without services available), 63 percent *congregate** (independent living with services available), 20 percent *assisted living**, and 7 percent *memory care**. At the end of 2014, six projects with 484 senior housing units are planned or under construction in the Primary Market Area. While there is one active adult project under construction in Edina, it appears that the market could support additional active adult units, and it is believed that the Study Area would serve as a viable location for active adult senior housing.

  For full definitions of senior housing terms such as 'active adult', 'congregate', 'assisted living' and 'memory care', see the Senior Market Housing Analysis (pages 36-37) of the Market Potential Analysis found in the Project Archive at EdinaMN.gov/WVV.

- **The demand and prices for for-sale multi-family homes are also increasing.**

  General occupancy for-sale multifamily market conditions in Edina seem to be fairly robust, with increasing sales and rising prices. In Edina, townhome pricing increased 7 percent between 2009 and 2013. Condo prices are up 11 percent. It was found that demand exists for new for-sale multifamily units in the area, and a new for-sale multifamily development located in the Study Area would likely be well-received in the market.

- **There is pent-up demand and rising rental rates for general occupancy rental housing around the Study Area. However, opportunities for new rental housing in the Study Area may be further out.**

  Below-equilibrium vacancy rates translates to pent-up demand and rising rental rates. There is a 2.4 percent vacancy rate in Edina and 2.6 percent vacancy rate in the Twin Cities (5.0 percent is considered equilibrium). Heavy development activity is occurring nearby. There are eight projects with over 1,700 units in the Primary Market Area. However, because there are currently several rental housing projects in development at locations within Edina and the Primary Market Area that are better-suited for rental housing, it is not recommended that rental housing development should be sought in the near-term. A smaller-scale, rental project that capitalizes on the neighborhood feel of the Study Area could be feasible by 2020.

Chapter 3
Economic Vitality

Current Conditions 3.1
Trends and Challenges 3.2
Goals and Policies 3.3
Implementation Steps 3.4

3.1 Current Conditions

As noted earlier in the plan, business activity at the node has evolved over the past 50 years due to changes in consumer patterns, changes in the roadway network, and the growth of the Southdale, Grandview, and 50th and France commercial areas. Some long-held properties at the node reflect a pattern of low rents, high vacancies, and a lack of updates. Several properties at the node have been sold, and the new owners have made substantial investments in these properties. Where this has occurred, the new businesses are operating successfully as owner-occupied and leased facilities. At the beginning of 2015, only a small number of businesses are selling retail goods.

Please refer to *Summary of Interviews with Property Owners and Tenants*, in the *Project Archive* at EdinaMN.gov/WVV, to see the input that informed this section.

The Changing and Challenging Context for Commercial Uses in the Node

The node is often fondly remembered by long time Edina residents as a place where kids rode bikes to the superette to buy gum and baseball cards and where young people and families gathered for pizza or an ice cream treat. Additionally, a clinic, pharmacy, service station, salon, barber shop, pizzeria and service station met the needs of area residents.

A variety of changes in the surrounding area have impacted the node since its development in the late 1950s and 1960s, creating an increasing number of challenges for Wooddale Valley View as a commercial node. They include:

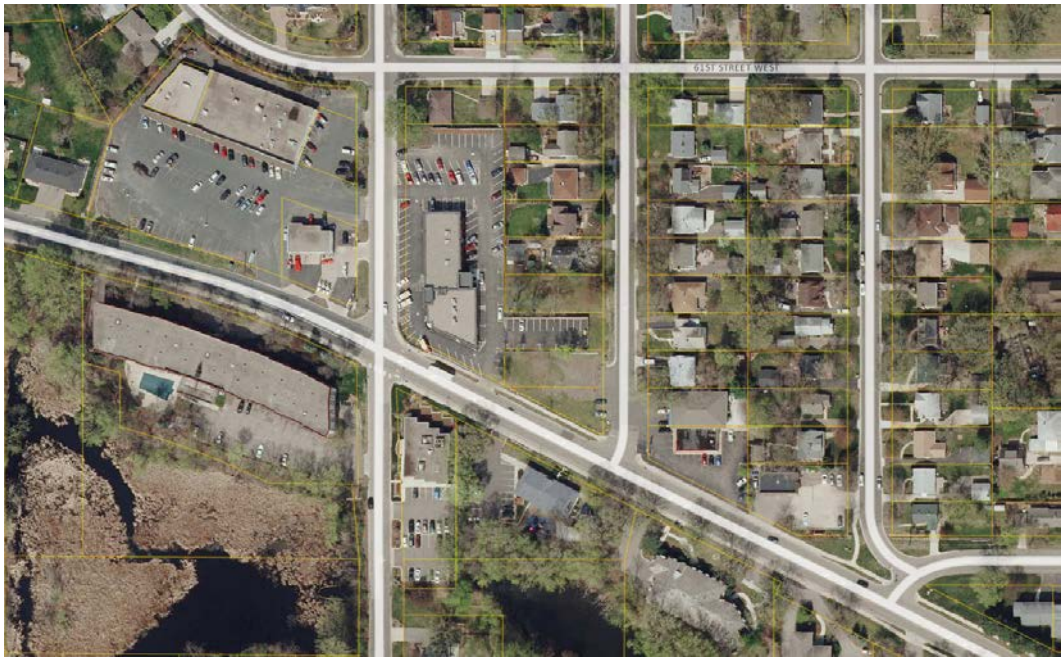
- Reduced traffic flow on Valley View Road due to the elimination of direct access between Valley View Road and Highway 100 that occurred when Highway 100 was improved to operate as a controlled access roadway facility;
- Edina East High School relocated from its former location to one combined campus west of Highway 100;
- A broad range of retail, medical, entertainment, banking, office and housing options developed in the Southdale area;
- A healthy mix of grocery, hardware, banking, medical, dining and other goods and services evolved in the Grandview area;
- Grocery, retail, personal services, banking, dining, entertainment activity and housing density have increased at the 50th and France node;
- Parking requirements for commercial uses throughout the region and in Edina have increased gradually and significantly, making it difficult to provide today's tenants with parking amenities that can compete with larger sites nearby;
- Many aging commercial buildings are reaching the end of their lifecycle.

3.2 Trends and Challenges

In a sense, it's true that the very attributes that give the Study Area its unique character and charm are the characteristics that are limiting competitiveness.

Aging Commercial Spaces. Aging commercial buildings on the smaller sites nestled in the Wooddale Valley View node struggle to compete with more recently built commercial spaces in surrounding areas. Commercial buildings at Southdale, Grandview, and 50th and France, for example, succeed by offering newer, larger, more convenient, and more visible sites – while property owners at older nodes like Wooddale Valley View find it a struggle to cover maintenance, let alone reinvest in larger scale upgrades or amenities.

Unique Commercial Sites. Factors such as property size, shape, and topography further contribute to an awkwardness of many of the sites for use as commercial properties. Access and parking issues make them comparatively less attractive to conventional businesses that require larger, auto-oriented formats more convenient to drivers. Because Valley View Road cuts through at an angle to the north-south street grid, many properties in the study area are small and uniquely shaped, with many placed on sharply angled corners within small blocks, making automobile access and parking configurations difficult to design. In addition, steeply sloping topography limits the viability of commercial development on the south side of Valley View Road within the study area.



Parcel Lines and Aerial Image from Hennepin County PropertyInfo

Competitive Commercial Context. Intense competition exists within one to two miles from **regional centers** (Southdale) and **community centers** (Grandview and 50th and France). These larger commercial areas present challenges for nearby neighborhood commercial nodes. See *Report on Demographic and Market Trends, page 66,* found in the *Project Archive* at EdinaMN.gov/WVV*,* for a definition of the types of shopping centers*.*

Site Visibility, Traffic Count and Ease of Access. The strong competition mentioned above from three neighboring commercial areas located nearby compounds the negative effects of geographic isolation from the south and west by Highway 62 and Highway 100. Traffic on France Avenue can be a barrier for pedestrians and bicyclists to the east. Small lakes and large land masses for public/institutional use including Pamela Park, Edina Community Center/ Southview Middle School complex, and the Edina Country Club, reduce household density in the area.

Visibility and access are primary considerations for retailers seeking to locate their businesses. The success of a particular retail location is dependent, in part, upon how easy it is for consumers to locate the business, distinguish the business from competitors, include the business in other activities, and stop at the business during their daily commute. Several factors are taken into consideration based on traffic counts and visibility when retailers select a site, including:

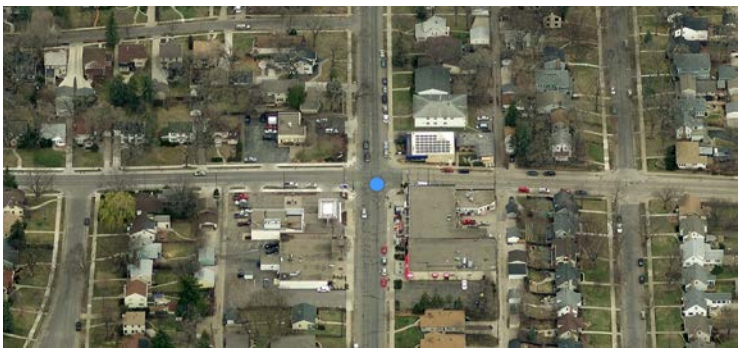
- Daily traffic volumes in the area;
- Proximity to public transportation;
- Accessibility for potential customers as well as delivery vehicles;
- Visibility of the store and business signage from surrounding roads;
- The sites proximity to other traffic generators.

Based on data sourced from the Minnesota Department of Transportation (Mn/DOT), it appears that Valley View Road experiences an AADT (Annual Average Daily Traffic) of 5,300 vehicle trips per day, while the AADT along Wooddale Avenue is approximately 3,000 vehicle trips per day. This is low compared to other commercial nodes. *See Table 3A Comparable Traffic Counts.*

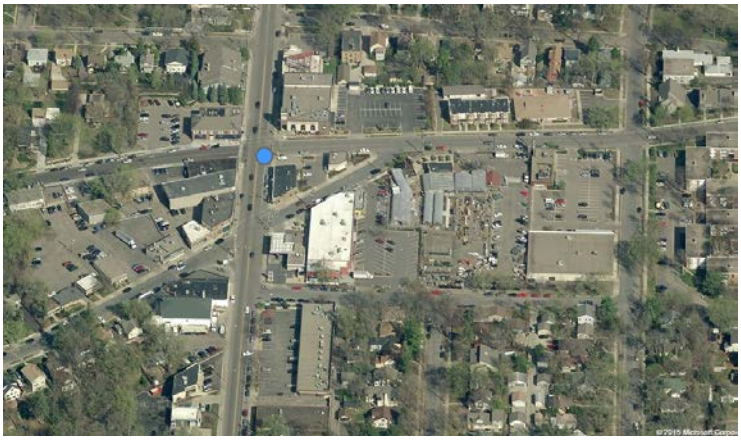
Therefore, due to the comparatively limited accessibility and visibility of the Study Area, the most likely retail uses to be drawn to the area will be neighborhood- and convenience-oriented establishments that supply goods and services to households nearby.

Two-Way Daily Traffic Volume - Wooddale Valley View (2013)		
On Wooddale, North of Valley View	On Valley View, West of Wooddale	On Valley View, East of Wooddale
3,200	5,900	7,900

Two-Way Daily Traffic Volume 56th and Xerxes	
On Xerxes, North of 56th	On Xerxes, South of 56th
9,500	9,500



Two-Way Daily Traffic Volume - 54th and Penn (2013)			
On Penn, North of 54th	On Penn, South of 54th	On 54th, West of Penn	On 54th, East of Penn
7,200	8,600	3,200	5,800



Two-Way Daily Traffic Volume - 44th and France(2013)			
On France, North of 44th	On France, South of 44th	On 44th, West of France	On 44th, East of France
10,700	12,200	3,400	7,000

Table 3A
Comparable Traffic Counts

3.3 Goals and Policies

Ultimately, market conditions and the vision of property owners, developers, investors, businesses and the City will shape the future of the node as well as the timing the redevelopment activity.

Today's Mood: Hopeful Uncertainty
Residents value the convenience of neighborhood retail and their relationships with small business owners, but commercial activity at the node will depend upon the vision of property owners and developers and their ability to find a strategic business mix that meets the evolving needs and desires of area residents in a market area that already provides a wealth of options within a one to two mile radius.

Unfortunately, it is impossible to imagine the wide range of development proposals involving commercial and residential development for the Wooddale Valley View node that could come before the City over the next two decades. Today, the mixed mood of uncertainty combined with hopefulness among landowners, the business community, and residents translates to diverse perspectives on what it will take to strengthen the area as a commercial node. See the *Project Archive* at www.EdinaMN.gov/WVV for a *Summary of Property and Business Owner Opinions* and a list of issues identified by the community. The following goals and policies are forged from a balanced synthesis of these perspectives.

Goals for Economic Vitality

1. **Neighborhood Hub.** Cultivate the Wooddale Valley View node as a hub of vitality with a mix of high quality neighborhood-serving businesses. Support investments that encourage gathering, pedestrian activity and that reinforce a "neighborhood feel".
2. **Short-term Revitalization.** Support upgrades to existing properties through improved tenant mix and image, better marketing and promotion.
3. **Right-Sized Retail and Commercial Spaces.** Encourage and support an amount and range of spaces for businesses that is calibrated to the realities of the market and trade area.
4. **Long-Range Market Forces.** Encourage redevelopment of aging commercial properties and development of vacant land based on market forces.

Policies for Economic Vitality

The following policies provide both structure and flexibility for the evaluation of proposals.

1. **The City will encourage redevelopment that is driven by the private sector that aligns with the principles, goals, policies and guidelines of this plan.** Development concepts and timing will be initiated by property owners, developers and investors based on market conditions. Development proposals will be evaluated using the direction provided in this Small Area Plan and the *Edina Comprehensive Plan*.
2. **The City, at its discretion, will strategically invest, and/or use established financing tools, to support public realm improvements to encourage redevelopment of the neighborhood commercial node, consistent with the City's *Comprehensive Plan* and Wooddale Valley View Small Area Plan.**
3. **The City will favor investments in neighborhood-serving retail, service sector businesses, and neighborhood-oriented public spaces.** Investments in existing or new buildings that meet the needs of area residents and build a sense of community, identity and vitality should be favored.
4. **The City will be supportive of formal or informal business and property owner collaborations.** This includes public-private alliances or organizations seeking to strengthen the economic vitality of the node and its role in building community.
5. **The City will discuss options for the property it owns at Kellogg Avenue and Valley View Road with adjacent landowners.** Use property to leverage development or other changes that will promote the guiding principles, goals, policies and guidelines of the small area plan.

3.4 Implementation Steps

Table 3B
Implementation Steps for Economic Vitality

Action	Leads	Time Frame
Convene Business Community and Property Owners. a. Review and discuss the implications of the market analysis prepared as part of the Wooddale Valley View Small Area Plan. b. Review and discuss the Wooddale Valley View Small Area Plan. Identify any ideas that merit further consideration or research. Work with the City to prioritize and identify elements that could be moved forward on the improvement calendar such as bike and pedestrian improvements, lighting, boulevard; public art installations. c. Learn about how successful business and property owners can work together to build economic vitality. d. Learn about models for collaboration between the business community and emerging neighborhood associations or established resident groups. e. Determine if there is an interest and willingness to continue meeting and begin working together on the strategy outlined in this plan. If so, achievable goals, roles and responsibilities should be identified.	Administration Department / Economic Development	2015
City-Owned Site at Kellogg Avenue and Valley View Road. Discuss options for the City-owned property with adjacent landowners. Use property to leverage development or other changes that will promote the guiding principles, goals, policies and guidelines of the small area plan.	Administration Department / Economic Development	2016

Chapter 4
Land Use and Community Design

Current Conditions 4.1
Trends and Challenges 4.2
Goals and Policies 4.3
Implementation Steps 4.4

4.1 Current Conditions

The 2014 pattern of land use in the Study Area is summarized by Figure 4.1 and the related table. A detailed description of land use, buildings, major tenants and property owners is presented in the *Project Archive* at EdinaMN.gov/WVV.

	Building Type	Year Built	Current Land Use (at end of 2014)
1		1954	Retail and service – former gasoline service station; presently unused
2		1956	Mixed use: small offices over clothing retailer and ice cream shop
3		1957	Service business - dry cleaning
4		1957	Retail and service - strip mall (Edina Village Market (EVM))
5		1959	Retail and service - addition to strip mall (EVM)
6		1959	Service business - salon
7		1960	Residential – apartment building with underground parking
8		1960*	Small offices (ValleyWood)
9		1962	Residential – apartment building with underground parking
10		1963	Residential – apartment building with underground parking
11		1969	Residential – apartment building with underground parking
12		1969	Office – professional service business (*recently updated)
13		1970	Service business – child day care
14	no bldg		Undeveloped site – owned by the City

= **Two Story Vertical Mixed Commercial** - *Office over Retail / Services*
= **One Story Commercial**
= **Multi-family Residential** - *Duplex / Apartments / Flats*

Figure 4.1

Pattern of Land Existing Properties: Building Types, Year Built and Current Land Uses in 2014

4.2 Trends and Challenges

Community input, real estate market conditions and existing physical conditions are all drivers of the principles, goals and policies of this plan. The community engagement process and results were outlined in *Chapter 1 Introduction*. Real estate market conditions and future trends are presented in detail in *Chapter 2 Demographic and Market Profile* and *Chapter 3 Economic Vitality*. Below is a review of physical conditions that also factor into land use and community design decision making in the Study Area:

Aging Buildings. Most of the buildings in the Study Area are older and some have not been as well maintained as perhaps they would have been under better market conditions. The commercial buildings were created during an era when the business environment and the traffic patterns were much different than they are today.

Buildings Set Back with Surface Parking. Many of the commercial buildings are set back behind a parking area, separating shopfronts from the street. This can reduce convenience for those arriving on foot, by bike or by transit, and creating a less attractive and comfortable streetscape experience for pedestrians. Moving buildings too far back (especially when cars are parked in front) can reduce the positive effects of spatial enclosure, expose customers to elements and discourage the casual strolling often found in successful retail environments and popular gathering places.

Lack of Streetscape Investments. The appearance of the Study Area is diminished by the lack of trees and green boulevards along the edges of Wooddale Avenue and Valley View Road.

Traffic Patterns. There is quite a bit of traffic through the Study Area but much of it consists of pass-through trips, especially at peak hours. When the intersection of Valley View Road and Highway 100 was closed, access to businesses in the Study Area from west of the highway and other locations was greatly diminished. In addition, Wooddale Avenue does not intersect or cross Highway 62 south of the Study Area.

Scale and Shape of Parcels. The Study Area contains a range of unique parcels, many with smaller sizes with irregular shapes. While this contributes to the node's unique character, these conditions present site design challenges for redevelopment projects.

Relationship to Neighborhoods. The adjacent neighborhoods consist mostly of single-family detached housing in good condition. There is little separation, buffering or transition from the buildings of the Study Area to that housing. Providing a proper transition from more active areas nto the neighborhood may present challenges.

Terrain. South of the Study Area, the land slopes steeply down to ponds. This creates accessibility and parking issues that make these sites less amenable to commercial uses, especially retail.

4.3 Goals and Policies

The following is a policy framework that provides guidance to the public sector for future decision making, staff review of development applications, municipal plan implementation and community based initiatives. The following takes into account the opinions and values of stakeholders, the parameters of previous planning and existing policies.

The Study Area will continue to evolve and become a mixture of housing and commercial development guided by the demands of the market, property owners' decisions, the policies and guidelines of this plan, and the *Edina Comprehensive Plan*. Though the proportion of the Study Area devoted to housing will likely be greater than it was in 2014, the exact pattern of land use over time will be determined by market forces. Current uses of land may, of course, remain as they are until owners decide to make a change.

Land Use and Community Design Goals

1. **Activation of the Core.** Concentrate activity and neighborhood-serving commercial businesses near the intersection of Wooddale Avenue and Valley View Road. Any new buildings introduced at the four corners of the Wooddale Valley View intersection should include street-level retail or gathering spaces that interact with the sidewalk and encourage pedestrian activity.
2. **Building-to-Street Relationships.** Ensure that ground-level frontages throughout the node are carefully designed with public-to-private relationships that encourage beauty, safety, informal interaction, walkability and a sense of place.
3. **Graceful Transitions.** Encourage the scale of buildings to transition from center to edge of the Neighborhood Node, with the largest buildings located near the intersection of Wooddale Avenue and Valley View Road, decreasing in scale toward the surrounding single-family neighborhood. Ensure that redevelopment near single family homes is designed sensitively.
4. **Flexible Evolution of Land Uses.** Allow existing land uses to evolve in response to the market. Current uses of land may, of course, remain as they are until owners decide to make a change: The commercial site north of Valley View Road and Oaklawn Avenue may evolve to housing. The Edina Village Market may redevelop as a mix of housing and commercial. The sites east of Kellogg Avenue immediately north of Valley View Road may evolve as either commercial or residential.
5. **Drive-Through Formats.** Discourage buildings with drive-through elements such as gasoline stations and those with drive-up windows. They are inconsistent with the guiding principles of this plan.

Policies for Land Use and Community Design

1. **The City will introduce the Neighborhood Node (NN)* Future Land Use Plan designation, as presented in this plan.** The City will adopt this plan as an amendment to the 2008 Comprehensive Plan, and amend zoning and related ordinances to align with this plan.
2. **The City will review development applications of all future projects (within the boundaries of the Wooddale Valley View Neighborhood Node) to ensure compliance with the Neighborhood Node Development Guidelines*.** The guidelines include:
   A. Building Height Limits Plan
   B. Building Frontage Guidelines
   C. Gathering Space Guidelines
   D. Site-Specific Guidelines
   E. General Guidelines (for the Entire Neighborhood Node)

***The Neighborhood Node (NN) boundaries, its description, and the *Wooddale Valley View Neighborhood Node Development Guidelines* are presented in the following pages.**

Preferred Land Use Plan: Neighborhood Node (NN)

This plan introduces Neighborhood Node (NN) as a new land use category specifically for use within a portion of the Wooddale Valley View Study Area. *Also see description and Table 4A.* At shown, at Wooddale Valley View it replaces the previous Neighborhood Commercial (NC) designation that was established within this area in the 2008 *Edina Comprehensive Plan*.

NN **Neighborhood Node (NN).**

HDR **High Density Residential (HDR).** It is recommended that the apartment building located at the southwest corner of Wooddale Avenue and Valley View Road, currently planned HDR, be included in the *Neighborhood Node* classification on the Preferred Land Use Plan, as shown above.

LDR **Low Density Residential (LDR)**

LDA **Low Density Attached Residential (LDAR)**

OSP **Open Space and Parks (OSP)**

PSP **Public/Semi-Public (PSP)**

No changes are recommended to these Land Use Plan classifications from the 2008 *Edina Comprehensive Plan*. They are all located outside the boundary of the Study Area.

Figure 4.2
Preferred Land Use Plan

Similar to the Neighborhood Commercial category, Neighborhood Node:

- **Supports Neighborhood Serving Businesses.** Encourages small- to moderate-scale businesses that serve primarily the adjacent neighborhoods. Primary land uses should be retail and services, offices, studios, and institutional uses.

In addition, designation as Neighborhood Node provides:

- **Predictability for Current Landowners.** Supports current owners' efforts to invest in improvements their properties by providing a predictable planning framework for the area.
- **Flexibility for Redevelopment.** Provides greater flexibility to the development market by more explicitly encouraging the inclusion of needed housing.
- **New Gathering Space / Placemaking.** Encourages intentional integration of landscaped open space and new formal public spaces.
- **Protection of Community Values such as Scale, Walkability and Character.** A set of Development Guidelines protects the scale, walkability and character of the existing area by regulating the relationship of buildings-to-streets and the transition of building heights from node-to-neighborhood.

Table 4A - Neighborhood Node Land Use Category *(Also see Figure 4.2.)*

Land Use Category	General Description	Development Guidelines	Density Guidelines
NN **Neighborhood Node**	In general, small- to moderate-scale commercial, residential or mixed use buildings serving primarily the adjacent neighborhood(s). Primary uses encouraged are neighborhood-serving retail and services, offices, studios, institutional and residential.	Building footprints generally less than 20,000 square feet (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. Encourage development to comply with the ***Wooddale Valley View Neighborhood Node Development Guidelines****: **A. Building Height Limits Plan** **B. Building Frontage Guidelines** **C. Gathering Space Guidelines** **D. Site-Specific Guidelines** **E. General Guidelines**	Maximum residential density up to 30 dwelling units per acre (du/acre). (Densities are further constrained by the parameters of the Building Height Limits Plan*). Maximum Floor Area Ratio (FAR) per zoning code.

* *The **Wooddale Valley View Neighborhood Node Development Guidelines** are found on the following pages.*

Wooddale Valley View

Neighborhood Node Development Guidelines

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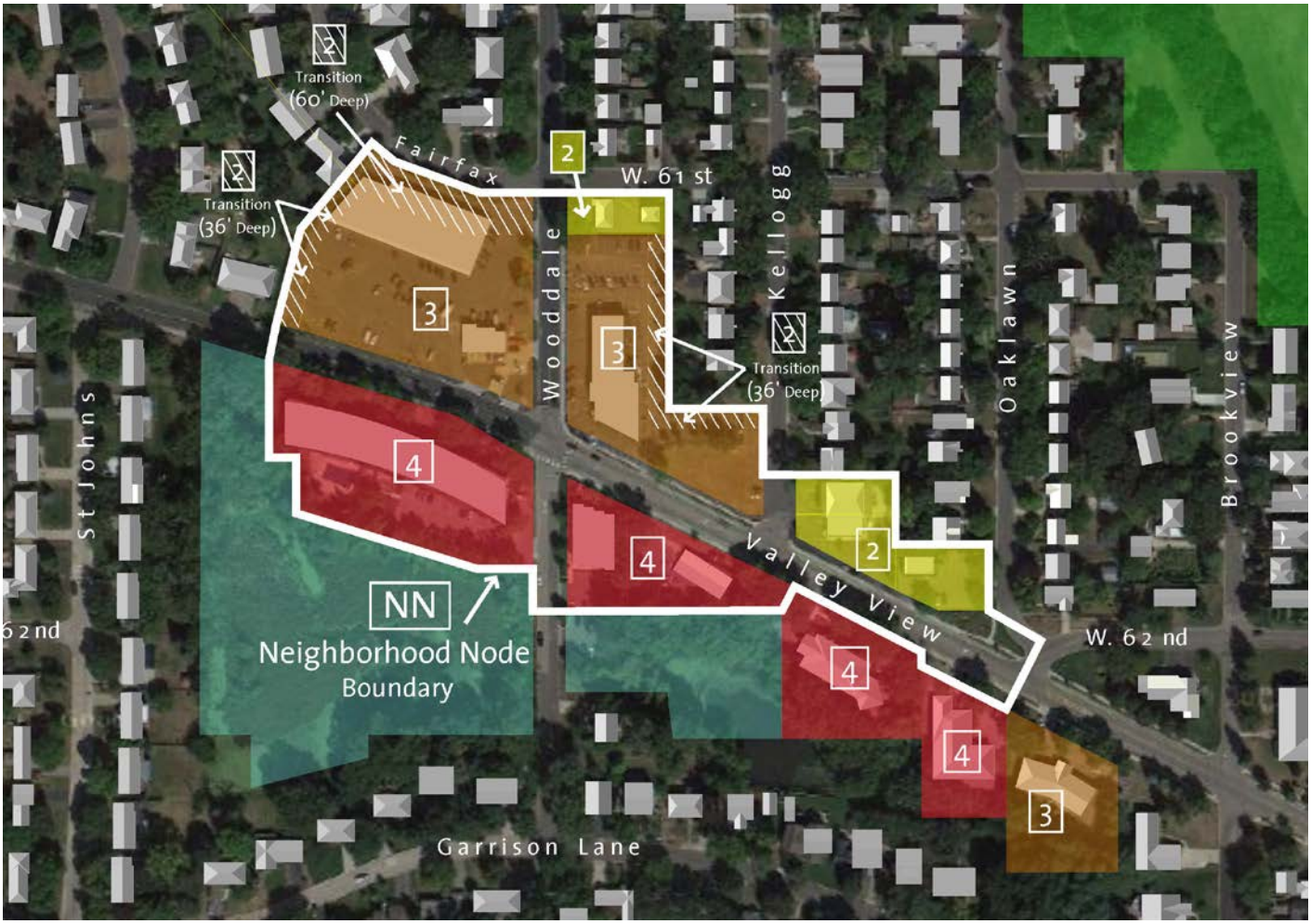
A. Building Height Limits Plan

The building height limits for the Neighborhood Node are indicated in Figure 4.3. Generally:

- **Height Limits Near the Center of the Neighborhood Node.** North of Valley View Road, building heights may be up to three stories, not to exceed 36 feet. South of Valley View Road building heights may be up to four stories, not to exceed 48 feet.
- **Graceful Transitions to Surrounding Neighborhood.** At certain specified locations at the perimeter of the Neighborhood Node where graceful transitions to single family areas are important (as specified on the Building Height Limits Plan), the height of new buildings may be up to two stories, not to exceed 24 feet.

Figure 4.3 Building Height Limits Plan, on the following page, defines height limits throughout the Neighborhood Node.

Figure 4.3b, also on the following page, depicts existing height limits so that comparison can be made between current policy and what is proposed.



Four Story Limit.
Up to four stories, not to exceed 48 feet

Three Story Limit.
Up to three stories, not to exceed 36 feet

Two Story Limit.
Up to two stories, not to exceed 24 feet

Two Story Transition (36' Deep)*
Height Limit: Up to two stories, not to exceed 24 feet (vertically) within the specified 36 feet in horizontal distance from property line.

Two Story Transition (60' Deep)*
Height limit: Up to two stories, not to exceed 24 feet (vertically) within the specified 60 feet in horizontal distance from property line.

** (These 'Transition' designations were created to establish a graceful transition from Neighborhood Node properties with three story limits to immediately adjacent residential areas outside the node.)*

Figure 4.3
Building Height Limits Plan

HOD-2 Building height shall be determined by required setbacks, but shall not exceed 2 stories or 24 feet, whichever is less.

HOD-3 Building height shall be determined by required setbacks, but shall not exceed 3 stories or 36 feet, whichever is less.

HOD-4 Building height shall be determined by required setbacks, but shall not exceed 4 stories or 48 feet, whichever is less.

Figure 4.3-b
Existing Building Height Limits as Defined by Building Height Overlay District *(Source: Article XI, Division 2, Building Height Overlay District, and Appendix A of the Official Zoning Map.)*

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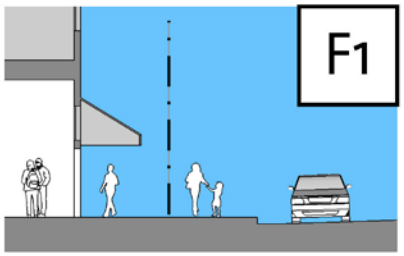
B. Building Frontage Guidelines

The location of a range of climatically-appropriate frontage types is depicted by Figure 4.4 and Figure 4.5. These guidelines do not address style or building vernacular but will ensure streets that are lined with ground level features that contribute to active, safe and walkable streets. Generally:

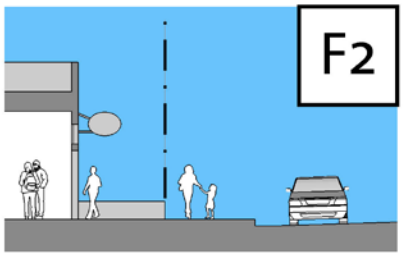
- **Building-to-Street Relationships**. *Figure 4.4 Building Frontages F1-F6* illustrates typical configurations of building to street (private-to-public) relationships and describes their varying appropriate context. These 'Frontage Types' shown are based on successful historic precedents found in many older multi-modal neighborhoods of Edina, including the Wooddale Valley View Study Area, and throughout the Twin Cities and the Midwest.
- **Node-to-Neighborhood Transitions.** The frontage types are keyed to their appropriate neighborhood context within the Neighborhood Node in *Figure 4.5 Context Areas*. The purpose of the map is to guide new development toward ground level building design that maintains visually graceful and walkable transitions from the more active areas to the quieter single-family residential neighborhood streets.

Figures 4.4 and 4.5 on the following pages present the Building Frontage Guidelines of Wooddale Valley View's Neighborhood Node Development Guidelines.



Storefront

Appropriate Context: This frontage type is for small retail or service spaces fronting public spaces in Core areas.
Configuration: There may be an exterior entrance for each leasable space, spaced relatively closely along the sidewalk. Follow City of Edina guidelines for commercial storefronts for glazing, setbacks, awnings, signage, lighting and for related outdoor commercial uses such as sidewalk cafes.



Doorway (At-Grade)

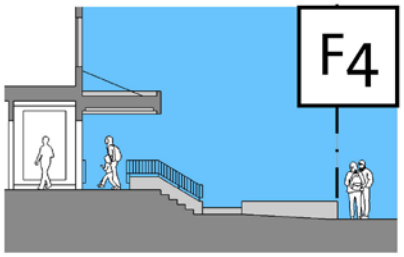
Appropriate Context: This frontage type is for smaller commercial spaces in commercial or mixed use buildings that front a sidewalk. This is not to be used as a substitute for Storefront, where Storefront is merited or preferred, in core areas. The Doorway has less window space because the interior use might be office rather than retail.

Configuration: The at-grade doorway may serve one or multiple interior users. If set back 6'-12', a 'door-court' provides space for bike parking, seating and greenery.

Stoop

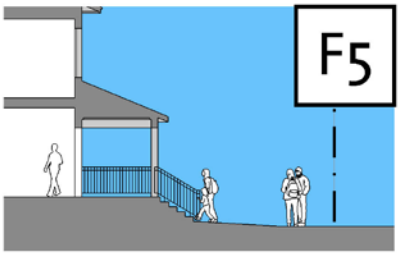
Appropriate Context: This frontage type is primarily for single family row houses and multifamily buildings with units facing the street. They provide a good transitional frontage condition for buildings in between neighborhood and core areas.

Configuration: Exterior stairs access a sheltered or recessed area large enough for a family to stand and wait for the door to be unlocked, and for guests to stand back after ringing the doorbell. Stairs facing the street provide a social setting.



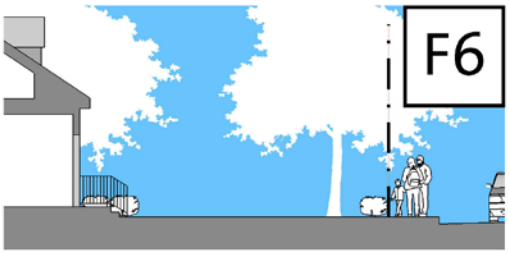
Shared Entry

Appropriate Context: This frontage type is for apartment buildings. This residential frontage may be also used in a vertically mixed-use building that also features Storefront frontage.
Configuration: There would be a single entrance to the building with security features. Individual apartments would have entry doors along central hallways. Buildings with this condition may also feature the Stoop frontage for first-floor units having direct access to the sidewalk.



Porch & Yard

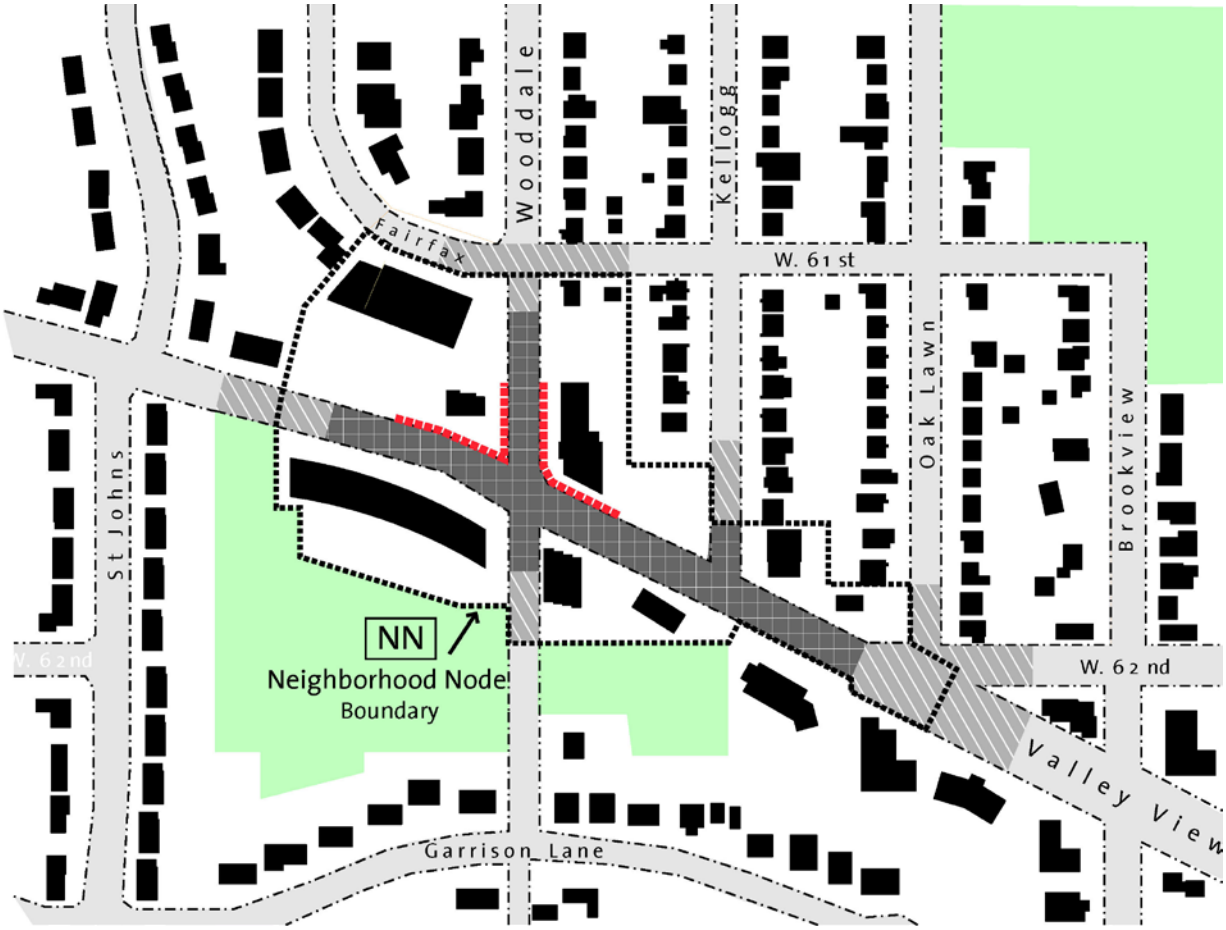
Appropriate Context: This frontage is typically for residential applications but can be found on commercial buildings, especially in transitional areas between single family streets and more commercial blocks.
Configuration: 7.5' clear zone allows porch to become furnishable living space. Accessible entries should be accessed from the front to the side of central stair, which should be visible from the street.



Common Lawn

Appropriate Context: Common Lawn describes the predominant primary frontage condition found throughout Edina 's residential neighborhood streets.
Configuration: See City of Edina's current regulations governing setbacks and lot, yard and building placement of single family homes.

Figure 4.4
Building Frontages F1-F6
High Resolution PDF available in *Project Archive* at EdinaMN.gov/WVV



Preferred Frontages by Context Area

		Node	Transitional	Neighborhood
Storefront	F1		discouraged	not permitted
Doorway	F2			not permitted
Stoop	F3			discouraged
Shared Entry	F4			discouraged
Porch	F5	discouraged		
Common Lawn	F6	not permitted	discouraged	

Storefronts (F1) Strongly Encouraged

Figure 4.5
Building Frontage Guidelines: Context Areas

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C. Gathering Space Guidelines

As redevelopment occurs over time, small landscaped open spaces and a larger public multi-use space should be introduced strategically throughout the Neighborhood Node. These may soften the buildings, buffer views to surface parking, provide transitions to nearby single-family housing, provide outdoor gathering places and generally extend the green character of the neighborhood. These spaces may be privately or publicly owned and maintained or owned and maintained as part of a public-private partnership.

Multi-Use Gathering Space. A public multi-use space such as a plaza could be incorporated into improvements or redevelopments proposed at these locations:

- The City-owned property at Valley View Road and Kellogg Avenue
- The ValleyWood office site at the northeast of Wooddale Avenue and Valley View Road intersection
- The Edina Village Market and/or the former gas station site on the northwest corner of the Wooddale Avenue and Valley View Road intersection

Figure 4.6 on the following page illustrates methods of incorporating gathering space guidelines.

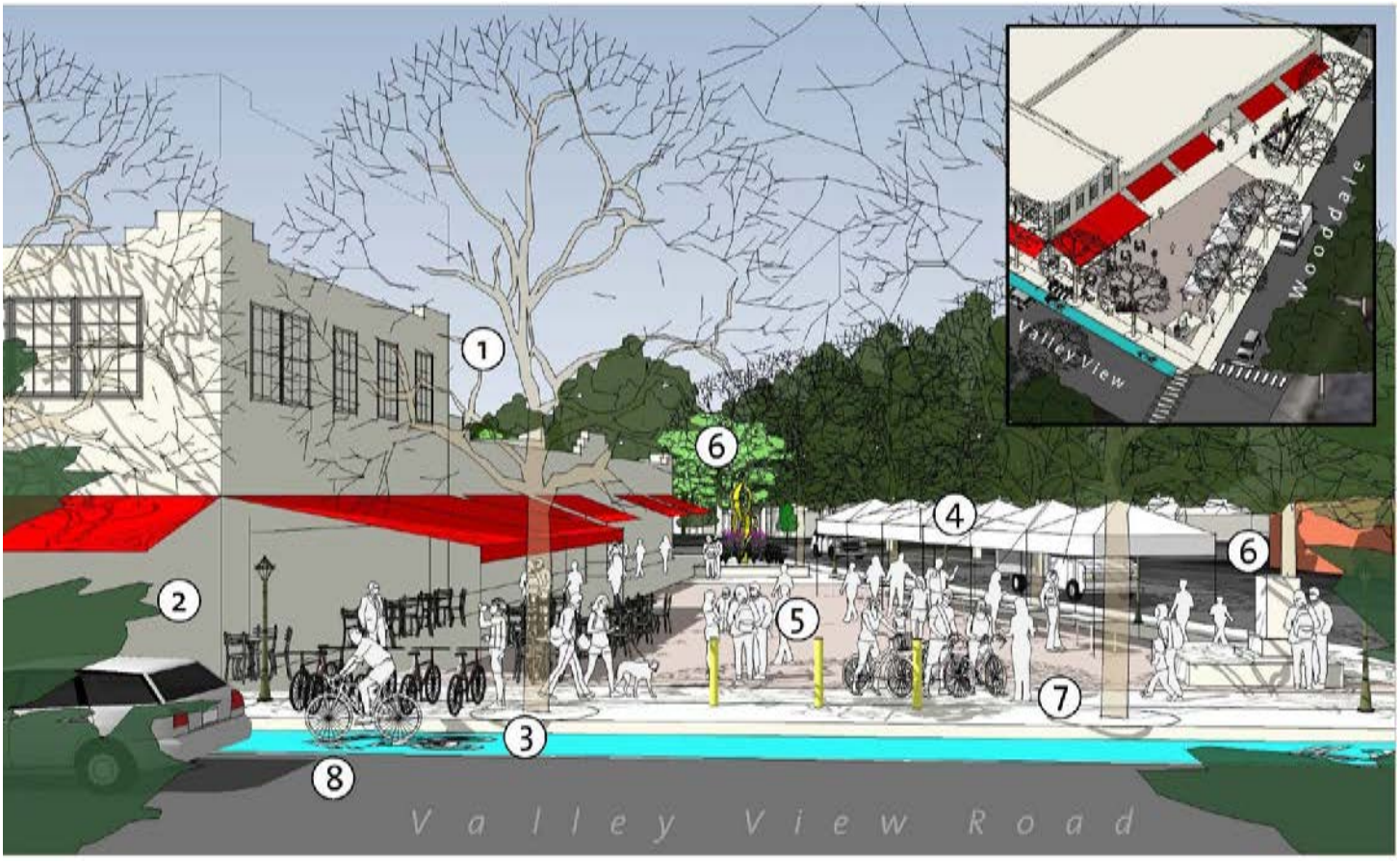

Figure 4.6: Concept Illustrating Gathering Space Guidelines at the Northwest Corner of Wooddale Avenue and Valley View Road

1. **Spatial Enclosure.** Enclose and activate the space with taller buildings with active ground level uses.

2. **Holding the Street.** Bring (cozy) all buildings up close to the public space or the street.

3. **Protection From Elements.** Plant trees along the edges of all streets and spaces to provide shade and protection for pedestrians moving next to and in and out of buildings. Encourage deep awnings along all shopfronts.

4. **Programming.** Program the space with annual, seasonal and weekly events to activate the space.

5. **Flexibility.** Maximize flexibility by using temporary or mobile event equipment, and avoid encumbering the space with permanent vertical features.

6. **Visual Interest and Identity.** Anchor key visual points or defining and active spots such as intersection corners with meaningful/interpretive public art, perhaps doubling as rest/seating.

7. **Universal Design.** Establish universally accessible sidewalks along all edges of all spaces.

8. **Accommodate Cyclists.** Accommodate bicycles around the perimeter of the space with fewer steps, ample bike parking and safe access to bike lanes.

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D. Site-Specific Guidelines

The following guidelines apply to specific properties in the Neighborhood Node.

Figure 4.7
Key Map of Site-Specific Guidelines

Specific sites addressed:

Site A) Corner Properties at Wooddale Avenue and Valley View Road

Site B) Fairfax Avenue and **West 61st Street** (South Side)

Site C) City-owned Site at Kellogg Avenue and Valley View Road

Site D) "Eastern Gateway" - Valley View Road at Oaklawn Ave. and West 62nd St.

Looking northwest toward the corner of Wooddale Avenue and Valley View Road.

Site A) Corner Properties of Wooddale Avenue and Valley View Road
This is the crossroads of the Pamela Park and Concord Neighborhoods and a key location in the node. Therefore, private and public improvements at this location should encourage activity, a sense of place, and a feeling of arrival. Accordingly:

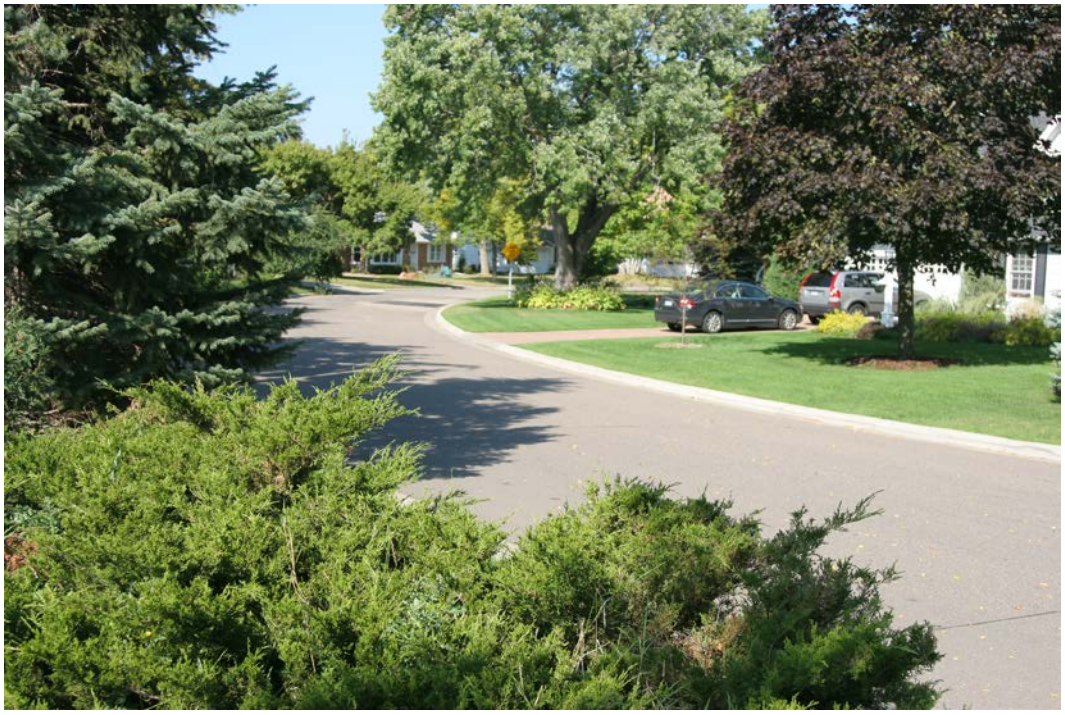
a. **Building Height and Mix of Uses.** Locate taller buildings near this intersection, possibly including vertically mixed-use structures.
b. **Enclosure.** Locate buildings close to the sidewalks. However a small plaza or green space could be sited at the corner. *See Gathering Space Guidelines*.
c. **Activity.** Include prominent outdoor seating; public art or monuments can add visual interest. *As illustrated by Figure 4.6.*
d. **Ground Level Transparency.** Connect commercial spaces to the streets with storefronts with transparent windows. *See Building Frontage Guidelines*.
e. **Streetscape Design.** Incorporate decorative street lights, trees and sidewalks that lead to this focal point. *See Chapter 5: Transportation and Street Design*.

Northwest Corner: Edina Village Market and the Former Wally's Station.
When the opportunity arises to redevelop the parcel at the northwest corner in a significant way, the Neighborhood Node's *Site Specific Guidelines (above)* and the *Gathering Space Guidelines* (as illustrated in Fig. 4.6) will be used as criteria for review and approval of redevelopment proposals.

In the interim, the former Wally's building could be converted or enlarged for use as one or more small businesses. A landscaped multi-use public space could be created between the building and the intersection. Street-edge landscaping on this private site could be improved, particularly if parking is created between the building and the streets for the re-purposing of this building.

The Edina Village Market could receive better signage and perhaps a mural on the eastern wall. The owner of the Edina Village Market (or ValleyWood office building) might be persuaded to conduct a weekly outdoor market on a portion of their parking lot.

If reuse of Wally's proves difficult, eliminating the Wally's building prior to eventual corner redevelopment would increase the visibility of Edina Village Market from the intersection of Wooddale Avenue and Valley View Road.



Looking west on Fairfax Avenue from near the corner of Wooddale Avenue.

Site **B. Fairfax Avenue and W. 61st Street (South Side)**

To establish a graceful transition from the node to the neighborhood streets to the north:

a. **Residential Uses Encouraged.** As stated in the definition of *Neighborhood Node* earlier in this plan, commercial uses are not prohibited within properties with *Neighborhood Node* designation. Nevertheless, it is recommended that development along the northern edge of the study area include residential uses such as detached single-family houses and/or rowhouses. Commercial uses in this area, if any, should be limited as much as possible to the corners of Wooddale Avenue and have primary frontages facing Wooddale Avenue.

b. **Two Story 'Transition'.** Within the Neighborhood Node, all new buildings introduced along Fairfax Avenue and W. 61st Street must be limited to two stories, not to exceed 24 feet in height, for a distance of 60 feet from the property lines along those streets. *See Figure 4.3 - Building Height Limits Plan*.

c. **Compatible Frontages.** New buildings introduced along these streets must have frontages that complement the single-family housing to the north. *See Building Frontage Guidelines*.

d. **Street Trees.** Trees should be maintained in the Fairfax Avenue and W. 61st Street rights-of-way.

The site owned by the City at Valley View Road and Kellogg Avenue

Site C. The City-Owned Site at Kellogg Avenue and Valley View Road
Because of its ownership by the City, size, configuration, and location near the eastern end of the Study Area, the City-owned parcel is recognized as a unique and critical property. (See Parcel A on Figure 4.8) Community members' opinions about its future use in the Study Area were varied and included commercial, residential, mixed use, and a public use consisting of a plaza/park/open space. Of primary importance to the community is that any new development be carefully designed to respect the scale and context of the single family homes northward along Kellogg, and that the success of adjacent businesses are not negatively affected.

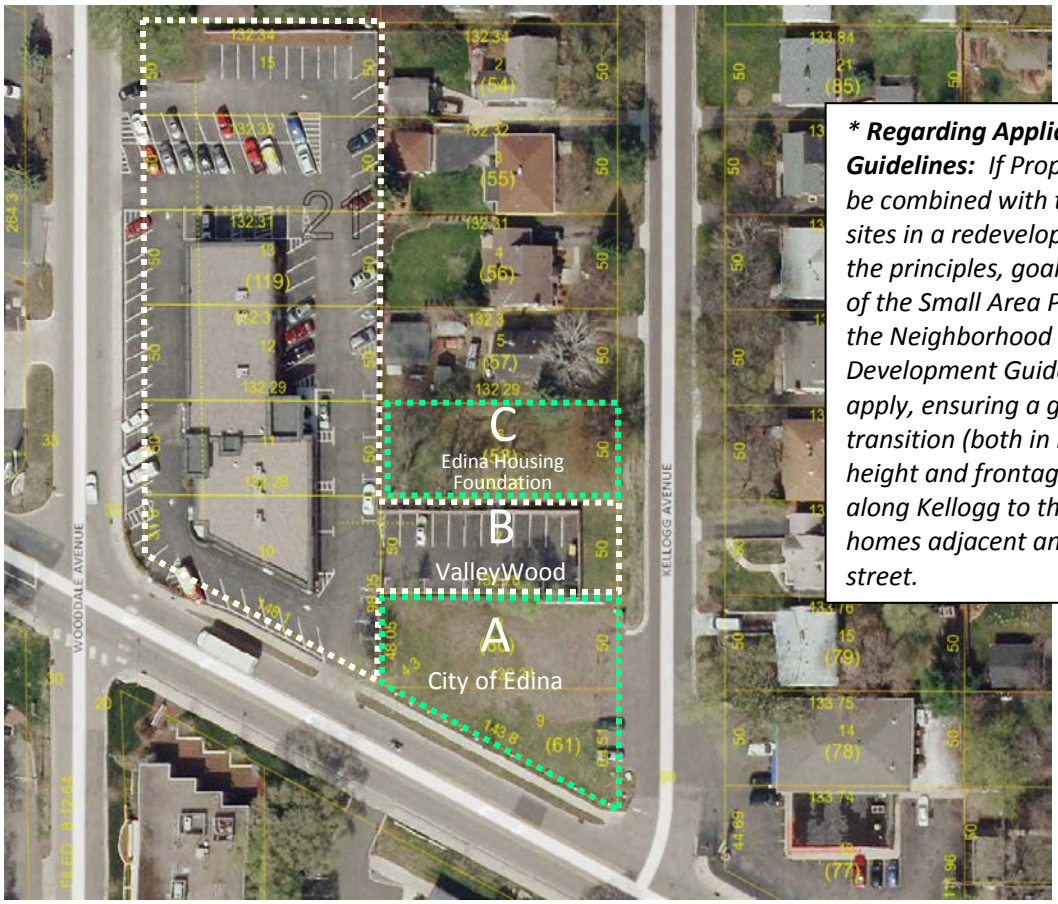
- **Leveraging the Property to Accomplish Plan Goals.** The City-owned property should be leveraged to advance the principles, goals, policies and guidelines of this plan. Optimizing the use of the City-owned property (0.25 acres) will likely require assembling the property with neighboring privately-owned parcels in the future. At that time, the City will review the merits of any development proposal for conformance to this plan. Future uses could include residential and/or commercial development, with possibility of dedication of a *portion* of the site as a Gathering Space (see Gathering Space Guidelines) or other public space. During the interim period, the city-owned land should continue to be maintained as passively used and publicly accessible open space. *

> **** Regarding the Long Range Use of the Land as Public Space**: Both the Guiding Principles (in Section 1.5), and the Land Use and Community Design Goals (earlier in Section 4.3), encourage the strengthening of the intersection of Wooddale Avenue and Valley View Road as the active center Neighborhood Node. Land uses near this location (such as the City–owned site) that encourage economic activity, public gathering and social interaction, will be encouraged. Accordingly, the long term exclusive use of the City-owned property as a passive open space is not encouraged.*

- **Creating a Flexible Framework for Public–Private Collaboration.** Previously the City worked with major commercial property owners to facilitate new development in the node, so somewhat greater flexibility in the planning for parcels labeled A,B,C (as shown in Figure 4.8) was assumed in the small area plan. Thus, the goals and policies stated earlier in this chapter, along with the site specific guidelines on the following pages, were developed simply as a guiding framework. Similar to all other sites in the node, there exists the premise that land assembly and market forces should and will determine the

exact land use of any redevelopment. Figure 4.8 shows optional redevelopment alternatives for the City-owned site are considered in this plan in the context of various land assembly alternatives illustrated by Figure 4.8.

- ***Property A Only (0.25 acres)*** - Capacity studies were not performed during the planning process for Property A as a redevelopment site (by itself) due to size constraints. It is conceivable that a small commercial or residential development could be accommodated, but would likely require off-site shared parking.
- ***Properties A + B (0.40 acres combined)*** - This is alternative was studied during the planning process. *See Figures 4.8 - 4.10.* The current land use on Property B is a surface parking lot that is provided for patrons of the ValleyWood office building.
- ***Properties A + B + C (0.55 acres combined)*** - This land assembly alternative, due to its size, presents the most flexibility in terms of design alternatives. However, site plan alternatives were not studied during the planning process because Property C was outside of the Neighborhood Commercial boundary in the *Comprehensive Plan* and, therefore, outside of the Study Area.*



**** Regarding Application of Guidelines:*** *If Property C were to be combined with the other two sites in a redevelopment project, the principles, goals and policies of the Small Area Plan, including the Neighborhood Node Development Guidelines, should apply, ensuring a graceful transition (both in regards to height and frontage) northward along Kellogg to the single family homes adjacent and across the street.*

Figure 4.8
Property Ownership near City–Owned Site at Kellogg Avenue and Valley View Road

Gauging Community Preferences. Three hypothetical site development scenarios (site capacity studies) were presented to residents at the Progress Update Event on December 3rd 2014, to spark discussion on the merits of different types of development that could occur on the property. (See Figure 4.9). Each of the three options assume that collaboration is possible with the owner of the parking lot parcel to the north. Opinions of the neighborhood residents attending were exactly split between support for the commercial (50%) vs. residential concepts (50%):

- **Flex Commercial.** (The favorite of 50% of participants.) The 'Flex Commercial' option includes one or more neighborhood-serving businesses in a one story format. Preferred design guidelines for this option are shown in Figure 4.11.
- **Rowhouses.** (The favorite of 34% of participants.) The 'Rowhouses option includes a diverse set of market rate attached single family homes with tuck-under garages and elevated stoops.
- **Manor (Flats/Apts).** (The favorite of 17% of participants.) This option included a multi-unit residential building with parking underneath.

If the market determines that commercial use is unsuitable, acceptable alternatives to commercial use could be rowhouses or a small multi-family residential building using the Stoop (F3) or Shared Entry (F4) building frontage. Other uses and design concepts are certainly possible.

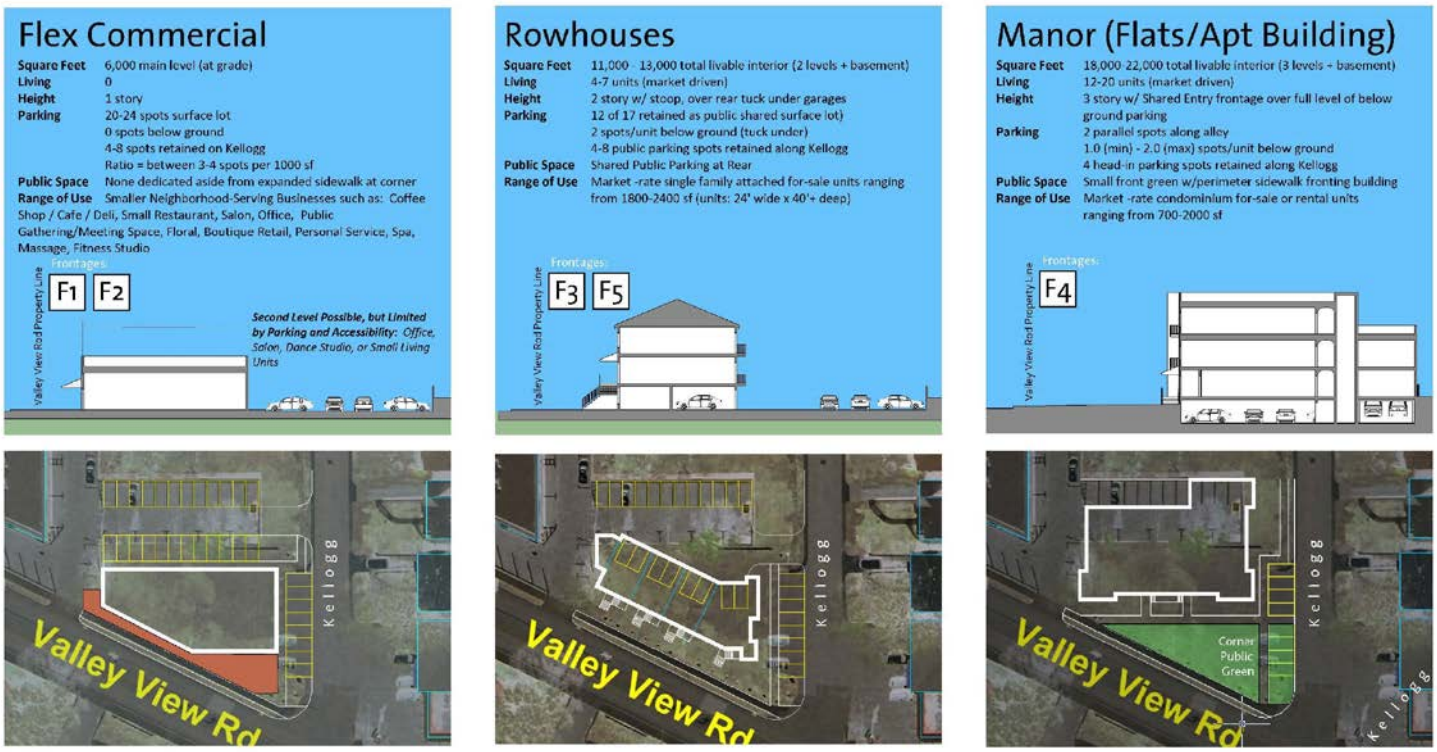


Figure 4.9
Three Alternatives for Properties A+B: City-Owned Site (Property A) + ValleyWood Parking Lot (Property B)
Presented for Community Review at Community Meeting in November 2014
High Resolution PDF available in *Project Archive* at EdinaMN.gov/WVV

Redevelopment Guidelines for Properties A + B 'Flex Commercial' Alternative

Guidelines for the redevelopment of the City-owned site as "Flex Commercial" alternative are as follows. Please also refer to Figure 4.10.

a. **Shared Parking.** Partially reconfigure parking to open up for shared use by the new commercial spaces.

b. **On-Street Parking.** Retain head-in parking along Kellogg Avenue.

c. **Frontage.** Storefront (F1) Frontage along Valley View Road.

d. **Public (Gathering) Space.** Increased set-back/chamfering at the southeast corner allows for an expanded sidewalk seating area and/or fair weather retail/merchandising space. It also allows for continued visibility to the small shops on the northeast corner of Kellogg Avenue and Valley View Road.

e. **Service.** Loading, solid waste and recycling bins accessed and handled off the rear service lane, away from Kellogg Avenue and Valley View Road.

f. **Neighborhood-Serving Businesses.** Initial tenants should include neighborhood-serving commercial businesses.

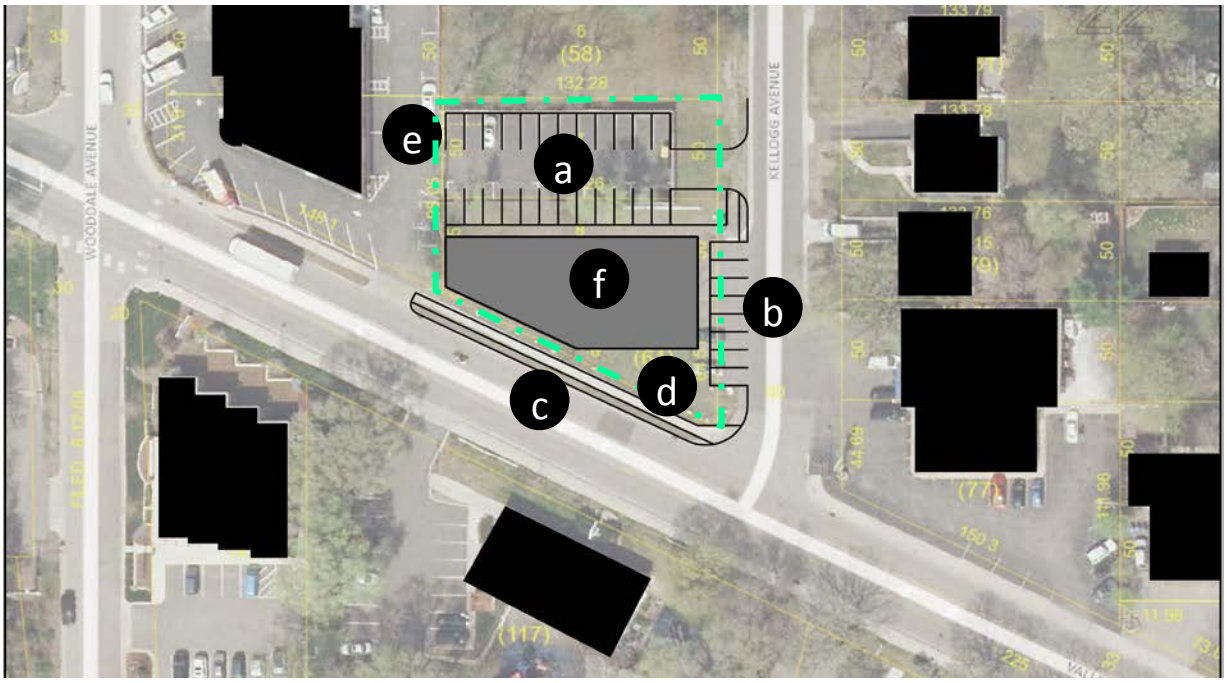


Figure 4.10
Redevelopment Guidelines for Properties A + B as "Flex Commercial"

Looking west toward the 'Eastern Gateway' of the Wooddale Valley View node.

Site D. WVV's 'Eastern Gateway' (Valley View Road at Oaklawn and W. 62nd St.)

The parcel located at 4400 Valley View Road has a particular advantage in being perceived as the first commercial property when approaching from the east. It forms a gateway into the Wooddale Valley View node. Currently a salon, it could remain in commercial use or transition to residential use.

a. **Orientation.** As a commercial use, the building should maintain a primary frontage oriented south toward Valley View Road and carefully screen its parking from the housing to the north. As illustrated in Figure 4.11, if the property becomes a residential use the building may face either south and/or the east, whichever is more advantageous for buffering the building's parking from the housing to the north.

b. **Gentle Transition from Node to Neighborhood.** Whether the site is used for commercial or residential development, landscaping, screening and building height should be designed to help the building serve as an end cap for the residential block next to Valley View Road. ** The building height limit in this location is two stories. See Figure 4.3 – Building Height Limit Plan.*

c. **Gateway Public Art.** There is space in the property and street right-of-way in front of this site to accommodate some form of vertical public art, banner pole or similar monument that will establish a sense of entry. This would be experienced as you approach from the east along Valley View or 62nd Street and from the north on Oaklawn.

d. **Architectural Vernacular.** This plan does not attempt to prescribe the style or architectural vernacular of the building, that is, the exterior materials, window proportions or detailing. Only the height and relationship of buildings to the street are specified. It is not intended that a row house building *must* look like the one shown by Figure 4.11.*

Conceptual Illustration of Guidelines. Figure 4.11 below illustrates one example in which a row house building would be configured following the guidelines above. This two story design faces east, with stoops facing the street, parking

tucked under the building, a small embedded commercial space fronting the sidewalk on Valley View Road, and a public art entry monument at the corner that terminates three vistas.

Figure 4.11
Example of a Rowhouse Configured to Follow Site-Specific Guidelines
Presented for Community Review at Community Progress Update in November of 2014
High Resolution PDF available in *Project Archive* at EdinaMN.gov/WVV

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E. General Guidelines for the Entire Neighborhood Node

On-Site Parking and Site Access

- **Encourage Underground Parking.** Residents' parking should be located under the buildings to the extent allowed by market conditions.
- **Visually Buffer Surface Parking Lots.** Commercial parking should be behind or along-side the buildings and be visually buffered by plantings so as to encourage an active streetscape.
- **Display Consistent Signage:** Signage pylons, window display signs, and on-site directional signage should be consistent in terms of colors and materials. Signage should clearly mark site access and direction for automobile and bicycle access from streets.
- **Install Edge Treatments along Surface Parking Lots:** Edge treatments along the borders between private surface parking lots and the adjacent sidewalks should include a planting strip approximately two feet wide (or more) and permanent planting or fencing approximately three feet high. (Following City standards where applicable.)
- **Construct Organized Parking Lots:** Surface parking lots should be constructed to adhere to City of Edina standards regarding stall width and length and aisle width. Pedestrian-oriented lighting should be installed on islands within surface parking lots. Where applicable, clearly defined pedestrian paths should be marked so that pedestrians can safely walk between the parking lot and on-site buildings.

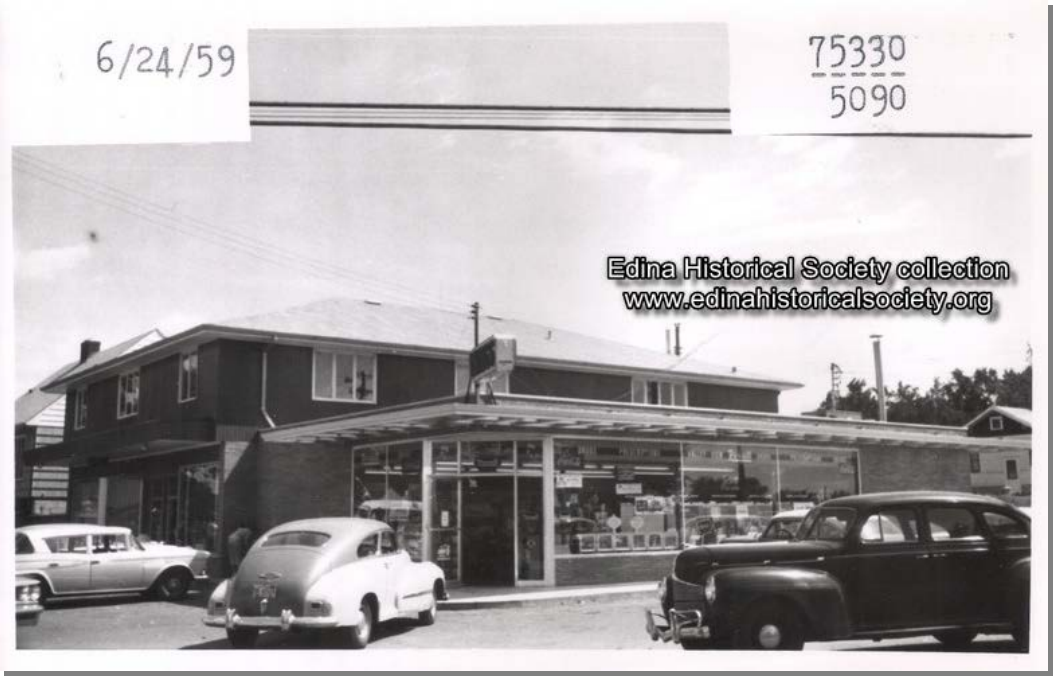
Other Improvements

As properties redevelop, the City may require investment in on-site or public facilities that complement new projects, such as:

- **Bicycle Parking.** Bicycle parking facilities located close to the front doors of businesses.
- **On-Site Lighting.** On-site pedestrian-oriented lighting.
- **Interpretive Monuments and Public Art.** Entry monuments, which can serve as gateways, should be installed at strategic locations within the Study Area. The monuments could be local or regional historical markers, memorials or public art installations. Strategic locations that might serve to mark progression through or arrival in the node include, but are not limited to, the corner of Wooddale Avenue and Valley View, the intersection of 62nd Street and Valley View Road, the intersection of 62nd Street Oaklawn Avenue and Valley View Road.

Heritage Preservation

Community members including residents, business owners, and property owners, felt that the Study Area's history should be further understood, celebrated, and if possible, incorporated as one of many organizing principles around which future development and public realm improvements should occur.



- **Individual Sites and Buildings.** While the Study Area is located in a city rich with history, it may be likely that no single site or structure within the boundaries of the Study Area would meet the typical criteria for local designation or for nomination to the National Register of Historic Places. Many of the buildings are just now reaching the age requirement, and a cursory survey by the Consultant Team found that few if any of the buildings may possess (or have retained) the architectural or historic characteristics typically required for local or national designation. To adequately verify this cursory finding, a more thorough investigation such as a Historic Resources Survey would be necessary.

4.4 Implementation Steps

Table 4B
Implementation Actions for Land Use and Community Design

Action	Leads	Anticipated Time Frame
Incorporate this Plan by Reference. The City will adopt the Wooddale at Valley View Small Area Plan into the Edina *Comprehensive Plan* by reference, giving it authority equal to the balance of the *Comprehensive Plan*.		Upon Adoption
For the area defined in this plan as Neighborhood Node, this plan overrides the following: • *2008 Edina Comprehensive Plan's* Figure 4.3, Future Land Use Plan along with Tables 4.2 and 4.3. • *2008 Edina Comprehensive Plan's* Figure 4.6A ; to amend the building height limitation for the Study Area consistent with the policies of this plan.	Community Development Department	
Policies and guidelines regarding the Study Area in the next update of the *Comprehensive Plan* will be adjusted to reflect this plan.		2018 *Comprehensive Plan* Update
Zoning Regulations and Map. The City will amend the Zoning Map to replace the two sites zoned Planned Commercial District-4 with the Planned Commercial District-1 designation.		2015/2016
• The PCD-4 district allows automobile service centers, car washes and gasoline stations. • The PCD-1 district allows certain retail or service businesses as Permitted Uses and multiple-family housing as Conditional Uses. **The City will use the policies and guidance of this plan as the conditions of review for proposed multiple-family housing.**	Community Development Department	
The City will amend the zoning ordinance regarding height maximums to be consistent with this plan.		2015/2016
Application Reviews. City staff and Officials will use this plan when reviewing applications for land development or zoning amendments in the Study Area.	Community Development Department; City Planning Commission and Council	Ongoing

Chapter 5
Transportation and Street Design

Current Conditions 5.1
Trends and Challenges 5.2
Goals and Policies 5.3
Implementation Steps 5.4

5.1 Current Conditions

Image from Bing Maps, 2015

Jurisdiction of Roadways
Wooddale Avenue, Valley View Road, and 62nd Street are under City of Edina jurisdiction and are designated as Municipal State Aid (MSA) streets. This designation is afforded to streets that link regional roads. Therefore, the Minnesota Department of Transportation (Mn/DOT) has an interest in their design, operation, and maintenance. Mn/DOT design standards must be followed when considering improvements to Wooddale Avenue, Valley View Road, and 62nd Street, and deviations must be approved before they can be implemented.

Functional Classification of Roadways
Wooddale Avenue, Valley View Road, and 62nd Street are functionally classified as collector streets. This is particularly important for Valley View Road, which operates as an east/west connector corridor. Its location within the City (south of 50th Street and north of Highway 62 and with linkages to Highway 100 and France Avenue) position it to carry through traffic, which does not have a trip end (origin or destination) in the Small Area Plan Study Area. At the same time, Valley View Road is lined with residences and neighborhood-oriented businesses, and some of its traffic is, therefore, local traffic.

Wooddale Avenue

As shown in the Figure 5.1, the typical condition of Wooddale Avenue north of Valley View Road is 31 feet-wide from face of curb-to-face of curb and is constructed within 66 feet of public right-of-way. It exists today as a two lane street between Fairfax Avenue and Garrison Lane. A five foot-wide sidewalk is located along the east side of Wooddale in the segment between Fairfax Avenue and Valley View Road. There is no sidewalk on the west side of Wooddale Avenue within this segment.

Bicycles are accommodated on Wooddale Avenue, north of Valley View Road, with sharrows (shared lane markings). Within each existing 14 foot-wide lane, the effective width of roadway for cyclists is approximately six feet wide in both directions.

Chevrons are painted in street to indicate a "sharrow" or a "share the road" condition.

Private properties are located outside the public right-of-way on both the west and east sides of Wooddale Avenue. The Edina Village Market is located on the west side of Wooddale Avenue, and the ValleyWood office building is on the east side. The right-of-way on the west side of Wooddale Avenue includes several curb cuts, with trees planted in grassy areas between driveways. On the east side, the surface parking lot for the ValleyWood office building actually encroaches into the public right-of-way by about twelve feet.

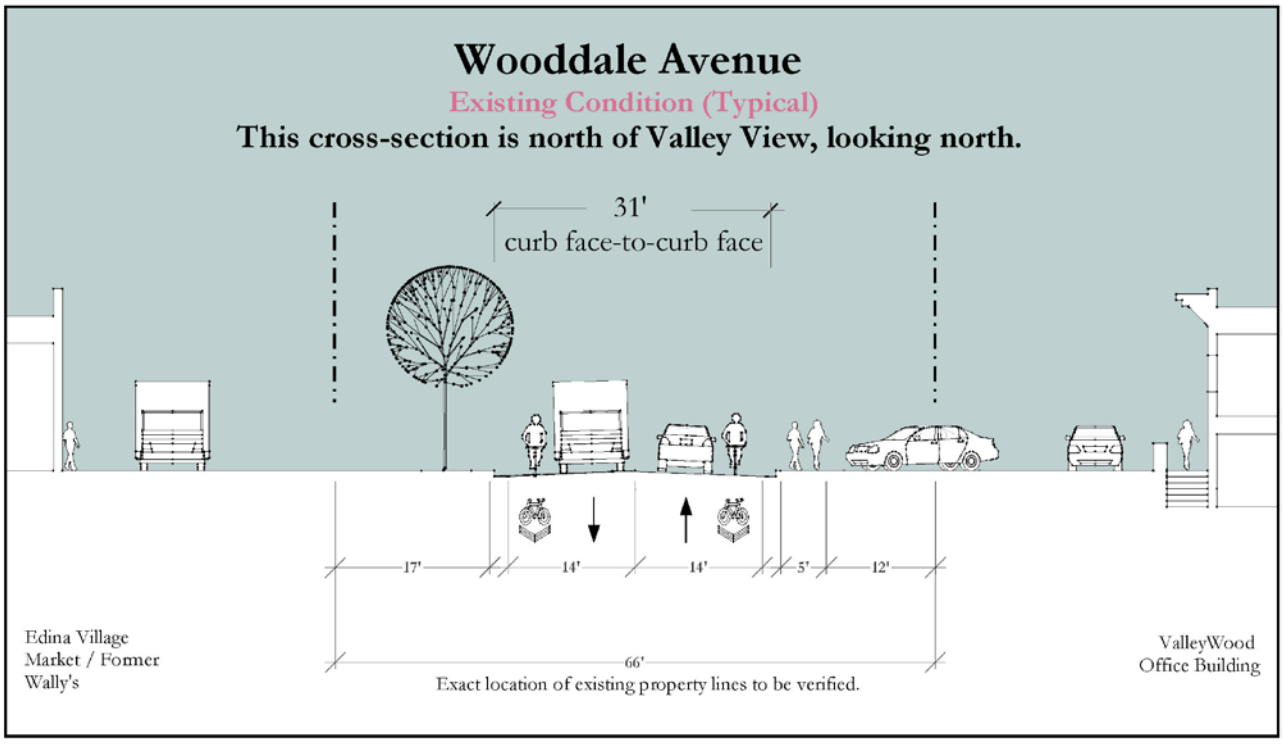


Figure 5.1
Wooddale Avenue Existing Conditions

Valley View Road, west of Wooddale Avenue, looking west.

Valley View Road

The overall right-of-way width of Valley View Road is 66 feet between property lines on the west side of Wooddale Avenue. Within the right-of-way are two travel lanes, each 17 feet wide, and one five foot-wide sidewalk on the south side of the street. There is no sidewalk on the north side of Valley View Road in this segment. Outside the right-of-way, west of Wooddale Avenue, is the Edina Village Market on the north side of Valley View Road and an apartment building on the south side of the street. As shown on the typical section, the Edina Village Market has been built on a rise that is about 12 feet higher than Valley View Road at the western property line of the Edina Village Market.

This segment of Valley View Road to the west of the intersection with Wooddale Avenue was studied because of its relationship to the Edina Village Market and, additionally, because it is a comparatively older roadway segment than Valley View Road east of the intersection.

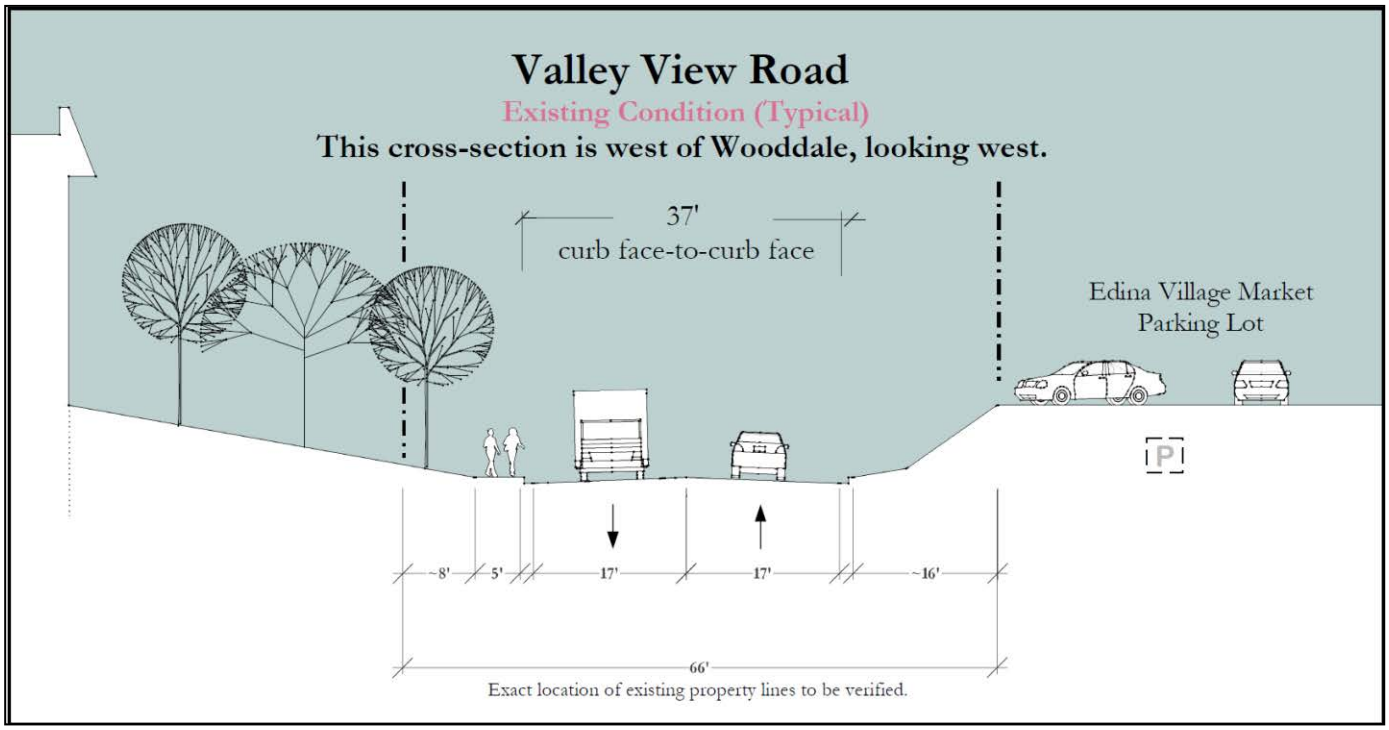


Figure 5.2
Valley View Road Existing Conditions

62nd Street

Sixty-second (62nd) Street is an east/west MSA street (and regional route) that links two other regional routes, Valley View Road and France Avenue. It also provides direct access to residences.

The configuration of its intersection with Oaklawn Avenue and Valley View Road is not desirable because:

- **Inadequate Spacing of Intersections.** The intersection of Oaklawn Avenue and 62nd Street is only 50 feet from the intersection of 62nd Street and Valley View Road.
- **Storage Distance.** The storage (stacking) distance for southbound vehicles on 62nd Street approaching Valley View Road is less than 20 feet long.
- **Approach.** The curvilinear alignment of 62nd Street, as it approaches Oaklawn Avenue from the east, encourages drivers to enter the curve at higher than desirable speeds.
- **Lack of Traffic Control Device.** There is no traffic control device to regulate the flow (or speed) of westbound traffic on 62nd Street as it approaches Oaklawn Avenue from the east.

Intersection Oaklawn, 62nd Street, and Valley View Road.

5.2 Trends and Challenges

Traffic Control and Safety

Regional and Sub-Regional (or Through) Traffic versus Local Traffic. The majority of traffic on Study Area streets is likely regional and sub-regional traffic that passes through the area. This traffic is defined as having a trip origin and trip destination outside the Study Area. Today, the design of streets and intersections is more oriented toward serving regional traffic than local traffic, even though a significant percentage of traffic in the Study Area is local traffic with one or more trip end in the Study Area.

Daily Traffic Volumes. Traffic within the Study Area is forecast to grow. Daily traffic actually decreased between 1999 and 2005 but increased between 2005 and 2013. The percentage of growth in daily traffic has historically been higher on Valley View Road compared to Wooddale Avenue. This trend is expected to continue in the future where daily traffic on Wooddale Avenue is forecast to increase from 3,200 (in 2013) to 3,500 (in 2030), a nine percent increase. During this same period, daily traffic on Valley View Road, east of Wooddale Avenue, is forecast to increase from 7,900 (in 2013) to 11,000 (in 2030), a 39 percent increase.

Table 5A: Historical and Forecast Daily Traffic Volumes

Year	Two-Way Daily Traffic Volume		
	On Wooddale, North of Valley View	On Valley View, West of Wooddale	On Valley View, East of Wooddale
1999*	4100	6400	9400
2005*	3050	5000	7900
2013*	3200	5900	7900
2030**	3500	Not Provided	11000

* Mn/DOT MSA Street Series Mapping
** City of 2008 *Edina Comprehensive Plan*

The Roadway Design Challenge. A roadway system that accommodates all users is what is desired in the Study Area. The challenge is to coordinate any design improvements for Wooddale Avenue, Valley View Road, and 62nd Street to ensure that all modes of transportation are integrated. As learned during the planning process, the City and its residents are interested in seeing the Study Area become more friendly to pedestrians, cyclists, and transit riders.

Parking

Parking Supply Currently Exceeds Demand. The supply of parking at the two commercial/retail centers in the Study Area (Edina Village Market on the northwest corner of the Wooddale Valley View intersection and ValleyWood Center on the northeast corner) currently outstrips parking demand most of the time. This situation could change in the future as redevelopment and development occur and parking generation associated with new uses increases.

Parking Takes Up Space. Each parking stall requires a minimum of 162 square feet, and, with the addition of 24 foot-wide drive aisles, an average of 350 square feet is required for each parked car.

Parking is Expensive. The cost of constructing a single parking stall in a surface lot is between $6,000 and $7,000 in 2015. Parking structures and parking garages, with additional costs for supporting structures and excavation, can be four times to seven times more expensive than surface lots. As is obvious, the provision of on-site parking can impact project development economics and bears on the amount of usable space that can ultimately be constructed.

The Parking Challenge. Parking supply and configuration can impact development potential. Of concern would be development and redevelopment economics. There is a balance that should be considered during the development review and approval process where the size of a development is weighed against the supply of parking that is required.

Site Access

Excessive Driveways. The Study Area for the Wooddale Valley View Small Area Plan has 16 access driveways in the immediate vicinity of the key intersection. Numerous access driveways can make it more convenient for cars to enter and exit private properties. At the same time, each driveway introduces a conflict point along the roadway network, and it is at conflict points where crashes occur. Pedestrian and bicycle circulation is impeded by driveways where cars can enter and leave a site.

The Accessibility Challenge. As redevelopment and development occur over time, the proper number of driveways should be required. The number of driveways can be reduced through strategies where adjacent property owners share a driveway.

Walking, Biking and Access to Transit

The Study Area lacks a consistent provision of facilities that would encourage and support safe and convenient reliance on alternative travel modes. Lacking are sidewalks for walking, dedicated bikeways for biking, and comfortable and properly located transit shelters for riding the bus.

Lack of Sidewalks. Sidewalks are not provided within the Study Area on:

- the west side of Wooddale Avenue, north of Valley View Road,
- neither the west nor east side of Wooddale Avenue, south of Valley View Road,
- the north side of Valley View Road, west of Wooddale Avenue.

Lack of Marked Crosswalks. There are only two marked pedestrian crosswalks (instead of four) at the intersection of Wooddale Avenue and Valley View Road.

Lack of Pedestrian-Oriented Street Lighting. Pedestrian-oriented street lighting is provided along Valley View Road east of Wooddale Avenue. Consistent lighting provided throughout the entire Study Area could greatly increase the sense of safety and walkability after sunset.

Lack of Dedicated Bikeways. Dedicated bikeways are needed on Valley View Road, west of Wooddale Avenue.

Lack of Tree-Planted Boulevards. Boulevards with a consistent canopy of planted trees between sidewalks and the streets enhance walkability by providing:

- protection from the elements,
- buffering etween pedestrian and vehicles,
- beauty.

Lack of Comfortable Transit Facilities. Existing transit facilities are bus stops (without shelters) that are too close to the street and without pedestrian pathways for access to/from them. Providing improved, comfortable and climate-protected transit shelters, that are positioned in safe locations, will encourage more people to use transit.

The Alternative Mode Challenge. The challenge is to fit sidewalks, marked crosswalks, pedestrian-oriented lighting, dedicated bikeways, planted boulevards, and improved transit facilities into the existing public right-of-way and/or to ensure that as redevelopment and development occurs these facilities are included in approved design plans. A related challenge is to ensure that facilities that encourage and support alternative travel modes are located so as to make travel to/from key destinations in the Study Area safe and convenient. A final challenge is to determine the timing for implementation of improvements.

5.3 Goals and Policies

Transportation goals and policies for the Wooddale/Valley View Small Area Plan are consistent with transportation objectives identified in the City of Edina Comprehensive Plan and the intent of the City's Living Streets Policy, which is awaiting adoption as of February 24, 2015. They also address specific issues raised in the community

Consistency with Comprehensive Plan. As stated in the Comprehensive Plan, "There is a fundamental link between transportation planning and land use planning. Successful land use planning cannot take place without taking transportation considerations into account. Conversely, transportation planning is driven by the need to support existing and future land uses which the community supports and/or anticipates." Transportation goals developed for the Small Area Plan recognize this fundamental linkage and are aimed at ensuring safe and convenient travel through and within the Study Area.

Consistency with Living Streets Principles. According to the Edina Living Streets Policy, streets in Edina should "balance the needs of motorists, bicyclists, pedestrians and transit riders in ways that promote safety and convenience, enhance community identity, create economic vitality, improve environmental sustainability, and provide meaningful opportunities for active living and better health."

The Living Streets Policy envisions Edina as a place where:

- Transportation utilizing all modes is equally safe and accessible;
- Residents and families regularly choose to walk or bike;
- Streets enhance neighborhood character and community identity;
- Streets are safe, inviting places that encourage human interaction and physical activity;
- Public policy strives to promote sustainability through balanced infrastructure investments;
- Environmental stewardship and reduced energy consumption are pursued in public and private sectors alike; and
- Streets support vibrant commerce and add to the value of adjacent land uses.

Goals for Transportation and Street Design

1. **Automobile Traffic.** Ensure safe and convenient travel for traffic passing through and within the Study Area by:
   - Reducing lane widths
   - Implementing intersection improvements at problem locations
   - Limiting the number of driveways providing access between the roadway system and private property
   - Vigorously enforcing traffic laws and regulations
2. **Parking.** Ensure adequate parking supplies that:
   - Are located on-site in accordance with specific land uses
   - Meet multi-modal parking needs
   - Are safe and secure
3. **Walking, Biking and Transit.** Design public rights-of-way to facilitate and encourage safe and convenient multi-modal travel by providing:
   - Sidewalks, boulevards, marked crosswalks, and pedestrian-oriented street lighting within the Study Area
   - Dedicated bikeways within the Study Area
   - Connectivity for pedestrians and cyclists to surrounding neighborhoods and destinations
   - Transit stops

Policies for Transportation and Street Design

1. The City will coordinate with Mn/DOT on traffic improvements to Municipal State Aid (MSA) Streets. Recognizing that Valley View Road and 62nd Street are MSA streets, the City will coordinate with Mn/DOT on the design and implementation of public improvements within the rights-of-way of these two streets. Improvements should include:

- **Travel Lane Width and Bikeways on Valley View Road.** Study the feasibility of reducing the width of travel lanes on Valley View Road, west of Wooddale Avenue, to 11 feet, as shown on Figure 5.3. (As shown on Figure 5.2, existing lane widths on Valley View Road are 17 feet in each direction.) By reducing the width of lanes on Valley View Road, traffic will be forced to drive a comparatively slower speeds and more cautiously than it does with wider lanes. The reduction in lane widths will also allow the introduction of dedicated bike lanes or sharrow markings on Valley View Road.

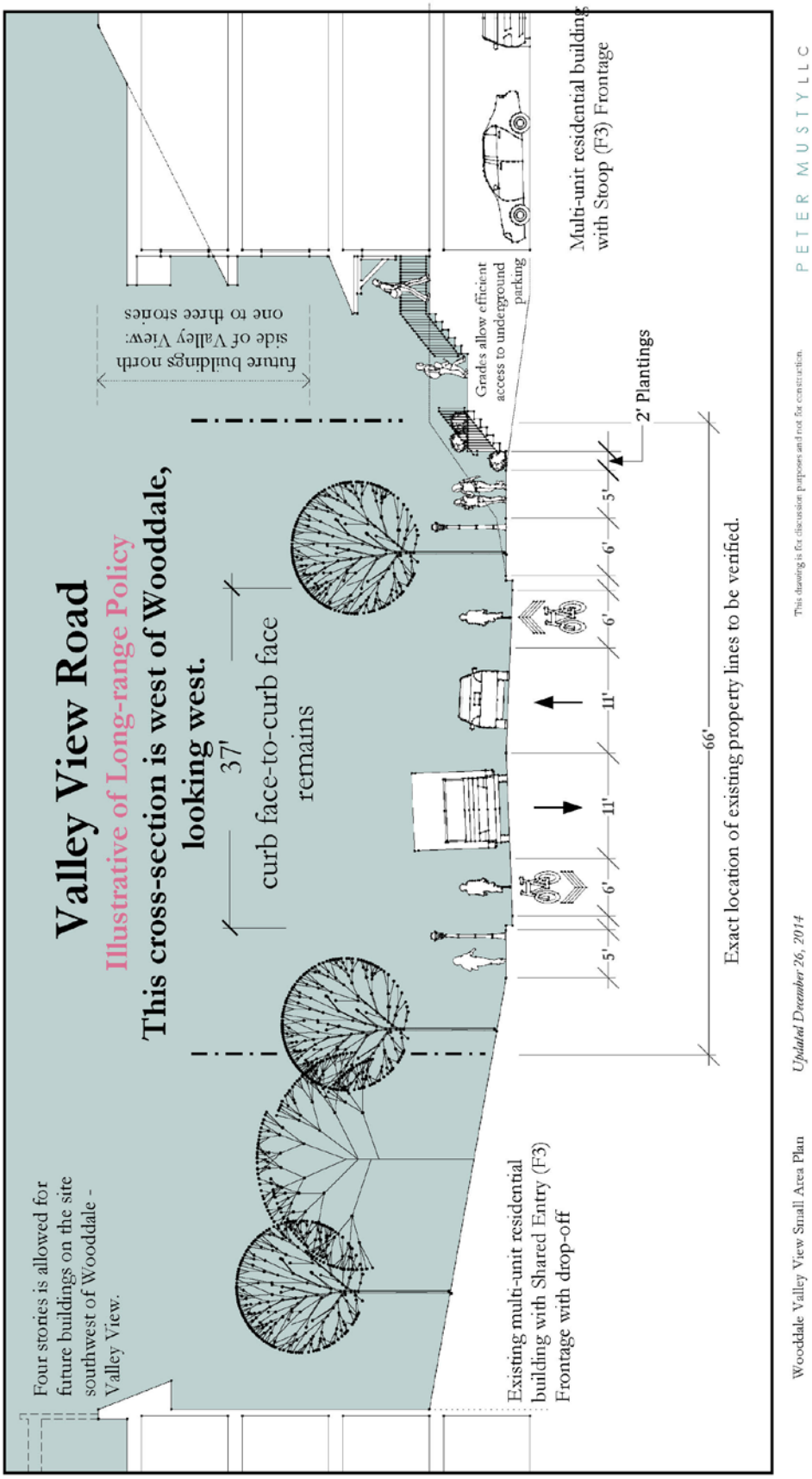


Figure 5.3
Valley View Road Illustrative of Long-Range Policy

- **Intersection Improvements at 62nd, Oaklawn and Valley View.** Study the feasibility of improving the intersection of 62nd Street, Oaklawn Avenue and Valley View Road to reduce conflicts between northbound left-turning vehicles and westbound south-turning vehicles. An example of how this intersection might be improved is shown in Figure 5.4, which illustrates the elimination of a direct connection between Oaklawn Avenue and Valley View Road. It also shows a remnant parcel that would be created and an existing pedestrian linkage that would be maintained.

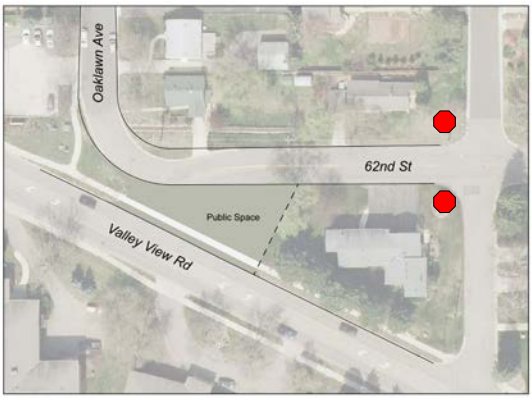


Figure 5.4: Alternative #3 of 3; Oaklawn, 62nd and Valley View Intersection Study. This alternative shows the elimination of a direct connection from Oaklawn Avenue to Valley View Road. *Full study found in the Project Archive at EdinaMN.gov/WVV.*

2. The City will work to improve safety throughout the Study Area.

- **Reduction of Driveways:** Where feasible, as future development occurs, encourage the sharing of driveways across property lines and ensure that future developments are only allowed the minimum number of driveways necessary to provide convenient and safe ingress and egress.
- **Enforcement:** Increase enforcement of existing traffic safety laws (e.g., speed, tailgating, coming to a complete stop at Stop signs, yielding to pedestrians, etc.) to improve safety.

3. The City will work to ensure appropriate configuration, size and location of parking supplies. Current parking supplies at the Edina Village Market and the ValleyWood Center typically exceed current parking demand. Recognizing that this may change in the future as development occurs, the following parking-related policies should be adopted.

- **Commercial Parking:** Commercial parking should be behind or along-side the buildings and be visually buffered by plantings so as to encourage an active streetscape.
- **Residential Parking:** Residential parking should be located under the buildings to the extent allowed by market conditions.
- **Flexible Parking Ratios:** Parking ratios that reflect residents' increasing use of transit service should be applied to new residential developments.
- **Pedestrian and Bike Amenities.** All parking lots should include clearly identified pedestrian pathways between the parking lot and building entrances. Parking lots should also include parking facilities for bikes that are located near entrances in order to give cyclists a competitive advantage over drivers.

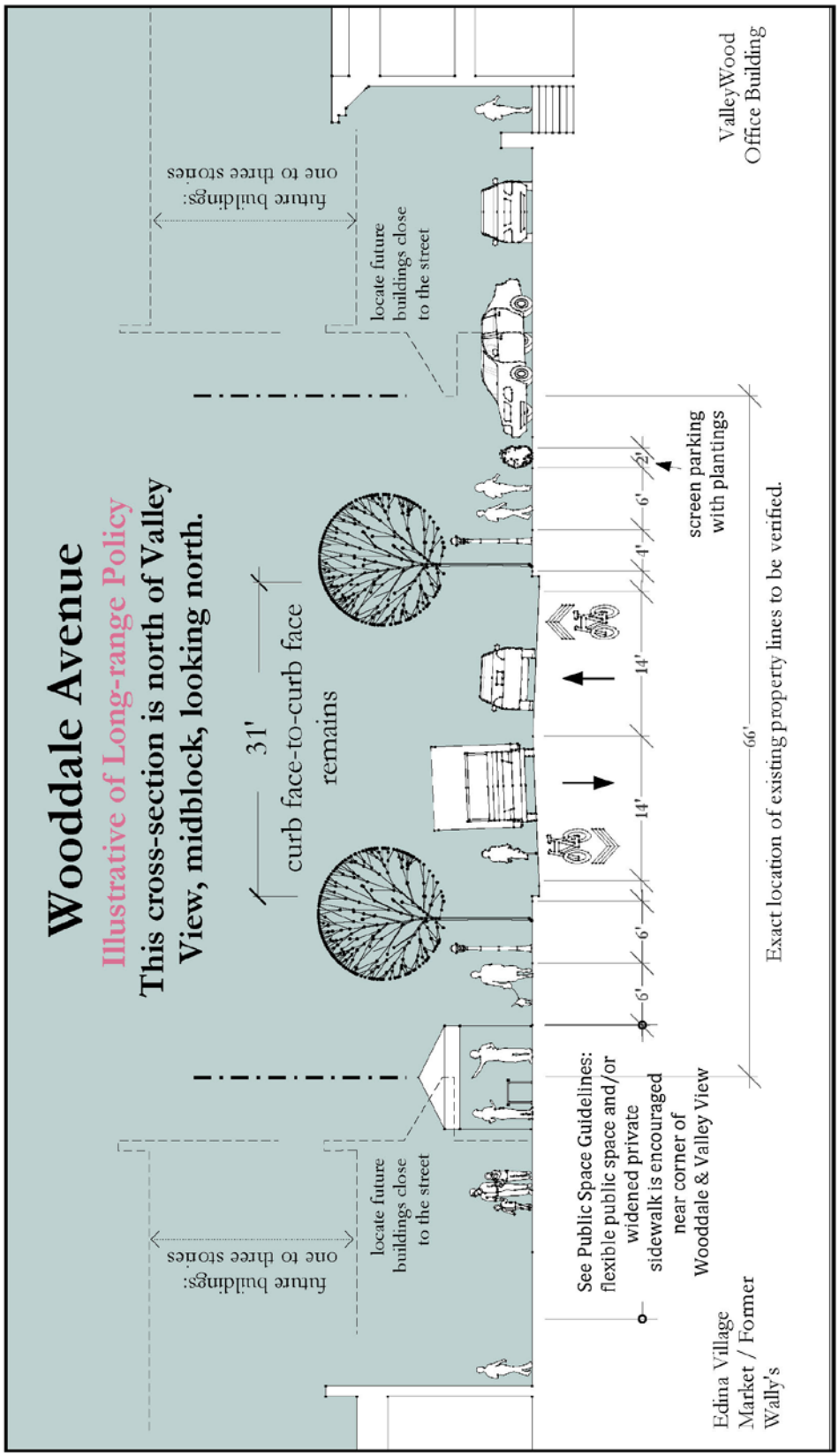


Figure 5.5
Wooddale Avenue Illustrative of Long-Range Policy

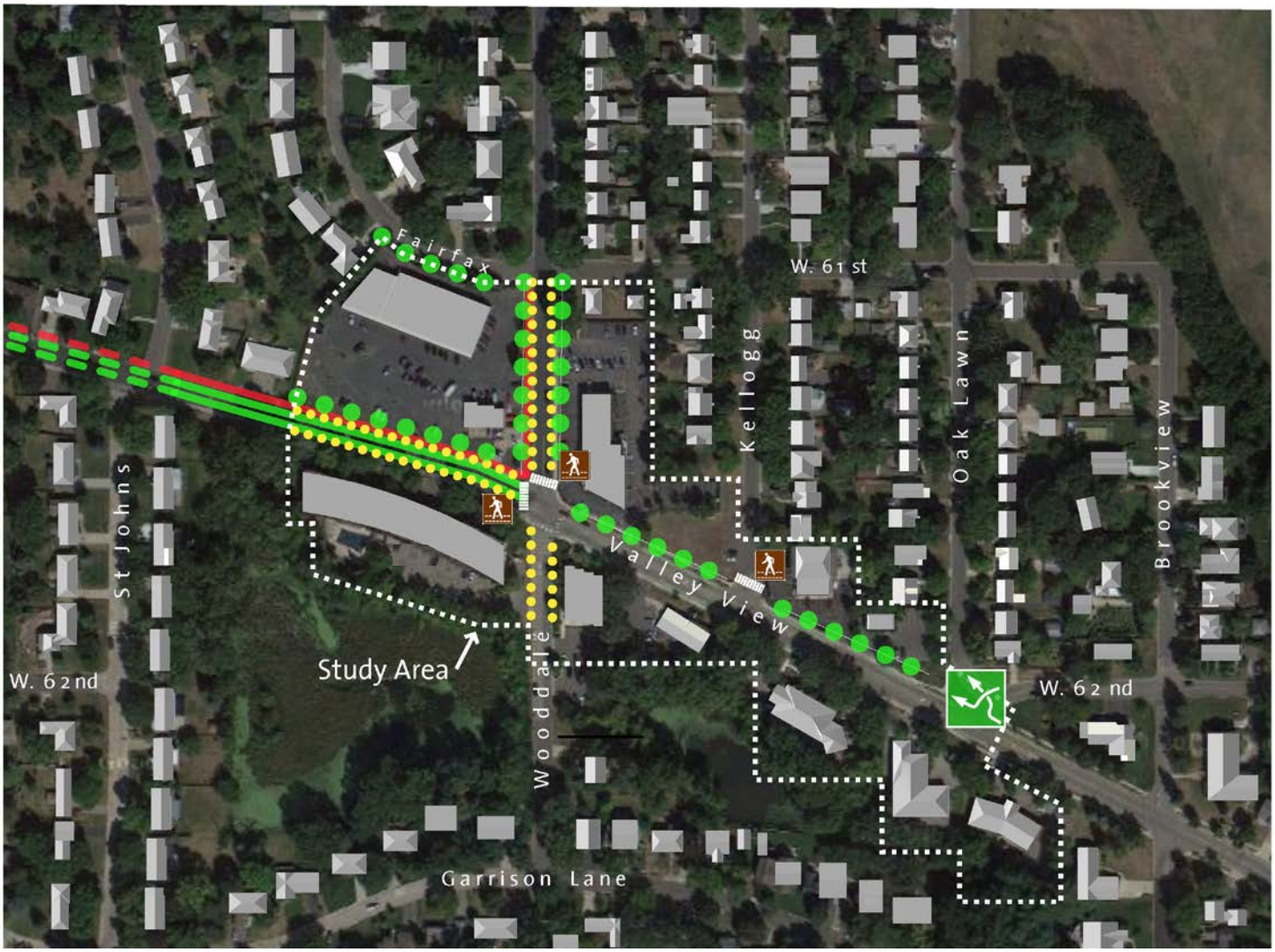
4. The City will work to ensure adequate facilities for walking, biking and transit use. Providing facilities for pedestrians, transit riders and cyclists that offer sufficient levels of comfort, convenience and safety will make it easier and more practical for alternative travel modes to be used. Where necessary, the City will need to coordinate with Mn/DOT or other agencies such as Metro Transit to implement the following improvements. In some cases the City and property owners will be able to act alone.

The public improvements described below are illustrated in Figures 5.3 and 5.5, which are both illustrative cross-sections of Wooddale Avenue (north of Valley View Road) and Valley View Road (west of Wooddale Avenue). These section should to be compared Figures 5.1 and 5.2, which show existing conditions in the same locations. Figure 5.6 - *Public Realm Improvements* shows the location of the following improvements in the Study Area:

- **Crosswalks.** Complete the crosswalks at the intersection of Wooddale Avenue and Valley View Road, connecting all four corners.
- **Sidewalks along Wooddale Avenue.** Construct a new sidewalk and tree-planted boulevard on the west side of Wooddale Avenue between Fairfax Avenue and Valley View Road. Construct a sidewalk on either the west or east side of Wooddale Avenue (or both sides), south of Valley View Road, consistent with the installation of pedestrian-scaled street lighting.
- **Install Pedestrian-Scaled Street Lighting.** Pedestrian-oriented street lighting has been installed along Valley View Road, east of Wooddale Avenue. Install new pedestrian-scaled street lighting within the Study Area consistently throughout the entire node. Extend lighting to a point on Wooddale 150 feet south of Valley View Road (approximately one-half block).
- **Construct a Sidewalk along Valley View Road.** Construct a new sidewalk and boulevard on the north side of Valley View Road between Wooddale Avenue and St. Johns Avenue and further west as appropriate.
- **Provide Bus Shelters.** Coordinate with Metro Transit and adjacent property owners to provide bus shelters that will protect transit riders from inclement weather at the locations with the Study Area where passengers board and alight Routes 6B, 6U, and 587.
- **Construct Boulevards.** Boulevards should be developed along the east and west sides of Wooddale Avenue between the sidewalks and the curbs.
- **Plant Boulevards.** Boulevards within the Study Area should be planted with a variety of trees that grow to a height of less than 30 feet.
- **Bicycle Lanes:** Construct a pair of bicycle lanes on Valley View Road between Wooddale Avenue and St. Johns Avenue and further west as appropriate.

5. The City will employ Living Streets principles and other established best practices in all improvements. The Small Area Plan process, and this Small Area Plan document does not set specific performance standards for public realm improvements. Upon any improvement, a formal design process will be necessary that ensures the use of best practices in regards to established practice in the community such as:

- Community aesthetic or thematic preferences;
- Sustainable materials;
- Energy conservation and carbon reduction goals;
- District stormwater management;
- City of Edina's Living Streets principles and policies;
- Safe Routes to School (SRTS) principles and policies.



New or Improved Sidewalks

New or Improved Tree Planted Boulevards

New Bike Lanes

New Pedestrian-Scale Lighting

New Cross-walks

Intersection Improvement(s)

Figure 5.6
Public Realm Improvements

5.4 Implementation Steps

Table 5B - Implementation Steps for Transportation and Street Design

Action	Leads	Time Frame
Install and maintain crosswalks	Engineering Department	2015
Provide bus shelters	Community Development Department, Metro Transit, property owners	2016
Study addition of bicycle lanes on Valley View Road	Engineering Department	City to consider with future CIP planning as budgets and priorities allow
Study addition of sidewalk on north side of Valley View Road	Engineering Department	
Study addition of sidewalk on west side of Wooddale Avenue	Engineering Department	
Study installation of street lighting on Valley View Road and Wooddale Avenue	Engineering Department	
Study construction of boulevards	Engineering Department	
Investigate travel lane width reductions on Valley View Road	Engineering Department	
Study intersection improvements at Valley View/62nd/Oaklawn intersection. Implement related Valley View Road improvements within period specified in CIP.	Engineering Department	2018
Consolidate or otherwise reduce number of driveways	Community Development and Engineering	As redevelopment occurs
Implement policy regarding commercial parking	Community Development Department	When *Comprehensive Plan* is updated
Implement policy regarding residential parking	Community Development Department	When *Comprehensive Plan* is updated
Develop policy on flexible parking ratios	Community Development	When *Comprehensive Plan* is updated
Update City of Edina Sidewalk Plan	Community Development and Engineering	When *Comprehensive Plan* is updated
Increase enforcement within the Study Area	Police Department	Ongoing