City of Edina

PARK, RECREATION AND TRAILS

COMMUNITY NEEDS ASSESSMENT

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COMMUNITY NEEDS ASSESSMENT

PURPOSE

Needs can be defined as the gap between what is and what should be. The community needs assessment helps to gain a deeper understanding of the community. Each community has its own needs and assets, as well as its own culture and social structure. Understanding the needs of the community becomes an invaluable asset in planning for future of the Edina Parks and Recreation System. Understanding the community's needs can help to drive decisions about priorities for program or system improvements and help to eliminate surprises down the road.

The following document provides a process for understanding Edina's current park system; what the residents of Edina wish the park system could be; and the areas where there are discrepancies between the two. Capturing an accurate picture of Edina's population and components that make up the park system are a critical step. Additionally, understanding how the public views the strengths and weaknesses of the current park system and the opportunities for improvement are important in identifying unmet needs.

This document identifies the unmet needs of park users and opportunities for improvement by analyzing:

- **People** - Current and potential park users
- **Places** - Assessment of current parks and systems
- **Comparisons** - How does Edina compare to other top ranked park systems

DATA COLLECTION AND PROCESS

The foundation of the Strategic Plan was the compilation of a number of different public input sessions, stakeholder input, staff and City official insight, and consultant experience and expertise. It was important to engage community members who enjoy participating in the planning process as well as encourage participation among those members that typically do not contribute. The consultant team conducted a series of 14 focus groups with key stakeholders of the Department. Focus groups took place in December of 2014, and solicited valuable input from more than 100 individuals. Participants included residents, community leaders, business owners, recreation providers, athletic associations, civic groups, neighborhood associations, environmental organizations, departmental staff, maintenance staff, City Council, the Executive Leadership Team, and the Park Board. The information received from these community input processes was applied to the overall planning process and was combined with the expertise of the consultant team, benchmarking data, standards from the National Recreation and Parks Association and best practices from other communities. This is critical when accurately articulating the true unmet needs, addressing key issues, providing recommendations for change, and strategizing to move the Department forward for optimum results.

The Community Values Model ™ was modified to provide the foundations of the Edina Parks Recreation and Trails Strategic Plan. The Community Values Model ™ is an innovative process to utilize comprehensive public input and insight in a meaningful way. Input, guidance, and values from key community leaders, stakeholders, and the general public were used to create overall guiding principles and values of the community related to the delivery of parks, recreation facilities, and program services. The model is then used as the basis for developing or reaffirming the vision, mission, and goals for the strategic plan. The strategic objectives address unique areas of parks and recreation planning that guide the plan.

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COMMUNITY PROFILE

DEMOGRAPHIC ANALYSIS
EDINA SIMILAR PROVIDER ANALYSIS

DEMOGRAPHIC ANALYSIS

Successful park and recreation master plans are built around the unique qualities of a community. Therefore, a demographic analysis is foundational to creating a plan that reflects the population today and that considers the changes that the community is undergoing. Population, age, race, and income are analyzed and projected 15 years into the future. Although Edina is growing in size rather slowly, it is aging at a notable pace – with nearly half of the population projected to be 55 or older by the year 2029. Income characteristics reflect levels above state and national rates, suggesting cost is less of a barrier to participation than in other communities. Overall, findings from this analysis inform the plan's strategic recommendations to help keep the Edina Parks and Recreation Department relevant to the population of today and of tomorrow.

Figure 3.1

Figure 3.2

DEMOGRAPHIC OVERVIEW

The total population of City of Edina recently underwent minimal growth of approximately 1.4% from 47,941 in 2010 to 48,626 in 2014. The current estimated population is projected to continue to grow to 50,504 in 2019, and reach 53,255 by 2029.

The current estimate for 2014 depicts the service area as family-oriented, as approximately 62% of total households are represented as families.

According to U.S. Census reports, the total number of households in the target area has grown by approximately 1.7%, from 20,672 in 2010 to 21,015 in 2014. The city's total households are expected to increase to 23,118 households by 2029.

City of Edina's median household income ($88,201) and per capita income ($54,649) are well above the state and national averages.

Based on the 2010 Census, the population of the target area is much older (45.1 years) than the median age of the U.S. (37.2 years). Projections show that by 2029 the City of Edina will experience an aging trend, as the 55+ age group increases to represent nearly 45% of the total population.

The estimated 2014 population of Edina is predominantly White Alone (86.7%), with Asians (6.96%) representing the largest minority. Future projections show that by 2029 the overall composition of the population will slowly become more diverse. Forecasts of the target area through 2029 expect a slight decrease in the White Alone category (81.54%), with small increases in the Asian (9.89%) and Black Alone (4.46%) minorities.

Figure 3.3 - City of Edina Service Area Boundaries

METHODOLOGY

Demographic data used for the analysis was obtained from U.S. Census Bureau and from Environmental Systems Research Institute, Inc. (ESRI), the largest research and development organization dedicated to Geographical Information Systems (GIS) and specializing in population projections and market trends. All data was acquired in August 2014 and reflects actual numbers as reported in the 2010 Census and estimates for 2014 and 2019 as obtained by ESRI. Straight line linear regression was utilized for projected 2024 and 2029 demographics. The City of Edina geographic boundary was utilized as the demographic analysis boundary shown in Figure 3.3.

RACE AND ETHNICITY DEFINITIONS

The minimum categories for data on race and ethnicity for Federal statistics, program administrative reporting, and civil rights compliance reporting are defined as below. The Census 2010 data on race are not directly comparable with data from the 2000 Census and earlier censuses; caution must be used when interpreting changes in the racial composition of the US population over time. The latest (Census 2010) definitions and nomenclature are used within this analysis.

- American Indian – This includes a person having origins in any of the original peoples of North and South America (including Central America), and who maintains tribal affiliation or community attachment
- Asian – This includes a person having origins in any of the original peoples of the Far East, Southeast Asia, or the Indian subcontinent including, for example, Cambodia, China, India, Japan, Korea, Malaysia, Pakistan, the Philippine Islands, Thailand, and Vietnam
- Black – This includes a person having origins in any of the black racial groups of Africa
- Native Hawaiian or Other Pacific Islander – This includes a person having origins in any of the original peoples of Hawaii, Guam, Samoa, or other Pacific Islands
- White – This includes a person having origins in any of the original peoples of Europe, the Middle East, or North Africa
- Hispanic or Latino – This is an ethnic distinction, a subset of a race as defined by the Federal Government; this includes a person of Cuban, Mexican, Puerto Rican, South or Central American, or other Spanish culture or origin, regardless of race

CITY OF EDINA POPULACE

POPULATION

City of Edina has observed minimal growth in recent years. From 2010 to 2014, the target area's total population experienced a slight increase of 1.4% or an annual rate of 0.35%. This is approximately half of the national population growth average, which is around 0.7% annually. Projecting ahead, the city's population is expected to continue to slowly grow over the next 15 years. Based on predictions through 2029, the target area is expected to have approximately 53,255 residents living within 23,118 households. See Figure 3.4.

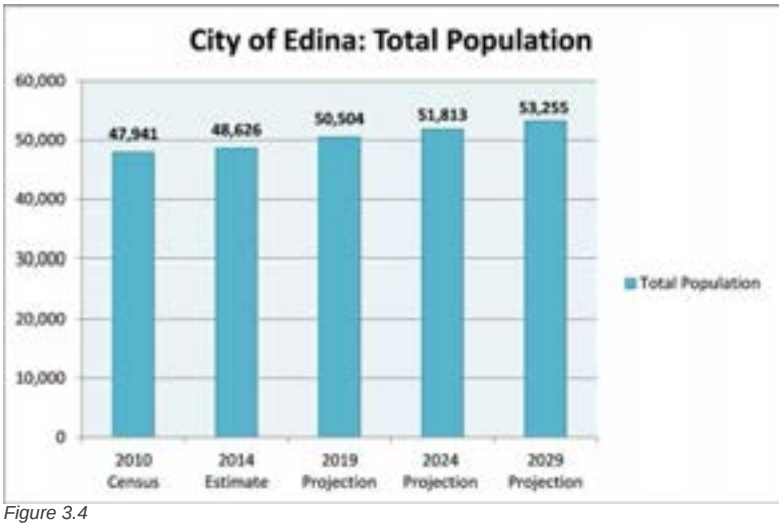


Figure 3.4

POPULATION GROWTH HEAT MAP

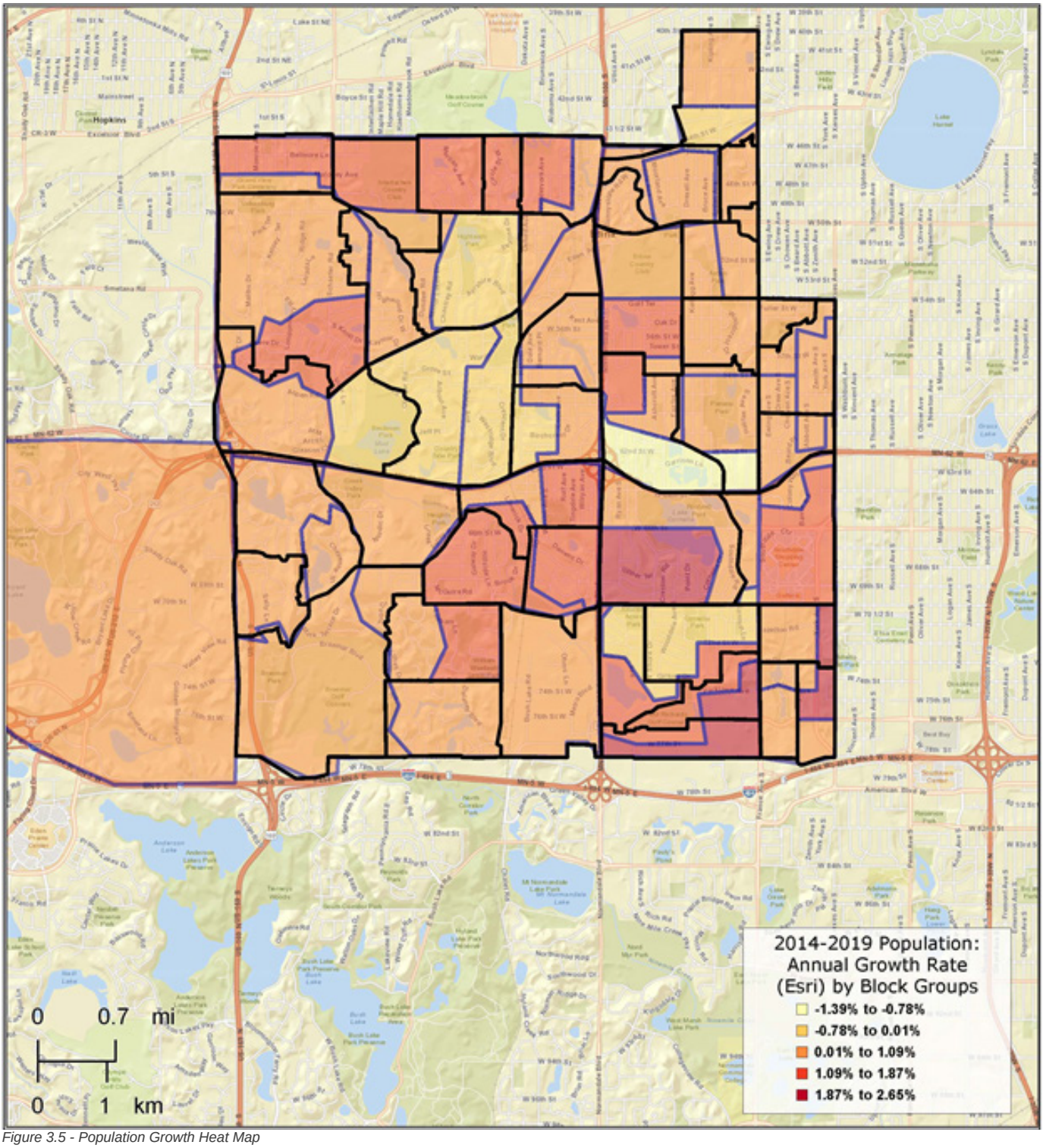


Figure 3.5 - Population Growth Heat Map

AGE SEGMENT

When evaluating the distribution by age, the City of Edina is skewed toward the middle-aged and senior populations. In 2014, the highest segment by population was the 55+ age group representing 36.9%, and the lowest was the 18-34 segment which constitutes 14.7% of the population.

Over time, the overall composition of the population of the City continue on an aging trend. Future projections through 2029 show that the 55+ group will grow most rapidly, with some minimal growth from the 18-34 segment. The 55+ segment is expected to represent approximately 44.3% of the population by 2029. The senior population will be the single largest age segment by a large margin, with each of the remaining segments accounting for 15%-20% of the populace. This is consistent with general national trends where the 55+ age group has been growing as a result of increased life expectancies and the baby boomer population entering that age group. See Figure 3.6

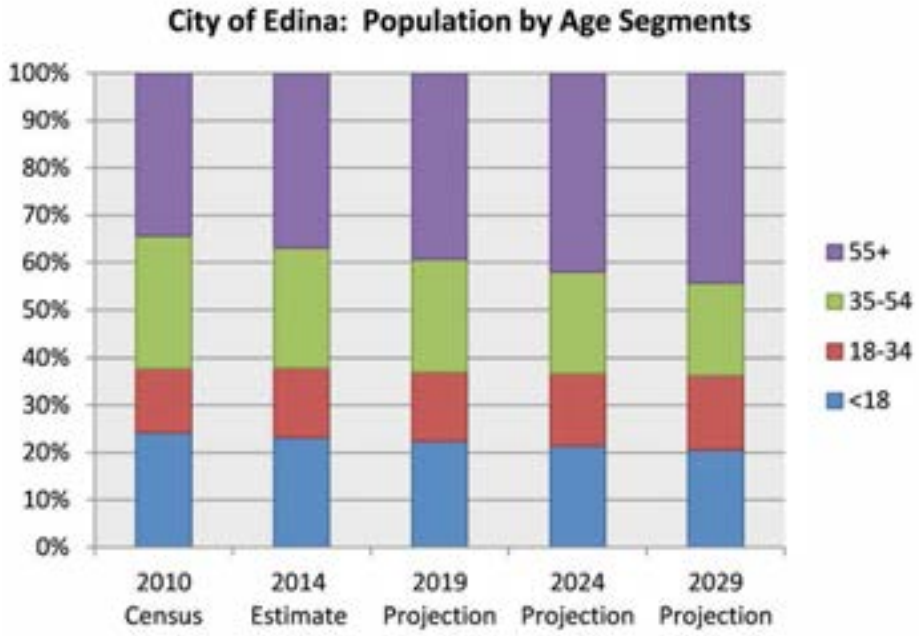


Figure 3.6

MEDIAN AGE BY NEIGHBORHOOD

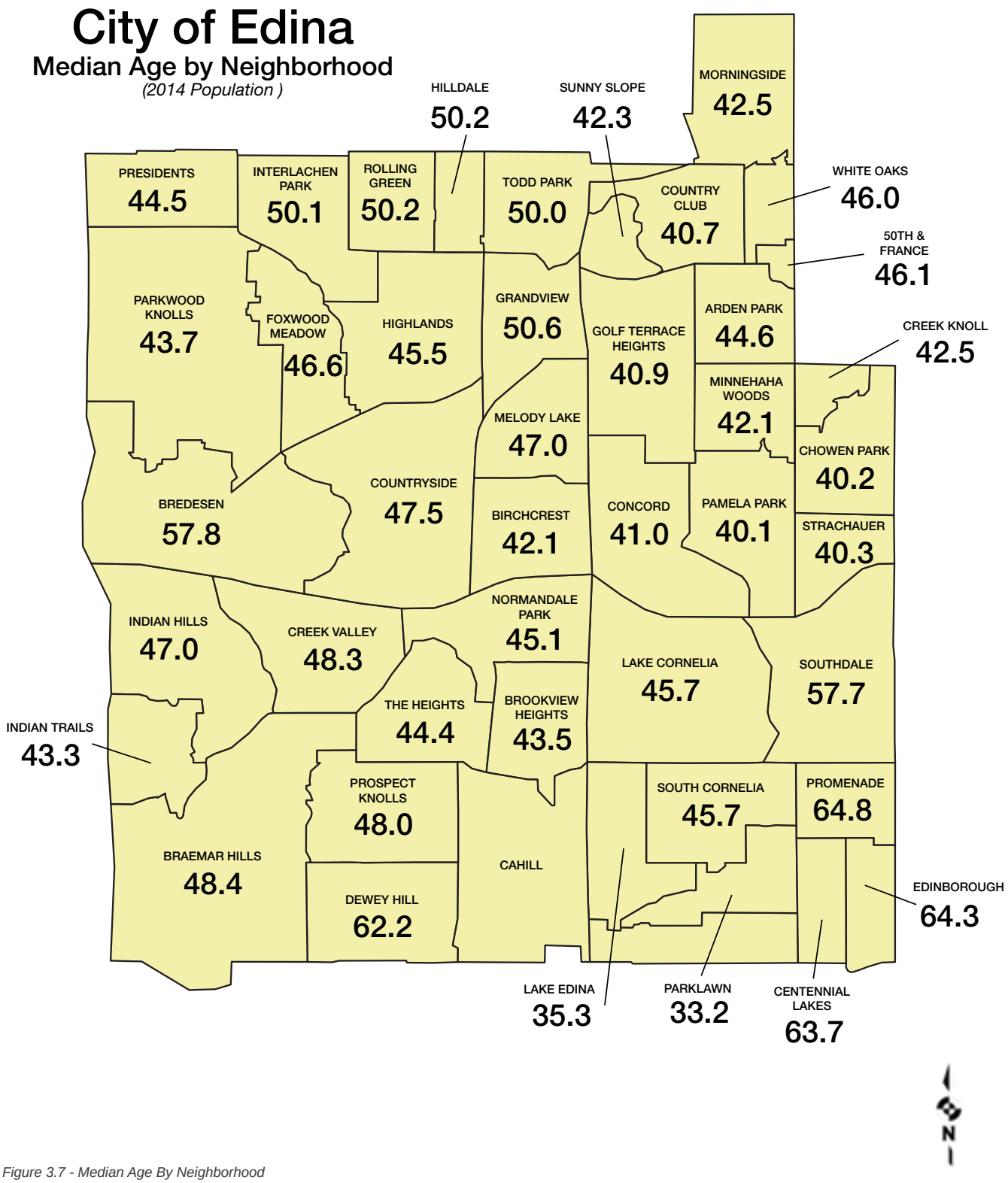


Figure 3.7 - Median Age By Neighborhood

POPULATION BY NEIGHBORHOOD

It has been observed that the population of Edina as a whole is aging, and in breaking down the populations by neighborhood we can begin to see more specific demographic trends.

The Median age by neighborhood (Figure 3.7 & 3.8) show the average ages in each neighborhood. The youngest neighborhood median is age 33.2 in the Parklawn neighborhood. The oldest neighborhood median age is 64.8 in the Promenade Neighborhood. It is observed that the southeast neighborhoods contain many of the oldest and youngest neighborhoods (by median age).

NEIGHBORHOOD	2014 MEDIAN AGE
Promenade	64.8
Edinborough	64.3
Centennial Lakes	63.7
Dewey Hill	62.2
Bredesen Park	57.8
Southdale	57.7
Grandview	50.6
Hilldale	50.2
Rolling Green	50.2
Interlachen Park	50.1
Todd Park	50.0
Braemar Hills	48.4
Creek Valley	48.3
Prospect Knolls	48.0
Countryside	47.5
Indian Hills	47.0
Melody Lake	47.0
Fox Meadow	46.6
Indian Trails	46.3
50th and France	46.1
White Oaks	46.0
Lake Cornelia	45.7
South Cornelia	45.7
Highlands	45.5
Normandale Park	45.1
Arden Park	44.6
Presidents	44.5
The Heights	44.4
Minnehaha Woods	43.7
Parkwood Knolls	43.7
Brookview Heights	43.5
Creek Knoll	42.5
Morningside	42.5
Sunny Slope	42.3
Birchcrest	42.1
Concord	41.0
Golf Terrace Heights	40.9
Country Club	40.7
Strachauer Park	40.3
Chowen Park	40.2
Pamela Park	40.1
Lake Edina	35.3
Parklawn	33.2

Figure 3.8 - Median Age By Neighborhood

NEIGHBORHOOD	2014 POPULATION (%) Age 0-14
Country Club	30.6
Golf Terrace Heights	27.2
Sunny Slope	26.3
Birchcrest	24.6
Arden Park	24.2
Minnehaha Woods	23.9
Morningside	23.9
Brookview Heights	23.8
Normandale Park	23.0
50th and France	22.7
The Heights	22.7
White Oaks	22.6
Pamela Park	22.4
Creek Knoll	22.2
Highlands	21.9
Concord	21.8
Indian Trails	21.8
Indian Hills	21.4
Lake Cornelia	21.3
Chowen Park	21.3
Melody Lake	21.2
Braemar Hills	20.8
Parklawn	20.6
Strachauer Park	20.6
Lake Edina	20.5
Countryside	20.4
Creek Valley	20.4
Prospect Knolls	18.8
Parkwood Knolls	18.6
South Cornelia	18.4
Rolling Green	17.8
Interlachen Park	17.4
Hilldale	17.0
Fox Meadow	16.9
Todd Park	16.7
Presidents	16.2
Grandview	15.6
Bredesen Park	10.1
Dewey Hill	9.4
Edinborough	9.3
Southdale	6.5
Promenade	6.4
Centennial Lakes	4.2

Figure 3.9 - Population of Ages 0-14 by Neighborhood

POPULATION OF AGES 0-14 BY NEIGHBORHOOD

The population of ages 0-14 by neighborhood are important to study because their park and recreation needs for this age group vary drastically from other ages. Youth rely on either walking, biking or transportation from others to get around the city. This age group will also have the most need for city play areas and playgrounds, as well as youth-size athletic fields. This age group will be most likely to use mini and neighborhood parks where amenities are more youth-oriented.

As Figure 3.9 & 3.10 show, the highest concentration of youth ages 0-14 reside in the northeast neighborhoods of Edina, including Country Club, Golf Terrace Heights, Sunny Slope, Birchcrest and Arden Park. These neighborhood's populace comprise of about 25% youth (ages 0-14).

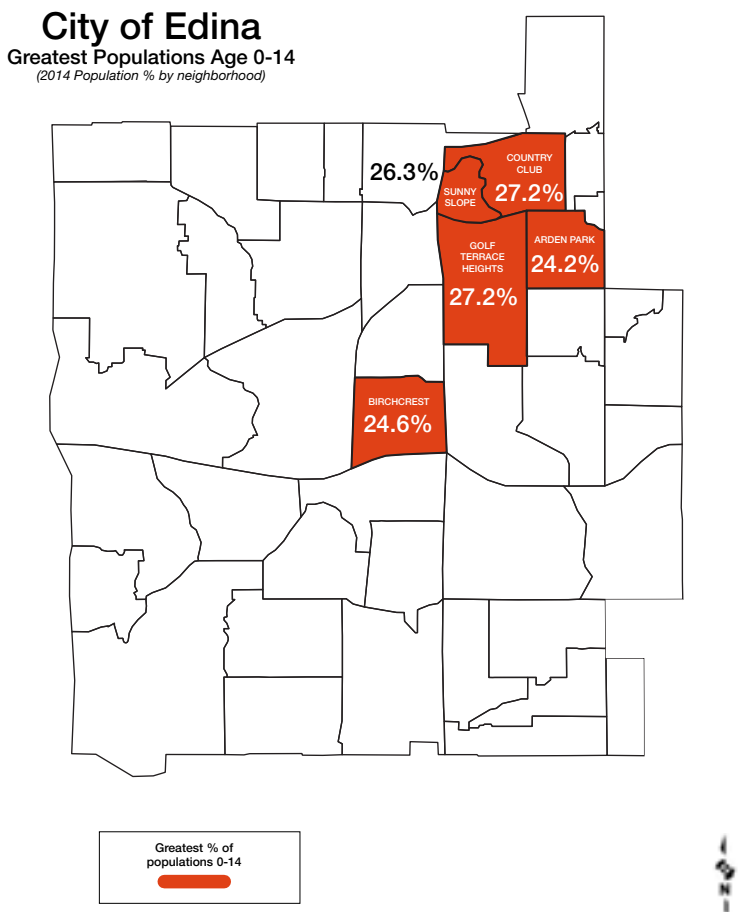


Figure 3.10 - Population of Ages 0-14 by Neighborhood

POPULATION OF AGES 55+ BY NEIGHBORHOOD

The population of ages 55+ by neighborhood also begin to show us where the highest concentration of Elders (age 55+) live. The most popular activity for Americans over 45 is exercise walking. It will be important to ensure that aging citizens of Edina have access to amenities that fit their needs.

As Figure 3.11 & 3.12 show, the highest concentration of aging adults ages 55+ is in the very southeast neighborhoods of Edina including Centennial Lakes, Promenade and Edinborough. The placement of the Senior Center (highlighted in Figure 3.11) in a demographically appropriate neighborhood is discredited by the young population that live in the surrounding neighborhoods.

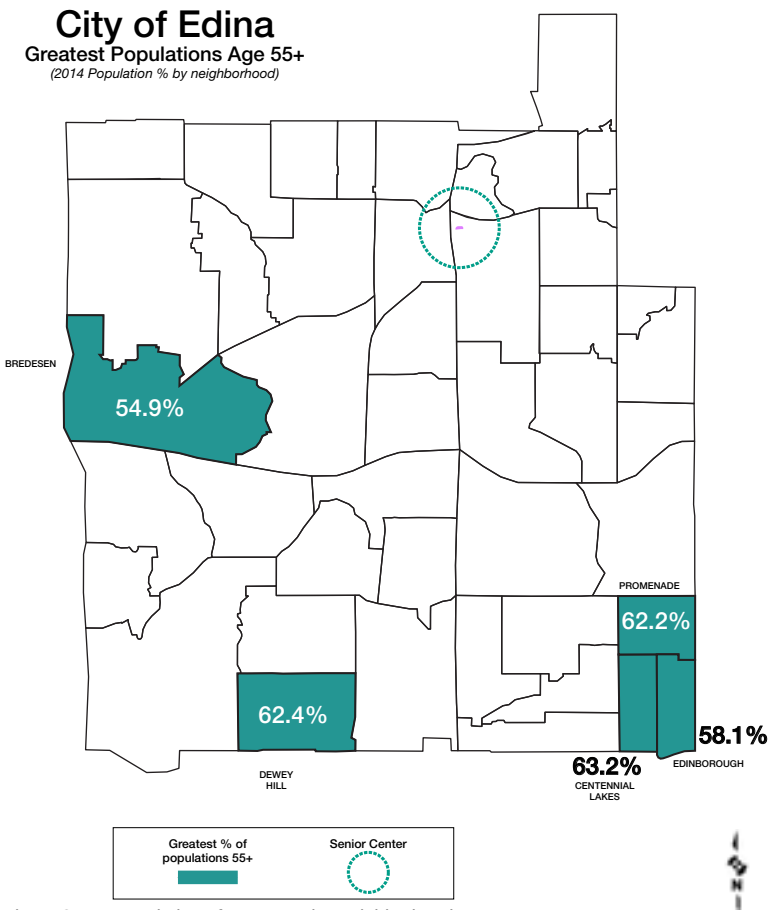


Figure 3.11 - Population of Ages 55+ by Neighborhood

NEIGHBORHOOD	2014 POPULATION (%) Age 55+
Centennial Lakes	63.2
Dew ey Hill	62.4
Promenade	62.2
Edinborough	58.1
Bredesen Park	54.9
Southdale	53.7
Grandview	44.0
Todd Park	41.9
Rolling Green	41.5
Hilldale	41.4
Interlachen Park	41.2
Prospect Knolls	39.6
Braemar Hills	38.8
Countryside	38.1
Melody Lake	38.1
Creek Valley	37.4
Indian Hills	36.7
South Cornelia	36.3
50th and France	35.8
Fox Meadow	35.6
Lake Cornelia	35.4
White Oaks	35.4
Indian Trails	35.2
Normandale Park	32.7
Highlands	32.5
Parkw ood Knolls	32.3
Arden Park	32.1
The Heights	32.0
Brookview Heights	31.8
Presidents	31.5
Creek Knoll	30.7
Birchcrest	30.0
Minnehaha Woods	29.9
Pamela Park	28.2
Sunny Slope	28.2
Concord	28.0
Morningside	28.0
Chow en Park	27.7
Strachauer Park	27.5
Golf Terrace Heights	25.5
Lake Edina	24.4
Country Club	21.9
Parklaw n	19.5

Figure 3.12 - Population of Ages 55+ by Neighborhood

RACE AND ETHNICITY

When analyzing race and ethnicity, the diversity of the service area is limited. The 2014 estimate shows that the vast majority of the population falls into the White Only (86.7%), with Asians (6.96%) representing the largest minority. Projections for 2029 expect the city to experience minimal change, with the majority White Only population dropping to 81.54%, while the Asian (9.89%) and Black Only (4.46%) categories will undergo minimal growth. See Figure 3.13 .

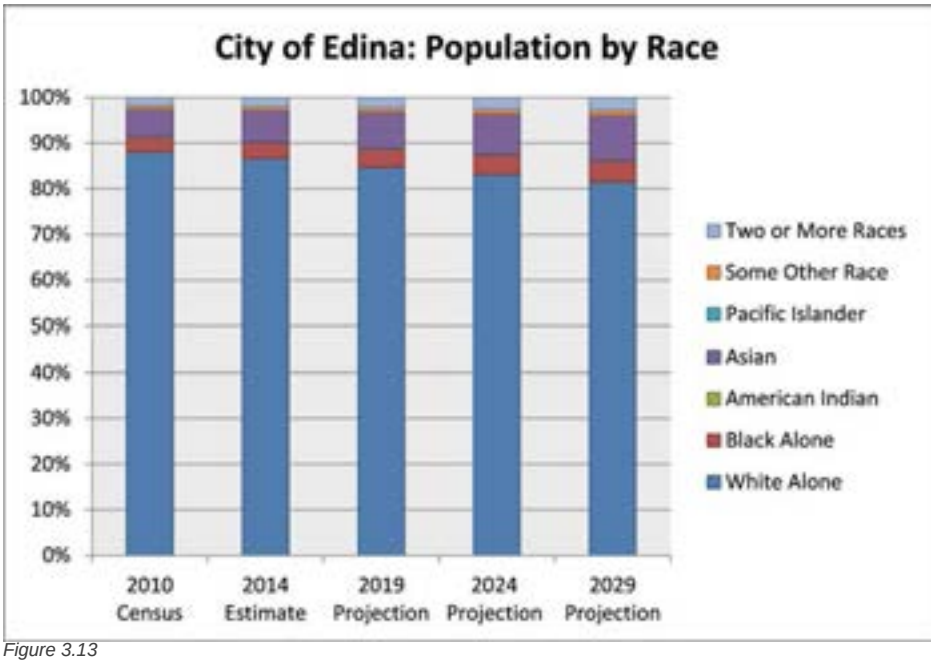


Figure 3.13

Figure 3.14 shows the breakdown of diversity of race by neighborhood. The figure shows the top five most diverse neighborhoods and the top five least diverse neighborhoods. Diverse neighborhoods were defined by the percentage of population that were considered of all other races other than "White Alone", while least diverse neighborhoods had the highest percentage of population that were "White Alone".

The demographic trends show a clumping of diversity with more diverse neighborhoods to the south and southeast and least diverse neighborhoods in the north and northeast. The neighborhoods in Edina that are the least diverse include Highlands, Minnehaha Woods, Sunny Slope, Country Club & Arden Park, while neighborhoods that were most diverse include Parklawn, Lake Edina, Edinborough, Promenade and Prospect Knolls.

DIVERSITY OF RACE BY NEIGHBORHOOD

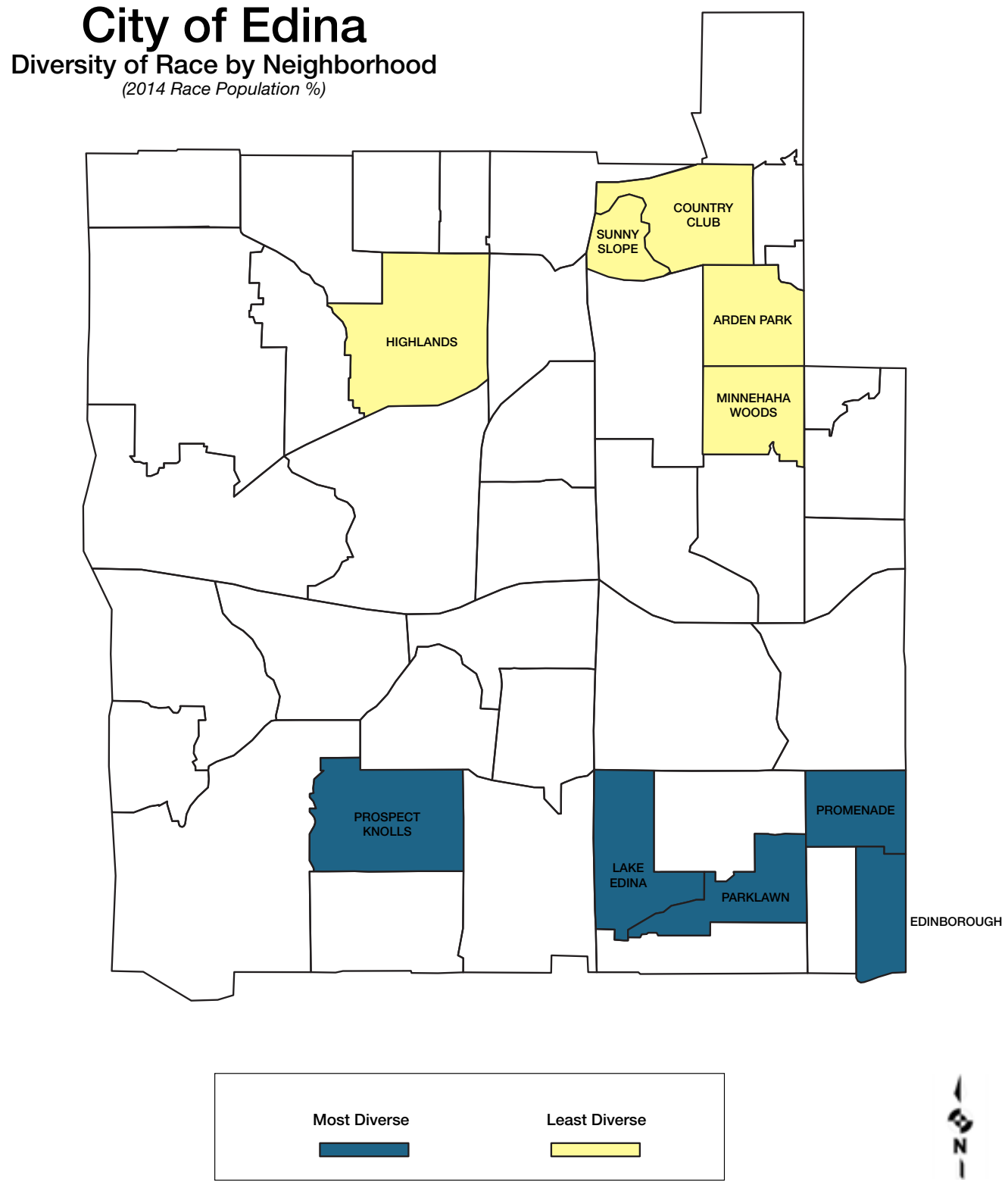


Figure 3.14 - Diversity of Race by Neighborhood

NEIGHBORHOOD	2014 RACE POPULATION (%) "WHITE ALONE"	2014 RACE POPULATION (%) ALL OTHERS
Parklaw n	47.6	52.5
Lake Edina	58.8	41.2
Edinborough	70.7	29.3
Promenade	74.6	25.3
Prospect Knolls	81.9	18.2
Centennial Lakes	83.2	16.9
Southdale	83.3	16.5
Pamela Park	84.9	15.2
South Cornelia	86.6	13.4
Strachauer Park	86.9	13.2
Concord	87.3	12.6
Chow en Park	88.5	11.5
Parkw ood Knolls	88.8	11.1
Indian Hills	89.4	10.6
Lake Cornelia	89.3	10.6
Indian Trails	89.4	10.6
Presidents	89.6	10.5
The Heights	90.1	9.9
Grandview	90.1	9.8
Creek Valley	90.5	9.6
Braemar Hills	90.6	9.5
Normandale Park	90.7	9.3
Todd Park	90.9	9.1
Brookview Heights	91.0	9.0
Dew ey Hill	91.4	8.6
Creek Knoll	92.2	7.8
Rolling Green	92.3	7.8
Hilldale	92.5	7.4
Interlachen Park	92.5	7.4
Countryside	93.0	7.1
Birchcrest	93.1	7.0
Bredesen Park	93.5	6.6
50th and France	93.4	6.5
White Oaks	93.5	6.5
Morningside	93.7	6.2
Melody Lake	94.0	6.0
Golf Terrace Heights	94.4	5.7
Fox Meadow	94.4	5.6
Arden Park	94.5	5.4
Country Club	95.0	5.0
Sunny Slope	95.2	4.8
Minnehaha Woods	95.7	4.3
Highlands	96.5	3.6

Figure 3.15 - Diversity of Race by Neighborhood

HOUSEHOLDS AND INCOME

The City of Edina's income characteristics demonstrate rapid growth trends. The median household income is estimated to be $88,201 in 2014. It is projected to grow to $149,026 by 2029. The median household income represents the earnings of all persons age 16 years or older living together in a housing unit. The per capita income, is also projected to increase from $54,649 in 2014 to $89,107 by 2029 (Figure 3.16).

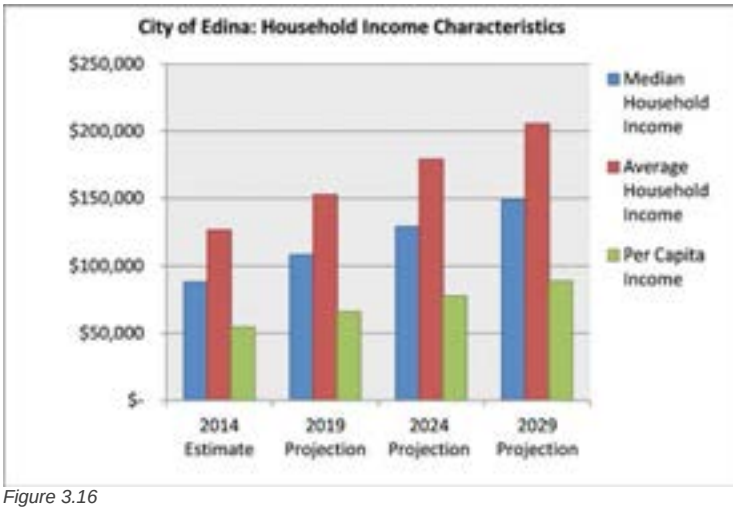


Figure 3.16

As observed in Figure 3.17, City of Edina's median household income is well above the state ($59,126) and national ($53,046) averages. The target area's Per Capita Income is also much higher than state ($30,656) and national ($28,051) averages.

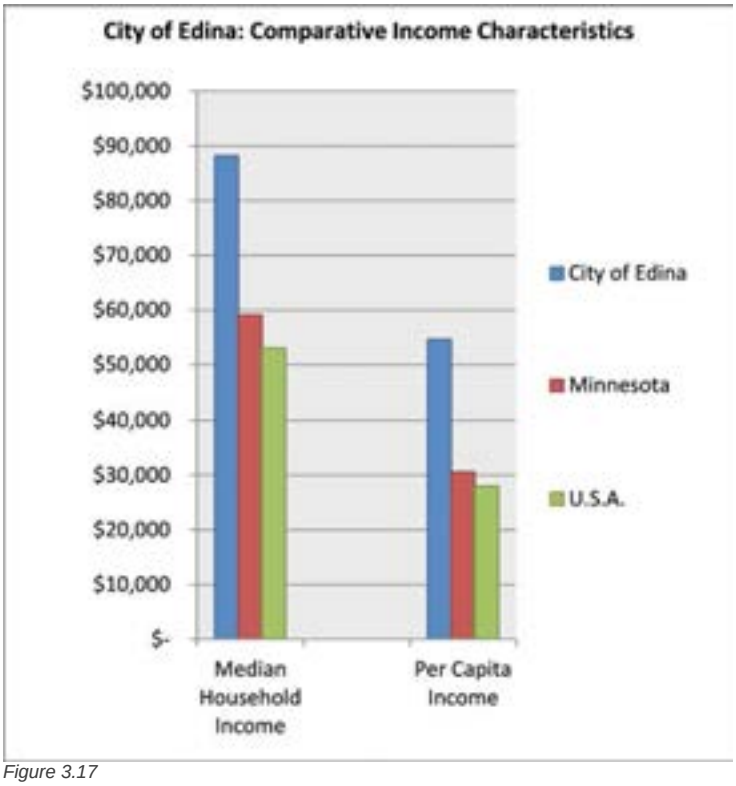


Figure 3.17

DEMOGRAPHIC SUMMARY OF FINDINGS

There are two prominent features from the demographic analysis for the Department to focus on for the future: the aging trend and the elevated earnings of the service area. The local trends are also very promising, as the city's residents demonstrate high market potential index figures for many of the activities related to parks and recreation.

The senior population represents the largest age segment and is growing at a rapid rate. The Department must ensure that it is in tune with the needs and interests of the 55+ group by offering a variety of quality programs and facilities that cater to the senior crowd, while still adequately serving the youth and adult segments. This will require careful planning and development of a program curriculum that is sensitive to the changing demographic.

Median household income and per capita income are significantly higher than state and national averages. This indicates the presence of increased disposable income among residents and greater elasticity in pricing programs and services. These elevated income levels may also suggest more flexibility in programming, including programs that have high barriers of entry (i.e. expensive equipment, cutting-edge technology, specialized amenities, etc.). The fact that residents have greater earning capabilities signals that they are likely willing to pay for high-quality programs and services that require a greater financial commitment, as long as the quality reflects the price.

EDINA SIMILAR PROVIDER ANALYSIS

As part of the Master Plan for Edina Parks and Recreation, the consulting team conducted a similar provider analysis of the Edina service area. Analysis of the City for similar providers of facilities and programs is useful in that it helps identify gaps and overlaps in the service delivery of recreational opportunities for Edina residents. Each facility or organization was evaluated based on the Core Program areas of the Department, which were defined by staff during the recreational program assessment as:

- Adaptive Recreation
- Adult Athletics
- Arts
- Golf
- Senior
- Special Events
- Youth
- Youth Athletics

In addition, the analysis notes additional details regarding services that fall outside of these Core Program areas or other notes that are relevant to the analysis. The search produced a variety of public, private, and not-for-profit facilities and organizations within the City, including assets owned by Edina Public Schools, recreation/community centers, fitness/wellness facilities, golf courses, churches, retail locations, entertainment venues, and local athletic associations.

The analysis utilized current information available from the city, consultant research, and data provided within the Community Facility Inventory conducted for the Grandview District master planning process. The geographic area of interest included all of Edina as well as the nearby cities of St. Louis Park, Hopkins, Minnetonka, Eden Prairie, Bloomington and Richfield. Only major facilities located in southwest Minneapolis were included because many of the other publicly-available facilities tend to be located a considerable distance from Edina.

The types of facilities studied included community centers, parks, meeting or event rooms, class rooms, theatrical facilities, gymnasiums, swimming pools, art centers, commercial fitness centers, athletic complexes, ice rinks, golf courses and other businesses with a fitness or wellness orientation.

GENERAL FINDINGS ABOUT COMMUNITY FACILITIES IN EDINA

There is an abundance of public and private facilities in and near Edina that fit into the broad category of civic, recreational, cultural and social facilities. Edina and its neighbors are mature, fully-developed communities with active governments and a generally high degree of affluence. Consequently, there are many public or private buildings, rooms, parks and other facilities. The 2014 Edina community facility inventory identified these facilities in great detail. The full inventory of these facilities can be found in Appendix F.

COMMUNITY PROFILE SUMMARY

Elements that make up the community profile including demographics, benchmarking, and similar providers, paint a picture of Edina today - and what Edina could look like tomorrow.

EDINA TODAY

Edina compares favorably with other leading parks agencies across Minnesota and the Country in certain benchmark analyses including a demographic with significantly higher incomes than average, stable to slow population growth, and the department fills important community needs that are not offered by other providers in the area. This combination highlights a level of excellence that is recognized by residents in various public input exercises and surveys. However, if Edina is to become recognized as one of the best park systems in the State, there are some things to address in the present, and trends that will need to be addressed in the future. Edina is lagging behind other communities in some key areas including publicly owned indoor community space, a comprehensive trail system, and number and variety of aquatic facilities.

EDINA TOMORROW

Edina is aging at a notable pace and the City's current recreation infrastructure and programs are not geared toward this aging population. Changes and adaptations will be necessary to address this issue. A comprehensive multi-use trail network and indoor community/ recreation space are potential priority projects that could help the City address these gaps in the present and future. Using data from the Community Profile Analysis, combined with analysis found throughout the Strategic Plan will help EPRD create a new level of excellence for the City that will likely allow recognition from the Commission for Accreditation of Park and Recreation Agencies (CAPRA).

2.0
COMMUNITY INPUT

PROCESS

A critical element of the parks and recreation master planning process is community engagement, which is necessary to effectively deliver a community-oriented parks and recreation system. A balanced, open, and collaborative engagement process builds community-wide trust in the plan and the planning methods used. Community engagement for this project was carefully planned in order to accurately capture all major community needs and included conducting focus groups, public workshops, a statistically-valid community survey.

FOCUS GROUP SUMMARY

As part of the public engagement process for the Master Plan, the consultant team conducted a series of 14 focus group meetings with key stakeholders of the Department. Focus groups took place in December of 2014, and solicited valuable input from more than 100 individuals. Participants included residents, community leaders, business owners, recreation providers, athletic associations, civic groups, neighborhood associations, environmental organizations, departmental staff, maintenance staff, City Council, the Executive Leadership Team, and the Park Board. Seeking community input is critical to the planning process, in that it is an early indicator of strengths, weaknesses, opportunities, and threats and it identifies how the Department is perceived in and around Edina.

STRENGTHS

- The City of Edina has a nice variety of unique, top-notch facilities that are among the best in the Metro Area, such as the Braemar sports facilities, Centennial Lakes, and Edinborough Indoor Park. In general, parks and facilities are very well maintained and aesthetically pleasing.
- Many focus group participants praised the leadership of the Department, noting the positive impact of personnel changes in recent years. Residents are excited about the leadership team that is in place, and there is an elevated level of confidence that the Department is primed for success.
- The Department has been diligent in seeking public input to inform decision making, as well as listening to staff and trying to be progressive in thinking and planning. In many instances recently, the Department is breaking the mold of traditional thinking by taking strategic risks and being proactive in addressing major issues.
- Youth sports have very high levels of participation, and there are an abundance of organized leagues that develop young beginners into skilled young adults. The ice hockey program in Edina has a long tradition of excellence and is a well-known powerhouse in the Twin Cities Area.

The high level of community involvement and ownership of parks and facilities is another strength of the City. Edina residents are very proud of their parks system and the community is very engaged in the offerings of the Department.

WEAKNESSES

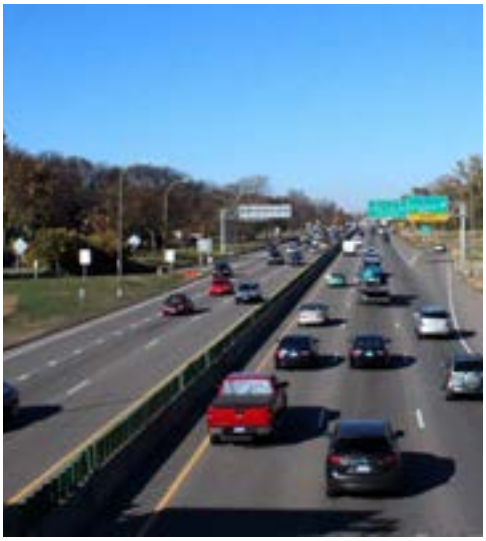
- Parking at parks and facilities seems to be at a premium, especially at sites hosting organized sports. Due to the lack of designated parking on gamedays, many of these locations require an overload of on-street parking. Not only is this occasionally frustrating to users and neighbors, but it also presents a safety hazard and disrupts traffic flow within the neighborhoods.
- Equity was another popular topic among focus groups. Many residents feel that there are areas of Edina that are not as privileged as others

in terms of parks, facilities, and amenities. There also seems to be disparity in which locations receive upgrades and higher levels of routine upkeep.

- Accessibility and connectivity of the parks within the City and with adjacent systems is poor. There are plans to improve these issues through sidewalk and trail additions to connect parks and recreational facilities with neighborhoods, commercial centers, and the public transportation system.
- The park and recreation system lacks sufficient park signage, which makes wayfinding to park properties difficult. This also impairs efforts to promote connectivity and cross-promotion between parks. This is a major factor contributing to limited visibility of many Department locations and offerings across Edina.
- Focus group participants mentioned the following amenities or services are in short supply or are missing from the Edina park and recreation system:
    - Multi-use trails and connections to outside systems
    - Sports fields
    - Mountain bike trails
    - Recreation/community centers
    - Gymnasium space
    - ADA accessibility and inclusive design for parks/facilities
    - Ample and dedicated parking
    - Community gathering spaces
    - An "actual" Art Center (instead of an adapted house)
    - Pickleball courts
    - Passive/interpretive recreation space
    - Arts in the park
    - Dog parks
    - Multi-purpose/flexible space, both indoors and outdoors
    - Teen center
    - An additional disc golf course
    - Natural playscapes
    - Interactive/educational play features
    - Community gardens
    - Food trucks in the parks
    - Fitness centers and programming
    - Multi-generational programming
    - Additional safety measures for crime prevention (i.e. lights on trails)

OPPORTUNITIES

- Based on the tone of the community, an multi-use trail system is eagerly anticipated and a speedy completion should be a priority of the City. An extensive trail system will act as a catalyst for healthy lifestyles and better connectivity in and around the City. Over time, the system will also encourage alternative modes of transport that will help lessen Edina's carbon footprint.
- Opportunities also exist internally in terms of strategic planning for the future. The Department needs to prioritize what needs to be bought, what to fix, and where to put things, as well as identifying goals with outcomes that are measurable, realistic, and attainable.
- From a programming standpoint, the Department must establish an identity that defines level and scope of services offered, identifies core services, and determines its role in the community as a recreation provider.



THREATS

- Out-of-control invasive species, most notoriously buckthorn, are severely limiting acres of usable parkland. Although the removal of the buckthorn is an enormous undertaking, its overbearing presence has spurred a citywide attitude in favor of exhausting the extensive resources required to eliminate the "tangled mess." An effective plan for eradication of invasive species is imperative to ensure Edina's future is full of aesthetic and ecologically healthy recreational settings with maximized potential.
- The highways and freeways that transect Edina impede the ability to develop alternative transportation corridors such as trails and greenways.
- There is a territorial tendency among some residents in relation to neighborhood parks, in that many remain isolated to their local park and do not take advantage of recreational opportunities elsewhere in the City.
- The changing demographic profile of Edina, particularly due to an aging population, will put new and different demands on the Department in terms of the programs and facilities it provides to the public. Given that many of the Department's offerings are geared towards youth and families, the mix of services and amenities may need to change over time. The full extent of this demographic change and its effect on the Department will need to be monitored.
- There are several similar recreation facility and service providers that are already well established in Edina, such as Community Education and private fitness facilities, that can be considered as possible potential threats or partnership opportunities. Understanding the services provided by these other entities and tracking their impact on the market will be critical for the Department.

COMMUNITY WORKSHOP SUMMARY

On December 18th, 2014 Confluence took part in leading a Discovery Session Open House for Edina's Parks, Recreation and Trails Strategic Master Plan. There were approximately 30 attendees. The following is a review of the suggestions and comments from that session.

DESCRIPTIVE WORDS

Attendees were asked to use 2-3 words to describe Edina Parks, Recreation and Trails system today, as well as words they would use to describe it in the future.

Common descriptions to describe **today** included words such as:

- Outdated
- Inconsistent
- Decentralized
- Maintenance challenged
- Adequate
- Fantastic
- Plentiful
- Well distributed

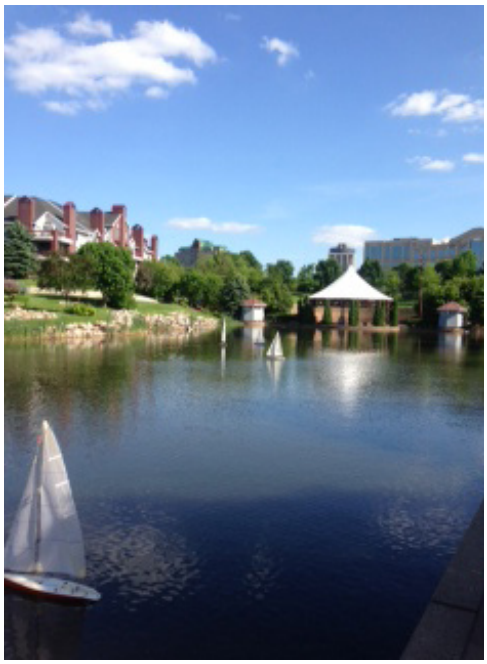
Common descriptions to describe the **future** included words such as:

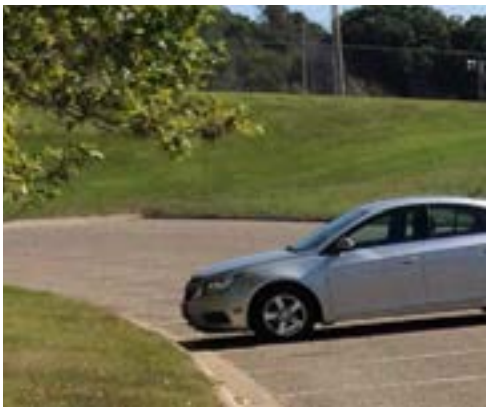
- All-ages
- Connected
- Appealing
- Natural area
- Arts and culture
- Multimodal
- Multi-purpose
- Organized
- Community Center

STRENGTHS

Each participant was asked to identify the strengths of the Edina Parks, Recreation and Trails system. Strengths were then shared amongst the section, and written down for review and comments. The following is a summary of responses:

- The existing land is an amenity and there is no need for further acquisition
- The parks and trails are well-dispersed and vary in size and amenities.
- There are many water features such as Nine Mile creek that are valued by the public
- There are great special-use parks and facilities such as Bredesen walking trails, Centennial Lakes, Fred Richards Golf Course, the new Braemar sports dome and Arneson Acres.
- There is a great management team and that the overall system is valued by the public.





WEAKNESSES

Each participant was asked to identify the weaknesses of the Edina Parks, Recreation and Trails system. Weaknesses were then shared amongst the section, and written down for review and comments. The following is a summary of responses:

- It is costly to manage and there are a lot of management needs
- There is no coordination between school/districts/city
- Parking access is poor
- There are storm water and drainage issues in some areas including Braemar and Walnut Ridge
- There is not enough emphasis on ADULT recreation, and there is a too much focus on youth athletics.
- Parks are not very walkable/bikeable and signage/identity between parks is an issue.

OPPORTUNITIES

Each participant was asked to identify the opportunities of the Edina Parks, Recreation and Trails system. Opportunities were then shared amongst the section, and written down for review and comments. The following is a summary of responses:

- Increased natural areas to promote biodiversity.
- Land acquisition particularly at Weber Woods
- Adult and more passive recreational programming like walking trails or group yoga in the park.
- Braemar was a big concern, but participants thought there was opportunity to make it profitable.
- Citizen ownership and volunteerism
- Coordination efforts with the school district.
- Other programming ideas were brought up such as archery, mountain biking, skateboard parks, off-leash dog parks, Nordic ski trails and urban gardening, and birding.

THREATS

Each participant was asked to identify the weaknesses of the Edina Parks, Recreation and Trails system. Weaknesses were then shared amongst the section, and written down for review and comments. The following is a summary of responses:

- Budget and Lack of funding
- Changing demographics
- Dismissal of public opinion for private benefit
- Over duplication of amenities and activities
- Environmental threats, such as global warming
- Maintenance issues

VISION DIAGRAM

The following diagram was developed by the participants and consultant team, that reflected the overall vision of the Edina Parks, Recreation and Trails system:

Figure 2.1 - Open House Vision Diagram

COMMUNITY NEEDS SURVEY SUMMARY

ETC/Leisure Vision conducted a City of Edina Comprehensive Community Needs Assessment Survey Summer of 2014 to help establish priorities for programs and facilities within the City of Edina. The survey was designed to obtain statistically valid results from households throughout the City of Edina. The survey was administered by mail, web and phone.

Of the 3,000 sample households mailed the seven-page survey, 1222 surveys were completed. The following summarize major survey findings:

- Ninety-four percent (94%) of respondent households have visited the City of Edina parks or facilities over the past year.
- Fifty-one percent (51%) of respondent households have visited playgrounds over the past 12 months. Other facilities respondent households have used or visited include: Ponds/lakes (48%), grassy areas (44%), park shelter buildings (30%) and youth soccer, football, lacrosse fields (29%).
- Forty-one percent (41%) of respondent rate the condition of all the parks. trails and recreation facilities they have used or visited in the City of Edina as excellent. Other ratings include: Good (54%), fair (5%) and poor (1%).
- Forty-two percent (42%) of respondent households would most like to see restroom additions made to the City of Edina neighborhood parks. Other additions respondents indicated include: Pedestrian and bike routes to parks (37%) and drinking fountains (30%).
- Sixty-eight percent (68%) of respondent households have not participated in recreation programs offered by the City of Edina in the past 12 months.
    - Based on the thirty-two percent (32%) of respondent who have participated in programs, 53% have participated in 2 to 3 programs. Other participation rates include: 1 program (26%), 4 to 6 programs (15%), 7-10 programs (5%) and 11 or more programs (1%).
    - Based on the thirty-two percent (32%) of respondent who have participated in programs, 39% rate the overall quality as excellent. Other ratings include: Good (57%), fair (4%) and less than 1% indicated poor.
- Eighty-five percent (85%) or 17,613 households have a need for walking and biking trails. Other facility needs include: Nature trails (69% or 14,326 households), and natural areas and wildlife habitats (56% or 11,638 households).
- Based on the sum of respondent households top four choices, 66% indicated walking and biking trails as the most important to their household. Other most important facilities include: Nature trails (33%), natural areas and wildlife habitats (23%), 18 and 19 hole golf courses

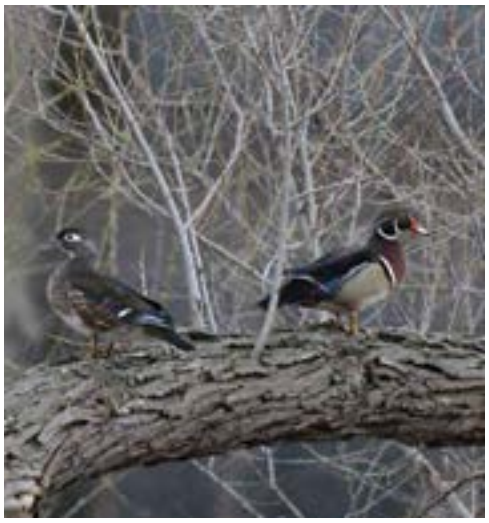
(21%) and playground equipment (20%).

- Fifty-eight percent (58%) of respondent households would use an indoor walking and jogging track if developed. Other indoor program spaces include: Exercise facility for adults 50 year and older (34%), aerobics/fitness/dance class space (33%) and weight room/ cardiovascular equipment area (33%).
- Fifty-one percent (51%) of respondent household are very supportive for an indoor community space being developed on part of the vacant land near highway 100 and Vernon Ave. Other levels of support include: Somewhat supportive (22%), not sure (18%) and not supportive (10%).
- Sixty percent (60%) of respondent households learn about the City of Edina parks and recreation programs and activities through the Park and Recreation Activities Directory. Other ways include: From friends and neighbors (59%), newspaper articles (52%) and City of Edina website (46%).
- Forty-three percent (43%) of respondent households are deterred from using parks, recreation facilities and programs of the City more often because they are too busy. Other deterrents include: I don't know what is being offered (26%), program or facility not offered (16%), too far from our residence (15%), program times are not convenient (15%), fees are too high (14%), use facilities in neighboring cities (14%) and I do not know locations of facilities (13%).
- Forty-five percent (45%) of respondent households were somewhat satisfied with the overall value their household receives from the City of Edina parks and recreation system. Other levels of satisfaction include: Very satisfied (35%), neutral (15%), somewhat dissatisfied (4%) and very dissatisfied (2%).

$$$

How Respondent Would Allocate $100 in Funds for Services Provided by the City of Edina:

- Maintaining and improving walking/ biking trails ($24.00);
- Maintaining and improving parks ($21.00);
- Maintaining and improving indoor facilities ($13.00);
- Maintaining and improving outdoor sports fields ($10.00);
- Creating parks and playgrounds within an easy walk for all residents ($9.00);
- Maintaining and improving golf courses ($8.00);
- Creating a new centrally located community gathering place ($6.00);
- Other ($4.00);
- Add public arts to the parks ($3.00);
- LEED certifying all future park buildings ($2.00).



KEY FINDINGS

Through the exploration of the focus group meetings, the community workshop and the community survey, the following were key findings:

- Walking and Biking Trails are a high priority amongst the community, and supported by the City of Edina Park and Recreation staff. Mountain bike trails have also been shown to have strong support.
- The community and the Department would like to see increased natural areas within parks, including nature trails, and invasive species control (such as Buckthorn).
- The Department has been praised for the outstanding service to youth recreation, however with the aging community in mind, many residents would like to see more opportunities for seniors and passive recreation in the parks.
- Parking is at a premium at parks hosting organized sports.
- An indoor fitness facility is desired by the community, including an indoor walking/jogging track and an indoor pool.
- Budget and funding is a high priority, it was expressed that alternative funding sources should be explored.
- Park signage and wayfinding methods are in need of improvements.
- The Department leadership is praised and there is an overall satisfaction with the Edina Parks System.

3.0

PARKS AND RECREATION TRENDS ANALYSIS

PURPOSE

The trends analysis provides a look at a broad range of recreational activities to help understand what activities are growing (or declining) in popularity. In order to stay relevant to the community at large, the Parks, Recreation and Trails Strategic Plan must take into consideration a wide variety of leisure pursuits in order to inform how the Department should adjust its provision of park and recreation facilities and services over time. It is prudent to review both national and local information so as to balance knowledge of trending activities across the county with those happening in and near Edina.

TRENDS ANALYSIS

The following tables summarize the findings from the Sports & Fitness Industry Association's (SFIA) 2014 Sports, Fitness and Leisure Activities Topline Participation Report. The local market potential index data compares the demand for recreation activities and spending of the City of Edina's residents to the national averages.

SUMMARY OF NATIONAL PARTICIPATORY TRENDS ANALYSIS

MOST POPULAR SPORT AND RECREATION ACTIVITIES

- Fitness Walking (117 million)
- Running/Jogging (54 million)
- Treadmill (48 million)

MOST PARTICIPATED IN TEAM SPORTS

- Basketball (23.7 million)
- Tennis (17.7 million)
- Baseball (13.3 million)

ACTIVITIES MOST RAPIDLY GROWING OVER LAST FIVE YEARS

- Adventure Racing – up 159%
- Non-traditional/Off-road Triathlon – up 156%
- Traditional/Road Triathlon – up 140%
- Squash – up 115%
- Rugby – up 81%

ACTIVITIES MOST RAPIDLY DECLINING OVER LAST FIVE YEARS

- Wrestling – down 45%
- In-line Roller Skating – down 40%
- Touch Football – down 32%
- Horseback Riding – down 29%
- Slow-pitch Softball – down 29%

NUMBER OF "INACTIVES" INCREASED OVER 10%, BUT THOSE WHO ARE ACTIVE ARE PARTICIPATING IN MORE

- "Inactives" up 10% between 2009-2014, from 74.8 million to 82.7 million
- Although inactivity has increased, those who are active seem to be participating more often and in multiple activities.

The Sports & Fitness Industry Association (SFIA) Sports, Fitness & Recreational Activities Topline Participation Report 2014 was utilized to evaluate national sport and fitness participatory trends. SFIA is the premier source for sport and fitness research. The study is based on online interviews carried out in January and February of 2014 from more than 19,000 individuals and households.

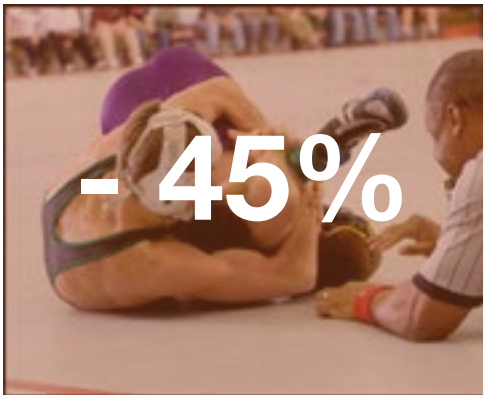
Information released by SFIA's 2014 Study of Sports, Fitness, and Leisure Participation reveals that the most popular sport and recreation activities include: fitness walking, treadmill, running/jogging, free weights and bicycling. Most of these activities appeal to both young and old alike, can be done in most environments, are enjoyed regardless of level of skill, and have minimal economic barriers to entry. These popular activities also have appeal because of their social advantages. For example, although fitness activities are mainly self-directed, people enjoy walking and biking with other individuals because it can offer a degree of camaraderie.

Fitness walking has remained the most popular activity of the past decade by a large margin. Walking participation according to data available in 2013, reported over 117 million Americans had walked for fitness at least once.

From a traditional team sport standpoint, basketball ranks highest among all sports, with nearly 24 million people reportedly participating in 2013. Team sports that have experienced significant growth in participation are rugby, lacrosse, field hockey, ice hockey, gymnastics, beach volleyball, and ultimate Frisbee– all of which have experienced double digit growth over the last five years. Most recently, rugby, field hockey, and lacrosse underwent the most rapid growth among team sports from 2012 to 2013.

In the past year, there has been a slight 0.4% decrease of "inactives" in America, from 80.4 million in 2012 to 80.2 million in 2013. According to the Physical Activity Council, an "inactive" is defined as an individual that doesn't take part in any "active" sport. Even more encouraging is that an estimated 33.9% of Americans above the age of 6 are active to a healthy level, taking part in a high calorie burning activity three or more times per week.

NOTE: In 2012, the Sports & Fitness Industry Association (SFIA) came into existence after a two-year strategic review and planning process with a refined mission statement-- "To Promote Sports and Fitness Participation and Industry Vitality". The SFIA was formerly known as the Sporting Goods Manufacturers Association (SGMA).



NATIONAL TRENDS IN GENERAL SPORTS

Basketball, a game originating in the U.S., is the most participated in sport among the traditional "bat and ball" sports with almost 24 million estimated participants. Popularity can be attributed to the ability to compete with relatively small number of participants, the limited amount of equipment needed to participate, and the limited space requirements necessary – the last of which make basketball the only traditional sport that can be played at the majority of American dwellings as a drive-way pickup game.

National Participatory Trends - General Sports

Activity	Participation Levels			% Change	
	2008	2012	2013	12-13	08-13
Baseball	15,539	12,976	13,284	2.4%	-14.5%
Basketball	26,108	23,708	23,669	-0.2%	-9.3%
Cheerleading	3,192	3,244	3,235	-0.3%	1.3%
Field Hockey	1,122	1,237	1,474	19.2%	31.4%
Football, Flag	7,310	5,865	5,610	-4.3%	-23.3%
Football, Tackle	7,816	6,220	6,165	-0.9%	-21.1%
Football, Touch	10,493	7,295	7,140	-2.1%	-32.0%
Gymnastics	3,975	5,115	4,972	-2.8%	25.1%
Ice Hockey	1,871	2,363	2,393	1.3%	27.9%
Lacrosse	1,092	1,607	1,813	12.8%	66.0%
Racquetball	4,611	4,070	3,824	-6.0%	-17.1%
Roller Hockey	1,569	1,367	1,298	-5.0%	-17.3%
Rugby	654	887	1,183	33.4%	80.9%
Soccer (Indoor)	4,487	4,617	4,803	4.0%	7.0%
Soccer (Outdoor)	13,996	12,944	12,726	-1.7%	-9.1%
Softball (Fast Pitch)	2,331	2,624	2,498	-4.8%	7.2%
Softball (Slow Pitch)	9,660	7,411	6,868	-7.3%	-28.9%
Squash	659	1,290	1,414	9.6%	114.6%
Tennis	17,749	17,020	17,678	3.9%	-0.4%
Track and Field	4,604	4,257	4,071	-4.4%	-11.6%
Ultimate Frisbee	4,459	5,131	5,077	-1.1%	13.9%
Volleyball (Court)	7,588	6,384	6,433	0.8%	-15.2%
Volleyball (Sand/Beach)	4,025	4,505	4,769	5.9%	18.5%
Wrestling	3,335	1,922	1,829	-4.8%	-45.2%

NOTE: Participation figures are in 000's for the US population ages 6 and over

Legend:	Large Increase (greater than	Moderate Decrease (0% to -25%)	Large Decrease

Figure 6.1 - National Trends in General Sports

As observed in Figure 6.1, since 2008, squash and other niche sports like lacrosse and rugby have experienced strong growth. Squash has emerged as the overall fastest growing sport, as participation levels have increased by nearly 115% over the last five years. Based on survey findings from 2008-2013, rugby and lacrosse have also experienced significant growth, increasing by 80.9% and 66% respectively. Other sports with notable growth in participation over the last five years were field hockey (31.4%), ice hockey (27.9%), gymnastics (25.1%), and beach volleyball (18.5%). From 2012 to 2013, the fastest growing sports were rugby (33.4%), field hockey (19.2%),

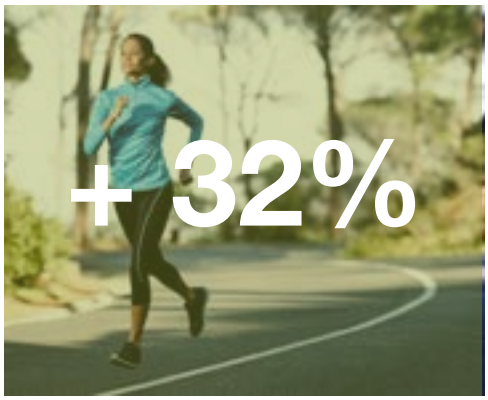
lacrosse (12.8%), and squash (9.6%). During the last five years, the sports that are most rapidly declining include wrestling (45.2% decrease), touch football (down 32%), and slow pitch softball (28.9% decrease).

In terms of total participants, the most popular activities in the general sports category in 2013 include basketball (23.7 million), tennis (17.7 million), baseball (13.3 million), outdoor soccer (12.7 million), and slow pitch softball (6.9 million). Although three out of five of these sports have been declining in recent years, the sheer number of participants demands the continued support of these activities.

NATIONAL TRENDS IN GENERAL FITNESS

National participatory trends in general fitness have experienced some strong growth in recent years. Many of these activities have become popular due to an increased interest among people to improve their health by engaging in an active lifestyle. These activities also have very few barriers to entry, which provides a variety of activities that are relatively inexpensive to participate in and can be performed by nearly anyone with no time restrictions.

The most popular fitness activity by far is fitness walking, which had over 117 million



National Participatory Trends - General Fitness					
Activity	Participation Levels			% Change	
	2008	2012	2013	12-13	08-13
Aerobics (High Impact)	11,780	16,178	17,323	7.1%	47.1%
Aerobics (Low Impact)	23,283	25,707	25,033	-2.6%	7.5%
Aerobics (Step)	9,423	9,577	8,961	-6.4%	-4.9%
Boxing for Fitness	N/A	4,831	5,251	8.7%	N/A
Calisthenics	8,888	9,356	9,356	0.0%	5.3%
Cross-Training	N/A	7,496	6,911	-7.8%	N/A
Cardio Kickboxing	4,905	6,725	6,311	-6.2%	28.7%
Elliptical Motion Trainer	24,435	28,560	27,119	-5.0%	11.0%
Fitness Walking	110,204	114,029	117,351	2.9%	6.5%
Free Weights (Barbells)	25,821	26,688	25,641	-3.9%	-0.7%
Free Weights (Dumbells)	N/A	N/A	32,309	N/A	N/A
Free Weights (Hand Weights)	N/A	N/A	43,164	N/A	N/A
Martial Arts	6,818	5,075	5,314	4.7%	-22.1%
Pilates Training	9,039	8,519	8,069	-5.3%	-10.7%
Running/Jogging	41,097	51,450	54,188	5.3%	31.9%
Stair Climbing Machine	13,863	12,979	12,642	-2.6%	-8.8%
Stationary Cycling (Group)	6,504	8,477	8,309	-2.0%	27.8%
Stationary Cycling (Recumbent)	11,104	11,649	11,159	-4.2%	0.5%
Stationary Cycling (Upright)	24,918	24,338	24,088	-1.0%	-3.3%
Stretching	36,235	35,873	36,202	0.9%	-0.1%
Tai Chi	3,424	3,203	3,469	8.3%	1.3%
Treadmill	49,722	50,839	48,166	-5.3%	-3.1%
Weight/Resistant Machines	38,844	38,999	36,267	-7.0%	-6.6%
Yoga	17,758	23,253	24,310	4.5%	36.9%
NOTE: Participation figures are in 000's for the US population ages 6 and over					
Legend:	Large Increase (greater than 25%)	Moderate Decrease (0% to -25%)	Large Decrease (less than -		

Figure 6.2 - National Trends in General Fitness

participants in 2013. This change represents 2.9% increase from the previous year. Other leading fitness activities based on number of participants include running/jogging (over 54 million), treadmill (48.1 million), and hand free weights (43.2 million), and weight/resistant machines (36.3 million).

Over the last five years, the activities that are growing most rapidly are high impact aerobics (up 47.1%), yoga (up 36.9%), running/jogging (up 31.9%), cardio kickboxing (28.7% increase), and group stationary cycling (up 27.8%). Most recently, from 2012-2013, the largest gains in participation were in boxing for fitness (8.7% increase), Tai Chi (up 8.3%), and high impact aerobics (up 7.1%). See Figure 6.2

NATIONAL TRENDS IN GENERAL RECREATION

Results from the SFIA's Topline Participation Report demonstrate increased popularity among Americans in numerous general recreation activities. Much like the general fitness activities, these activities encourage an active lifestyle, can be performed individually or with a group, and are not limited by time restraints. In 2013, the most popular activities in the general recreation category include road bicycling (over 40 million participants), freshwater fishing (nearly 38 million participants), and day hiking (over 34 million participants).

From 2008-2013, general recreation activities that have undergone very rapid growth are adventure racing (up 159%), non-traditional/off-road triathlons (up 156%), traditional/road triathlon (up 139.9%), and trail running (up 49.7%). In-line roller skating, horseback riding, and skateboarding have all seen a substantial drop in participation, decreasing by 40%, 29.4%, and 21.8% respectively over the last five years. See Figure 6.3

National Participatory Trends - General Recreation					
Activity	Participation Levels			% Change	
	2008	2012	2013	12-13	08-13
Horseback Riding	11,457	8,423	8,089	-4.0%	-29.4%
Hunting (Bow)	3,770	4,354	4,079	-6.3%	8.2%
Hunting (Handgun)	2,734	3,112	3,198	2.8%	17.0%
Hunting (Rifle)	10,490	10,485	9,792	-6.6%	-6.7%
Hunting (Shotgun)	8,638	8,426	7,894	-6.3%	-8.6%
Roller Skating, In-Line	10,211	6,647	6,129	-7.8%	-40.0%
Shooting (Sport Clays)	4,199	4,544	4,479	-1.4%	6.7%
Shooting (Trap/Skeet)	3,523	3,591	3,784	5.4%	7.4%
Skateboarding	8,118	6,227	6,350	2.0%	-21.8%
Target Shooting (Handgun)	12,551	15,418	14,370	-6.8%	14.5%
Target Shooting (Rifle)	12,769	13,853	13,023	-6.0%	2.0%
Trail Running	4,537	5,806	6,792	17.0%	49.7%
Triathlon (Non-Traditional/Off Road)	543	1,075	1,390	29.3%	156.0%
Triathlon (Traditional/Road)	943	1,789	2,262	26.4%	139.9%
NOTE: Participation figures are in 000's for the US population ages 6 and over					
Legend:	Large Increase (greater than 25%)	Moderate Decrease (0% to -25%)		Large Decrease (less than -	

Figure 6.3 - National Trends in General Recreation

NATIONAL TRENDS IN AQUATIC ACTIVITY

Swimming is unquestionably a lifetime sport. Swimming activities have remained very popular among Americans, and both competition and fitness swimming have experienced an increase in participation. Fitness swimming is the absolute leader in multigenerational appeal with over 26 million reported participants in 2013, a 13.5% increase from the previous year (Figure 6.4). NOTE: In 2011, recreation swimming was separated into competition and fitness categories in order to better identify key trends.

Aquatic Exercise has a strong participation base, but has recently experienced a downward trend. Aquatic exercise has paved the way for a less stressful form of physical activity, allowing similar gains and benefits to land based exercise, including aerobic fitness, resistance training, flexibility, and better balance. Doctors have begun recommending aquatic exercise for injury rehabilitation, mature patients, and patients with bone or joint problems due to the significant reduction of stress placed on weight-bearing joints, bones, muscles, and also the affect that the pressure of the water assists in reducing swelling of injuries.

National Participatory Trends - Aquatics					
Activity	Participation Levels			% Change	
	2008	2012	2013	12-13	08-13
Aquatic Exercise	9,512	9,177	8,483	-7.6%	-10.8%
Swimming (Competition)	N/A	2,502	2,638	5.4%	N/A
Swimming (Fitness)	N/A	23,216	26,354	13.5%	N/A
NOTE: Participation figures are in 000's for the US population ages 6 and over					
Legend:	Large Increase (greater than 25%)	Moderate Decrease (0% to -25%)	Large Decrease (less than -		

Figure 6.4 - National Trends in Aquatics

WINTER RECREATION TRENDS

Winter sports and recreation is a key consideration in the development of a Master Plan for outdoor recreation needs in Edina. Though national and local recreation trend and market potential information includes a few basic winter sports, it is necessary in order to provide a thorough analysis of recreation trends for Edina to delve further into this area. There is a need for more consistent market tracking nationally in this area.

Participation in outdoor winter recreation can be influenced year over year by weather, convenience (distance to venue, availability/cost of equipment), ability to participate with others, and whether it is an Olympic year. In general, Minnesotans tend to have higher than average participation rates in hockey, skiing, ice skating, ice fishing, snowmobiling, and broomball. Because the median household income for residents in Edina is $88,201, participation in winter sports is not as limited by financial barriers such as purchasing gear and equipment, lessons, leagues or teams, resorts, and indoor ice time. Additionally, 23% of residents are under the age of 18, which is on par with the national average. Identification of amenities and programming within the service area should take these demographics into account.

In this section, national trend information for individual winter sports was gathered from industry associations, leagues, and local or regional government agency reports. In most, but not all, cases, data was found at the regional, state, and/or local level as well. While some data is very recent, other trend information is not. Tracking of usage statistics at the city or service area level in outdoor recreation would help Edina to identify localized trends more accurately for winter recreation in the future. See Figure 6.5.

National Participatory Trends - Winter Sports						
Activity	Participation Levels				% Change	
	2007	2010	2011	2012	11-12	07-12
Skiing (Alpine/Downhill)	10,362	11,504	10,201	8,243	-19.2%	-20.4%
Skiing (Cross-Country)	3,530	4,530	3,641	3,307	-9.2%	-6.3%
Skiing (Freestyle)	2,817	3,647	4,318	5,357	24.1%	90.2%
Snowboarding	6,841	8,196	7,579	7,351	-3.0%	7.5%
Snowmobiling	4,811	4,957	4,908	3,788	-22.8%	-21.3%
Snowshoeing	2,400	3,823	4,111	4,029	-2.0%	67.9%
Telemarking (Downhill)	1,173	1,821	2,099	2,766	31.8%	135.8%
NOTE: Participation figures are in 000's for the US population ages 6 and over						
Legend:	Large Increase (greater than 25%)	Moderate Increase (0% to 25%)	Moderate Decrease (0% to -25%)		Large Decrease (less than -25%)	

Figure 6.5 - National Trends in Winter Sports

ICE SKATING

There were 170,000 registered U.S. Figure Skating members during the 2013-14 season in over 680 clubs and 950 registered Basic Skills programs (Figure 6.6). According to the U.S. Figure Skating data, the national trend for membership is down just 0.7% over the last 10 seasons. This indicates a relatively flat trend nationally over time.

In the service area, 15.8% of residents watched figure skating on television in the past 12 months, which is about 25% higher than the national average. Approximately 3.4% of Edina residents (1,270 people) participated in ice skating in the past 12 months, which is about 25% above average for participation nationally, with an MPI of 126. Therefore, we can extrapolate that Edina residents are upwards of one-fourth more likely to participate or spectate in figure skating than the U.S. population, as a whole.

Figure 6.6 - U.S. Figure Skating Membership

HOCKEY

According to USA Hockey, there were 519,417 registered hockey players in the U.S. in 2013-14, an increase of 9,000 over the previous year (1.7%). Nationally, Adult hockey and 6 & Under membership have seen the largest rise over the past decade, including a recent 4.3% and 4.0% increase, respectively, from 2012-13 to 2013-14. Age 7-8 has seen a slight decline, while number of female players has increased by 2.3% over 2012-13, possibly due to it being an Olympic year. Introducing body checking at age 13-14, rather than 11-12, may contribute to keeping players in the game longer.

Minnesota continues to reign as the State of Hockey. According to USA Hockey, the 10-year growth rate in Minnesota hockey participation from 2002-2013 was 20.2%. Minnesota as a state has seen a 1% growth in players over the past year, and continues to be ranked #1 in the country with a player population of 54,507, with Michigan just behind at 50,585. Minnesota's high school ranks are not registered with USA Hockey, so the actual playing population is likely even higher. Continuing growth is a testament to the sport's popularity in Minnesota. There are 8,667 coaches and 2,302 officials registered with USA Hockey in Minnesota, for a total of 65,476 hockey participants.

While there are no hockey participation statistics for the local service area, the propensity for residents here to attend or watch an NHL game is well above average compared to the U.S. population as a whole (MPI of 118 and 127, respectively).

SNOW SPORTS

According to the Sports Industry Association/Physical Activity Council 2012-2013 Snow Sports Participant Study, there were approximately 19,286,000 snow sports participants in 2012-13, showing an overall decline of 2% from the previous season. The #1 reason for not participating is "no one to go with." National trends in skiing include:

- Alpine skiers and snowboarders make up 49% of all snow sports participants.
- Snowshoeing is the most popular snow sport amongst women, representing 46% of snowshoers.
- Freeskiing is the most diverse snow sport, with minorities representing half of its participants.
- 54% of snow sports participants make more than $75K a year.
- Over 39% of snowboarders are under age 24.
- 74% of snow sports participants are homeowners.
- 43% of snow sports participants are very interested in the winter Olympics.

According to the 2013 Physical Activity Council Participation Study, in the West North Central Region (includes Minnesota) of the United States, 7.8% of the population Alpine Skis, 7.2% Snowboard, 10.7% Cross Country Ski, 7.3% Freeski, 12.4% Snowshoe, and 5.5% Telemark Ski.

- Of those who Alpine Ski, 10% do so on Ungroomed Trails or Other, with the remainder using Resorts.
- Of those who Snowboard, 36% do so on Ungroomed Trails, in Urban Areas, Terrain Parks, or Golf Courses, with the remainder using Resorts.
- Of those who Cross Country Ski, 28% do so on Ungroomed Trails or in the Backcountry, with the remainder using Nordic Centers.
- Of those who Freeski, 30% do so in Urban Areas, Golf Courses, or Other, while 32% ski at Terrain Parks and 38% ski at Resorts.

Cross Country, Freeskiing, Telemark Skiing, and Snowshoeing are all growing in popularity and have participants which are likely to use local amenities such as Urban Areas, Golf Courses, or Trails that may be amenities managed by the Parks and Recreation Department. Snowboarders may be looking to use these local amenities as well. Though

According to Snowsports Industries America, cross country skiing is growing at a rate of 9% a year, downhill is increasing at less than 1% and snowboarding is growing at 5% a year. Salomon, an international outdoor equipment provider indicates that overall

Nordic business in the US is up 17% from 2013 to 2014. Salomon sales numbers in MN/WI for Nordic equipment is up 22% from 2013 to 2014 as well.

Of residents in the service area, 9.6% (3,586) watch skiing or ski jumping on television, which is well above the national average with an MPI of 134. Because the median income of Edina is over $88,000 and 54% of participants in snow sports have an income of over $75,000 per year, in theory residents in this area are much more likely to participate in snow sports than the national average. Therefore, residents of Edina are skiing much more than the national average and may be looking for related programming offered through the Department (i.e., in local parks).

BROOMBALL

Broomball is a popular league sport in Minnesota, and there are several recreational to semi-professional leagues in the Minneapolis area. 90% of participants in the national title game are from Minnesota. Blaine, Minnesota hosted the 2014 USA Broomball Championships, and in 2013 teams from Minneapolis won the Men's Class A, Men's Class B, and Co-Rec A/B national titles. Minnesota teams have also upset Canadian teams in the international tournament.

The sport started in the 1930's in Minnesota, but really began to grow in the 1960's. The first Minnesota state tournament was in 1996. There are 19 registered Broomball leagues in Minnesota, with the Minneapolis Outdoor League run by the Minneapolis Park and Recreation Board and Metro Area winter and summer leagues run by Cities Sports Connection. The Edina Parks and Recreation Department also runs its own broomball league.

OTHER WINTER SPORTS

Nationally, 11.9% of the population spent the same or more on winter sports for 2011 compared to 2010, and 16.3% planned to spend the same or more in 2012 (Physical Activity Council's 2012 Participation Report).

Other popular winter sports in Minnesota include:

- Sledding and Tubing
- Ice Fishing
- Snowmobiling
- Snowshoeing
- Curling
- Biathlon
- Skijoring

Within the City of Edina, 8.2% of residents (3,059) watch extreme winter sports on television, nearly equivalent to the national average, and 33.7% (12,588) watch the winter Olympics, which is well above the national average. Of these winter sports growing in popularity that EPRD could evaluate the potential to integrate into the park system include - **snowshoeing, curling, biathlon, skijoring, and fat tire biking.**

OTHER RECREATIONAL TRENDS
REGIONAL TRENDS IN GENERAL RECREATION

The Metropolitan Council is the regional planning organization for the seven-county Twin Cities area. It operates the regional trail system and helps plan and fund regional parks operated by local jurisdictions. Every year, the Metropolitan Council reports the estimated number of visits to regional parks and an overview of the recreation activities visitors engage in through their report entitled Annual Use Estimate of the Metropolitan Regional Parks System. The latest available report presents information from 2013.

Regional park visitation has steadily increased over the past decade. Between 2004 and 2013, annual visitation to regional parks increased from an estimated 33,182,900 to 47,304,800 for a total increase of 29.9%. Overall in 2013, 26% of all visits were to regional trails and 74% were visits to regional parks, park reserves, and special recreation features.

The figure 6.7 is an excerpt from the Annual Use Estimate report and presents the top recreation activities in the regional park system. In regional parks, walking/hiking (21% of activity occasions), swimming (16%), biking (10%), and picnicking (10%) were the pursuits with the most participation. On trails the top activities were biking (45%), walking/hiking (30%), jogging/running (10%), and dog-walking (7%).

Activity	% of park activity occasions[1]	# of park activity occasions	% of trail activity occasions	# of trail activity occasions	Total # of activity occasions	% of total visits
		1,000's		*1,000's*	*1,000's*	
Walking/hiking	21%	7,250	30%	3,397	10,646	23%
Biking	10%	3,452	45%	5,095	8,547	19%
Swimming [3]	16%	5,523	2%	226	5,750	13%
Picnicking	10%	3,452	0%	-	3,452	8%
Relaxing [2]	9%	3,107	2%	226	3,333	7%
Jogging/running	5%	1,726	10%	1,132	2,858	6%
Playground use [3]	7%	2,417	1%	113	2,530	6%
Dog-walking	5%	1,726	7%	793	2,519	5%
Sunbathing [3]	6%	2,071	1%	113	2,185	5%
Fishing [3]	6%	2,002	1%	113	2,115	5%
Boating	4%	1,381	0%	-	1,381	3%
Zoo visits (Como)	4%	1,381	0%	-	1,381	3%
In-line skating	2%	690	4%	453	1,143	2%
Camping	2%	690	0%	-	690	2%

	Regional Parks	Regional Trails	System-wide
2012 system-wide visits *(in 1,000's of visits)*	34,521.5	11,322.3	45,843.8
% of 2012 visits	75%	25%	100%

Notes:

[1] Activity pattern data of regional park and trail visitors was collected in 2008 and published in the *Metropolitan Council Regional Parks and Trails Survey 2008*. The activity patterns were applied to the 2008 visit estimate to generate this table. Visitors could do more than one activity during their visit to a regional park or trail. Each time they participated in an activity, it was considered an activity occasion. Therefore, the total number of activity occasions is greater than the actual number of visits.

[2] "Relaxing" was a general activity on a list of activities that park visitors used to indicate what they did during their park visit. This activity was not specifically defined.

[3] For trail visits, survey respondents indicated that the trails were providing access to these activities. For example, 2% of trail visits provided access to swimming and 1% of trail visits provided access to fishing.

Figure 6.7 - Top recreational activities in the Regional Parks System, 2012

LOCAL SPORT AND MARKET POTENTIAL

Figures 6.8, 6.9, 6.10 & 6.11 show sport and leisure market potential data from ESRI. A Market Potential Index (MPI) measures the probable demand for a product or service in the target area. The MPI shows the likelihood that an adult resident of the city will participate in certain activities when compared to the US National average. The National average is 100 therefore numbers below 100 would represent a lower than average participation rate and numbers above 100 would represent higher than average participation rate. The city is compared to the national average in four (4) categories – general sports by activity, fitness by activity, outdoor activities, and money spent on miscellaneous recreation.

The City of Edina demonstrates very high market potential index numbers for fitness activities, outdoor activities, and money spent on recreation while producing mixed results for general sports and. All activities related to fitness reported well above average market potential, as well as some select general sports activities (e.g. downhill skiing, tennis, and golf). These high index numbers paired with the above average household income characteristics of residents is very promising from a programming standpoint. The Department has strong potential to generate revenues from programs by capitalizing on the favorable earning ability of the service area and the residents' willingness to spend money on recreational activities, as exhibited by the market potential index figures.

Although the local market potential for most activities is very promising, there is one area of concern that is notable. In analyzing the local trends in general sports, the majority of activities fall below the national average. These activities are some of the most popular sports and typically considered programming staples in athletics for departments nationwide. This deviation might indicate a lack of awareness among potential users, programs that don't align with community needs and interests, a lack of available amenities and/or a need to motivate residents to participate in offerings at a higher level.

As observed in figures 6.8, 6.9, 6.10 & 6.11 the following sport and leisure trends are most prevalent for residents within the City of Edina:

GENERAL SPORTS MARKET POTENTIAL

City of Edina Participatory Trends - General Sports	
Activity	**MPI**
Participated in Skiing	**176**
Participated in Tennis	**149**
Participated in Golf	**125**
Participated in Soccer	**102**
Participated in Softball	**93**
Participated in Volleyball	**89**
Participated in Baseball	**88**
Participated in Basketball	**87**
Participated in Football	**80**

Figure 6.8

FITNESS MARKET POTENTIAL

City of Edina Participatory Trends - Fitness	
Activity	**MPI**
Participated in Yoga	140
Participated in Aerobics	129
Participated in Jogging/ Running	118
Participated in Pilates	118
Participated in Walking for Exercise	118
Participated in Swimming	117
Participated in Weight Lifting	116

Figure 6.9

OUTDOOR ACTIVITY MARKET POTENTIAL

City of Edina Participatory Trends - Outdoor Activity	
Activity	**MPI**
Bicycling (mountain)	137
Hiking	127
Bicycling (road)	126
Canoeing/kayaking	124
Backpacking	115
Birdwatching	103
Boating (power)	102
Horseback riding	97
Went overnight camping	91
Fishing (fresh water)	74

Figure 6.10

MONEY SPENT ON MISCELLANEOUS RECREATION

City of Edina Participatory Trends - Money Spent on Recreation	
Activity	**MPI**
Attend sports event: baseball game - MLB reg seas	136
Spent on sports/rec equipment in last 12 mo: $250+	123
Attend sports event: football game - NFL Mon/Thurs	119
Attend sports event: ice hockey - NHL reg seas	118
Attend sports event	116
Attend sports event: basketball game (college)	115
Attend sports event: football game - NFL weekend	114
Visited a theme park in last 12 months	113
Attend sports event: basketball game - NBA reg seas	109
Spent on sports/rec equipment in last 12 mo: $100-249	106
Went to zoo in last 12 months	106
Attend sports event: football game (college)	103
Went on overnight camping trip in last 12 months	91
Spent on sports/rec equipment in last 12 mo: $1-99	85
Attend sports event: high school sports	82

Figure 6.11

COMMUNITY RECOMMENDED ACTIVITIES AND FACILITIES

Additional activities and facilities were identified by the public through the input sessions that directly relate to the changing needs of the community and their expectations for the EPRD. Some existing park activities have been successful, and show signs of growth, while others are new ideas from the public.

PICKLE BALL COURTS - Pickle ball has become increasingly popular with aging populations and there is a need for more courts - outdoor and potentially indoor.

OUTDOOR SPLASH PADS - Smaller scale outdoor splash pads are becoming increasingly popular as an attractive alternative to outdoor pools. There are currently no outdoor splash pads outside of the Aquatic Center in the City. Splash pads should be evaluated as an attractive alternative to pools as they require less safety supervision and operating costs than traditional pool facilities.

FRISBEE GOLF - There is one frisbee golf course at Rosland that is very popular and is showing signs of wear on the grass and trees. This could be an indication that there is a greater need for more facilities in other parts of the City. Frisbee golf courses are very affordable compared to other recreational activities.

ARCHERY RANGE - Archery is growing in popularity and has been identified by the community as a need. There are currently no formalized places for archery in the parks system and there may be benefits to setting up a structured area for archery practice. Archery facilities are relatively inexpensive compared to other recreation activities. The Minnesota State Archery Association and/ or MnDNR could be coordinated with for education programs and events.

COMMUNITY GARDENS/ URBAN AGRICULTURE - The community gardens at Yorkville are very popular, promote community engagement, and support healthy lifestyles. Other opportunities for community gardens should be explored. Infrastructure is relatively affordable compared to other recreation activities. Soil tests should be performed prior to installation of any garden beds if any evidence of contamination is shown. Organic leaf compost is an excellent addition to soils to increase production and condition existing soils.

INDOOR FITNESS - A desire for increased access to a range of indoor fitness activities was expressed. Flexible indoor facilities could host a range of activities for a wide age-range of ages and ability levels. Some recent trending activities that could be found indoors include:

- **Indoor Pickleball**
- **Boxing**
- **Indoor parkour**
- **Treadmill only workouts**
- **Group rowing**
- **Stationary Cycling/ spin**
- **Futsal - 5 person indoor soccer**
- **Dodgeball**
- **Yoga, pilates, hot yoga**
- **Mommy fitness**

POTENTIAL USES FOR EXISTING FACILITIES

The consultant team identified activities that were not mentioned specifically by the community or survey data, but do parallel national and regional trends, and could be integrated into Edina's parks with little additional financial or infrastructure inputs.

FOOT GOLF - Foot golf's introduction and growth in popularity has corresponded directly with traditional golf's decline. Two courses exist in Minneapolis. Usually taking place in the rough, or next to the fairway, it is played simultaneously with golf and allows courses another form of revenue. Foot golf is cheaper than regular golf, requires a ball for equipment, and is generally accessible to a much wider range of people.

GEOCACHING - Geocaching is a passive recreational opportunity that would allow greater exposure to underutilized natural areas of the park. A great family activity that requires very little investment and/ or management.

RESTAURANTS AND BEER GARDENS - Integrating food and beverage into the park system is another form of revenue generation. Cross-pollinating activities by bringing more people into an area has worked well in other areas of the country and is something Edina is currently pursuing. The synergy of tapping into the Twin Cities emergence as a midwestern Food and MicroBrew leader has a lot of potential for creative partnership opportunities. The Consultant team identified the lawn bowling green at Centennial Lakes as an exciting opportunity to bring more consistent users to the area. Food trucks could also be a way to bring an added service to the population, and EPRD should study how to encourage and accommodate food trucks in key areas of the park system.

AERIAL CHALLENGE COURSES - ROPE CHALLENGES - Aerial ropes courses have become popular and offer a unique experience opportunity for Edina's parks. Partnerships may be an effective way to deliver this feature to residents.

FRISBEE GAMES (BEYOND GOLF) - Frisbee and disc games have consistently increased in popularity over the years and groups in Edina have organized the "Edina Family Frisbee Festival" in the past. Family friendly, and games that can accommodate a wide range of abilities, EPRD could work with existing groups to encourage and help integrate frisbee activities and facilities into the Park System.

SEPAK TAWKRA - A game native to SE Asia that is played primarily by Hmong community. A version of volleyball played with feet, this sport may become more popular as Edina's population diversifies. The sport can be played on turf fields and only requires a net and ball.

TARGET GOLF GAMES - Golf oriented games that can be played in a number of settings including parks. Sometimes played using a soft core type ball (to reduce injury and property damage from errant shots) and higher lofted clubs, players aim for targets and non-traditional golf holes. Cost is typically free and no additional infrastructure would necessarily be needed in a park. Divot repair would be the main maintenance issue needing to be addressed. EPRD could designate certain areas to encourage target golf (potentially nearby in Braemar), and potentially organize education events.

BIKING - Different forms of biking have become popular, often in association with the X Games. Mountain biking is discussed further in this document but a few other biking activities include a host of BMX related events - BMX vert, dirt, Big Air, Street, and others. Many of these events are somewhat related to skateboarding and future facility construction should evaluate the need and requirements to host these biking events. Building large ramps and dirt tracks may be beyond the purview of EPRD but partnerships and programming could be explored.

PLATFORM TENNIS - The platform tennis court is similar in size to the pickleball court; however, it requires a greater infrastructure investment in building the courts that are usually heated - allowing outdoor winter use.

FUTSAL - Futsal is a form of soccer that is mainly played indoors, on a smaller field, with a smaller ball, and 5 people per team. This version of soccer is a new introduction to the City of Edina being played by the Edina Soccer Club as a way to extend the season and crosstrain.

There are a number of additional activities and sports that could be integrated into EPRD facilities and programs. The list is continuously changing and EPRD should reevaluate current trends and existing offerings every few years to ensure they are consistently meeting current resident needs.

TRENDS ANALYSIS FINDINGS

A direct correlation exists between the national participatory trends and the local market trends, in that the service area shows a high propensity to engage in recreational activities pertaining to fitness. Based on market potential index figures, the Department should expect residents to participate in fitness activities at a much higher rate than the national average. This would indicate that the Department should offer a wide variety of fitness programming, with a willingness to introduce innovative and trending activities.

The local participatory trends also show that residents of Edina attend sporting events and theme parks at a high level, as index figures for these categories are well above average. This demonstrates that the local community is very social and residents enjoy attending a variety of events. From a programming standpoint, this presents an opportunity for the department to offer more special events and excursions, such as day trips for seniors or a community day at the ballpark.

Based on the findings from the demographic and trends analysis, the Department is very fortunate to have an ideal service area. Not only are income characteristics well above average, but the user base also has a strong tendency to spend their time and money on activities that are in the Department's wheelhouse. The future success of the Department will rely heavily on its ability to capitalize on these favorable market conditions by providing facilities, amenities, and programs that are geared toward the needs and interests of the local community.

4.0 PARK SYSTEM CLASSIFICATIONS AND ASSESSMENTS

4.1 NATURAL AND WATER RESOURCES
4.2 PARK, OPEN SPACE, AND TRAILS
4.3 FACILITIES AND BUILDINGS
4.4 BRANDING, SIGNAGE, AND WAYFINDING
4.5 PROGRAMS
4.6 FINANCE & MANAGEMENT

CLASSIFICATIONS AND ASSESSMENT

Our team combined previously completed inventories with our own thorough assessment of Edina's Park and Recreation systems/facilities. This comprehensive assessment provided us an understanding of Edina's Parks as they exist at the time this report was written. We were then able to evaluate the Edina's parks as they relate to the recent community needs surveys and input efforts, which allowed us to identify Edina's parks strengths and opportunities for improvement.

Additionally, park classifications were developed for all of Edina's parks based on National Recreation and Parks Association (NRPA) guidelines. Using these classifications, a standard for level of service can be developed to address and guide future capital improvements and new facilities.

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4.1 NATURAL RESOURCES ASSESSMENT

Natural resources of the Edina Park and Recreation Department (EPRD) include trees, lawn and landscape in the developed areas of the parks and in the un-maintained natural areas of the parks; beautiful forests; meadows; wetlands and creeks. Natural resources in parks can become degraded and require care. We can't assume they will thrive without our protection and stewardship. The following is an overview of the status of the EDPR's natural resources and recommendations for preserving and nurturing them into the future. A detailed natural resources study was not conducted as part of this project, therefore, it is recommended to conduct a parks natural resources inventory and produce a Natural Resources Master Plan.

State threatened turtles likely found in Edina parks

Pollinators are important, often under appreciated wildlife

Buckthorn seeds are spread quickly by birds

NATURAL AREAS

The natural areas within the Edina park system are a treasured asset for the citizens of Edina. Here the term natural areas mean any unmaintained landscape which includes forest, meadows, wetlands and streams. They provide valuable services such as the filtering of water and air, as well as opportunities for passive and active recreation.

Historically, natural areas have been, for the most part, unmaintained. Ideally this would change as our parks are now experiencing an onslaught of invasive species, and the forces of climate change. These topics are discussed further below.

WILDLIFE

Most Edina citizens enjoy seeing wildlife. Parks (as opposed to private property in Edina) provide better wildlife habitat simply because of the acreage of natural area. Park staff has promoted habitat creation in such projects as achieving Audubon designation for Braemar Golf Course and removing buckthorn in several parks, planting pollinator attracting flowers, tree planting and providing education programs. Habitat continues to be a valued aspect of the Edina Park system. As part of the MnDNR's Fishing in the Neighborhood program, fish stocking is occurring annually in Cornelia and Centennial Lakes with Northern Pike, Bluegill, Bass, and Black Crappies. A few Minnesota designated threatened and special concern species exist in Edina near Nine Mile Creek. The Blanding's Turtle and Peregrine Falcon are considered a Threatened Species Minnesota and the Common Moorhen and the Forester's Tern are considered Special Concern Species. These species exist in small wedges of habitat. Expanding habitat within parks where possible would help these species, and many other species, to thrive and expand in population.

INVASIVE PLANT SPECIES

Invasive, non-native plant species are common in Edina Parks, as they are throughout the metro area. Primary species include common buckthorn, Tartarian honeysuckle, garlic mustard, hybrid cattail, reed canary grass, and purple loosestrife, with minor infestations of other species. These plants displace native species, degrading wildlife habitat and, in the case of buckthorn, preventing the regeneration of trees in woodlands and leaving soil open to erosion. For healthy natural areas, invasive species are best kept to a minimum. Unfortunately, total elimination is not possible because invasive species are transported into Edina parks from around the region. We have come to a point in our urban environments where if we want diverse natural areas that support native plants and animals, we must intervene control invasive species. If we do not control invasive species park natural areas will eventually degrade to a tangle of invasive species without native plants.

Buckthorn is the most dominant and impactful invasive species in Edina Parks. Currently buckthorn is managed in some parks, but this could expand. In a 2009 survey by Prairie Restorations Inc., parks were ranked for priority of buckthorn removal. This included:

- **High Priority:** Parks with high quality natural areas with a good diversity of native plant species. Including: Van Valkenburg, Arden, Normandale, Highland, Garden, Melody Lake, Krahl Hill, Braemar Park and Lake Cornelia.
- **Mid Priority:** Parks with lower quality natural areas. These areas have lower plant diversity and not as desirable trees as the high priority natural areas, plus a minimal herbaceous layer. Including: Pamela, Todd, Lewis, York, Creek Valley, Heights, Walnut Ridge, Wooddale, Utley, Williams, Lincoln Drive Floodplain, Bredesen Park and Arneson Acres.
- **Low Priority:** These parks have the lowest priority ranking due to the nature of their buckthorn infestation. Buckthorn is common on the woodland edges of these parks and generally is not very heavily infested. Including: Alden, Browndale, St. Johns, Birchcrest, Countryside, Sherwood Pump, Cornelia School, Frank Tupa, Bob Kojetin, Chowen, Weber, Lake Edina, Fred Richards Golf Course, Fox Meadow, Bristol, Yorktown, McGuire, Strachauer, and Tingdale.

The priority rankings serve as a guideline in creating a buckthorn removal plan. The next step is to conduct a thorough inventory and produce a buckthorn management strategy within a Natural Resources Master Plan. Some factors to be considered as part of the buckthorn removal plan includes: the quality of the natural area, percentage of infestation, preferred buckthorn removal process and equipment required, economic limitations and amount of time allotted to complete the removal process. The key in the removal of buckthorn is having a long term plan that is flexible and persistent. Other invasive species should also be included in this inventory and plan.

Invasive species control is most effective if professionals are hired for invasive species removal. This can be supplemented with volunteers, but volunteers should not be relied upon. An annual budget should be set for invasive species control if this is a priority for Edina. Overseeing natural resources management in the parks is a big job. It may be necessary to create a full-time natural resources manager position to coordinate maintenance and restoration efforts, and find funding and partnerships to better achieve goals. This would insure that natural resources receive on-going attention.

TREES

Trees in Edina parks can be considered in two categories; those that exist within lawns or developed areas of the parks and those that exist within natural areas. In general, trees in developed areas need more care and are subject to higher public expectations, and therefore require more maintenance. Trees in natural areas are left to nature. In the future, however, climate change may dictate that greater attention be given to trees in natural areas. Native trees may be impacted, and certainly are now being impacted by insect and disease epidemics. A recommendation of this report is to conduct an inventory of the natural areas of the parks in order to understand their current condition, and to have a base-line to track changes in the parks. A tree inventory has already been completed.

CREATIVE BUCKTHORN REMOVAL

Biological Buckthorn removal

Recently, goats have been used to attack the invasive buckthorn issue prevalent throughout the metro. Goat ranchers, such as the Goat Peak Ranch in Red Wing, have rented out their herds to Great River Greening, Friends of the Mississippi and others to help address buckthorn invasions. Specific zones are fenced off and goats are allowed to forage through the area - eating everything, but preferring woody species such as buckthorn.

Goats have been known to devour an inpenetrable wall of buckthorn, allowing visibility through the tangle. While not a solution in itself, buckthorn still needs to be treated to completely eradicate, goats can be part of the solution and provide a unique and exciting education opportunity to communicate with the public.

The City's ash trees are threatened by the emerald ash borer

Expanse of turfgrass - consider turning to natural areas

Seeing the benefits of an environmentally friendly approach

A new threat to park trees is the Emerald Ash Borer (EAB). EAB is in the metro area and is expected to slowly spread. From observations in the eastern U.S., the mortality curve will drastically swerve upward as more trees die and insect populations increase exponentially. The EPRD is fortunate to have manageable ash tree densities in maintained parklands.

Generally, Edina parks have a good diversity of tree species, with low populations of significant Ash trees. Two parks are at risk for being the most affected by Ash tree losses; Heights Park (13 trees) and Lewis Park (47 trees). Tree removal and replacement, both proactively and as trees die, is the current management strategy, but selective chemical protection is an option for the most valuable Ash trees. Since EAB cannot be controlled through the removal of dead trees, dead Ash trees will be removed for public safety purposes in the developed portions of parks, but left for wildlife habitat in natural areas.

With the potential for increased tree losses from EAB and stress from soil compaction and climate change, an increase in annual tree planting is recommended. A Park and Recreation tree replacement budget increase from $11,000 to $21,000 will increase the annual tree planting from 25 – 30 trees to 65-70 trees. Tree planting is only the initial stage of a reforestation program. Before trees are planted, a plan must be in place for their maintenance (mulching, pruning and watering). It is especially important to continue pruning young trees every year to establish sturdy form.

Approximately 100 – 150 trees are lost annually on city property to Dutch elm disease. An existing tree removal program has diseased trees removed as the disease is discovered. A further 2 – 3 tree are lost annually due to oak wilt; not a serious problem for Edina Parks.

Communities across the Midwest have been experiencing increased downed trees and limbs due to high winds. Increased winds are a symptom of climate change. Edina parks remove 5 – 10 trees each year due to storm damage. Most of these losses are in city woodland areas, where trees are replaced naturally. This may increase.

Park staff has done a great job of diversifying the parks tree canopy. As climate change evolves, the consideration for planting tree species with increased drought tolerance, and planting species that typically grown further south will adjust for increased temperatures and extended droughts.

TURFGRASS

In actively used park land there is no better groundcover than turfgrass. It is durable and attractive. To keep it this way, however, requires the use of materials that are not ideal for our health, or that of the environment. Currently, an organic lawn care policy exists for turf management of Edina parks. Staff has seen this policy come and go twice since the 1970s. As weeds increase with the absence of herbicides, park neighbors' tolerance of dandelions and therefore the policy receives heavy objection and has resulted in reversal of the policy. Dandelions and clover are great food sources for pollinator

insects, but their seed drifts into neighboring properties. A 'Seeing Yellow' education campaign would help to inform residents as to benefits of not treating dandelions and other lawn weeds.

Lawn that is not actively used could be converted to natural areas. There are many options for alternative landscaping including native wildflower and grass plantings, shrub plantings and eco-lawns. It must be understood that planting lawn alternatives does not mean that they do not require maintenance. Unmaintained plantings quickly become dominated by invasive plant species if not maintained.

Careful planning is necessary when considering lawn conversion. Planners must first observe which lawns are used by people and which are not, and to assess the aesthetic implications of a conversion. It is best to conduct a public education program when converting turf to discuss and inform park neighbors of the plans. A 'Seeing Yellow' education campaign would help to inform residents as to benefits of not treating dandelions and other lawn weeds.

SOILS

An issue central to plant health and survivability in the parks is soil compaction. It is important to prevent soil compaction in order to grow healthy trees and reduce the need for lawn chemicals. Soils that have been compacted by over-use by people or by vehicles driven on lawns do not support healthy plant growth because they greatly limit the oxygen and water that can move into the soil. Compacted soils result in the need for more fertilizer and herbicides because turf species become weakened while weeds like dandelion thrive in compacted soils.

Soil compaction is a difficult issue because people want to actively use parks. An example of this is Rosland Park Frisbee golf course. This popular area gets heavy use which is compacting the soil and has now gotten to the point that the beautiful oak trees within the course are showing signs of stress because their roots systems are not receiving the oxygen and water they require.

Annual aeration of lawns helps to alleviate compaction, as does incorporating lots of compost into soils of new lawns. It is also important to stay off wet soils if possible because this is when they are easily compacted. Public awareness is helpful in starting to curb this problem.

SEEING YELLOW EDUCATION CAMPAIGN

Edina maintenance staff is already undertaking a progressive turf management strategy that minimizes pesticide and herbicide use. An education program highlighting these efforts and teaching residents the advantages of a few weeds in their park's lawns would be beneficial. Some of the things to focus on in aa 'Seeing Yellow' campaign include:

- Planting to create foraging for pollinator insects
- What is a weed?
- Alternative lawn plantings and maintenance
- The dangers of pesticides.

Compacted soils from heavy use impact trees

Increased storm intensities - climate change

natural resource education is critical to sustainability

Outdoor classrooms provide areas for programming

CLIMATE CHANGE

Climate change has begun to impact Edina's parks, and these effects will amplify in the next few decades. We are already experiencing:

- More summer days over ninety degrees
- Increased intensity of humid and dry days
- Increased rainfall intensity with decreased frequency
- Decreased snow cover & increased average winter temperatures
- Increased wind & soil drying

The result of these weather changes is stress on plants - trees, lawns and other plants in the park, as well as stress on wildlife. Stress makes plants and animals more vulnerable to insects and diseases. To sustain the park system's landscapes and habitats, parks may require more resources to maintain vegetation in the parks. Choices will have to be made on priority landscapes, and budget will need to be allocated for tree removal and planting, as well as greater efforts in maintaining turf areas. Park staff has already been increasing the number and diversity of trees planted in the parks, as well as selecting species for greater drought tolerance.

Because of the increase in storm size we can also expect increased flooding in flood prone areas.

NATURAL RESOURCES EDUCATION AND INTERPRETATION

Natural resources are respected when they are understood. EPRD has teamed with Edina Community Education to offer classes on natural resources topics. This will continue and grow to include topics on water conservation and stormwater use, pesticide-free lawn care and lawn alternatives, habitat protection and creation of pollinator habitat and much more.

A nature center has long been a desire for the Edina Park system. A nature center would bring a greater focus on natural resources in Edina and provide a convenient opportunity for school children as well as adult learners. Although a thorough assessment should be conducted to assess ideal location, Bredesen Park has good potential for the nature center. It has significant natural areas and connection to the future Nine-Mile Creek trail.

CONCLUSION

The managers of Edina parks have been doing a great job maintaining the trees, turf and landscape of the parks. Excellent maintenance programs exist, and it is important to preserve these programs and even increase investment in maintenance as peoples' demands on parks increase, and as climate change stresses the landscape. The natural areas of the park, however, have gotten less attention and show signs of degradation

from the impacts of invasive plant species. In order to preserve and preferably increase the diversity of natural areas, additional funding should be allocated to remove invasive species and plant adapted native species in Edina Parks to provide the natural experience Edina citizens appreciate.

This plan does not include an extensive assessment of Edina Park's natural resources, nor include a deep strategy for their protection. This plan recommends that a natural resources master plan be conducted to thoroughly assess natural resources, to examine priorities for their preservation, and to create an action plan for their management and regeneration.

A Natural Resources Master Plan would answer these questions:

- What and where are Edina Park's natural resources?
- What condition are they in?
- What are the goals for natural resources in Edina parks?
- Are there opportunities to increase the amount of natural areas?
- How can we accomplish these goals?

KEY RECOMMENDATIONS:

- Conduct a natural resources inventory and write a Natural Resources Master Plan
- Continue with the excellent maintenance program for developed areas of the parks. This may require increased budget for tree removal and planting in the near future.
- Turn more attention to the natural areas of the parks to prevent further degradation by invasive species. This will require professionals to remove invasive species and to nurture the native plant communities.
- Create environmental learning center/ nature center infrastructure in key parks to support environmental and natural resource education.
- Prepare for climate change by understanding the changes that are taking place and be prepare for extended drought, high winds and heavy storm events.
- Create a full-time natural resources manager position to coordinate maintenance and restoration efforts, and find funding and partnerships to better achieve goals .
- Maintain recently completed restoration efforts and protect existing high quality patches and heritage trees within the City.

FULL TIME NATURAL RESOURCE POSITIONS

NEARBY CITIES WITH FULL TIME NATURAL RESOURCE POSITIONS:

Eden Prairie - Forester, Forest Technician, Environmental Coordinator

Golden Valley - Environmental Coordinator

Minnetonka - Nat. Resource Manager, Forester, Water Resource Specialist, Nat. Resource Restoration Specialist

Plymouth - Forester, Forestry Technician

St. Louis Park - Forester, Seasonal Forestry Technician

Open air pavilions are cost effective strategy for create welcoming spaces for gathering, rental, and events

June 19, 2014 flooding in Lewis Park.

4 .1 WATER RESOURCES ASSESSMENT

FLOOD MANAGEMENT, WATER QUALITY, AND WETLAND PROTECTION

Lakes, streams, and wetlands are key attractions in many of the City's parks, including Rosland Park, Bredesen Park, Pamela Park, Utley Park and Centennial Lakes Park. Figure 4.1.1 shows the City's parks and recreational areas along with the lakes, streams, and wetlands within the city. These water resources provide aesthetic and recreational benefits to park users, as well as wildlife habitat. Many of these waterbodies, and the low areas adjacent to the waterbodies, also provide important flood storage and flood protection for nearby or downstream properties. As the City considers potential changes to the parks system, it is important to understand the role that many of the city's water resources play in flood management and the role that the City and park system can have in protecting and improving the quality of these resources.

June 19, 2014 flooding in Pamela Park.

FLOOD MANAGEMENT AND PROTECTION

FLOOD STORAGE IN EDINA PARKS

Many of the City's parks serve as flood storage areas during large storm events or times of high creek flows. Several parks along the Nine Mile and Minnehaha Creek corridors are within the 100-year (or 1% probability) floodplain, including Walnut Ridge Park, Bredesen Park, Creek Valley School Park, Pamela Park and the Braemar Golf Course; significant areas within these parks can become inundated during times of high creek flows. Inundation during large storm events can occur in other parks due to more localized flood management, such as Lewis Park, St. John's Park, Bristol Park or Fred Richards Golf Course. *Figure 4.1.2* shows the areas of flood inundation within the City parks and along the Nine Mile and Minnehaha Creek corridors from a 1% probability flood event.

Inundation from a 100-year flood event occurs within the following parks and open space areas within the City of Edina: Arneson Acres Park, Birchcrest Park, Braemar Park (Courtney Fields), Bredesen Park, Bristol Park, Centennial Lakes Park, Cornelia School Park, Countryside Park, Creek Valley School Park, Fred Richards Golf Course, Garden Park (and Garden Park Addition), Highlands Park, Lake Edina Park, Lewis Park, Lincoln Drive Floodplain, McGuire Park, Melody Lake Park, Moore Property, Normandale Park, Pamela Park, Rosland Park, St. John's Park, Strachauer Park, Van Valkenburg Park, Walnut Ridge Park, Weber Field Park, and York Park.

June 19, 2014 flooding in St. John's Park.

It is important to maintain flood storage capacity in many of the inundated areas shown in *Figure 4.1.1* to prevent flooding impacts to nearby or downstream properties. In regulated floodplain areas, fill within the floodplain is regulated by the two local watershed districts: the Nine Mile Creek Watershed District (NMCWD) and the Minnehaha Creek Watershed District (MCWD). Watershed districts are local units of

government that specifically address the management and protection of water resources based on hydrologic boundaries instead of political boundaries. The watershed district boundaries are included in *Figure 4.1.2*. Because these watershed districts are granted authority to regulate, conserve, and control the use of water resources, the City is required to comply with the specific stormwater and water resource related requirements of each district, including floodplain management.

June 19th, 2014 Flooding in Rosland Park

REGULATED FLOODPLAIN

The floodplain of a stream can be defined as that area adjacent to a stream which is inundated during times of flood. More specifically, the Minnesota Floodplain Management Act of 1969 defines the floodplain as that area adjoining a watercourse which is subject to inundation by a flood of 100 year frequency. Flood frequency data is also described by the Federal Emergency Management Agency (FEMA) in terms of a percentage of risk, or annual exceedance probability. For example, the 100 year frequency flood inundation area represents an area that has a 1 percent chance of flooding (1 percent-annual chance flood) for any given year.

Under the provisions of the Minnesota Floodplain Management Act of 1969, local governmental units are required to adopt floodplain management ordinances that prohibit major alteration to existing structures, new fill, and floodplain use which would unreasonably constrict flood flows in the floodplain unless further provisions are made to fully compensate any detrimental effects. The following policies regarding floodplain regulation within the City of Edina have been adopted in the City's Comprehensive Water Resources Management Plan (CWRMP):

1. The floodplain of Nine Mile Creek is defined as that area lying below the 100 year flood elevations as shown in the Nine Mile Creek Watershed Management Plan, March 2007. The floodplain of Minnehaha Creek is defined as that area lying below the 100 year flood elevations as shown in the Federal Emergency Management Agency (FEMA) Flood Insurance Study for Hennepin County, Minnesota All Jurisdictions, September 2004.

2. The floodplain requirements of the Nine Mile Creek Watershed District (Rule 2- Floodplain Management and Drainage Alterations: http://www.ninemilecreek.org/Regulatory/Reg.asp) and the Minnehaha Creek Watershed District (Floodplain Alteration Rule: http://www.minnehahacreek.org/permits/regulatory-rules) are applicable.

In 2013, the National Weather Service released updated precipitation frequency estimates for the Midwest region of the United States, referred to as "Atlas 14". The NMCWD is in the process of updating their revised 100-year flood elevations and associated inundation areas to reflect the increased precipitation depths. Therefore, while the City of Edina's current floodplain policies refer to the Nine Mile Creek floodplain defined in the 2007 Watershed Management Plan, Figure 1-2 reflects the preliminary Atlas 14 100-year inundation area for the Nine Mile Creek watershed expected to be adopted by the Watershed District in 2015. Please note that the inundation area provided is still preliminary, currently under review by the NMCWD

WATERBODIES AND WETLANDS IN EDINA

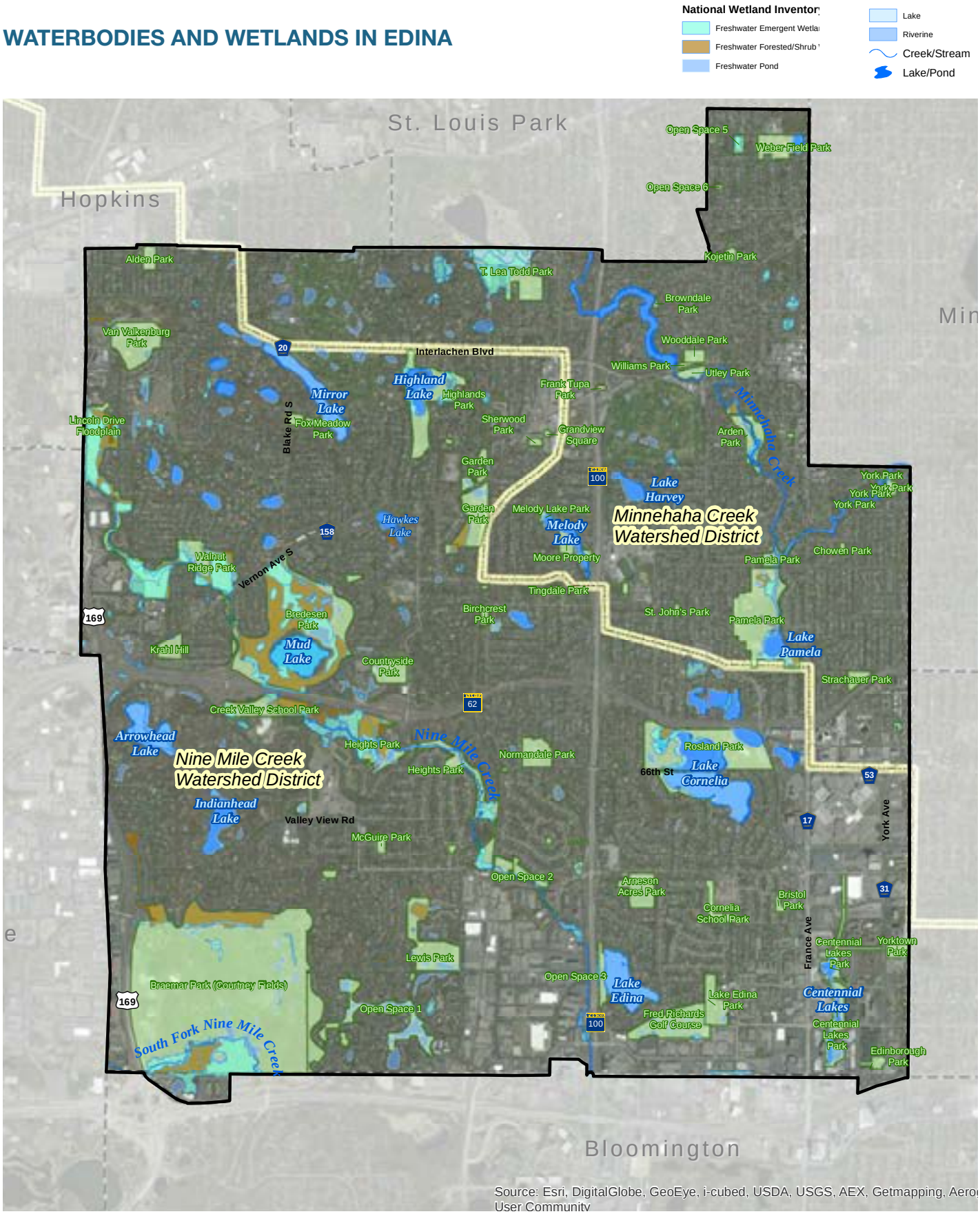

Figure 4.1.1 - Waterbodies and Wetlands in Edina

100-YEAR FLOOD INUNDATION

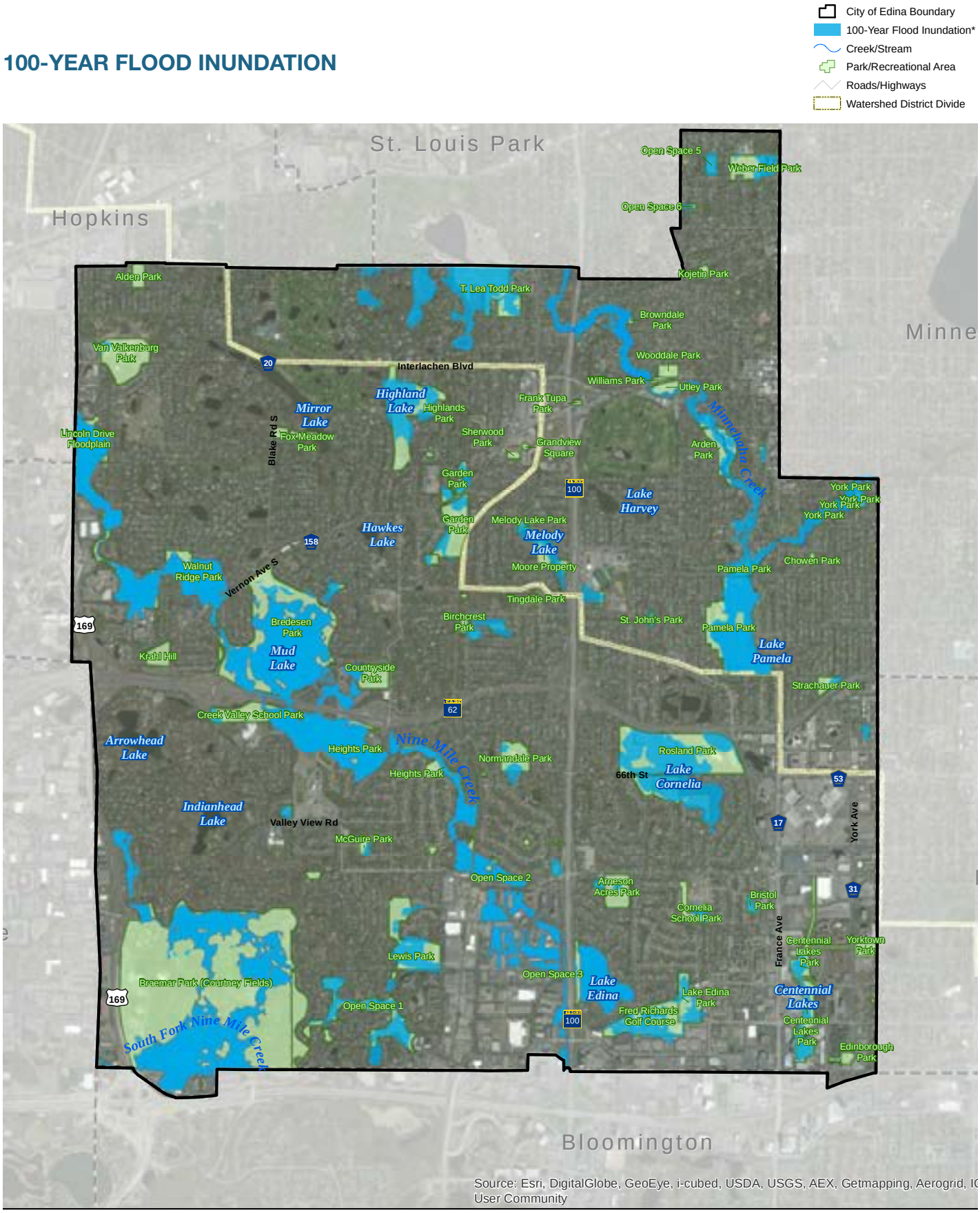

Figure 4.1.2 - 100 Year Flood Inudation

and subject to change. Therefore, the preliminary inundation boundary provided should be identified as preliminary on any published maps or plans.

WATER QUALITY MANAGEMENT

WATER QUALITY CHALLENGES

Many of the City's most valuable water resources are within or near City parkland. Located in an urbanized setting, the quality of many of the lakes, streams, and wetlands within the city has suffered due to the developed nature of their watersheds. These waterbodies often receive stormwater runoff from impervious surfaces such as roadways, driveways, along with pollutants such as sediment, phosphorus and chlorides (salt). The Minnesota Pollution Control Agency (MPCA) has identified several waterbodies within Edina as impaired, meaning the water quality does not meet state water quality standards. These waterbodies include Lake Cornelia, Lake Edina, Nine Mile Creek and Minnehaha Creek.

LAKES

Lake Cornelia and Lake Edina are both shallow lakes within the City that are classified by the MPCA as impaired because the phosphorus concentrations in the lakes exceed the state's shallow lake standards. High phosphorus concentrations often result in frequent algal blooms, reducing the clarity of the lake and hindering the growth of aquatic plants. Some of the other lakes within, or adjacent to City parkland have been periodically monitored by the watershed district(s) or citizen volunteers, including Lake Pamela, Melody Lake and Mirror Lake. While not enough data has been collected from these lakes for the MPCA to make a determination whether these lakes are impaired, the available data indicates that these lakes have poor water clarity due to high phosphorus concentrations and abundant algal populations.

Studies have been conducted for Lake Cornelia and Mirror Lake by the NMCWD to assess the water quality problems and identify best management practices that can be implemented within the watershed(s) to improve the water quality of the lakes. These lakes, as well as Lake Edina, are also monitored periodically by the NMCWD.

The MCWD has a lake grading system that identifies how lakes within the Minnehaha Creek watershed compare to other area lakes based on water quality and recreational opportunities such as swimming, boating and fishing. Lake Pamela and Melody Lake have received poor lake grades in the past, likely due to poor water clarity and observed algal blooms. Receiving "high" lake grades in shallow lakes like Lake Pamela and Melody may be unlikely, as these shallow lakes will typically not exhibit the water clarity of deeper lakes of similar size, especially when receiving stormwater from a developed watershed. However, the poor lake grades are an indicator that measures to improve the water quality and recreational opportunities of these lakes should be considered.

STREAMS

Both streams that meander through Edina are identified by the MPCA as impaired. Nine Mile Creek is impaired due to excess chlorides resulting from winter salt usage, as well as biological impairment for fish habitat. Minnehaha Creek is impaired due to excess chloride, bacteria, insufficient dissolved oxygen, and fish biological impairment for fish habitat. In addition to these impairments of Minnehaha Creek, the concentrations of phosphorus in Minnehaha Creek have led to impairment in downstream Lake Hiawatha in Minneapolis. As a result, the MCWD has required that the City of Edina reduce the amount of phosphorus discharged to Minnehaha Creek on an annual basis.

WATER QUALITY PROTECTION AND IMPROVEMENT

The City has established water quality management policies and design standards in the Comprehensive Water Resources Management Plan to protect the water quality of the waterbodies within the city. The watershed districts also have rules to protect the quality of lakes, streams, and wetlands, which are administered through their respective permitting programs. Although the rules differ, the of the respective watershed districts stormwater volume reduction when constructing new impervious surfaces. For example, in the Nine Mile Creek Watershed District, abstraction of one inch of runoff from the impervious surfaces is required, through practices such as infiltration. For replacement or reduction of existing impervious surfaces, the amount of stormwater volume reduction required can be less, depending on factors such as the percent of impervious surface disturbed and/or the percent increase or reduction of impervious surface. Regardless of the site-specific watershed district requirements, the City should seek opportunities to reduce runoff volume from its parks, with a goal of capturing and infiltrating or reusing one inch of runoff from all impervious surfaces, where feasible.

Green infrastructure, described in more detail below, should be considered for future park improvement projects to reduce and manage stormwater runoff. The use of green infrastructure techniques implies that the treatment features created will be multifunctional, providing additional benefits for park users and wildlife that go beyond stormwater management. For example, a rainwater garden along a parking lot can also improve parking lot aesthetics, provide shade with trees, create songbird and pollinator habitat, and screen undesirable views.

Figure 4.1.3 identifies three steps for evaluating and implementing improved stormwater management as part of future park projects, with each step progressively more protective of downstream water resources. The first step is to provide pretreatment of stormwater being discharged to lakes, wetlands, or streams within the city. The second step is to reduce or treat stormwater runoff generated from impervious surfaces within the parks, preferably through infiltration-based practices where feasible. The third step is treat "off-site" stormwater from nearby roadways and neighborhoods on available park land. With each of these steps, opportunities to create multi-functional practices should be considered to provide added benefits to park users and additional wildlife habitat. Potential funding partners for implementing stormwater treatment

Parking lot raingardens beautify and street stormwater

Rainwater garden "greens up" this municipal parking lot, while also providing shading for parked cars and creating habitat for songbirds.

Rainwater garden in small open space park provides infiltration and treatment from a nearby roadway

beyond what is required by current regulations include the MCWD, NMCWD, MPCA, Minnesota Board of Water and Soil Resources (BWSR), and the Minnesota Department of Natural Resources, among others.

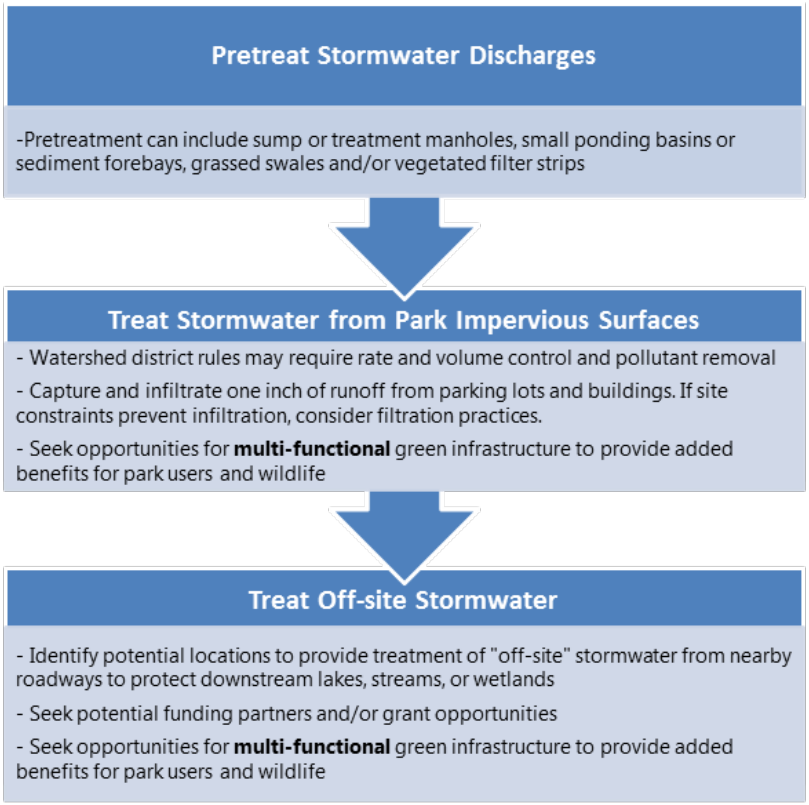

Figure 4.1.3 - Steps for Evaluating and Implementing Stormwater Management in Edina Parks

GREEN INFRASTRUCTURE

Implementing park improvements provides an opportunity to incorporate green infrastructure to reduce the impacts of stormwater and protect and improve the downstream water resources. Green infrastructure can take many forms, but often refers to use of stormwater management techniques that mimic natural hydrology by infiltrating, evapotranspiring, capturing and using stormwater and thereby reducing runoff.

With abundant green space and proximity to waterbodies, many of the Edina parks lend themselves to the implementation of green infrastructure techniques. The following is a short discussion of the techniques appropriate for treating stormwater running off park buildings, parking lots, streets and even lawns in Edina parks. Infiltration practices should be considered as the preferred treatment method to maximize runoff volume and pollutant removal. However, infiltration may not be feasible due to site-specific constraints such as soils with low infiltration potential, contaminated sediment, and/or location within vulnerable drinking water supply management areas.

REDUCE IMPERVIOUS SURFACES

The best way to prevent stormwater runoff pollution is to avoid building hard surfaces or to eliminate existing hard surfaces that generate runoff. It is important to closely evaluate the need and size of pavement during site design. Sometimes sidewalks, driveways, parking lots and streets can be narrower or smaller than first proposed.

Before - Stark parking lot with extensive impervious

After - Planted center island rainwater garden transforms parking lot

RAINWATER GARDENS

Rainwater gardens are shallow, landscaped depressions that collect stormwater and allow it to soak into the ground. They filter out pollutants and recharge groundwater. They can be planted with ornamental or native plants. Rainwater gardens within or along the edges of parking lots are an effective method to reduce the harmful impacts of impervious surfaces, while also improving park aesthetics and providing habitat. Rainwater gardens could be installed within or along parking lots in many of Edina parks, including Van Valkenburg and the Braemar Sports Complex.

GRASS SWALES

Grass swales are vegetated channels used primarily to convey runoff from one area to another. They can be designed with a flat bottom or with check dams to promote stormwater infiltration.

Grassed swales can be installed along parking lots or roadways to capture, convey and/or treat runoff

IRON ENHANCED SAND FILTERS

Iron enhanced sand filters are below-ground reservoirs of sand mixed with iron filings that come into contact with stormwater. As the runoff filters through the sand, iron binds with dissolved phosphorus, a primary stormwater pollutant in stormwater, removing it from the stormwater. These sand filters are typically designed under rainwater gardens, but can be used in conjunction with other types of stormwater practices.

PERMEABLE PAVEMENT

Permeable pavement can be used instead of traditional pavement for roadways, parking lots and trails. Permeable pavement allows precipitation to filter through the paved surface and infiltrate into the ground or storage or filtration system beneath the pavement. Permeable pavements can be installed over an entire parking or driving surface, or in a smaller area that receives runoff from adjacent impermeable surfaces. In a parking lot setting, one of the primary advantages of permeable pavement is reduced stormwater runoff without the loss of available parking. Permeable paving options include porous asphalt, pervious concrete, permeable pavers, and grass or gravel-filled grid paver systems.

One of the more common and successful permeable pavement options is permeable pavers, which are specially shaped pavers that are set in a manner that runoff can easily

Iron-enhanced sand filter removes dissolved phosphorus from stormwater

Permeable pavers in this plaza cover a stormwater tree trench system, providing stormwater storage and growing media for the trees.

Stormwater wetlands, such as those at Pamela Park, provide treatment of onsite and off-site stormwater and create wildlife habitat

Cisterns hold water from roof runoff, which can be used for irrigating landscapes

seep between them into a gravel storage layer beneath. Pavers clean and infiltrate stormwater. They also help to prevent ice accumulation in winter as melt water is quickly drained below ground. They can be used for walkways such as at building entrances where it is important to prevent slipping.

STORMWATER WETLANDS

Stormwater wetlands treat runoff from large watersheds. As stormwater runoff flows through the wetland, pollutant removal is achieved through settling and biological uptake. Besides cleaning stormwater these wetlands provide aquatic and terrestrial wildlife habitat.

STORMWATER CAPTURE AND REUSE

Stormwater running off hard surfaces can be a resource or a source of pollution depending how it is managed. Capturing stormwater and repurposing it for irrigation or other uses is an excellent way to reduce stormwater runoff. Stormwater from impervious surfaces can be stored in ponds, underground tanks, or cisterns, and used as sole irrigation for landscapes or to supplement an existing irrigation system and reduce water use and associated costs.

TREE TRENCHES

Swedish tree trenches are a technique for treating stormwater as well as growing trees in urban areas with 100% hard surface, such as in parking lots and urban plazas. An underground trench is first constructed and filled with rock. Soil is then washed into the voids of the rock. This allows tree roots to grow protected under the weight of pavement. Stormwater is stored in open rock voids at the bottom of the trench. This technique should only be used in extensively paved areas where it is important to both grow trees and treat stormwater. Tree trenches are a good option in locations where parking capacity is especially important.

PARK MAINTENANCE

There are many park maintenance practices that can be implemented to help protect and improve downstream water resources. Several recommended maintenance activities are described below.

WINTER SALT USE

The City should seek opportunities to reduce winter salt usage within its parks, especially considering that both Minnehaha Creek and Nine Mile Creek have been identified as impaired with respect to aquatic life due to high chloride levels in the

streams. Enhanced education for winter salt applicators is a primary practice to reduce excess salt usage. Trainings for City staff and private applicators are typically offered by the Nine Mile Creek watershed district or MPCA. Other considerations for reducing salt usage in city parks include use of alternative de-icing products and evaluating salt stockpiling locations and practices.

PET WASTE MANAGEMENT

When pet waste is not properly disposed of, it can be washed away by stormwater runoff and end up in downstream lakes, wetlands, and streams. Pet waste in our water resources is problematic as it carries harmful bacteria, viruses and parasites that can threaten the health of humans, pets, or wildlife. Pet waste also contains nutrients such as nitrogen and phosphorus and consumes oxygen as it decays, reducing the oxygen available for aquatic life.

Enhanced education and public awareness on proper pet waste disposal practices is recommended to reduce the amount of pet waste reaching the City's waterbodies. Signage is a common form of outreach to inform pet owners about the importance of cleaning up after their pets.

WETLAND AND SHORELINE BUFFERS

Buffers around wetlands, lakes, and streams can provide shoreline protection from erosion, reduce impacts from stormwater runoff and associated pollutants, and provide habitat for aquatic and terrestrial wildlife. Restoring and/or creating broader wetland buffers within city parks should be considered, where feasible. A strategy for buffer restoration and management should include management of invasive species, planting of native species that provide diversity yet are simple to maintain, and commitment to regular maintenance. Education of park users regarding the importance of buffers, such as educational signage and/or programming, should also be considered.

WETLAND PROTECTION AND MANAGEMENT

The City's goal is to achieve no net loss of wetlands, including acreage, functions, and values. To achieve this goal, policies have been established in the CWRMP to protect the wetlands within the city. To provide a basis for wetland protection efforts, an inventory and general assessment of all the wetlands within the city was completed in the late-1990s. A subsequent wetland functions and values assessment was conducted in 2003 by the Minnehaha Creek Watershed District for wetlands within the Minnehaha Creek watershed. While these wetland inventories and assessments have provided the city with useful planning-level information, more up-to-date and detailed wetland delineations and function and values assessments are often required by the regulators as part of permitting for park improvement projects. Because the wetland delineation and assessments time frame is limited to the growing season, it is important to conduct the assessment in advance of park improvement site design development.

Irrigation of sports fields, such as the soccer fields at Lewis Park in Edina, is a potential way to reuse captured stormwater

With lush garden landscapes and miniature golf features surrounding the lake, Centennial Lakes Park presents a good opportunity to reuse stormwater for irrigation.

Tree trenches collect and store stormwater and help promote a healthy growing environment for the trees

Due to the developed nature of the city, many of the wetlands within the city are used for storm water management purposes. Where feasible, opportunities to reduce the degradation of wetlands from stormwater inputs should be considered, including pretreatment of stormwater discharges and restoration and maintenance of wetland buffers. Pretreatment of storwmater discharges can be achieved through sump or treatment manholes, small ponding basins or sediment forebays, grassed swales and/or vegetated filter strips. Wetland buffers not only filter pollutant from stormwater, but can improve aesthetics and provide wildlife habitat.

In Minnesota, wetlands are protected by the Minnesota Wetland Conservation Act (WCA). The watershed districts are the local government unit responsible for implementing WCA within the city of Edina. The WCA prohibits draining, filling and in some cases, excavating in wetlands unless (a) the drain, fill, or excavation activity is exempt or (b) wetlands are replaced by restoring or creating wetland areas of at least equal public value. The overall goal is no net loss of wetlands (Minnesota Rules, part 8420.0105).

In addition to implementing WCA, the two watershed districts have wetland management rules that specify wetland replacement criteria for mitigating wetland impacts, require buffers around wetlands affected by regulated land-altering activities, and require stormwater treatment prior to discharge to a wetland. More detailed information on the watershed district wetland management rules can be found in Rule 3.0 of the Nine Mile Creek Watershed District Amended Rules (dated March 19, 2008) (http://www.ninemilecreek.org/Regulatory/Reg.asp) and the Wetland Protection Rule for Minnehaha Creek Watershed District (http://www.minnehahacreek.org/permits/regulatory-rules)

OTHER WATERSHED DISTRICT RULES

The watershed district rules also include requirements under the following categories:

Nine Mile Creek Watershed District (http://www.ninemilecreek.org/Regulatory/Reg.asp)

- Erosion and Sediment Control (Rule 5)
- Waterbody Crossings and Structures (Rule 6)
- Shoreline and Streambank Improvements (Rule 7)
- Sediment Removal (Rule 8)
- Appropriation of Public Surface Waters (Rule 9)
- Variances and exceptions (Rule 10)
- Permit Fees (Rule 11)
- Sureties (Rule 12)

Minnehaha Creek Watershed District (http://www.minnehahacreek.org/permits/regulatory-rules)

- Enforcement
- Erosion Control
- Appropriations
- Illicit Discharge
- Financial Assurances
- Procedural Requirements
- Variances and Exceptions
- Waterbody Crossings and Structures
- Shoreline and Streambank Stabilization
- Dredging
- Fees

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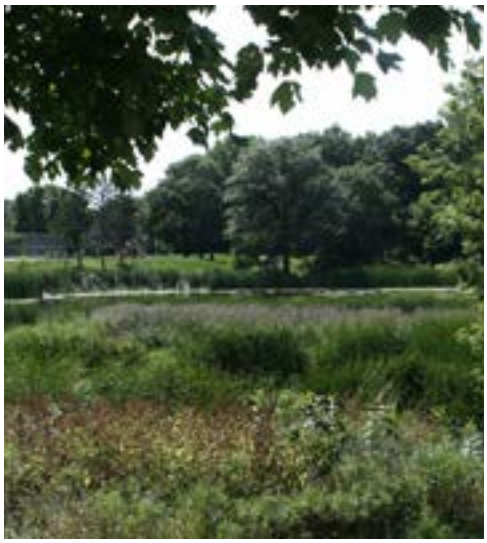
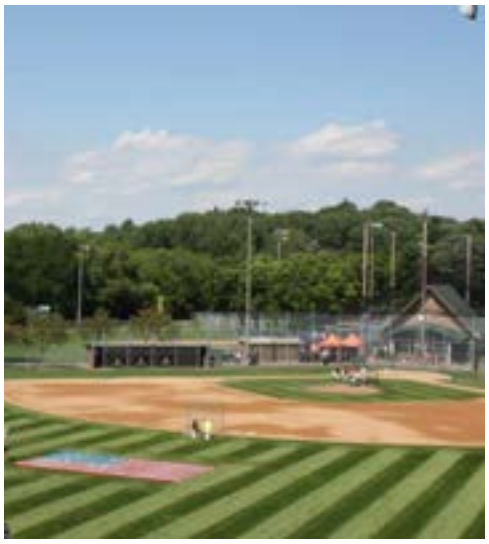
5.2 PARK, OPEN SPACE & TRAILS

The consultant team has reviewed and incorporated previous inventories and has all Parks, Open space and Trails assessed to provide an understanding of existing offerings of the system, and a clear understanding of existing conditions, along with opportunities throughout the system.

Based on these inventories, comprehensive recommendations for classifications based on National Recreation and Parks Association (NRPA) guidelines can be developed. Using these classifications, a standard for level of service (LOS) to the residents of Edina can be addressed and allow for the formulation of capital improvement recommendations for future improvements or new facilities.





PARK CLASSIFICATIONS

The consultant team joined the EPRD staff on guided tours of park system facilities and completed follow up visits and studies, as needed, to complete an overall inventory and assessment of parks within the System. The following parks were grouped and categorized to assist in planning efforts, level of service expectation, as well as future planning efforts (e.g. facilities standards, maintenance needs, etc.):

A detailed analysis of each park and its facilities is located in the *Appendix*. The following is a definition of the park category classifications and summaries of key findings and recommendations from the park assessments. Park classifications are useful when planning park needs for new parks or major redevelopment plans.

SPECIAL USE PARKS AND FACILITIES

Arneson Acres
Braemar*
Bredesen
Centennial Lakes*
Edina Promenade
Edinborough
Frank Tupa
Rosland
Van Valkenburg
Yorktown
Senior Center

*Enterprise Facility exists

COMMUNITY PARKS

Creek Valley
Fred Richards
Garden Park
Highlands
Lewis
Pamela
Rosland
Todd
Walnut Ridge

NEIGHBORHOOD PARKS

Alden
Arden
Cornelia School
Countryside
Fox Meadow
Heights
Normandale
Robert J. Kojetin
Strachauer
Utley
Weber
Wooddale
York

MINI PARKS

Birchcrest
Browndale
Chowen
Grandview Square
McGuire
Melody Lake
Sherwood
St. John's
Tingdale
Williams

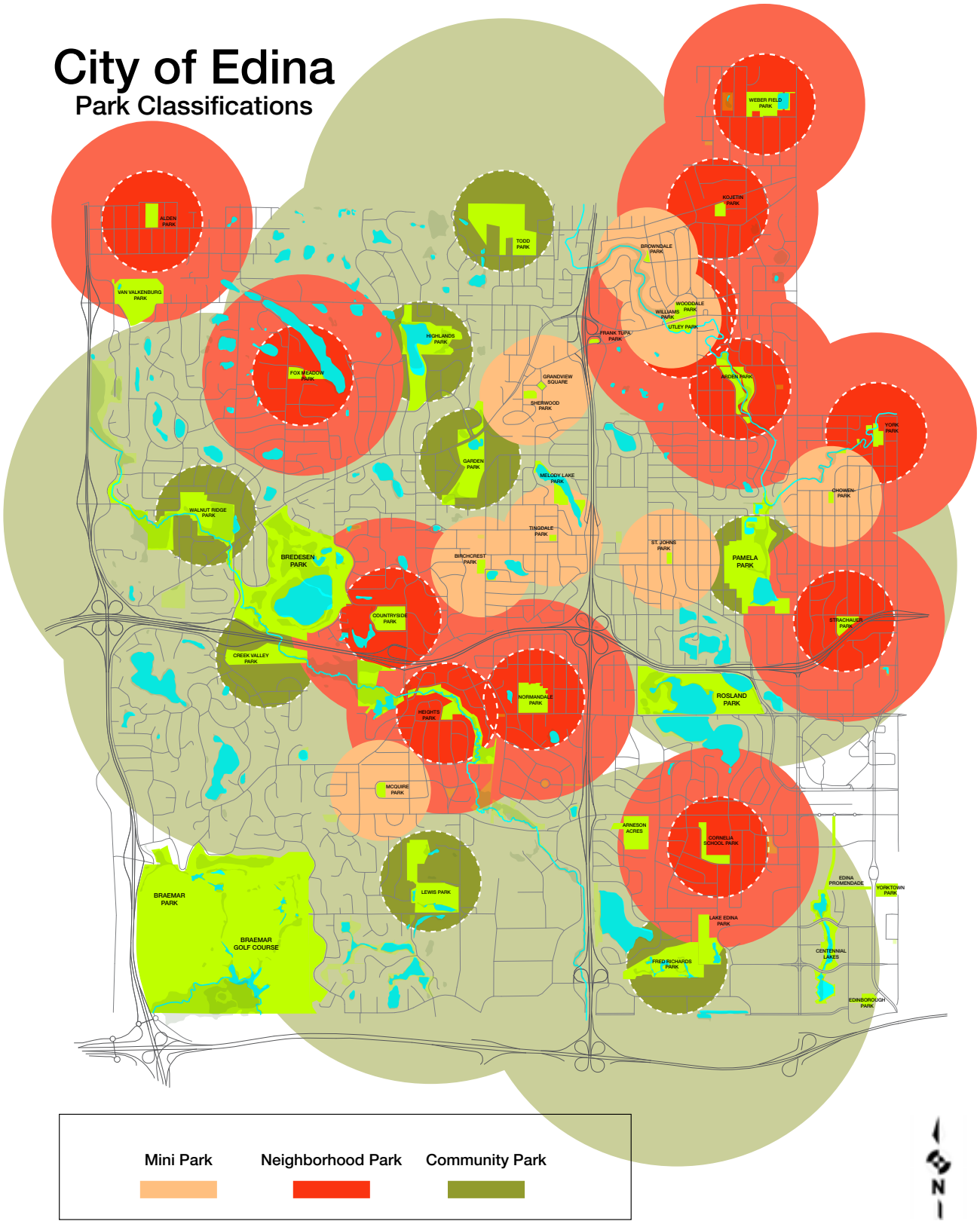

City of Edina
Park Classifications
ALDEN PARK
VAN VALKENBURG PARK
FOX MEADOW PARK
HIGHLANDS PARK
TODD PARK
WEBER FIELD PARK
KOJETIN PARK
BROWNDALE PARK
WOODDALE PARK
WILLIAMS PARK
UTLEY PARK
FRANK TUPA PARK
ABIDEN PARK
GRANDVIEW SQUARE
SHERWOOD PARK
YORK PARK
GARDEN PARK
MELODY LAKE PARK
CHOWEN PARK
WALNUT RIDGE PARK
TINGDALE PARK
ST. JOHNS PARK
BREDESEN PARK
BIRCHCREST PARK
PAMELA PARK
COUNTRYSIDE PARK
STRACHAUER PARK
CREEK VALLEY PARK
NORMANDALE PARK
ROSLAND PARK
HEIGHTS PARK
MCQUIRE PARK
ARNESON ACRES
CORNELIA SCHOOL PARK
EDINA PROMENADE
YORKTOWN PARK
BRAEMAR PARK
LEWIS PARK
LAKE EDINA PARK
BRAEMAR GOLF COURSE
CENTENNIAL LAKES
FRED RICHARDS PARK
EDINBOROUGH PARK
Mini Park
Neighborhood Park
Community Park
N

Figure 5.2.1

760.4 ACRES

15.64 ACRES /1000 PERSONS

SPECIAL USE PARKS AND FACILITIES CLASSIFICATION AND KEY RECOMMENDATIONS

- Arneson Acres
- Braemar
- Bredesen Park
- Centennial Lakes Park
- Edinborough Park
- Frank Tupa Park
- Rosland Park
- Van Valkenburg Park
- Yorktown Park
- Senior Center

Size: Varies, but typically similar to Community size parks

Service Area: City and neighborhood wide, often providing specialized use or attractions to all City residents.

Service Level: 11.00 acres/1000 persons is recommended. The EPRD currently provides 760+ acres of special use parks, with a service level of 15.64 acres/1000 persons. Guidelines for special use parks are meet.

Description: EPRD has a number of Special Use Parks that cover a broad range of parks and facilities generally oriented toward a particular purpose or unique function. Functions tend to fulfill more specialized purposes such as natural resource based, specialized recreation activities, public/ private commercial gathering areas, museum functions, and special event hosting (e.g. weddings, etc.).

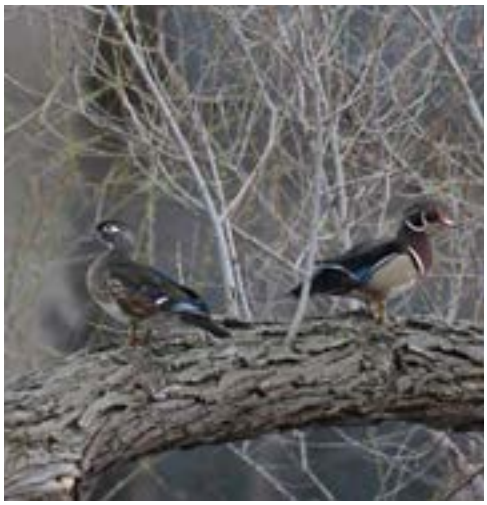
EPRD Special Use Parks: The following is a list of special use parks in Edina:

Arneson Acres Park - A unique park with formal gardens, gazebos, a museum and event spaces.

- Natural areas restoration opportunities
- ADA compliance improvements
- Provide a master plan to increase safety, maintenance efficiency, and maximize value to visitors
- Marketing potential for special events

Braemar Park - A 500 acres multi-use park, Braemar park demonstrates EPRB's eagerness go above and beyond and provide high quality amenities. The following facilities are located at Braemar Park:

- Braemar Field (400-foot long, 250-foot wide athletic field)
- Braemar Arena (three indoor regulation-size ice sheets)
- Braemar Golf Course (27-hole course and golf dome)
- Courtney Fields



Bredesen Park - A nature sanctuary with a lot of potential to provide the community a high quality environmental education facility and program. Currently supports passive recreation, which the community has identified as a need.

- Buckthorn infestation - lowers environmental and aesthetic value. Needs to be addressed with a comprehensive plan.
- Potential for an Environmental Learning Center
- Natural play areas
- Connections to Nine Mile Creek
- Programming - a desire for natural resources and education programming and interpretive areas was identified by the community
- Several miles of trails - summer and winter use potential that could easily connect to larger regional systems.

Centennial Lakes Park - A distinctly urban park facility with exceptionally maintained grounds, walking trails, a 10-acre lake, formal and informal seating areas, and fountains, among other things. The park is highly programmed with a variety of cultural performances and activities as well as year round community and recreation activities. The facilities attract a wide variety of demographic users.

- Good year-round use with recreational features for all-seasons including lawn games, mini-golf, boat rentals, and ice skating.
- With over 10,000 square feet of open ice, it is the largest skating area in the metro.
- Strong vitality and community integration with mixed-use development including office towers, residential buildings, and retails shops.

Edina Promenade - A nicely landscaped and maintained greenway that connects the region's various retail, residential and recreational amenities. While technically a greenway, numerous seating options, art installations, and garden landscapes allow the Promenade to act as a destination as well as a connecting greenway.

- Beautiful landscaping, well maintained - High standard for park system
- Connect better to overall park system and trails
- Include more bike racks or a bike sharing facility
- Include drinking fountains

Frank Tupa Park - A cultural site with a historical emphasis that includes two facilities listed on the National Register of Historic Places. The site is spatially limited, has inadequate parking, and lacks standard amenities that would make the facility more usable to staff and visitors.

- Create more natural areas to reduce turf, and create an accurate historical landscape to complement the buildings
- Address parking and pedestrian safety issues
- Include basic amenities such as bike racks, drinking fountains, recycling receptacles, etc.
- On-site storage for garden supplies
- Consider relocating facilities to other area to accommodate visitors

Rosland Park - Rosland Park includes several amenities such as the Edina Art Center, Aquatic Center, as well as trails, frisbee golf, and other traditional park activities. The park is located on Lake Cornelia and is bounded by arterial roads and highways.

- Create better trail connections to the park
- Better trail circulation inside the park
- Reevaluate lighting and scale for pedestrians
- Opportunity to introduce natural areas - reduce turf
- Update Vita Course

Van Valkenburg Park - A park with two very specific functions including Van Valkenburg Park provides a high quality softball complex as well as the city's only off-leash dog park.

- Create better trail connections to park
- Provide bicycle racks and pumps
- Look at the stormwater management and make improvements accordingly
- Add recycling receptacles

Yorktown Park - Yorktown's special facilities and proximity to the Edina Promenade, YMCA, and Adam's Hill Park (Richfield City Park) create high use and traffic volumes. Facilities include the city's only skatepark and community gardens that are very popular with residents.

- Explore natural area restoration to reduce turf
- Include basic amenities to support users - bike racks, drinking fountains, etc.
- Provide shelter for gathering
- Expand and enhance the community gardens and provide facilities support such as tool shed.

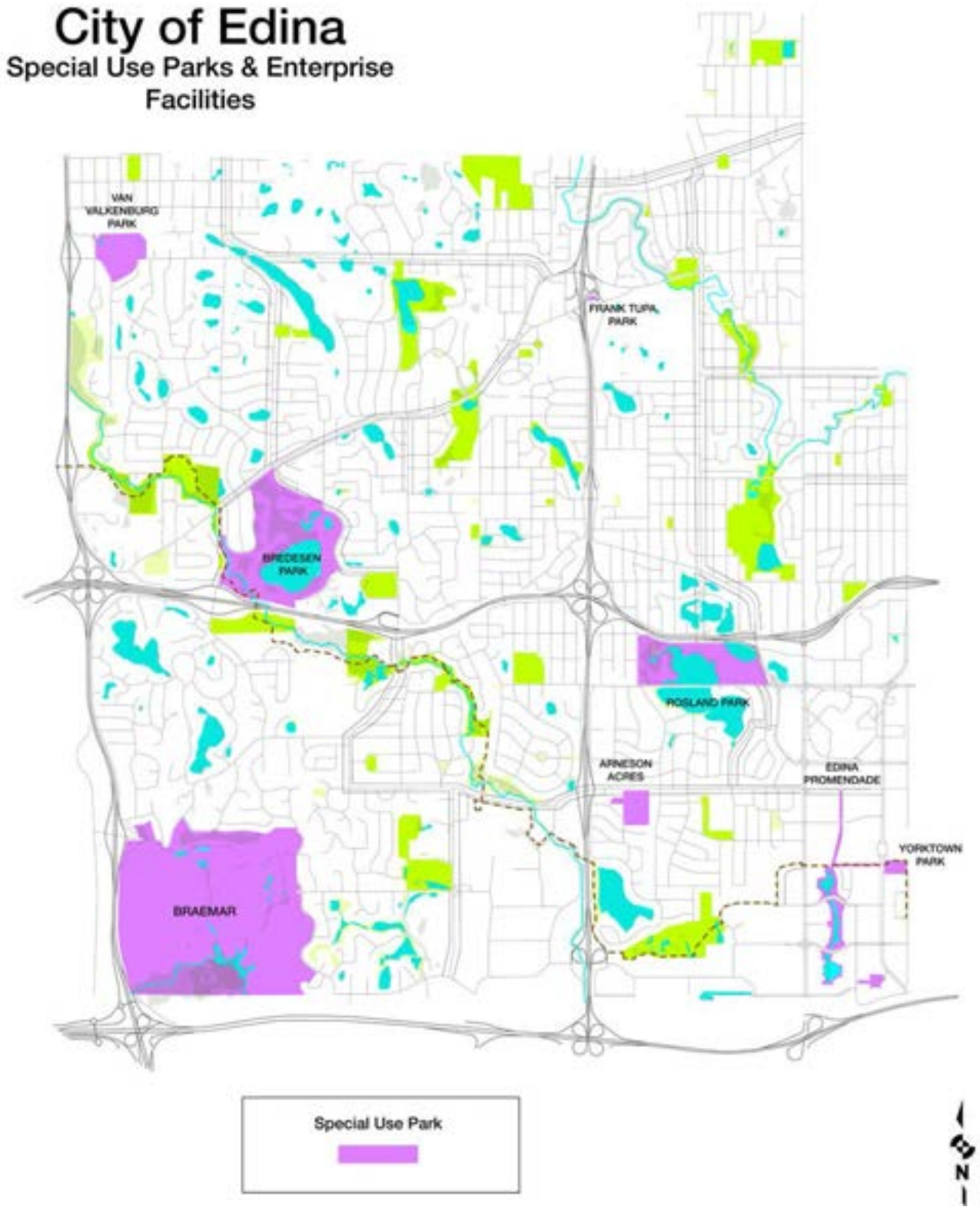


Figure 5.2.2 - Special Use Parks and Enterprise Facilities Map

319.9
ACRES

6.58 ACRES
/1000 PERSONS

COMMUNITY PARKS CLASSIFICATION AND KEY RECOMMENDATIONS

- Creek Valley School Park
- Fred Richards
- Garden Park
- Highlands Park
- Lewis Park
- Pamela Park
- Todd Park
- Walnut Ridge Park

Size: 15 - 65 Acres

Service Area: The surrounding community to a distance of 1-1.5 mile radius.

Service Level: 7.00 acres/1000 persons is recommended. The EPRD currently provides 319+ acres of community parks, with a service level of 6.58 acres/1000 persons. Guidelines for community parks are NOT met. An additional 34 acres is required to meet the recommended service level.

Description: Developed to provide more active and less passive recreation, this medium park serves as a social and recreational focal point for multiple neighborhoods or medium sector of the community. Designed to serve users of all ages, it is often located on arterial streets and is accessible by vehicle, bicycle or walking. Usually a stand-alone, this type of park can often be located adjacent to a high school to maximize resources and to benefit from joint-use of such facilities as athletic fields, multi-use courts and swimming pool.

EPRD Community Parks - The EPRD's community parks provide a vital service within the system accommodating large athletic fields and active recreation facilities. Parking lots are typical to accommodate users traveling from surrounding neighborhoods. Year round activities are maintained in these parks with hockey rinks in all, and warming houses and lights for hockey in some parks. Buildings with meeting space exist in some parks, as well as outdoor gathering shelters.

KEY RECOMMENDATIONS - Issues that appear throughout most of these parks include pedestrian/bicycle connections to the greater park system. Planning efforts should focus on circulation that focus on creating a hierarchy for multiple modes of transportation that create better connections to the community and increased safety between automobiles and pedestrian/ bicycles. Parking can become an issue with high traffic events and activity times spilling out to the neighborhoods. An overflow parking plan would be beneficial. Standards should be created for the community parks and a plan put into place to replace infrastructure, provide standard amenities, and increase safety with adequate lighting, ADA standards, and surfacing. Opportunities for greater stormwater management, irrigation reuse potential, and introducing natural areas into low traffic zones will increase the environmental and operational sustainability of the parks.

NEIGHBORHOOD PARKS CLASSIFICATION AND KEY

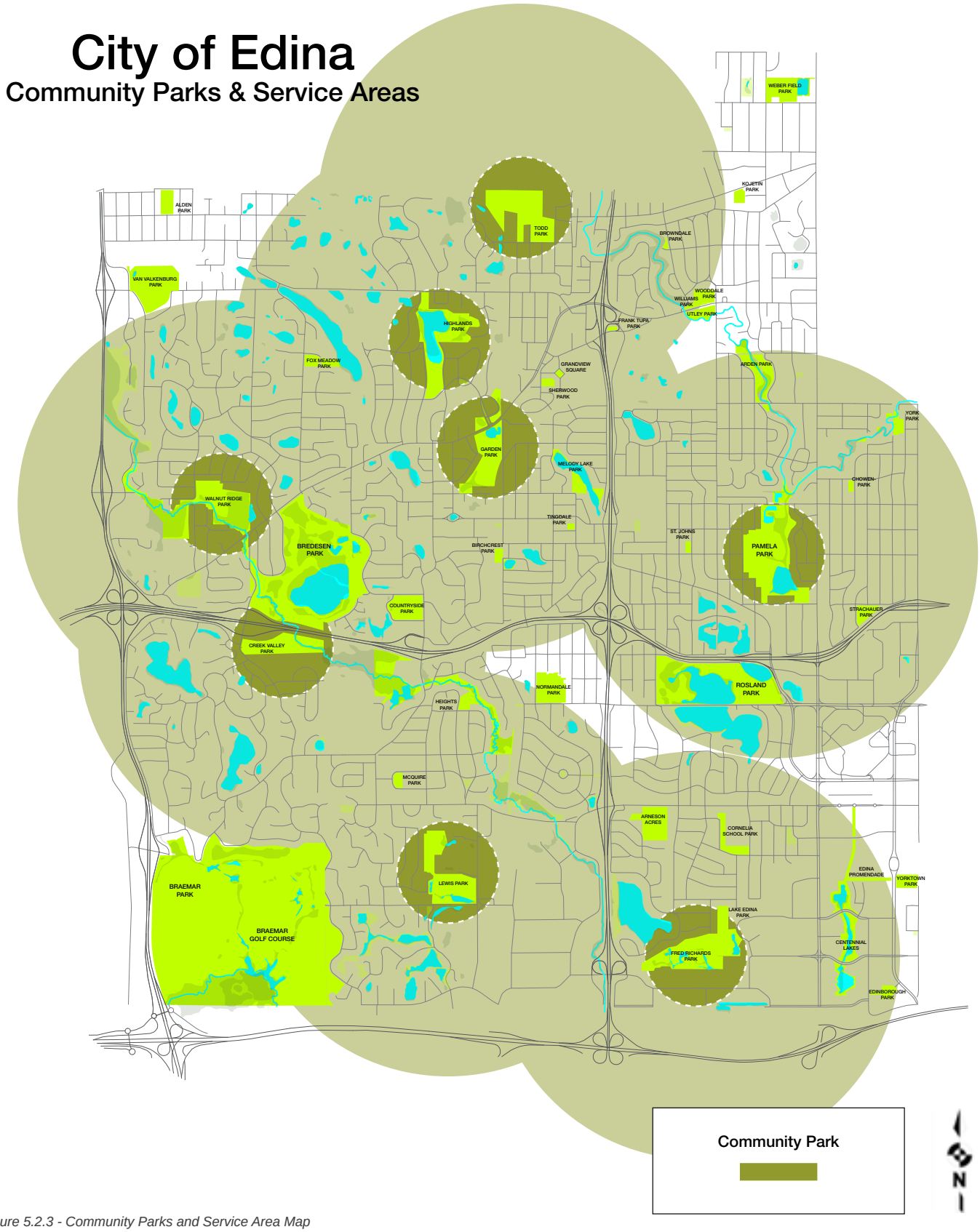


Figure 5.2.3 - Community Parks and Service Area Map

93.3
ACRES

1.92 ACRES
/1000 PERSONS

RECOMMENDATIONS

Size: 4 - 20 Acres

- Alden
- Arden
- Cornelia School
- Countryside
- Fox Meadow
- Heights
- Normandale
- Robert J. Kojetin
- Strachauer
- Utley
- Weber
- Wooddale
- York

Service Area: The immediate neighborhood to .5 mile radius distance.

Service Level: 1.75 acres/1000 persons is recommended. The EPRD currently provides 93+ acres of neighborhood parks, with a service level of 1.92 acres/1000 persons. Guidelines for neighborhood parks are met.

Description: Developed to provide both passive and active recreation, this small park serves as a social and recreational focal point of the neighborhood. It is a destination within walking distance that provides ease of access for users of all ages, but generally focuses on young and senior adult users. Usually a stand-alone, this type of park can often be located adjacent to an elementary school to maximize resources to the benefit of the community.

EPRD Neighborhood Parks: The EPRD's neighborhood parks provide a vital service to nearby residents by providing open space and recreational opportunities in close proximity. These parks are generally less programmed with activities and often include no programming other than existing facilities, such as playgrounds. Neighborhood parks are generally flexible in order to accommodate a variety of uses. Parking facilities are unique to each park but are generally less prominent than Community parks, if they exist at all. Neighborhood parks can be territorial - mainly being used by people in the surrounding neighborhoods, and may be the most often used part of Edina's park system for certain users.

KEY RECOMMENDATIONS - There are a variety of types and quality of facilities and amenities found throughout the neighborhood parks. Creating a plan to provide equal levels of service and quality would create equity throughout the city and could provide some maintenance and operational efficiencies if a Furnishings, Fittings, and Equipment was created for neighborhood parks. Neighborhood parks are more dependent on pedestrian/ bicycle travel. A park trails connection plan would be useful, as well as coordinating with the city's current sidewalk plans. Current standards of ADA access should be a standard at all parks. Facilities should be evaluated for quality, safety, and whether they are serving a need - consider renovating or replacing facilities based on assessments found in the Appendix. Standard support amenities should be provided such as waste and recycling receptacles and safety lighting. The recommended service area of a Neighborhood Park is .5-mile radius and as Figure 5.2.4 shows, there is a deficit of Neighborhood parks in the SW quadrant of Edina.

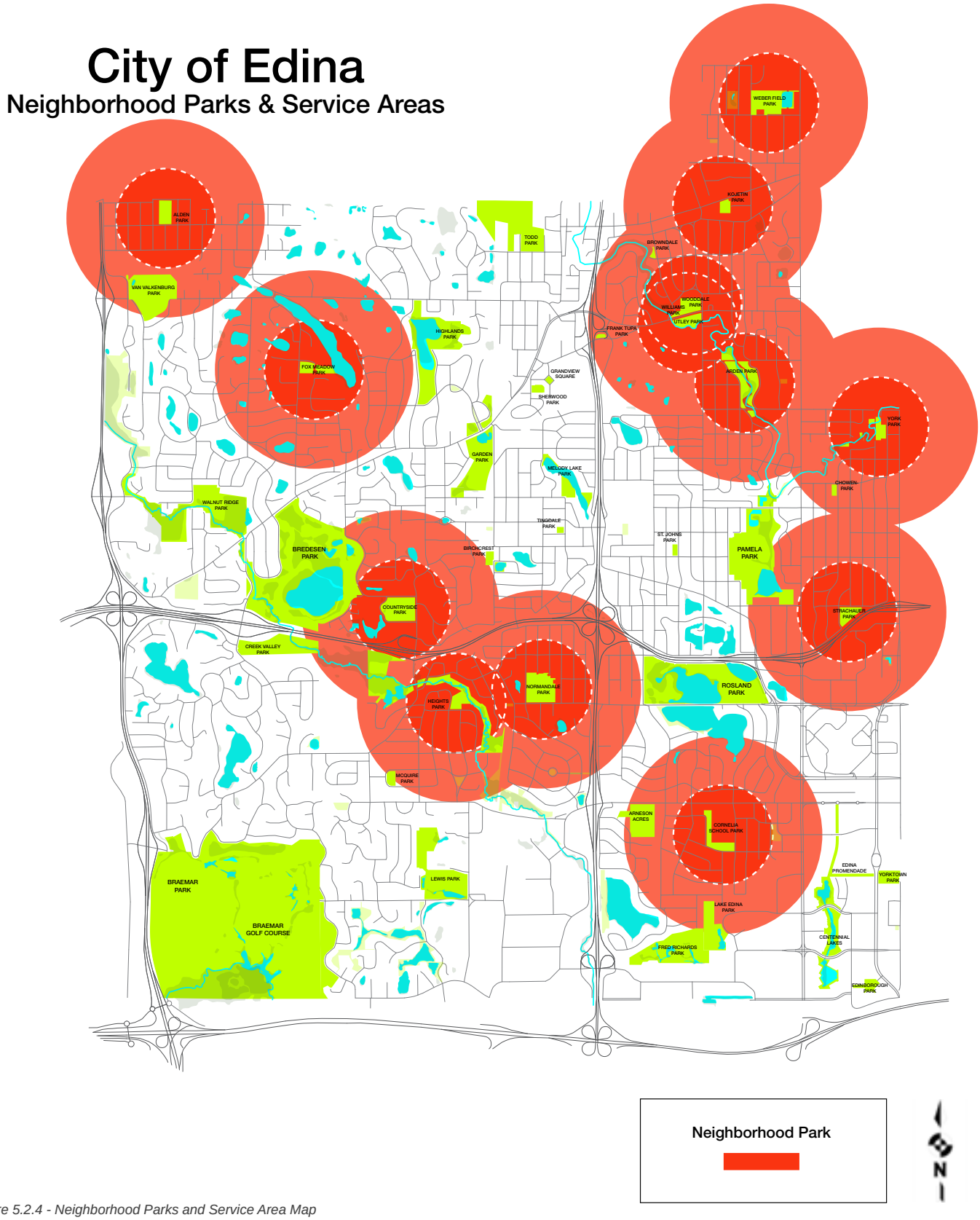


Figure 5.2.4 - Neighborhood Parks and Service Area Map

16.95 ACRES

.35 ACRES /1000 PERSONS

MINI PARKS CLASSIFICATION AND KEY RECOMMENDATIONS

- Birchcrest
- Browndale
- Chowen
- Grandview Square
- McGuire
- Sherwood
- St. John's
- Tingdale
- Williams

Size: less than 2 acres

Service Area: The immediate neighborhood to .25 mile radius distance.

Service Level: 0.5 acres/1000 persons is the recommended service level. The EPRD currently provides 16+ Acres of mini parks, with a service level of .35 acres/1000 persons. Guidelines for mini parks are NOT met. An additional 8 acres is required to meet the recommended service level.

Description: Developed for passive recreation, these small parks fulfill a variety of purposes including neighborhood gathering areas, small children's playgrounds, or flexible open spaces. Mini parks are typically within walking distance and generally rely on pedestrian or bicycle access - no parking lots exist within mini parks. Mini parks are very flexible to accommodate a variety of uses and may consist exclusively of open space. Although these parks are needed within the system, they typically have high maintenance costs associated with them that should be considered.

EPRD Mini Parks: The EPRD's mini parks provide open space to nearby neighborhood residents for a variety of activities. Trails are generally not a part of mini parks infrastructure and most do not have building facilities such as restrooms or shelters. Park infrastructure is typically limited to small playgrounds and/ or a backstop for informal baseball/ softball.

KEY RECOMMENDATIONS - There is a wide variety in the amount and quality of infrastructure within the mini parks. Creating a plan to provide equal levels of service and quality would create equity throughout the city and could provide some maintenance and operational efficiencies if an FFE plan was created for neighborhood parks. Mini parks are dependent on pedestrian/ bicycle travel and a comprehensive parks and trails plan should coordinate with the city's sidewalk plan to maximize access and safety. ADA access should be examined as well, especially regarding access to playgrounds. Standard support amenities should be provided such as waste and recycling receptacles. The recommended service area of a Mini Park is .25-mile radius and as Figure 5.2.5 shows, there is a deficit of Mini parks in the NW, SW and SE quadrants of Edina. Bristol open space, in the SE quadrant would be one example of possible new mini park.

City of Edina
Mini Parks & Service Areas

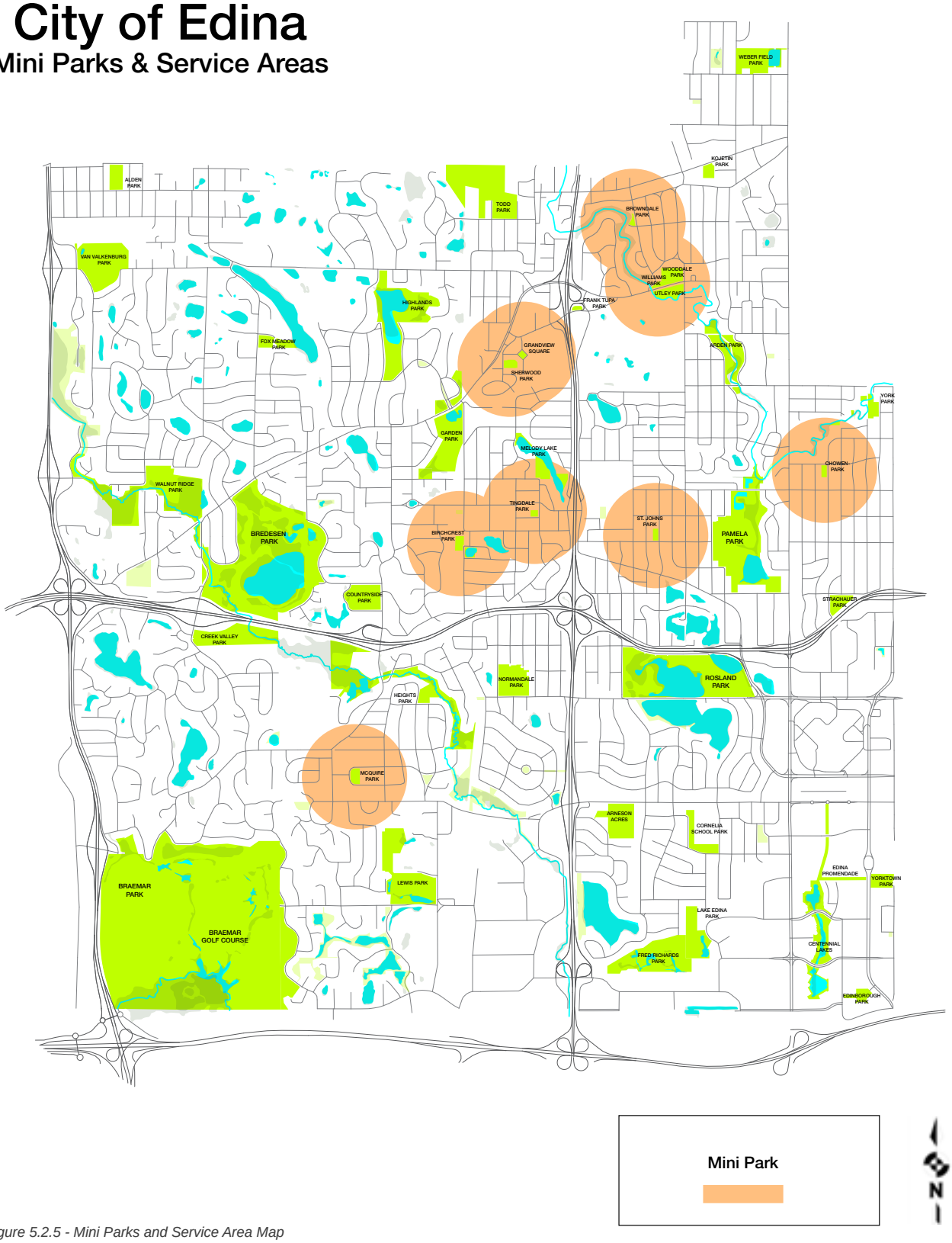


Figure 5.2.5 - Mini Parks and Service Area Map

191.4
ACRES

3.94 ACRES
/1000 PERSONS

OPEN SPACE CLASSIFICATION AND KEY RECOMMENDATIONS

Size: varies

Service Area: N/A

Service Level: 4.50 acres/1000 persons is the recommended service level. The EPRD currently provides 191+ Acres of open space/greenways, with a service level of .3.94 acres/1000 persons. Guidelines for open space/greenways are NOT met. An additional 36 acres is required to meet the recommended service level.

Description: Open space is defined as space that is owned and maintained by the EPRD, but is not developed for use as park area. A greenway is a linear strip of undeveloped land, set aside for recreational use or environmental protection.

EPRD Open Space/Greenways: Most of Edina's Open space is along watersheds and contains wetlands. These spaces were mapped in Figure 5.2.6. The newly developed Nine-Mile Creek trail will be the first implemented Greenway in Edina.

KEY RECOMMENDATIONS - Opportunities should be explored to utilize open space to connect parks and habitat patches, maintain flood capacity, and look for opportunities to expand open space parcels or create connections through acquisitions.

Figure 5.2.6 - Open Space Area and Wetlands Map

22.8
MILES

.47 MILES
/1000 PERSONS

TRAILS

Size: N/A

Service Area: City-Wide

Service Level: 0.75 miles/1000 persons (Guidelines NOT met)

Description: Trails are defined as any path or route, in this case used for bicycling or walking. There are two types of trails systems. A linear trail system goes from one point to another without connecting trails. These types of trails are usually destination trails or transit trails. The second type of trail system is a looped trail system. A looped trail system allows a user to end up where they started with either minimal or no repeating parts of the trail. Looped trails can be a single-loop (often used around lakes, wetlands, and other geological features) or it can be a series of loops, known as a stacked loop trail system. A stacked loop trail system has several, interconnected looped trails designed so the user has many route options.

EPRD Trails: The following is a list of the major elements in the existing trail network in Edina (shown in Figure 5.2.7):

NINE MILE CREEK TRAIL - This is a regional trail in the progress of being developed by Three Rivers Park District that will create a east/west corridor across Edina from Richfield to Minnetonka. The trail would be shared-use and will connect with many of the following parks.

EDINA PROMENADE - A shared use greenway, with both walking and biking paths, the Edina Promenade connects Centennial Lakes North to Southdale Mall and East to Yorktown Park/YMCA. Nine-Mile Creek Trail is proposed to go along Edina Promenade and through York Park connecting Edina and Richfield.

BREDESEN - An existing 2.0-mile shared-use loop trail surrounding Bredesen, Edina's natural reserve park. Bredesen borders Nine-mile Creek. Bredesen also has an internal path which is pedestrian only.

HEIGHTS PARK - A neighborhood park connected to Nine-Mile Creek. This park contains a path that crosses Nine Mile Creek and adjoins two neighborhoods.

WALNUT RIDGE - A community park connected to Nine-Mile Creek. This park contains an enclosed loop trail surrounding the park as well as a bridged path over Nine-Mile Creek.

FRED RICHARDS GOLF COURSE - A dissolved public golf course now in the Master planning phase. This park is going to include part of the new Nine-Mile Creek

City of Edina

Existing Trails

Aligning with Grand Loop Concept

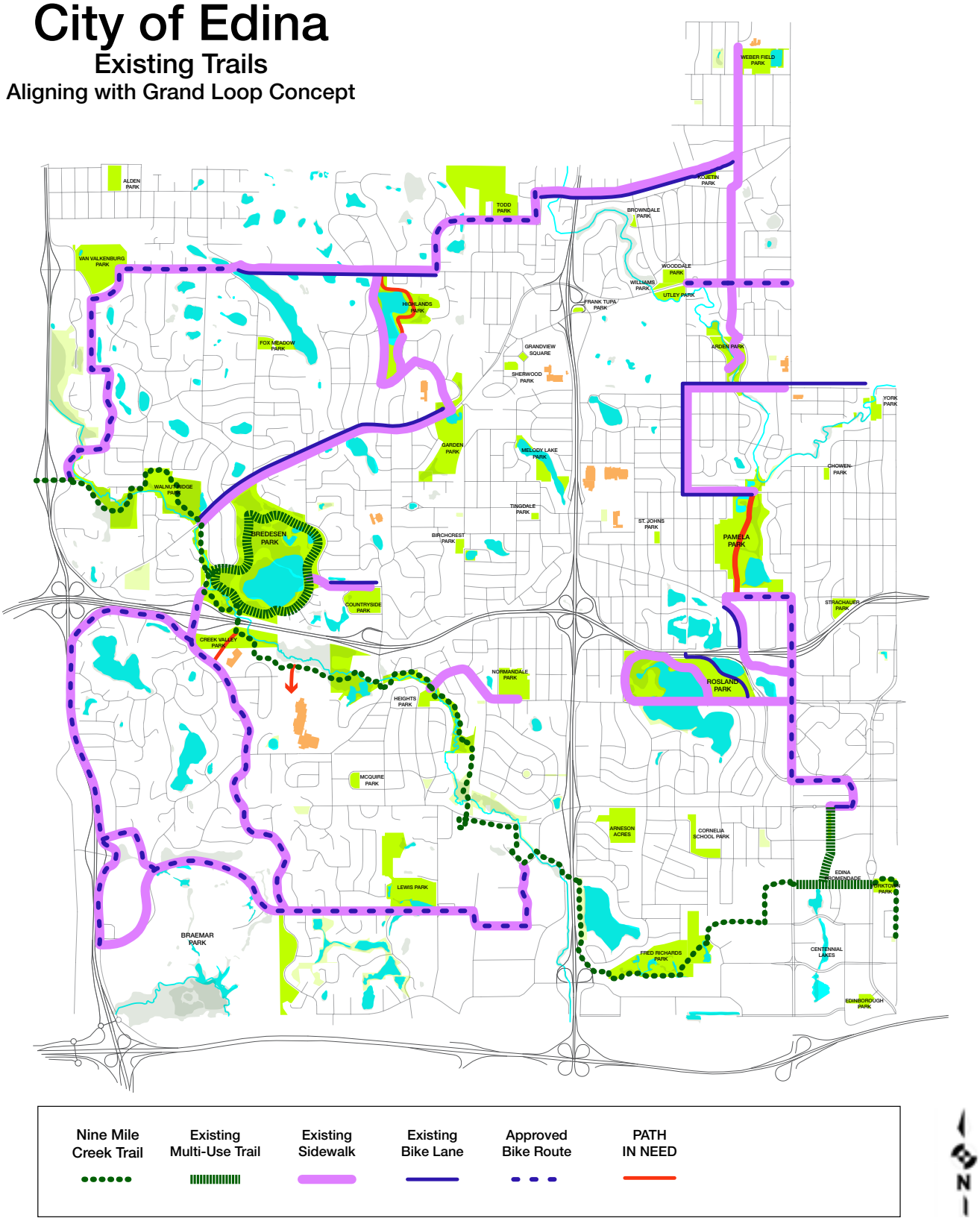


Figure 5.2.7 - Existing Trail Network

SEPARATED LANES

Fully separated by boulevard

Separated by landscape beds

Barrier separation

Green lanes (and landscape separation)

Trail. The master plan should also consider other trail loops within the park to connect park users to the natural resources and various planned amenities.

ROSLAND PARK - A special-use park with a walking trail surrounding lake Cornelia. The 1.1-mile trail is not connected to the rest of the park system, but should be explored as the trail is scenic and the park has many unique features including a fishing dock, picnic facility, frisbee golf course as well as both the Edina Aquatic Center and the Edina Art Center.

PARK TRAILS - Other circulation specific trails exists within the following parks:

- Braemar Golf Course - 2.4 miles
- Centennial Lakes Park - 1.43 miles
- Garden Park - .5 mile
- Lewis Park - .6 mile

KEY RECOMMENDATIONS -

Throughout the community input sessions it became clear that a multi-use trail system connecting the parks system, and allowing more passive walking and hiking opportunities is a high priority, and eagerly anticipated by the public. This has been a reoccurring theme and has been stated in the Needs Assessment Survey (2006) and in the Community Attitude and Interest Citizen Survey (2006). A trail system could immediately make a dramatic positive impact on the Parks system and attract a host of new users to access and enjoy the parks.

The conceptual Parks and recreation trails plan (shown in figure 5.2.8) builds on the current construction of the Nine Mile Creek Regional Trail and seeks to create a stacked loop trail system allowing for multiple route options. This plan is to stitch together the four quadrants, as well as create shorter internal loops for walking and biking.

A hierarchy of trails for each park should be created to allow safe trail use for bikers, walkers/ joggers, and more challenging trails available for hiking in natural areas or steeper topographic parts of the park. ADA requirements should be provided for a majority of trails to accommodate access to the park systems offerings for lower mobility users. Park trails can connect to existing and proposed city sidewalks to create an a wide variety of routes, loops, and destinations for pedestrians/ runners. Table 5.2.9 summarizes how Edina can start to classify and create a hierarchy of trails to accommodate a broad range of uses and trail users within the City. Edina can build on it's current network of trails and trail plans, and fill in the gaps of the trail hierarchy with targeted projects. Separated trails and bike lanes are highly encouraged and have been shown to be significantly safer and well used by residents than painted lanes on existing roads.

City of Edina
Proposed Trail Network

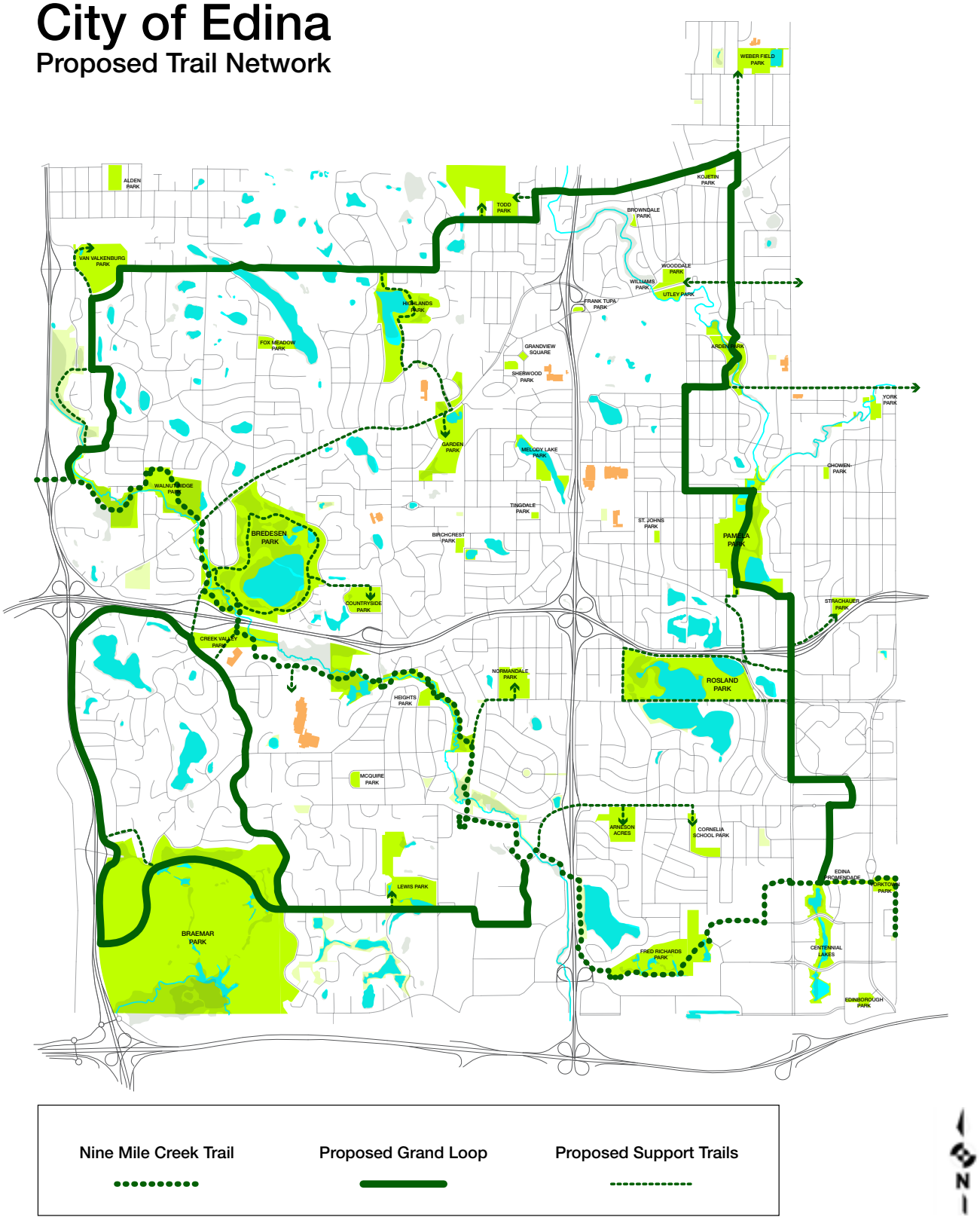


Figure 5.2.8 - Proposed Trail Network

MULTI-USE PAVED TRAILS - THE GREEN LOOP

A multi-use trail connecting the parks is one of the top community priorities. Developing this trail system in a fully developed suburban environments will have some challenges but to maximize the trail's use and safety for pedestrian's and bicyclists, it should be physically separated from the roadway traffic. Ideally this would be with a designated multi-use trail with a landscaped buffer separation. In areas where this isn't possible, the lane should be separated with striping, curbing, signage, and/or other physical dividers that distinctly separate the automobile and bike traffic lanes. A combination of these strategies, in addition to on-road bike lane strategies will likely be needed but there is significant data highlighting not only the safety of separated trails, but also dramatic increases in usage compared to on-street striped trails.

NATURAL SURFACE TRAILS

These trails are informal, generally not ADA accessible, and allow a more intimate experience with nature. Surfacing can be native ground, wood chips, loose gravel, or a combination of natural surfaces. These trails are generally utilized by pedestrians but can accommodate specialized bike uses (e.g. mountain bikes). Natural surface trails exist at Bredesen and other parks throughout the system.

Typical trail classifications in Minnesota

Trail Category	Classifications	Typical User Groups	Edina Existing Trails and Opportunities
Multi-Use Paved Trails	Park Trails City Trails Regional Trails State Trails	Walking, jogging, bicycling, and in-line skating typically assumed to be accommodated when paved.	Existing – Bredesen, park circulation trails, Nine Mile Creek Regional Trail Opportunities – Green Loop, Internal circulators at larger parks
Natural Surface Trails	Hiking Trails Nature/ Interpretive Trails Mountain Biking Trail Shared Use Trails	Trail user groups consistent with classifications.	Existing – Bredesen nature trails, informal local trails Opportunities – Mountain biking
On-Road Bikeways	Bike Routes Bike Lanes Provided on street as shoulders or designated lanes (markings)	Bicyclists are primary user. Some in-line skating potential.	Existing - Several streets identified in Comprehensive Bike Plan Opportunities – Realize previous plans, connect to Green Loop and parks throughout City
Winter-Use Trails	Cross Country Skiing Snowshoeing Winter Hiking Skijoring Fat Tire Biking	Trail user groups consistent with classifications.	Existing – School skiing trails, informal snowshoeing Opportunities – create well defined winter trail network opportunities – Braemar, Bredesen, Fred Richards stand out

**based on MnDNR Trail Planning, Design, and Development Guidelines*

Figure 5.2.9 - Typical Trail Classifications

ADDITIONAL TRAIL CONSIDERATIONS

Some additional considerations and opportunities for creating a comprehensive, safe, and attractive trail network within the City's parks include:

- **Buckthorn Removal** - Pedestrian and hiking trails should be coordinated with buckthorn removal areas in certain parks as the buckthorn thickets have blocked off entire areas of parks from easy access. The City Forester has identified areas of Walnut Ridge, Bredesen and Heights Park as areas with potential for a linear trail system and/ or loops, if buckthorn were cleared in key areas.
- **Lighting** - Higher traffic areas should be adequately lit to extend the use of trails and facilities. Additionally, lighting is critical to facility entrances, pick up/ drop off zones, and parking lots during the short days of winter and for programming occurring at night.
- **Maintenance** - Trails should be integrated into maintenance plans and surfacing should support equipment needed to access areas for maintenance. Additionally, trails are ideal maintenance breaks between natural areas and mowed turf - providing fire, spray, and general maintenance transitions, as well as an aesthetic edge to mark the difference between natural and higher maintenance areas.
- **Safety** - Specific attention should be paid to areas of intersection between automobiles, bikes, and pedestrians. Circulation issues and conflicts have been identified at a number of parks. These areas should clearly designate modes of travel, should be highly visible, and provide infrastructure to support the intended mode of travel (e.g. bike racks). Additionally, connections and entrances to facilities should be planned for with clear sightlines and wayfinding to building entry's, pick up/ drop off zones, and wayfinding signage for amenities. Crime Prevention Through Environmental Design (CPTED) should be used as a guide throughout the parks, especially in higher traffic areas.

WINTER USE TRAILS

Providing opportunities to stay active and recreate during the winter months is important to residents and park systems in Minnesota. A variety of activities are becoming increasingly popular in cold climates and should be planned for by including in master planning efforts for all parks. Specifically, Braemar would lend itself to increasing winter activities that are compatible with existing facilities and uses. Current planning efforts should explore the revenue potential of winter activities as well as current trends in health, wellness, and recreation including:

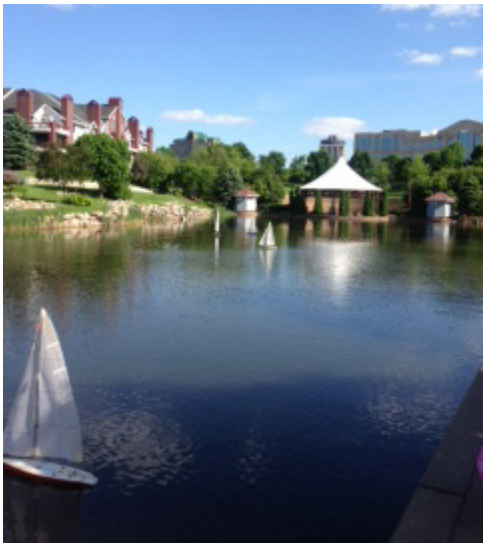
- **Cross Country Skiing** - While Edina high school has a strong history in Nordic ski racing, cross country skiing has become more popular with people of all ages and mobility levels. EPRD has plans for providing more cross country trails, and should continue to look for opportunities to expand infrastructure and services. Partnerships with ski organizations and clubs should be explored to support maintenance and grooming activities for an expanded network of trail options.
- **Snowshoeing** - There are ample opportunities to provide snowshoe opportunities in several parks. Snowshoeing can be open very informal - open to anyone with gear and a sense of adventure, to formal trails that accommodate lower skill and fitness levels. Snowshoe trails can be combined with other winter multi-use activities including skijorning, fat tire biking, etc..
- **Skijoring** - Skiing with dogs is becoming increasingly popular and provides an excellent opportunity to keep pets and their owners active during winter months. Skijoring trails should be kept separate from traditional nordic skiing trails as grooming needs are different between them.
- **Fat tire biking** - Fat tire bikes have become much more common in Minnesota and dedicated trails could provide an important need to the area. Trails can utilize the same traditional mountain biking trails but require grooming to pack down snow. Some trails could be part of a multi-use groomed winter trail that accommodates skijoring and snowshoeing. Bike trails have been incorporated into traditional nordic trails by creating a separate lane to the outside of classic tracks and skate skiing lanes.
- **Winter walking/ running** - There is demand for walking and running throughout the winter months and safe, accessible, plowed trails would likely be well used by residents. Creating a trail and sidewalk plowing plan for parks and facilities should be explored during operations and maintenance planning, as well as during master planning efforts for parks throughout the system.

5.3 FACILITY AND BUILDING ASSESSMENTS

INTRODUCTION

The consultant team has reviewed previously completed facility inventories; assessed all Enterprise Facilities and park buildings; and inventoried existing conditions including size, age, and maintenance levels.

Based on these assessments, comprehensive recommendations for classifications based on National Recreation and Parks Association (NRPA) guidelines can be developed. Using these classifications, a standard for level of service to the residents of Edina can be addressed and allow for the formulation of capital improvement recommendations for future improvements or new facilities.



ENTERPRISE FACILITIES CLASSIFICATION

The consultant team joined the Edina Parks and Recreation staff on guided tours of park system facilities and completed follow up visits and studies, as needed, to complete an overall inventory and assessment of parks within the System.

A detailed analysis of each enterprise facility is located in *Appendix C.* The following section defines the park category classifications and summaries of key findings and recommendations from the facility assessments. Park classifications are useful when planning needs for new parks or major redevelopment plans. Classifications will help guide facility and use plans.

- Braemar
  - Braemar Golf Course and Dome
  - Braemar Arena
  - Braemar Field
- Centennial Lakes
- Edinborough
- Edina Aquatic Center
- Edina Art Center

Size: Varies, typically related to special use parks and community parks

Service Level: Each enterprise facility is operated like a business; however, the mission as stated (and unlike the private sector) is not to maximize profits but to provide recreational opportunities that are accessible and affordable to primarily, but not exclusively, Edina residents and yet remain competitively priced in the Twin Cities area.

Service Area: City wide at a minimum. These facilities are high quality and well used by residents throughout the City, but also attract park users from other areas of the metro searching for specialized facilities that are not available in their city or area.

Description: The EPRD has a few key Enterprise facilities that are unique, of high quality, and generally held in high regard by those within the community. These facilities are the cornerstone of Edina's innovative Parks and Recreation System and attract users from all parts of the City and throughout the metro. Enterprise parks and facilties are typically located on arterial streets and are primarily accessed by automobile. These facilities can be supported fully by public funding, but have also utilized key partnerships with private and public organizations to provide exceptional service and facilities.

ENTERPRISE FACILITIES ASSESSMENTS AND KEY RECOMMENDATIONS

In December of 2014, the consultant team joined the Edina Parks and Recreation staff on a guided tour of indoor recreational facilities. The purpose of the tour was to familiarize the consultants with the existing inventory and to evaluate the quality and performance of the indoor facilities. The facility assessments looked closely at user participation, staffing, programming, amenities, operations, and overall design

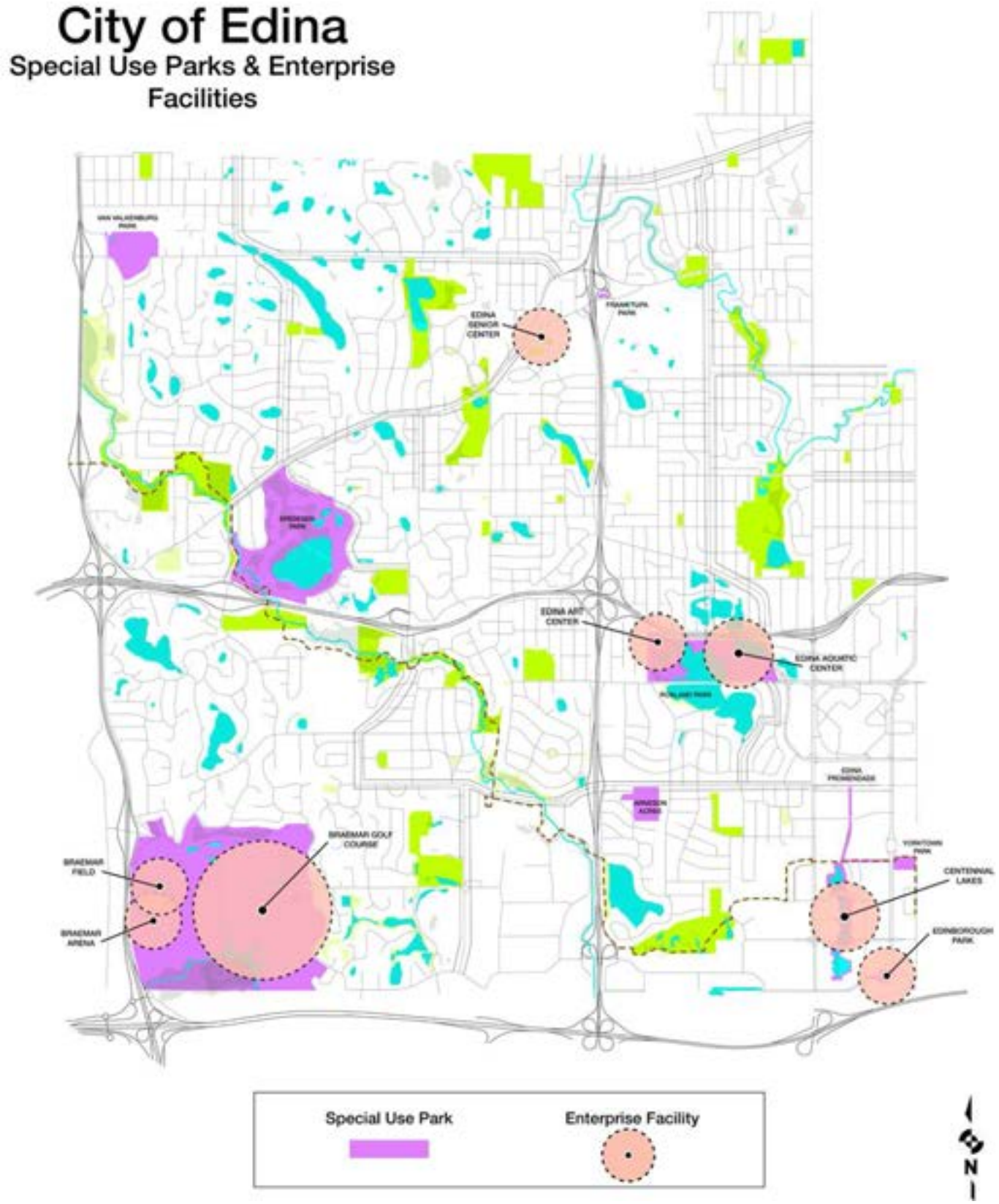

City of Edina
Special Use Parks & Enterprise Facilities
EDINA SENIOR CENTER
EDINA ART CENTER
EDINA AQUATIC CENTER
BRAEMAR GOLF COURSE
BRAEMAR FIELD
BRAEMAR ARENA
CENTENNIAL LAKES
EDINBOROUGH PARK
Special Use Park
Enterprise Facility
N

Figure 5.3.1

of each facility. Through careful observation and interaction with staff, the consultant team identified the strengths, weaknesses, and opportunities present to develop specific recommendations for indoor recreational facilities in Edina. Evaluations were completed for the following indoor recreation Enterprise facilities:

FACILITY	LOCATION	MAJOR AMENITY/ SERVICE
Braemar Arena	7501 Ikola way	Indoor ice skating, hockey, special events
Braemar Field	7501 Ikola way	Year-round athletic field (inflated Nov-Apr)
Braemar Backyard Rink	7501 Ikola way	Outdoor covered ice staking and hockey
Braemar Golf Course	6364 John Harris Dr.	Golf, tournaments, special events
Braemar Golf Dome	7420 Braemar Blvd.	Indoor driving range and special uses
Centennial Lakes	7499 France Ave. S.	Urban park, lake, amphitheater, pavilion, ice skating, walking loop, mini golf / lawn games
Edina Art Center	4701 W. 64th St.	Art gallery, classes, and special events
Edinborough Park	7700 York Ave. S.	Indoor playground/ play area, theater, pool, track
Edina Aquatic Center	4300 W. 66th St.	Outdoor pool, splash pads, waterslides

The full facility assessments for enterprise facilities can be found in the Appendix. The assessments focus on strengths and weaknesses ,with opportunities for improvement noted.

Although the consultant team was thorough in the evaluation of these facilities, it must be noted that observations were dependent upon activity levels and condition for a single visit. It is understood that this limited sample could have produced results that may not be typical for a particular facility.

BRAEMAR SPORTS COMPLEX - ARENA, BACKYARD RINK, AND FIELD

The Braemar Sports Complex consists of the Braemar Arena, Backyard Rink, Braemar Field, and Courtney Fields which combine to represent the crown jewel of the Department's recreational facilities. A multi-million dollar expansion that includes the new Backyard Rink and year-round Sports Dome will soon be complete. These new additions are nice compliments to the existing Arena, and will greatly aid in supporting the high demand in Edina for athletic facilities.

The facilities at Braemar are of high quality and helped support outstanding youth hockey and sports programs. The facilities are very well used and in high demand from residents. The following key recommendations for the Braemar Sports Complex include:

- Develop a master plan for the site to aid in circulation, wayfinding, general branding, and aesthetic improvements.
- Explore the possibility of a Braemar brand for the variety of experiences available in the area. This would include thorough analysis of the potential benefit and feasibility of sharing resources and cross-promotion between the various sites.
- Maintain equity among user groups by balancing program opportunities for adults at the Braemar facilities, along with an effective marketing plan that targets all user group segments.
- Maintain innovative, non-traditional forms of revenue generation that capitalize on the strong participation levels at the Braemar athletic facilities.
- Make necessary updates and repurposing of underperforming/failing areas of the Arena to ensure it is up to the high level of quality expected from the Braemar facilities.
- Develop summer use and programming for Backyard Rink.

BRAEMAR GOLF FACILITIES

The golf facilities at Braemar include the main clubhouse for the 27-hole golf course and a secondary clubhouse for the driving range and executive course, as well as the golf dome practice facility. Similar to the other Braemar experiences, the golf facilities are well used by residents and they are unique components of the existing inventory.

The main clubhouse and the golf dome complement the golf course and provide sanctuary for golf enthusiasts during the winter off-season. The clubhouse sees the majority of its activity during the summer months, but it does offer rental opportunities for private parties or meetings that can be used year-round. The golf dome has an opposite effect, as its pace accelerates during the winter months when golfing outdoors is not a viable option.

Currently, the clubhouse and golf dome are in opposite stages of transition. The clubhouse is in the initial stages of a transformation that includes a variety of updates and remodeling, as well as the introduction of a dedicated kitchen that will enact a new partnership with a popular local restaurant. In contrast, the golf dome has recently rebuilt following extensive fire damage. Its recent rebuild revitalized the golf dome, resulting in improved earning power and elevated participation levels. Key recommendations for the Braemar Golf Facilities include:

- Explore the possibility of incorporating golf facilities into a comprehensive Braemar brand. This would include thorough analysis of the potential benefit and feasibility of sharing resources and cross-promotion between the various sites.
- Actively advertise and promote the golf course clubhouse during and following the remodel in coordination with the Department's overall

marketing strategy to raise awareness of the improvement, drive new use of the facility, and communicate the return on investment.

- Increase instructional programming at the golf facilities, especially for youth and beginners, as well as introducing programming that utilizes both the golf course and the golf dome to increase exposure of these facilities.
- Coordinate with reservations at Braemar Field to increase rentals at golf dome by capturing the overflow from the popularity of the new sports dome.
- Seek sponsorship/advertising dollars and develop additional revenue sources, such as differential pricing for tee divider technology, to help support operational costs.
- Explore partnerships such as a corporate sponsorship for the Golf Dome.

CENTENNIAL LAKES

This enterprise facility offers a variety of recreational experiences in a unique urban setting. Centennial Lakes is considered a gem of the parks system, and is truly a one of a kind facility for the Greater Metro Area. The park and its facilities can be enjoyed year-round and offers something for all types of users.

The 10-acre lake is a focal point of the park in the warm season and it hosts a variety of activities, such as fishing, paddle boat rentals, and even supports a local radio-controlled model yacht club. The 1,000 seat outdoor amphitheater is a prominent feature and hosts numerous live performances and special events for the community. The on-site pavilion remains in high demand for private rentals throughout the year, with multiple layout options and full-service catering. Another popular part of Centennial Lakes is the designated lawn games area and the challenging 18-hole miniature golf course that features real bent grass. The park also features a walking loop that circles the lake, beautiful landscaping accentuated by public art displays, and a plethora of passive recreational settings.

Centennial Lakes remains popular in the winter with a beautiful outdoor ice skating facility that draws massive crowds. The outdoor ice rink is one of the largest, and most unique, of its kind and the surface is kept in pristine condition due to daily grooming by an ice resurfacer. The outdoor rink is complimented by the Hughes Pavilion which serves as a warming house complete with skate rentals, indoor/outdoor fireplaces, and concessions. Key recommendations for the EPRD for Centennial Lakes include:

- Introduce new programming to the site for more structured activities that supplement the variety of passive recreation opportunities and provide additional revenue generation.
- Ensure that the Nine Mile Creek Trail connects to Centennial Lakes as a destination along the route, as well as being a strategic connection to outlying neighborhoods and other parks and facilities.
- Explore strategies to minimize landscape maintenance inputs. Consider updating landscape planting palette to more natives or drought tolerant species that require less care from pruning, watering, spraying, etc.
- Increase visibility from surrounding streets with signage and wayfinding.

EDINA ART CENTER

The Edina Art Center is a very unique facility that highlights the variety of experiences the Parks and Recreation Department has to offer. The building that houses the Art Center is an old house from the 1930's that was purchased by the City nearly 40 years ago and was retrofitted to provide a facility for residents to explore their artistic creativity. The Art Center supports strong program participation and significant community support.

The features of the Art Center include an exhibit gallery that rotates works from local artists, classroom and studio space, a gift shop, a small catering kitchen, and an array of artistic equipment and supplies. The Edina Art Center also provides an extensive lineup of art programs that utilize a variety of mediums, including pottery, clay sculpture, drawing, painting, videography, photography, and more. The facility offers instruction and exploratory classes, camps, and private studio rentals for all ages and skill levels. Key recommendations for the Edina Art Center include:

- Conduct a feasibility study to determine the cost-benefit of renovating, or rebuilding versus relocating the existing facility, and develop a strategic plan for satisfying the need for an adequate Art Center.
- Address structural and design issues of the facility to improve accessibility, protect valuable equipment, and ensure safety of users.
- Explore the potential for nature-based programming and amenities that add value to the Center and utilize the natural resources and beauty that is present on the property.
- Assess the market rate for commission on art sales and studio rentals in the Metro Area and determine whether the current rates at the Center need to be adjusted.
- Consider moving facility and operations to address ADA, financial, and other facility needs.

AQUATIC CENTER

The Edina Aquatic Center is an outdoor complex operated June through August. The main attractions of the facility include an Olympic-sized pool with one- and three-meter diving boards, surf-simulator, water slide tower, ten-foot platform cable ride, children's pool, and dry tree-house themed play area. The amenities are unique and provide appeal for all age groups, and it is common to see a variety of generations using the Aquatic Center. The facility's features, location, and affordability make it a regional destination in the Twin Cities area.

Despite these strengths, the Aquatic Center faces a few shortcomings. Some mechanical components are aging and will need replacement soon. Also, road signage to the facility is very limited and absent in key locations. The center is at the top of a large hill, making accessibility challenging for anyone not using an automobile. Also, the exterior of the facility is underwhelming upon approach – while the interior has a "wow" factor, the outside is often described as boring. Operationally, the Aquatic Center lacks a dedicated first aid station and is generally short on storage. Also, there is no controlled entry to the

bathhouse.

Key recommendations for the Edina Aquatic Center include:

- Improving signage and wayfinding, and enhancing the entrance with better use of paint, lighting, and landscaping.
- Evaluate the lifespan of each asset within the facility, develop a component replacement plan, and tie it to the Department's overall capital improvement plan.
- Explore alternative pricing structures to increase value for season pass holders and add special privileges. Consider coordinating pricing changes with facility improvements.
- Offer joint memberships with Edinborough Park and/or other Department passes.
- Expand programming opportunities by introducing activities such as water exercise, scuba, teen night, etc.
- Continue to invest in staff training and development to keep safety and customer service at high levels as expected by the community.

EDINBOROUGH PARK

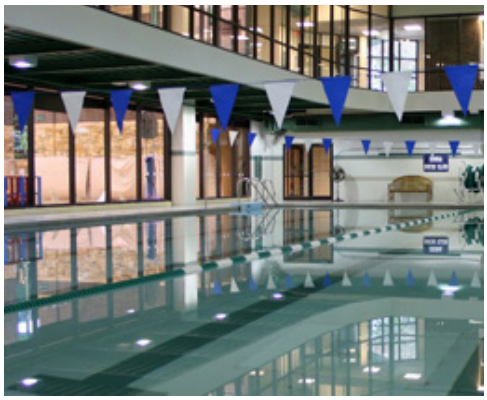
The Edinborough Park indoor recreation facility is a prime example of the unique experiences the Edina Parks and Recreation Department has to offer. This entire one-acre indoor park, one-acre outdoor park, and features the tallest indoor play structure in Minnesota, a 250 seat amphitheater, a 25-yard lap pool, a walking/running loop, fitness area, multi-purpose play area, private rental space, and concessions. Edinborough is separated into two recreational spaces: one side is comprised of the indoor park and great hall, and the other side is dedicated to amenities for fitness and exercise.

This facility is extremely popular within the community and regionally, especially during inclement weather. On a busy day the park is known to experience over 2,500 admissions, which can include up to 24 private birthday parties in a single day. Admission can be purchased for the indoor playground (parents accompanying children are free), the fitness area and pool, or the entire facility, as well as a discounted 10-visit pass.

Edinborough Park also offers a variety of youth programming throughout the year, as well as live entertainment for the entire family. Youth programming combines learning and play, with many programs related to the arts. The 250-seat amphitheater hosts a variety of live performances that are free to the public and provide a prime venue to display the performing arts groups of the area.

Another interesting dynamic of this facility is the partnership agreements with the other tenants of the building and outside organizations. The park is essentially an enclosed courtyard that connects several taller buildings, which include a corporate center, a senior living community, and a hotel. These adjacent tenants utilize the features of Edinborough to supplement lacking amenities that provide fitness and other recreational

opportunities for hotel guests, office workers, and residents living onsite. The facility also partners up with the Edina Art Center for programming and partners with the Edina Swim Club to use the pool. Key recommendations for EPRD to consider for Edinborough include:



- Conduct feasibility study for future renovation and expansion to convert existing facility into a recreation center.
- Develop a business plan for the park to understand the current cost of facility ownership and operation, and identify a long-term partnership strategy with neighboring tenants (i.e., hotel, residences, office tower) and user groups (i.e., swim team) in order to prioritize facility improvements and operations. Improvements to be considered include:
    - Redesigning the existing fitness area/track to remove impediments from running lanes and creating a more functional space for exercise.
    - Identifying a designated space for workout equipment other than around the indoor track due to the limited space available.
    - Adding air conditioning and resurfacing the loop to make the track more user friendly and increase participation.

PARK BUILDING ASSESSMENTS AND KEY RECOMMENDATIONS

SPECIAL USE PARKS BUILDING ASSESSMENTS AND KEY RECOMMENDATIONS

PARK	FACILITIES/BUILDINGS	GENERAL CONDITION
Arneson Acres	Edina Historical Museum, meeting rooms, and greenhouses	Fair
Braemar	Enterprise Facility	
Bredesen	Restrooms	Good/Fair
Centennial Lakes	Centrum building, rental building, shelters	
Frank Tupa	Edina Cahill Schoolhouse, Minnehaha Grange Hall	Fair, Site Issues
Rosland	Enterprise Facilities	
Edina Senior Center	Edina Senior Center	
Van Valkenburg	Softball concession stand and restrooms	Good
Yorktown	Skatepark, community gardens	Good

The special use parks buildings have a range of issues and quality. Generally, the newer facilities are in better condition and serving their uses much better than older structures that have been added onto and repurposed. Utility buildings such as bathrooms and concession stands are generally in good condition and meeting the EPRD's needs. Routine maintenance should be scheduled for all buildings as well as examining energy efficiency. Specific use buildings in some of the special use parks, particularly those at Arneson Acres should be closely examined to gage whether they are meeting EPRD needs and would be better served with a different facility that could better serve residents, and allow additional uses or revenue streams to be created. ADA access, circulation, and parking are issues that should be addressed at some of the popular facilities that have older, outdated structures. General recommendations for the Special Use Park facilities include:

- Evaluate facilities at Frank Tupa and consider relocating to space that can accommodate safe parking, drop- off, and circulation, as well as opportunities for additional revenue generation - Arneson Acres has been suggested.
- Evaluate facilities at Arneson Acres and consider updating, rebuilding facilities that can better accommodate uses and opportunities for additional revenue generation - weddings, larger gatherings, etc. to take advantage of grounds.
- Provide routine maintenance for all facilities to extend their useful lifespan.
- Review ADA requirements and plan for upgrading if necessary.
- Explore opportunities to increase energy efficiency of all facilities with strategies such as energy efficient light bulbs, motion sensors, insulation upgrade, etc..

SENIOR CENTER

The Edina Senior Center is approximately 15 years old and hosts a variety of activities and programs primarily for seniors, but also other community groups. The building is a shared site, with the Senior Center occupying the first floor and the Edina Library upstairs. The Senior Center functions as a partnership, with the City and County sharing costs for operating the facility.

The Senior Center offers memberships for a small annual fee, which includes a monthly newsletter and priority registration for activities at the Center. Programming offered include sports, games, movies, fine arts, trips and tours, fitness, health and wellness, social gatherings, and life skills education, as well as private rentals. The Center also organizes multiple performance groups and a variety of special interest groups and clubs. The average user of the facility is between the ages of 70-85. Key recommendations for the Senior Center include:

- Consider rebranding the facility and/or programming as a "community center" or "activity center" to attract other age segments by removing the negative connotation of "senior" label among 55-75 age segment.
- Develop potential solutions that addressing parking shortage available at the facility. Due to the limitations of the property and its immediate surroundings, this may require exploring the development of a formal agreement with adjacent property owners, offering public transportation incentives, or the addition of remote parking locations accompanied by a shuttle service.
- Address items limiting private rentals of facility, such as fixing the floor in the fireside room, updating technology, and assessing potential benefit of acquiring a liquor license.

COMMUNITY PARK BUILDING ASSESSMENTS AND KEY RECOMMENDATIONS

PARK	FACILITIES/BUILDINGS	GENERAL CONDITION
Creek Valley School Park	1 building - warming room, restrooms, park maintenance and utility	Poor
Fred Richards	Master Plan underway	NA
Garden Park	Seasonal restrooms and electrical equipment	Good
Highlands	Warming house with restrooms	Poor
Lewis Park	Warming house, restrooms, meeting space	Poor
Pamela Park	Warming house - scheduled for replacement April 2015	Poor
Rosland	Softball concession stand and restrooms	Good
Todd	Activity room, warming house, restroom, staff space	Good
Walnut Ridge	Activity room, warming house, restroom, and staff space	Good

Creek Valley School Park Building

There is a large discrepancy of building quality in the community parks - from very poor, recommended for replacement, to newer structures that are functioning well. Most of the community park buildings have similar functions such as restrooms and warming houses to support year round use for park users. Some of the newer facilities include flexible meeting room type spaces that can accommodate a range of uses and groups, and some have additional staff support space. ADA accessibility appears to relate to age of the buildings, as well as energy efficiency. General recommendations for the community parks buildings include:

- Schedule buildings at Highlands, Lewis and Creek Valley School Park for replacement. Repairs at these facilities should be evaluated for cost benefit.
- Provide routine maintenance for all facilities to extend their useful lifespan.
- Explore opportunities to increase energy efficiency of all facilities with strategies such as energy efficient light bulbs, motion sensors, insulation upgrade, etc..
- Maximize flexible activity/ meeting rooms with programming.

NEIGHBORHOOD PARKS BUILDING ASSESSMENTS AND KEY RECOMMENDATIONS

Alden Park Maintenance Building

PARK	FACILITIES/BUILDINGS	GENERAL CONDITION
Alden Park	Park maintenance and utility - no public use	Good
Arden Park	Warming house with restrooms	Poor
Cornelia School Park	Park maintenance and utility - no public use	Good
Countryside Park	Activity/ warming room, restrooms, and staff space	Good
Fox Meadow Park	Outdoor pavilion/ gazebo - small	Good
Heights	None	
Normandale	Warming house with restrooms	Poor
Robert J. Kojetin	None	
Strachauer	Warming house with restrooms	Poor
Utley	Utility building, restrooms, and outdoor pavilion - medium	Good
Weber Field Park	Activity/ warming room, restrooms, and staff space	Good
Wooddale Park	Outdoor picnic shelter with seasonal restrooms	Good
York	None	

There is a large discrepancy of building quality in the neighborhood parks - from very poor, recommended for replacement, to newer structures that are functioning well. Most of the neighborhood park buildings have similar functions, though there are some facilities that are outdoor pavilion/ picnic shelters. Most of the pavilions are newer and in better condition. The older facilities in poor condition seem to be of the same era and architectural style of poor buildings throughout the system. It is likely these structures are beyond their lifecycle and are ready for replacement. Some of the newer facilities include flexible meeting room type spaces that can accommodate a range of uses and groups, and some have additional staff support space. ADA accessibility appears to

relate to age of the buildings, as well as energy efficiency. General recommendations for the community parks buildings include:

- Schedule buildings at Arden, Normandale, Strachauer for replacement. Repairs at these facilities should be evaluated for cost benefit.
- Provide routine maintenance for all facilities to extend their useful lifespan.
- Explore opportunities to increase energy efficiency of all facilities with strategies such as energy efficient light bulbs, motion sensors, insulation upgrade, solar energy sources, etc.

MINI PARKS BUILDING ASSESSMENTS AND KEY RECOMMENDATIONS

PARK	FACILITIES/BUILDINGS	GENERAL CONDITION
Birchcrest	None	
Browndale	None	
Chowen	Outdoor picnic pavilion - medium	Good
Grandview Square	None	
McGuire	None	
Melody Lake	None	
Sherwood Park	Utility building with overhang acts as small picnic shelter	Good
St. Johns Park	None	
Tingdale Park	None	
Williams Park	None	

Chowen Park Picnic Pavillion

Mini Parks do no include many building structures. Most of the buildings appear to be newer and in good condition. The following recommendations for structures within mini parks include:

- Consider adding outdoor picnic pavilions in heavily used mini parks per LOS study suggestion.
- Keep up with routine maintenance.
- Explore opportunities to increase energy efficiency of all facilities with strategies such as energy efficient light bulbs, motion sensors, insulation upgrade, solar energy sources, etc..

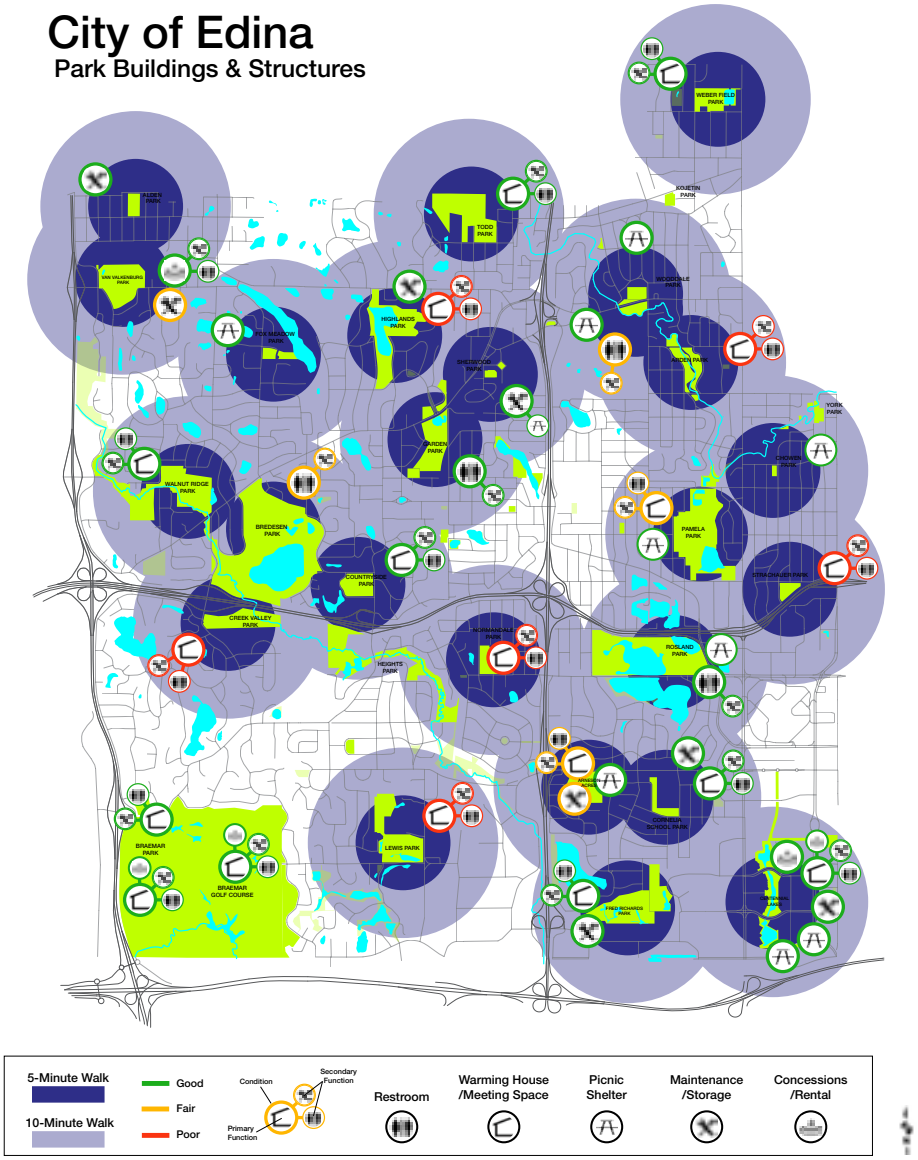


Figure 5.3.2 - Park Buildings

PARK BUILDINGS ASSESSMENT CONCLUSION

A majority of the enterprise facilities are in good to excellent condition. These facilities are newer, are well loved by residents, and are a top priority of City and EPRD staff. Observing park buildings throughout the rest of the park system, a gap in quality, safety, energy efficiency, and maintenance needs is quite apparent and generally corresponds with the age of the structures. The structures that need the most attention fall into the following general categories:

1. Old Community Park Buildings - these buildings appear to be from the same era of construction and design and have clearly outlived their likely fifty-year designed lifespan. The buildings require extensive maintenance, are poorly insulated, visually intimidating with no windows, and should be scheduled for replacement and/or studied for whether to replace at all.

2. Repurposed structures and museums - this category includes structures that have been inherited or repurposed in some fashion by the EPRD. The Art Center and Arneson Acres are the prime examples of this. They have served their purpose well and allowed the programming and activities to thrive; however, they are at a point where the functions they serve are outgrowing them and redesigns/ different facilities would likely better support the programs and potentially allow EPRD to generate revenues and more actively compete in the marketplace for wedding/ meeting rentals, etc.

   Additionally there are some structures, such as the historic structures at Frank Tupa that may be served in a better location. Their current location makes hosting larger school groups and circulation challenging, as well as providing safety challenges. Parking is also at a premium. Relocating these facilities could provide better opportunities for safer automobile circulation, increased parking and drop-off space, and addressing ADA circulation issues. Moving facilities to a compatible park might provide synergies within the park system to increase attendance, efficiency, and revenue generation - e.g. placing the facilities in Arneson Acres would be a beautiful setting, allow appropriate parking and circulation, and be beneficial to the museum and the wedding event facilities.

Another consideration when assessing the facilities is using the Level of Service Standards. The deficiencies in the system highlighted by this study show there is a need for an existing 59,000 s.f. of recreation center amenities within the City, as well as a need for 3 small/ medium, and 2 large pavilion/ outdoor picnic structures within the park system. Similarly, the Facility/ Amenity Priority Rankings identify an indoor fitness/ exercise facility, Senior Center, park shelter buildings, and indoor basketball courts were identified as high priority by community surveys. Additionally, an Environmental Learning Center/ Nature Center was identified by the consultant team as an excellent way to address some of the natural resources visions and goals. Some of these uses and needs could be combined and/or share flexible building space.

Overall, a strategy of providing community center services should be discussed - whether to provide these services and facilities at smaller scales, dispersed throughout the City, or larger more concentrated facilities in few locations in the City. In general, consideration of replacement, new, or relocated facilities should consider and prioritize opportunities for cross pollination, where similar activities and users could utilize multiple facilities and programs in one trip.

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5.4 BRANDING, SIGNAGE, AND WAYFINDING

OVERVIEW: WAYFINDING USER EXPERIENCE

Disorientation is a significant cause of stress in everyday life. Consider the frustration of the usually competent parent, running late as he searches for a play field in an unfamiliar park, or a family searching for a patient among a warren of departments within an unfamiliar medical building. When visitors like these can't find their way, hearts pound, perspiration forms, and worries increase. Studies at University of California San Diego have shown that part of the stress comes not only from too few signs, but also from too many signs in our midst. The visual noise of signage or too many environmental clues can actually create more disorientation because of the distraction they create for users. In addition to physical and psychological effects, disorientation can have other negative consequences. Opportunities, including time and money may be lost as a result of disorientation and its effects on missed meetings, travel connections, or undiscoverable retail or entertainment venues. Many cities and organizations pride themselves on having customer-driven visions and userfriendliness. The way they do this is to eliminate disorientation and enable wayfinding through all the means available and relevant. Ease of user experience of your location can add to your reputation of being a well designed and well managed campus or environment.

KEY TAKEAWAYS

As walkability and a richer, denser mix of uses grows, signage and wayfinding play a bigger role in identity/branding, convenience and business support. This is particularly important for retail space within park amenities and local landmarks with lesser visibility.

Even as digital wayfinding grows via smart phones and apps, physical signs and paper guides are still important parts of the wayfinding and signage portfolio.

The benefits of wayfinding are:

Reduction of stress + frustration

Functional efficiency

Visitor accessibility

Safety

Visitor empowerment

Improved bottom line (access to services)

OVERVIEW: THE CASE FOR WAYFINDING SYSTEMS

We live in a world where cities can be navigated through a smart- phone or other technologies and any information on a destination can be found within minutes. With all of these tools at our disposal, why are physical wayfinding elements even necessary? Municipal wayfinding systems serve an important and crucial role well beyond responding to the need for basic navigation, identification and information. Wayfinding elements – such as monuments, directional systems, directories, interpretive and even regulatory signs – can enrich and enhance our experiences with urban and park environments.

DEFINING A SENSE OF PLACE + BRAND

Perhaps even more important is the role of wayfinding, both signage and intuitive way"showing" play in creating a sense of connection to place. Given the proliferation of smart phones and devices, you generally know you are here, but how do you know where here is? And why does here matter? Municipal and public amenity wayfinding systems not only direct visitors to destinations, but also serve as a teaching tool that educates the visitor on the boundaries, destinations and key features of the urban environment. This creates a "legible city" where wayfinding and identification elements support the overall urban structure and experience. Wayfinding systems are not limited to identifying and directing visitors to city and related institutional destinations. The inclusion of standards as well as promotion of high-quality commercial on-premise signs, including-free standing monuments and building mounted identifications and marquees, play a key role in enhancing the overall brand of the community.

OVERVIEW: TYPES OF WAYFINDING FROM LARGE SCALE TO INTIMATE

1. GATEWAYS

Regional Gateways

City Gateways: landmarks including bridges, buildings and parks

District and Neighborhood Gateways: Areas including Large park areas

Area Identification

2. VEHICULAR WAYFINDING

Controlled Access Road Signs

Regional Signs

Large Scale Signs

Downtown and Neighborhood Signs

Park + Trail Access Signs

3. PEDESTRIAN WAYFINDING

Pedestrian Directional Signs: Signs that direct pedestrians directly to destinations.

Map Signs: Pedestrian maps that define the urban district and the key landmarks and destinations within that district.

Directories: Maps that also contain a directory of destinations with additional information including addresses, phone

numbers or interpretive descriptions.

4. DESTINATION IDENTITY

Street Signs: Signs that designate city streets and can also identify unique districts.

Regulatory Signs: Signs that regulate street activity that can also identify unique urban districts.

Street Furniture: A range of street elements that can support urban identity including benches, trash receptacles,

lights, landscape and parking meters.

Public Art: Public art and display that can also serve as urban landmarks.

Civic Banner Programs: Temporary banner and lighting programs that support identity as well as ongoing activities.

Visitor Centers: Kiosks and buildings that provide information on city and district activities.

5. MEDIA + PRINT SUPPORT

Web sites

Mobile Media

Printed maps

> "Even in an era of ubiquitous and hand held wayfinding tools, there is a sense of ease from seeing grounded, substantial signage elements to confirm that we are where we think we are."

STATE OF THE STATE: REVIEW + ANALYSIS OF EXISTING SIGNAGE

For the purposes of this review and assessment, we have utilized an example of each type of Park included in the Edina portfolio. As a next step, a full signage and message schedule can be executed with a signage fabrication partner. Once it is determined that we will move forward with the study's recommendations, an estimate and stakeholder process can begin to inform both the design, materials, and the messaging required for each category of sign.

NEXT STEPS

Distance visibility analysis

Traffic analysis – pedestrian and vehicular

Client and user interviews

Budgeting*

FULL SIGNAGE MASTERPLAN

Detailed Message Schedule

Sign Type Hierarchy

Terminology Consistency Review

OSHA, ADA + Fire Compliance Review

Permitting + Code Analysis

Sign Location Plan

Sign Size, Style + Color Review

Sign Installation

STATE OF THE STATE: REVIEW + ANALYSIS OF BRAND

Brands are actually a series of perceptions and experiences. Strategic Signage and Environmental Branding should look critically at current brand perceptions, define what is authentic and true about the brand, and set a vision for brand design, implementation and management.

Icons also serve the brand, but are not the brand, and are one of our first encounters with an organization or place.

CURRENT PLACE BRAND

CURRENT PARKS BRAND

STATE OF THE STATE: REVIEW + ANALYSIS OF BRAND

For the purposes of this review and assessment, we have utilized an example of different types of Parks included in the Edina portfolio. The City operates nearly 40 parks and recreational facilities, including Arneson Acres, Braemar Park, Braemar Golf Courses, Braemar Golf Dome, Centennial Lakes Park, Edina Aquatic Center, Edina Art Center, Edina Senior Center, indoor Edinborough Park, Fred Richards Park and a dozen warming houses.

The Edina Park brand and sub brands show up in various ways, using various signage types and media. The web presence is often the first portal to location information, and the user's first wayfinding step. Maps, and then Park monument signs are the next user encounter, and most Edina Parks are consistent in application and installation of these identification sign types.

As a next step, a full signage and message schedule can be executed with signage design and fabrication partners. Once it is determined that the city will move forward with the study's recommendations, an estimate and stakeholder process can begin to inform both the design, materials, and the messaging required for each category of signage, and what vehicles for wayfinding are needed.

BRAEMAR GOLF COURSE

DRIVING ON PATHWAY
CITY VEHICLES ONLY

Braemar Field
And
Courtney Fields

ANY TIME

NO
COMMERCIAL
VEHICLES
ALLOWED

CANOE LANDING

STATE OF THE STATE: PRELIMINARY SIGN TYPES

IDENTIFICATION SIGNS
Identification signs serve as elements that help distinguish address, location, and access to buildings + occupants. Sometimes iconic in nature, these signs are often monuments, and larger signs that are legible from a distance and from vehicles.

DIRECTIONAL / WAYFINDING SIGNS

VEHICULAR WAYFINDING
Vehicular Wayfinding signage orient and navigate drivers through the site from arrival to departure. They provide direction on where parking is available and where it is not.

PEDESTRIAN WAYFINDING
Pedestrian Wayfinding signage picks up when the individual leaves their car and helps them navigate to their destination on the site.

REGULATORY SIGNS
Regulatory signs are typically enforceable and targeted at traffic control within the site for life safety and accessibility.

INTERPRETIVE SIGNS
Interpretive signs tell us more about the place and it's history, the natural world, or key points of engagement and interest. Often not considered to be "necessary" signs, these are the ones that create meaning for the user and add to a sense of place.

INFORMATON SIGNS
User information about how to engage at the site, available activities, schedules, etc.

INFORMATION SIGNS

VEHICULAR SIGNS

INTERPRETIVE SIGNS

REGULATORY SIGNS

IDENTIFICATION SIGNS

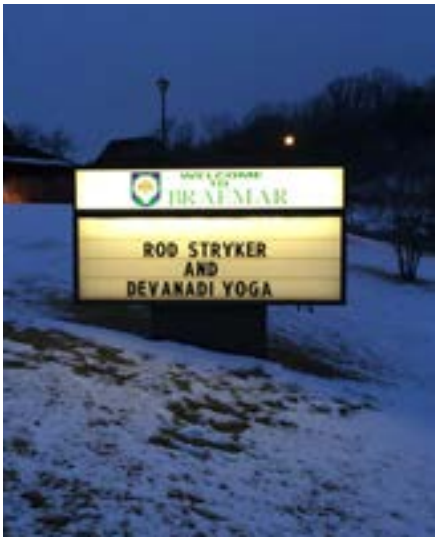
PEDESTRIAN SIGNS

STATE OF THE STATE: GENERAL WAYFINDING SIGNAGE OBSERVATIONS

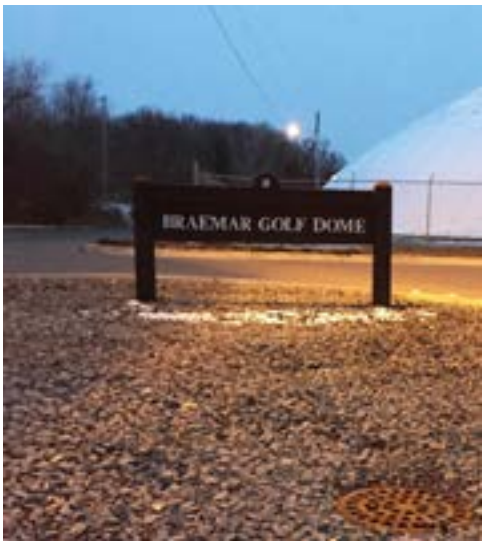
Enterprise | Activity | Neighborhood | Micro

This inventory was intended as a review of various sizes of parks in the Edina Park system to provide an overview of signage types. Site images show some of the conditions at Parks. The following was noted:

- In general, minimal signage was noted at most Park sites.
- Some Park access points are clearly signed, some are not.
- Signage at access points is not always legible at vehicular scale.
- Pedestrian scale signage is present in some parking areas and at some entries.
- Signage siting could be improved for legibility.
- Monument signage (entries) is mostly consistent across system in materials/ design.
- Signage at entry is not consistent with building identification signage.
- Regulatory signage is clear and present.
- Interpretive (engagement) signage is not used at most locations.



BRAEMAR SIGNAGE



DESIGN RECOMMENDATIONS: DEVELOP A STRATEGIC SIGNAGE PLAN

DESIGN CONSIDERATIONS

PLANNING: Develop the system in stages or all at once? (media + signage + icons)
DESIGN: Are signs the best option for a wayfinding system? (banners + kiosks etc.)
IDENTITY: Should programs be fully integrated into one system or include unique freestanding elements? What role does/should brand play for Edina Parks?
LEGIBILITY: Scale and legibility, where should each type of sign be, and visibility?
MATERIALS + TECHNOLOGY: Design for today or tomorrow?
Who creates content?

RECOMMENDATIONS

PROVIDE a signage inventory survey to each park to catalogue categories of signs.
OBSERVE park users and perform brief user interviews for wayfinding insights.
ESTABLISH oversight committee and define stakeholder groups for messaging plan.
DEFINE message types for the Park system.
CREATE a signage strategy that contains a hierarchy for all messaging types.
IDENTIFY decision points for vehicular and pedestrian traffic.
RECORD and categorize all signs in a signage schedule for cost estimation.

Number	R_029
Quantity	1
Type	Regulatory
Dimensions	12" x 18"
Material	Aluminum Panel w/ Vinyl Graphics
Attachment	Bolted to Steel Post
Illumination	Non-Illuminated
Notes	

ORGANIZATION OF FURTHER WAYFINDING ASSESSMENT

ORGANIZATION OF FURTHER WAYFINDING ASSESSMENT

1. VEHICULAR WAYFINDING DECISION POINTS
    - WHAT DO I NEED TO KNOW?
    - WHAT SIGNS ARE ALREADY HERE?
    - IS THE SCALE APPROPRIATE?
    - IS IT LEGIBLE?

2. PEDESTRIAN WAYFINDING DECISION POINTS
    - WHAT DO I NEED TO KNOW?
    - WHAT INFORMATION IS ALREADY HERE?
    - IS IT LEGIBLE?
    - IS IT THE INFORMATION I NEED?

3. IDENTIFICATION ZONES
    - WHO / WHAT IS HERE?
    - IS THERE GATEWAY SIGNAGE?

4. REGULATORY ZONES
    - ARE INSTRUCTIONS CLEAR?
    - ARE SITE RESTRICTIONS AND RULES CLEAR?
    - ARE THERE CLEAR ACCESS POINTS AND SIGNAGE?
    - ARE REGULATIONS CLEAR? (ONE WAY/ SPEED LIMITS)

COST OF IMPLEMENTATION

The following phases were estimated by The Signage Foundation based on 2013 materials and fabrication costs.

Planning: The cost of initial planning includes the design brief, planning scope and conceptual design of the system. These costs are generally from
$10,000-$50,000 (depending on the size and complexity of the project)

Design: The cost of designing the full program including design development, approvals, documentation and bidding. Design fees can range from $35,000-$500,000.
Sample design budgets include:
Neighborhoods and Main Streets
$ 35,000 - $75,000
Small Town
$ 75,000 - $100,000
Small Downtown or Mid Sized City
$ 100,000 - $150,000
Large Downtown
$125,000 - $300,000
Entire Cities and Regional Areas
$125,000- $500,000

Fabrication and Installation:
The final cost of shop drawings, fabrication and installation can range from $100,000-$3,000,000.
Sample fabrication budgets include:
Neighborhood and Main Streets
$75,000 - $150,000
Small Town
$200,000 - $350,000
Small Downtown or Mid Sized City
$ 350,000 - $750,000
Entire Cities and Regional Areas
$1.5 million - $3 million+

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BRANDING SIGNAGE AND WAYFINDING: SUMMARY

- Be deeply user focused.
- Determine the right hierarchy of messaging
- Create consistency in signage design, typography and materials
- The right message right time (only as much signage as needed)
- Leverage art + landmarks (intuitive wayfinding + wayshowing)
- Branded spaces: clearly identify and leverage Edina's brand
- Employ best practices in place branding: Authenticity + Credibility
- Create more interpretive signs to engage users in your history

APPENDIX + RESOURCES

- The Case for Wayfinding Systems – including Creating a Sense of Place, Enhancing the Urban Commercial Brand , and Consistency and Consolidation. Case Study: Legible London
- What Comprises a Wayfinding System – including Area Identification, Vehicular & Pedestrian Wayfinding, destinations, Urban/Street Identity, and Media/Print Support. Case Study: City of Charlotte, NC
- Getting Started – Working with Stakeholders, Government Officials & Community Leaders, and a Stakeholder Framework. Case Study: Philadelphia, PA
- System Financing – Design, Fabrication, and Management Costs, Sources of Financing, and Ongoing Financing. Case Study: Phoenixville, PA
- Managing the Regulatory Framework- The Disconnect Between Best Practices and Regulation, Developing Regulations for Various Urban Environments, and Framing Perceptions. Case Study: Miami Beach, FL
- Managing the Design Process – Planning, Design, Fabrication, Installation. Case Study: Los Angeles, CA
- Design Issues – Planning, Identity, Design, Legibility, Materials and Technology. Case Study: Rockville Town Center, MD

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5.5 PROGRAM ASSESSMENT

INTRODUCTION

As part of the strategic planning process, the consultant team performed a Program Assessment of the programs and services offered by the Edina Parks and Recreation Department (EPRD). The assessment offers an in-depth perspective of program and service offerings and helps identify strengths, weaknesses, and opportunities regarding programming. The assessment also assists in identifying core programs; program gaps within the community; key system-wide issues; areas of improvement; and assists in determining future programs and services for residents.

The consulting team based these program findings and comments from a review of information provided by the department including program descriptions, participation statistics, financial data, website content, focus groups, stakeholder interviews, and discussions with staff. This report addresses the program offerings from a systems perspective for the entire portfolio of programs, as well as individual program information.

OVERVIEW OF PROGRAMS

The EPRD provides a wide variety of activities and services to the residents of Edina. EPRD staff are responsible for the management and implementation of recreation programs, special community-wide events, and the operation of multiple facilities. Employees are engaged year round in planning, implementing, conducting, and evaluating programs and events.

All functions within the EPRD combine to provide hundreds of programs in the areas of youth athletics, adult athletics, golf, youth programming, senior programming, adaptive recreation, arts, and special events. The EPRD also operates specialized facilities such as Braemar Arena, Braemar Field, Braemar Golf Course and Dome, Edina Senior Center, Edina Art Center, Edinborough Park, and a variety of neighborhood and community parks.

In addition to the provision of services provided directly by the EPRD, partnerships with other organizations are utilized throughout the service area. Through formal and informal cooperative relationships, partners assist with delivering select programs, training of staff, granting access to specialized facilities, and providing support to programs with supplies and materials.

PRIORITIES AND CORE PROGRAMS

FRAMEWORK

The mission of the Edina Parks and Recreation Department is to "create parks, facilities and programs to foster a healthy inclusive community. We accomplish this through creative leadership, collaborations, environmentally sustainable practices, and the responsible use of available resources."

To help achieve this mission, it is important to identify Core Program Areas based on current and future needs to create a sense of focus around specific program areas of greatest importance to the community. Public recreation is challenged by the premise of being all things to all people, especially in a community such as Edina. The philosophy of the Core Program Area assists staff, policy makers, and the public focus on what is most important. Program areas are considered as Core if they meet a majority of the following categories:

- The program area has been provided for a long period of time (over 4-5 years) and/or is expected by the community.
- The program area consumes a relatively large portion (5% or more) of the agency's overall budget.
- The program area is offered 3-4 seasons per year.
- The program area has wide demographic appeal.
- There is a tiered level of skill development available within the programs area's offerings.

- There is full-time staff responsible for the program area.
- There are facilities designed specifically to support the program area.
- The agency controls a significant percentage (20% or more) of the local market.

OVERVIEW OF EPRD CORE PROGRAM AREAS

In consultation with Department staff, the planning team identified the following Core Program Areas currently being offered by EPRD:

ADAPTIVE RECREATION PROGRAMS

Because all people have the right to participate in the activities of their choice, the EPRD provides adaptive recreation programs and inclusion services for individuals with disabilities. The Adaptive Recreation and Learning Exchange (AR&LE) partnership offers recreation, leisure and community education opportunities specifically designed to meet the needs of people with disabilities in the cities of Bloomington, Eden Prairie, Edina and Richfield.

Examples of Adaptive Recreation Programs include:

- Adaptive Bowling
- Adaptive Golf
- Adaptive Theater Camp
- Adaptive Water Aerobics
- DREAM Ice Staking
- Presents for the Holidays

ADULT ATHLETICS

The EPRD offers a variety of athletic and recreation programs for adults throughout the year aimed at enhancing not only physical health, but also social and mental well-being.

Examples of programs within Adult Athletics include:

- Basketball
- Broomball
- Disc Golf
- Hockey - 4 man
- Learn-to-Skate
- Softball

- Tennis
- Volleyball
- LaCrosse
- Baggo
- Water polo - inner tube

ARTS PROGRAMS

Art programs are primarily based out of the Edina Art Center. The Center provides the community with a place to enjoy visual art as well as programs to learn and refine its creation. The Edina Art Center includes a gallery for solo and group exhibitions and a gift shop for items produced by local artists.

Examples of programs within Arts include:

- Art Academy
- Camera Club
- Clay
- Drawing
- Jewelry
- Photography
- Pottery
- Watermedia

GOLF

The Braemar Golf Course and Golf Dome are the primary homes to golf programming offered by the Department. In addition to open play, these facilities feature tournaments and regularly scheduled programming.

Examples of programs within Golf include:

- Adult Golf Lessons & Clinics
- Four and Pour
- Golf Etiquette
- Junior Development & Clinics
- School's Out Two-Day Kids Kamp
- Snag Golf

- Winter Kids Kamp

SENIOR PROGRAMS

Senior programming is offered primarily at the Edina Senior Center, although senior-oriented programs are offered throughout the system on health, wellness, active lifestyles, travel, hobbies, informational talks, and special interests.

Examples of Senior Programs include:

- Book clubs
- Cross Country Skiing
- Genealogy Computer Club
- Health Insurance Counseling
- Holiday Lunches
- Pickleball
- Poker
- Square Dancing

SPECIAL EVENTS

The EPRD offers a variety of events throughout the year with the goal of creating memorable experiences for participants of all ages while also celebrating and building a sense of community.

Examples of Special Events include:

- Back to School Celebration
- Barnyard Boogie
- Fam Jam
- Glowdodgeball at Braemar Field
- Movie Night on the Rane
- Night Glow Golf
- Music in Edina
- Open Streets
- Skate with Santa
- Vehicle Day

- Walk with the Mayor
- Farmers Market
- Edina Fall in the Arts
- 4th of July Fireworks & Parade

YOUTH PROGRAMS

A variety of programs for children is offered by the EPRD, primarily during the spring and summer months and targeted at ages three and up. Programs inspire creativity, build life skills, and promote wellness and activity.

Examples of Youth Programs include:

- Cinderella Dreams
- Don't Bug Me!
- Get Messy with Me
- Highlands Explorers
- Learn to Skate
- Play Date with Mom
- Sesame Street Gang
- Sing-Along Art Class

YOUTH ATHLETICS

Programs in Youth Athletics serve to help children learn the basic skills of a sport or gain experience in athletics through a number of recreation camps, events, and other activities.

Examples of programs within Youth Athletics include:

- Mini Hawks Camps
- Mini Hornets Youth Touch Footall
- Skyhawks Basketball Camps
- Skyhawks Soccer Camps
- Soccer Shots
- Tennis
- Wrestling

PARTICIPATION BY CORE PROGRAM AREA

Core Program Area	2013
Adaptive	191
Adult Athletics	2,184
Arts	2,566
Golf	955
Senior	15,100
Special Events	5,990
Youth	2,014
Youth Athletics	9,516
TOTAL PROGRAM PARTICIPATION	**38,516**

Figure 5.5.1 - Program Participation

Figure 5.5.1 provides an overview of participation in each Core Program Area from 2012-2014. Full participation data for Adult Athletics, Senior Programming, and Special Events were not available. As such, totals for 2012 and 2014 do not completely reflect actual participation.

CORE PROGRAM PORTFOLIO OBSERVATIONS

These existing Core Program Areas provide a generally well-rounded and diverse array of programs that serve the community at present. Based upon input from community members, stakeholders, staff, and the observations of the planning team, as well as demographic and recreation trends, the EPRD should consider the following adjustments to their portfolio of Core Program Areas over the next five years:

- Consider adding a Core Program Area for Health & Fitness and offering more programs with the objective of introducing the community to active lifestyles, healthy living, and regular exercise.
- Consider adding a Core Program Area for Environmental Education and Awareness and offering more programs to both children and adults on the natural resources of Edina and the importance of ecological sustainability.
- Consider re-configuring the Department's approach to Adaptive Programming by *not* having it be a separate Core Program Area "siloed" from other programs, but rather as an objective and priority across all other Core Program Areas to promote inclusion throughout all EPRD offerings.
- All Ages Programming is sometimes cited as a separate Core Program Area. It can include open skating time, open hockey time, and open dome time. These activities are not necessarily programs because they do not have program elements such as a manageable pattern of participant development; a formal beginning, middle, and end; and the ability to design the program to achieve measurable objectives. Instead, these should be considered services. Regardless, it is possible to define objectives, establish funding policies, create marketing strategies, and evaluate service delivery effectiveness.

- All Core Program areas should have a Mini Business Plan that identifies unique descriptions, goals, and desired outcomes for each Core Program Area and lists the programs or services offered within each. The Plans should also identify participation statistics, major competitors / other service providers, key staff responsible for program development and evaluation, and performance measures to assess the effectiveness of the Core Program Area.

AGE SEGMENT ANALYSIS

Figure 5.5.2 depicts each Core Program Area and the age segments they serve. Recognizing that many Core Program Areas serve multiple age segments, Primary (noted with a 'P') and Secondary (noted with an 'S') markets were identified.

Findings from the analysis show that the EPRD provides a good balance of programs across all age segments. All segments are targeted as a primary market for multiple Core Program Areas. Special Events, Adaptive Programming, and Arts Programming offer programs that are targeted to all segments as well as programs that have universal age appeal (i.e., All Ages Programs).

This balance should be maintained moving forward, and the EPRD should update this Age Segment Analysis every year to note changes in Core Program Areas or to refine age segment categories. Given the growing population trend for residents ages 55 and over, and the growing demand for services in this age bracket, it is also recommended that the EPRD further segment this group into 55-70 and 71 and over. These two sub-segments will have increasingly different needs and expectations for programming in coming years, and program planning will be needed to provide differing requirements.

Age Segment Analyses should ideally be done for every program offered by the EPRD, not just for each Core Program Area. Program coordinators/managers should include this information when creating or updating program plans for individual programs. An Age Segment Analysis can also be incorporated into Mini Business Plans for comprehensive program planning.

PROGRAM LIFECYCLE ANALYSIS

Core Program Area	Preschool (5 & under)	Elementary (6-12)	Teens (13-17)	Adult (18-54)	Senior (55+)	All Ages
Adaptive	P	P	P	P	P	P
Adult Athletics				P	S	S
Arts	S	P	P	P	P	P
Golf	S	P	P	P	P	P
Senior				S	P	S
Special Events	P	P	P	P	P	P
Youth Programs	P	P	S			S
Youth Athletics	P	P	P			S

Figure 5.5.2 - Age Segment Inventory Table

A Program Lifecycle Analysis involves reviewing every program identified by EPRD staff members to determine the stage of growth or decline for each. This provides a way of informing strategic decisions about the overall mix of programs managed by the agency to ensure that an appropriate number of programs are "fresh" and that relatively few programs, if any, need to be discontinued. This analysis is not based on strict quantitative data but, rather, is based on staff members' knowledge of their program areas. Figure 5.5.3 shows the percentage distribution of the various life cycle categories of the Department's programs. These percentages were obtained by comparing the number of programs in each individual stage with the total number of programs listed by staff members.

Overall, the Program Lifecycle Analysis results indicate a fair balance of all programs across the lifecycle. A combined total of 45% of programs fall into the Introduction, Take-Off, and Growth stages. These are the newest within the EPRD's portfolio of programs and are characterized by growing popularity and participation. In order to keep the overall mix of Department programs novel, relevant, and attractive to participants, the consulting team recommends that this total be between 50-60%. Currently, EPRD has about 45% in these three categories.

However, it is also important to have a stable core segment of programs that are in the Mature stage. Currently the EPRD has about 47% of their programs in this category. The consulting team recommends this be about 40% so as to provide stability to the overall program portfolio, but without dominating the portfolio with programs that are advancing to the later stages of the lifecycle. Programs in the Mature stage should be tracked for signs they are entering the Saturation or Decline stages. According to staff, there is an on-going process to evaluate program participation and trends to ensure that program offerings continue to meet the community's needs.

A total of about 9% of programs are in the Saturation or Decline stages. Programs in the Decline stage must be closely reviewed to evaluate repositioning them or eliminating them. The consulting team's recommendation is to modify these programs to begin a new lifecycle with the Introductory stage as well as to continue to add new programs based upon community needs and trends.

Staff should complete a Program Lifecycle Analysis on an annual basis and ensure that the percentage distribution closely aligns with desired performance. Furthermore, EPRD could include an annual performance measures for each Core Program Area to

Lifecycle Stage	Description	Actual Program Distribution		Recommended Distribution	
Introduction	New program; modest participation	18%	45% total	50-60%	total
Take-Off	Rapid participation growth	11%			
Growth	Moderate, but consistent population growth	16%			
Mature	Slow participation growth	47%	47%	40%	
Saturation	Minimal to no participation growth; extreme competition	2%	9% total	0-10%	total
Decline	Declining participation	7%			

Figure 5.5.3 - Program Lifecycle Table

track participation growth, customer retention, and percentage of new programs offered as an incentive for additional innovation and alignment with community trends.

PROGRAM FUNDING, COST RECOVERY, AND PRICING

Finding ways to sustain cost recovery and improve service pricing strategies is a priority for the Edina Parks and Recreation Department. To that end, the consulting team assessed program cost recovery and pricing strategies based on information provided by staff members.

COST RECOVERY STRATEGIES

According to information provided to the consulting team, cost recovery performance is currently tracked for some programs areas, but not all. Cost recovery standards exist for several programs, but methodologies for calculating cost recovery do not appear to be consistent. Cost recovery is tracked at the Department level, but, in addition to this, the consulting team recommends using Core Program Areas as an additional basis for categorization. Cost recovery targets should be identified for each Core Program Area, at least, and for specific programs or events as necessary. The previously identified Core Program Areas would serve as an effective breakdown for tracking cost recovery metrics, which would theoretically group programs with similar cost recovery and subsidy goals.

Determining cost recovery performance and using it to inform pricing decisions involves a three-step process:

1. Classify all programs and services based on the public or private benefit they provide.
2. Conduct a Cost of Service Analysis to calculate the full cost of each program.
3. Establish a cost recovery percentage, through Department policy, for each program or program type based on the outcomes of the previous two steps, and adjust program prices accordingly.

The following three sections provide further detail on this process.

CLASSIFICATION OF PROGRAMS AND SERVICES

Conducting a classification of services informs how each program serves the overall organization mission, the goals and objectives of each Core Program Area, and how the program should to be funded with regard to tax dollars and/or user fees and charges. How a program is classified can help to determine the most appropriate management, funding, and marketing strategies.

Program classifications are based on the degree to which the program provides a public benefit versus a private benefit. Public benefit can be described as everyone receiving the same level of benefit with equal access, whereas private benefit can be described as the user receiving exclusive benefit above what a general taxpayer receives for their personal benefit.

The three classifications used are Essential, Important, and Value-Added. Where a program or service is classified depends upon alignment with the organizational mission, how the public perceives a program, legal mandates, financial sustainability, personal benefit, competition in the marketplace, and access by participants. The table below describes each of the three classifications in these terms.

With assistance from the EPRD staff, a classification of services (presented on the following pages) was conducted of all of the recreation programs offered by the EPRD.

	ESSENTIAL Programs	IMPORTANT Programs	VALUE-ADDED Programs
Public interest; Legal Mandate; Mission Alignment	• High public expectation	• High public expectation	• High individual and interest group expectation
Financial Sustainability	• Free, nominal or fee tailored to public needs • Requires public funding	• Fees cover some direct costs • Requires a balance of public funding and a cost recovery target	• Fees cover most direct and indirect costs • Some public funding as appropriate
Benefits (i.e., health, safety, protection of assets).	• Substantial public benefit (negative consequence if not provided)	• Public and individual benefit	• Primarily individual benefit
Competition in the Market	• Limited or no alternative providers	• Alternative providers unable to meet demand or need	• Alternative providers readily available
Access	• Open access by all	• Open access • Limited access to specific users	• Limited access to specific users

Figure 5.5.4 - Classification of Programs

Core Program Area	ESSENTIAL Programs
Adaptive	• Adaptive Theater Camp • Bowling • DREAM Ice Skating • Dream Skating • Golf • Presents for the Holidays • Theatre Camp • Water Aerobics
Adult Athletics	• (none)
Arts	• (none)
Golf	• (none)
Senior	• (none)
Special Events	• (none)
Youth Programs	• Playground
Youth Athletics	• (none)

Figure 5.5.5 - Essential Programs in Edina

Core Program Area	IMPORTANT Programs
Adaptive	• (none)
Adult Athletics	• (none)
Arts	• Adult - Beginning Drawing & Painting • Adult - Beginning Photography • Adult - Beginning Pottery • Adult - Beginning Watermedia • Adult - Drawing & Painting Special Topics • Adult - Intermediate/Advanced Drawing & Painting • Adult - Intermediate/Advanced/Special Topic Photography • Adult - Intermediate/Advanced/Special Topic Pottery • Adult - Intermediate/Advanced/Special Topic Watermedia • All Ages - Beginning Pottery • All Ages - Intermediate/Advanced Pottery • Art Academy • Youth - Beginning Drawing • Youth - Clay
Golf	• Advanced Adult Golf Lessons • Beginner Adult Golf Lessons • Beginner Junior Golf Lessons • Golf Etiquette Class • Intermediate Adult Golf Lessons • SNAG Golf
Senior	• Pickleball • Exercise classes • Golf leagues • Informational Talks • Singing group • Smart driving classes • Softball • Tennis lessons and open tennis • Trips- overnight and day only • Walking group • Water Aerobics-Comm. Ed.
Special Events	• Barnyard Boogie
Youth Programs	• Basic Skills (1-8) • Fab 4 & 5 • Firearm Safety Training • Safety Camp • Super 6 & 7 • Travelin' Teens
Youth Athletics	• Mini Hawks Camps • Skyhawks Basketball Camp • Skyhawks Soccer Camps • Soccer Shots • Tennis • Wrestling

Figure 5.5.6 - Important Programs in Edina

Core Program Area	VALUE-ADDED Programs
Adaptive	• (none)
Adult Athletics	• 4-Man Hockey • Basketball • Co-Rec Broomball • Co-Rec Volleyball • Disc Golf • Kickball • Learn to Skate Adult Class • Softball • Tennis • Women's Volleyball
Arts	• Adult - Adobe Photoshop Elements • Adult - Beginning Dance • Adult - Beginning Jewelry • Adult - Intermediate/Advanced Dance • Adult - Intermediate/Advanced/Special Topic Jewelry • Adult - Private Lessons - Photography • Adult - Related Arts - Beginner • Adult - Related Arts - Intermediate/Advanced • Adult - Video Editing • Youth - Camera Club • Youth - Intermediate/Advanced Drawing • Youth - Jewelry • Youth - Private Lessons - Drawing, Watercolor, Acrylics, Jewelry
Golf	• Beginner Adult Winter Golf Lessons • Four and Pour • Intermediate Adult Winter Golf Lessons • Intermediate Junior Golf Lesssons • Junior 18 Hole League • Junior 9 Hole League • Junior Development - Level I • Junior Development - Level II • Junior Executive League • School's Two Day Kids Kamp • Winter Kids Kamp
Senior	• Billiard Tournaments • Book Clubs • Crafts • Cross Country skiing • Digital camera group • Flash mob • Genealogy computer club • Kindle, nook & I Pad user group • Knitting group • Line dancing • Mexican Train • Movie of the month • Needle talk • Nordic Walking • Open Billiards • Sheep head • Single Mingle group • Snowshoeing • Square dancing • Tabletop games

Special Events	• Back to School Celebration-Families • Breakfast w/Santa • Fam Jam • Frozen Party • Glowdodgeball-Braemar Field • Halloween Party-Families • Ladies Night at the Dome • Movie Night on the Rane • National Skating Month Event • New Year's Eve Party-Families • Night Glow Golf • Pajama Party-Families • Skate with Santa
Youth Programs	• Centennial Lakes Challenges • Cheerleading Camp • Childrens Entertainment, Thursdays, September-May • Cinderella' Princess Ball • Clay N' Play-Edina Art Center • Cookies with Mrs. Claus • Crazy About Winter Camp • Creative Kids • Dance & Skate • Edible Playground • Family Entertainment, Sundays, September-May • Fishing Clinic • Garden Camp • Glow Dodgeball • Highlands Explorers • Jump & Spin • Kid n' Play Camp • Kids Create classes • Leaders in Training • Mom and Me Frozen • Santa's Breakfast at the Peak • Sing and Play-MacPhail • Small Wonders • Snowplow Sam (1-3) • Sports of All Sorts • Termite Hockey • Tot Time
Youth Athletics	• Hockey Skills & Drills • Winter Break Day Camp • USA Hockey (1-4)

Figure 5.5.7 - Value-added Programs in Edina

UNDERSTANDING THE FULL COST OF SERVICE

To properly fund all programs, either through tax subsidies or user fees, and to establish the right cost recovery targets, a Cost of Service Analysis should be conducted on each program, or program type, that accurately calculates direct (i.e., program-specific) and indirect (i.e., comprehensive, including administrative overhead) costs. Completing a Cost of Service Analysis not only helps determine the true and full cost of offering a program, but provides information that can be used to price programs based upon accurate delivery costs. Figure 5.5.8 illustrates the common types of costs that must be accounted for in a Cost of Service Analysis.

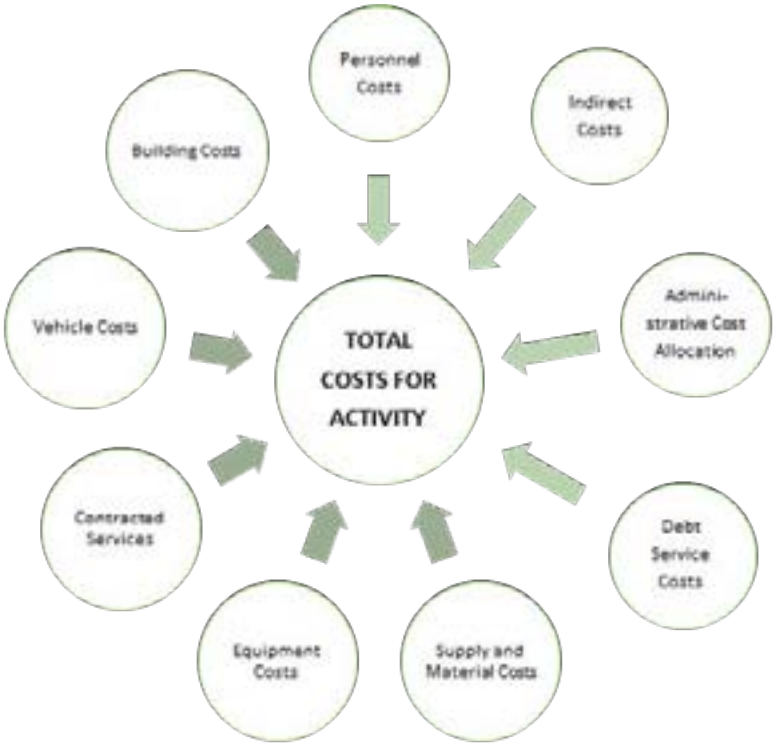

Figure 5.5.8 - Cost of Service Common Costs

The methodology for determining the total Cost of Service involves calculating the total cost for the activity, program, or service, then calculating the total revenue earned for that activity. Costs (and revenue) can also be derived on a per unit basis. Program or activity units may include:

- Number of participants
- Number of tasks performed
- Number of consumable units
- Number of service calls
- Number of events
- Required time for offering program/service.

Agencies use Cost of Service Analyses to determine what financial resources are required to provide specific programs at specific levels of service. Results are used to determine and track cost recovery as well as to benchmark different programs provided by EPRD between one another. Cost recovery goals are established once Cost of Service totals have been calculated. Department staff should be trained on the process of conducting a Cost of Service Analysis and the process undertaken on a regular basis. See Appendix E for a sample Cost of Service Analysis.

COST RECOVERY POLICY AND PRICING STRATEGIES

Cost recovery targets should reflect the degree to which a program provides a public versus private good. Programs providing public benefits (i.e. Essential programs) should be subsidized more by the Department; programs providing private benefits (i.e., Value-Added programs) should seek to recover costs and/or generate revenue for other services. To help plan and implement cost recovery policies, the consulting team has developed the following definitions (see figure 5.5.9) to help classify specific programs within program areas.

	ESSENTIAL Programs	IMPORTANT Programs	VALUE-ADDED Programs
Description	• Part of the organizational mission • Serves a majority of the community • "We must offer this program"	• Important to the community • Serves large portions of the community • "We should offer this program"	• Enhanced community offerings • Serves niche groups • "It is nice to offer this program"
Desired Cost Recovery	• None to Moderate	• Moderate	• High to Complete
Desired Subsidy	• High to Complete	• Moderate	• Little to None

Figure 5.5.9 - Cost Recovery Definitions

Programs in the Essential category are critical to achieving the departmental mission and providing community-wide benefits and, therefore, generally receive priority for tax-dollar subsidization. Programs falling into the Important or Value-Added classifications generally represent programs that receive lower priority for subsidization. Important programs contribute to the organizational mission but are not essential to it; therefore, cost recovery for these programs should be high (i.e., at least 80% overall). Value Added programs are not critical to the mission and should be prevented from drawing upon limited public funding, so overall cost recovery for these programs should be near or in excess of 100%.

The pricing of programs should be established based on the Cost of Service Analysis, overlaid onto programs areas or specific events, and strategically adjusted according to market factors and/or policy goals. According to EPRD staff, the EPRD currently uses several pricing strategies (Figure 5.5.10)

	Age Segment	Family / Household Status	Residency	Day of Week	Prime / Non-Prime Time	Group Discounts	By Location	By Market Rate	By Cost Recovery Goals	By Customer's Ability to Pay
	Different prices offered for different ages	Different prices offered for family / household groups	Different prices for resident vs non-resident	Different prices for different days of the week	Different prices for different times of the day	Different prices for groups	Different prices at different locations		Dept. cost recovery goals	
Adaptive	✓		✓					✓	✓	✓
Adult Athletics			✓		R		R	✓	✓	✓
Arts		R	✓			✓		✓	✓	✓
Golf	✓		✓	✓	✓	R		✓	✓	✓
Senior			✓					✓	✓	✓
Special Events		R		R		R		✓	✓	✓
Youth Programs	✓	R	✓					✓	✓	✓
Youth Athletics	✓		R				✓	✓	✓	✓

Figure 5.5.10 - EPRB Pricing Strategies

Currently, EPRD uses all recommended pricing strategies with the exception of Family/Household Status. It is a recommendation of the planning team that the use of strategies expand in the following ways:

- Use Family/Household Status for pricing for Arts, Special Events, and Youth programs.
- Use Residency for pricing for Youth Athletics.
- Use Day of the Week for some Special Event pricing.
- Use Prime / Non-Prime Time and Location for Adult Athletics pricing, particularly to control demand for facilities.
- Use Group Discount pricing for Golf and Special Events.

Overall, the degree to which pricing strategies are used currently is good but could be stronger with the adoption of a formal policy to set prices explicitly based upon cost recovery goals. Staff should continue to monitor the effectiveness of the various pricing strategies they employ and make adjustments as necessary within the policy frameworks that guide the overall pricing philosophies of the EPRD. It is

also important for yearly competitor and other service providers to be benchmarked, shopped, and evaluated, in order to monitor changes and track how those other providers compare with EPRD programs.

Furthermore, and as mentioned previously in this chapter, the planning team recommends that Mini Business Plans (2-3 pages) for each Core Program Area be created on a yearly basis. These plans should evaluate the Core Program Area based on meeting the outcomes desired for participants, cost recovery, percentage of the market and business controls, Cost of Service, pricing strategy for the next year, and marketing strategies that are to be implemented. If developed regularly and consistently, they can be effective tools for budget construction and justification processes outside of the marketing and communication planning process. See *Appendix D* for a template of a Mini Business Plan.

PROGRAM STANDARDS AND PERFORMANCE MANAGEMENT

The relationship between meeting the needs of the community, achieving the agency mission, and executing service delivery is of critical importance. With an understanding of this important dynamic, the following section provides an analysis of the service system and includes building on the service foundation that already exists within the agency. As observed from the discussions with and data from the staff, the community seems to exhibit a high level of satisfaction with the offerings provided by EPRD. Based on the consulting team's observations, the Department's operations and program offerings are solid, but enhancements to performance management practices would not only yield overall improvements to the services provided to the community, but are desired by the staff, as well. This section is intended to provide resources and insight to move EPRD to a higher level of sophistication in quality management and move it into the realm of national best practices.

PROGRAM STANDARDS

The practice of using program standards is essential for agencies desiring to perform at high levels and that aspire to be community and industry leaders. One of the most significant issues in managing a recreation program system includes the challenges faced with the complexity associated with thousands of service transactions, in-person and online, from multiple staff members dealing with a diverse audience at a variety of facilities within the system. Furthermore, the heavy reliance on part-time and seasonal staff in the service delivery process creates even greater challenges. These dynamics result in significant program and service quality variation.

In reviewing the information collected from staff, there is some evidence of the ongoing use of performance measures throughout EPRD to gauge performance. Examples of measures in place include:

- Participation levels
- Participant-to-staff ratios

- Program cancelation rates
- Customer satisfaction levels.

Staff indicate that some select performance measures are used across all Core Program Areas, and several others are used only for particular program types. This is acceptable, and even desirable, as long as the universal measures are reflective of core performance outcomes applicable across all departmental programming, and that specific/specialized measures are used to track critical attributes unique to certain programs. According to the planning team's observations of other agencies, however, there is a danger of using performance measurement in excess, creating a situation wherein staff are hampered by the bureaucratic process of tracking performance rather than benefiting from it. Again, this issue can be mitigated by identifying critical program outcomes, developing a limited yet comprehensive set of performance metrics, and deploying them across the agency with an emphasis on efficient measurement by staff.

Additional performance metrics for EPRD staff to consider, if they align with desired organizational or programmatic area outcomes, include the following:

- Program cost per participant
- Service cost per resident
- Program or facility availability by geography
- Household percentage of program distribution
- Program availability distribution by age group

Quality Management Methods

Given the organizational goals of the Department, trends in the park and recreation profession, and the level of performance reflected by EPRD staff in the area of programming, the consulting team recommends the following methods and best practices in order to maintain a culture of quality management in program delivery. These overall approaches reflect some of the observations presented previously and also include additional considerations based upon best practices and the organizational goals of the Department. Some practices are already periodically undertaken by EPRD in conjunction with other organizational processes and are re-emphasized here due to their criticality. Others represent new practices to be implemented.

- **Annual Review Process:** Staff present their yearly goals for program areas to senior leadership and/or an advisory board. This would include policy reviews, financial and registration performance, customer issues, and plans for the future. This process helps to ensure good communication and cooperation for supporting departments, such as parks, administration and technology as well.

- **Documented Program Development Process:** This is required in order to reduce service variation and assist in training new staff. A common approach is to use a process map that provides guidance to staff for

consistently developing new programs. It can help to diminish the learning curve for new staff and reinforce program development as a core competency. This is created in a flow chart format (Figure 5.5.11) showing the steps in the process for program development including writing class descriptions, process steps, hiring staff, using contractual employees, and the list of standards.

Figure 5.5.11- Process Steps

- **Instructor/Contractor Tool Kit:** Kits need to be created by the staff that outline information about the department, including mission, vision, values, goals, organizational structure, roster of users, program guides, program standards, evaluation forms, registration forms, important phone numbers, name tags, thank you cards, and program learning objectives.

- **On-going Connections with Part-time and Seasonal Staff:** There should be on-going processes and events to connect part-time and seasonal programming staff, as well as some contractors, with full-time personnel through meetings, email, newsletters, staff recognition, and random visits by management. This also assists with determining and managing job satisfaction of these employees.

- **Ongoing Identification of Customer Requirements:** Staff identify customer requirements for core program areas on an ongoing basis. This is important to emphasize with staff that directly interface with customers. Requirements relate to those service attributes that are most important to a customer, and requirements should be developed with customer input. Each core program area should include a listing of approximately five key customer requirements. For example, in a sports skills program, key requirements could include: overall safety of the program, instructional quality, convenience and ease of registration, cost of the program, and skill development.

- **Ongoing Environmental Scan of Best Practices:** Staff identify key competitors or similar providers, both locally and nationally, of core program areas. Every year staff should develop a matrix of information to compare services in areas that have the greatest importance to customers. Benchmarking other nationally renowned agencies also can provide a process to continuously improve programming.

VOLUNTEER AND PARTNERSHIP MANAGEMENT

Today's economic climate and political realities require most public park and recreation departments to seek productive and meaningful partnerships with both community organizations and individuals to deliver quality and seamless services to their residents. These relationships should be mutually beneficial to each party to better meet overall community needs and expand the positive impact of the agency's mission. Because of the constraints facing EPRD, effective partnerships and meaningful volunteerism are a key strategy areas for the agency to meet the needs of the community in the years to come.

VOLUNTEERS

When managed with respect and used strategically, volunteers can serve as the primary advocates for EPRD and its offerings. Best practices that the Department should be aware of in managing volunteers include:

- Involve volunteers in cross-training to expose them to various departmental functions and increase their skill. This can also increase their utility, allowing for more flexibility in making work assignments, and can increase their appreciation and understanding of the Department.
- Ensure a Volunteer Coordinator and associated staff stay fully informed about the strategic direction of the agency overall, including strategic initiatives for all divisions. Periodically identify, evaluate, or revise specific tactics the volunteer services program should undertake to support the larger organizational mission.
- A key part of maintaining the desirability of volunteerism in the agency is developing a good reward and recognition system. The consultant team recommends using tactics similar to those found in frequent flier programs, wherein volunteers can use their volunteer hours to obtain early registration at programs, or discounted pricing at certain programs, rentals or events, or any other Department function. Identify and summarize volunteer recognition policies in a Volunteer Policy document.
- Regularly update volunteer position descriptions. Include an overview of the volunteer position lifecycle in the Volunteer Policy, including the procedure for creating a new position.
- Add end-of-lifecycle process steps to the Volunteer Policy to ensure that there is formal documentation of resignation or termination of volunteers. Also include ways to monitor and track reasons for resignation/termination and perform exit interviews with outgoing volunteers when able.
- Categorize and track volunteerism by type and extent of work, such as:
    - **Regular volunteers:** Those volunteers whose work is considered to be continuous, provided their work performance is satisfactory and there is a continuing need for their services.

- **Special event volunteers:** Volunteers who help out with a particular event with no expectation that they will return after the event is complete.
- **Episodic volunteers:** Volunteers who help out with a particular project type on a recurring or irregular basis with no expectation that they will return for other duties.
- **Volunteer interns:** Volunteers who have committed to work for the agency to fulfill a specific higher-level educational learning requirement.
- **Community service volunteers:** Volunteers who are volunteering over a specified period of time to fulfill a community service requirement

- Encourage employees to volunteer themselves in the community. Exposure of EPRD staff to the community in different roles (including those not related to parks and recreation) will raise awareness of the agency and its volunteer program. It also helps staff understand the role and expectations of a volunteer if they can experience it for themselves.

PARTNERSHIPS

EPRD has a strong partnership network that shows strong signs of further growth. Current partners include the Edina School District, the County Library system, private businesses, civic groups, and nonprofit organizations. A community and organizational goal for EPRD is to further expand and formalize partnerships for the agency. The initial step in developing multiple partnerships in the community that expand upon existing relationships is to have an overall partnership philosophy that is supported by a policy framework for managing these relationships.

Many times partnerships are inequitable to the public agency and do not produce reasonable shared benefits between parties. The recommended policies will promote fairness and equity within the existing and future partnerships while helping staff to manage against potential internal and external conflicts. Certain partnership principles must be adopted by the Department for existing and future partnerships to work effectively. These partnership principles are as follows:

- All partnerships require a working agreement with measurable outcomes and will be evaluated on a regular basis. This should include reports to the agency on the performance and outcomes of the partnership.
- All partnerships should track costs associated with the partnership investment to demonstrate the shared level of equity.
- All partnerships should maintain a culture that focuses on collaborative planning on a regular basis, regular communications, and annual reporting on performance and outcomes.

Partnerships can be pursued and developed with other **public** entities such as neighboring cities, schools, colleges, state or federal agencies; **nonprofit** organizations; as well as with **private**, for-profit organizations. There are recommended standard policies and practices that will apply to any partnership, and those that are unique to relationships with private, for-profit entities.

POLICY RECOMMENDATIONS FOR ALL PARTNERSHIPS

All partnerships developed and maintained by EPRD should adhere to common policy requirements. These include:

- Each partner will meet with or report to Department staff on a regular basis to plan and share activity-based costs and equity invested.
- Partners will establish measurable outcomes and work through key issues to focus on for the coming year to meet the desired outcomes.
- Each partner will focus on meeting a balance of equity agreed to and track investment costs accordingly.
- Measurable outcomes will be reviewed quarterly and shared with each partner, with adjustments made as needed.
- A working partnership agreement will be developed and monitored together on a quarterly or as-needed basis.
- Each partner will assign a liaison to serve each partnership agency for communication and planning purposes.
- If conflicts arise between partners, the EPRD Director, along with the other partner's highest ranking officer assigned to the agreement, will meet to resolve the issue(s) in a timely manner. Any exchange of money or traded resources will be made based on the terms of the partnership agreement.
- Each partner will meet with the other partner's respective board or managing representatives annually, to share updates and outcomes of the partnership agreement.

POLICY RECOMMENDATIONS FOR PUBLIC/PRIVATE PARTNERSHIPS

The recommended policies and practices for public/private partnerships that may include businesses, private groups, private associations, or individuals who desire to make a profit from use of EPRD facilities or programs are detailed below. These can also apply to partnerships where a private party wishes to develop a facility on park property, to provide a service on publically-owned property, or who has a contract with the agency to provide a task or service on the agency's behalf at public facilities. These unique partnership principles are as follows:

- Upon entering into an agreement with a private business, group, association or individual, EPRD staff and political leadership must recognize that

they must allow the private entity to meet their financial objectives within reasonable parameters that protect the mission, goals and integrity of the Department.

- As an outcome of the partnership, EPRD must receive a designated fee that may include a percentage of gross revenue dollars less sales tax on a regular basis, as outlined in the contract agreement.
- The working agreement of the partnership must establish a set of measurable outcomes to be achieved, as well as the tracking method of how those outcomes will be monitored by the agency. The outcomes will include standards of quality, financial reports, customer satisfaction, payments to the agency, and overall coordination with the Department for the services rendered.
- Depending on the level of investment made by the private contractor, the partnership agreement can be limited to months, a year or multiple years.
- If applicable, the private contractor will provide a working management plan annually they will follow to ensure the outcomes desired by EPRD. The management plan can and will be negotiated, if necessary. Monitoring of the management plan will be the responsibility of both partners. The agency must allow the contractor to operate freely in their best interest, as long as the outcomes are achieved and the terms of the partnership agreement are adhered to.
- The private contractor cannot lobby agency advisory or governing boards for renewal of a contract. Any such action will be cause for termination. All negotiations must be with the EPRD Director or their designee.
- The agency has the right to advertise for private contracted partnership services, or negotiate on an individual basis with a bid process based on the professional level of the service to be provided.
- If conflicts arise between both partners, the highest-ranking officers from both sides will try to resolve the issue before going to each partner's legal counsels. If none can be achieved, the partnership shall be dissolved.

PARTNERSHIP OPPORTUNITIES

These recommendations are an overview of existing partnership opportunities available to EPRD, as well as a suggested approach to organizing partnership pursuits. This is not an exhaustive list of all potential partnerships that can be developed, but can be used as a tool of reference for the agency to develop its own priorities in partnership development. The following five areas of focus are recommended:

1. **Operational Partners:** Other entities and organizations that can support the efforts of EPRD to maintain facilities and assets, promote amenities and park usage, support site needs, provide programs and events, and/or maintain the integrity of natural/cultural resources through in-kind labor, equipment, or materials.

2. **Vendor Partners:** Service providers and/or contractors that can gain brand association and notoriety as a preferred vendor or supporter of EPRD in exchange for reduced rates, services, or some other agreed upon benefit.

3. **Service Partners:** Nonprofit organizations and/or friends groups that support the efforts of the agency to provide programs and events, and/or serve specific constituents in the community collaboratively.

4. **Co-Branding Partners:** Private, for-profit organizations that can gain brand association and notoriety as a supporter of EPRD in exchange for sponsorship or co-branded programs, events, marketing and promotional campaigns, and/or advertising opportunities.

5. **Resource Development Partners:** A private, nonprofit organization with the primary purpose to leverage private sector resources, grants, other public funding opportunities, and resources from individuals and groups within the community to support the goals and objectives of the agency on mutually agreed strategic initiatives.

MARKETING AND PROMOTION ASSESSMENT

EPRD staff are engaged in marketing and promotion to varying degrees. The Department produces an online and print Activity Directory, flyers, brochures, direct mail, and email mailing lists. They also maintain a Facebook, Instagram, and Twitter account to keep residents engaged and informed through social media.

The Edina Parks and Recreation Department lacks a marketing coordinator position so frequently depends upon support from the citywide Communications Department to play a role in marketing and public communication. This is frequently challenging, however, due to the high demand for EPRD marketing and the limited capacity of the Communications Department.

Despite these efforts and accomplishments, it is a stated priority of the department to enhance communication and establish marketing plans/assessments to increase public awareness of department programs and services. These goals were also articulated by focus groups, and are prevalent throughout the organization.

Effective communication strategies require striking an appropriate balance between the content with the volume of messaging while utilizing the "right" methods of delivery. The department has multiple subjects and areas of focus that needs to be addressed in communications. There needs to be a reliance upon multiple types of media to deliver those messages. Similarly, the community must perceive the interconnectedness of the whole messaging process so that it is not received as fragmented and overwhelming.

While several facilities have developed their own marketing plans, a Department-wide Strategic marketing plan is recommended that addresses the following:

- Target audiences/markets identification

- Key messages for each target market
- Communication channels/media for each target market
- Graphic identity and use protocols
- Style handbook for all marketing material
- Social media strategies and tactics
- Communication schedule
- Marketing roles and responsibilities
- Staffing requirements

An effective marketing plan must build upon and integrate with supporting plans, such as this master plan, and directly coordinate with organization priorities. The plan will also provide specific guidance as to how the Department's identity and brand needs to be consistently portrayed across the multiple methods and deliverables used for communication.

Other recommendations for marketing and promotion include:

- Budget for a marketing and sponsorship coordinator dedicated to the Parks and Recreation Department. If funding is not available for a full-time position, consider a part-time position and make it the first priority of the incumbent to develop a comprehensive Department Marketing Plan to assess needs, skills, and funding. Tie performance metrics to job evaluations, including revenue generation to offset the cost of the position.
- Create a dedicated budget for marketing for events, facilities, programs, and general awareness of the EPRD system. Use the Department Marketing Plan to inform what messages are delivered to what segments of the community using the most appropriate delivery methods.
- Establish priority segments to target in terms of new program/service development and communication tactics.
- Build volunteerism to serve marketing and communication efforts. Recruit new volunteers with new skills as the marketing program grows.
- Establish and review regularly performance measures for marketing.
- Enhance relationships with partners that can leverage marketing efforts through cross-promotion.

SUMMARY OF RECOMMENDATIONS

PROGRAM PORTFOLIO

- Consider adding Health & Fitness and Environmental Education & Awareness as Core Program Areas.
- Consider re-configuring the Department's approach to Adaptive Programming by *not* having it be a separate Core Program Area "siloed" from other programs, but rather as an objective and priority across all other Core Program Areas to promote inclusion throughout all EPRD offerings.
- Activities that are currently considered All Ages Programming should be considered services. Regardless, it is possible to define objectives, establish funding policies, create marketing strategies, and evaluate service delivery effectiveness.
- Develop a Mini Business Plan for every Core Program Area that identifies unique descriptions, goals, and desired outcomes for each Core Program Area and lists the programs or services offered within each. Mini Business Plan Template in *Appendix D*.

AGE SEGMENTS

- Continue to maintain a good balance of programs across all age segments.
- Given the growing population trend for residents ages 55 and over, and the growing demand for services in this age bracket, segment senior programming into sub-segments such as 55-70 and 71 and over.
- Conduct an Age Segment Analysis for every program on an annual basis.

PROGRAM LIFECYCLE

- Strive to keep about 50-60% of all programs in the Introductory, Take-Off, or Growth lifecycle stages in order to align with trends and help meet the evolving needs of the community.
- Strive to keep about 40% of programs in the Mature stage to provide stability to the overall program portfolio.
- Programs falling into the Saturated or Decline stage should be reprogrammed or retired to create new programs for the Introductory stage.
- Complete a Program Lifecycle Analysis on an annual basis to ensure that the percentage distribution aligns with Department goals and best practices.

PROGRAM FUNDING, COST RECOVERY, AND PRICING

- Use programmatic areas as a basis for cost recovery goals. The Core Program Areas identified in this plan should serve as an effective breakdown, because they group programs with similar attributes.

- Cost recovery targets should be identified for each Core Program Area, at the least, and for specific programs or events at the most. Currently, individual programs have no clear target.
- On an annual basis, review the classification of programs as Essential, Important, and Value-Added and apply true cost of service pricing to each program area before updating cost recovery goals.
- Use the spectrum of public-to-private benefit to inform cost recovery targets and pricing strategies. Programs providing public benefits should be subsidized more by the agency.
- Value-Added programs, which are less critical to for further away from the agency mission, should aim to yield a higher cost recovery rate to sustain themselves, leaving the limited tax-based appropriations to fund Essential and Important programs.
- Full cost accounting that accurately calculates direct and indirect costs should be used to develop prices and cost recovery goals. Staff should be trained on this process.
- Consider expanding the use of pricing strategies, particularly Family/Household Status (for Arts, Special Events, and Youth programs), Residency (for Youth Athletics), Day of the Week (for some Special Events), Prime/Non-Prime Time (for Adult Athletics), Location (for Adult Athletics), and Group Discounts (for Golf and Special Events).
- Mini Business Plans should be developed for each Core Program Area. Additional planning regarding cost controls, cost recovery, and pricing is recommended. Mini Business Plans will help monitor the success of achieving outcomes, help control cost recovery, guide operational adjustments, and serve as budget development tools.

PROGRAM STANDARDS AND PERFORMANCE MANAGEMENT

- Develop and implement consistent Department-wide program management and quality standards.
- With the implementation of the new MaxGalaxy solution, establish key performance indicators to track across the Department, particularly program participation.
- Conduct an annual review process so that staff and leadership can review policies, operations, issues, and plans for the future.
- Begin documenting the program development process to formalize and coordinate program lifecycles in a strategic way.
- Develop an instructor/contractor tool kit or resource package with critical information and information on strategic frameworks.
- Create on-going connections with part-time and seasonal staff to integrate them to the EPRD and to help manage satisfaction and performance.

- Identify customer requirements for Core Program Areas (at least) and use them for performance management.
- Conduct an environmental scan of best practices every few years to inspire innovation and help make corrections to program operations.
- Develop and implement quality control mechanisms for instructors and contractors to ensure effectiveness and build credibility.

VOLUNTEER MANAGEMENT

- Involve volunteers in cross-training to expose them to various departmental functions and increase their skill.
- Standardize volunteer recognitions tactics. Identify and summarize volunteer recognition policies in a Volunteer Policy document.
- Regularly update volunteer position descriptions. Include an overview of the volunteer position lifecycle in the Volunteer Policy, including the procedure for creating a new position.
- Add end-of-lifecycle process steps to the Volunteer Policy to ensure that there is formal documentation of resignation or termination of volunteers. Also include ways to monitor and track reasons for resignation/termination and perform exit interviews with outgoing volunteers when able.
- Categorize and track volunteerism by type and extent of work, such as regular volunteers, special event volunteers, episodic volunteers, volunteer interns, and community service volunteers.
- Encourage employees to volunteer in the community. Exposure of EPRD staff to the community in different roles will raise awareness of the agency and its volunteer program. It also helps staff understand the role and expectations of a volunteer if they can experience it for themselves.

PARTNERSHIP MANAGEMENT

- Formalize and continually maintain an overall partnership philosophy supported by a policy framework.
- Require all partnerships to have a working agreement with measureable outcomes evaluated on a regular basis.
- Require all partnerships to track costs to demonstrate the shared level of equity and investment.
- Maintain a culture of collaborative planning for all partnerships, focusing on regular communications and annual reporting.

MARKETING AND COMMUNICATIONS

- Develop a comprehensive EPRD Marketing Plan that addresses target markets, messages for each target, communication channels, staff roles and responsibilities, and staffing requirements.
- Tie the marketing plan directly to the EPRD mission and vision, as well as other critical planning tools.
- Establish a full- or part-time marketing and sponsorship coordinator position dedicated to EPRD. Tie performance metrics to job evaluations, including revenue generation to offset the cost of the position.
- Create a dedicated budget for marketing for events, facilities, programs, and general awareness of the EPRD system.
- While it is important to serve all members of the community, establish priority segments to target in terms of new program/service development and communication tactics to reach them.
- Use community and participant input to inform marketing efforts.
- Build volunteerism in the marketing and communication efforts, and recruit new volunteers with new skills as the marketing program grows.
- Establish performance measures for marketing efforts and review them regularly.
- Enhance relationships with partners that can leverage marketing efforts through cross-promotion.

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5.6 FINANCE AND MANAGEMENT ASSESSMENT

FUNDING AND REVENUE STRATEGIES

Park and Recreation systems across the United States today have learned to develop a clear understanding of how to manage revenue options to support parks and recreation services in a municipality based on the limited availability of tax dollars. Park and Recreation systems no longer rely on taxes as their sole revenue option but have developed new sources of revenue options to help support capital and operational needs.

A growing number of municipalities have developed policies on pricing of services, cost recovery rates, and partnership agreements for programs and facilities provided to the community. They also have developed strong partnerships that are fair and equitable in the delivery of services based on whom receives the service, for what purpose, for what benefit and for what costs. In addition, agencies have learned to use parks and recreation facilities, amenities, programs and events to create economic development as it applies to keeping property values high around parks and along trails through increased maintenance, adding sports facilities and events to drive tournaments into the region that create hotel room nights and increase expenditures in restaurants and retail areas. They have learned to recognize that people will drive into their community for good recreation facilities such as sports complexes, pools, and for special events if presented correctly and are well managed.

In Edina, some of these policies, revenue sources, and management practices are not in place and should be considered for the future. PROS has outlined several options for the City to consider and feels that some if not all of these sources should be considered as an option to support the capital and operational needs of the Edina Parks and Recreation Department.

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REVENUE STRATEGY		DESCRIPTION	RECOMMENDED USE	FEASIBILITY OF IMPLEMENTATION	TIME FRAME FOR COMPLETION
A	**Advertising Revenue**	p. 191	Operations (Facility Maintenance)	High	2016
B	**Minnesota Conservation Corps Assistance**	pg 191	Operations (Park Maintenance)	High	2016
C	**Minnesota DNR Grants**	p 190	Capital Improvement	Moderate	2016
D	**Corporate Sponsorships And Naming Rights**	p 184	Operations (Facility Maintenance & Programming)	High	2017
E	**Capital Improvement Fee**	p 182	Capital Improvement	Moderate	2017
F	**Greenway Trail Land Leases**	p 186	Operations (Trail Maintenance)	Moderate	2017
G	**Parkland Dedication Or Cash-In-Lieu**	p. 182	Capital Improvement	Moderate	2018

FUNDING SOURCES FOR CAPITAL IMPROVEMENT DOLLARS AND OPERATIONS

The following financial options outline opportunities for the City to consider in supporting the recommended capital improvements that will be outlined in the Master Plan as well as operational costs associated with managing the system for the future. Many of these funding sources may not be allowed now by the City or have never been used but should be pursued through legislative means should the City see the value in pursuing these funding sources.

General Obligation Bond: A general obligation bond is a municipal bond secured by a taxing authority such as the City of Edina to improve public assets that benefits the municipal agency involved that oversee the parks and recreation facilities. General Obligation Bonds should be considered for the park and recreation facility projects; such as an updates to a community or regional park, trails, recreation centers, aquatic centers, or a sports complex. Improvements to parks should also be covered by these funding sources because there is very little operational revenues associated with these parks to draw from and some of the city parks improvements are in need of upgrades and renovations limiting the uses of other revenue sources. These parks help frame the City image and benefit a wide age segment of users and updating these parks will benefit the community as a whole and stabilize neighborhoods and other areas of the city. According to Trust for Public Land, in the last 10 years across the United States over 90% of park and recreation bond issues have passed in cities when offered to the community to vote to support the community needs for parks and recreation.

FEDERAL GOVERNMENT FUNDING SOURCES

Governmental Funding Programs: A variety of funding sources are available from federal and state government for park-related projects. For example, the Land and Water Conservation Fund funding program has been reinstated for 2014 levels at 150 million and can provide capital funds to state and local governments to acquire, develop, and improve outdoor recreation areas. Federal Community Development Block Grant (CDBG) funds are used to support open space related improvements including redevelopment and new development of parks and recreation facilities. Transportation Enhancement Funds available through SAFETELU, the current federal transportation bill, can be used for trail and related green space development, AmeriCorps Grants can be used to fund support for park maintenance. The city has a strong grant team that should pursue these funding sources for the future.

SAFETULU Funds as well as Safe Routes to School Funds should be pursued for the trail improvements that will be outlined in the plan. SAFETULU monies require a 20% match by the City and Safe Routes to School Funds require no match by the City.

CDBG (Community Development Block Grants) funds are used by many cities to enhance parks. These funds should be used to support the re-development of major facilities based on its location in the City and what it will do to enhance the neighborhood and schools surrounding the park which is the purpose for CDBG monies.

Federal Housing Grants can also help support parks near federal housing areas and should be pursued if appropriate. Several communities have used HUD funds to develop greenways, including the Boscobel Heights' "Safe Walk" Greenway in Nashville, Tennessee.

Land and Water Conservation Fund (LWCF) Grants: This federal funding source was established in 1965 to provide "close-to-home" park and recreation opportunities to residents throughout the United States. Money for the fund comes from the sale or lease of nonrenewable resources, primarily federal offshore oil and gas leases and surplus federal land sales. LWCF grants can be used by communities to build a variety of parks and recreation facilities, including trails and greenways.

LWCF funds are annually distributed by the National Park Service to the states. Communities must match LWCF grants with 50-percent of the local project costs through in-kind services or cash. All projects funded by LWCF grants must be used exclusively for recreation purposes, in perpetuity.

LWCF funds are created to preserve, develop, and renovate outdoor recreation facilities. Focus is on America's Great Outdoors Initiative. New or renovation of pavilions, playgrounds or play areas, ball fields, bleachers, golf course meeting rooms, multi-purpose courts, parking facilities, pathways and trails, roads, signs, ski areas, snowmobile facilities, and tennis courts. Federal Funds-Average Award is $70,000.

Conservation Reserve Program: The U. S. Department of Agriculture (USDA), through its Agricultural Stabilization and Conservation Service, provides payments to farm owners and operators to place highly erodible or environmentally sensitive landscapes into a 10-15 year conservation contract. The participant, in return for annual payments during this period, agrees to implement a conservation plan approved by the local conservation district for converting sensitive lands to less intensive uses. Individuals, associations, corporations, estates, trusts, cities, counties and other entities are eligible for this program. Funds from this program can be used to fund the maintenance of open space and non-public-use greenways along bodies of water and ridgelines.

Wetlands Reserve Program: The U.S. Department of Agriculture provides direct payments to private landowners who agree to place sensitive wetlands under permanent easements. This program can be used to fund the protection of open space and greenways within riparian corridors.

Watershed Protection and Flood Prevention (Small Watersheds) Grants: The USDA Natural Resource Conservation Service (NRCS) provides funding to state and local agencies or nonprofit organizations authorized to carry out, maintain, and operate watershed improvements involving less than 250,000 acres. The NRCS provides financial and technical assistance to eligible projects to improve watershed protection, flood prevention, sedimentation control, public water-based fish and wildlife enhancements, and recreation planning. The NRCS requires a 50-percent local match for public recreation, and fish and wildlife projects.

PRIORITY REVENUE STRATEGY

B

AmeriCorps Grants should be pursued by the Parks Division of the City to support park maintenance and cleanup of drainage areas where trails are located and small neighborhood parks in the City.

- **Minnesota Conservation Corp** - Conservation Corps provides meaningful work for young people in managing natural resources, responding to disasters, conserving energy and leading volunteers. They provide training in natural resource management, safety, job-readiness and technical skills, and we help young people develop personal responsibility, a strong work ethic and greater awareness of environmental stewardship. A cost effective option for natural resource work such as buckthorn removal, planting, and other natural resource based work.

Urban and Community Forestry Assistance Program: The USDA provides small grants of up to $10,000 to communities for the purchase of trees to plant along city streets and for greenways and parks. To qualify for this program, a community must pledge to develop a street-tree inventory, a municipal tree ordinance, a tree commission, committee or department, and an urban forestry-management plan.

Small Business Tree-Planting Program: The Small Business Administration provides small grants of up to $10,000 to purchase trees for planting along streets and within parks or greenways. Grants are used to develop contracts with local businesses for the plantings.

Economic Development Grants for Public Works and Development of Facilities: The U. S. Department of Commerce, Economic Development Administration (EDA), provides grants to states, counties, and cities designated as redevelopment areas by EDA for public works projects that can include developing trails and greenway facilities. There is a 30-percent local match required, except in severely distressed areas where federal contribution can reach 80 percent.

National Recreational Trails Program: These grants are available to government and nonprofit agencies, for amounts ranging from $5,000 to $50,000, for the building of a trail or piece of a trail. It is a reimbursement grant program (sponsor must fund 100% of the project up front) and requires a 20% local match. This is an annual program with an application deadline at the end of January. The available funds are split such that 30% goes toward motorized trails, 30% to non-motorized trails, and 40% is discretionary for trail construction.

Design Arts Program: The National Endowment for the Arts provides grants to states and local agencies, individuals and nonprofit organizations for projects that incorporate urban design, historic preservation, planning, architecture, landscape architecture, and other community improvement activities, including greenway development. Grants to organizations and agencies must be matched by a 50-percent local contribution. Agencies can receive up to $50,000.

TAX PAYER OR DEVELOPER SOURCES OF REVENUE

Recreation and Park Impact Fees: The City of Edina has not recently implemented park and recreation impact fees and could if the City wanted to pursue these funds from developers. The planning team has evaluated current deficiencies in park land, trails, and recreation facilities as part of the Strategic Plan; and, future funds being collected through impact fees could help support the Department's capital improvements for playgrounds, shelters, restrooms, land, trails, sports fields, and recreation centers. Impact fees generally provide some capital funds but rarely are they sufficient to provide full funding of large projects.

Tax Abatement. The governing body of a political subdivision may grant a current or prospective abatement, by contract or otherwise, of the taxes imposed by the political subdivision on a parcel of property, which may include personal property and machinery, or defer the payments of the taxes and abate the interest and penalty that otherwise would apply, if:

1. it expects the benefits to the political subdivision of the proposed abatement agreement to at least equal the costs to the political subdivision of the proposed agreement or intends the abatement to phase in a property tax increase, and

2. it finds that doing so is in the public interest because it will:
   a. increase or preserve tax base;
   b. provide employment opportunities in the political subdivision;
   c. provide or help acquire or construct public facilities;
   d. help redevelop or renew blighted areas;
   e. help provide access to services for residents of the political subdivision;
   f. finance or provide public infrastructure;
   g. phase in a property tax increase on the parcel resulting from an increase of 50 percent or more in one year on the estimated market value of the parcel, other than increase attributable to improvement of the parcel; or
   h. stabilize the tax base through equalization of property tax revenues for a specified period of time with respect to a taxpayer whose real and personal property is subject to valuation

PRIORITY REVENUE STRATEGY

G

Developer Cash-in-Lieu of meeting the Open Space Requirement: Ordinances requiring the dedication of open space within developments to meet the park and recreation needs of the new residents often have provisions allowing cash contribution to substitute for the land requirement.

Internal Park Improvement Fund: This funding source is created from a percentage of the overall park admissions to attractions such as sport complexes, golf courses, special events in a park and would allow a percentage usually in the 3-5% of gross revenues to be dedicate to the park or recreation facility for existing and future capital improvements. This funding source is used for sports complexes, aquatic parks, campgrounds, and fee based parks. This type of user fee generally does not require voter approval but is set up in a dedicated fund to support the existing attraction for future maintenance and improvements.

Tax Allocation or Tax Increment District: Commonly used for financing redevelopment projects. A Tax Allocation District (TAD) involves the issuance of tax-exempt bonds to pay front-end infrastructure and eligible development costs in partnership with private developers. As redevelopment occurs in the City, the "tax increment" resulting from redevelopment projects is used to retire the debt issued to fund the eligible redevelopment costs. The public portion of the redevelopment project funds itself using the additional taxes generated by the project. TADs can be used to fund park improvements and development as an essential infrastructure cost. These funds would work well in the downtown park redevelopment and in trail development.

Facility Authority: A Facility Authority is sometimes used by park and recreation agencies to improve a specific park or develop a specific improvement such as a stadium, large recreation center, large aquatic center, or sports venue for competitive events. Repayment of bonds to fund the project usually comes from a sales tax in the form of food and beverage. A facility Authority could oversee improvements for the large facilities; such as an aquatic center and sports field complex. The City could seek out a private developer to design build a Recreation/ Community Center facility for the City with the City paying back these costs over a 20 year period. The Facility Authority would include representation from the schools, the City and private developers.

PRIORITY REVENUE STRATEGY

E

Capital Improvement Fee: A capital improvement fee can be added to an admission fee to a recreation facility or park attraction to help pay back the cost of developing the facility or attraction. This fee is usually applied to golf courses, aquatic facilities, recreation centers, stadiums, amphitheaters, and special use facilities such as sports complexes. The funds generated can be used either to pay back the cost of the capital improvement on a revenue bond that was used to develop the facility. Capital improvement fees normally are $5 per person for playing on the improved site or can be collected as a parking fee or admission fee.

Utility Lease Fee: Utility lease fees have been used to support parks in the form of utility companies supporting a park from utility easements, storm water runoff and paying for development rights below the ground. This funding source is derived from fees on property own by the city based on measures such as the amount of impervious surfacing as well as fees from utility companies having access through the park. It is used by many cities to acquire and develop greenways and other open space resources that provide improvements in the park or development of trails. Improvements can include trails, drainage areas, and retention ponds that serve multiple purposes such as recreation, environmental protection, and storm water management. This could be a source for the utilities to make a contribution to support the parks and trails in the future. This has been very successful in Houston along their bayous.

Transient Occupancy Tax (Bed Tax): This funding source is used by many cities to fund improvements to parks from hotels that benefit from the parks in the form of sporting events where participants stay in hotels when they use city owned sports complexes or competitive facilities. The Transient Occupancy Taxes are typically set at 3-5% on the value of a hotel room a 1% sales tax that can be dedicated for park and recreation improvement purposes as well. Because of the value that parks could provide in the way of events, sports, entertainment and cultural events hotels in the area that benefit could be set up with a portion of their occupancy funds going to support park and recreation related improvements. This funding source should be implemented progressively as the City increases the number of events it sponsors or develops. Tracking the economic value back to the hotels is important to build trust with the Hotel business community.

Food and Beverage Tax: This 1/8% sales tax is currently used by cities across the United States and usually requires voter approval. These dollars can come from the local community as well as visitors to the city to help pay for a bond to finance future park and recreation related improvements. Food and Beverage Taxes are very well accepted in most communities.

Lease Back: Lease backs are a source of capital funding in which a private sector entity such as a development company buys the park land site or leases the park land and develops a facility such as a park, recreation attraction, recreation center, pool, or sports complex; and leases the facility back to the municipality to pay off the capital costs over a 20 to 30 year period. This approach takes advantage of the efficiencies of private sector development while relieving the burden on the municipality to raise upfront capital funds. This funding source is typically used for recreation and aquatic type facilities, stadiums, civic buildings, and fire stations.

Park Income Tax Issue: This would require local residents to vote on an income tax issue to develop or enhance existing and new parks from income taxes of residents and people who work in the area.

FUNDING SOURCES FOR OPERATIONAL DOLLARS

Land Leases/Concessions: Land leases and concessions are public/private partnerships in which the municipality provides land or space for private commercial operations that will enhance the park and recreational experience in exchange for payments to help reduce operating costs. They can range from food service restaurant operations, Cell Towers, hotels, to full management of recreation attractions. Leases usually pay back to the city a percentage of the value of the land each year in the 15% category and a percentage of gross from the restaurant or attractions. They also pay sales tax and employee income tax to the city.

Admission to the Park: Many park and recreation systems in the United States have admission fees on a per car, per bike and per person basis to access a park that can be used to help support operational costs. Car costs range from $3 to $5 a car and $2 dollars a bicycle or $2 dollars a person. This would really only apply to regional parks or special use sports complexes in the city if it is considered. This fee may be useful for large events and festivals that have the capability to be set up as a fee based park at least on weekends.

Parking Fee: Many parks that do not charge an admission fee will charge a parking fee. Parking rates range from $3 to $4 dollars a day. This funding source could work for helping to support special events, festivals and sports tournaments.

User Fees: User fees are fees paid by a user of recreational facilities or programs to offset the costs of services provided by the Department in operating a park, a recreation facility or in delivering programs and services. A perception of "value" has to be instilled in the community by the parks and recreation staff for what benefits the city is providing to the user. As the Department continues to develop new programs, all future fees should be charged based on cost recovery goals developed in a future Pricing Policy. The fees for the parks and/or core recreation services are based on the level of exclusivity the user receives compared to the general taxpayer. It is recommended that user fees for programs be charged at market rate for services to create value and operational revenue for the Parks and Recreation Department. For services where the City feels that they cannot move forward on adequate user fees to obtain the required cost recovery, consideration of contracting with a not-for-profit and/or private company to help offset service costs should be pursued. This would save the City dollars in their operational budgets while still ensuring the community receives the service to keep the quality of life at a high standard.

Maintenance Endowment Fund: This is a fund dedicated exclusively for a park's maintenance, funded by a percentage of user fees from programs, events, and rentals and is dedicated to protect the asset where the activity is occurring.

Park and Recreation Revenue Revolving Fund: This is a dedicated fund to be used for park purposes only that is replenished on an ongoing basis from various funding sources such as grants, sponsorships, advertising, program user fees and rental fees within the park system. The City could establish a revolving fund supported by all of the funding sources identified in this section and kept separate from the tax general fund. This has worked well in many cities across the United States.

PRIORITY REVENUE STRATEGY

D

Corporate Naming Rights: In this arrangement, corporations invest in the right to name an event, facility, or product within a park or recreation facility in exchange for an annual fee, typically over a ten-year period. The cost of the naming right is based on the impression points the facility or event will receive from the newspapers, TV, websites, and visitors or users to the park. Naming rights for park and recreation facilities are typically attached to sports complexes, amphitheaters, recreation centers, aquatic facilities, stadiums, and events. Naming rights are a good use of outside revenue for parks, recreation facilities or special attractions in the City.

Corporate Sponsorships: Corporations can also underwrite a portion or all of the cost of an event, program, or activity based on their name being associated with the service. Sponsorships typically are title sponsors, presenting sponsors, associate sponsors, product sponsors, or in-kind sponsors. Many agencies seek corporate support for these types of activities.

Advertising sales on sports complexes, scoreboards, gym floors, trash cans, playgrounds, in locker rooms, at dog parks, along trails, flower pots, and as part of special events held in the City to help support operational costs have been an acceptable practice in parks and recreation systems for a long time and should be considered by the City to support operational costs.

Permit Fees: This fee is incorporated for exclusive reservations for picnic shelters, sports fields, special events that are provided by the City, and competition tournaments held in the City by other organizations who make a profit off of City owned facilities. Permit fees include a base fee for all direct and indirect costs for the City to provide the space on an exclusive basis plus a percentage of the gross for major special events and tournaments held on City owned permitted facilities. Alcohol permits should be explored and if determined worthwhile, added to these permits which would generate more dollars for the City for these special use areas. These dollars could be applied to the Recreation and Park Revolving Fund if developed to help support park improvements and operations.

Tipping Fees. In Michigan some land fill tipping fees collected at city and county owned landfills are redirected back to parks to help pay for the cost of litter pick up in city parks.

PRIVATE FUNDING SOURCES

Business/Citizen Donations: Individual donations from corporations and citizens can be sought to support specific improvements and amenities.

Private Foundation Funds: Nonprofit community foundations can be strong sources of support for the EPRD and should be pursued for specific park and recreation amenities. The EPRD should consider developing a good parks foundation.

Nonprofit Organizations: Nonprofit organizations can provide support for green space and parks in various ways. Examples include:

- **Conservancy or Friends Organization:** This type of nonprofit is devoted to supporting a specific park like Centennial Lakes, Edinborough Park, or the Braemar complex. These Park Conservancy's or Friends Groups are a major funding source for parks in the United States.
- **Greenway Foundations:** Greenway foundations focus on developing and maintaining trails and green corridors on a City-wide basis. The City could seek land leases along their trails as a funding source, in addition to selling miles of trails to community corporations and nonprofits in the city. The development rights along the trails can also be sold to local utilities for water, sewer, fiber optic, and cable lines on a per mile basis to support development and management of these corridors. Indianapolis Greenway Foundation has a specific Greenway Trail license plate they have had in place for over 20 years to help support the development and maintenance of trails.

VOLUNTEER SOURCES

Adopt-a- Area of a Park: In this approach local neighborhood groups or businesses make a volunteer commitment to maintaining a specific area of a park. Adopt-a- area of a Park arrangements are particularly well-suited for the EPRD.

Adopt-a-Trail: This is similar to Adopt-a-Park but involves sponsorship of a segment of a trail (e.g., one mile) for maintenance purposes.

Community Service Workers: Community service workers/ sentence to serve are assigned by the court to pay off some of their sentence through maintenance activities in parks, such as picking up litter, removing graffiti, and assisting in painting or fix up activities. Most workers are assigned 30 to 60 hours of work. This would seem to be a good opportunity for the parks to work with the sheriff's or city police department on using community service workers.

Tax Increment Financing (TIF Funds): The concept behind the tax increment financing is that taxes in a designated area are frozen and the redevelopment that occurs in the blighted, conservation, or economic development area will increase the assessed valuation of the property and generate new property tax revenues. The increase can be used on an annual basis to retire revenue bonds issued to finance redevelopment costs. A great deal of development is required to generate sufficient revenues to make it work.

Greenway Foundations: Greenway Foundations have been developing across the United States over the last 15 years to support greenway matching monies for cities and counties. Greenway Foundations raise money for capital monies and operational money.

Greenway Trust Fund: Another strategy used by several communities is the creation of a trust fund for land acquisition and facility development that is administered by a private greenway advocacy group, or by a local greenway commission. A trust fund can aid in the acquisition of large parcels of high-priority properties that may be lost if not acquired by private sector initiative. Money may be contributed to the trust fund from a variety of sources, including the municipal and city general funds, private grants, and gifts.

Greenway Fundraising Programs: Agencies across the United States have used greenways for not-for-profit fundraisers in the form of walks, runs, bicycle races, and special events. The local managing agency usually gets $2-$5 per participants in the events to go back to support the operations and maintenance costs.

Greenways Conservation Groups: Conservation groups adopt green corridors to support the operations and capital costs for specific greenway corridors. These groups raise needed money for designated greenways for capital and operations costs.

Local Private-Sector Funding: Local industries and private businesses may agree to provide support for greenway development through one or more of the following methods:

- Donations of cash to a specific greenway segment.
- Donations of services by businesses and corporations to reduce the cost of greenway implementation, including equipment and labor to construct and install elements of a specific greenway.
- Reductions in the cost of materials purchased from local businesses that support greenway implementation and can supply essential products.

PRIORITY REVENUE STRATEGY

F

Greenway Trail Land Leases: Many communities across the United States have allowed land leases for commercial retail operations along trails as a source of funding. The communities that have used land leases look for retail operations that support the needs of recreation users of the trails. This includes coffee shops, grill and food concessions, small restaurants, ice cream shops, bicycle shops, farmers markets and small local business. The land leases provide revenue to maintain the trails and/or to be used for in-kind matching.

Adopt-A-Foot Program: These are typically small grant programs that fund new construction, repair/renovation, maps, trail brochures, facilities (bike racks, picnic areas, birding equipment) as well as provide maintenance support. The Adopt-A-Foot program is in the form of cash contributions that range from $2,640 to $26,400 over a five-year period.

Greenway Sponsors: A sponsorship program for greenway amenities allows for smaller donations to be received both from individuals and businesses. The program must be well planned and organized, with design standards and associated costs established for each amenity. Project elements that may be funded can include mile markers, call boxes, benches, trash receptacles, entry signage and bollards, and picnic areas.

Volunteer Work: Community volunteers may help with greenway construction, as well as conduct fundraisers. Organizations that might be mobilized for volunteer work include the Boy Scouts and Girl Scouts.

Estate Donations: Wills, estates, and trusts may be also dedicated to the appropriate agency for use in developing and/or operating the greenway system.

GRANTS THROUGH PRIVATE FOUNDATIONS AND CORPORATIONS

Many communities have solicited greenway funding from a variety of private foundations and other conservation-minded benefactors. Some of these grants include:

American Greenways Eastman Kodak Awards: The Conservation Fund's American Greenways Program has teamed with the Eastman Kodak Corporation and the National Geographic Society to award small grants ($250 to $2000) to stimulate the planning, design, and development of greenways.

REI Environmental Grants: Recreational Equipment Incorporated awards grants to nonprofit organizations interested in protecting and enhancing natural resources for outdoor recreation. The company calls on its employees to nominate organizations for these grants, ranging from $500 to $8,000, which can be used for the following:

- Protect lands and waterways and make these resources accessible to more people.
- Better utilize or preserve natural resources for recreation.
- Increase access to outdoor activities.
- Encourage involvement in muscle-powered recreation.
- Promote safe participation in outdoor muscle-powered recreation, and proper care for outdoor resources.

Coors Pure Water 2000 Grants: Coors Brewing Company and its affiliated distributors provide funding and in-kind services to grassroots organizations that are working to solve local, regional and national water-related problems. Coors

provides grants, ranging from a few hundred dollars to $50,000, for projects such as river cleanups, aquatic habitat improvements, water quality monitoring, wetlands protection, pollution prevention, water education efforts, groundwater protection, water conservation and fisheries.

World Wildlife Fund Innovative Grants Program: This organization awards small grants to local, regional and statewide nonprofit organizations to help implement innovative strategies for the conservation of natural resources. Grants are offered to support projects that accomplish one or more of the following: (1) conserve wetlands; (2) protect endangered species; (3) preserve migratory birds; (4) conserve coastal resources; and (5) establish and sustain protected natural areas, such as greenways.

Innovative grants can help pay for the administrative costs for projects including planning, technical assistance, legal and other costs to facilitate the acquisition of critical lands; retaining consultants and other experts; and preparing visual presentations and brochures or other conservation activities. The maximum award for a single grant is $10,000.

Bikes Belong: Bikes Belong coalition is sponsored by members of the American Bicycle Industry. The grant program is a national discretionary program with a small budget, to help communities build TEA-21-funded projects. They like to fund high-profile projects and like regional coalitions. An application must be supported by the local bicycle dealers (letters of support should be attached). Bikes Belong also offers advice and information on how to get more people on bikes. Government and nonprofit agencies are eligible and no match is required. The maximum amount for a grant proposal is $10,000. Applications may be submitted at any time and are reviewed as they are received.

Steelcase Foundation: Steelcase Foundation grants are restricted to locally sponsored projects in areas where there are Steelcase Inc. manufacturing plants. In general, Steelcase does not wish to be the sole funder supporting a program. Grants are also only made to nonprofit organizations. It does support educational and environmental projects, and is particularly interested in helping the disadvantaged; disabled, young and elderly improve the quality of their lives. Applications may be submitted anytime and are considered by the Trustees four times a year.

Wal-Mart Foundation: This foundation supports local community and environmental activities and educational programs for children (among other things). An organization needs to work with the local store manager to discuss application. Wal-Mart Foundation only funds 501(c)3 organizations.

Partnership Development Agreement: Each partner would develop their respective facilities based on set design guidelines with the city managing all the site elements. Partners would work collectively to promote the site as a whole versus individual amenities. This process was successful for Papago Park, located in the City of Phoenix, Arizona. The site included a major league spring training facility and minor league baseball complex, zoo, botanical gardens, history museum, and other attractions on site.

Community Forest and Open Space Program: Federal Grant with Estimated Total Program Funding of $3,150,000. Individual grant applications may not exceed $400,000. The program pays up to 50% of the project costs and requires a 50% non-federal match. Eligible lands for grants funded under this program are private forests that are at least five acres in size, suitable to sustain natural vegetation, and at least 75% forested.

Congestion Mitigation and Air Quality Program-fund: This source is for transportation projects that improve air quality and reduce traffic congestion. Projects can include bicycle and pedestrian projects, trails, links to communities, bike rack facilities. Average grant size $50-$100,000.

Community Facilities Grant and Loan Program-Grant Program: This source is established to assist communities with grant and loan funding for the expansion, renovation and or remodeling of former school facilities and or existing surplus government facilities that have an existing or future community use. Facilities may be space for community gatherings and functions, recreational athletic facilities for community members, particularly youth. These include space for non-for-profit offices, childcare, community education, theater, senior centers, youth centers, and after school programs. CFP match requirements for requests up to $250,000 are 10-% eligible project costs. For requests over $250,000 to $1 million, the match is 15%.

American Hiking Society: Fund on a national basis for promoting and protecting foot trails and the hiking experience.

The Helen R. Buck Foundation: This foundation provides funding for playground equipment and recreational activities.

Deupree Family Foundation: The Deupree Family Foundation provides grants for Recreation, parks/playgrounds, and children/youth, on a national basis. This foundation supports building/renovation, equipment, general/operating support, program development, and seed money.

The John P. Ellbogen Foundation: Children/youth services grants as well as support for capital campaigns, general/operating support, and program development.

Economic Development Grants for Public Works and Development of Facilities: The U. S. Department of Commerce, Economic Development Administration (EDA), provides grants to states, counties, and cities designated as redevelopment areas by EDA for public works projects that can include developing trails and greenway facilities. There is a 30% local match required, except in severely distressed areas where the federal contribution can reach 80%.

MINNESOTA STATE FUNDING OPPORTUNITIES

State funding and grant opportunities provide significant opportunities to supplement other pools of money to address park goals and objectives.

State Aid Funds: State aid funds are available for pedestrian and bicycle improvements on state aid streets. This funding source is particularly useful at the time

of street construction or re-construction. Edina should have a process for evaluating needed trail and sidewalk improvements as part of capital improvement projects.

Minnesota DOT: Most trail or bikeway improvement projects funded through Minnesota DOT also have a portion which is federal dollars. Three bills since 1998 ahve been enacted to fund transportation improvements (TEA-21, ISTEA & SAFETEA-LU). The latter program ended in 2009 and will likely resurface in some form. Examples of programs typically funded include trail or sidewalk improvements, Transportation Enhancements (TE) or Safe Routes to Schools. While roadway and safety improvements, roadway projects taht have integrated trails have faired better than others during the solicitation process. The City should begin collaborating with other roadway jurisdictions and organizations to prioritize projects for the next round of federal transportation dollars. Building early support across multiple jurisdictions will better position the City in obtaining federal dollars.

Clean Water Legacy Funding: In 2008 Minnesota voters approved the Clean Water, Land and Legacy Amendment to the Minnesota State Constitution which increased the general sales and use tax rate by three-eighths of one percentage point (0.375%) to 6.875% and dedicated the additional proceeds as follows:

19.75% to a newly created Arts and Cultural Heritage Fund to be spent only for arts, art education, and arts access, and to preserve Minnesota's history and cultural heritage.

33% to a newly created Outdoor Heritage Fund to be spent only to restore, protect, and enhance welands, prairies, forests and habitat for game, fish and wildlife.

33% to a newly-created Clean Water Fund to be spent only to protect, enhance, and restore water quality in lakes, rivers, streams and groundwater, with at least 5% of the fund spent to protect drining water sources.

14.25% to a newly created Parks and Trails Fund to support parks and trails of regional or statewide significance.

Funding from the Legacy Amendment is administered by a variety of agencies such as the DNR, MPCA, Department of Health, Historical Society, Minnesota State Arts Board and regional art councils. A number of new grant opportunities can be found on individual state department and organization websites. *www.dot.state.mn.us/grants/*

OPERATIONAL COSTS FUNDING OPPORTUNITIES

There are numerous revenue sources to draw from to support operational and management costs that include long term capital replacement costs. The following are funding options to consider in operations of the system.

User fees: User fees to access or use elements of parks exist currently but could be expanded to include fees to access recreation and education programs, a dog park, nature center, sport leagues, winter sports area, ice skating.

PRIORITY REVENUE STRATEGY

C

Minnesota DNR Grants: The Minnesota DNR is one of the most comprehensive resources for state funding for park and trail programs, offering a variety of grant programs and technical assistance. Current programs provide assistance for cross country skiing trails, mountain biking trails, horseback riding trails, and recreational trails. Some programs also offer assistance for the development of parks or for trail amenities like restrooms, lighting, benches, etc.. Each of the MnDNR grant programs is unique. The DNR should be consulted before pursuing a grant to align qualifications with goals and funding availability.

PRIORITY REVENUE STRATEGY

A

Advertising Revenue: Advertising revenue can come from the sale of ads on banners in the parks. The advertising could include trash cans, trail markers, visitor pull trailers, tee boxes, scorecards, and in restrooms.

Concessions: Concessions can be leased out to a private operator for a percentage of gross profits. Typically, 15%-18% of gross profits for concessions of a profit operator, or a managing agency over a park site could manage concessions.

Field Permits: The city can issue recreational use permits for activities, practice or games. Permits should cover the operational cost of each field and management costs. If a private operator desires to rent the site for a sporting tournament for private gain, the city should provide a permit fee plus a percentage of gross from the event for the exclusive use of the fields.

Food and Equipment Sponsors: Official drink and food sponsors can be utilized for the city. Each official drink and food sponsor pays back to the city a set percentage of gross. Typically, this is 15%-20% of costs for being the official product and receiving exclusive pouring and food rights to the complex. Likewise official equipment sponsors work well for trucks, mowers, and tractors.

Wi-Fi Revenue: The city can set up a Wi-Fi area whereby a Wi-Fi vendor is able to sell the advertising on the Wi-Fi access banner to local businesses targeting the users of the site. This revenue has amounted to $20,000-$50,000 in revenue for similar systems.

Cell Tower: Cell tower leases can be used. This revenue source would support $35,000-$50,000 annually for the site if cell towers in areas needing cell towers.

Volunteerism: The revenue source is an indirect revenue source in that persons donate time to the city to assist in providing a product or service on an hourly basis. This reduces the city's cost in providing the service plus it builds advocacy for the city.

Special Fundraiser: Many agencies hold special fundraisers on an annual basis to help cover specific programs and capital projects to be dedicated to a facility or the city as a whole.

Catering: The city has many sites that set up well to have high, medium and low level caterers on contract that groups can use. Caterers usually provide the parks with a fixed gross rate on food and beverage at 12%-15% of the cost of food and 18% of drink back to the city.

Web-page Revenue: The city could advertise on its web page to help support online media.

6.0
BENCHMARK ANALYSIS

INTRODUCTION

The Consultant team, along with Edina Parks and Recreation, identified operating metrics to be benchmarked to comparable industry leading park and recreation systems nationwide. The benchmark agencies selected for analysis included jurisdictions with demographic characteristics similar to the City of Edina, as well as departments that are CAPRA accredited or were finalists or winners of the NRPA Gold Medal Award in recent years. The complexity in this analysis was ensuring direct comparison through a methodology of statistics and ratios in order to provide comparable information, as best as possible.

The agencies included in the benchmark analysis are Carmel Clay Parks & Recreation (Indiana); Castle Rock Parks & Recreation (Colorado); Eagan Parks & Recreation (Minnesota); Kettering Parks, Recreation, & Cultural Arts (Ohio); Maple Grove Parks & Recreation Board (Minnesota); Plymouth Parks & Recreation (Minnesota); Waukegan Park District (Illinois); and Westerville Parks & Recreation (Ohio).

It must be noted that the benchmark analysis is only an indicator based on the information provided. Information for benchmark agencies was sourced from the NRPA's PRORAGIS database, or directly from the agency in select cases. The information sought was a combination of operating metrics with budgets, staffing, supporting plans, and inventories. In some instances, the information was not tracked or not available. The attributes considered for selection of comparable agencies included:

- Regional Location
- Population size
- Income characteristics
- Jurisdiction type
- Winner or finalist of NRPA Gold Medal Award
- CAPRA accreditation

Careful attention was paid to incorporate a mix of systems that are comparable industry leaders and they include:

Agency	State	Jurisdiction Type	Pop	Median HH Inc	NRPA Gold Medal	CAPRA Accredited (Year)
Edina P&R	**MN**	**city**	**48,000**	**$88,201**	**-**	**No**
Carmel Clay P&R	IN	other	86,439	$107,505	Winner 2014	Yes (2014)
Castle Rock P&R	CO	town	53,466	$84,781	Winner 2012	No
Eagan P&R	MN	city	64,854	$79,639	-	No
Kettering Parks, Rec, Cult Arts	OH	city	56,163	$50,187	Finalist 2014 Finalist 2013	Yes (1996)
Maple Grove P&R Board	MN	city	63,128	$92,768	-	No
Plymouth	MN	city	71,000	$86,466	-	Yes (2010)
Waukegan Park District	IL	special district	88,892	$46,256	Winner 2013	Yes (2012)
Westerville P&R	OH	city	36,665	$84,095	Winner 2013	Yes (2005)

Figure 6.01 - Benchmark Agencies

Due to difference in how each system collects, maintains and reports data, variances exist. These variations have an impact on the per capita and percentage allocations within the budget, and the overall comparison must be viewed with this in mind.

The benchmark data collection for all systems was done as of January 2015. While it is possible that there may have been changes or updates in the data provided, in order to ensure consistency in data collection the original figures obtained at that time have been used in the benchmark.

The goal was to evaluate where Edina Parks and Recreation is positioned among peer agencies as it applies to efficiency and effectiveness practices. The benchmark assessment is organized into specific categories and questions to obtain data that offers an encompassing view of each system's operating metrics in comparison to the Edina Parks and Recreation Department.

BENCHMARK COMPARISON

GENERAL COMPARATIVE OF SYSTEMS

This section provides a general overview of each system within the benchmark analysis. The table below describes the jurisdiction size, population, and density, as well as the total number of park sites within each system (Figure 5.02).

System	Jurisdiction Size (Sq. Miles)	Population of City/ Jurisdiction	Population Per Square Mile	Total Number of Park Sites
Edina	16	48,000	3,000	39
Carmel Clay	49	86,439	1,760	15
Castle Rock	34	53,466	1,573	19
Eagan	36	64,854	1,802	55
Kettering	18	56,163	3,120	21
Maple Grove	36	63,128	1,754	78
Plymouth	36	71,000	1,972	54
Waukegan	21	88,892	4,233	40
Westerville	13	36,665	2,820	52

Figure 6.02 - General Comparative of Systems

The City of Edina is one of the smaller agencies in terms of jurisdiction size and population, ranking next to last among benchmark agencies for both categories. Although the City of Edina is small in comparison, it has one of the highest ratios for population density among benchmarked systems. In terms of total park sites, the City of Edina is very close to the average for all benchmark agencies, which is favorable considering its below average size.

SYSTEM ACREAGES AND TRAIL MILES

This section compares the total acreage and total trail miles managed by each agency. These totals are further dissected to identify the percentage of developed acres and current level of service per 1,000 population for park acres and trail miles.

System	Population of City/ Jurisdiction	Total Acres Owned or Managed by System	Total Developed Acres	Percentage of Developed Acres	Total Park Acres Per 1,000 Pop.	Total Trail Miles	Trail Miles per 1,000 Pop.
Edina	48,000	1,552	1,086	70%	32.33	29.56	0.62
Carmel Clay	86,439	505	177	35%	5.84	16.00	0.19
Castle Rock	53,466	737	273	37%	13.78	51.00	0.95
Eagan	64,854	1,400	490	35%	21.59	150.00	2.31
Kettering	56,163	488	478	98%	8.69	35.69	0.64
Maple Grove	63,128	1,194	358	30%	18.91	46.00	0.73
Plymouth	71,000	1,684	1,431	85%	23.72	150.00	2.11
Waukegan	88,892	721	685	95%	8.11	5.50	0.06
Westerville	36,665	617	389	63%	16.83	32.25	0.88

Figure 6.03 - Acreage and Trail Miles

Although Edina is the second smallest city in the benchmark in terms of overall population, the Parks and Recreation Department has the second highest total acreage and developed acreage, and ranks a strong first in park acres per 1,000 population. In comparison to the

other benchmark agencies, the Department has strong parkland assets in its inventory. One area that the system has strong potential for improvement is in total trail miles and trail mileage per capita.

ANNUAL OPERATING BUDGET AND COST RECOVERY

System	Jurisdiction Population	Total Non-Tax Revenues	Total Operating Expenses	Capital Budget	Revenue Per Capita	Operating Expense Per Capita	Operating Cost Recovery
Edina	48,000	$ 10,378,212	$ 13,807,155	$ 1,933,000	$ 216.21	$ 287.65	75%
Carmel Clay	86,439	$ 8,514,366	$ 9,985,902	$ 3,039,902	$ 98.50	$ 115.53	85%
Eagan	64,854	$ 4,409,097	$ 9,497,795	$ 689,700	$ 67.98	$ 146.45	46%
Kettering	56,163	n/a	$ 13,297,799	n/a	n/a	$ 236.77	n/a
Maple Grove	63,128	$ 3,198,135	$ 8,623,455	$ 7,650,000	$ 50.66	$ 136.60	37%
Plymouth	71,000	$ 2,936,000	$ 9,064,382	$ 3,337,000	$ 41.35	$ 127.67	32%
Waukegan	88,892	$ 4,824,793	$ 9,297,690	$ 1,386,700	$ 54.28	$ 104.60	52%
Westerville	36,665	$ 3,789,991	$ 10,575,385	$ 1,168,086	$ 103.37	$ 288.43	36%

*Note: Castle Rock Figures unavailable. Kettering revenue and capital budget figures unavailable.
*Note: Carmel-Clay and Westerville capital budget figures as a 3-year average

Figure 6.04 - Budget Details and Cost Recovery

This portion covers two parts, the annual budget and cost recovery. Budget items in this section include the most recent figures available for operating expenses and capital expenditures for each agency. Operating expenses are compared to the population of each jurisdiction to determine the operational cost per capita. The operational cost recovery is arrived at by dividing total non-tax revenue by total operating expense. The operational cost recovery is a critical performance indicator that measures how well each department's revenue generation covers the total operating costs.

Based on expenditure figures, the largest operational budgets belong to Edina, Kettering and Westerville. Edina ranks near the top in terms of operating expense per resident, with only Westerville spending more per capita. Capital budget figures reveal that Edina is positioned near the middle of the benchmark range.

Edina Parks and Recreation is a benchmark leader in revenue generation and cost recovery. Not only is the Department bringing in more non-tax revenue among the benchmark agencies, primarily through their enterprise facilities, but Edina also reports a significantly higher revenue per capita. The Department's emphasis on complete or near-complete cost recovery of its enterprise facilities has resulted in an overall 75% operating cost recovery. This high cost recovery level indicates the Department is operating in a financially sustainable way.

SOURCES OF NON-TAX REVENUES

This section describes how each system generates non-tax revenues. Comparatively, Edina generates strong revenue from facility entry fees/memberships and concessions/resale items, while it is not as successful as other agencies in bringing in fees and charges related to programming.

System	Source of Non-Tax Revenues						
	Facility Entry Fees / Memberships	Program Fees and Charges	Facility Rentals	Facility, Property, or ROW Leases	Concessions / Resale Items	Sale of Real Property	Other
Edina	47.00%	12.00%	18.00%	5.00%	11.00%		7.00%
Carmel Clay	42.60%	50.00%	2.40%		3.90%		1.10%
Eagan	35.63%	24.99%	25.71%	3.15%	10.17%	0.03%	0.32%
Maple Grove	20.00%	30.00%	40.00%		10.00%		
Plymouth	1.00%	20.00%	74.00%		3.00%		2.00%
Waukegan	3.00%	3.00%	2.00%	1.00%	1.00%		90.00%
Westerville	55.50%	36.00%	5.00%		3.40%		0.10%

*Note: Castle Rock and Kettering figures unavailable.

Figure 6.05 - Sources of Non-Tax Revenues

CAPITAL BUDGET SOURCES

System	Source of Capital Budget							
	Local General Fund (Tax Supported)	Local Dedicated Fund (Non-General Funds)	General Obligation Bonds	Grants	Gifts / Sponsorships	Tax Increment Financing	Endowment	Other
Edina	31.00%	26.00%						43.00%
Carmel Clay		100.00%						
Eagan	36.72%	63.28%						
Maple Grove	90.00%							10.00%
Plymouth	7.00%	44.00%	39.00%	10.00%				
Waukegan	93.00%			7.00%				
Westerville	68.00%			18.00%	4.00%			10.00%

*Note: Castle Rock and Kettering figures unavailable.

Figure 6.06 - Capital Budget Sources

The following reveals the sources from which each system's capital budget is derived. The Department is doing a good job of not overdrawing from a single source, but the limited variety of sources presents an opportunity to explore new alternatives for funding capital improvements.

CAPITAL BUDGET DISTRIBUTION

The table below describes how the capital budget for each agency is spent. Based on these allocations, Edina is heavily focused on renovation and construction, but does not invest any capital dollars into design, acquisition, or other categories. Based on the activity of other benchmark agencies, the Department should explore the potential for diversifying its capital budget spending.

System	Capital Budget Distribution				
	Design	Construction	Acquisition	Renovation	Other
Edina		45.00%		55.00%	
Carmel Clay	9.80%	72.90%		17.30%	
Eagan	2.31%	15.44%	82.23%		0.02%
Maple Grove	20.00%	80.00%			
Plymouth	17.00%	25.00%	39.00%	19.00%	
Waukegan	2.00%	37.00%	4.00%	57.00%	
Westerville		8.00%		82.00%	10.00%

*Note: Castle Rock and Kettering figures unavailable.

Figure 6.07 - Capital Budget Distribution

SOURCES OF OPERATING FUNDS

System	Source of Operating Funds						
	Jurisdiction General Fund	Agency Fees and Charges	Tax	Sponsorship/ Endowment	Grants	Donation	Other
Edina	27.00%	61.00%	0.50%	2.00%			9.50%
Carmel Clay	23.50%	75.80%		0.70%			
Eagan		46.40%	53.60%				
Maple Grove	55.00%	45.00%					
Plymouth	67.00%	33.00%					
Waukegan			85.00%	1.00%	1.00%		13.00%
Westerville	46.00%	44.00%	9.00%		1.00%		

*Note: Castle Rock and Kettering figures unavailable.

Figure 6.08 - Sources of Operating Funds

This section shows how each system sources its operating funds. While an established general fund is important to funding operations, Department's should strive to find alternative sources of financial support. Edina Parks and Recreation does a nice job of limiting its reliance on the general fund to support operations.

DISTRIBUTION OF EXPENDITURES

This section reveals how expenditures for each system are allocated. Overall, Edina demonstrates a favorable distribution of expenditures that are on pace with the benchmark averages. Areas of interest for the Department include above average spending on operations and minimal spending dedicated to programming. Edina may also want to consider dedicating some money for planning and development in the future.

System	Distribution of Expenditures							
	Exec Staff	Admin	Operations	Programs	Maint	Plan / Dev	Debt Service	Other
Edina	3.00%	5.00%	68.00%	4.00%	20.00%			
Carmel Clay	3.30%	9.90%	28.60%	40.40%	16.00%	1.80%		
Eagan			56.66%	15.86%	24.99%		2.49%	
Maple Grove	15.00%		60.00%		25.00%			
Plymouth	5.00%	4.00%	29.00%	19.00%	43.00%			
Waukegan	3.00%	4.00%	13.00%	28.00%	22.00%	1.00%	26.00%	3.00%
Westerville	1.00%	6.00%	39.00%	12.00%	30.00%	3.00%		9.00%

*Note: Castle Rock and Kettering figures unavailable.

Figure 6.09 - Distribution of Expenditures

COST PER MAINTAINED ACRE

This category assesses the cost to maintain each park system. This figure is obtained by taking the operational budget and dividing it by the amount of maintained acres. This does not take into account the total amount of acreage for each system.

The chart above highlights a noteworthy attribute of the Edina Parks and Recreation Department, which reflects the fact that park maintenance services are performed and funded in part through the Public Works Division. As a result, Edina's cost per acre is considerably lower than all other agencies, except Plymouth, in the benchmark. This favorable representation is also a reflection

of good management of operational costs and well developed acreage within the system. It will be a key challenge to continue to thrive on efficiency as the Department continues to invest in capital improvements that will required additional operational and maintenance expenses in the future.

System	Total Operating Expenses	Total Developed Acres	Cost Per Maintained Acre
Edina	$ 13,807,155	1,086	$ 12,709
Carmel Clay	$ 9,985,902	177	$ 56,418
Eagan	$ 9,497,795	490	$ 19,383
Kettering	$ 13,297,799	478	$ 27,820
Maple Grove	$ 8,623,455	358	$ 24,074
Plymouth	$ 9,064,382	1,431	$ 6,334
Waukegan	$ 9,297,690	685	$ 13,573
Westerville	$ 10,575,385	389	$ 27,186

*Note: Castle Rock figures unavailable.

Figure 6.10 - Cost per Maintained Acre

FULL-TIME EQUIVALENTS

System	Total FTE	Population	Total FTE per 1,000 Pop.
Edina	96.0	48,000	2.00
Carmel Clay	199.7	86,439	2.31
Eagan	209.0	64,854	3.22
Plymouth	76.0	71,000	1.07
Waukegan	114.0	88,892	1.28
Westerville	125.0	36,665	3.41

*Note: Castle Rock, Kettering, and Maple Grove figures unavailable.

Figure 6.11 - FTE per 1,000 Population

This section compares levels of staffing for each system by comparing full-time equivalents (FTE's) to total population and developed park acres. It should be noted that the park maintenance staff is not included in the total FTE's for the Department because they are considered an extension of the Public Works Division.

When comparing staffing levels to the overall population of each service area, Edina falls near the middle of the range, with exactly 2.00 FTE's per 1,000 residents. Although the benchmark leaders report over 3 FTE's per 1,000 population, Edina's staffing levels are adequate in comparison to the population size, especially in lieu of the park maintenance staff not being included in the total FTE count.

In terms of developed acres per FTE, Edina's staff is not very proportionate to the amount of developed acres maintained by the Department. This level of staffing would usually indicate difficulties in keeping up with routine maintenance and oversight of the acreage inventory; however, this representation is skewed due to the fact that the park maintenance staff falls under the Public Works Division.

System	Total FTE	Developed Acres	Developed Acre per FTE
Edina	96.0	1,086	11.32
Carmel Clay	199.7	177	0.89
Eagan	209.0	490	2.34
Plymouth	76.0	1,431	18.83
Waukegan	114.0	685	6.01
Westerville	125.0	389	3.11

*Note: Castle Rock, Kettering, and Maple Grove figures unavailable.

Figure 6.12 - Developed Acre per FTE

COMMUNITY / RECREATION CENTERS

The table below compares the total square footage of community / recreation centers to each jurisdiction's population. This identifies the current level of service for recreation centers of each system in terms of available square feet of center space per person. The Department ranks second to last among benchmark agencies in center square footage per person. This comparison confirms the well-known deficit of community/recreation center space within the City.

System	Total Square Footage of Community / Recreation Centers	Population	Square Feet per Population
Edina	42,000	48,000	0.88
Carmel Clay	194,409	86,439	2.25
Castle Rock	83,000	53,466	1.55
Eagan	70,000	64,854	1.08
Kettering	156,000	56,163	2.78
Maple Grove	164,493	63,128	2.61
Plymouth	33,000	71,000	0.46
Waukegan	93,850	88,892	1.06
Westerville	96,591	36,665	2.63

Figure 6.13 - Community / Recreation Center Level of Service

RECTANGULAR ATHLETIC FIELDS

This category compares each system's inventory of rectangular fields, which includes football fields, as well as small and regulation fields for soccer, lacrosse, and field hockey. While Edina does have a fair amount of football fields, they are trailing behind in fields intended for soccer, lacrosse, and field hockey.

System	Rectangular Fields		
	Football	Soccer, Lacrosse, Field Hockey (regulation)	Soccer, Lacrosse, Field Hockey (small)
Edina	5	4	12
Carmel Clay	-	-	-
Castle Rock	-	21	2
Eagan	5	15	29
Kettering	1	4	4
Maple Grove	-	11	9
Plymouth	-	16	20
Waukegan	1	-	-
Westerville	22	13	9

Figure 6.14 – Rectangular Athletic Fields Inventory

SHEETS OF ICE

This section reveals the amount of indoor and outdoor sheets of ice supported by each agency. Naturally, the majority of these assets are found within departments located in Minnesota. Edina is a clear leader in this category, and trails only Eagan in outdoor sheets of ice. While Edina's sheets of ice inventory is impressive, the Department should carefully assess utilization rates to make sure the level of service is appropriate. Sheets of ice are expensive to set up and maintain, and the stress they cause on the turf below can lead to extensive damage, especially when they rest upon athletic fields that are used in the warmer months.

System	Sheets of Ice	
	Indoor	Outdoor
Edina	3	23
Carmel Clay	-	-
Castle Rock	1	-
Eagan	2	28
Kettering	1	-
Maple Grove	2	12
Plymouth	3	11
Waukegan	-	1
Westerville	-	-

Figure 6.15 - Sheets of Ice Inventory

AQUATIC FACILITIES

The table below compares each system in terms of available aquatic facilities, and provides a count of indoor and outdoor pools, as well as whether each agency has a water park and/or sprayground. Regionally, Edina is one of the better providers of aquatic facilities, and is only outshined by benchmark systems located in more southern locations with longer warm seasons. Edina is only one of four benchmark agencies offering a water park, and is one of two Minnesotan agencies offering this type of facility.

System	Aquatic Facilities			
	Indoor Pools	Outdoor Pools	Water Park	Sprayground
Edina	1	1	Yes	No
Carmel Clay	2	5	Yes	Yes
Castle Rock	2	2	No	No
Eagan	0	1	Yes	No
Kettering	1	2	Yes	Yes
Maple Grove	2	1	No	No
Plymouth	0	0	No	No
Waukegan	0	2	No	Yes
Westerville	2	2	No	Yes

Figure 6.16 - Aquatic Facilities Inventory

PERFORMING / VISUAL ARTS CENTERS

This portion of the benchmark report identifies how many performing/visual arts centers are offered by each department. This comparison is significant due to the development taking place at Grandview, and general perception among residents that there is not enough performing arts spaces currently available in the City of Edina. Based on the table below, Edina is on par among benchmark agencies for performing/visual arts centers.

System	Total Performing / Visual Arts Centers
Edina	1
Carmel Clay	1
Castle Rock	-
Eagan	1
Kettering	2
Maple Grove	-
Plymouth	1
Waukegan	2
Westerville	-

Figure 6.17 - Performing / Visual Arts Center Inventory

BENCHMARK ANALYSIS KEY FINDINGS

A benchmark comparison provides a side-by-side look between Edina Parks and Recreation and similar, industry-leading park and recreation systems nationwide in terms of park acreage, recreation facilities, staffing levels, budget, and a variety of other operational metrics. A total of eight benchmark agencies selected for comparison to Edina based upon comparable demographic characteristics and best practice recognition, such as earning accreditation from the Commission for Accreditation of Park and Recreation Agencies (CAPRA), and placing as finalists or winners of the National Recreation and Park Association (NRPA) Gold Medal Award. While differences exist in how each agency tracks and reports data, the overall objective of the benchmark analysis is to understand how Edina compares to these peer agencies on key system characteristics and operational measures. Benchmarking is just one of several technical assessment tools used by the planning team to develop recommendations that are specific to Edina's unique circumstances and issues.

Results from the benchmark analysis show that Edina is a leader in providing park acreage per resident, water park facilities (not splashpads), in providing ice sheet facilities, and cost recovery for operating expenses. The city ranks in the middle of the benchmark range in terms of operational budget, capital budget, staffing, and rectangular athletic fields. Edina lags behind other benchmark communities in indoor community space, capital budget sources, and distribution of expenditures for planning and development. One area that the system has strong potential for improvement is in total trail miles and trail mileage per capita.

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7.0
LEVEL OF SERVICE

INTRODUCTION

The Level of Service (LOS) analysis produces guidelines that help EPRD make investment decisions related to parks, facilities and other built amenities. It puts EPRD's inventory of parkland and facilities in terms of "units per population" and creates recommendations based upon multiple resources. These standards need to be viewed as a guide. The standards are to be coupled with conventional wisdom and judgement related to the particular situation and needs of the community. By applying these facility standards to the population of Edina, gaps and surpluses in park and facility/amenity types are revealed.

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Edina Level of Service Standards

PARKS:	2014 Inventory - Developed Facilities							2014 Facility Standards			Anticipated Future Park Development 2014 - 2019		2019 Facility Standards		
Park Type	Edina Inventory	Current Service Level based upon population			Recommended Service Levels; Revised for Local Service Area			Meet Standard/ Need Exists	Additional Facilities/ Amenities Needed		Future Amenity Developments	Total 2014-2019	Meet Standard/ Need Exists	Additional Facilities/ Amenities Needed	
Mini Parks	16.95	0.35	acres per	1,000	0.50	acres per	1,000	Need Exists	7	Acre(s)	-	-	Need Exists	8	Acre(s)
Neighborhood Parks	93.31	1.92	acres per	1,000	1.75	acres per	1,000	Meets Standard	-	Acre(s)	-	-	Meets Standard	-	Acre(s)
Community Parks	319.88	6.58	acres per	1,000	7.00	acres per	1,000	Need Exists	21	Acre(s)	-	-	Need Exists	34	Acre(s)
Special-Use Parks	760.36	15.64	acres per	1,000	11.00	acres per	1,000	Meets Standard	-	Acre(s)	-	-	Meets Standard	-	Acre(s)
Open Space/Greenway	191.43	3.94	acres per	1,000	4.50	acres per	1,000	Need Exists	27	Acre(s)	-	-	Need Exists	36	Acre(s)
Total Park Acres	1,381.93	28.42	acres per	1,000	24.75	acres per	1,000	Meets Standard	-	Acre(s)	-	-	Meets Standard	-	Acre(s)
OUTDOOR AMENITIES:															
Picnic Pavilions (Small & Medium)	7.00	1.00	site per	6,947	1.00	site per	5,000	Need Exists	3	Sites(s)	-	-	Need Exists	3	Sites(s)
Pavilions (Large & Indoor)	3.00	1.00	site per	16,209	1.00	site per	10,000	Need Exists	2	Sites(s)	-	-	Need Exists	2	Sites(s)
Baseball Fields	11.00	1.00	field per	4,421	1.00	field per	4,000	Need Exists	1	Field(s)	-	-	Need Exists	2	Field(s)
Softball Fields	11.00	1.00	field per	4,421	1.00	field per	4,000	Need Exists	1	Field(s)	-	-	Need Exists	2	Field(s)
Multi-Use Field (Soccer/Lacrosse/Football/Rugby) (Youth Size)	12.00	1.00	field per	4,052	1.00	field per	3,500	Need Exists	2	Field(s)	-	-	Need Exists	2	Field(s)
Multi-Use Field (Soccer/Lacrosse/Football/Rugby) (Adult Size)	9.00	1.00	field per	5,403	1.00	field per	3,500	Need Exists	5	Field(s)	Fields at Pamela Park	4.00	Need Exists	1	Field(s)
Outdoor Basketball Courts	9.00	1.00	court per	5,403	1.00	court per	4,000	Need Exists	3	Court(s)	-	-	Need Exists	4	Court(s)
Tennis Courts	13.00	1.00	court per	3,740	1.00	court per	4,000	Meets Standard	-	Court(s)	-	-	Meets Standard	-	Court(s)
Indoor Ice Sheets	3.00	1.00	site per	16,209	1.00	site per	15,000	Meets Standard	-	Sites(s)	-	-	Meets Standard	-	Sites(s)
Outdoor Ice Sheets	23.00	1.00	site per	2,114	1.00	site per	2,500	Meets Standard	-	Sites(s)	-	-	Meets Standard	-	Sites(s)
Playgrounds (Youth & Tot)	27.00	1.00	site per	1,801	1.00	site per	2,000	Meets Standard	-	Site(s)	-	-	Meets Standard	-	Site(s)
Dog Parks	1.00	1.00	site per	48,626	1.00	site per	30,000	Need Exists	1	Site(s)	-	-	Need Exists	1	Site(s)
Volleyball Pit	1.00	1.00	site per	48,626	1.00	site per	20,000	Need Exists	1	Site(s)	-	-	Need Exists	2	Site(s)
Skate Board Area	1.00	1.00	site per	48,626	1.00	site per	40,000	Meets Standard	-	Site(s)	-	-	Meets Standard	-	Site(s)
Multi-Use Trails (Miles)	13.82	0.28	miles per	1,000	0.75	miles per	1,000	Need Exists	23	Mile(s)	Nine-Mile Creek Trail & Pamela Park Trail	8.95	Need Exists	15	Mile(s)
Community Gardens	1.00	1.00	site per	48,626	1.00	site per	50,000	Meets Standard	-	Site(s)	-	-	Meets Standard	-	Site(s)
Disc Golf Courses	1.00	1.00	site per	48,626	1.00	site per	40,000	Meets Standard	-	Site(s)	-	-	Meets Standard	-	Site(s)
Outdoor Pools	1.00	1.00	site per	48,626	1.00	site per	40,000	Meets Standard	-	Sites(s)	-	-	Meets Standard	-	Sites(s)
INDOOR AMENITIES:															
Recreation Centers (Square Feet)	42,000.00	0.86	SF per	person	2.00	SF per	person	Need Exists	55,252	Square Feet	-	-	Need Exists	59,008	Square Feet

2014 Estimated Population	48,626
2019 Estimated Population	50,504

Figure 7.1 - Level of Service Standards (LOS)

LEVEL OF SERVICE STANDARDS

The consultant team evaluated park facility standards using a combination of resources. This information allowed standards to be customized to the City of Edina. Figure 7.1 shows the Level of Service Analysis for Edina. The first column is the park type or amenity being analyzed. The second column is a current total inventory system-wide for that park or amenity. The 2014 estimated population of Edina is then used to calculate the current service level or "units per population". The first set of lime columns show the recommended level of service for Edina. This is created based upon National Recreation and Park Association (NRPA) guidelines, recreation activity participation rates reported by the Sports & Fitness Industry Association's (SFIA) 2014 Study of Sports, Fitness, and Leisure Participation as it applies to activities that occur in the United States and in the Edina area, community and stakeholder input, the 2014 Community Needs Assessment Survey and the planning team's observations. The 2014 Facility Standards show where need might exist based off of current population estimates and current inventory, while the 2019 Facility Standards show where need might exist based off of 2019 population estimates, current inventory, and the addition of anticipated future park developments. As one can see there are many needs to be met in the present and future. The standards outlined are not aggressive, but are conservative.

When looking at needs, the design team focused on the 2019 projections. These projections allowed for planning suggestions to be made that would allow time for implementation. The following park amenities were shown to have needs that exist:

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PICNIC PAVILIONS - The LOS projections show a need for five additional picnic pavilions (3 small/medium and 2 large/indoor). This calculation correlated with the results of the community survey and should be explored. Figure 7.2 can begin to show the need for picnic pavilions based of proximity mapping. The figure shows currently which parks have picnic pavilions with both a 5-minute and 10-minute walking radius from them. It is also shown how many picnic pavilions there are, what size and what condition they are in (icons). It is recommended to look into placement of future picnic pavilions in underserved areas.

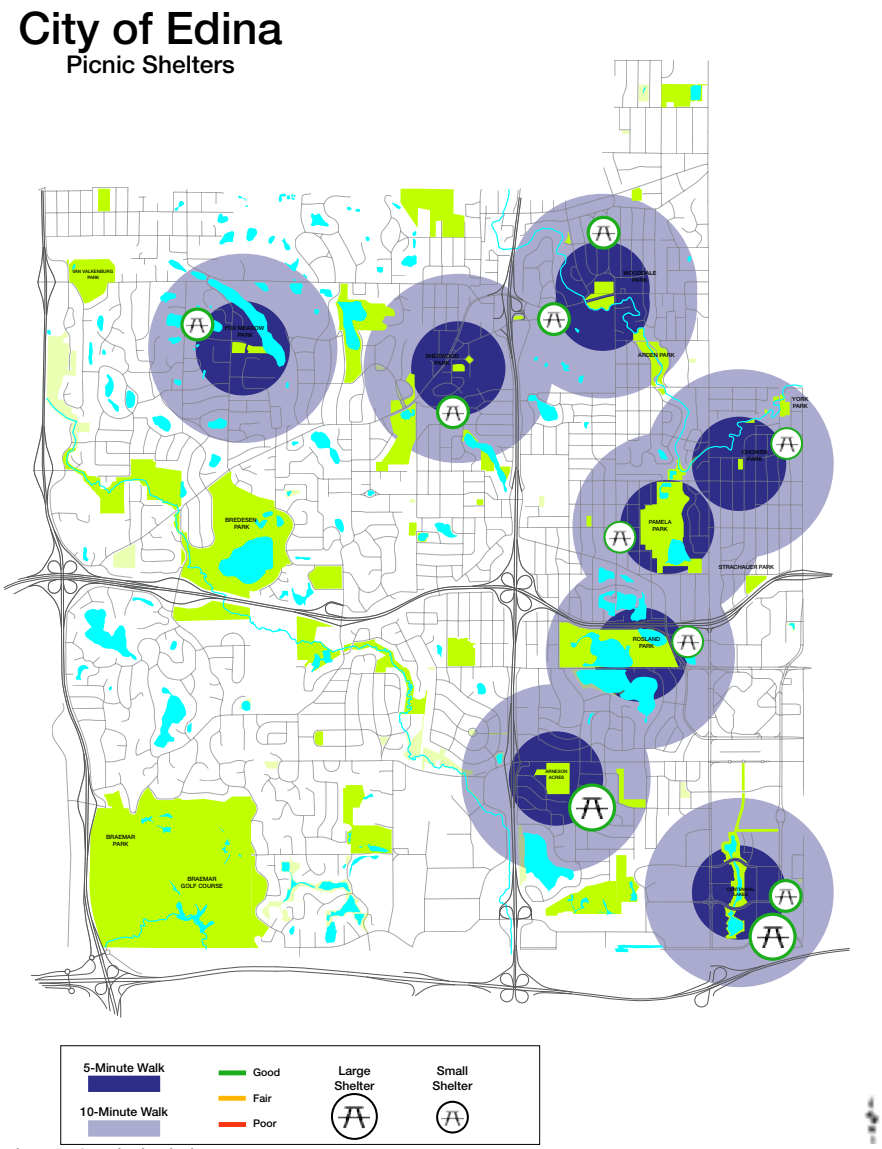


Figure 7.2 - Picnic shelter map

BASEBALL/SOFTBALL FIELDS - The LOS projections show a need for two additional baseball fields and two softball fields in Edina. However, the need was not correlated in the community survey and was ranked very low in overall priorities. It is recommended that the current baseball and softball fields should be maintained, and the addition of more baseball and softball fields should be put on hold and revisited as the need is expressed by the community. Figure 7.3 shows all EPRD baseball/softball fields and other non-EPRD baseball/softball fields.

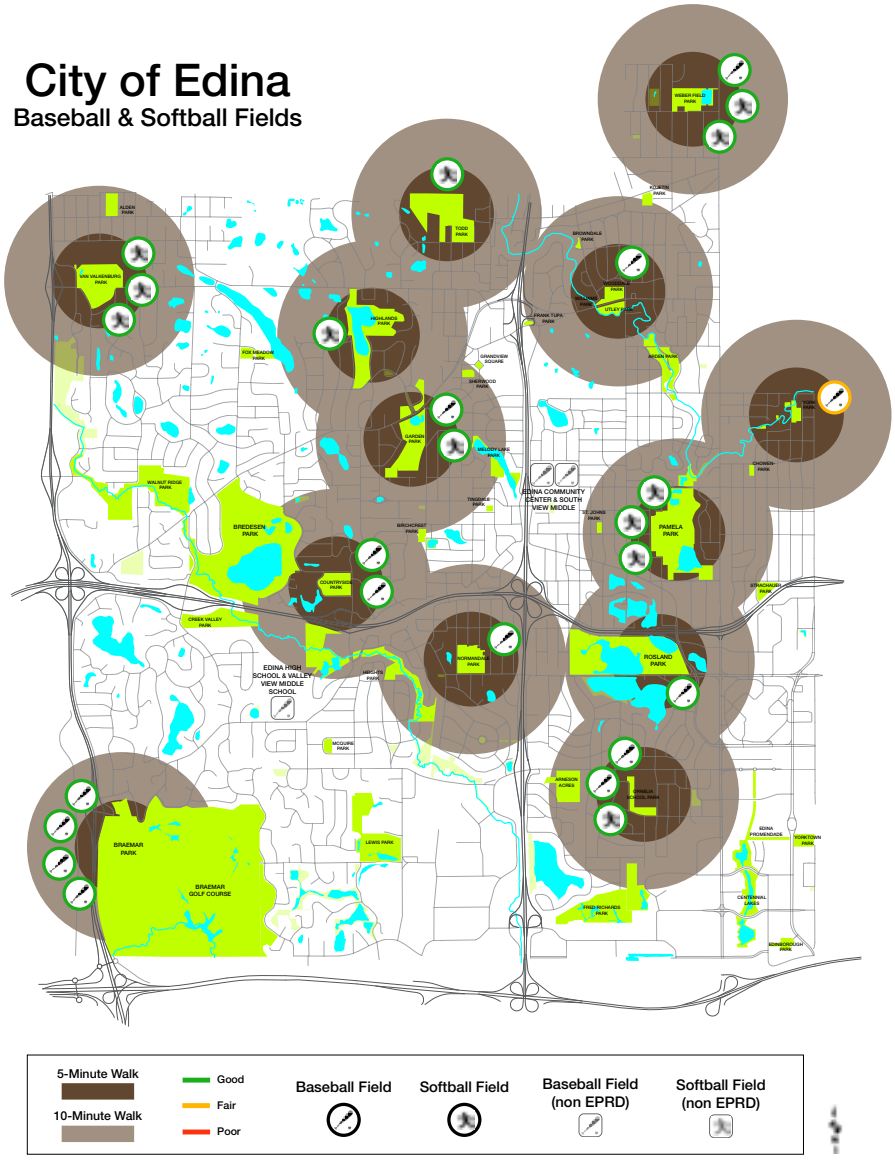


Figure 7.3 - Baseball and Softball fields map

MULTI-USE FIELDS - After the construction of the fields at Pamela Park, the LOS projections show a need for three additional multi-use field in Edina. EPRD should look at other multi-use field opportunities in the City for partnerships to fulfill this need. An example of this would be the multi-use lacrosse fields at Creek Valley that are on school property and are not currently being counted in the Park System. There may be additional field space at schools and properties throughout the City that could fulfill this need. Multi-use fields can accommodate a number of activities and allow the park system to be very flexible into the future. Sports such as ultimate frisbee, soccer, target golf, and a host of other activities can be utilized by multi-use fields and open lawn areas. Figure 7.4 shows all EPRD multi-use fields and other non-EPRD multi-use fields.

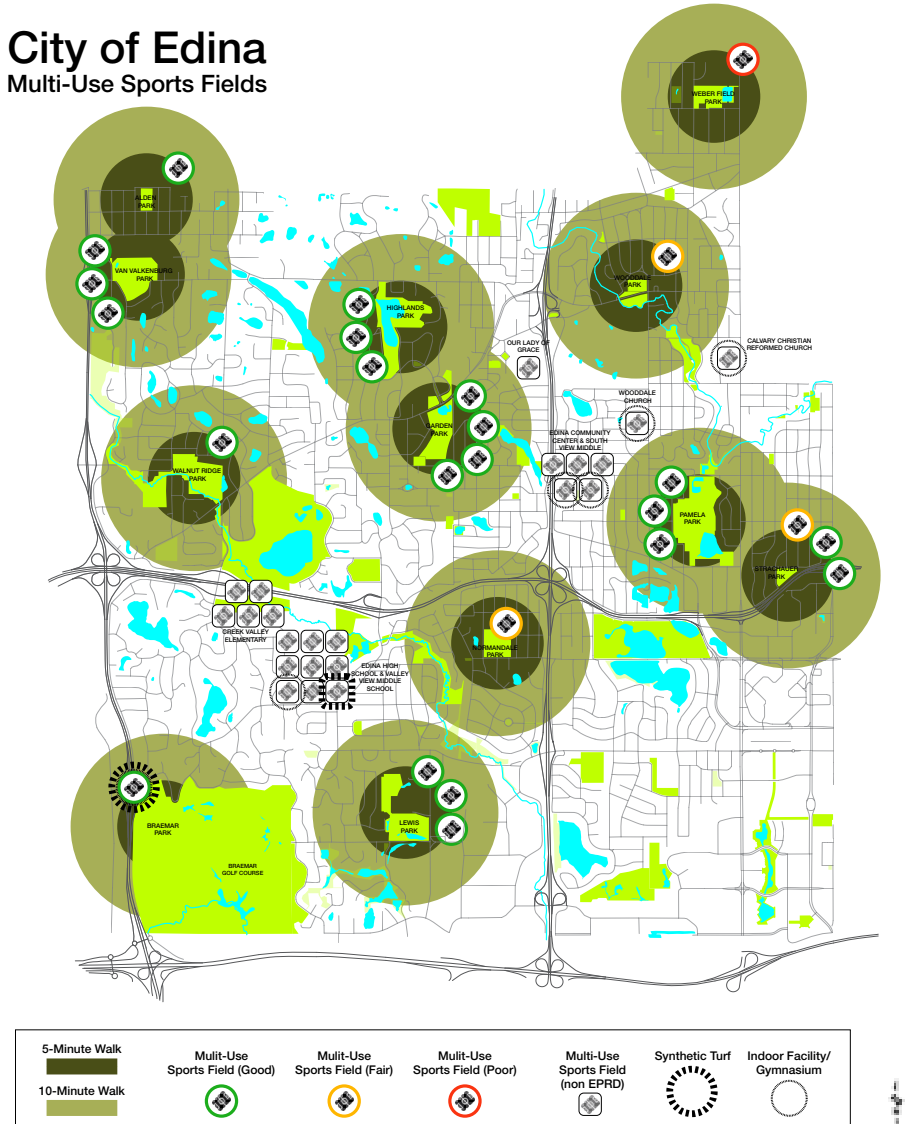


Figure 7.4 - Mulit-use Sports Fields

OUTDOOR BASKETBALL COURTS - The LOS projections show a need for four additional outdoor basketball courts in Edina. Figure 7.5 can begin to show the need for basketball courts based of proximity mapping. The figure shows the current parks with basketball courts with both a 5-minute and 10-minute walking radius from them. The figure also shows the condition of each basketball court. It is recommended to look into placement of future basketball courts in underserved areas.

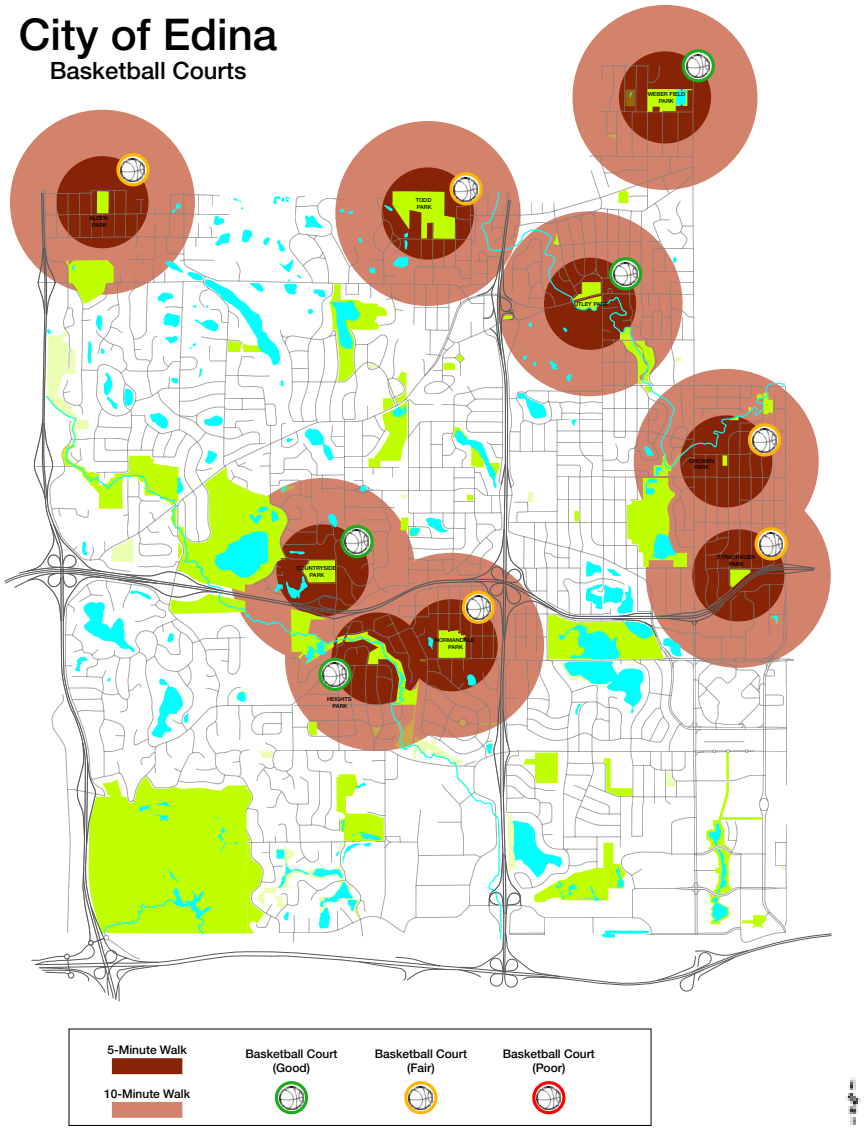


Figure 7.5 - Basketball Courts

VOLLEYBALL PITS - The LOS projections show a need for two additional volleyball pits in Edina. Currently, the only exisitng pit is located in Rosland Park. However, the community survey didn't reflect any preferences for additional volleyball pits. It is recommended that EPRD maintains and monitors the use of the existing volleyball pit at Rosland. The addition of more volleyball pits should be evaluated further with future park master planning efforts and needs analyses.

DOG PARKS - The LOS projections show a need for one additional dog park in Edina. There is only one that exists at Van Valkenburg Park in the far northwest part of Edina. This park is mainly accessible by car, and is a difficult park for people (and their dogs) to walk to. The community survey correlated with this need and ranks Dogs parks as a high priority for Edina. Additional opportunities for dog agility testing, specialized events and training activities could also be provided.

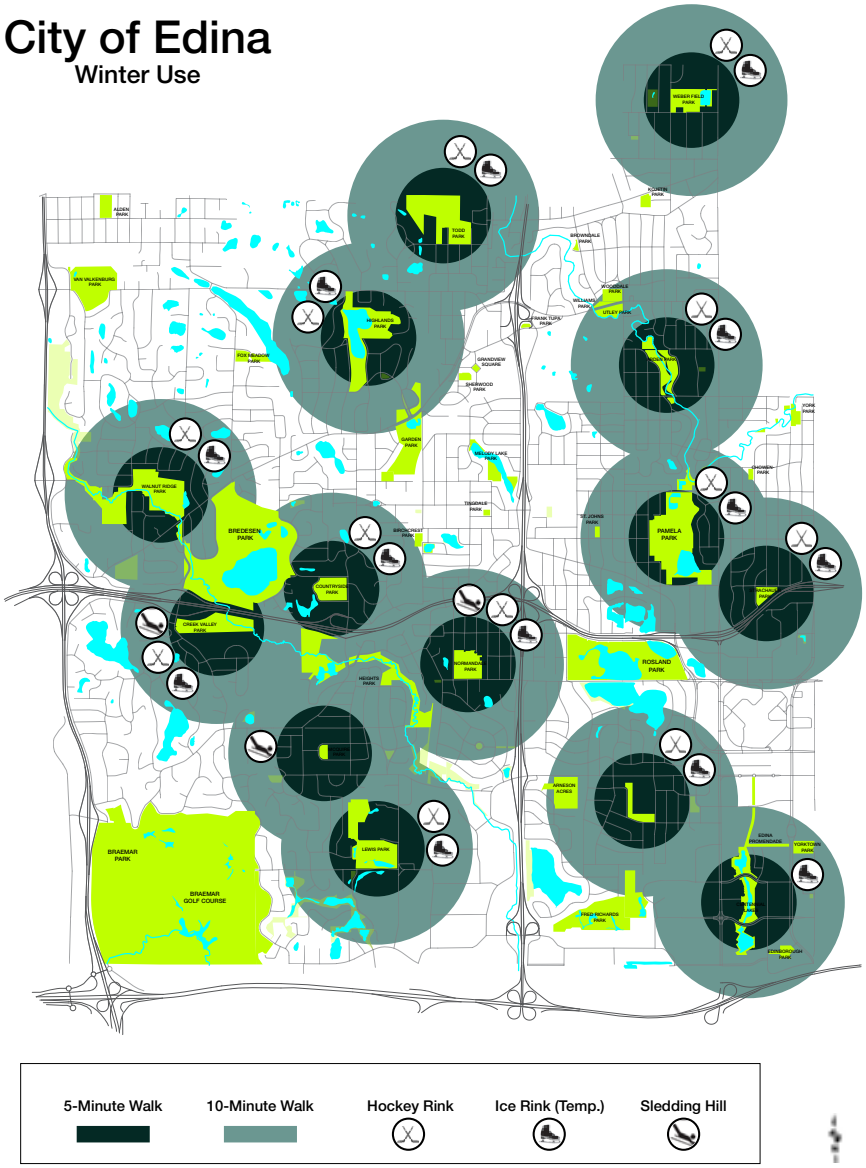


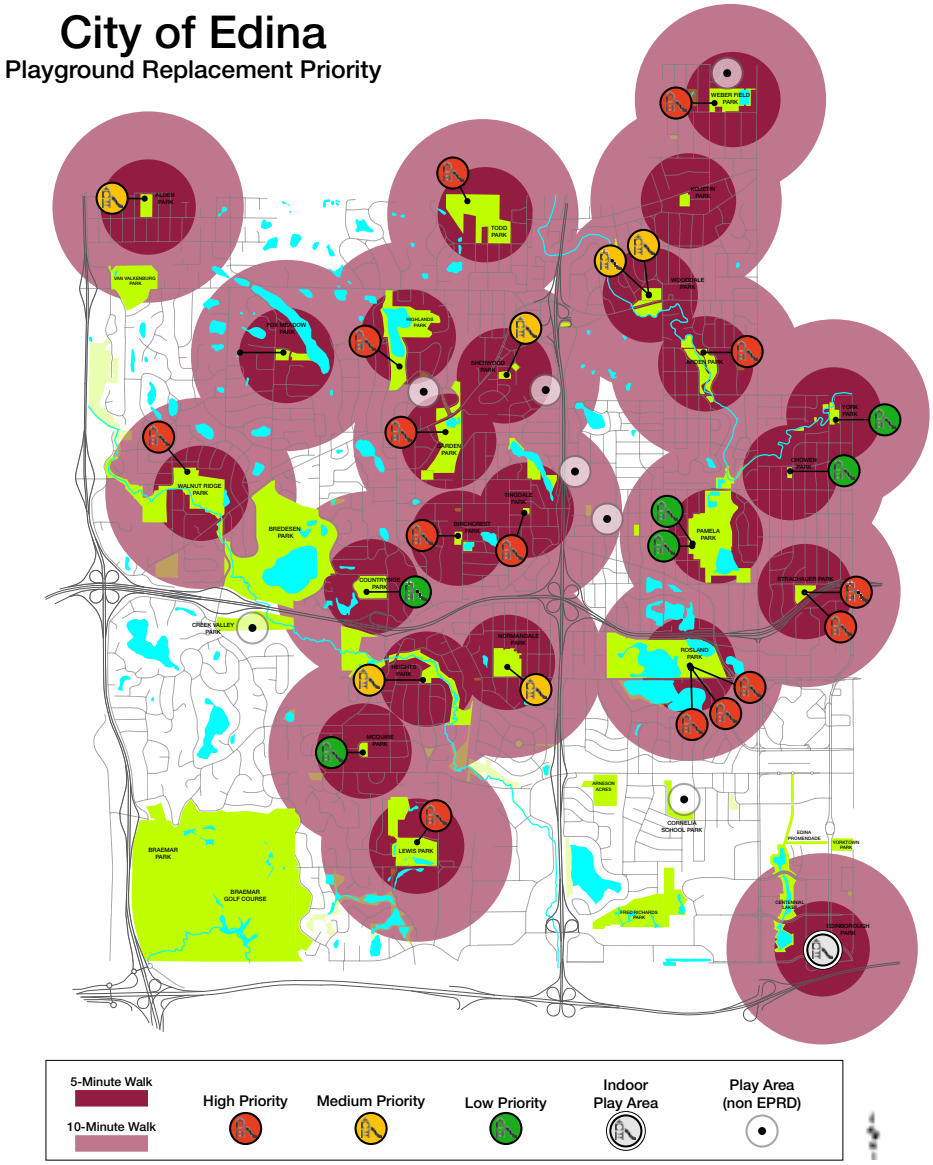
Figure 7.6 - Winter Use

SEASONAL USE

Seasonal use should be highly considered in the planning of Edina's park system. Ice sheets were evaluated in the LOS document, but other winter amenities, including downhill sledding, were not. Figure 7.6 shows which parks have Ice Skating Rinks, Hockey Rinks and Sledding Hills.

MAINTENANCE AND DISTRIBUTION OF KEY AMENITIES

Although, the LOS shows no current or future need for some amenities (as needs are being met), there will always be upkeep and maintenance required to keep amenities operational. It is important for the EPRD to maintain currently valued amenities and replace outdated or unsuitable ones.



Installation Year

Lewis Park	1995	Tingdale Park	1997	Kojetin Park	2005
Rosland Park	1996	Todd Park	1997	Alden Park	2007
Strachauer Park	1996	Walnut Ridge Park	1997	McGuire Park	2008
Arden Park	1997	Weber Park	1997	York Park	2008
Birchcrest Park	1997	Wooddale Park	2000	Pamela Park	2009
Braemar Park	1997	Heights Park	2002	Chowen Park	2011
Garden Park	1997	Normandale Park	2003	Countryside Park	2013
Highlands Park	1997	Sherwood Park	2003		

Figure 7.7 - Playgrounds & Replacement Priority

PLAYGROUNDS

EPRD should strive to provide a high quality accessible and inclusive play area/ playground within a 10-minute walk of every resident in the City. Inadequate or outdated facilities not meeting current ADA standards should be repaired or replaced. The oldest standing playgrounds were installed in 1995 and 1996, and these playgrounds are in need of replacement. Innovative play structures should be explored including natural play areas and new approaches to child inclusive recreation. Figure 7.7 shows parks with playgrounds with a 5-minute and 10-minute walking radius. The figure also shows the quantity of playgrounds at each park and the general priority level for replacement. Installation years are listed at the bottom of the figure.

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