# Investing in Edina's Future: Referendum Follow-Up Report and Project Justifications

Following our public work session on September 14, 2026, I am pleased to present this comprehensive follow-up report. At that work session, our School Board engaged in an important and transparent discussion regarding the future of Edina Public Schools, our facilities, and our long-term strategic investments. The Board explicitly requested a deeper exploration of five key areas:

> **The underlying rationale** behind our facility and operational recommendations, supported by concrete enrollment, instructional, and space-utilization data.
>
> **The rigorous, multi-year process** used to arrive at these proposals.
>
> **How stakeholder voices**—including students, staff, parents, and community members—were captured and integrated.
>
> **How these recommendations address both immediate and foreseeable space bottlenecks.**
>
> **A clear strategic prioritization** of projects across our district.

This report answers those questions.

## The Referendum Journey: How We Got Here, Where We Are, and Where We Are Heading

Setting a long-term facility, safety, and academic vision for Edina Public Schools is not a single event or a sudden proposal; it is a continuous, multi-year governance process. The recommendation before the Board today is built upon documented facility audits, demographic studies, community sentiment surveys, and dozens of Board work sessions spanning multiple school years.

The historical record demonstrates that this Board and administration have methodically laid the groundwork for a Spring 2027 referendum over a 24 to 36-month period. [1]

**How We Got Here — A Multi-Year Foundation (2023–2026)**
The groundwork for our current referendum strategy spans three distinct phases of district leadership and Board engagement:

1. Establishing the Foundation (August 2023 – March 2025)
Under former Superintendent Dr. Stacie Stanley, the District initiated a comprehensive evaluation of physical security, facility constraints, and early childhood programming:

> **August 2023 & August 2024:** The Board received detailed school security updates and held its first formal retreat discussions regarding long-term bond funding.
>
> **Fall 2024 Work Sessions:** Across September, November, and December 2024, the Board reviewed preliminary facility reports outlining physical safety needs, career pathways, new construction costs, and Early Childhood and Family Center (ELFC) spatial deficits.
>
> **Early 2025:** The Board evaluated operational requirements for early learning and requested formal community survey work to gauge taxpayer support for various priority areas identified.

2. Interim Leadership & Board Mandate (April 2025 – June 2026)

In April 2025, Dr. Dan Bittman was appointed as Interim Superintendent. Upon taking office, the Board explicitly asked Dr. Bittman to maintain momentum and continue advancing planning toward a future referendum, with a primary mandate to address critical district-wide safety and security needs alongside physical space needs.

> **Summer & Fall 2025 Board Retreats:** The Board reviewed updated safety assessments, ELFC improvement outlines, and statutory referendum timelines, confirming behind-the-scenes preparation for a future ballot measure.

[1] According to Director Allenburg, the School Board first discussed a potential future bond/referendum in August and September 2024 (**Bond Background and Timing).** Footnote added 10.29.26

**Winter 2025 – Spring 2026 Re-Evaluation:** The administration delivered the 2025–2026 Strategic Safety & Security Mid-Year Report, conducted site barrier analyses, and engaged election experts to map statutory filing deadlines.
**April & May 2026 Community Feedback:** The District hosted various stakeholder engagement sessions, conducted staff consultations, and reviewed long-term financial modeling during Special Board meetings.

3. Permanent Leadership & Consensus Building (July 2026 – Present)
On July 1, 2026, Dr. Bittman officially assumed the role of permanent Superintendent, continuing the Board's request[2] with accelerated rigor:

**July 2026 Board Work Sessions & City Council Joint Meeting:** The administration presented detailed infrastructure evaluations, including municipal sanitary sewer limitations at Edina High School and land acquisition needs.

**August 10, 2026 Board "Reset" Work Session:** The Board reviewed comprehensive site options. During this session, individual Board members expressed support for exploring various package components—including safety & security, EHS teacher room-sharing solutions, middle school additions, and early childhood facility and land acquisition.

**August / September 2026 Scientific Survey:** To test community tax tolerance, the district commissioned a professional, district-wide residential survey by the Morris Leatherman Company.

**Part 2: Where We Are Today — Data, Community Support, & Clear Alternatives**

Today, the District stands at a mature, data-verified decision point:

**Scientifically Verified Community Support:** Results from the August/September 2026 Morris Leatherman residential survey confirm that the Edina community highly values district facility stewardship and strongly supports investments in physical security, capital technology, and instructional modernization. Crucially, the survey confirmed that the proposed $116.2M comprehensive package falls comfortably within verified resident tax tolerance.

**Exhaustive Data & Directives Responded To:** Following the September 14, 2026 Board work session, the administration delivered

[2] Modification requested, “Mandate” was changed to “request.” 10/29/26

extensive site-by-site justifications. This includes reducing the EHS 23 "floating teacher" workspace challenges through an $11.5M internal reconfiguration, establishing on-site Setting III Special Education spaces to address CEIS disproportionality reduction goals, and securing middle school immersion pathways.

**Part 3: Where We Are Heading — A Decisive Governance Choice**
Edina Public Schools has moved past the phase of open-ended discovery and is now in the final statutory alignment phase required for a Spring 2027 referendum.

By making a definitive governance decision this Fall, the Board will:

**Fulfill statutory timelines** established by the Minnesota Department of Education (MDE) for Review & Comment submission.

**Protect classroom operating funds** by creating a plan to shift technology and security capital costs out of the General Fund (if approved).

**Deliver on a 3-year promise to the community** to maintain Edina's standard of academic excellence, safety, and fiscal responsibility.

The administration has delivered the data, identified the trade-offs, and outlined clear decision pathways. The District is ready to move forward together.

---

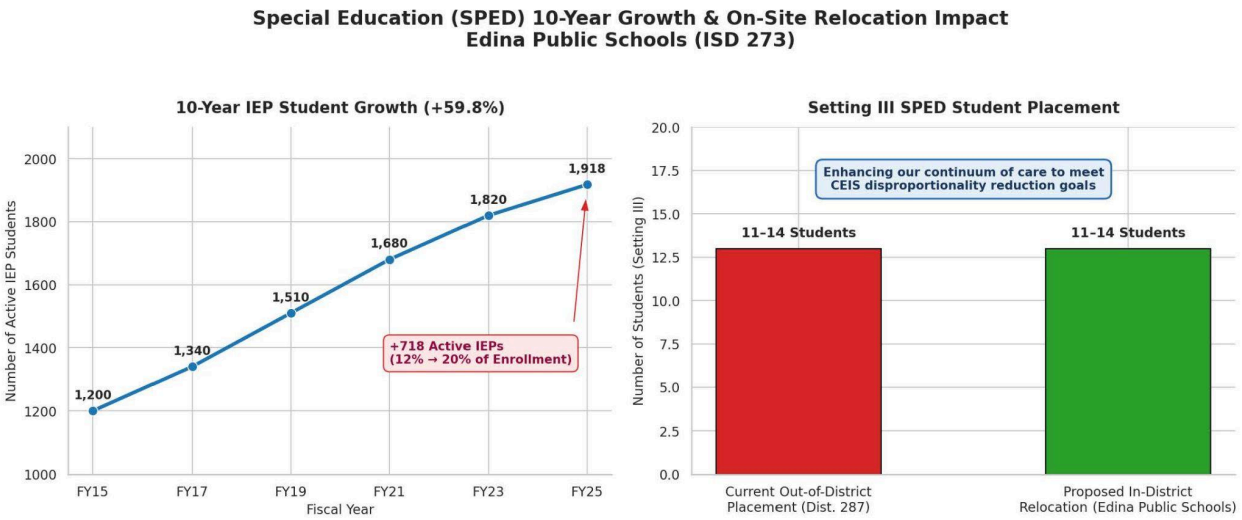
## A Strategic Framework Grounded in Educational Need

Our facility recommendations are not driven by an expectation of significant net district-wide enrollment growth. Rather, they respond to how space must be configured today to deliver contemporary, specialized, and equitable education. Over the past decade, educational demands have transformed:

**Special Education Continuum:** As evidenced by the Minnesota Department of Education Maintenance of Effort Report, District-wide Special Education identification increased by approximately 718[3]

[3] Students Served through IEPs (MDE - 2024-25); Students Served through IEPs (MDE 2014-2015)

students between FY2015 and FY2025, rising from approximately 12% to 20% of the district's total student population. As the needs of our students have grown, so has the need for appropriately designed learning environments. To better serve students within their home district, the proposed projects would create dedicated Setting III behavioral and sensory spaces within certain elementary and middle schools, spaces that are not currently available. The district typically serves approximately 10–15 elementary-aged students who require this level of support, including 11 students currently. These improvements would strengthen the district's capacity to serve these students within Edina rather than relying on out-of-district placements.




**Language Immersion Pathways:** To sustain our world-class immersion programming, Valley View Middle School requires dedicated capacity to support the 100–120 French Immersion students per grade level transitioning from Normandale Elementary, including 116 students in 2026–27 and 119 in 2027–28, without displacing core general education classes. Similarly, beginning in 2028–29, South View Middle School must

accommodate Countryside Elementary's Spanish Dual Language (SDL) cohorts, representing approximately 45 additional students per grade level beyond those who would normally transition to South View. Once fully implemented, this will add approximately 135 SDL students across the three middle school grade levels. The proposed projects would provide the additional capacity needed to accommodate this growth while preserving appropriate space for existing programming and general education needs.

**High School Classroom Quality & Teacher Mobility:** At Edina High School, 23 teachers across eight academic departments currently do not have consistently assigned classrooms and must move between instructional spaces throughout the school day. Given significant municipal sanitary sewer infrastructure constraints that limit opportunities for exterior expansion, the district recommends an $11.5 million strategic reconfiguration of existing interior space. The proposed improvements could create approximately 7–10 additional instructional spaces, reduce reliance on teacher mobility and room sharing, and modernize selected classrooms and learning environments to better support teaching and learning.

Some courses and instructional programs, including science, technology, engineering, arts, and mathematics, benefit from learning environments that differ from traditional classrooms. Flexible laboratory and instructional spaces can better support hands-on investigation, collaboration, project-based learning, demonstrations, specialized equipment, and other applied learning experiences. The specific spaces to be modernized would be determined through the design process based on instructional priorities and opportunities within the existing facility.

By improving and reconfiguring existing space rather than expanding the building's footprint, the district can address important instructional needs while maximizing the community's previous investment in Edina High School and improving the facility's long-term flexibility and functionality.

---

## Site-by-Site Summary of Proposed Investments

To address these functional space deficits across our system, this report details targeted, site-specific investments:

**Valley View Middle School (6,600 sq. ft. addition / ~$13.0M):** Provides one dedicated classroom to meet current French Immersion needs and creates two specialized classrooms for an on-site Setting III Special Education behavioral program, advancing equity requirements while reducing the need for students to be placed outside the district through Intermediate District 287.

**South View Middle School (23,400 sq. ft. addition / ~$25.0M):** Adds 9 full-size classrooms to establish the middle school Spanish Dual Language program, expand Special Education and/or speech/language support spaces, and support Community Education/Kids Club programming during non-instructional hours.

**Creek Valley Elementary School (9,000 sq. ft. addition / ~$12.2M):** Establishes flexible spaces, expands intervention, health, and administrative spaces, and incorporates expert recommended safety & security upgrades.

**Concord Elementary School (4,000 sq. ft. addition / ~$10.5M):** Completes deferred 2022A COP facility improvements, adding specialized student support space, a dedicated 10-person confidential meeting room for IEP teams, improved food service receiving logistics, and expanded Kids Club capacity.

**Kuhlman Stadium & District-Wide Safety (~$15.0M Stadium / $15.0M Safety):** Constructs a 10,000 sq. ft. two-story north-end facility enhancing safety & security infrastructure, providing permanent indoor restrooms, secure ticketing plazas, and accessible entryways.

---

## Stewardship, Value, and Long-Term Confidence

Every recommendation in this report balances uncompromised academic excellence with fiscal responsibility. By prioritizing internal space reconfigurations where appropriate, establishing multi-use spaces that operate beyond the traditional school day, and pairing capital bonds with a 1.4% Capital Technology Levy to protect General Fund classroom instruction, we ensure that every tax dollar is maximized.

As Superintendent, I share our administration's high confidence that these recommendations position Edina Public Schools to address immediate operational bottlenecks while building a resilient, adaptable facilities foundation.

A detailed evidence, data matrices, and site analyses is provided below.

---

Site-by-Site Facility Justification

# 1. Valley View Middle School

## Proposed Scope & Investment

### 6,600-square-foot addition | Approximately $13.0 million

The proposed investment at Valley View Middle School addresses two distinct but interconnected needs: providing adequate space to sustain French Immersion programming at the middle school level and creating specialized instructional environments to better serve Edina students with significant behavioral and special education needs within their home district.

The proposed addition is not primarily driven by overall enrollment growth. Rather, it responds to how programming and space are needed and used today to support specialized programming, student services, and instructional needs.

## French Immersion: Sustaining a Long-Term Program Opportunity

Each year, Normandale Elementary provides a stable cohort of approximately 100–120 French Immersion students per grade who transition to Valley View Middle School, including cohorts of 116 students in 2026–27 and a projected 119 students in 2027–28.

At the middle school level, maintaining a strong immersion program requires sufficient instructional space to provide French-language coursework while also accommodating the broader academic program serving all Valley View students. Current space limitations make it increasingly difficult to provide this programming without competing with general education for available classrooms.

The proposed addition would provide one additional classroom to accommodate current Edina French Immersion students, allowing the district to sustain the immersion programming while reducing pressure on classrooms needed for general education and other programming.

Importantly, this recommendation is intended to support the existing program and foreseeable student needs rather than assume future expansion.

## Special Education: Serving More Edina Students in Edina

Valley View also lacks purposefully designed space for intensive behavioral special education programming (Setting III), including appropriate instructional areas and adjacent motor, sensory, calming, and breakout spaces. These specialized environments are important to maintaining a continuum of special education services that enables the district to meet individual student needs and fulfill its responsibility to provide students with a free appropriate public education (FAPE). Creating appropriate Setting III spaces would strengthen the district's capacity to provide these services within our schools and support students in learning environments designed to meet their educational, behavioral, and sensory needs.

In addition, approximately 11–14 Edina students with complex behavioral needs are served outside the district through Intermediate District 287 annually. For students receiving intensive support at Valley View, the configuration of existing space can also require movement through common hallways to access separate breakout or regulation spaces.

Creating two additional classrooms at Valley View, purposefully designed for specialized programming, would expand the district's capacity to serve students with significant needs within Edina Public Schools when appropriate. This would allow more students to remain connected to their families, peers, and school community while also reducing reliance on, and costs associated with, out-of-district placements such as Intermediate District 287.

Thoughtfully designed spaces would also allow instruction, behavioral supports, movement, regulation, and de-escalation to occur in environments better suited to the individual needs of students while reducing impacts on surrounding instructional spaces.

## Equity and Early Intervention

The need is also connected to the district's broader work related to Coordinated Early Intervening Services (CEIS) and disproportionality in special education.

Creating appropriate in-district behavioral programming would support the district's ongoing efforts to address disproportionality, strengthen

early and intensive interventions, and expand opportunities to serve students within their home district. Providing appropriate learning environments is one component of a broader strategy focused on equitable access, effective intervention, and positive outcomes for all students.

## How the Proposed Addition Would Be Used

The approximately 6,600-square-foot addition would create the equivalent of three full-size classroom areas, with space designed around two primary programmatic needs:

- **Specialized Special Education Programming:** Flexible instructional and support space capable of accommodating intensive behavioral programming, including appropriate areas for instruction, movement, sensory needs, regulation, and individualized support.
- **French Immersion:** Additional instructional capacity to sustain secondary French Immersion programming without unnecessarily displacing general education classrooms.

This approach allows the district to address multiple needs through a single, strategically planned addition while maintaining flexibility as student and programmatic needs evolve.

## Benefits of Addressing the Need

The proposed investment would provide several long-term benefits:

- **Increase the district's capacity to serve students with intensive needs locally** when educationally appropriate.
- **Maintain a strong French Immersion program** from Normandale Elementary through the middle school years.
- **Provide learning environments intentionally designed for specialized instruction and student regulation**, rather than adapting spaces designed for other purposes.
- **Reduce competition for limited instructional space** between specialized programs and general education.
- **Support the district's equity and disproportionality work** by strengthening the continuum of supports available within Edina Public Schools.
- **Create greater flexibility** to respond to changing student, instructional, and programmatic needs over time.
- **Potentially reduce reliance on costly out-of-district placements** as additional appropriate in-district capacity becomes available.

### Consequences of Delay or Inaction

Without additional space, the underlying programmatic challenges at Valley View would remain unresolved. French Immersion and other programs would continue to compete for limited instructional space, and the district would have limited capacity to establish appropriately designed on-site programming for students requiring intensive behavioral support.

This would mean continued reliance on out-of-district placements for some Edina students, continued pressure on existing classrooms and specialized spaces, and fewer opportunities to serve students with significant needs within their home district and school community.

### Administration's Assessment

The proposed Valley View investment is a targeted response to identifiable programmatic and student needs rather than an expansion based primarily on enrollment. It creates sufficient additional capacity to sustain French Immersion programming, strengthens the district's continuum of special education services, and provides greater flexibility to serve students appropriately within Edina Public Schools.

By addressing these needs together, the proposed addition represents an opportunity to make a long-term investment that supports student belonging, program sustainability, equitable access, responsible stewardship, and flexibility for the future.

---

# 2. South View Middle School

### Proposed Scope & Investment

**23,400-square-foot addition | Approximately $25.0 million**

The proposed investment at South View Middle School addresses both anticipated enrollment growth and evolving programmatic needs. Beginning in 2028–29, approximately 45 additional students per year will transition to South View through the Spanish Dual Language (SDL) program, resulting in approximately 135 additional students once three grade-level cohorts are enrolled. The proposed addition would provide the instructional space capacity necessary to accommodate this growth while supporting the continuation of Spanish Dual Language programming, creating and improving spaces for specialized student services and supports, including

Setting III programming, and providing flexible space that can serve students and families during and beyond the traditional school day.

The recommendation reflects not only the additional students South View is expected to serve, but also the range of instructional and student support spaces needed to serve students effectively. As enrollment increases with the addition of the Spanish Dual Language program and specialized programming needs expand, additional capacity will help preserve appropriate space for general education, electives, special education, student services, and other programming. This investment will also provide greater flexibility to adapt spaces and programming as student needs evolve over time.

## Spanish Dual Language: Creating a Sustainable Middle School Program

Beginning with the 2028–29 school year, the first Spanish Dual Language (SDL) cohort from Countryside Elementary, currently projected at approximately 45 students, will transition to sixth grade at South View. Subsequent cohorts are projected at approximately 45 students annually.

The transition represents an important next step in creating a continuous Spanish Dual Language program within Edina Public Schools. At the middle school level, sustaining an effective dual language program requires sufficient instructional capacity to accommodate language-based coursework while preserving access to the broader middle school experience, including core instruction, electives, specialized services, and other learning opportunities.

The proposed addition would provide the instructional capacity needed to accommodate SDL at South View while reducing competition for existing classrooms and preserving flexibility for general education and other programming. Rather than addressing the needs of a single incoming cohort, the investment is intended to establish a sustainable space solution as successive SDL cohorts move through the middle school program.

## Special Education and Specialized Student Supports

South View's space needs also extend beyond Spanish Dual Language. District-wide, the number of students receiving special education services increased by approximately 718 students between FY2015 and FY2025, with the district's special education identification rate increasing from approximately 12 percent to approximately 20 percent.

As student needs have increased and services have evolved, South View has limited purposefully designed space for specialized instruction and supports

(i.e. Setting III). Speech and language services, resource programming, sensory and regulation needs, individualized instruction, and other specialized services often require smaller, flexible spaces that allow students to receive appropriate support without unnecessarily competing with general classroom instruction.

Additional space would strengthen South View's ability to provide a continuum of services within the school, allowing instructional environments to better match student needs while reducing pressure on offices, shared areas, and other spaces not primarily designed for instruction.

Importantly, the proposed space would be designed with flexibility in mind. Student needs and educational practices will continue to change, and flexible instructional environments provide greater opportunity for the district to adapt programming over the useful life of the facility.

## Community Education and Extended-Day Learning

The proposed addition also creates opportunities to maximize the community's investment beyond the traditional school day.

Community Education, including Kids Club, summer enrichment, and other youth programming, relies on available school facilities to serve students and families. Current space constraints can limit the district's ability to expand programming or appropriately accommodate small-group and individualized activities.

The proposed classrooms would be designed primarily to address school-day instructional and programmatic needs while also providing flexible capacity that can support Community Education, enrichment, and out-of-school-time programming during evenings, summers, and other non-instructional periods.

This shared-use approach allows the district to maximize the value of its facilities by creating spaces that can serve multiple purposes and populations throughout the year.

## How the Proposed Addition Would Be Used

The approximately 23,400-square-foot addition would provide the equivalent of nine full-size classrooms along with supporting spaces, creating capacity that can be strategically allocated among several current and emerging needs:

- **Spanish Dual Language:** Instructional capacity necessary to support the transition and ongoing middle school programming for SDL students.
- **Special Education and Student Services:** Additional, more appropriate and flexible environments for specialized instruction, as well as certain intervention, speech and language services, sensory and regulation needs, and individualized student supports.
- **General Education and Electives:** Additional flexibility to protect access to core instruction and elective opportunities as specialized programs and services expand.
- **Community Education and Extended Learning:** Multi-use spaces that can support Kids Club, enrichment, summer programming, and other student and community uses outside the traditional instructional day.

The intent is not to permanently assign every new classroom to a single use, but to create sufficient capacity and flexibility for South View to respond to changing student, instructional, and programmatic needs over time.

## Benefits of Addressing the Need

The proposed South View investment would:

- **Create a sustainable middle school program for Spanish Dual Language students** as cohorts begin transitioning from Countryside Elementary in 2028–29.
- **Reduce competition for instructional space** among general education, specialized programs, student services, and electives.
- **Improve environments for students requiring specialized services and supports**, providing spaces more appropriately suited to individual and small-group needs.
- **Protect the breadth of the middle school experience** by providing greater scheduling and instructional flexibility.
- **Expand opportunities for Community Education and out-of-school-time programming** by creating spaces that can serve multiple purposes outside the school day.
- **Provide long-term adaptability**, enabling the district to respond to changing enrollment, student needs, programming, and instructional practices.
- **Maximize the community's investment** by designing spaces that can support multiple district purposes throughout the day and year.

## Consequences of Delay or Inaction

Without additional capacity at South View, existing space constraints would become more significant as Spanish Dual Language cohorts begin transitioning to the middle school in 2028–29. The district would need to accommodate this programming within the existing building while continuing to provide general education, electives, special education, student services, and other programming.

This would result in greater competition for classrooms, increased reliance on shared or nontraditional instructional spaces, limited opportunities to continue teaming, reduced scheduling flexibility, and limitations on the district's ability to expand Community Education and summer programming.

Over time, continued space constraints could also limit the district's ability to adapt South View to evolving student and programmatic needs.

### Administration's Assessment

The proposed South View addition represents a proactive investment in program sustainability, appropriate student support, and long-term flexibility. While the transition of Spanish Dual Language to South View is an important driver, the recommendation addresses a broader set of instructional and operational needs.

Rather than designing space around a single program or moment in time, the proposed addition would create flexible educational capacity that can serve multiple purposes as the needs of students, programs, and the community evolve. In doing so, the investment helps position South View to support high-quality educational experiences for students today while providing adaptability for the future.

# 3. Creek Valley Elementary School

### Proposed Scope & Investment

#### 9,000-square-foot addition | Approximately $12.2 million

The proposed investment at Creek Valley Elementary School would address several interconnected facility and programmatic needs: strengthening safety and security, providing more appropriate space for specialized student services and academic supports, improving health and administrative spaces, and creating flexible multipurpose capacity that can support students and families during and beyond the traditional school day.

Unlike projects primarily driven by enrollment growth, the Creek Valley recommendation is largely about how existing space must serve today's educational, student support, safety, and operational needs. Over time, spaces originally designed for one purpose have increasingly been used to accommodate specialized instruction and services, creating competition for classrooms and limiting the flexibility available to students and staff.

## Safety and Security: Building Upon a Safe School Environment

Creek Valley is a safe school, and the district remains committed to continually strengthening its safety and security practices. Recommendations from local and national safety experts have identified opportunities to build upon existing measures and further enhance the physical environment and the district's comprehensive approach to school safety.

The proposed project would provide an opportunity to incorporate recommended safety and security improvements into a broader redesign of key building spaces, rather than approaching safety improvements independently from the school's overall facility needs.

This reflects the district's commitment to continuous improvement and recognizes that school safety strategies must continue to evolve as practices, technology, and student needs change.

## Instructional Space: Supporting the Full Range of Student Needs

Creek Valley's space limitations affect more than traditional homeroom classrooms. Today's elementary schools provide a broad range of specialized instruction and student supports, including Title I, Reading and Math Intervention, Multilingual Learning, Talent Development, and Special Education.

These services often require small-group, individualized, or specialized instructional environments. At Creek Valley, limited dedicated space means programs compete with general education for classrooms, rely on areas not primarily designed for instruction, or share spaces that must accommodate multiple programs and purposes throughout the day. This frequent sharing can limit consistent access to appropriate learning environments and require programs and staff to continually adapt around the availability of space.

The proposed addition would create greater capacity to provide specialized services in spaces better suited to student and instructional needs, preserve

classrooms for general education, and reduce the need for multiple programs to routinely compete for or share the same limited spaces.

Providing appropriate space for these services benefits the entire school. By reducing competition for classrooms and the need to repeatedly repurpose spaces throughout the day, Creek Valley would be better positioned to provide consistent, functional learning environments while still maintaining flexibility for spaces to serve multiple purposes when appropriate.

## Health, Administrative, and Student Support Spaces

The project would also address limitations within Creek Valley's health, administrative, and/or student support areas.

Elementary schools require spaces that accommodate a wide range of student, family, staff, and operational needs throughout the day. Health services, student interventions, meetings with families, individualized supports, and administrative functions all require spaces that can provide appropriate access, functionality, and privacy.

Improving and appropriately configuring these areas would help Creek Valley better support the day-to-day needs of students, families, and staff while improving the overall functionality of the school.

## Flexible Space

Creek Valley's facility needs also include flexible space capable of supporting activities that extend beyond traditional classroom instruction.

This project could create additional capacity for large- and small-group activities, student programming, enrichment, Community Education, and other uses that are difficult to accommodate when multiple activities depend upon the same limited spaces.

Importantly, this type of space would not serve a single program. Flexible design would allow the area to support different needs throughout the school day, after school, and during the summer.

This shared-use approach helps maximize the community's investment by creating space that can serve multiple educational and community purposes throughout the year.

## Community Education and Out-of-School-Time Programming

Creek Valley is also an important site for Community Education and Kids Club programming. Appropriate additional space would provide greater flexibility to support these programs during non-instructional hours while preserving spaces needed for school-day instruction.

As with the proposed additions at South View and Valley View, designing spaces for multiple purposes increases the long-term value of the investment and allows the district to respond more effectively as student, family, and community needs evolve.

## Benefits of Addressing the Need

The proposed Creek Valley investment would:

- **Build upon existing safety and security measures** and provide opportunities to incorporate recommendations from safety experts.
- **Increase appropriate instructional space for specialized student services**, including intervention, Multilingual Learning, Talent Development, and Special Education.
- **Reduce competition for classrooms** between general education and specialized programming.
- **Improve health, administrative, and/or student support spaces** to better accommodate the day-to-day needs of students, families, and staff.
- **Create flexible multipurpose capacity** for student activities, large- and small-group programming, enrichment, and other educational uses.
- **Increase flexibility for Kids Club and Community Education programming** outside the traditional school day.
- **Maximize the usefulness of the facility throughout the day and year** by designing spaces capable of supporting multiple functions.
- **Provide long-term adaptability** as student needs, programming, safety practices, and educational delivery continue to evolve.

## Consequences of Delay or Inaction

Without additional and reconfigured space, the underlying facility constraints at Creek Valley would remain unresolved. Specialized student services would continue to compete with general education and other programs for limited instructional space, and some services would continue to operate in areas not originally designed for their current purposes.

Health, administrative, intervention, and/or multipurpose space limitations would also remain, restricting the school's ability to efficiently accommodate

the range of services and activities expected within a contemporary elementary school.

In addition, identified opportunities to further strengthen safety and security through the proposed facility improvements would not be addressed as part of this project.

Over time, these constraints would provide the district less flexibility to respond to changing student, instructional, safety, and community needs.

### Administration's Assessment

The proposed Creek Valley investment addresses more than a need for additional square footage. It is intended to improve how the existing school functions for students, families, staff, and the broader community.

The project would provide more appropriate environments for specialized instruction and student services, strengthen safety and security measures, improve health and administrative functions, and create flexible capacity that can serve multiple purposes throughout the school day and year.

Taken together, these improvements would allow Creek Valley to use its available space more effectively while creating a safer, more flexible, and more functional learning environment capable of responding to student and programmatic needs well into the future.

---

# 4. Concord Elementary School

### Proposed Scope & Investment

#### 4,000-square-foot addition | Approximately $10.5 million

The proposed investment at Concord Elementary School would address previously identified facility needs that were deferred when resources from the 2022A Certificates of Participation (COP) project were redirected to support the establishment of Spanish Dual Language programming at Countryside Elementary.

As the district's largest elementary school, Concord supports a significant number of students, staff, families, specialized services, and out-of-school-time programs each day. The proposed project would address

several longstanding space and operational needs, including student support and special education spaces, confidential meeting and collaboration areas, staff space, food service and receiving operations, and flexible capacity that can support Kids Club and other programming beyond the traditional school day.

## Completing Previously Identified Facility Improvements

Facility improvements at Concord were included as part of the district's earlier 2022A Certificates of Participation planning. Those improvements were deferred as the district redirected resources to establish the Spanish Dual Language program at Countryside Elementary.

The proposed project provides an opportunity to return to those previously identified needs and complete priority improvements at Concord.

## Student Services and Specialized Learning Spaces

Like other elementary schools, Concord must accommodate much more than traditional homeroom instruction. Special education, intervention, individualized services, student regulation, collaborative problem-solving, and family and staff meetings require a variety of spaces throughout the school.

At Concord, limitations in dedicated student support and specialized spaces can require multiple programs and functions to compete for or share the same limited areas. Special education resource spaces also have limited access to adjacent areas appropriate for sensory, calming, or regulation needs.

The proposed project would create more appropriately designed and configured spaces for specialized student services while reducing the need for multiple programs to routinely compete for the same spaces.

The goal is not to eliminate flexible or shared use. Purposefully designed flexible spaces are an important component of schools. Rather, the project would provide greater capacity so spaces can be shared intentionally rather than simply because no appropriate alternative is available.

## Confidential Meeting and Collaboration Space

Concord also lacks an appropriately sized conference space to consistently accommodate larger student support, staff, and family meetings.

IEP teams and other collaborative groups may include families, educators, specialists, administrators, and other professionals. These conversations

benefit from environments that provide sufficient space, privacy, and functionality.

Creating appropriately sized meeting and collaboration space would better support confidential student and family conversations, interdisciplinary teamwork, and the day-to-day collaborative work necessary to serve students effectively.

This type of space would have value beyond any single program and could support a broad range of student, staff, and family needs throughout the school day.

## Staff and Operational Spaces

The proposed project would also address limitations in staff and operational areas.

Concord's staff lounge and other shared spaces are limited relative to the size and daily demands of the school. Improving these areas would enhance the overall functionality of the building and help ensure that instructional and student-support spaces are not routinely needed for functions better accommodated elsewhere.

The project would also address food service, delivery, receiving, and building logistics. Current loading and kitchen configurations create operational challenges in moving food, supplies, and materials through the building.

Improving the relationship among receiving, food service, storage, and building circulation would create a more functional and efficient operational environment while reducing potential conflicts between service activities and other school uses.

## Kids Club and Out-of-School-Time Programming

As the district's largest elementary school, Concord also serves substantial demand for Community Education and Kids Club programming.

Before- and after-school programming relies heavily on school facilities, creating an important opportunity to design space that serves students throughout more of the day and year.

Additional and reconfigured space would provide greater flexibility for Kids Club and other Community Education programming while reducing the need

for out-of-school-time programs to rely on classrooms and spaces configured primarily for daily instruction.

This does not mean every new space needs to be dedicated exclusively to Kids Club. Instead, the project can prioritize flexible, multi-use environments that serve school-day needs and transition effectively to Community Education and other purposes outside the traditional instructional day.

This approach helps maximize the community's investment by increasing the usefulness of the facility throughout the day and year.

## Benefits of Addressing the Need

The proposed Concord investment would:

- **Complete priority facility improvements previously identified but deferred** as district resources were redirected to other needs.
- **Improve specialized student service and special education spaces**, including environments that better accommodate individual and small-group needs.
- **Reduce competition for limited space** among instructional, specialized, operational, and support functions.
- **Create appropriately sized confidential meeting and collaboration space** for student, family, IEP, and staff needs.
- **Improve staff and shared spaces** to support the daily operation of the district's largest elementary school.
- **Improve food service, receiving, and building logistics** to increase operational functionality.
- **Create greater flexibility for Kids Club and Community Education programming** before and after school and during other non-instructional periods.
- **Maximize the community's investment through flexible use**, allowing spaces to serve multiple purposes throughout the day and year.
- **Provide greater long-term adaptability** as student, programmatic, and community needs continue to evolve.

## Consequences of Delay or Inaction

Without the proposed improvements, the facility needs previously identified at Concord would remain unresolved. Specialized services and other programs would continue to rely on limited shared spaces, and the school would continue to have constraints related to confidential meeting and collaboration space.

Existing limitations related to staff areas, food service and receiving operations, and building logistics would also remain. Kids Club and other out-of-school-time programs would continue to operate within the constraints of the current facility, limiting flexibility as student and family needs change.

Most importantly, delaying the project would continue the need to adapt spaces designed for one purpose to accommodate multiple competing functions, rather than creating an environment intentionally configured for the range of educational, student-support, operational, and community uses Concord serves today.

### Administration's Assessment

The proposed Concord investment represents an opportunity to complete previously identified facility improvements while addressing the contemporary needs of the district's largest elementary school.

The project is not primarily about adding capacity. Rather, it is about creating the right mix of spaces within the school: environments for specialized student services, confidential meetings and collaboration, staff and operational functions, and flexible areas that can support Community Education and Kids Club outside the traditional school day.

By addressing these needs together, the proposed project would improve the functionality of the entire building, reduce competition for limited spaces, and provide greater flexibility to serve students, staff, families, and the community for years to come.

---

# 5. Edina High School

### Proposed Scope & Investment

#### Internal Facility Reconfiguration | Approximately $11.5 million

The proposed investment at Edina High School focuses on reducing the number of teachers sharing classrooms, making effective use of the school's existing footprint to increase instructional capacity, improve specialized

learning environments, and improve the functionality of shared student spaces.

Unlike projects that add square footage, the recommended approach would strategically reconfigure existing interior areas to create additional classrooms and modernize instructional spaces without expanding the building's external footprint. This approach responds to current instructional and operational needs while recognizing significant infrastructure constraints associated with expansion of the existing facility.

## Classroom Capacity: Reducing Teacher Mobility and Improving Access to Instructional Space

Edina High School currently has 23 teachers who do not have their own classroom, including teachers in English, Math, Science, World Language, Special Education, Multilingual Learning, Family and Consumer Sciences, and Business. These teachers share instructional spaces and move between classrooms throughout the school day.

Some degree of shared classroom use can be an efficient facilities strategy. However, extensive reliance on room sharing and teacher movement reduces scheduling flexibility and limits consistent access to instructional spaces. The proposed internal reconfiguration would create approximately 7–10 additional instructional spaces, reducing the number of teachers who need to move among classrooms and providing greater flexibility in scheduling courses and programs.

Increasing access to appropriate instructional space would also provide greater opportunity for students to connect with teachers in consistent locations before, during, and after class and create more stable environments for instruction, planning, collaboration, and student support.

## Science and Specialized Instructional Environments

The proposed project also provides an opportunity to modernize selected science and specialized instructional spaces.

Science, Technology, Engineering, Art and Math courses often require different environments than traditional classrooms. Flexible laboratory and instructional spaces can better accommodate hands-on investigation, collaboration, project-based learning, demonstrations, specialized equipment, and applied learning experiences.

Modernizing selected spaces while reconfiguring the existing facility would allow the district to address multiple educational needs within the same overall investment.

## Working Within Infrastructure Constraints

Expanding the exterior footprint of Edina High School is not possible at this time due to infrastructure challenges associated with municipal sanitary sewer capacity. Through strategic internal reconfiguration, the district could increase instructional capacity and improve learning environments without adding gross square footage to the high school.

This approach represents an important principle underlying the broader referendum framework: before building more space, the district should first evaluate whether existing space can be used more effectively.

## Benefits of Addressing the Need

The proposed Edina High School investment would:

- Create approximately 7–10 additional instructional spaces through internal reconfiguration rather than exterior expansion.
- Reduce reliance on floating teachers and extensive classroom sharing, providing greater consistency for students and staff.
- Improve scheduling flexibility across academic and specialized programs.
- Modernize selected science and specialized instructional environments to better support hands-on and applied learning.
- Maximize existing district assets by creating additional educational capacity within the current building footprint.
- Avoid or reduce infrastructure challenges associated with exterior expansion while addressing identified instructional needs.

## Consequences of Delay or Inaction

Without internal reconfiguration, existing instructional space constraints would remain. A significant number of teachers would continue to share and move among classrooms, limiting scheduling flexibility and consistent access to instructional spaces.

Opportunities to modernize selected science and specialized learning environments would also be delayed.

### Administration's Assessment

The proposed Edina High School investment represents a strategic approach to getting more educational value from a facility the community has already built and supported. Rather than pursuing exterior expansion in the face of significant infrastructure constraints, the recommendation prioritizes reconfiguring existing square footage to better align the building with current and future educational needs.

The project would increase instructional capacity, reduce reliance on teacher mobility and room sharing, strengthen opportunities for science, and improve the functionality of common student spaces.

Most importantly, the proposed investment would help ensure that today's investment remains valuable for students well into the future.

---

# 6. Kuhlman Stadium and District-Wide Safety Infrastructure

### Proposed Scope & Investment

## Kuhlman Stadium North-End Facility | Approximately $15.0 Million

#### District-Wide Safety and Security Infrastructure & Bathrooms

The proposed investment would address two significant district-wide priorities: modernizing Kuhlman Stadium to improve accessibility, functionality, safety, and the experience of students and community members; and continuing to strengthen safety and security infrastructure across Edina Public Schools.

Together, these investments recognize that district facilities extend beyond traditional classrooms. Students, staff, families, and community members rely on athletics, activity, and shared spaces throughout the year, while effective school safety requires continued attention to facilities, systems, technology, and infrastructure across the district.

#### Kuhlman Stadium: A District and Community Asset

Kuhlman Stadium represents a longstanding investment by both Edina Public Schools and the broader community. It serves not only as an athletic venue, but also as an important gathering place for students, families, staff, alumni, and community members.

Historical data maintained by Edina Public Schools demonstrates the significant level of community use. Kuhlman Stadium welcomes an average of approximately 148,000 attendees annually, with participation in individual activities ranging from approximately 100 to 5,500 people. This sustained level of use demonstrates the stadium's importance to students and athletics as well as the broader community and reinforces the value of protecting and reinvesting in this significant public asset.

## Proposed North-End Facility

The proposed project would construct an approximately 10,000-square-foot, two-story facility at the north end of Kuhlman Stadium to address longstanding event, accessibility, visitor, and operational needs.

The project is intended to address several priorities, including:

- **Improved safety and security**, including a more intentional and controlled entry experience.
- **Improved accessibility** to better accommodate students, staff, families, spectators, and community members with differing mobility needs.
- **Permanent indoor restroom facilities**, reducing reliance on temporary portable facilities.
- **Improved entry and ticketing areas** to support more efficient management of home and visiting spectators.
- **Updated concessions and support spaces** to improve event operations.
- **A more functional north-end configuration** designed to better support the range and scale of activities and events held at the stadium.

## Protecting a Long-Term Community Investment[4]

With approximately 148,000 attendees using Kuhlman Stadium in an average year, improvements to the facility should be considered not only in terms of

[4] Kuhlman Stadium Attendance

athletics, but also through the lenses of accessibility, public safety, event operations, community use, and long-term stewardship.

Permanent indoor restrooms, improved entrances and visitor management, accessibility enhancements, and updated event-support spaces would provide benefits across the many activities and events that rely on the stadium. Investing in these core facility needs would protect a longstanding community asset while helping ensure Kuhlman Stadium remains safe, functional, accessible, and welcoming for current and future generations.

**Kuhlman Stadium - Average Annual Attendance**

| Season | Activity | Approx. Events/ Year | Avg. Participants-Spectators / Event | Avg. Total Annual Spectators |
|---|---|---|---|---|
| Fall | EHS Football (all levels) | 8-9 games | 3,500 - 4,000 | 24,000 |
| Fall | EHS Homecoming FB Game | 1 game | 5,000 - 5,500 | 5,000 |
| Fall | EHS Boys & Girls Soccer | 16-20 games | 400 - 1,000 | 16,000 |
| Fall | EHS Band Practice & Family Night | 6 events | 400 - 1,000 | 3,000 |
| Fall | EHS Boys and Girls Cross Country Time Trials | 3 events | 300-500 | 1,200 |
| Fall | EHS Hornettes Family Night | 1 event | 200-400 | 300 |
| Spring | EHS Boys & Girls Lacrosse | 14-16 games | 400 - 1,000 | 14,000 |
| Spring | EHS Track and Field | 4 - 6 meets | 600 - 1,500 | 6,000 |
| Spring | EHS Rugby | 4 - 6 games | 600 - 1,000 | 5,000 |
| Spring | CES Middle School Track | 4 Meets | 400 - 1,000 | 3,000 |
| Spring | Ultimate Frisbee | 2 - 4 games | 400 - 1,000 | 2,000 |
| Spring | Club Soccer | 15 practices/games | 300 - 600 | 5,000 |
| Spring | EHS Girls' Flag Football | 3 - 5 events | 400 - 1000 | 3,000 |

| | | | | |
|---|---|---|---|---|
| Spring | MN Vixen Women's Football | 3-5 games | 500-1000 | 4,000 |
| Summer | Football Passing Leagues | 4 games | 200 - 400 | 1,400 |
| Summer | Edina Special Olympics | 10-13 events | 200 - 400 | 3,100 |
| Summer | EHS Youth Football Camps | 15 days | 200 - 300 | 3,600 |
| Full Year | MSHSL State Sections and State Tournaments | 10 - 15 games | 1,500 - 3,000 | 29,500 |
| Full Year | CES Sports Camps and Clinics | 6-10 events | 200-400 | 2,400 |
| Full Year | Youth Associations (Football, Soccer, Lacrosse) | 40 – 60 games | 100 – 250 | 12,500 |
| Full Year | Normandale/Concord/South View School Events | 4-6 events | 500-1000 | 4,000 |
| | | | **Total** | **148,000** |

## District-Wide Safety and Security Infrastructure

Separate from the Kuhlman Stadium improvements, the proposed referendum framework includes approximately $15 million for district-wide safety and security infrastructure.

School safety is not a single project or technology. It requires an ongoing, comprehensive approach that considers prevention, preparedness, physical environments, emergency response, communication, technology, cybersecurity, and recovery.

The proposed investment would provide the district with capacity to continue strengthening safety and security across its schools and facilities based on identified needs, professional recommendations, evolving best practices, and changes in technology.

## Benefits of Addressing the Need

The proposed investments would:

- **Improve safety and security at Kuhlman Stadium**, including the functionality of entry and event-management areas.
- **Improve accessibility** for students, families, visitors, and community members.
- **Provide permanent indoor restroom facilities**, reducing reliance on portable facilities.
- **Improve ticketing, concessions, and event operations** for both home and visiting spectators.
- **Strengthen Kuhlman's functionality as a district and community gathering space.**
- **Provide resources for district-wide safety and security improvements** across schools and facilities.

- **Support responsible long-term stewardship** of district facilities and infrastructure.

## Consequences of Delay or Inaction

Without the proposed Kuhlman improvements, existing facility, accessibility, restroom, entry, and event-operation limitations would remain. The district would continue to rely on the current stadium configuration, including temporary solutions for some visitor needs.

Without additional district-wide safety infrastructure investment, identified improvements would need to be addressed through other available funding sources or deferred as the district balances safety needs with instructional, operational, and other facility priorities.

Over time, delaying these investments would limit the district's ability to systematically modernize safety infrastructure and address identified facility needs through a coordinated long-range approach.

## Administration's Assessment

The proposed Kuhlman Stadium investment is fundamentally about safety, accessibility, functionality, and responsible stewardship of an important district and community asset. The recommendation would replace temporary or constrained solutions with permanent infrastructure designed to better serve students and the community.

At the same time, the proposed district-wide safety investment recognizes that safe schools require ongoing attention rather than a one-time solution. Providing dedicated resources for safety and security infrastructure would allow Edina Public Schools to continue strengthening its physical environments and systems while maintaining flexibility to respond to evolving needs and recommended practices.

Together, these investments would help ensure that district facilities are not only educationally effective, but also safe, accessible, functional, and prepared to serve students.

## Core Project Classification & Long-Range Strategic Horizon

The proposed referendum framework is designed to address current facility and programmatic needs while positioning Edina Public Schools to adapt to changing educational, student, safety, and operational needs over the next decade. The recommendations are not driven by an expectation of significant

district-wide enrollment growth. Rather, they reflect the need to modernize existing facilities, accommodate changes in where and how students are served, support evolving educational programs, and create greater flexibility within the district's existing facility portfolio.

## Facility Modernization and Safety

A significant portion of the proposed investment focuses on modernizing and improving existing facilities rather than simply adding capacity. This includes reconfiguring older building footprints to better support contemporary teaching and learning, improving the functionality of instructional and student-support spaces, addressing accessibility needs, and strengthening safety and security infrastructure.

The objective is to ensure that existing district facilities remain safe, functional, adaptable, and capable of supporting educational practices and student needs that have changed considerably since many of these spaces were originally designed.

## Programmatic and Student-Support Capacity

The framework also responds to specific changes in educational programming and student needs. Proposed investments would provide capacity to support the continuation of French Immersion and Spanish Dual Language at the middle school level, strengthen the district's continuum of special education services, offer innovative opportunities for student learning, and provide greater flexibility for Community Education and out-of-school-time programming.

Importantly, these investments are intended to create flexible environments rather than spaces narrowly designed around a single program or current need. This approach allows facilities to evolve as student needs, instructional practices, technology, and programming change over time.

## Enrollment: District-Wide Stability with Building-Specific Needs

The proposed framework is not based on an assumption of significant overall[5] district enrollment growth. However, district-wide enrollment trends do not tell the entire facilities story.

Individual schools may experience changes in enrollment, program placement, or the number and types of specialized services they provide. South View, for example, is expected to accommodate additional students as

[5] 2025-2026 Enrollment and Class Size Report

successive Spanish Dual Language cohorts transition to middle school. Other facilities require additional or reconfigured space because the type of space needed to appropriately serve students has changed, even when overall enrollment has not increased.

For this reason, long-range facility planning must consider not only how many students the district serves, but where students are served and the types of learning environments, programs, and specialized supports they require.

## Addressing Today's Needs While Preparing for Tomorrow

The recommendations are intended to address identifiable needs that exist today and in the foreseeable future while avoiding solutions that are so narrowly designed that they become obsolete as conditions change.

Current challenges include extensive classroom sharing and teacher mobility at Edina High School; limitations in specialized instructional, intervention, and special education spaces; competition among programs for limited space; constraints on Community Education and out-of-school-time programming; and opportunities to further strengthen safety, security, accessibility, and building functionality.

At the same time, the proposed investments are intended to establish a durable, adaptable facilities foundation for the next decade. Flexible spaces, strategic modernization, and responsible use of existing facilities will allow the district to respond to future changes in enrollment, programming, educational practices, technology, safety needs, and community expectations without assuming that today's conditions will remain unchanged.

## Strategic Rationale

The proposed framework represents a shift from asking simply, "Do we have enough square footage?" to asking a more important long-range question:

> Do Edina Public Schools have the right spaces, in the right locations, configured in ways that allow us to safely and effectively meet the educational, programmatic, and operational needs of students today while remaining adaptable for the future?

The administration's assessment is that the proposed recommendations provide a comprehensive approach to addressing identified needs while maintaining flexibility for changing conditions. The goal is not to build for growth that may not occur, but to responsibly modernize and adapt the facilities the community has already invested in, add targeted capacity where

demonstrated needs exist, and position those facilities to serve students and the Edina community well into the future.

## Governance Pathways & Strategic Referendum Options

Over the past 24-36 months, Edina Public Schools has conducted facility audits, demographic analyses, stakeholder interviews, and scientific community sentiment surveys. In response to Board inquiries following our September 14, 2026 work session, the administration has delivered data detailing our physical space deficits, Special Education continuum requirements, security needs, and fiscal controls.

To meet Minnesota Department of Education (MDE) Review & Comment statutory deadlines for a potential May 2027 referendum, the Board must transition from exploratory analysis to an explicit governance decision. To assist the Board in reaching consensus, the administration presents four strategic decision pathways for consideration. Each pathway outlines the scope, estimated financial impact, operational problems resolved, and unresolved community and facility risks.

---

## Option 1: Full Strategic Referendum Framework (Presented as Option 3 at the September 14 Work Session)

**Overview:** Proceed with the comprehensive, balanced package that all seven Board members previously supported exploring.

**Scope & Components:**

**Safety, Security & Technology:** ~$15M Safety Bond + 1.4% Capital Tech Levy increase (~$2.38M annually)

**Instructional Capacity & Modernization:** Edina High School internal reconfiguration (~$11.5M), South View Middle School Addition (~$25M), Valley View Middle School addition (~$13M), Creek Valley Addition (~$12.2M) and Concord Elementary Addition (~$10.5M).

**Strategic Asset Preservation & Land:** Land acquisition for future development ($14M) and Kuhlman Stadium safety & security upgrades and modernization (~$15M).

**Note**: In addition to the current proposal and as presented to the School Board on September 14, 2026, district staff would ask the school board to consider the seating and bleacher enhancements, which would add approximately $2,450,000.

**Estimated Total Capital Investment:** ~$116.2M (Estimated tax impact: ~$14 per month on a median $800,000 home).

**Operational Problems Resolved:**

Subject to stakeholder feedback and final design, provides dedicated classroom space for 7–10 additional teachers, reducing the number of "floating teachers" to 13–16.

Establishes dedicated on-site Setting III Special Education spaces for approximately 11–14 students, supporting CEIS disproportionality reduction goals while strengthening programming, reducing the need for Setting IV referrals, and supporting successful student transitions back to district schools.

Provides dedicated middle school classrooms for French Immersion and Spanish Dual Language students.

Fulfills deferred 2022 COP commitments at Concord.

Secures 5+ acres for future development.

Protects General Fund operating dollars by cost-shifting eligible staffing, security and technology expenses into the Tech Levy.

**Trade-Offs & Governance Considerations:** Represents the highest total dollar ask of options presented previously, but falls directly within the tax tolerance verified by the August/September 2026 Morris Leatherman community survey.

## Option 2: Targeted & Phased Implementation

If the Board determines that a comprehensive package exceeds current community appetite or feels like they would like more or different information before deciding on some or all of the facility recommendations, the Board could select one of three targeted, scaled-back options:

**Option 2A: Safety & Security Focus Only**

**Scope: $15M of initial infrastructure related expenditures + 1.4% Capital Technology Levy to sustain investments over the next 10+ years**

**Estimated Capital Investment:** ~$15.0M.

**Problems Resolved:** Provides additional staffing to support students and provide technological expertise (i.e. cybersecurity), upgrades physical life-safety systems (i.e. PA systems, thumb-turn locks, EHS cellular amplification, security cameras) and protects General Fund operating dollars via the Tech Levy.

**Unresolved Risks & Deferred Needs:** Leaves 100% of physical classroom space deficits unaddressed. EHS continues with 23 floating teachers; Special Education students remain in out-of-district placements; middle school immersion programs face severe space bottlenecks.

**Option 2B: Safety, Security & Strategic Land Acquisition**

**Scope:** $15M of initial infrastructure related expenditures + 1.4% increase to Capital Technology Levy, and Strategic Land Acquisition ($14.0M).

**Estimated Capital Investment:** ~$29.0M Bond.

**Problems Resolved:** Addresses immediate physical security, protects General Fund operating capacity, and secures 5+ acres for future development.

**Unresolved Risks & Deferred Needs:** Provides zero classroom or facility relief for K-12 buildings, leaving EHS, middle school immersion, and elementary deficits unmitigated.

**Option 2C: Core Consensus Package (Safety, Tech Levy, Land & High-Need Facility Additions)**

**Scope:** $15M of initial infrastructure related expenditures + 1.4% Capital Technology Levy to sustain investments over the next 10+ years + Land acquisition ($14M), EHS internal reconfiguration ($11.5M), and targeted middle school Special Education/immersion additions at Valley View ($13M) / South View ($25M).

**Estimated Capital Investment:** ~$78.5M.

**Problems Resolved:** Addresses top safety, operating fund protection, land preservation, high school floating teachers, and high-priority Special Education/immersion bottlenecks.

**Unresolved Risks & Deferred Needs:** Defers elementary additions (Creek Valley and Concord COP fulfillment) and Kuhlman Stadium safety & security and modernization to future capital cycles.

---

### Option 3: Maintain Status Quo / No Referendum Action

**Overview:** Defer all referendum authorization and take no capital package to voters in May 2027.

**Estimated Capital Investment:** $0.

**Problems Resolved:** Zero immediate tax impact on Edina property owners.

**Unresolved Risks & Operational Consequences:**

**General Fund Erosion:** Without a Capital Tech Levy, technology and security operational costs continue draining General Fund dollars.

**Escalating Out-of-District Costs:** Lack of local Setting III Special Education suites requires ongoing, costly tuition and transportation payments to District 287.

**Operational Degradation:** 23 EHS teachers continue sharing spaces and do not have their own classroom space; Security and instructional space deficits remain at Creek Valley Elementary School.

### Option 4: Process Pause & 18-Month Comprehensive Re-Study

**Overview:** Pause current referendum planning and initiate an extended 18-month re-evaluation process aimed at placing a referendum on the Fall 2028 ballot.

**Estimated Capital Investment:** Delayed.

**Problems Resolved:** Provides additional time for Board deliberation, comprehensive facility audit, and secondary community engagement.

**Unresolved Risks & Operational Consequences:**

**Construction Inflation Penalty:** Because a Fall 2028 referendum would shift project bidding and construction start dates by approximately 2–3 years, 4%–5% annual construction inflation would add an estimated $6–10M to a $100M package for identical scopes of work. At an estimated 4%–5% annual construction inflation rate, delaying a $116M infrastructure package by 24 to 36 months adds an estimated $9.5 - 18.3M in escalated building costs for identical scopes of work.
**Loss of Strategic Land Opportunities:** A 18-month delay risks losing prime 5+ acre parcels currently available in Edina to private developers.

**Compounding Space Bottlenecks:** Pushes high school floating teacher relief, middle school SDL arrival (2028–29), and Special Education facility solutions out to 2029–2030 at the earliest.

Decision Pathway Summary Matrix

| Governance Option | Estimated Capital Investment | Tax Impact ($800K Home) | Safety & Security Addressed? | EHS Floating Teachers Reduced | Special Education and Immersion space needs met? | Land secured for future development | Construction Inflation Risk |
|---|---|---|---|---|---|---|---|
| **Option 1: Full Framework** | ~$116.2M + Tech Levy | ~$14/mo | Yes | Yes | Yes | Yes | Low (May 2027) |
| **Option 2a: Safety & Security Only** | ~$15.0M + Tech Levy | ~$10/mo | Yes | No | No | No | High (Deferred) |
| **Option 2b: Safety and Land** | ~$29.0M + Tech Levy | ~$11/mo | Yes | No | No | Yes | High (Deferred) |

| | | | | | | | |
|---|---|---|---|---|---|---|---|
| **Option 2c: Board's Choice to Explore** | ~$78.5M + Tech Levy | ~$12/mo | Yes | Yes | Yes | Yes | Moderate |
| **Option 3: Status Quo** | $0 | $0 | No | No | No | No | Severe |
| **Option 4: Re-Study** | Deferred | Deferred | Deferred | Deferred | Deferred | Deferred | Severe |

## Superintendent's Recommendation & Next Steps

To satisfy MDE Review & Comment filing timelines for a May 2027 election, the administration requests that the School Board adopt one of the following formal actions at the November Board meeting:

- **Direct the administration** to prepare final ballot resolution language for Option 1 (Full Framework) or Option 2C (Core Consensus Package) no later than November 9, 2026 for formal adoption on December 7, 2026.

- **Provide explicit direction** on any specific scope adjustments required to achieve full 7-member Board consensus.

## Appendix A:
## Questions from an Individual Board Member
## October 7, 2026

**School-by-school enrollment projections: The report explains that individual schools may experience changes in enrollment, program placement, and specialized services. What enrollment patterns does the district anticipate at each school, over what timeframe, and how do those projections support the proposed projects?**

While Edina Public Schools anticipates overall district-wide student enrollment to remain relatively stable, space deficits are driven by where and how students are served across individual buildings. Building-specific enrollment shifts are primarily created by language immersion feeder transitions, expanding Special Education identification (+718 IEPs district -wide), and specialized academic intervention services.

Here is the breakdown of anticipated enrollment patterns, timeframes, and how they support each proposed project:

---

1. South View Middle School: Spanish Dual Language Transition

**Anticipated Enrollment Pattern & Timeframe:** Beginning in 2028–2029, the first Spanish Dual Language (SDL) cohort from Countryside Elementary —projected at ~45 students per grade level—will transition into 6th grade at South View. As subsequent cohorts enter each year, South View will experience a direct net increase of ~135 SDL students across grades 6–8 once fully implemented.

**How Projections Support the Project:** Adding 135 immersion students alongside addressing Special Education support needs creates a severe classroom deficit. The proposed 23,400 sq. ft. addition (~$25.0M) provides 9 full-size classrooms. This ensures dedicated capacity for the SDL middle school pathway, creates space for Setting III Special Education and speech/language support, preserves general education and electives, and expands Community Education Kids Club care during non-instructional hours.

2. Valley View Middle School: French Immersion Feeder Stability

**Anticipated Enrollment Pattern & Timeframe:** Normandale Elementary generates a consistent, stable feeder cohort of 100–120 French Immersion students per grade entering 6th grade at Valley View each year (including 116 students in 2026–27 and a projected 119 students in 2027–28).

**How Projections Support the Project**: Maintaining secondary French Immersion requires sufficient dedicated classroom space so language coursework does not displace general education classes. The 6,600 sq. ft. addition (~$13.0M) creates 3 classrooms: 1 classroom directly meets the current French Immersion program need, while the remaining 2 classrooms establish an on-site Setting III Special Education behavioral

suite. This enables the district to serve 11–14 students locally rather than placing them in out-of-district facilities.

3. **Edina High School (EHS): Internal Classroom Mismatch & Teacher Mobility**

   **Anticipated Enrollment Pattern & Timeframe:** Overall student headcount at EHS is stable, but internal operational bottlenecks have created a major space crisis: 23 teachers across 8 academic departments currently lack dedicated classrooms and must travel between rooms throughout the day.

   **How Projections Support the Project:** Exterior building expansion is blocked by municipal sanitary sewer infrastructure limits (with no City sewer expansion planned until 2035). Instead of adding gross square footage, the district proposes an $11.5M internal facility reconfiguration. Reallocating existing interior space yields 7–10 dedicated teaching stations and modernizes certain Science-related and other spaces, reducing room-floating.

4. Creek Valley Elementary School: Specialized Service Growth & Space Deficit

   **Anticipated Enrollment Pattern & Timeframe:** Need is driven by expanding specialized student services—Title I, Reading/Math Intervention, Multilingual Learning (ML), Talent Development, and Special Education—which currently displace homeroom classrooms or operate in converted spaces.

   **How Projections Support the Project:** The proposed 9,000 sq. ft. addition (~$12.2M) creates flexible multipurpose capacity, expands certain intervention, health, and administrative spaces, and incorporates expert recommended security upgrades.

5. Concord Elementary School: Highest Elementary Headcount & Deferred Scope

   **Anticipated Enrollment Pattern & Timeframe:** As the district's largest elementary school, Concord manages a high daily volume of students, staff, families, and Community Education Kids Club care.

   **How Projections Support the Project:** The project completes facility improvements deferred from the 2022A Certificates of Participation (COP) plan, which were previously approved by the School Board, when funds were redirected to establish Countryside SDL. The 4,000 sq. ft. addition (~$10.5M) adds specialized student support spaces, creates a

10-person confidential meeting room for IEP teams, improves loading dock food service logistics, and expands Kids Club capacity.

**Valley View and South View: As Spanish Immersion was phased in at Countryside, continuous progress was phased out. Has the district fully accounted for the resulting change in enrollment at both middle schools? To what extent does South View's anticipated increase correspond with a decrease at Valley View? Would that decrease resolve or reduce the space concerns identified at Valley View?**

Yes, the district has accounted for building-specific enrollment shifts, but any enrollment decrease at Valley View does not resolve the space concerns identified at that site.

Here is how the report addresses these middle school enrollment patterns and why a shift in student numbers between schools does not eliminate Valley View's facility needs:

---

1. Accounting for the South View Enrollment Increase

The report explicitly accounts for the transition of Countryside Elementary's Spanish Dual Language (SDL) program to South View Middle School starting in 2028–2029.

Beginning with an initial incoming 6th-grade cohort of ~45 students, subsequent annual cohorts will add approximately 45 students per year.

Once fully implemented across grades 6–8, this program adds ~135 Spanish Dual Language students to South View.

To accommodate this programmatic growth alongside expanding Special Education needs, South View requires a 23,400 sq. ft. addition (9 classrooms).

---

2. Why an Enrollment Shift Does Not Resolve Space Concerns at Valley View

Even if student enrollment changes between the two middle schools, Valley View's facility needs are qualitative and programmatic, not driven by overall student headcount. A raw reduction in general student headcount at Valley View does not resolve its specific space bottlenecks for two core reasons:

French Immersion Classroom: Valley View receives a steady feeder cohort of 100–120 French Immersion students per grade level from Normandale Elementary (including 116 in 2026–27 and 119 in 2027–28). Delivering secondary

language immersion requires dedicated instructional space so language coursework does not displace core general education classes. Providing one dedicated classroom in the proposed addition fulfills this specific instructional space need.

Specialized Setting III Special Education Space: The remaining two classrooms of Valley View's proposed 6,600 sq. ft. addition are dedicated to establishing an on-site Setting III Special Education behavioral program. Currently, Valley View lacks a space with integrated sensory, motor, regulation, and calming breakout spaces. Because general classrooms cannot function as specialized behavioral spaces, 11–14 Edina students with complex behavioral needs must be placed out-of-district at places such as Intermediate District 287, and on-site dysregulated students must travel through public hallways to access remote breakout areas, often disrupting the education of others.

**Projected special education needs: The analysis describes historical growth but does not provide projections, including whether growth is expected to accelerate. What special education enrollment and service needs does the district anticipate? How are those projections informing accessibility, classroom configurations, therapy spaces, and support services at each building?**

While the district's overall student headcount is projected to remain relatively flat, special education enrollment and service needs have experienced significant growth and are anticipated to remain at or near today's elevated levels.

Over the past decade (FY2015 to FY2025), active Individualized Education Programs (IEPs) across Edina Public Schools grew by 718, increasing both the district's identification and IEP rates. For planning purposes, the district is not assuming a significant acceleration in the percentage of students identified for special education. Rather, facility planning assumes identification will remain near 20% or increase modestly, while the complexity and intensity of behavioral, sensory, social-communication, and other student support needs may continue to increase.

These assumptions are informing facility planning at the building level, including the need for appropriately sized and configured special education classrooms, accessible spaces, therapy and related-service areas, sensory and regulation spaces, and locations for small-group and individualized student support. The specific improvements recommended at each building reflect current space limitations as well as the district's expectation that elevated special education service needs may continue.

1. Middle Schools (Valley View & South View): Setting III Behavioral Spaces

**Current Gap:** Neither middle school currently possesses a dedicated, purposefully designed Setting III behavioral space. Dysregulated students currently must travel down public hallways to access remote breakout spaces, impacting student dignity and building safety. Consequently, 11–14 Edina students with complex behavioral needs are placed out-of-district at places such as Intermediate District 287.

**Proposed Configuration:**

**Valley View:** Two classrooms within the proposed 6,600 sq. ft. addition will establish an on-site Setting III space with integrated motor, sensory, regulation, and calming breakout spaces.

**South View:** The 23,400 sq. ft. addition incorporates dedicated Setting III spaces and flexible resource rooms for things such as speech/language therapy, sensory regulation, and small-group support.

**Impact:** Provides an integrated continuum of care that advances Coordinated Early Intervening Services (CEIS) disproportionality reduction goals and allows the district to host students back to their home district.

2. Elementary Schools (Concord & Creek Valley): Confidential Spaces & Classroom Parity

**Concord Elementary:** As the district's largest elementary school, Concord needs additional space to appropriately support students requiring Setting III behavioral services and the teams and families who support them. The proposed 4,000-square-foot addition would provide dedicated spaces for direct student support, as well as a 10-person confidential conference room where families, specialists, educators, and administrators can participate in IEP meetings in an appropriate setting.

**Creek Valley Elementary:** Specialized services (i.e. SPED, Title I, Multilingual Learning, and Intervention) currently displace general education homerooms or operate out of circulation areas. The 9,000 sq. ft. addition creates dedicated intervention and support spaces, restoring general classroom capacity.

**Accessibility vs. Compliance:** The district is shifting from technical ADA compliance toward meaningful physical inclusion.

---

3. High School & Transition 18–22 Programming

**Edina High School (EHS):** Special Education staff are among other floating teachers who currently lack assigned classrooms and/or who share instructional spaces. Internal space reconfiguration creates dedicated, stable teaching and support stations for instruction.

**Transition 18–22 Programming: 18–22 Transition Special Education Program & Facility Optimization:**

Currently, approximately 50 Edina students aged 18–22 with complex needs are not served within the district or are in out-of-district placements due to a lack of specialized local facilities.

Using referendum capital dollars to fund other facility enhancements preserves existing operating and local funds that would otherwise be required to address pressing special education facility needs.

Future Facility Consideration: An in-district 18–22 Transition program is not included in the current referendum proposal. The district is evaluating dedicated Transition program space as a future facility priority, potentially including home-living simulation, sensory and motor, and vocational work-experience spaces.

**Note**: The District can adjust enrollment of non-resident students as needed, providing flexibility to manage building capacity and ensure adequate space for programs, services, and the needs of Edina resident students.

**Creek Valley: The proposal identifies several possible uses for the additional space but does not clearly connect those uses to the recommended addition. What specific needs would the addition address, how much space does each require, and what current or projected data support the recommendation?**

**Conceptual Planning and Space Needs:** Because voter authorization has not occurred, detailed design and final space allocations have not yet been completed. The approximately 9,000-square-foot addition represents a conceptual footprint intended to address several identified facility needs while maintaining flexibility to determine the most effective configuration through a future design process.

**Dedicated Specialized Service Spaces:** Modern elementary instruction requires dedicated spaces for small-group instruction and specialized

student supports, including Title I, Reading and Math Intervention, Multilingual Learning (ML), Talent Development (TD), and Special Education (SPED).

Creek Valley currently lacks sufficient purpose-designed space for these services. Site-based special education rooms are overcrowded, with one of three spaces occupying a regular classroom. Limited access to bathrooms, sensory areas, and safe breakout spaces also makes it more difficult to support students when additional regulation support is needed. Other intervention and support programs compete for limited instructional space, resulting in crowded, shared, or repurposed environments.

**Health, Administrative, and Student Support Spaces:** The conceptual approach would expand the building near the main entrance, creating an opportunity to reconfigure the administrative and health office areas so they are more functional, appropriately configured, and supportive of a safe and secure school entrance.

**Additional Flexible Instructional Space:** The remaining space could provide traditional classroom spaces that could be used for intervention, special education, or other instructional and student-support needs. Another option could be relocating the staff lounge into the addition, allowing the existing staff lounge, which was formerly a classroom, to return to instructional use. This flexibility allows the district to respond to evolving student and program needs as detailed design decisions are made.

**Building Safety and Entry Security:** Expanding and reconfiguring the main entrance also provides an opportunity to improve the functionality, safety, and security of the school's primary entry and administrative area.

**Space Breakdown and Allocation:** At this stage, assigning specific square footage to individual uses would be premature because detailed design has not occurred. The approximately 9,000-square-foot addition should therefore be understood as a flexible planning concept rather than a final room-by-room design. If authorized, the design process would determine the appropriate allocation among administrative and health services, instructional and specialized programming spaces, and other identified building needs.

**Flat Enrollment Context:** Creek Valley’s enrollment is projected to remain stable at ~527–540 students. This confirms that the project is not

driven by net enrollment growth, but by a functional room deficit per student created by evolving educational delivery.

**Facility Parity Deficit:** A comparative facilities audit across all six Edina elementary schools confirms that Creek Valley is the sole site without a dedicated multipurpose room.

**District-Wide Special Education Growth:** District-wide Special Education active IEPs grew by +718 students between FY2015 and FY2025 (rising from ~12% to ~20%). This growth in specialized caseloads directly drives the physical room requirements for small-group intervention and sensory regulation at Creek Valley.

**Cascading Classroom Pressure:** District facility audits indicate that the lack of dedicated space for specialized and non-homeroom services creates a "cascading impact" across Creek Valley. When these services must use spaces intended for other purposes, pressure increases throughout the building, resulting in shared staff spaces and service areas that are not appropriately sized to accommodate students, families, and staff.

**Concord: The proposal references previously identified IEP needs. Has the district analyzed both current and anticipated needs at Concord? What specific space or accessibility needs have been identified, and how would the proposed project address them?**

Yes. The Concord project reflects needs that were previously identified and resulted in a project that was reviewed and approved by the School Board. The project was later deferred as the District prioritized needs at Countryside Elementary. In returning to the Concord project, District administration reviewed the previous information and met with appropriate Concord staff and administration to confirm that the identified needs remain and continue to be a priority. Architects and engineers were then engaged to evaluate how District Setting III behavior program needs for the elementary schools could be addressed and to develop the proposed scope, estimated costs, and feasibility.

**High school: If the primary need is additional science space, could long-term maintenance funding be reallocated to address it?**

The question of whether Edina High School should remain in the referendum proposal is an appropriate one for the Board to discuss. The Board has previously identified the number of teachers without dedicated classrooms as a concern and a priority to address. In response, the Board directed administration to work with the District's architects and engineers to evaluate

potential renovation options, associated costs, and impacts. That work was completed and previously presented to the Board for consideration.

At that time, administration also communicated that it was not prepared to recommend moving forward with any specific option without first engaging appropriate stakeholders. The amount currently included in the referendum proposal reflects the estimated cost developed by the architects for the option identified for further consideration; it should not be viewed as a final project scope or design.

Any project ultimately brought forward would be further developed through stakeholder engagement and would require School Board consideration and approval. It is also anticipated that a project could involve a combination of referendum funding and Long-Term Facilities Maintenance (LTFM) resources. While some elements could potentially be addressed through LTFM alone, doing so would require redirecting resources currently planned for other important facility projects included in the District's Board-approved two- and ten-year facilities plans submitted to and approved by the Minnesota Department of Education.

**Technology levy: Why is the technology levy absent from this packet? My questions about funding future technology needs and media specialist staffing remain unanswered. How will those needs be evaluated and addressed in the levy proposal?**

Information regarding a potential technology levy has previously been presented to and discussed by the Board. At this point, one Board member has requested additional information, while other Board members have indicated that they have the information they need to continue considering the proposal.

Media specialist staffing has not been included in administration's technology levy proposals or recommendations. When two Board members previously asked whether additional media specialist staffing could be considered as part of a referendum, administration indicated that the District could further explore that option if it became a priority of a majority of the Board. At that time, the majority of the Board did not provide direction to include media specialist staffing as part of the referendum proposal.

Administration has also identified an important broader financial consideration related to the technology levy. Certain staffing, technology, security, and utility expenses currently supported by the General Fund may be eligible to be funded differently. Doing so could provide greater flexibility within the General Fund to help address reductions in state and federal funding that directly affect Edina programs and staffing.

As the Board continues its discussion, administration can provide additional information where requested. Ultimately, the scope of a potential technology levy, including whether the Board wishes to consider priorities beyond those already proposed by administration, should reflect the direction of the Board as a whole.

**I am concerned that the referendum has gotten in front of the board so many times without going through the finance committee, as that is a critical step in the process for any financial piece, let alone something this large. That committee will be able to provide very valuable insights and questions that the district and board need to think about. The entire board needs to understand that this has not been reviewed by the finance committee and why, as there is an assumption for proposals this large that it has been reviewed multiple times in committee first.**

The administration agrees with you regarding the Finance Committee and will bring this work to the committee. At the last Board meeting, the Board provided greater direction regarding the option it was most interested in exploring. That direction now allows us to provide the Finance Committee with more specific and accurate information regarding potential costs, funding, and tax implications. The committee has not met since that Board discussion, so this will be included at its next meeting.