Special Meeting

Tuesday, May 5, 2026 5:00 PM
ECC 350 and Virtual, 5701 Normandale Road, Edina, MN 55424

I. **Determination of Quorum and Call to Order**

II. **Approval of Agenda**

School Board Special Meeting
Tuesday, May 5, 2026; 5:00 PM
ECC Room 350

I. **Determination of Quorum and Call to Order**

II. **Approval of Agenda**

III. **Discussion**
   A. Long-Term Financial Planning and Potential Future Funding Considerations

IV. **Leadership Updates**

V. **Adjournment**

NOTE: School Board members may participate by interactive technology as permitted by Minnesota Statute 13D.02

III. **Discussion**	
III.A. Long-Term Financial Planning and Potential Future Funding Considerations	**Speaker(s):** Dr. Daniel Bittman, Superintendent

Board Meeting Date: 5/5/26

Title: Long-Term Financial Planning and Potential Future Funding Considerations

Type: Discussion

Presenter(s): Dr. Daniel Bittman, Superintendent

Description: This agenda item provides an opportunity for a preliminary School Board discussion related to long-term financial planning and anticipated future needs. The conversation will focus on maintaining a shared understanding of emerging priorities, including areas such as safety and security, aging facilities, building capacity and early learning.

Recommendation: No decisions or actions are planned at this time.

Desired Outcome(s) from the Board: This discussion is intended to support thoughtful governance and ensure adequate time for reflection before any potential options are considered further or brought forward for broader engagement.

Attachment(s): n/a

Edina Public Schools
DEFINING EXCELLENCE

Potential Referendum: Executive Summary

Presented by:
Dr. Daniel Bittman Superintendent
Mert Woodard Director, Finance and Operations

May 2026

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Introduction

Edina Public Schools is at a moment that will shape its direction for years to come. Enrollment patterns, instructional expectations, and community standards for school safety have evolved significantly over the past decade, placing increasing pressure on facilities that were largely designed for a very different educational and security environment. At the same time, the district has or plans to expand or reimagine early learning, special education, talent development and language programming, and student support services in ways that require more specialized space, better building design, and more modern safety infrastructure. The facilities and systems currently in place, while well maintained, do not fully align with the educational, operational, and security demands of today and tomorrow.

This executive summary outlines a comprehensive bond and capital projects levy referendum framework intended to address these needs in a financially responsible and programmatically coherent manner. The purpose of a potential referendum would be to take care of what we currently have in terms of students, facilities, and community expectations. The proposal combines targeted facility investments with staffing and technology enhancements to improve safety, increase capacity, and support new and evolving programs across the district. It also presents a range of financing options, tax-impact scenarios, and a statutory timeline for board action and voter approval, providing the School Board with a clear foundation for evaluating whether, when, and how to move forward with a community-supported investment in Edina's schools. The administration is confident that the construction projects and on-going financing recommendations it makes will serve the District well for the next 20 years.

SECTION 1

Purpose and Recommendation

This executive summary outlines a potential voter referendum package that includes:

- Add dedicated student and staff wellness, safety, security and cybersecurity staff capacity to implement and maintain an enhanced safety and security posture.
- Modernize districtwide safety and security technology (cameras, public announcement systems, access controls, notification systems, crisis detection and prevention systems, etc.) and establish sustainable funding for replacement cycles.
- The construction of a new Early Learning and Family Center (ELFC) designed for modern early childhood programming, safer family access, and superior design and aesthetics. Over the last several years, the District's resident student population has declined to 77% of total enrollment. While the District's total enrollment has not suffered due to its ability to attract students from other districts, declining birth rates will affect all sections of the metropolitan area — it is imperative that the District retains more of its residents to lessen the reliance on open enrollment. Enhanced early learning programming and facilities is a key strategy for doing that.
- Add space at Edina High School (EHS) to accommodate current and future specialized programming, alleviate cafeteria space inadequacy, and address current classroom shortages. Dozens of licensed staff do not have dedicated rooms for instruction, creating cascading effects on the schedule and implementation of programming. Multiple teachers are forced to share classrooms, and EHS has 4 fewer science classrooms and labs than the optimal level.
- Add space at South View Middle School to address a lack of dedicated classroom spaces for non-core curriculum programming including, but not limited to before/after school activities, talent development, multilingual learning, intervention, etc.
- Add space at Valley View Middle School to address a lack of dedicated classroom spaces for non-core curriculum programming including, but not limited to before/after school activities, talent development, multilingual learning, intervention, etc.
- Kuhlmann Stadium renovations to improve safety, separation of home and away fans, ticketing, concessions, restroom facilities, a more contiguous flow between the various athletic amenities on the campus, and add additional

bleachers for more seating.

- This process would require the District administration to advance a two-part referendum concept: (1) a school building bond for major capital construction and potentially initial safety technology purchases, and (2) a capital projects levy increase to fund ongoing safety technology lifecycle replacement and safety/security staffing for 10 years.

SECTION 2

Project Scope Overview

The conceptual scope is summarized below. Final scope would be refined through collaboration with the Board, staff, stakeholders, and the District's architect. Schematic design, cost validation, and community engagement will be priorities prior to Board action on a final ballot proposal.

Component	Preliminary Scope Elements	Notes
New Early Learning Center	Modernized early childhood facility; improved safety by separating early learners from all-ages traffic; optional gym/community space; departure from ECC creates potential space for Transition (18–22) programming.	Option A: ~90,000 SF standalone. Option B: ~138,000 SF with gyms. Option C: Remodel of ECC.
Elementary: Creek Valley	Secure entrance reconfiguration + additions; improved sightlines and controlled ingress/egress; additional flexible instructional/support space.	~9,000 SF addition.
Elementary: Concord	Previously-planned ~4,000 SF addition; loading dock improvements; potential office/courtyard reconfiguration.	~4,000 SF concept addition.
Edina High School	Addition to accommodate current and future specialized programming; alleviate cafeteria capacity constraints; address classroom shortages.	~26,000 SF (up to ~8 classrooms); larger ~66,000 SF adds up to 16.
South View MS	Additional space for non-core curriculum programming including before/after school activities, talent development, multilingual learning, intervention, etc.	~6,600–23,400 SF yielding 3–9 classrooms.
Valley View MS	Additional space for non-core curriculum programming including before/after school activities, talent development, multilingual learning, intervention, etc.	~6,600 SF yielding 3 classrooms.
Kuhlmann Stadium	New structure on the North end including indoor restrooms, home and away ticketing, modern concessions, flexible second-floor space.	~38,000 SF.
Safety & security technology	Camera modernization; PA/notification redesign; access control expansion; servers/software standardization; replacement cycle funding.	~$10M–$15M (to be validated).
Safety/security staffing	Add 4 roles: Cybersecurity, Security Systems, Physical Safety & Security, Behavior & Threat Assessment Coordinators.	Annual cost: ~$575K–$650K.

SECTION 3

Construction Feasibility

Several of the projects described in Section 2 require new construction on sites with limited available land or constrained municipal infrastructure. The administration and the City of Edina have been in constant communication to evaluate potential sites and address feasibility challenges. This section summarizes those findings.

Early Learning and Family Center — Site Search

There is an extreme lack of parcels available in the City of Edina large enough (more than 5 acres) to accommodate a new early learning facility. The administration has reviewed more than 20 sites in coordination with the City, evaluating each for parcel size, level of difficulty, assessed valuation, and overall feasibility. The sites reviewed span all areas of Edina and include district-owned land, City-owned parcels, houses of worship, office buildings, and potential assemblies of residential properties. The complete inventory is presented below.

Address	Acres	Difficulty	Hurdles	Valuation	Status
4401 W 76th St	3.5	Low	—	$0	Excess land for Fire Station #2
7600 Parklawn Ave	5.24	Low	Loss of tax base	$6,300,000	Office building; possible redevelopment
4200–4444 W 76th St	4.0	Low	—	$6,700,000	Two outdated flex buildings
4931 W 77th St	1.8	Low	Loss of TIF	$6,600,000	Hotel pad with parking garage
7401 Cahill Rd	3.23	Low	—	$4,300,000	Flex office warehouse
7125 Cahill Rd	3.98	Low	—	$3,700,000	Office/industrial
7001 Cahill Rd	4.26	Low	—	$7,000,000	Outdated strip center
7671 Cahill Rd	3.9	Low	—	$6,400,000	Flex office warehouse
5555 W 78th St	5.05	Low	—	$5,200,000	Flex office warehouse
5200 Willson Rd	3.25	Low	—	$5,800,000	Older office building
4500 W 50th St	4.08	Moderate	Loss of park	$0	Wooddale Park
5421 France Ave	2.68	Moderate	Uncertain	$0	St. Peters church/school
6600–6800 France Ave	21.69	Moderate	Prime tax base	$41,700,000	Southdale Office Center
7300 York Ave	9.24	Moderate	Eminent domain	$24,500,000	Edina Place Condos
7600 France Ave	6.65	Moderate	Buyer will resist	$13,600,000	Spartan Nash anchor
5730 Grove St	7.16	Moderate	Traffic impact	$0	Good Samaritan Church
5146 Eden Ave	3.0	Moderate	City contract	$0	City-owned parcel
4115 Grimes	4.69	High	Flood plain	$0	Weber Park area
59th & School Rd	3.25	High	Eminent domain	$8,200,000	13 houses, Normandale
6400 Tracy	8.29	High	No sewer	$0	Church, no sewer capacity
5700 Benton	4.31	High	Eminent domain	$9,800,000	11 houses, Countryside

5516 Vernon	3.0	High	Eminent domain	$4,400,000	6 houses, Highlands
5901 Lincoln Dr	17.29	High	Sewer + flood	$15,600,000	Older office, parking struct.
5780 Lincoln Dr	2.59	High	No sewer	$2,100,000	Older office building
8 Merilane	15.1	High	Traffic impact	$7,000,000	Residential neighborhood

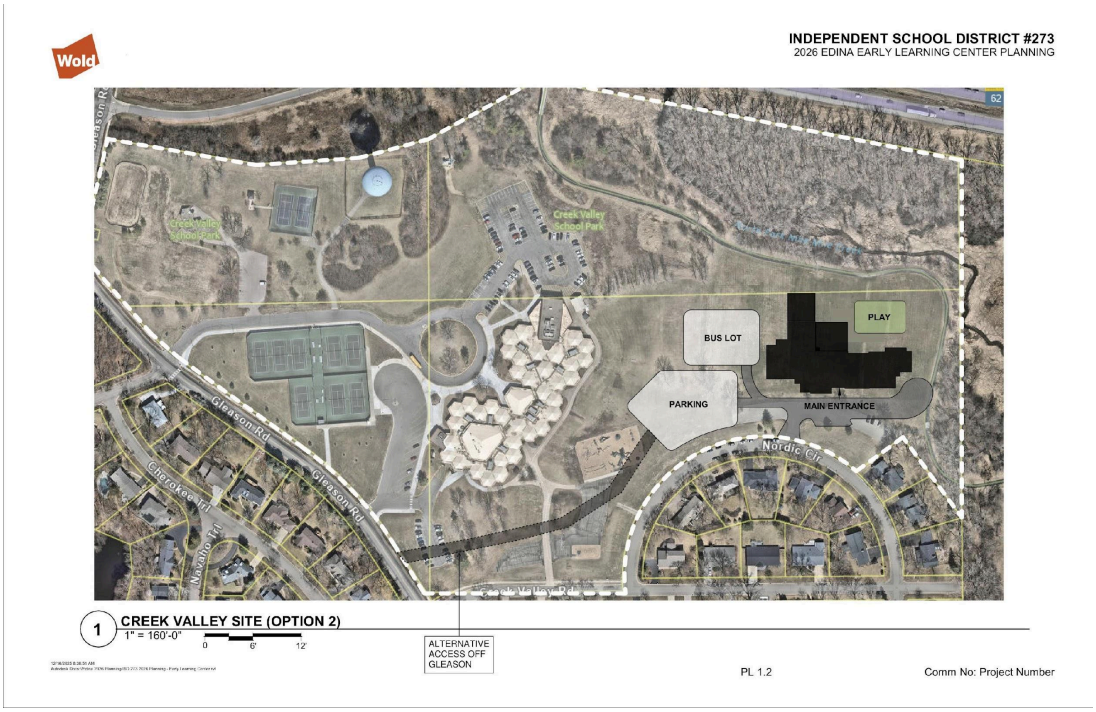
Source: City of Edina site search — Early Childhood Program, 5-acres with easy access (March 2026)

Among the non-district-owned sites evaluated, the property at 7600 Parklawn Avenue (5.24 acres) appears most favorable due to its parcel size, existing parking infrastructure, and proximity to Fred Richards Park. However, developers have expressed interest in converting the property from office space to tenant-owned senior living. Nothing has been finalized or advanced through the Planning Commission, and the administration remains in contact with the current owners.

Absent a viable non-district-owned acquisition, the best option is to construct on a district-owned site. Otherwise, the District may be forced to renovate the existing space at the Edina Community Center. Among district-owned sites, two represent feasible options from a pure acreage standpoint: Cornelia Elementary and Creek Valley Elementary. Both sites have more than 6.0 acres of available land for development, and potentially more if adjacent City-owned land is included.

Creek Valley Elementary Site

The Creek Valley site is likely not viable due to a lack of sufficient sewage capacity in that part of Edina. The City engineering department has informed the administration that only 10 sewage available charge (SAC) units are available, which translates to roughly 10 single-family homes at most — nowhere near enough to accommodate an educational facility of any significance. A preliminary site plan prepared by Wold Architects & Engineers is shown below for reference, though the sewage constraint remains unresolved.



Creek Valley Elementary site — preliminary test fit (Wold Architects & Engineers, December 2025)

Cornelia Elementary Site

That leaves Cornelia as the lone district-owned site with viable infrastructure. The Cornelia site is 14.3 acres with another 4.3 acres owned by the City immediately to the west and south. There is anywhere between 7.0–10.5 acres of land on the site to accommodate another facility, with the exact amount depending on a number of different factors. While no decisions or formal conversations have been had, the administration has had “test fits” applied to the parcel to visualize potential options:

Cornelia Elementary site — preliminary test fit, 138,000 SF concept

Edina High School — Sewage Infrastructure

Significant construction at the Edina High School campus may not be feasible due to a lack of sewage infrastructure and capacity. The City and administration are in constant communication, and the City continues to analyze long-term solutions.

Cost Escalators

Beyond land and infrastructure constraints, several regulatory and code-driven factors have the potential to materially increase construction costs across the referendum portfolio. These escalators are not reflected in the preliminary cost estimates presented in Section 4 and will require detailed validation during schematic design.

Storm Shelter Requirements

Minnesota adopted the 2018 International Building Code (IBC), which references the ICC 500 standard for storm shelter design. Under this code, any Group E occupancy (schools) with an occupant load of 50 or more — the equivalent of roughly two classrooms — is required to include a storm shelter capable of withstanding 250 mph winds as part of any new construction or building addition. The storm shelter must be sized to accommodate all occupants of the entire facility, not just the addition itself. This means that even a modest classroom addition can trigger a shelter requirement scaled to the full building population.

The structural, mechanical, electrical, and architectural hardening required to meet ICC 500 standards is substantial. Storm shelter construction requires reinforced walls,

hardened doors, ballistic-rated windows or storm shutters, independent ventilation, emergency power, and sanitation provisions. A joint study conducted by Wold Architects & Engineers, the District's Board-appointed architect, along with BKBM Engineers and Stahl Construction found that structural costs alone can more than double when a space is designed as a storm shelter compared to conventional construction. A rough rule of thumb is an additional $100 per square foot of construction, which can add up to 20% to total project costs.

This cost escalator is particularly pronounced for the smaller additions proposed at Concord, Creek Valley, South View, and Valley View, where the shelter square footage requirement may approach or exceed the size of the addition itself. For the new Early Learning and Family Center, the shelter requirement will be incorporated into the facility design from the outset, but it nonetheless adds meaningfully to the overall project budget. Wold has extensive experience integrating storm shelters into school designs in a way that maintains a welcoming learning environment — using consistent architectural language, natural light through storm-rated glazing, and multi-use spaces such as gymnasiums and classrooms that serve double duty as shelter areas.

Storm Water Management

The City of Edina is a highly developed community that has reached a point where any removal of pervious surface — such as green space, unpaved areas, or natural ground — triggers a requirement for the developer to furnish storm water management facilities. This applies to all new construction and building additions within the city, including school district projects.

Depending on the amount of pervious surface removed by a given project and the existing (or nonexistent) storm water management infrastructure on the site, construction costs can escalate significantly. Storm water solutions may include underground detention or retention systems, rain gardens, permeable paving, or other engineered systems designed to manage runoff volume and rate to meet current City code. Sites with little or no existing storm water infrastructure face the highest potential cost impact.

Each of the preliminary project cost estimates presented in Section 4 includes contingencies set aside for site work; however, those contingencies may not fully accommodate what is necessary to meet current storm water code requirements. It is very difficult to estimate these costs with precision before full project design, site surveying, and coordination with the City's engineering department. The administration will work with Wold Architects & Engineers and the City during schematic design to develop site-specific storm water management plans and refine cost projections accordingly.

SECTION 4

Preliminary Project Cost Estimates (Facilities)

Preliminary project costs reflect early planning estimates including construction and owner/soft costs. Cost estimates assume a November 2026 election and construction beginning the summer of 2028.

Project	Indicative SF	Preliminary Total Project Cost
Concord Elementary addition	4,000	$10,522,278
Creek Valley Elementary addition	9,000	$12,210,588
Edina High School – specialized programming & classroom capacity		
Option A: up to 16 classrooms	~66,000	$59,670,000
Option B: up to 8 specialty classrooms	~26,000	$29,296,250
South View MS		
Option A: 9 classrooms	~23,400	$25,112,550
Option B: 3 classrooms	~6,600	$13,010,850
Valley View MS	~6,600	$11,354,950
New Early Learning and Family Center		
Option A: facility with gyms & community spaces	~138,000	$104,678,750
Option B: standalone early learning facility	~90,000	$75,968,750
Option C: remodel of existing ECC	N/A	$44,869,813
Safety & security (PA, cameras, door security, vestibule hardening)	N/A	$10,000,000–$15,000,000
Kuhlmann Stadium Enhancement		
Option A	~38,000	$50,662,500
Option B		$35,700,000
Option C		$27,150,000
Subtotal Range – Facilities Projects		**$158,414,729–$289,211,616**

The subtotal range above assumes **all** projects are included in a single referendum package. The actual ballot proposal may include a subset of these projects depending on Board direction, community input, and financing capacity.

Administration's minimum recommendation: The administration's minimum recommendation would be for **$205,000,000** in bonding authority, which would accommodate safety & security infrastructure enhancements, a new standalone Early Learning & Family Center, and additions to Edina High School, South View, Valley View, Concord, and Kuhlman Stadium. These represent the most urgent priorities given current facility constraints and evolving security needs.

SECTION 5

Operating and Staffing Impacts

New or expanded facilities or security enhancements require operating capacity to protect the investment and sustain service levels:

- **Custodial/maintenance staffing** needed for a new standalone ELFC – approximately four custodial staff, estimated annual cost of $315,000–$330,000.
- **Ongoing safety/security and student/staff wellness staff** (4–6 positions) – estimated at $575,000–$720,000 annually including benefits.
- **Technology lifecycle replacement** – safety and security systems require planned replacement cycles. Sustainable levy funding is necessary to avoid future 'cliff' replacements.

SECTION 6

Financing Structure and Options

The district's current revenue structure does not accommodate the magnitude of the proposed investments; voter authorization would be required.

Financing Tool	Best Fit Uses	Key Considerations
GO School Building Bonds (voter-approved)	Purchase/installation of safety/security technology. Construction and renovation projects (ELFC, EHS, SV, VV, CC, CV, Kuhlmann Stadium).	Amortizes capital costs over 20+ years. Bond size should reflect final scope, escalation, contingencies, and inflation.
Capital Projects Levy Increase	Ongoing safety/security staffing; technology lifecycle replacement fund; potential pay-as-you-go capital needs. 10 years of authority.	Creates sustainable annual capacity. A 1.4% increase is estimated to generate ~$2.2M annually.

Structuring options include: (a) a single-question bond including facilities plus initial safety technology, paired with a levy increase; or (b) separate ballot questions. Administration will return with a recommended structure after scope and messaging refinement.

SECTION 7

Illustrative Tax Impact (Preliminary)

Estimated monthly tax impact for a home valued at $800,000, November 2026 election (taxes payable 2027), combining various bond sizes with a $2.2M annual capital projects levy increase (+1.4% to the existing capital project levy of 5.932%).

Scenario	Term	Bond/Mo	Levy/Mo	Total/Mo
$60M Bond + $1.6M Levy	20 yr	$2	$7	**$9**
$80M Bond + $1.6M Levy	20 yr	$3	$7	**$10**
$100M Bond + $1.6M Levy	20 yr	$4	$7	**$11**
$120M Bond + $1.6M Levy	20 yr	$5	$7	**$12**
$140M Bond + $1.6M Levy	20 yr	$6	$7	**$13**
$160M Bond + $1.6M Levy	21 yr	$8	$7	**$15**
$180M Bond + $1.6M Levy	22 yr	$10	$7	**$17**
$200M Bond + $1.6M Levy	22 yr	$13	$7	**$20**
$220M Bond + $1.6M Levy	22 yr	$16	$7	**$23**
$240M Bond + $1.6M Levy	22 yr	$20	$7	**$27**
$260M Bond + $1.6M Levy	23 yr	$25	$7	**$32**
$280M Bond + $1.6M Levy	23 yr	$30	$7	**$37**
$300M Bond + $1.6M Levy	24 yr	$34	$7	**$41**

Tax impacts will be updated as the Board narrows scope. The District currently finances a robust LTFM plan utilizing a significant yearly pay-as-you-go levy. This levy can be shifted into bonded debt, allowing a major voter-approved bond to not significantly increase overall school taxes for residents.

SECTION 8

Governance Process and Decision Timeline

Minnesota school building bonds require a state Review & Comment process and a statutory election timeline.

Milestone	Nov 3, 2026	Feb 9, 2027	Apr 13, 2027	May 11, 2027
Submit Review & Comment to MDE	Jun 16, 2026	Sep 22, 2026	Nov 24, 2026	Dec 22, 2026
Adopt Resolution (≥84 days)	Aug 11, 2026	Nov 17, 2026	Jan 19, 2027	Feb 16, 2027
Receive MDE Review & Comment	Sep 4, 2026	Dec 11, 2026	Feb 12, 2027	Mar 12, 2027
Board public meeting on MDE response	Aug 25, 2026	Dec 1, 2026	Feb 2, 2027	Mar 2, 2027
Publish Review & Comment (48–70 days)	Sep 16, 2026	Dec 23, 2026	Feb 24, 2027	Mar 24, 2027
Election Date	**Nov 3, 2026**	**Feb 9, 2027**	**Apr 13, 2027**	**May 11, 2027**

A November 2026 election provides the earliest viable path. Later dates allow additional time for design and engagement but delay project delivery.

SECTION 9

Key Risks, Constraints, and Considerations

- **Land availability:** See Section 3 (Construction Feasibility) for a detailed assessment of site availability, sewage capacity constraints, and ongoing coordination with the City of Edina.
- **Cost escalation:** Delaying a vote adds 5.0–10.0% per year. The Concord addition proposed in 2022 is now twice as expensive for the same scope.
- **Scope discipline:** Maintaining clear linkage between the community's highest-priority needs and the final ballot package.
- **Operational sustainability:** Ensuring student and staff wellness staffing, security staffing, and technology replacement cycles are funded.
- **Ballot structure:** Whether to bundle or separate facilities and security/operations for voter clarity; alignment with legal parameters for bond vs. levy.
- **Community engagement:** Surveys, listening sessions, and stakeholder advisory structures prior to final Board action.
- **Capital project levy authority:** There is no cap beyond what voters authorize. The District has many eligible costs currently paid from other funds. As of taxes payable 2026, the District produces $1,138 and $209 less per ADM than Hopkins and Richfield respectively. A 1.0% increase would still leave the District $956 short of Hopkins and $30 short of Richfield per ADM.
- **Peer district referendum activity:** Between FY2016–2026, neighboring districts authorized: Wayzata ($566M), St. Louis Park ($279M), Hopkins ($309M), Minnetonka ($85M), Richfield ($87M), Eden Prairie ($38M). Edina's total: $7M. Upcoming 2026 referenda include Wayzata ($496M, April 2026), St. Louis Park ($50M bond + levy increase from 4.287% to 10.127%), and Robbinsdale (~$550M, under Board consideration). The District's investment posture has been significantly more conservative.

SECTION 10

Recommended Next Steps (Board Action Path)

Administrative Recommendation: The administration believes the following to be required for the District's long-term success: $10,000,000–$15,000,000 in bonding authority to immediately implement safety & security equipment and technology upgrades, a 1.0% increase (~$1.6M annually) to the existing capital project levy to finance on-going safety, security, and wellness staff and related software and equipment replacement costs, the additions to both South View and Valley View middle schools, and a standalone Early Learning and Family Center.

- Confirm scope of projects and preferred referendum structure (bond + levy, including whether initial safety technology is funded through the bond).
- Initiate schematic design and cost validation for each major project component; identify phasing approach and disruption mitigation.
- Refine safety/security technology program standards and produce a detailed cost plan (including lifecycle replacement schedule).
- Confirm ongoing operating costs (custodial/maintenance staff, student and staff wellness staff, security staff, utilities) and determine levy funding requirements.
- Complete legal preparation: draft ballot language, coordinate with bond counsel, and prepare Department of Education Review & Comment submission materials.
- Identify an election date and backward-plan Board work sessions and community engagement milestones leading to formal Board actions.

IV. **Leadership Updates**

V. **Adjournment**