

C Community Development Committee

Meeting date: October 19, 2009

E Environment Committee

Meeting date: October 13, 2009

ADVISORY INFORMATION

Subject: City of Minnetonka *2010-2030 Comprehensive Plan Update*
Review File No. 20543-1
Tier II Comprehensive Sewer Plan

**District(s),
Member(s):** District 3, Councilmember Bob McFarlin

**Policy/Legal
Reference:** Minnesota Statute Section 473.175

Staff James P. Uttley, Principal Reviewer (651-602-1361)

Prepared/Presented: Phyllis Hanson, Mgr., Local Planning Assistance (651-602-1566)
Kyle Colvin, Engineering Services Asst. Manager (651-602-1151)

Division/Department: Community Development / Planning and Growth Management
Environmental Services / Engineering Services

Proposed Action

That the Metropolitan Council adopt the attached Advisory Comments and Review Record, and the following:

Recommendations of the Community Development Committee

1. Authorize the City of Minnetonka to put its 2010-2030 Comprehensive Plan Update into effect.
2. Adopt the advisory comments for transportation, surface water management and water supply as presented in those sections of the review record.
3. Advise the City of Minnetonka to participate in the Council's Redevelopment Monitoring program.

Recommendations of the Environment Committee:

Approve the City of Minnetonka's Tier II Comprehensive Sewer Plan.

ADVISORY COMMENTS

City of Minnetonka 2010-2030 Comprehensive Plan Update and Tier II Comprehensive Sewer Plan

Review File No. 20543-1 - Council Business Item No. 2009-372

The following Advisory Comments are part of the Council action authorizing the City to implement its *2010-2030 Comprehensive Plan Update* ("Update") and approving the City's Tier II Comprehensive Sewer Plan:

Community Development Committee

1. The City is reminded that Minnesota Statutes 473.864 requires the City to:
 - (a) Formally adopt the Update within nine months following Council action
 - (b) Submit two copies to the Council, and
 - (c) Submit a copy of the City Council Resolution adopting the Update following final action to the Metropolitan Council.
2. Local governmental units must adopt official controls as described in their adopted comprehensive plans and must submit copies of the official controls to the Council within 30 days after official controls are adopted. (Minn. Stat. § 473.865, subd. 1).
3. Local governmental units cannot adopt any official controls or fiscal devices that conflict with their comprehensive plans or which permit activities in conflict with the Council's metropolitan system plans. (Minn. Stat. §§ 473.864, subd. 2; 473.865, subd. 2). If official controls conflict with comprehensive plans, the official controls must be amended within nine months following amendments to comprehensive plans. (Minn. Stat. § 473.865, subd. 3).

Environment Committee

1. The Council-approved Tier II Comprehensive Sewer Plan becomes effective after the Update receives final approval by the City Council. After the Tier II Sewer Plan becomes effective, the City may alter, expand or improve its sewage disposal system consistent with the Council-approved Tier II Sewer Plan and the Update.
2. A copy of the City Council Resolution adopting its Update, including the Tier II Sewer Plan, must be submitted to the Council.

Background

The City of Minnetonka (City) is located in central Hennepin County, bounded by Chanhassen, Deephaven, Eden Prairie, Edina, Hopkins, Plymouth, Saint Louis Park, Shorewood, Wayzata and Woodland. Figure 1 shows the general location of Minnetonka and surrounding communities, and the City's *2030 Regional Development Framework (RDF)* designation, which identifies Minnetonka as a "developed" community. The *RDF* says that developed communities need to "accommodate growth forecasts through reinvestment at appropriate densities (5 units plus in developed areas and target higher density in locations with convenient access to transportation corridors and with adequate sewer capacity)." Figure 2 shows existing and planned regional systems in Minnetonka and the surrounding area.

Rationale – Standard of Review & Findings

1. Does the proposed Plan conform to Regional Systems Plans?
2. Is the Plan consistent with Council policies?
3. Is the Plan compatible with plans of adjacent governmental units and plans of affected special districts and school districts?

Conformance with Regional Systems Plans:

- | | |
|---|-----|
| 1. Regional Parks | Yes |
| 2. Transportation including Aviation | Yes |
| 3. Water Resources Management
(Wastewater Services and Surface Water Management) | Yes |

Consistent with Council Policy Requirements:

- | | |
|---|-----|
| 1. Forecasts | Yes |
| 2. Housing | Yes |
| 3. 2030 Regional Development Framework and Land Use | Yes |
| 4. Individual Sewage Treatment Systems (ISTS) Program | Yes |
| 5. Water Supply | Yes |

Compatible with Plans of Adjacent Governmental Units and Plans of Affected Special Districts and School Districts

- | | |
|--------------------------------|-----|
| 1. Compatible with other plans | Yes |
|--------------------------------|-----|

Funding

None

Known Support / Opposition

There is no known opposition.

REVIEW RECORD

Review of the City of Minnetonka 2010-2030 Comprehensive Plan Update

STATUTORY AUTHORITY

The *Metropolitan Land Planning Act (MLPA)* requires local units of government to submit comprehensive plans (plans) and plan amendments to the Council for review and comment (Minn. Stat. § 473.864, Subd. 2). The Council reviews plans to determine:

- *Conformance with metropolitan system plans,*
- *Consistency with other adopted Plans of the Council, and*
- *Compatibility with the Plans of other local jurisdictions in the Metropolitan Area.*

The Council may require a local governmental unit to modify any plan or part thereof if, upon the adoption of findings and a resolution, the Council concludes that the Plan is more likely than not to have a substantial impact on or contain a substantial departure from metropolitan system plans (Minn. Stat. § 473.175, Subd. 1).

Each local government unit shall adopt a policy plan for the collection, treatment and disposal of sewage for which the local government unit is responsible, coordinated with the Metropolitan Council's plan, and may revise the same as often as it deems necessary. Each such plan shall be submitted to the Council for review and shall be subject to the approval of the Council as to those features affecting the Council's responsibilities as determined by the Council. Any such features disapproved by the Council shall be modified in accordance with the Council's recommendations (Minn. Stat. § 473.513).

CONFORMANCE WITH REGIONAL SYSTEMS

Regional Parks

Parks and Trails

Reviewer: Jan Youngquist, CD – Regional Parks System Planning, (651-602-1029)

The Update is in conformance with the *2030 Regional Parks Policy Plan (RPPP)*. The Update acknowledges the Lake Minnetonka LRT Regional Trail, the Minnesota River Bluffs LRT Regional Trail and the proposed Highway 101 Regional Trail.

Transportation

Roads and Transit

Reviewer: Ann Braden, MTS – Systems Planning, (651-602-1705)

The Update is in conformance with the *2004 Transportation Policy Plan (TPP)*. The Update addresses all the applicable transportation and transit requirements of a comprehensive plan and is very detailed.

Minnetonka is well served by five principal arterials: TH 7, TH 62, TH 169, I -394, and I-494, which has recently been expanded, as well as by a number of "A" Minor Arterial Relievers and Expanders. The Update shows that Minnetonka is located within the Metropolitan Transit Taxing District. Minnetonka is within Market Area III. Service options for Market Area III include peak-only express, small vehicle circulators, midday circulators, special needs paratransit (ADA, seniors), and ridesharing.

Advisory Comment

- Several roads identified in the Update as "Collectors" are not identified as such on the Transportation Advisory Board's (TAB) Functional Classification map. To include these roads as "Collectors" on the TAB's map, the City needs to submit a request through the Technical Advisory Committee (TAC) Planning Committee, a process that is separate from the Update review.

- The transportation and transit elements of the Update are based on the *TPP* that was adopted in 2004, which showed Minnetonka in both Market areas II and III. In January, 2009 the Council adopted a new *TPP*, which now shows most of Minnetonka in Market Area IV (peak period express, general dial-a-ride); the northern section along I-394 in Market Area III (express, urban radial suburb locals, circulators, and general dial-a-ride), and the Opus pocket in the southeast part of the City in Market Area II (express, urban radial, urban cross-town and suburban local). The City is advised that its transit market area designations have changed and this will affect the level and type of transit service.

Aviation

Reviewer: Chauncey Case, MTS – Systems Planning (651-602-1724)

The Update is in conformance with the *TPP* and consistent with Council aviation policy.

Water Resources Management

Wastewater Service

Reviewer: Kyle Colvin, ES – Engineering Services, (651-602-1151)

The Update is in conformance with the *Water Resources Management Policy Plan (WRMPP)*. The Update summarizes the City's vision for the next 20 years or to year 2030. It includes growth forecasts that are consistent with the Council's forecasts for population, households, and employment.

Current wastewater treatment services are provided to the City by the Metropolitan Council Environmental Services. Wastewater generated within the City is conveyed to and treated at the Metropolitan Council's Blue Lake Wastewater Treatment Plant located in Shakopee. The City's wastewater conveyance service is provided by Council Interceptors 6-SS-670, 6801, 7016, 7018, 7073, and 7118. The City's Plan projects it will have 24,000 sewered households and 58,600 sewered employees by 2030. The Metropolitan Disposal System with its scheduled improvements has or will have adequate capacity to serve the City's growth needs.

The Update provides sanitary flow projections in 5-year increments. The rationale, for the projections, is given in the Update and determined appropriate for planning for local services.

Minnetonka has been identified as a community impacted by wet weather occurrences. The City is currently on the Council's list of communities having an I/I reduction goal. The City has committed to mitigate excessive I/I at levels equal to the Council's Surcharge amount. The City's I/I reduction plan includes monitoring to identify and eliminate sources of I/I, and to continue to administer and enforce City ordinance prohibiting clear water connections to the sanitary sewer system.

Tier II Comments

Reviewer: Kyle Colvin, ES – Engineering Services, (651-602-1151)

The Tier II Sewer Element of the Update has been reviewed against the requirements for Tier II Comprehensive Sewer Plans for developed communities. It was found to be complete and consistent with Council policies. Upon adoption of the Update by the City, the action of the Council to approve the Tier II Plan becomes effective. At that time, the City may implement its Update to alter, expand or improve its sewage disposal system consistent with the approved Tier II Sewer Plan. A copy of the City Council Resolution adopting its Plan needs to be submitted to the Metropolitan Council for its records.

Surface Water Management

Reviewer: Judy Sventek, ES – Water Resources Assessment (651-602-1156)

The Update is in conformance with the *WRMPP* for local surface water management. Minnetonka lies within the Minnehaha Creek, Nine Mile Creek, Riley Purgatory Bluff Creek and Bassett Creek watersheds. Minnehaha Creek and Nine Mile Creek Watershed Districts'

latest watershed management plan were approved by the Board of Water and Soil Resources in 2007. Bassett Creek Watershed Management Commission’s watershed management plan was approved in 2004 and Riley Purgatory Bluff Creek Watershed District’s watershed management plan was approved in 1997. Minnetonka revised its *Water Resources Management Plan (WRMP)* in 2008 and submitted that plan to the Council to review in July of 2008.

The *WRMP* was found to be consistent with Council policy and the Council’s *WRMPP*. The plan provides an excellent framework for the City to successfully manage its water resources. In addition, the plan does an excellent job of integrating the many diverse storm water programs and requirements such as impaired waters, non-degradation, quantifiable water quality goals, and wetland management.

Advisory Comment

The City needs to send the Council a copy of the final WRMP along with the date that the Riley Purgatory Bluff Creek Watershed District approved the plan and the date when the City adopted the final plan.

CONSISTENCY WITH COUNCIL POLICY

Forecasts

Reviewer: Dennis Farmer, CD - Research, (651-602-1552)

The Update is consistent with Council’s forecast expectations and regional policy.

Table 1 – Council’s System Statement Forecasts for the City of Minnetonka

	2000	2010	2020	2030
Population	51,102	51,500	51,500	53,500
Households	21,267	22,300	23,100	24,000
Employment	50,471	53,800	56,000	58,600

2030 Regional Development Framework and Land Use

Reviewer: Lisa Barajas, CD – Local Planning Assistance, (651-602-1895)

The Update is consistent with the *RDF*, which designates the City as a “Developed” community. The *RDF* directs Developed communities to maintain current infrastructure; renew and improve infrastructure, buildings, and land to provide for additional growth, particularly at centers along transit corridors; and to support developments that integrate land uses. Developed communities need to accommodate growth forecasts through development and redevelopment at higher densities of 5 units per acre or more.

The City directs future growth and redevelopment in Village, Regional, and Business Areas identified in the Update. These areas have access to infrastructure and services at a level to support mixed uses, higher densities, and increased intensity in development and redevelopment efforts. The Update further designates Neighborhood, Community, and Special Purpose Village Areas, providing additional strategies specific to different types of village areas, including policies to encourage a blend of uses, to increase residential densities, and to provide more choice in housing. The City has also established policies to increase connectivity in the community through transportation and recreational infrastructure in addition to linking open spaces and natural resources.

The City has planned for infill in redevelopment scattered on small sites throughout the community, in addition to areas referred to as “Major Change Sites.” The City is guiding the infill and redevelopment of the smaller sites mostly as Low Density Residential (2 to 4 units per acre) to fit in with existing neighborhoods and development patterns. Another 291 acres is guided for Medium Density Residential (4.1 to 12 units per acre) and some smaller Mixed Use Primarily Residential at a minimum of 12.1 units per acre. These areas have the potential for resubdivision or redevelopment as they have been identified as underdeveloped

or vacant properties. These areas result in a planned density of at least 3.0 units per netacre (see Table 2 below).

Table 2 – Density Calculation – Staged Development 2010-2030

Category	Density Range		Net Acres	Min Units	Max Units
	Min	Max			
Low Density Residential	2	4	433	866	1732
Medium Density Residential	4.1	12	242	992	2904
Mixed Use Primarily Residential	12.1	12.1	17.75	215	215
TOTALS			692.8	2073	4851
			Density	3.0	7.00

While the above infill and redevelopment shows a potential to accommodate at least 2,000 housing units, the City’s focus through 2030 will be in the redevelopment of the Major Change Sites identified in the Update. These areas represent a total of 881 acres with a mix of uses, including Industrial, High Density Residential, Commercial, and Office uses. The Update identifies 11 major change sites, including the Opus Business Park Regional Area in the southeastern corner of the City (Appendix IV – B Land Use Change Sites in the Update). Many of these sites contain some level of development, but are expected to redevelop or accommodate further development through 2030.

Of these 11 major change sites, six are planned to accommodate High Density Residential development at minimum densities of 20 or 30 units per acre in addition to other uses, depending on the site. As shown in Table 3 below, these six sites represent 293 acres of expected development or redevelopment through 2030, with approximately 95 of those acres allocated to residential development. The development of these areas will result in a net density of at least 22.8 units per net acre. The development of the Major Change Sites coupled with the potential for infill and redevelopment in other parts of the City as identified in Table 2 above results in a minimum net density of 5.4 units per acre for new development and redevelopment in the City.

Table 3 – Density Calculation for Major Change Sites

Site (as shown in Appendix IV – B)	Site Acres	% Residential	Residential Acres	Minimum Density	Units
Ca (12 acres, 90% Res)	12	0.9	10.8	20	216
Cc (13 acres, 80% Res)	13	0.8	10.4	20	208
F (18 acres, 50% Res)	18	0.5	9	30	270
G (22 acres, 80% Res)	22	0.8	17.6	30	528
I (28 acres, 80% Res)	28	0.8	22.4	20	448
Opus (25 Res acres, 500 planned units)	200	0.125	25.0	20	500
TOTALS			95.2		2170
			Major Change Sites Density		22.8

The proposed Southwest Corridor Light Rail Transit (LRT) corridor is expected to bisect the Opus site from north to south travelling between the City of Hopkins and the City of Eden Prairie. The Update indicates that 500 units are currently planned for this area, but this number may be changed as further station area studies are undertaken and LRT and land use plans are solidified. The Update discusses the City’s understanding for future development and redevelopment in this area, indicating the need for a revised master plan for the Opus Area to reflect the changing land uses resulting from the studies and to support the LRT. The Update indicates that it will likely be amended to reflect these new studies and master plans once completed.

Housing

Reviewer: Linda Milashius, CD – Livable Communities, (651-602-1541)

The housing element fulfills the affordable housing planning requirements of the *MLPA*. The Update acknowledges the City's share of the region's affordable housing need for 2011-2020 which is 378 units. The Update states that the City is nearly fully developed so infill development and redevelopment activities will be the primary ways to add new housing to meet the City's housing goals. To provide opportunities to meet these goals the Update indicates that approximately 10 acres of land will be guided for Mixed Use Primarily Residential, with a density of 12+ units per acre. Within specific designated infill and redevelopment areas, the Update shows the potential for the addition of 660 new housing units with 34 acres guided for mixed use/high density residential development (at 12+ units per acre), and 25 acres of mixed use/medium density residential (at 6+ units per acre).

The plan provides the implementation tools and programs the City will use to promote opportunities to address its share of the region's housing need. The plan provides an extensive list of the programs and resources the City has used and will use in addressing its affordable housing needs, including the use of CDBG, Land Dedication, TIF, and Housing Revenue Bonds. The City will continue to administer local, state and federal programs through its Economic Development Authority housing needs within the community. Minnetonka is an active participant in the Livable Communities Local Housing Incentives Account program and has applied for and received over \$2 million in grants through the LCA program.

Individual Sewage Treatment Systems (ISTS) Program

Reviewer: Jim Larsen, CD – Local Planning Assistance, (651-602-1159)

The Update is consistent with the *WRMPP* for ISTS. There are 12 remaining ISTS in operation, but no new systems are permitted to be sited in the City. City ISTS Code can be found in 'Public Utilities' Chapter 12, accessible on the City's website. The Update indicates that the City defers to Hennepin County to track ISTS maintenance management activities on the remaining systems in the City, but that the City's Community Development Department is responsible for coordination and enforcement of ISTS ordinances.

Water Supply

Reviewer: Sara Smith, ES – Water Supply Planning, (651-602-1035)

The Update is complete and the City's water supply plan (WSP) is consistent with the policies of the *WRMPP*.

Advisory Comment

The population projections presented on page 22 of Appendix X-A of the Update are inconsistent with the population projections presented II -17. The City needs to rectify this discrepancy. The Council recommends the City continue to implement conservation programs targeted at reducing residential water use.

Resource Protection

Historic Preservation

Reviewer: Jim Uttley, CD – Local Planning Assistance, (651-602-1319)

The Update contains a section on Historic Preservation as required by the *MLPA*.

Solar Access Protection

Reviewer: Jim Uttley, CD – Local Planning Assistance, (651-602-1319)

The Update addresses the subject of solar access protection as required by the *MLPA*.

Aggregate Resources Protection

Reviewer: Jim Larsen, CD – Local Planning Assistance, (651-602-1159)

The Update contains aggregate resources information as required by the MLPA. The Update indicates that several aggregate resource removal operations took place before significant development occurred in the City, and that any aggregate deposits that might remain are no longer available, as a result of urbanization. Minnesota Geological Survey Information Circular 46 information concurs with the City's determination.

Plan Implementation

Reviewer: Jim Uttley, CD – Local Planning Assistance, (651-602-1361)

The Update includes a description of:

- | | |
|----------------------------------|-----|
| • Capital Improvement Program | Yes |
| • Zoning Code | Yes |
| • Subdivision Code | Yes |
| • ISTS Codes | Yes |
| • Housing Implementation Program | Yes |

COMPATIBILITY WITH PLANS OF ADJACENT GOVERNMENTAL UNITS AND PLANS OF AFFECTED SPECIAL DISTRICTS AND SCHOOL DISTRICTS

The City submitted the 2030 Update to adjacent local units of government, school districts, counties and special districts for comment in September 2008. Minnetonka received responses from the Three Rivers Park District, Minnehaha Creek Watershed District, Bassett Creek Watershed Management Commission and the cities of Plymouth and Saint Louis Park. There do not appear to be any compatibility issues with plans of adjacent governmental units and plans of affected special districts and school districts.

DOCUMENTS SUBMITTED FOR REVIEW:

The submittal is 408 pages and included:

- Cover letter from Loren Gordon, City Planner to Phyllis Hanson, April 9, 2009
- City Council minutes of August 25, 2008
- 2008 Comprehensive Plan Update Transmittal Form
- 2010-2030 Comprehensive Plan (400 pages)
 - Acknowledgements
 - Purpose and Summary
 - Table of Contents
 - Chapter 1, Strategic Framework
 - Chapter 2, Regional Setting and Demographics
 - Chapter 3, Overall Policies and Growth Strategy
 - Chapter 4, 2030 Land Use Plan
 - Chapter 5, Housing Plan
 - Chapter 6, Resource Management Plan
 - Chapter 7, Parks, Open Space and Trail Plan
 - Chapter 8, Transportation Plan
 - Chapter 9, Economic Development and Redevelopment
 - Chapter 10, Public Sanitary Sewer and Water System Plan
 - Chapter 11, Strategic Services Time Capsule

ATTACHMENTS

Figure 1: Location Map with 2030 Regional Development Framework Planning Areas

Figure 2: Regional Systems

Figure 3: Existing Land Use Map

Figure 4: 2030 Land Use Plan

Table 4: Existing and Planned Land Use Table in 5-year Stages

Figure 1 - Location Map and 2030 Regional Development Framework Planning Area, City of Minnetonka

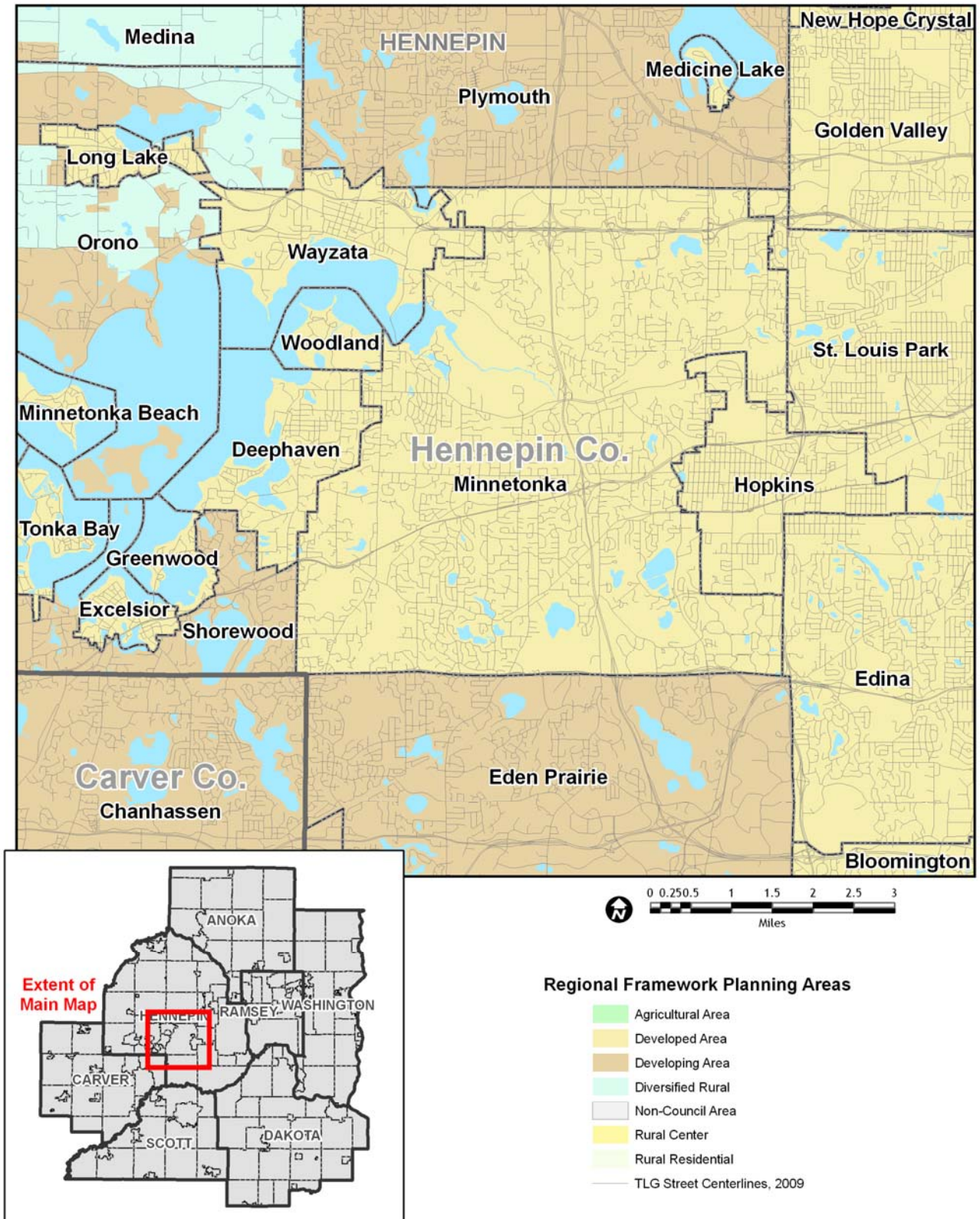


Figure 2 - Regional Systems, City of Minnetonka

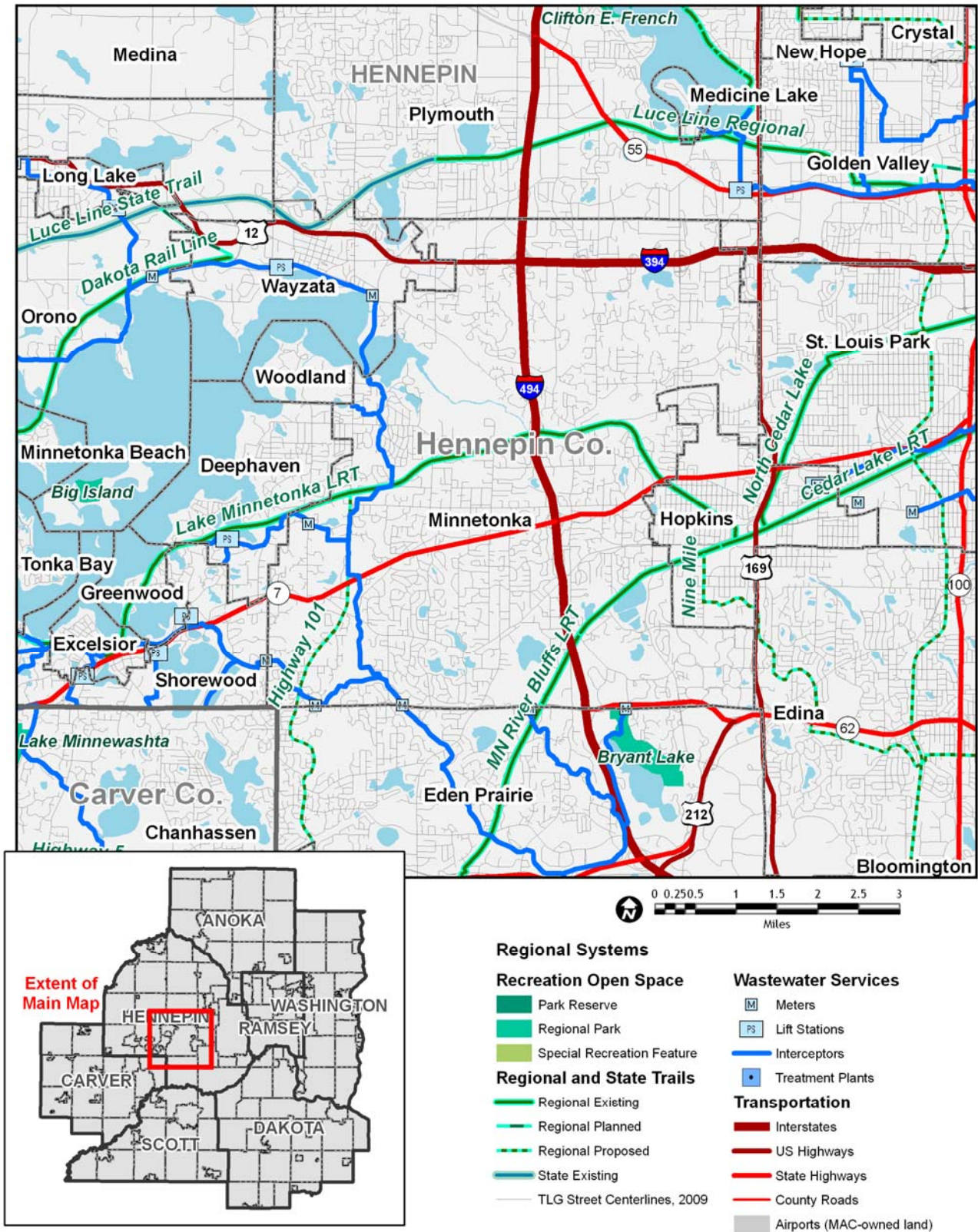


Figure 3 - Existing Land Use, City of Minnetonka

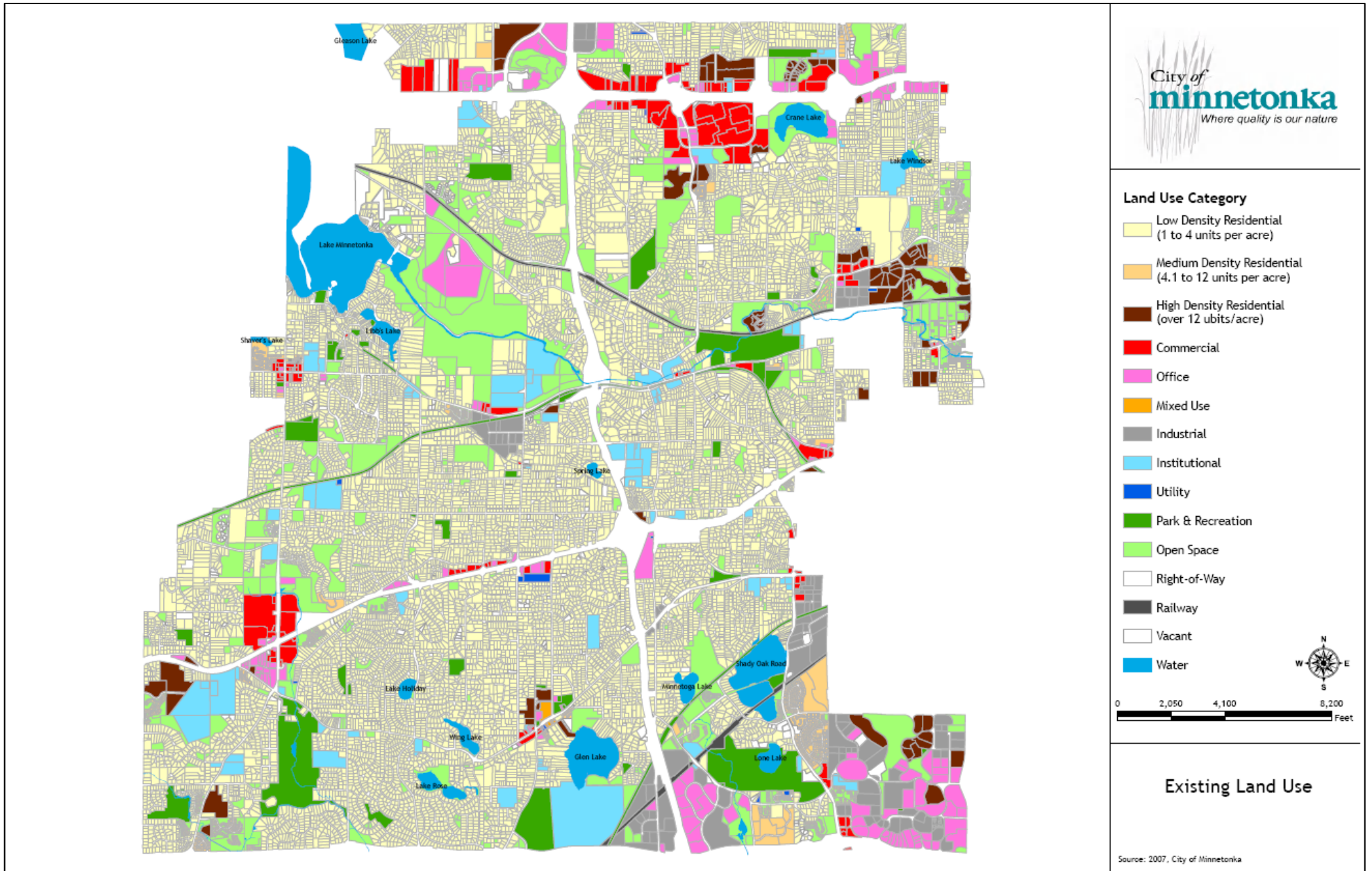


Figure 4 - 2030 Land Use Plan, City of Minnetonka

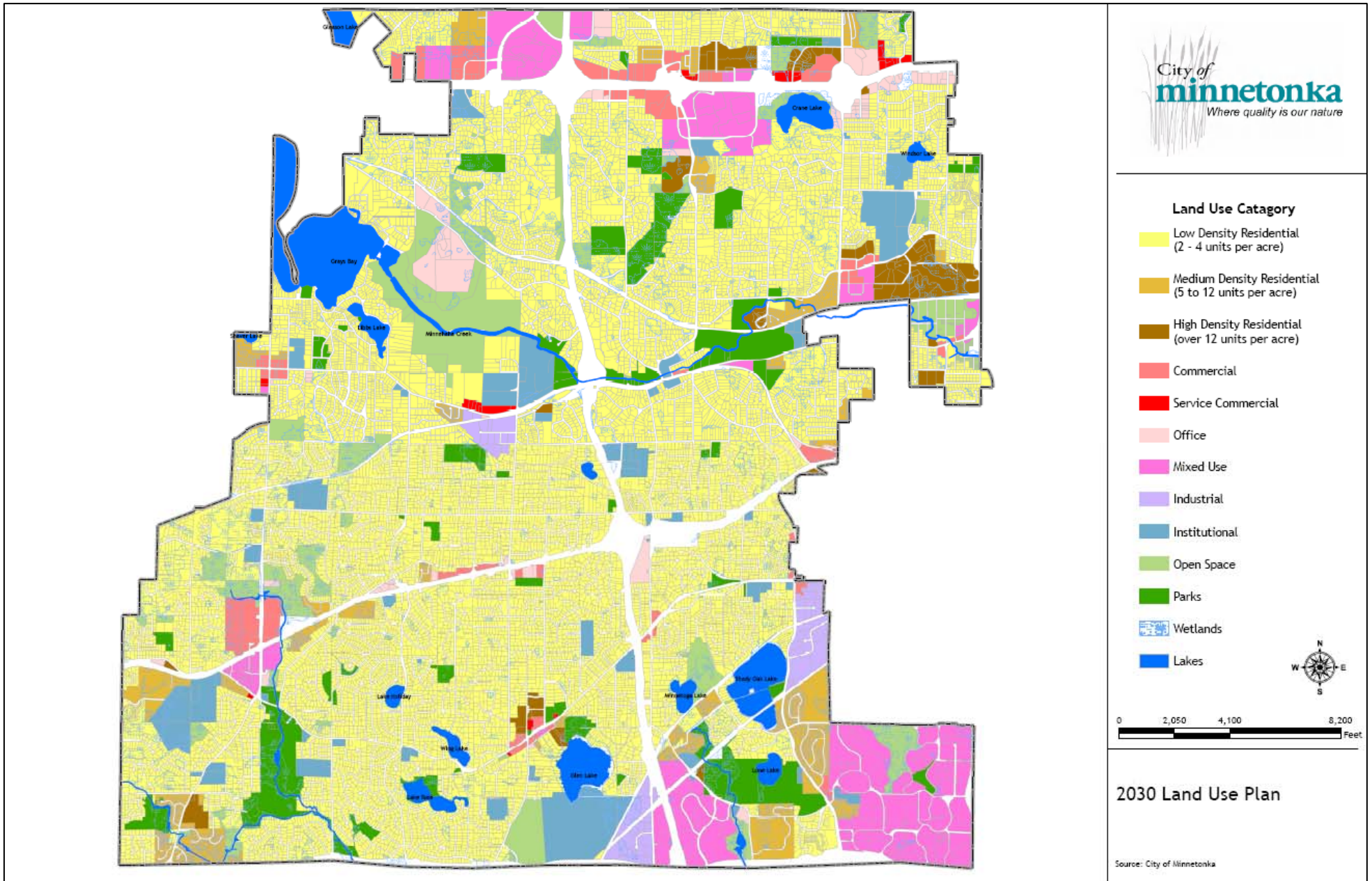


Table 4 - City of Minnetonka - Existing and Planned Land Use Table in 5-year Stages

Within Urban Service Area	Allowed Density Range Housing Units/Acre		Existing (2000)	2010	2015	2020	2025	2030	Change 2000-2030
	Minimum	Maximum							
Residential									
Low Density Residential	2	4	7636	7700	7800	7900	8000	8133	497
Medium Density Residential	4.1	12	256	305	355	400	450	547	291
High Density Residential	12	no max.	340	327	312	297	290	282	-58
Mixed Use Primarily Residential (25% residential)	12	no max.	5	22	32	44	50	93	88
C/I Land Uses	Est. Employees/Acre								
Commercial		37	379	363	351	340	332	327	-52
Industrial		21	477	468	358	303	248	188	-289
Office			580	580	500	400	300	253	-327
Mixed Use Primarily C/I (see Major Change Sites table below for additional detail)			0	881	881	881	881	881	881
Extractive			0	0	0	0	0	0	0
Public/Semi Public Land Uses									
Institutional			618	618	625	640	650	655	37
Parks and Recreation			547	585	585	585	585	587	40
Open Space			721	700	625	550	425	376	-345
Roadway Rights of Way			2797	2810	2820	2840	2860	2988	191
Utility			0	0	0	0	0	0	0
Railroad			85	85	85	85	85	85	0
Airport			0	0	0	0	0	0	0
Subtotal Sewered			14,441	15444	15329	15265	15156	15395	
Undeveloped									
Wetlands	--	--	2073	2073	2073	2073	2073	2073	0
Open Water, Rivers and Streams	--	--	664	664	664	664	664	664	0
Total			18,066	18,066	18,066	18,066	18,066	18,066	

Notes:

- (1) The city is entirely within the urban service area
- (2) In 2000 (existing) commercial/office was grouped as commercial
- (3) In 2000 mixed use is grouped individually as commercial/industrial