

# J Community Development Committee Environment Committee

For the Metropolitan Council meeting of October 27, 2010

## ADVISORY INFORMATION

Date Prepared: October 18, 2010

Subject: City of Medicine Lake 2030 Comprehensive Plan Update  
Tier II Comprehensive Sewer Plan  
Review File No. 20375-1

### Proposed Action:

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

1. Authorize the City of Medicine Lake to put its 2030 Comprehensive Plan Update into effect.
2. Adopt the revised forecasts as detailed in Table 2 of the attached Review Record.
3. Advise the City to:
  - a. Participate in Council activities to monitor redevelopment in Developed Communities;
  - b. Implement the advisory comments in the forecast, housing, and surface water management sections of the Review Record.
3. Approve the City of Medicine Lake's Tier II Comprehensive Sewer Plan.

### Summary of Committee Discussion / Questions:

#### Community Development Committee

The Committee had no questions. Motion to approve the Community Development Committee recommendations was made, seconded and approved unanimously.

#### Environment Committee

The Committee had no questions. Motion to approve the City of Medicine Lake's Tier II Comprehensive Sewer Plan was made, seconded, and passed unanimously.

**C** Community Development Committee  
Meeting date: October 18, 2010

**E** Environment Committee  
Meeting date: October 12, 2010

**ADVISORY INFORMATION**

Subject:	City of Medicine Lake 2030 Comprehensive Plan Update Tier II Comprehensive Sewer Plan Review File No. 20375-1
District(s), Member(s):	District 1, Councilmember Roger Scherer
Policy/Legal Reference:	Minnesota Statutes Section 473.175
Staff Prepared/Presented:	Freya Thamman, Principal Reviewer (651-602-1750) Phyllis Hanson, Local Planning Assistance Manager (651-602-1566) Kyle Colvin, Engineering Services Assistant Manager (651-602-1151)
Division/Department:	Community Development / Planning and Growth Mgmt Environmental Services/ Engineering Services

**Proposed Action**

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

**Recommendations of the Community Development Committee**

1. Authorize the City of Medicine Lake to put its 2030 Comprehensive Plan Update into effect.
2. Adopt the revised forecasts as detailed in Table 2 of the attached Review Record.
3. Advise the City to:
  - a. Participate in Council activities to monitor redevelopment in Developed Communities; and
  - b. Implement the advisory comments in the forecast, housing, and surface water management sections of the Review Record.

**Recommendations of the Environment Committee**

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

## ADVISORY COMMENTS

### City of Medicine Lake 2030 Comprehensive Plan Update and Tier II Comprehensive Sewer Plan

Review File No. 20375-1 – Council Business Item No. 2010-359

The following Advisory Comments are part of the Council action authorizing the City to implement its 2030 Comprehensive Plan Update (“Update”) and approving the City’s Tier II Comprehensive Sewer Plan:

#### Community Development Committee

1. The Council-adopted *Local Planning Handbook* states that the City must take the following steps:

(a) Adopt the Update in final form after considering the Council’s review recommendations; and

(b) Submit one electronic copy and one hard copy of the Update to the Council. The electronic copy must be organized as one unified document.

A copy of the City Council resolution evidencing final approval of the Update should be submitted to the Council.

2. The Council’s *Handbook* also states that local governments must formally adopt their comprehensive plans within nine months after the Council’s final action. If the Council has recommended changes, local governments should incorporate those recommended changes into the plan or respond to the Council before “final approval” of the comprehensive plan by the governing body of the local governmental unit. (Minn. Stat. § 473.858, subd. 3).

3. 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).

4. 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 only after the Update also receives final approval by the City’s governing body. After the Update receives final approval by the City and the Tier II Sewer Plan becomes effective, the City may implement its Update to alter, expand or improve its sewage disposal system consistent with the Council-approved Tier II Sewer Plan.

2. A copy of the City Council Resolution adopting the Tier II Sewer Plan must be submitted to the Council.

## Background

Medicine Lake is approximately seven miles west of Minneapolis in Hennepin County. Medicine Lake is completely surrounded by the city of Plymouth (Figure 1).

The *2030 Regional Development Framework (RDF)*, as amended in December 2006, identifies the city as located within the "Developed" geographic planning area. Figure 2 shows the designation and regional systems serving the city and surrounding area.

The City submitted its 2030 Comprehensive Plan (Update) to the Council for review to meet the Metropolitan Land Planning Act requirements (Minn. Stat. 473.175) and the Council's 2005 Systems Statement requirements.

## Rationale

1. Does the proposed Update conform to Regional Systems Plans?
2. Is the Update consistent with Metropolitan Council policies?
3. Is the Update 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<br>(Wastewater Services; Surface Water Management) | Yes |

### Consistent with Council Policy Requirements:

- |  |                      |
|--|----------------------|
| 1. Forecasts                                     | Yes                  |
| 2. Housing                                       | Yes                  |
| 3. 2030 Regional Development Framework; Land Use | See Land Use section |
| 4. Individual Sewage Treatment Systems 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 know opposition.

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# REVIEW RECORD

## City of Medicine Lake 2030 Comprehensive Plan Update

### STATUTORY AUTHORITY

The Metropolitan Land Planning Act (MLPA) requires local units of government to submit comprehensive 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**

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

The Update is in conformance with the *2030 Regional Park's Policy Plan (RPPP)*. The Update acknowledges the Luce Line Regional Trail, which traverses Medicine Lake and provides connections to the Cedar Lake Regional Trail in Minneapolis, Theodore Wirth Regional Park, the Medicine Lake Regional Trail and the Luce Line State Trail in Plymouth.

#### **Transportation**

*Reviewer: Ann Braden, MTS – Systems Planning (651-602-1721)*

The Update is in conformance with the *2030 Transportation Policy Plan (TPP)* adopted in 2004, and addresses all the applicable transportation and transit requirements of a comprehensive plan.

There are no principal or minor arterials in Medicine Lake. Medicine Lake is within the Metropolitan Transit Taxing District and lies 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.

## **Aviation**

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

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

## **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 (MCES). Wastewater generated within the City is conveyed to and treated at the Metropolitan Council's Metropolitan Wastewater Treatment Plant located in St. Paul. The City's wastewater conveyance service is provided through Council Interceptor 1-PM-466. The City's Update projects it will have 200 sewered households and 70 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 as shown in the City's Update as well as in Table 2 of the Review Record (see Forecast section).

The Update provides sanitary flow projections in 10-year increments. The rationale for the projections is given in the Update and determined appropriate for planning for local services.

Medicine Lake has been identified as a community impacted by wet weather occurrences. The City is currently on the Council's list of communities having an Inflow and Infiltration (I/I) reduction goal. The City has committed to mitigate excessive I/I at levels at least equal to the Council's Surcharge amount. At the request from the City, and as allowed under the Council's I/I Program, the City's surcharge is currently capped at a level equal to 25% of their annual Municipal Wastewater Charge. Remaining portions of the City's annual surcharge is not eliminated but deferred to later years thus extending the time period in which the City has to achieve their I/I reduction goal. The City's I/I mitigation plan completion date is currently at December 31, 2016.

Each year the City submits a work plan to the MCES through the Regional I/I Mitigation Program. This work plan details specific projects the City will be undertaking to address I/I in the coming year; including inspection, repairs, and maintenance of the sanitary sewer system. The City prohibits the connection of sump pumps, rain leaders, and drain tile to the sanitary sewer system.

### **Tier II Comments**

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 *Water Resources Management Policy Plan (WRMPP)* for local surface water management. Medicine Lake lies within the Bassett Creek watershed. The Bassett Creek Watershed Management Commission’s (Commission) latest watershed management plan was approved by the Board of Water and Soil Resources in 2004. Therefore, Medicine Lake was required to update its local water management plan in 2006.

The City submitted a local surface water management plan (LSWMP) that was reviewed under separate cover. The LSWMP was found to be consistent with Council policies and the Council’s *2030 Water Resources Management Policy Plan*.

Advisory Comment

While the plan adopts the Commission’s rules and requests the Commission to continue administering its permit program and the Wetland Conservation Act, the City still needs to adopt appropriate ordinances to assure compliance with these efforts.

**CONSISTENCY WITH COUNCIL POLICY**

**Forecasts**

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

The Update is consistent with the *2030 Regional Development Framework (RDF)* and with Council expectations and regional policy for forecast-related content. The Update’s *Trends* section contains citywide forecasts and the *Sanitary Sewer* section includes sewerage-area forecasts. The *Transportation* section states that Medicine Lake falls within one transportation analysis zone (TAZ), and that the city anticipates that the socioeconomic forecast for that zone will not exceed Council forecasts.

Forecast-related material throughout the update is consistent with Metropolitan Council system statement forecasts for the City of Medicine Lake.

Table 1. Metropolitan Council Forecasts			
	2010	2020	2030
<b>Population</b>	420	440	470
<b>Households</b>	180	190	200
<b>Employment</b>	60	70	70

Given the Council’s 2009 population and household estimates as well as the developable land in Medicine Lake, staff recommend revising the [forecasts](#) to be as shown in Table 2.



Table 2. Council Recommended Revised Forecasts			
	2010	2020	2030
Population	400	395	390
Households	170	170	170
Employment	60	70	70

The Metropolitan Council’s forecasts will be officially revised, as shown in Table 2, effective upon Council action on the Update.

Advisory Recommendation

The City needs to include the forecasts in Table 2 in the Final Update (Trends and Sanitary Sewer tables).

**2030 Regional Development Framework and Land Use**

*Reviewer: Freya Thamman, CD – Local Planning Assistance (651-602-1750)*

Medicine Lake is identified in *2030 Regional Development Framework (RDF)* in the “developed” geographic planning area. The RDF states 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).”

The city is approximately 107 gross acres. Approximately 95% of the land in the city has Medicine Lake frontage. The city of Medicine Lake was originally platted for summer homes in the late 1800’s with long and narrow lots, most averaging 50 to 70 feet of street frontage. As also indicated in Council’s review of City’s 1998 Update, the City’s historical platting practices have led to its current housing density, which is approximately 2.6 residential units/gross acres, based on 2009 household estimates.

The City’s existing land uses are shown below in Table 3 and on Figure 3. The primary land use in Medicine Lake is residential (62%). In addition, there are commercial, park, and public/institutional uses. There is a limited amount of vacant developable land left in the City. Much of what is vacant land in the City is heavily encumbered by wetlands and floodplains. Also, as stated in the Update, there is vacant land held in conservation easement to be left undeveloped.

**Table 3. Existing Land Use (2008)<sup>1</sup>**

Category	Acreage	Percentage
Residential *	66.29	62
Commercial	7.42	7
Park/Open Space	3.47	3
Public/Institutional	.59	1
Vacant/Undeveloped	14.42	13
Railroad/ROW	15.1	14
<b>TOTALS</b>	<b>107.29</b>	<b>100</b>

\* Residential includes 6.5 acres that are part of the Park Apartment PUD  
 Source: Hoisington Koegler Group Inc.

<sup>1</sup>: Table 7 of the City’s Update, supplemental information received 5/24/10

As fully developed community, future growth in the City will occur through redevelopment. The City has limited options for redevelopment sites. Since the 2020 Update, there has been little change to future land uses. The Update includes a Residential Planned Unit Development (PUD) category (see Figure 4), which was also shown on future land use map for the 2020 Update. The Update states that this category has the potential to redevelop as single family. It currently has rental cabins. The maximum density for this category is governed by a PUD agreement that limits the density of this area to 3 units per acre. This PUD was previously approved with the 2020 Update; however, the density range for the PUD is not consistent with the current density requirement of 5 units per acre for redevelopment within a developed community. The City has indicated that there are no current plans to redevelop the Residential PUD area.

**Table 4. Future Land Use Table<sup>1</sup>**

Category	Acreage	Percentage
Single Family Residential	60.37	56%
Residential PUD	6.5	6%
Commercial	10.09	9%
Park	3.47	3%
Public/Institutional	0.72	1%
Open Space	11.04	10%
Railroad/ROW	15.1	14%
TOTALS	107.29	100%

Source: Hoisington Koegler Group Inc.

<sup>1</sup>: Table 8 of the City's Update

**Advisory Recommendation**

If redevelopment does occur for the Residential PUD site, the City would be asked to participate in the Council's redevelopment monitoring program.

**Housing**

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

The Update is consistent with the 2030 Regional Development Framework for housing. The housing element fulfills the affordable housing planning requirements of the Metropolitan Land Planning Act.

The Update provides an assessment of the housing stock, and provides goals, policies and implementation strategies the city will use to address its local housing needs. The City's main goal for affordable housing is to preserve the value and quality of the existing housing stock and to support efforts of neighboring communities in developing affordable housing on a regional basis. The Update states that rental housing is a critical component of the City's life-cycle housing plan. The City currently has 54 units of rental housing throughout the community. The City will ensure the existing rental housing supply is maintained in good condition. For both affordable and life-cycle housing, the Update states the City will work with Hennepin County to provide incentives for housing rehabilitation and maintenance, as well as provide information to its residents about programs available through Minnesota Housing.

**Advisory Recommendation**

With the recommended forecast change, the City will not have a share of the region's affordable housing need through 2020.

## **Individual Sewage Treatment Systems (ISTS) Program**

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

The Update is consistent with the *Water Resources Management Policy Plan (WRMPP)* for ISTS. The community is fully served by a local wastewater collection system that ultimately flows into the MCES system. No ISTS remain in operation in the City.

## **Water Supply**

*Reviewer: Chris Elvrum, ES – Water Supply Planning (651-602-1066)*

The Update is consistent with the Council's *WRMPP*. The City does not currently own or operate a water supply system therefore is not required to have a water supply plan. Water demand in the city is currently met with private wells.

## **Resource Protection**

### ***Historic Preservation***

*Reviewer: Freya Thamman, CD – Local Planning Assistance (651-602-1750)*

The Update is consistent with the *2030 RDF* with regard to historic preservation.

### ***Solar Access Protection***

*Reviewer: Freya Thamman, CD – Local Planning Assistance (651-602-1750)*

The Update is consistent with the *2030 RDF* with regard to solar access protection. The Update contains a section on Solar Access Protection as required by the MLPA.

### ***Aggregate Resources Protection***

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

The Update indicates, consistent with *Minnesota Geological Survey Information Circular 46* information, that there are no viable aggregate resource deposits or ongoing mining operations within the city.

## **PLAN IMPLEMENTATION**

*Reviewer: Freya Thamman, CD – Local Planning Assistance (651-602-1750)*

The Update includes a description of:

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

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

The City submitted the Update to adjacent local units of government, school districts, counties and special districts for comment on July 8, 2008. No compatibility issues with plans of adjacent governmental units and plans of affected special districts and school districts were identified.

### **DOCUMENTS SUBMITTED FOR REVIEW:**

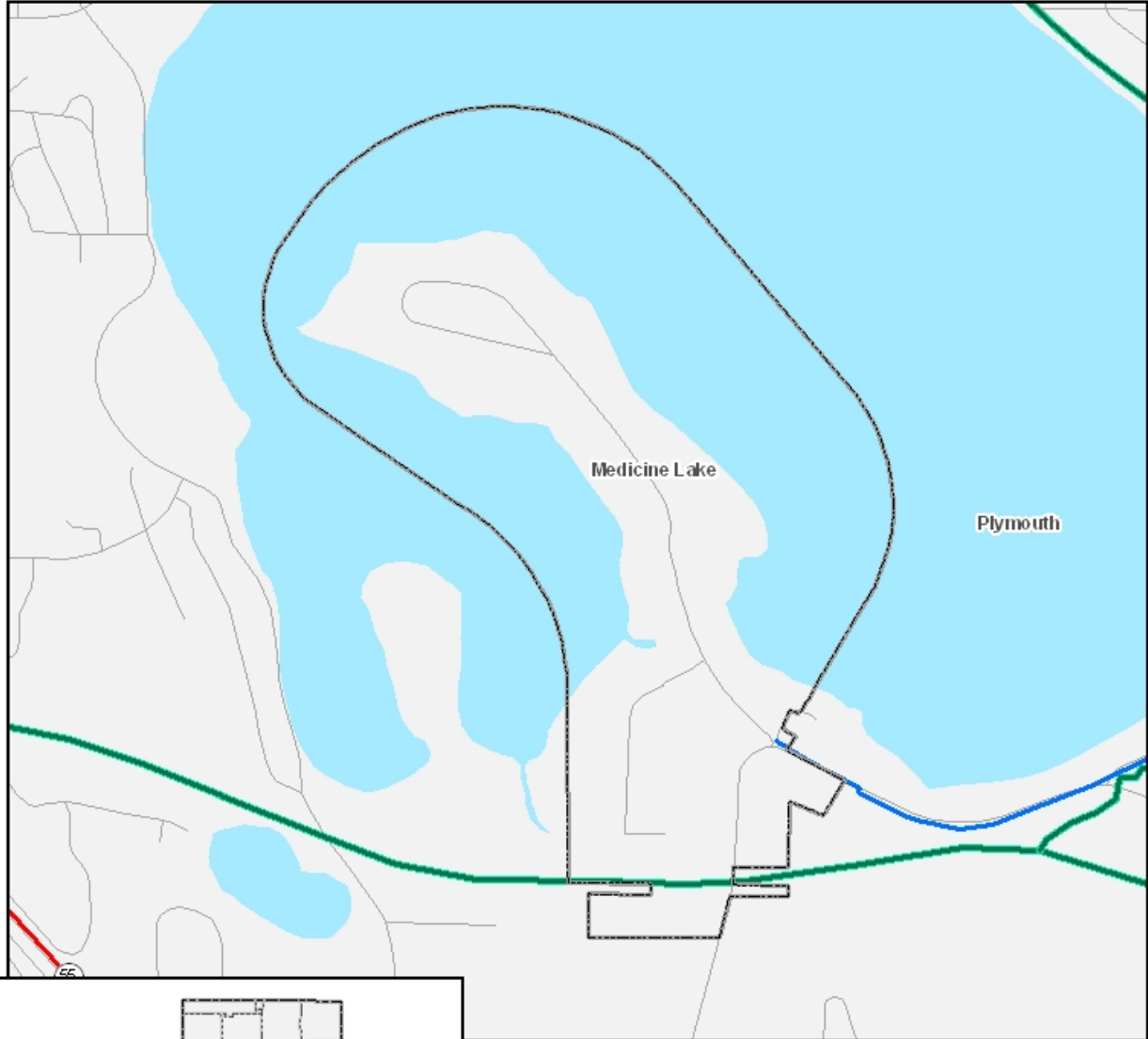
- Comprehensive Plan Update, Transmittal Form, and cover letter, November 17, 2008.
- Supplemental information received March 25, 2010 addressing local surface water management, land use, historic preservation, planning area designation, wastewater, and parks.
- Supplemental information received May 24, 2010 addressing local surface water management, land use, and parks.
- Supplemental information received September 8, 2010 addressing local surface water management.

### **ATTACHMENTS**

- Figure 1: Location Map Showing Regional Systems
- Figure 2: 2030 Regional Development Framework Planning Areas
- Figure 3: Existing Land Use
- Figure 4: 2030 Planned Land Use
  
- Table 1: Metropolitan Council Forecasts
- Table 2: Council Recommended Revised Forecasts
- Table 3: Existing Land Use (2008)
- Table 4: Future Land Use [Table](#)
- Table 5: Land Use [in](#) Five-Year Staging

Figure 1: Location Map Showing Regional Systems

Medicine Lake



Regional Systems

Wastewater Services

- Interceptors
- Treatment Plants

Transportation

- Interstates
- US Highways
- State Highways
- County Roads

Regional and State Trails

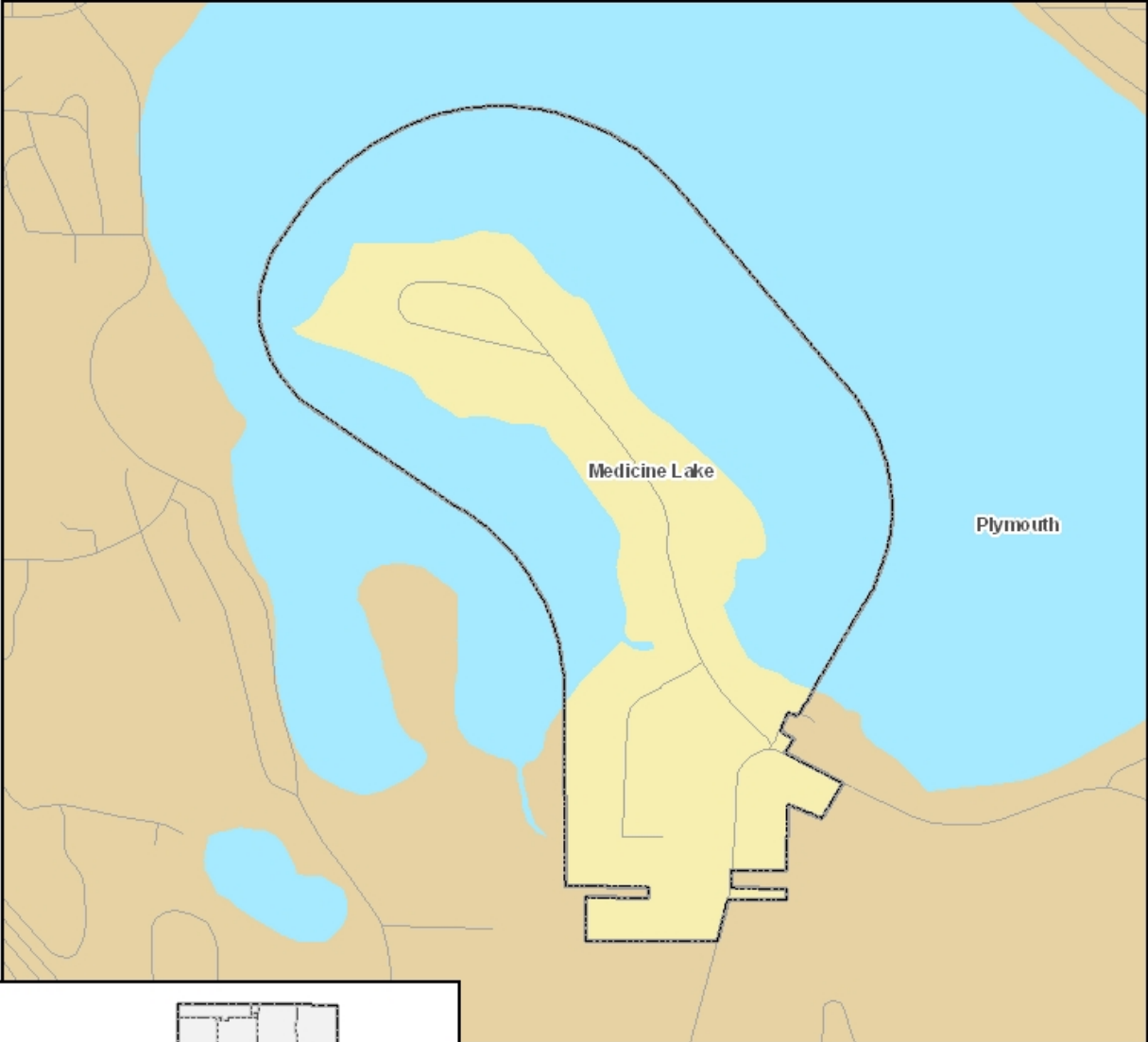
- Regional Existing
- - - Regional Planned
- · · Regional Proposed

Recreation Open Space

- Park Reserve
- Regional Park
- Special Recreation Feature
- TLG Street Centerlines, 2007

Figure 2: 2030 Regional Development Framework Planning Areas

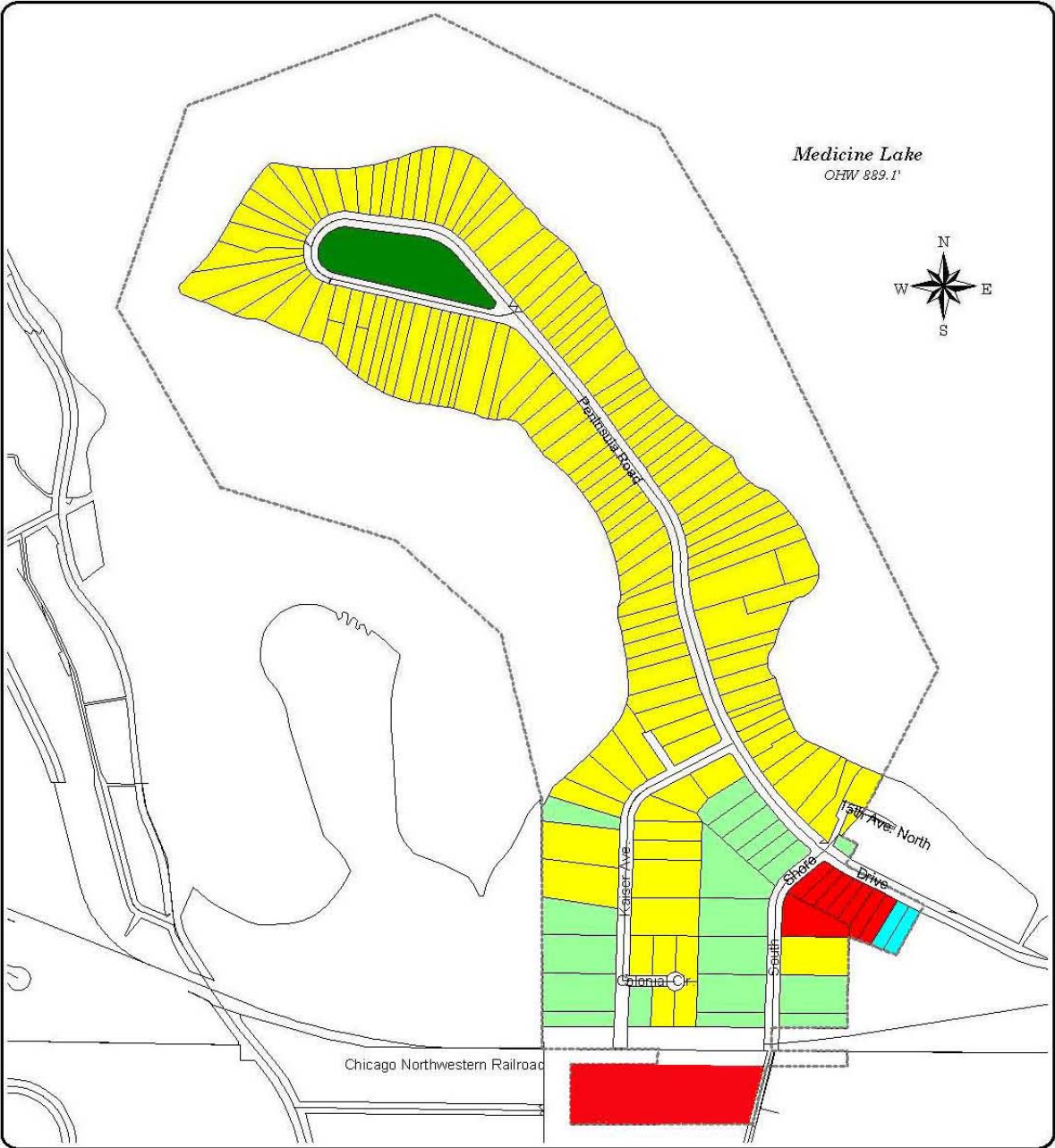
Medicine Lake



2030 Framework Planning Areas

- Agricultural Area
- Developed Area
- Developing Area
- Diversified Rural
- Non-Council Area
- Rural Center
- Rural Residential
- TLG Street Centerlines, 2007

**Figure 3: Existing Land Use**










**City of  
Medicine Lake**



Comprehensive Plan


**Existing Land Use**

	Single Family Residential
	Commercial
	Park
	Public/Institutional
	Vacant/Undeveloped
	ROW/Railroad



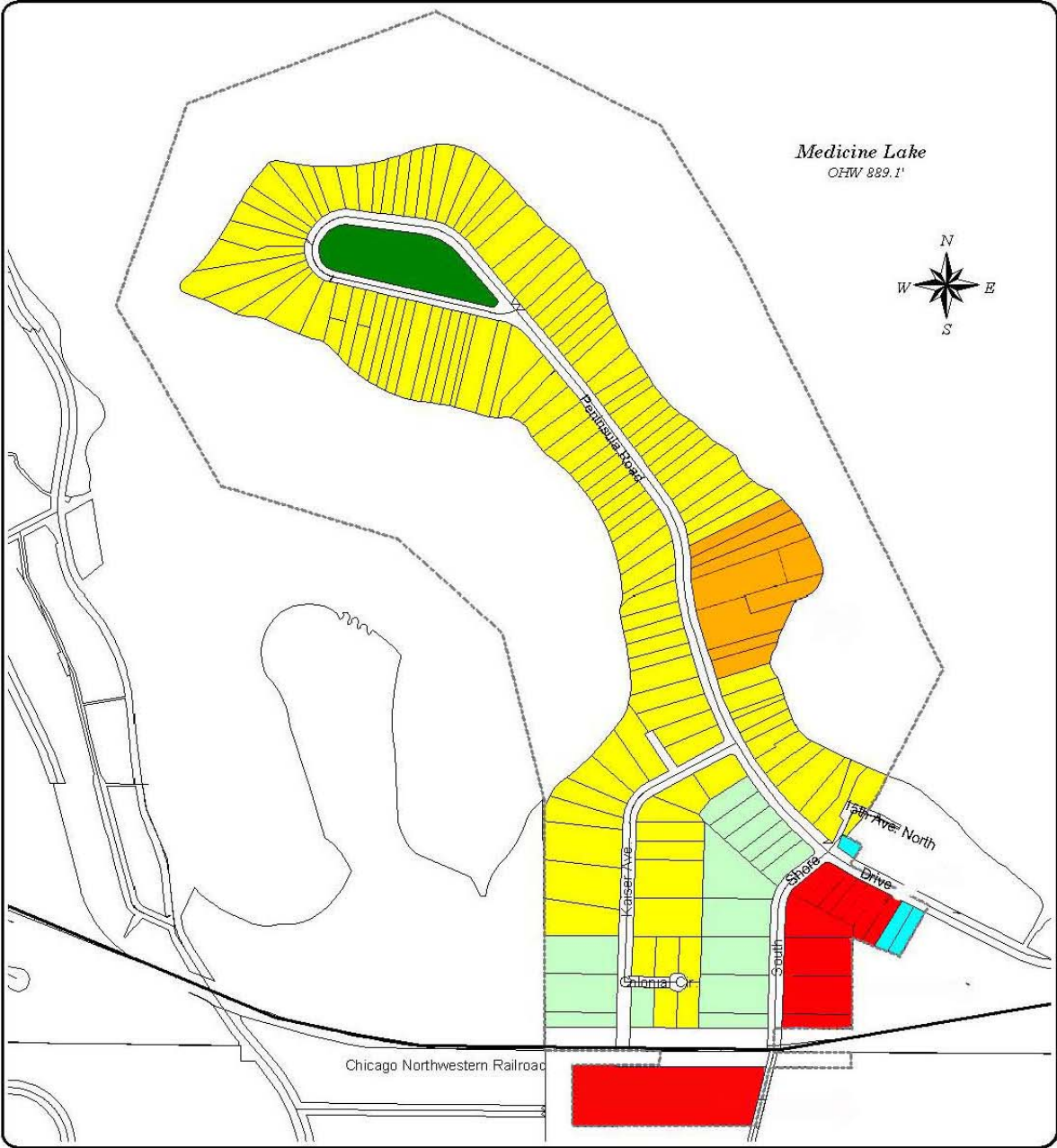
Scale: 1" = 600'

Mapping assembled with available  
Hennepin County Property and Survey Data



Hoisington Koehler Group

Figure 4: 2030 Planned Land Use



**City of  
Medicine Lake**



Comprehensive Plan

**Land Use Plan**

<ul style="list-style-type: none"> <li><span style="display: inline-block; width: 15px; height: 15px; background-color: yellow; border: 1px solid black; margin-right: 5px;"></span> Single Family Residential</li> <li><span style="display: inline-block; width: 15px; height: 15px; background-color: orange; border: 1px solid black; margin-right: 5px;"></span> Residential PUD</li> <li><span style="display: inline-block; width: 15px; height: 15px; background-color: red; border: 1px solid black; margin-right: 5px;"></span> Commercial</li>   <li><span style="display: inline-block; width: 15px; height: 15px; background-color: green; border: 1px solid black; margin-right: 5px;"></span> Park</li> <li><span style="display: inline-block; width: 15px; height: 15px; background-color: cyan; border: 1px solid black; margin-right: 5px;"></span> Public/Institutional</li> <li><span style="display: inline-block; width: 15px; height: 15px; background-color: lightgreen; border: 1px solid black; margin-right: 5px;"></span> Open Space</li> <li><span style="display: inline-block; width: 15px; height: 15px; border: 1px solid black; margin-right: 5px;"></span> ROW/Railroad</li> </ul>	<p>0      300      600 Feet</p> <hr style="width: 100%; border: 0; border-top: 1px solid black;"/> <p>Scale: 1" = 600'</p> <p>Mapping assembled with available Hennepin County Property and Survey Data</p> <p><b>JK</b> <b>Si</b> Hoisington Koegler Group</p>
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**Table 5: Land Use in 5-Year Stages**

**LAND USE TABLE IN 5-YEAR STAGES**

City of Medicine Lake, MN

**Existing and Planned Land Use Table (in acres)**

Within Urban Service Area	Allowed Density Range Housing		Existing (2008)	2010	2015	2020	2025	2030	Change 2000-2030
	Minimum	Maximum							
<b>Residential Land Uses</b>									
Single Family Residential	1	3	66.3	66.9	66.9	60.4	60.4	60.4	-5.9
Residential PUD	1	3	0.0	0.0	0.0	6.5	6.5	6.5	6.5
<b>C/I Land Uses</b>									
Commercial	Est. Employees/Acre		7.4	7.4	10.1	10.1	10.1	10.1	2.7
<b>Public/Semi Public Land Uses</b>									
Institutional	NA	NA	0.6	0.7	0.7	0.7	0.7	0.7	0.1
Parks and Recreation	NA	NA	3.5	3.5	3.5	3.5	3.5	3.5	0.0
Vacant/Open Space	NA	NA	14.4	13.7	11.0	11.0	11.0	11.0	-3.4
Roadway Rights of Way	NA	NA	15.1	15.1	15.1	15.1	15.1	15.1	0.0
<b>Total Gross Acres</b>			107.3	107.3	107.3	107.3	107.3	107.3	0.0

\*\*Key difference from 2000 to 2008 Comprehensive Plan is the conversion of lands guided for mixed use to Commercial.

Residential PUD - 100% Residential

Development is intended to occur based on free market conditions.