

C Community Development Committee
Meeting date: July 20, 2009

E Environment Committee
Meeting date: July 14, 2009

ADVISORY INFORMATION	
Date:	June 30, 2009
Subject:	City of Edina 2030 Comprehensive Plan Update Tier II Comprehensive Sewer Plan Review File No. 20413-1
District(s), Member(s):	District 5, Councilmember Polly Bowles
Policy/Legal Reference:	Minnesota Statutes Section 473.175
Staff Prepared/Presented:	Denise P. Engen, Principal Reviewer (651-602-1513) Phyllis Hanson, Local Planning Assistance Manager (651-602-1566) Kyle Colvin, Engineering Services Asst. Manager (651-602-1151)
Division/Department:	Community Development/Planning & Growth Mgmt Environmental Services/Engineering Services

Proposed Action

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

Recommendation of the Community Development Committee:

1. Authorize the City of Edina to put its 2030 Comprehensive Plan Update into effect;
2. Adopt the revised forecasts as shown in Table 1 of the Review Record; and
3. Advise the City to:
 - a. Update its Comprehensive Water Resource Management Plan (CWRMP) by the end of 2009, send to the Council a copy of the updated CWRMP for review when it is sent to the watersheds for review and approval, and inform the Council when the watershed districts approved the City's 2004 CWRMP and the date that the City adopted that plan.
 - b. Participate in Council activities to monitor redevelopment in developed communities.
 - c. Implement the advisory comments noted in the Review Record for Forecasts, Water Supply and Plan Implementation.

Recommendation of the Environment Committee:

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

ADVISORY COMMENTS

City of Edina 2030 Comprehensive Plan Update and Tier II Comprehensive Sewer Plan

Review File No. 20413-1, Council Business Item No. 2009-239

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 its Update, including the Tier II Sewer Plan, must be submitted to the Council.

Background

The City of Edina (City) is a first-ring suburban community of approximately 16 square miles, located in southeastern Hennepin County. It bordered by the cities of Bloomington, Eden Prairie, Hopkins, Minneapolis, Minnetonka, Richfield and St. Louis Park, (Figure 1).

The *2030 Regional Development Framework* (RDF), as adopted by the Metropolitan Council (Council) in January 2004, identified Edina as within the "Developed Community" geographic planning area, (Figure 2).

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 – Standard of Review & Findings

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
(Wastewater Services and Surface Water Management) | Yes |

Consistent with Council Policy Requirements:

- | | |
|------------------------------------------------------------|-----|
| 1. Forecasts | Yes |
| 2. Housing | Yes |
| 3. <i>2030 Regional Development Framework</i> 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

- | | |
|-----------------------------|-----|
| Compatible with other plans | Yes |
|-----------------------------|-----|

Known Support / Opposition

There is no known opposition.

REVIEW RECORD

City of Edina 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

Parks and Trails

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

The Update is in conformance with the *Regional Parks Policy Plan (RPPP)*. The Update acknowledges the regional parks facilities in Edina, which include the proposed Nine Mile Creek Regional Trail and South Hennepin (West) Regional Trail. The proposed Nine Mile Creek Regional Trail will travel through Hopkins, Minnetonka, Minneapolis, Richfield and Bloomington, connecting the Minnesota River Bluffs LRT Regional Trail in Hopkins to the Minnesota Valley National Wildlife Refuge in Bloomington. The proposed South Hennepin (West) Regional Trail will connect the Cedar Lake LRT Regional Trail in St. Louis Park to Hyland-Bush Anderson Lake Park Reserve in Bloomington.

TRANSPORTATION

Roads and Transit

Reviewers: Ann Braden (651-602-1705, Bob Paddock (651-602-1340), MTS – Systems Planning; John Dillery – Metro Transit (612-349-7773)

The transportation element of the Update is in conformance with the *Transportation Policy Plan* and addresses all the applicable transportation and transit requirements of a comprehensive plan.

Edina is served by several metropolitan highways, (I-494, TH169, TH 100 and TH 62), as well as a number of minor arterials, major collectors and local roads. The Update includes an extensive bicycle plan.

The City is located within the Metropolitan Transit Taxing District. The northern and eastern portions of Edina are within Market Area II. The southwestern portion of Edina is within Market Area III. Service options for Market Area II include regular-route locals, all-day expresses, small vehicle circulators, special needs paratransit (ADA, seniors), and ridesharing. 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 Aviation policies of the *Transportation Policy Plan* and is 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 recommended 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 both the Metropolitan Council’s Metropolitan Wastewater Treatment Plant located in St. Paul and the Seneca Wastewater Treatment Plant located in Eagan. The City’s wastewater conveyance service is provided by Council Interceptors 1-MN-342, 1-MN-343, 1-MN-344, 1-MN-345, 1-RF-490, 1-RF-491, and 3-BN-499. The Update projects that the City will have 22,500 sewer households and 57,400 sewer 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 10-year increments. The rationale, for the projections, is given in the Update and determined appropriate for planning for local services.

Edina 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 capital improvements aimed at removing sources of I/I through the implementation of an ongoing inspection program. All buildings within the City have been inspected for potential clear water connections. This has led to the reduction of sump pump and other clear water connections to the sanitary sewer.

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 polices. 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. Edina is located in the Minnehaha Creek and Nine Mile Creek Watershed Districts. Minnehaha Creek Watershed District's and Nine Mile Creek Watershed District's latest watershed management plans were approved by the Board of Water and Soil Resources in 2007.

The Update references the City's 2004 Comprehensive Water Resource Management Plan (CWRMP). Council staff reviewed the CWRMP in 2004 and found it adequate to meet the Council's requirements for local surface water management plans and consistent with Council policy. The Update also included new information aimed at protecting the City's water resources on the City's SWPPP, low impact development, and impaired waters as required by the Council's 2005 *Water Resource Management Policy Plan*.

Advisory comment:

- As noted in the Update, the City will need to have a new CWRMP by the end of 2009. The City needs to send the Council a copy of the new CWRMP for review and comment at the same time it is sent to the watersheds for review and approval. In the meantime, the City also needs to provide the Council the dates the watershed districts approved the 2004 CWRMP and the date the City adopted that plan.

CONSISTENCY WITH COUNCIL POLICY

FORECASTS

Reviewer: Todd Graham, CD – Research, (651-602-1322)

The household forecasts used throughout the Update are consistent with Metropolitan Council forecasts for the City of Edina. The Update also includes City-requested revisions to their population and employment forecasts. These revisions are consistent with Council expectations for the Update, which are based upon discussions with the City (in November 2007) regarding proposed population revisions, and upon staff recommendations made during a May 2008 informal review of the Update.

The Metropolitan Council's forecasts will be officially revised, as shown in Table 1, effective upon Council approval of the Edina's Update.

Table 1: City of Edina, Recommended Forecast Revisions

	2010	2020	2030
Population	48,500	49,100	50,000
Households	21,600	22,000	22,500
Employment	52,100	55,000	57,400

Advisory comment:

- Figure 3.11 and page 5-12 state that the Council forecasts that Edina's average household size will increase from 2.24 persons per household in year 2000 to 2.8 by 2030. Forecasted household sizes for Edina are slightly lower, however. Using the revised forecasts shown above, the average household size in Edina will

experience slight decreases (i.e. 2.22 in 2010, 2.21 in 2020 and 2.20 in 2030). The City needs to revise the discussion about household sizes to reflect the forecasts used in the Update.

2030 REGIONAL DEVELOPMENT FRAMEWORK AND LAND USE

Reviewer: Denise Engen, CD – Local Planning Assistance, (651-602-1513)

Regional Development Framework

The Update is consistent with the *Regional Development Framework* (RDF) policies for “developed communities”. The RDF contains goals and policies for “developed communities” such as Edina. It 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).”

Therefore, Edina will be expected to meet densities of at least five units an acre through reinvestment, redevelopment, planning and zoning. The Council will be monitoring redevelopment to ensure the Council’s density policies for developed communities are being met and to assess regional development and residential growth goals. Once the method of monitoring is established, Edina will be encouraged to participate by providing additional information on the City’s redevelopment activities. This monitoring program will be similar to the Council’s existing plat monitoring program.

Land Use and Density Analysis

The City has guided sufficient residential land, and at the appropriate densities, to accommodate the forecasts presented in the Update. Edina is approximately 10,209 acres in size. The Update shows that in 2005, the City’s existing (built) development was primarily single-family residential at 5,695 acres (55.8%). As of 2005, there were also 420 acres of multi-family residential (4.1%), and 26 acres (0.3%) of industrial/residential mixed-use land. Table 2, below, shows Edina’s existing land use as of 2005; existing land use is also mapped in Figure 3.

Table 2: City of Edina, Existing Land Use Table

Land Use Category	Change in Land Use, 2000-2005				
	2000 Acres	2005 Acres	Percent of Total Acres (2005)	Change By Acres	2000-2005 By Percent
Single-Family Detached	5,453	5,434	53.2%	-19	-0.3%
Single-Family Attached	252	261	2.6%	9	3.5%
Multi-family	400	420	4.1%	20	5.0%
Retail and Other Commercial	401	384	3.8%	-17	-4.1%
Office	352	407	4.0%	55	15.5%
Mixed Use Industrial/Mixed Use Residential	23	26	0.3%	3	13.4%
Industrial and Utility	373	337	3.3%	-36	-9.7%
Institutional	478	468	4.6%	-10	-2.0%
Park, Recreational	823	922	9.0%	99	12.0%
Golf Course	695	693	6.8%	-2	-0.4%
Highway Right-of-Way	407	401	3.9%	-6	-1.4%
Undeveloped/Undevelopable	307	194	1.9%	-113	-36.9%
Water	260	261	2.6%	1	0.2%
	10,225	10,209	100.0%		

The City's future land use map places all land in the City into one of fourteen land use categories, (Table 3 and Figure 4). The City anticipates some changes to its existing land use pattern from 2010 to 2030. These include shifts of land use, from *Low Density Residential* (-154 acres) to *Medium Density* (+21 acres) and *High-Density Residential* (+44 acres) and *Community Activity Center* (-47 acres) and *Office* (-212 acres) to *Mixed Use Center* (+122) and *Office Residential* (+352 acres).

Table 3: City of Edina, Existing and Future Land Use Table

Acreeage of Existing and Future Land Use Categories, 2000-2030

Land Use Category	Existing		Planned				2030
	2000	2010	2015	2020	2025	2030	Net Acres*
Residential Categories*							
Low Density Residential- LDR	6,084	6,033	6,007	5,982	5,956	5,931	4,745
Low Density Residential- Attached- LDA	169	169	168	168	168	168	134
Medium Density Residential- MDR	226	233	236	240	243	247	185
High Density Residential- HDR	215	229	237	244	251	259	129
Nonresidential and Mixed Use Categories							
Neighborhood Commercial- NC	24	24	24	24	23	23	14
Office Residential-OR	0	118	176	235	293	352	176
Office- O	287	216	181	145	110	75	37
Mixed Use Center- MXC	90	131	151	171	192	212	106
Community Activity Center- CAC	217	201	193	185	177	170	85
Industrial-I	382	367	359	352	344	337	168
Regional Medical- RM	61	61	61	61	61	61	31
Open Space and Parks- OSP	1,015	1,136	1,196	1,257	1,317	1,377	--
Public/Semi-Public- PSP	1,034	887	814	741	667	593	--
Limited Access Highway- LAH	406	406	406	406	406	406	--
Total	10,209	10,209	10,210	10,210	10,210	10,209	5,810

Source: Metropolitan Council, City of Edina, URS

* Net acres provided for regional planning purposes only and were derived by subtracting a percentage, based on type of land use, for public infrastructure and zoning ordinance requirements from each future land use category total acreage. Total acres may be inconsistent due to rounding. Allowable residential net acre density figures are included in Table 4.3 Future Land Use Categories.

Source: *Edina Comprehensive Plan Update 2008*, Table 4.2,

The City has proposed forecasts showing that it will grow from 20,996 to 22,500 households between 2000 and 2030. The Update indicates that the City had 22,120 existing housing units in 2006. This leaves growth of approximately 380 households until 2030.

In a developed community such as Edina, growth will occur mainly through redevelopment. The Update indicates that most of the City's growth will occur in several "Potential Areas of Change." The Update indicates that 42.3 acres of land within these identified areas will be available for residential redevelopment, at a range of 1-30 units per acre.

Analysis of these redevelopment areas shows that these sites could accommodate a range of 190 to 426 new housing units (Table 4). At the higher end of this range, these redevelopment areas could accommodate the 380 units necessary to reach the City's 2030 forecasts for households. The overall density range for identified redevelopment areas is 4.5 to 10.1 units per acre. Development must occur greater than the minimum density to fulfill RDF policy calling for redevelopment densities of five plus units per acre.

Table 4: Redevelopment/Infill by Land Use Category

City of Edina

Residential Density Calculations - Redevelopment/Infill Areas

2000-2030		Properties Identified for Redevelopment/Infill									
Property / Parcel	Future Land Use	Density Range			Gross Acres	% Residential*	Net Acres	Current Units		Current Units to be Lost	
		Min	Max	Units				Units			
Area of Change	LDA	4	8	9.60	100%	9.60	38	77	0		
Area of Change	HDR	12	30	10.20	95%	9.69	116	291	0		
Area of Change	NC	2	3	13.60	5%	0.68	1	2	0		
Area of Change	OR	2	3	126.10	5%	6.31	13	19	0		
Area of Change	MXC	1	2	106.10	10%	10.61	11	21	0		
Area of Change	CAC	2	3	108.50	5%	5.43	11	16	0		
TOTALS						374.10		42.31	190	426	0
Overall Density								4.49	10.07		

Source: Metropolitan Council

HOUSING

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

The Update is consistent with the Council's policies on Housing. The housing element fulfills the affordable housing planning requirements of the Metropolitan Land Planning Act. The Update acknowledges the City's share of the region's affordable housing need for 2011-2020, which is 212 affordable units. The Update states that the city is fully developed with little vacant developable land available, so opportunities to meet that need will be addressed through redevelopment efforts. During the period of 2010-2020, the City has guided approximately 14 acres for medium density residential development at 5-12 units per acre, and 29 acres of land for high-density residential development at 12-30 units per acre (Table 3).

The Update provides the implementation tools, strategies and programs the City will use to promote opportunities to address its regional fair share housing need. Strategies include exploring alternative ways to meet its housing needs, such as through housing cooperatives, co-housing communities and land trusts. Other strategies include promoting a program that will assist workers employed within the city to live in the city; continuing the City's home rehabilitation program; and collaborating with public and private groups (including the Edina HRA, Edina Housing Foundation, West Hennepin Affordable Land Trust, and CommonBond Communities) to create affordable units; and continuing its participation in the Livable Communities Local Housing Incentives Program.

INDIVIDUAL SEWAGE TREATMENT SYSTEMS (ISTS) PROGRAM

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

The Update is consistent with the WRMP for ISTS. The Update indicates that there are seven ISTS remaining in operation in the City. The City has delegated the responsibility of permitting, inspection, and maintenance management of ISTS to Hennepin County.

WATER SUPPLY

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

The Update is consistent with the *WRMP* for water supply.

Advisory comment:

- The Council recommends the City continue to implement its conservation programs targeted at reducing residential water use.

RESOURCE PROTECTION

Historic Preservation

Reviewer: Denise Engen, CD – Local Planning Assistance, (651-602-1513)

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

Solar Access Protection

Reviewer: Denise Engen, CD – Local Planning Assistance, (651-602-1513)

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 contains a section on Aggregate Resource Protection as required by the MLPA. The Update indicates, consistent with the Council’s aggregate resources inventory information, that there were areas of natural aggregate resources within the City. However, the Update indicates that all identified aggregate resource areas have either been mined or urbanized.

PLAN IMPLEMENTATION

Reviewer: Denise Engen, CD – Local Planning Assistance, (651-602-1513)

The Update includes a description of:

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

The Update includes a copy of the City’s CIP as well as a description of the City’s implementation tools. These tools include education measures and incentives as well as ordinances and regulations. Key implementation measures identified in the Update include the City’s Zoning, Historic Preservation and Subdivision ordinances as well as the Housing Plan, Transportation Plan and utilities assessments. The Update also includes a summary of and schedule for proposed implementing actions.

Advisory comment:

- The final version of the Update (both paper and electronic versions) will need to incorporate the City’s zoning ordinance and map as well as a table listing and summarizing the zoning districts.

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

The City submitted the 2030 Comprehensive Plan Update to adjacent local units of government, school districts, counties and special districts for comment on February 14, 2008. No compatibility issues with plans of adjacent governmental units and plans of affected special districts and school districts were indicated.

DOCUMENTS SUBMITTED FOR REVIEW:

- City of Edina *Comprehensive Plan 2008*, revised version received May 28, 2009.
- Correspondence and revised Comprehensive Plan Transmittal form, received May 28, 2009.
- 2009-2013 Capital Improvements Plan, received May 28, 2009.
- City of Edina Ordinances, "Chapter 8: Land Use Platting and Zoning" (electronic copy), received May 28, 2009.
- Zoning Map, City of Edina (paper copy), received May 28, 2009.

ATTACHMENTS

- Figure 1: Location Map Showing Regional Systems
- Figure 2: 2030 Regional Development Framework Planning Areas
- Figure 3: Existing Land Use, 2005
- Figure 4: 2030 Future Land Use Plan

Figure 1. Location Map Showing Regional Systems

Edina

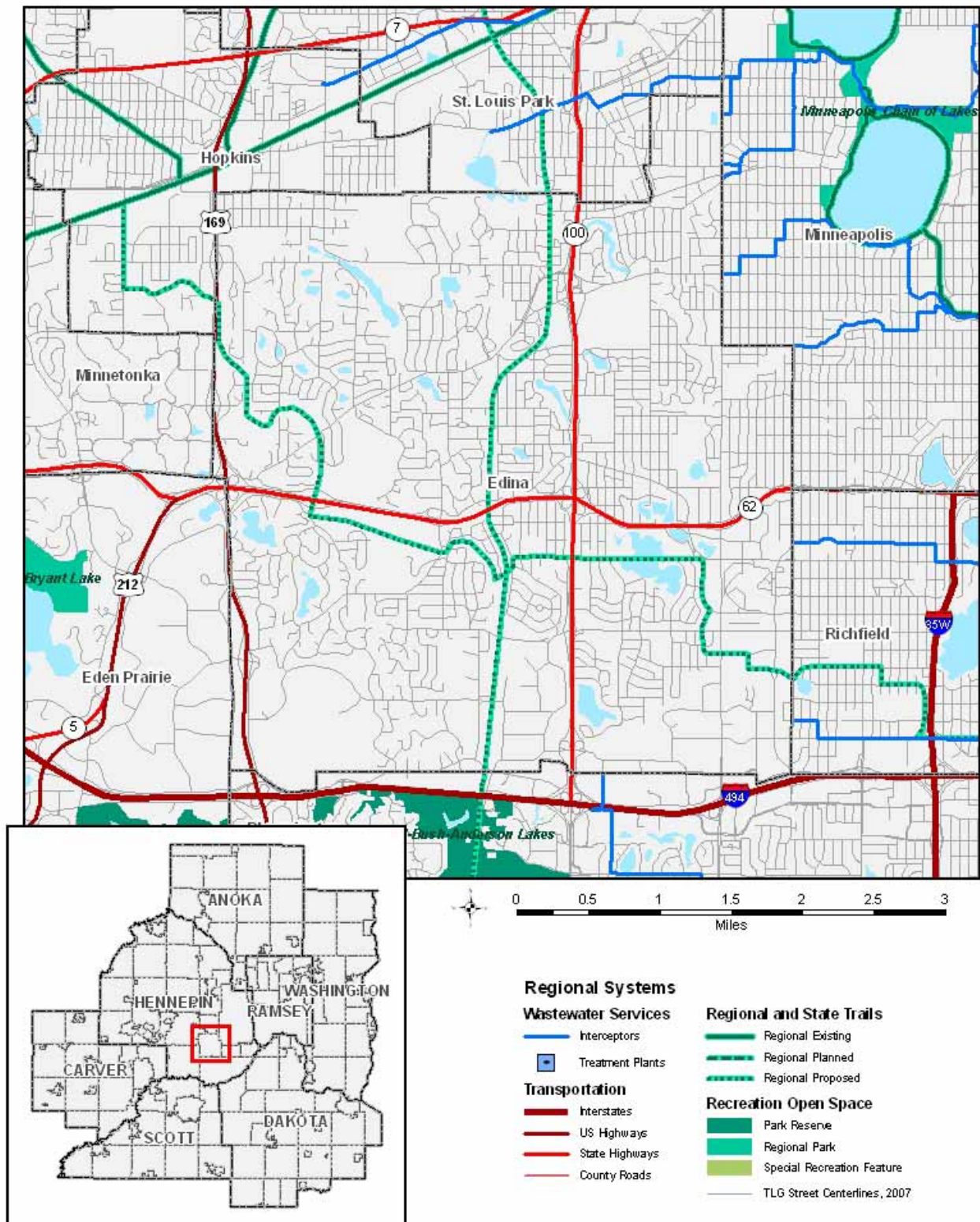


Figure 2. 2030 Regional Development Framework Planning Areas

Edina

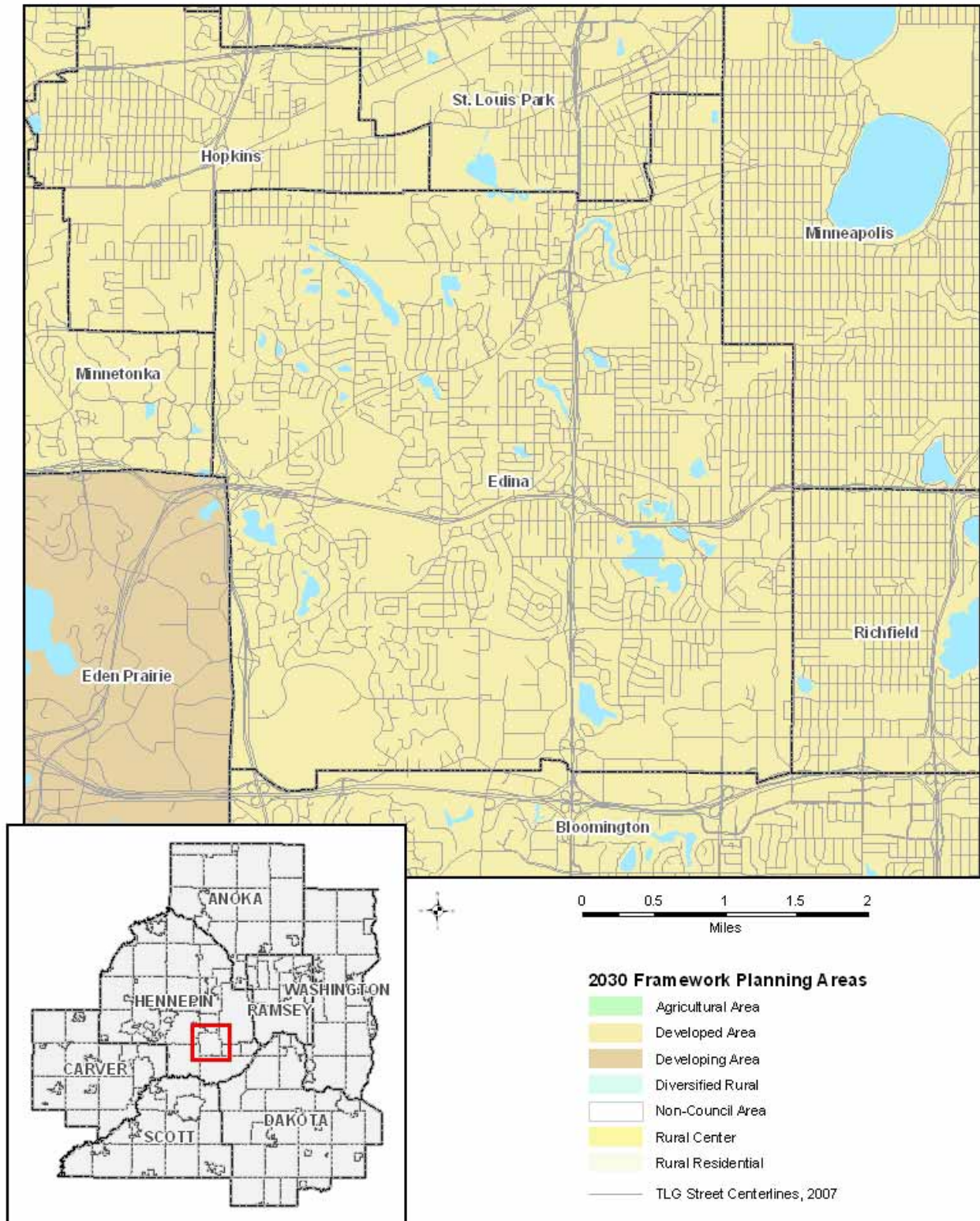


Figure 3. Existing Land Use, 2005
City of Edina

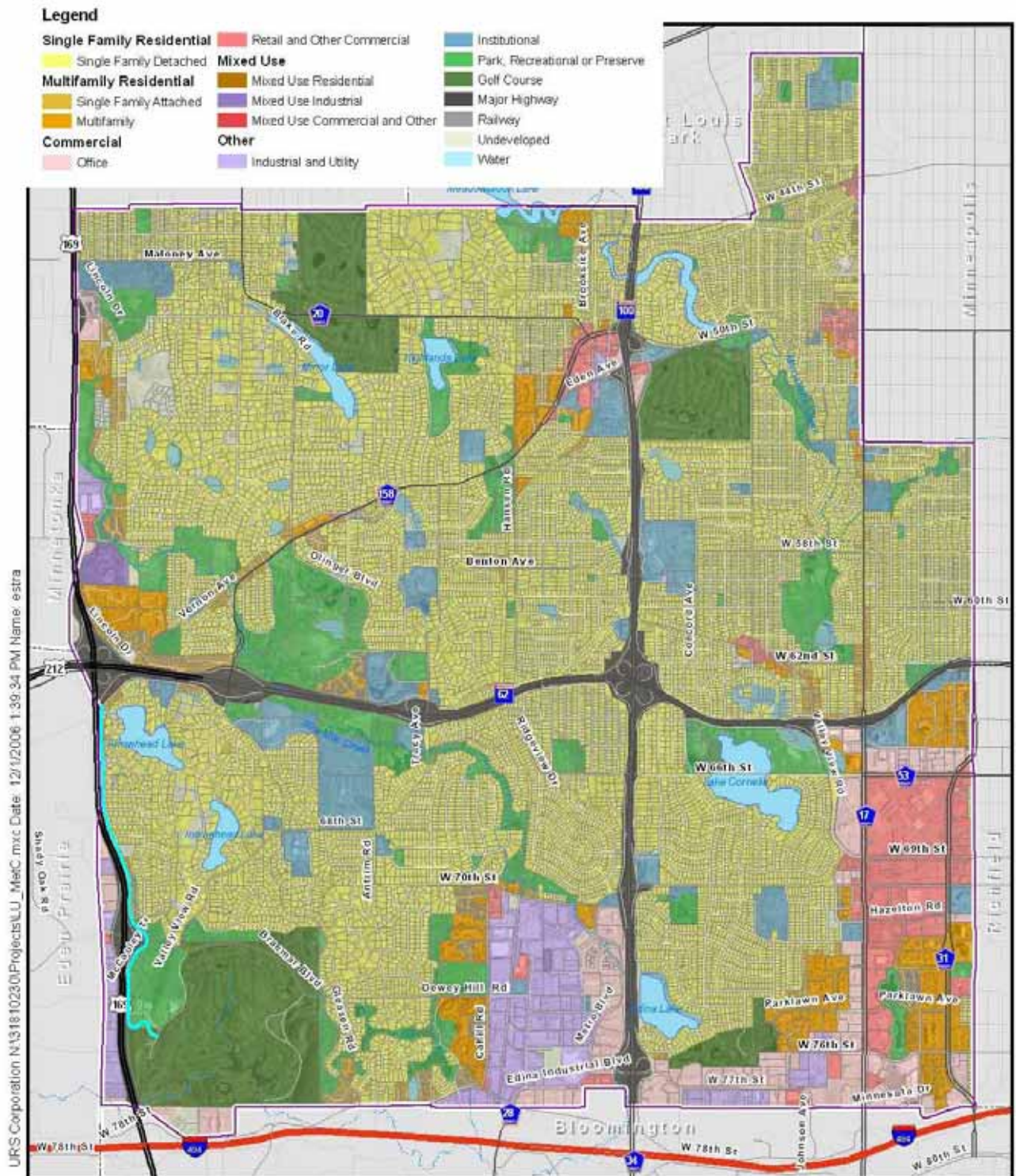


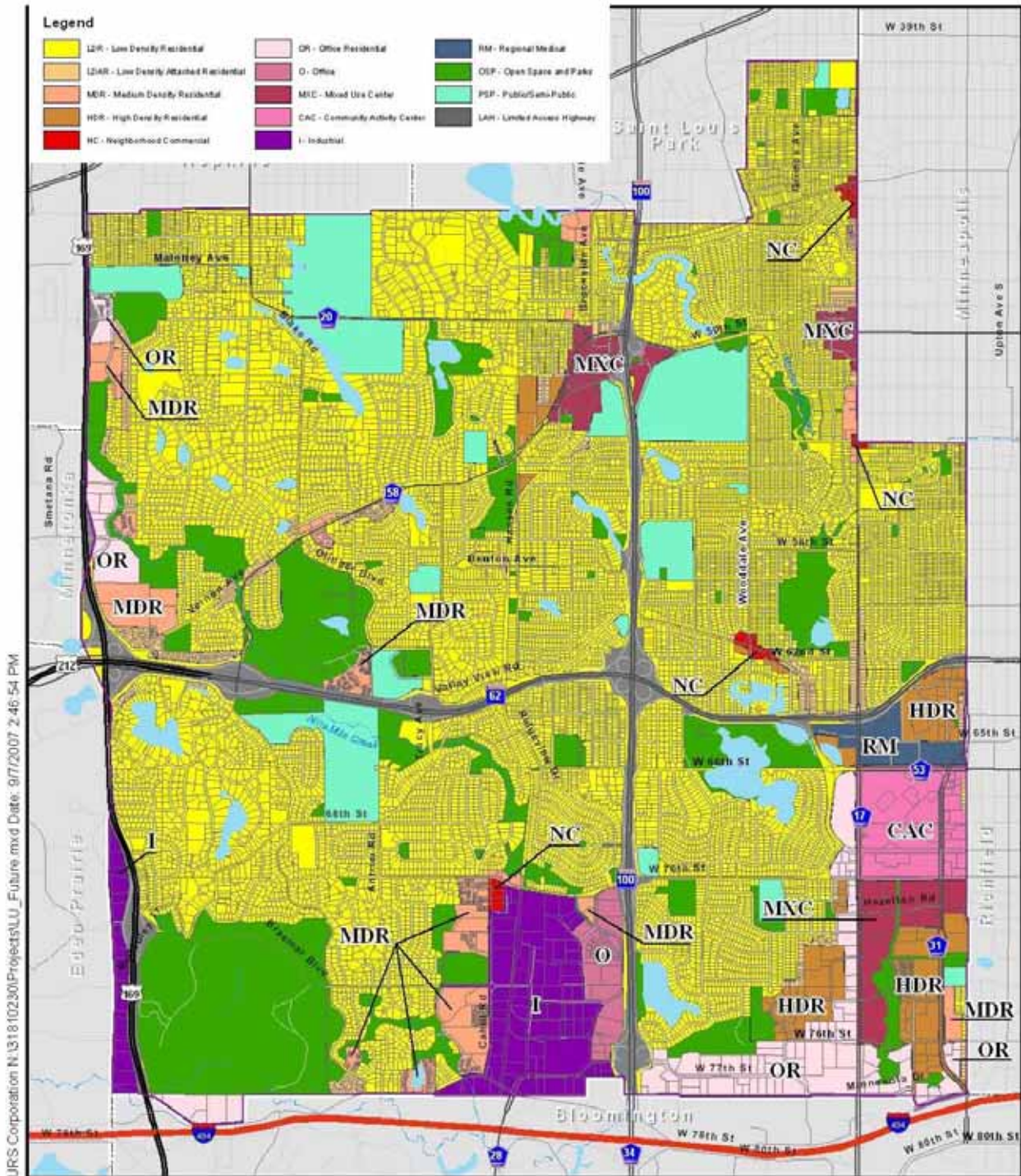
Figure 4.1
Existing Land Use, 2005

 **City of Edina**
2008 Comprehensive Plan Update

Data Source: Met Council Generalized Land Use, 2005



Figure 4. 2030 Future Land Use
City of Edina



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City of Edina
2008 Comprehensive Plan Update

Data Source: URS

Figure 4.3

Future Land Use Plan

