

C Community Development Committee
Meeting date: March 15, 2010

E Environment Committee
Meeting date: March 9, 2010

ADVISORY INFORMATION

Subject:	City of Tonka Bay 2009-2030 Comprehensive Plan Update Review File No. 20588-1 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, Manager, 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 Tonka Bay to put its 2009-2030 Comprehensive Plan Update into effect.
2. Adopt the advisory comments for surface water management and land use presented in those sections of the review record.
3. Advise the City of Tonka Bay to participate in the Council's Redevelopment Monitoring program.
4. Accept the revised forecasts as shown in Table 1 of this report.

Recommendations of the Environment Committee:

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

ADVISORY COMMENTS

City of Tonka Bay 2009-2030 Comprehensive Plan Update and Tier II Comprehensive Sewer Plan

Review File No. 20588-1 - Council Business Item No. 2010-94

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 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 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 Tonka Bay (City) is located in central Hennepin County, bounded by Orono and Shorewood. Figure 1 shows the general location of Tonka Bay and surrounding communities near the middle of Lake Minnetonka, and the City's *2009-2030 Regional Development Framework* (RDF) designation, which identifies Tonka Bay as a "developed" community. The RDF says that developed communities should "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 Tonka Bay 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 Tonka Bay 2009-2030 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 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.

Transportation

Roads and Transit

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

The Update is in conformance with the Council's Transportation Policy Plan (TPP) and addresses all the applicable transportation and transit requirements of a comprehensive plan.

There are no principal arterials in Tonka Bay. TH 7, the closest principal arterial, is located about 1.3 miles southeast of the City. Tonka Bay is within the Metropolitan Transit Taxing district and lies within Transit Market Area III. Service options for cities with 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 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 Council. Wastewater generated within the City is conveyed to and treated at the Council's Blue Lake Wastewater Treatment Plant located in Shakopee. The City is provided wastewater conveyance service through interceptors 7017 and 6-TB-661. The City's Plan projects it will have 680 sewered households and 380 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 10-year increments. The rationale, for the projections, is given in the Update and determined appropriate for planning for local services.

Tonka Bay 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 Update includes a description of a reduction plan which includes televised inspections to identify and eliminate causes of I/I where it is cost effective. The City also has a sump pump inspection program.

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. Tonka Bay lies within the Minnehaha Creek watershed. The Minnehaha Creek Watershed District's latest watershed management plan was approved by the Board of Water and Soil Resources in 2007.

Tonka Bay completed a surface water management plan (SWMP) in August 2009 that was reviewed under separate cover. The SWMP was found to be consistent with Council policy and the Council's WRMPP.

Advisory Comment

The City needs to send the Council a copy of the final adopted SWMP as well as the date the watershed approved the plan and the date the City adopted the final plan.

CONSISTENCY WITH COUNCIL POLICY

Forecasts

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

The Update is consistent with Council's forecast expectations and consistent with regional policy. The City requested that the Council revise its forecasts, based on the nearly full development of Tonka Bay. Council staff concurs and recommends that the Council approve the following revised forecasts for the City of Tonka Bay.

Table 1 – Council's System Statement Forecasts & Revised Forecasts

	Census	Previous Council Forecasts			Revised Council Forecasts		
	2000	2010	2020	2030	2010	2020	2030
Population	1,547	1,800	1,800	1,800	1,620	1,650	1,650
Households	614	750	760	780	640	660	680
Employment	266	200	240	280	300	340	380

The City's Update uses these agreed-upon revised forecasts consistently throughout the document. The Council's forecasts will be officially revised effective upon the Council's action on the Update.

2030 Regional Development Framework and Land Use

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

The Update, with supplemental materials, is consistent with the *2030 Regional Development Framework* (RDF), which identifies 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 support developments that integrate land uses. In addition, Developed communities are expected to accommodate forecasted residential growth at densities of at least 5 units per acre.

The Update contains policies to retain and preserve existing neighborhoods, support redevelopment in a manner that serves the community, maintain existing infrastructure, improve transportation and pedestrian routes to improve function and aesthetics.

The City is about 620 acres with approximately 174 acres covered in water bodies and wetlands. The predominant existing land use is low density residential, covering 43% of the City. The City is nearly fully developed with 26.96 acres classified as vacant. However, of these vacant lands, about 15 acres are considered unbuildable due to wetlands or other resource constraints, and approximately 10 acres are buildable but have access issues or are reliant upon the development of adjacent properties for use. These vacant properties have already been platted, but with their varying degrees of constraint and suitability, have the potential to accommodate limited new development, potentially up to 15 new housing units.

Table 2 - Planned Residential Development Density

Category	Density Range		Net Acres	Min Units	Max Units
	Min	Max			
Medium Density Residential	5	8	2.1	10.5	16.8
High Density Residential	8	8	1	8	8
	TOTALS		3.1	18.5	24.8
	Overall Density			5.97	8.00

The City has guided approximately 1.23 acres as Multi Family Residential (2.9-14 units per acre), and 9 acres of land for redevelopment as General Mixed Use, estimating that approximately 45% of that area will be allocated toward residential uses. As shown in Table 2 below, the City is planning for redevelopment to occur at a minimum net residential

density of 5.0 units per acre, consistent with the Council's policy for sewer residential development in Developed communities.

Advisory Comment

The City is advised to participate in the Council's Redevelopment Monitoring program.

Housing

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

The Update's housing element fulfills the 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 9 units. To provide opportunities to meet this need the Update indicates that approximately 4 acres of land will be available for higher density residential development at 6-10 units per acre within the mixed-use land use category. The Update provides the implementation tools and programs that the City will use to promote opportunities to address its share of the region's housing need. The Update indicates the City will consider planned unit developments to achieve the flexibility needed to meet it's regional affordable housing need, and will explore incorporating new housing units into a redeveloped mixed-use Tonka Village Shopping Center area. The City will avail itself of federal, state and local resources, such as CDBG and programs offered through Minnesota Housing, and partner with non-profit development organizations, such as Habitat for Humanity, to address affordable and life-cycle housing needs within the community.

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 entire City is served by a local sanitary sewer collection system. Flow is conveyed by metropolitan interceptor to the Blue Lake wastewater treatment facility in Shakopee for treatment. There are no ISTS remaining in operation in the City.

Water Supply

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

The City's water supply plan (WSP) is consistent with the policies of the WRMP. The Council encourages the city to continue to implement conservation programs in an effort to promote the efficient use of water to its customers.

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 Council's aggregate resources inventory does not indicate the presence of aggregate resources available for mining, and the community is essentially fully developed.

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 2009-2030 Comprehensive Plan Update to adjacent local units of government, school districts, counties and special districts for comment on February 13, 2008. Tonka Bay received responses from 2 of 13 agencies and local governments including the Three Rivers Park District, Minnehaha Creek Watershed District. 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 Tonka Bay submittals total 334 pages.

- Cover letter from Tonka Bay City Administrator Jessica Loftus, May 28, 2009
- City of Tonka Bay – 2009-2030 Comprehensive Plan
 - Cover
 - Table of Contents
 - Chapter 1: The Community
 - Chapter 2: The Plan
 - Chapter 3: Residential
 - Chapter 4: Parks, Open Space & Trails
 - Chapter 5: Business & Community Facilities
 - Chapter 6: Transportation Plan
 - Chapter 7: Sewer Plan
 - Chapter 8: Water Supply Plan
 - Chapter 9: Water Resource Management
 - Chapter 10: Implementation
 - 9 Appendices
- Cover letter from Tonka Bay City Administrator Jessica Loftus, December 18, 2009
- City of Tonka Bay – 2009-2030 Comprehensive Plan Revised excluding Appendices

ATTACHMENTS

Table 3 - Existing and Planned Land Use Table in 5-year Stages

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 3 - City of Tonka Bay Land Use in 5 Year Increments

Table 6 Existing and Planned Land Use Table								
Land Use within the MUSA	Residential Density (units/acre)		Existing Land Use in acres	Planned Land Use in acres				Change
	Min	Max	2008	2010	2015	2020	2025	
RESIDENTIAL								
Single-Family	2.2	> 3.0	268.89	271.86	274.83	277.8	276.74	+ 7.85
Multi-Family	3.0	14	12.01	12.01	12.01	12.01	24.01	+ 12.00
COMMERCIAL								
Commercial	-	-	15.17	15.17	15.17	15.17	0.82	-14.35
Mixed Use (primary C)	20	> 25.0	0.00	0	0	0	8.88	8.88
Private Marinas	-	-	7.29	7.29	7.29	7.29	7.29	0
PUBLIC/SEMI PUBLIC								
Institutional	-	-	6.01	6.01	6.01	6.01	6.01	0
Parks & Recreation	-	-	13.98	23.22	23.22	23.22	23.22	+ 9.24
Open Space	-	-	17.82	8.58	8.58	8.58	21.16	+ 3.34
Road ROWs	-	-	76.27	76.27	76.27	76.27	76.27	0
UNDEVELOPED								
Vacant	-	-	26.96	23.99	21.02	18.05	0	-26.96
Wetlands	-	-	121.06	121.06	121.06	121.06	121.06	0
Open Water	-	-	53.30	53.3	53.3	53.3	53.3	0
TOTALS:	-	-	618.76	618.76	618.76	618.76	618.76	0

Land Use Changes Summary:

- *Each year: Currently vacant land which is potentially buildable transitions to single family use (11.88 acres total).*
- *2010: The SW Environmental Park & Trail is transitioned from "open space" to "parks & recreation."*
- *2015 & 2020: No major changes*
- *2025: Residential, commercial, and open space lands transition to Mixed Use and Multi Family. Undevelopable lands classified as "vacant" (15.08 acres) transition into "open space."*

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

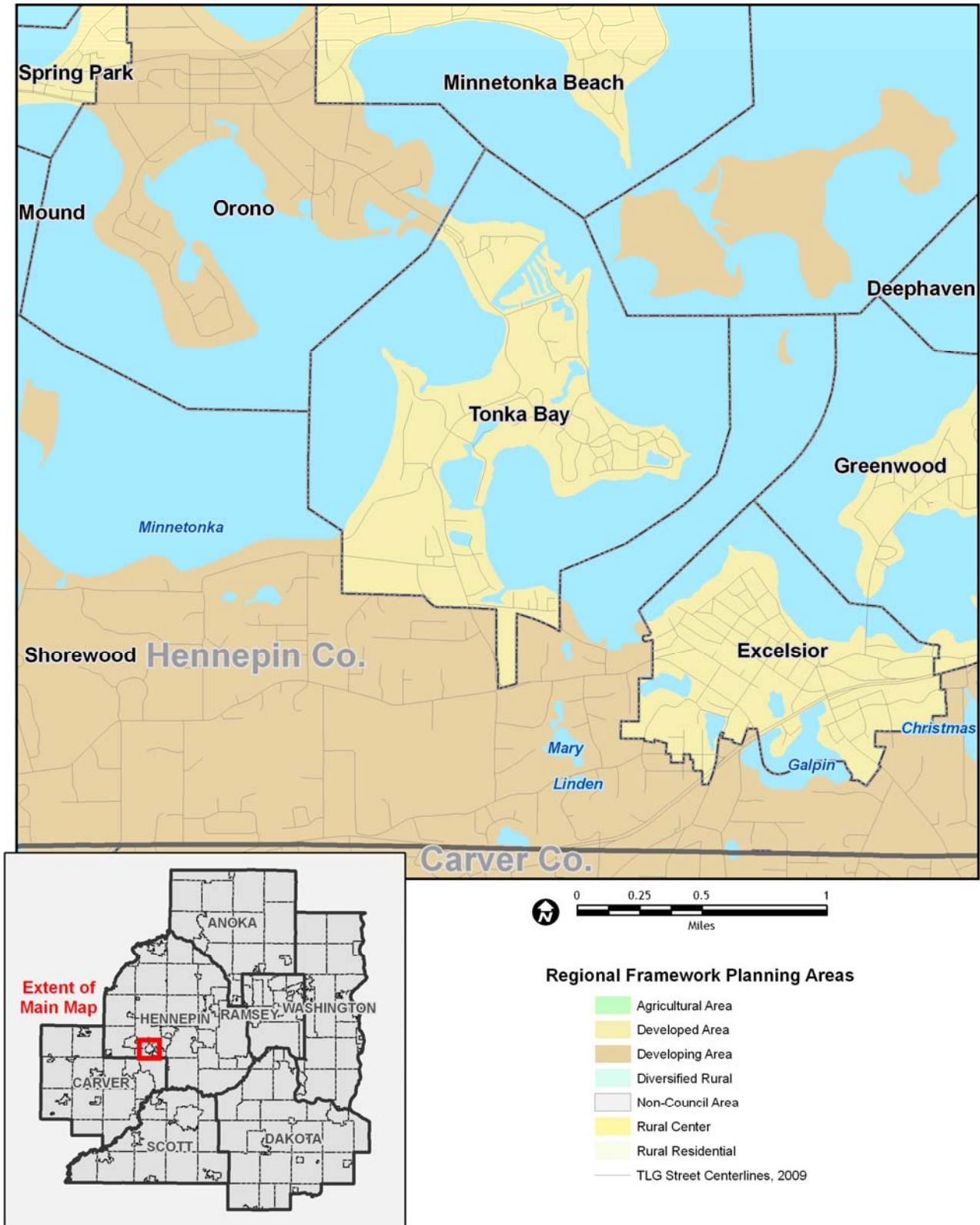


Figure 2 - Regional Systems, City of Tonka Bay

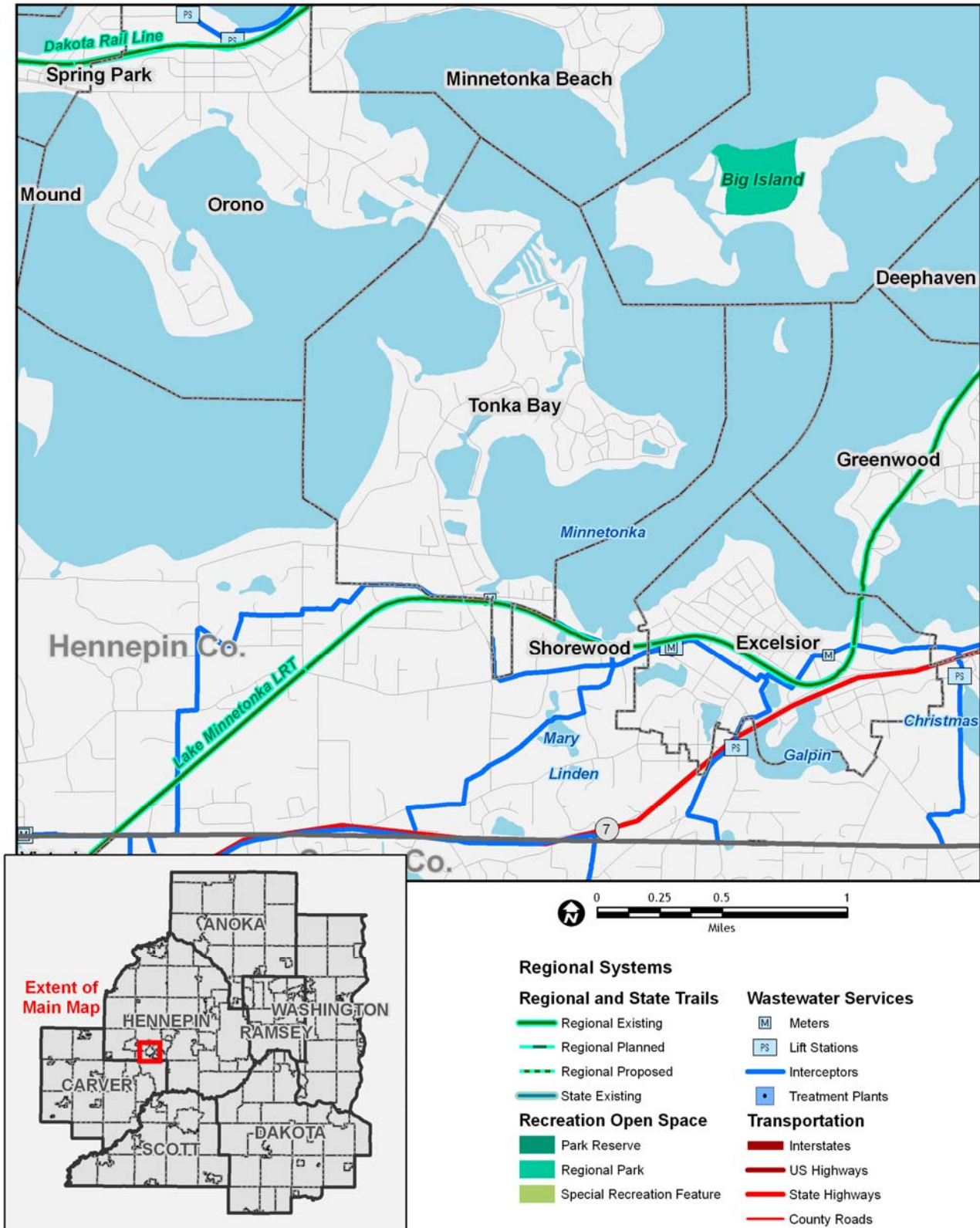


Figure 3 - Existing Land Use, City of Tonka Bay



Figure 4 - 2030 Land Use Plan, City of Tonka Bay

