

## Community Development Committee

Meeting date: November 5, 2018

For the Metropolitan Council meeting of November 14, 2018

**Subject:** City of Tonka Bay Mixed Use District Density Comprehensive Plan Amendment, Review File No. 20588-2

**District(s), Member(s):** District 3, Jennifer Munt

**Policy/Legal Reference:** Metropolitan Land Planning Act (Minn. Stat. § 473.175)

**Staff Prepared/Presented:** Michael Larson, AICP, Senior Planner, Local Planning Assistance (651-602-1407)

**Division/Department:** Community Development / Regional Planning

### Proposed Action

That the Metropolitan Council:

1. Adopt the attached Review Record and allow the City of Tonka Bay to place the Mixed Use District Density Comprehensive Plan Amendment into effect.
2. Revise the City's forecasts for population, households, and employment for 2020, 2030, and 2040 as shown in Table 1 of the Review Record.
3. Advise the City to implement the advisory comments in the Review Record for Wastewater.

### Background

The City of Tonka Bay has submitted a comprehensive plan amendment to increase the maximum allowable residential density in its Mixed Use District from 10 to 20 dwelling units per acre. This guidance affects one 8.65-acre location, the current site of the Tonka Village shopping center. The amendment is associated with a preliminary redevelopment proposal by Doran Development that includes 137 residential units.

### Rationale

The proposed amendment conforms to regional system plans, is consistent with Council policies, and is compatible with the plans of other local communities and school districts.

### Thrive Lens Analysis

The proposed amendment is reviewed against the land use policies in *Thrive MSP 2040*. To achieve the outcomes identified in *Thrive*, the metropolitan development guide defines the Land Use Policy for the region and includes strategies for local governments and the Council to implement. These policies and strategies are interrelated and, taken together, serve to achieve the outcomes identified in *Thrive*.

### Funding

None.

### Known Support / Opposition

None known.

# Review Record

## City of Tonka Bay Mixed Use District Density Comprehensive Plan Amendment

Review File No. 20588-2, Council Business Item No. 2018-285

### BACKGROUND

The City of Tonka Bay (City) is located on Lake Minnetonka in Hennepin County, sharing a border with Shorewood to the south and Orono to the north.

Consistent with the policies adopted by the Council in June 2014 ([Business Item 2014-143](#)) regarding review of local comprehensive plans, this amendment is being reviewed under *Thrive MSP 2040* and its policy plans. The proposed amendment was found complete for review in a letter dated October 4, 2018.

*Thrive MSP 2040* (Thrive) designates Tonka Bay with a “Suburban” community designation. The Council currently forecasts from 2017 to 2040 that the City will grow from 1,526 to 1,560 population and 607 to 680 households. The Council also forecasts that between 2017 and 2040, the City’s employment will increase from 243 to 400 jobs.

The Metropolitan Council reviewed the City of Tonka Bay’s 2030 Comprehensive Plan Update ([Business Item 2010-94](#), Review File No. 20588-1) on March 24, 2010. This is the first comprehensive plan amendment since the Update was reviewed.

### REQUEST SUMMARY

The City of Tonka Bay has submitted a comprehensive plan amendment to increase the maximum allowable residential density in its Mixed Use District from 10 to 20 dwelling units per acre (units/acre). This guidance affects one 8.65-acre location, the current site of the Tonka Village shopping center. The amendment is associated with a preliminary redevelopment proposal by Doran Development that includes 137 residential units.

### OVERVIEW

#### Conformance with Regional Systems

The amendment conforms to the Regional System Plans for Parks, Transportation (including Aviation), and Wastewater, with no substantial impact on, or departure from, these plans.

#### Consistency with Council Policies

The amendment is consistent with *Thrive MSP 2040*, with the *Housing Policy Plan*, with water resources management, and is consistent with Council forecasts.

#### Compatibility with Plans of Adjacent Jurisdictions

The amendment will not have an impact on adjacent communities, school districts, or watershed districts, and is compatible with the plans of those districts.

### PREVIOUS COUNCIL ACTIONS

- The Council acted on the City’s Update on March 24, 2010 (Review File No. 20588-1).

## ISSUES

- I. Does the amendment conform to the regional system plans?
- II. Is the amendment consistent with *Thrive MSP 2040* and other Council policies?
- III. Does the amendment change the City's forecasts?
- IV. Is the amendment compatible with the plans of adjacent local governmental units and affected jurisdictions?

## ISSUES ANALYSIS AND FINDINGS

### *Conformance with Regional Systems*

The amendment conforms to the regional system plan for Regional Parks, Transportation, and Wastewater, with no substantial impact on, or departure from, these system plans. Additional review comments for regional parks and wastewater are included below.

#### **Regional Parks**

*Reviewer: Michael Larson (651-602-1407)*

The amendment conforms to the *2040 Regional Parks Policy Plan*. The Lake Independence Trail Extension Regional Trail Search Corridor travels through the area. The alignment of the trail will be determined in the future through a master planning process led by Three Rivers Park District. The increase in maximum allowable density from 10 dwelling units per acre to 20 units per acre is not anticipated to impact the future regional trail.

#### **Wastewater**

*Reviewer: Roger Janzig (651-602-1119)*

The amendment conforms to the *2040 Water Resources Policy Plan*. The existing Metropolitan Disposal System has adequate capacity for the proposed change in density associated with the Mixed Use District guiding land use.

#### *Advisory Comments*

The amendment reflects a proposed construction project that may have an impact on Metropolitan Council Interceptor 6-TB-661. To assess the potential impacts to our interceptor system, prior to initiating any proposed project, preliminary plans should be sent to Scott Dentz, Interceptor Engineering Manager (651-602-4503) at the Metropolitan Council Environmental Services for review and comment.

This project location contributes unmetered wastewater flow to the City of Shorewood. Once the project is complete, the City needs to submit information to the Council so it can adjust its wastewater flow assignments between Tonka Bay and Shorewood.

### *Consistency with Council Policy*

The amendment is consistent with Council policies for forecasts, land use, housing, sub-surface sewage treatment systems, and water supply. Additional review comments regarding consistency with land use and housing policies are detailed below.

#### **Land Use**

*Reviewer: Michael Larson (651-602-1407)*

The amendment is consistent with the land use policies in *Thrive*, which designates the City as a Suburban community. Overall minimum density expectations for Suburban communities is at least 5 units/acre for new growth, development, and redevelopment. The amendment increases the maximum allowable density in the Mixed Use District from 10 to 20 dwelling units per acre. The minimum

allowable density for the Mixed Use District remains at 6 units per acre and does not affect the City's overall planned minimum density, which remains 5.97 units/acre.

## Forecasts

Reviewer: Todd Graham (651-602-1322)

The proposed amendment is associated with a development project that may add 137 housing units. With the concurrence of City staff, Council staff recommend adjusting the forecasts that the City will use in its forthcoming 2040 Comprehensive Plan. Proposed changes are shown underlined in Table 1 below.

Table 1. Metropolitan Council Forecasts for the City of Tonka Bay

	Census	Estimate	Previous Council Forecasts			Revised Council Forecasts		
	2010	2017	2020	2030	2040	2020	2030	2040
<b>Population</b>	1,475	1,526	1,520	1,550	1,560	<u>1,790</u>	<u>1,850</u>	<u>1,880</u>
<b>Households</b>	586	607	630	660	680	<u>720</u>	<u>750</u>	<u>760</u>
<b>Employment</b>	298	243	340	370	400	<u>240</u>	<u>270</u>	<u>300</u>

(Note: All of the households and population in Tonka Bay are sewer-serviced.)

## Advisory Comments

The allocation of affordable housing need for 2021-2030 does not change because the forecast change does not impact the increment of household growth between 2021 and 2030, the basis of the allocation of need.

## Housing

Reviewer: Hilary Lovelace (651-602-1555)

The proposed comprehensive plan amendment is consistent with the Council's policies for housing. The City currently provides sufficient land to address its share of the region's 2011-2020 need for affordable housing, which is 9 units. The proposed amendment has no impact on the City's inventory of land guided to support the development of low- and moderate-income housing.

The City is not a participant in Livable Communities Act programs. There is no known affordable housing development in the City since the Council began collecting that information in 2003.

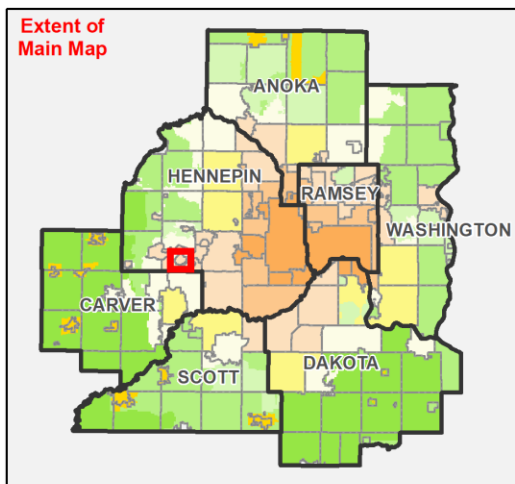
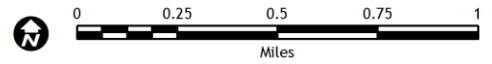
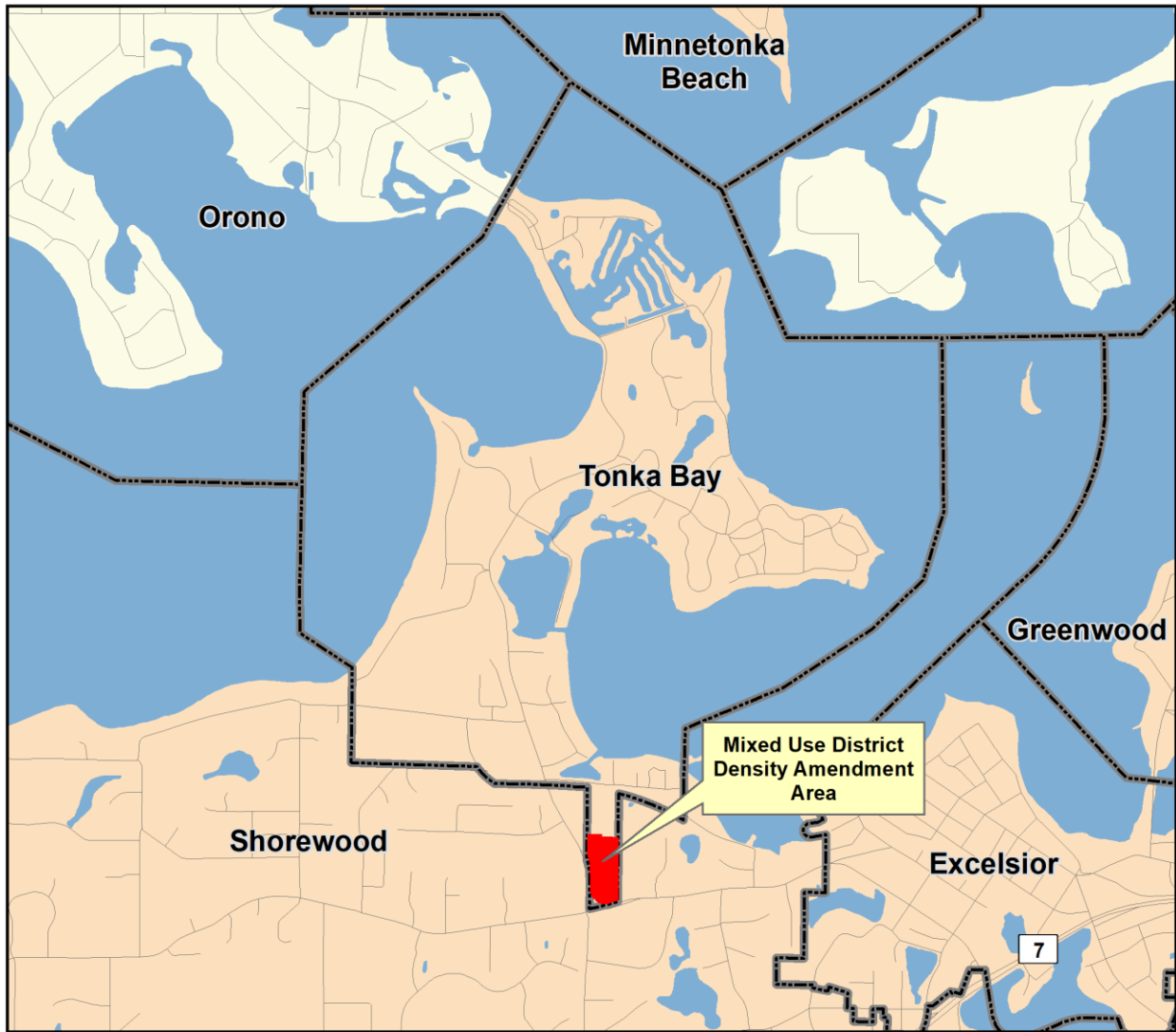
## Compatibility with Plans of Adjacent Governmental Units and Plans of Affected Special Districts and School Districts

The proposed amendment is compatible with the plans of adjacent jurisdictions. No compatibility issues with plans of adjacent governmental units and plans of affected special districts and school districts were identified.

## ATTACHMENTS

- Figure 1: Location Map Showing Community Designations
- Figure 2: Location Map showing Regional Systems
- Figure 3: Land Use Guiding

Figure 1: Location Map Showing Community Designations



**ThriveMSP 2040 Community Designations**

- Agricultural
- Rural Residential
- Diversified Rural
- Rural Center
- Emerging Suburban Edge
- Suburban Edge
- Suburban
- Urban
- Urban Center
- Ncompass Street Centerlines

Figure 2: Location Map Showing Regional Systems



- Regional Systems**
- Planned Fixed Guideway Stations
  - Existing Fixed Guideway Stations
  - Regional Transitways**
    - Existing, Fixed Guideway
    - Proposed, Fixed Guideway
    - Existing, Bus Rapid Transit
    - Proposed, Bus Rapid Transit
  - Wastewater Treatment**
    - M Meters
    - L Lift Stations
    - MCES Interceptors
    - WTP MCES Treatment Plants
  - Regional Highway System**
    - Interstates
    - US Highways
    - State Highways
    - County Roads
    - Ncompass Street Centerlines
  - Regional Parks**
    - Existing (Open to Public)
    - In Master Plan (Not Open to Public)
    - Planned Units
    - Existing Regional Trails
    - Planned Regional Trails

Figure 3: Land Use Guiding

