

## Environment Committee

Meeting date: August 14, 2018

## Community Development Committee

Meeting date: August 20, 2018

For the Metropolitan Council meeting of August 22, 2018

**Subject:** City of Medina 2040 Comprehensive Plan, Review File 21831-1

**District(s), Member(s):** District 1, Katie Rodriguez

**Policy/Legal Reference:** Metropolitan Land Planning Act (Minn. Stat. § 473.175), Minn. Stat. § 473.513

**Staff Prepared/Presented:** Freya Thamman, Sector Representative (651-602-1750)  
LisaBeth Barajas, Community Development Director (651-602-1895)  
Kyle Colvin, Engineering Programs, Manager (651-602-1151)

**Division/Department:** Community Development / Regional Planning  
Environmental Services / Technical Services

### Proposed Action

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

#### Recommendations of the Community Development Committee (CDC):

1. Authorize the City of Medina to place its 2040 Comprehensive Plan (Plan) into effect.
2. Adopt the revised forecasts as detailed in Table 1 of the attached Review Record.
3. Advise the City to implement the CDC Advisory Comments on Page 3 of this report.
4. Advise the City that:
  - a. after all three watershed management organizations approve the Local Water Management Plan (LWMP) and the City adopts its LWMP, a final copy needs to be sent to the Council, along with the three watershed approval dates and local adoption date of the final plan.
  - b. if parcels in the Agricultural Preserve Program expire and are no longer guided at 1 unit per 40 acres, a comprehensive plan amendment (amendment) is required.
  - c. if the City provides exceptions to the maximum density standards for rural open space developments, the City needs to submit the associated ordinances and controls to the Metropolitan Council to confirm consistency with the Metropolitan Council's Flexible Residential Development Guidelines in the Long-Term Sewer Service Area (LTSSA).
  - d. if there is a reduction in the higher density residential land available in the 2021-2030 time-period, an amendment is required, and the City would need to ensure consistency with housing policy and the *2040 Housing Policy Plan* (HPP) to remain eligible for Livable Communities Act funds.
  - e. if changes are made to the City's water supply plan resulting from the Department of Natural Resources (DNR) review of the Plan, the City will need to provide the Council and the DNR with the updated information.
5. Advise the City to consider the advisory comments in Review Record for Forecasts and Housing.

**Recommendations of the Environment Committee (EC):**

1. Approve the City of Medina's Comprehensive Sewer Plan component of the City's 2040 Comprehensive Plan.
2. Adopt the revised post-2040 Long-Term Sewer Service Area as shown on Figure 3 of the Review Record.
3. Advise the City to implement the EC Advisory Comments on Page 3 of this report.
4. Advise the City that when it has amended the local ordinance to require the disconnection of existing foundation drains, sump pumps, and roof leaders from the sanitary sewer system, an executed copy needs to be forwarded to Metropolitan Council Environmental Services.

## Advisory Comments

The following Advisory Comments are part of the Council action authorizing the City of Medina to implement its 2040 Comprehensive Plan (Plan).

### Community Development Committee

1. As stated in the *Local Planning Handbook*, the City must take the following steps:
  - a. Adopt the Plan in final form after considering the Council's review recommendations as contained in the body of this report.
  - b. Submit one hard copy and one electronic copy of the Plan to the Council. The electronic copy must be submitted as one unified file.
  - c. Submit to the Council a copy of the City Council resolution evidencing final adoption of the Plan.
2. The *Local Planning 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 to the Plan, local governments should incorporate those recommended changes into the Plan or respond to the Council before "final adoption" of the comprehensive plan by the governing body of the local governmental unit. (Minn. Stat. § 473.858, subd. 3)
3. Local governments must adopt official controls as identified in their 2040 comprehensive plans and must submit copies of the official controls to the Council within 30 days after the 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 Comprehensive Sewer Plan component of the City's 2040 Comprehensive Plan becomes effective only after the Plan receives final approval from the local governmental unit. After the Plan receives final approval from the City and the Comprehensive Sewer Plan component of the City's Plan becomes effective, the City may implement its Plan to alter, expand, or improve its sewage disposal system consistent with the Council-approved Sewer Plan.
2. A copy of the City Council resolution adopting its Plan, including the Comprehensive Sewer Plan component, must be submitted to the Council.

## Background

Medina is in Hennepin County, surrounded by Corcoran, Maple Grove, Plymouth, Orono, Maple Plain, Independence, and Greenfield (Figure 1). The City of Loretto is approximately 165 acres and completely contained within western Medina.

The City of Medina submitted its 2040 Comprehensive Plan (Plan) to the Council for review to meet the Metropolitan Land Planning Act requirements (Minn. Stat. §§ 473.851 to 473.871) and the Council's 2015 System Statement requirements.

### Meeting with Metropolitan Council and City Council Members on Draft 2040 Plan

Early versions of the City's Plan had potential policy concerns related to housing and wastewater review. Council staff have appreciated the City's time and coordination in discussing these areas and the changes the City has made to ensure conformance and consistency with Council policy.

Early versions of the City's Plan showed removal of approximately 4,000 acres from the Long-Term Sewer Service Area (LTSSA). Through discussion with the City, which started in October 2017, Environmental Service staff agreed to consider removing approximately 760 net developable acres from the Blue Lake LTSSA. The City's Plan now shows an approximately 760 net acre reduction in the Blue Lake LTSSA, which staff found to be in conformance with the *2040 Water Resources Policy Plan* (WRPP).

Throughout the completeness review process, City and Council staff discussed the Plan's housing element and required areas for completeness and consistency with Council policy. In April 2018, the City's Plan was found to be complete for review; however, the Plan's housing content remained inconsistent with the *2040 Housing Policy Plan* (HPP) and the Metropolitan Land Planning Act (MLPA). In April 2018, the City requested a meeting with Metropolitan Council Members to discuss housing policy and the LTSSA.

A meeting was held on May 7, 2018 and included Medina City Council Members (Kathleen Martin and John Anderson), City staff (Scott Johnson, Administrator and Dusty Finke, City Planning Director), Metropolitan Council Members (Katie Rodriguez, District 1, Jon Commers - Community Development Committee Chair, and Council Member Sandy Rummel - Environment Committee Chair) as well as Council Community Development and Environmental Services staff.

The meeting primarily focused on the Plan's inconsistency with the HPP and the MLPA. The Plan did not provide enough land guided at higher densities (8+ units/acre) to support the development of affordable housing for the 2021-2030 time-period (it had 2018-2030). In addition, the meeting discussed the Plan's removal of approximately 760 net developable acres from the Long-Term Sewer Service Area.

As a follow-up to the May 7, 2018 meeting, the City provided supplemental information on June 8, 2018, which brought the Plan into consistency and identified sufficient high density residential land available during the 2021-2030 period (see Housing review for additional information). With the provided information, staff found the Plan to be consistent with the HPP. The City requested that their cover letter with the supplemental information be included with the staff report (Figure 9).

## Review Authority & Rationale

Minn. Stat. § 473.175 directs the Metropolitan Council to review a local government's comprehensive plan and provide a written statement to the local government regarding the Plan's:

- **Conformance** with metropolitan system plans
- **Consistency** with the adopted plans and policies of the Council

- **Compatibility** with the plans of adjacent governmental units and plans of affected special districts and school districts

By resolution, the Council may require a local government to modify its comprehensive plan if the Council determines 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 (Minn. Stat. § 473.513).

The attached Review Record details the Council’s assessment of the Plan’s conformance, consistency, and compatibility, and is summarized below.

Review Standard	Review Area	Plan Status
Conformance	<i>2040 Water Resources Policy Plan</i> (Wastewater Services and Surface Water Management)	Conforms
Conformance	<i>2040 Regional Parks Policy Plan</i>	Conforms
Conformance	<i>2040 Transportation Policy Plan</i> , including Aviation	Conforms
Consistency with Council Policy	<i>Thrive MSP 2040</i> and Land Use	Consistent
Consistency with Council Policy	Forecasts	Consistent
Consistency with Council Policy	<i>2040 Housing Policy Plan</i>	Consistent
Consistency with Council Policy	Water Supply	Consistent
Consistency with Council Policy	Community and Subsurface Sewage Treatment Systems (SSTS)	Consistent
Compatibility	Compatible with the plans of adjacent and affected governmental districts	Compatible

### Thrive Lens Analysis

The proposed 2040 Plan 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

The Housing Justice Center provided a letter to the Council dated February 23, 2018, which indicated their concern that the City of Medina’s 2040 Plan, at that time, failed to meet and comply with the requirements identified in the Local Planning Handbook, Metropolitan Land Planning Act, and *2040 Housing Policy Plan*.

# REVIEW RECORD

## City of Medina 2040 Comprehensive Plan

### Review File No. 21831-1, Business Item No. 2018-215 JT SW

The following Review Record documents how the proposed Plan meets the requirements of the Metropolitan Land Planning Act and conforms to regional system plans, is consistent with regional policies, and is compatible with the plans of adjacent and affected jurisdictions.

### Conformance with Regional Systems

The Council reviews plans to determine conformance with metropolitan system plans. The Council has reviewed the City's 2040 Plan and finds that it conforms to the Council's regional system plans for Water Resources, Regional Parks, and Transportation (including Aviation),

#### *Water Resources*

#### **Wastewater Service**

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

The Plan conforms to the 2040 *Water Resources Policy Plan* (WRPP). The Comprehensive Sewer component of the Plan has been reviewed against the requirements for Emerging Suburban Edge/Diversified Rural communities. It was found to be complete and consistent with Council policies. The Plan represents the City's guide for future growth and development through the year 2040. 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. The majority of wastewater generated within the City is conveyed by Council Interceptor 9004 and treated at the Metropolitan Council's Metropolitan Wastewater Treatment Plant in St. Paul. A smaller portion is conveyed by Council Interceptor 8352 and treated at the Blue Lake Wastewater Treatment Plant in Shakopee. The Plan projects that the City will have 2,630 sewered households and 5,300 sewered employees by 2040. The Metropolitan Disposal System with its scheduled improvements has or will have adequate capacity to serve the City's growth forecasts.

In an initial submittal of the City's draft Plan, the City's wastewater plan reflected a virtual elimination of the Long-Term Sewer Service Area (LTSSA). In October 2017, the City and Council staff met to discuss the removal of the LTSSA from the City's Plan. The Council indicated that it would consider removal of a portion of the LTSSA equal in size to the area around Loretto (see Figure 3, blue hatching) whose service area was recently changed in the Council's Long-Term Service Area System Plan from the Metropolitan Treatment Plant service area to the Blue Lake Treatment Plant service area.

As a result, through discussions with the City, the City's Plan now reflects the removal of 763 developable net acres from the Blue Lake LTSSA (red hatching on Figure 3). The offsetting reduction, for those areas that were switched from the Metropolitan Treatment Plant LTSSA to the Blue Lake LTSSA, reflects balancing the total Blue Lake LTSSA under the 2040 System Plan to that which was reflected in the 2030 System Plan. Figure 3 of the Review Record shows the change to the LTSSA including area switched from the Metropolitan Treatment Plant to Blue Lake (blue hatching, 730 net acres), area to be removed from the Blue Lake Treatment Plant LTSSA (red hatching, 873 net acres), as well as a small addition the City made to the LTSSA (green hatching, 110 acres). With the Metropolitan Council's authorization of the

City's Plan, staff recommend adoption of the revised post-2040 Long-Term Sewer Service Area, as shown on Figure 3.

The Plan includes tables that provide the capacity and design flows for existing trunk sewers and lift stations, and the assignment of 2040 growth forecasts by Metropolitan interceptor facility for their local system.

The Plan has defined the community's goals, policies, and strategies for preventing and reducing excessive inflow and infiltration (I/I) in the local municipal (city) and private (private property) sanitary sewer systems; including a summary of activities or programs intended to mitigate I/I from both public and private property sources.

The Plan has described the requirements and standards for minimizing inflow and infiltration; and included a copy of the local ordinance that prohibits discharge from sump pumps, foundation drains, and/or rain leaders to the sanitary sewer system. The City is currently working on amending the local ordinance to require the disconnection of existing foundation drains, sump pumps, and roof leaders from the sanitary sewer system. Once adopted and available, an executed copy should be forwarded to the Metropolitan Council Environmental Services.

The Plan describes the sources, extent, and significance of existing inflow and infiltration in both the municipal and private sewer systems; and provided a description of the implementation plan for preventing and eliminating excessive inflow and infiltration from entering both the municipal and private sewer systems.

#### Advisory Comments

- When the City has amended the local ordinance to require the disconnection of existing foundation drains, sump pumps, and roof leaders from the sanitary sewer system, an executed copy should be forwarded to the Metropolitan Council Environmental Services.
- The Council-approved Comprehensive Sewer Plan component of the City's Plan becomes effective only after the Plan receives final approval from the City. After the Plan receives final approval from the City, the City may implement its Plan to alter, expand, or improve its sewage disposal system consistent with the Council-approved Sewer Plan.

### **Surface Water Management**

*Reviewer: Judy Sventek, Environmental Services – Water Resources (651-602-1156)*

The Plan is consistent with Council policy requirements and in conformance with the Council's *2040 Water Resources Policy Plan* for local surface water management. The Plan satisfies the requirements for 2040 comprehensive plans. The City lies within the oversight boundaries of the Elm Creek Watershed Management Commission, the Pioneer-Sarah Creek Watershed Management Commission, and the Minnehaha Creek Watershed District. The City submitted a Local Water Management Plan (LWMP) in May 2017 that was reviewed by Council Water Resources staff. Following completion of this review, comments were sent to the City and watersheds on May 26, 2017.

#### Advisory Comment

After all three watershed management organizations approve the LWMP and the City adopts its LSWMP, a final copy should be forwarded to the Council for our records, along with the three approval dates and local adoption date of the final plan.

## **Regional Parks and Trails**

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

The Plan conforms to the *2040 Regional Parks Policy Plan (RPPP)*. The Regional Parks System components in the City, as identified in the RPPP, include the Morris T. Baker Park Reserve, Lake Independence Regional Trail, Lake Sarah Extension Regional Trail Search Corridor, North-South 1 Regional Trail Search Corridor, Lake Sarah Regional Trail Search Corridor (Figure 1). In addition, Wolsfeld Woods Scientific and Natural Area, which is owned and managed by the Minnesota Department of Natural Resources, is also located in the City. Although not part of the Regional Parks System, State recreational facilities are afforded protection through the RPPP.

The Plan acknowledges and appropriately plans for the regional parks and trails system components in the community.

## **Regional Transportation, Transit, and Aviation**

*Reviewer: Russ Owen, Metropolitan Transportation Services (651-602-1724)*

The Plan conforms to the *2040 Transportation Policy Plan (TPP)* adopted in 2015. It accurately incorporates and integrates transportation system components of the TPP. The TPP's Transit Investment Plan does not show any transitway investments planned for the City in the Current Revenue Scenario. The Plan is also consistent with Council policies regarding community roles, the needs of non-automobile transportation, access to job concentrations, and the needs of freight. The Plan is compatible with the plans of adjacent and affected governmental units including MnDOT's Trunk Highway 55 Corridor Expansion Preliminary Design Concept.

## **Roadways**

The Plan conforms to the Roadways system element of the TPP. The Plan accurately accounts for the regional system of principal arterials including planned additions and improvements identified in the Current Revenue Scenario, and any right-of-way preservation needs. The Plan has no planned additions or improvements to principal arterials, which is in conformance with the TPP.

The Plan identifies no new or improved interchanges that have not yet been reviewed by the MnDOT/Metropolitan Council joint interchange committee. The Plan accurately accounts for the regional system of A-minor arterials and has delineated major and minor collectors. Where the City has identified potential additions or changes to the system, the Plan explains the role of the Transportation Advisory Board in reviewing functional classification. As part of these proposed changes, the Plan includes rationale that are consistent with Appendix D of the TPP, which addresses functional class. These changes include a proposal to change CR 116 from a B-Minor Arterial to an A-Minor Arterial; though the proposal has been listed as planned, the Comprehensive Plan's Roadway Functional Classification (Existing and Planned) map reflects the alignment change's preliminary status.

The Plan identifies all the required characteristics of the community's roadways. These characteristics include existing and future functional class, right-of-way preservation needs, and existing and forecasted traffic volumes for principal and A-minor arterials that are consistent with regional methodology. The Plan also incorporates or refers to guidelines on how access will be managed for principal and A-minor arterials.

The Plan identifies roadway and corridor studies that include recommendations regarding alignments, changes in access, and/or changes in land use. They include the *CR 116/Hackamore Road Traffic Analysis Study* and the *TH 55 Corridor Expansion Preliminary Design Concept*. The Plan accurately describes the status of such facilities, including needs for right-of-way and the likelihood and timing of funding.



## **Transit**

The Plan conforms to the Transit system element of the TPP. The Plan is consistent with the policies of the Transit system element of the TPP. Transit Market Areas reflect potential demand based on existing conditions. The City is within Transit Market Area V. The only transit services provided to the City are Transit Link dial-a-ride service and various ridesharing services. The City is not within the Transit Capital Levy District.

The Plan addresses the relationship of transit-supportive planned land use and potential transit opportunities, even though transit service is not currently provided to the City. The Plan incorporates the City's aspirations for transit services that are not part of the TPP. These include the potential for extending express service along TH 55 and the need to collaborate with Plymouth Metrolink and/or Maple Grove Transit to do so. However, the Plan's maps and narrative provide context that these proposed services are neither funded nor part of the current TPP.

## **Aviation**

The Plan conforms to Aviation system element of the TPP. The Plan includes policies that protect regional airspace from obstructions, addresses seaplane use, and describes how off-site air navigation aids will be protected.

The Plan identifies both Buffalo Municipal Airport and Crystal Airport. The City is not within the area of influence of any airports and is therefore not subject to associated land use restrictions.

## **Bicycling and Walking**

The Plan is consistent with the Bicycling and Pedestrian policies of the TPP. The Plan identifies existing and planned segments of the Regional Bicycle Transportation Network (RBTN). The Plan identifies a preferred alignment for the Lake Independence Regional Trail and portions of CSAH 101 that have been identified as Tier 2 RBTN alignments, and the needs for right-of-way preservation.

The Plan is also consistent with Bicycle and Pedestrian policies of the TPP by planning for local pedestrian and bicycle connections to transit, regional trails, regional job concentrations, and other destinations. Consistent Bicycle and Pedestrian policies include intersection improvements targeting nonmotorized transportation modes over TH 55.

## **Freight**

The Plan is consistent with Freight policies of the TPP. The Plan identifies the needs of freight movement in and through the community including accessibility to freight terminals and facilities. These specific needs include addressing railroads crossing public roadways at grade.

## **Transportation Analysis Zones (TAZs)**

The Plan conforms to the TPP regarding TAZ allocations. The City's TAZ allocations for employment, households, and population appropriately sum to the Metropolitan Council's city-wide forecast totals for all forecast years.

The City's planned land uses, and areas identified for development and redevelopment can accommodate the TAZ forecasted allocations in the Plan, and at densities consistent with the community's Thrive designations.

## **Consistency with Council Policies**

The Council reviews plans to evaluate their apparent consistency with the adopted plans of the Council. Council staff have reviewed the City's Plan and find that it is consistent with the Council's policies, as detailed below.

## Forecasts

Reviewer: Todd Graham, Community Development – Regional Policy and Research (651-602-1552)

The Plan’s forecast related material is complete and consistent with Council policy. Based on available information on the existing unsewered households in Medina, the City and Council staff agreed to adjust allocations of sewer and unsewered forecasts in February 2017. The Plan reflects the agreed-upon allocation of sewer and unsewered forecasts, which are shown in Table 1.

**Table 1: Metropolitan Council Forecasts for Medina**

	Census	Revised Council Forecasts		
	2010	2020	2030	2040
<b>Population</b>	4,892	6,600	7,700	8,900
Metro-Sewered	2,965	4,500	5,660	6,880
Not Sewered	1,927	2,100	2,040	2,020
<b>Households</b>	1,702	2,300	2,840	3,400
Metro-Sewered	1,032	1,570	2,090	2,630
Not Sewered	670	730	750	770
<b>Employment</b>	3,351	4,980	5,300	5,500
Metro-Sewered	3,146	4,780	5,100	5,300
Not Sewered	205	200	200	200

Forecasts will be officially revised when the Metropolitan Council authorizes the City to place its Plan into effect.

### Advisory Comments

The Council forecasts City total growth of 1,213 households during 2017-2040 (starting from the most recent estimate). Council staff find that the Staging Plan (Table 5-5) adds 321 acres to the urbanized residential land supply. These additions are sufficient to accommodate the forecast only if development occurs above the City’s minimum density threshold. Accordingly, Council staff advise the City to consider whether additional residential land should be brought into the urbanized residential land supply.

## Thrive MSP 2040 and Land Use

Reviewer: Freya Thamman, Community Development – Local Planning Assistance (651-602-1750)

The Plan is consistent with *Thrive MSP 2040* (Thrive) and its land use policies. Thrive designates the City in two community designations: Emerging Suburban Edge, which is generally in the northeast third of the city, with the rest of Medina in the Diversified Rural designation (Figure 2).

The existing land uses in Medina are predominantly rural and agriculture, as shown in Figure 4. There are a significant number of natural resources in Medina, including about 5,000 acres of wetlands and open water. The Plan’s vision and goals include protecting and enhancing its significant natural resources and open spaces and promoting the rural character of Medina. About 75% of the existing uses in the City are rural residential, agricultural, wetland/water bodies, and parks. Most of the existing commercial, industrial, institutional, and single family residential development are in the northeast portion of the City, along Highway 55. Generally, most of the City’s future residential growth as well as commercial and business development is planned for this northeast area, with a small pocket of high density residential also in the southwest portion of Medina along Highway 12 (Figures 5 and 6).

### Emerging Suburban Edge

The Plan is consistent with Thrive policies for the Emerging Suburban Edge designation. Emerging Suburban Edge areas are transitioning into urbanized levels of development and are expected to

accommodate sewer residential growth with overall average net densities of 3 to 5 dwelling units per acre.

The Plan identifies sewer residential growth in the following categories: Low Density Residential (186.4 acres), Medium Density Residential (24.5 acres), High Density Residential (16.4 acres), and Mixed Residential (94.1 acres). As shown below in Table 2, the planned net residential density for new sewer residential development is 3.17 units per acre.

**Table 2: City of Medina Planned Net Residential Density**

Land Use Categories	Density Range		Net Acres	Min Units	Max Units
	Min	Max			
Low Density Residential	2	3	186.4	373	559
Medium Density Residential	5	7	24.7	124	173
High Density Residential	12	15	16.1	193	242
Mixed Residential	3.5	4	94.1	329	376
	<b>TOTALS</b>		<b>321.3</b>	<b>1019</b>	<b>1350</b>
	<b>Overall Density</b>			<b>3.17</b>	<b>4.20</b>

*Calculation based on the Plan's Net Residential Density Calculation and residential land use categories shown in Table 5-3 from supplemental materials received June 8, 2018. Although not included in the Plan's net density calculation table, any redevelopment in the Uptown Hamel land use category would further support the overall net residential density.*

The Plan indicates that Uptown Hamel land use category has the potential for redevelopment. If redevelopment occurs, the Plan estimates it would be approximately 40% residential (at 4-15 units/acre), 40% for commercial, and 20% for office uses. Residential development within Uptown Hamel is required to exceed 4 units per net acre, which would further comply with the minimum net density requirements.

The Plan includes a development and growth plan and staging map and table (Figures 5 and 7), which identifies staged development in increments of 5-year periods. It provides flexibility in the staging by allowing development that meets City criteria to occur up to two years prior to the staging period. The Plan indicates that although most of the property staged for development is available in earlier timeframes, the City anticipates that actual growth will be more linear as described in the forecasts section of the City's Plan.

**Diversified Rural**

The Plan is consistent with Thrive policies for the Diversified Rural designation. Diversified Rural areas have a variety of farm and non-farm land uses including very large-lot residential, clustered housing, hobby farms and agricultural uses. The Council encourages Diversified Rural communities to plan for growth not to exceed forecasts and in patterns that do not exceed 4 units per 40 acres and preserve areas where post-2040 growth can be provided with cost-effective and efficient urban infrastructure. Council policies in Thrive direct communities to manage land uses to prevent the premature demand for extension of urban services.

As shown on Figure 6, most of the City's future land uses are Agricultural, Rural Residential, and Future Development Area (FDA). These areas will not be provided with water or sewer service during the timeframe covered by this Plan. The Plan's Agricultural areas are guided at maximum density of one unit per forty acres. The Plan indicates that Rural Residential and FDA land uses will maintain a maximum density of one unit per ten acres for new development. The Plan includes objectives to protect property within the FDA from subdivision and development by requiring ghost plats for subdivisions so that future post-2040 urban expansion is not compromised.

The Plan indicates that the City will consider exceptions to maximum density standards for open space developments that protect natural features and put land into permanent conservation. The Plan states that within the Metropolitan Council's post-2040 long-term sewer service area, these exceptions will be allowed to result in development with a density in excess of one unit per ten gross acres only if consistent with the Metropolitan Council's Flexible Residential Development Guidelines.

### **Agricultural Preserves**

The Plan consistent with Council policy for lands enrolled in the Agricultural Preserve Program. The Plan identifies lands enrolled in the Program on the Future Land Use map as Agricultural with a maximum density of one unit per 40 acres, which is consistent with Minnesota Statute § 473H.02, subdivision 7.

### Advisory Comments

- If parcels in the Agricultural Preserve Program expire and are no longer guided at one unit per 40 acres, then a comprehensive plan amendment will be required.
- If the City provides exceptions to maximum density standards for rural open space developments that protect natural features and put land into permanent conservation, the City needs to submit the associated ordinances and other controls and confirm consistency with the Metropolitan Council's Flexible Residential Development Guidelines in the Long-Term Sewer Service Area.

### *Housing*

*Reviewer: Tara Beard, Community Development – Regional Policy and Research (651-602-1051)*

The Plan is consistent with *2040 Housing Policy Plan (HPP)*. The City's existing housing is primarily single family, homesteaded, and priced well above regional averages with a median housing value of \$586,600. Approximately 10% of the households in the City both earn 80% of the Area Median Income (AMI) or less AND pay more than 30% of their household income on housing costs, that is, are housing cost burdened. Currently, the City is home to 26 publicly subsidized (and therefore income-restricted) housing units.

The Plan describes many available housing tools to address existing and future housing needs and indicates general circumstances in which it would consider the use of Tax Increment Financing and fee waivers in support of affordable housing. While the Plan does not specifically address the vital city role in supporting/sponsoring applications to Minnesota Housing's Consolidated Request for Proposals, Hennepin County's affordable housing resources, or the Council's Livable Communities Act programs in support of affordable housing, it "invites developers to apply for" these funds when they would be used to meet the City's need for housing affordable to households earning 50% AMI or less. The Plan indicates that the City is unlikely or unwilling to consider the use of housing bonds, tax abatement, site assembly, rental licensing and inspection programs in support of its housing needs. Other tools, such as mixed-income housing policies, accessory dwelling unit permits, and a fair housing policy are not mentioned. While Council staff encourage the City to use all the tools available to them to support their housing needs, the Plan does identify widely recognized tools and clearly states whether the City would consider using them, which is consistent with the Council's housing policy.

The Plan acknowledges its share of the region's need for affordable housing in the 2021-2030 decade, which is 244 units; 142 of which are needed at prices affordable to households earning 30% AMI or less, and 102 of which are needed at prices affordable to household earning between 31 and 50% AMI. Between 2021 and 2030, 13.4 acres of High Density Residential and 94.1 acres of Mixed Residential are expected to develop such that a minimum of 255 units could be developed at densities of 8 units/acre or higher (Figure 8).

It is worth noting that some of the High Density Residential was shown in the City's March 9 submittal as being expected to develop prior to 2021, which would have decreased available land to address the affordable housing need forecasted for the 2021-2030 decade. The City has advocated that all land guided for development prior to 2030, including development prior to 2021, be counted as guiding land to support its share of affordable housing need between 2021 and 2030 (Figure 9).

Council staff advised that because the 244 units allocated to the City are based on forecasted growth that would not occur before 2021, the development of any High Density Residential land prior to 2021 cannot reasonably be counted as addressing that need. Rather, land guided for high density residential development prior to 2021 addresses the City's allocation of affordable housing need for the current 2011-2020 decade. Because the inclusion or exclusion of acres of higher density land impacts the City's ability to guide sufficient land to support its 2021-2030 allocation, it also impacts the Plan's consistency with Council housing policy and ability to meet the requirements of the Metropolitan Land Planning Act.

The City would prefer to allow the high density residential land in the southwest portion of the City to develop prior to 2021. Additional multifamily housing is very much needed in Medina to increase its range of housing choices and to add much needed supply to the housing market. To that end, City and Council staff have had ongoing communication about how the Plan could allow the expected development and still meet the requirements of the Metropolitan Land Planning Act. Options discussed include guiding additional land at densities of at least 8 units/acre and/or increasing the minimum density of the High Density and/or Mixed Residential land uses such that additional units could be accommodated in the 2021-2030 decade. Council staff have noted areas, like Uptown Hamel, that could reasonably be guided at higher densities and/or were guided at higher densities in Medina's 2030 Comprehensive Plan but have been guided at lower densities in the 2040 Comprehensive Plan.

These alternatives would help support additional High Density Residential uses in the southwest part of the City to be developed prior to 2021 and still have a Plan that is consistent with Council housing policy. At this time, the City has indicated that it does not prefer these options, and the Plan instead postpones the availability of the land so that it can be counted to address the 2021-2030 need.

While Council staff would prefer a solution that guides enough land for 2021-2030 *and* allows for current potential high-density development in the southwest part of the City, as shown in Figure 8, the Plan as written does guide sufficient land to support the City's allocation of affordable housing need for the 2021-2030 decade and is therefore consistent with Council housing policy.

#### Advisory Comments

- If there is a reduction in the higher density residential land available in the 2021-2030 time-period, a comprehensive plan amendment is required and would need to ensure consistency with housing policy and the HPP for the City to remain eligible for Livable Communities Act (LCA) funds.
- The Plan "invites developers to apply for LCA funds to support development of housing units which meets the City's need for housing below 50% Area Median Income (AMI)." However, only cities and counties can apply for LCA grants. It is recommended that the language is modified to say that the City will consider applying for LCA funds to support development of housing units which meet the City's need for housing below 50% AMI.

### *Water Supply*

*Reviewer: Lanya Ross, Environmental Services – Water Supply (651-602-1803)*

The Plan is consistent with the *2040 Water Resources Policy Plan* and Council's policies for water supply, including the policies on sustainable water supplies, assessing and protecting regional water resources, and water conservation and reuse.

The City prepared a Local Water Supply Plan in 2018 that was submitted to both the Minnesota Department of Natural Resources (DNR) and the Metropolitan Council. The City's water supply plan fulfills the Metropolitan Council minimum water supply requirements for the comprehensive plan, and the Council commends the City for its commitment to sustainable water supply planning.

#### Advisory Comments

If changes are made to the City's water supply plan resulting from the DNR's review of the Plan, the City will need to provide the Council and DNR with the updated information.

### **Community and Subsurface Sewage Treatment Systems (SSTS)**

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

The Plan is consistent with the policies of the *2040 Water Resources Policy Plan (WRPP)* for community and subsurface sewage treatment systems (SSTS). The Plan indicates that there are currently approximately 702 SSTS in operation in the City. City Code Section 720, last updated in 2015, is consistent with Minnesota Pollution Control Agency Rules and Council policy requirements with respect to SSTS installation, operation, tracking, and maintenance management.

### **Special Resource Protection**

#### **Solar Access Protection**

*Reviewer: Cameran Bailey, Community Development – Local Planning Assistance (651-602-1212)*

The Plan is consistent with Council policy for planning for the protection and development of access to direct sunlight for solar energy systems as required by the Metropolitan Land Planning Act (MLPA). The Plan addresses all the required solar elements as well as resilience in energy infrastructure and resources.

#### **Aggregate Resource Protection**

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

The Plan does not address the presence or absence of aggregate resources in the community. However, the Council's aggregate resources inventory information found in *Minnesota Geological Survey Information Circular 46* does not indicate the presence of viable aggregate resources available for mining in the City.

#### **Historic Preservation**

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

The Plan contains a section on Historic Preservation as required by the MLPA. The City currently does not have any sites or structures listed on the National Register of Historic Places. The Plan indicates that the City has a strong interest in preserving representative portions of its history. It worked with the West Hennepin Pioneer Museum to restore the Wolsfeld Family cabin, built in 1856, and thought to be one of the original homes in Medina. The Plan discusses guidelines related to historic preservation, which include partnering with organizations that want to preserve historically significant areas in the City and modifying zoning regulations as necessary to help preserve areas that may be historically significant.

### **Plan Implementation**

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

The Plan includes a description of the zoning, subdivision, SSTS codes, and the housing implementation program. The Plan also includes a capital improvement program and describes official controls and fiscal devices that the City will employ to implement the Plan.

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

The City submitted its Plan to adjacent and affected jurisdictions and local school districts for six-month review on April 21, 2017. The Plan was found to be compatible with plans of adjacent governmental units and plans of affected special districts and school districts.

### Documents Submitted for Review

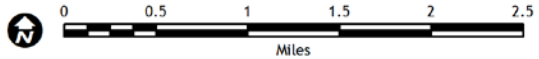
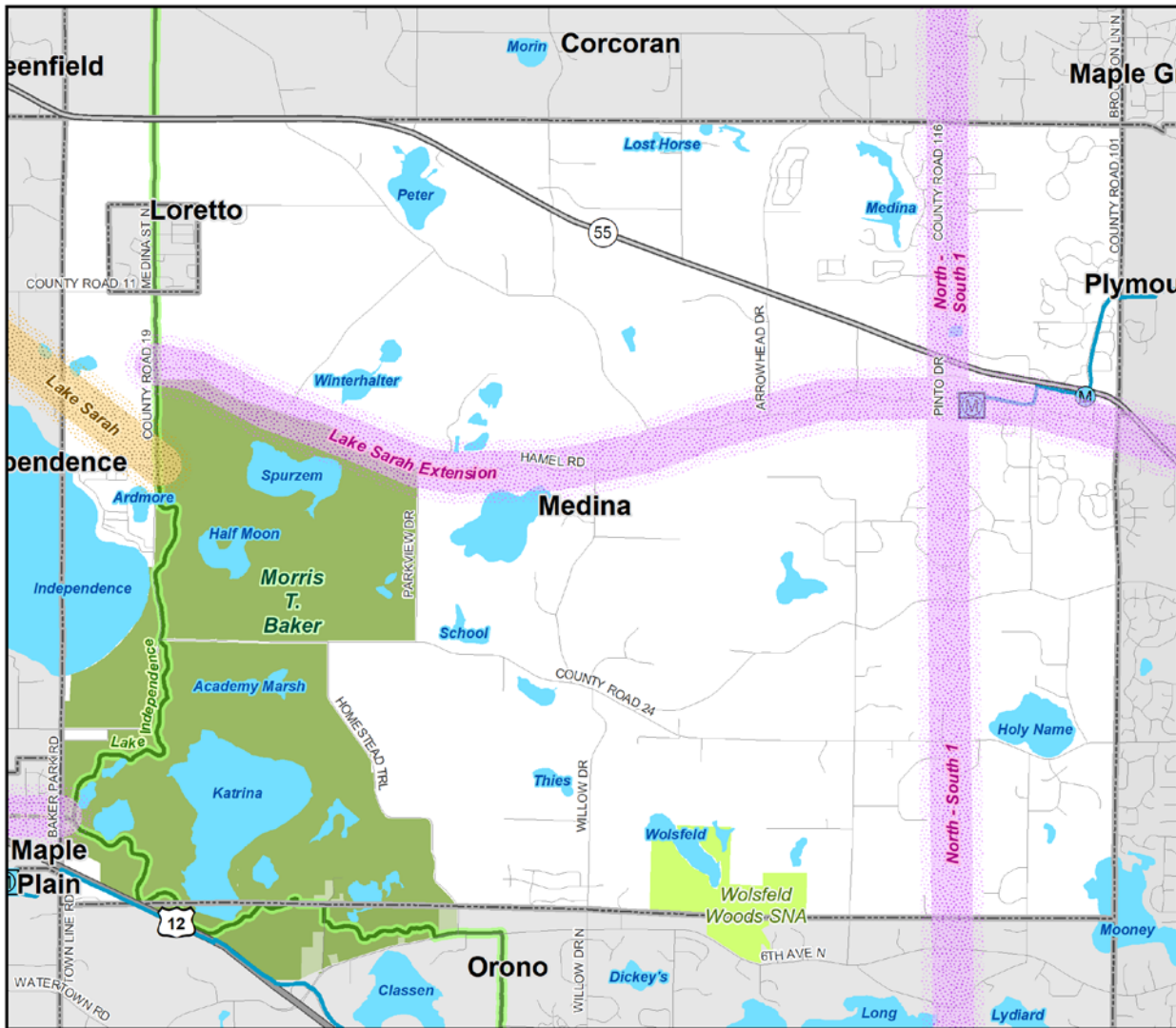
In response to the 2015 System Statement, the City submitted the following documents for review:

- April 24, 2017: Medina 2040 Preliminary Draft Comprehensive Plan
- December 5, 2017: Medina 2040 Comprehensive Plan
- December 11, 2017: Local Surface Water Management Plan
- January 8, 2018: Agricultural Preserves Parcel Expiration Updates
- January 23, 2018: Updated Plan Responding to Council Completeness for forecasts, land use, housing, wastewater, water supply, solar, regional parks and trails, and implementation
- January 25, 2018: GIS Shapefiles for Sanitary Sewer Requirements
- February 1, 2018: GIS Shapefiles for SSTS and local wetlands
- February 14, 2018: Text updates for the Parks Chapter
- March 9, 2018: Updated Chapters 4,5,6, addressing wastewater and housing completeness
- March 19, 2018: GIS Shapefiles for Revised Long-Term Sewer Service Area and Staging and Growth
- June 8, 2018: Updated text addressing housing, includes revised Chapter 5 and Map 5-5

### Attachments

- Figure 1: Location Map with Regional Systems
- Figure 2: *Thrive MSP 2040* Community Designations
- Figure 3: Changes to the Long-Term Sewer Service Area
- Figure 4: Existing Land Use
- Figure 5: Development and Growth Plan
- Figure 6: 2040 Future Land Use
- Figure 7: Staging Map and Table
- Figure 8: Land Guided for Affordable Housing
- Figure 9: Letter from the City of Medina (June 8, 2018)

Figure 1. Location Map with Regional Systems



**Regional Systems**

**Regional Highway System**

- Interstates
- US Highways
- State Highways
- County Roads

**Regional Transitways**

- Existing, Fixed Guideway
- Proposed, Fixed Guideway
- Existing, Bus Rapid Transit
- Proposed, Bus Rapid Transit
- Existing Fixed Guideway Stations
- Planned Fixed Guideway Stations

**Recreation Open Space**

- Existing
- In Master Plan
- Planned
- Existing Regional Trails
- Planned Regional Trails

**Wastewater Treatment**

- Meters
- Lift Stations
- MCES Interceptors
- MCES Treatment Plants
- Airports

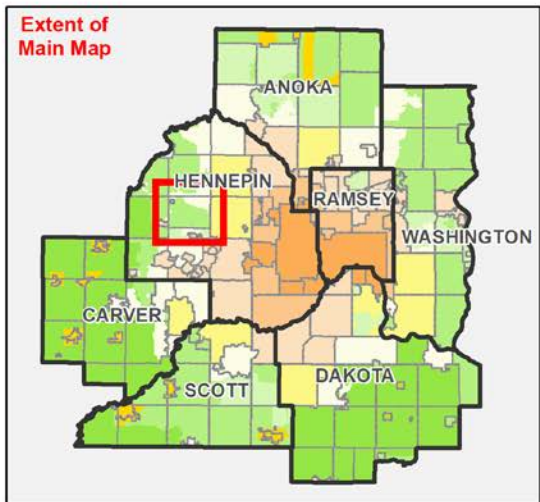
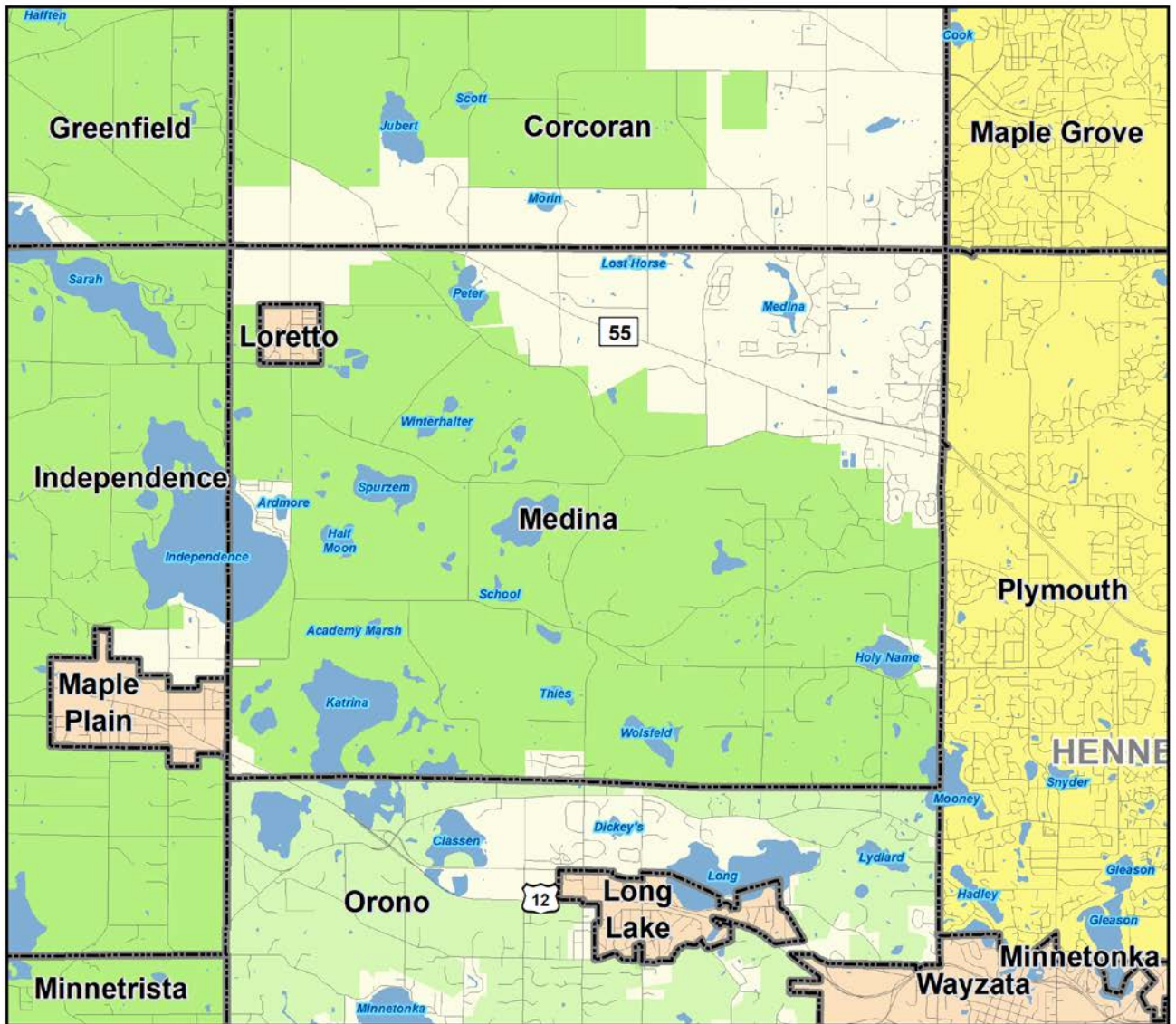
Ncompass Street Centerlines

**Regional Park Search Areas and Regional Trail Search Corridors**

- Boundary Adjustments
- Search Areas
- Regional Trail Search Corridors
- Regional Trails - 2040 System Additions
- State Scientific & Natural Areas



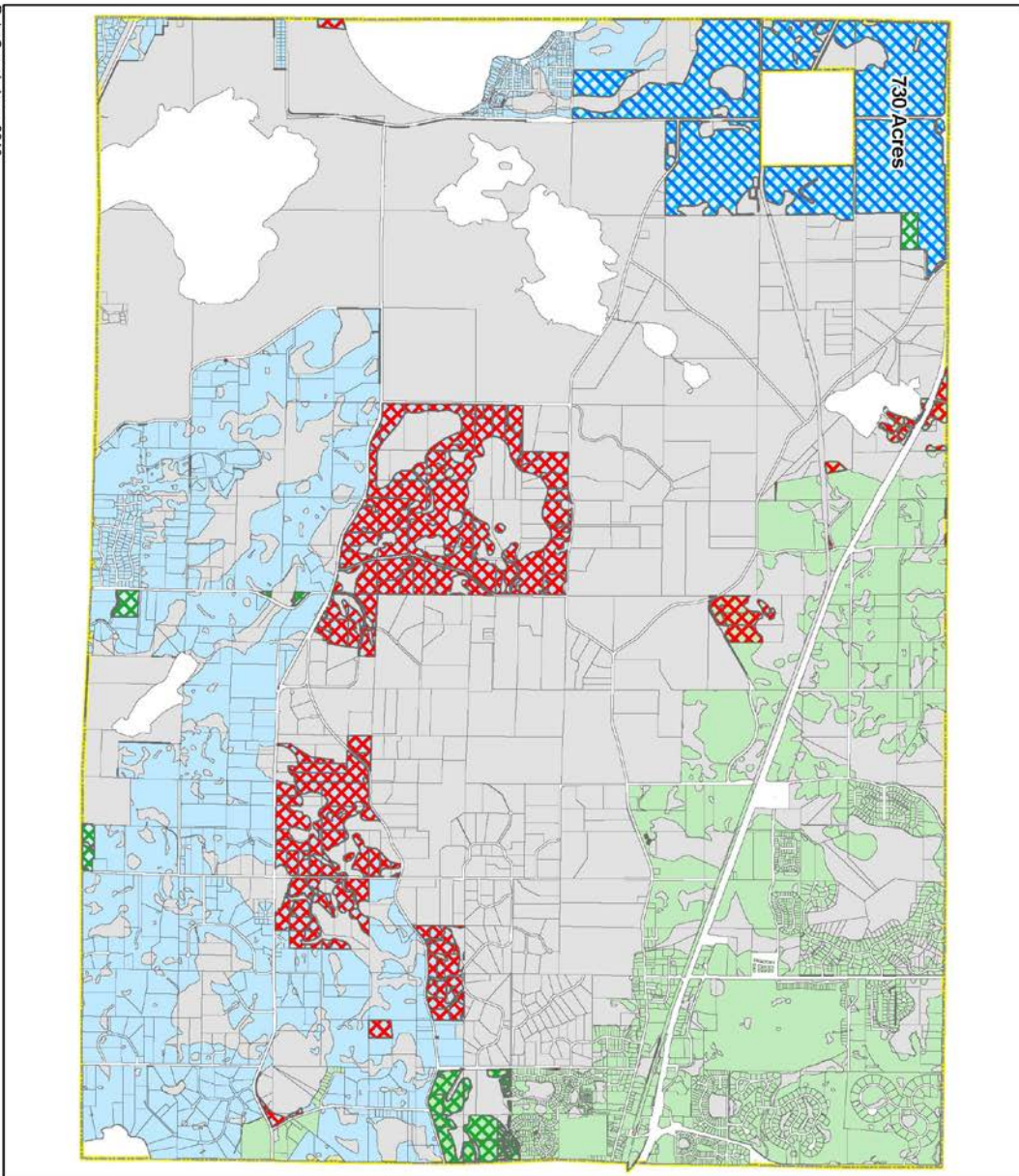
Figure 2. Thrive MSP 2040 Community Designations



**ThriveMSP 2040 Community Designations**

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

Figure 3. Changes to the Long-Term Sewer Service Area (LTSSA)

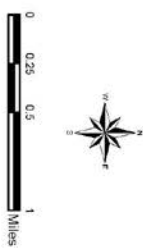


Date Saved: June, 2018

Source: Metropolitan Council Environmental Services, June 2018.

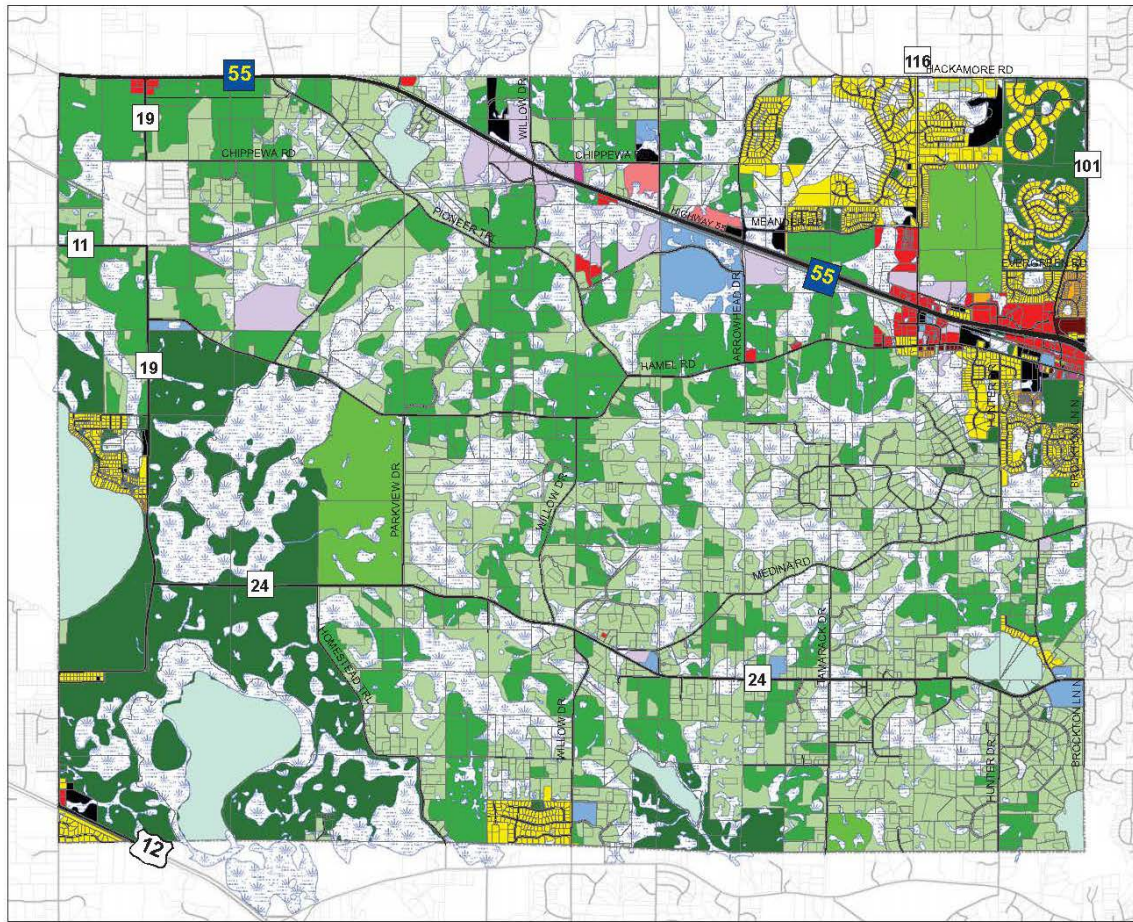
**City of Medina**  
Changes to Long Term Service Areas

- Long Term Service Areas**
- Blue Lake & Potential Blue Lake
  - Metro
  - Switched from Metro to Blue Lake (730 Acres)
  - Removals (873 Acres)
  - Additions (110 Acres)
- Boundaries**
- City of Medina
- Net Removal: 763 Acres**



\*Acres totals calculated based on parcels, excluding wetland features, open water, and parks.

Figure 4. Existing Land Use



**Map 5-2  
2016 Existing  
Land Uses**

**Legend**

- Agricultural
- Rural Residential
- Single Family Detached
- Single Family Attached
- Multifamily
- Mixed Use Residential
- Retail and Other Commercial
- Office
- Industrial and Utility
- Institutional
- Park, Recreational, or Preserve
- Golf Course
- Major Highway
- Railway
- Open Water
- Undeveloped
- Wetland Locations

Submitted for Metropolitan Council Review  
Map Date: December 4, 2017

0 0.25 0.5 1 Miles

**TABLE 5-1  
EXISTING LAND USES (2016)**

Land Use	Acres	Percent
Agricultural	3,208.3	18.7%
Golf Course	532.5	3.1%
Industrial and Utility	278.6	1.6%
Institutional	194.2	1.1%
Major Highway	83.1	0.5%
Mixed Use Residential	6.8	0.0%
Multifamily	17.5	0.1%
Office	38.9	0.2%
Open Water	1,174.5	6.9%
Park, Recreational, or Preserve	1,836.2	10.7%
Railway	77.0	0.4%
Retail and Other Commercial	186.6	1.1%
Rural Residential	4,447.1	26.0%
Single Family Attached	44.1	0.3%
Single Family Detached	916.1	5.4%
Undeveloped	119.0	0.7%
Wetlands	3,960.0	23.1%
<b>Total</b>	<b>17,120.5</b>	<b>100%</b>

Figure 5. Development and Growth Plan

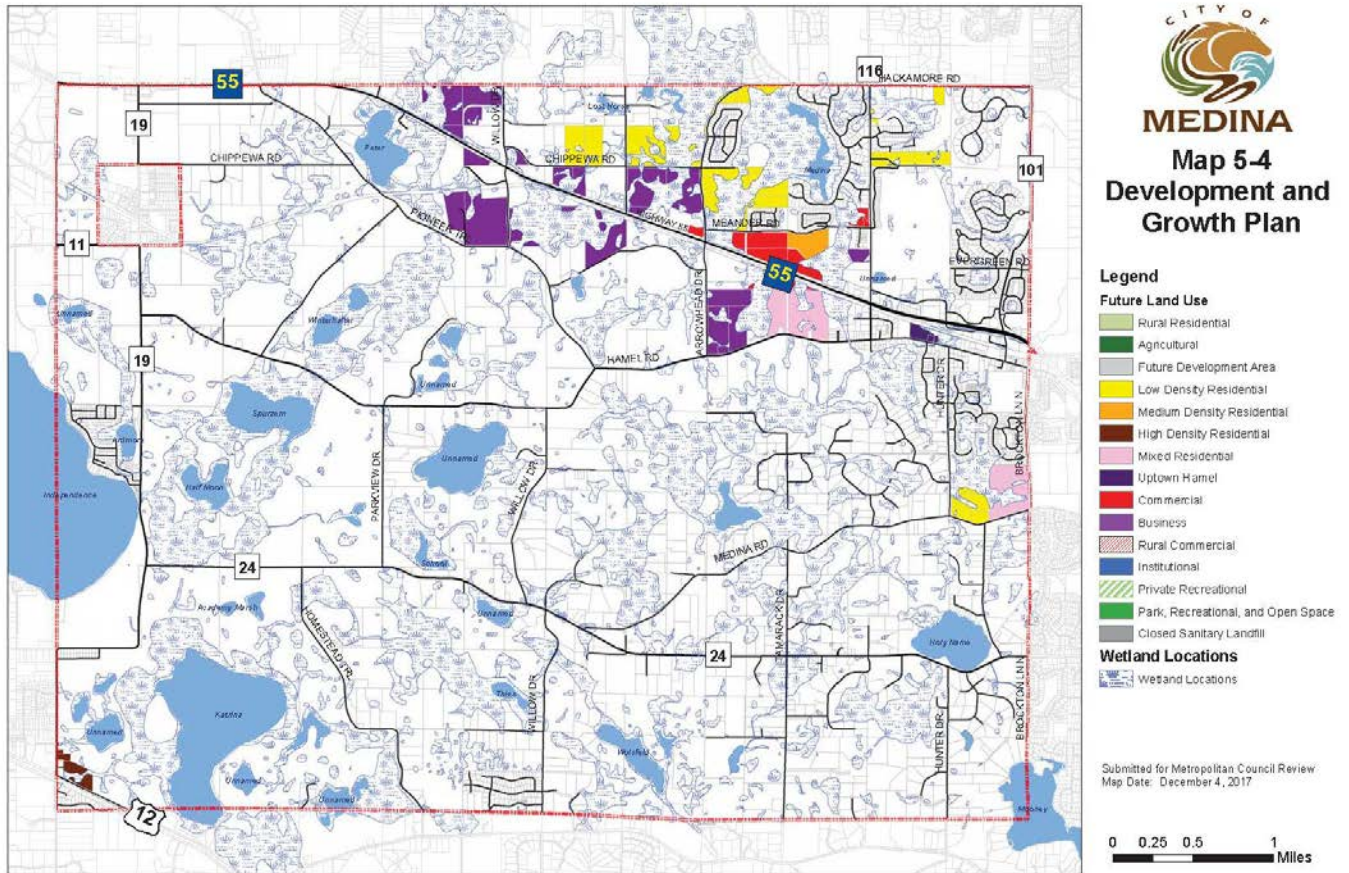
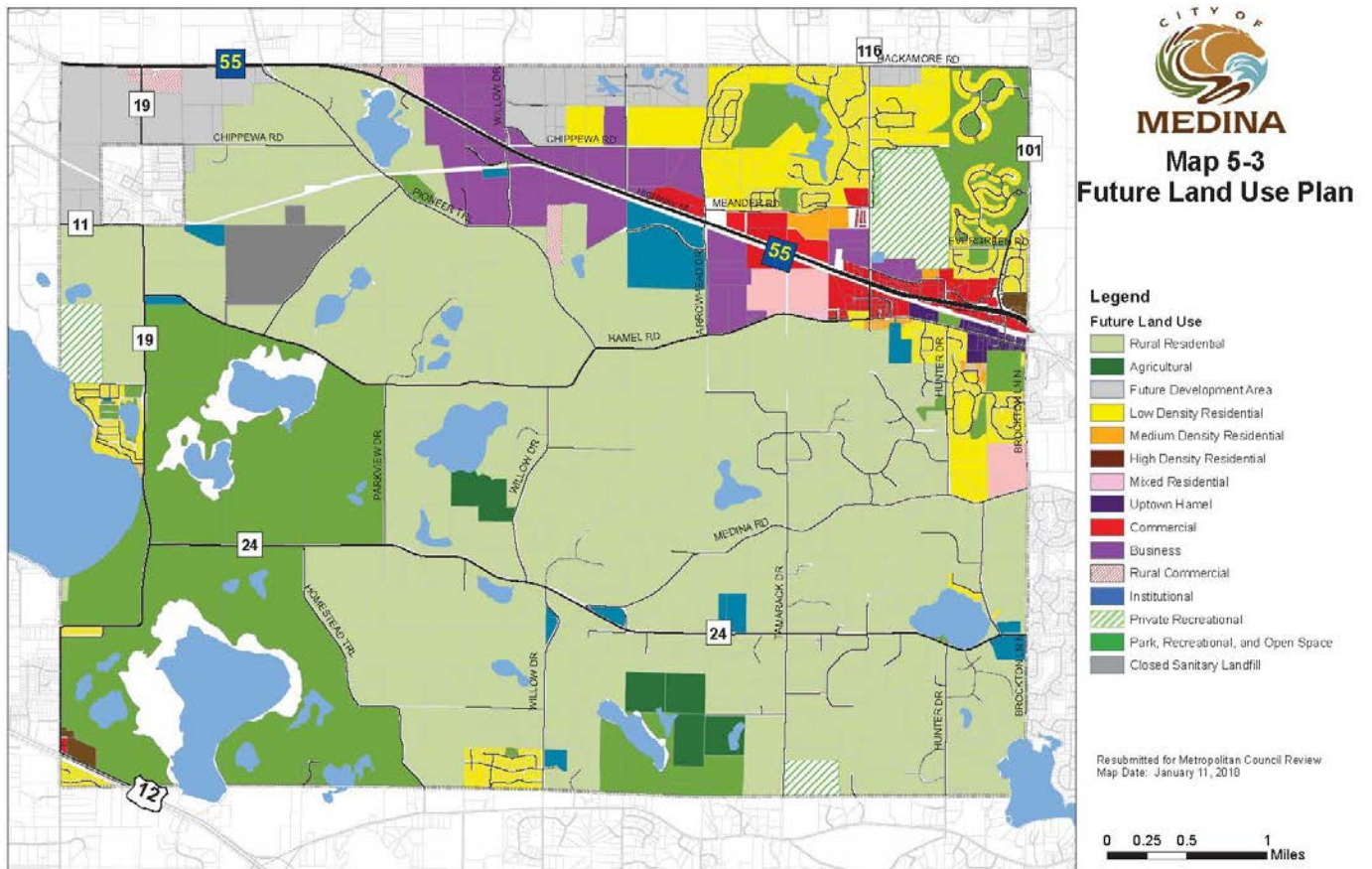


Figure 6. 2040 Future Land Use



**TABLE 5-2**  
**FUTURE LAND USE PLAN**

Future Land Use (2040)	Gross Acreage	%	Net Acreage	%
Rural Residential	8,402.2	49.1%	6,015.3	35.1%
Agriculture	222.7	1.3%	174.5	1.0%
Future Development Area	671.9	3.9%	547.9	3.2%
Low Density Residential	1,172.5	6.8%	865.7	5.1%
Medium Density Residential	58.5	0.3%	46.2	0.3%
High Density Residential	29.6	0.2%	25.7	0.2%
Mixed Residential	137.1	0.8%	94.1	0.6%
Uptown Hamel	45.0	0.3%	41.2	0.2%
Commercial	254.2	1.5%	197.6	1.2%
Business	704.6	4.1%	471.9	2.8%
Rural Commercial	67.5	0.4%	47.6	0.3%
Institutional	270.2	1.6%	194.0	1.1%
Parks, Recreation, Open Space	2,771.5	16.2%	1,971.2	11.5%
Private Recreation	343.1	2.0%	297.5	1.7%
Closed Sanitary Landfill	192.2	1.1%	124.7	0.7%
Right-of-Way	673.1	3.9%	616.9	3.6%
<b>Total Acres</b>	<b>16,015.9</b>		<b>11,732.0</b>	
<i>Lakes and Open Water*</i>	1,104.6	6.5%	1,104.6	6.5%
<i>Wetlands and Floodplain</i>			4,283.9	25.0%
<b>Total City</b>	<b>17,120.5</b>		<b>17,120.5</b>	

\* Lakes and Open Water amounts include areas adjacent to lakes which are not included in Hennepin County parcel data and exclude un-meandered lakes.

Note: Map and Table 5-2 Source from June 8, 2018 Supplemental Information



Figure 8. Land Guided for Affordable Housing

Community Development Division

Current as of 6/22/2018

## Land Guided for Affordable Housing

2021-2030

### Medina

Hennepin County

Council Member Katie Rodriguez, District 1

2021-2030 share of regional need for Affordable Housing:	<b>244 units</b>
2021-2030 total regional need for Affordable Housing:	<b>37,900 units</b>

	<b>Available Acres</b>	<b>×</b>	<b>Minimum Density</b> <i>(units per acre)</i>	<b>=</b>	<b>Minimum Units Possible</b>
<b>High Density Residential</b>	13.4		12		161
<b>Mixed Residential</b>	11.8		8		94
<b>Total</b>	<b>25</b>				<b>255</b>

Sufficient/**(insufficient)** units possible against share of regional need: **11**

Affordable units built since 2021: **0**

Sufficient/**(insufficient)** units possible adjusted for affordable units built: **11**

Number of Comp Plan Amendments approved since Comp Plan Update: **0**



Note: Mixed Residential requires at least 94 units of high density residential at 8+ units/acre.

Figure 9. Letter from the City of Medina (June 8, 2018)



**CITY OFFICE**  
2052 County Road 24, Medina, MN 55340-9790

**ADMINISTRATION | PLANNING & ZONING | PUBLIC WORKS**  
p: 763-473-4643 f: 763-473-9359  
e: city@ci.medina.mn.us

**PUBLIC SAFETY**  
p: 763-473-9209 f: 763-473-8858

June 8, 2018

Metropolitan Council  
Attn: Reviews Coordinator  
390 Robert Street North  
St. Paul, MN 55101

Dear LisaBeth, Raya, Freya, and technical review staff:

Enclosed, please find revisions to the Staging Plan of Medina's 2020-2040 Comprehensive Plan Update. The changes are red-lined on pages 18 and 19 of Chapter 5 and are noted with yellow-orange cross-hatch on three parcels in the southwest corner of the City on Map 5-5. I have also included a clean version of Chapter 5.

This revision conforms with the first option presented in your May 10, 2018 email to remove any question of consistency with the 2040 Housing Policy Plan (2040 HPP).

Although this revision is responsive to your request, the City's strong preference remains to stage these three high-density residential parcels for development as early as possible (*as shown in the March 9, 2018 submittal of the City's Plan update*).

Throughout the process, the City interpreted the policy objective of the housing allocation was to ensure sufficient land is available for higher-density development under the Plan prior to 2030. By providing flexibility for development between the effective date of the Plan and 2030, the City did not intend or attempt to deviate from the 2040 HPP or the City's allocation under the Plan update. To the contrary, the intent was to meet the allocation and preserve the land for high density residential development and to provide flexibility for the timing of the development so as to take advantage of current market conditions and not to impede its development.

Delaying the staging of the properties until 2021 will not affect the amount of opportunities for the development of higher density residential housing between now and 2030. In fact, a majority of the property owners have expressed concern that delaying development until 2021 may result in lost opportunities for the development of higher density housing prior to 2030, especially if economic conditions decline.



The City respectfully requests that the Metropolitan Council and its staff interpret the timeframe within the 2040 HPP within context of the broader decennial Comprehensive Plan Update timeframes or otherwise permit these three parcels to develop immediately after the effective date of the Plan. If acceptable to the Metropolitan Council, the City would strongly prefer to implement the March 9 version of the submittal, and is prepared to do so.

Please include a copy of this request with the supplemental information when the City's Plan Update is reviewed by the Metropolitan Council.

Thank you for your consideration and for your time and advice throughout the process. Thank you also for proceeding with review of the City's Plan Update expeditiously, in recognition of the comparatively small scope of these revisions within the broader Plan. If you have any questions, please do not hesitate to contact me at [dusty.finke@medinamn.gov](mailto:dusty.finke@medinamn.gov) or 763-473-8846.

My best,



Dusty Finke, AICP  
Planning Director

Enclosed:     1) Chapter 5 (revised 6/6/2018)  
                  2) Map 5-5 (revised 6/6/2018)