

Community Development Committee

Meeting date: June 3, 2019

Environment Committee

Meeting date: June 11, 2019

For the Metropolitan Council meeting of June 26, 2019

Subject: City of Medicine Lake 2040 Comprehensive Plan and Comprehensive Sewer Plan, Review File 22156-1

District(s), Member(s): District 1, Judy Johnson

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

Staff Prepared/Presented: Freya Thamman, Planning Analyst, Local Planning Assistance (651-602-1750)
Angela Torres, Local Planning Assistance, Manager (651-602-1566)
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:

1. Authorize the City of Medicine Lake to place its 2040 Comprehensive Plan (Plan) into effect.
2. Advise the City to implement the advisory comments in Review Record for Transportation and Housing.

Recommendations of the Environment Committee:

1. Approve the City of Medicine Lake's Comprehensive Sewer Plan component of the City's 2040 Comprehensive Plan.
2. Advise the City to submit a copy of the final adopted ordinance that requires the disconnection of any identified prohibited discharges to the sanitary sewer system.

Advisory Comments

The following Advisory Comments are part of the Council action authorizing the City of Medicine Lake 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. Stats. §§ 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 becomes effective only after the Plan receives final approval from the local governmental unit's governing body. After the Plan receives final approval from the City and the Comprehensive Sewer Plan becomes effective, the City may implement its Plan to alter, expand, or improve its sewage disposal system consistent with the Council-approved Comprehensive Sewer Plan.
2. A copy of the City Council resolution adopting its 2040 Comprehensive Plan, including its Comprehensive Sewer Plan, must be submitted to the Council.

Background

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

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

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 Regional Parks Policy Plan</i>	Conforms
Conformance	<i>2040 Transportation Policy Plan, including Aviation</i>	Conforms
Conformance	<i>2040 Water Resources Policy Plan (Wastewater Services and Surface Water Management)</i>	Conforms
Consistency with Council Policy	Forecasts	Consistent
Consistency with Council Policy	<i>Thrive MSP 2040 and Land Use</i>	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

There is no known opposition to the 2040 comprehensive plan.

REVIEW RECORD

City of Medicine Lake 2040 Comprehensive Plan

Review File No. 22156-1, Business Item No. 2019-134

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 Plan and finds that it conforms to the Council's regional system plans for Regional Parks, Transportation (including Aviation), and Water Resources.

Regional Parks and Trails

Reviewer: Colin Kelly, Community Development (CD) – Regional Parks (651-602-1361)

The Plan conforms to the 2040 Regional Parks Policy Plan (RPPP) for the Regional Parks System element. Three Rivers Park District is the Park implementing agency for the Regional Parks System in the City of Medicine Lake (Figure 1). The Plan appropriately acknowledges the single Regional Parks System component in the community, the Luce Line Regional Trail. The Plan acknowledges local parks, trails and recreation facilities, and includes a capital improvement program.

Regional Transportation, Transit, and Aviation

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

The Plan conforms to the 2040 Transportation Policy Plan (TPP) adopted in 2015. The Plan accurately reflects transportation system components of the TPP. 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 the City of Plymouth.

Roadways

The Plan conforms to the Roadways system element of the TPP. The Plan accurately accounts for the metropolitan highway system of principal arterials.

The Plan accurately reflects the regional functional classification map of A-minor arterials and has delineated major and minor collectors.

The Plan identifies all the required characteristics of the City's roadways, including existing and future functional class, right-of-way preservation needs, and existing and forecasted traffic volumes for principal and A-minor arterials. Forecasting was done consistent with regional methodology. The Plan also includes guidelines on how access will be managed for principal and A-minor arterials.

Transit

The Plan conforms to the Transit system element of the TPP. It shows the location of existing transit routes and facilities and acknowledges the City is within Transit Market Area III.

Aviation

The Plan conforms to Aviation system element of the TPP. The Plan includes policies that protect regional airspace from obstructions and addresses seaplane use.

Bicycling and Walking

The Plan is consistent with the Bicycle and Pedestrian chapter of the TPP. The Plan is also consistent with Bicycle and Pedestrian policies of the TPP by planning for local pedestrian and bicycle connections to regional trails.

Freight

The City has no freight activities due to only having local road access.

Transportation Analysis Zones (TAZ)

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

Advisory Comments

Council staff encourage the City to consider these changes before final adoption of the Plan.

- The Plan states that it is in "the Metropolitan Council's Transit Taxing District – Market Area III". However, it should read that it is in Transit Market Area III.
- Though the Plan mentions small vehicle circulators and special needs paratransit, the Plan should make specific mention of Metro Mobility and Transit Link.
- Though the City has no freight facilities, the Plan would benefit from a statement stating this.

Water Resources

Wastewater Service

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

The Plan conforms with the *2040 Water Resources Policy Plan (WRPP)*. 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 Metropolitan Council Environmental Services. All wastewater generated within the City is conveyed through Council Interceptors; 1-PM-466 and 1-PM-467. All flow is treated at the Council's Metropolitan Wastewater Treatment Plant in St. Paul. The Plan projects that the City will have 170 sewer households and 100 sewer employees by 2040. There are currently 170 sewer households within the City. The Metropolitan Disposal System with its scheduled improvements has or will have adequate capacity to serve the City's growth forecasts.

The Plan adopts the sanitary flow projections provided in the WRPP for the City. The Council is committing to provide the level of wastewater service based on the sewer forecasts as stated in the sewer element of the Plan.

The Plan defines the City'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. During 2017 and 2018 the City completed the rehabilitation of its entire municipal wastewater collection system through Cured-In-Place-Pipe (CIPP) lining. Future efforts will include work on manhole structures. It acknowledges that there are still significant sources of I/I in the private property system, and that it will pursue exploring grants and other finance assistance programs to incentive I/I work on private property.

The Plan describes the requirements and standards for minimizing I/I and references a City ordinance that prohibits discharge from sump pumps, foundation drains, and/or rain leaders to the sanitary sewer system. The Plan states that within nine months of its Sewer Plan approval, the City will pursue adopting an ordinance that requires the disconnection of any of identified prohibited discharges.

The Plan describes the sources, extent, and significance of existing I/I within both the municipal and private collection systems; and provides a description of an implementation plan for preventing and eliminating excessive inflow and infiltration from entering the municipal sewer system.

Sewer Element Comments

The Sewer Element of the Plan has been reviewed against the requirements for Comprehensive Sewer Plans for Suburban communities. It was found to be complete and consistent with Council policies and the regional wastewater system plan. Upon adoption of the Plan by the City, the action of the Council to approve the Comprehensive Sewer Plan becomes effective. At that time, the City may implement its Plan to alter, expand, or improve its sewage disposal system consistent with the approved Comprehensive Sewer Plan. A copy of the City Council Resolution adopting its Plan needs to be submitted to the Council for the Council’s records.

Advisory Comments

Once approved, the City shall submit to the Council a copy of the final adopted ordinance that requires the disconnection of any identified prohibited discharges to the sanitary sewer system.

Surface Water Management

Reviewer: Judy Sventek, ES – Water Resources (651-602-1156)

The Plan is consistent with Council policy requirements and conforms to the Council’s 2040 WRPP for local surface water management. The Plan satisfies the requirements for 2040 comprehensive plans.

Medicine Lake lies within the oversight boundaries of the Bassett Creek Watershed Management Commission (Commission). The City submitted a draft Local Water Management Plan (LWMP) update to the Council on December 3, 2018. Council Water Resources staff reviewed and commented on the draft LWMP to the City and Commission in a letter dated January 11, 2019. The Commission approved the LWMP on February 21, 2019 and the City adopted the LWMP on April 1, 2019. The Plan incorporates the City’s final LWMP as an Appendix to the Plan.

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: Paul Hanson, CD – Research (651-602-1642)

The Plan is consistent with Council policies for forecasts. The Plan includes the Council forecasts for the City. For reference, the Council’s forecasts are shown in Table 1 below.

Table 1. Metropolitan Council Forecasts for Medicine Lake

	Census 2010	Estimated 2017	Council Forecasts		
			2020	2030	2040
Population	371	386	390	400	400
Households	160	167	170	170	170
Employment	15	39	60	80	100

All forecast tables throughout the Plan are consistent. The Plan indicates that the Council’s employment forecasts are higher than anticipated growth (page 20) due to the limited business growth potential. The Council acknowledges that the City chooses not to adjust their official employment forecasts for 2020, 2030, and 2040 at this time.

Thrive MSP 2040 and Land Use

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

The Plan is consistent with *Thrive MSP 2040* (Thrive) and its land use policies. Thrive designates the City with a Suburban community designation (Figure 2). Thrive calls for Suburban communities to plan for forecasted population and household growth at overall average densities of at least five units per acre. The City does not have forecasted household growth to 2040 and their existing land use patterns are not required to accommodate densities of at least five units per acre.

The City is approximately 107 acres and was originally platted for summer homes in the late 1800s with long and narrow lots averaging 50 to 70 feet of street frontage. Approximately 95% of the households in the City have lake frontage. With this historical development pattern, the primary existing land use in the City is residential (64%) with a density of 2.5 units per acre. In addition, there are commercial (4%), park/open space (3%), public/institutional uses (1%), as well as vacant/undeveloped land (13%) and railroad/right-of-way (14%) (Figure 3). There is very little vacant developable land in the City. Much of the vacant land in the City is encumbered by wetlands and floodplains or held in conservation easement.

As a fully developed community, any potential future growth in the City would occur through redevelopment. Although no redevelopment or household growth is anticipated to 2040, the Plan continues to guide a current 6.5-acre area on the eastern side of the peninsula as a Residential Planned Unit Development (PUD) category. This category was also guided as such in the City's previous 2020 and 2030 Plans, and no redevelopment of the area is anticipated within the planning period. The Plan states that this area, which includes existing small cabins once part of a resort, has the potential to redevelop as single family residential at one to three units per net acre. Given the City's historic development pattern, that the City does not have forecasted household growth, and the residential PUD category has been part of the City's previously approved Plans, the City's Plan is consistent with density requirements for Suburban communities.

Housing

Reviewer: Hilary Lovelace, CD – Housing (651-602-1555)

The Plan is consistent with *2040 Housing Policy Plan* (HPP). The City currently has 174 homes, with 162 single family homes and 12 multifamily housing units. More than 30% of homes are occupied by renters. More than 50 homes are currently affordable to households earning at or below 80% of Area Median Income (AMI), however, more than 20 households earning 80% AMI or below are paying more than 30% of their income toward housing costs. The Plan identifies existing housing needs including ensuring an adequate supply of affordable housing and maintaining and enhancing existing housing stock. The City does not currently have any publicly subsidized housing.

The housing implementation plan component of the Plan indicates that the City will evaluate the appropriateness of starting a local 4d program for existing low-cost rentals, will share information on the website, and refer residents and developers to first-time homebuyer programs and home improvement loans offered by Minnesota Housing. The Plan also discusses reverse mortgages as an option for senior residents on fixed incomes.

The City is not projected to add any households in the 2021-2030 decade, and therefore does not need to plan for a share of the region's need for affordable housing in the 2021-2030 decade.

Advisory Comments

Council staff strongly encourage the City to consider addressing the following tools in the Plan before adoption: allowing accessory dwelling units (ADUs) in its zoning code and developing a partnership with a community land trust.

Water Supply

Reviewer: John Clark, ES – Water Supply Planning, (651-602-1452)

The Plan is consistent with the 2040 WRPP 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.

Community and Subsurface Sewage Treatment Systems (SSTS)

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

The Plan is consistent with the policies of the 2040 WRPP for community and subsurface sewage treatment systems (SSTS). The Plan indicates that the entire City is served by the local sanitary sewer collection system, which directs flow into the Metropolitan Disposal System for ultimate treatment at the Metropolitan Wastewater Treatment Facility in St. Paul. There are no public or privately-owned Community Wastewater Treatment Facilities, or individual SSTS in operation in the City.

Special Resource Protection

Solar Access Protection

Reviewer: Cameran Bailey, CD – Local Planning Assistance (651-602-1212)

The Plan is consistent with statutory requirements (Minn. Stat. § 473.859) and Council policy regarding 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 includes the four required solar planning elements.

Aggregate Resource Protection

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

The Plan indicates, consistent with *Minnesota Geological Survey Information Circular 46* data, that there are no available deposits of viable aggregate resources remaining within the fully urbanized community.

Historic Preservation

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

The Plan addresses historic and cultural resources as required by the Metropolitan Land Planning Act. The Plan indicates that there are no properties or structures in the City that are on or have been identified as eligible for the National Register of Historic Places. The Plan indicates that the City is committed to the preservation of its history.

Plan Implementation

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

The Plan includes a description of the zoning, subdivision, and the housing implementation program. There are no SSTS systems in the City. The Plan meets the requirements for 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 Plan 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.

Documents Submitted for Review

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

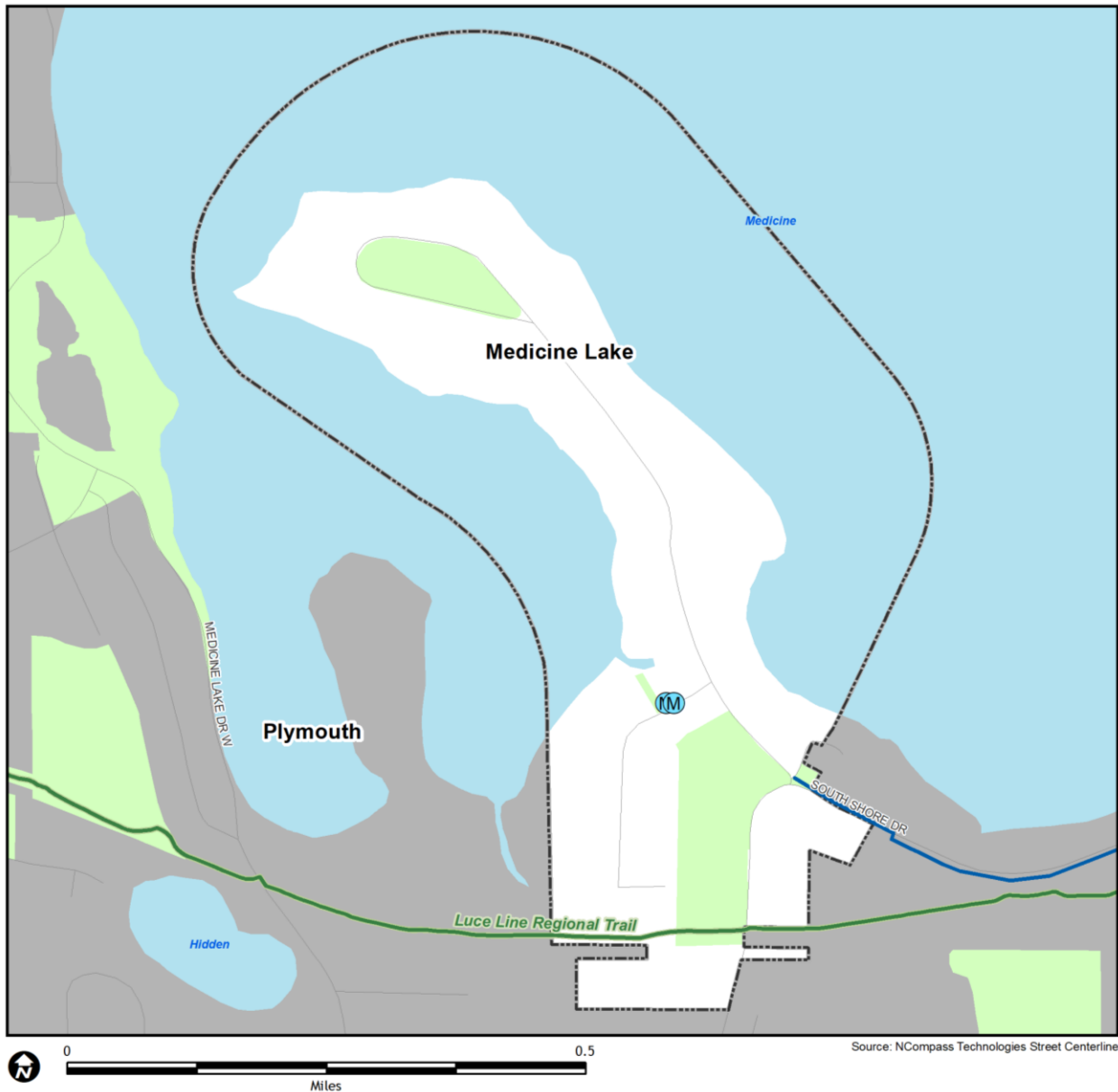
- December 20, 2018: Medicine Lake 2040 Comprehensive Plan

- April 3, 2019: Resubmittal of 2040 Plan responding to completeness comments for Wastewater, Surface Water Management, Land Use, Housing, Implementation, and Affected Jurisdiction Review

Attachments

- Figure 1: Location Map with Regional Systems
- Figure 2: *Thrive MSP 2040* Community Designations
- Figure 3: Existing Land Use
- Figure 4: 2040 Future Land Use

Figure 1. Location Map with Regional Systems



Regional Systems

Transportation

Regional Highway System

- Interstates
- US Highways
- State Highways
- County Roads
- Local Streets

Transitways

- Existing Fixed Guideway Alignments
- Existing Bus Rapid Transitways
- Planned Fixed Guideway Transitways
- Planned Bus Rapid Transitways
- Existing Fixed Guideway & BRT Stations
- Planned Fixed Guideway Stations

Recreation Open Space

Regional Parks

- Existing (Open to Public)
- In Master Plan (Not Open to Public)
- Planned Units

Regional Trails

- Existing (Open to Public)
- Existing (Not Open to Public)
- Planned

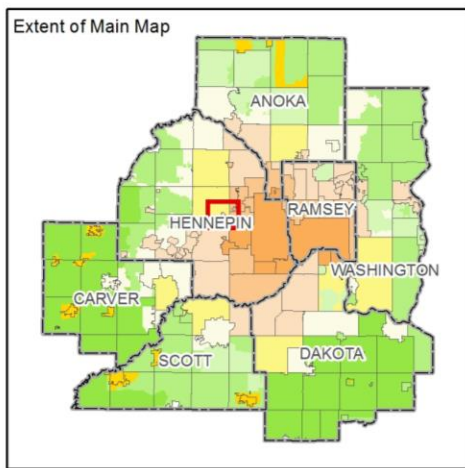
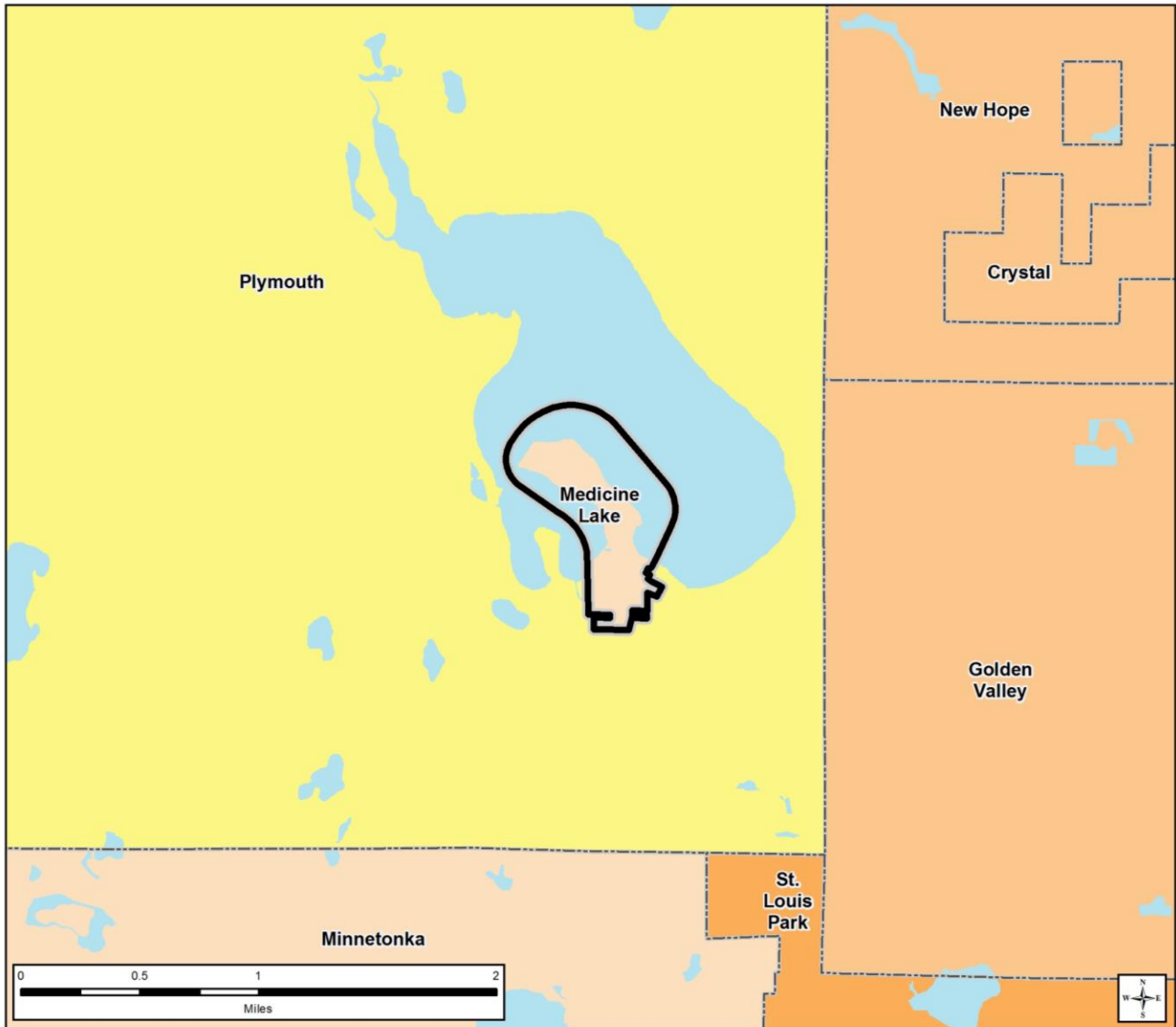
Wastewater

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

Regional Park Search Areas and Regional Trail Search Corridors

- Boundary Adjustment
- Search Area
- Regional Trail Search Corridors
- Other Parks, Preserves, Refuges and Natural Areas
- Existing State Trails

Figure 2. Thrive MSP 2040 Community Designations

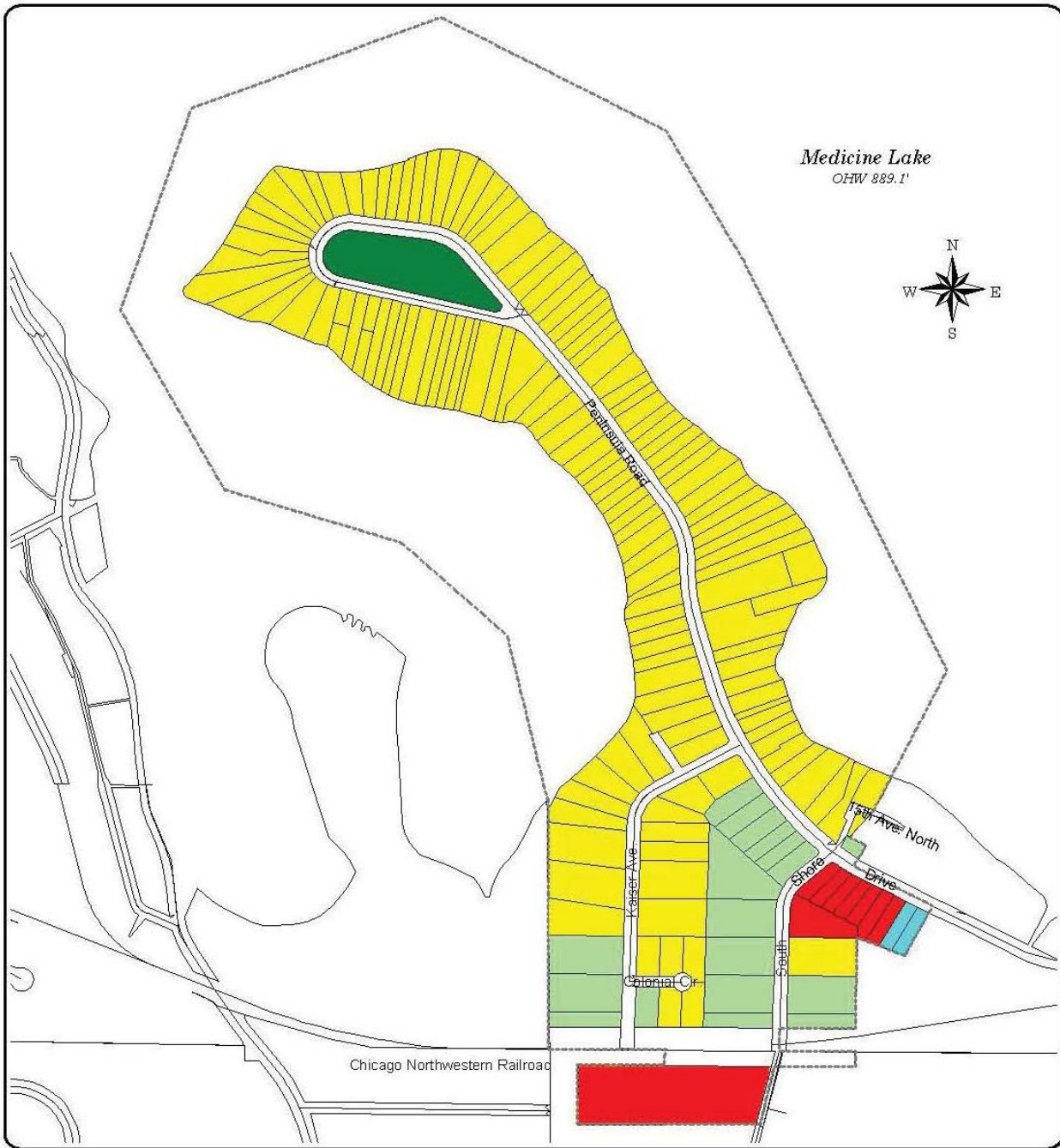


Community Designations

- Outside Council planning authority
- Agricultural
- Rural Residential
- Diversified Rural
- Rural Center
- Emerging Suburban Edge
- Suburban Edge
- Suburban
- Urban
- Urban Center

- County Boundaries
- City and Township Boundaries
- Lakes and Major Rivers

Figure 3. Existing Land Use



**City of
Medicine Lake**

Comprehensive Plan

Existing Land Use

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

0 300 600 Feet
Scale: 1" = 600'

Mapping assembled with available
Hennepin County Property and Survey Data

Holsington Koegler Group

Figure 4. 2040 Future Land Use











**City of
Medicine Lake**




Comprehensive Plan

Legend

Planned Land Use

 Single Family Residential	 Park
 Residential PUD	 Public/Institutional
 Commercial	 Open Space
	 ROW/Railroad
	 City Limit

October 23, 2018



0 185 370 740 Feet

