

**City Council Agenda Item #14_
Meeting of August 25, 2008**

Brief Description Consideration of the 2030 Comprehensive Plan.

Recommendation Approve the comprehensive plan.

Background The entire Comprehensive Guide Plan was considered by the Council at the August 11 City Council meeting. Action on the Comprehensive Plan was continued to the August 11 City Council meeting to allow staff time to prepare revisions to certain sections of Chapter IV – 2030 Land Use Plan of the Comprehensive Guide Plan. The revised sections of the land use chapter include long term planning criteria for the Manor Road and Highwood Drive areas, the portion of the implementation section that addresses residential development, and the inclusion of buffering criteria in the plan amendment section.

No changes were requested for the other chapters of the Comprehensive Guide Plan.

**Chapter IV – Land
Use Plan**

The major revisions to Chapter IV – Land Use Plan are marked by an underline and deletions with a strikeout. The links to all the Comprehensive Guide Plan chapters are referenced in the later sections of this City Council report.

The following discusses the modifications to the August 11 version of the land use chapter:

1. Manor Road – Long-term Planning Considerations (page IV-15). The paragraph regarding criteria that should be utilized in considering a potential future land use amendment from low density residential to medium density residential was deleted in the revised draft of the land use chapter. This language has been deleted to avoid potential impacts that may be caused by “targeting” the five Manor Road properties for consideration of a future land use change.
2. Highwood Drive Area - Long-term Planning Considerations (pages IV- 23 and 24). Several council members felt that the section regarding the application of the criteria was unclear, especially as it relates to the existing commercial properties

to the south and east. Additionally, it was felt that the 50' setback language may be overly restrictive.

The revised section includes a map delineating the nine properties and additional language that clarifies the location of the commercial properties that should be included in a master plan for the area. The reference to the 50' setback buffer has been replaced with "reasonable and effective" rather than an exact dimension.

3. Land Use Plan Implementation – Residential Development (pages IV- 43 through 45). The majority of the city council felt that the city needed to take more steps to encourage affordable and middle class housing opportunities in the future. Concern was expressed that the implementation criteria identified in the Residential Development section of the land use chapter were insufficient to encourage opportunities for developers to propose new housing types and residential subdivisions that are attractive to a variety of age groups including young families and seniors; and affordable to middle class wage earners.

To address these concerns, the residential development section has been expanded and re-organized to outline suggested steps that the city will take in the future to modify land use controls and incentives to encourage opportunities for the development of mid-priced and affordable housing in the city. The changes to the residential development text include:

- * Examples of the specific type of housing and residential subdivisions that the city will encourage for new development and redevelopment.
- * Incentives and initiatives for affordable and middle income priced housing including:
 - a.) density bonuses,
 - b.) review and potential modifications to existing residential and planned unit development standards including consideration of a new residential zoning district with lower minimum lot dimensional standards than the existing R-1 district,
 - c.) review infill development sites for opportunities for new types of residential development, especially on

- properties designated for low and medium density residential land uses,
- d.) consideration of new types of city involvement and partnerships, such as assistance in land acquisition, to develop middle class and affordable housing opportunities, and
 - e.) initiate steps to identify and attract builders and developers of quality and innovative middle class and affordable housing to develop in Minnetonka.
4. Plan Amendments – Buffering Criteria (pages IV- 48 and 49).

The city council requested the addition of new language to the implementation section that establishes the need for buffer areas, especially between residential and commercial properties, as part of the review criteria for land use plan amendments. The new buffer language does not specify a distance, rather, it provides direction for the composition of buffers and allows the city discretion to require buffers and determine if the buffer is “effective and reasonable”.

In addition to the above, staff discovered that the land use designation of properties located at the northwest quadrant of the Ridgedale Interchange/I-394 was incorrect. The map designations have been corrected (from high density residential to mixed use) on Figure IV-13: I-394 Corridor, Figure IV-15: 2030 Land Use and on the Appendix IV-B map and table.

2030 Comprehensive Plan Document

Below is the table of contents for the comprehensive plan document. Each chapter is linked to the full version of the text as well as applicable maps to that section.

- **Chapter I: Strategic Framework**
 - A. Introduction I-1
 - B. Community Values I-1
 - C. 2030 Strategic Vision and Goals I-3
 - D. Public Involvement Framework I-4
- **Chapter II: Regional Settings and Demographics**
 - A. Regional Setting II-1
 - Role of City in the Metropolitan Region II-1

- Metropolitan Council Policies for Developed Communities //2
- Minnetonka Changes since the 1979 and 1999 Comprehensive Guide Plans //3
- B. Demographics //5
 - Who Are We Today //5
 - How Have We Changed? //7
 - How Do We Compare to Other Similar Communities? //11
 - Who Do We Expect to be In the Future? //17
- **Chapter III: Policies and Growth Strategy**
 - A. Policy Development Process ///-1
 - B. Policy Use and Definitions ///-3
 - C. Policies ///-4
 - Overall City Growth Strategy and Services Policies ///-4
 - Attract, Support and Retain Residents and Families ///-6
 - Land Use, Development and Redevelopment ///-7
 - The Natural Environment ///-13
 - Parks, Open Space and Recreation ///-14
 - Transportation ///-15
 - Municipal Utilities and Facilities ///-17
 - Fire and Police Services ///-18
 - City Communication, Cooperation and Partnerships ///-19

Map

- **Figure 1: Overall growth strategy**

- **Chapter IV: 2030 Land Use Plan**
 - A. Summary and Analysis of Existing Land Use /V-2
 - B. 2030 Land Use and Growth Strategy Themes /V-6
 - C. Village Areas /V-9
 - D. Regional Areas /V-25
 - E. Transportation and Natural Resource Corridors /V-33
 - F. Land Use Plan Implementation /V-35 Appendices
 - Appendix IV-A: Illustrative Examples of Land Uses
 - Appendix IV-B:
 - Land Use Changes Sites from 2020 Comprehensive Plan
 - Land Use Changes Sites Table
 - Appendix IV-C: Metropolitan Council Net Residential Density Worksheet
 - Appendix IV-D:
 - Land Use Category Comparison to Zoning Ordinance Districts

- Existing Zoning Map

Attachment (12"x18")

- Appendix A: Land use definitions

Attachment (11"x8.5")

- Appendix C: Met Council Net Residential Density Worksheet

Maps (11"x17")

- Figure 1: Existing land use
- Figure 13: I-394 corridor (1 MB)
- Figure 15: 2030 land use plan (2 MB)
- Appendix B: Land use change sites (2 MB)

- **Chapter V: Housing Plan**

- A. Overview of Minnetonka Housing Trends V-1
- B. Current Housing Conditions V-4
- C. Analysis of Housing Needs V-14
- D. Affordable Housing Goals V-16
- E. Lifecycle Housing V-17
- F. Housing Goals and Actions V-17
- G. Tools for Providing Affordable Housing in Minnetonka V-22

- **Chapter VI: Resource Management Plan (8 MB)**

- A. Upland Area Existing Conditions VI-2
- B. Existing Conditions—Water Resources VI-12
- C. Resource Management Goals VI-20
- D. Water Resources Management VI-22
- E. Implementation Practices and Strategies VI-26

Maps (11"x17")

Maps

- Figure 1: Topography
- Figure 2: Steep slopes
- Figure 3: Natural communities
- Figure 4: Public waters inventory
- Figure 5: Wetland types and floodplain areas
- Figure 6: 100-year floodplain
- Figure 7: Wetland classification

- **Chapter VII: Parks, Open Space and Trails**

- A. Background VII-1 Background VII-1
- B. Existing Systems VII-3
- C. Strategic Planning Efforts VII-9
- D. Future Park, Trail and Open Space Improvements and Needs VII-11
- E. Implementation Strategies

Attachments

- Appendix VII-A: **Capital Improvements Program**

Maps

- **Figure 1: Existing parks and open space**
- **Figure 2: Existing trail system**
- **Figure 3: Future trail links map**

- **Chapter VIII: Transportation Plan**

- A. Goals and Policies VIII-1
- B. Major Trends and Influencing Factors VIII-3
- C. Roadway System Plan VIII-5
 - 1. Jurisdictional Classification VIII-5
 - 2. Functional Classification VIII-8
 - 3. Functional Classification Changes VIII-11
 - 4. Programmed or Planned Improvements VIII-13
 - 5. Demographics and Land Use Background VII-15
 - 6. Existing Capacity Deficiencies VIII-16
 - 7. Existing Congestion on the Regional Highway System VIII-21
 - 8. Forecast Year 2030 Traffic Volumes VIII-21
 - 9. Future (Year 2030) Capacity Deficiencies VIII-22
 - 10. Safety Issues VIII-25
 - 11. Additional Roadway System Needs VIII-29
 - 12. Access Management VIII-30
 - 13. Right of Way VIII-31
- D. Transit System Plan VIII-33
 - 1. Existing Transit Services and Facilities VIII-33
 - 2. Transit Strategies VIII-38
 - 3. Future Transit Development VIII-40
 - 4. Transit Advantages VIII-41
- E. Freight System Plan VIII-43
- F. Bicycle and Trail System Plan VIII-44
 - 1. Trail System Plan VIII-44
 - 2. Sidewalk System Plan VIII-46
- G. Aviation Plan VIII-47

H. Implementation Plan VIII-48

Appendices

- Appendix IV-A: 2030 Traffic Forecasts vs. ITE Trip Generation
- Appendix IV-B: Travel Demand Forecasting Methodology

Maps (11"x17")

- Figure 1: Existing road system
- Figure 2: Municipal state aid roadways
- Figure 4: Functional classification of roadways
- Figure 5: Existing daily traffic volume (2005)
- Figure 6: Roadway capacity
- Figure 7: Existing congestion
- Figure 8: 2030 forecast traffic volumes
- Figure 9: Future congestion (2030)
- Figure 10: Crashes (2002–2006)
- Figure 11: Transit facilities
- Figure 12: Trail map

• **Chapter IX: Economic Development Plan**

- A. Recent Business Trends IX-1
- B. Employment Trends IX-5
- C. Redevelopment in Village Areas IX-7
- D. The City's Role in Economic Development and Redevelopment IX-9
- E. Economic Development and Redevelopment Tools IX-10

• **Chapter X: Public Sanitary Sewer and Water System Plan (1 MB)**

- A. Sanitary Sewer System X-1
- B. Public Water Supply System X-14

Appendices

- Appendix X-A: Water Emergency and Conservation Plan

Maps

- Figure 1: Existing Trunk Sanitary Sewer System
- Figure 2: Existing System Capacity
- Figure 3: Future System Capacity
- Figure 4: Existing Water Distribution System
- Figure 5: Existing Average Day Pressure

Attachments

- **Appendix A: [Water Emergency and Conservation Plan](#)**
- **[Chapter XI: Strategic Services Time Capsule](#)**
 - A. **Public Safety Services XI-1**
 - B. **Public Works Services XI-7**
 - C. **Park and Recreation XI-9**
 - D. **Community Development XI-10**
 - E. **Engineering XI-12**
 - F. **Administrative Services and Finance Departments XI-14**
 - G. **Partnerships with Service Agencies XI-17**

Appendices

- **Appendix XI: List of Service Agencies**

Attachments

- **[List of community services agencies available to Minnetonka residents](#)**

Staff Recommendation

- 1) Adopt the 2030 Comprehensive Plan with the changes noted in this City Council report with the following conditions:
 - a. Other agencies will be notified of the comprehensive plan and will be allowed 6 months to provide comments about the plan.
 - b. If additional changes are requested as a result of this review, the city council will consider the issues.

Through: Geraldyn Barone, Assistant City Manager
 John Gunyou, City Manager

Originated by: Julie Wischnack, AICP, Community Development Director