

Chapter 7: IMPLEMENTATION

This section outlines the actions needed to accomplish the goals and priorities established in the 2010 Comprehensive Plan. Transportation, Water, Wastewater and Surface Water infrastructure strategies each include general objectives and a full implementation plan attached to this Plan in each respective strategy. This section focuses on land use, subdivision controls, and open space implementation measures.

Implementation Priorities

1. Establish or revise ordinances that will preserve the permanent rural areas of the City's character and natural features.
2. Establish ordinances that guide development along the TH 55 corridor.
3. Revise the existing zoning ordinance to support the guided land uses identified in this Comprehensive Plan.
4. Develop and create a conservation framework ordinance that supports the Open Space Report to integrate natural resource preservation and development throughout the community.
5. Create a points system to aid in the implementation of the flexible staging plan.
6. Promote and implement environmental stewardship measures to accommodate the City's growth and service delivery.
7. Manage and track infrastructure planning and development to be consistent with the plans for transportation, water, surface water and wastewater as appended to this Plan.

Ordinances and Land Use

Implementation of the Future Land Use Plan is accomplished through accurate and thorough zoning ordinances. The City will refine existing zoning districts and create and integrate new districts into the zoning ordinance. Refer to Map 7-1 Medina Zoning Map.

State law requires consistency between a community's zoning ordinance and its comprehensive plan. To facilitate this process the City will hold public hearings addressing those parcels affected by a zoning change and will provide information to residents regarding the change in use. The City will have this process complete within nine months of the Metropolitan Council's final approval of the 2010 Comprehensive Plan.

As a part of this process, the entire zoning ordinance will be reviewed for consistency with the 2010 Comprehensive Plan. Those land use areas that do not have an associated zoning district to support the land use will be addressed first to ensure that development proposed is consistent with the goals and strategies of the 2010 Comprehensive Plan.

The following section is in two parts: the first identifies areas that require simple changes or refinements to current zoning regulations; the second identifies new land use designations requiring the development of specific zoning districts to support such new designations.

❖ **Land Use Objective 1- Upon adoption of the 2010 Comprehensive Plan, the City will review existing zoning districts for compatibility with the City's Future Land Use Plan and assign zoning that supports the adopted land use, where possible.**

The Future Land Use Plan was developed to be more generalized than the 2000 Comprehensive Plan and should provide enough flexibility to utilize many of the existing zoning districts. The following districts are expected to remain largely intact:

- **Rural Residential** zoning districts (RR, RR2, RR-UR, RR1) are expected to remain consistent with the current zoning ordinance and map, with some exceptions. The primary area that will be changed is the RR-UR (Urban Reserve) area north of Trunk Highway 55 (TH 55), which area will require zoning to support urbanization according to the Future Land Use Plan.
- **Suburban Residential, Urban Residential, and Multi-Family Residential** zoning districts will be reviewed and additional levels of designation added to support the Future Land Use Plan, which identifies three classifications of urban residential: Low, Medium and High. Current zoning designations will be updated to support the density ranges adopted by this Comprehensive Plan.
- **Business Park** zoning designation will support the Future Land Use Plan which has re-guided land along the TH 55 corridor for increased mixed-use and residential uses. Further distinction between Commercial, Business Park and a potential Neighborhood Commercial designation will be reviewed along TH 55 because critical city infrastructure influences development throughout the community.
- **Uptown Hamel** zoning district designation will be reviewed to accommodate mixed-uses within the district. If the Uptown Hamel district does not develop as presently planned, it will need to be eliminated and revised to address the Mixed-Use Business designation adopted in the Future Land Use Plan.
- All zoning districts will be reviewed to ensure consistency of each district with the Future Land Use Plan and for compliance with the goals and aspirations of the 2010 Comprehensive Plan.

❖ **Land Use Objective 2 - Revise the zoning ordinance to add new districts or modify definitions as required, after completion of Land Use Objective No. 1 listed herein.**

Adoption of the 2010 Comprehensive Plan will require the creation of zoning districts that are not currently in the City's zoning ordinance including the following:

- **Mixed-Use** land use designations are designed to allow greater flexibility to both the City and a developer to respond to market conditions while still maintaining a balanced land use pattern. The development of mixed-use zoning will need to include a minimum of two districts to address vertically integrated mixed use (Mixed-Use Business), where residential space is above the commercial space, and lateral mixed use (Mixed-Use) where commercial and residential building exist together in the zoning district. The Mixed-Use land use designation dictates that a minimum of fifty percent of a given property will include a residential component, whereas the Mixed-Use Business designation assumes a strong business component as well as increased density. Mixed-Use Business designation is focused around Uptown Hamel and may be able to utilize the Uptown Hamel zoning designation.

Mixed-Use zoning districts will need to address the following elements:

- a) Percentage and composition of uses on a particular site;
 - b) Accommodation of mixed-use across an entire development and not on each individual parcel;
 - c) Assemblage by owners and developers of smaller parcels to help create a unified environment;
 - d) Architectural and design standards that are specific to the location and type of mixed-use; and
 - e) Conservation standards to ensure a high quality of life.
- **Private Recreational (PREC)** land use designation identifies areas that are privately held for open space and recreational activities. These areas are important to the overall character of the community, but the City does not hold any conservation rights to preserve them as long-term open space. To encourage owners to maintain these areas for the enjoyment of the community, the PREC land use designation allows for limited residential and business uses. A minimum of two zoning districts supporting this land use will be required: one for urban service areas and one for the rural areas.

Other Potential Zoning Modifications

This Comprehensive Plan identifies preservation and protection of natural systems as imperative to the long-term sustainability of the community. The City will review the rural residential zoning districts to ensure they are consistent with and refer to the policies in the 2010 Comprehensive Plan. The Open Space Report and preservation of natural resources will support the development of a tool that will allow conservation development throughout the community particularly in areas with high quality natural resources. The Rural Residential districts will need to include references to the conservation tools or techniques ultimately designed by the City.

It may be appropriate to review and remove current PUD zoning and to utilize the PUD process as a subdivision process or overlay rather than a zoning tool. This review will take place while updating the overall zoning map, but could require rezoning of the existing residential PUD designations to zoning districts that accommodate present density and neighborhood quality. For example, Wild Meadows could be rezoned to a Suburban Residential zoning district.

❖ Land Use Objective 3 – Ensure development is consistent and compatible with the Future Land Use Plan.

The following strategies will ensure that development outside of current growth areas is compatible with future goals for growth:

- a) Require a ghost plat for subdivisions on parcels 10 acres or greater within the Urban Reserve areas. Overlay plats must show how large unsewered lots could be re-subdivided to accommodate new streets, smaller sewer lots or commercial lots, parks and open space, and the conservation of natural and significant ecological resources. Easements may be required to ensure access to or between adjoining properties;

- b) Ensure that the PUD Ordinance allows the City to preserve parkland, wetlands, woodlands, ecologically significant natural resources, and open space;
- c) Identify natural resource corridors and green infrastructure as a part of the development process to ensure the connectivity of natural systems and long term sustainability; and
- d) Require communication towers, water towers and other growth related community structures to be located on public property or in commercial zones and encourage co-location to minimize the number of towers needed.

Growth Strategy

This Comprehensive Plan creates a growth strategy for the community that will provide direction to land owners and developers while still allowing flexibility and the City will prioritize characteristics such as infrastructure availability, architectural quality, LID and LEED building standards, and natural resource preservation. Based on these criteria the City will assign a value to proposed developments and either allow them to move forward or to wait based on required improvements, whether infrastructure related or otherwise.

The City will promote orderly and compact development in its urbanizing areas. To provide flexibility within each growth area a points system will be established to implement the strategy including: infrastructure efficiency and availability; east to west orderly development; overall character and fit within the community; architectural quality; natural resource protection; open space conservation and community amenities.

Open Space Planning and Natural Resource Preservation

Natural resource preservation and protection were integrated into every aspect of the 2010 Comprehensive Plan. The City prepared an Open Space Report (available for review at the City of Medina City Hall) to help identify areas with high natural resource values to provide a foundation to make reasonable land use decisions based on the natural resource systems throughout the community and to protect long-term sustainability.

- ❖ **Open Space Objective 1 – Create and develop natural resource preservation tools such as an open space development ordinance or a conservation framework ordinance to support the goals and strategies identified in the Open Space Report and the 2010 Comprehensive Plan.**

The City will develop natural resource preservation tools that will encourage and guide natural resource protection in developments in the community. The tools will address both urban and rural areas with the primary goals of protecting and preserving high quality natural resources while recognizing and balancing a land owner's property rights.

Throughout the comprehensive planning process natural resource protection and preservation was an ongoing theme and goal. The Open Space Report provides a foundation to prepare the appropriate open space and conservation ordinances and includes a guide for illustrating the open space priority areas throughout the City (Map 7-2).

Other goals and initiatives identified through this process include:

- a) Mandating natural resource performance standards throughout the City.
- b) Incentivizing conservation and open space development in areas with high quality natural resources; and
- c) Creating an overlay map to identify a conservation network that will guide development and growth throughout the City.

❖ **Open Space Objective 2 – Revise City ordinances to protect the City's significant natural features.**

A Functional Assessment of Wetlands and Minnesota Land Cover Classification System (MLCCS) study completed for the City provide the information contained in the Open Space Report. Ordinances dealing with or addressing the natural systems in the community will be reviewed for consistency with the updated information, including the Wetland, Shoreland, and Floodplain ordinances.

❖ **Open Space Objective 3 – Educate residents and implement volunteer programs to protect the City's natural features**

The City will initiate an educational process once the applicable ordinances are in place to assist residents and developers in applying the information and new ordinances to protect the natural systems in the community.

❖ **Open Space Objective 4 – Research and identify agencies and funding sources to aid in the protection of critical natural areas.**

The City will explore the options for obtaining grant money or funds through a referendum to purchase critical or sensitive natural resources.

❖ **Open Space Objective 5 – Ensure the permanent rural status of the Permanent Rural area through strict enforcement of the City's On-Site Sewage Treatment Ordinance.**

The City's ordinance has stringent requirements for the amount and types of soils required for septic sites and maintenance requirements of septic systems. Consistent enforcement will ensure the permanent rural area will not require other sewage disposal options. The ordinance should be reviewed once the conservation ordinances are adopted to permit community septic systems or joint septic systems.

Parks, Trails, and Open Space

The City will continue to plan for parks and trails that are accessible to all residents.

❖ **Parks Objective – Promote actions that implement the park plan.**

1. Require trail easements as new subdivisions or re-plats, site plans, conditional use permits and Planned Use Developments (PUD's) are approved.
2. Encourage and create ways for property owners to dedicate voluntarily open spaces through the use of conservation easements or land dedications.
3. Educate property owners about the methods available for conserving their land.
4. Continue to require dedication of land, or money in lieu of land, when land is platted or subdivided. This dedication may be used to create parks or to preserve woodlands, ecologically significant natural resources or open space.

Housing

❖ **Housing Objective 1 – Plan for housing diversity in the community.**

1. Ensure that zoning ordinances encourage the construction of affordable housing in urban residential and multi-family residential areas.
2. Review the City's Livable Community Act goals on an annual basis.
3. Review existing ordinances to ensure that they are consistent with the City's housing program.
4. Inform potential developers of areas in the City where life cycle and affordable housing can be located and of the City's ability to offer financial support.
5. Maintain and strengthen the City's inspection program so that the City's current housing does not deteriorate.
6. Strengthen neighborhood amenities, especially in the Uptown Hamel area, to encourage a neighborhood atmosphere and further investment in the community.
7. Work with the Metropolitan Council to create opportunities to further Medina's Livable Communities Act goals.

❖ **Housing Objective 2 – Provide a diversity of quality Affordable Housing units to support a sustainable community.**

1. Provide diverse Affordable Housing options for senior citizens, workforce, afflicted residents, and supportive labor force.
2. Create an inclusionary housing policy.

3. Explore zoning methods that allow neighborhoods with mixed housing types and other appropriate uses within residential areas.
4. Encourage developers to include a variety of affordable housing types within in the market rate single family and multifamily developments.
5. Encourage developers to build or redevelop rental properties that include affordable units.

❖ **Housing Objective 3 – Provide a design standard for a variety of Affordable Housing stock.**

1. Create ordinances that support well designed new affordable housing that complements the neighborhood.
2. Create ordinances that support the maintenance of affordable housing units.
3. Explore the options of renovating and restoring buildings that are affordable
4. Encourage development to be compatible with adjacent land uses.
5. Encourage developers to implement green standards within the affordable units.

❖ **Housing Objective 4 – Create and maintain a level of permanent affordability in the community’s housing stock.**

1. Work closely with Hennepin County, Habitat for Humanity, housing partnerships, local lenders, builders and other organizations to pool resources for the creation of permanent affordability on a property.
2. Seek opportunities to enter into land trusts

Infrastructure: Transportation, Surface Water, Water, and Wastewater

The Transportation, Surface Water, Water and Wastewater Plan and Implementation programs are appended to this document. The following objectives relate to general goals and strategies to ensure that City services are available and benefit all residents.

❖ **Infrastructure Objective 1 – Adequately plan for capital/infrastructure improvements.**

Maintain the City’s Capital Improvement Program (CIP) for all infrastructure plans including roads, water, wastewater and surface water management.

❖ **Infrastructure Objective 2 – Maintain water quality.**

Use the City's engineering standards to ensure that all construction complies with the City’s Storm Water Pollution Prevention Program (SWPPP) and uses the Minnesota Pollution Control Agency Erosion Control Manual and the National Urban Runoff Program (NURP) Storm Water manual.

- ❖ **Infrastructure Objective 3 – Review existing ordinances and official controls (wetland, shoreland, floodplain, zoning and performance standards) to ensure that wetlands, waterways and ponds are being protected and that the City's ordinances are consistent with the Comprehensive Plan.**
- ❖ **Infrastructure Objective 4 – Require roadway construction to adhere to the City's engineering standards for street design.**
 1. Where possible, public streets shall be continuous and are preferable to cul-de-sacs.
 2. Streets in rural residential subdivisions shall remain private unless there is a need by the City to use the street for a connection to other streets for traffic flow and safety reasons.
 3. Private and public streets shall be constructed in accordance with the City of Medina's engineering standards.

Environmental Stewardship

The City can protect and improve the environment by reviewing and considering application of the following implementation strategies:

1. Adopt Leadership in Energy and Environmental Design (LEED)¹ or B-3 standards (a standard in which all new state buildings must exceed existing energy codes by at least 30%) in constructing and operating City facilities, and consider similar reasonable principles or incentives in private development.
2. Accept Low Impact Design (LID) standards in the City Engineering Standards.
3. Incorporate Smart Growth ² principles into zoning ordinances.
4. Consider long-term environmental costs in City planning, operating and purchasing decisions.
5. Educate and promote the conservation of energy and water use in the community.

¹ **LEED:** The Leadership in Energy and Environmental Design (LEED) Green Building Rating System™ encourages and accelerates global adoption of sustainable green building and development practices through the creation and implementation of universally understood and accepted tools and performance criteria. LEED is a third-party certification program and the nationally accepted benchmark for the design, construction and operation of high performance green buildings. LEED gives building owners and operators the tools they need to have an immediate and measurable impact on their buildings' performance. LEED promotes a whole-building approach to sustainability by recognizing performance in five key areas of human and environmental health: sustainable site development, water savings, energy efficiency, materials selection and indoor environmental quality.

Source: U.S. Green Building Council

² **Smart Growth** means using comprehensive planning to guide, design, develop, revitalize and build communities for all that: have a unique sense of community and place; preserve and enhance valuable natural and cultural resources; equitably distribute the costs and benefits of development; expand the range of transportation, employment and housing choices in a fiscally responsible manner; value long-range, regional considerations of sustainability over short term incremental geographically isolated actions; and promotes public health and healthy communities. Compact, transit accessible, pedestrian-oriented, mixed use development patterns and land reuse epitomize the application of the principles of smart growth.

Source: American Planning Association, Policy Guide on Smart Growth, April 2002

Capital Improvement Program (CIP)

The CIP establishes priorities and sets forth allocations in the budget for capital expenditures to develop the City according to the land use, transportation, and park plans.

❖ **CIP Objective 1 – Roads.**

The City has paved most of its roads in the City on an as needed basis. If development occurs or if a road deteriorates substantially, that project takes precedence over others. These projects are presently being funded through special assessments and the City's annual budget. Bonding road work will be investigated and may be considered by the City Council.

❖ **CIP Objective 2 – Parks.**

Upkeep of the City's parks is budgeted on an annual basis including minor capital purchases. As development occurs and as additional park facilities are needed, these items will be funded through park dedication fees, donations or the general fund budget.

❖ **CIP Objective 3 – Equipment.**

Major equipment purchases will be accomplished primarily through budgeting on an annual basis; and use of annual budget surpluses. Bonding for equipment purchases will be investigated and may be considered by the City.

❖ **CIP Objective 4 – Sewer and Water.**

Capital needs in the sewer and water funds are significant. Trunk and lateral improvements are funded using a combination of funds from developer payments and water and sewer connection fees. Trunk connection fees are required of each property as they connect to the sewer and water systems. Other facilities and infrastructure are also supported by water and sewer user fees and by bonding when appropriate.

(The following pages describe the Medina Capital Improvement Plan for Year 2009-2013)

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