

C Community Development Committee
Meeting date: November 7, 2011

E Environment Committee
Meeting date: November 8, 2011

ADVISORY INFORMATION

Subject:	City of Greenfield 2030 Comprehensive Plan Update Review File No. 20590-1 Tier II Comprehensive Sewer Plan
District(s), Member(s):	District 1, Council Member Roxanne Smith
Policy/Legal Reference:	Minnesota Statutes Section 473.175
Staff Prepared/Presented:	Freya Thamman, Principal Reviewer, 651-602-1750 Phyllis Hanson, Local Planning Assistance Manager, 651-602-1566 Kyle Colvin, Engineering Services Asst. Manager, 651-602-1151
Division/Department:	Community Development / Planning & Growth Management Environmental Services / Engineering Services

Proposed Action

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

Recommendations of the Community Development Committee:

1. Authorize the City of Greenfield to put its 2030 Comprehensive Plan Update into effect.
2. Adopt the revised forecasts as detailed in Table 2 of the attached Review Record.
3. Advise the City to implement advisory comments in the Review Record for parks, transportation, surface water management, land use, housing and subsurface sewage treatment systems (SSTS).

Recommendations of the Environment Committee:

Approve the City of Greenfield's Tier II Comprehensive Sewer Plan.

ADVISORY COMMENTS

City of Greenfield 2030 Comprehensive Plan Update and Tier II Comprehensive Sewer Plan

Review File No. 20590-1 – Council Business Item No. 2011-297

The following Advisory Comments are part of the Council action authorizing the City to implement its 2030 Comprehensive Plan Update (“Update”) and approving the City’s Tier II Comprehensive Sewer Plan:

Community Development Committee

1. The Council-adopted *Local Planning Handbook* states that the City must take the following steps:
 - a) Adopt the Update in final form after considering the Council’s review recommendations; and
 - b) Submit one electronic copy and one hard copy of the Update to the Council. The electronic copy must be organized as one unified document.

A copy of the City Council resolution evidencing final approval of the Update should be submitted to the Council.

2. The Council’s *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, local governments should incorporate those recommended changes into the plan or respond to the Council before “final approval” of the comprehensive plan by the governing body of the local governmental unit. (Minn. Stat. § 473.858, subd. 3)
3. Local governmental units must adopt official controls as described in their adopted comprehensive plans and must submit copies of the official controls to the Council within 30 days after 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 Tier II Comprehensive Sewer Plan becomes effective only after the Update also receives final approval from the City’s governing body. After the Update receives final approval from the City and the Tier II Sewer Plan becomes effective, the City may implement its Update to alter, expand, or improve its sewage disposal system consistent with the Council-approved Tier II Sewer Plan.
2. A copy of the City Council resolution adopting its Update, including the Tier II Sewer Plan, must be submitted to the Council.

Background

Greenfield is located on the western border of Hennepin County. The city borders Corcoran, Medina, Independence, as well as Hanover and the Rockford (Figure 1). With exception of a small portion of Rockford, the Crow River is the western edge of Greenfield. Franklin Township and Rockford Township are in Wright County along the Crow River.

The *2030 Regional Development Framework (RDF)* identifies the Greenfield as being within the "Diversified Rural" geographic planning area (Figure 2). The City submitted its 2030 Comprehensive Plan (Update) to the Council for review to meet the Metropolitan Land Planning Act requirements (Minn. Stat. §473.175) and the Council's 2005 Systems Statement requirements.

Rationale – Standard of Review & Findings

1. Does the proposed Update conform to Regional Systems Plans?
2. Is the Update consistent with Metropolitan Council policies?
3. Is the Update compatible with the plans of adjacent governmental units and plans of affected special districts and school districts?

Conformance with Regional Systems Plans

- | | |
|---|-----|
| 1. Regional Parks | Yes |
| 2. Transportation, including Aviation | Yes |
| 3. Water Resources Management
(Wastewater Services and Surface Water Management) | Yes |

Consistent with Council Policy Requirements

- | | |
|--|-----------------------|
| 1. Forecasts | Yes |
| 2. Housing | See staff report |
| 3. <i>2030 Regional Development Framework</i> and Land Use | Yes, see staff report |
| 4. Subsurface Sewage Treatment Systems (SSTS) Program | Yes |
| 5. Water Supply | Yes |

Compatible with the Plans of Adjacent Governmental Units and Plans of Affected Special Districts and School Districts

- | | |
|--------------------------------|-----|
| 1. Compatible with other plans | Yes |
|--------------------------------|-----|

Funding

The City has received a Local Planning Assistance Grant of \$10,000 (SG2007-112) for completion of its Update.

Known Support / Opposition

The City submitted its Update in May 2009 and provided supplemental information to it on February 2010, March 2010, June 2010, January 2011, and February 2011. However, in an October 24, 2011 letter from the City, the City indicates that the submitted Update is the result of past management and inconsistent with the City's current long term vision.

REVIEW RECORD

City of the Greenfield 2030 Comprehensive Plan Update

STATUTORY AUTHORITY

The Metropolitan Land Planning Act (MLPA) requires local units of government to submit comprehensive plans (plans) and plan amendments to the Council for review and comment (Minn. Stat. § 473.864, Subd. 2). The Council reviews plans to determine:

- *Conformance with metropolitan system plans,*
- *Consistency with other adopted Plans of the Council, and*
- *Compatibility with the Plans of other local jurisdictions in the Metropolitan Area.*

The Council may require a local governmental unit to modify any plan or part thereof if, upon the adoption of findings and a resolution, the Council concludes that the Update 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. Each such plan shall be submitted to the Council for review and shall be subject to the approval of the Council as to those features affecting the Council's responsibilities as determined by the Council. Any such features disapproved by the Council shall be modified in accordance with the Council's recommendations (Minn. Stat. § 473.513).

CONFORMANCE WITH REGIONAL SYSTEMS

Regional Parks

Parks and Trails

Reviewer: Jan Youngquist, CD – Regional Parks System Planning, (651-602-1029)

The Update conforms to the *2030 Regional Parks Policy Plan*. The Update acknowledges and plans for the regional parks system facilities in Greenfield, which include Lake Rebecca Park Reserve, the planned Lake Sarah Regional Park and the Crow River Regional Trail Search Corridor. The Future Land Use Map (Figure 1, dated January 2011) guides the future land use of in-holding properties within the Council approved master plan boundaries of Lake Rebecca Park Reserve and Lake Sarah Regional Park as "Park". The Parks and Trails Plan Map dated March 2010 depicts the general Crow River Regional Trail Search Corridor, which will connect Lake Rebecca and Crow Hassan Park Reserves.

Advisory Comments

The Parks and Trails Plan Map shows the property located at 9010 Rebecca Park Trail, which is owned by Three Rivers Park District, as a "Proposed Future Acquisition for Lake Rebecca Regional Park". This map needs to be updated to show this parcel as regional parkland before the City submits its final adopted Update to the Council.

Transportation

Roads and Transit

Reviewer: Ann Braden, MTS – Systems Planning, (651-602-1705)

The Update conforms to the *2030 Transportation Policy Plan (TPP)* adopted in 2004 and addresses all the applicable transportation and transit requirements. There are no metropolitan highways in Greenfield.

Greenfield lies outside of the Metropolitan Transit Taxing District and is in Market Area IV. Service options for Market Area IV include dial-a-ride, volunteer driver programs, and ridesharing. Rural dial-a-ride service is provided by Delano Dial-a-Ride.

Advisory Comments

Figure 6-1 of the Update shows a "planned collector" road. If the City intends to have this road included on the Council's official roadway classification map, it must formally request its inclusion through the Transportation Advisory Committee (TAC) - Planning Committee, which is a separate process from the comprehensive plan update effort.

Aviation

Reviewer: Russell Owen, MTS – Systems Planning, (651-602-1724)

The Update conforms to the *TPP* and is consistent with Council aviation policy.

Water Resources Management

Wastewater Service

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

The Update conforms to the *Water Resources Management Policy Plan (WRMPP)*. The Update summarizes the City's vision for the next 20 years or to year 2030. It includes growth forecasts that are consistent with the Council's expectations for total population, households, and employment.

The majority of wastewater treatment services are provided by the City at a wastewater treatment plant (WWTP) owned and operated by the City. At this time, the City is not requesting the Council to acquire the WWTP. The Update indicates that the City's WWTP has sufficient capacity to accommodate the growth forecasts through 2030.

A small area of the city is provided service by the Metropolitan Council Environmental Services (MCES) through an intercommunity agreement with the City of Medina. Increases in the number of connections within this service area will require the City to modify its agreement with Medina. Wastewater generated within this small area is conveyed to and treated at the Metropolitan Council's Blue Lake Wastewater Treatment Plant located in Shakopee. The Update projects it will have 57 sewer households and no sewer employees by 2030 within the area served by the Metropolitan Disposal System (MDS). The MDS with its scheduled improvements has or will have adequate capacity to serve the City's growth needs.

The Update provides sanitary flow projections in 5-year increments. The rationale for the projections is given in the Update and determined appropriate for planning for local services.

For the area provided regional sewer service by MCES, the City is part of a Tri-City Agreement, whereby Medina is the immediate wastewater service provider for the areas of Greenfield and Independence. The Update identifies a program of Inflow/Infiltration (I/I) abatement activities including televised inspection of the system and smoke testing of the sewer along North Shore Drive. The City will continue to work with Medina and Independence on I/I reduction.

Tier II Comments

The Tier II Sewer Element of the Update has been reviewed against the requirements for Tier II Comprehensive Sewer Plans for Diversified Rural/Developing communities. It was

found to be complete and consistent with Council policies. Upon adoption of the Update by the City, the action of the Council to approve the Tier II Plan becomes effective. At that time, the City may implement its Update to alter, expand or improve its sewage disposal system consistent with the approved Tier II Sewer Plan. A copy of the City Council Resolution adopting its Plan needs to be submitted to the Metropolitan Council for its records.

Surface Water Management

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

The Update conforms to the *WRMPP* for local surface water management. A small portion of Greenfield lies hydrologically within the Elm Creek Watershed, but all surface water management issues in the city are overseen by the Pioneer Sarah Creek Watershed Management Commission (Commission). The Commission’s watershed management plan was approved by the Board of Water and Soil Resources in 2004.

Greenfield’s Surface Water Management Plan (SWMP) was included as Chapter 5 in the revised Update dated March 2010. The revised SWMP was found to be consistent with the Council’s *WRMPP*.

Advisory Comments

A final copy of the SWMP including the date of adoption by the City needs to be forwarded to the Council along with the date it was approved by the watershed management commission.

CONSISTENCY WITH COUNCIL POLICY

Forecasts

Reviewer: Dennis Farmer, CD - Research, (651-602-1552)

The Update’s total forecasts, including the Update’s revision to the total employment forecasts, are consistent with Council expectations.

The Update revises the total employment forecasts, but does not change the total population or household forecasts. Council staff find the revised total employment forecasts consistent with the most recent data for Greenfield, which shows the City’s employment at around 600. Therefore, staff recommend revised total employment forecasts. Table 1 shows previous Council forecasts from the 2005 System Statement as compared to the staff recommended revised forecast totals for employment.

Table 1. Metropolitan Council Forecast Totals*

	Census	Previous Council Forecasts			Revised Council Forecasts		
	2000	2010	2020	2030	2010	2020	2030
Population	2,544	3,190	4,050	4,300	3,190	4,050	4,300
Households	817	1,000	1,300	1,600	1,000	1,300	1,600
Employment	337	1,240	2,000	2,700	<u>600</u>	<u>900</u>	<u>1,200</u>

*: Recommended revisions are underlined in the table.

Although the Update does not change total household and population forecasts, it revises the distribution of sewer/unsewered households and population. The Update generally reduces the households and population served by the Metropolitan Council and City wastewater treatment plants and increases the unsewered population and households. Council staff finds the Update’s distribution of sewer/unsewered households reasonable.

However, based on 2010 Census information on average household size, Council staff recommend raising the *population* served by the Metropolitan Council and City wastewater treatment plants and lowering unsewered population for 2010 and 2020, as shown in Table 2. The 2010 Census information shows Greenfield’s average household size to be 2.97. Whereas, the Update’s 2010 and 2020 population served by municipal wastewater treatments plants reflect household sizes between 1.4 to 1.8 persons per household. Table 2 also includes the Council recommended revised employment forecasts.

Table 2. Council Recommended Revised Forecasts

	2010	2020	2030
Population – Metro Sewered	<u>130</u>	<u>130</u>	<u>130</u>
Population – Municipal Sewered	<i><u>300</u></i>	<i><u>400</u></i>	470
Population – Unsewered	<i><u>2,760</u></i>	<i><u>3,520</u></i>	3,700
Population TOTAL	3,190	4,050	4,300
Households – Metro Sewered	53	<u>60</u>	<u>60</u>
Households – Municipal Sewered	<u>120</u>	<u>180</u>	<u>240</u>
Households – Unsewered	<u>827</u>	<u>1,060</u>	<u>1,300</u>
Households TOTAL	1,000	1,300	1,600
Employment TOTAL– Municipal Sewered	<u>600</u>	<u>900</u>	<u>1,200</u>

The City requested revisions are underlined in the table. Council staff recommended changes to the City’s sewer population are *italicized*. Council forecasts are rounded to the nearest 10.

The Council’s forecasts will be officially revised, as shown in Table 2, effective upon Council approval of the Update.

2030 Regional Development Framework and Land Use

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

The Update, with supplemental materials, is generally consistent with the *2030 Regional Development Framework (RDF)* policies for Diversified Rural communities. The *RDF* directs Diversified Rural communities to plan for overall densities no greater than one housing unit per 10 acres. Typically, these communities include a mix of a limited amount of large-lot residential with agricultural and other uses.

In 1995 and 2002 the Council approved the City’s Update, which designated the northern portion of the city as “Agriculture” with an average density of one unit per 11 acres and the southern half as “Rural Residential” at an average density of one unit per 6 acres.

Although the Diversified Rural area will exceed 1 unit per 10 acres, the Update remains consistent with the guiding previously approved by the Metropolitan Council (see Figures 4 and 5). The Update indicates that clustering of development is encouraged to preserve existing natural resources, such as wetlands, prairie, woodlands and wildlife corridors. Also, the Update removed a density bonus provision, which was part of the 2002 Update that allowed further reduction of the Rural/Agricultural areas.

The City’s current/existing land use is shown on Figure 3. Most of the city (60.4%) is agricultural with parcels that are 10 or more acres. A substantial part of the city is in Agricultural Preserves or Green Acres (7,353 acres). Greenfield has some urban land uses near its border with Rockford. This area includes commercial, industrial, and

medium density residential uses, which are served by the City's wastewater treatment plant.

The Update's future land use (Figure 4) remains "Agriculture" at 1 unit per 11 acres in the north and Rural Residential at 1 unit per 6 acres in the south. The area near Rockford shows expanded commercial and medium density residential uses.

The Update is consistent with Council policy for Agricultural Preserves. The parcels in the city that are enrolled in the Agricultural Preserves Program are guided at 1 unit per 40 acres (see Figure 4), which is consistent with Minnesota Statute §473.H.02 subdivision 7. If the parcels expire from the program and are no longer guided at 1 unit per 40 acres, Figure 4 shows the proposed use. It shows the Agricultural Preserve areas identified as "A" would change to "Agriculture" at 1 unit per 11 acres, "B" would change to Rural Residential at 1 unit per 6 acres, and area "C" would change to Business Park. The change from 1 unit per 40 to another use would require a comprehensive plan amendment; however the amendment would be administratively waived if the parcels are guided as shown on Figure 4 A,B,C.

The City can accommodate forecasted growth through the year 2030. The Update's "Forecasts and Staging" section provides 5-year staging and includes analysis on the development capacity and land supply.

Advisory Comments

When parcels in the Agricultural Preserve Program expire and are no longer guided at 1 unit per 40 acres, a comprehensive plan amendment will be required.

Housing

Reviewer: Linda Milashius, CD – Livable Communities, (651-602-1541)

The Update acknowledges the City's share of the region's affordable housing need for 2011-2020, which is 25 units, and cites the implementation programs the City will use to assist in the development of affordable housing. The Update indicates that approximately 10 acres of land will be available 2011-2020 for medium density residential development. The Update indicates that the medium density residential land use category could allow 6 units per acre; however, the required minimum and maximum density range was not provided in the Update.

Advisory Comments

The City needs to provide the density range for the medium density residential land use category. This information is needed to ascertain the community's ability to provide sufficient opportunities through the guiding of higher density residential land, six or more units per acre, to address its affordable housing need.

Subsurface Sewage Treatment Systems

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

The Update is consistent with the 2030 WRMPP for Subsurface Sewage Treatment Systems (SSTS). The Update indicates that there are approximately 810 SSTS in the city. Appendices B and C provide the City's SSTS Ordinances 50.076 and 50.077 dealing with installation, operation, maintenance, and repair of systems. The ordinances are generally consistent with Minnesota Pollution Control Agency (MPCA) Rules and Council requirements. However, the City's SSTS ordinance will need to be updated within one year of Hennepin County adopting its updated SSTS ordinance. The County is currently expected to update its ordinance by February 2012.

The City's updated ordinance will need to revise the time window allowed for replacement of failing systems from ten years (current ordinance 50.077 Section B.4.a.) to five years. This change is needed to be consistent with Metropolitan Council SSTS management program requirements (2005 System Statement and *WRMPP*). The City indicated that they intend to leave the replacement time window in the ordinance at 10 years. New MPCA 7082 Rules, however, no longer recommend 10 years, but indicate that a failing system needs to be upgraded, replaced, repaired or discontinued "within a specified time period". The Metropolitan Council determined in 2005 that five years is the maximum time a failing system would be allowed to continue in operation before it would be required to be repaired or replaced. For consistency with the *WRMPP*, the City needs to incorporate this change in its updated ordinance.

The Update indicates that the 53 households on North Shore Drive (Lake Sarah) that are connected to MCES sewer continue to utilize septic tanks. The City needs to substantiate that these homeowners are in the SSTS maintenance management program and are being notified that their tanks need to be inspected/pumped at least once every three years, in accordance with MPCA Rules. Septic tanks do not provide a flow equalization tank function, but operate solely as flow-thru tanks where settleable solids and floatable scum accumulate. The lack of maintenance to these tanks could create leaks or could cause an accumulation of solids to plug the undersized (six-inch diameter) collection lines. The City's updated ordinance needs to incorporate language and a schedule to facilitate abandonment/removal of these remaining septic tanks.

Advisory Comments

The City will need to update its SSTS ordinance within one year of Hennepin County adopting its updated SSTS ordinance. The City's updated ordinance needs to be consistent with MPCA 7082 Rules and Metropolitan Council SSTS management program requirements. In addition, it needs to include a schedule for removing the septic tanks for the 53 sewer households on North Shore Drive.

Water Supply

Reviewer: Lanya Ross, ES – Water Supply Planning, (651-602-1803)

The Update is consistent with the *WRMPP* for water supply. The Council encourages the City to continue to implement conservation programs and measures in an effort to promote the efficient use of water.

Resource Protection

Historic Preservation

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

The Update addresses historic preservation in the community as required by the MLPA.

Solar Access Protection

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

The Update addresses the protection of access to solar energy as required by the MLPA.

Aggregate Resources Protection

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

The Council's aggregate resources inventory, as presented in *Minnesota Geological Survey Information Circular 46*, indicates the presence of natural aggregate resources within the community.

The Update states that there is one active aggregate production facility in operation in the city. However, there are few large contiguous acres of aggregate that remain. The remaining resource areas are guided for agricultural land use which should ensure their availability for extraction for the foreseeable future. Mining regulations are contained in City Code Title 11, Chapter 113, available on the City's website

PLAN IMPLEMENTATION

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

The Update includes a description of:

- Capital Improvement Program Yes
- Zoning Code Yes
- Subdivision Code Yes
- SSTS Code Yes
- Housing Implementation Program Yes

COMPATIBILITY WITH PLANS OF ADJACENT GOVERNMENTAL UNITS AND PLANS OF AFFECTED SPECIAL DISTRICTS AND SCHOOL DISTRICTS

The City submitted its Update to the adjacent communities, affected school districts, affected watershed districts, and other special districts for comment in October 2008. There do not appear to be any conflicts with the plans of adjacent and affected jurisdictions.

DOCUMENTS SUBMITTED FOR REVIEW

- City of Greenfield 2030 Comprehensive Plan and Transmittal Form (May 29, 2009)
- Future Land Use Figure (February 8, 2010)
- City of Greenfield Revised 2030 Comprehensive Plan addressing Aviation, Forecasts, Housing, SSTS, Land Use, Parks, Resource Protection, Surface Water Management, Transportation, Wastewater, and Water Supply (March 29, 2010)
- Agriculture Preserve Text and Revised Future Land Use Map (June 28, 2010)
- City of Greenfield Revised 2030 Comprehensive Plan with revised info for Forecasts/Staging, Housing, Land Use, Parks, Wastewater, SSTS, (January 19, 2011)
- Revised Table 3-4 Population, Households, and Employment (February 3, 2011)

ATTACHMENTS

- Figure 1: Location Map with Regional Systems
- Figure 2: 2030 Regional Development Framework Planning Areas
- Figure 3: Existing Land Use
- Figure 4: Future Land Use
- Figure 5: Previous Future Land Use Map (from 2020 Comprehensive Plan Update)

Figure 1. Location Map with Regional Systems

City of Greenfield

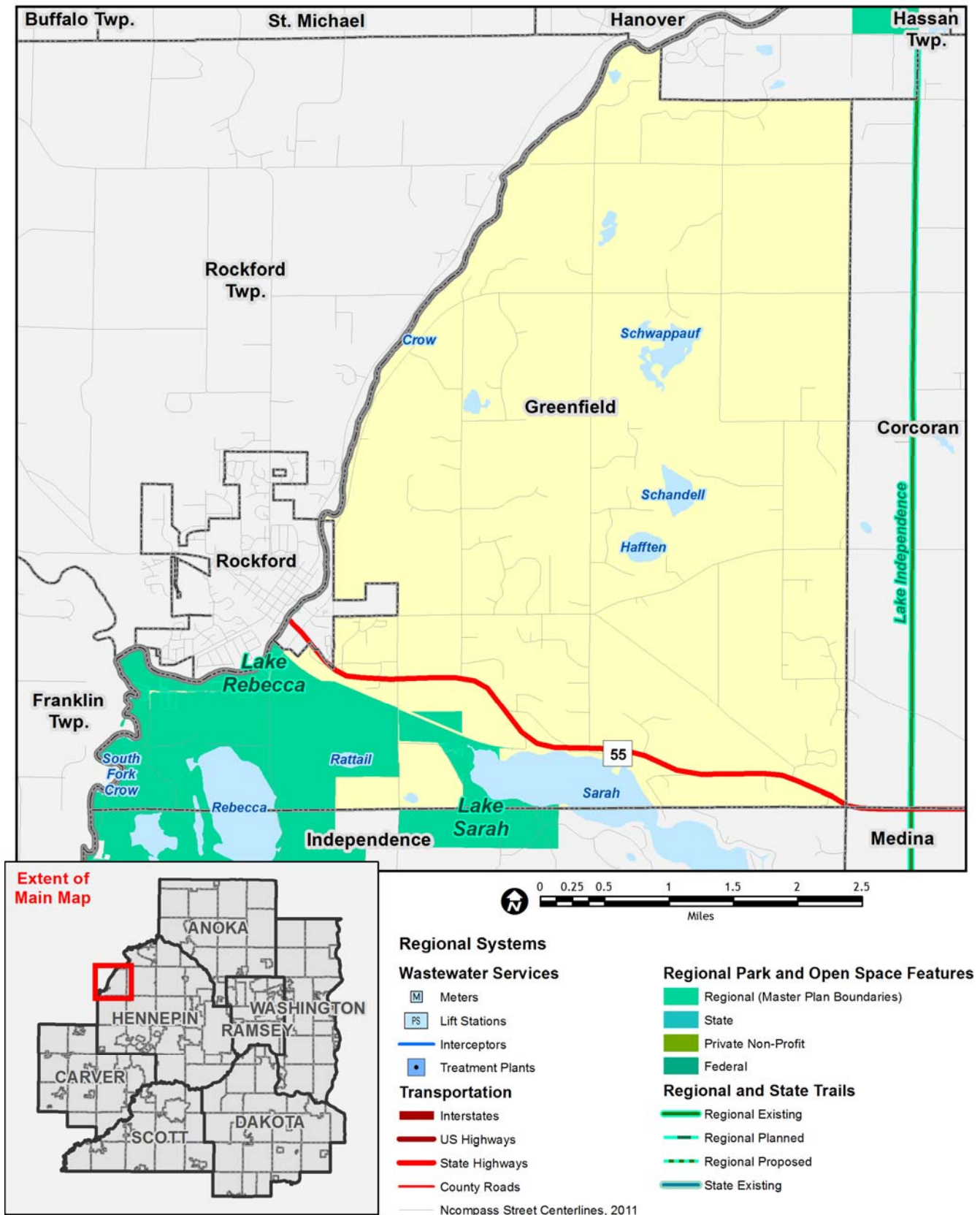


Figure 2. 2030 Regional Development Framework Planning Area
 City of Greenfield

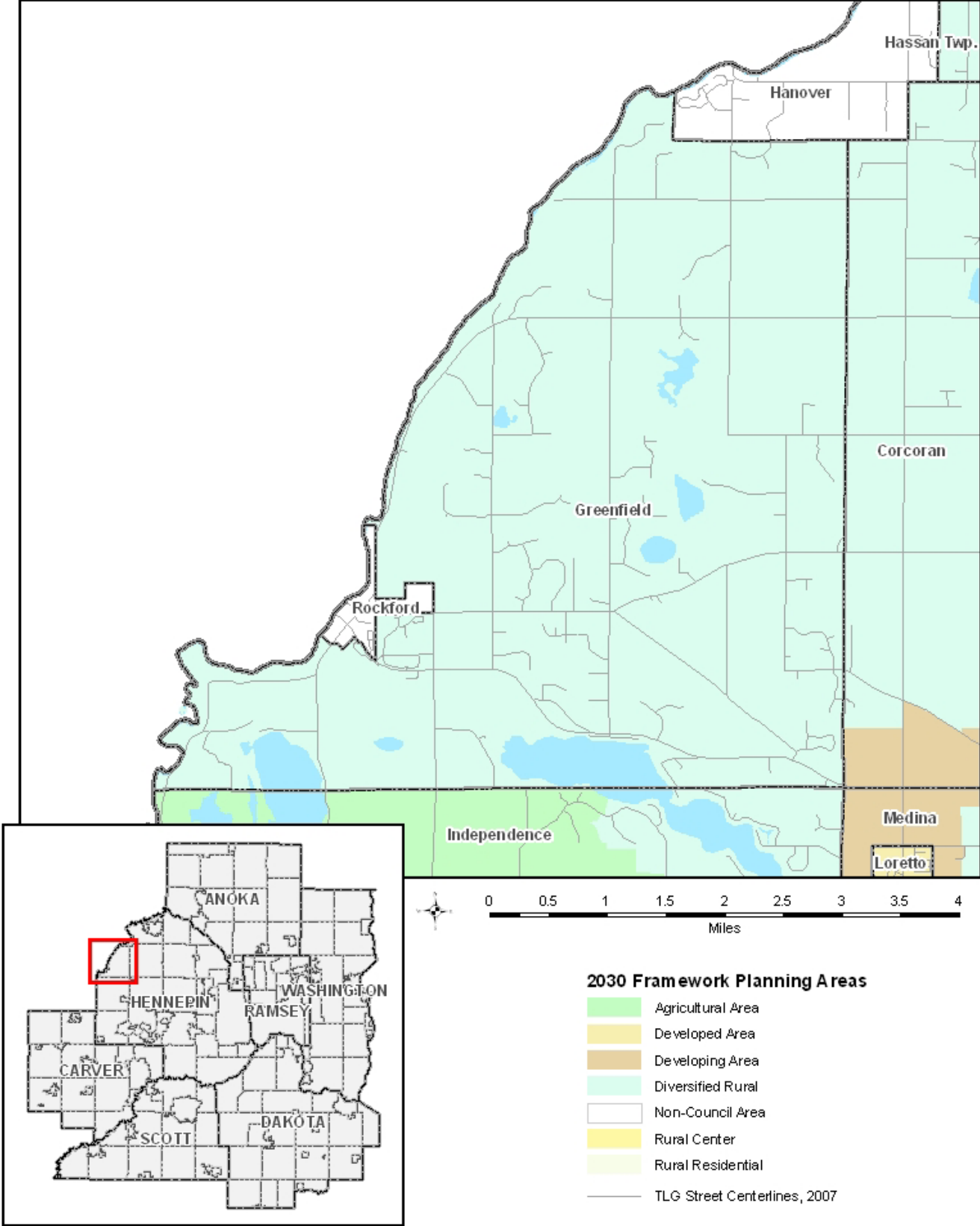
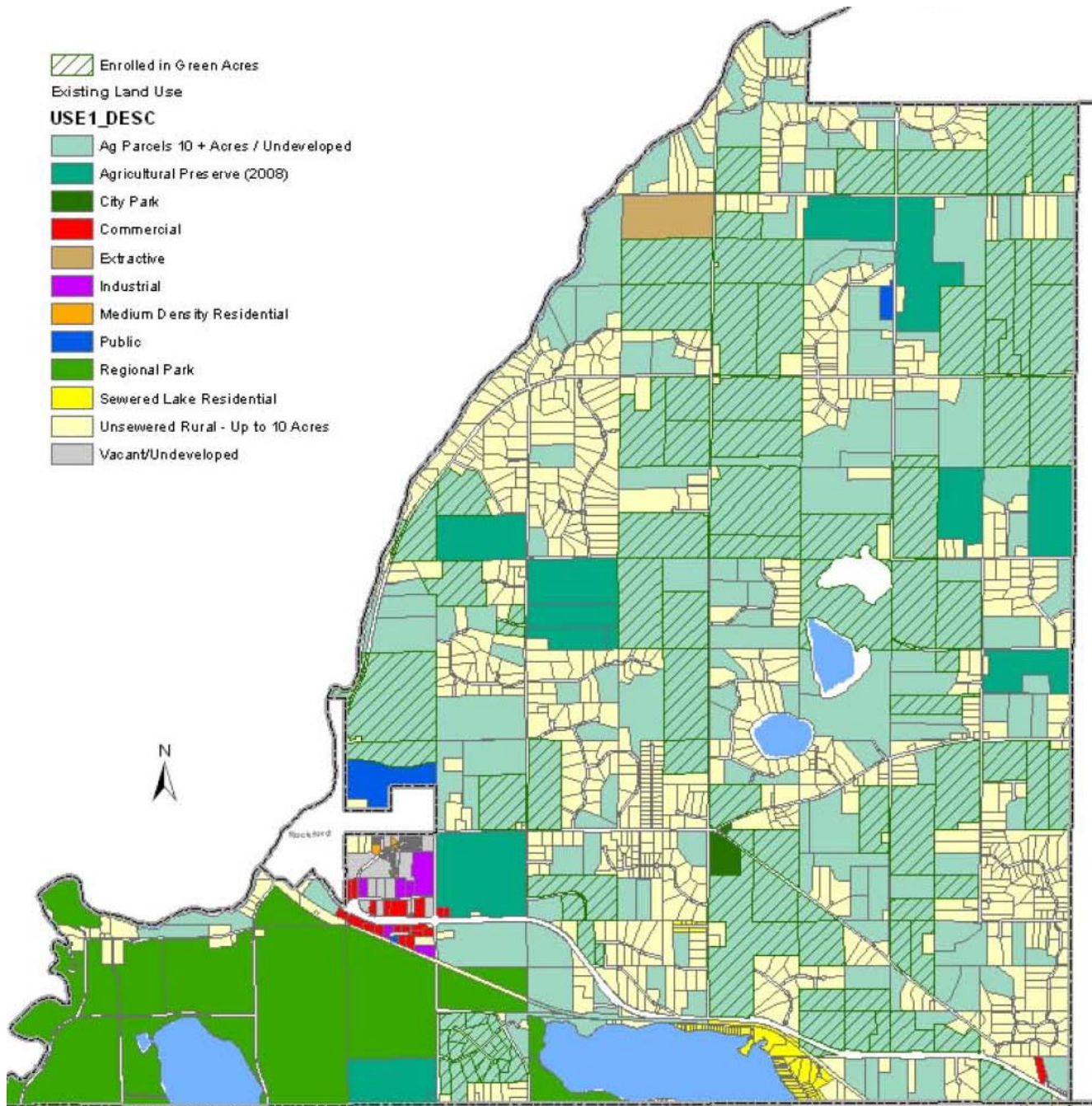


Figure 3. Existing Land Use
City of Greenfield



Sources: Based on Metropolitan Council 2005 Existing Land Use, Hennepin Co. parcel data, City inventory

USE1_DESC	SUM_ACRES_
Ag Parcels 10 + Acres / Undeveloped	6673
Agricultural Preserve (2008)	848
City Park	24
Commercial	45
Extractive	77
Industrial	34
Medium Density Residential	12
Public	67
Regional Park	1201
Sewered Lake Residential	74
Unsewered Rural - Up to 10 Acres	3347
Vacant/Undeveloped	60
	12463

*Total acre do not include Lakes and ROW

**City of Greenfield
Existing Land Use**

Figure 4. Future Land Use

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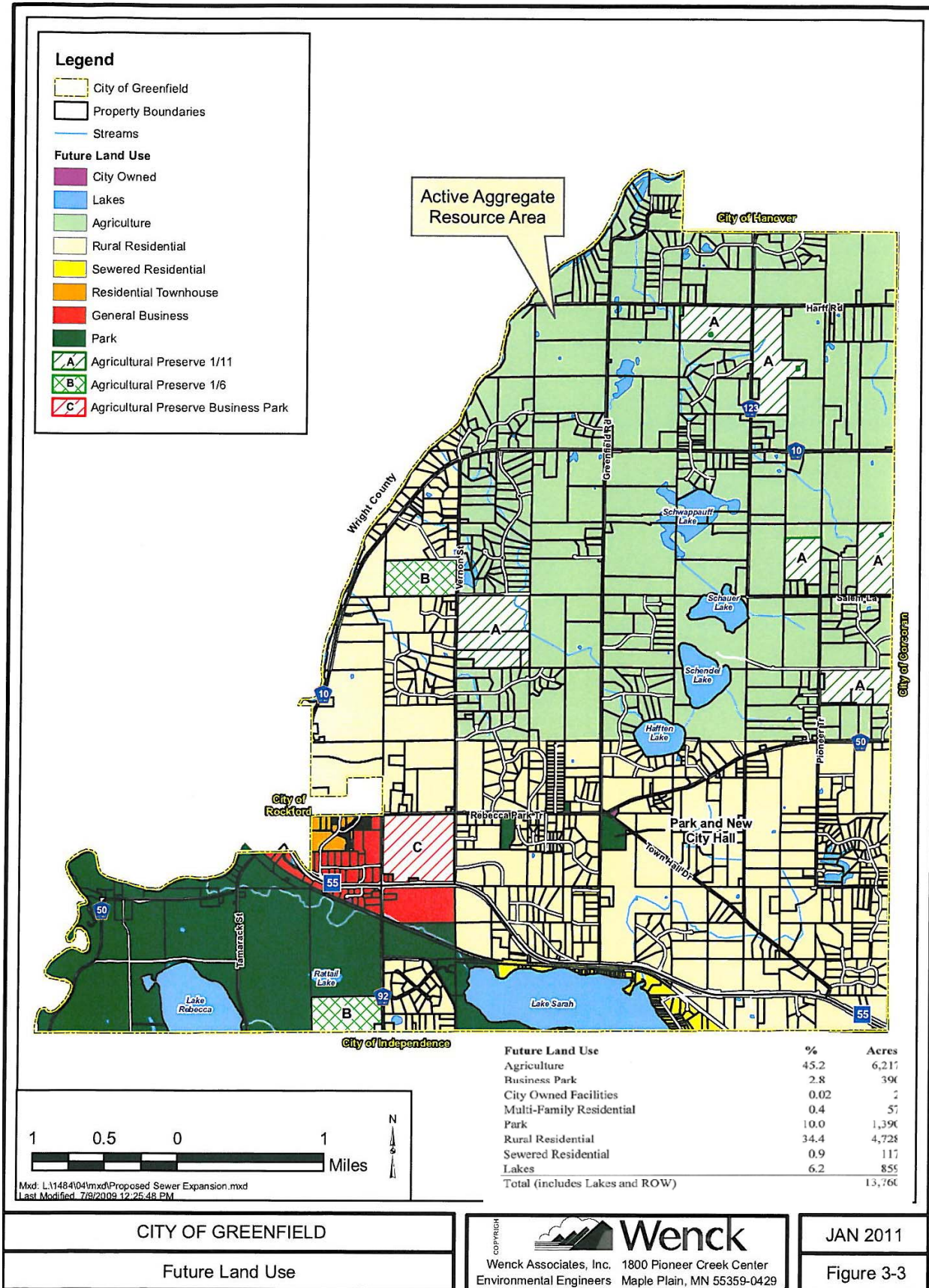








Figure 5. Previous Future Land Use Map (from 2020 Update) *

Exhibit 13A

**CITY OF GREENFIELD
DRAFT LAND USE MAP**

-  AGRICULTURE
-  RURAL RESIDENTIAL
-  SEMI-RESIDENTIAL
-  REGIONAL PARK
-  BUSINESS PARK
-  AGRICULTURAL PRESERVE
SEE TEXT FOR DEVELOPMENT RESTRICTIONS

7/15/02

