

# J Community Development Committee Environment Committee

For the Metropolitan Council meeting of April 8, 2009

## ADVISORY INFORMATION

**Date Prepared:** March 25, 2009

**Subject:** City of Osseo 2030 *Comprehensive Plan* Update  
Review File No. 20443-1  
Tier II Comprehensive Sewer Plan

### **Proposed Action:**

That the Metropolitan Council adopts the attached Review Record and takes the following actions from each committee:

### **Recommendations of the Community Development Committee:**

1. Authorize the City of Osseo to put its 2030 Comprehensive Plan Update into effect.
2. Advise the City to:
  - a) Submit the City's local surface water management plan's (WMP) adoption date.
  - b) Correct the Update's transportation information regarding the Bottineau Alternatives Analysis and the 2030 Average Daily Traffic forecasts.

### **Recommendations of the Environment Committee:**

Approve the City's Tier II Comprehensive Sewer Plan.

### **Summary of Committee Discussion / Questions:**

#### Community Development Committee

Motion to approve the Community Development Committee recommendations was made, seconded and approved unanimously.

#### Environment Committee

Motion was made, seconded and approved unanimously to approve the City of Osseo's 2030 Tier II Comprehensive Sewer Plan.

**C** Community Development Committee  
Meeting date: March 16, 2009

**E** Environment Committee  
Meeting date: March 24, 2009

**ADVISORY INFORMATION**

<b>Subject:</b>	<b>City of Osseo 2030 Comprehensive Plan Update</b> Review File No. 20443-1 Tier II Comprehensive Sewer Plan
<b>District(s), Member(s):</b>	District 2, Councilmember Tony Pistilli (763-228-1867)
<b>Policy/Legal Reference:</b>	Minnesota Statute Section 473.175
<b>Staff Prepared/Presented:</b>	Victoria E. Dupre, Principal Reviewer, (651-602-1621) Kyle Colvin, Engineering Services Asst. Manager, (651-602-1151)
<b>Division/Department:</b>	Community Development / Planning and Growth Management Environmental Services / Engineering Services

**Proposed Action**

That the Metropolitan Council adopts the attached Review Record and takes the following actions from each committee:

Recommendations of the Community Development Committee:

3. Authorize the City of Osseo to put its 2030 Comprehensive Plan Update into effect.
4. Advise the City to:
  - a) Submit the City's local surface water management plan's (WMP) adoption date.
  - b) Correct the Update's transportation information regarding the Bottineau Alternatives Analysis and the 2030 Average Daily Traffic forecasts.

Recommendations of the Environment Committee:

1. Approve the City's Tier II Comprehensive Sewer Plan.

## ADVISORY COMMENTS

### City of Osseo 2030 Comprehensive Plan Update and Tier II Comprehensive Sewer Plan Review File No. 20443-1; Council Business Item No. 2009-81

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 pdf 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” by the governing body of the local governmental unit. (MN 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. (MN 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. (MN 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. (MN. Stat. §473.865, subd. 3).

#### Environment Committee

1. The Council-approved Tier II Comprehensive Sewer Plan becomes effective only after the Update is finally approved by the City’s governing body. After the Update is finally approved by 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

The City of Osseo (City) is located in Hennepin County on the municipal border between Maple Grove to the west and Brooklyn Park to the east. (Figure 1)

The Metropolitan Council's (Council) January 2004-adopted *2030 Regional Development Framework (RDF)*, identifies Osseo as a "Developed" community. Figure 2 (page 10) shows the regional planning area designation for Osseo and the regional systems serving the City and surrounding area.

The City submitted its *2030 Comprehensive Plan (Update)* to the Council for review on December 30, 2008 to meet the Metropolitan Land Planning Act requirements (MN Statutes §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 Council policies?
3. Is the Update compatible with 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<br>(Wastewater Services and Surface Water Management) | Yes |

### Consistent with Council Policy Requirements:

- |  |     |
|--|-----|
| 1. Forecasts   | Yes |
| 2. Housing   | Yes |
| 3. <i>2030 Regional Development Framework</i> and Land Use | Yes |
| 4. Individual Sewage Treatment Systems (ISTS) Program      | Yes |
| 5. Water Supply  | Yes |

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

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

## Funding

The Council awarded the City of Osseo a \$20,000 planning assistance grant to review and update the comprehensive plan. The Council funded 50 percent of the grant, and will fund the remainder following the Metropolitan Council's final action on the Update.

## Known Support / Opposition

There is no known opposition.

# **REVIEW RECORD**

## **Review of the City of Osseo 2030 Comprehensive Plan Update**

### **STATUTORY AUTHORITY**

The Metropolitan Land Planning Act (MLPA) requires local units of government to submit comprehensive plan updates and amendments to the Council for review and comment (MN Stat. §473.864, Subd. 2). The Council's reviews 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 Plan is more likely than not to have a substantial impact on or contain a substantial departure from metropolitan system plans (MN 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 Council's plan, and may revise the same as often as it deems necessary. Any such features disapproved by the Council shall be modified in accordance with the Council's recommendations (MN 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 is in conformance with the *2030 Parks Policy Plan* and acknowledges the proposed Crystal Lakes Regional Trail, connecting the City to Elm Creek Park Reserve.

#### **Transportation**

##### ***Roads and Transit***

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

The Update is in conformance with the *2030 Transportation Policy Plan* and addresses all applicable transportation and transit requirements. The Council advises the City that the Hennepin County Regional Rail Authority, as opposed to the MN Department of Transportation, is the lead agency on the Bottineau Alternatives Analysis.

The Update shows the 2030 Average Daily Traffic forecast of 60,340 for County Road 81 based on an annual 2 percent increase. This forecast assumption results in a high forecast and in comparison, the regional 2030 Average Daily Traffic forecast for this segment of County Road 81 is about 30,000.

##### ***Aviation***

*Reviewer: Chauncey Case, MTS – Systems Planning (651-602-1724)*

The Update is in conformance with the *2030 Transportation Policy Plan's* Aviation System Plan and is consistent with Council aviation policy.

## **Water Resources Management**

### ***Wastewater Service***

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

The Update is in conformance with the *2030 Water Resources Management Policy Plan* requirements for wastewater, and summarizes the City's vision to 2030.

The Metropolitan Council Environmental Services currently provides the City wastewater treatment services, conveying wastewater to the Metropolitan Council's Metropolitan Wastewater Treatment Plant in St. Paul. The City is served by interceptor 4-OS-457.

The Update projects that the City will have 1,400 sewer households and 3,050 sewer employees by 2030. The Metropolitan Disposal System, with its planned scheduled improvements will have adequate capacity to serve these needs. The Update estimates sanitary flow projections in five-year increments based upon assumption that the Council staff determines appropriate for local services planning.

Osseo has been identified as a community impacted by wet weather occurrences. The City is included in the Council's list of communities having a clear water inflow and infiltration (I/I) reduction goal. The City a) is committed to mitigate excessive I/I at levels equal to the Council's Surcharge amount, b) has an ordinance that prohibits clear water discharges from sump pumps, roof drains, and yard drains to the sanitary sewer system, and c) has an I/I reduction plan that includes capital improvements aimed at removing sources of I/I through the implementation of an annual inspection program.

### ***Tier II Sewer Plan***

Council staff reviewed the Update's Tier II Sewer Element based on the Council's requirements for Tier II Comprehensive Sewer Plans for developed communities, and found it complete and consistent with Council policies. The Council's approval of the Tier II Plan becomes effective upon the City's adoption of the Update. At that time, the City may alter, expand or improve its sewage disposal system consistent with the approved Tier II Sewer Plan. The City needs to submit a copy of the City Council Resolution adopting the final Update to the Metropolitan Council for its records.

### ***Surface Water Management***

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

The Update is consistent with the *2030 Water Resources Management Policy Plan* requirements for local surface water management plans (WMP). Osseo lies within the Shingle Creek and West Mississippi River Watersheds. The Shingle Creek and West Mississippi River Watershed Management Organizations' watershed management plans were approved by the Board of Water and Soil Resources in 2004.

Osseo updated its local water management plan (WMP) in June of 2008, and the Council staff reviewed the WMP under separate cover. The City needs to send the Council the date that the City adopts the final WMP.

## CONSISTENCY WITH COUNCIL POLICY

### Forecasts

Reviewer: Todd Graham, CD - Research (651-602-1322)

The Update is consistent with the Council's 2005 System Statement forecasts (below):

Osseo	2010	2020	2030
Households	1,100	1,200	1,400
Population	2,600	2,850	3,300
Employment	2,700	2,950	3,050

The Update (pages 2-3, A-17) states that the Metropolitan Council estimates Osseo's average household size (for 2006) is 2.24 persons per household. The Metropolitan Council's 2006 estimated household size for Osseo is actually slightly lower at 2.13 persons per household.

The Council estimates a smaller average household size because the calculation method excludes the population living in general quarters. The Council's 2006 estimate, 2.24 persons per household, represents the total population divided by the number of households.

### 2030 Regional Development Framework and Land Use

Reviewer: Tori Dupre, CD – Local Planning Assistance (651-602-1621)

The Update is consistent with the RDF policies that identify Osseo as a community in the "Developed" geographic planning area. The Council will invest resources to facilitate reinvestment and redevelopment, and maintain existing infrastructure. The Council encourages communities to accommodate growth and redevelopment at three to five-plus units per acre where urban service is located or planned, and at higher densities along transportation corridors.

The City is 472.41 acres in size and is fully developed with 32 percent of the City's total land area in residential use. Osseo has 1,060 total housing units on approximately 150 acres at an existing residential density of 7 units per acre. The City has only seven acres of vacant land. About 20 percent of the total land area is in institutional use, owned by churches and schools, including Osseo Senior and Junior High Schools located three blocks west of Central Avenue.

The Update incorporates the City's *Redevelopment Master Plan*. The master plan establishes a downtown core and guides about seven blocks along both sides of Central Avenue, north of County Highway 81 as Downtown Core, and another four blocks to the north as Downtown Edge. These Downtown uses provide a mix of commercial, entertainment and housing, with the Downtown Edge allowing primarily residential. The Update includes a future land use table, as required by the MLPA, in Table 1.

The City's aging and deteriorating infrastructure will require upgrading to accommodate the needs of future redevelopment, including storm water runoff, sanitary sewer, and water. The City needs

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redevelopment to occur to generate the necessary revenues that will offset the high cost of reconstructing and updating old infrastructure.

## **Housing**

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

The Update is consistent with the Council's housing policy and meets the affordable housing planning requirements of the Metropolitan Land Planning Act (MLPA). The Update acknowledges the City's share (23 units) of the region's 2011 to 2020 affordable housing need. The Update provides opportunities to meet this need by indicating that approximately 3 acres of land guided for high density residential at 8 to 16-plus units per acre, remain to be developed outside of the City's identified redevelopment areas.

In addition, the Update's redevelopment areas identify approximately 48 acres that will allow and encourage a variety of mixed uses including high density residential development. The 2007-adopted Redevelopment Master Plan lays out the specific areas where residential development will be focused including North Town Crossing, the Downtown area, and the West End and East End Village. The Update provides implementation tools and programs to promote opportunities to address the City's share of the region's housing need. These tools and programs include the use of tax increment financing (TIF), tax abatement, special assessments, and the possible establishment of housing improvement areas. Osseo currently has a Home Improvement Program, Scattered Site Housing Program, and uses its Property Maintenance Ordinance to monitor housing maintenance issues. The Update states the city will continue its participation in the Metropolitan Livable Communities Program and continue its cooperation with the Metro and County HRAs to provide affordable rental and ownership housing opportunities.

## **Individual Sewage Treatment Systems (ISTS) Program**

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

The Update is consistent with the 2030 Water Resources Management Policy Plan requirements for ISTS. The City is entirely sewerred and has no ISTS in operation.

## **Water Supply**

*Reviewer: Sara Bertelsen, ES – Water Supply Planning (651-602-1035)*

The Update is consistent with the 2030 Water Resources Management Policy Plan requirements for water supply plans. The Council recommends the City continue to implement conservation programs targeted at reducing residential water use. The Council staff recognizes that the City is currently gathering data regarding water collection practices and distribution, and the City will make the data available to the Council in the future.

## **Resource Protection**

### ***Historic Preservation***

*Reviewer: Tori Dupre, CD – Local Planning Assistance (651-602-1621)*

The Update contains a section on Historic Preservation as required by the MLPA.

### ***Solar Access Protection***

*Reviewer: Tori Dupre, CD – Local Planning Assistance (651-602-1621)*

The Update contains a section on Solar Access Protection as required by the MLPA.



## **Aggregate Resources Protection**

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

The Update is consistent with the Council's aggregate resources protection policies, and meets the MLPA requirements. The Update indicates that as a fully developed community, it has no unencumbered, regionally significant aggregate resources.

## **PLAN IMPLEMENTATION**

*Reviewer: Tori Dupre, CD – Local Planning Assistance, (651-602-1621)*

The Update includes a description of:

- |                                  |     |
|----------------------------------|-----|
| • Capital Improvement Program    | Yes |
| • Zoning Code                    | Yes |
| • Subdivision Code               | NA  |
| • ISTS Codes                     | NA  |
| • Housing Implementation Program | Yes |

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

The City submitted the 2030 Comprehensive Plan Update to adjacent local units of government, school districts, counties and special districts for comment on May 21, 2008. Osseo received responses from the Hennepin County, Brooklyn Park, Maple Grove, Shingle Creek Watershed, West Mississippi Watershed, Three Rivers Park District, MN Department of Transportation and ISD 279.

The ISD 279 expressed concerns with the Update's transportation component which proposed future "City Gateway", or road connection between downtown and properties south of CSAH 81. One proposed connection extended 3<sup>rd</sup> Street NW to CSAH 81. The ISD is concerned with the safety issue of a new road accommodating high volume traffic on 3<sup>rd</sup> Street NW that now separates the high school and its recreation field. As proposed, the new road would create a significant safety risk to students. In addition, the City of Maple Grove expressed concerns with the same transportation proposal, stating that the potential road extension would ultimately extend into Maple Grove properties before intersecting CSAH 81.

## **DOCUMENTS SUBMITTED FOR REVIEW:**

- City of Osseo *2030 Comprehensive Plan*, dated December 30, 2008
- 2008 Comprehensive Plan Update Transmittal Form dated December 30, 2008
- Local Surface Water Management Plan, dated June 2008 with supplemental information dated January 30, 2000
- Water Supply & Distribution Plan Final Report dated January 8, 2009
- Osseo Comprehensive Plan Update Public Hearing Notice, dated April 21, 2008
- Osseo Update Distribution Memo to local jurisdictions and adjacent municipalities, dated May 21, 2008
- Resolution 2008-54 adopting the Update subject to Metropolitan Council review dated November 24, 2008

## **ATTACHMENTS**

- Figure 1: Location Map with Regional Systems
- Figure 2: 2030 Regional Development Framework Planning Areas
- Figure 3: Existing Land Use Map
- Figure 4: 2030 Land Use Plan
- Table 1: Existing and Planned Land Use Table in 5-year Stages

Figure 1. Location Map Showing Regional Systems

Osseo

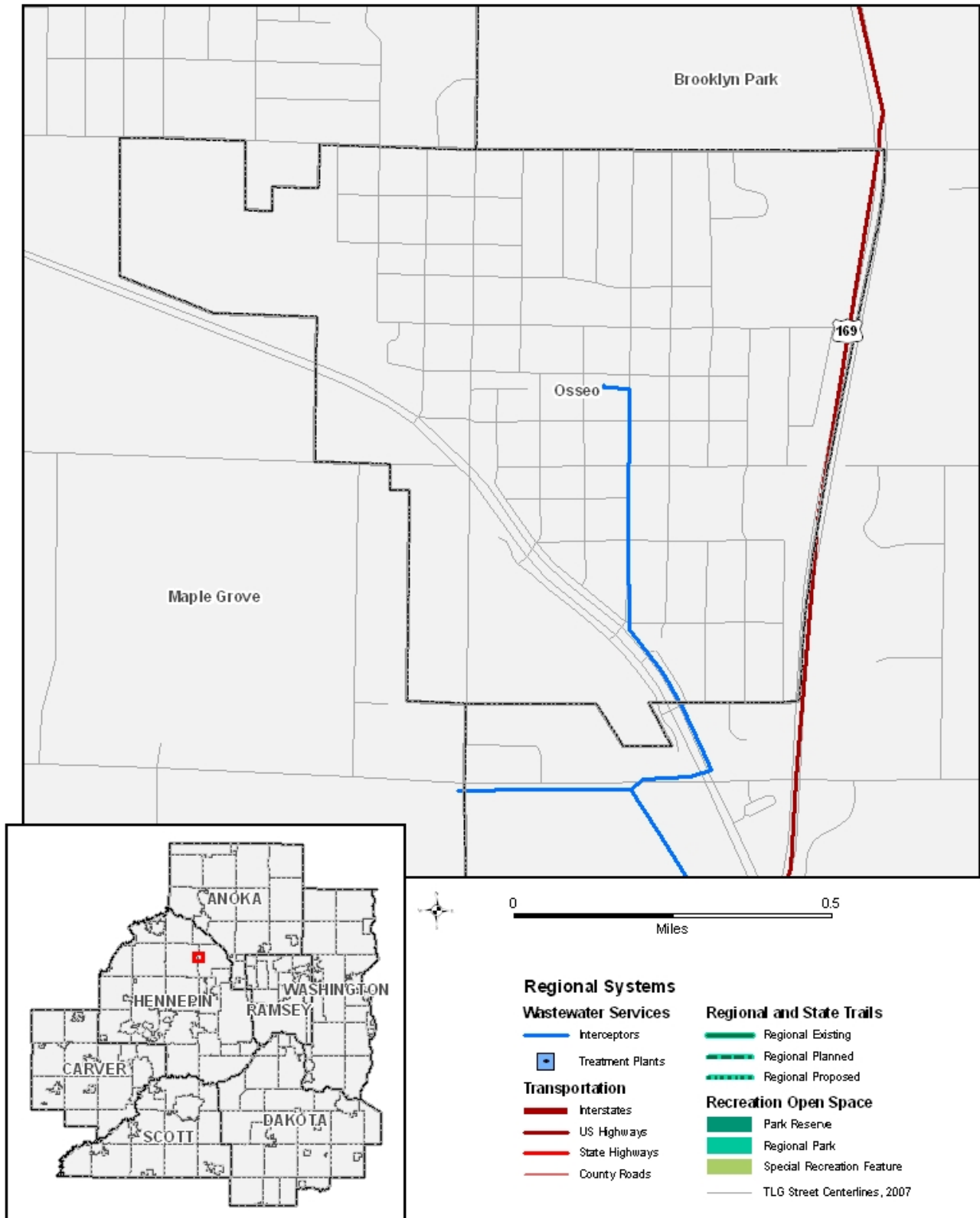


Figure 2. 2030 Regional Development Framework Planning Areas

### Osseo

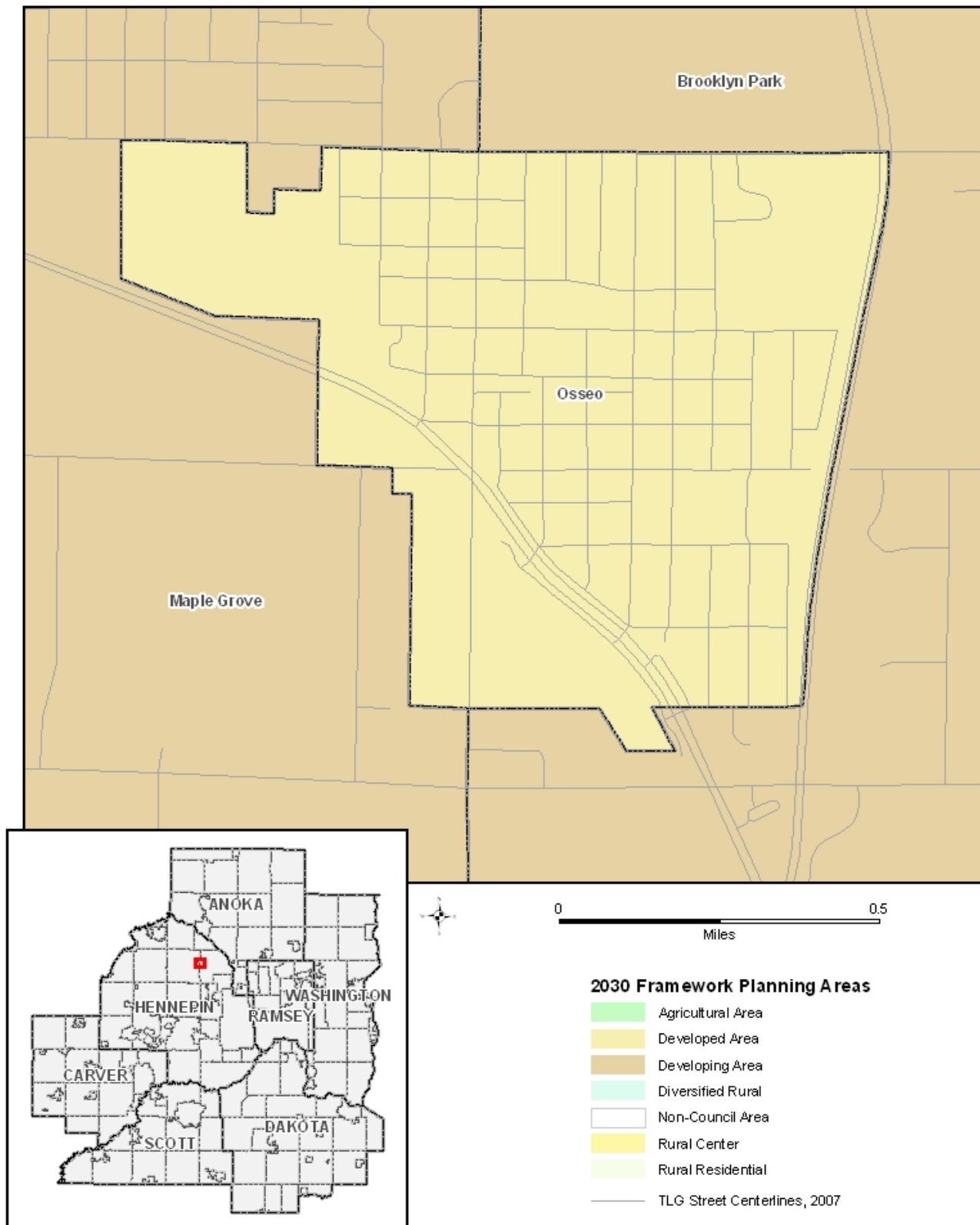


Figure 3. City of Osseo Existing Land Use



Figure 4. City of Osseo Future Land Use

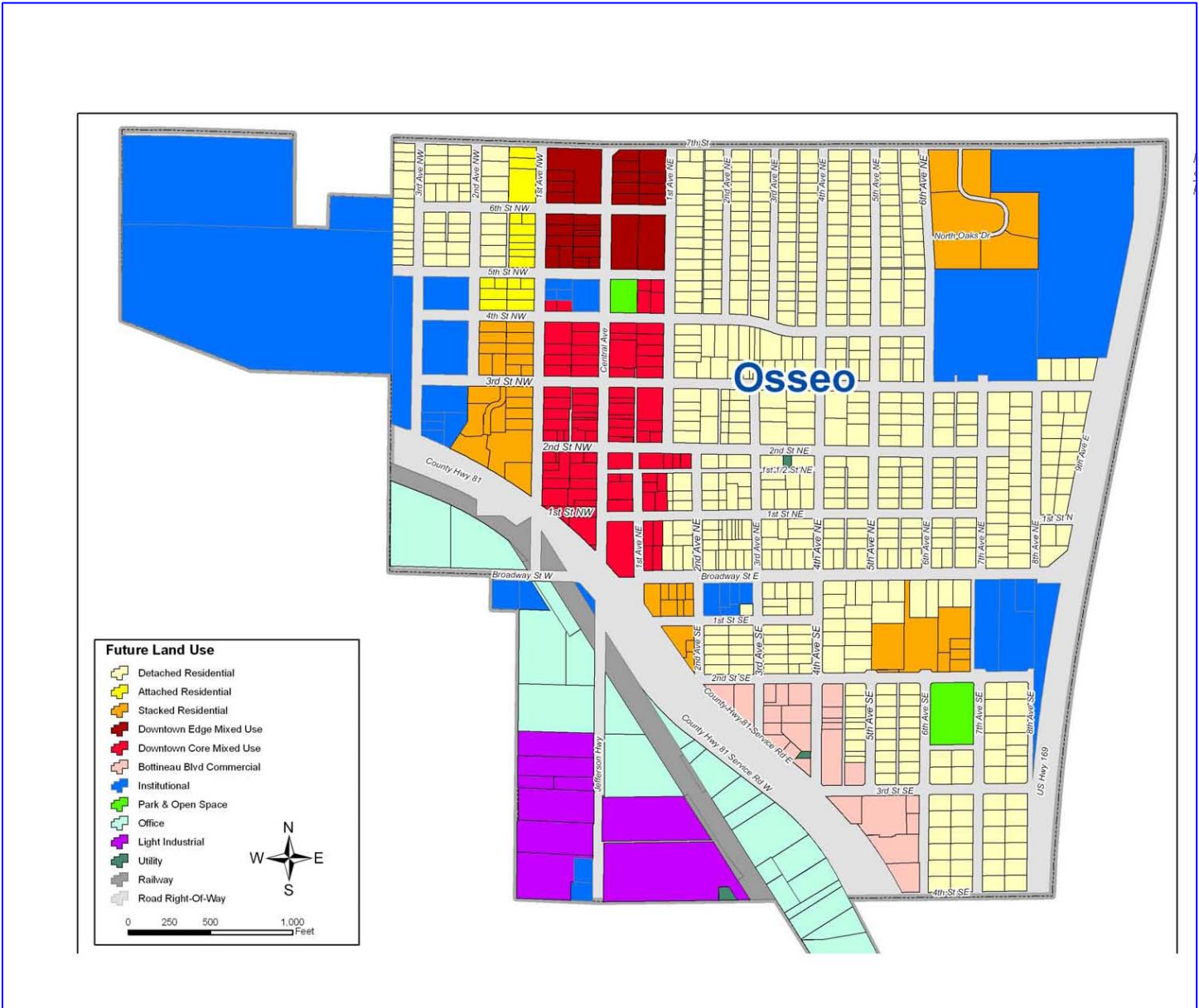


Table 1 Existing and Planned Land Use Table

City of Osseo

***Land Uses and Acreages***

<b>land use type</b>	<b>acres</b>	<b>percent</b>
Detached Residential	122.92	26%
Attached Residential	4.75	1%
Stacked Residential	22.57	5%
Bottineau Boulevard Commercial	10.83	2%
Office	31.48	7%
Light Industrial	20.5	4%
Downtown Core Mixed-Use	17.49	4%
Downtown Edge Mixed-Use	10.03	2%
Institutional	90.48	19%
Parks & Open Space	3.58	1%
Road Right-of-Way	128.73	27%
Railway	9.05	2%
<b>total</b>	<b>472.41</b>	<b>100%</b>