

# C Community Development Committee

Meeting date: February 17, 2009

# E Environment Committee

Meeting date: February 10, 2009

## ADVISORY INFORMATION

**Subject:** City of Watertown 2030 Comprehensive Plan Update  
Review File No. 20436-1  
Tier II Comprehensive Sewer Plan

**District(s), Member(s):** District 4, Councilmember Craig Peterson, 651-602-1474

**Policy/Legal Reference:** Minnesota Statute Section 473.175

**Staff Prepared/Presented:** James P. Uttley, Principal Reviewer, (651-602-1361)  
Phyllis Hanson, Manager, Local Planning Assistance (651-602-1566)  
Kyle Colvin, Engineering Services Asst. Manager (651-602-1151)

**Division/Department:** 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

1. Authorize the City of Watertown to put its 2030 Comprehensive Plan Update into effect without any plan modifications;
2. Advise the City that it is required to participate in the Council’s plat monitoring program beginning in 2009 and must submit annual reports to the Council consistent with Council guidelines;
3. Remind the City that Minnesota Statutes 473.864 requires the City to formally adopt the Update within nine months, submit two copies to the Council, and submit a copy of the City Council Resolution adopting the Update to the Metropolitan Council following final action.
4. Remind the City that it is required to submit any updated ordinances and controls intended to help implement the Plan to the Council upon adoption;
5. Remind the City that it needs to send the Council the date that the Carver County Watershed Management Organization approves the 2008 Surface Water Management Plan (SWMP) and the date the City adopts the final version of the plan. If the final SWMP changes from the SWMP that the Council reviewed dated October 2008, the City will also need to send the Council a final copy of the SWMP.

#### Recommendations of the Environment Committee:

1. Approve the City of Watertown’s Tier II Comprehensive Sewer Plan;

## Background

The City of Watertown (City) is located in northwestern Carver County, bordered by Watertown Township in Carver County and Franklin Township in Wright County. The City, which is situated on the Crow River, dates back to 1856. Figure 1 shows the general location of the City and surrounding areas.

The *2030 Regional Development Framework (RDF)*, as adopted by the Metropolitan Council (Council) in January 2004, identified Watertown as a “Rural Center.” Rural centers are residential communities surrounding a commercial center that provides basic consumer services and community activities. Growth in the rural centers needs to be consistent with regional forecasts, at densities of 3 to 5 units per acre. The City has its own wastewater treatment plant. Figure 2 shows the designation and regional systems in Watertown and the surrounding area.

The City has an executed Orderly Annexation Agreement (OA) with Watertown Township. Figure 3 shows the area covered by the 2008 OA. The Watertown 2030 Comprehensive Plan Update includes planning for lands within the OA area. The Council review includes the City and that portion of Watertown Township included in the OA. This review examines the City’s *2030 Comprehensive Plan (Update)* to the Council for review to meet the Metropolitan Land Planning Act (MLPA) requirements (Minn. Stat. 473.175) and the Council’s 2005 Systems Statement requirements. The Update has been reviewed for regional system conformity, consistency with regional policies and other applicable statutes, and compatibility with the plans of adjacent communities and special districts.

## Rationale – Standard of Review & Findings

1. Does the proposed Plan conform to Regional Systems Plans?
2. Is the Plan consistent with Council policies?
3. Is the Plan 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. 2030 Regional Development Framework 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 Watertown a \$20,000 planning grant to help with the preparation of its plan. Fifty percent of the grant has been paid to date; the remainder awaits Council action on the Plan and City adoption of the plan following Council action.

## Known Support / Opposition

There is no known opposition.

# **REVIEW RECORD**

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

### **STATUTORY AUTHORITY**

The 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 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 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 as revised by a Comprehensive Sidewalks & Trails Map (Map 7-3, dated January 2009) is in conformance with the 2030 Regional Parks Policy Plan.

#### **Transportation**

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

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

The Update is in conformance with the Transportation Policy Plan and addresses all the applicable transportation and transit requirements of a comprehensive plan.

Watertown lies within Transit Market Area IV. The Update accurately reflects the types of transit services available for the market area. Dial-a-ride service is provided by Carver Area Rural Transit (CART). The Update states “Transit will need to be incorporated as a long-term solution. With the Luce Line Trail leading from Minnetonka to Watertown and beyond to Hutchinson, it should be noted that this could become a long-term solution to transit if it would be developed into a light rail corridor.” No light rail service is planned for the Luce Line Trail corridor, which is a state-owned trail, nor is the corridor identified by the Council as a transitway.

**Aviation**

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

The Update is in conformance with the Aviation System Plan and consistent with Council aviation policy.

**Water Resources Management****Wastewater Service**

*Reviewer: Roger Janzig, ES – Engineering Services, (651-602-1119)*

The Update is in conformance with the Water Resources Management Policy Plan. The Update summarizes the City's vision for the next 20 years or to year 2030. The City's forecasts are consistent with the Council's with one exception. For the year 2030 the City is using a range between 7,700 (the Council's 2030 population forecast) and 9,000 to allow for adaptation to changing market conditions.

Current wastewater treatment services are provided by the City at a wastewater treatment plant (WWTP) owned and operated by the City. To date, the City is not requesting the Council to acquire the WWTP. In order for the Council to consider acquisition of the City's WWTP, the City would need to make a formal request for acquisition and would have to provide, at the time of the request, information regarding the current wastewater flow, the current capacity of the wastewater treatment plant, and potential cost effective options for future wastewater treatment plant expansions.

The Update indicates that the City's WWTP, based on growth forecasts, has sufficient capacity to provide services through approximately 2010. These forecasts were developed prior to the current downturn in the housing market. The Wastewater Treatment Facility Plan identifies an expansion project for the plant to increase its capacity to 1.9 mgd or a design population of 9,900. This expansion will provide treatment capacity for the City beyond 2030 under either the Council's population projection of 7,700 or the City's projection of 9,000.

The Update provides sanitary flow projections in 5-year increments. The bases for the projections were given in the Update and were determined appropriate for planning for local services. The Update outlines an Inflow & Infiltration (I/I) reduction program. The City has an aggressive program of lining the older vitrified clay pipe sewers which have the most significant infiltration; and will expand the program to include elimination of sump pump discharges and drain tile connections to the sanitary sewer system.

**Tier II Comments**

*Reviewer: Roger Janzig, ES – Engineering Services, (651-602-1119)*

The Tier II Sewer Element of the Update has been reviewed against the requirements for Tier II Comprehensive Sewer Plans for Rural Growth Centers. 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 Council for its records.

### **Surface Water Management**

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

Watertown lies within the Carver County watershed. The Carver County Watershed Management Organization’s watershed management plan was approved by the Board of Water and Soil Resources in 2001. Watertown prepared a Storm Water Management Plan (SWMP) in response to the Carver County plan in 2004. The SWMP was updated in 2006 and again in 2008.

Council staff reviewed the City’s 2006 SWMP under separate review and found it generally to be consistent with the Council’s Water Resources Management Policy Plan and Minnesota Rules Chapter 8410 requirements for local water plans. Council staff sent the City recommended changes to be incorporated into a revised SWMP prior to approval of the City’s Update. The Update includes a revised SWMP dated October 2008. The revised SWMP adequately responded to comments sent by the Council on the SWMP dated 2006. The SWMP is now consistent with Council policy and the Council’s Water Resources Management Policy Plan.

## **CONSISTENCY WITH COUNCIL POLICY**

### **Forecasts**

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

The Update is consistent with Council’s revised System Statement forecasts for Watertown. The land use chapter includes Council forecasts for the City (shown below), but also states that the City is projecting its future population as a range between 7,700 (the Council’s 2030 population forecast) and 9,000 to allow for adaptation to changing market conditions. In addition to Council forecasts, the land use chapter also includes tables of 2001-2030 annualized population and household forecasts which differ from Council forecasts. Subsequent system plan chapters, however, use Council system statement forecasts.

**Table 1: Council Forecasts For The City Of Watertown**

	<b>2010</b>	<b>2020</b>	<b>2030</b>
Population	4,800	6,500	7,700
Households	1,800	2,500	3,000
Employment	1,200	1,550	1,770

Forecasts within the system plan chapters are consistent with Council forecasts. The sanitary sewer and water demand plans (Chapter 5) and the transportation plan (Chapter 6) all include projections which are consistent with Council forecasts. These chapters also clearly state that these projections were used in each plan. The parks and open space plan (Chapter 7) uses Council population forecasts for years 2010 and 2020, and the City’s 7,000 to 9,000 population range for 2030.

### **2030 Regional Development Framework and Land Use**

*Reviewer: Jim Uttley, CD – Local Planning Assistance, (651-602-1319)*

The Update is consistent with the *2030 Regional Development Framework’s* (RDF). The RDF designated the City of Watertown as part “Rural Center.” In 2005 and 2006, the City appealed its System Statement forecasts. In response to the appeal, the Council agreed to modest increases in the population and household forecasts for 2020 and 2030.

The 2030 Regional Development Framework (RDF) calls for Rural Centers to plan for sewer residential development densities of 3-5 units per acre or higher, while retaining densities of one dwelling unit per 40 acres in surrounding Agricultural areas. While not currently a participant in the Council's plan monitoring program, the City's estimated 2000-2007 average density was 3.96 units per net developable acre. The City plans for sewer residential development at a minimum density of 3.04 units per net acre through 2030, which is consistent with Council policy. Table 2, located at the end of this report, provides land use acreages in 5-year increments as required by the MLPA.

The City's plan proposes the incremental annexation and urbanization of surrounding parts of Watertown Township consistent with the Council's forecasts as noted above. The land use plan identifies prime natural resource amenities in both the existing City and the future annexation area and proposes to protect those areas from development consistent with Council policy.

### **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 MLPA. The Update acknowledges the City's share of the region's affordable housing need for 2011-2020, which is 60 units. To provide opportunities to meet this need the Update indicates that approximately 63 acres of land will be available through 2020 for medium density residential development, at 3.6-8 units per acre, and 5 acres are designated for high density residential development at 30 units per acre.

The plan provides the implementation tools and programs the City will use to promote opportunities to address its share of the region's housing need. These tools include the use of PUDs, as well as density bonuses to promote higher density development. The Update states the City will continue partnering with Carver County to address housing issues, and is working with the County to become a participant in the Carver County Land Trust. The City is a participant in the Local Housing Incentives Account Program, and has applied through the LCA (Livable Communities Act) funding programs for both LCDA (Livable Communities Demonstration Account) and TBRA (Tax Base Revitalization Account) funding as a means to pursue affordable housing opportunities, although the City has not been selected for LCA funding to date.

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

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

The Update is consistent with Council policy relative to ISTS. The City's submission indicates that there are 10 ISTS in use within the current City boundaries. The City will allow the siting of new ISTS in areas of the City where sanitary sewer service is currently not planned or available. Current City code requires connection of all properties within 500 feet of the City's public wastewater collection system. The City does not have an ISTS ordinance, but defers to Carver County's ordinance which is consistent with MPCA Chapter 7080 Rules and Council Policy Plan requirements. Carver County is responsible for post-installation inspection and maintenance tracking and notification requirements of the remaining ISTS in the City.

### **Water Supply**

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

The City's water supply plan (WSP) is consistent with the policies of the Council's Water Resources Management Policy Plan. The Council recommends the City continue to implement conservation programs targeted at reducing residential water use.

### **Resource Protection**

#### ***Historic Preservation***

*Reviewer: Jim Uttley, CD – Local Planning Assistance, (651-602-1319)*

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

**Solar Access Protection**

*Reviewer: Jim Uttley, CD – Local Planning Assistance, (651-602-1319)*

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 submission indicates that there are no known deposits of viable aggregate resources within the community. *Minnesota Geological Survey Information Circular 46* concurs with the City’s determination. No further response is necessary from the City.

**Plan Implementation**

*Reviewer: Jim Uttley, CD – Local Planning Assistance, (651-602-1361)*

The Update includes a description of:

- Capital Improvement Program Yes
- Zoning Code Yes
- Subdivision Code Yes
- ISTS Codes Yes
- 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 in May 2008. Watertown received no responses from the Watertown or Franklin Townships. The City did receive comments from MnDOT, Carver County and the Watertown-Mayer Public Schools. There do not appear to be any compatibility issues with plans of adjacent governmental units and plans of affected special districts and school districts.

**DOCUMENTS SUBMITTED FOR REVIEW:**

- Letter of Dec 23 from Crystal Foust responding to informal review
- 2008 Comprehensive Plan Update Transmittal Form
- Article V. Stormwater Management Ordinance, 12/18/08, 9 pages
- Article II. Sanitary Sewer Ordinance, 10/7/08, 19 pages.
- Zoning Map, May 2008
- Article IV. Zoning Ordinance, 9/10/08, 69 pages
- Comment Letters – Metropolitan Council, MnDOT, Carver County, Watertown Mayer Schools
- Watertown 2030 Comprehensive Plan, December 12, 2008
  - Cover Page
  - Table of Contents – 8 pages
  - Chapter 1 Executive Summary
  - Chapter 2 Regional Context
  - Chapter 3 Land Use
  - Chapter 4 Economic Development & Employment
  - Chapter 5 Community Facilities & Water Resources
  - Chapter 6 Transportation & Circulation

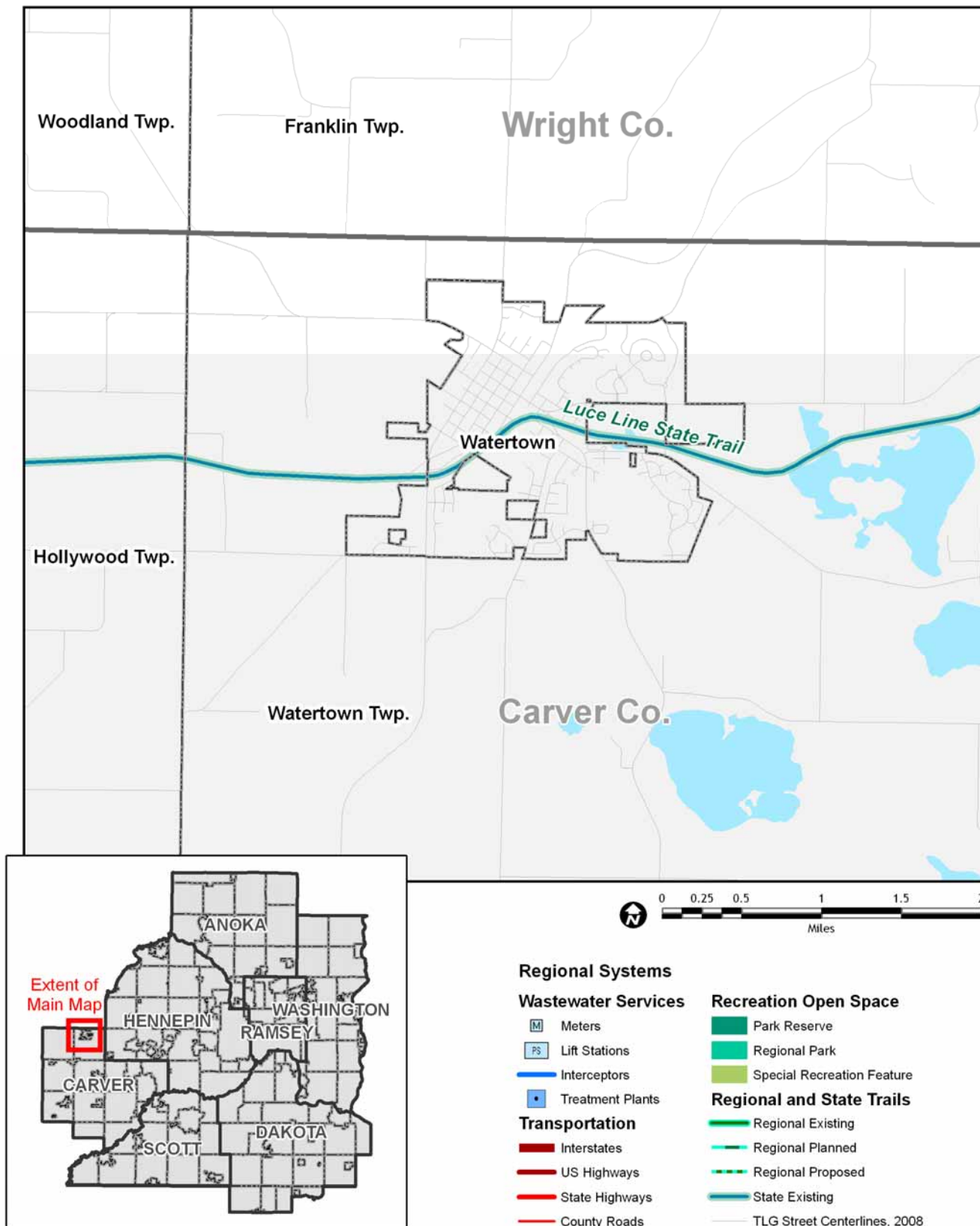
- Chapter 7 Parks, Trails, OS & Natural Resources
  - Revised Comprehensive Sidewalks & Trails Map, Map 7-3, January 2009
- Chapter 8 Historic Preservation
- Chapter 9 Implementation
- Chapter 10 Conclusion
- Appendix A - 1976 Orderly Annexation Agreement
- Appendix B - 2008 Orderly Annexation Agreement
- Appendix C - Wastewater Influent Report 1995-2007
- Appendix D - Sanitary Sewer Flow Projections
- Appendix E - Wastewater Treatment Facility Plan
- Appendix F - Wastewater Capacity Slide Presentation
- Appendix G - Carver Co ISTS Ordinance
- Appendix H - Water Supply Plan
- Appendix I - Walkability Report
- Appendix J - Surface Water Management Plan
- Appendix K - Watertown North/South Alignment Study
- Appendix L - Amendment to 2008 OA Agreement

## **ATTACHMENTS**

- Figure 1: Location Map with Regional Systems
- Figure 2: 2030 Regional Development Framework Planning Areas
- Figure 3: Orderly Annexation Area Map with proposed staging (Exhibit B-1 “Designated Area”)
- Figure 4: Existing Land Use (Map 3-1)
- Figure 5: 2030 Land Use Plan (Map 3-3)
- Table 2: Existing and Planned Land Use Table in 5-year Stages



**Figure 1. Location Map Showing Regional Systems, City of Watertown and Surrounding Area**



**Figure 2. Regional Development Framework Planning Areas, City of Watertown and Surrounding Area**

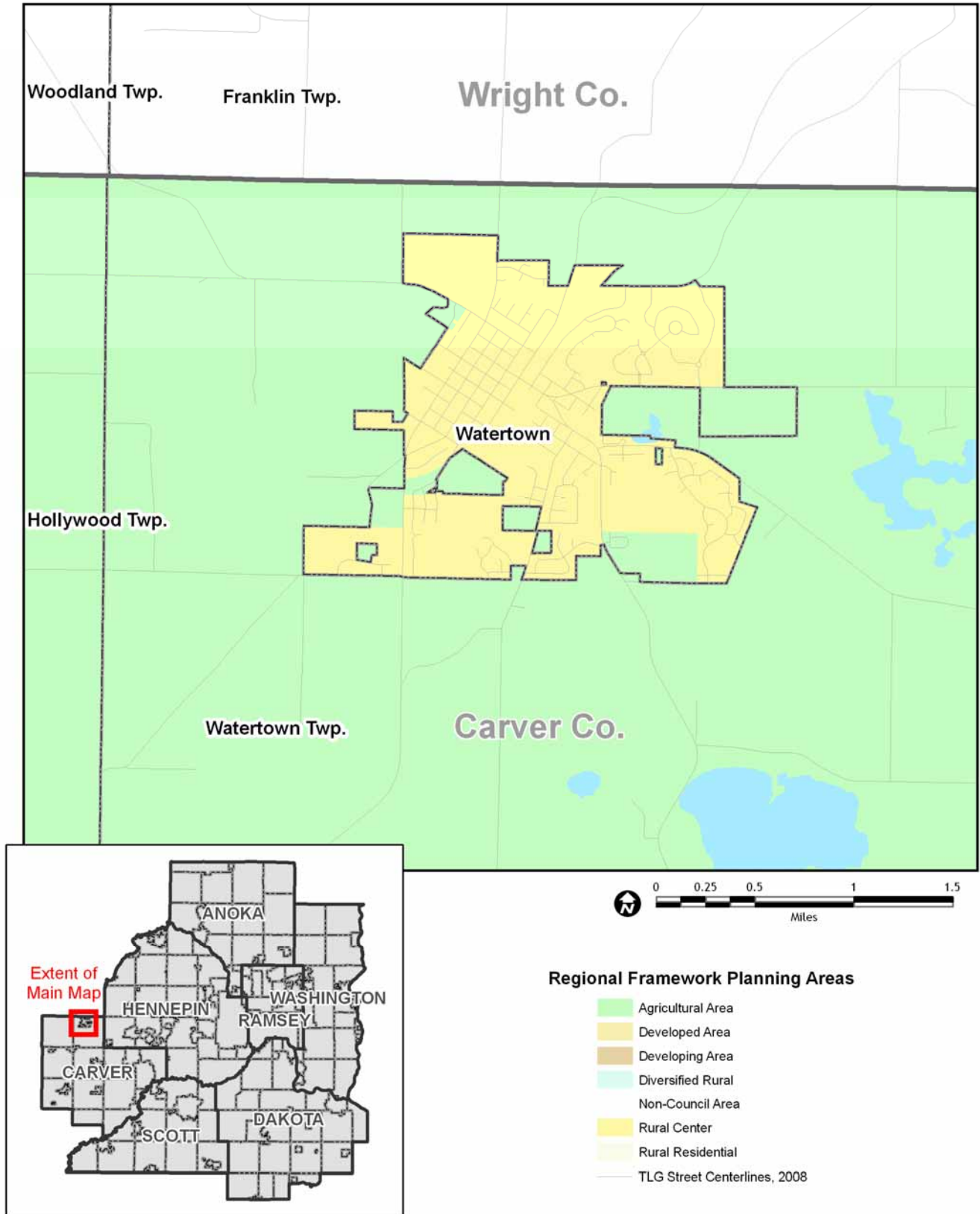
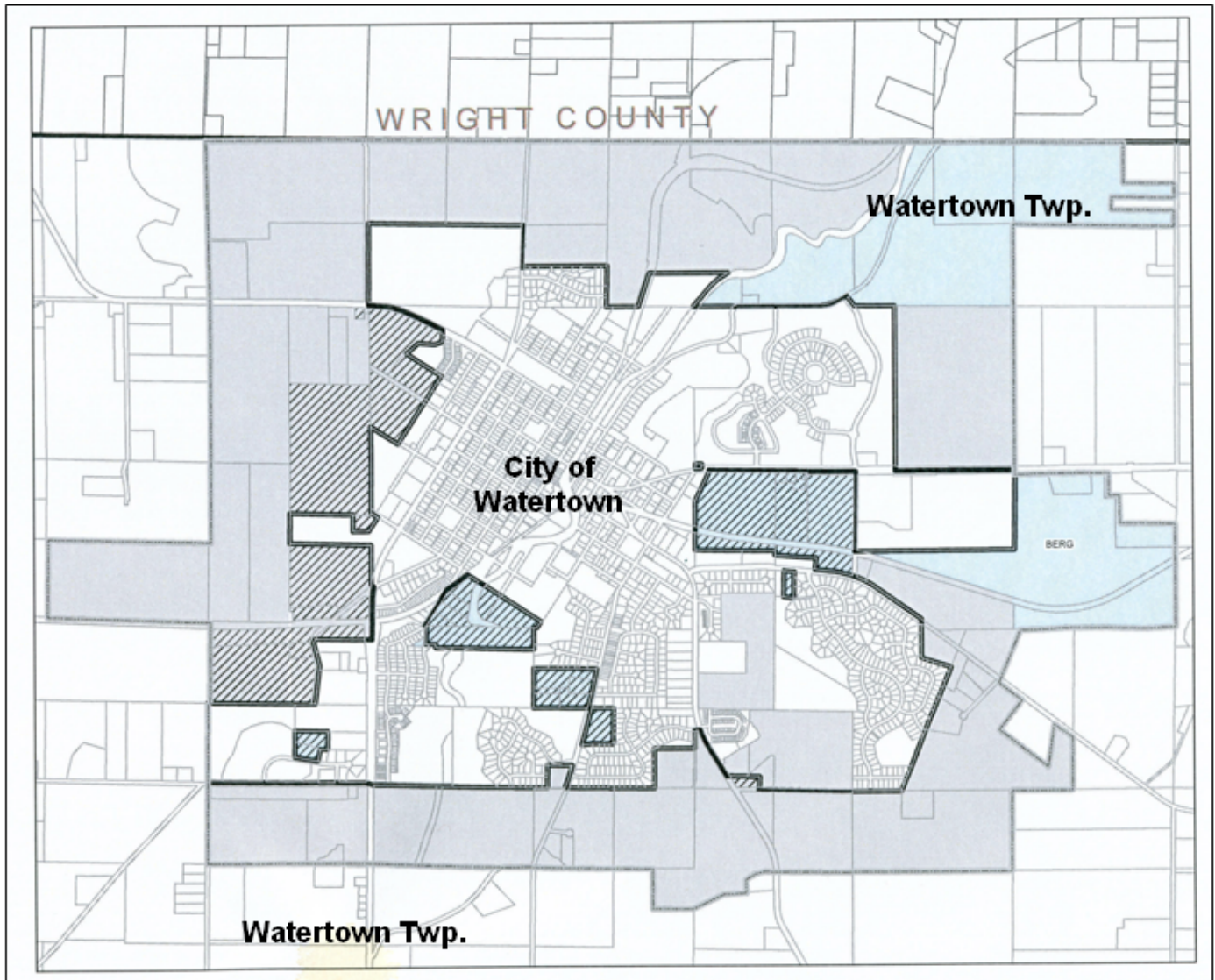


Figure 3. Orderly Annexation Area Map with proposed staging (Exhibit B-1 "Designated Area")



### EXHIBIT B-1 "Designated Area"

#### Legend

- 2030 Growth Boundary
- City Boundary
- Parcels in City Limits
- Properties in 1976 OAA
- Phase 2005-2010
- Future Phase



Figure 4. Existing Land Use

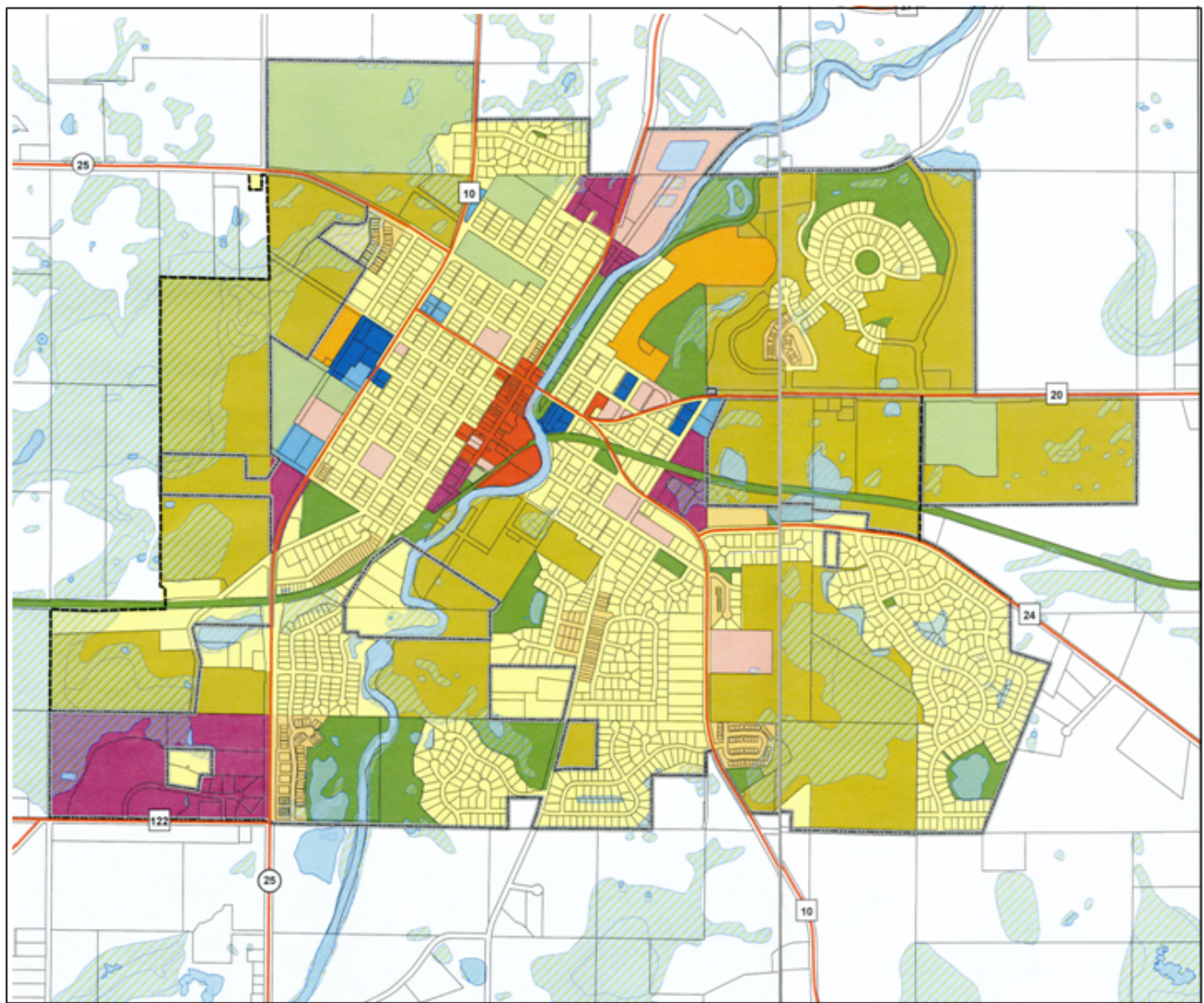
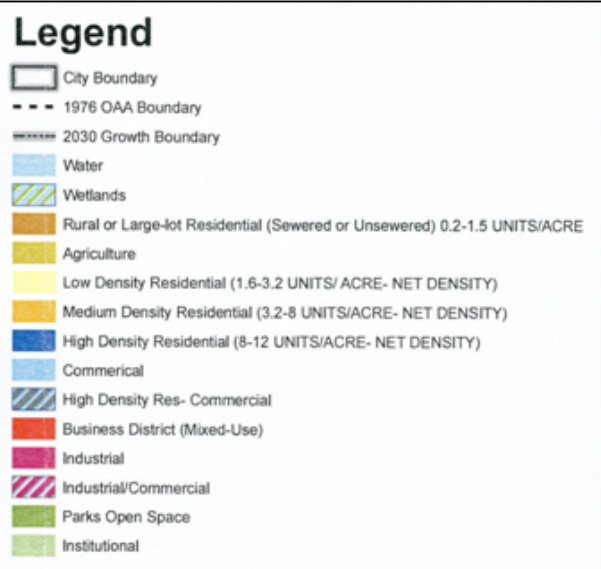
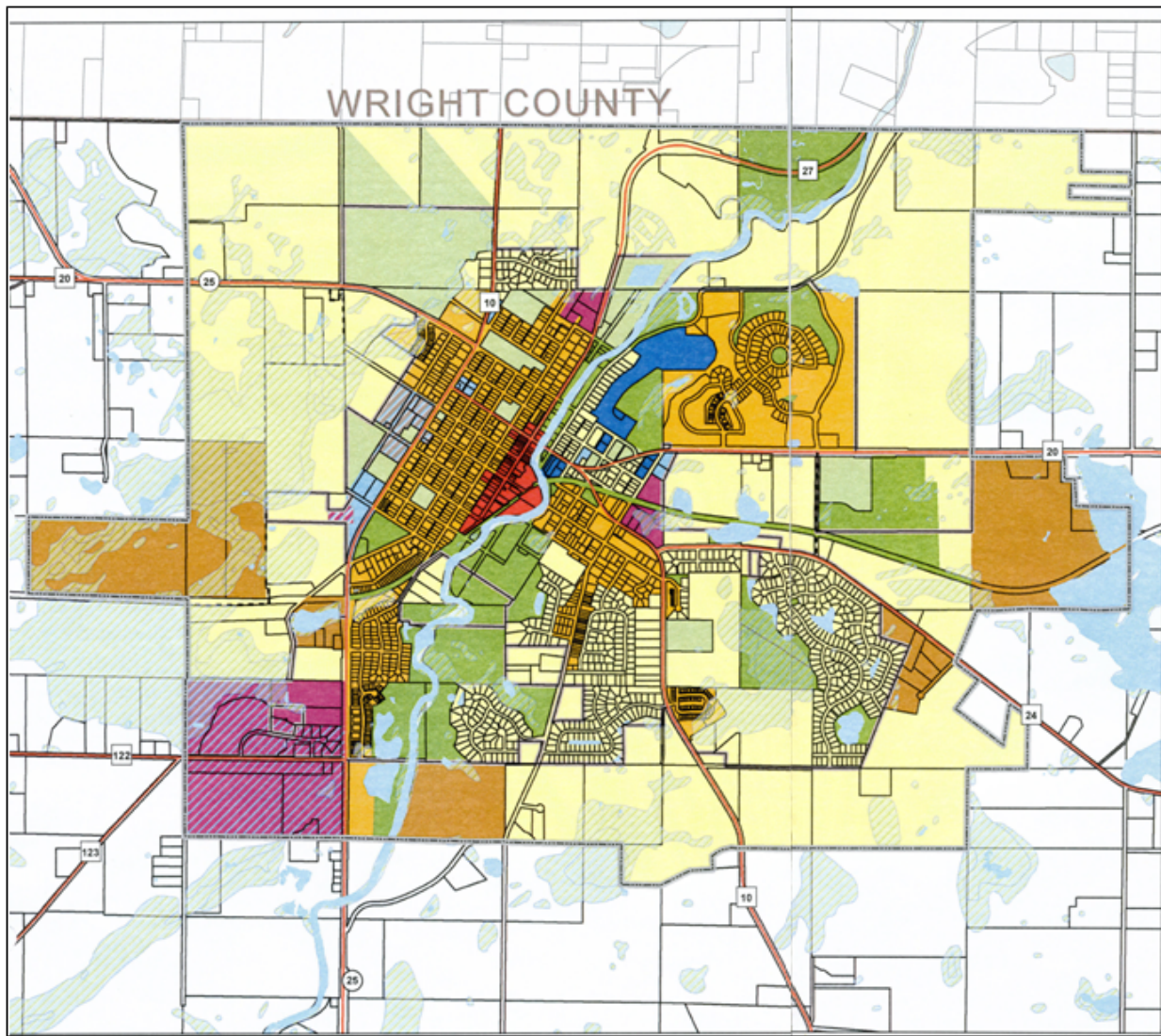


Figure 5. 2030 Land Use Plan





**Table 2: Land Use Acreages in 5-Year Stages**

Within Urban Service Area	Allowed Density Range Housing Units/Acre		Existing (2000)	2010	2015	2020	2025	2030	Change 2000-2030
	Minimum	Maximum							
<b>Residential Land Uses</b>									
Low Density Residential	1.6	3.2	354	745	827	933	1115	1211	857
Medium Density Residential	3.2	8	38	267	270	270	270	270	232
High Density Residential	8	12	5	10	10	10	10	10	5
Mixed Use Primarily Residential*				1					0
<b>C/I Land Uses</b>									
	Est. Employees/Acre								
Commercial			18	21	21	21	21	21	3
Industrial			27	83	83	83	83	159	132
Office			2	2	2	2	2	2	0
Mixed Use Primarily C/I*			0	0	0	0	0	0	0
Extractive			0	0	0	0	0	0	0
<b>Public/Semi Public Land Uses</b>									
Institutional			118	118	118	118	118	118	0
Parks and Recreation			35	95	120	145	160	175	140
Open Space			53	53	53	53	53	53	0
Roadway Rights of Way			266	281	291	336	401	411	145
Utility			0	0	0	0	0	0	0
Railroad			0	0	0	0	0	0	0
Airport			0	0	0	0	0	0	0
<b>Subtotal Sewered</b>			916	1676	1795	1971	2233	2430	1514
<b>Outside Urban Service Area</b>									
	Minimum lot size	Maximum lot size	Existing (2000)	2010	2015	2020	2025	2030	Change 2000-2030
Rural Residential 2.5 acres or less	1		0	103	103	155	259.5	259.5	259.5
Rural Residential 2.5 -10 acres									0
Rural Residential 10-40 acres			0						0
Agricultural 40+ acres			184	184	184	79	54	54	-130
<b>Subtotal Unsewered</b>			184						129.5
<b>Undeveloped</b>									
Wetlands	--	--	143	279	367	521	623	772	629
Open Water, Rivers and Streams	--	--	42	52	62	62	62	62	20
<b>Total</b>			1285						

\* For Mixed Use categories include information regarding the estimated minimum and maximum housing density ranges and acres/percentage of residential use.