

**C** Community Development Committee  
Meeting date: August 17, 2009

**E** Environment Committee  
Meeting date: August 11, 2009

**ADVISORY INFORMATION**

<b>Date:</b>	July 29, 2009
<b>Subject:</b>	City of Savage 2030 Comprehensive Plan Update Review File No. 20473-1 Tier II Comprehensive Sewer Plan
<b>District(s), Member(s):</b>	District 4, Councilmember Craig Peterson
<b>Policy/Legal Reference:</b>	Minnesota Statutes Section 473.175
<b>Staff</b>	Tom Caswell, Principal Reviewer (651-602-1319)
<b>Prepared/Presented:</b>	Phyllis Hanson, Local Planning Assistance Manager (651-602-1566) 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 adopt the attached Advisory Comments and Review Record, and the following:

**Recommendation of the Community Development Committee:**

1. Authorize the City of Savage to put its 2030 Comprehensive Plan Update into effect.
2. Accept the forecasts as revised in the Update.

**Recommendation of the Environment Committee:**

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

## ADVISORY COMMENTS

### City of Savage 2030 Comprehensive Plan Update and Tier II Comprehensive Sewer Plan

Review File No. 20473-1– Council Business Item No. 2009-273

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 by the City’s governing body. After the Update receives final approval 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 Savage is located in Scott county, surrounded by the cities of Bloomington, Burnsville, Credit River township, Prior Lake, Shakopee, and Eden Prairie, (see Figure 1).

The *2030 Regional Development Framework* (RDF), as amended in December 2006, identifies the City as located within the "Developing Area" geographic planning area, (see 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 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

No funding was provided for the preparation of the Update

## Known Support / Opposition

There is no known opposition.

# **REVIEW RECORD**

## **City of Savage 2030 Comprehensive Plan Update**

### **STATUTORY AUTHORITY**

The Metropolitan Land Planning Act (MLPA) requires local units of government to submit comprehensive 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 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**

Park and Trails

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

The Update is in conformance with the *2030 Regional Parks Policy Plan (RPPP)*. The regional parks and trails in Savage include Murphy Hanrehan Park Reserve, the proposed Scott County East Regional Trail and the Big Rivers Regional Trail extension. The Update acknowledges these regional parks system elements and facilitates long term planning for Murphy Hanrehan Park Reserve by guiding the future land use of inholding parcels as Park.

The Update includes a goal to initiate discussions with Three Rivers Park District to enhance the natural resource area for Murphy Hanrehan Park Reserve while locating a complementary youth athletic park near the northwest corner of the park. The Update acknowledges that conversion of regional parkland to other purposes would require Metropolitan Council approval in accordance with the RPPP.

#### **Transportation**

Roads and Transit

*Reviewer: Ann Braden (MTS-Systems Planning (651-602-1711)*

The Update is in conformance with the *Transportation Policy Plan* adopted in 2004 and addresses all the applicable transportation and transit requirements.

Savage is served by two principal arterials: CSAH 42 which runs east-west through the center of the city and the combination of TH 13 and TH 101, which runs east-west across the northern portion of the city. There are no expansion plans for the metropolitan highways located within the city of Savage.

The city is within the Metropolitan Transit Taxing District and lies within Market Area III. Service options for Market Area III include peak-only express, small vehicle circulators, midday circulators, special needs paratransit (ADA, seniors), and ridesharing.

*Advisory comment:* Functional Classification: The Savage Update designates 150<sup>th</sup> Street between CR 13 and CR 27 as an “A-Minor Arterial” on its roadway functional classification map. The Transportation Advisory Board (TAB) identifies this road as a local street. The city’s functional classification system should be corrected to show this segment of 150<sup>th</sup> St. as a local street; or, the city must formally request its inclusion through the TAC-Planning Committee, which is a separate process from the Comprehensive Plan Update effort.

**Aviation**

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

The Update is in conformance with the *2030 Regional Transportation Policy Plan (2004)* for aviation and is consistent with Council aviation policies.

*Advisory comment:* Page 5-36 of the Update contains a reference to the need to notify the City and MnDOT of proposed structures of 250 feet or more above ground level. The correct height requirement for notification is 200 feet and needs to be revised.

**Water Resources Management**

**Wastewater Service**

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

The Update is in conformance with 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 recommended forecasts for population, households, and employment.

Current wastewater treatment services are provided to the City by the Metropolitan Council Environmental Services. The majority of wastewater generated within the City is conveyed by Council Interceptors 8560 and 3-BV-39, and treated at the Metropolitan Council’s Seneca Wastewater Treatment Plant in Eagan. A smaller portion (100 homes) is conveyed and treated at the Blue Lake Wastewater Treatment Plant in Shakopee. The Update projects that the City will have 13,900 sewered households and 10,000 sewered employees by 2030. The Metropolitan Disposal System with its planned scheduled improvements has or will have adequate capacity to serve these needs.

The Update provides sanitary flow projections in 10-year increments. The rationale, for the projections, is given in the Update and determined appropriate for planning for local services.

Savage was on the Council’s list of communities having an I/I reduction goal. However, in 2008, the City completed the Council’s estimated level of work necessary to mitigate excessive I/I. The Update includes an I/I reduction plan comprised of inspection and regular maintenance of the sanitary sewer system. The City has adopted a sump pump ordinance which has eliminated the majority of illegal sump pump connections to the

sanitary sewer system. The ordinance also requires sump pumps to be installed prior to occupancy, thereby assuring that the installation will be inspected by City staff.

### ***Tier II Comments***

The Tier II Sewer Element of the Update has been reviewed against the requirements for Tier II Comprehensive Sewer Plans for 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 (651-601-1156)*

The Update is in conformance with the *WRMPP* for local surface water management. Savage lies within the Scott County, Lower Minnesota River, Prior Lake Spring Lake, and Black Dog Watersheds. The Scott County Watershed Management Organization's watershed management plan was approved by the Board of Water and Soil Resources (BWSR) in 2004. The Lower Minnesota River Watershed District's, Prior Lake Spring Lake Watershed District's and the Black Dog Watershed Management Organization's watershed management plans were approved by BWSR in 1999, 1999, and 2002 respectively. Savage updated its Water Resources Management Plan (WRMP) in 2007.

Savage's WRMP was reviewed by the Council in 2007. The Update includes summaries of key sections from the WRMP. Council staff found that the WRMP fulfilled the requirements for a local water management plan and that the plan when implemented will provide a good framework for managing storm water in the City. All of the watersheds have approved the final version of the WRMP. The WRMP is consistent with Council policy and the Council's *WRMPP*.

## **CONSISTENCY WITH COUNCIL POLICY**

### **Forecasts**

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

The forecast-related content of the Update is consistent with regional policy.

The Update uses revised forecasts – lower households and population, higher employment – in recognition of the current residential land supply in Savage and recent years' rapid employment growth. City and Council staff discussed forecast revisions during 2007 and 2008. Much of Savage's undeveloped land is proximate to wetlands, or otherwise undevelopable. The City is planning for development of 900 acres as new residential use by 2030, yielding 5,250 housing units (Table 2.4 of the Plan Update). This would bring Savage's households count to approximately 13,900.

**Table 1**

	<b>2010</b>	<b>2020</b>	<b>2030</b>
Revised Households	9,300	12,200	13,900
System Statement	11,000	14,500	16,000
Revised Population	27,000	32,900	39,200
System Statement	31,900	39,000	42,700
Revised Employment	8,100	9,000	10,000
System Statement	6,000	6,900	8,700

Council staff find these forecast revisions reasonable and recommend the Council revise the forecast as shown in Table 1 of this report.

**Regional Development Framework and Land Use**

*Reviewer: Tom Caswell, CD-Local Planning Assistance (651-602-1319)*

The Update, with the revised supplemental materials, is consistent with the Council’s policies for land use identified in the *2030 Regional Development Framework (RDF)*. The City is designated as a Developing community, and as such is expected to accommodate growth, support centers along corridors, encourage connected land use patterns, and encourage the development of communities where shopping, jobs, and a variety of housing choices co-exist by design. Developing communities are also expected to accommodate sewered residential growth at a minimum net density of 3 to 5 units per acre. The Update identifies policies to promote new development in areas that can be readily served by urban services, improve appearance of major corridors, and create desirable and livable neighborhoods.

The City submitted a Net Residential Density Worksheet and revised Land Use Table in 5-Year Stages on June 22, 2009. The revised land use table and map indicate that the City is planning for four residential land use categories: Single Family Residential, Medium Density Residential, High Density Residential, and Mixed Use Primarily Residential. As shown in table Land Use Change from 2000-2030, the City is planning for a minimum net density of 4.8 units per acre through 2030.

<b>Category</b>	<b>Land Use Change from 2000-2030</b>				
	<b>Density Range</b>		<b>Net Acres</b>	<b>Min Units</b>	<b>Max Units</b>
	<b>Min</b>	<b>Max</b>			
Single Family Residential	3	5	503	1509	2515
Medium Density Residential	5.01	10	278	1388	2780
High Density Residential	14	20	52	728	1040
Mixed Use – Primarily Residential	10	14	72	720	1008
	<b>TOTALS</b>		<b>905</b>	<b>4345</b>	<b>7343</b>
	<b>Overall Density</b>			<b>4.8</b>	<b>8.11</b>

The City's planned minimum net density of 4.8 units per acre is consistent with the Council's minimum net density of 3 units per acre. In addition, the City has participated in the Council's Plat Monitoring Program, with data submitted for the years 2000 through 2007. Data from this program shows that the City has developed 1,615 units on 440 net residential acres, for a net density of 3.68 units per net acre.

### **Housing**

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

The housing element fulfills the affordable housing planning requirements of the Metropolitan Land Planning Act. The Update acknowledges the city's share of the region's affordable housing need for 2011-2020 which is 1,237 units. To provide opportunities to meet this need the Update indicates that 166 acres of land will be available for medium density residential development, at 6-10 units per acre, and 31 acres are designated for high density development, at 14-20 units per acre. Also, the Update identifies 43 acres within the Mixed Use Primarily Residential that are designated for additional higher density residential development. The Update provides the implementation tools and programs the city will use to promote opportunities to address its share of the region's housing need. The city will continue to work through its Economic Development Authority and in cooperation with the Scott County HRA to actively administer housing programs to address affordable and life cycle housing needs within the community. The Update indicates the city will utilize federal, state and local funding sources to administer these programs, and will actively seek to partner with private, nonprofit and public developers interested in providing affordable housing. Savage is an active participant in the Livable Communities Local Housing Incentives Account program.

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

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

The Update is consistent with the *WRMPP* for ISTS. It indicates that as of January 2009, there were 156 ISTS in operation in the City. Responsibility for program oversight of all remaining ISTS in the City has been delegated to Scott County. The County's Individual/Community Sewage Treatment System Ordinance Number 4 is consistent with MPCA Rules and Council policy requirements.

### **Water Supply**

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

The Update is consistent with the *WRMPP* for water supply.

Advisory comment: The Council recommends the City continue to implement conservation programs targeted at reducing residential water use.

### **Resource Protection**

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

*Reviewer: Tom Caswell, CD-Local Planning Assistance (651-602-1319)*

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

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

*Reviewer: Tom Caswell, CD-Local Planning Assistance (651-602-1319)*

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



## **Aggregate Resource Protection**

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

The Update contains a section on aggregate resources protection as required by the MLPA. It identifies, consistent with *Minnesota Geological Survey Information Circular 46* information, the presence of viable aggregate resources in the City. Many of the resources lie under areas that have already been urbanized, but one area is presently being mined in the southwest corner of the City. Chapter 27 of the City's Zoning Ordinance contains provisions for mining activities as an interim use in all zoning districts.

## **PLAN IMPLEMENTATION**

*Reviewer: Tom Caswell, CD-Local Planning Assistance (651-602-1319)*

The Update includes a description of:

- Capital improvement Program Yes
- Zoning Code Yes
- ISTS (referenced) Yes
- Housing Implementation Programs Yes

The Update includes a description of the future land use categories and related residential densities, the zoning map and the capital improvement program.

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

The City submitted the draft Update to adjacent local units of government, school districts, counties and special districts for comment in May, 2008. The City received comments from Shakopee, Scott County, Shakopee Mdewakanton Sioux Community, Dakota County, MnDNR, Three Rivers Park District, Burnsville, and MnDOT. The Update contains all comments received, as well as the response to comments. The Update also clearly notes the revisions made, and where in the document they are located. Many of the comments were transportation related, in particular the Highway 13 corridor coalition and County Road 75; the City is working with MnDOT and SCALE as these studies move forward. Three Rivers Park District raised a question concerning Co. Rd. 75 as it bisects Murphy Hanrehan Park Reserve. Savage has addressed these concerns in the Update submitted to the Council.

## **DOCUMENTS SUBMITTED FOR REVIEW**

- The City of Savage Draft 2030 Comprehensive Plan Update, December 15, 2008
- Supplemental material, June 22, 2009
- Supplemental material, July 14, 2009
- Supplemental material, July 27, 2009

## **ATTACHMENTS**

- Figure 1: Location map of regional systems
- Figure 2: 2030 Regional Development Framework
- Figure 3: Existing Land Use Map
- Figure 4: 2030 Future Land Use Map

Figure 1. Location Map Showing Regional Systems  
Savage

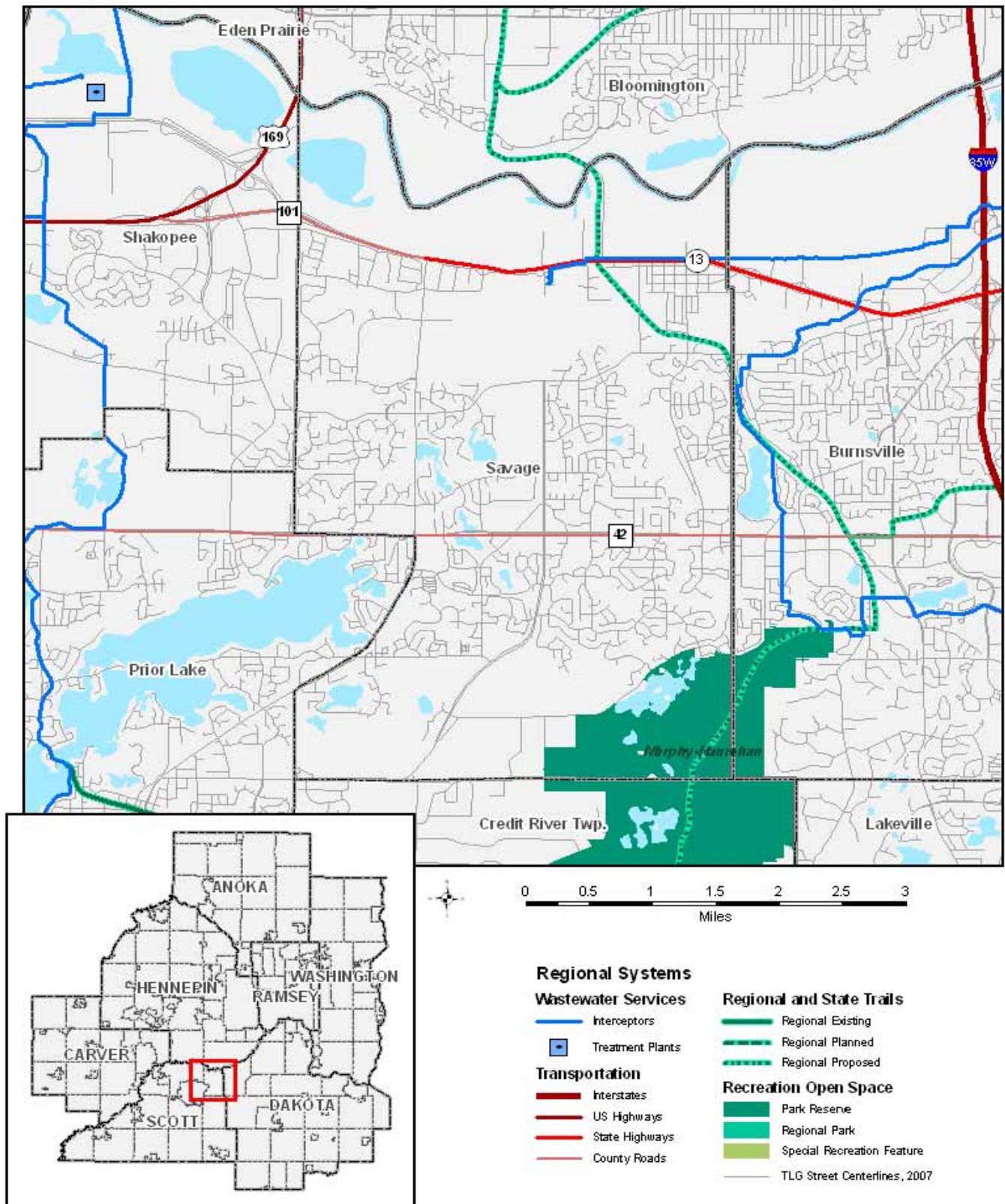


Figure 2. 2030 Regional Development Framework Planning Areas

**Savage**

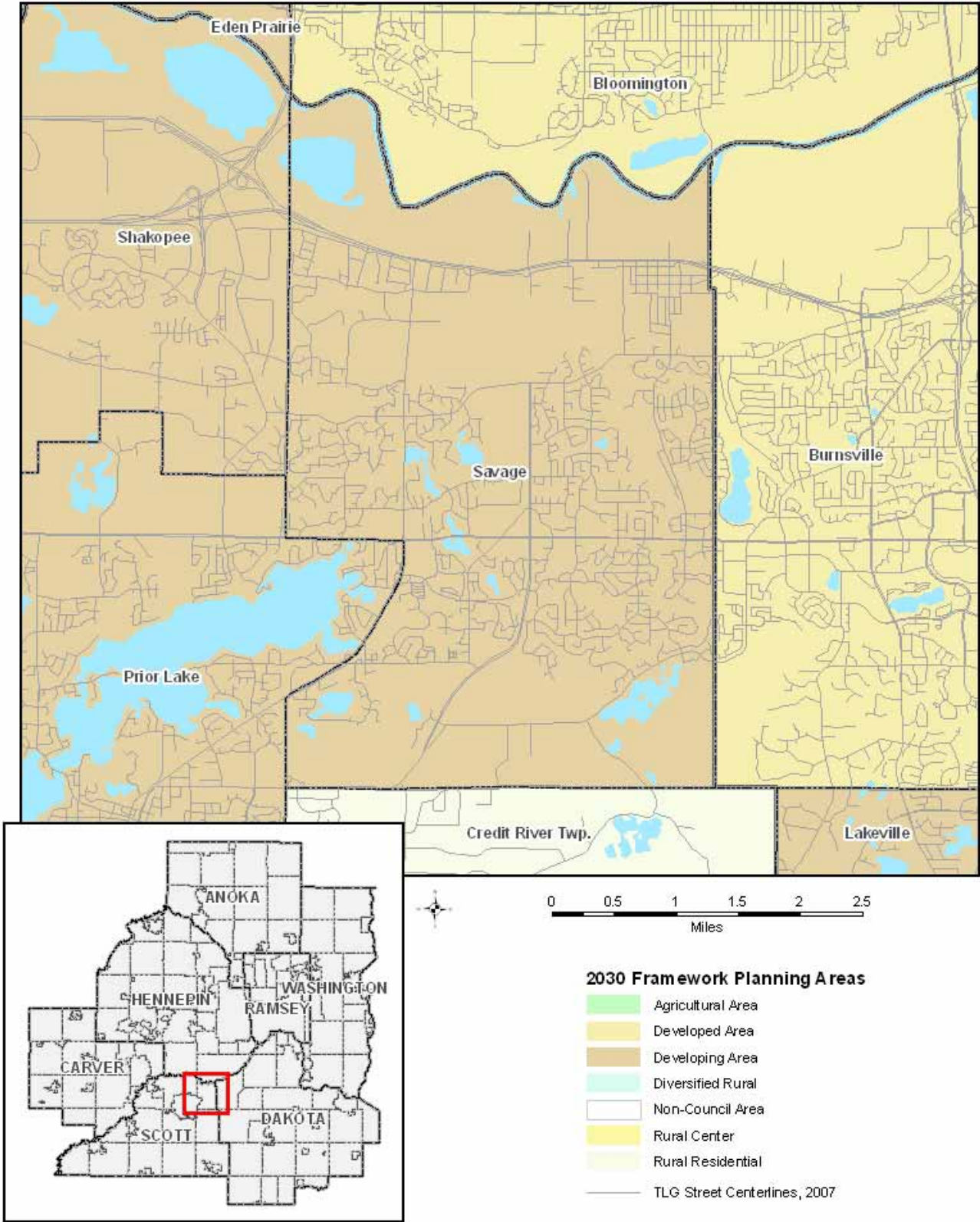
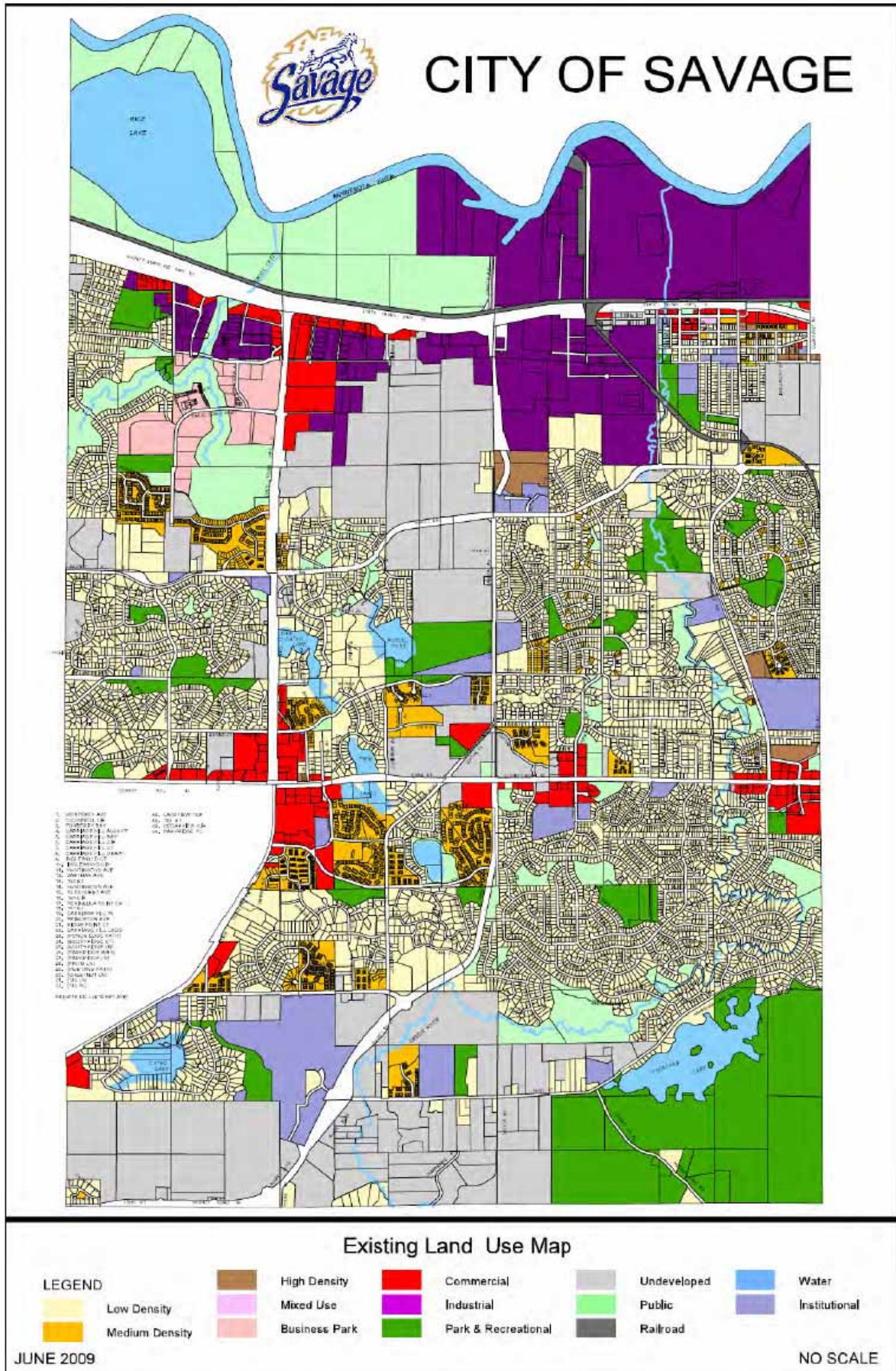




Figure 2-1: Existing Land Use



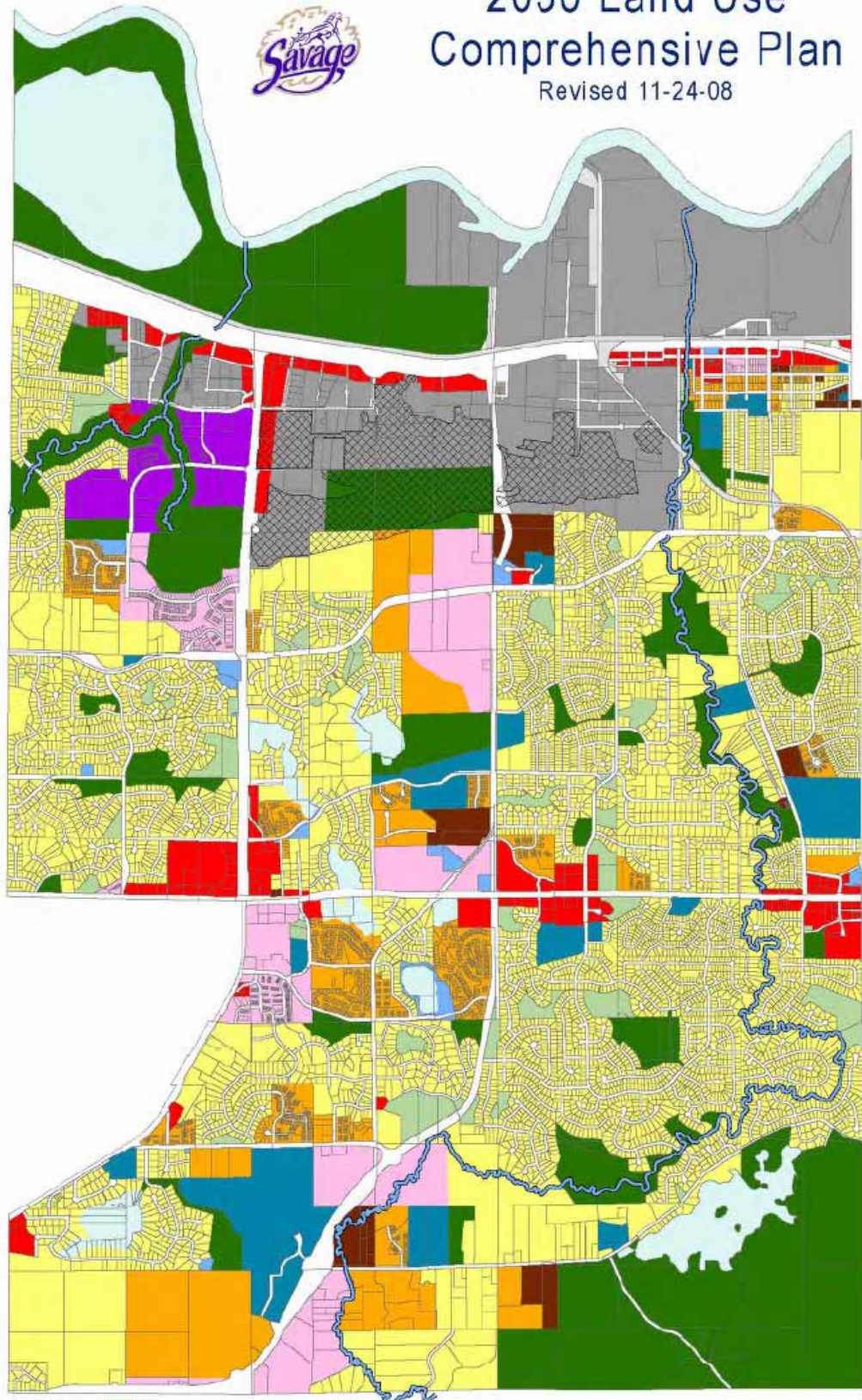
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Figure 2-7: Future Land Use

# 2030 Land Use Comprehensive Plan

Revised 11-24-08



**Legend**

- parcels
- FBK
- Future Land Use
  - Business Park
  - Commercial
  - High Density Residential
  - Industrial
  - Institutional
  - Low Density Residential
  - Medium Density Residential
  - Mixed Use
  - Open Space
  - Restricted Use
  - Park
  - Public / Quasi Public
  - ROW
  - Railroad
  - Water

