

C Community Development Committee
Meeting date: August 17, 2009

E Environment Committee
Meeting date: August 11, 2009

ADVISORY INFORMATION

Subject:	Norwood Young America 2030 Comprehensive Plan Update Review File No. 20442-1 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	Jim Uttley, Principal Reviewer, (651-602-1361)
Prepared/Presented:	Phyllis Hanson, Manager, Local Plng Assist. (651-602-1566) Kyle Colvin, Eng. Services Asst. Manager (651-602-1151)
Division/Department:	Community Development / Planning and Growth Mgmt. Environmental Services / Engineering Services

Proposed Action

That the Metropolitan Council adopt the attached Advisory Comments and Review Record, and the following:

Recommendations of the Community Development Committee

1. Authorize the City of Norwood Young America to put its 2030 Comprehensive Plan Update into effect for the areas within the existing city limits and for areas identified in the City's Orderly Annexation Agreement with Young America Township when those areas are annexed to the City.
2. Officially revise Council forecasts to reflect the City's forecasts found on page 7 of this report.
3. Advise the City of Norwood Young 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.
4. Implement the advisory comments noted in the Review Record sections for Surface Water Management and 2030 Regional Development Framework and Land Use.

Recommendations of the Environment Committee:

Approve the City of Norwood Young America's Tier II Comprehensive Sewer Plan.

ADVISORY COMMENTS

City of Norwood Young America 2030 Comprehensive Plan Update and Tier II Comprehensive Sewer Plan

Review File No. 20442-1 - Council Business Item No. 2009-274

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 City is reminded that Minnesota Statutes 473.864 requires the City to:
 - (a) Formally adopt the Update within nine months following Council action
 - (b) Submit two copies to the Council, and
 - (c) Submit a copy of the City Council Resolution adopting the Update following final action to the Metropolitan Council.
2. 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).
3. 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 after the Update receives final approval by the City Council. After the Tier II Sewer Plan becomes effective, the City may alter, expand or improve its sewage disposal system consistent with the Council-approved Tier II Sewer Plan and the Update.
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 Norwood Young America (City) is located in southwestern Carver County, bounded by Young America Township. Figure 1 shows the general location of Norwood Young America and the surrounding township, nearby communities, and the City's 2030 *Regional Development Framework* (RDF) designation, which identifies the City as a "rural center." Rural centers are residential neighborhoods surrounding a 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 net acre. Figure 2 shows existing and planned regional systems in the City and the surrounding area.

Rationale – Standard of Review & Findings

1. Does the proposed Plan conform to Regional Systems Plans?
2. Is the Plan consistent with Metropolitan 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
(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 a \$20,000 planning grant (SG2007-073) 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 Norwood Young America 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 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

Parks 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 Update acknowledges the proposed Twin Cities and Western Regional Trail and the Crow River Regional Trail Search Corridor as identified in the RPPP.

Transportation

Roads and Transit

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

The Update is in conformance with the Transportation Policy Plan adopted in 2004, and addresses all the applicable transportation and transit requirements of a comprehensive plan.

The City is served by TH 212, a principal arterial, and several Minor Arterials and Collectors. Although there are no plans to expand TH 212 at this time, the City has been a participant in a preliminary MnDOT-sponsored design study to determine how best to upgrade TH 212 from a two-lane roadway to a four-lane expressway. The City lies outside 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 Carver Area Rural Transit (CART).

While the Update notes that significant changes in the existing transit opportunities for the City are not anticipated, it says that the City is considering the potential of a commuter rail or LRT station with the future City Hall site that is adjacent to the TC&W rail line.

Advisory Comments

The City is advised that the Council's 2008 TPP does not identify the City for LRT or commuter rail service through 2030.

Aviation

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

The Update is in conformance with the TPP and 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 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 by the City at a wastewater treatment plant (WWTP) owned and operated by the City. The WWTP currently provides service to only The City; however the City is considering providing wastewater services to the community of Hamburg. The Update does not indicate that the City would be requesting the Council to acquire the WWTP at anytime within the 20 year planning period.

The Update indicates that the City's WWTP is currently operating at 50 percent capacity; and, there are no plant expansions proposed for the next 15 to 20 years. The City has a joint orderly annexation agreement with Young America Township, which will provide additional land areas to accommodate the projected growth forecasted to occur within the City.

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.

The City has identified excess I/I in their system and is actively working to remove it. The Update outlines an I/I reduction program. The City passed an ordinance that prohibits sump pumps connecting to the sanitary sewer system.

Tier II Comments

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

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

Surface Water Management

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

The City 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.

The City prepared a Surface Water Management Plan (SWMP) in response to the Carver County plan in 2005. The SWMP needed to be updated based on new requirements from the Council's 2005 Water Resources Management Policy Plan. The Update includes an updated SWMP dated September 2008. The updated SWMP was reviewed under separate cover.

The updated SWMP was found to be consistent with the Council's Water Resource Management Policy Plan. Following are the recommendations made to the City for the SWMP in that review.

The City is divided between two major watersheds: Bevens Creek and the Minnesota River and the South Fork of the Crow River and the Mississippi River. Both Bevens Creek and the South Fork of the Crow River are impaired waters for which Carver County is currently preparing TMDLs. Once these TMDLs are completed the City may have to modify its SWMP to account for any load reductions specified in the TMDL. The plan also noted a number of lakes in the City, which are severely degraded. The plan should identify goals and action plans to rectify these problems.

The plan indicates that the City will comply with the County wetland buffer policy for new development around existing wetlands. In order to protect the wetland functions and values more than buffer requirements are needed. Pretreatment of runoff before discharging to the wetland, the allowable amount of bounce in the wetland and the duration of inundation should also be specified.

In addition, the City is relying on the county to fund the construction of the regional storm water ponds with the county being reimbursed as the area develops. This is a tenuous situation without some assurance that the county agrees with this method of financing new storm water ponds in the City.

Advisory Comments

The City needs to send the Council the date the Carver County Watershed Management Organization approves the SWMP, the date the City adopts the final version of the SWMP and a copy of the final SWMP.

CONSISTENCY WITH COUNCIL POLICY

Forecasts

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

The Update is consistent with Council's forecasts and consistent with regional policy in this respect. The Update includes a City-requested revision of households and population forecasts. In 2006, Council staff agreed to include these forecast revisions in Council staff's report and proposed Council action on the Update. Council's forecast will be officially revised, as shown below under City forecast, effective upon Council action on the Update.

Table 1: Council Forecasts as Compared to the Norwood Young America Update

	POP 2000	POP 2010	POP 2020	POP 2030	HH 2000	HH 2010	HH 2020	HH 2030	EMP 2000	EMP 2010	EMP 2020	EMP 2030
Council	3108	4630	7800	8800	1171	1870	3530	3800	1559	2100	2450	2670
City	3108	4630	7800	11900	1171	1870	3530	5400	1559	2100	2450	2670

2030 Regional Development Framework and Land Use

Reviewer: Lisa Barajas, CD – Local Planning Assistance, (651-602-1895)

The Update is consistent with the 2030 Regional Development Framework (RDF), which designates the City as a Rural Center. Rural Centers are directed to accommodate growth in a flexible, connected, and efficient manner, and plan for sewer residential development at densities of at least 3 to 5 units per acre or higher, while retaining densities of one dwelling per 40 acres in surrounding Agricultural areas.

The City has designated a Planned Growth Area, as illustrated in Figure 4-2 of the Update. This growth area includes land to accommodate growth outside of the current City limits through 2030, as well as extended long-term growth areas for post-2030 development. The City has an Orderly Annexation Agreement with Young America Township, executed in 2008, for these areas to be annexed into the City by 2020. The Update indicates that the City intends to work with Carver County and Young America Township to ensure that development in the “planned growth areas” is limited to very low density residential of 1 unit per 40 acres or lower until municipal services can be provided. These areas have also been identified in the Carver County draft Update (not reviewed by the Council as of August 17, 2009) as County Transition Area and have proposed a similar limited density policy.

The Update indicates that municipal wastewater services are required for all areas within the City and for those to be annexed into the City. The Update proposes two residential future land use categories: Low-Medium Density Residential at 3-6.22 units per acre, and Medium-High Density Residential at 4.36-18.5 units per acre. Through orderly annexation, the City will add 1,224 acres of land within these categories by 2030, resulting in a minimum net residential density of 3.04 units per acre for newly planned areas (Table 2 below), consistent with the Council’s policy for sewer residential development.

Table 2. Density Calculation for Newly Planned Areas

Category	2005-2030 Sewered Residential Change				
	Density Range		Net Acres	Min Units	Max Units
	Min	Max			
Low-Medium Density Res	3	6.22	1188	3564	7389.36
Medium-High Density Res	4.36	18.5	36	156.96	666
	TOTALS		1224	3720.96	8055.36
			Overall Density	3.04	6.58

The Update has designated the northwest area to be annexed as an Additional Future Study Area. The City has developed a conceptual land use plan for this area, but has not designated future land uses at this time. The Update indicates that the outcomes of a transportation study of this area will influence the future land uses, pending completion of the study, and will require modification to the Future Land Use Plan once completed.

Advisory Comments

The City will need to amend the Update once future land uses for the Additional Future Study Area in the northwest portion of the annexation area have been determined.

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. The Update acknowledges the City's share of the region's affordable housing need for 2011-2020, which is 194 units. To provide opportunities to meet this need, the Update indicates that 36 acres of land will be available for high density residential development, at 11-18 units per acre. In addition, the Update indicates that approximately 23 acres are currently vacant within the City designated for medium-high density residential development with a density range of 3-18 units per acre.

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. These include the use of federal resources such as HOME, CDBG funds and tax exempt bonds, accessing state resources through Minnesota Housing, and applying local resources such as TIF to address local affordable housing needs. The City is an active participant in the Livable Communities Local Housing Incentives Account program and has applied for and received over \$1 million in grants through the LCA program.

Individual Sewage Treatment Systems (ISTS) Program

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

The Update is consistent with the WRMPP relative to ISTS. The Update indicates that 5 ISTS remain in operation within the City limits, as depicted on Figure 2-12a of the Update. The City has delegated responsibility for installation, operation and maintenance of ISTS to Carver County. Carver County's ordinance and maintenance management program are consistent with MPCA Rules and Council policies.

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 addresses Historic Preservation as required by the MLPA.

Solar Access Protection

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

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

Aggregate Resources Protection

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

The Update indicates that there are no known deposits of viable aggregate resources within the community or in its Orderly Annexation Area. A review of the Council's Aggregate Resources database concurs with the City's determination.

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 June 2008. The City received responses from Carver County, Young America Township and the School District. 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:

The submittal is 441 pages and includes the following:

- 2008 Comprehensive Plan Update Transmittal Form
- Copy of Council Informal Review Letter of August 14, 2008
- Memo of November 14, 2008 Responding to Informal Review Letter
- City Council Resolution 2008-72
- Responses from Adjacent Communities – 3 total (Carver County, Young America Township, NYA Independent School District #108)
- Norwood Young America 2008 Comprehensive Plan
 - Title Page
 - Table of Contents
 - Introduction
 - Inventory & Analysis
 - Goals & Policies
 - Long Range Plans
 - Implementation
 - Transportation Study
 - Surface Water Management Plan, Sept 2008, by Bolton & Menk
- Cover letter dated June 22, 2009 conveying supplemental materials
- Staging Table 2-11B, page 2-25
- Revised Chapter 4 – Long Range Plan, pages 4-1 through 4-47
- Revised Appendix A – Transportation Plan 2009, pages 1 through 43

ATTACHMENTS

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

Figure 1. Location Map with 2030 Regional Development Framework Planning Areas, City of Norwood Young America

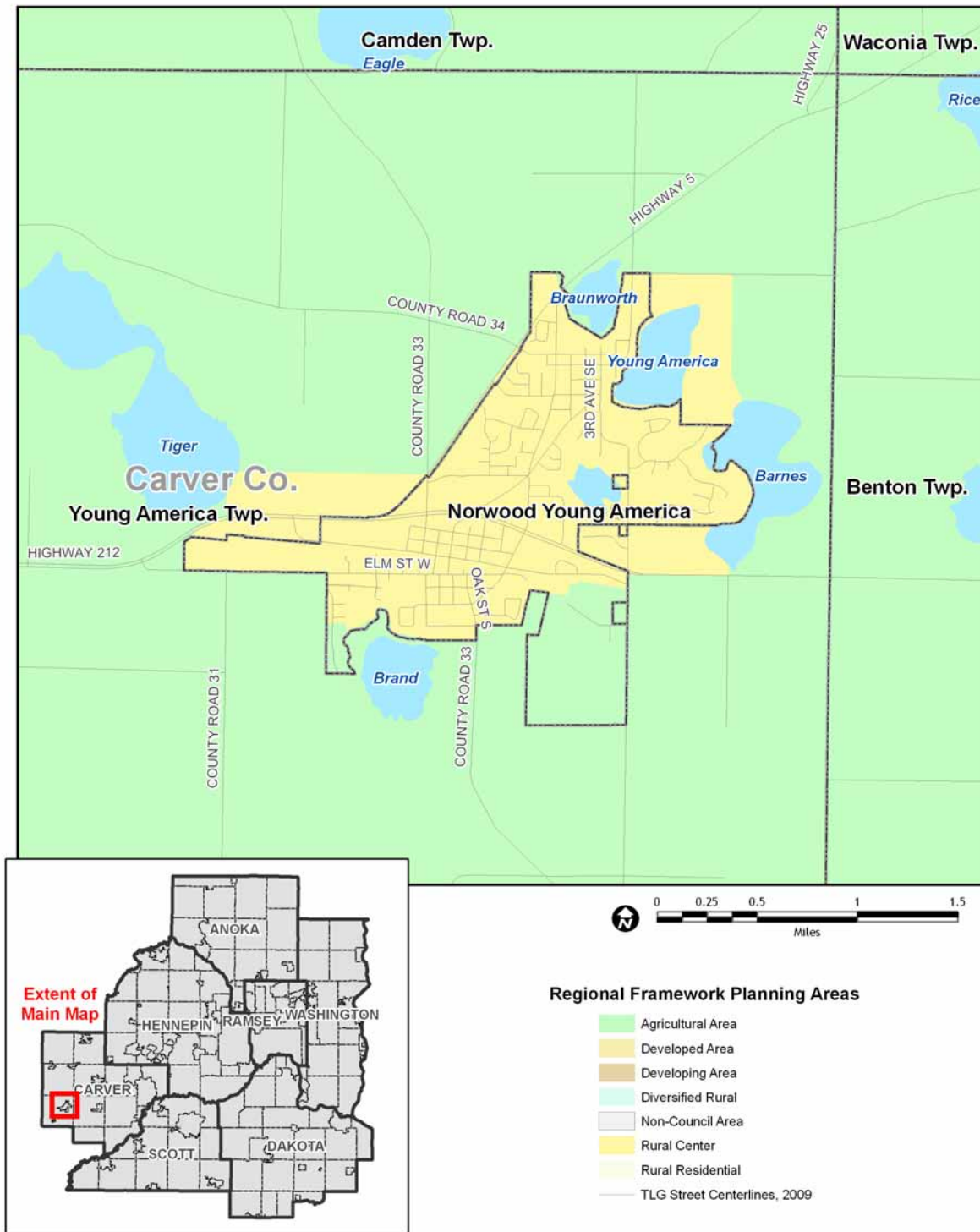


Figure 2. Regional Systems, City of Norwood Young America

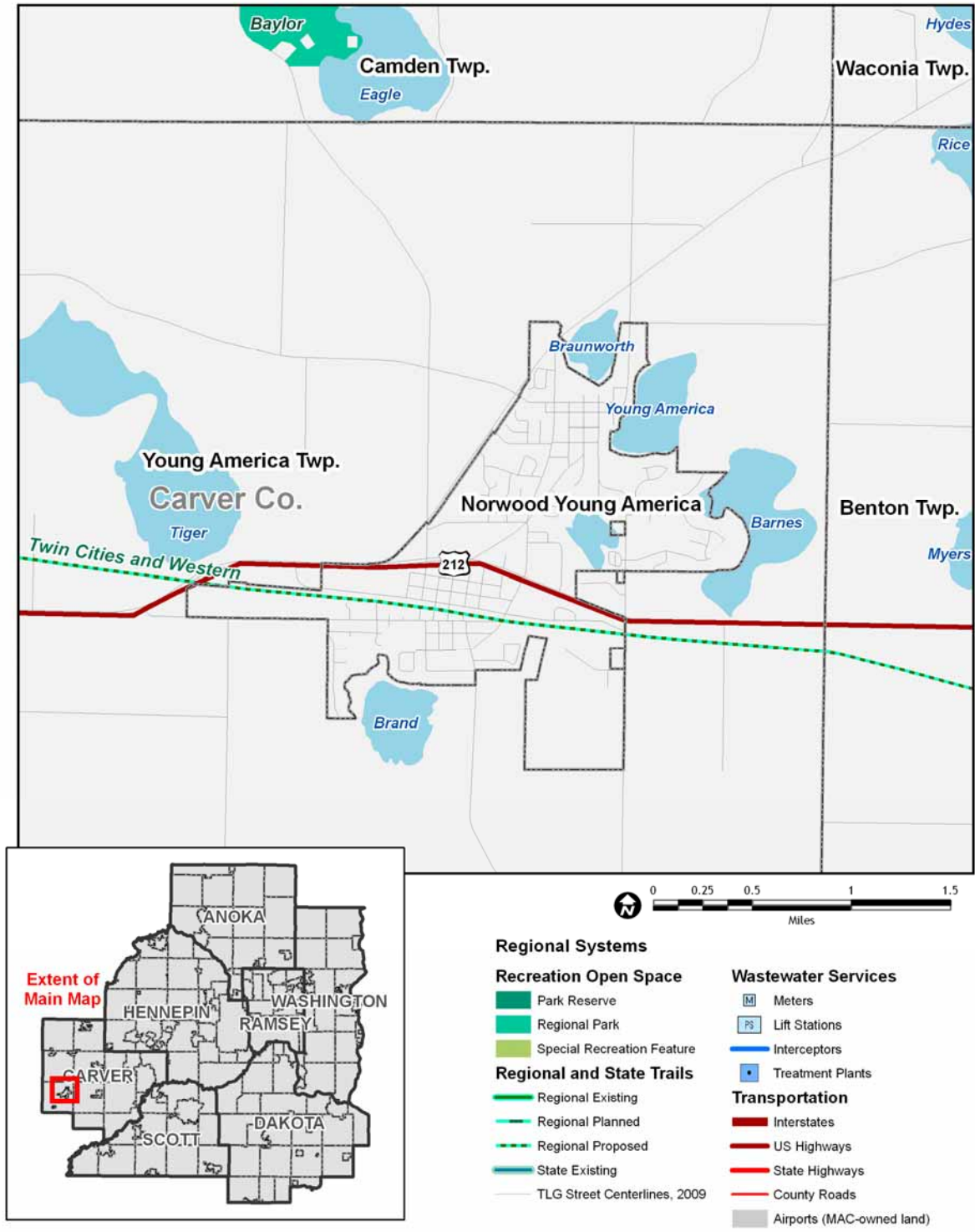
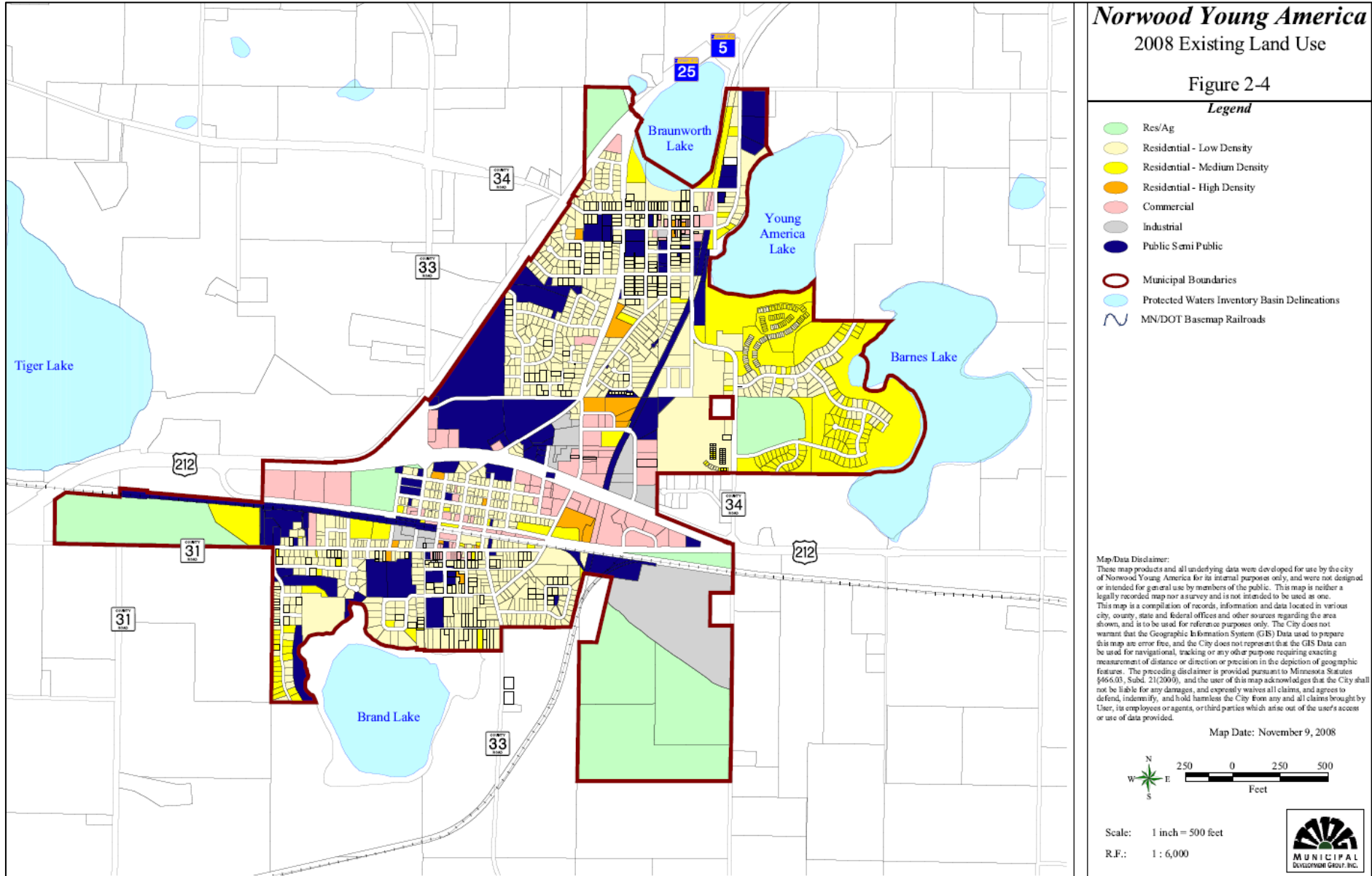


Figure 3. Existing Land Use, City of Norwood Young America



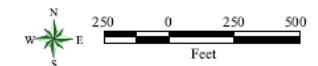
Norwood Young America
2008 Existing Land Use

Figure 2-4

- Legend**
- Res/Ag
 - Residential - Low Density
 - Residential - Medium Density
 - Residential - High Density
 - Commercial
 - Industrial
 - Public Semi Public
 - Municipal Boundaries
 - Protected Waters Inventory Basin Delineations
 - MN/DOT Basecamp Railroads

Map/Data Disclaimer:
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Map Date: November 9, 2008



Scale: 1 inch = 500 feet
R.F.: 1 : 6,000



Figure 4. 2030 Land Use Plan, City of Norwood Young America

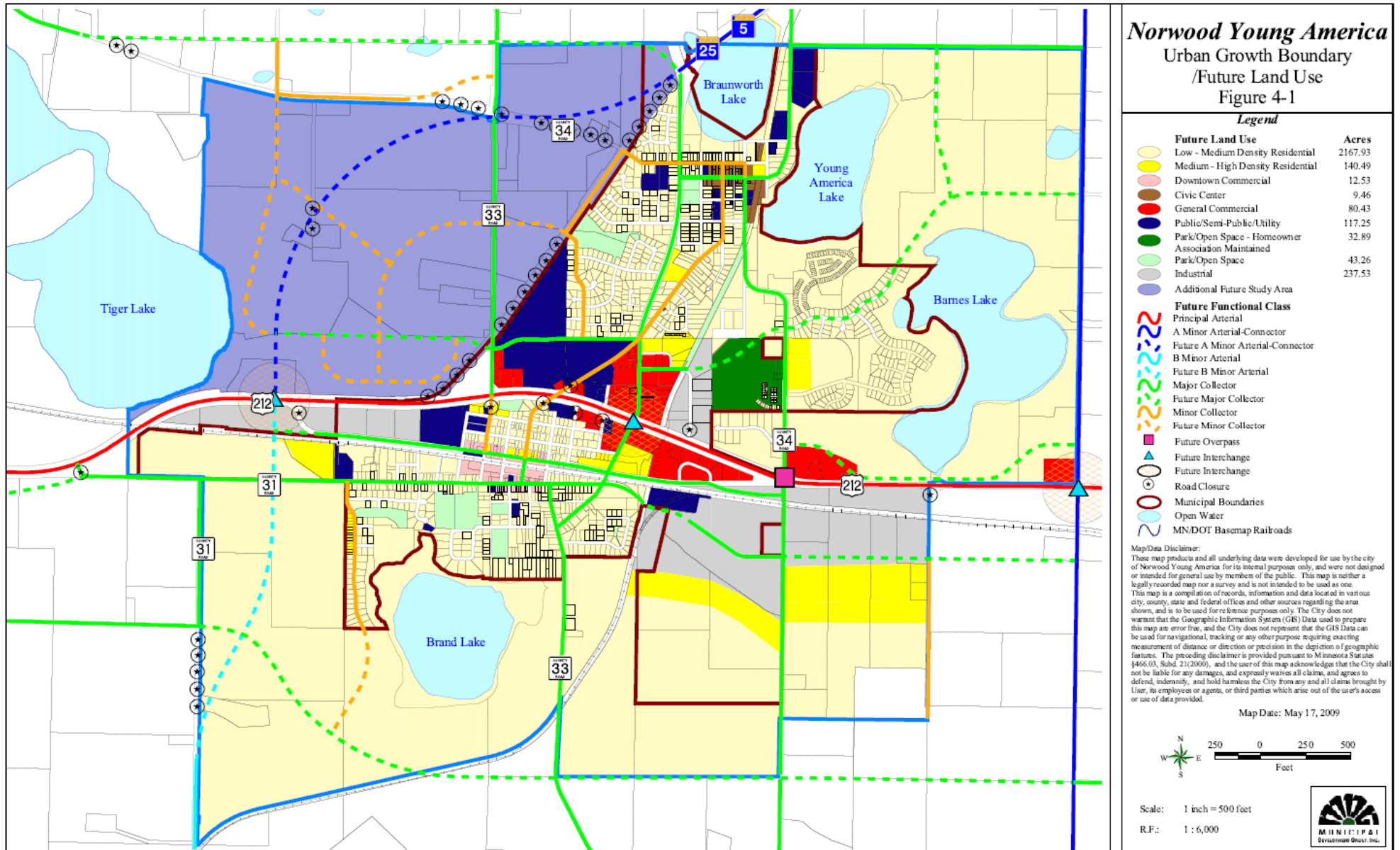


Figure 5. Orderly Annexation Agreement Areas, City of Norwood Young America

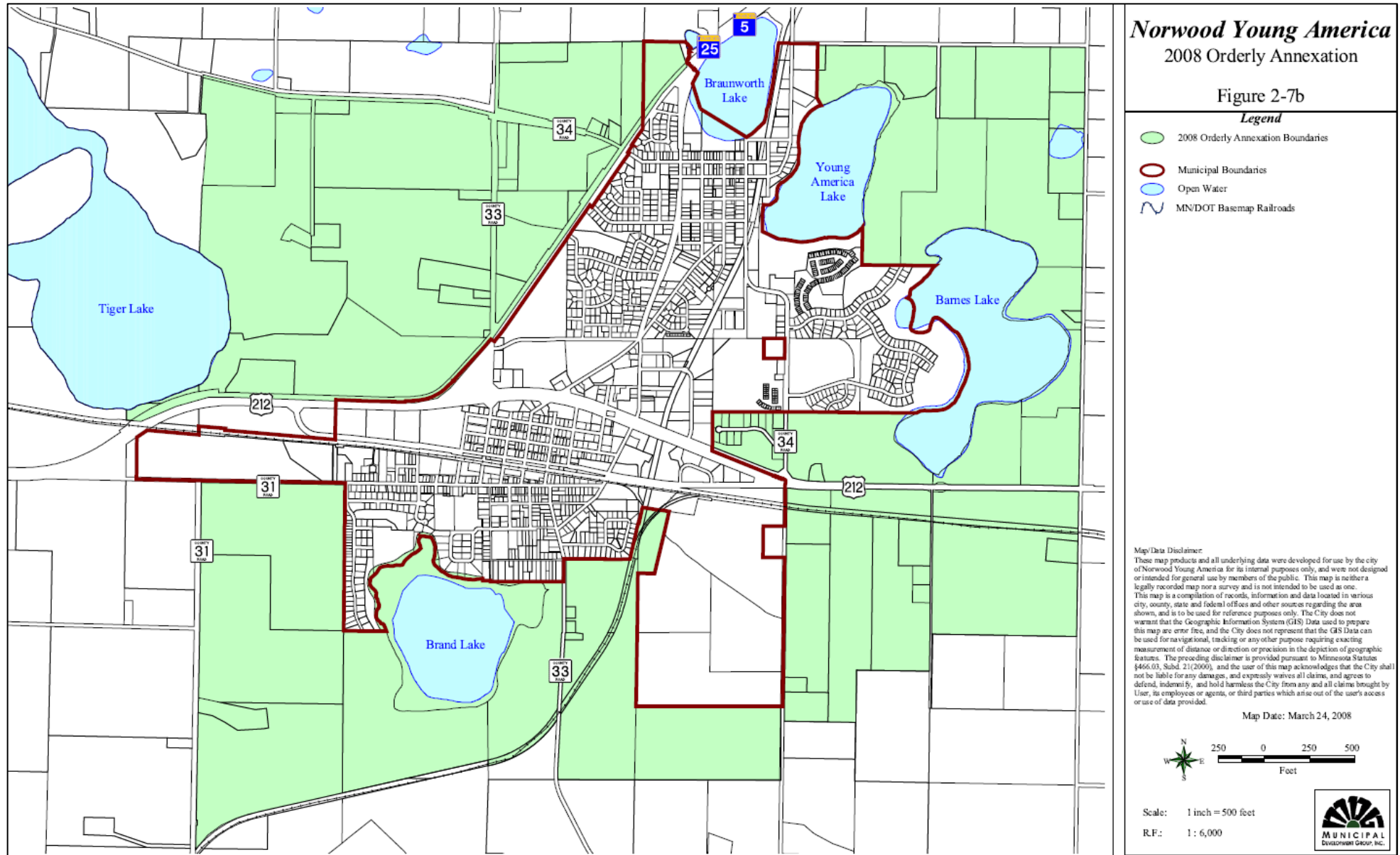


Table 3, Norwood Young America

Planned Land Use by Staging Increment January 2008

Within Urban Service Area	Allowed Density Range Housing Units/Acre		Existing (2008)	2010	2015	2020	2025	2030	Change 2000-2030
	Minimum	Maximum							
Residential Land Uses									
Low Density Residential	3.00	4.36	406	492	636	852	1,058	1,264	858
Medium Density Residential	3.00	6.22	160	193	248	332	411	490	330
High Density Residential	10.89	18.50	0	4	10	19	27	36	36
Mixed Use Primarily Residential*	3.00	14.52	0	0	0	0	0		0
C/I Land Uses**									
	Est. Employees/Acre								
Commercial	3.4		84	129	158	187	205	223	139
Industrial	5		23	47	62	78	87	97	74
Office	0		0	0	0	0	0	0	0
Mixed Use Primarily C/I*	0		3	3	3	3	3	3	0
Extractive	0		0	0	0	0	0	0	0
Public/Semi Public Land Uses									
Institutional***			120	123	127	132	136	141	21
Parks and Recreation***			45	64	87	117	144	171	126
Open Space			40	40	40	40	40	40	0
Roadway Rights of Way***			180	218	264	324	378	432	252
Utility			0	0	0	0	0	0	0
Railroad			14	14	14	14	14	14	0
Airport			0	0	0	0	0	0	0
Subtotal Sewered			1,075	1,326	1,649	2,097	2,504	2,911	1,837
Outside Urban Service Area									
	Minimum lot size	Maximum lot size	Existing (2000)	2010	2015	2020	2025	2030	Change 2000-2030
Rural Residential 2.5 acres or less			0.16						-0.16
Rural Residential 2.5 -10 acres			0						0
Rural Residential 10-40 acres			0						0
Agricultural 40+ acres			243.48						-243.48
Subtotal Unsewered									
Undeveloped			24						
Wetlands	--	--							0
Open Water, Rivers and Streams	--	--	6	6	6	6	6	6	0
Total									

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

** DSU Research in the 2006 CPA noted a projected need for 139 acres additional commercial (34.75/staging period) and 73 acres of industrial land (18.25/staging period). Total increase in employment over planning period is 843. Analysis of QCEW data reveals 56% of employment positions within commercial sector classifications, 44% within industrial sectors.

*** Assumes 1.67% of developed acreage will industrial (2008 percentage); assumes ROW at 20% and parks at 10%