

C Community Development Committee
Meeting date: May 17, 2010

E Environment Committee
Meeting date: May 11, 2010

ADVISORY INFORMATION

Date:	April 29, 2010
Subject:	City of Golden Valley 2030 Comprehensive Plan Update Tier II Comprehensive Sewer Plan Review File No. 20585-1
District(s), Member(s):	District 6, Councilmember Peggy Leppik
Policy/Legal Reference:	Minnesota Statutes Section 473.175
Staff Prepared/Presented:	Denise P. Engen, Principal Reviewer (651-602-1513) Phyllis Hanson, Local Planning Assistance Manager (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 Advisory Comments and Review Record, and the following:

Recommendation of the Community Development Committee:

1. Authorize the City of Golden Valley to put its 2030 Comprehensive Plan Update into effect;
2. Advise the City to participate in Council activities to monitor redevelopment in developed communities.

Recommendation of the Environment Committee:

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

ADVISORY COMMENTS

City of Golden Valley 2030 Comprehensive Plan Update and Tier II Comprehensive Sewer Plan

Review File No. 20585-1, Council Business Item No. 2010-180

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 Golden Valley (City) is a first-ring suburban community of approximately 7,040 acres, or 11 square miles, located in Hennepin County. It bordered by the cities of New Hope, Crystal and Robbinsdale on the north, Minneapolis on the east, Saint Louis Park on the south and Plymouth on the west, (Figure 1).

The *2030 Regional Development Framework* (RDF), as adopted by the Metropolitan Council (Council) in January 2004, identified Golden Valley as within the "Developed Community" geographic planning area, (Figure 2).

The City submitted its 2030 Comprehensive Plan (Update) to the Council for review to meet the Metropolitan Land Planning Act requirements (Minn. Stat. 473.175) and the Council's 2005 Systems Statement requirements.

Rationale – Standard of Review & Findings

1. Does the proposed Update conform to Regional Systems Plans?
2. Is the Update consistent with Metropolitan Council policies?
3. Is the Update compatible with 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. <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

- | | |
|-----------------------------|-----|
| Compatible with other plans | Yes |
|-----------------------------|-----|

Known Support / Opposition

There is no known opposition.

REVIEW RECORD

City of Golden Valley 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

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*. The Update acknowledges the regional parks system facilities in Golden Valley, which include Theodore Wirth Regional Park, the Luce Line Regional Trail and the proposed Bassett Creek and South Hennepin Regional Trails.

TRANSPORTATION

Roads and Transit

Reviewers: James Andrew (651-602-1721), Bob Paddock (651-602-1340), MTS – Systems Planning; Steve Mahowald – Metro Transit (612-349-7775)

The Update is in conformance with the *2030 Transportation Policy Plan (TPP)* adopted in 2004, and addresses all the applicable transportation and transit requirements of a comprehensive plan. The City of Golden Valley is served by Principal Arterials I-394, TH 169, TH 100, and TH 55. The City is in Transit Market Area II.

Aviation

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

The Update is in conformance with the Aviation policies of the *TPP* and is consistent with Council aviation policy.

WATER RESOURCES MANAGEMENT

Wastewater Service

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

The Update 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 forecasts for population, households, and employment.

Current wastewater treatment services are provided to the City by the Metropolitan Council Environmental Services. Wastewater generated within the City is conveyed to and treated at the Metropolitan Council's Metropolitan Wastewater Treatment Plant located in St. Paul. The City is provided wastewater conveyance service through interceptors 1-GV-460, 1-GV-461, and 1-MN-320. The Update projects that the City will have 9,600 sewered households and 34,500 sewered employees by 2030. The Metropolitan Disposal System with its scheduled improvements has or will have adequate capacity to serve the City's growth needs.

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

Golden Valley was once on the Council's list of communities having an I/I reduction goal. However, in 2009, the City demonstrated that it had completed the Council's estimated level of work necessary to mitigate excessive I/I. The City's I/I reduction plan included investigative efforts for locating sources of excess I/I through system inspections and system rehabilitation. The City has an on-going I/I program, to further identify and mitigate excess I/I from the local collection system, which includes a cleaning and televised inspection program. The City also has a sump-pump inspection program.

Tier II Comments

The Tier II Sewer Element of the Update has been reviewed against the requirements for Tier II Comprehensive Sewer Plans for developed 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 (Plan). A copy of the City Council Resolution adopting its Plan needs to be submitted to the Metropolitan Council for its records.

Surface Water Management

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

The Update is in conformance with the *WRMPP* for local surface water management. Golden Valley lies within the Minnehaha Creek and Bassett Creek watersheds. Bassett Creek Watershed Management Commission's latest watershed management plan was approved by the Board of Water and Soil Resources (BWSR) in 2004. Minnehaha Creek Watershed District's watershed plan was approved by BWSR in 2007.

Golden Valley prepared a Surface Water Management Plan (SWMP) in 2008 that was reviewed by Council staff under separate cover. The SWMP was found to be an excellent example of integrating the various local, state and federal water requirements into one document. The SWMP was also found to be consistent with Council policies and the Council's *Water Resources Management Policy Plan*.

CONSISTENCY WITH COUNCIL POLICY

FORECASTS

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

Forecasts in the Update are consistent with regional policy. The forecasts used throughout the Update are consistent with Metropolitan Council forecasts for the City and are shown in Table 1. Council Research staff and City staff have discussed employment expectations for Golden Valley. Minnesota Department of Employment and Economic Development statistics on employment show 32,854 jobs at Golden Valley worksites (near 2020 levels) in the 2nd quarter of 2009. However, the City prefers that the employment forecast be revised in the future and does not request a forecast revision at this time.

Table 1: City of Golden Valley Forecasts

	2000	2010	2020	2030
Population	20,281	22,700	23,000	24,000
Households	8,449	9,000	9,200	9,600
Employment	30,142	31,700	33,100	34,500

2030 REGIONAL DEVELOPMENT FRAMEWORK AND LAND USE

Reviewer: Denise Engen, CD – Local Planning Assistance, (651-602-1513)

Regional Development Framework

The Update is consistent with the *Regional Development Framework* (RDF) policies for developed communities. The RDF states that developed communities need to “accommodate growth forecasts through reinvestment at appropriate densities (5 units plus in developed areas and target higher density in locations with convenient access to transportation corridors and with adequate sewer capacity).”

Therefore, the City will be expected to meet densities of at least five units an acre through reinvestment, redevelopment, planning and zoning. Starting in 2010, the Council will be monitoring redevelopment to ensure the Council’s density policies for developed communities are being met, and to assess regional development and residential growth goals.

Land Use and Density Analysis

The City has guided sufficient residential land, and at the appropriate densities, to accommodate the forecasts presented in the Update. An analysis of the Update’s land use is presented following.

Existing Land Use. Golden Valley is approximately 7,040 acres in size. The Update shows that in 2008 the City’s built development was primarily low density residential at 2,714 acres (38.6%); School and Religious Facilities at 1,373 acres (19.5%) made up the second largest land use. In 2008, there were also 201 acres of medium density residential (2.9%) and 100 acres of high-density residential land use (1.4%). I-394 Mixed-Use, a land use category introduced in a 2008 plan amendment, was 200 acres (2.8%). Table 2, below, shows the City’s existing land use; existing land use is also mapped in Figure 3.

Table 2: City of Golden Valley, 2008 Existing Land Use Table

Land Use	Acres	Percent of Total
Low Density Residential	2,714	38.6%
Medium Density Residential	201	2.9%
High Density Residential	100	1.4%
Office	95	1.3%
Commercial	95	1.3%
Light Industrial	85	1.2%
Industrial	95	1.3%
I-394 Mixed-Use	200	2.8%
Open Space	58	0.8%
Open Water	295	4.2%
Wetlands	169	2.4%
School & Religious Facilities	1,375	19.5%
Public Facilities	403	5.7%
Semi-Public Facilities	305	4.3%
Railroad	150	2.1%
Other Transportation	700	9.9%
Total	7,040	100.0%

Source: City of Golden Valley Existing Land Use Map, version received 4/12/10

Future Land Use. The Update guides all land in the City into one of 17 future land use categories, (Table 3 and Figure 4). The City is planning for moderate changes between its 2020 land use plan and the 2030 Update (Figure 5). Changes include decreases in land guided for High Density Residential (-20 acres), Commercial (-20 acres) and School & Religious Facilities (-26 acres). Increases are planned in land guided for Medium Low and Medium High Density Residential (+24 and +60 acres respectively) and I-394 Mixed Use (+20 acres).

The Update proposes forecasts showing that the City will grow from 9,000 to 9,600 households between 2010 and 2030. The Metropolitan Council estimates that that the City had 8,928 households in 2008. This will require growth of approximately 672 additional households in order to meet the City's forecast for 2030.

Future household growth in the City will occur mainly through redevelopment. The Update specifically discusses three areas for redevelopment, the Valley Square, North Wirth and Golden Hills redevelopment areas, and includes plans for each area. Analysis of information provided in the Update indicates that a total of 55 acres of land will be available for residential redevelopment. As re-guided in the 2030 Land Use Map, the City's redevelopment areas could accommodate 395 to 945 new housing units, at a density range from 7 to 17 units per acre, (Table 4). This is sufficient to accommodate the 672 households needed to reach the City's 2030 forecasts for households, if development occurs over the middle of the range. At approximately 7 units per acre, the low end of the range is above the minimum density of five plus units per acre needed to meet *RDF* policy.

Table 3: City of Golden Valley, 2030 Future Land Use Table

Land Use	Acres	Percent of Total
Low Density Residential	2,700	38.4%
Medium Low Density Residential	225	3.2%
Medium High Density Residential	60	0.9%
High Density Residential	80	1.1%
Office	100	1.4%
Retail/Service	75	1.1%
Light Industrial	85	1.2%
Industrial	80	1.1%
I-394 Mixed-Use	220	3.1%
Open Space	65	0.9%
Open Water	295	4.2%
Wetlands	169	2.4%
School & Religious Facilities	1,349	19.2%
Public Facilities	397	5.6%
Semi-Public Facilities	290	4.1%
Railroad	150	2.1%
Road Rights of Way	700	9.9%
Total	7,040	100.0%

Source: City of Golden Valley, Land Use Table in 5-Year Stages, version received 4/20/10

Table 4: Redevelopment/Infill by Land Use Category

Residential Change 2008-2030 by Land Use Category							
Land Use Category	Density Range		Change in acres 2008-2030	Percent Residential	Net Residential Acres	Change in Units	
	Min	Max				Minimum Development Scenario	Maximum Development Scenario
Low Density Residential	0.1	5	-14.00	100%	-14.00	-70	-1
Medium-Low Density Residential	5	11.99	24.00	100%	24.00	120	288
Medium-High Density Residential	12	19.99	60.00	100%	60.00	720	1199
High Density Residential	20	30	-20.00	100%	-20.00	-400	-600
I-394 Mixed Use	5	11.9	20.00	25%	5.00	25	60
TOTALS					55.00	395	945
					Overall Density	7.18	17.19

Source: Metropolitan Council and City of Golden Valley, Land Use Table in 5-Year Stages, version received 4/20/10.

HOUSING

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

The Update fulfills the 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 104 units. To provide opportunities to meet this need the Update indicates that approximately 60 acres of land will be available for medium-high density residential development, at 12-20 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. The City, through its active HRA, will continue to apply for and use CDBG funds and TIF to construct affordable housing. The City will also work with the West Hennepin Affordable Land Trust Homes Within Reach program to provide affordable housing and maintain long-term affordability and will continue to use the PUD process to allow increased densities, decreased parking requirements and other considerations to create innovative developments. It will continue its partnership with the Center for Energy and Environment and partner with, support and market programs offered by county, state, Minnesota Housing, federal and non-profit organizations. Golden Valley is an active participant in the Local Housing Incentives program of the Livable Communities Act, and has applied for and received over \$1.2 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 *WRMP* for ISTS. It indicates that no ISTS are operating in the City, and that all users are served by the local sanitary sewer collection system.

WATER SUPPLY

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

The Update is consistent with the *WRMPP* for water supply. The City is a member of the Joint Water Commission (JWC), a partnership that includes the cities of Crystal and New Hope. The three cities jointly own and operate the water supply that stores and transmits potable drinking water through the three-city service area. The JWC submitted a single water supply plan that meets the Council's water supply plan requirement for these cities.

RESOURCE PROTECTION

Historic Preservation

Reviewer: Denise Engen, CD – Local Planning Assistance, (651-602-1513)

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

Solar Access Protection

Reviewer: Denise Engen, CD – Local Planning Assistance, (651-602-1513)

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 contains a section on Aggregate Resource Protection as required by the MLPA. The Update indicates, consistent with *Minnesota Geological Survey Information Circular 46* data, that no viable aggregate resources are available within this fully urbanized community.

PLAN IMPLEMENTATION

Reviewer: Denise Engen, CD – Local Planning Assistance, (651-602-1513)

The Update includes a description of:

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

The Update contains an implementation chapter as required by the MLPA. The Update summarizes the City's official controls, includes a list of zoning districts and a zoning map, and provides a brief explanation of the city's zoning, subdivision codes, PUD and shoreland management ordinances. The Update also summarizes housing implementation measures and the City's Capital Improvements Program (CIP). The City's full zoning code and CIP are included as Appendices to the Update.

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 November 12, 2008. No compatibility issues with plans of adjacent governmental units and plans of affected special districts and school districts were identified.

DOCUMENTS SUBMITTED FOR REVIEW:

- Transmittal form, City of Golden Valley, *Comprehensive Plan: 2008-2018 Draft*, Zoning Ordinance, zoning map, adjacent community comments and Surface Water Management Plan; received May 28, 2009.
- Correspondence and Surface Water Management Plan, received March 1, 2010.
- Zoning map, received March 17, 2010.
- Supplemental information for land use and housing, received March 23, 2010.
- Supplemental information for transportation, received March 25, 2010.
- Supplemental information for land use, received April 12, 13 & 20, 2010.

ATTACHMENTS

- Figure 1: Location Map Showing Regional Systems
- Figure 2: 2030 Regional Development Framework Planning Areas
- Figure 3: Existing Land Use, 1998-2008
- Figure 4: Land Use Plan, 2010-2030
- Figure 5: City of Golden Valley, Land Use Table in 5-Year Stages

Figure 1. Location Map Showing Regional Systems
Golden Valley

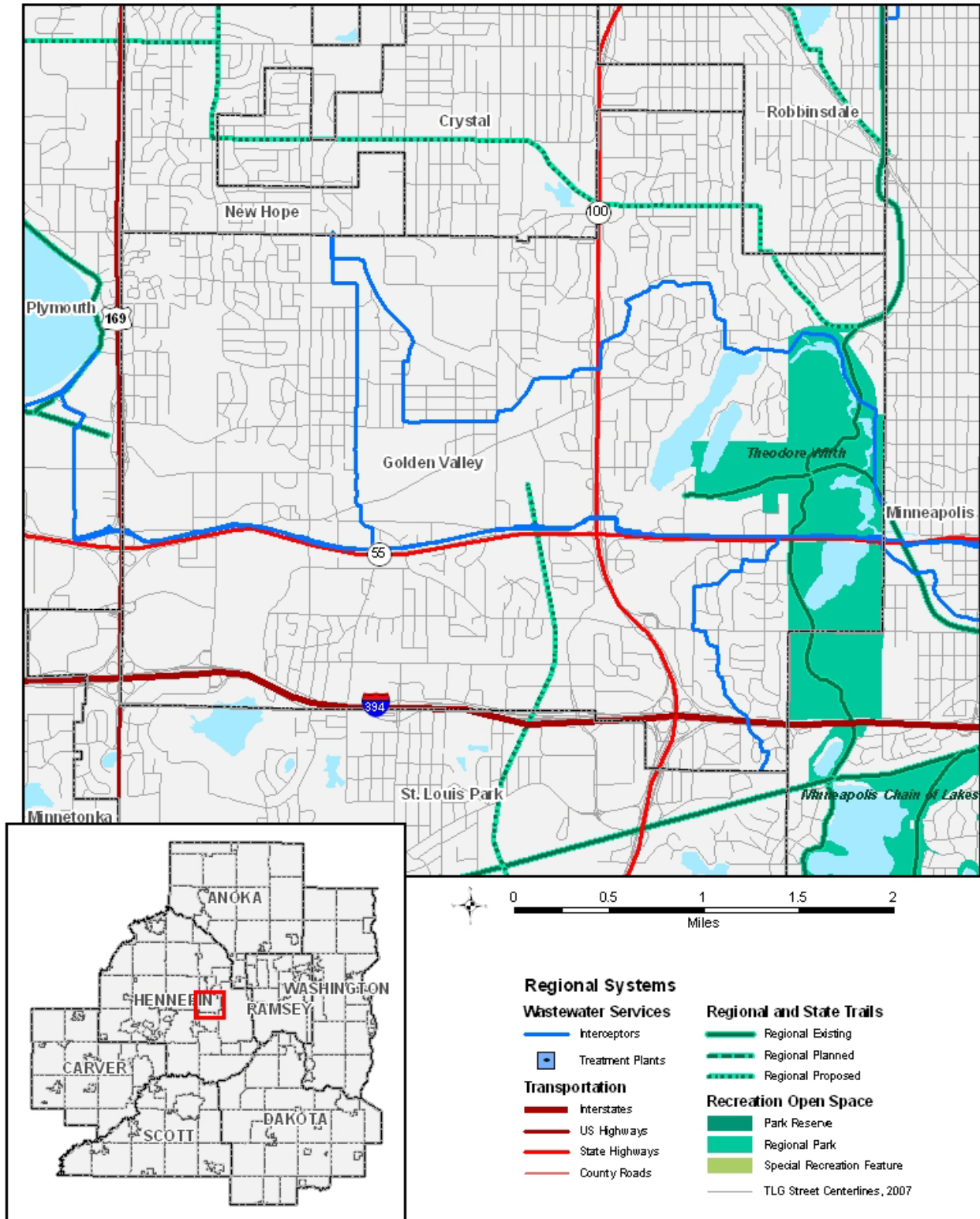


Figure 2. 2030 Regional Development Framework Planning Areas
Golden Valley

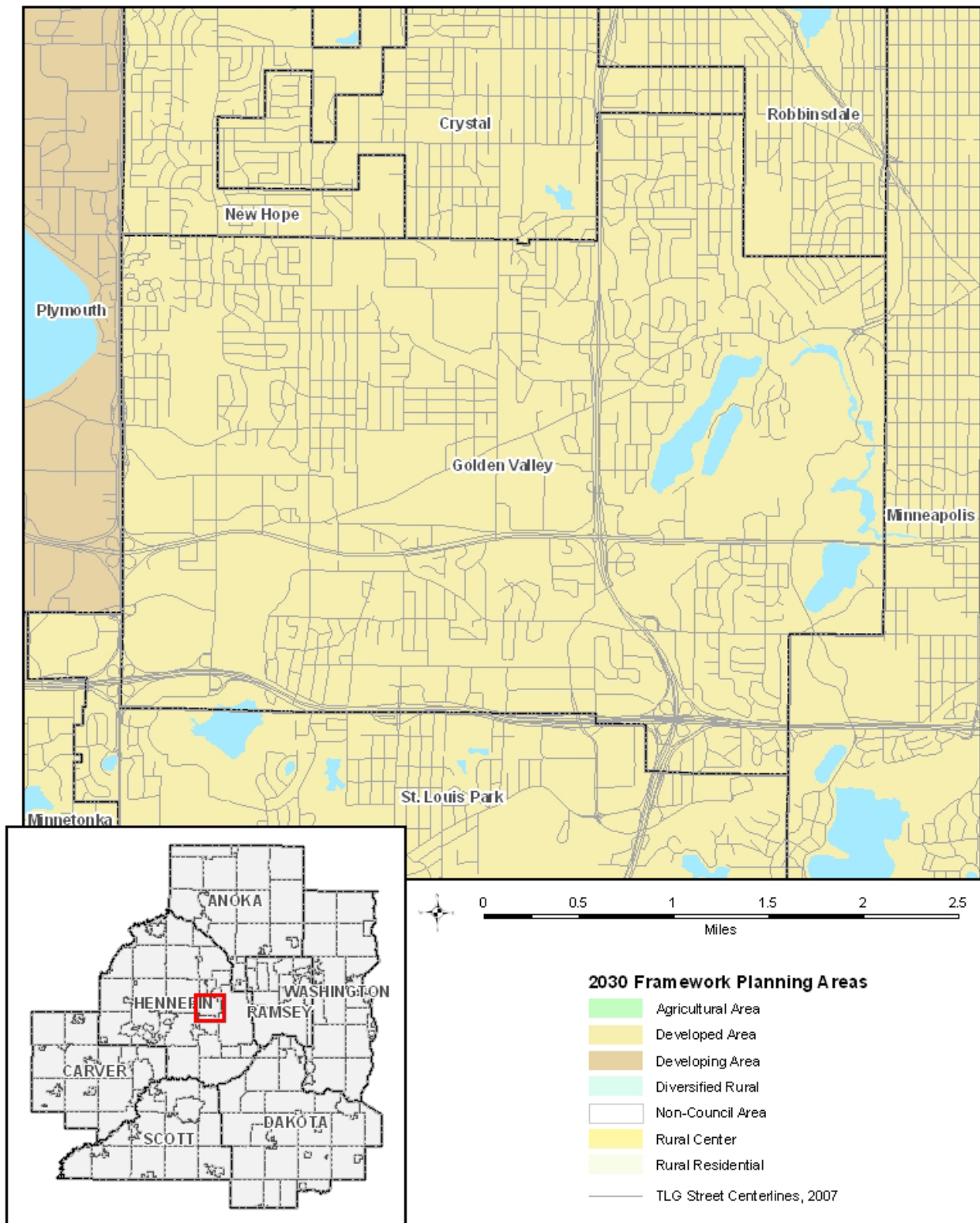


Figure 3. Existing Land Use, 1998-2008
City of Golden Valley

Figure 3.1: Existing Land Use Map 1998-2008

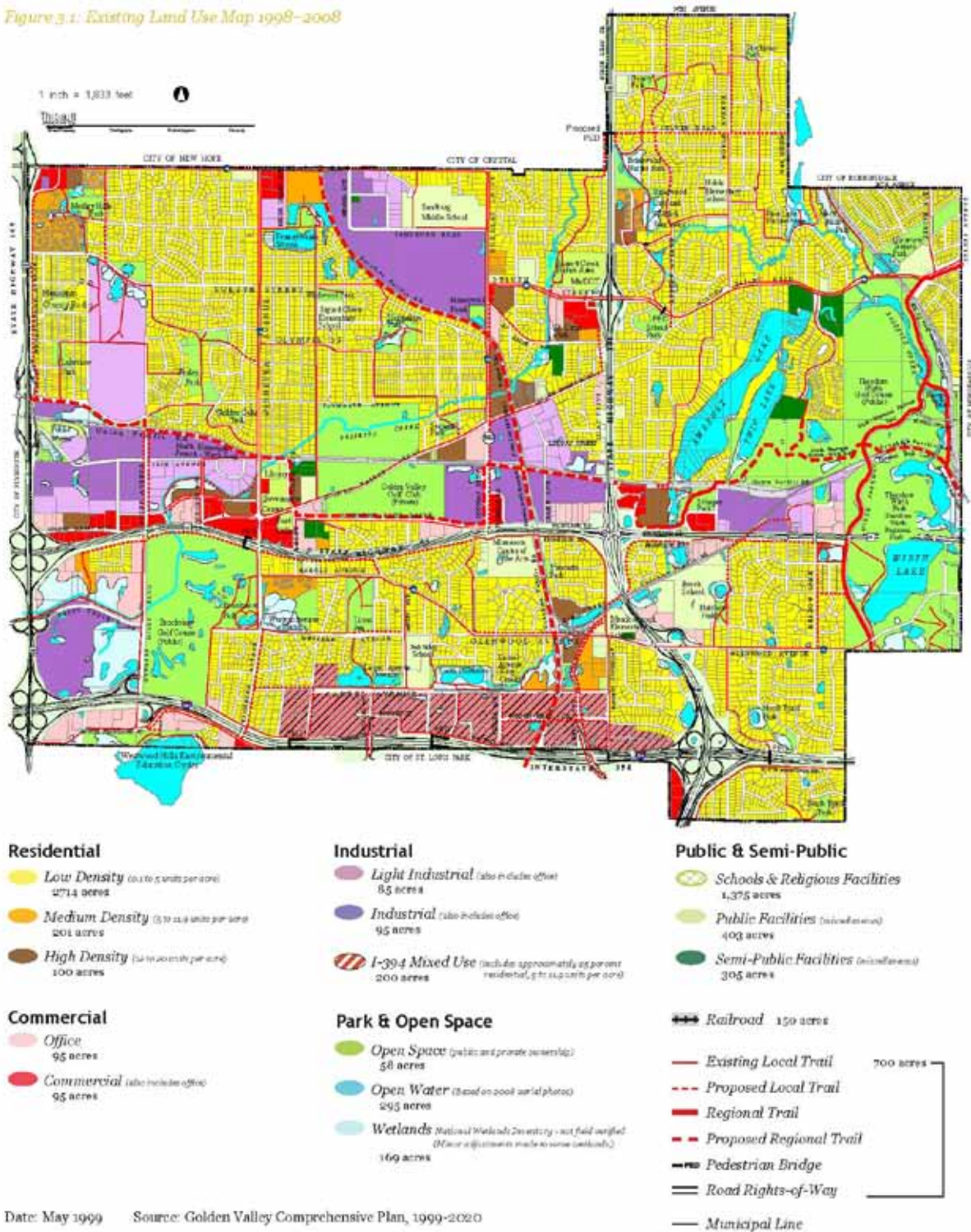
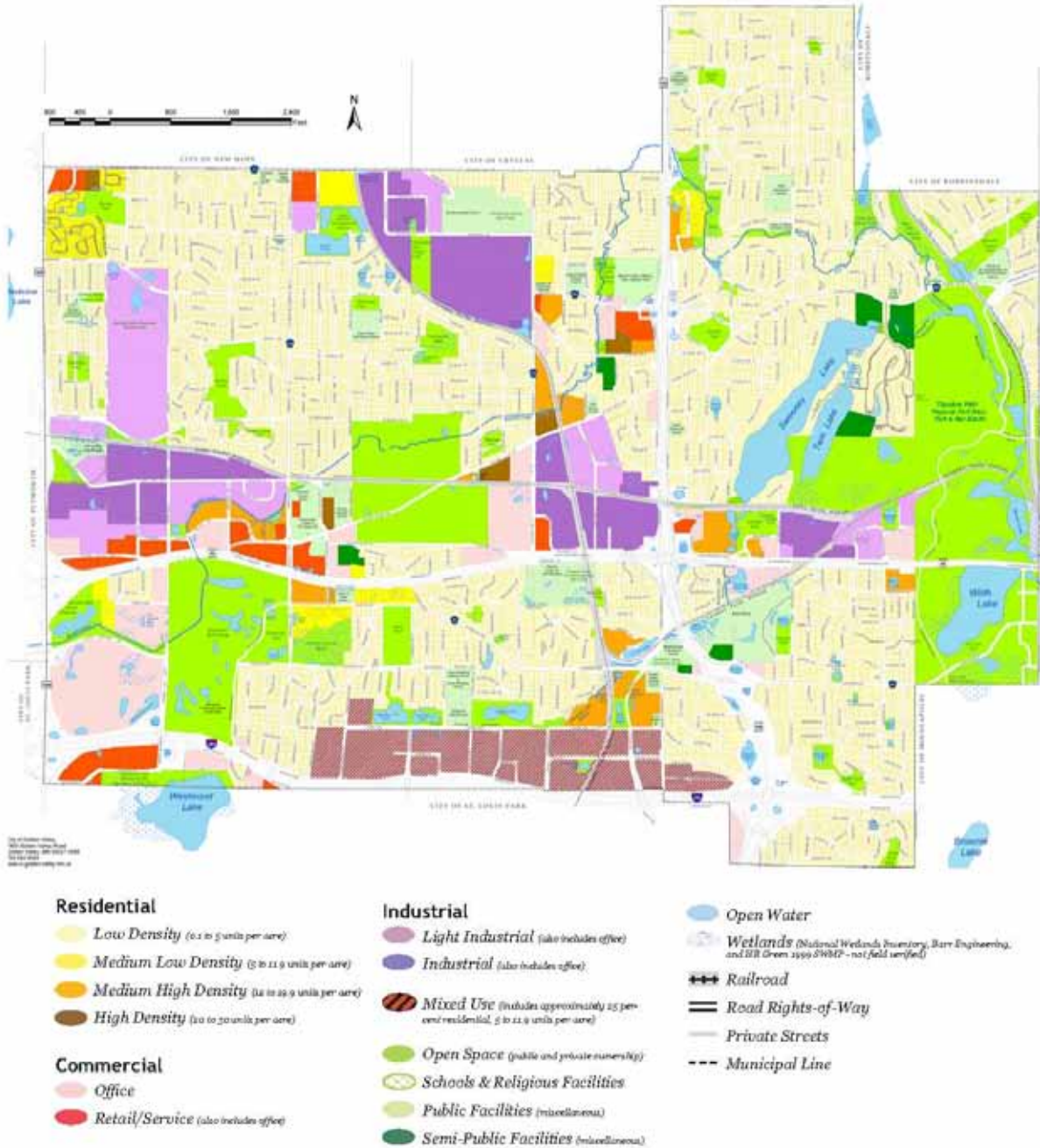


Figure 4. Land Use Plan, 2010-2030
City of Golden Valley

Figure 3.4: Land Use Plan Map 2010-2030



Date: December 4, 2008

Sources: Hennepin County Surveyors Office for Property Lines (2008), DNR, HR Green, Barr Engineering for Wetlands, City of Golden Valley for all other layers

Figure 5: City of Golden Valley, Land Use Table in 5-Year Stages

Existing and Planned Land Use Table (in acres)		Allowed Density Range Housing Units/Acre		Existing (2008)	2010	2015	2020	2025	2030	Change 2000-2030
		Minimum	Maximum							
Within Urban Service Area										
Residential Land Uses										
Low Density Residential	0.1	5	2714	2714	2714	2714	2714	2700	2700	-14
Medium Low Density Residential	5	11.9	201	200	225	225	225	225	225	24
Medium High Density Residential	12	19.9	0	41	41	60	60	60	60	60
High Density Residential	20	30	100	60	65	70	70	70	80	-20
C/I Land Uses										
Office	Est. Employees/Acre									
	5172		95	95	95	100	100	100	100	5
Retail/Service	5172		95	95	75	75	75	75	75	-20
Light Industrial	16,160		85	85	85	85	85	85	85	0
Industrial	5495		95	95	85	80	80	80	80	-15
I-394 Mixed Use	5334		200	200	200	200	200	220	220	20
Public/Semi Public Land Uses										
Open Space			58	58	58	65	65	65	65	7
Schools & Religious Facilities			1375	1375	1375	1349	1349	1349	1349	-26
Public Facilities			403	403	403	403	397	397	397	-6
Semi-Public Facilities			305	305	305	300	300	300	290	-15
Road Rights of Way			700	700	700	700	700	700	700	0
Railroad			150	150	150	150	150	150	150	0
Subtotal Sewered										
Undeveloped										
Wetlands	--	--	169	169	169	169	169	169	169	0
Open Water, Rivers and Streams	--	--	295	295	295	295	295	295	295	0
Total			7040	7040	7040	7040	7040	7040	7040	0

* For planning purposes, I-394 Mixed-Use is assumed to be approximately 25% residential use with 5-11.9 units/acre allowable density. Medium-Low, Medium High and High Density Residential are assumed to be 100% residential use.