Community Development Committee

Meeting date: July 6, 2020

Environment Committee

Meeting date: July 14, 2020

For the Metropolitan Council meeting of July 22, 2020

Subject: City of Norwood Young America 2040 Comprehensive Plan and Comprehensive Sewer Plan, Review File 22238-1

District(s), Member(s): District 4, Deb Barber

Policy/Legal Reference: Metropolitan Land Planning Act (Minn. Stat. § 473.175), Minn. Stat. § 473.513

Staff Prepared/Presented:Raya Esmaeili, Senior Planner (651-602-1616)
Angela R. Torres, Local Planning Assistance Manager (651-602-1566)
Kyle Colvin, Engineering Programs, Manager (651-602-1151)Division/Department:Community Development / Regional Planning
Environmental Services / Technical Services

Proposed Action

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

Recommendations of the Community Development Committee

- 1. Authorize the City of Norwood Young America to place its 2040 Comprehensive Plan into effect.
- 2. Advise the City to:
 - a. Provide the Council with the date that it adopts the final LWMP and with a copy of the final adopted LWMP that will be included in the final Plan document.
 - b. Implement the advisory comments in the Review Record for Forecasts.

Recommendation of the Environment Committee

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



Advisory Comments

The following Advisory Comments are part of the Council action authorizing the City of Norwood Young America to implement its 2040 Comprehensive Plan (Plan).

Community Development Committee

- 1. As stated in the *Local Planning Handbook*, the City must take the following steps:
 - a. Adopt the Plan in final form after considering the Council's review recommendations as contained in the body of this report.
 - b. Submit one hard copy and one electronic copy of the Plan to the Council. The electronic copy must be submitted as one unified file.
 - c. Submit to the Council a copy of the City Council resolution evidencing final adoption of the Plan.
- 2. The *Local Planning 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 to the Plan, local governments should incorporate those recommended changes into the Plan or respond to the Council before "final adoption" of the comprehensive plan by the governing body of the local governmental unit. (Minn. Stat. § 473.858, subd. 3)
- 3. Local governments must adopt official controls as identified in their 2040 comprehensive plans and must submit copies of the official controls to the Council within 30 days after the 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 9 months following amendments to comprehensive plans (Minn. Stat. § 473.865, subd. 3).

Environment Committee

- The Council-approved Comprehensive Sewer Plan becomes effective only after the Plan receives final approval from the local governmental unit's governing body. After the Plan receives final approval from the City and the Comprehensive Sewer Plan becomes effective, the City may implement its Plan to alter, expand, or improve its sewage disposal system consistent with the Council-approved Comprehensive Sewer Plan.
- 2. A copy of the City Council resolution adopting its 2040 comprehensive plan, including its Comprehensive Sewer Plan, must be submitted to the Council.

Background

The City of Norwood Young America is located in southwestern Carver County. It is completely surrounded by Young America Township.

The City submitted its 2040 Comprehensive Plan (Plan) to the Council for review to meet the Metropolitan Land Planning Act requirements (Minn. Stat. §§ 473.851 to 473.871) and the Council's 2015 System Statement requirements.

Review Authority & Rationale

Minn. Stat. § 473.175 directs the Metropolitan Council to review a local government's comprehensive plan and provide a written statement to the local government regarding the Plan's:

- **Conformance** with metropolitan system plans
- Consistency with the adopted plans and policies of the Council
- **Compatibility** with the plans of adjacent governmental units and plans of affected special districts and school districts

By resolution, the Council may require a local government to modify its comprehensive plan if the Council determines 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 (Minn. Stat. § 473.513).

Review Standard	Review Area	Plan Status
Conformance	Regional system plan for Parks	Conforms
Conformance	Regional system plan for Transportation, including Aviation	Conforms
Conformance	Water Resources (Wastewater Services and Surface Water Management)	Conforms
Consistency with Council Policy	Thrive MSP 2040 and Land Use	Consistent
Consistency with Council Policy	Forecasts	Consistent
Consistency with Council Policy	2040 Housing Policy Plan	Consistent
Consistency with Council Policy	Water Supply	Consistent
Consistency with Council Policy	Community and Subsurface Sewage Treatment Systems (SSTS)	Consistent
Compatibility	Compatible with the plans of adjacent and affected governmental districts	Compatible

The attached Review Record details the Council's assessment of the Plan's conformance, consistency, and compatibility, and is summarized below.

Thrive Lens Analysis

The proposed 2040 comprehensive plan is reviewed against the land use policies in *Thrive MSP 2040*. To achieve the outcomes identified in Thrive, the metropolitan development guide defines the Land Use Policy for the region and includes strategies for local governments and the Council to implement. These policies and strategies are interrelated and, taken together, serve to achieve the outcomes identified in Thrive.

Funding

The Metropolitan Council awarded the City a Planning Assistance Grant of \$32,000 to complete its 2040 comprehensive plan. The first half of this grant was paid to initiate the local planning process. The

second half of the grant will be paid after Council authorization of the City's plan, local adoption, and the City's submittal of final reporting requirements.

Known Support / Opposition

There is no known local opposition to the 2040 comprehensive plan.

REVIEW RECORD

City of Norwood Young America 2040 Comprehensive Plan

Review File No. 22238-1, Business Item No. 2020-184 JT

The following Review Record documents how the proposed Plan meets the requirements of the Metropolitan Land Planning Act and conforms to regional system plans, is consistent with regional policies, and is compatible with the plans of adjacent and affected jurisdictions.

Conformance with Regional Systems

The Council reviews plans to determine conformance with metropolitan system plans. The Council has reviewed the City's Plan and finds that it conforms to the Council's regional system plans for Regional Parks, Transportation (including Aviation), and Water Resources.

Regional Parks and Trails

Reviewer: Colin Kelly, Community Development (CD) - Regional Parks (651-602-1361) The Plan conforms to the 2040 Regional Parks Policy Plan (RPPP) for the Regional Parks System element. Carver County is the Park Implementing Agency for Regional Parks System components in Norwood Young America, for which the Plan accurately describes the Regional Parks System components. Regional Trails located within the City include the Twin Cities & Western and the Western Carver County regional trail search corridors (Figure 1). There are no state or federal recreation lands within the City.

Regional Transportation, Transit, and Aviation

Reviewer: Russ Owen, Metropolitan Transportation Services (MTS) (651-602-1724) The Plan conforms to the 2040 Transportation Policy Plan (TPP) adopted in 2015. It accurately reflects transportation system components of the TPP, as well as applicable land use policies. The Plan is also consistent with Council policies regarding community roles, the needs of non-automobile transportation, access to job concentrations, and the needs of freight.

Roadways

The Plan conforms to the Highways system element of the TPP. The Plan accurately accounts for the metropolitan highway system of principal arterials, of which there is one: U.S. TH 212. The Plan also includes the planned additions and improvements identified in the Current Revenue Scenario, and any right-of-way preservation needs. These include pavement improvements between 2019 and 2024.

The Plan accurately reflects the regional functional classification map of A-minor arterials, and has delineated major and minor collectors.

The Plan identifies all the required characteristics of the City's roadways, including existing and future functional class, right-of-way preservation needs, and existing and forecasted traffic volumes for principal and A-minor arterials. Forecasting is consistent with regional methodology. The Plan also includes guidelines on how access will be managed for principal and A-minor arterials.

The Plan identifies roadway and corridor studies that include recommendations regarding alignments, changes in access, and changes in land use. They include Highway 212 Interregional Corridor Management Plan, which looked at crash locations and long term improvements. The Plan accurately describes the status of such facilities, including needs for right-of-way and the likelihood and timing of funding.



Transit

The Plan is consistent with the Transit system element of the TPP and acknowledges the City is within Transit Market Area V. The Plan also acknowledges that the City is not within the Transit Capital Levy District and that the only transit services provided are Transit Link dial-a-ride service and various ridesharing services.

Aviation

The Plan conforms to Aviation system element of the TPP. The Plan includes policies that protect regional airspace from obstructions, addresses seaplane use at Tiger Lake.

Bicycling and Walking

The Plan is consistent with the Bicycling and Pedestrian chapter of the TPP. The Plan identifies existing and future segments of, and connections to, the Regional Bicycle Transportation Network (RBTN), which there are no RBTN corridors or alignments and regional trails.

The Plan is also consistent with Bicycle and Pedestrian policies of the TPP by planning for local pedestrian and bicycle connections to regional trails.

Freight

The Plan is consistent with Freight policies of the TPP. The Plan identifies the needs of freight movement in and through the community, including accessibility to freight terminals and facilities. There are two active railroads in Norwood Young America. Major freight generators are primarily located along the U.S. TH 212 corridor.

Transportation Analysis Zones (TAZs)

The Plan conforms to the TPP regarding TAZ allocations. The City's TAZ allocations for employment, households, and population appropriately sum to the Metropolitan Council's citywide forecast totals for all forecast years.

The City's planned land uses and areas identified for development and redevelopment can accommodate the TAZ forecasted allocations in the Plan, and at densities consistent with the community's Thrive designation.

Water Resources

Wastewater Service

Reviewer: Kyle Colvin, Environmental Services (ES) – Engineering Programs (651-602-1151) The Plan conforms to the *2040 Water Resources Policy Plan* (WRPP). The Plan represents the City's guide for future growth and development through the year 2040. It includes growth forecasts that are consistent with the Council's forecasts for population, households, and employment.

Current wastewater treatment services are provided by a wastewater treatment plant owned and operated by the City. The Plan projects that the City will have 3,895 sewered households and 2,100 sewered employees by 2040.

Current wastewater treatment services are provided by the City at a wastewater treatment plant (WWTP) owned and operated by the City that currently provides service to only Norwood Young America. The Plan indicates that the City's WWTP is currently operating at near 50% capacity; there are no plant expansions proposed for the next 15 to 20 years. The Plan states that the existing treatment capacity at the City's wastewater treatment facility has adequate capacity to provide service through 2040.

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 Plan does not state that the City is considering a request to connect to the Metropolitan Disposal System by 2040, nor does it request that the City's wastewater treatment works be acquired by the Metropolitan Council.

The Plan defines the City's goals, policies, and strategies for preventing and reducing excessive inflow and infiltration (I/I) in the local municipal (city) sanitary sewer system by reference to a program of on-going system replacement of aging mains that are suspectable to I/I.

The Plan indicates that there are requirements and standards for minimizing I/I through an ordinance that prohibits the connection of sump pumps or other sources of surface or groundwater.

Comprehensive Sewer Plan Comments

The Sewer Element of the Plan has been reviewed against the requirements for Comprehensive Sewer Plans for Rural Center communities. It was found to be complete and consistent with Council polices and the regional wastewater system plan. Upon adoption of the Plan by the City, the action of the Council to approve the Comprehensive Sewer Plan becomes effective. At that time, the City may implement its Plan to alter, expand, or improve its sewage disposal system consistent with the approved Comprehensive 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 (651-602-1156)

Norwood Young America lies within the oversight boundaries of the Carver (County) Watershed Management Organization (CWMO). The City submitted a draft Local Water Management Plan (LWMP) update on March 28, 2019. Council staff reviewed and commented on the draft LWMP to the City and CWMO in a letter dated May 9, 2019. The LWMP is in Appendix C of the Plan.

Supplemental information provided by the City in May 2020 included new information as requested for the capital improvement program (CIP). The supplemental information also included the date that the CWMO approved the LWMP, December 17, 2019, as requested previously.

Advisory Comments

The City needs to provide the Council with the date that it adopts the final LWMP. Council staff also request that the City provide a copy of the final adopted LWMP that will be included in the final Plan document.

Consistency with Council Policies

The Council reviews plans to evaluate their apparent consistency with the adopted plans of the Council. Council staff have reviewed the City's Plan and find that it is consistent with the Council's policies, as detailed below.

Forecasts

Reviewer: Paul Hanson, CD – Research (651-602-1642)

The Plan includes the Council forecast for the City. For reference, Council forecasts are shown in Table 1 below.

	Census	Estimated	Council Forecasts		
	2010	2017	2020	2030	2040
Population	3,549	3,818	4,580	7,200	9,200
Households	1,389	1,516	1,900	3,030	3,900
Employment	1,165	1,031	1,600	1,850	2,100

Table 1. City of Norwood Young America Forecasts

The inventory and capacity of the City's land supply for 2040 accommodates their forecasted growth. As mentioned in the Wastewater section before, the City has its own wastewater treatment system which the Plan states can be expanded to meet the growing needs of the City.

Advisory Comments

Table 26 of the Plan illustrates what portion of City forecasts will be connected to the City's sanitary sewer service. While not required, it would be helpful to know what portion of the City's population and households will be served by the City sanitary sewer.

Thrive MSP 2040 and Land Use

Reviewer: Raya Esmaeili, CD – Local Planning Assistance (651-602-1616) The Plan is consistent with *Thrive MSP 2040* and its land use policies. The Plan acknowledges the Thrive community designation of Rural Center (Figure 2). Thrive describes Rural Center communities as local commercial, employment, and residential activity centers serving rural areas in the region. These small towns are surrounded by agricultural lands and serve as centers of commerce to those surrounding farm lands and the accompanying population. Rural Center communities are expected to plan for forecasted population and household growth at average densities of at least 3-5 units per acre for new development and redevelopment. In addition, Rural Center communities should strive for higher-density commercial uses and compatible higher-density residential land uses in the commercial core of the community to ensure efficient uses of existing infrastructure investments.

The existing land uses in Norwood Young America are predominately agricultural (62%) with almost 18% of the current land as residential. The majority of the commercial (1.8%), industrial (2.5%) and public/institutional (4.1%) uses are located along U.S. Highway 212 and along the nearby railroad line. Approximately 9% of the City is parks and open space (Figure 3).

The City has an Orderly Annexation Agreement (OAA) in place with Young America Township. The City's future land use plan for areas within the current city boundary is similar to that of the existing land uses, with additional residential areas identified just outside of the current boundary for a total of over 43% planned residential use. The Plan also indicates 36% of the overall growth area as planning reserve (Figure 4). This designation is for areas currently undeveloped and are reserved for future development post-2040. The growth in these areas is not needed to support 2040 forecasts.

As shown in Table 2 below, the overall planned residential density in the City is between 3.00 and 9.09 units per acre, which is consistent with Thrive for land use and residential density policies for Rural Center community designation.

		2017-2040 Change			
	Der	Density			
Category	Min	Max	Net Acres	Min Units	Max Units
Low Density Residential	1	8	425.1	425	3,401
Medium Density Residential	8	12	160.6	1,285	1,927
High Density Residential	12	18	2.4	29	43
Mixed Use Downtown*	12	18	3.0	36	53
	TO	TALS	591.1	1,774	5,371
*40% residential		Ov	verall Density	3.00	9.09

Table 2. Planned Residential Density, City of Norwood Young America

Orderly Annexation Area (OAA)

As mentioned previously, the City has an existing OAA with Young America Township, entered into in 2008. The Plan acknowledges the OAA and identifies that the land will be annexed from the Township into the City based on the staging plan (Figure 5) which takes into account future utility extensions and

recent growth trends, market conditions, and property owners' initiation. The Plan further states that the City intends to work with the County and the Township to ensure that growth within the OAA area is compatible with City's policies and will be served by a full range of urban services. It also mentions that the City should work with the County and Township to review and adjust the OAA as needed.

Agricultural Preserves

There are several large parcels within the growth areas (currently Young America Township) that are enrolled in the Metropolitan Agricultural Preserves Program (Program). Parcels enrolled in the Program must reflect an agricultural designation in the future land use with a maximum density of 1 unit per 40 acres, as required by state law (Minn. Stat. § 473H), until they expire out of the program. All parcels enrolled in the Program (with or without an existing expiration date) are identified in the Plan and protected against development until their expiration. The Agricultural Preserves properties are all designated with the Planning Reserve land use category (Figure 4), which serves as both a land use category (as described above) and an overlay district for Agricultural Preserve parcels, where there is a known expiration date before 2040. While the property is enrolled, the overlay protects it from development and after exiting the Program, the underlying land use designation will take effect. If a property owner decides to re-enroll in the Program, the Planning Reserve overlay continues to apply.

Housing

Reviewer: Ashleigh Johnson, CD – Housing (651-602-1106)

The Plan is consistent with the 2040 Housing Policy Plan. As of 2017, the City has 1,572 homes of which 64 percent are single-family (1,008 units), 35 percent are multifamily (547 units) and one percent are manufactured (17 units). About 536 homes, or 34 percent of all homes are rented. The City has 78 publicly subsidized housing units. As of 2016, over 90 percent of homes (1,419 units) are affordable to households earning at or below 80% of Area Median Income (AMI). At this income level, approximately 287, or 1/5 of households are cost-burdened, or paying more than 30% of their income toward housing costs. There are 190 households with income at or below 30% AMI, and there are 105 units affordable to those households. At this income level, 129, or almost 68 percent of households are cost-burdened.

The Plan acknowledges the 2021-2030 affordable housing need allocation of 269 units, 126 of which are needed at prices affordable to households earning 30% of AMI or less and 143 of which are needed at prices affordable to households earning between 51 and 80% of AMI. There is no housing need allocation for households earning between 31 and 50% of AMI. As shown in Figure 6 of this report and Table 39 of the Plan (Anticipated Residential Development Over 8 Units per Acre), the Plan guides sufficient land expected to develop in the 2021-2030 time period at a minimum of eight units per acre to allow for development of at least 672 new housing units.

The Plan identifies three existing housing needs: preservation of existing housing stock, a variety of housing types for all stages of life and housing that is affordable to a range of income levels, especially moderate and low-income households.

The housing implementation plan component of the Plan describes that the City will consider multiple sources of funding for preservation, affordability and housing diversity, including Community Development Block Grants (CDBG), Rural Housing Service assistance, 4D Tax Program rate reductions, Tax Increment Financing (TIF) and housing bonds. The Plan also indicates that the City will partner with Carver County Community Development Agency (CDA) to meet many of their housing needs and will consider the Community Land Trust for housing development. The City states that they will develop and implement a local Fair Housing Policy to advance housing equity within Norwood Young America.

Water Supply

Reviewer: John Clark, ES – Water Supply Planning (651-602-1452)

The Plan is consistent with WRPP policies related to water supply, including the policy on sustainable water supplies, the policy on assessing and protecting regional water resources, and the policy on water conservation and reuse.

The City submitted a Local Water Supply Plan (LWSP) to the Minnesota Department of Natural Resources (DNR) in December 2016. The LWSP was provided to the Council by the DNR in August 2017 and reviewed separately. The Council found that version of the plan to be complete in a letter to the DNR dated August 21, 2017. The DNR approved the the City's LWSP in September 2018.

The City subsequently provided their LWSP as an attachment in their 2040 Plan to the Council in March 2019. The version of the LWSP provided in the City's Plan is the same as the version previously provided to the Council by the DNR and was found to meet the requirements for completeness in April 2019 by Council staff.

Community and Subsurface Sewage Treatment Systems (SSTS)

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

The Plan indicates that there are approximately eight SSTS in operation within the current City limits. All other wastewater generators in the City are connected to the municipal wastewater collection system and publicly-owned municipal Wastewater Treatment Facility. Carver County maintains responsibility for all aspects of SSTS design, installation, operation and maintenance in both unincorporated areas and in cities (without their own program) within the County. The Carver County Chapter 52 Ordinance and maintenance management program are both consistent with Minnesota Pollution Control Agency Chapter 7080-7083 Rules and Council WRPP requirements.

Special Resource Protection

Solar Access Protection

Reviewer: Cameran Bailey, CD – Local Planning Assistance (651-602-1212) The Plan is consistent with statutory requirements (Minn. Stat. § 473.859) and Council policy regarding planning for the protection and development of access to direct sunlight for solar energy systems as required by the Metropolitan Land Planning Act (MLPA). The Plan includes the required solar planning elements.

Aggregate Resource Protection

Reviewer: Cameran Bailey, CD – Local Planning Assistance (651-602-1212)

The Plan indicates, consistent with the Council's aggregate resources inventory information contained in *Minnesota Geological Survey Information Circular 46*, that there are no known aggregate resources available for extraction within the community.

Historic Preservation

Reviewer: Raya Esmaeili, CD – Local Planning Assistance (651-602-1616)

The Plan includes a goal to preserve and enhance historically significant areas, structures, and archaeological sites. It includes a historic preservation section within its land use chapter that not only describes the history of settlement in the City, but also provides information about landmarks that are listed on the National Register of Historic Places (Harms Bar, Young America City Hall, and Johann Schimmelpfennig Farmstead). The Plan includes mitigation measures for preserving structures and the history of place.

Plan Implementation

Reviewer: Raya Esmaeili, CD – Local Planning Assistance (651-602-1616) The Plan includes a description of and schedule for any necessary changes to the capital improvement program, the zoning code, the subdivision code, the SSTS code, and the housing implementation program.

The Plan, with supplemental materials, describes the official controls and fiscal devices that the City will employ to implement the Plan. Specific implementation strategies are contained in individual chapters of the Plan, with capital improvements planning detailed in Appendix D of the Plan.

Compatibility with Plans of Adjacent Governmental Units and Plans of Affected Special Districts and School Districts

The proposed Plan is compatible with the plans of adjacent jurisdictions. No compatibility issues with plans of adjacent governmental units and plans of affected special districts and school districts were identified.

Documents Submitted for Review

In response to the 2015 System Statement, the City submitted the following documents for review:

- March 28, 2019: Norwood Young America 2040 Comprehensive Plan and Local Surface Water Management Plan
- April 12, 2019: City of Norwood Young America Signed Resolution
- December 30, 2019: Revised Comprehensive Plan Responding to Council Incomplete Items for Wastewater, Forecasts, Land Use, Surface Water Management, and Housing
- January 21, 2020: Revised Housing Chapter
- February 7, 2020: Revised TAZ Forecasts in Appendix E
- February 28, 2020: Revised Wastewater and Land Use Information
- March 3, 2020: Revised Land Use Information
- March 23, 2020: Revised Land Use Maps and Information
- April 12, 2020: Revised Land Use Information
- April 29, 2020: Revised Future Land Use Plan Map
- May 15, 2020: Revised Land Use Information and Local Water Management Plan

Attachments

- Figure 1: Location Map with Regional Systems
- Figure 2: Thrive MSP 2040 Community Designations
- Figure 3: Existing Land Use
- Figure 4: 2040 Future Land Use
- Figure 5: Development Staging Map
- Figure 6: Land Guided for Affordable Housing



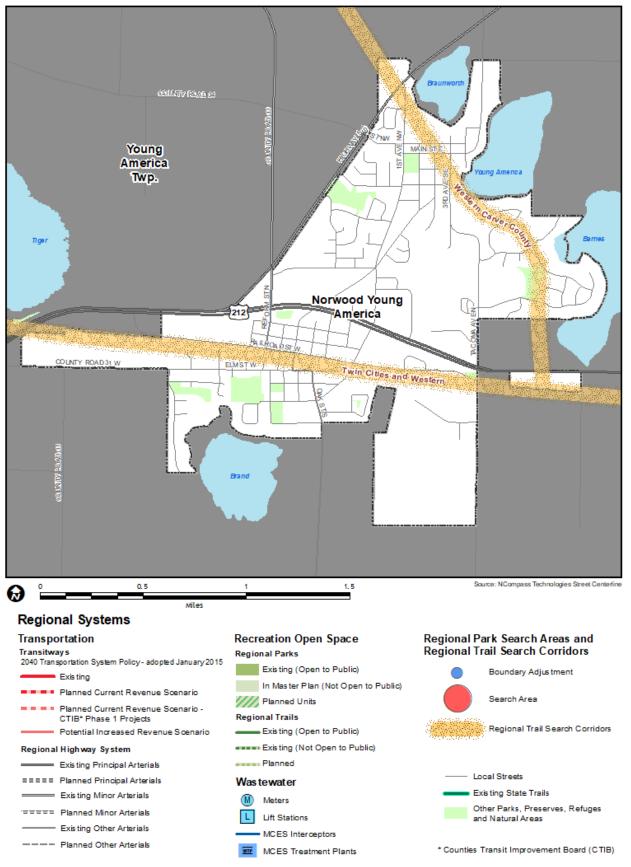
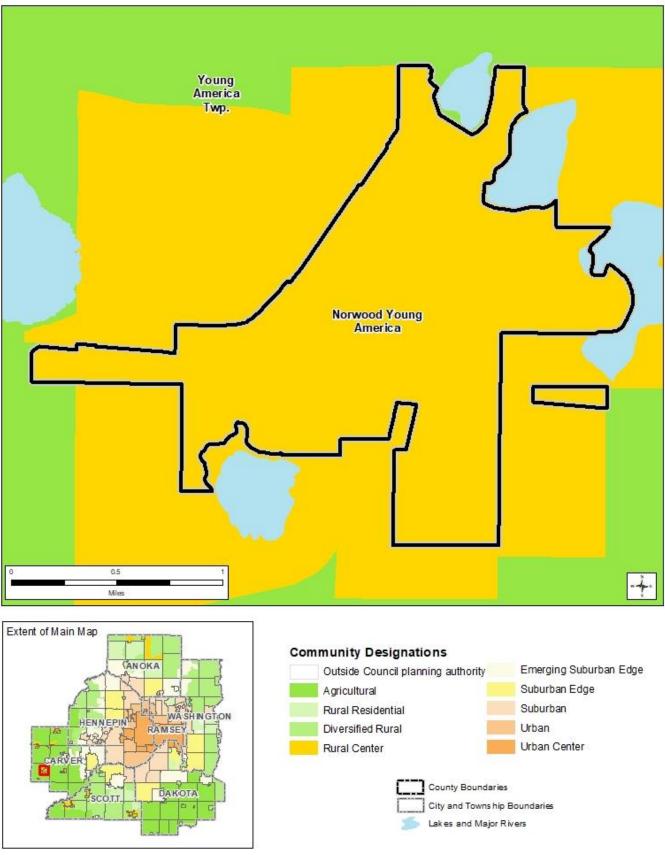


Figure 2. Thrive MSP 2040 Community Designations



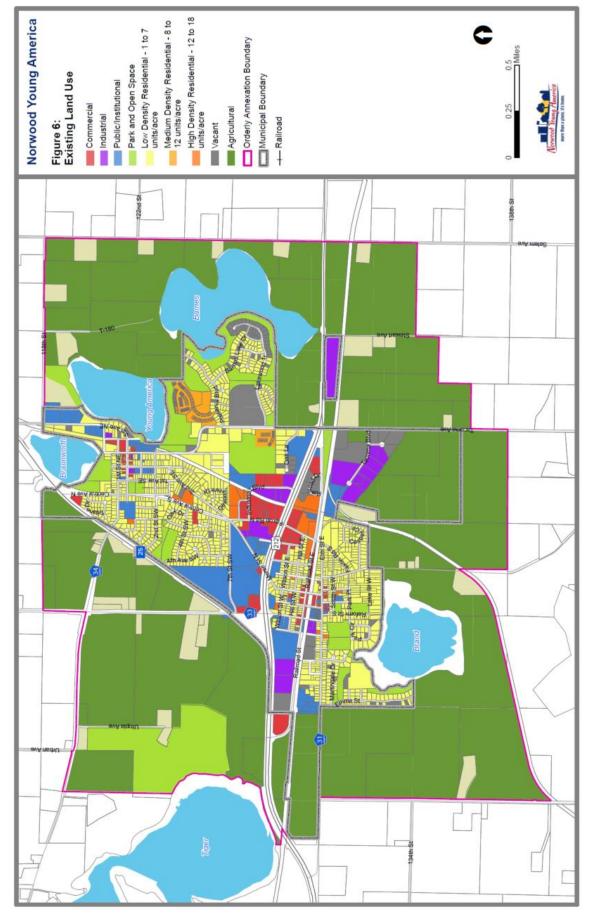


Figure 3. Existing Land Use

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Figure 4. 2040 Future Land Use

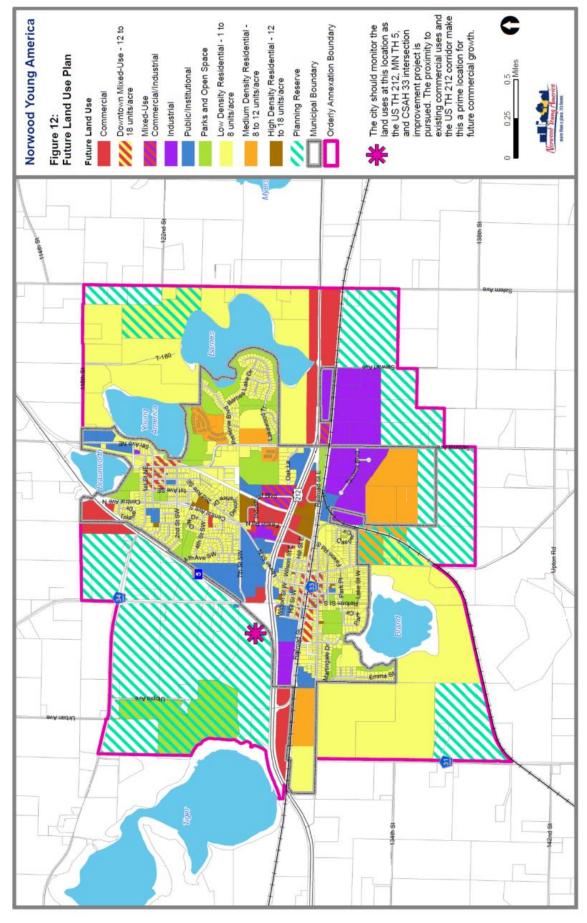


Figure 5. Development Staging Map

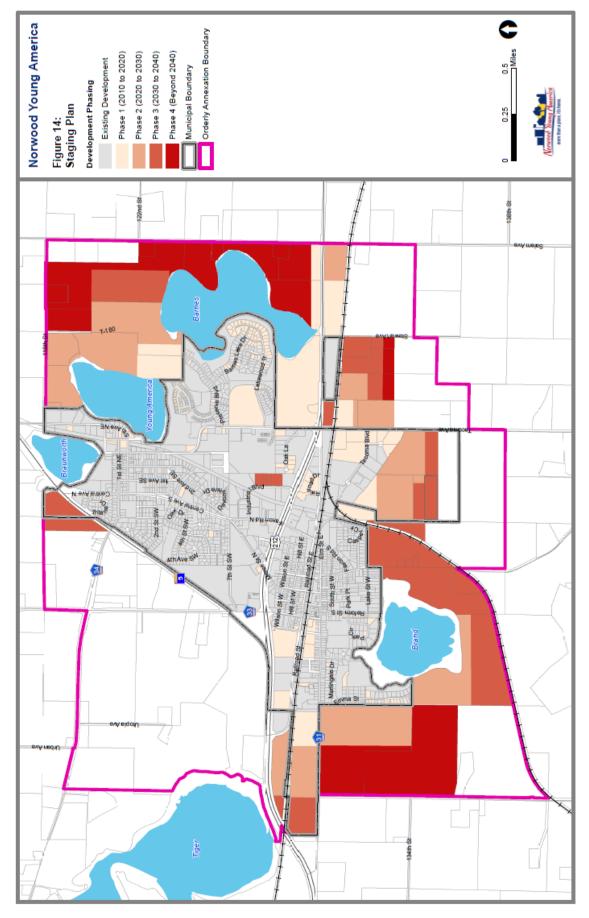


Figure 6. Land Guided for Affordable Housing

2021-2030 share of regional need for Affordable Housing: 2021-2030 total regional need for Affordable Housing: 37,900 units

269 units

	Available Acres	Minimum Density (units per acre)	Expected % Residential =	Minimum = Units Possible
Medium Density Residential	78.00	8	100%	624
High Density Residential	4.00	12	100%	48
Total	82			672

Affordable units built since 2021: 0

Sufficient/(insufficient) units possible against share of regional need: 403



Sufficient/(insufficient) units possible adjusted for affordable units built: 403

Number of Comp Plan Amendments approved since Comp Plan Update: 0