

Community Development Committee

Meeting date: March 16, 2020

Environment Committee

Meeting date: March 24, 2020

For the Metropolitan Council meeting of April 8, 2020

Subject: City of Hamburg 2040 Comprehensive Plan and Comprehensive Sewer Plan, Review File 22097-1

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 Hamburg to place its 2040 Comprehensive Plan into effect.
2. Advise the City to implement the advisory comment in the Review Record for Surface Water Management.

Recommendation of the Environment Committee

1. Approve the City of Hamburg's Comprehensive Sewer Plan.

Advisory Comments

The following Advisory Comments are part of the Council action authorizing the City of Hamburg 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

1. 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 Hamburg 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).

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

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	<i>Thrive MSP 2040</i> and Land Use	Consistent
Consistency with Council Policy	Forecasts	Consistent
Consistency with Council Policy	<i>2040 Housing Policy Plan</i>	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

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 Hamburg 2040 Comprehensive Plan

Review File No. 22097-1, Business Item No. 2020-85 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. There are no Regional Parks System components within Hamburg as identified in the 2040 RPPP, which Hamburg has stated in its Plan. There are no State or Federal recreation lands within the City either.

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 for regional transitways. 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, for which there are none in the City. The closest principal arterial is U.S. Highway 212, approximately two miles north of the City. 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/or changes in land use. It includes the Carver County Comprehensive Plan from 2018 and the Carver County Roadway Safety Plan from 2013. The Plan accurately describes the status of such facilities, including needs for right-of-way.

Transit

The Plan conforms to the Transit system element of the TPP. It shows the location of existing transit routes and facilities and acknowledges the City is within Transit Market Area V.

The Plan is consistent with the policies of the Transit system element of the TPP.

The Plan addresses City roles related to its Community Designation.

Aviation

The Plan conforms to Aviation system element of the TPP. The Plan includes policies that protect regional airspace from obstructions.

Bicycling and Walking

The Plan is consistent with the Bicycling and Pedestrian chapter of the TPP. The Plan acknowledges that there are no existing or future segments of, or connections to, the Regional Bicycle Transportation Network (RBTN) in the City.

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 City, including accessibility to freight terminals and facilities. There is one active rail line in Hamburg, the Minnesota Prairie Line Railroad.

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 Council's citywide forecast totals.

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 City's Thrive community 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 250 sewer households and 150 sewer employees by 2040.

The City's wastewater treatment facility consists of a non-aeration pond system consisting of two primary and one secondary treatment cells. The Plan states that the existing liquids treatment capacity at the mechanical treatment portion of the City's wastewater treatment facility has adequate capacity to provide service through 2040. The Plan includes a facility plan that identifies the timing and financing for the capacity improvements to the wastewater treatment facility.

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 and laterals that are susceptible to I/I.

The Plan indicates that there are requirements and standards for minimizing I/I through an ordinance that prohibits the connection of roof downspouts, foundation drains, area drains, 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 policies 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: Jim Larsen, CD – Local Planning Assistance (651-602-1159)

The Plan is consistent with Council policy requirements and in conformance with the WRPP for local surface water management. The City of Hamburg lies within the oversight boundaries of the Carver (County) Watershed Management Organization (WMO). The City submitted a draft Local Water Management Plan (LWMP) update to the Council in conjunction with the 2040 Preliminary Plan on September 28, 2018. Council Water Resources staff reviewed and commented on the draft LWMP to the City and WMO in a letter dated October 8, 2018. The Plan incorporates the December 21, 2018 final LWMP version in Appendix B.

Advisory Comments

When available, Council staff request that the City provide the date the County approved the LWMP, and the date the City adopted the LWMP.

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's forecasts for the City. For reference, Council forecasts are shown in Table 1 below.

Table 1. City of Hamburg Forecasts

	Census	Estimated	Council Forecasts		
	2010	2017	2020	2030	2040
Population	513	492	510	550	600
Households	201	203	210	230	250
Employment	109	86	130	140	150

All forecast tables throughout the Plan are consistent. The inventory and capacity of Hamburg's land supply for 2030 and 2040 accommodates their forecasted growth.

Thrive MSP 2040 and Land Use

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

The Plan is consistent with *Thrive MSP 2040* (Thrive) 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 the City of Hamburg are predominately residential (about 63%), most of the existing commercial uses (1.3%) are along Park Avenue and Railroad Street, and the industrial areas (3.4%) are mainly located in the northeastern part of the City. Seventeen percent of the City is parks and recreation, with almost 7% of the City as undeveloped/vacant land (Figure 3).

The City’s future land use map (Figure 4) shows that the majority of the City continues to be guided as Low Density Residential. Areas guided for Medium Density Residential and Mixed Use are mainly planned around Park Avenue and along the railroad corridor. Approximately 20% of the City is guided for Park, Recreation or Preserve, that are located on the northern and southern edges of the City. The Plan also includes a staging plan (Figure 5) that shows the sequence of development to manage growth and extend infrastructure.

As shown in Table 2 below, the overall minimum net density of development in the City of Hamburg is 5.7 units per acre, which is consistent with land use and residential density policies for a Rural Center community designation.

Table 2. Planned Residential Density, City of Hamburg

Category	Density		Net Acres	2016-2040 Change	
	Min	Max		Min Units	Max Units
Low Density Residential	3	4	0.9	3	4
Medium Density Residential	4	10	2.1	8	21
Mixed Use Primarily Residential*	8	13	2.6	21	34
	TOTALS		5.6	32	58
			Overall Density	5.70	10.43

*50% residential

Housing

Reviewer: Hilary Lovelace, CD – Housing (651-602-1555)

The Plan is consistent with the 2040 Housing Policy Plan. As of 2016, the City has nearly 220 homes including nearly 50 multifamily units and more than 170 single-family homes. Approximately 40 homes are rented. More than 210 housing units are currently affordable to households earning under 80% of Area Median Income (AMI), however, nearly 35 households earning 80% of AMI or below are paying more than 30% of their income toward housing costs. There are 30 units affordable to households with income at or below 30% AMI and still more than 15 cost burdened households with incomes at or below 30% AMI. Hamburg is unique among other communities in the 7-county metro in that more than three quarters of the City’s housing units are affordable between 31 and 50% of the regional AMI.

The Plan identifies existing housing needs including preservation of existing rental housing stock, supporting new and existing homeowners, senior housing, and units affordable to those earning 80% AMI or below. The City does not currently have any publicly subsidized housing.

The Plan acknowledges the 2021-2030 affordable housing need allocation of 4 units, 2 of which are needed at prices affordable to households earning 30% of AMI or less, none of which are needed at prices affordable to households earning between 31 and 50% of AMI, and 2 of which are needed at prices affordable to households earning between 51 and 80% of AMI. As shown in Figure 6, 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 six new housing units. The only land guided to develop at a minimum of eight units per acre is land guided for mixed use development.

The housing implementation plan component of the Plan describes that the City will consider an accessory dwelling unit policy, tax abatement for senior housing, and a 4d program in partnership with the Carver County CDA. The Plan also indicates that the City will consider TIF for affordable housing, and refer residents to housing programs the CDA offers. The City will consider working with stakeholders to develop guiding principles, frameworks, and action plans to consider and incorporate the needs of older residents into development decisions.

Water Supply

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

The Plan is consistent with the 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 prepared a Local Water Supply Plan (LWSP) that was submitted to both the Minnesota Department of Natural Resources (DNR) and Metropolitan Council and reviewed separately. The initial LWSP was considered complete by the Council, and a review letter was sent to the DNR on July 3, 2019. The DNR approved the LWSP in July of 2019.

Community and Subsurface Sewage Treatment Systems (SSTS)

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

The Plan indicates that the entire City is served by the local sanitary sewer collection and municipal wastewater treatment facility. There are no other public or privately-owned Community Wastewater Treatment Systems or individual SSTS in operation in the City.

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

The Plan indicates, consistent with the Council's aggregate resources inventory included in *Minnesota Geological Survey Information Circular 46*, that there are no known deposits of viable aggregate resources available for mining within the City.

Historic Preservation

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

The Plan identifies two structures in the City that are on the National Register of Historic Places: the Hebeisen Hardware Store built in 1907 and the Jacob Hebeisen house dated from 1884. There are also other sites with historic qualities that are not listed on the National Register. The Plan mentions the City's commitment to preserving its history and working with other partners, such as the Carver County Historical Society to identify other historic properties and protect them. The Plan also includes goals and policies of supporting the community character and promoting developments that are compatible with the overall community identity.

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 zoning code, the subdivision code, the City budget, 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. The City has few operating expenditures and does not have a Capital Improvement Plan (CIP).

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

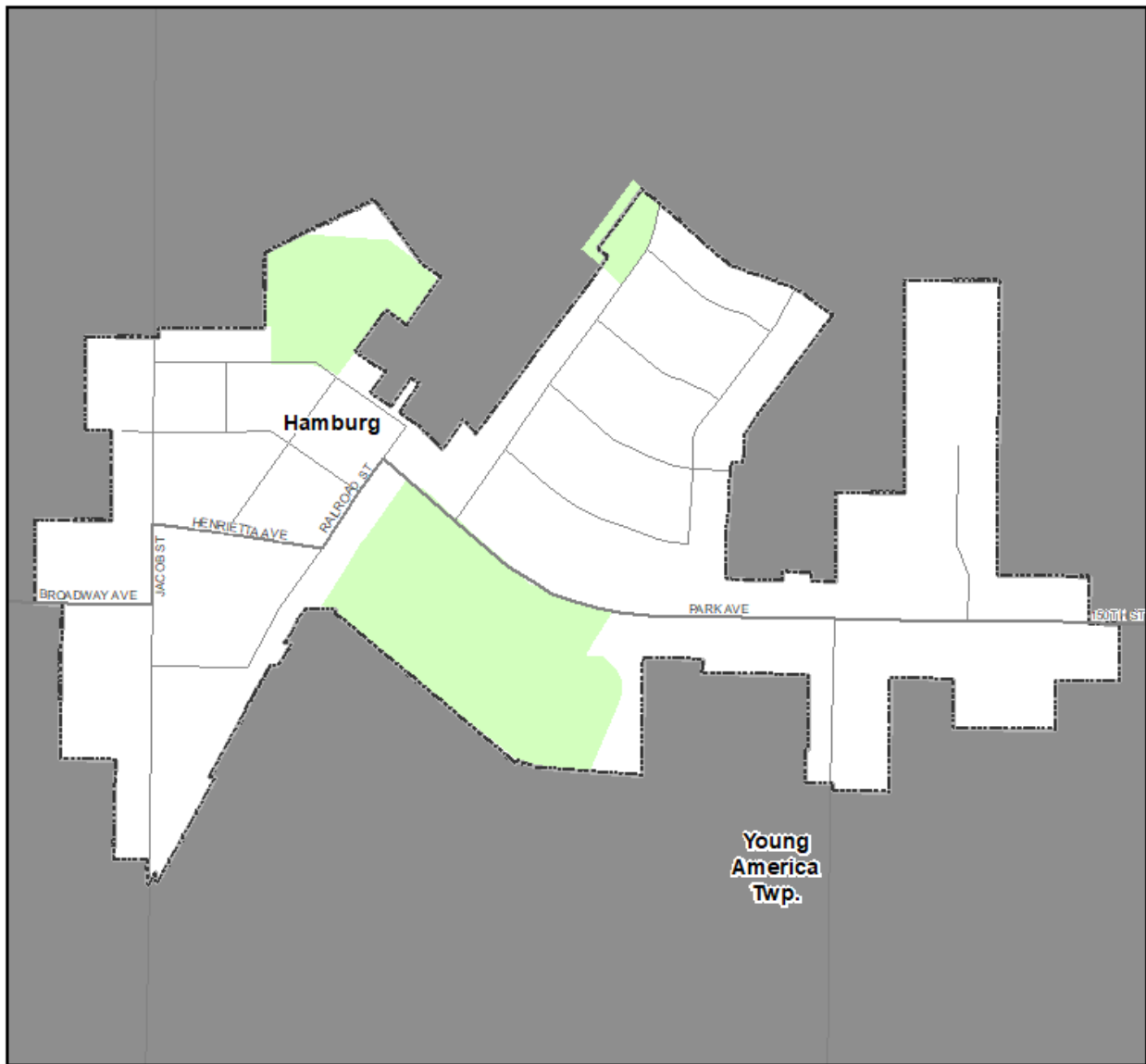
In response to the 2015 System Statement, the City submitted the following documents for review:

- September 28, 2018: Hamburg Preliminary 2040 Comprehensive Plan
- December 31, 2018: Hamburg 2040 Comprehensive Plan
- July 2, 2019: Local Water Supply Plan
- January 8, 2020: Revised Comprehensive Plan Responding to Council Incomplete Items for Land Use, Water Supply, Surface Water Management, Housing, Wastewater, and Implementation.
- January 30, 2020: Revised Comprehensive Plan
- January 30, 2020: Revised Sanitary Sewer Plan Map
- February 19, 2020: Revised Comprehensive Plan Responding to Council Incomplete Items.

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: Staging Plan Map
- Figure 6: Land Guided for Affordable Housing

Figure 1. Location Map with Regional Systems



0 0.4 Miles Source: NCompass Technologies Street Centerline

Regional Systems

Transportation

Transitways

2040 Transportation System Policy - adopted January 2015

- Existing
- - - - Planned Current Revenue Scenario
- · - · - Planned Current Revenue Scenario - CTIB* Phase 1 Projects
- · — · — Potential Increased Revenue Scenario

Regional Highway System

- Existing Principal Arterials
- Planned Principal Arterials
- Existing Minor Arterials
- Planned Minor Arterials
- Existing Other Arterials
- Planned Other Arterials

Recreation Open Space

Regional Parks

- Existing (Open to Public)
- In Master Plan (Not Open to Public)
- Planned Units

Regional Trails

- Existing (Open to Public)
- - - - Existing (Not Open to Public)
- · - · - Planned

Wastewater

- M Meters
- L Lift Stations
- MCES Interceptors
- MTP MCES Treatment Plants

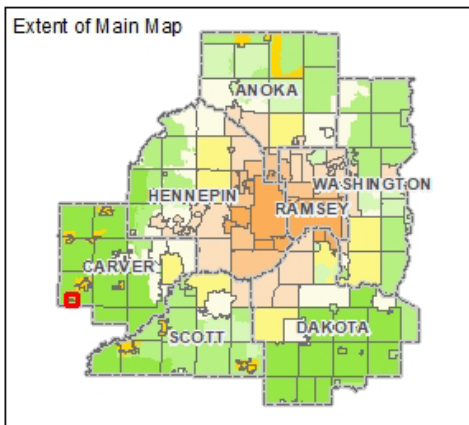
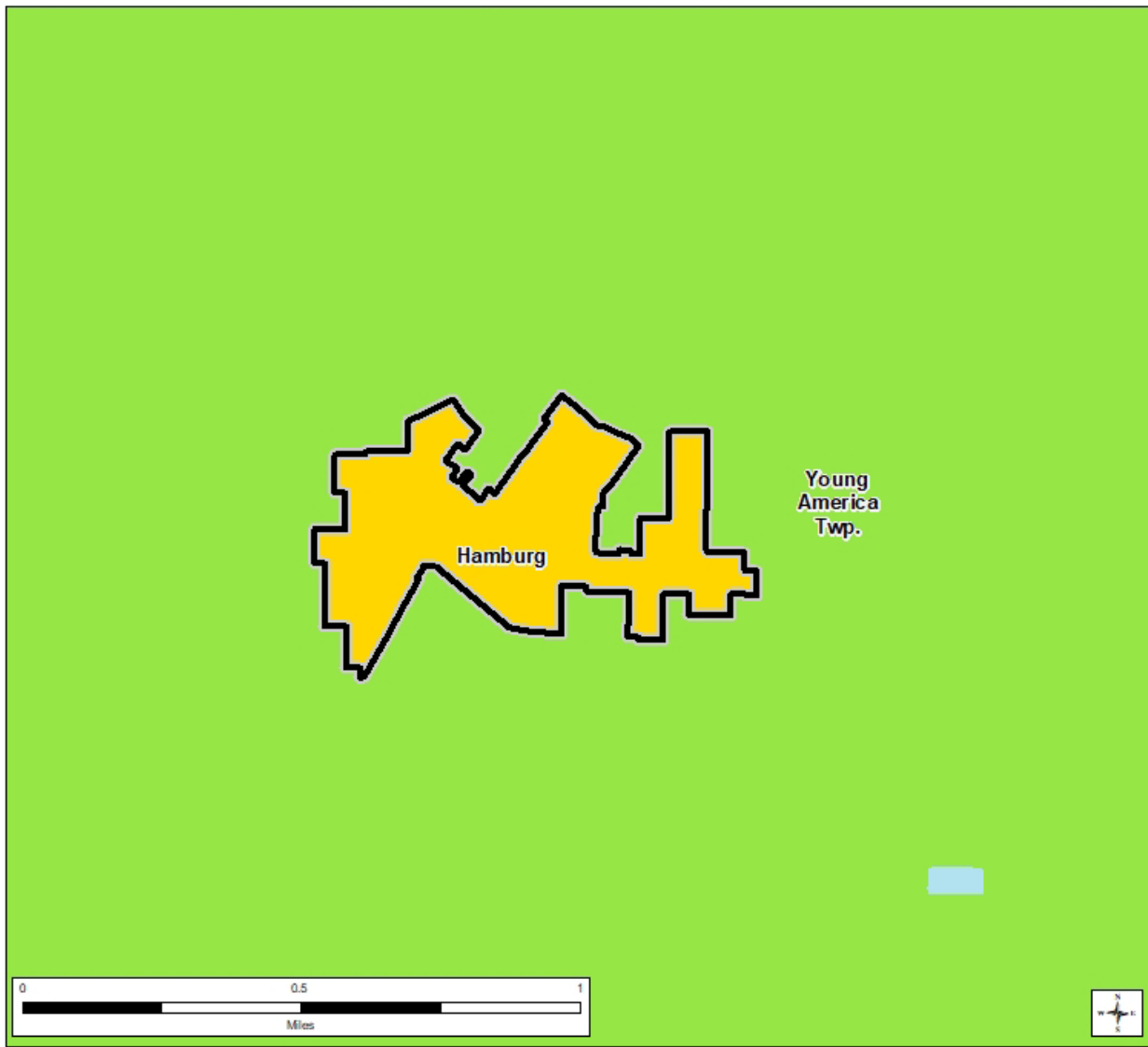
Regional Park Search Areas and Regional Trail Search Corridors

- Boundary Adjustment
- Search Area
- Regional Trail Search Corridors

- Local Streets
- Existing State Trails
- Other Parks, Preserves, Refuges and Natural Areas

* Counties Transit Improvement Board (CTIB)

Figure 2. Thrive MSP 2040 Community Designations



Community Designations

- Outside Council planning authority
- Agricultural
- Rural Residential
- Diversified Rural
- Rural Center
- Emerging Suburban Edge
- Suburban Edge
- Suburban
- Urban
- Urban Center

- County Boundaries
- City and Township Boundaries
- Lakes and Major Rivers

Figure 3. Existing Land Use

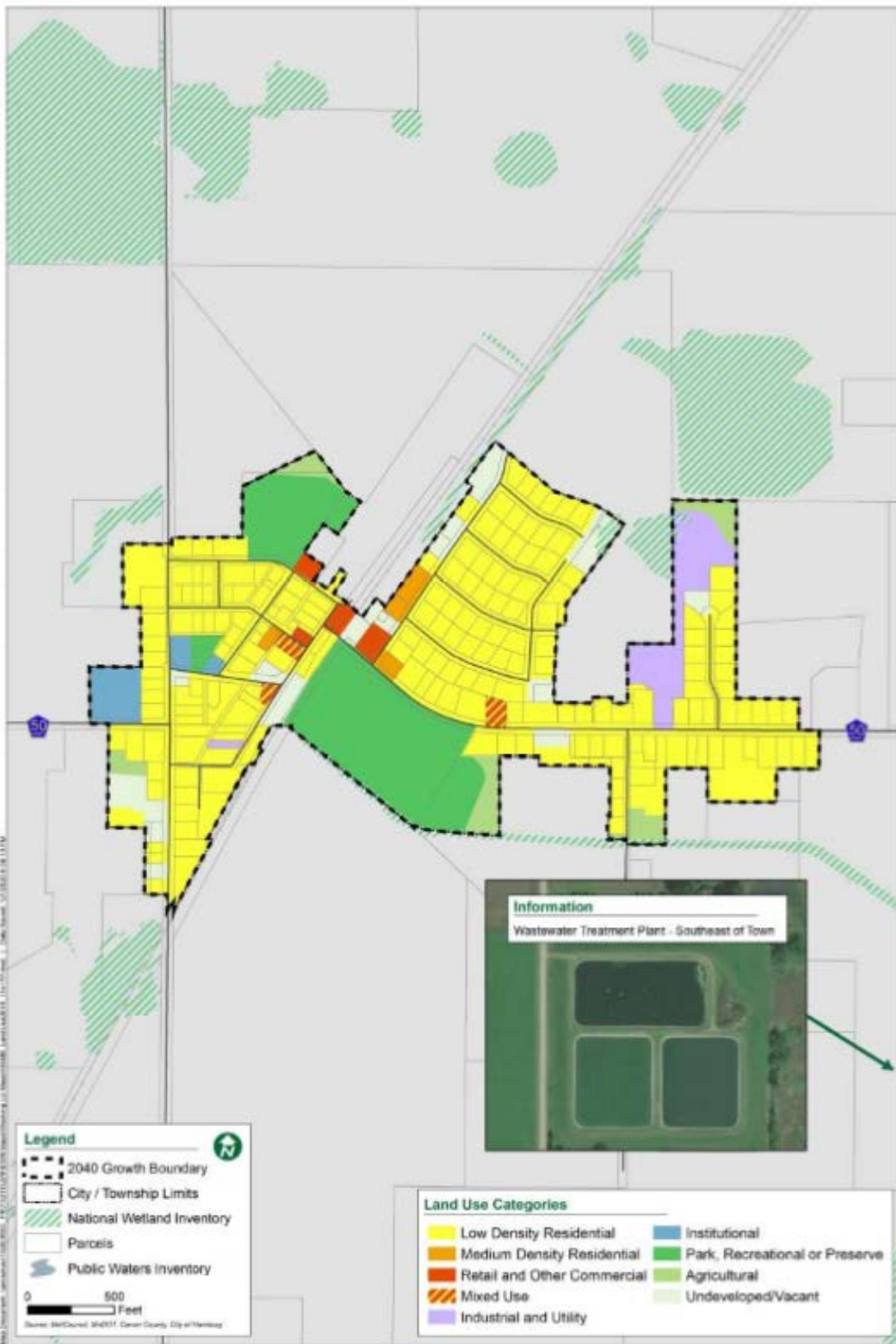


Figure 4. 2040 Future Land Use

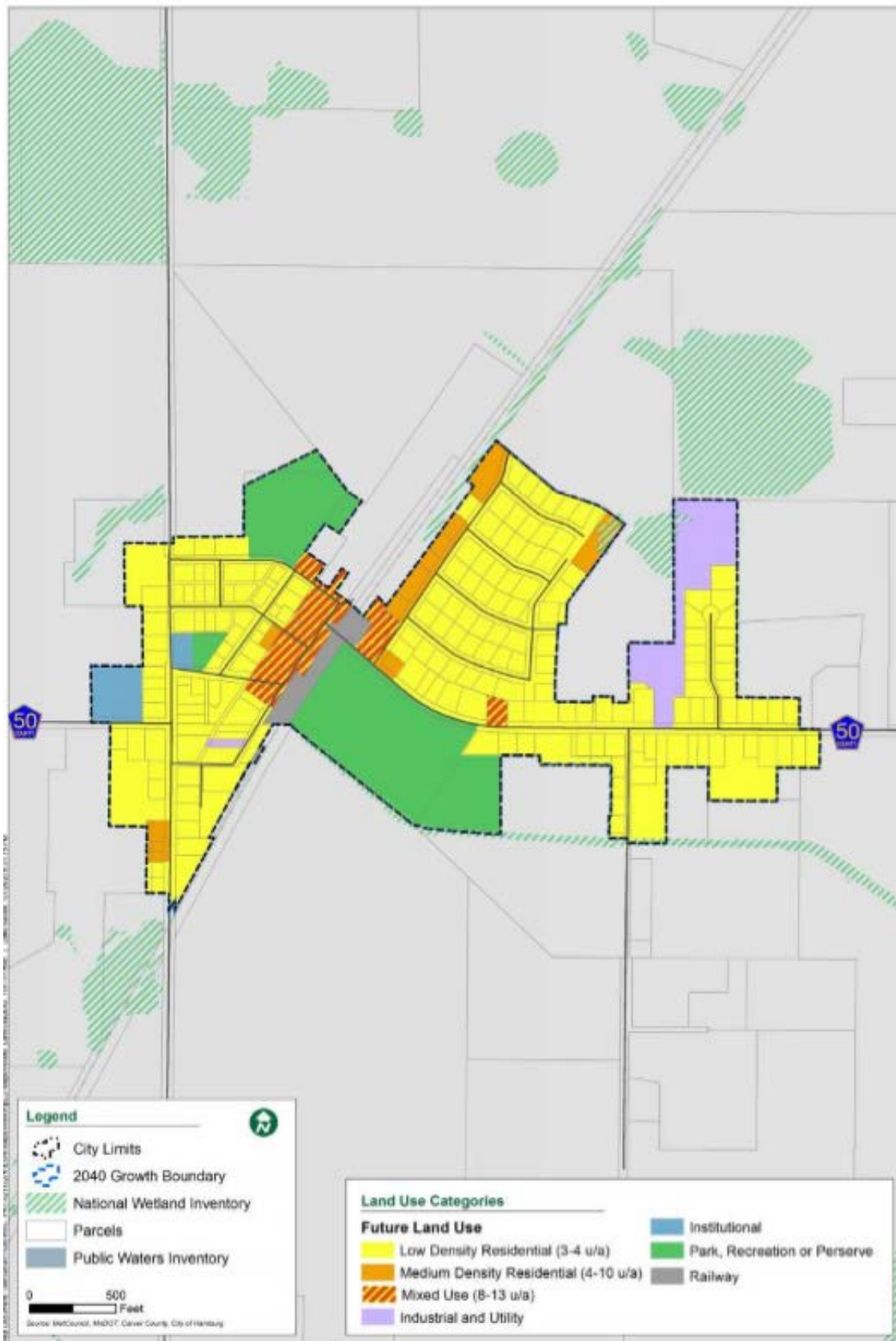


Figure 6. Land Guided for Affordable Housing

2021-2030 share of regional need for Affordable Housing: **4 units**
 2021-2030 total regional need for Affordable Housing: **37,900 units**

	Available Acres	×	Minimum Density <i>(units per acre)</i>	×	Expected % Residential <i>(if mixed use)</i>	=	Minimum Units Possible
Mixed Use	1.30		8		50%		6
Total	1						6

Sufficient/(insufficient) units possible against share of regional need: **2**

Affordable units built since 2021: **0**

Sufficient/(insufficient) units possible adjusted for affordable units built: **2**

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

