

## Community Development Committee

Meeting date: May 17, 2021

For the Metropolitan Council meeting of May 26, 2021

**Subject:** City of Orono, Orono Crossings Comprehensive Plan Amendment, Review File 22055-6

**District(s), Member(s):** District 3, Christopher Ferguson

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

**Staff Prepared/Presented:** Jerome Benner II, Senior Planner (651-602-1494)  
Angela R. Torres, Local Planning Assistance Manager (651-602-1566)

**Division/Department:** Community Development / Regional Planning

### Proposed Action

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

1. Authorize the City of Orono to place its comprehensive plan amendment into effect.
2. Revise the City's forecasts and sewer-serviced forecasts upward in 2020 and 2030 as shown in Tables 1 and 2 in the Review Record.
3. Revise the affordable housing need allocation for the City to 85 units.
4. Advise the City to implement the advisory comments in the Review Record for Forecasts, Transit, and Wastewater.

### Background

The City of Orono submitted the Orono Crossings comprehensive plan amendment on March 26, 2021 and provided supplemental information on April 2, 2021. The amendment proposes to reguide 3.69 acres from High Density Residential to Urban Medium High Density Residential located at the northwest corner of Willow Drive and Wayzata Boulevard. The purpose of the land use change is to accommodate a 37-unit residential development. The amendment also proposes adjustments to 2020 and 2030 forecasts that are related, but not limited to, the proposed development. This is the City's fifth amendment to its 2040 Comprehensive Plan.

### Rationale

The proposed amendment conforms to regional system plans, is consistent with Council policies, and is compatible with the plans of other local communities and school districts.

### Thrive Lens Analysis

The proposed amendment 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

None.

### Known Support / Opposition

There is no known opposition.



# REVIEW RECORD

City of Orono

Orono Crossings Comprehensive Plan Amendment

Review File No. 22055-6, Business Item No. 2021-116

## BACKGROUND

The City of Orono (City) is located on Lake Minnetonka in Hennepin County, bordered by Medina to the north, Independence, Minnetrista, Mound, and Spring Park to the west, Shorewood, Tonka Bay, Minnetonka Beach, Shorewood, and Greenwood to the south, and Deephaven, Wayzata, and Plymouth to the east. The City of Long Lake is also completely contained within Orono.

*Thrive MSP 2040* (Thrive) designates Orono with “Emerging Suburban Edge” and “Rural Residential” community designations. The Council forecasts from 2020 to 2040 that the City will grow from 8,100 to 9,500 population and 3,200 to 3,900 households. The Council also forecasts that between 2020 and 2040, the City’s employment will increase from 1,700 to 1,800 jobs.

The Metropolitan Council reviewed the City of Orono 2040 Comprehensive Plan ([Business Item 2019-105 JT](#), Review File No. 22055-1) on May 22, 2019. This is the fifth comprehensive plan amendment since the 2040 Plan was reviewed.

## REQUEST SUMMARY

The amendment proposes to reguide 3.69 acres from High Density Residential to Urban Medium High Density Residential located at the northwest corner of Willow Drive and Wayzata Boulevard. The purpose of the land use change is to accommodate a 37-unit residential development. The amendment also proposes adjustments to 2020 and 2030 forecasts that are related, but not limited to, the proposed development.

## OVERVIEW

### Conformance with Regional Systems

The amendment conforms to the Regional System Plans for Parks, Transportation (including Aviation), and Wastewater, with no substantial impact on, or departure from, these plans.

### Consistency with Council Policies

The amendment is consistent with the *Thrive MSP 2040*, with the *Housing Policy Plan*, with water resources management, and is consistent with Council forecasts, with proposed changes.

### Compatibility with Plans of Adjacent Jurisdictions

The amendment will not have an impact on adjacent communities, school districts, or watershed districts, and is compatible with the plans of those districts.

## PREVIOUS COUNCIL ACTIONS

- The Council acted on the 2040 Plan on May 22, 2019 ([Business Item 2019-105 JT](#), Review File No. 22055-1).
- The Wayzata Country Club amendment was administratively approved by the Council on October 29, 2019 (Review File No. 22055-2). The amendment did not reguide any land. The

purpose of the amendment was to expand the Metropolitan Urban Service Area (MUSA) to provide sewer service to the 1,720-acre Wayzata Country Club.

- The 135 Orchard Road amendment was administratively approved by the Council on April 23, 2021 (Review File No. 22055-3). The amendment expanded the MUSA to provide sanitary sewer service to a planned residential development at 135 Orono Orchard Road. The guiding land use of the 39.4-acre MUSA expansion remains Low Density Residential.
- The City's Trail Amendment was administratively approved by the Council on April 1, 2021 (Review File No. 22055-4). The amendment revised the stated priorities related to trail planning to efficiently direct limited resources toward areas deemed most important and toward projects that best fulfill the mission of the City's Park Commission.
- The MUSA Expansion amendment was administratively approved by the Council on April 8, 2021 (Review File No. 22055-5). The amendment expanded the MUSA to incorporate a 5.85-acre parcel to allow the City to connect a planned public works facility to sanitary sewer.

## ISSUES

- I. Does the amendment conform to the regional system plans?
- II. Is the amendment consistent with *Thrive MSP 2040* and other Council policies?
- III. Does the amendment change the City's forecasts?
- IV. Is the amendment compatible with the plans of adjacent local governmental units and affected jurisdictions?

## ISSUES ANALYSIS AND FINDINGS

### *Conformance with Regional Systems*

The amendment conforms to the regional system plan for Regional Parks, Transportation, and Wastewater, with no substantial impact on, or departure from, these system plans. Additional review comments are included below.

#### **Regional Parks**

*Reviewer: Colin Kelly, Community Development (CD) – Regional Parks (651-602-1361)*

The proposed amendment conforms to the *2040 Regional Parks Policy Plan*. The nearest existing or planned unit of the Regional Parks System – the Lake Independence Regional Trail – is approximately 0.5 mile west of the proposed land use change. The proposed change will not have an adverse impact on the Regional Parks System (see Figure 1).

#### **Wastewater Service**

*Reviewer: Roger Janzig, Environmental Services (ES) – Engineering Programs  
([roger.janzig@metc.state.mn.us](mailto:roger.janzig@metc.state.mn.us))*

The proposed amendment conforms to the *2040 Water Resources Policy Plan (WRPP)*. The amendment is being driven by the re-guiding of 3.69 acres from High Density Residential to Urban Medium High Density Residential to accommodate a 37-unit residential development. The regional system has adequate capacity to serve the proposed development associated with this amendment.

### *Advisory Comments*

The Metropolitan Council Forcemain Interceptor (8352) is within the County Highway 112 (Wayzata Boulevard) right-of-way, south of the proposed project. The interceptor was built in 1985 and is a 12-inch Ductile Iron Pipe. To assess the potential impacts to the interceptor system, prior to initiating this project, preliminary plans including the method and means of providing wastewater service through the local water system, need to be sent to Tim Wedin, Interceptor Engineering Assistant Manager (651-602-4571) at the Metropolitan Council Environmental Services.

## Transportation

Reviewer: Russ Owen, Metropolitan Transportation Services (MTS) (651-602-1724)

The proposed amendment conforms to the 2040 Transportation Policy Plan (TPP). The amendment accurately responds to updates to the TPP.

## Transit

Reviewer: Steve Mahowald, Metro Transit (MT) (612-349-7775)

The site plan submitted with the amendment materials indicated that there are no proposed sidewalks on the east and south side of the site, Willow Drive and Wayzata Boulevard, respectively. There is an existing service Route 674 within a one-half mile of this development, however, it is currently suspended due to ridership into Downtown Minneapolis.

## Advisory Comments

The City's staff should strongly consider working with the developer to install sidewalks and pedestrian paths along the east and south sides of the development site, which would promote pedestrian activity, and provide a safe and accessible means of travel to and from the site.

## Consistency with Council Policy

The amendment is consistent with Council policies for forecasts, land use, housing, sub-surface sewage treatment systems, and water supply. Additional review comments are detailed below.

## Forecasts

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

The City offers that the comprehensive plan amendment will impact the 2020 and 2030 households and population forecast. Residential development in Orono has outpaced the original forecast numbers prepared six years ago. Council staff find that the City's estimation of 2020 actual numbers is reasonable.

City and Council staff have discussed the City's request of forecast changes and have agreed upon the increases to better reflect the City's utility records. Additionally, the increase to the 2030 sewer-serviced forecast is to accommodate two development sites, Orono Crossings and 135 Orchard Road, which have been re-staged into the current decade's (2030) Municipal Urban Service Area (MUSA).

The 2020 total forecast, which encompasses the sewer-serviced and unserviced areas of the community, have also increased to better reflect the City's utility records. These numbers have been rounded by the Metropolitan Council.

The revised City's forecasts (table 3B-1a of the Plan) are shown in Tables 1 and 2 below, with revisions underlined.

Table 1. City of Orono Sewer-Serviced Forecast: Blue Lake WWTP

	Census	Council' Current Forecasts			City Proposed Forecasts		
	2010	2020	2030	2040	2020	2030	2040
<b>Population</b>	4,429	5,150	6,170	6,740	<u>5,834</u>	6,170	6,740
<b>Households</b>	1,780	2,105	2,455	2,785	<u>2,306</u>	<u>2,498</u>	2,785
<b>Employment</b>	1,562	1,700	1,780	1,800	1,700	1,780	1,800

Table 2. Orono Communitywide Forecast

	Census	Council' Current Forecasts			City Proposed Forecasts		
	2010	2020	2030	2040	2020	2030	2040
<b>Population</b>	7,437	8,100	8,800	9,500	<u>8,440</u>	8,800	9,500
<b>Households</b>	2,826	3,200	3,560	3,900	<u>3,340</u>	3,560	3,900
<b>Employment</b>	1,562	1,700	1,780	1,800	1,700	1,780	1,800

Additionally, the Council is revising the Affordable Housing Need calculation for the City, in accordance with the forecast increase. The revised 2021-2030 Affordable Housing Need for the City is reduced to the following: 38 units at 30% of AMI, 31 units at 31-50% of AMI, 16 units at 51-80% of AMI; 85 affordable units, total.

**Advisory Comments**

Separate from this Council action, Council staff will take responsibility for Transportation Analysis Zone (TAZ) data maintenance. Council staff will increase the year 2020 TAZ allocations inside the MUSA neighborhoods, and reduce 2020 TAZ allocations outside MUSA. City staff are welcome to contact Metropolitan Council Research if they wish to discuss.

**Thrive MSP 2040 and Land Use**

*Reviewer: Jerome Benner II, CD – Local Planning Assistance (651-602-1494)*

The Plan is consistent with *Thrive MSP 2040* (Thrive) and its land use policies. Thrive identifies the City with the Emerging Suburban Edge and Rural Residential community designations (Figure 2). Emerging Suburban Edge 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. The amendment is within the part of the city designated as Emerging Suburban Edge.

The amendment reguides 3.69 acres from High Density Residential to Urban Medium High/Mixed Use Residential located at the northwest corner of Willow Drive and Wayzata Boulevard (see Figure 1). The purpose of the amendment is to accommodate a 37-unit residential development. The amendment also proposes adjustments to 2020 and 2030 forecasts (as described above in Forecasts) that are related, but not limited to, the proposed development. The proposed development yields a density of 10 units per acre, which is consistent with the Urban Medium High/Mixed Use Residential guiding land use.

As shown below in Table 3 (with revisions underlined), the overall minimum planned net residential density is 4.01 units per acre, which is a reduction from 4.18 units per acre. The overall density, with the proposed changes, remains consistent with Council policies for areas with Emerging Suburban community designation.

Table 3. Planned Residential Density, City of Orono

Category	2018-2040 Change				
	Density		Net Acres	Min Units Max Units	
	Min	Max			
Urban Low Residential	0.5	2	139.90	69	279
Urban Medium Residential	3	10	10.96	32	109
Urban Medium High/Mixed Use Residential	10	20	<u>50.89</u>	<u>508</u>	1,017
Urban High Density Residential	20	25	<u>12.5</u>	<u>250</u>	312
<b>TOTALS</b>			<b>214.25</b>	<b>859</b>	<b>1,717</b>
			<b>Overall Density</b>	<b><u>4.01</u></b>	<b>8.01</b>

## Housing

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

The amendment is consistent with the Council's *Housing Policy Plan*. The proposed amendment will lead to an increase of population and households previously forecasted for 2020, which decreases Orono's projected growth between 2020 and 2030. Therefore, the City's share of the region's affordable housing need decreases from 154 to 85 units; 69 to 38 units at or below 30% of AMI, 56 to 31 units at 31-50% of AMI, and 29 to 16 units at 51-80% of AMI.

While the proposed amendment reduces the City's inventory of land guided to support the development of low- and moderate-income housing, as of this amendment, the Plan continues to guide 38 acres at densities high enough to support this need such that at least 381 units could be built.

This amendment will allow the City to implement their housing element and does not hinder their efforts to address its share of the regions need for affordable housing in the 2021 -2030 decade.

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

The proposed amendment 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.

## ATTACHMENTS

- Figure 1: Location Map Showing Regional Systems
- Figure 2: Location Map Showing Community Designations
- Figure 3: Current and Proposed Land Use Guiding
- Figure 4: Land Guided for Affordable Housing



Figure 1. Location Map Showing Regional Systems

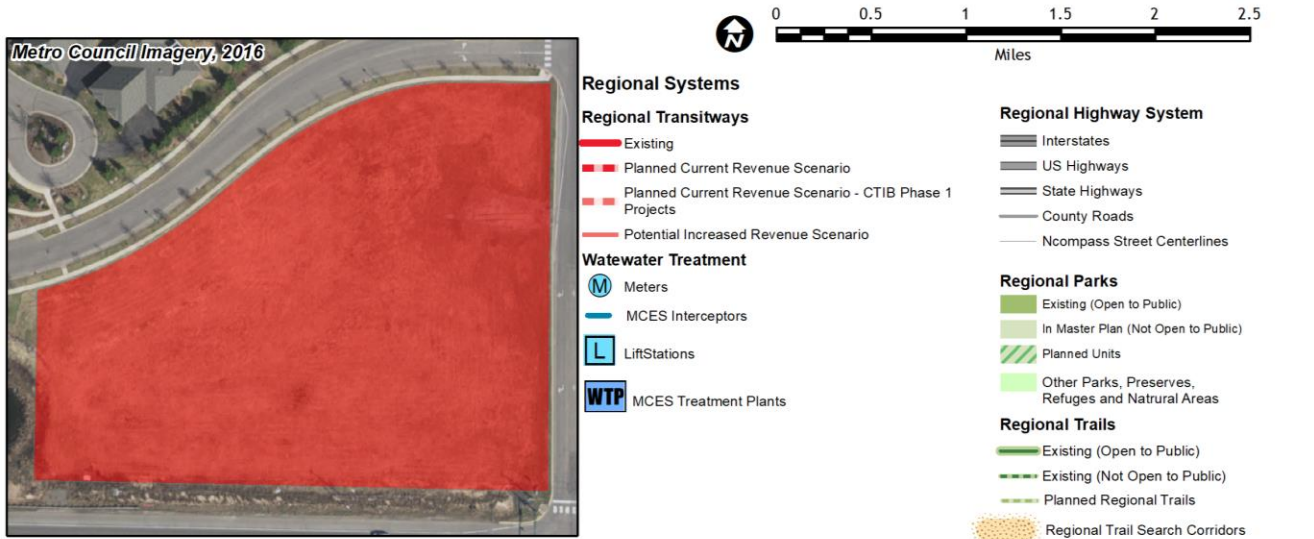
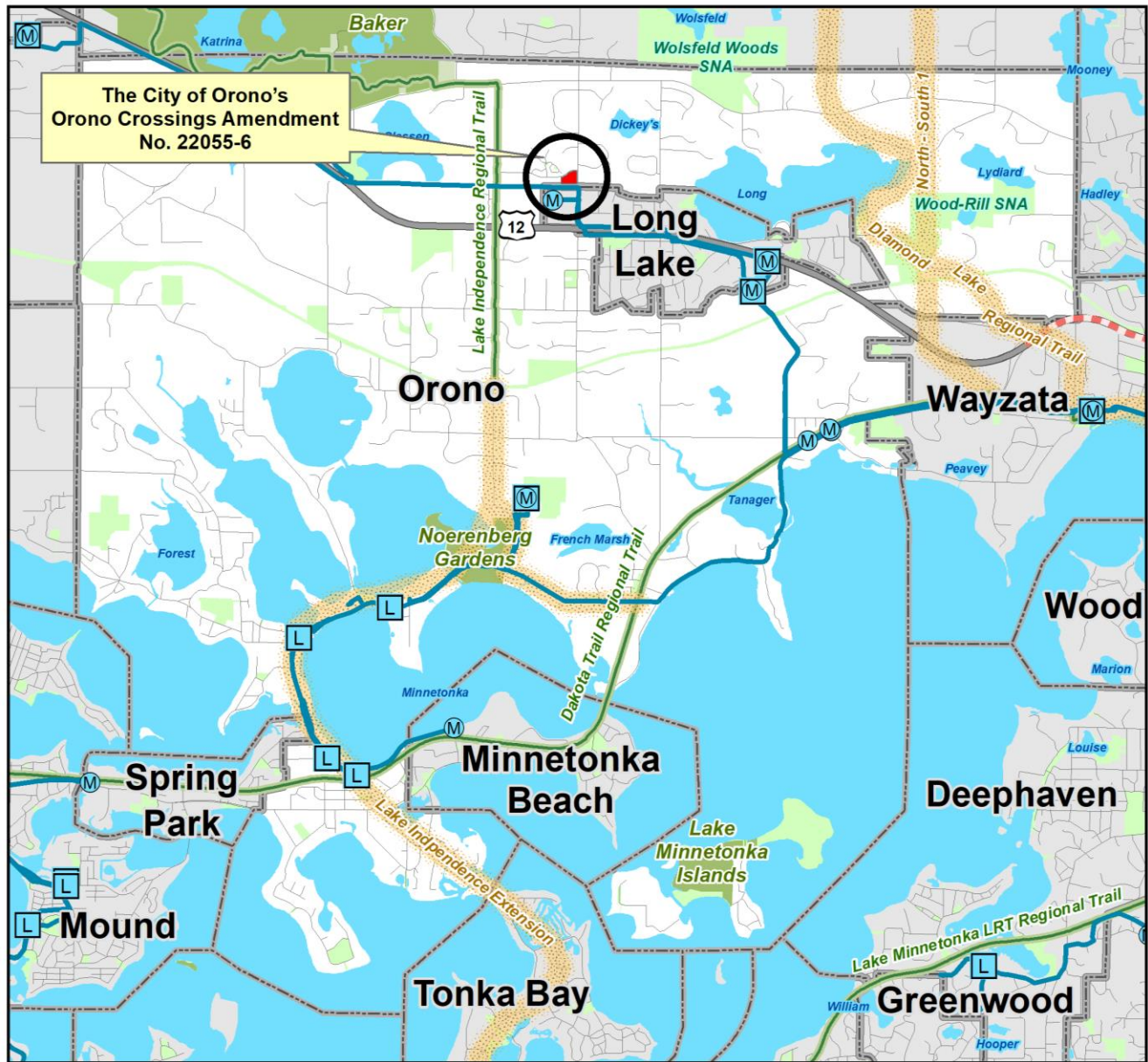
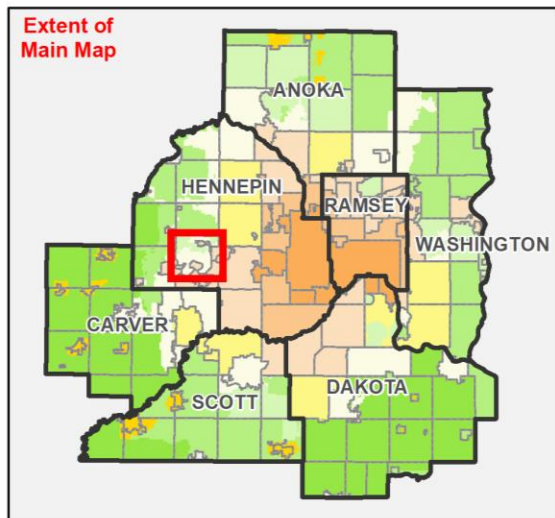
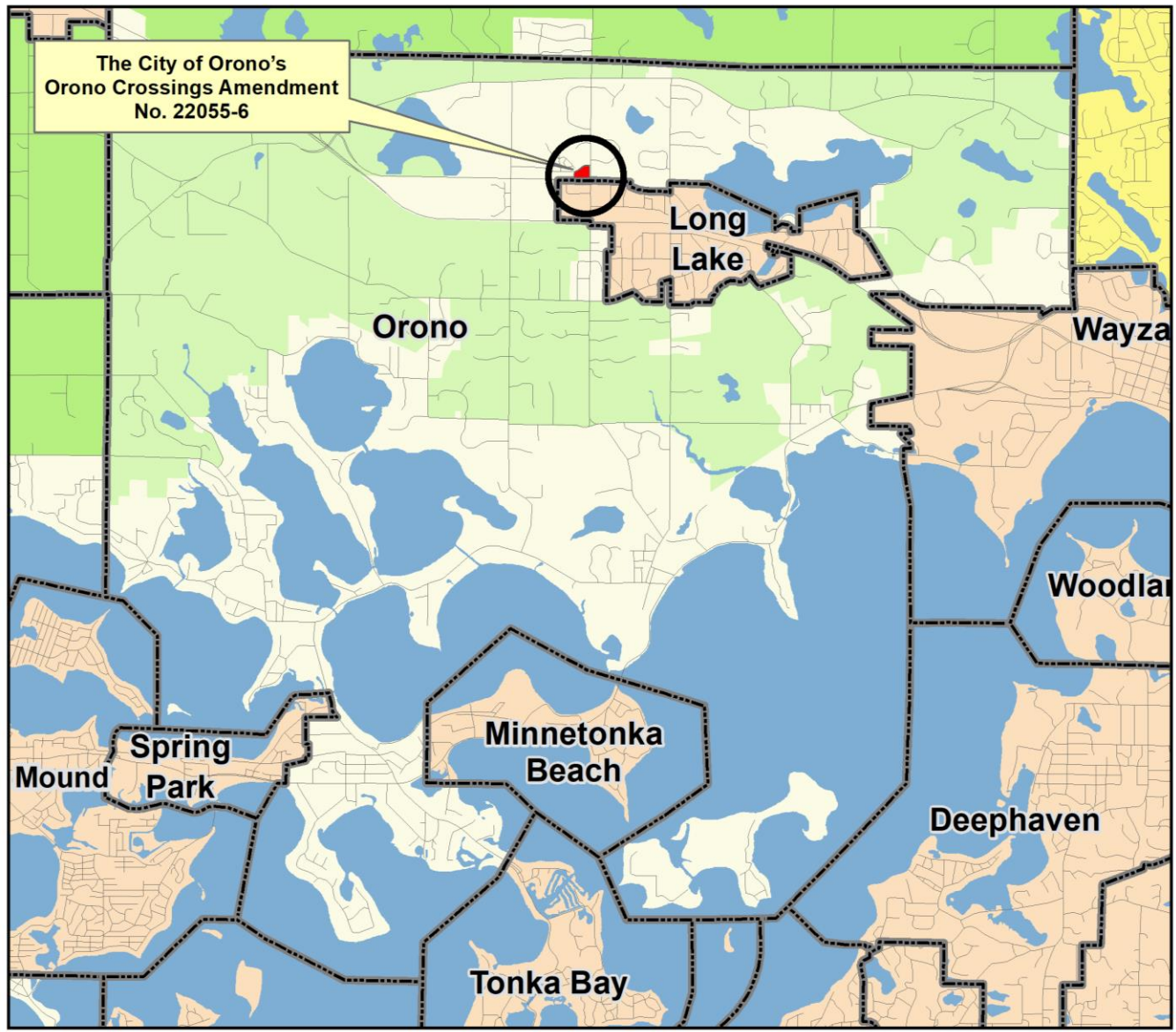




Figure 2. Location Map Showing Community Designations



**ThriveMSP 2040 Community Designations**

- Agricultural
- Rural Residential
- Diversified Rural
- Rural Center
- Emerging Suburban Edge
- Suburban Edge
- Suburban
- Urban
- Urban Center
- Ncompass Street Centerlines



Figure 3. Current and Proposed Land Use Guiding

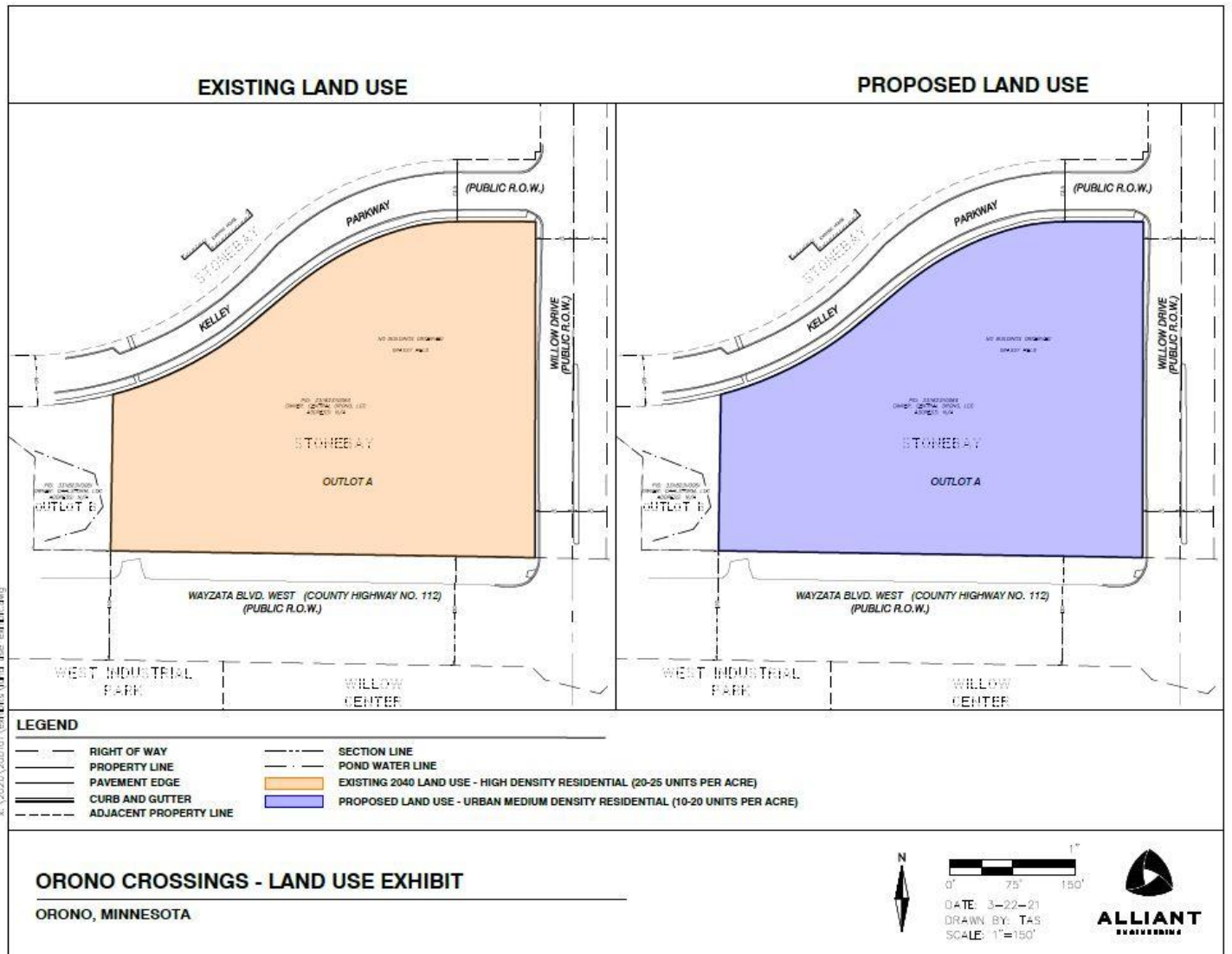


Figure 4. Land Guided for Affordable Housing

2021-2030 share of regional need for Affordable Housing: **85 units**  
 2021-2030 total regional need for Affordable Housing: **37,900 units**

	<b>Available Acres</b>	<b>X</b>	<b>Minimum Density</b> <i>(units per acre)</i>	<b>X</b>	<b>Expected % Residential</b> <i>(if mixed use)</i>	<b>=</b>	<b>Minimum Units Possible</b>
<b>Urban Med High/MU Residential</b>	29.10		10		70%		204
<b>Urban High</b>	8.82		20		100%		177
<b>Total</b>	<b>38</b>						<b>381</b>

Sufficient/*(insufficient)* units possible against share of regional need: **296**  
 Affordable units built since 2021: **0**  
 Sufficient/*(insufficient)* units possible adjusted for affordable units built: **296**  
 Number of Comp Plan Amendments approved since Comp Plan Update: **0**

