



PLANNING COMMISSION MEETING AGENDA
TUESDAY AUGUST 29, 2023

7:30 PM REGULAR MEETING

1. Call to Order
2. Roll Call
3. Approval of Minutes:
 - a. *June 27, 2023, Planning Commission Meeting Minutes.
 - b. July 18, 2023, Planning Commission Meeting Minutes.
 - c. August 1, 2023, City Council Meeting Minutes (For Information Only)*Minutes tabled from previous meeting.
4. **PUBLIC HEARING:** Jon Dailing/Windsong Farm Golf Club (Applicant) and David Meyer (Owner) are requesting the following action for the properties generally located at 18 Golf Walk and 550 CSAH 92 N. (PID No.s 32-118- 24-13-0001, 32-118-24-42-0001, 32-118-24-24-0001, 32-118-24-31-0002, 32-118-24-42-0030, 32-118-24-43-0002, 32-118-24-42-0031, 32-118-24-42-0029, 32-118-24-42-0025, 32-118-24-42-0036, 32-118-24-34-0001 and 32-118-24-31-0001) in the City of Independence, MN:
 - a. A conditional use permit amendment to allow the modification and expansion of the main club house building associated with the golf course.
5. 2040 Comprehensive Plan – Update to Highlight Final Approval Details.
6. Open/Misc.
7. Adjourn.



MINUTES OF A MEETING OF THE
INDEPENDENCE PLANNING COMMISSION
TUESDAY, JUNE 27, 2023, AT 7:30 PM

1. Call to Order

Pursuant to due call and notice thereof, a work session of the Independence Planning Commission was called to order by Chair Gardner at 7:30 p.m.

2. Roll Call

PRESENT: Commissioners Gardner (Chair), Thompson, Volkenant and Alternate Usset.
ABSENT: Dumas, Tearse and Alternate Story.
STAFF: City Administrator Kaltsas, Administrative Services Director Simon.
VISITORS: See Sign-In Sheet

3. Approval of Minutes:

- a. May 16, 2023, Planning Commission Meeting Minutes.
- b. June 6, 2023, City Council Meeting Minutes (For Information Only)

Motion by Usset, seconded by Volkenant to approve minutes. Ayes: Gardner, Thompson, and Usset. Nays: None. Absent: Dumas, Tearse and Story. Abstain: None. Motion Approved. 4.0.

4. **PUBLIC HEARING:** Jon Dailing/Windsong Farm Golf Club (Applicant) and David Meyer (Owner) are requesting the following action for the properties generally located at 18 Golf Walk and 550 CSAH 92 N. (PID No.s 32-118- 24-13-0001, 32-118-24-42-0001, 32-118-24-24-0001, 32-118-24-31-0002, 32- 118-24-31-0001 and 32-118-24-14-0002) in the City of Independence, MN:

- c. A conditional use permit amendment to allow the inclusion of 550 CSAH 92 N. for storage of materials and equipment associated with the golf course.

Property/Site Information:

The subject properties are located on the north side of County Road 6, just west of County Road

92. The properties are comprised of rolling topography, ponds, wetlands and tree coverage. The properties have the following characteristics:

Property Information: 550

County Rd. 92 N. Zoning:

Agriculture

Comprehensive Plan: *Agriculture*

Acreage: *~20.23 acres*

Discussion:

Windsong Golf Club recently acquired the property northeast of the existing golf course (550 CSAH 92 N.). The applicant approached the City about the possibility of expanding their current CUP to allow the use of a small portion of the property to support their maintenance operations of the golf club. Windsong had previously been utilizing the existing barn and land on the north side of CSAH 6 that is now in the process of being developed as their second golf course.

The subject property is approximately 20 acres in size and contains a single-family home, four

(4) detached accessory buildings, pasture and tillable acreage. The single-family home is currently rented, and the applicant is proposing to continue farming the tillable acreage on the east side of the property (approximately 15 acres). The applicant is seeking an amendment to allow the following on the subject property:

- Utilization of a small portion of the property for bulk material storage (mulch, sand, aggregate), compost associated with the golf course (will be reused as compost) and brush and other organics. If permitted, the use would be limited to the areas depicted below which would become an exhibit to the approval.
- Indoor storage of equipment and vehicles within two (2) of the existing detached accessory structures as depicted. The applicant noted that the remaining detached accessory structure would not be suitable for indoor storage.
- Overflow staff parking for events. This would be limited to a maximum of 5 annual events. The City would have to be notified at least 2 weeks

prior to any event. The applicant noted that the proposed overflow parking would eliminate any on-street parking that currently occurs on CSAH 92. N. This provision would be noted as a condition of the CUP.

In order to consider the expansion of the golf course facility to the subject property, an amendment to the conditional is necessary.

520.09 Subd. 8. If a conditional use permit holder wishes to alter or extend the operation or to change the conditions of the permit, the city will evaluate the permit holder's compliance with the existing permit conditions. Any change involving structural alterations, enlargement, intensification of use, or similar change not specifically permitted by the conditional use permit issued requires an amended conditional use permit. An amended conditional use permit application must be administered in a manner similar to that required for a new conditional use permit.

Commercial golf courses are permitted as conditional uses in the AG - Agriculture zoning district. The golf club has a conditional use permit that was originally approved in 2001 and amended in 2012 and 2013, 2016, 2021 and 2022. The CUP allows two golf courses, their associated 29,000 SF club house/pro shop, guest house and parking north of CSAH 6. The initial Golf Course CUP was issued under 530.01, subd. 4(s) which makes "commercial golf course" a conditionally permitted use.

Any amendment to an existing CUP must meet the same requirements established for granting a new CUP. The criteria for granting a conditional use permit are clearly delineated in the City's Zoning Ordinance (Section 520.11 subd. 1, a-i) as follows:

- 1. The conditional use will not adversely affect the health, safety, morals and general welfare of occupants of surrounding lands.*
- 2. The proposed use will not have a detrimental effect on the use and enjoyment of other property in the immediate vicinity for the proposes already permitted or on the normal and orderly development and improvement of surrounding vacant property for uses predominant in the area.*
- 3. Existing roads and proposed access roads will be adequate to accommodate anticipated traffic.*
- 4. Sufficient off-street parking and loading space will be provided to serve the proposed use.*
- 5. The proposed conditional use can be adequately serviced by public utilities or on-site sewage treatment, and sufficient area of suitable soils for on-site sewage treatment is available to protect the city form pollution hazards.*
- 6. The proposal includes adequate provision for protection of natural drainage systems, natural topography, tree growth, water courses, wetlands, historic sites and similar ecological and environmental features.*
- 7. The proposal includes adequate measures to prevent or control offensive odor, fumes, dust, noise, or vibration so that none of these will constitute a nuisance.*
- 8. The proposed condition use is consistent with the comprehensive plan of the*

City of Independence.

9. The proposed use will not stimulate growth incompatible with prevailing density standards.

The subject property is located at the S.E. corner of CSAH 92 and CSAH 6. The property has historically been used as a horse farm and agricultural property. Windsong's main maintenance facility is located almost directly across the street from the subject property (S.W.). Most impacts that would result from the use of the property for bulk materials, organics storage and indoor equipment would be mitigated by the remaining open space and existing vegetative screening. Golf courses are permitted as a conditional use in the Agriculture zoning district. The City will need to find that use of the property is considered an extension of the golf course and consistent with the existing zoning. In addition, the City will need to determine if the proposed amendment to the CUP meets the requirements for granting a conditional use permit.

There are a few additional considerations that should be noted:

1. The applicant is not proposing to make any permanent improvements to the land to accommodate the proposed material and organics. The outdoor storage areas would be utilized only during the golf season.
2. The City may want to consider establishing a minimum setback from the south property line to further mitigate any potential impacts (i.e. 50 feet). Staff will look for direction and feedback from Planning Commission relating to setbacks.
3. The use of the property for overflow staff parking would eliminate the use of CSAH 92 and CSAH 6 for on-street parking during a few larger course events (i.e. Annual Big 10 college golf tournament)
4. The applicant has worked well with the City with other expansions and has followed all applicable conditions.
5. If considered for approval, the City would want to provide a specific exhibit and associated conditions relating to the use of the subject property. This would limit the CUP use to specific areas of the property and not allow for its expansion without an additional amendment to the CUP. The City would also tie the proposed use of the property to the golf course CUP. This would eliminate any possibility that the CUP could exist on the property without the golf course.

The proposed use would increase the footprint of the golf course and would result in some equipment moving back and forth between the existing

maintenance area and the subject property. This condition exists between the golf course, the property to the north and Pioneer Creek Golf Course. Resulting traffic, noise, and other measureable impacts should not be incrementally amplified as a result of the proposed expansion as long as the uses are limited to those areas identified.

The Planning Commission will need to determine if the requested amendment to the conditional use permit and comprehensive plan meets all of the aforementioned conditions and restrictions.

Kaltsas this application is coming to the city for an amendment to the CUP to add an additional acquired property at 550 County Rd 92 N. The property is zoned AG and about 20 acres overall. The property is on the SE corner of County Rd 6 and County Rd 92. The applicant talked with the city about adding this site to be used as maintenance and operations. The golf course received approval to move forward with their new 18-hole golf course on the North side of County Road 6. They would keep bulk material on this site such as mulch, sand, aggregate and compost associated with the golf course. The area sits behind the barn in what used to be the pasture. The city may want to add a screen barrier or buffer between this property and the property to the South. They want to store equipment indoors as well as vehicles associated with the maintenance department.

The applicant also asked about allowing this property to be used for overflow staff parking for events. During events, many people will park along County Rd 92. The remainder of this property would be used for agriculture. The residential house is rented currently and they will continue to lease this home to the current person.

Historically this property was used as a horse farm. It would become part of Windsong Golf Course. They are not proposing permanent changes. They may put a path behind the barn at some point. The city might want to establish a setback along the South property. The applicant has been working with the city for a long time and has a good relationship in response to any issues and they proactively address them.

Gardner asked about spot zoning these CUPs.

Kaltsas explained that most CUP uses are contained to an area or a building. He said the city will continue to make that clear because of the site plan. These are adopted and recorded. The remainder of the property needs to remain AG.

Gardner said the setback along the south side may need to be the same as the building.

Thompson asked if there have been any concerns from WHPS about the equipment over there.

Kaltsas said there have been conversations about it but the speed limit is 30mph in that area and there is a tunnel there to minimize the usage on County Road 92.

Thompson asked if when it comes to the rental, is it a free for all rental property or if it's constrained.

Kaltsas said we don't have any rental policies in the city to restrict.

Volkenant said there isn't much tree coverage on the South side of the property. She said if they are requesting a 30 ft setback, they may want to ask for additional material to be placed there for more of a buffer.

Gardner said the recommendation should be for the city to work with the applicant and develop

a responsible landscaping plan to be done now or in a year from now depending on what is going to be stored there for the neighbor to look at.

Thompson asked if there was any feedback from the residents.

Volkenant said it seems the CUP is for the property, not just for the spots on the property.

Kaltsas said when the city does CUPs, they try their best to be as specific as possible to define what it is and where it is. This is consistent. The SUP is constrained to the following areas for the following purposes. It does run with the land as long as they follow the rules.

Gardner motioned for the Public Hearing to be Opened.

PUBLIC HEARING OPEN

Jon Dailing said we don't have any extra land. The old North property is now being utilized for the new golf course. The previous owner of the newly acquired property reached out to Windsong about purchasing this property. He said they don't need a whole lot of room for what they are using it for, it is just a convenient location for us.

Gardner asked if he would have any trouble moving that side yard setback to the 30-ft setback. Dailing said it is a really low area right there and you can't see it from the neighbors, but they would not have any issues with that. He said he has already talked with the neighbor about this. Gardner said the city should make a condition to manage screening.

Motion by Thompson, seconded by Volkenant to close the public hearing. Ayes: Gardner, Thompson, and Usset. Nays: None. Absent: Dumas, Tearse and Story. Abstain: None. Motion Approved. 4.0.

Gardner said we trust these applicants and we just want to apply future landscaping buffers.

Motion by Thompson, seconded by Usset to approve a CUP amendment to allow the inclusion of 550 CSAAH 92 N. for storage of materials and equipment associated with the golf course with additions to add a 30ft sideyard setback on the Southern property line and partner with the city for landscaping buffer plans. Ayes: Gardner, Thompson, and Usset. Nays: None. Absent: Dumas, Tearse and Story. Abstain: None. Motion Approved. 4.0.

5. **PUBLIC HEARING:** James Ruehl (Applicant) and Jeffery Athmann (Owner) are requesting the following action for the property located at 6935 Pagenkopf Rd. (PID No. 15-118- 24-32-0005) in the City of Independence, MN:

- d. A conditional use permit to allow the construction of an accessory structure greater than 5,000 SF.

Property/Site Information:

The property is located on the west side of Pagenkopf Road south of the intersection of Valley Road and Lake Sarah Road. The property has no structures and is primarily comprised of tillable acreage woodlands and wetlands. The property has the following characteristics:

Property Information: 6935 Pagenkopf Road

Zoning:

Agriculture

Comprehensive

Plan:

Agriculture

Acreage: 35.32

acres

Discussion:

The subject property was recently subdivided as a part of a larger subdivision of the Pagenkopf Family property. The applicant approached the City with plans to construct a new horse farm and associated facility on the subject property. The proposed facility would consist of a new 27,504 square foot building. The building would be comprised of a 1,200 SF living quarters (principal residence), a barn with 6 horse stalls, an equipment storage room, and a riding arena. In addition, there will be two horse shelters in the Paddock area. This is proposed to be a private facility and the living quarters will be the residence for the owner's family.

The building will be located on the northern part of the property and situated to allow a future building site for a home just to its south. The fenced pasture for the horses will be to the west and south of the buildings. The proposed project is proposed to be constructed in two phases: the first phase consisting of the living quarters, barn and the equipment room, and the second phase consisting of the indoor arena. While there is no specific timeline for the indoor arena, it is expected that it will be built in the next 5 years.

The proposed 27,500 square foot building would exceed the maximum square footage permitted of 5,000 without a conditional use permit. The applicant would like the City to consider granting a conditional use permit to allow the proposed 27,500 SF building.

All accessory structures greater than 5,000 square feet require a conditional use permit

530.01 Agricultural District established.

Subd. 3. Accessory uses.

(d) Detached agricultural storage buildings, barns, or other structures, accessory to an existing single-family dwelling and subject to the following criteria:

3. The maximum square footage of any individual accessory building or structure shall be 5,000

square feet.

Phase I of the proposed facility will initially be comprised of the residence, a barn with six (6) horse stalls and an equipment storage room. The square footage of the Phase I facility is approximately 11,000 square feet. The proposed Phase II indoor riding arena is approximately 16,500 square feet in size (84' x 198'). The proposed building would be used solely for the applicant's personal use and own horses. There would be no commercial use or commercial boarding of horses allowed within the proposed accessory structure.

The applicant has provided the City with a site survey, floor plan and building elevations of the proposed building.

The proposed building has the following characteristics:

Required Setbacks:

Front Yard: 85 feet from centerline
Side Yard: 30 feet principal structure 15 feet accessory structure
Rear Yard: 40 feet
Wetland Buffer: 10 feet

Proposed Setbacks:

Front Yard: 113 feet from CL of Pagenkopf Rd.
Side Yard: N/A - far exceeds requirement
Rear Yard: N/A - far exceeds requirement
Wetland Buffer: 26 feet at closest point

The proposed building meets all applicable building setbacks.

The criteria for granting a conditional use permit are clearly delineated in the City's Zoning Ordinance (Section 520.11 subd. 1, a-i) as follows:

1. The conditional use will not adversely affect the health, safety, morals and general welfare of occupants of surrounding lands.
2. The proposed use will not have a detrimental effect on the use and enjoyment of other property in the immediate vicinity for the proposes already permitted or on the normal and orderly development and improvement of surrounding vacant property for uses predominant in the area.
3. Existing roads and proposed access roads will be adequate to accommodate anticipated traffic.
4. Sufficient off-street parking and loading space will be provided to serve the proposed use.
5. The proposed conditional use can be adequately serviced by public utilities or on-site sewage treatment, and sufficient area of suitable soils for on-site sewage treatment is available to protect the city form pollution hazards.
6. The proposal includes adequate provision for protection of natural drainage systems, natural topography, tree growth, water courses, wetlands, historic

sites and similar ecological and environmental features.

7. The proposal includes adequate measures to prevent or control offensive odor, fumes, dust, noise, or vibration so that none of these will constitute a nuisance.
8. The proposed condition use is consistent with the comprehensive plan of the City of Independence.
9. The proposed use will not stimulate growth incompatible with prevailing density standards.

The City has visited the site and discussed the proposed site improvements with the applicant. The conditional use permit would allow an accessory structure larger than 5,000 SF. The City is being asked to determine whether or not the proposed structure larger than 5,000 SF would meet the criteria for granting a conditional use permit. The applicant has designed the site to take advantage of the existing views, maximize useable land for the private horse facility and set the site up to accommodate a future single-family residence on the property. There is a natural high area that runs down the center of the property and best accommodates the proposed and future structures. There are several considerations that should be noted by the Planning Commission during your review.

Additional Notes/Considerations:

- The applicant has completed a wetland delineation for the property. The City has approved the delineation and reviewed the prescribed wetland buffers.
- The applicant is proposing to construct a stormwater detention and conveyance system to both regulate rate of runoff and water quality in accordance with applicable stormwater requirements. The City is in the process of finalizing a review of the proposed stormwater system. The applicant will be required to obtain all applicable permits (PSCWMO) relating to the proposed stormwater system.
- The applicant has provided a narrative and additional illustrations of the proposed building. This includes additional information relating to the proposed building materials, building height, and architectural details.
- The applicant is proposing to install wall mounted building lighting. The proposed “wall pack” lights appear to meet applicable lighting requirements; however, a photometric plan will be required to be submitted. The City typically reviews building lighting during the building permit review process.
- The applicant does indicate the location of a manure pit on the property. The applicant will be subject to meeting all provisions within the City’s Manure Management Policy.
- The Fire Chief has reviewed the proposed facility and requested that the applicant provide a secondary fire service road on the northwest side of the building.

- The proposed facility will be located along Pagenkopf Rd. There are several residential properties located on the north side of the road across from the proposed new facility. The applicant has noted that the proposed facility will be for private use only and be compatible with the surrounding land use. It should be noted that the proposed Phase II indoor riding arena would be setback from the right of way of Pagenkopf Road a distance of 80 feet. There is currently no landscaping proposed along the most public facing portion of the facility. Staff will look for Planning Commission discussion and feedback relating to the proposed proximity to the adjacent road and whether or not any mitigation measures are warranted.
- The applicant has noted that there is a longer-term plan to convert the proposed 1,200 square foot residence to an accessory dwelling unit and construct a single-family home on the property. The applicant is aware of the current ADU requirements and understands that the approval of any future single-family home will be subject to the standards and processes in place at the time it is proposed.
- The applicant has prepared detailed site plans, grading plan, stormwater plans and building plans for the proposed site improvements. The City has reviewed the plans to ensure that the proposed facility meets applicable standards but will perform a full review of the project and associated improvements at the time an application for a building permit is made.

Neighbor Comments:

The City has not received any written or oral comments regarding the proposed conditional use permit.

Recommendation:

Staff is seeking a recommendation from the Planning Commission pertaining to the request for a conditional use permit. Should the Planning Commission recommend approval of the application to the City Council, the following findings and conditions should be included:

1. The proposed conditional use permit request meets all applicable conditions and restrictions stated in Chapter V, Section 510, Zoning, in the City of Independence Zoning Ordinance.
2. The Conditional Use Permit will be issued subject to the following items being completed:
 - a. Obtaining all applicable permits from the Pioneer Sarah Creek Watershed Management Commission.
 - b. The Conditional Use Permit for the proposed facility will be

subject to the applicant constructing the residence in accordance with applicable residential requirements and obtaining and completing a building permit for all applicable improvements required for a dwelling unit.

- c. The applicant shall provide the City with a photometric plan confirming conformance with applicable requirements. All lighting will be required to comply with the City's applicable lighting standards.
3. The conditional use permit will be reviewed annually by the City to ensure conformance with the conditions set forth in the resolution.
4. No commercial use of the proposed detached accessory structure shall be permitted.
5. No future expansion of the structure shall be permitted without the further review and approval by the City through the conditional use permit amendment process.
6. The owner of the property will be required to meet all requirements of the City's Manure Management Policy. The City will want to further review the proposed manure management for this property.
7. The maximum number of horses permitted on the property would be subject to the City's applicable animal unit density requirements.
8. The applicant shall pay for all costs associated with reviewing the application and recording the resolution.

Kaltsas described this property as being South of Valley Road, there are no structures on the land currently, it is tillable acreage, zoned AG and guided by the comp plan as Ag. It is 35 acres overall in size. It was subdivided years back when Pagenkopfs used their eligibilities to subdivide. It has since been acquired. The owners want to construct a residence with a horse riding facility. There would be a 12,000sqft residence connected to the stable and indoor riding arena. He said the city has seen a lot more of these in the city to combine storage with residence. Long term they would like to consider a larger SFD and make this an accessory structure. Overall the structure would be 27,000sqft. They could build in two phases so it could be completed at any given time. Phase one would be include the residence. Any building over 5,000sqft requires a CUP. Larger buildings can have an impact on surrounding properties. The applicant did apply for a CUP and it is only for the square footage of the building. There is no other use being requested of this site. The driveway would be off of Pagenkopf Rd. They did ask for a secondary access on the backside of the building and the watershed district said the applicants would be required to add two stormwater ponds. All setbacks are met around the property.

The city met with an architect to review the plans and they talked about provisions. Additional considerations were the wetlands being delineated. A stormwater conveyance system will be

done and is required. The building will have metal roofing and siding, vertical tongue and groove and the color scheme is shown in the packet. They are required to provide a lighting plan as well. There are requirements for the manure pit. The fire chief reviewed the plans and required there be a secondary service road. Any additional changes would have to be brought back to the city. This meeting is only for the size of the building.

Usset asked if this is going to be for private use or commercial use.

Kaltsas said boarding would require an additional CUP. This meeting is only for the building size. Horse barns are permitted use in the AG district.

OPEN PUBLIC HEARING

Patrick Cady on Valley Road said he lived there for 40 years. He said he is not opposed but is surprised by this big of a project. He said they have trouble with Valley Rd and he feels like they are neglected for dust control. He asked how this project will effect traffic and the road conditions.

Gardner said it looks like it is a commercial building but is in fact only for private use. If they do anything that generates traffic, they need a CUP.

Kaltsas said we do allow horse farms in the city. We have a mix of commercial and private horse barns. They can be converted but this is just for private use. They don't have to ask us for a horse barn, but they do have to ask for a building over 5,000 sqft. There is no max size of building when you have over 10 acres of land.

Patrick Cady said there is only one person on Valley that has gotten a notice of this happening. With some anxiety of what is going to happen, it would be nice if more of us were notified. He said it seems to be setting a precedent of more of these happening. He said he would love to keep the rural atmosphere. More and more of this is going to happen and the nature of our area will be changed without us knowing about it.

Connie Bergman lives on the back side of this property. She asked how many horses are going to be in this building. She said there was a property that had an issue with manure disposal and it affected other properties and their water situation.

Kaltsas said the ordinance states that you can have one animal unit for the first 2 acres and 1 additional animal for each additional acre you have. The applicants are only building 6 horse stalls in this building.

Connie Bergman said this is what she would be looking at out her front yard. She is concerned about the massive structure.

Bill Liska said he lives directly across from this building. He said he has met the applicants in the past. He said he has several questions but one was about the number of animals.

Kaltsas said they are building 6 stalls. He said the city regulates differently on commercial use than they do for personal use. If you have acreage, you can have as many animal units as the

ordinance states. But if it is commercial, they take into consideration the usable upland and pasture land.

Bill Liska asked about manure and smell control. He said living directly across the street, they would like to understand how this is controlled and where it goes.

Kaltsas said the smells would be controlled and manure would be monitored. The city can enforce this. Spreading manure is looked at and it cannot exceed nitrogen levels. They show a manure management pit on the NW side of the property.

Bill Liska asked about road and maintenance. He said the road was rough and dusty this year and you could hardly go 15 mph.

Gardner said this is a SFD. It is not commercial. If you have trouble with the quality of the road, residents should come down to the city and talk to Shawn, the public works supervisor.

Chad Kelly lives at the property South of the subject property. He said looking at this with 6 horse stalls, yeah right. It is huge. They could have 34 horses on this property according to the ordinance. Is there any proof that they have to show that they own these horses?

Gardner said they cannot turn this into a business. It takes monitoring and they cannot rent stalls.

Kaltsas said the city would monitor this and if there were peoples coming in on a regular basis people will call the city and we would find out. It is fairly common with farms. We do enforce this. The manure pit is a concrete structure.

Motion by Thompson, seconded by Usset to close the Public Hearing.

PUBLIC HEARING CLOSED

Thompson said the CUP is just that these are connected and over 5,000sqft. If it was broken up it wouldn't be a CUP. The topic of screening came up with the arena, and asked if it is at the road ROW or up against the building in the green space.

Kaltsas said there is a swale system against the road. He asked if they are considering approving over 5,000sqft does that impact surrounding properties. Some buildings get so large that they impact sunlight on some properties. They are not proposing screening, but he asked if this property warrant additional screening.

Gardner said its missing a responsible landscaping plan.

Thompson asked what a better look would be. He said it looks clean. He asked if there are any windows from the road. He also asked if a landscaping plan would include shielding the manure pit.

Volkenant asked for more clarity on the swale.

Kaltsas said the water comes from the North heading to the West and into the pond.

Gardner asked if this is going to go in stages.

Kaltsas said they will build the facility minus the riding arena to state. He said it depends on the cost. He asked if a landscaping plan is required to be don't at phase one or at the time the arena is built.

Thompson asked if/when that occurs, if it will require a building permit.

Kaltsas said yes, we are permitting this site plan. They will want to know that they can build this before they move forward. We say any deviation would require reevaluation.

Gardner said they have a reasonable amount of pond space. No one is against the size so far.

Kaltsas said they require that the rate of runoff and quality is maintained.

Motion by Thompson, seconded by Usset to approve the CUP for a private facility subject to staff recommendations and to include an additional comprehensive landscaping screening plan for the riding arena and manure pit before going to city council. Ayes: Gardner, Thompson, Volkenant and Usset. Nays: Story. Absent: Dumas, Tearse and Story. Abstain: None. Motion Approved. 4.0.

6. Open/Misc.

7. Adjourn.

Motion by Thompson, seconded by Volkenant to adjourn the meeting at 8:45p.m.

Meeting adjourned.

Respectfully Submitted,
Amber Simon/ Recording Secretary



PLANNING COMMISSION MEETING AGENDA
TUESDAY JULY 18, 2023

7:30 PM REGULAR MEETING

1. Call to Order

2. Roll Call

PRESENT: Commissioners Thompson, Tearse, Volkenant Alternates: Story and Usset

ABSENT: Gardner and Dumas

STAFF: City Administrator Kaltsas, Administrative Services Director Simon.

VISITORS: See Sign-In Sheet

3. Approval of Minutes:

a. June 27, 2023, Planning Commission Meeting Minutes.

b. June 27, 2023, City Council Meeting Minutes (For Information Only)

*Minutes tabled until next meeting

4. **PUBLIC HEARING:** William Stoddard (Applicant) and John Zeglin (Owner) requests that the City consider the following actions for the property located at 9285 US Hwy 12, Independence, MN (PID No. 18-118-24-21-0001):

a. Rezoning of a portion of the property (~28 acres) from AG-Agriculture to UC-Urban Commercial, consistent with the approved Comprehensive Plan. The city recently approved a preliminary plat, site plan review for a commercial development.

b. Final Plat for the proposed subdivision consistent with the approved preliminary plat.

Property/Site Information:

The property is located on the south side of Highway 12 and west side of Nelson Rd. The property has frontage on both roads and is comprised primarily of agriculture land, woodlands

and wetlands. There is an existing home and several detached accessory structures on the subject property.

Property Information: 9285 Highway 12

Zoning: *Agriculture*

Comprehensive Plan *ban Commercial*

Acreage: ~58 acres

The City approved preliminary plat, site plan review, conditional use permit and comprehensive plan amendment earlier this year. The applicant has applied for final plat and rezoning. There were several outstanding items that needed to be resolved prior to further consideration by the City.

- One of the issues that was identified during the initial review of this project relates to the proposed access to the site. The City Council was clear that no commercial connection to Nelson Rd. would be permitted without a full connection to County Line Road. The City noted that this was fully supported by the adopted site development standards which contain the following prohibition:

530.11. - Lot standards.

Subd. 10. *Access streets.* Streets servicing a commercial-light industrial area must have direct access to a collector street or higher-capacity street. No street servicing commercial-light industrial establishments may have access to local residential streets nor may business-oriented traffic be routed or directed to local residential streets.

To address the current and future access issues associated with the development of this property, the City requested that the developer provide right of way for a frontage road across the property to provide for a future east/west connection to County Line Road.

The applicant has provided the requisite ROW. Following a series of meetings with MNDOT, they have now agreed to allow a right in/right out access to the property along with the dedication of the future frontage road right of way. The dedication of the frontage road right of way would preserve the ability of the City to connect Nelson Road to the planned roundabout at County Line Road and Highway 12 without having to access Highway 12. The initial development of this property would solely be accessed via a right in/right out off of Highway 12 as shown on the plans.

- Based on the proposed revisions, the applicant has reduced the number of residential properties to seven from eight. This reduction will allow for the future frontage road right of way and eliminate the lot directly adjacent to Highway 12.

The final plat is being revised to accommodate the requisite D&U easements. The City has reviewed the remainder of the plat and found it to be consistent with the approved preliminary plat. The revised final plat will need to be revised prior to any City Council consideration of the proposed project.

- The Comprehensive Plan has been approved by the Metropolitan Council. The property has now been guided in accordance with the preliminary approval and can be rezoned so that it is consistent with the Comprehensive Plan (see attached land use plan). The property will be rezoned in accordance with the attached map. The rezoning will change ~28 acres from AG-Agriculture to UC-Urban Commercial. Note that the previous Comprehensive Plan guided 12 acres for Urban Commercial and the new amended

Comprehensive Plan guides an additional 16 acres for Urban Commercial.

Following discussion with Planning and Council, the applicant has revised the plans to include seven (7) residential lots along Nelson Rd. The proposed residential lots mirror the lots across Nelson Rd. to the east. Development of the west side of Nelson into residential lots that are similar to those in existence would provide additional buffering of the proposed commercial development. It is noted that the existing residential lots directly across and on the east side of Nelson Road from the subject property have approximately 200 LF of frontage. The City's current ordinance would require 250 LF of frontage for all lots greater than 3.49 acres. This would include Lots 1, 2 & 6-8. Lots 3-5 comply with the frontage requirements. Approval of the residential lots would be accomplished via the Planned Development for the entire property. This property is unique in that it is guided for both Urban Commercial and Agriculture. This is a condition that only applies to this property in the City. The Planning Commission and City Council found that the additional residential lots considered for this property would be warranted and justified in order to provide a "known" buffer and separation between the existing residential properties on Nelson Road and the proposed urban commercial development on the west side of Nelson Road. The City believes that this residential lot buffer would protect the remainder of the property (residential lots) from being further developed in the future and would establish a reasonable and intended transition between zoning districts.

- The City noted in its initial review that the potential wetland impact associated with the development of driveways to serve the lots was a concern. The applicant has revised the plans to show the extent of the wetland impacts and is now proposing to utilize shared driveways for Lots 1&2, 3&4 and 6&7. Utilization of shared driveways would reduce the wetland impacts and the number of driveways located along Nelson Road.

- The applicant is proposing to provide on-site sewer (septic) and on-site water to serve the

proposed development. The applicant has provided a report indicating how the development of on-site water would serve the fire suppression requirements for the proposed development. The City is continuing to evaluate and study the possibility of establishing a municipal well/water service in the location of the Urban Commercial to serve commercial development on the north and south sides of Highway 12.

- The applicant has completed a wetland delineation for the property. The City initially provided feedback to the applicant relating to the potential wetland impacts. The applicant is proposing to mitigate the impacted wetlands utilizing the purchase of wetland credits. Approximately 31.36 acres of the subject property is wetlands. The applicant is proposing to impact 2.48 acres of the total wetland area (> 8%). The potential wetland impacts would need to be reviewed and approved by the City. Further review of the wetland mitigation plan would occur following an initial City approval.

- Stormwater management has been proposed for the development. The City has completed a full review of the stormwater management plan and provided detailed comments to the applicant. The proposal includes 3 stormwater ponds that would accommodate stormwater generated from the commercial portion of the proposed development. The City will continue to work with the applicant to revise the plans in accordance with the comments. The stormwater plans will need to be revised prior to any

City Council consideration of the proposed project.

- The applicant is proposing to preserve a large portion of the mature trees on the property

The City reviewed the final plat and requested rezoning and finds it consistent with the preliminary plat and now approved 2040 Comprehensive Plan. The applicant has provided the City with a robust package of details and information relating to the proposed development. The proposed lifestyle auto condominium illustrations appear to utilize high quality building materials and a sophisticated design that is unique for this product in the metro area. There several revisions that will need to be finalized prior to the City being able to formally act on the proposed final plat and rezoning.

Recommendation:

The Planning Commission is being asked to consider approval of the final plat and rezoning of a portion of the property. Should the Planning Commission recommend approval to the City Council, the following findings and conditions should be included:

1. The proposed Rezoning and Final Plat meet all applicable conditions and restrictions stated Chapter V, Section 510, Zoning, in the City of Independence Zoning Ordinance.
2. City Council approval of the Rezoning and Final Plat will be subject to the following:
 - a. The Applicant shall make all revisions required and as noted within this report, by the Planning Commission and City Council. The revisions include but are not limited to the following:
 - i. Revise the final plat to address all applicable comments and to provide for all requisite easements.
 - ii. Revise the landscape plans as requested and noted in the staff report.
 - iii. Revise the building plans to indicate mechanical equipment locations and if applicable, proposed screening of all equipment.
 - iv. Provide the City with all reports and certifications relating to the proposed septic fields as shown on the plans.
 - v. Revise the plans to address all Fire Department comments and requirements.
 - b. The Applicant shall address all comments and applicable requirements pertaining to the water resources and engineering as outlined in the respective review letters from Hakanson Anderson Associates.
 - c. The Applicant shall make all recommended and required revisions and receive final approval for all proposed and regulated improvements from MNDOT.
 - d. The Applicant shall comply with all applicable regulations and conditions prescribed by Pioneer Sarah Creek Watershed Management Commission.

- e. The Applicant shall enter into a development agreement with the City for this development.
 - f. The Applicant shall provide a letter of credit as established by the development agreement for all public improvements associated with this development.
 - g. The Applicant shall dedicate the future frontage road right of way as depicted on the final plat.
 - h. The Applicant shall provide the City with copies of the final lifestyle garage condominium covenants, including information related to the maintenance of the common private roads.
 - i. The Applicant shall provide the City with a shared driveway and maintenance agreement and requisite easements for those proposed residential lots with a shared driveway condition.
 - j. The Applicant shall obtain all necessary City, County, PCA and other regulatory agency approval and permits prior to construction.
 - k. The Applicant shall pay the park dedication fees in accordance with the terms defined in the Development Agreement.
3. The Applicant shall pay for all costs associated with the City's review of the rezoning, final plat and conditional use permit.
 4. The Applicant shall enter into a Planned Development Agreement with the City. The Planned Development Agreement will stipulate all standards associated with the planned development and will be considered for adoption concurrently with the final plat.
 5. The Applicant shall record the final plat with Hennepin County within one hundred and eighty (180) days of the City Council approval of the Final Plat.

Kaltsas – Rezoning request and final plat application. Rezoning is a public hearing the final plat is not a public hearing; it is just an action item.

Rezoning of a portion of the property from AG to UC. Property is approx. 58 acres overall. Zoned AG, guided by the city's comprehensive plan as both AG and UC. City approved prelim plat, site plan review and CUP and comp plan amendment that would facilitate development of this property as proposed. Following approvals, continue to talk to MnDOT to see what their approval would be for development. Comp plan approval. Needed approval from Met council. Comp plan was approved by Met Council.

MnDOT did take formal action on approval and approved plan as proposed by applicant with RIRO with no access to Nelson Rd. Applicant is asking for rezoning from AG to UC now consistent with now comp plan of the city. We do have ability to amend comprehensive plan by going through the process. Rezoning to match what Met Council approved. Final plat – granting land use rights for a particular property. More detailed review of final construction plans. If final plat is consistent with prelim plat, we would consider approval. We would have to find something not compatible or not consistent to deny.

Property is located at intersection of US Hwy 12 and Nelson Rd. Existing farmhouse and detached accessory buildings. There is also a large wetland complex and then a wooded area located in the center of the property. Also, some tillable acreage around the east and north and west sides of the property.

Rezone 28 acres to UC of the overall parcel. The comp plan for 2030 identified 12 acres be rezoned from AG to UC so they are asking for additional 16 acres be considered. This property is unique where a zoning boundary is proposed to divide zoning. Most of the properties for zoning follows property lines in Independence but it is not uncommon in general. 28 acres from AG to UC. What would have Comp plan shows 28 acres as UC and rest would be AG. Met council reviewed and approved this plan. The city designated N and S side of 12 as UC. UC was a land use classification the city adopted in 2030 plan.

This corner had a relationship and some kind of connectivity to Delano commercial and what this corner could ultimately realize. The city has had a bunch of land use proposals. south side was proposed as Tuffy's, churches, Target, Fleet Farm, Menards, Wal-Mart, apartment buildings, affordable housing, Home Depot, etc. Commercial nature of this property. City has proposed no commercial development with 12 and 90. A lot of pressure on this intersection. If there were utilities available, this would be developed a long time ago.

A part of the rezoning to keep commercial away from Nelson, it would be converted to similar residential lots to prohibit eastward expansion of commercial development from that property. AG does allow certain land uses occur. Church and church with school is allowed. Preliminary plat was approved, final plat is the same. 7 residential lots, 10,000sqft commercial building and lifestyle garage condos.

Commercial would be along US Hwy 12, condos behind that and residential along Nelson Road. Access on US Hwy 12 and Nelson Rd. MnDOT tried to force commercial connection to Nelson Rd with no connection on US Hwy 12. City held firm and got MnDOT to agree to RIRO with no access to Nelson. To protect, the city obtained a ROW a frontage rd. in the future for connection from Nelson Rd to County Line Rd with Nelson having no access to US Hwy 12. County Line Rd would have an improved intersection at County Line and US Hwy 12. Slated as roundabout in 2028. MnDOT has agreed with a RIRO off US Hwy 12 without the connection.

Privately owned, maintained by association, individual condos, nonbusiness, no business use permitted would be a condition of approval. Large garage with ability to finish off loft space. Commercial building is 10,000sqft with same look and characteristics. It would be retail and retail office use. Detailed photometric plan and lighting. Applicant provided a detailed plan for photometric and lighting. This would meet cities requirements for lighting. Cut off fixtures. Light levels need to be below readable level.

Story – what does retail look like?

Kaltsas – glass front and ability to have glass doors, certain business would be permitted. It is only 10000sq ft. It isn't a huge building. Something like small business shop, office or retail front. Retail oriented businesses.

Story – outdoor storage allowed?

Kaltsas – no outdoor storage is permitted

Story – after rezoning would follow property lines once residential and UC is separate.

Kaltsas – Property would be subdivided, and, in that subdivision, zoning would follow proposed property lines. Boundary line for the residential property would be boundary line for the zoning district. UC would be to the West and AG would maintain to the right of the dividing line.

Story – landscape plan off block 9 from residential lots?

Kaltsas – Yes, we approved landscape plan in previous site plan. Additional screening requested along out lot A frontage and out lot B on the backside and screening along US Hwy 12 up to retail portion of the lots.

PUBLIC HEARING OPENED

You talked about the pressure to develop with stores, more commercial, I don't understand high pressure for commercial. Why are we caring about that? On that map, the red area was also up to County Line Rd., right?

Kaltsas – this map shows what is being requested for zoning. Zoning is done today. The city is being asked to rezone this portion of this property to UC. The comprehensive plan land use map that was adopted by the city what future land use would be for a property for future land use plan that would extend to County Line Rd for guided 2040 plan. The city contemplated a lot of people asking about this property and proposal for this property and N side of 12.

Story – That is the guided proposal. Zoning requests come in at the time of development or change. We have to allow reasonable use of the land and at least look at the proposal and talk with them about that.

Usset – how many years ago the first commercial use came in?

Kaltsas – this property has been on the market for 10 + years. Prior to 2007 there have been requests for development proposals. I don't recall the dates of the requests for consideration.

Kathy Pluth – been here for 36 years. I'm having problems with the houses. The fact you are giving them 7 houses. I thought they were only allotted 2 houses. Everyone else only allotted 2 houses. Why 7 and not 2? I think it is too many houses and 2 is fine.

Sue Ross – Regarding residential lots. To me I feel like it's setting a precedence. Tonight, you are saying there is pressure to have it commercial which I still would like that answered and I don't understand why. I hope you can go back and say why. Why putting 7 lots there to match the other side, that is opening up Independence to that code in my opinion. If that is what the city and the people

want that would be one thing but doing it for 1 person, I don't know how that would be considered.

Story– Want to make sure everybody understands that the hearing tonight is just about rezoning for UC. Your question about the houses when we had the preliminary plat discussion as well as the and the public hearing was approved many months ago, tonight is the rezoning to UC. This is an entire site development that is reviewed, not just the residential. Based on feedback from the public as well as discussion from the Planning Commission and City Council. The overall feedback landed on the look on Nelson Rd matching East side/West side to be the best solution for this property

Jim Merchant – curious if the lots will affect asphalt on Nelson Rd.

Story – we haven't addressed anything around Nelson R other than MnDOT approved the approved the RIRO. We didn't want to pave it so there was no increased traffic.

Mary Patterson – We were all at the last meeting. It didn't matter that we were at that meeting. We are all against this moving forward. We are against the rezoning to the UC. We really want it to be beneficial for us for the road and for the safety. How can you take a piece of land and have most of it be wetlands and put all of this on there and not change that? Did they do an EAW?

Kaltsas - they did not. It was not required. They did a full wetland delineation on the property to determine what was wetlands and what wasn't.

Mary Patterson – a lot of the comments was that we will do this as it gets approved. We are told we don't have a say. We want you to hear our voice. We want it to be safe when we are driving out to Hwy 12 and we don't want wetlands to be destroyed or septic to be a cess pool. What happens when my well is used up. We want our voices heard.

Nancy Jordan – lives right across but on the South side of the project. It isn't about matching, because I have lived across that property for 45 years. There are sandhill cranes, turkeys, coyotes, fox, deer, etc. We are changing that and not dividing it into 1-2 properties instead of 7. The spirit was to maintain its natural and AG essence and I don't see that.

Tom Janis – I see this more of an issue of property rights. I think it's a great deal that they are being able to do what they want to do with their property. When people say everyone in the room that is not quite right.

Kathy Pluth – is it possible for this to change tonight with a discussion? Is this a done deal?

Story – there is a public hearing on rezoning from AG to UC. That is what this meeting is about. The preliminary plat was approved. You have a lot of say in electing city officials and public hearings.

Jackie Young – why can you not make changes to a prelim plat before final plat approval? It is done all the time in other cities. This should be based on public input. Are you writing this all down and making changes before final plat approval?

Story – the parts of the plan that were reviewed and subject to public hearing have been approved and approved by the city council. We take and listen to all your feedback all the feedback about roads, land use. Several months ago, we approved a prelim plat based on public input. We can't go from 8 lots to 1. This is a rezoning public hearing. Our job here tonight is around a public hearing for the zoning.

Jackie Young – Are you telling me are you refusing to make any changes to prelim plat before final plat approval.

Story – The planning commission can recommend, and city council can approve whatever they want based on feedback, based on changes. I appreciate your feedback and the goal of this public hearing is to listen to public broadly and make our best recommendation to City Council.

Jackie Young – Can you show us the access road from the commercial to Nelson Rd?

Story – There is no road, there is an out lot that is being reserved in case of future need because of the closure of Nelson Rd and just becoming a RIRO so that you would have the ability to exit your property from the West.

Mark Patterson – I was able to go to the 1st meeting. None of the car condos are going to be residential. Commercial will have bathrooms and running water. Will garages have running water if it's not business or living area. Why would you have water in these?

Story – in other instances the uses have bathrooms, hangouts, etc.

George Ross – If you can rezone these lots down to 3.5 acre lots, then we all want the same thing.

Christina – lots going in across with ditch grains. Will you redirect our water.

Story – the wetlands have been marked off and will be undisturbed.

Jim Merchant – if you look at the zoning issue, what does that do to the 7 lots.

Story – The comp plan has been approved by city council and Met Council. It would just be approving to match the plans.

Pam – drainage is a huge issue. I found that within our ordinances it says that long lots are prohibited. It seems that these violate.

Kaltsas – we are doing this under a PUD. There was discussion during prelim plat to increase lot width to match ordinance or to match with lots across the street. The decision was to match to remain consistent.

Liz Potter – I think you mentioned that outlot a is a future potential plan to alleviate problems for Nelson Rd. In the case we may need it.

Kaltsas – the city requested that the developer dedicate this to the city so that it could be developed in the future if the city chooses to.

Liz – that road won't exist right now.

Kaltsas – the city pushed for MnDOT to do more work on US Hwy 12. They did the overpass at County Rd 92 and County Rd 90. We did \$1m study and plan. It was a proposed plan. Nelson have RIRO, 12 to have a barrier. Church RIRO. Roundabout at Lake Haughey. There was discussion as a frontage road. MnDOT wouldn't put that on the plan. We asked the developer what they would give back to the city to allow a frontage to County Line Road with future plans to hopefully get the property through. The property owner to the west was not willing to sell that land and the city was not willing to condemn that from that property owner.

Dave Potter – We would have the longest continuous access to this. I was opposed to this at first. We have to look at this at what is the best option.

John Zeglin – I am the seller. We owned the property for over 40 years. Parents bought it as an investment. Buying property on 12 posed a large challenge. If anyone wants to ask questions. About 20 years ago we tried to sell. Mills fleet farm, big box stores. Delano wouldn't allow water. The development had to change to work with what we had. The 7 lots were supposed to be commercial, and I would have got more money. When the lots came up and I thought it was a great idea. The developer listened to what people were saying and to hurt the residential area. I pay taxes twice a year and I wish I was a mile or two west. We are paying premium taxes because we have preserved out city. If we are developing, this is the perfect spot. Developer has done everything he could to work with everyone and what works for him as well. Art Ahlstrom's place, we have 3-acre lot, where did those 3 acres lots come from.

Bill Stoddard – developer/applicant: the reason we haven't had a neighborhood meeting is because we wanted more direction from MnDOT. The commercial aspect would be HOA maintained. The rear of residential, we have restrictions that you cannot cut down trees to keep that buffer. MnDOT future plans are roundabout at County Line Rd and the corner has gas easements now. They would be dealing with the landowner and would acquire that land anyway.

Dave – looking for safety

Mike Zeglin – traffic is an issue. Anyone living on Nelson Road can hop on County Line Road. The dirt road wouldn't be an issue if it regarded safety. There are ways to make it work.

Motion by Usset, seconded by Tearse to close the public hearing

Usset – is there any other property in Independence like this where it is split by AG on 2040 comp plan.

Kaltsas – east side by maple plain that is split for housing.

Usset – there are only 2 properties with the split. How do you think about this when there is zoning on both sides. Owners have tried selling this for years. This is a tough property.

Story – its only split for a few months until property lines are established.

Anita Volkenant – how many lots are zoned AG under 10 or 5 acres.

Kaltsas – probably over 100? We allow down to 2.5 on a density transfer.

AV – should we do RR or AG?

Kaltsas – the PUD warrants this kind of density transfer. The 7 residential lots were a good buffer.

Anita Volkenant – as other lots are turned to UC, there would be the opportunity to turn them as well?

Story – we will probably have more conversation and expand RR

Motion by Tearse, seconded by Usset to approve Rezoning of a portion of the property (~28 acres) from AG-Agriculture to UC-Urban Commercial and to approve Final Plat for the proposed subdivision consistent with the approved preliminary plat. Ayes: Thompson, Tearse, Volkenant. Story and Usset. Nays: None. Absent: Gardner and Dumas. Abstain. None. MOTION DECLARED CARRIED. 5-0

5. Open/Misc.

6. Adjourn.

Motion by Story, seconded by Usset to adjourn at 9:33pm

DRAFT



CITY COUNCIL MEETING MINUTES
TUESDAY AUGUST 1, 2023

CITY COUNCIL MEETING TIME: 5:30 PM (CHANGED FOR NIGHT TO UNITE)

1. Call to Order

Pursuant to due call and notice thereof, a regular meeting of the Independence City Council was called to order by Mayor Johnson at 5:30 p.m.

2. Pledge of Allegiance

Mayor Johnson led the group in the Pledge of Allegiance.

3. Roll Call

PRESENT: Mayor Johnson and Councilors Betts and Spencer and Grotting
ABSENT: Councilor McCoy
STAFF: City Administrator Kaltsas, City Administrative Director
VISITORS: City Attorney Vose
No visitors

4. ****Consent Agenda****

All items listed under Consent Agenda are considered to be routine by Council and will be acted on by one motion. There will be no separate discussion of these items. If discussion is desired, that item will be removed from the Consent Agenda and will be considered separately.

- a. Approval of City Council Minutes from the July 18, 2023, Regular City Council Meeting.
- b. Approval of Accounts Payable (Batch # 1; Checks Numbered 22195-22207 and Batch # 2; Checks Numbered 22208-22214).
- c. Agriculture Preserve Renewal: 7850 Turner Road (PID No. 28-118-24-23-0001)

Motion by Spencer, seconded by Betts to approve the Consent Agenda. Ayes: Johnson, Betts, and Spencer and Grotting. Nays: None. Absent: McCoy. Abstain.

MOTION DECLARED CARRIED. 4-0

5. Set Agenda – Anyone Not on the Agenda can be Placed Under Open/Misc.

6. Reports of Boards and Committees by Council and Staff.

Grotting attended the following meetings:

- City Workshop

Spencer attended the following meetings:

- City Workshop
- Planning Commission

Betts attended the following meetings:

- Fire Commission
- Police Commission
- City Workshop

Johnson attended the following meetings:

- Planning Commission
- Toward Zero Death (Virtual Seminar)
- LMC – Cyber Optics Workshop
- Community Theatre Production – Mary Poppins - Orono
- Maple Plain Fire Commission
- Police Commission
- LMC – Webinar Cannabis Meeting
- Metro Cities Policy Committee Meeting - Housing and Economy
- Budget Workshop
- Emma Youngquist Meeting
- Hwy 55 Coalition debriefing Meeting
- Meeting with Avenue re: Credit Card Processing

Simon attended the following meetings:

- Workshop

Kaltsas attended the following meetings:

- Dean Philips Aid

7. Request for Proposals – City Wide Recycling Contract:

- a. The City's current recycling contract expires on December 31, 2023. The city has prepared an RFP requesting proposals for residential recycling.

Current contract with Republic Services expires on December 31st. We would look to issue RFP for new proposals for a 3-year contract. We put a draft together that changed a lot from years ago. May not be issuing profit shares anymore. We talked to Republic Sanitation, Curbside, and Waste Management. All are interested in submitting a proposal that are in our area. We want a proposal back before preliminary budget adoption. Republic said to expect a 40% increase in recycling. Part of the RFP was to give containers to the residents at no cost. We stipulate that it has to be Friday pickup.

Betts- how large are the companies?

Kaltsas – Waste Management is the largest. Curbside is a local company has just recently gotten into the industry. Most companies are being acquired or merging. Waste Management

and Republic is picking up all of these companies. WM pulled out of this area previously and now they are looking to quote it.

Vose – there is some friction. You have to switch out bins, company has to pick them up. New company must provide and provide new billing. You need to do the right thing with the change and price. You will probably hear about it from residents not wanting to change.

Motion by Johnson, seconded by Betts to approve the RFP. Ayes: Johnson, Betts, and Spencer and Grotting. Nays: None. Absent: McCoy. Abstain.

MOTION DECLARED CARRIED. 4-0

8. Consider Authorization to Purchase List Station Equipment Associated with the Improvements Approved to Support the BridgeVine Subdivision.

Kaltsas – once we approved final plat for Bridgevine subdivision is a requirement of the city. The city engineer prepared plans and specs for lift station 50, we worked with developer on having the developer to actually do the construction of the lift station. It would take too long to go out for bids. We could get it built and still be able pull-out equipment that comes with warranties that we want to maintain control over. We agreed to pull this equipment out – generator, control panel, hatch, railing and some of the components internal to the lift station. We wanted city to purchase those separately and give them to developer's contractor to install. We will be purchasers and we will have the warranty in the cities name. Engineer felt needed to be done in order to put the city in the best position on this particular lift station.

Grotting- how do you purchase something you already own?

Kaltsas- we purchase the diesel generator, the control panel or the brains to the lift station, the rails that pumps are mounted on and hatch for the lift station.

I am asking for authorization to purchase new items. We approved that. We took funding from developer to build the lift station to expand it's capacity to be able to accommodate the new development. We are under the threshold for public bid – pumps, rail, control panel and hatch with WW Gosh. We also bid generator – both Cummins and Ziegler with significant price difference. City engineer is asking council if we can purchase Cummins generator and WW Gosh bid. Most significant relates to the WW Gosh to see what is included in that for equipment. We agreed on the process for the developers engineer develop the lift station and do the to do the construction for a lot of reasons but timing most significantly there probably is cost savings ultimately. This existing lift station only served 3 homes, the lift station will serve 30 properties.

Motion by Betts, seconded by Spencer. Ayes: Johnson, Betts, and Spencer and Grotting.

Nays: None. Absent: McCoy. Abstain.

MOTION DECLARED CARRIED. 4-0

9. Open/Misc.

10. Adjourn.

Motion by Grotting, seconded by Betts. Ayes: Johnson, Betts, and Spencer and Grotting.

Nays: None. Absent: McCoy. Abstain.

MOTION DECLARED CARRIED. 4-0

Meeting Adjourned.

Respectfully submitted,

Carrie Solien, Recording Secretary

DRAFT

■City of Independence

***Request for an Amendment to the Conditional Use Permit for the
Windsong Farm Golf Club Located at 18 Golf Walk***

<i>To:</i>	Planning Commission
<i>From:</i>	Mark Kaltsas, City Planner
<i>Meeting Date:</i>	August 23, 2023
<i>Applicant:</i>	Windsong Farm Golf Club
<i>Owner:</i>	David Meyer
<i>Location:</i>	18 Golf Walk

Request:

Jon Dailing/Windsong Farm Golf Club (Applicant) and David Meyer (Owner) are requesting the following action for the properties generally located at 18 Golf Walk and 550 CSAH 92 N. (PID No.s 32-118- 24-13-0001, 32-118-24-42-0001, 32-118-24-24-0001, 32-118-24-31-0002, 32-118-24-42-0030, 32-118-24-43-0002, 32-118-24-42-0031, 32-118-24-42-0029, 32-118-24-42-0025, 32-118-24-42-0036, 32-118-24-34-0001 and 32-118-24-31-0001) in the City of Independence, MN:

- a. A conditional use permit amendment to allow the modification and expansion of the main club house building associated with the golf course.

Property/Site Information:

The subject property is located on the south side of County Road 6, just west of County Road 92. The property is a golf course. The properties have the following characteristics:

Property Information18 Golf Walk

Zoning: *Agriculture*

Comprehensive Plan: *Public/Semi-Public*

Aerial Photograph of 18 Golf Walk (Primary Buildings)

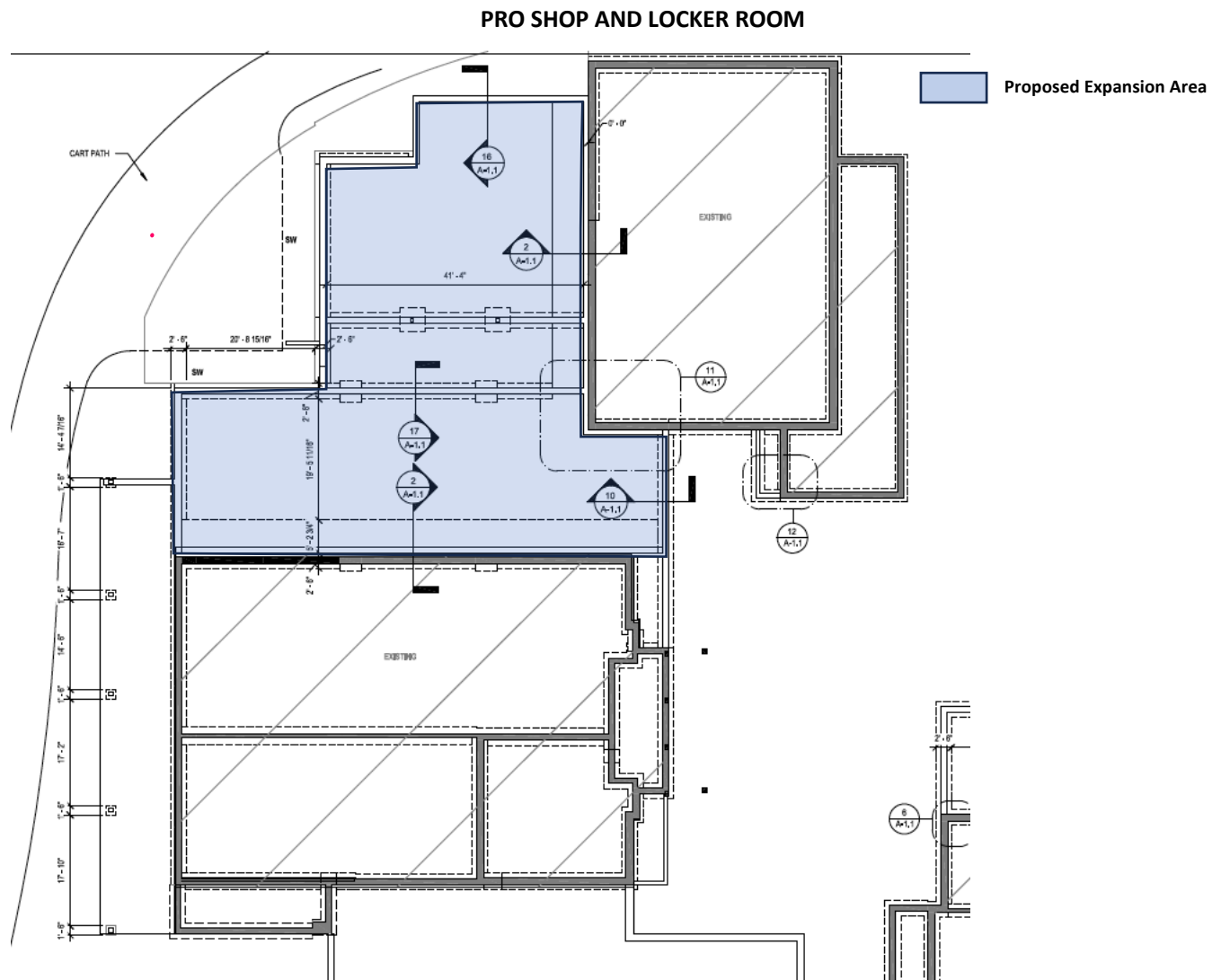


Discussion:

Windsong Golf Club approached the City to discuss an expansion of the existing clubhouse, pro shop and locker room facilities. Windsong has been planning to expand the facilities to better accommodate their current membership. The proposed expansion consists of the following:

	<u>Existing SF</u>	<u>Proposed SF</u>	<u>Total SF</u>
Golf Shop and Locker Room:	~4,800	~7,606	~12,406
Club House	~10,300	~2,205	~12,505

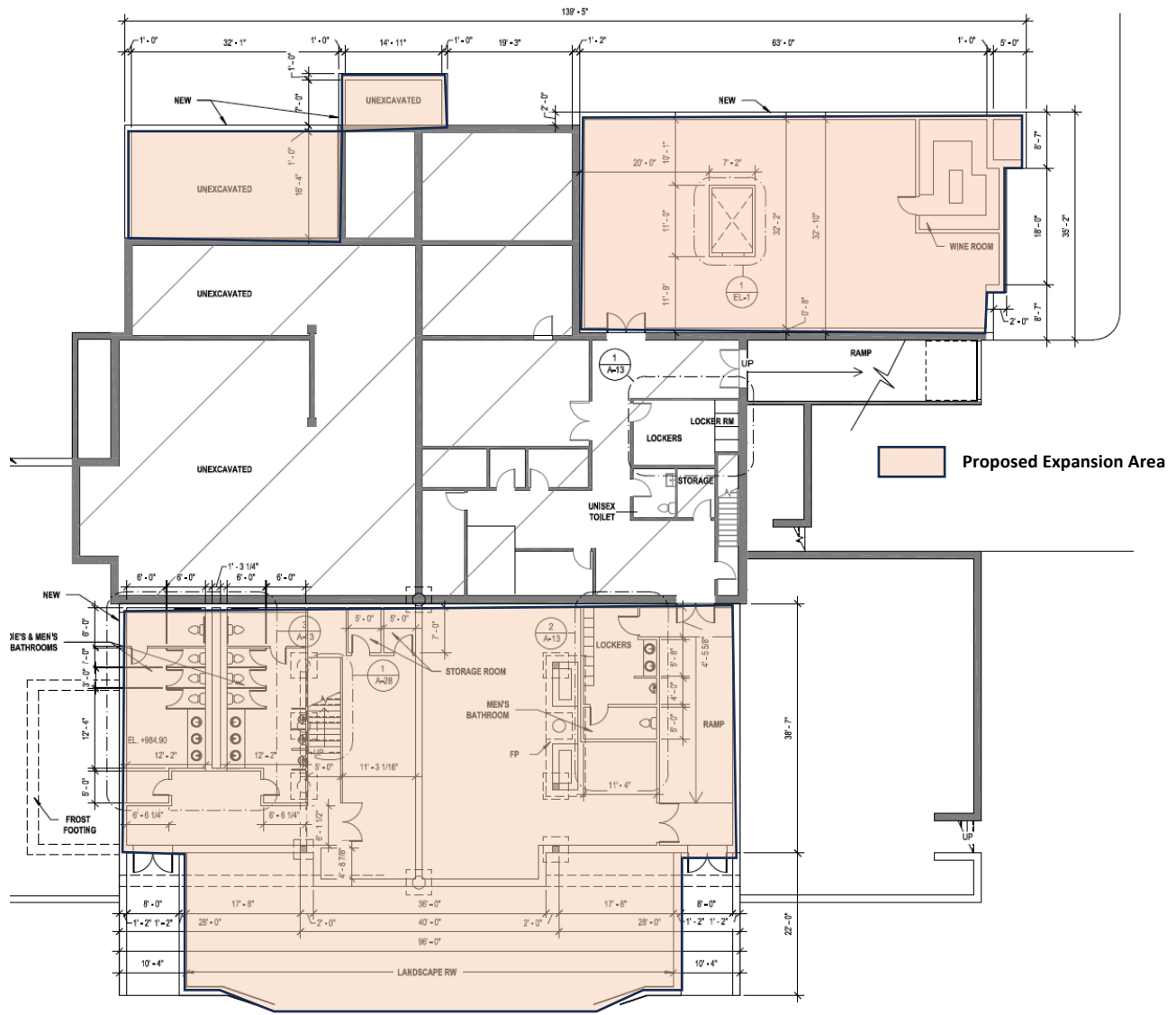
The expansion to the golf shop and locker room would provide for a significant expansion of the locker room on the main level. The existing locker room does not accommodate the current or anticipated membership. Also provided for with this portion of the expansion would be general storage as well as golf cart storage on the lower level.



The expansion of the clubhouse would provide for an updated entrance and wine room and a lower level with additional restrooms, storage and terrace. The clubhouse expansion would also

include the installation of an elevator. There are several minor additions also included with the clubhouse expansion project that can be seen on the plans submitted to the City. The general footprint of both buildings would continue to be contained within the same portion of the golf course site without disruption to the golf course, parking or existing trail.

CLUBHOUSE



The proposed expansion of the existing buildings is in keeping with the permitted use for the golf course and associated facilities. The proposed expansion is limited to the areas that are currently occupied by the facilities. The expansion creates additional indoor storage and allows for the

clubhouse to accommodate the current needs of the membership. Membership of the club, including parking was recently accounted for with the north course expansion.

In order to consider the expansion of the golf course facility to the subject property, an amendment to the conditional is necessary.

520.09 Subd. 8. If a conditional use permit holder wishes to alter or extend the operation or to change the conditions of the permit, the city will evaluate the permit holder's compliance with the existing permit conditions. Any change involving structural alterations, enlargement, intensification of use, or similar change not specifically permitted by the conditional use permit issued requires an amended conditional use permit. An amended conditional use permit application must be administered in a manner similar to that required for a new conditional use permit.

Commercial golf courses are permitted as conditional uses in the AG - Agriculture zoning district. The golf club has a conditional use permit that was originally approved in 2001 and amended in 2012 and 2013, 2016, 2021, 2022 and 2023. The CUP allows two golf courses, their associated club house/pro shop, guest house and parking north of CSAH 6. The initial Golf Course CUP was issued under 530.01, subd. 4(s) which makes "commercial golf course" a conditionally permitted use.

Any amendment to an existing CUP must meet the same requirements established for granting a new CUP. The criteria for granting a conditional use permit are clearly delineated in the City's Zoning Ordinance (Section 520.11 subd. 1, a-i) as follows:

- 1. The conditional use will not adversely affect the health, safety, morals and general welfare of occupants of surrounding lands.*
- 2. The proposed use will not have a detrimental effect on the use and enjoyment of other property in the immediate vicinity for the proposes already permitted or on the normal and orderly development and improvement of surrounding vacant property for uses predominant in the area.*
- 3. Existing roads and proposed access roads will be adequate to accommodate anticipated traffic.*
- 4. Sufficient off-street parking and loading space will be provided to serve the proposed use.*
- 5. The proposed conditional use can be adequately serviced by public utilities or on-site sewage treatment, and sufficient area of suitable soils for on-site sewage treatment is available to protect the city form pollution hazards.*
- 6. The proposal includes adequate provision for protection of natural drainage systems, natural topography, tree growth, water courses, wetlands, historic sites and similar ecological and environmental features.*
- 7. The proposal includes adequate measures to prevent or control offensive odor, fumes, dust, noise, or vibration so that none of these will constitute a nuisance.*

8. *The proposed condition use is consistent with the comprehensive plan of the City of Independence.*
9. *The proposed use will not stimulate growth incompatible with prevailing density standards.*

The City will need to find that proposed expansion of the Pro shop, Clubhouse and Locker Room is consistent with the existing zoning. In addition, the City will need to determine if the proposed amendment to the CUP meets the requirements for granting a conditional use permit.

There are several items that should be noted:

- The City is requesting that the applicant provide additional information relating to building, courtyard and terrace lighting to ensure compliance with applicable standards.
- The proposed buildings and also existing buildings would be sided with masonry brick siding. The applicant has provided the City with several illustrative images of the proposed building architecture and colors.

The Planning Commission will need to determine if the requested amendment to the conditional use permit meets all of the aforementioned conditions and restrictions.

Neighbor Comments:

The City has not received any written comments regarding the proposed amendment to the conditional use permit.

Recommendation:

Staff is seeking a recommendation from the Planning Commission for the request for an amendment to the conditional use permit. Should the Planning Commission make a recommendation to approve the requested action, the following findings and conditions should be considered:

1. The proposed conditional use permit and comprehensive plan amendment meets all applicable conditions and restrictions stated Chapter V, Section 510, Zoning, in the City of Independence Zoning Ordinance.
2. The conditional use permit will be reviewed annually by the City to ensure conformance with the conditions set forth in the resolution.
3. This amendment approves the expansion of the existing pro shop, locker rooms and clubhouse which is further defined on the approved plans and exhibits. The following conditions should be added to the conditional use permit:

- a. In addition to the golf course, Windsong Farm Golf Club can use the property located at 550 CSAH 92 N. for additional outdoor storage, indoor storage and staff overflow parking with the following limitations:
 - 1) Any site lighting or building lighting shall be subject to the requisite City ordinances pertaining to outdoor lighting. Any existing lighting shall be modified to be fully compliant. The applicant shall submit a lighting plan to the City for review and approval.
4. The applicant shall pay for all costs associated with the review of the conditional use permit amendment application.

Attachments:

1. Application



**CITY OF
INDEPENDENCE
MINNESOTA**

Applicant Information

Name: Jonathan Dailing
Address: 18 Golf Walk
Maple Plain, Minnesota
55359
Primary Phone: 9527973727
Email: jdailing@wsfarm.com

Owner Information

Name: David Meyer
Address: 18 Golf Walk
Maple Plain, Minnesota
55359
Primary Phone: 763-479-6524
Email: dmeyernd@gmail.com

Property Address:

PID:

Planning Application Type: Conditional Use Permit, Planning / Building

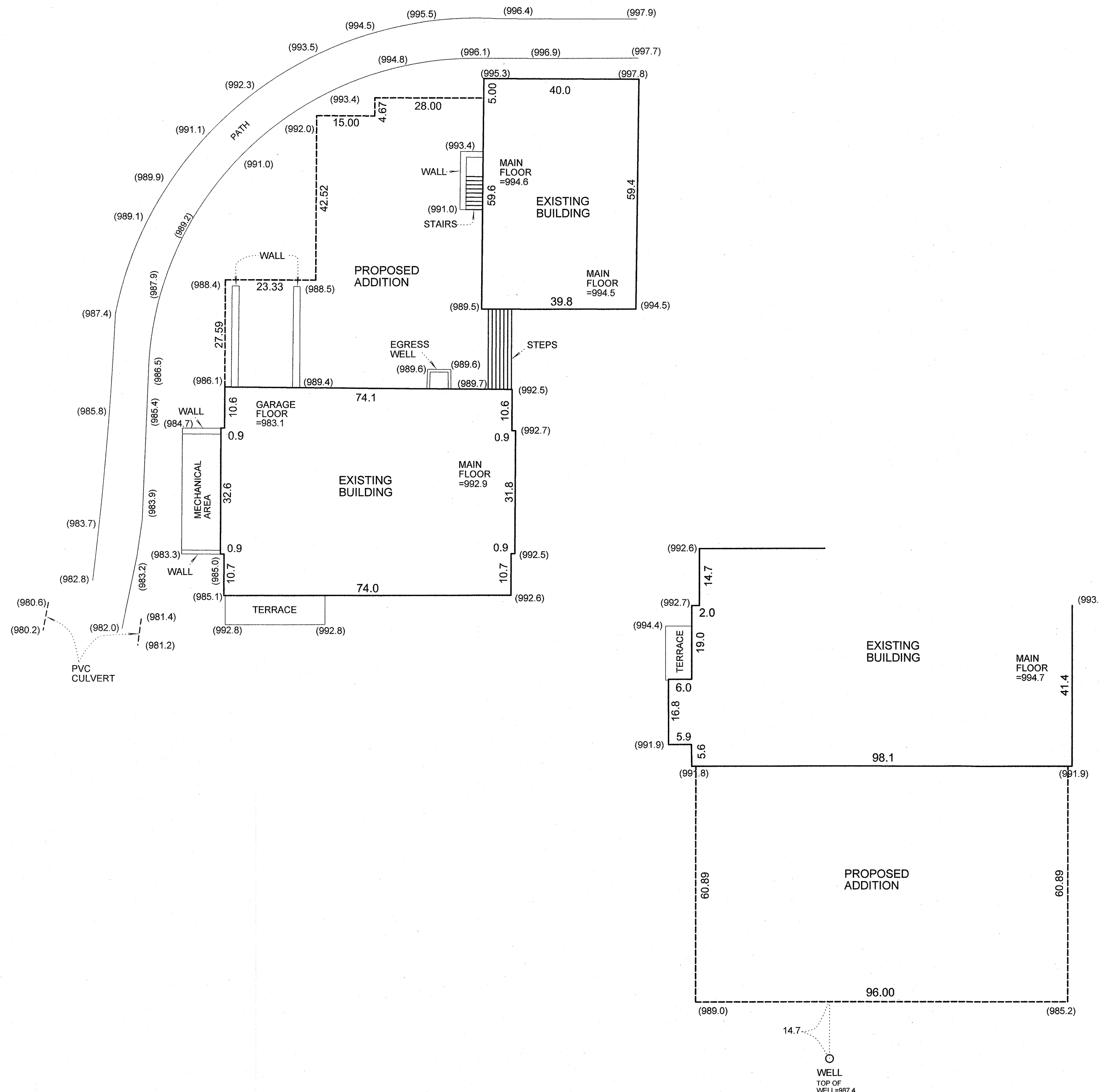
Description:

Supporting Documents: Site Survey (Existing Conditions), Site Survey (Proposed Conditions), Building Plans, Construction Plans, Preliminary/Final Plan

Signature:

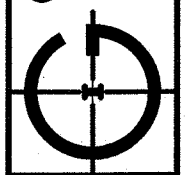
Description: Windsong Farm golf club is proposing to amend its existing conditional use permit to allow the addition to the existing locker room and golf shop (4021 total square feet). The proposed addition would connect the two buildings providing more lockers, bag storage, office space, and a small deck on the main level. The basement would accommodate additional golf cart storage and additional storage.

CLUBHOUSE DETAIL FOR
WINDSONG FARM GOLF CLUB



(993.4) : Denotes existing spot elevation

GRONBERG & ASSOCIATES, INC.
CIVIL ENGINEERS, LAND SURVEYORS, LAND PLANNERS
445 N. WILLOW DRIVE LONG LAKE, MN 55356
PHONE: 952-473-4141 FAX: 952-473-4435



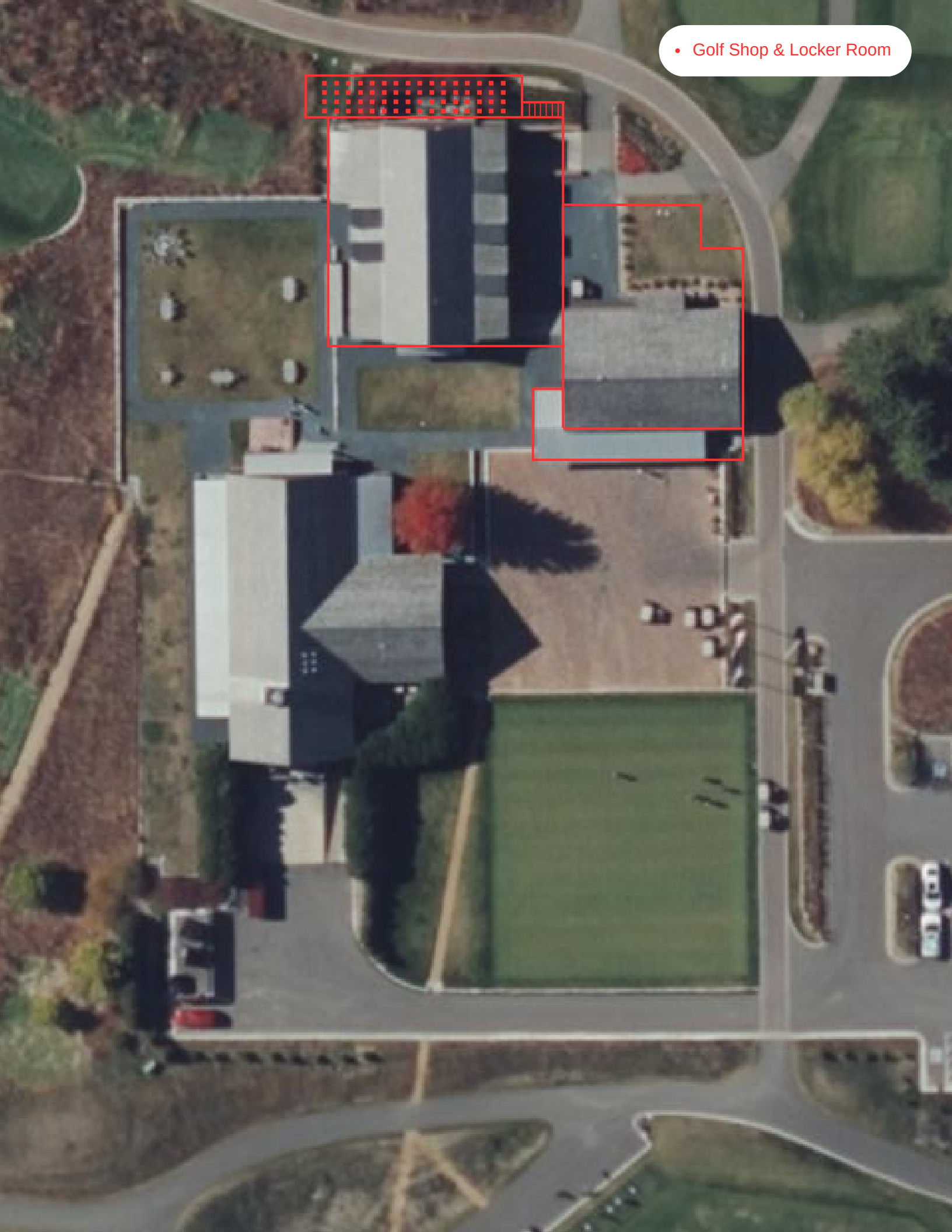
DATE	5-6-22
SCALE	1"=20'
SHEET	22-080
SHEETS	15

I hereby certify that this plan, specification, or report was prepared by me or under my direct supervision and that I am a duly Licensed Land Surveyor under the laws of the State of Minnesota.
Mark A. Gronberg
DATE 8-19-22 MINN. LICENSE NUMBER 12735

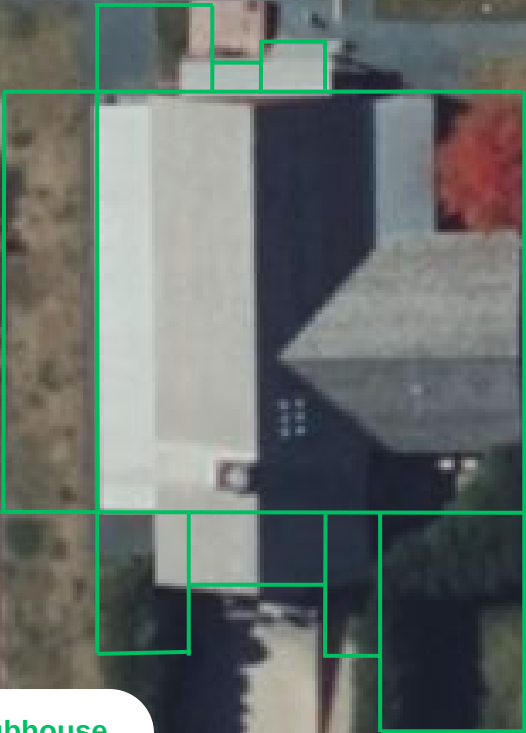
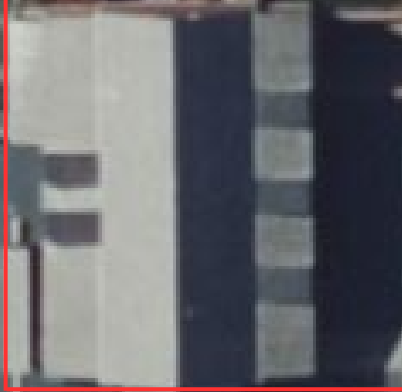
DESIGNER	DRAWN	CHECKED
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REVISIONS	
DATE	REMARKS
8-19-22	REVISED PROPOSED ADDITION

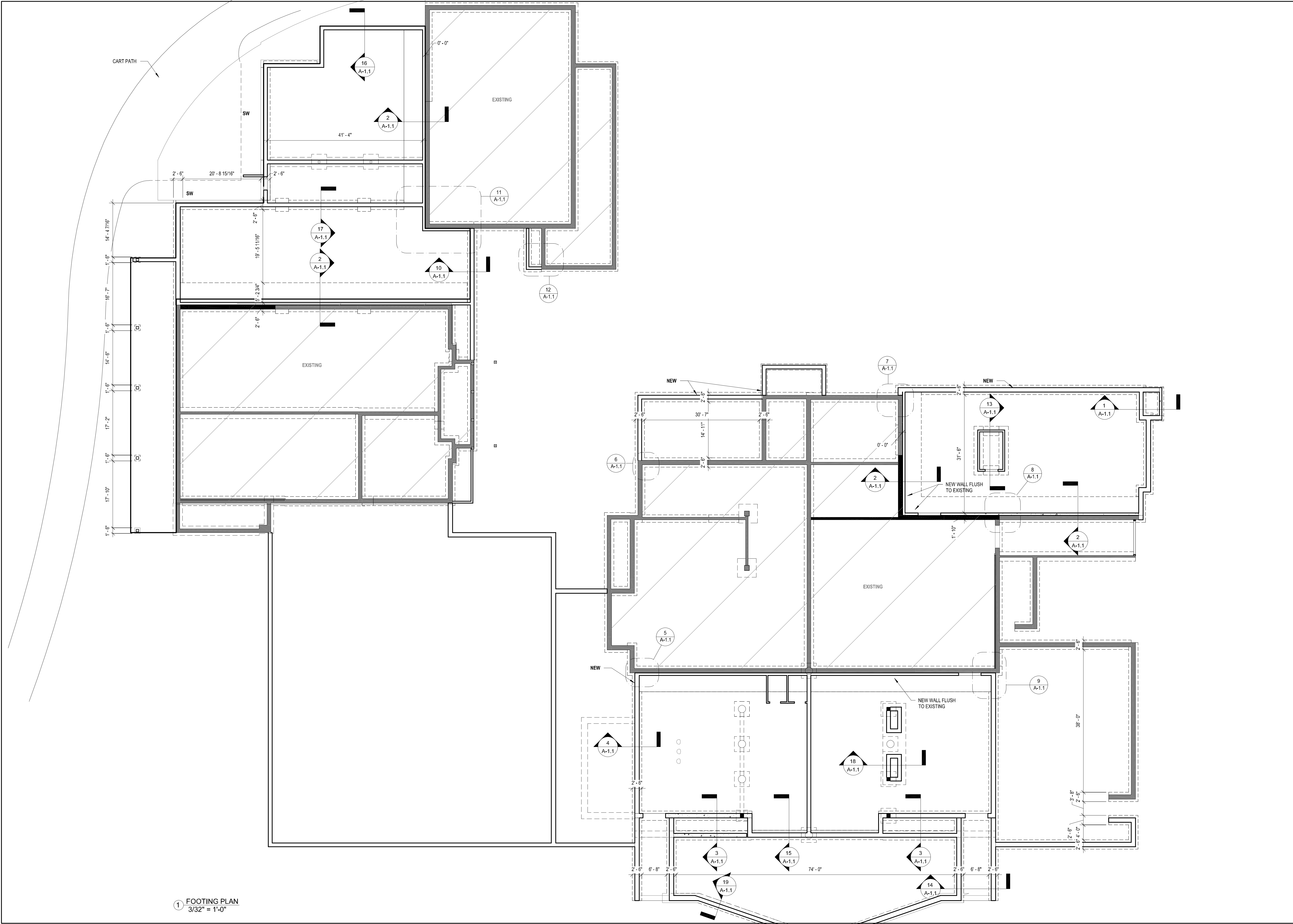
• Golf Shop & Locker Room



• Golf Shop & Locker Room



• Clubhouse



1 FOOTING PLAN
3/32" = 1'-0"

DATE: 10-06-2023

REVISIONS:

BRUCE
KNUTSON

Architects

3005 York Avenue South
Minneapolis, MN 55410
PHONE 612-332-8000 FAX 952-941-6515
WWW.KNUTSON-ARCHITECTS.COM

I hereby certify that this plan, specification, or report was prepared by me or under my direct supervision and that I am a duly Licensed Architect under the laws of the state of Minnesota.

[Signature]
Bruce Knutson
Date: _____
Lic. No. 1789

WINDSONG FARMS

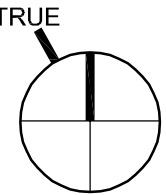
18 Golf Walk, Maple Plain, MN 55359,USA

JOB NO: -

SHEET NO:
A-1

FOOTING PLAN

12-06-2023 23:36:19



REVISIONS:

I hereby certify that this plan, specification, or report was prepared by me or under my direct supervision and that I am a duly Licensed Architect under the laws of the state of Michigan.

Signature: Michael J. ...
Bruce Kratzton
Date: _____
Lic. No. 11789

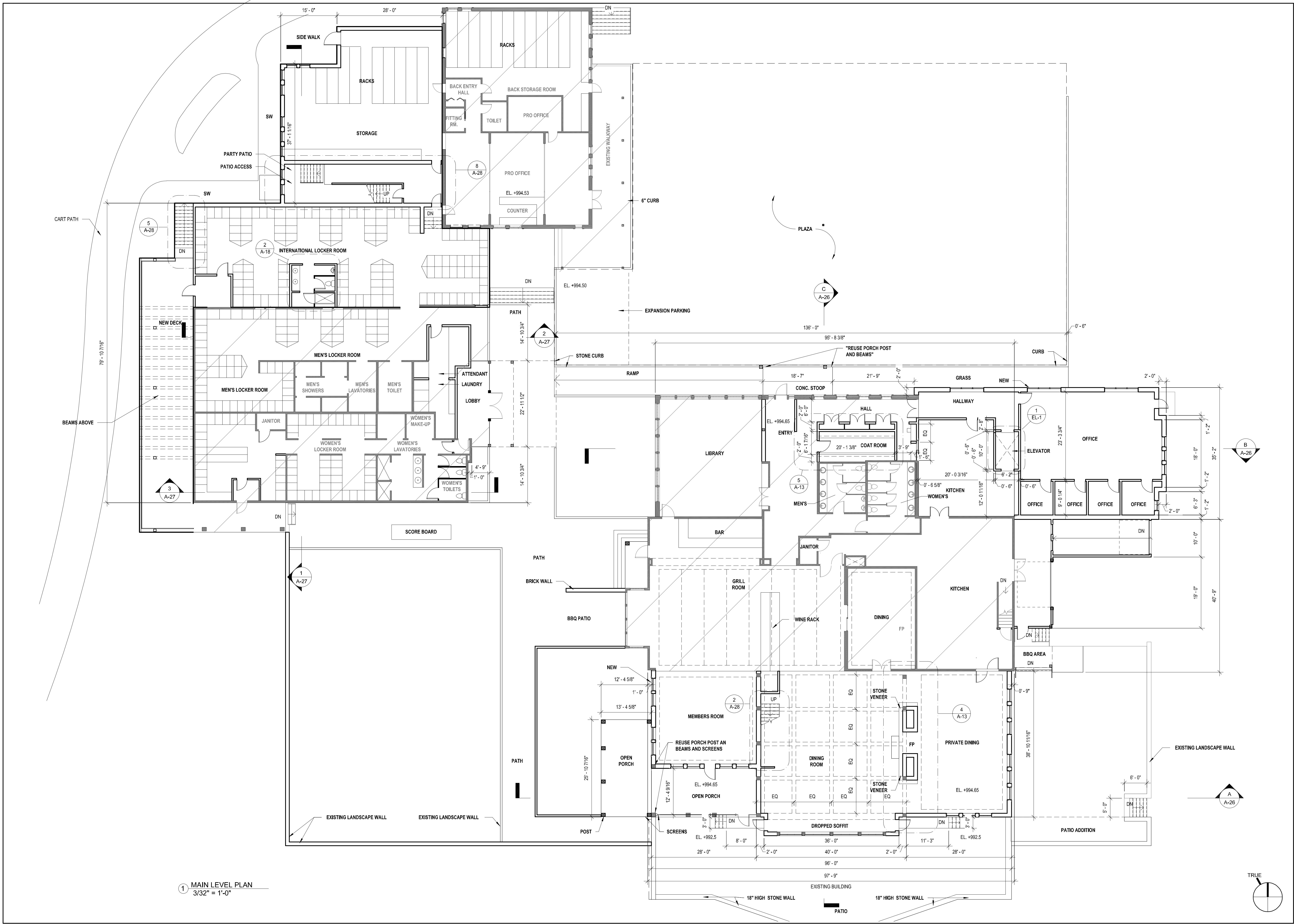
18 Golf Walk, Maple Plain, MN 55359, USA

SHEET NO:

POWER LEVEL

PLAN

12-06-2023 23:14:49



DATE: 25-06-2023

REVISIONS:

BRUCE KNOTSON Architects
3005 York Avenue, South
St. Paul, MN 55105
PHONE 612-332-8000 FAX 952-941-6515
WWW.KNOTSON-ARCHITECTS.COM

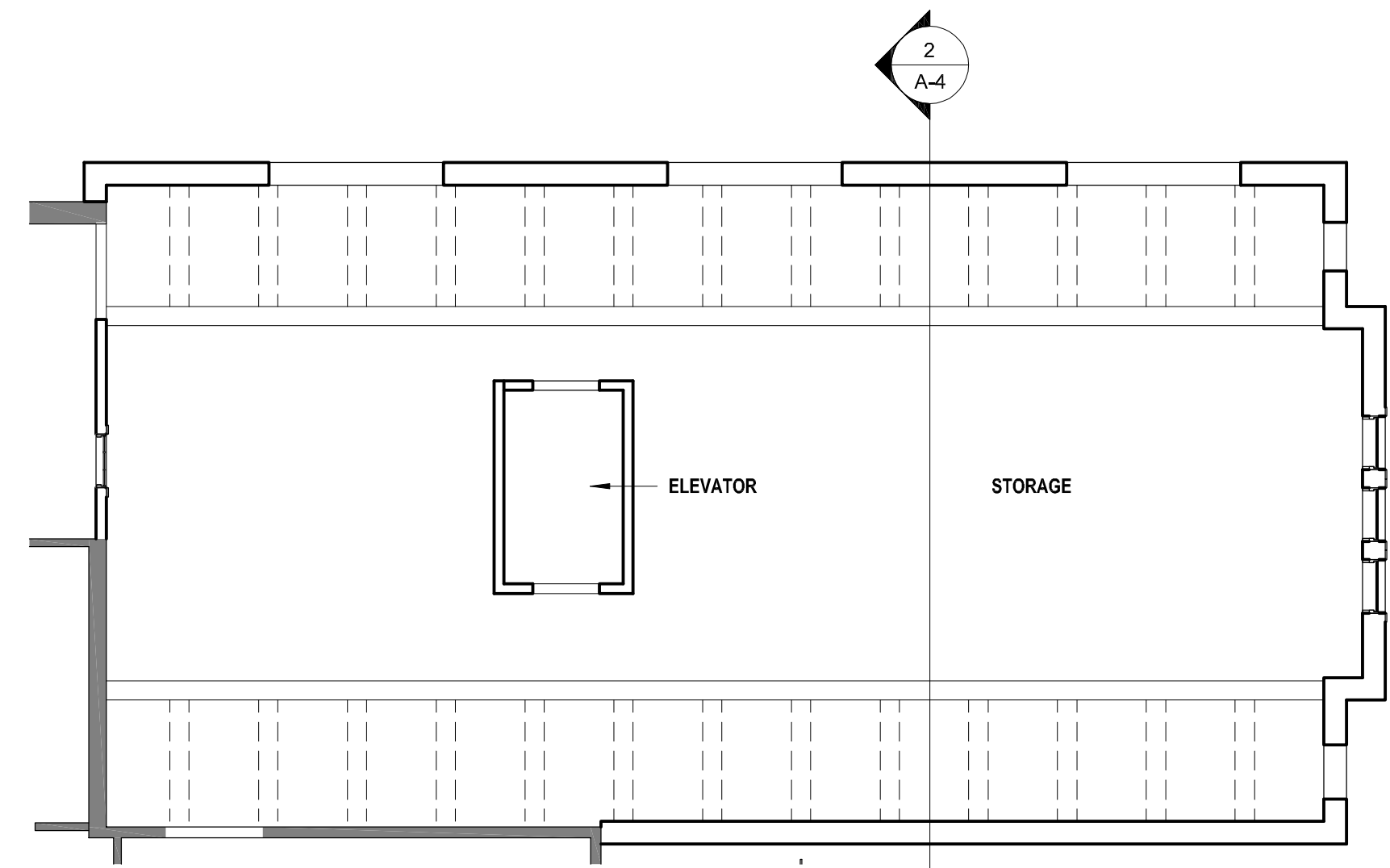
I hereby certify that this plan, specification, or report was prepared by me or under my direct supervision and that I am a duly Licensed Architect under the laws of the state of Minnesota.
Bruce Knotson
Date: 25-06-2023
Lic. No. 13789

WINDSONG FARMS
18 Golf Walk, Maple Plain, MN 55359, USA

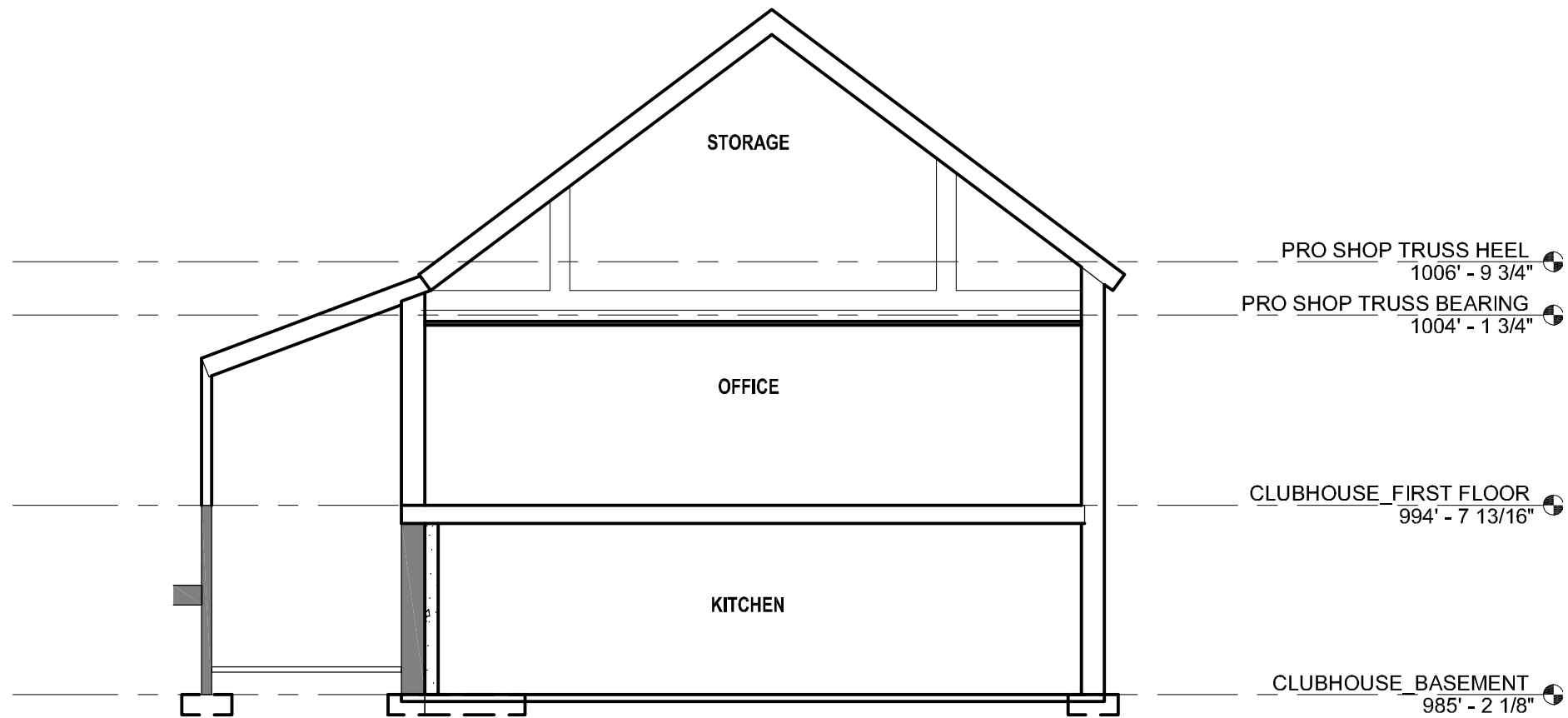
JOB NO: -

SHEET NO:
A-3
MAIN LEVEL PLAN

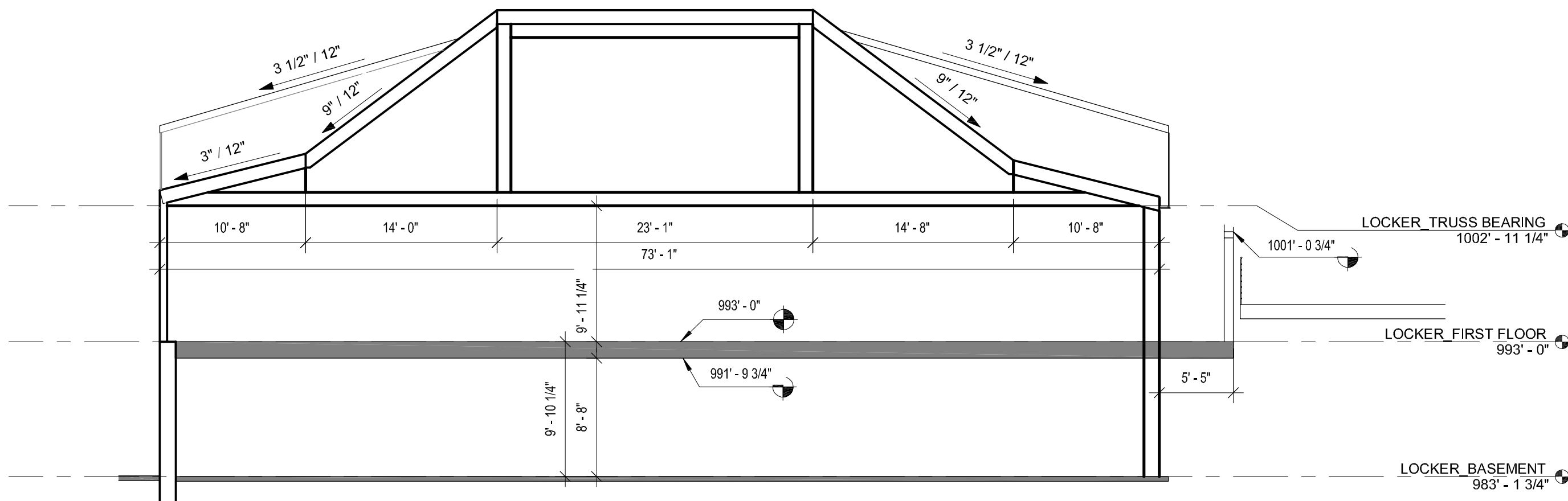
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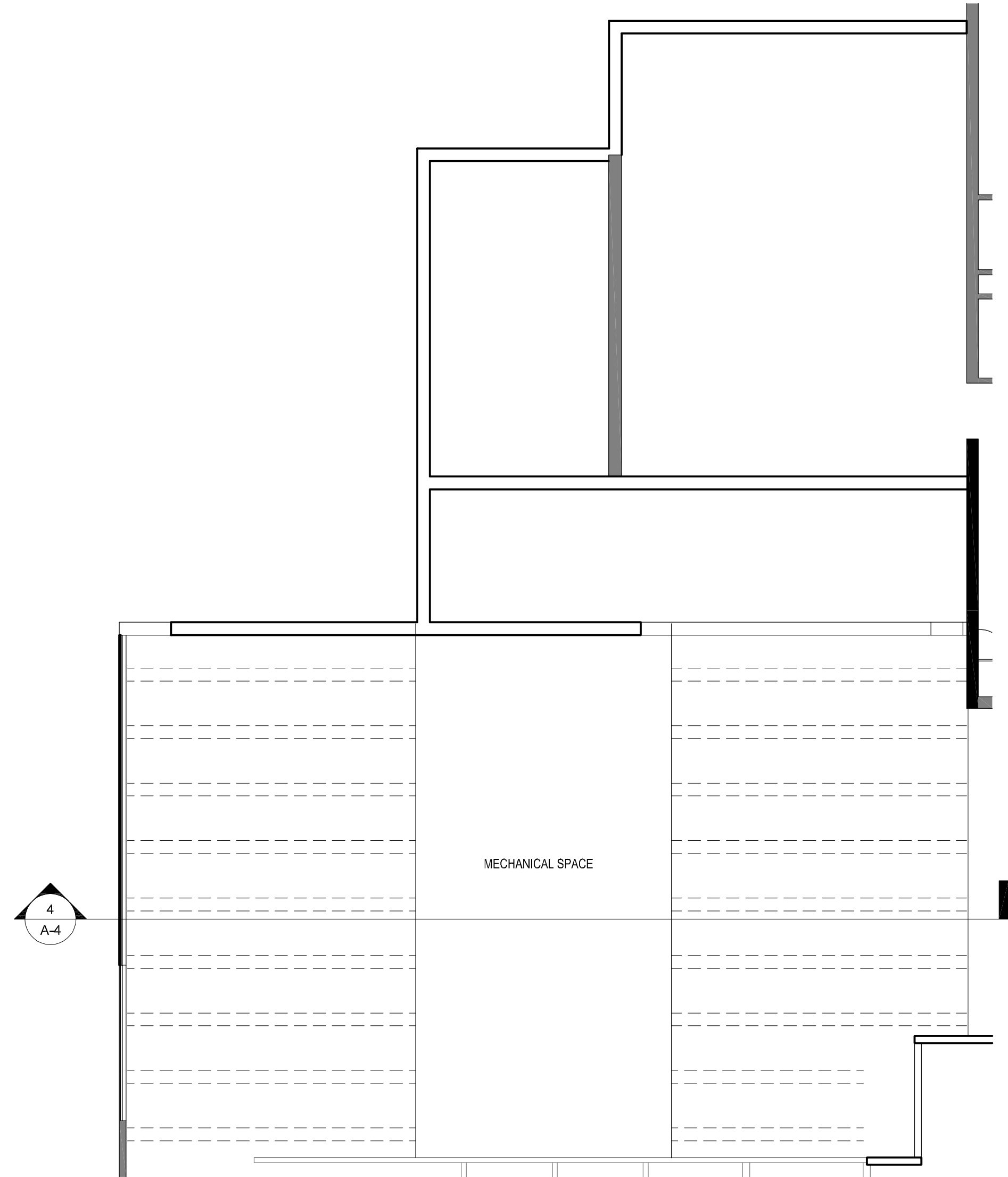
1 ATTIC PLAN OVER KITCHEN & OFFICE
1/8" = 1'-0"



2 Section 16
1/8" = 1'-0"



3 Section 15
1/8" = 1'-0"



4 ATTIC PLAN OVER LOCKER ROOM
1/8" = 1'-0"

DATE: 08-05-2023

REVISIONS:

BRUCE KNOTSON
Architects
3006 York Avenue, South
St. Paul, MN 55104
PHONE 612-332-8000 FAX 952-941-6515
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was prepared by me or under my direct supervision
and that I am a duly Licensed Architect under the laws
of the State of Minnesota.
Bruce Knotson
Date: _____
Lic. No. 13789

WINDSONG FARMS

18 Golf Walk, Maple Plain, MN 55359, USA

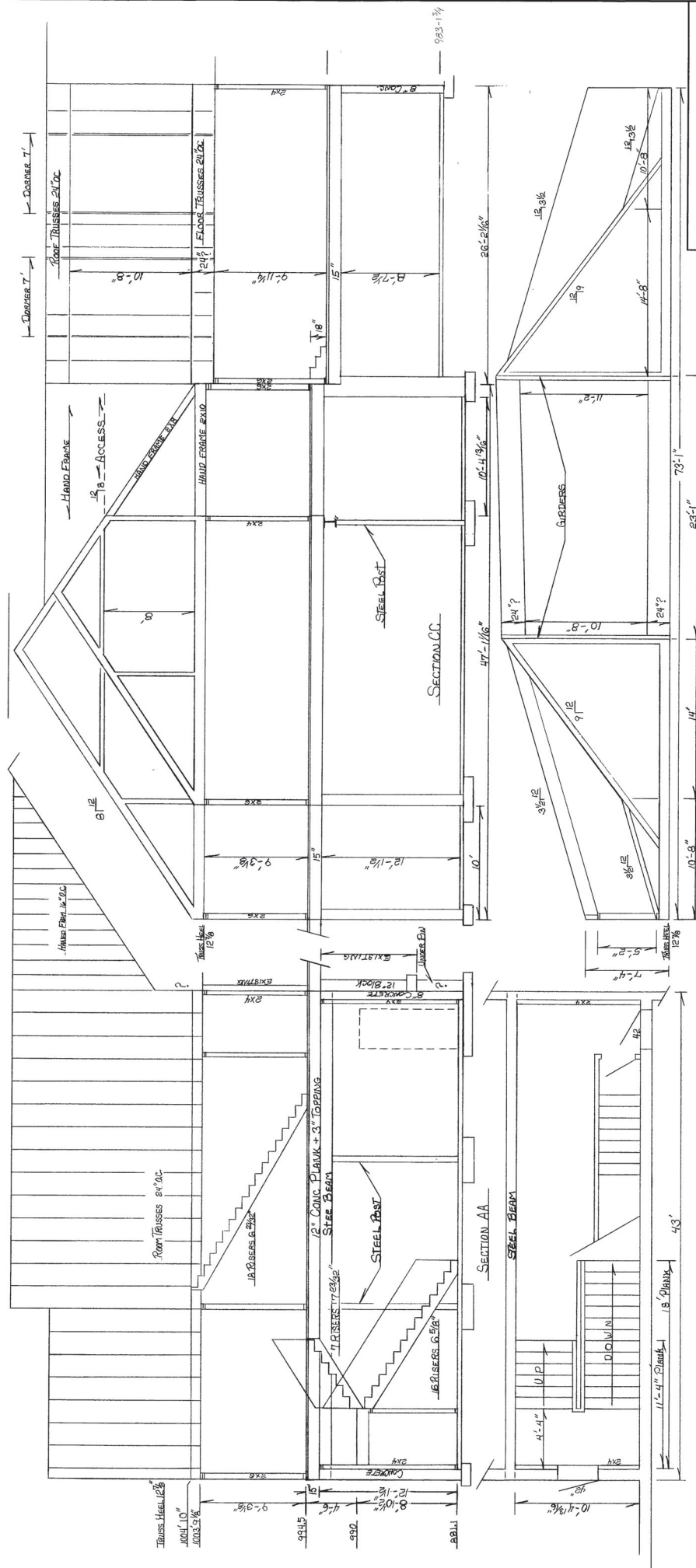
JOB NO: -

SHEET NO:

A-4

ATTIC PLAN

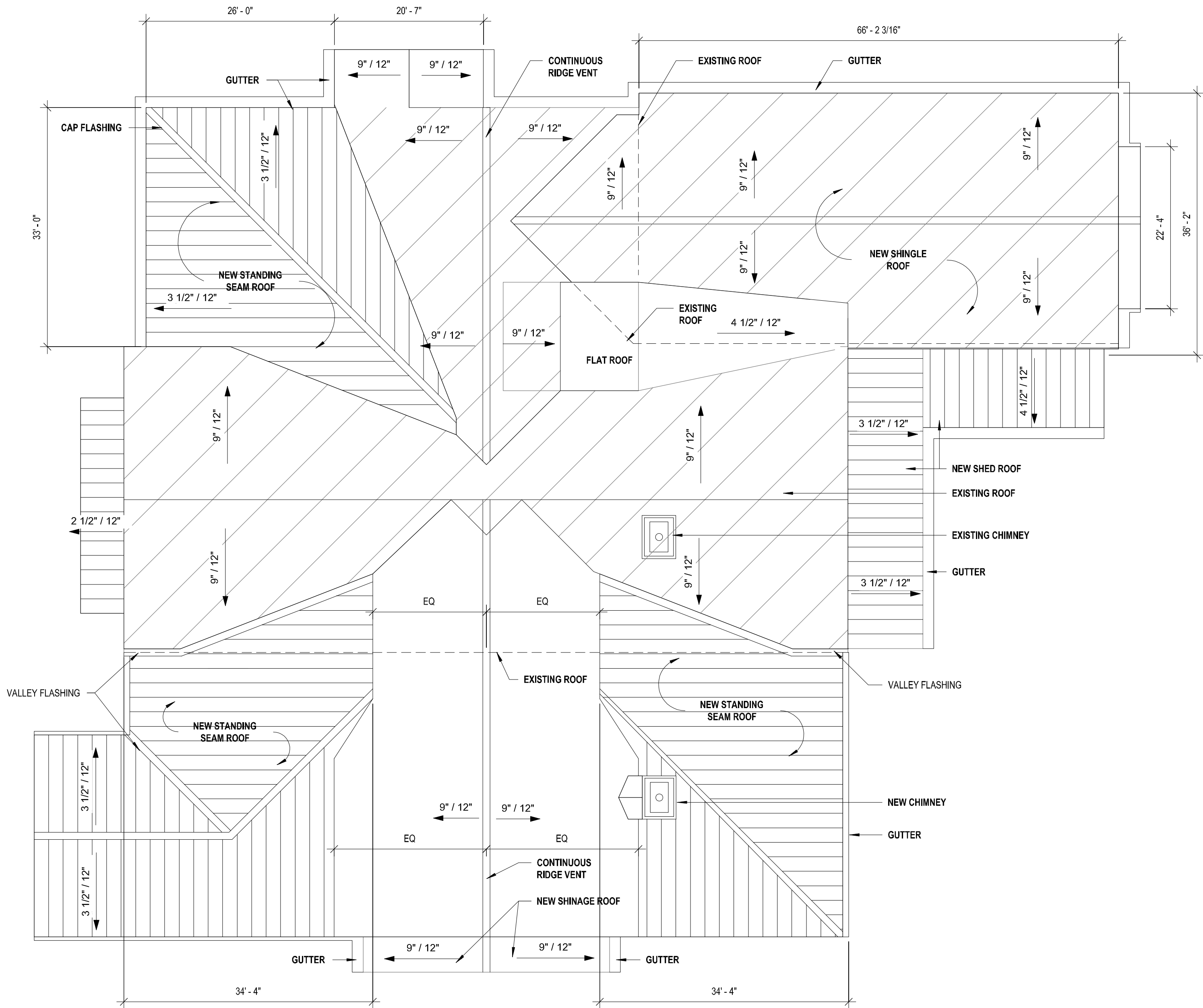
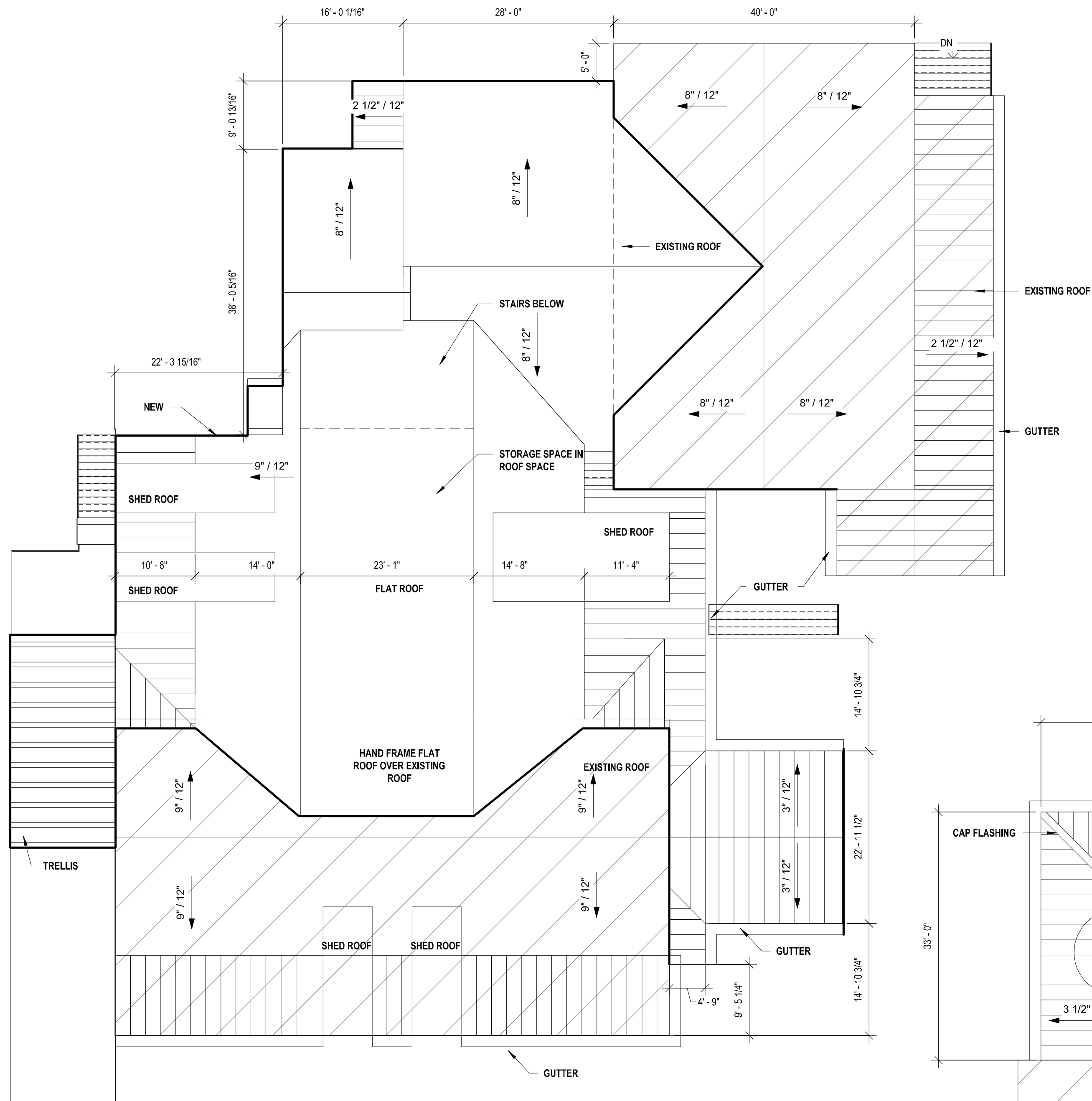
08-05-2023 22:04:31



SECTION BB

SECTION D

WINSONG FARM GOLF CLUB		DRAWN BY	
SCALE 1/4" = 1'		REVISED	
DATE			
LOCKER ROOM - PRO SHOP SECTIONS			
		CHECKED BY	A-111



1 ROOF PLAN
3/32" = 1'-0"

DATE: 25-06-2023

REVISIONS:

3905 York Avenue South
Minneapolis, MN 55410
PHONE 612-332-8000 FAX 952-941-6515
WWW.KNUTSON-ARCHITECTS.COM

WINDSONG FARMS

18 Golf Walk, Maple Plain, MN 55359,USA

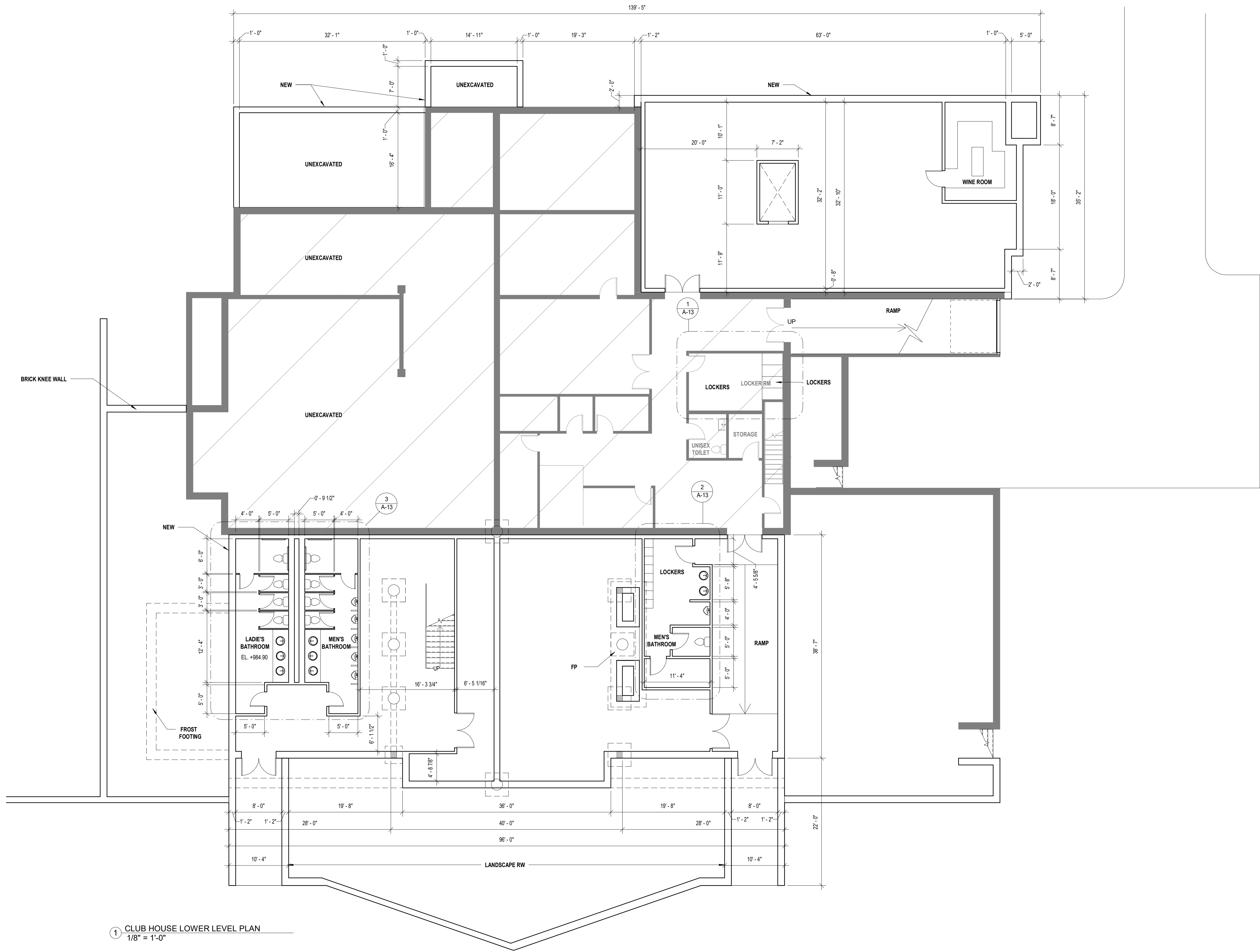
JOB NO: -

SHEET NO:

A-5

ROOF PLAN

25-06-2023 21:54:47



1 CLUB HOUSE LOWER LEVEL PLAN
1/8" = 1'-0"

DATE: 28-04-2023

REVISIONS:

**BRUCE
KNUTSON**
Architects

3006 York Avenue South
Minneapolis, MN 55410
PHONE 612-332-8000 FAX 952-941-4515
WWW.KNUTSON-ARCHITECTS.COM

I hereby certify that this plan, specification, or report was prepared by me or under my direct supervision and that I am a duly Licensed Architect under the laws of the state of Minnesota.
Bruce Knutson
Date: 04-05-2023
Lic. No. 11789

WINDSONG FARMS

18 Golf Walk, Maple Plain, MN 55359 USA

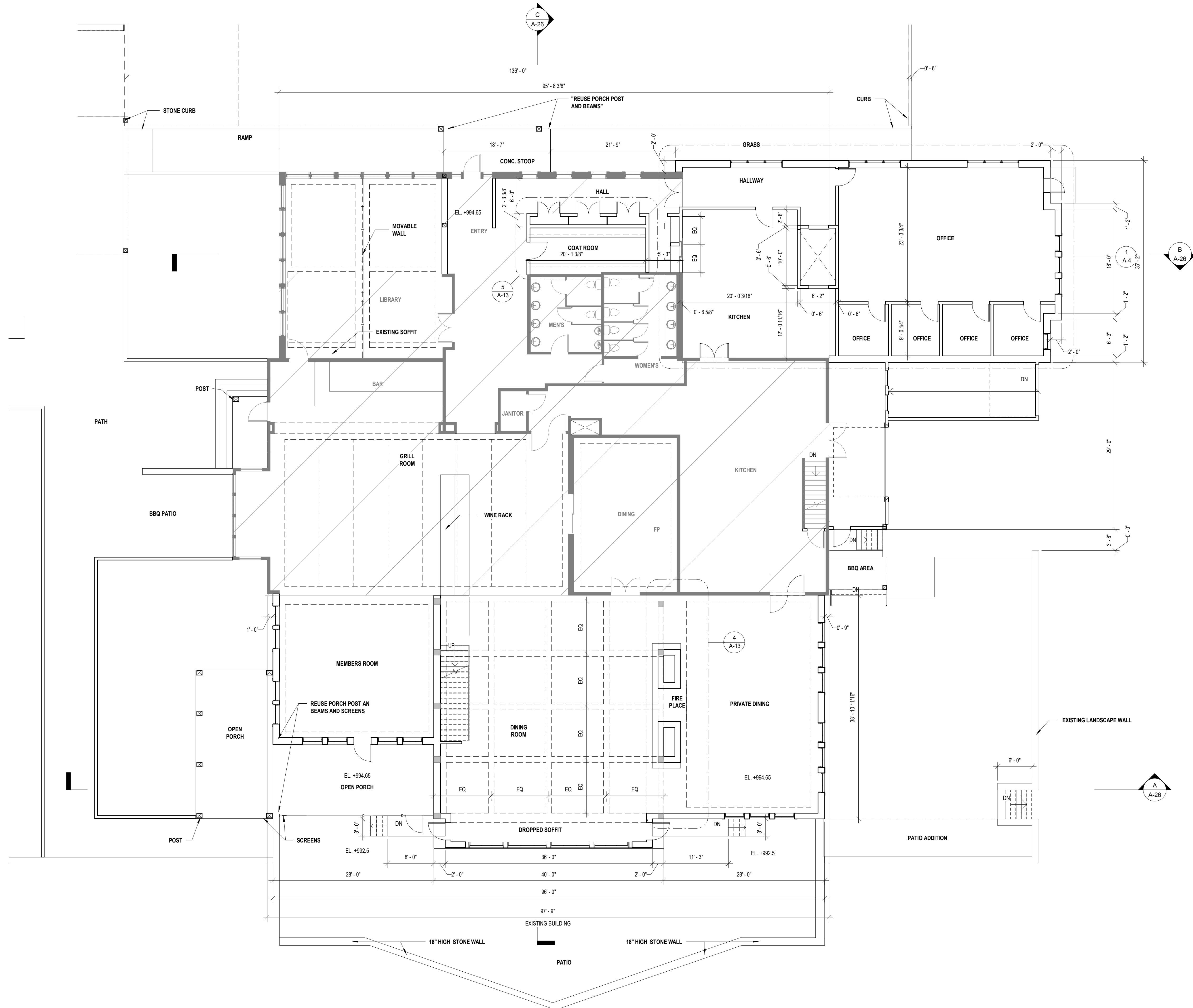
JOB NO: -

SHEET NO:

A-8

CLUBHOUSE
LOWER LEVEL
PLAN

04-05-2023 22:32:05



1 CLUB HOUSE MAIN LEVEL PLAN
1/8" = 1'-0"

DATE: 28-04-2023

REVISIONS:

**BRUCE
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Minneapolis, MN 55410
PHONE 612-332-8000 FAX 952-941-6515
WWW.KNUTSON-ARCHITECTS.COM

I hereby certify that this plan, specification, or report
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of the State of Minnesota.
Bruce Knutson
Date: _____
Lic. No. 11789

WINDSONG FARMS

18 Golf Walk, Maple Plain, MN 55359 USA

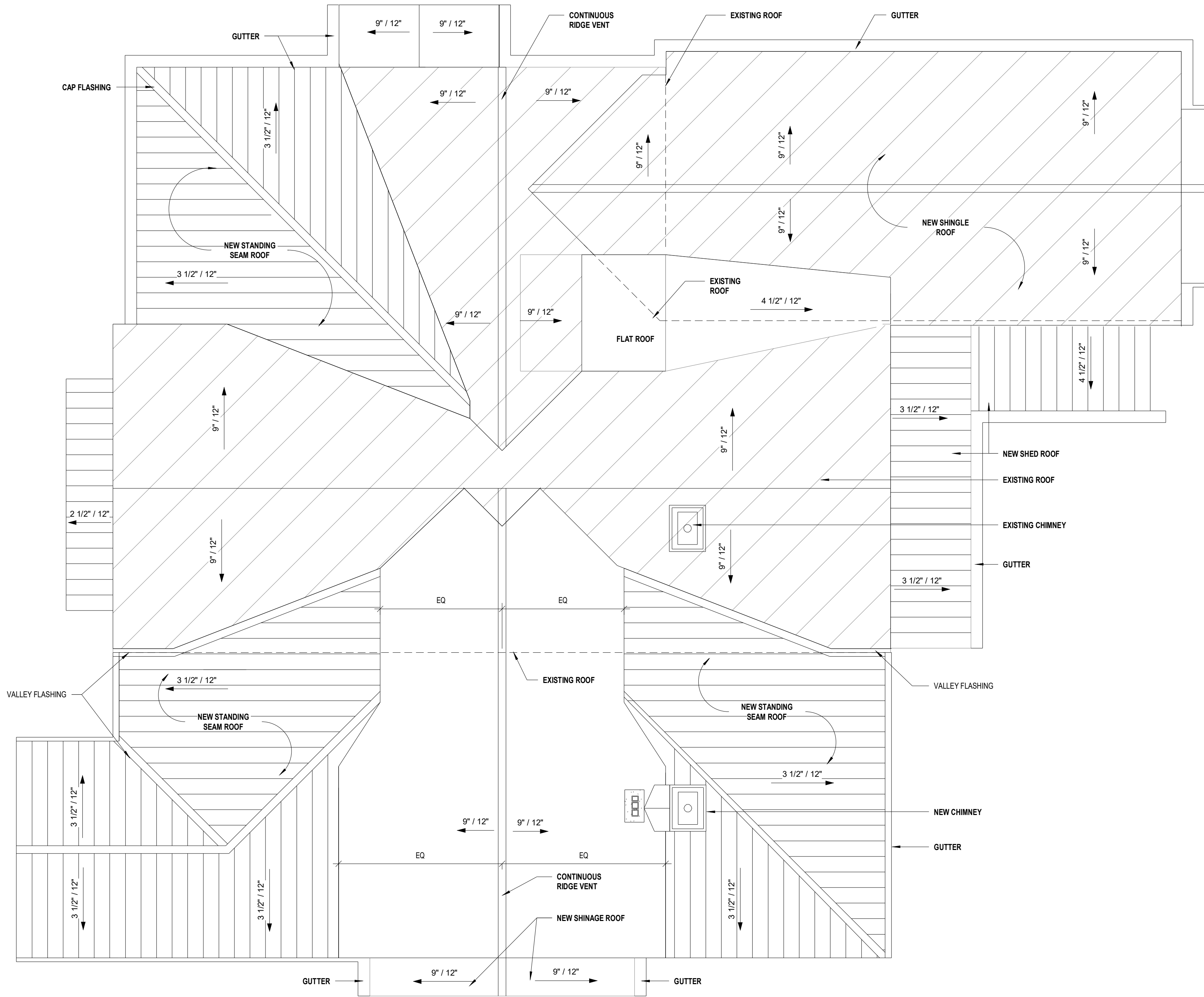
JOB NO: -

SHEET NO:

A-9

CLUBHOUSE MAIN
LEVEL PLAN

04-05-2023 22:32:07



1 CLUBHOUSE ROOF PLAN
1/8" = 1'-0"

DATE: 28-04-2023
REVISIONS:

BRUCE
KNUTSON

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Minneapolis, MN 55410
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WWW.KNUTSON-ARCHITECTS.COM

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Bruce Knutson
Date: _____
Lic. No. 11789

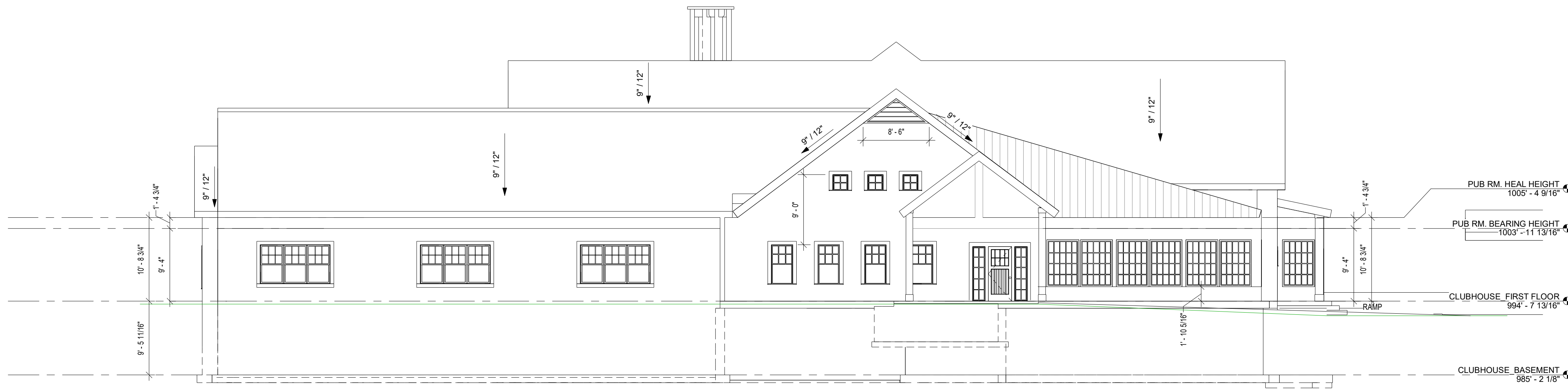
WINDSONG FARMS

18 Golf Walk, Maple Plain, MN 55359 USA

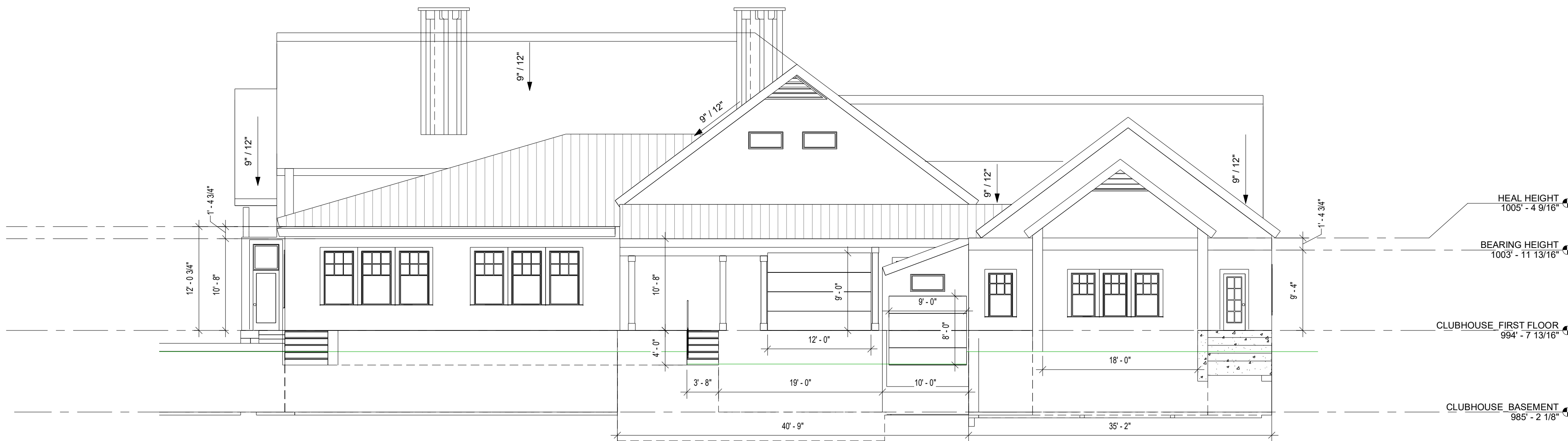
JOB NO: -

SHEET NO:
A-10
CLUBHOUSE ROOF
PLAN

04-05-2023 22:32:07



① CLUBHOUSE NORTH ELEVATION
1/8" = 1'-0"



② CLUBHOUSE EAST ELEVATION
1/8" = 1'-0"

NOTES:

- 1- ADDED 3/4" SIDING TO ALL WALL SURFACES.
- 2- ADDED 3/4" x 6" FRAME ON TOP OF THE SIDING ON ALL WALLS.
- 3- BRICK ON ALL WALLS OF PROSHOP LOWER LOCKER. ROOM GABLE VENTS NEED TO BE APPLIED OVER SIDING.

DATE: 28-04-2023

REVISIONS:

**BRUCE
KNUTSON**
Architects

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Minneapolis, MN 55410
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WWW.KNUTSON-ARCHITECTS.COM

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Bruce Knutson
Date: _____
Lic. No. 11789

WINDSONG FARMS

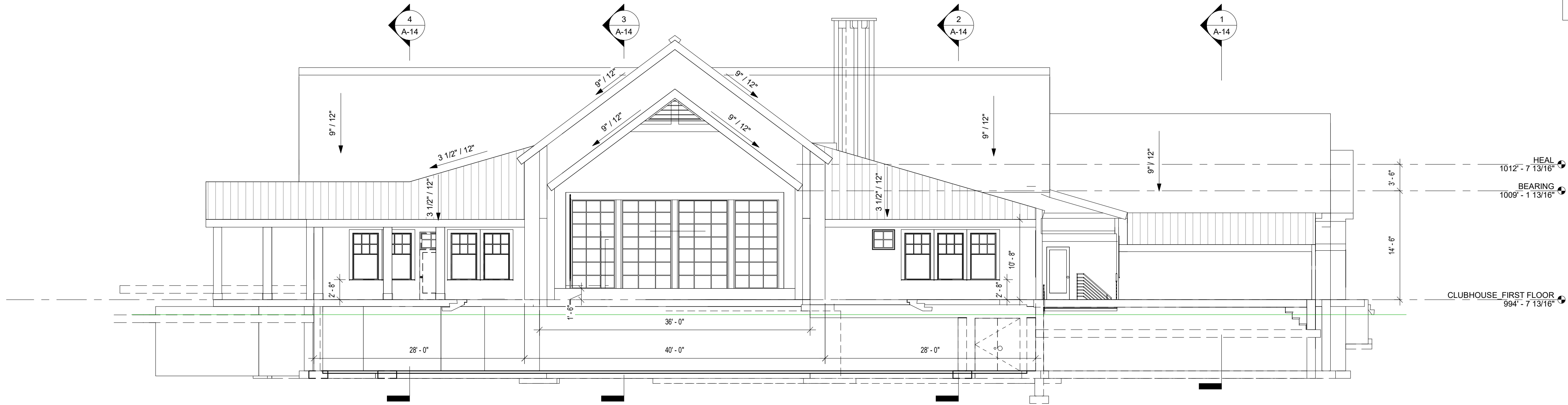
18 Golf Walk, Maple Plain, MN 55359 USA

JOB NO: -

SHEET NO:

A-11
CLUBHOUSE
EXTERIOR
ELEVATION

04-05-2023 22:32:09



③ CLUBHOUSE SOUTH ELEVATION
1/8" = 1'-0"



④ CLUBHOUSE WEST ELEVATION
1/8" = 1'-0"

NOTES:

- 1- ADDED 3/4" SIDING TO ALL WALL SURFACES.
- 2- ADDED 3/4" x 6" FRAME ON TOP OF THE SIDING ON ALL WALLS.
- 3- BRICK ON ALL WALLS OF PROSHOP LOWER LOCKER ROOM GABLE VENTS NEED TO BE APPLIED OVER SIDING.

DATE: 28-04-2023

REVISIONS:

**BRUCE
KNUTSON**
Architects

2006 York Avenue South
Minneapolis, MN 55410
PHONE 612-332-8000 FAX 952-941-6515
WWW.KNUTSON-ARCHITECTS.COM

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Bruce Knutson
Date: _____
Lic. No. 11789

WINDSONG FARMS

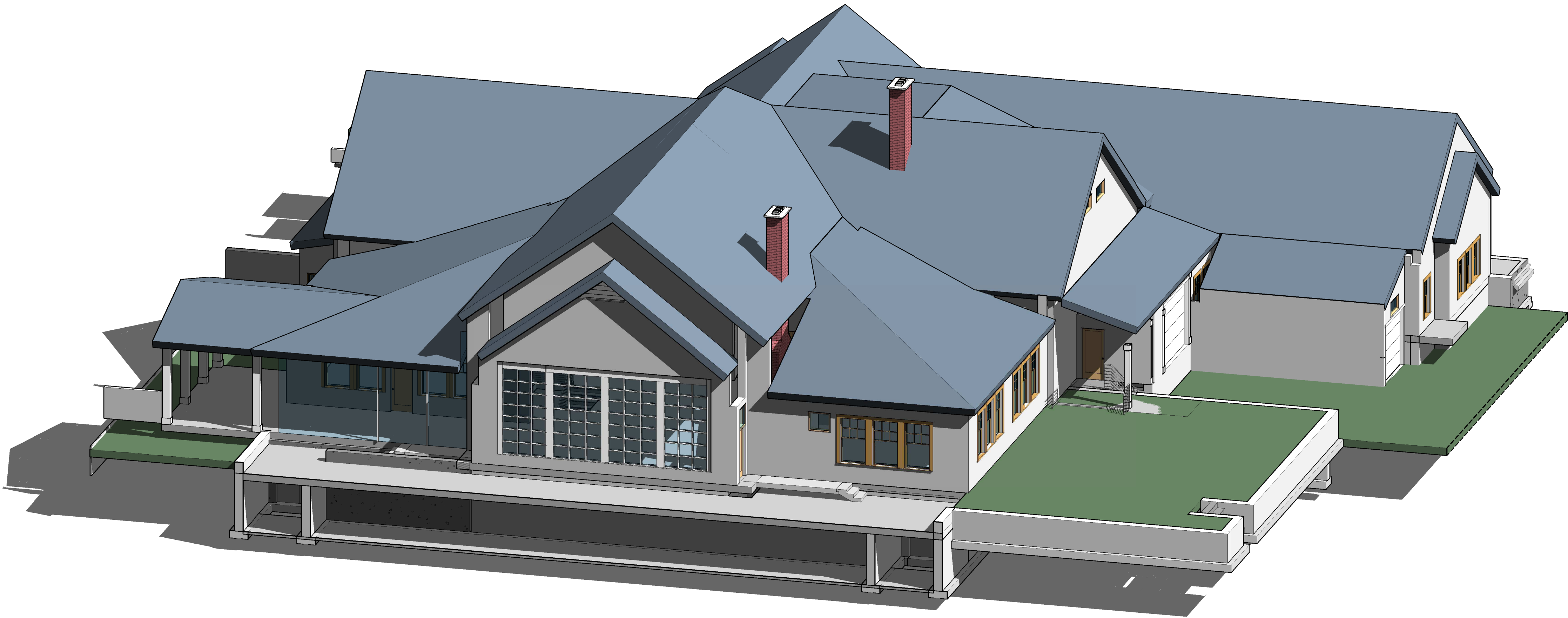
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JOB NO: -

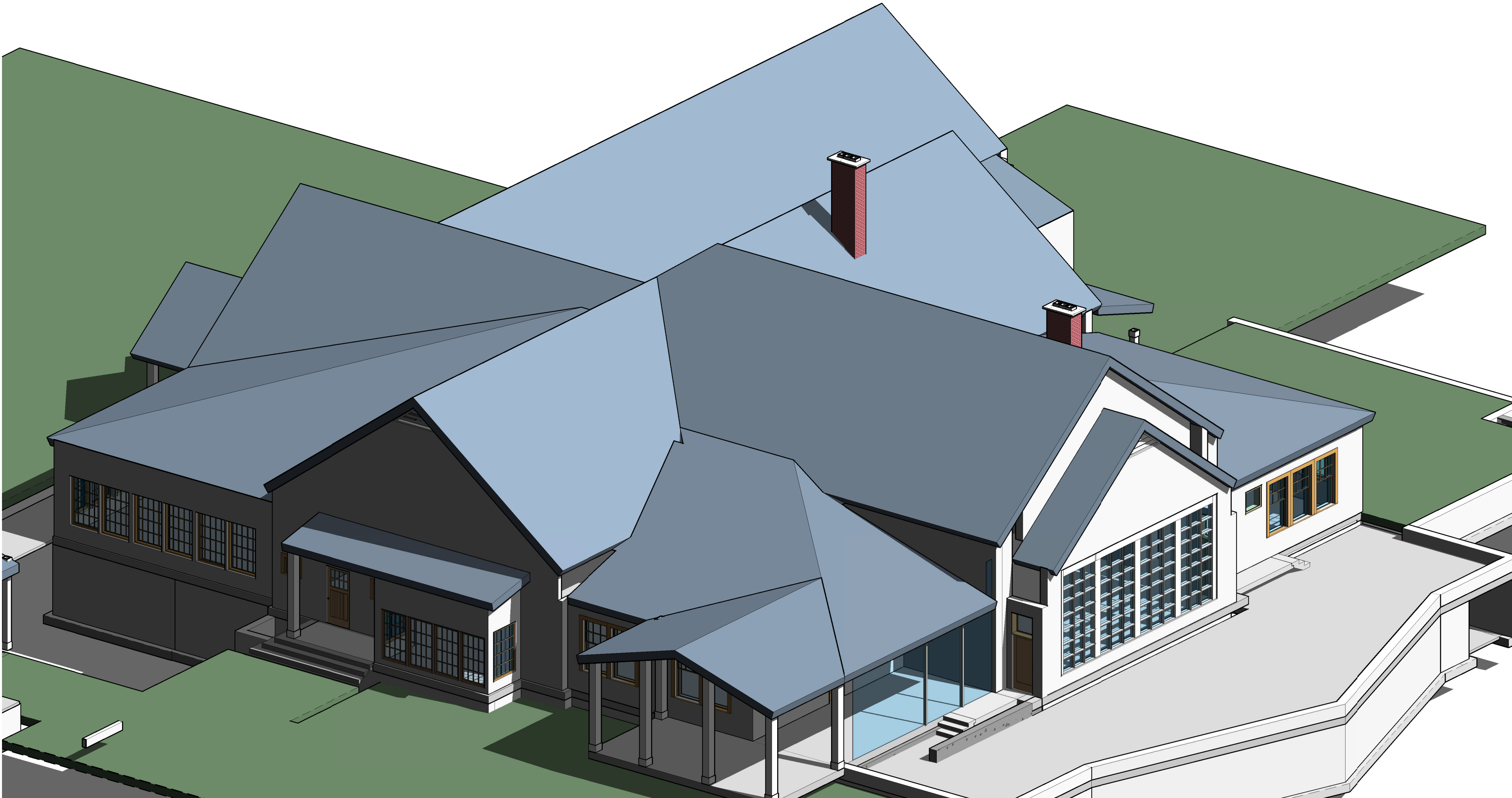
SHEET NO:

A-12
CLUBHOUSE
EXTERIOR
ELEVATION

04-05-2023 22:32:11



1 CLUBHOUSE CLUBHOUSE 3D VIEW



2 CLUBHOUSE CLUBHOUSE 3D VIEW

DATE: 28-04-2023


REVISIONS:

BRUCE
KNUTSON

Architects

3006 York Avenue South
Minneapolis, MN 55410
PHONE 612-332-8000 FAX 952-941-6515
WWW.KNUTSON-ARCHITECTS.COM

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Bruce Knutson
Date: _____
Lic. No. 11789



WINDSONG FARMS

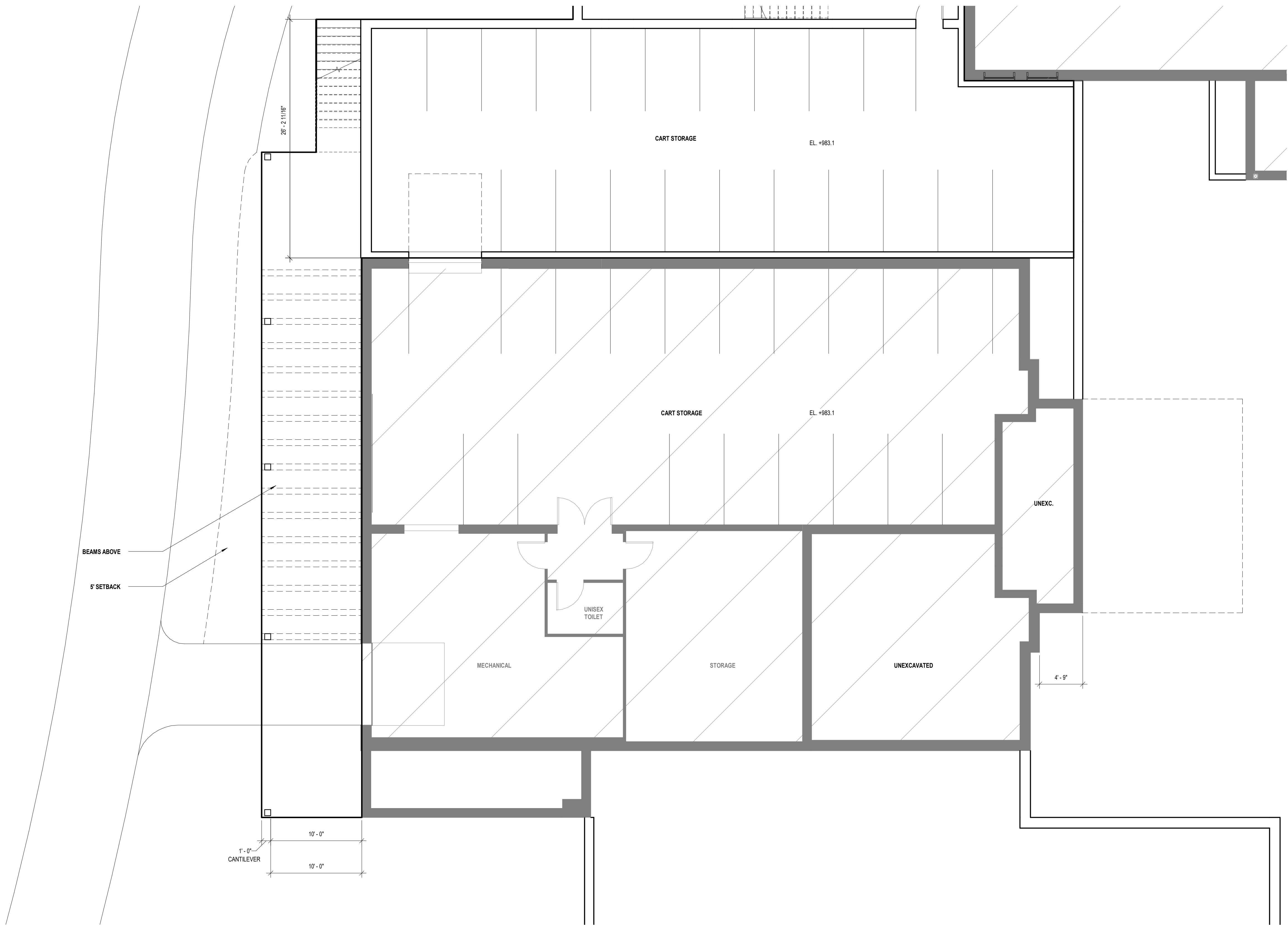
18 Golf Walk, Maple Plain, MN 55359, USA

JOB NO: -

SHEET NO:

A-16

CLUBHOUSE 3D
VIEW



① LOCKER LOWER LEVEL PLAN
3/16" = 1'-0"

DATE: 28-04-2023

REVISIONS:

BRUCE KNUTSON
Architects

3006 York Avenue South
Minneapolis, MN 55410
PHONE 612-332-8000 FAX 952-941-4615
WWW.KNUTSON-ARCHITECTS.COM

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Bruce Knutson
Date: _____
Lic. No. 11789

WINDSONG FARMS

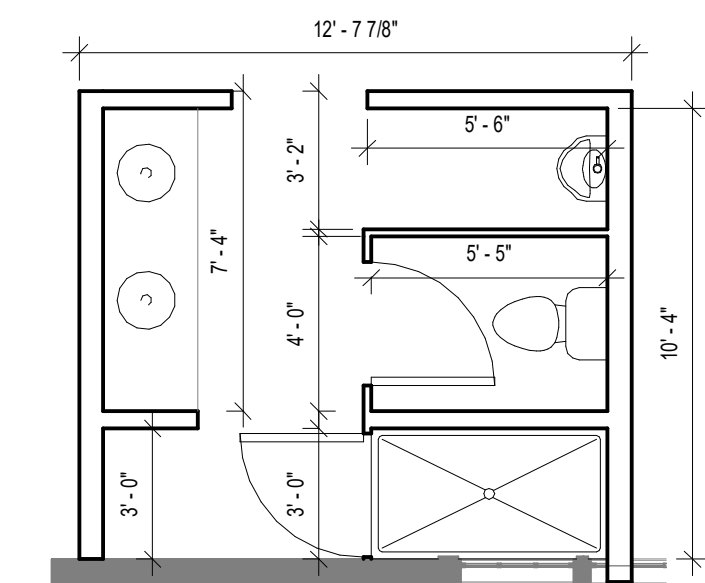
18 Golf Walk, Maple Plain, MN 55359 USA

JOB NO: -

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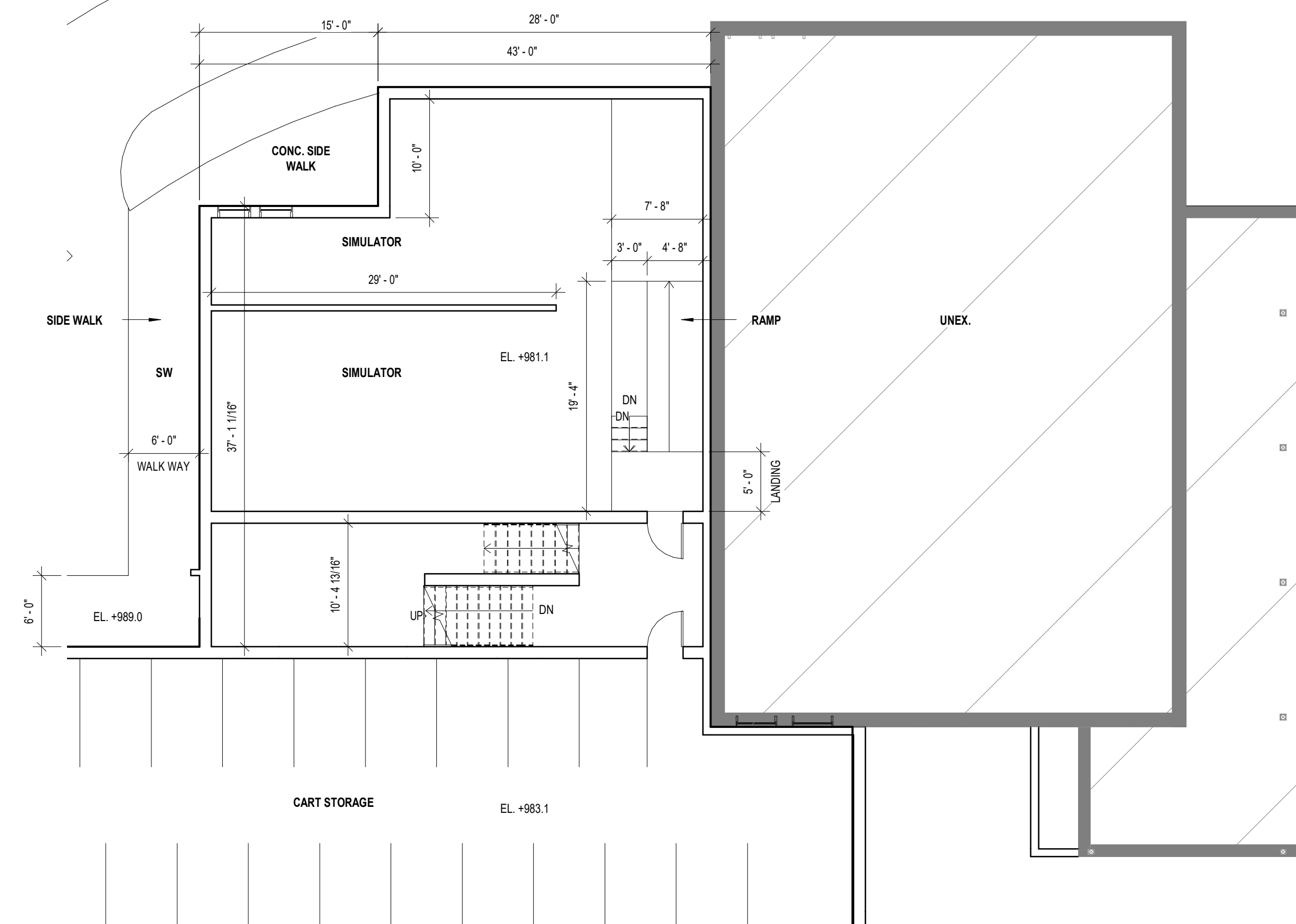
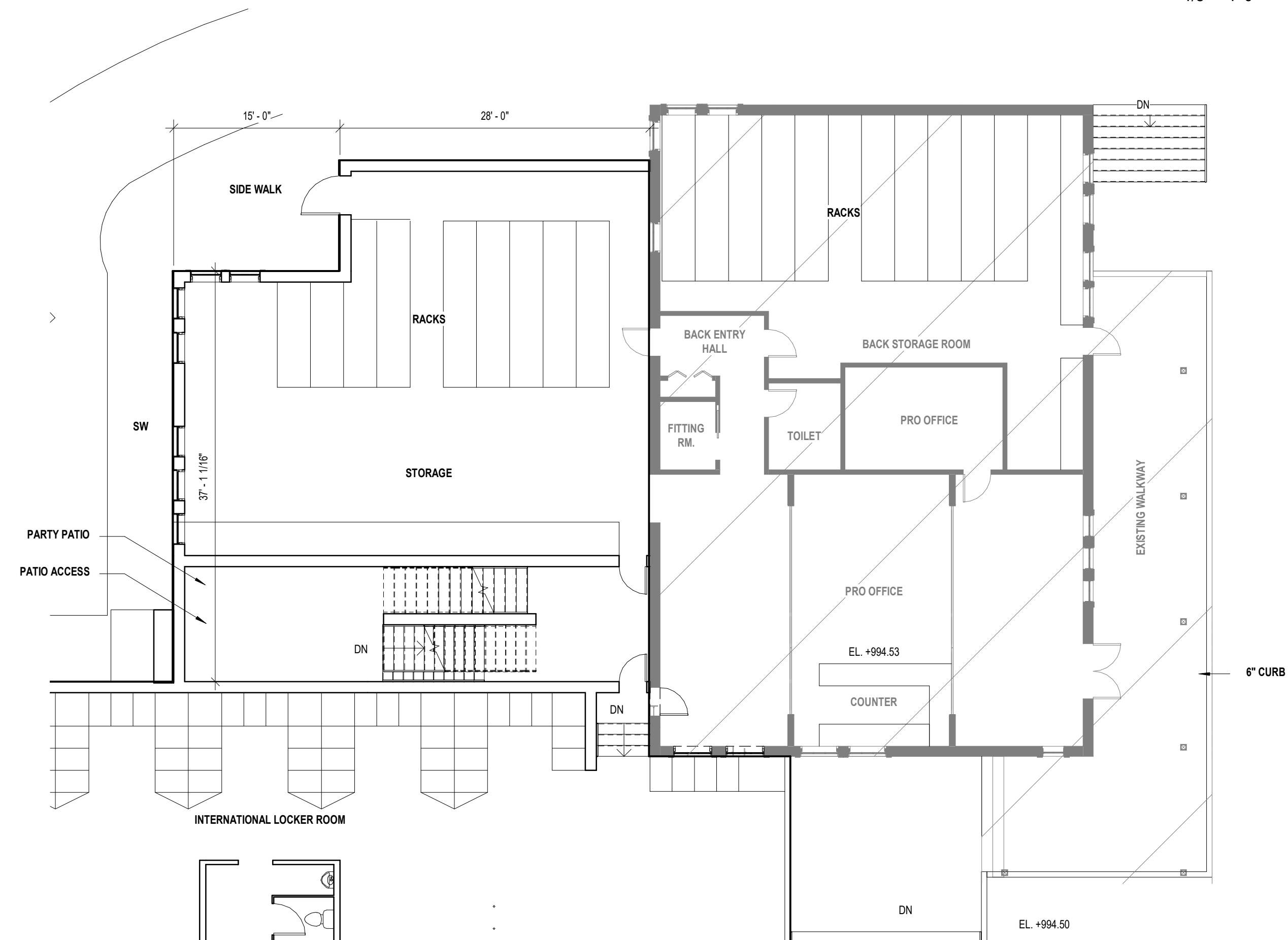
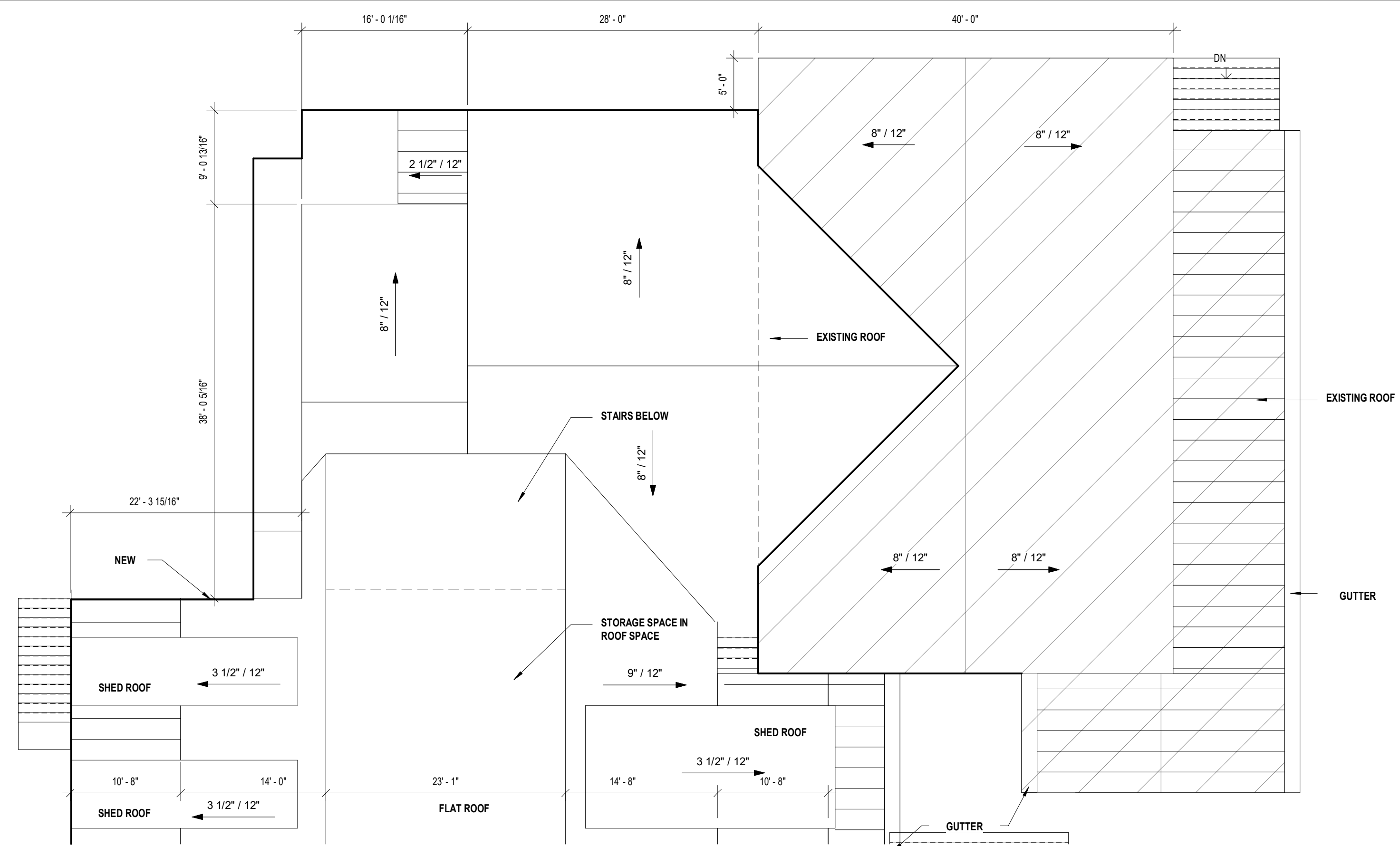
A-17

LOCKER LOWER
LEVEL PLAN



① LOCKER MAIN LEVEL PLAN
3/16" = 1'-0"

04-05-2023 22:34:15



DATE: 28-04-2023

REVISIONS:

**BRUCE
KNUTSON**
Architects

3906 York Avenue South
Minneapolis, MN 55410
PHONE 612-332-8000 FAX 952-941-4515
WWW.KNUTSON-ARCHITECTS.COM

was prepared by me or under my direct supervision
and that I am a duly Licensed Architect under the laws
of the state of Minnesota.

Signature: Bruce Kristison
Date: _____
Lic. No. 11789

WINDSONG FARMS

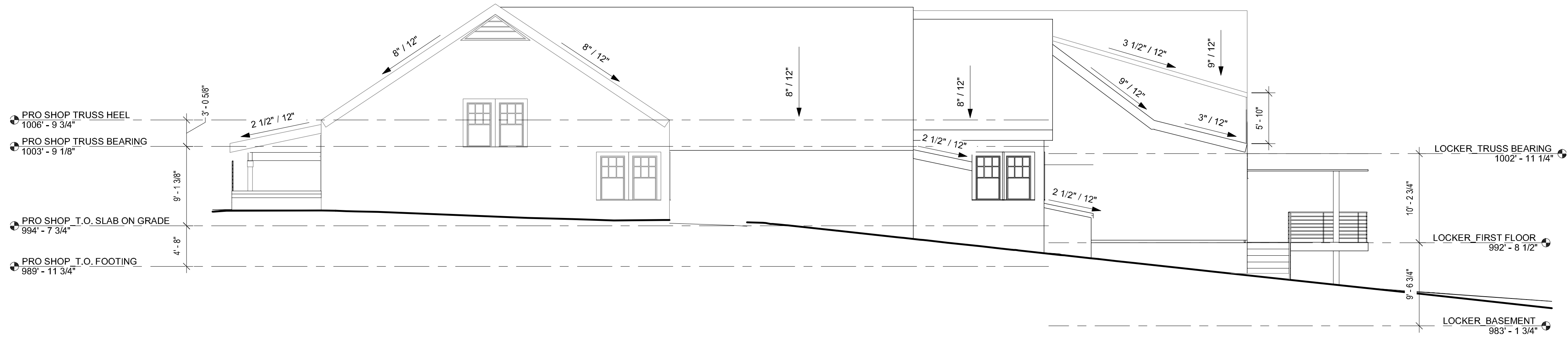
18 Golf Walk, Maple Plain, MN 55359, USA

JOB NO: -

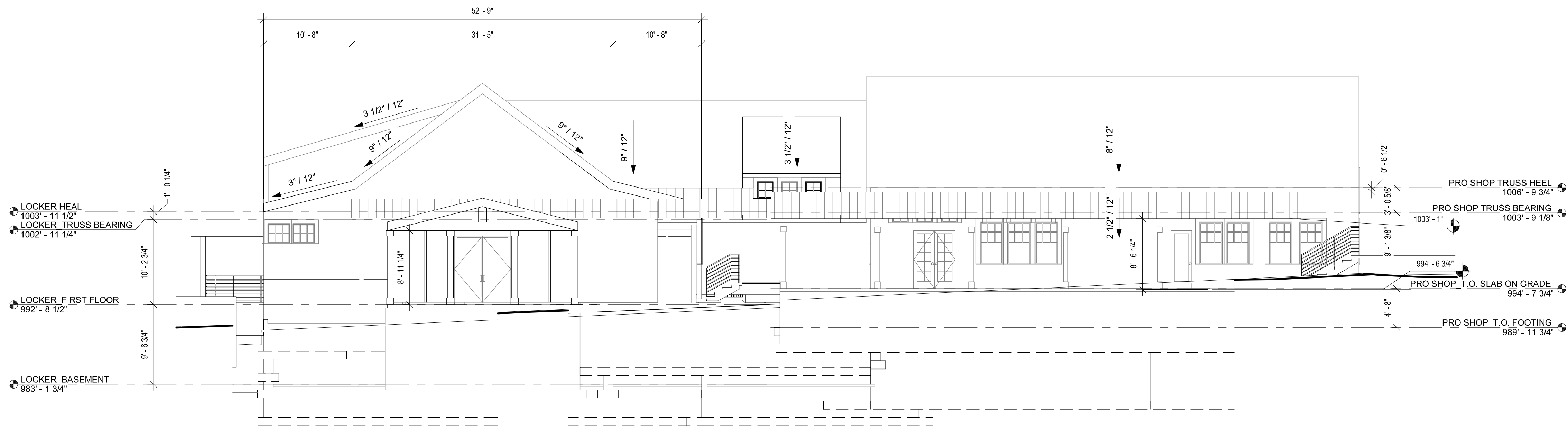
SHEET NO:

A-22 22:43:47

PRO SHOP PLAN



1 COMBINED LOCKER & PROSHOP NORTH ELEVATION
1/8" = 1'-0"



2 COMBINED LOCKER & PROSHOP EAST ELEVATION
1/8" = 1'-0"

DATE: 27-06-2023

REVISIONS:

**BRUCE
KNUTSON**
Architects
3905 York Avenue South
Minneapolis, MN 55410
PHONE 612-332-8000 FAX 952-941-6515
WWW.KNUTSON-ARCHITECTS.COM

I hereby certify that this plan, specification, or report
was prepared by me or under my direct supervision
and that I am a duly Licensed Architect under the laws
of the state of Minnesota.
[Signature]
Bruce Knutson
Date: _____
Lic. No. 1789

WINDSONG FARMS

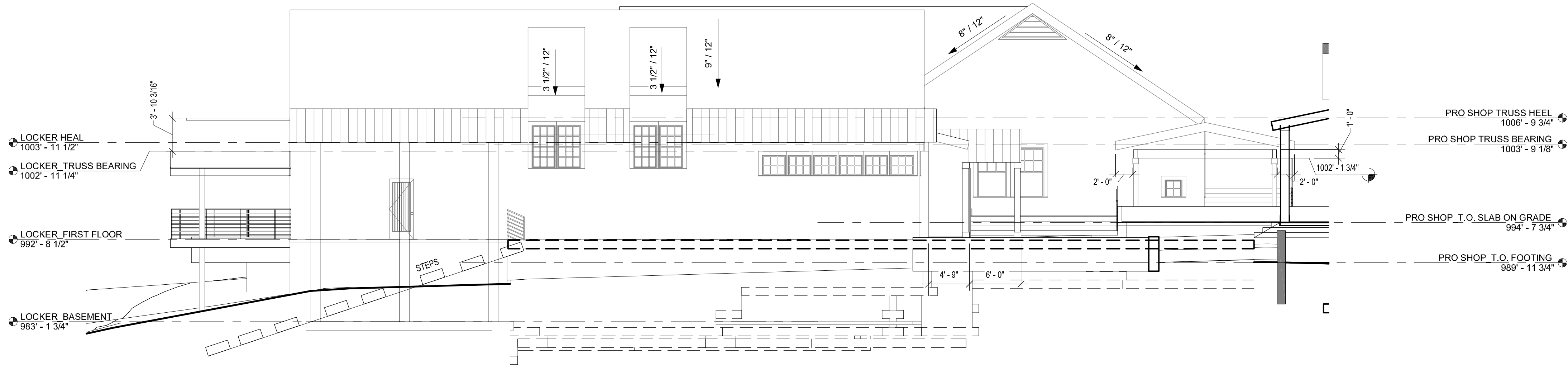
18 Golf Walk, Maple Plain, MN 55359,USA

JOB NO: -

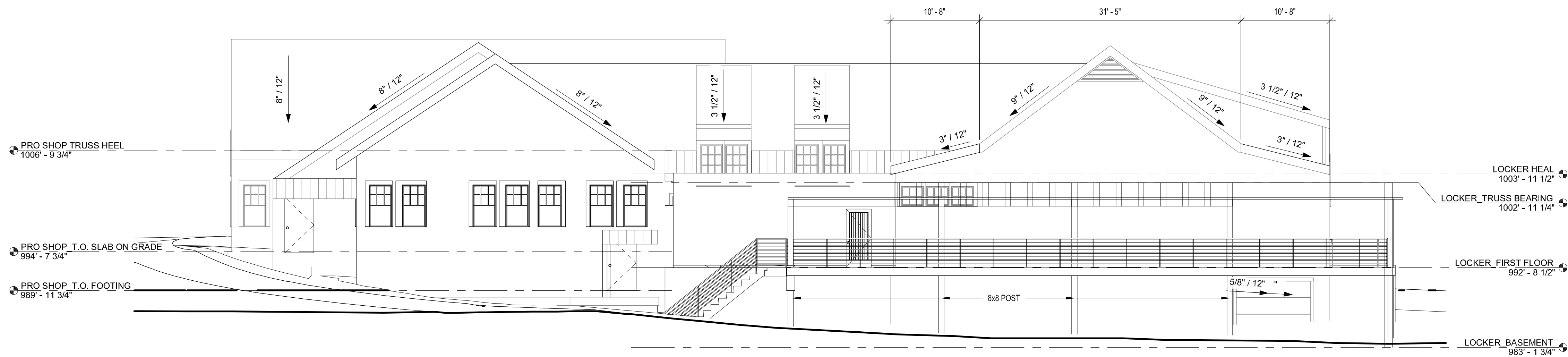
SHEET NO:

A-24
COMBINED LOCKER
& PROSHOP EXT.
ELEVATION

28-06-2023 00:38:14



① COMBINED LOCKER & PROSHOP SOUTH ELEVATION
1/8" = 1'-0"



② COMBINED LOCKER & PROSHOP WEST ELEVATION
1/8" = 1'-0"

DATE: 27-06-2023

REVISIONS:

**BRUCE
KNUTSON**
Architects
3006 York Avenue, South
St. Paul, MN 55104
PHONE 612-332-8000 FAX 952-941-6515
WWW.KNUTSON-ARCHITECTS.COM

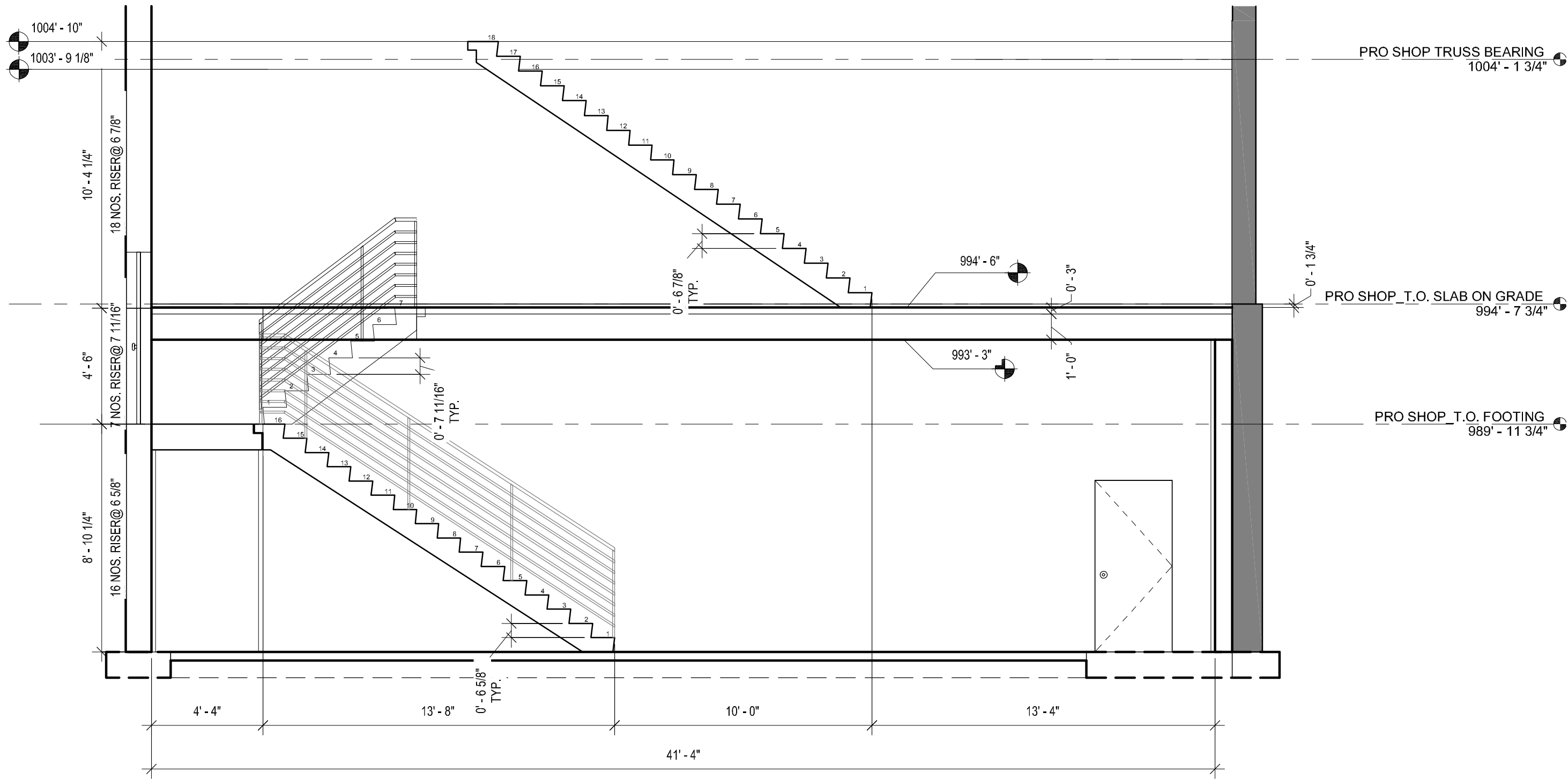
I hereby certify that this plan, specification, or report
was prepared by me or under my direct supervision
and that I am a duly Licensed Architect under the laws
of the state of Minnesota.
Bruce Knutson
Date: _____
Lic. No. 13789

WINDSONG FARMS
18 Golf Walk, Maple Plain, MN 55359, USA

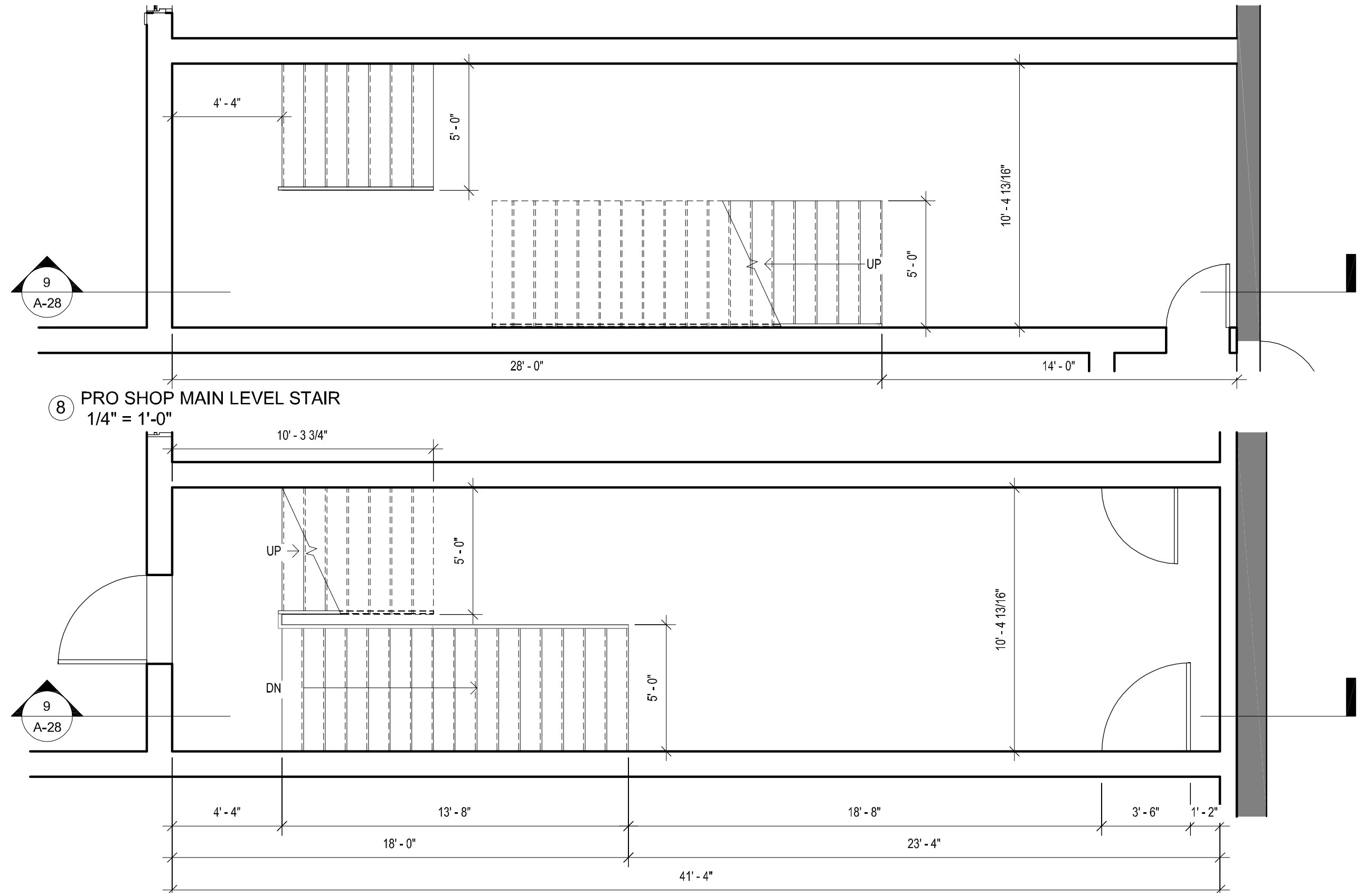
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& PROSHOP EXT.
ELEVATION

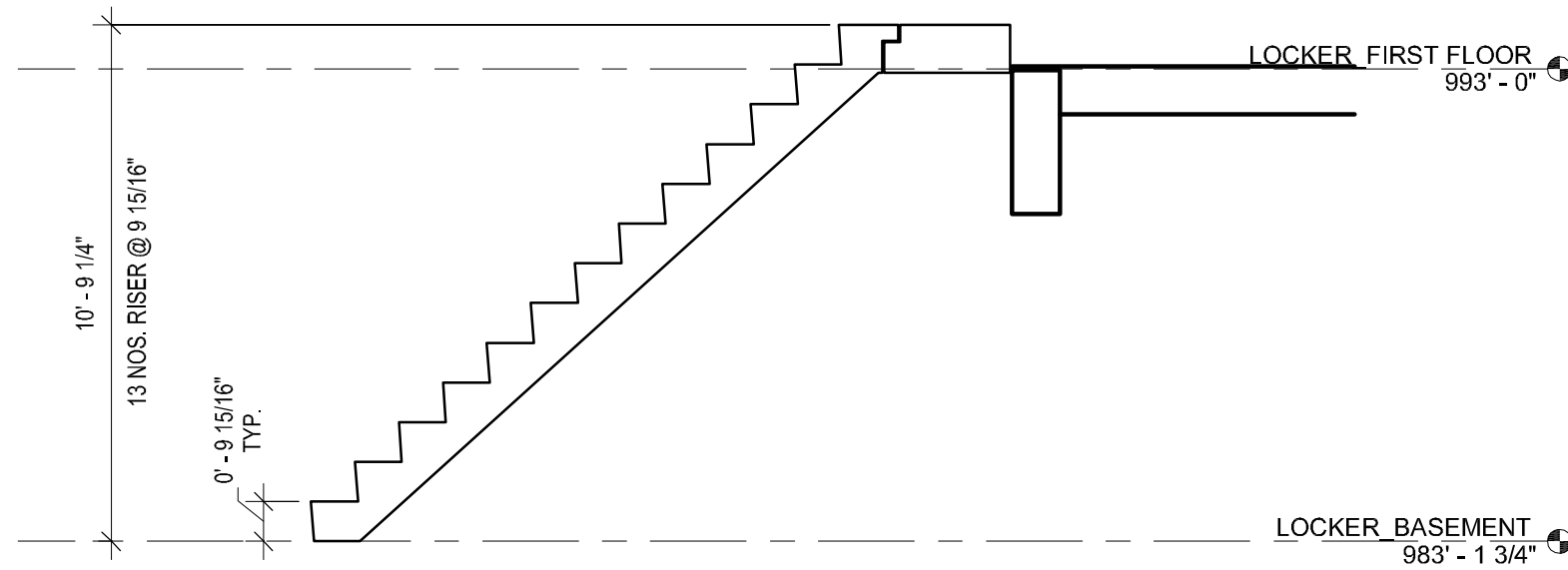
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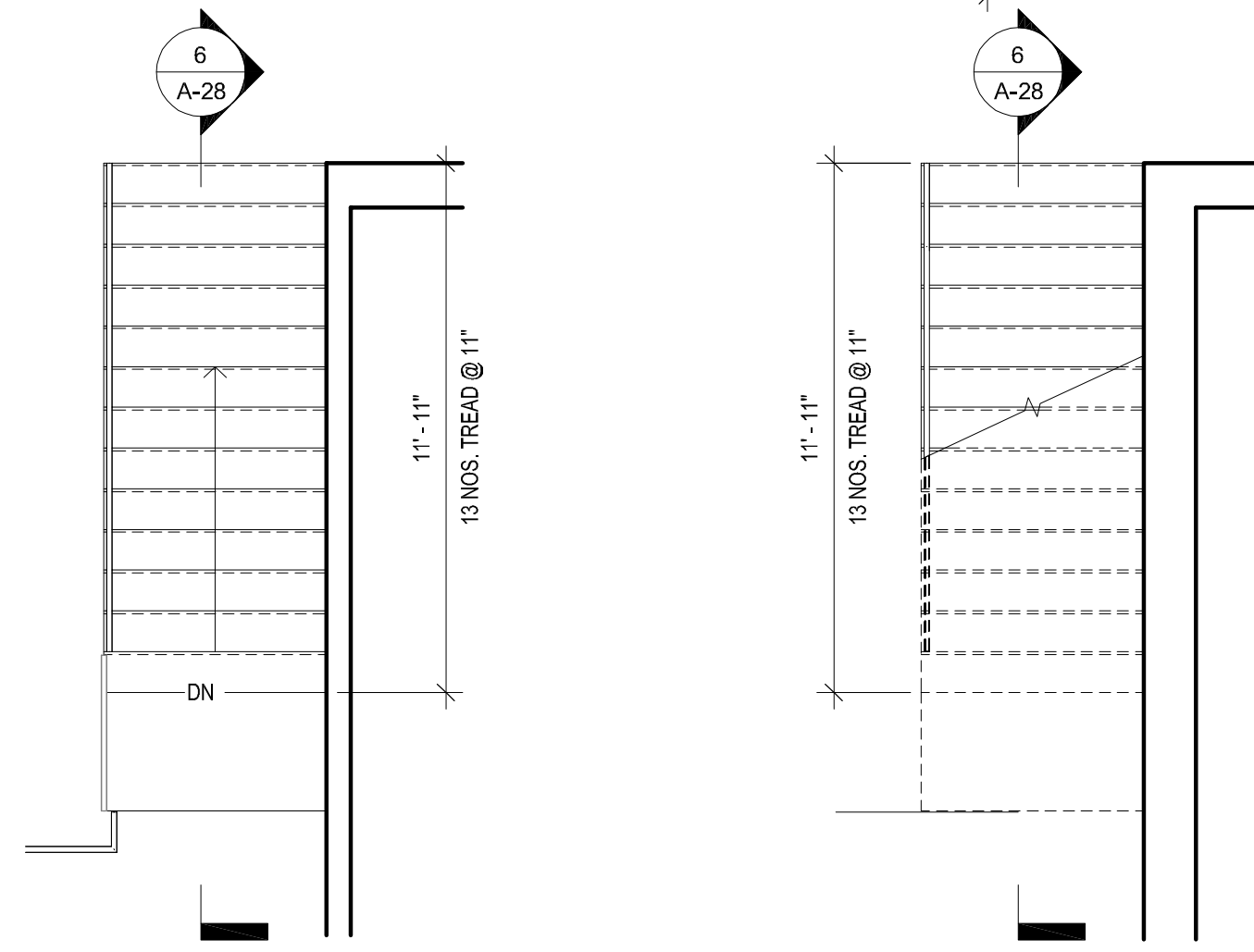
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7 PRO SHOP LOWER LEVEL STAIR
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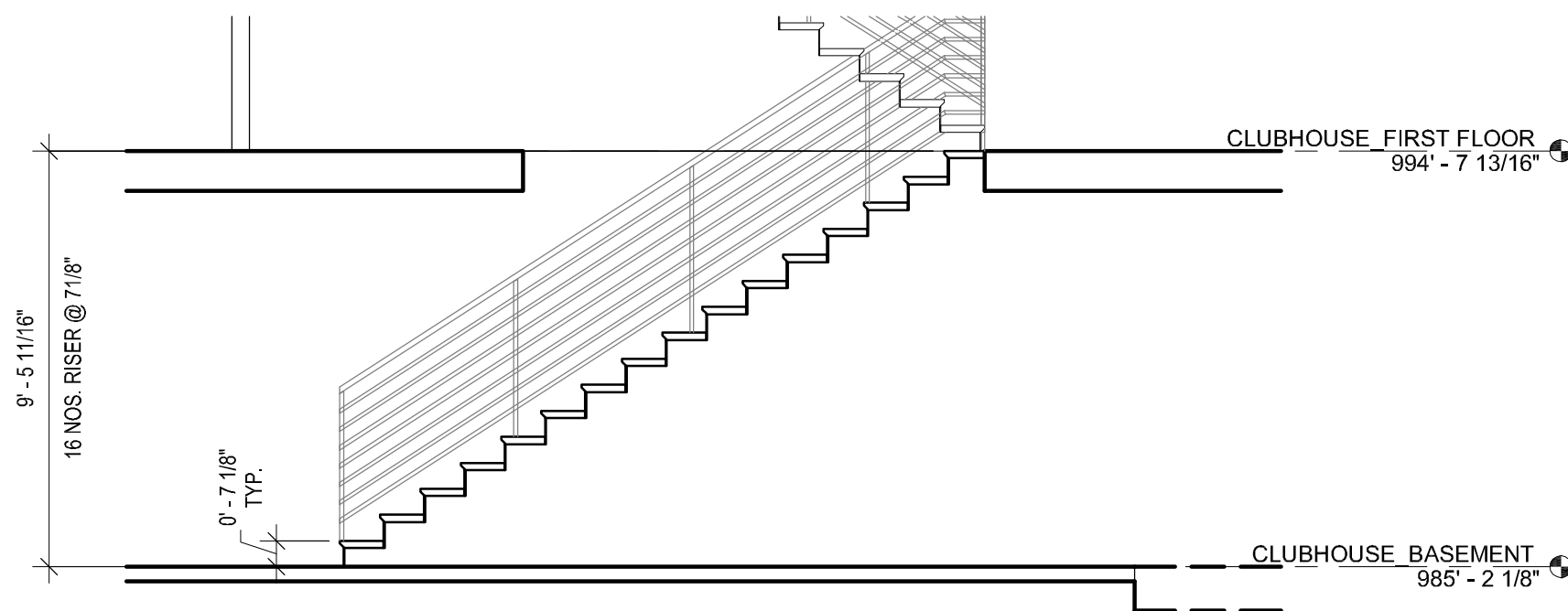


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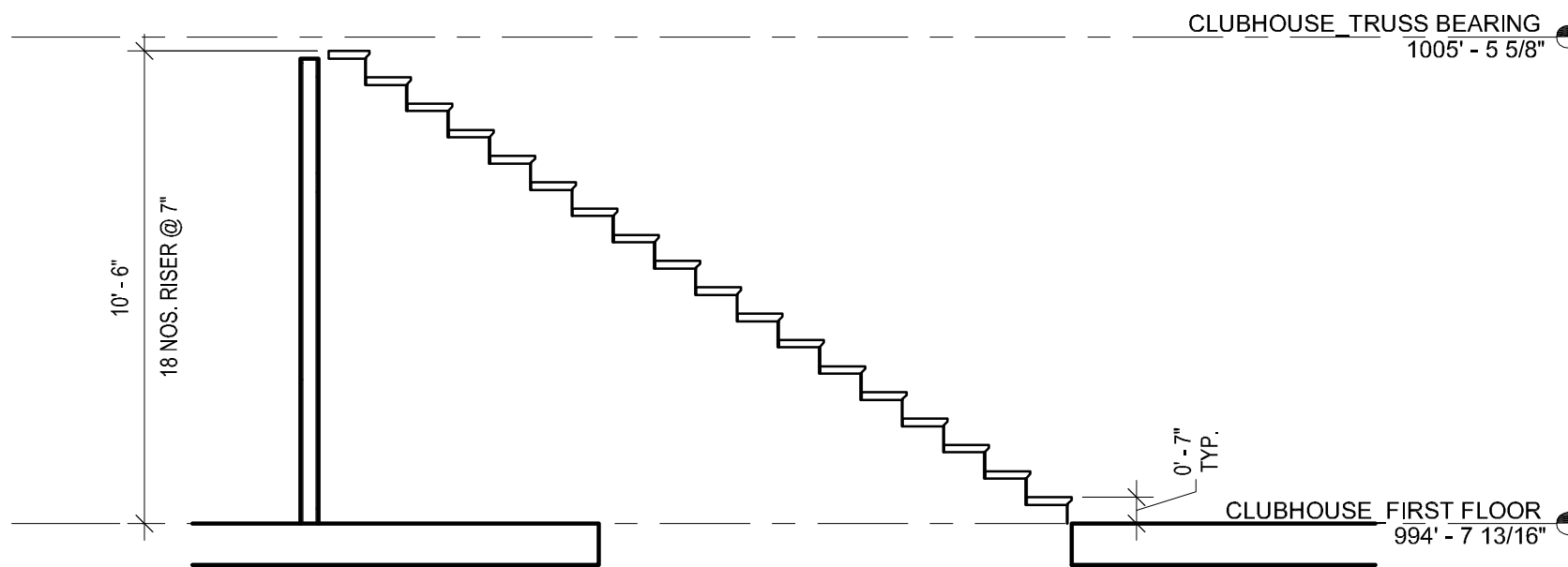


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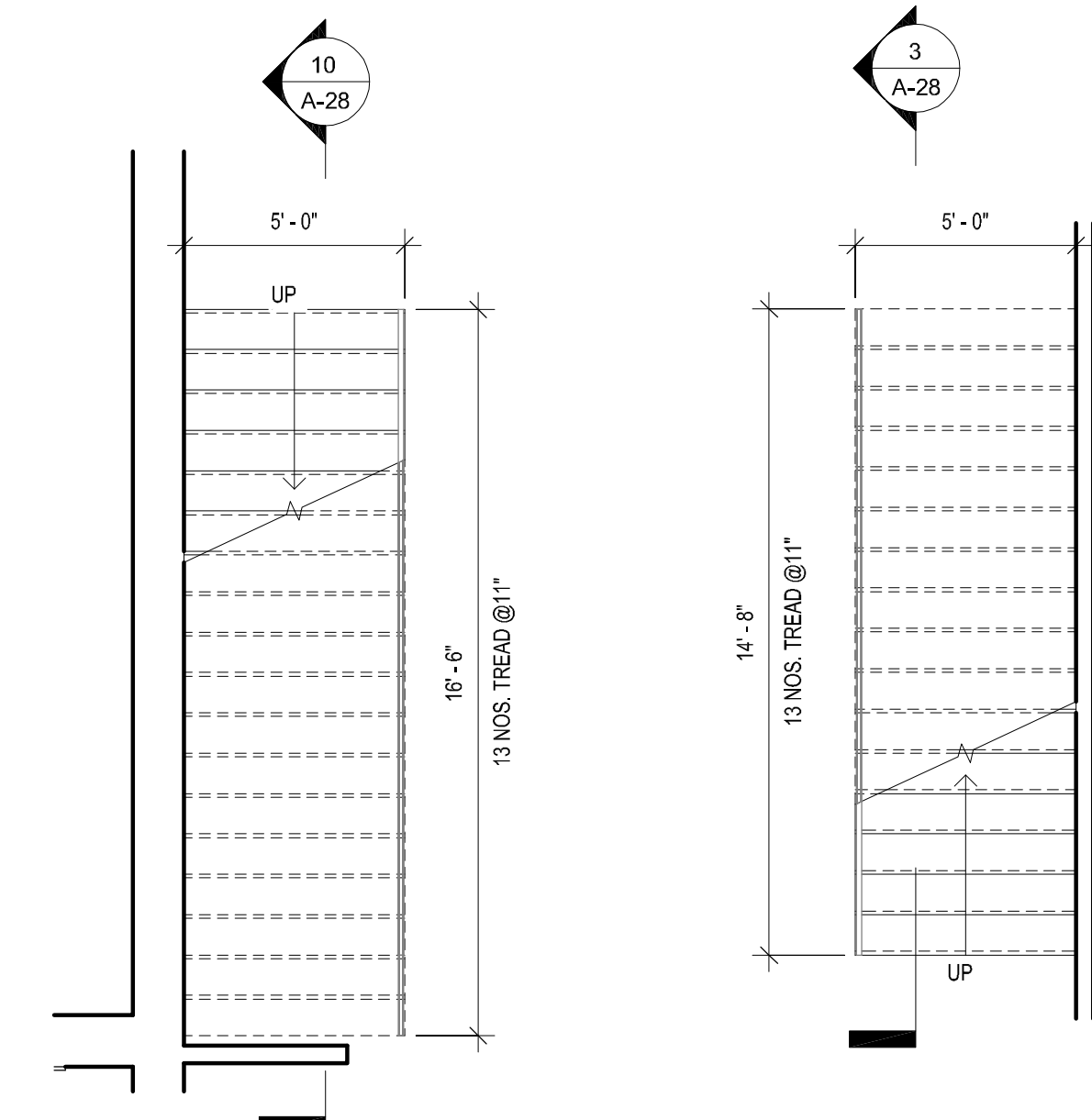
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1/4" = 1'-0"



3 SECTION DETAIL
1/4" = 1'-0"



10 SECTION DETAIL
1/4" = 1'-0"



2 CLUBHOUSE MAIN LEVEL STAIR
1/4" = 1'-0"

1 CLUBHOUSE LOWER LEVEL STAIR
1/4" = 1'-0"

DATE: 16-05-2023

REVISIONS:

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I hereby certify that this plan, specification, or report was prepared by me or under my direct supervision and that I am a duly Licensed Architect under the laws of the state of Minnesota.
Bruce Knotson
Date: _____
Lic. No. 13789

WINDSONG FARMS

18 Golf Walk, Maple Plain, MN 55359, USA

JOB NO: -

SHEET NO:

A-28

STAIR DETAILS

16-05-2023 00:01:50

City of Independence

2040 Comprehensive Plan

To: Planning Commission
From: Mark Kaltsas, City Planner
Meeting Date: August 29, 2023

Discussion:

In response to the 2040 issuance of the regional system statements, the City of Independence is required to update its local comprehensive plan every ten (10) years. The comprehensive plan update ensures consistency with the most recently adopted regional plans and policies and provide the City with a comprehensive development map for the next twenty years. The updated plan will guide development and land use through the year 2040. Due to changes in population forecasts, growth and housing trends, it is imperative that the City evaluate its past and ensure that it is prepared to secure its future.

The City's Comprehensive Plan consists of many different focuses, that when combined, provide the City with a map to guide future development. There are several key aspects of the plan that are most often referenced and applied during the continued growth and development/redevelopment of the community. The portion of the plan that is most widely used and or referenced by the City on a day-to-day basis is the Land Use Plan.

Following a significantly complex process of achieving Metropolitan Council approval as required by the Land Use Planning Act, the Independence 2040 Comprehensive Plan is now officially complete. The approved plan will be formally adopted by the City Council at their next meeting.

Staff would like to provide an overview to the Planning Commission and highlight key aspects of the plan. Planning Commissioners utilize the plan in making many decisions relating to development and redevelopment of the City.

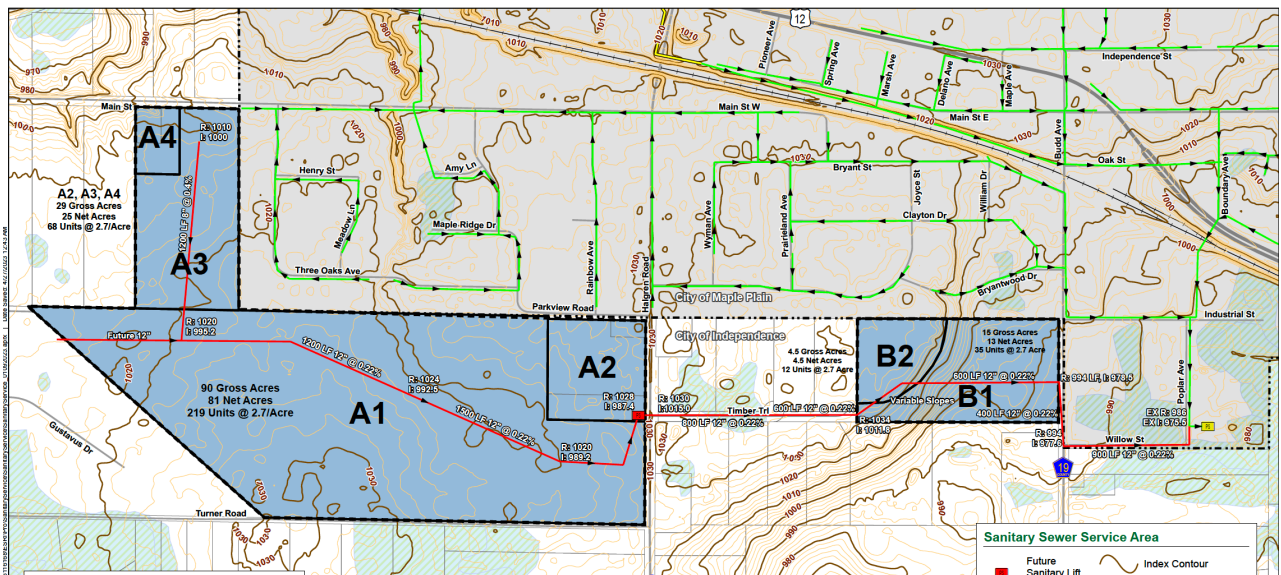
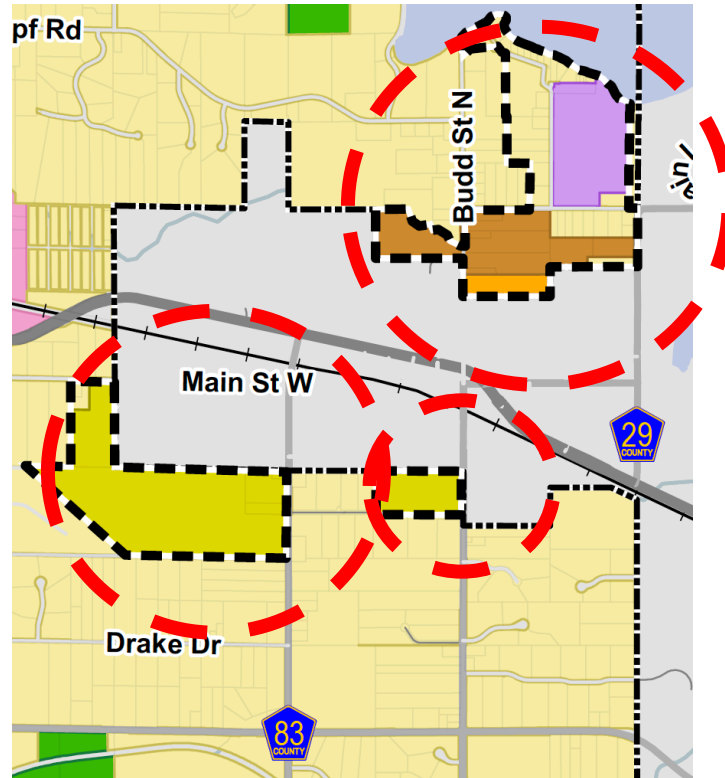
The following plan components should be noted by the City:

- The majority of the 2040 Comprehensive Plan is identical to or very similar to the plan that was approved by the City prior to formal submittal. There were a handful of items, notably, density and projected growth, that were the focus of the City's discussion with the Metropolitan Council. Please note that the attached plan may still require minor modifications in formatting to align with the required changes.

- Density – the City worked with the Metropolitan Council to establish a “reasonable” density expectation for Independence. In accordance with the Land Use Planning Act, cities located within the seven-county metropolitan area are required to maintain an overall net density of 3 units per acre for all portions of the City served by the Metropolitan Council regional sewer system. Independence historically has had a limited area that is serviced by the Metropolitan Council. In 2010, the City initiated a project to extend sanitary sewer to Lindgren Lane. This project involved the extension of sanitary sewer from existing facilities located near the intersection of CSAH 11 and Independence Road. It was determined by the Metropolitan Council that the extension of sewer to Lindgren Lane and also houses along Independence Rd. would require an offsetting and planned density elsewhere in the City to maintain the requisite 3 units per acre density. The City temporarily identified an area north of Maple Plain that could be guided to accommodate an increased density and this area was included in the Comprehensive Plan Amendment. Since the adoption of the amendment, the City knew that it would have to consider an alternative with the 2040 plan. Following a considerable amount of discussion and back and forth, the City and Metropolitan Council have agreed that the properties served by sanitary sewer in the 2010 extension project, would no longer be counted towards the net density of the City. This represents a significant departure from earlier determinations and offers the City of Independence an essential “clean slate” relating to projected density of the City moving forward.

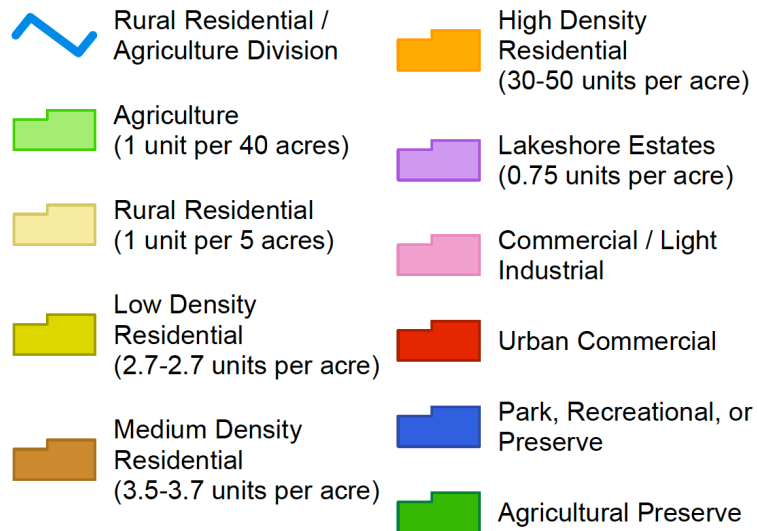
As a result of the agreement, the City is able to project density based on projected new growth without having to establish an offsetting density for the parcels that are currently served by sanitary sewer.

- The City is projecting growth in several key areas that can be more readily served by sanitary sewer. The City will extend a new sanitary sewer from the regional lift station located at the end of Willow St. in Maple Plain to serve new development to the south of Highway 12 (see depiction below). The City will continue to consider a connection to the Maple Plain sanitary sewer line in Budd Ave. to provide sewer to developable properties shown north of Highway 12.



- The City has identified several zoning districts that will need to be established in order to realize the proposed plan. The districts are as follows:

Land Use Classes



Low Density Residential, Medium Density Residential and High Density Residential zoning districts will need to be created and adopted by the City.

TABLE 21 COMPREHENSIVE PLAN DENSITY

	Units	Net Developable Acres	Min/Max Density	Density
Development from 2018-2040				
Lakeshore Estates	28	37	0.75-0.75	0.75
Low Density Residential	335	124	2.7-2.7	2.70
Medium Density Residential	142	40	3.5-3.8	3.50
High Density Residential	152	5	30.0-50.0	30.00
TOTAL	657	206		3.18

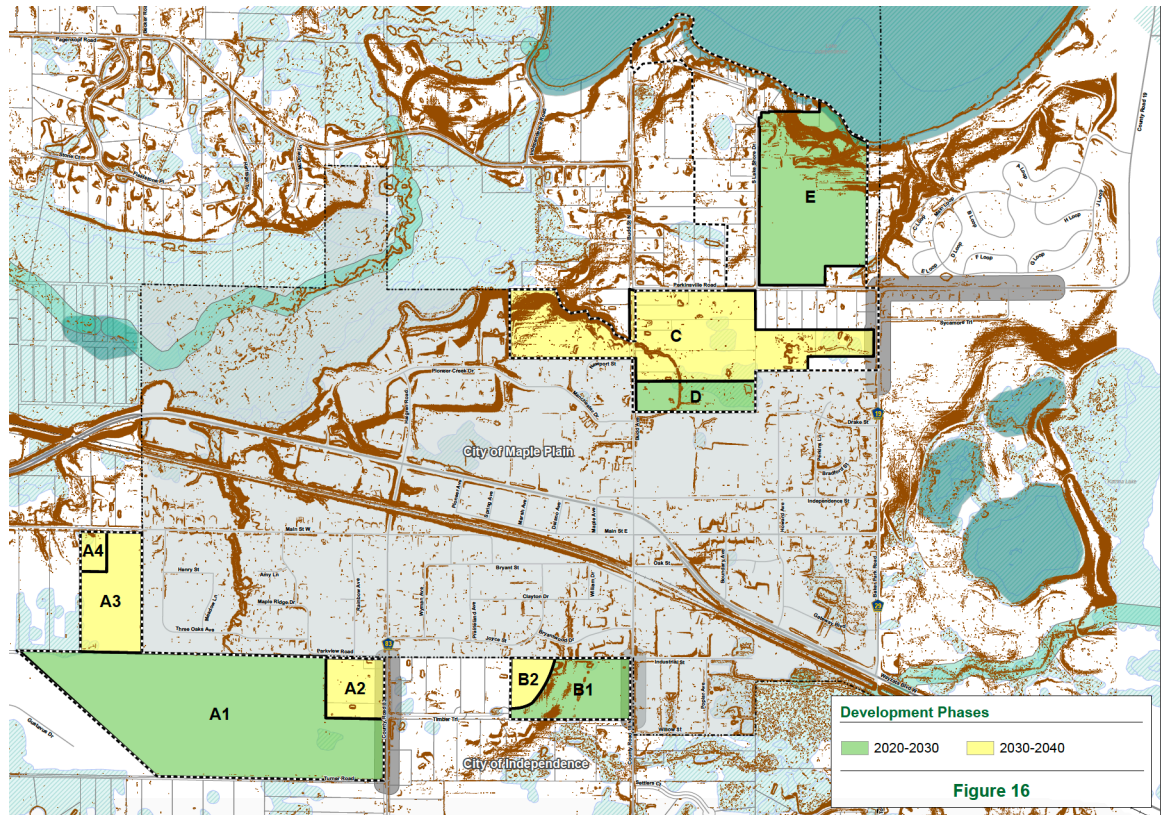
- The net density for each new zoning category is detailed in the plan. The low density residential is located south of Highway 12 and Maple Plain and the medium and high density residential are located north of Highway 12 and Maple Plain. The City worked to reduce the density of the low density residential district to the lowest possible net density that would still comply with the minimum of 3 units per acre. The City was able to reduce the density to 2.7 units per acre (net density). While this density is lower than 3 units per acre, this density is significantly higher than any density that has ever

previously been considered in Independence. In order to assist the City when considering plans, the minimum and maximum density levels are the same (2.7 units per acre). This will illuminate the tendency for developers to attempt to develop a parcel at the highest end of the density range. The City will need to establish zoning ordinance standards that generally align with the net density prescribed.

- The medium and high density residential areas are more strategically located directly adjacent to areas of similar density in Maple Plain. The City is required to accommodate high density residential of 8 units per acre or greater to accommodate the prescribed “affordable housing” requirement established by the Metropolitan Council. The City had initially proposed to locate this type of density in close proximity to the City of Delano on the west side of the City. This location would have been more desirable and far more aligned with high level planning principles and knowledge. The location was in close proximity to grocery, medical, schools, jobs and general services that would reduce the sole reliance on automobiles. The new location is directly adjacent to a high density development in the City of Maple Plain and would be generally compatible with the exception that there is no grocery, medical, services, public transportation and or job center close to the location. Unfortunately, the Metropolitan Council would not recognize this area to count towards the as it is outside of the regional sanitary sewer service area (MUSA). The high density residential would accommodate an approximately 100-unit, 3-4 story apartment building and the associated parking area.
- The City worked to incorporate the Lakeshore Estates district and associated density into the final plan.
- The plan also contemplates the potential staging of development within the areas proposed to be serviced with sanitary service. The Metropolitan Council established a 2040 growth forecast for the metropolitan region which was less than the forecast established in the 2030 Comprehensive Plan. The City of Independence does not agree with the projected forecast for 2040 and noted that its projection reduced the approved 2030 Comprehensive Plan forecast from 593 to 300 households, representing an approximate 50% decrease in projected growth. Due to a wide array of uncertain variables associated with population forecasts and regional growth, the City has prepared a 2040 land use plan that considers local market factors, current landowner development interest and geographic relevance of each property projected to change. For these reasons, the City will continue to plan and exhibit growth potential based on the City’s projected forecasts but will agree to limit growth to no more than the current Metropolitan Council growth forecasts without a comprehensive plan amendment.

Residential land uses within the 2020-2040 staging areas includes approximately 37 net acres of Lakeshore Estates, 124 net acres of Low Density Residential, 40 net acres of Medium Density Residential and 5 net acres of High Density Residential which provides for a total of 657 units (See Table 21 and Figure 16 – Development Phasing). Of the 657 projected units, the City will allow the flexible development of up to 300 total units as a floating Municipal Urban Service Area (MUSA). The development of these units shall be in accordance with the location, phasing and densities prescribed within this plan for

each land use type designated. This provision will allow the development of parcels located within the 2020-2040 projected staging areas to be developed based on market demand and individual property owner timing for selling or developing. The development of more than 300 units would require a comprehensive plan amendment.



- The City will have 9 months to complete the conditions contained within the Metropolitan Council's approval and provide the copy of the plan along with the City Council Resolution approving the plan.

Attachments: 2040 Comprehensive Plan
Exhibits to the 2040 Comprehensive Plan
Metropolitan Council Approval Correspondence and Reports



1.0 INTRODUCTION

The City of Independence is located in western Hennepin County, 20 to 25 miles west of Minneapolis. The gently rolling terrain, rural residential and agriculturally oriented land use patterns are perhaps the two most distinguishing features of the community. Interspersed throughout the community are lakes, streams and wetlands.

The City was organized in 1858 as rural township. The tradition of farming has sustained to the present and horses have maintained their importance to this community. There has been an on-going conversion of land in the City from Agriculture to rural residential use. Properties, primarily surrounding Lake Sarah, Lake Independence and adjacent to the City of Maple Plain have been subdivided into residential home sites. The result is a blend of commercial agriculture, large lot residences, hobby farms and a modest amount of commercial/industrial development.

T.H. 12 bisects Independence southeasterly by northwesterly. The City of Maple Plain is surrounded on three sides by Independence and acts much as a local downtown for many Independence residents. The growing community of Delano and Franklin Township are west of Independence in Wright County. The cities of Greenfield, Medina, Orono and Minnetrista abut Independence on the north, northeast, southeast and south, respectively.

Independence has successfully developed and implemented strong planning policy and zoning controls over the last several decades to preserve land for urban development. This carefully prescribed growth has generally forestalled "leap-frog" urban sprawl development and allowed the City to retain large tracts of agricultural land and open space associated with rural residential development. These controls have been specifically used by the community to retain its rural character and small-town appeal.

It is against this historical background of the City as an agricultural community in a growing urban county that this Comprehensive Plan is written. Suburbanization of the Twin Cities metropolitan area has focused growth pressure on the outer ring communities. Independence has affirmed that it wants to maintain a high standard of environmental quality, clean water and air, abundant open space and purposeful growth. By focusing growth to specified areas within the community, the City will be able to maintain its rural character and small-town feel while promoting and protecting its geographic and environmental advantage.

1.1 Community Vision, Goals and Policies

The goals and policies of Independence have been consistently and historically based on establishing clear objectives for rural residential and agriculture preservation. There is still a strong component of agriculture preservation within the City, but it is slightly less than a decade ago. The City has continued to experience growth and urbanization pressures as growth continues to migrate westward from the metropolitan center. The growing fusion of residential and agricultural land uses now yields a variety of lifestyle choices. Most residents refer to their particular living situation as "rural". But rural has a broad range of definitions. An engineer might define rural as "gravel roads, on-site septic systems and private wells". A farmer would define rural as "agriculture as a job and a way of life". A commuter could well define rural as "large lot residences, with long vistas, clean air and quiet evenings". In Independence, all of these viewpoints are represented.

Rural, in Webster's Dictionary, is defined: *"Pertaining to the country, as distinguished from a city or town, suiting the country or resembling it; pertaining to agriculture or farming"*.

Suburban is defined: *"an outlying part of a city or town, a part without the boundaries but in the vicinity of the town "*.

From these definitions, a rural Independence is not part of Maple Plain or Delano but has a separate sense of place. The aesthetics to this "place in the country" has agricultural roots, a lack of obvious boundaries, and continuity with the natural landscape.

Early in the planning process, the City sought meaningful public input relating to the direction of the City's land use planning. The City undertook a community survey which asked residents to provide feedback relating to growth and development in the City. It was made clear by the responses provided that there is a strong connection and desire for residents of the City to maintain and enhance the rural character of the community. It was also clear that the resident's definition of "rural" is still extremely wide-ranging. Even with the broad array of the "rural" definition, the survey reaffirmed past planning efforts and the general direction that has guided the City over the last 40 years.

The resulting policy needs are to provide a broader, more inclusive definition of rural. Clearly Independence has little to label it urban. The expansive agriculture land, wetlands, parks, hobby farms and large lot residences are undisputedly rural in character. Yet rather than separate and compartmentalize these different land uses, the new plan should strive to find common ground, synthesizing the variety into a cooperative rural community.

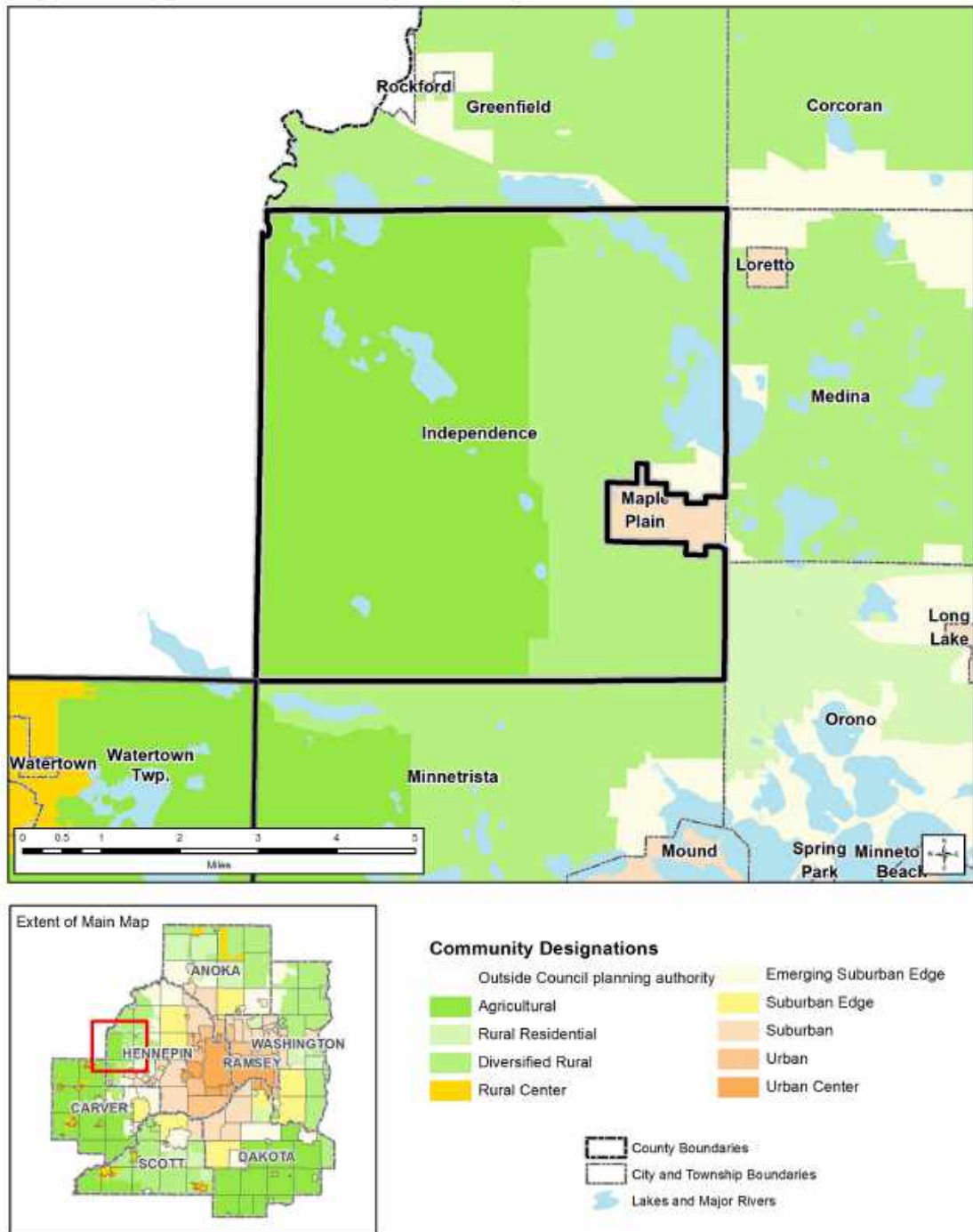
The current Metropolitan Council System Statement for the City of Independence and the 2040 Regional Development Framework identify roughly the western two-thirds as "Agricultural" and roughly the eastern one third as "Diversified Rural" with a small portion of Emerging Suburban Edge immediately north of Maple Plain. Agricultural communities are expected to limit residential development and adopt zoning ordinance and/or other official controls to maintain residential densities no greater than 1 housing unit per 40 acres. Diversified Rural communities are expected to plan for growth not to exceed forecasts and in patterns that do not exceed 4 units per 40 acres. 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.

While this map is somewhat similar to the adopted 2040 Independence Comprehensive Plan, the map does not identify the City's existing commercial/industrial area. It also does not differentiate

the existing areas subdivided prior to zoning controls around Lake Sarah and Lake Independence that are served with metropolitan sewer as a program to clean up and protect the regions lakes, streams, and ground water.

The Metropolitan Council's Regional Blueprint and subsequent Development Framework has defined Agricultural as 1 unit per 40 acres in density minimum and "Rural Residential", now "Diversified Rural" as 1 unit per 10 acres. Rather than adopting a policy that the City develop in its entirety as rural residential at 1 unit per 10 acres, the city adopted a policy in 1980 and again in 2001 of allowing 1 unit per 5 acres (with strict land compatibility requirements) in roughly the eastern one third in the rural residential and 1 unit per 40 acres in the western two-thirds agricultural area. The intent of this policy was to better serve the rural residential area with the various municipal services such as police, fire, and road maintenance, as well as provide controlled growth and better subdivision layout. A second intent of the policy was to guide the growth to an area near Maple Plain to help keep that community's commercial district healthy.

Community Designations City of Independence, Hennepin County



Although the plans in 1980 and 2001 included alternatives to the strict 1 unit per 10-acre density, the Metropolitan Council found this policy of controlled growth and preservation of agriculture “to meet all regional system plans and requirements of the Metropolitan Land Planning Act”.

The Metropolitan Council policies call for maintenance of commercial farming and related agribusiness activities as the primary activity in the commercial agriculture region. This area should also provide land for other low intensity uses such as hobby farms, horticulture, and conservation of natural resources. The general rural use area permits commercial agriculture but anticipates primarily residential uses in a somewhat greater density. Independence permits development at one residence per 40 acres for prime agricultural land and one per five acres in the rural residential zone. Under the State agriculture preservation tax law, agriculture land parcels of at least 40 acres qualify for reduced taxable valuation and, therefore, a reduction in taxes. The City has historically

supported agriculture preservation by designating and zoning any land that qualifies for agriculture preserve for forty-acre maximum density upon request of a landowner. Enrollees in the agricultural preserve program covenant to maintain the land in agriculture for a minimum of eight years. An enrollee would be violating the covenant as well as zoning if the land is not maintained in agriculture during that period of time.

Many planning efforts in rural areas elaborate on rural centers as a mix of urban and rural uses. Maple Plain, Rockford, Loretto and Delano are cities that provide a full range of land use opportunities. With these urban centers so close, duplicating their features not only would appear unnecessary, but also would most likely be counter-productive. Independence is different than those communities and should complement the land use variety of those more urban settings. The land use in Independence is far more comprehensible when the interdependent dynamics with the surrounding communities are understood.

Attempting to duplicate the urban services and land use options provided in the neighboring urban areas are neither economically feasible nor a publicly desired effort for Independence. All cities cannot be all things to all people. Independence cannot provide a full range of public services any easier than Minneapolis could provide adequate farmland for people needing space to cultivate. This limit of what is possible directly translates into terms like "economically sustainable", "carrying capacity", or "publicly viable. This recognition of limits is a primary building block for local policy decision-making.

The previous land use plans have focused objectives on control of suburban growth and preservation of agriculture. While the latter was an attitude of community consensus, the on-going dispute over subdivision of land remains unresolved. Utilizing a carrying capacity method, the confluence of population, city services, transportation needs and ecological responsible development point toward a continued gradualism of development. Independence can be a place of mixed rural lifestyles, continuing to rely on surrounding urban areas for urban functions.

Considering the diversity of land uses in Independence, achieving a situation of community harmony will require a careful balancing of the policies underlying local decisions with successful communication of common goals. The objective of the process is mutual compatibility of local land uses within the community. The goal is rooted in preservation, to the greatest extent possible, the essence of a rural way of life in Independence. The hope is to blend the local variety of lifestyles into a peaceful and prosperous coexistence.

Community Vision

The City's Comprehensive Plan has been prepared to reflect the diversity and variety of values and needs within the community. The City will endeavor to retain its rural character, providing a variety of rural living choices, from rural residential and rural hobby farms to the preservation of prime agricultural lands and natural environmental features. The rural, non-farm lifestyle alternatives residents may pursue should be designed and maintained so as to preserve local aesthetic and natural feature amenities. These rural residential neighborhoods should also be planned and designed to maintain the high level of public service citizens have come to expect, without an undue increased burden on the rest of community. The City will also seek to develop standards for concentrated sewer residential in strategic areas of the City. These areas will be developed to seamlessly blend into the rural character of the community while maintaining a compact footprint allowing for the preservation of greater areas of open space.

The future physical, social, and economic decisions that will be made by the City require an overall policy direction, a means to implement these lifestyle options. The following goals and policies form the rationale for local decision-making.

Goals and Policies

Community goals are generally defined as the objectives or end products that a City hopes to achieve through local decision-making. These broad objectives are usually community-wide and describe an optimum social and physical environment. Policies are the means by which the goals are achieved. They are more detailed, providing guidelines for specific decision alternatives.

The combination of goals and their supporting policies provide the framework for public decisions. They are meant to minimize misunderstanding between community residents and decision makers. Imperative to this understanding is that any decision or action taken by the City should be appraised and evaluated in light of these goals and policies. In this way, decisions made by the City are both reasonable and consistent. These goals and policies are meant to be flexible enough to apply to present needs and adaptable enough to appropriately address future demands.

Some of the goals and policies from the previous plan remain relevant. However, the city and its environs have changed, becoming more complex. The policy plan reflects this new complexity in addressing a much broader range of issues in a more precise way.

1.2 Goals Summary

CHAPTER	TITLE	GOALS
TWO	HOUSING	<ul style="list-style-type: none"> ▪ To maintain the good condition of the City's existing housing stock, thereby reducing the need for additional new housing construction. ▪ Accommodate affordable housing initiatives. ▪ Ensure the availability of lifecycle housing.
THREE	LAND USE	<ul style="list-style-type: none"> ▪ Establish a visual identity in harmony with the physical context that reflects and respects the City of Independence's rural characteristics, historical past, and future with design solutions that are innovative, efficient, durable, beautiful and economically viable. ▪ Foster a harmonious, convenient, compatible, workable relationship among a balance of all land uses and local supporting services within the community. ▪ To preserve and enhance local property values. ▪ To set standards to protect the health, safety and welfare of City residents, but to limit the standards to those necessary in order to preserve property owner's rights. ▪ To concentrate rural residential development in areas where services can most economically be provided. ▪ To allow continued agriculture within the rural residential area while permitting rural non-farm lifestyles to co-exist in an agricultural setting. ▪ To guide growth in conjunction with the logical and economical extensions of urban services. ▪ Provide ample safe and clean park and trail facilities for everyone to enjoy. ▪ Preserve, maintain, enhance and protect the region's natural resources.
FOUR	TRANSPORTATION	<ul style="list-style-type: none"> ▪ Complete the CSAH 90/92 and Highway 12 intersection improvement projects. ▪ Work with MNDOT and Hennepin County to maximize the existing infrastructure and create safe intersection to access Highway 12 from the north and south sides of the community. ▪ Provide a well-planned and fully-functional transportation system. ▪ Establish a well-planned transportation system which safely links our community.
FIVE	WATER RESOURCES	<ul style="list-style-type: none"> ▪ Maintain the existing sanitary sewer system in the most efficient and economical manner feasible. ▪ Develop a new trunk system as necessary to serve future development in designated areas. The new system should be developed to reduce future maintenance costs. ▪ Manage land disturbance that creates impervious surface to prevent flooding and adverse impacts.

		<ul style="list-style-type: none"> ▪ Protect the City’s wetlands, lakes, streams, groundwater, and natural areas to preserve the functions and values of these resources for future generation through Wetland Conservation Act, buff standards, groundwater protection rules and coordination with outside agencies. ▪ Cooperate with Local Water Management Organizations. ▪ Coordinate development review with LWMO. ▪ Participate in Resource Management Plans. ▪ Cooperate in implementation of the Hennepin County Groundwater Plan.
SIX	ECONOMIC DEVELOPMENT, COMPETITIVENESS AND RESILIENCE	<ul style="list-style-type: none"> ▪ Promote and attract quality industrial and commercial business to the City of Independence by promoting the City and its high quality of life. ▪ Maintain an economic balance and enhance the geographic advantage of the City.
SEVEN	IMPLEMENTATION	<ul style="list-style-type: none"> ▪ Work to update official controls and ordinances to accommodate the projected comprehensive plan.



2.0 HOUSING

A demographic analysis clarifies the picture of who we are, what we do, and how we have changed. Historically, the City has been a homogeneous, low density, rural community with a focus on agriculture. The City desires to maintain a similar housing makeup that preserves the rural character and agriculture culture.

2.1 Local Demographics

Population and Households

Growth in Independence has slowed since its peak rate during the 1970's. There was a spike in growth that was consistent with the region during the 1990's. The rate of growth has essentially leveled off during the last decade and has been consistent around 8%. growth during the 1990's was more than double the 6.9% increase in population during the decade of the 1980's.

Compared to the 1990's the rate of population increase doubled during the first half of this decade with a gain of 14.8%, which translates into a population gain of 30% on a ten-year basis. This rate is comparable to the rate of growth experienced in the 1970's. Overall population residing in Independence almost doubled from the 1970 census to present.

TABLE 1 POPULATION GROWTH 1960 - 2017

	Population	Increase	% Increase
1960	1446		
1970	1993	547	38%
1980	2640	647	33%
1990	2822	182	7%
2000	3236	414	15%
2010	3504	268	8%
2017	3790	286	8%

Source: U.S. Census; 2017 Estimate: Metropolitan Council

The average size of an Independence household in 2010 was approximately 2.81 persons, down from 2.96 in 2000 and reflecting a national trend. The reduction in average household size is projected to continue between 2020 and 2040 due to the planned sewer residential north and south of Maple Plain. This housing will potentially accommodate a continuum of housing, which could include senior housing. Households equate closely to dwelling units and, in land consumption terms, is a better indicator of growth, than population.

TABLE 2 HOUSEHOLD GROWTH 1970 - 2017

	Number of Households	Increase	% Increase
1970	580		
1980	789	209	36%
1990	925	136	17%
2000	1088	163	18%
2010	1241	153	15%
2017	1295	54	4%

Source: U.S. Census; 2017 Estimate: Metropolitan Council

Residential construction slowed during the later part of the last decade due to a national recession. Population increases of 17% and 18% are projected over the next two decades. These forecasts have been provided to the City by the Metropolitan Council. Independence could experience increased growth as regional sewer becomes available to this area. Independence is projecting some sewer growth directly adjacent to the existing sewer development in Maple Plain.

TABLE 3 POPULATION, HOUSEHOLD AND EMPLOYMENT FORECAST 2010 - 2040

	Population	Increase - No. of Persons	%	Households	Increase - No. of Households	%	Employment	Increase - No. of Jobs	%
2010	3504			1241			587		
2020	3830	326	9%	1400	159	13%	680	93	16%
2030	4040	210	5%	1560	160	11%	740	60	9%
2040	4290	250	6%	1700	140	9%	770	30	4%

Source for 2010 Existing Households: City of Independence Assessor; Hennepin County

Independence's rate of growth during the 2000's was not that dissimilar to nearby communities. Several historically rural communities began experiencing urbanized development during the last decade which is reflected in their strong growth rates.

TABLE 4 ADJACENT COMMUNITIES POPULATION COMPARISON 1970 - 2010

	1970	1980	1990	2000	2010	Increase - 1970-2010	%
Independence	1993	2640	2822	3262	3504	1511	176%
Corcoran	1656	4252	5299	5630	5379	3723	325%
Greenfield	973	1391	1450	2544	2777	1804	285%
Loretto	340	297	404	570	650	310	191%
Maple Plain	1169	1421	2005	2088	1768	599	151%
Medina	2396	2623	3096	4005	4892	2496	204%
Minnetrasta	2878	3236	3439	4358	6384	3506	222%

Orono	6787	6845	7285	7538	7437	650	110%
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Source: U.S. Census

School age, middle age and older population groups experienced significant growth in numbers between 2000 and 2010 while post high school to age 44 population declined.

TABLE 5 AGE GROUPS 1990 - 2010

Age	1990	2000	2010	Increase - 1990-2010	%
Under 5	218	222	194	-24	-11%
5-17	592	752	667	75	13%
18-24	220	163	220	0	0%
25-34	409	237	203	-206	-50%
35-44	557	702	361	-196	-35%
45-54	381	550	740	359	94%
55-64	254	345	645	391	154%
65-74	120	183	293	173	144%
75+	81	82	260	179	221%

Source: U.S. Census

As of 2010, approximately 4% of people residing in Independence, were Black, Indigenous, and other People of Color (BIPOC).

TABLE 6 RACE AND ETHNICITY 2000 - 2010

Age	2000	2010	Increase - 2000-2010	%
Black	3	22	19	633%
Hispanic	28	103	75	268%
Multi-racial	22	20	-2	-9%
Islander	35	8	-27	-77%
Native	6	0	-6	-100%
Other	0	8	8	800%
Asian	0	0	0	0%
White	3163	3526	363	11%

Source: U.S. Census

Educational attainment increased significantly during the decade of the 2000's among Independence residents. Residents achieving a bachelor's degree or higher increase more than 100% during the last decade. Independence surpasses the national trend of increasing levels of education.

TABLE 7 EDUCATIONAL ATTAINMENT 1990 - 2010

	1990	2000	2010	Increase - 2000-2010	%
No High School Diploma	138	83	38	-45	-54%
High School Graduate	1243	1264	961	-303	-24%
Bachelor's Degree	333	562	1208	646	115%
Graduate or Professional Degree	87	162	295	133	82%

Economic Base

The number of households in Independence earning over \$100,000 also increased significantly during the 2000's. These numbers have not been adjusted for inflation and such an adjustment would bring all income levels down.

TABLE 8 INCOME LEVELS 1990 - 2010

	1990	2000	2010	Increase - 2000-2010	%
Less than \$10,000	44	24	4	-20	-83%
\$10,000 to \$14,999	12	18	0	-18	-100%
\$15,000 to \$24,999	49	38	24	-14	-37%
\$25,000 to \$34,999	212	88	57	-31	-35%
\$35,000 to \$49,999	174	115	105	-10	-9%
\$50,000 to \$74,999	242	205	190	-15	-7%
\$75,000 to \$99,000	119	187	139	-48	-26%
\$100,000 to \$199,999	72	304	490	186	61%
\$200,000 +	87	111	213	102	92%

Source: U.S. Census

The number of jobs based in Independence increased from 150 to 587 during the 2000's, giving the City a significant job base increase during the last decade. With the future expected growth in the Urban Commercial area on the west side of the community adjacent to Delano, job growth is expected to accelerate significantly during coming decades. The Metropolitan Council had forecasted 93 additional jobs by 2020 and 90 new jobs by 2040, respectively.

TABLE 9 JOB GROWTH 1990 - 2040

	1990	2000	2010	2020	2030	2040	Increase - 1990- 2040	%
Employment	90	150	587	680	740	770	680	453%

Source: Metropolitan Council (plus job growth in Urban Commercial/CLI in 2020-2040)

Single-family homes continue to increase in value in Independence during the 2000's. Home values have not fully recovered from the recession but should surpass historical highs within the next 3-5 years.

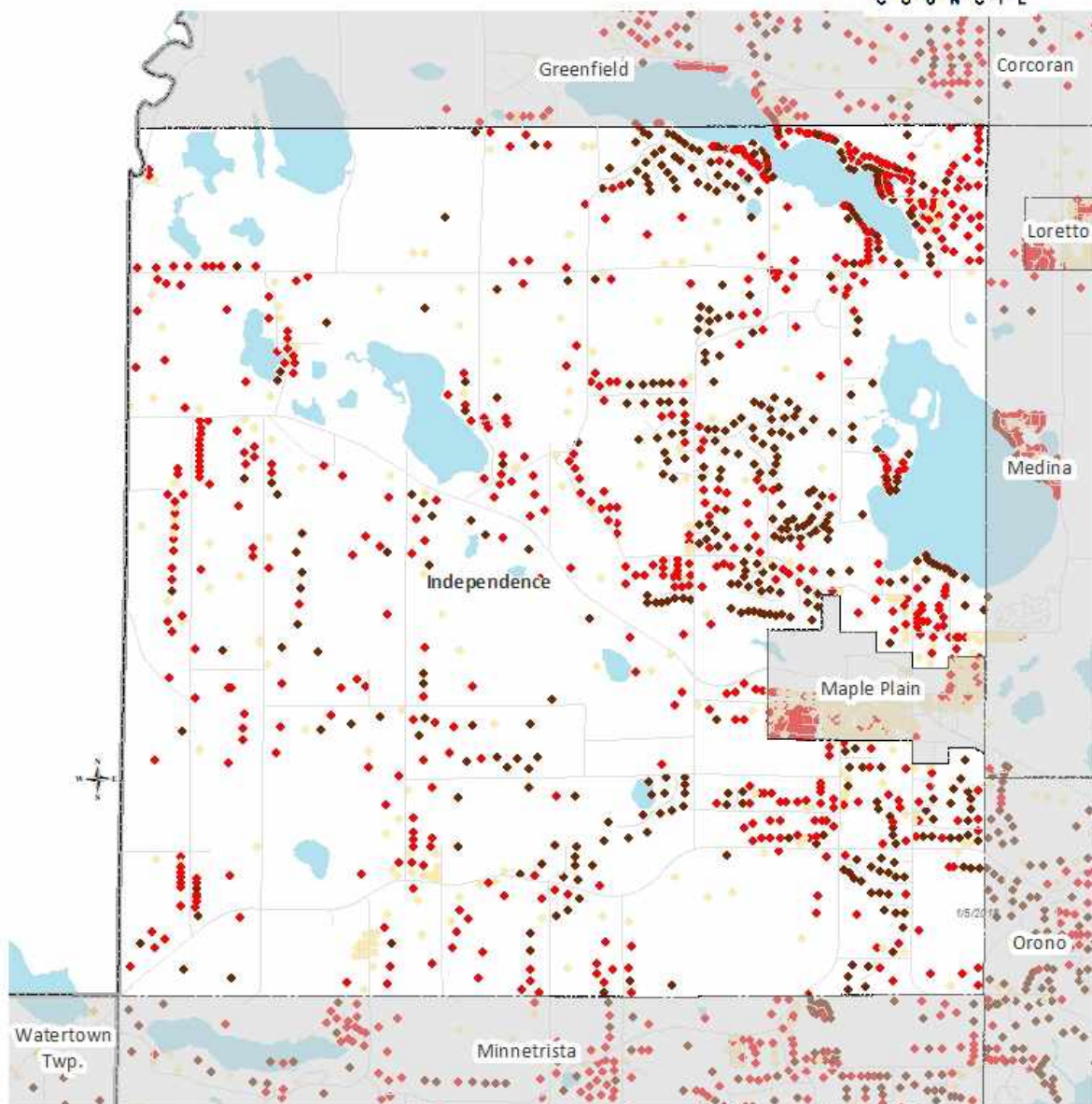
TABLE 10 MEDIAN HOME VALUES 1990 - 2010

	Median Home Value	Increase - 1990-2010	%
1990	\$113,000		
2000	\$234,900	\$121,900	52%
2010	\$394,500	\$159,600	40%

Source: U.S. Census

Owner-Occupied Housing by Estimated Market Value

Independence



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

Owner-Occupied Housing Estimated Market Value, 2016

- \$243,500 or Less
- \$243,501 to \$350,000
- \$350,001 to \$450,000
- Over \$450,000

1 in = 0.96 miles



Source: MetroGIS Regional Parcel Dataset, 2016 estimated market values for taxes payable in 2017.

Note: Estimated Market Value includes only homesited units with a building on the parcel.

2.2 Housing Needs

Independence has seen an increase in housing demand over the last 5 years. Housing demand, particularly in the Orono School District, is poised to continue strong demand. The City has positioned itself to realize a continuum of housing options by guiding specific properties that are directly adjacent to the City of Maple Plain. In order for these properties to develop, they will need to demonstrate the ability to be services with utilities. The City will continue to support the development of rural residential housing options within the portion of the City guided for RR-Rural Residential. Preservation of the majority of land within the City as agriculture will allow Independence to maintain its rural character, protect natural resources and continue support strong property values. The City further details proposed housing within the land use section of this plan. Table 11 includes data from the Metropolitan Council's existing housing assessment.

TABLE 11 HOUSING NEEDS DATA

Total housing units = 1,352

Total households = 1,261

Affordability in 2016

Units affordable to households with income at or below 30% of AMI	Units affordable to households with income 31% to 50% of AMI	Units affordable to households with income at or below 30% of AMI
17	39	171

Tenure in 2016

Ownership Units	Rental Units
1,302	50

Housing Type in 2016

Single-family units	Multifamily units	Manufactured homes	Other housing units
1,352	0	0	0

Publicly Subsidized Units

All publicly subsidized units	Publicly subsidized senior units	Publicly subsidized units for people with disabilities	Publicly subsidized units: All others
0	0	0	0

Housing Cost-Burdened Households in 2016

Income at or below 30% of AMI	Income 31% to 50% of AMI	Income 51% to 80% of AMI
26	41	44

2.3 Affordable Housing

The Metropolitan Council has identified affordable housing needs for all cities and townships within the Twin Cities Metropolitan Area for the period from 2021-2030. The housing plan element of local comprehensive plans is required to reflect the allocated portion of the forecasted demand for affordable housing. The Metropolitan Council has identified that the metro region of the state has the need for 37,900 additional affordable housing units by 2030. The Metropolitan Council defines affordable housing for three income ranges which are proportional to the area

median income. The established price of an affordable home in the region in 2016 was considered to be \$243,500 if household income was 80% of the area median income. The City’s share of this allocation is 54 affordable housing units.

Independence is fortunate to have some inventory of existing affordable housing within the community. In order to accommodate the additional affordable housing needs, a new High Density Residential zoning district will be established directly adjacent to the City of Maple Plain on the far east side of the City. Independence will incorporate a set of tools and regulations into the new zoning standards for this district to promote housing affordability. The tools that will be incorporated into the new Urban Residential zoning district in the City include the following:

- Zoning which provides for a minimum density of 30 units per acre. This projected density will promote a housing product which should be able to support affordable units that will meet the housing allocation.
- Planned Unit Development—to allow more flexibility to develop multiple unit types on a range of lot sizes and with varying price points.
- Density bonuses—to promote higher quality development at more affordable prices.
- Existing Housing Stock – Independence will continue to support the maintenance of the existing housing stock.

As growth continues to occur within the City, a substantial inventory of both new and existing affordable housing units should be maintained. A large portion of this inventory will be found in existing housing stock. Independence anticipates using the aforementioned tools to promote the development of affordable housing within the community. The City should consider working with existing owners to maintain and enhance the existing housing stock. The City may consider applying for grants and looking for other funding mechanisms and partners (Minnesota Housing) that could promote the maintenance and enhancement of existing structures.

It is important to recognize that the allocation of units should be interpreted as a goal for the community, especially serving the lowest end of the income range. The allocation goals cover a 10-year time period and would include both rental and ownership housing options. However, in most cases, these would tend to represent rental housing creation, as serving low and moderate-income households with ownership options would be extremely difficult, especially for households below 50% of the median income level. In comparison to recent patterns, these allocations are very high. In actual practice between 2000 and 2010, no affordable units were created in Independence based on these standards. To achieve 54 units over the ten-year allocation period, Independence would have to realize an average of approximately 7 units per year moving forward.

Independence will strive to accommodate the projected demand for 54 affordable new housing units during this planning period.

TABLE 12 AFFORDABLE HOUSING NEEDS ALLOCATION

Income Level	Units
At or Below 30 AMI	28 Units
From 31 to 50 AMI	21 Units
From 51 to 80 AMI	5 Units
Total Units	54 Units

AMI = Area Median Income
Source: Metropolitan Council

To determine if Independence can attain the identified number of affordable units, it is necessary to identify which future land use designations count towards the Affordable Housing Allocation need. These calculations use Metropolitan Council's Option 1 for affordable housing allocation, with sufficient land at 8 units/acre for the entire allocation. Table 12 features the residential future land use categories in Independence.

TABLE 13 FUTURE RESIDENTIAL LAND USE DESIGNATIONS

Land Use	Minimum Density (units/acre)	Qualify for Affordable Housing
Lakeshore Estates	0.75	No
Low Density Residential	2.7	No
Medium Density Residential	3.5	No
High Density Residential	30	Yes
Rural Residential	0.75	No
Agricultural	0.03	No

Any vacant or redevelopable land designated as High Density Residential is counted in the affordable housing allocation calculations. Table 13 shows how the 2021-2030 affordable housing allocation in Table 11 can be accommodated through the development staging. Developable acreage does not include unbuildable areas, such as right-of-way, open water, and wetlands. The acres staged for redevelopment are included in the gross acreage per land use class found in Table 20 .

TABLE 14 AFFORDABLE HOUSING DEVELOPMENT STAGING FOR 2021-2030

Land Use	Net Acres	Min Units/Acre	Potential Units
High Density Residential	5.1	30	152

With the available vacant land in the High Density Residential designation, Independence has enough land to meet its allocation for affordable housing. This is intended to help address housing cost burden within the city, for both owners and renters.

2.4 Goals, Policies, and Implementation Strategies

GOALS	POLICIES	IMPLEMENTATION
1. The City should encourage new and alternative types of housing which meet housing performance standards as a means of obtaining larger open space areas and protection of natural resources within residential areas.	<ul style="list-style-type: none">• Maintain and continue to advance the cluster development standards to promote opportunities for housing alternatives.	<ul style="list-style-type: none">▪ Review existing standards and develop new standards that will allow for the development of land use categories designated in the plan.
2. Identify ways to achieve affordable housing goals within the City.	<ul style="list-style-type: none">• Review development standards and seek to better understand obstacles to achieving affordable housing within the City.	<ul style="list-style-type: none">▪ Identify opportunities for development of the urban residential land use area to achieve affordable goals.▪ Pursue outside funding such as grants and other sources for development of affordable housing.

2.5 Housing Implementation Options

The following table provides a range of local options for housing implementation, based on community goals and tools identified by the Metropolitan Council.

Housing Goal/Need	Implementation Opportunity/ Available Tool	Circumstances and Sequence of Use
Affordable Housing (up to 80% AMI)	Planned Unit Development (PUD)	The City would consider a PUD application in the Urban Residential future land use district to accommodate affordable housing.
	Tax Abatement	The City would consider tax abatement for development proposals including housing affordable at or below 80% AMI.
	Tax-Increment Financing (TIF)	It is unlikely the City will consider using TIF to support affordable housing development.
	Housing Bonds	It is unlikely the City will consider issuing housing bonds to support affordable housing development.
	Landlord Education for Inclusive Housing Policies	The City will partner with other agencies to offer educational resources to landlords.
	Site Assembly	The City may consider assembling a site for this housing need. This could include acquiring and holding land as well as sub-allocating such monies to a qualified developer approved by the City Council.
	Super or Consolidated RFP	The City would consider supporting an application to RFP programs for housing affordable at or below 80% AMI in residential locations of the future land use map.
	Community Development Block Grant (CDBG)	The City is not planning on using allocated CDBG funds for this housing type, due to lack of eligible projects and staff capacity.
	HOME Investment Partnerships Program (HOME)	The City will consider supporting an application to fund activities to build, buy, or rehabilitate affordable housing at or below 80% AMI.
	Referrals	The city will work with partners to provide information on potential housing resources to the best of its ability, given staffing constraints.

	Inclusionary Zoning Policy	It is unlikely that the City will consider the exploration and development of Inclusionary Zoning policy to incentivize the development of affordable housing in the city
Preserving existing rental housing stock	Rental Rehabilitation Grants and Loans	The City will partner with other agencies to offer resources to landlords for rehabilitation grants/loans for existing rental properties.
	4d Tax Program	The City will partner with other agencies to offer resources to owners of existing rental properties regarding 4d program tax breaks.
	Landlord Education for Inclusive Housing Policies	The City will partner with other agencies to offer educational resources to landlords of existing rental properties.
	Rental License and Inspection Program	Due to minimal inventory and limited resources, it is unlikely the city will develop rental license and inspection programs.
Supporting Young/First-Time Homeowners	Single Family Rehabilitation Grants and Loans	The City will partner with other agencies to offer resources to homeowners for home rehabilitation grants/loans.
	Start-Up Loan Program	Minnesota Housing program to assist first-time homebuyers with financing a home purchase and down payment through a dedicated loan program. The City may partner to offer education about this program.
Maintaining Homeownership	Single Family Rehabilitation Grants and Loans	The City will partner with other agencies to offer resources to homeowners for home rehabilitation grants/loans.
	Foreclosure Prevention Counseling	The City will partner with other agencies to offer foreclosure prevention resources to homeowners.
	Step-Up Loan Program	Minnesota Housing program to assist non first-time homebuyers to purchase or refinance a home through a dedicated loan program. The City may partner to offer education about this program.
	Housing Improvement Areas (HIAs)	Because of a lack of this housing type, it is unlikely that the City will consider partnering with townhome or condominium associations on an HIA due to lack of opportunity.

Senior Housing	Planned Unit Development (PUD)	The City would consider a PUD application in the Urban Residential future land use district to accommodate affordable housing.
	Expedited Pre-application Process	The City would consider creating a pre-application process to identify ways to minimize unnecessary delay for projects prior to formal application process.
	Site Assembly	The City may consider assembling a site for this housing type. This could include acquiring and holding land as well as sub-allocating such monies to a qualified developer approved by the City Council.
	Zoning Ordinance	The City will review the zoning ordinance and identify policies or regulations that may inhibit senior housing development.
	Tax Abatement	The City would consider tax abatement for a senior housing project affordable at or below 80% AMI.
	Tax-Increment Financing (TIF)	It is unlikely the City would support the use of TIF for this need/goal.
	Housing Bonds	It is unlikely the City will consider issuing housing bonds to support senior housing development.
	Super or Consolidated RFP	The City would consider supporting an application to RFP programs for senior housing affordable at or below 80% AMI in residential locations of the future land use map.
	Community Development Block Grant (CDBG)	The City is not planning on using allocated CDBG funds for this housing type.
Increasing the Livability of the City	Livable Communities Demonstration Account	The City would consider supporting/sponsoring an application to Livable Communities Account programs to address above housing needs/goals.
	Home Improvement Loans	Minnesota Housing program to assist to homeowners in financing home maintenance projects to accommodating a physical disability or select energy efficiency improvement projects. The City may partner to offer education about this program.

	ADU Ordinance	The City currently has an accessory dwelling units ordinance in place.
	Program or Framework	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.



4.0 TRANSPORTATION

The Transportation Element of the Comprehensive Plan is a vital ingredient in the mix of components directing land use in the City. The transportation system of the City should meet the needs of local citizens without creating unnecessary negative impacts on the community. Transportation planning involves predicting future development, traffic analysis, safety considerations, maintenance and repair needs and interagency cooperation. The Transportation Plan is shown on Figure 10. Hennepin County is projecting 2040 traffic for many roadways in the County and, when completed, those projections will be shown on the plan. All the land area in the City of Independence is in the Metropolitan Council's Transportation Analysis Zone 638.

The Transportation Element of the Plan joins local, county, and regional transportation planning efforts. It is interactive with proposed land use changes. There is recognition that the region is not planning any new major arterials and that state and federal monies are less readily available than in the past. Therefore, a primary component of the local plan is to remain respectful of in-place infrastructure and rely on the backbone system of County and State roads. To this end the transportation component minimizes any expansion of this local system and includes projected County plans.

Current Projects

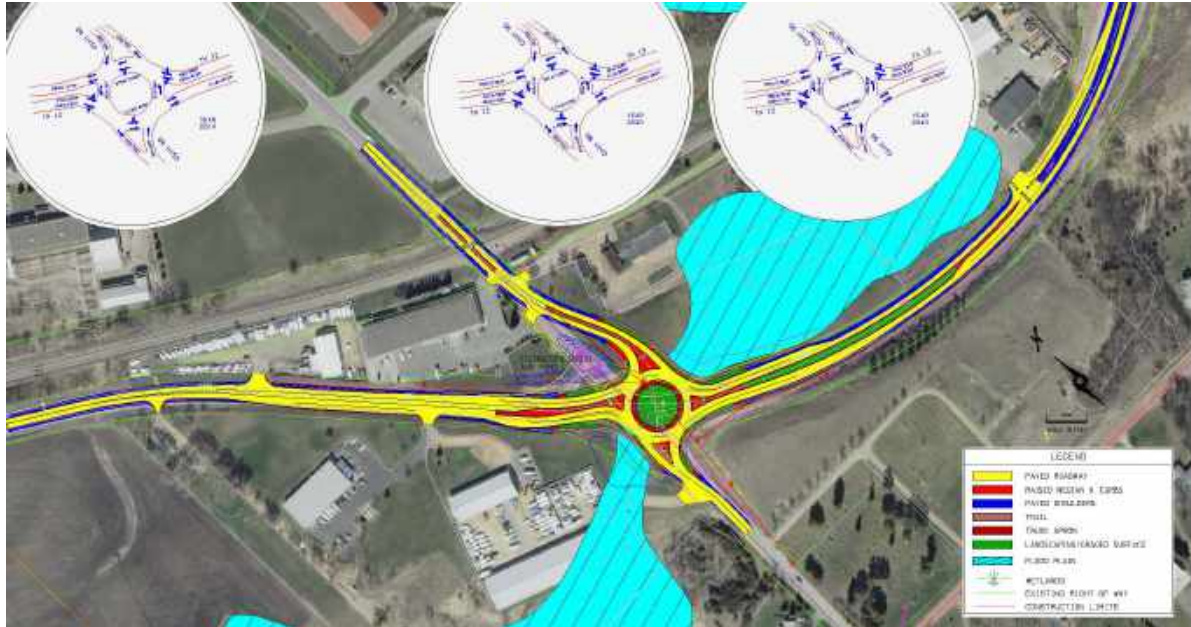
Since the adoption of the 2030 Comprehensive Plan, Independence has spent a considerable amount of time and resources to secure funding for improvements to the Highway 12 and CSAH 90 and CSAH 92 intersections. The City along with West Hennepin Public Safety has been instrumental in the development and ongoing coordination of the Highway 12 Safety Coalition. This coalition was formed to advocate for the enhanced safety of Highway 12 from 494 to Cokato. This stretch of Highway 12 has seen an increase in fatal or significant crashes over the last 10 years. Several significant crashes occurred within the City of Independence during this time period.

Two intersections as well as the extension of the existing concrete median were identified by the coalition as critical needs of the corridor. The coalition successfully secured approximately 11 million dollars in legislative funding during the 2017 legislative session to improve the two primary intersections in Independence. The City has been working with Hennepin County and

MNDOT to prepare draft concept plans for the improvement to both intersections. It is anticipated that both intersections will be improved between 2020 and 2023.

County Road 90/Highway 12 Intersection Improvements

The City, County and State have prepared a conceptual intersection improvement plan for this intersection. The plan proposes a roundabout intersection that will realign the intersection and provide a safe way for residents to gain access to Highway 12. The City is working to ensure that businesses have adequate turn lanes and access to the improved intersection.



County Road 92/Highway 12 Intersection Improvements

The City, County and State have prepared an initial concept alignment study for the redevelopment of both legs of this intersection. The City is strongly supporting the development of an aligned intersection that has a grade separated crossing of the adjacent BNSF railroad. The City believes that fully aligning the north and south legs of CSAH 92 will provide the City and region with a solution that will accommodate growth and development far into the future. In addition, the City believes that the fully aligned solution provides the highest level of safety for the Highway 12 corridor.



Functional Roadway Classification System

The Metropolitan Council functional classification system consists of five classes of roadways:

Principal Arterial

The principal arterial system is the foremost element in the roadway network. Principal arterials are used to connect the sub-regions in the Urban Service Area with each other as well as connect the Metro Area to outstate centers. Principal arterials should not connect to collectors or local streets. In all cases, they should be designed as fully controlled access facilities. Connections with other roadways within the Urban Service Area should be only at grade-separated interchanges and land access should not be provided between these points. Within the Rural Service Area, intersections may be controlled, with at grade intersections.

Minor Arterials

The minor arterial system complements and supports the principal and intermediate system, but is primarily oriented toward travel within and between adjacent subregions. Minor arterials are generally spaced from one half mile to two miles apart and typically are two to four lane streets with signals or stop signs at major intersections. Minor arterials are primarily oriented toward the provision of sub-metropolitan mobility and any land access should be oriented to public streets and major traffic generators. Single-family driveways onto minor arterials should be strongly discouraged. Minor arterials are generally not continuous across two or more sub regions. These roadways are classified into the following groups:

- **Relievers:** Minor arterials that provide direct relief for traffic on major metropolitan highways. These roads include the closest routes parallel to the principal arterials within the urban and transitional areas. These roadways are proposed to accommodate medium length trips (less than eight miles) as well as providing relief to congested principal arterials.

- **Expanders:** Routes that provide a way to make connections between developing areas outside the interstate ring or beltway. These routes are located circumferentially beyond those reasonably served by the beltway, usually medium to long suburb-to-suburb trips.
- **Connectors:** This subgroup of “A” minor arterials provide connections among the town centers in the transitional and rural areas within and near the seven counties.
- **Augmenters:** The fourth group of “A” minor arterials is those roads that augment principal arterials within the interstate ring or beltway. The principal arterial network in this area is in place but not in all cases sufficient relative to the density of development that network serves. In these situations, these key minor arterials serve many long-range trips. Improvements focus on providing additional capacity for through traffic.

Collector Streets

The collector system is to be deployed nearly entirely within sub regions to provide mobility between communities and neighborhoods. The collector system provides as much for land access as it does for vehicle mobility. The collector system also provides a "collection and distribution" system for the trips coming from or going to the metropolitan highway system. That is, the collector system provides access to commercial, industrial, and high-density residential development, while the metropolitan highway system is more oriented toward line-haul or the "nonstop" portion of trips. Collectors are spaced between principal and minor arterials usually from one-quarter mile to one mile apart. Collectors are usually two or four lane streets with four way stop signs and traffic signals at intersections with other collectors and minor arterials. Collectors should not normally provide access to principal arterials.

Principal Arterials

The central transportation route to, from and through Independence is T.H. 12. Geometric improvements have been made to an at-grade intersection with County Road 6 about 3 miles east of Independence to make that intersection safer for the traveling public. No other improvements to T.H. 12 are programmed in the Mn/DOT’s Transportation System Plan. Lack of improvement in carrying capacity on T.H. 12 will continue to place additional strain on CR 11 and CR 6 to move traffic west to east through the City.

TABLE 23 FUNCTIONAL CLASSIFICATION

Name	Function	Principal Orientation	Status
T.H. 12	Principal Arterial	E-W	2-lane paved
CR6	Minor Arterial	E-W	2-lane paved
CR11	Minor Arterial	E-W	2-lane paved
CR19	Minor Arterial	N-S	2-lane paved
CR90 n. of TH12	Minor Arterial	N-S	2-lane paved
CR92	Minor Arterial	N-S	2-lane paved
CR83/110N	Minor Arterial	N-S	2-lane paved
CR90 s. of TH12	Major Collector	N-S	2-lane paved

TABLE 24 FUNCTIONAL CLASSIFICATION SYSTEM CHARACTERISTICS

	Principal Arterial	Intermediate Arterial	Minor Arterial	Collector	Local
Land Access/Driveways	None	Limited	Limited	Direct Land Access	Direct
Right-of-Way	300'	100'-300'	66'-150'	66'-100'	50'-80'
Speed Limit	45-55	40-50	35-45	30-40	Max. 30
Large Trucks	No Restriction			Restricted as Necessary	Permitted
Parking	None	None		Restricted as Necessary	Restricted as Necessary
Max. Grade (%)	4	4	4	6	8

Minor Arterials

The east-west arterials include CR 11 from Medina to the western City limits and CR 6 from Town Line Road to the western City limits. North/South arterials include CR 19 from the southern City limits to Baker Park Road, CR 92 from CR 11 to the southern City limits, CR 90 from CR 6 to CR 11 and CR 83/110 from Maple Plain to the southern City limits. No plans exist for alterations of existing minor arterial roads in the City.

Collectors

The only street identified as a collector street is County Road 90 south of T.H.12. No plans exist for alterations of CR 90.

Local Streets

The local street system is deployed continuously through all developed areas to provide for local circulation and direct land access. The local street system is deployed within the grid of streets created by the collector and minor arterial system and comprises the largest percentage of total street mileage.

Total mileage by classification is:

Principal Arterial	6.5 miles
Minor Arterial	25.5 miles
Collector	.9 miles
Local hard surfaced	22.7 miles

Access Guidelines

Access guidelines along roadway corridors provide a means for balancing safety concerns and the need of property owners to access the circulation system. Standardized guidelines as those adopted by Hennepin County reflect Minnesota DOT best practices and can aid in the reduction of complaints and traffic incidents. As noted in the Hennepin County Transportation Plan for each functional classification category, these recommended guidelines should be used in the planning process for all new and existing roadway improvements.

TABLE 25 ADDITIONAL FUNCTIONAL CLASSIFICATION SYSTEM CHARACTERISTICS

Class	Function	Provide Access To	Access Spacing
Principal Arterial	Service to major centers of activity, provides continuity to rural arterial system	Principal arterial, minor arterial	1 mile = primary full movement intersection, 1/2 mile = conditional secondary intersection
Minor Arterial	Service of an intra-community nature, urban concentrations to rural collector roads	Principal arterial, Collector Streets, Land	½ mile = primary full movement intersection, 1/4 mile = conditional secondary intersection
Collector Street	Local collection and distribution between collector streets and arterial, land access in minor generations	Land Minor arterial Local streets	½ mile = primary full movement intersection, 1/4 mile = conditional secondary intersection
Local Streets	Service to abutting land	Land, Higher system elements	300-600 feet dependent upon block length

Source: Metropolitan Council

Railroads

Two railroads pass east west through the City. The Canadian Pacific passes through the northeast corner of the City and the Burlington Northern route runs through the center of Independence parallel to T.H. 12.

Airports

Maple Airport is an FAA-licensed grass runway airport located on County Road 83 approximately 1/4 mile south of the Maple Plain City Limits. The nearest minor airport is in Buffalo, 15 miles away. The following data indicates other proximate airports to the City:

MSP International	30 miles
Buffalo	15 miles
Crystal	21 miles
Flying Cloud	21 miles

Lake Independence and Lake Sarah are permitted use areas for seaplane operations under Man/DOT Rule 14 MCAR 1.3018.

The City has no existing structures of 200 feet or more in height. Any applicant who proposes to construct a facility taller than 200 feet is required to notify the City and the Commissioner of the Minnesota Department of Transportation at least 30 days in advance as required by Man/DOT

Rule 14 MCAR 1.3015, Subdivision C and the Federal Aviation Administration using FAA Form 7460-1.

Heliports

No helicopter landing facilities currently exist or are planned in Independence. If a heliport facility is proposed in the City, the City will utilize the Metropolitan Councils model heliport ordinance to assist in responding to heliport proposal and to provide a basis for appropriate land use controls.

Public Transportation

The City of Independence is outside of the Metropolitan Transit Taxing district and therefore, no regular route transit service exists or is planned in the City. Independence is currently in Market Area IV. Transportation service options for Market Area IV include dial-a-ride, volunteer driver programs and ride sharing. Dial-a-ride service is provided by the Delano River Rider and Westonka Rides. The City will support regional park and ride facilities as they develop.

No light rail transit is planned for the City.

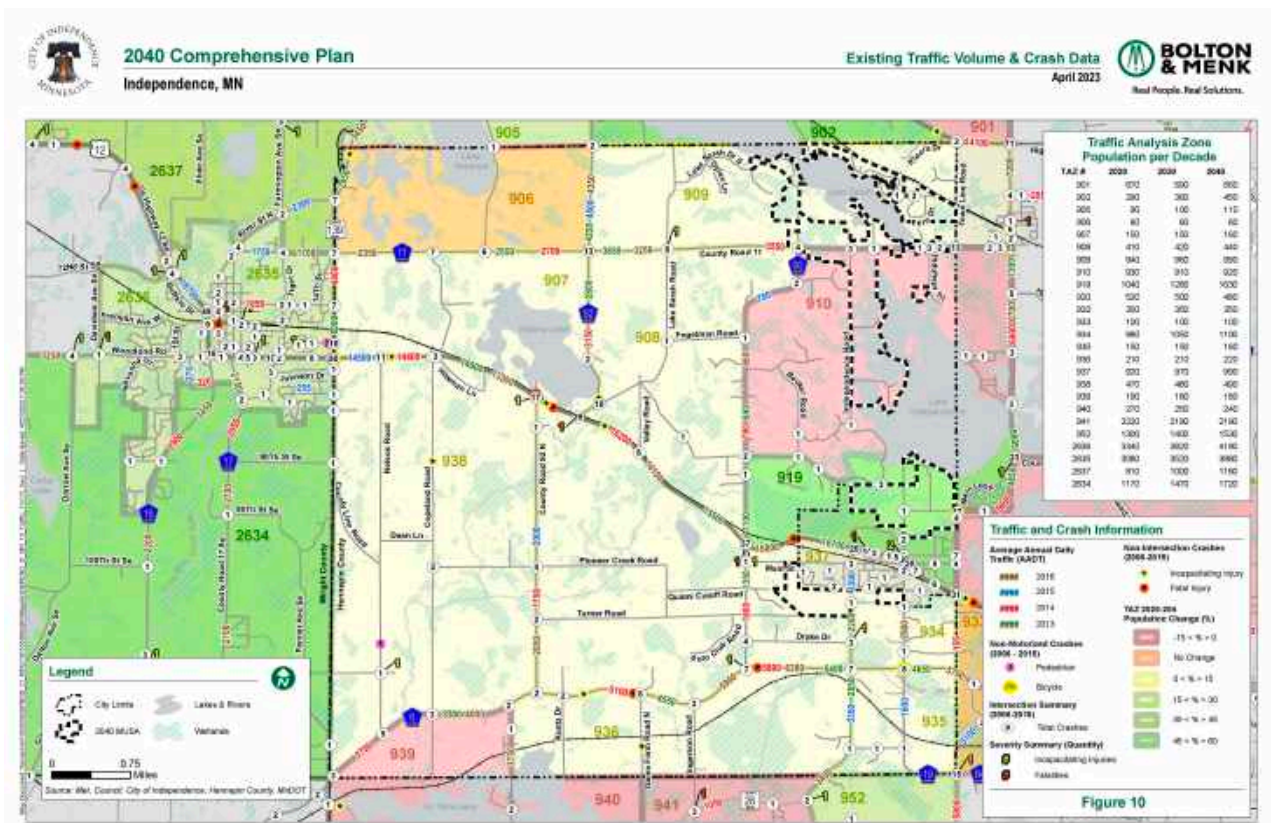
Regional Bicycle Transportation Network

The Regional Bicycle Transportation Network (RBTN) is the official Twin Cities regional bikeway network. It was established in 2014 based on a Regional Bicycle System Study analysis and prioritization of potential corridors. At present, there are no existing or future RBTN routes located in Independence.

Freight Network

The primary freight roadway route through Independence is TH 12, which runs east- west through the city, roughly parallel to the Burlington Northern railroad. Other freight travels by rail. There currently are no identified freight issues in the city.

Figure 10: Transportation Plan and Projections



4.1 Goals, Policies, and Implementation Strategies

GOALS	POLICIES	IMPLEMENTATION
1. Realize the completion of CSAH 90/92 and Highway 12 Intersections.	<ul style="list-style-type: none">• Work with agencies as necessary to promote the development of this infrastructure.	<ul style="list-style-type: none">▪ Help facilitate the planning, design and land acquisition for the necessary improvements.▪ Keep the public well informed relating to the status of the project and major decision points.
2. Maintain the existing infrastructure in a manner which extends its lifespan to maximize tax dollars.	<ul style="list-style-type: none">• Continue to add drain tile to gravel roads.• Continue seal coating and crack sealing of all paved roads.• Plan and budget for a second overlay project every 10 years.	<ul style="list-style-type: none">▪ Ensure that the City continues to follow the capital expenditure plan.▪ Develop a clear crack-sealing and seal coating plan.▪ Look for funding opportunities to continue tiling gravel roads.



3.0 LAND USE

The Independence Land Use Plan is a result of five decades of municipal planning activity, citizen's involvement, and reasonable decision-making. This plan responds to the variety of social, economic and environmental forces at work in the City. The Plan is multi-faceted in that it considers regional, state and county plans; coordinates with adjacent municipal, watershed and government agency plans; balances competing forces of development, environment, private citizen, and community wide needs; and serves as a principal local decision-making tool.

In order to accomplish this broad range of purposes, the City has developed guidelines for local development, enacted protective regulations for environmentally sensitive lands, completed studies and plans for future transportation and utility needs, and made a commitment to continue as an active participant in shaping the growth of the community.

The future land use plan distinguishes between two basic planning areas in the City, a rural residential area and an agriculture area. The plan recognizes certain evolving trends and eventualities:

- Independence will continue to experience growth pressure due to its geographic position, excellent home values, high quality natural resources and its unique rural character.
- Growth occurring around and within the City is placing new demands on state, county and local transportation facilities and City services

The plan is built on a series of priorities that have evolved through policy development, public participation, and issue resolution. These basic plan tenets are:

- Preserve and enhance the rural character of the community
- Protect environmentally sensitive areas
- Protect local agriculture
- Concentrate opportunities for commerce and industry to strategic locations
- Expand housing opportunities in locations directly adjacent to Maple Plain and Delano where existing utilities can accommodate growth
- Empower the local community to control its future
- Diversify the local tax base where feasible, but not at the peril of Independence's high quality and rural character

The land use plan will function to define the relationship of natural resources and land use development decisions as well as coordinate with zoning laws and other regulations to provide logical, efficient and effective decision-making. The land use plan is also an intergovernmental document, coordinating the City's plans with regional, county and adjacent municipal planning activities. The 2040 Land Use Plan is shown on Figure 7.

3.1 Existing Land Use

The City of Independence is 19,604 acres or approximately 31 square miles in land area, most of which is non-urbanized. One-third of the land area is contained in parcels 40 acres or more in size and another one-third is in parcels of land from five to 40 acres. Of the land area, 6,108 acres consist of wetlands. Existing land use is shown on Figure 15. Currently the City has a gross density of 1 unit per 17 acres.

TABLE 15 EXISTING LAND USE IN ACRES 2017

Land Use	Acres	% of Total
Agriculture	7,234	32.7%
Airport	10	0.0%
Farmstead	309	1.4%
Golf Course	432	2.0%
Industrial and Utility	51	0.2%
Institutional	54	0.2%
Major Highway	97	0.4%
Mixed Use Commercial and Other	1	0.0%
Mixed Use Industrial	4	0.0%
Mixed Use Residential	3	0.0%
Multifamily	0	0.0%
Open Water	1,514	6.9%
Park, Recreational or Preserve	1,584	7.2%
Retail and Other Commercial	41	0.2%
Seasonal/Vacation	2	0.0%
Single Family Detached	2,383	10.8%
Undeveloped Land	8,383	37.9%
TOTAL	22,102	100.0%

Source: Metropolitan Council

Agriculture

While remaining the predominant land use in the City in terms of acreage, agriculture land use has continued to decline as development occurs within the City. In 2017 approximately 7,200 acres of land remained in agriculture.

Residential

The 2010 census indicates that there were 1,241 occupied dwelling units in the City, an increase of 155 occupied units, or 14%, over 2000 units. About 97% of the occupied dwelling units in the City are single family detached and about 94% are owner-occupied.

TABLE 16 OCCUPIED HOUSING UNITS BY TYPE 1990-2010

	1990*		2000*		2010**	
	Owners	Renters	Owners	Renters	Owners	Renters
Single-family detached	838	62	1,034	25	1,144	61
Single-family attached	2	0	0	7	0	0
Duplexes	2	5	0	3	18	0
Multi-family	0	3	0	15	0	18
Mobile Homes	3	2	0	2	0	0
Other Units	4	4	0	0	0	0
TOTAL	849	76	1,034	52	1,162	79

*Figures for years 1990 and 2000 reported from Decennial Censuses

**Figures for total units in year 2010 reported from 2010 Decennial Census; breakdown by units in structure estimated using data from 2010 American Community Survey

Source: Metropolitan Council, US Census,
US American Community Survey

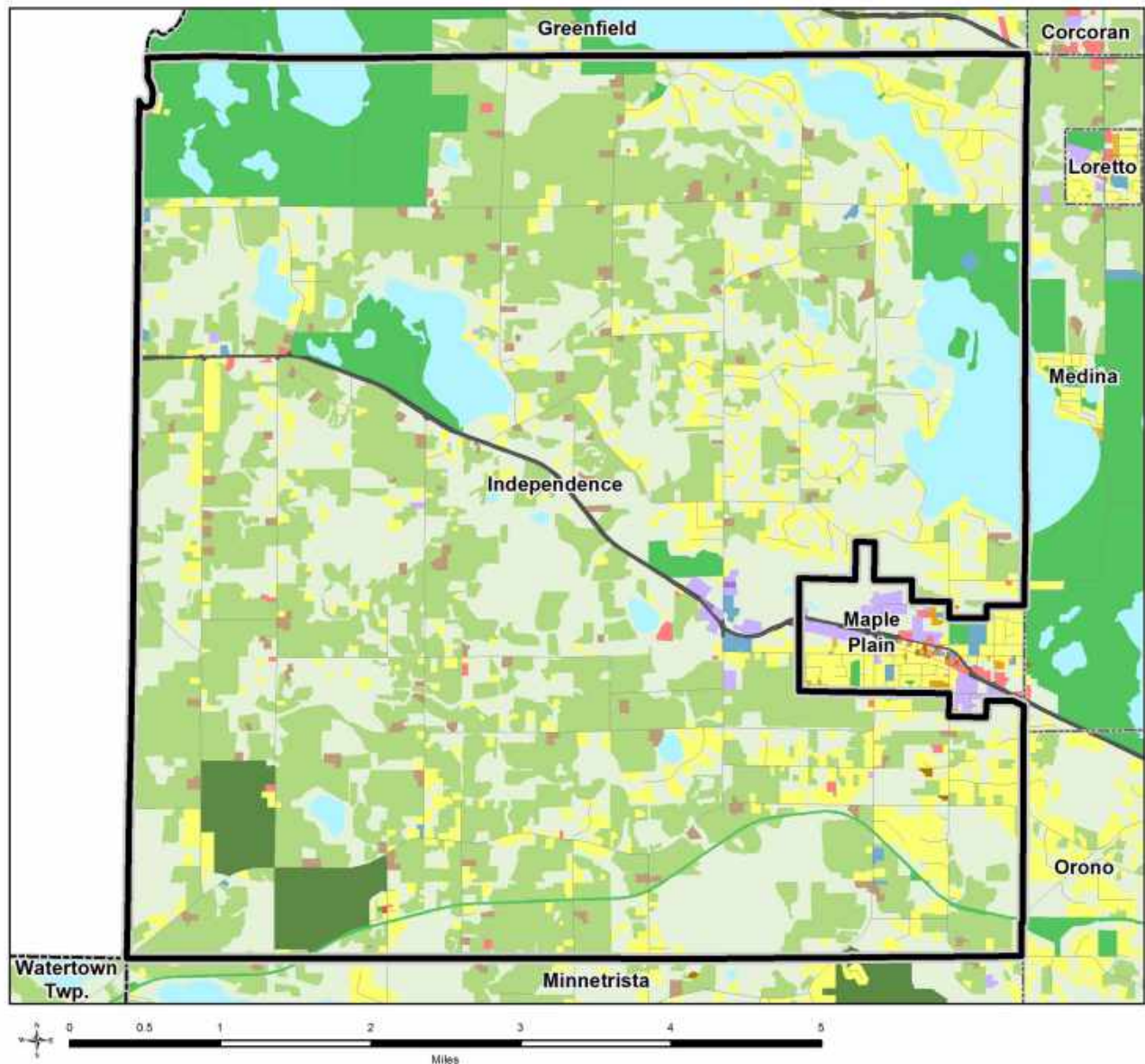
The City is an almost-exclusively single-family residential community. Building permits for construction of new housing during the 1980's, 1990's, 2000's and so far, this decade have all been for single-family detached housing.

TABLE 17 BUILDING PERMITS 1970-2010

Housing Type	1970-1979	1980-1989	1990-1999	2000-2009	2010-2017
Single-family detached	242	140	238	206	54
Single-family attached	0	0	0	0	0
Duplexes	0	0	0	0	0
Multi-family	21	0	0	0	0
Mobile Homes	0	0	0	0	0
Total Permits	263	140	238	206	54

Source: City of Independence

Figure 1: Existing Land Use



2016 Generalized Land Use



3.2 **Natural Resources**

Effective land use planning necessitates a comprehensive understanding of the natural features, physical resources, and environmental limitations of the land. Appropriate uses for land are determined through an inventory of the soils, slopes, wetlands, and vegetation.

Geology

Independence lies within two general landscape units, as identified in "Landscapes of Hennepin County" published by the Hennepin County Soil Conservation Service in 1976. The western central part, lying west of County Road 92, is part of the Corcoran Till Plain and is the best farmland in the community. The land is gently rolling with wet basins, low knolls, and ridges, and is primarily a utilitarian landscape rather than a scenic one. According to the report, it is a land formation "made for agriculture in a world that needs this land". Many of the soils in this landscape unit have a high seasonal water table, hence are unsuitable for residential developments utilizing conventional on-site sewage disposal systems.

The balance of the City is in the landscape unit known as the Loretto Highlands, a landscape with more relief containing soils with more clay content. Steep slopes, deep marshes and poorly drained upland flats dominate the landscape. Although suited for agriculture, they pose problems for efficient utilization of the land. Farm managers must use effective planning to realize a profitable use for this land.

Soils

Independence has three general identifiable soil characteristics.

1. The Erin-Kilkenny-Peat Association is located in the central and northwest portion of the City and occupies the largest area of the three associations. This association is characterized by rolling to hilly relief with major soil conditions consisting of clay loam, heavy clay and peat. The clay soils are found on gentle to steep slopes, are well drained and generally suited for urban development. Heavy clay is, for the most part, a subsoil condition and is also conducive for development. Peat soils located in low-lying areas have high moisture capacity and are generally poorly drained. Peat soils are a limiting factor for development.
2. The Lester-Hamel-Peat Association, located in the southern and southwestern portions of Independence, is characterized by undulating relief with major soil conditions consisting of black loam, clay loam and peat. The black and clay loams are suited for urban development.
3. The third association, Hayden-Cordova-Peat, is located in the northwest part of the City and is the smallest in area of the three groups. The terrain is basically undulating to rolling. The soil conditions generally consist of brown loam, clay loam and light clay loam. Many of the soils in this association are poorly drained, and wet areas are often intermingled closely with better-drained soils. The sporadic wetness and poor drainage of the soil must be a consideration for any development. Peat soils severely restrict development because of their wetness and location.

On the soils map (Figure 2), in addition to the three soil associations, a breakdown has been given as to the suitability of the land for development. The categories are broken down into four groups: marsh, peat, loam and clay loam. Basically marsh is not developable, while peat areas offer very limited opportunities due to lowness, wetness, and close proximity to marshes. Certain areas in the loam category have poor drainage and relatively steep slopes could hinder development of areas with clay loam.

Suitability

The soils of a particular site are important in determining which uses are compatible with the environment. Soil fertility, permeability, stability and so on, limit certain types of development or use. This soil assessment is only a preliminary overview, not site specific. It is an approximation of area soil limitations and should function to guide general planning determinations.

Soil suitability was based according to urban land use characteristics. The Soil Conservation Service inventory rated soils according to similarity of limitation. These ratings were based on:

Slopesteeptness

Depth to water table

Soil strength and stability

Permeability

Erosion hazard

Frost action potential

Corrosivity of steel and concrete

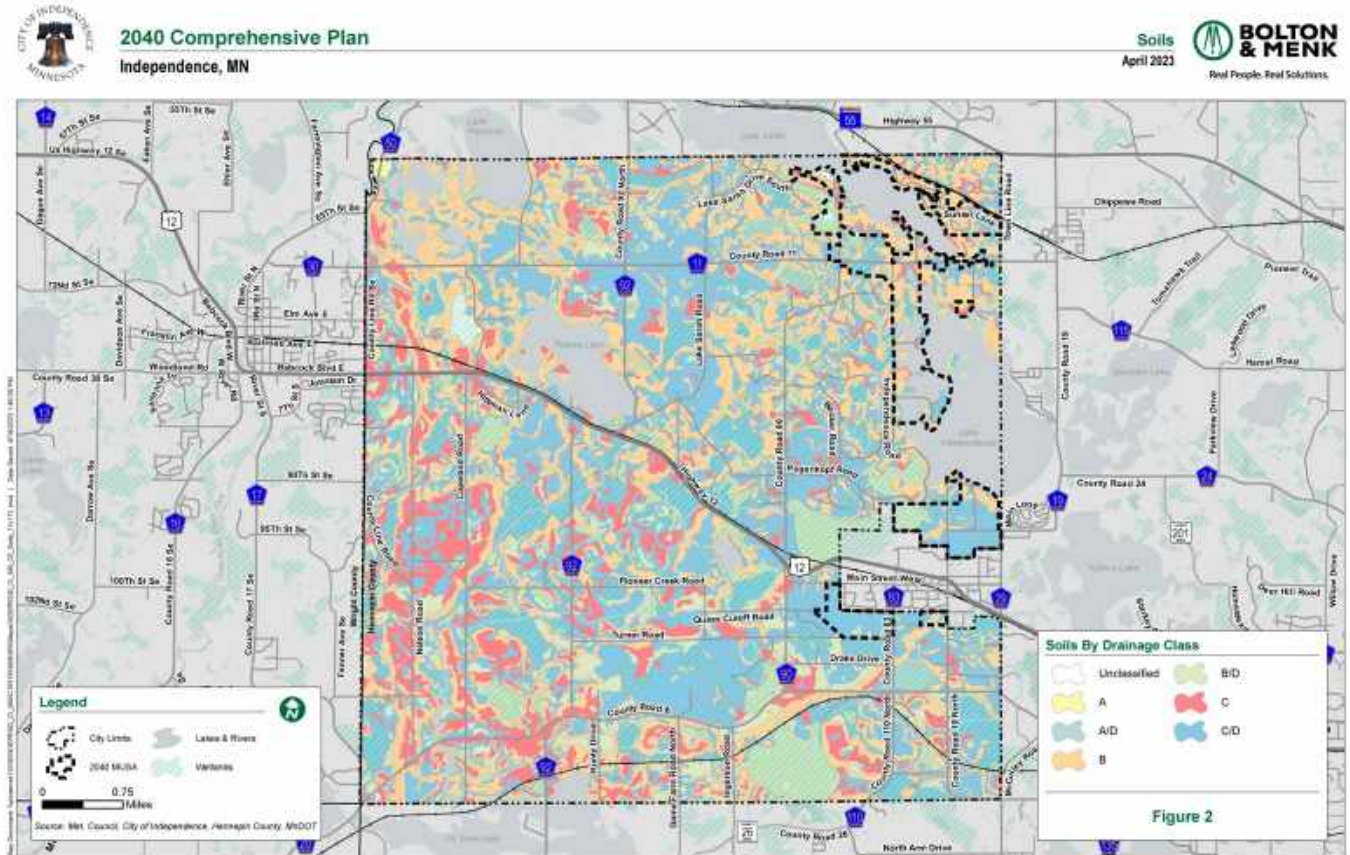
Steep Slopes

Altering land with slopes in excess of 12% is both environmentally hazardous and very expensive. Due to their shallow soils, steep slopes have a greatly reduced capacity for water retention. Alteration can increase the already rapid runoff to produce sheet erosion, damaging the land and causing subsequent sedimentation to lakes and streams. When steep slope land is converted to urban use, runoff increases by a factor of 10 to 100 times. Increased runoff causes "flashy" streams and flooding problems in lower areas.

The general relief of Independence can be described as gently rolling. This is especially true in the central and western area. This type of terrain has a slope of 5-20%. Those areas approaching 12% slope are susceptible to erosion, especially during construction. Areas that contain a 0-5% slope are the marshlands and their perimeters. As noted before, wetlands are located throughout the community.

There are a few isolated locations in the City that have slopes of over 20%. One such area is near the City's southern boundary, east of Lyndale. Another location is in an area that runs between Lakes Independence and Sarah. These slopes should not be developed, as they are very susceptible to severe erosion damage. With the large amounts of rolling to level land in Independence, the slope of the terrain cannot be considered as a major factor that will limit development.

Figure 2: Soils Map



Permeability

Permeability is the capability of soils that allows water to pass through them. Excessively coarse soils, soils with bedrock close to the surface, or soils with a high-water table are severely limited for many types of development. These soils are subject to pollution problems when used for on-site sewage disposal systems. Coarse soils percolate too rapidly, tight soils too slowly. Development can increase flood hazard on soils with low permeability. These lands are also susceptible to excessive shrink-swell alterations with changes in moisture content.

Flood Hazard

Flood plains and wetlands are generally recognized as unwise to develop for any urban use if it restricts the flow of floodwater or hinders the capacity of soils to absorb and store runoff. The costs of altering water recharge areas and spaces subject to periodic flooding have become very apparent. Flood-prone soils are better used as recreation and open space areas.

Water Resources

Water quality and supply are primary elements used to determine the location and amount of development appropriate for an area. The abundance of local lakes has stimulated the current demand for housing development as well as sustaining local and regional recreation facilities. Water can provide transportation, create recreational opportunities, supply wildlife habitat, assimilate sewage effluent, and of course, replenish well water facilities.

Historically residential development has altered natural drainage routes, destroying the land's ability to store and retain water. Wetlands have been filled or drained and paved and runoff and erosion problems have developed. Subsequent flooding and sedimentation occurs in drainageways, necessitating costly repairs or control devices to retard overflow and pollution hazards. Laws intending to preserve wetlands including the State Wetland Conservation Act make the filling of wetlands much more difficult.

Responsible water resource management by local government is necessary to protect the community's natural systems. This is being accomplished by implementation of the City's Local Surface Water Management Plan in cooperation with the Minnehaha Creek Watershed District and the Pioneer Sarah Watershed Management Commission. Utilizing appropriate development in accordance with land capabilities is the first step in effectively ensuring future public health and safety.

Watersheds and Drainage Patterns

The City of Independence is within the jurisdiction of the Pioneer-Sarah Creek Watershed Management Commission (PSCWMC) and the Minnehaha Creek Watershed District (MCWD). In general, water from the PSCWMC drains west to the Crow River then north to the Mississippi River and water from the MCWD drains to Lake Minnetonka and Minnehaha Creek then east to the Mississippi River.

With the existing creeks and ditches in place, the drainage patterns for the City of Independence are fairly well defined. Four major watersheds were identified for Independence; they include Painter Creek, Pioneer Creek, Sarah Creek and South Fork Crow River. These four watersheds and the Watershed District and Watershed Management Commission boundaries are shown on Figure 3.

The Painter Creek Watershed is located in the southeast corner of Independence. This is the only watershed in Independence under the jurisdiction of the MCWD. The drainage area includes parts of Independence, Medina, Orono, and Minnetrista. The drainage flows from Katrina Lake in Medina to the west and south to Jennings Bay in Lake Minnetonka.

The Pioneer Creek Watershed is located in central Independence. It drains from Lake Independence to the west and south to Ox Yoke Lake in Minnetrista. The drainage area includes parts of Independence and Medina. Approximately 65% of the City drains to Pioneer Creek. Major water bodies in the watershed include Lake Independence and Lake Robina.

The Sarah Creek Watershed is located in northeastern Independence and includes drainage from Greenfield, Corcoran, Medina, and Independence. The general flow is from east to west through Lake Sarah to the Crow River. Lake Sarah is the only major water body in this watershed.

The South Fork Crow River Watershed is located in western and northwestern Independence. The drainage flows from east to west to the Crow River. Major water bodies in this watershed include Lake Rebecca and Haughey Lake.

MnDNR Protected Waters, Wetlands and Water Courses

The Minnesota Department of Natural Resources (MnDNR) has designated certain waters of the state as public waters (Minn. Rules 6115.1060). MnDNR “Protected Waters and Wetlands” maps show public waters within the City. A MnDNR permit is required for work within a designated public water.

Figure 4 shows the protected waters, wetlands, and water courses located in the City. Sections below summarize the protected waters, wetlands and watercourses in Independence.

Figure 3: Watershed Map

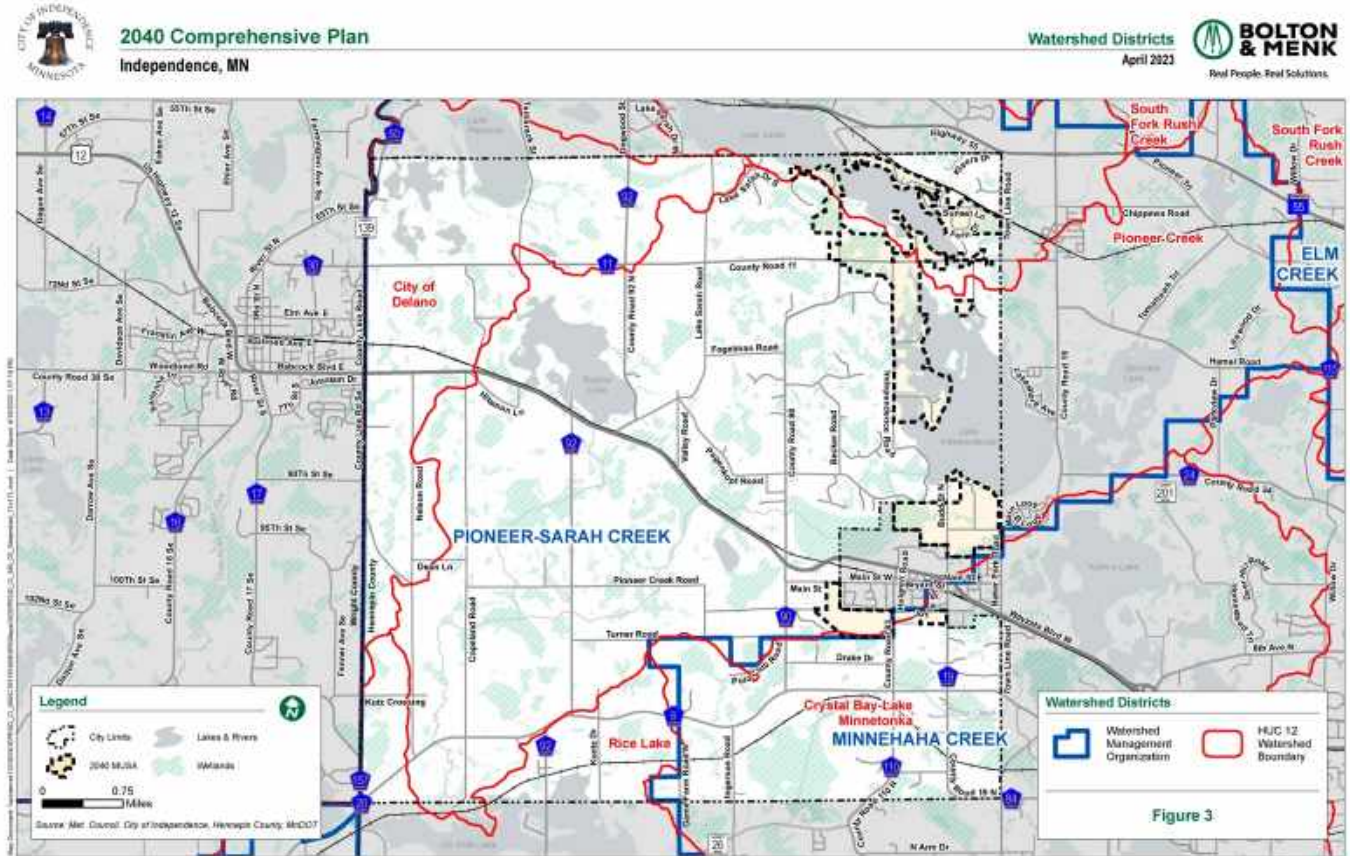
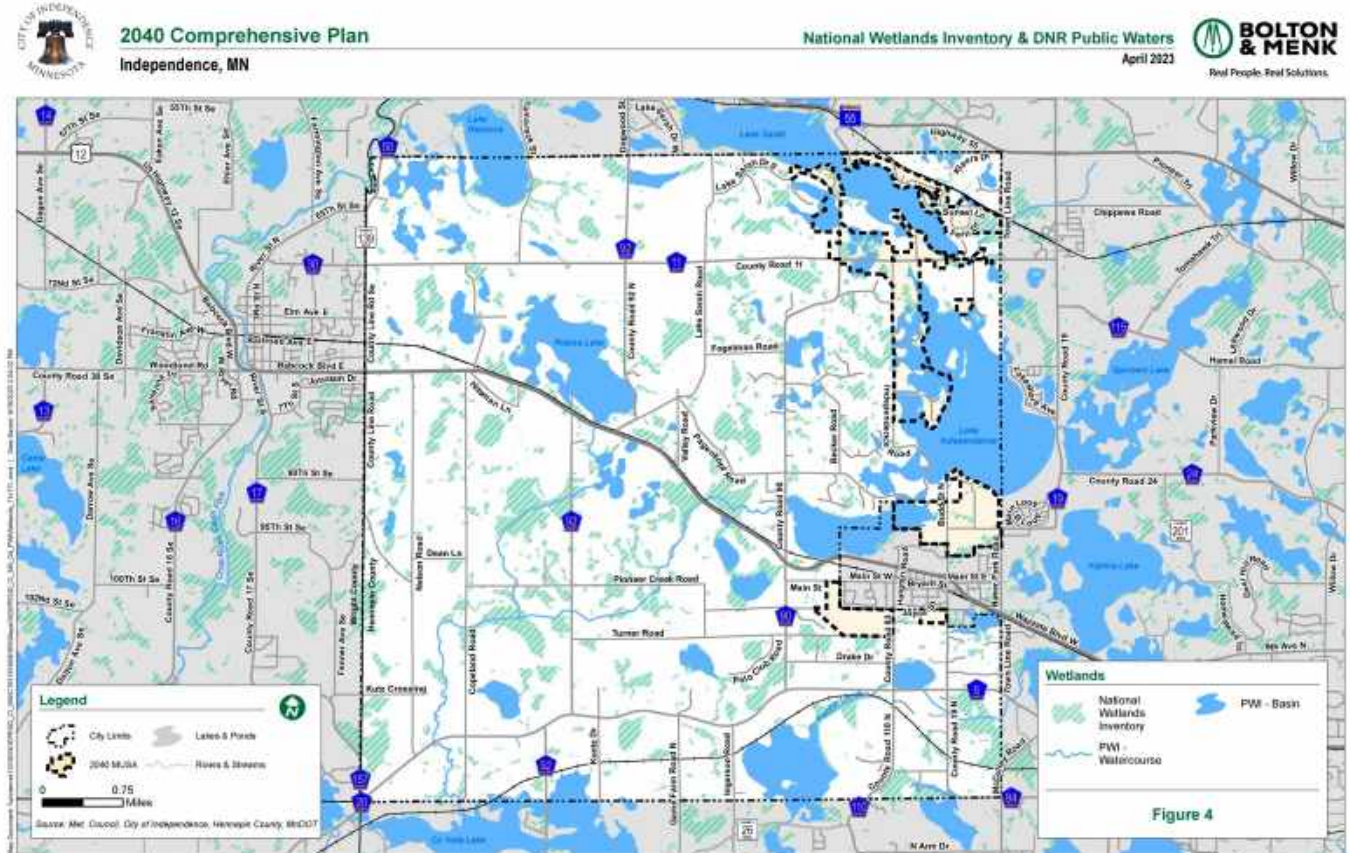


Figure 4: Protected Waters Map



Protected Waters

There are 12 protected waters, identified with a number and the letter “P”, in the City of Independence. With the exception of Lake Independence and Lake Sarah, all of these basins are relatively shallow, ranging from partially drained wetland areas to moderately shallow lakes (average depth less than 10 feet). Table 15 lists the protected waters within Independence.

Protected Wetlands

In addition to the 12 protected waters, there are 40 other basins within the Independence area that have been inventoried by MnDNR. All of these basins are known as public waters wetlands (M.S., section 103G.005, subdivision 18) and therefore their beds along with the lakes are subject to regulatory authority of the MnDNR.

Public waters wetlands include all type 3, 4 and 5 wetlands, as defined in United States Fish and Wildlife Service Circular 39 (USDI, 1971), not included within the definition of public waters, that are ten or more acres in size in unincorporated areas, or 2.5 acres in incorporated areas. Table 16 lists the public waters wetlands subject to MnDNR jurisdiction.

TABLE 18 INDEPENDENCE PROTECTED WATERS

I.D. No.	Name	Twp./Range	Section(s)	Local Government Unit	Area (acres)	DNR Shoreland Classification ¹	OHW
27-176P	Lake Independence	118/23,24	7,12,13,18,19,24	PSCWM C	1024	RD	956.8
27-178P	Ox Yoke lake	117,118/24	5,6,31,32	PSCWM C	325	NE	915.4
27-188P	Robina	118/24	8,9,16,17	PSCWM C	395	RD	N/A
27-189P	Lake Irene	118/24	22	PSCWM C	27	RD	N/A
27-191P	Lake Sarah	118,119/24	1,2,3,34,35	PSCWM C	635	RD	979.9
27-192P	Lake Rebecca	118,119/24	5,31,32	PSCWM C	260	NE	N/A
27-379P	Unnamed	118,119/24	Jun-31	PSCWM C	15	NR	N/A
27-380P	Unnamed	118/24	6	PSCWM C	24	NR	N/A
27-381P	Unnamed	118/24	5	PSCWM C	9	NR	N/A
27-411P	Unnamed	118,119/24	6,31	PSCWM C	81	NR	N/A
27-412P	Unnamed	118/24	6	PSCWM C	32	NR	N/A
27-926P	Unnamed	117,118/24	4,5,32,33	PSCWM C	245	NR	N/A

¹ NE = Natural Environment, RD = Recreational Development, GD = General Development, NR = Not regulated by DNR shoreland rules.
Source: MnDNR

TABLE 19 INDEPENDENCE PROTECTED WETLANDS

I.D. No.	Name	Twp./Range	Section(s)	Local Govt. Unit	Area (acres)	DNRShoreland ¹ Classification	OHW
27-187W	Haughey Lake	118/24	7,8	PSCWMC	51	NE	953.2
27-362W	Unnamed	118,119/24	1,36	PSCWMC	17	NR	N/A
27-367W	Unnamed	118/24	1	PSCWMC	12	NR	N/A
27-368W	Unnamed	118/24	1	PSCWMC	7	NR	N/A
27-369W	Unnamed	118/24	1	PSCWMC	5	NR	N/A
27-373W	Unnamed	118/24	12	PSCWMC	11	NR	N/A
27-374W	Unnamed	118/24	2,11	PSCWMC	20	NR	N/A
27-375W	Unnamed	118/24	2	PSCWMC	3	NR	N/A
27-376W	Unnamed	118/24	2	PSCWMC	10	NR	N/A
27-377W	Unnamed	118/24	2	PSCWMC	10	NR	N/A
27-378W	Unnamed	118/24	2	PSCWMC	68	NR	N/A
27-382W	Unnamed	118/24	4	PSCWMC	30	NR	N/A
27-383W	Unnamed	118/24	8	PSCWMC	7	NR	N/A
27-385W	Unnamed	118/24	16,21	PSCWMC	47	NR	N/A
27-386W	Unnamed	118/24	16	PSCWMC	6	NR	N/A
27-387W	Unnamed	118/24	16	PSCWMC	3	NR	N/A
27-388W	Unnamed	118/24	21	PSCWMC	18	NR	N/A
27-389W	Unnamed	118/24	21	PSCWMC	5	NR	N/A
27-391W	Unnamed	118/24	22	PSCWMC	4	NR	N/A
27-392W	Unnamed	118/24	22,27	PSCWMC	43	NR	N/A
27-393W	Unnamed	118/24	23,24	PSCWMC	278	NR	N/A
27-394W	Unnamed	118/24	13,14,23,24	PSCWMC	63	NR	N/A
27-395W	Unnamed	118/24	24	PSCWMC	4	NR	N/A
27-396W	Unnamed	118/24	25	MCWD	29	NR	N/A
27-397W	Unnamed	118/24	10	PSCWMC	8	NR	N/A
27-398W	Unnamed	118/24	11,14	PSCWMC	47	NR	N/A
27-399W	Unnamed	118/24	14,15	PSCWMC	15	NR	N/A
27-400W	Unnamed	118/24	14	PSCWMC	5	NR	N/A
27-401W	Unnamed	118/24	14	PSCWMC	4	NR	N/A
27-402W	Unnamed	118/24	12	PSCWMC	3	NR	N/A
27-413W	Unnamed	118/24	18	PSCWMC	12	NR	N/A
27-414W	Unnamed	118/24	19	PSCWMC	10	NR	N/A
27-921W	Unnamed	117,118/24	1,36	MCWD	88	NR	N/A
27-922W	Unnamed	118/24	25	MCWD	52	NR	N/A
27-923W	Painter Lake	117,118/24	2,3,34,35	MCWD	292	NR	938.4
27-924W	Unnamed	118/24	27	MCWD	36	NR	N/A
27-925W	Unnamed	118/24	29,32	PSCWMC	49	NR	N/A
27-927W	Unnamed	117,118/24	4,33	PSCWMC	7	NR	N/A
27-1090W	Unnamed	118/24	7	PSCWMC	7	NR	N/A
27-1097W	Unnamed	118/24	8	PSCWMC	10	NR	N/A

¹ NE = Natural Environment, NR = Not regulated by DNR shoreland rules.

Watercourses

Public waters also include all natural and altered watercourses with a total drainage area greater than two square miles. Painter Creek, Pioneer Creek, Robina Creek and Loretto Creek are four protected watercourses in Independence. The four watercourses are discussed below.

- ***Painter Creek***

Painter Creek is located in the southeast corner of Independence. The creek is the outlet of Katrina Lake and flows west to south to Jennings Bay on Lake Minnetonka.

- ***Pioneer Creek***

Pioneer Creek is located in central Independence. The creek is the outlet of Lake Independence and flows west to south to Ox Yoke Lake, which is south of Independence. Ox Yoke Lake eventually discharges to the South Fork Crow River.

- ***Robina Creek***

Robina Creek is a tributary of Pioneer Creek and is located in central Independence. The Creek is the outlet of Robina Lake and flows from north to south to Pioneer Creek.

- ***Loretto Creek***

A portion of Loretto Creek is located in the northeast corner of Independence. The creek flows from east to west and discharges to Lake Sarah. Lake Sarah then discharges through Sarah Creek to the west to the South Fork Crow River.

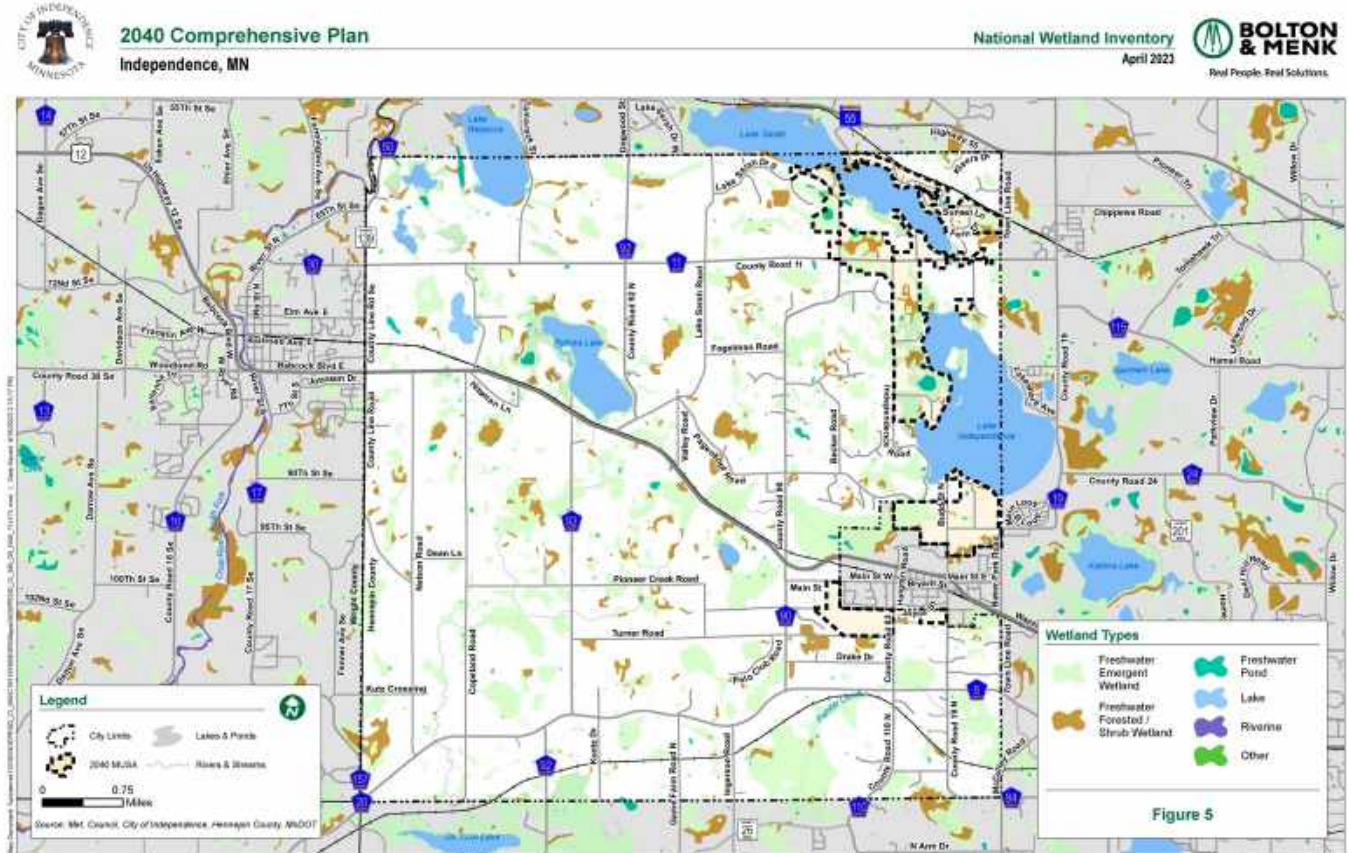
Other Regulated Wetlands

In addition to the MnDNR waters previously discussed, many additional wetlands within the City are included on the National Wetland Inventory (NWI) maps but are not MnDNR water bodies. Figure 5 includes other regulated wetlands based on the NWI maps. The following three characteristics make these water bodies exclusive from the MnDNR public waters and public waters wetlands.

- First, an individual basin may be dominated by wetland habitat (Types 1, 2, 6, and 7 [USDI, 1971] not statutorily covered by MnDNR and yet is immediately adjacent to an inventoried MnDNR basin or watercourse.
- Second, an individual isolated wetland basin may be smaller than the minimum MnDNR size (2.5 or 10 acres) as discussed previously.
- Third, an individual isolated wetland basin may be dominated by habitat types (Types 1, 2, 6, and 7) not statutorily covered by MnDNR.

Excavation, filling, grading and/or development actions which may adversely affect these resources may be subject to federal permitting authority under Sections 404 and 401 of the Clean Water Act, (33 USC 125 et. seq.) and City approval under the 1991 Wetland Conservation Act (WCA). The City is the local governmental unit that administers the WCA.

Figure 5: National Wetland Inventory Map



Water Quality

Water quality is directly affected by seepage, percolation, and runoff. When these actions adversely alter water quality, they are termed either point source or non-point source pollution. Point source pollutants enter water and wetlands at specific locations via a pipe or a permanent outfall structure; the most common examples being sewage treatment plant outfalls and industrial discharge pipes. Non-point source pollutants are far more dispersed, entering waterways via runoff, seepage, and sedimentation. Common examples of non-point pollution include stormwater runoff, agricultural field drainage and septic systems.

Uncontrolled stormwater runoff is currently the greatest single pollutant of our water resources. Common pollutants in stormwater runoff include sediments, nutrients, oxygen-demanding substances, heavy metals, chlorides, oil and grease, pesticides, PCB's and bacteria. These pollutants may create a "shock" load on lakes and streams during low flow conditions associated with warm weather. Sediment from stormwater runoff may carry those pollutants to local wetlands causing water quality degradation and eutrophication.

Non-point pollution may be caused by the improper use of fertilizers and pesticides on both agricultural and residential land. Compact development in non-sewered areas can lead to overburdening of the area's soils, causing pollution of local groundwater. The result is the same as an inadequate septic system - a health hazard to individuals using local water supplies. Any development that has not provided necessary water retention facilities, erosion control devices, or stringent control of individual septic systems may create a potential pollution hazard to local residents.

Cover Types

Independence is covered with three basic cover categories—vegetation, open water and artificial or manmade surfaces. Vegetated cover includes land that is cultivated or planted, woodland, shrubland, herbaceous, oak forest, maple-basswood forest, lowland hardwood forest, forest on flooded or saturated soils or other upland forest.

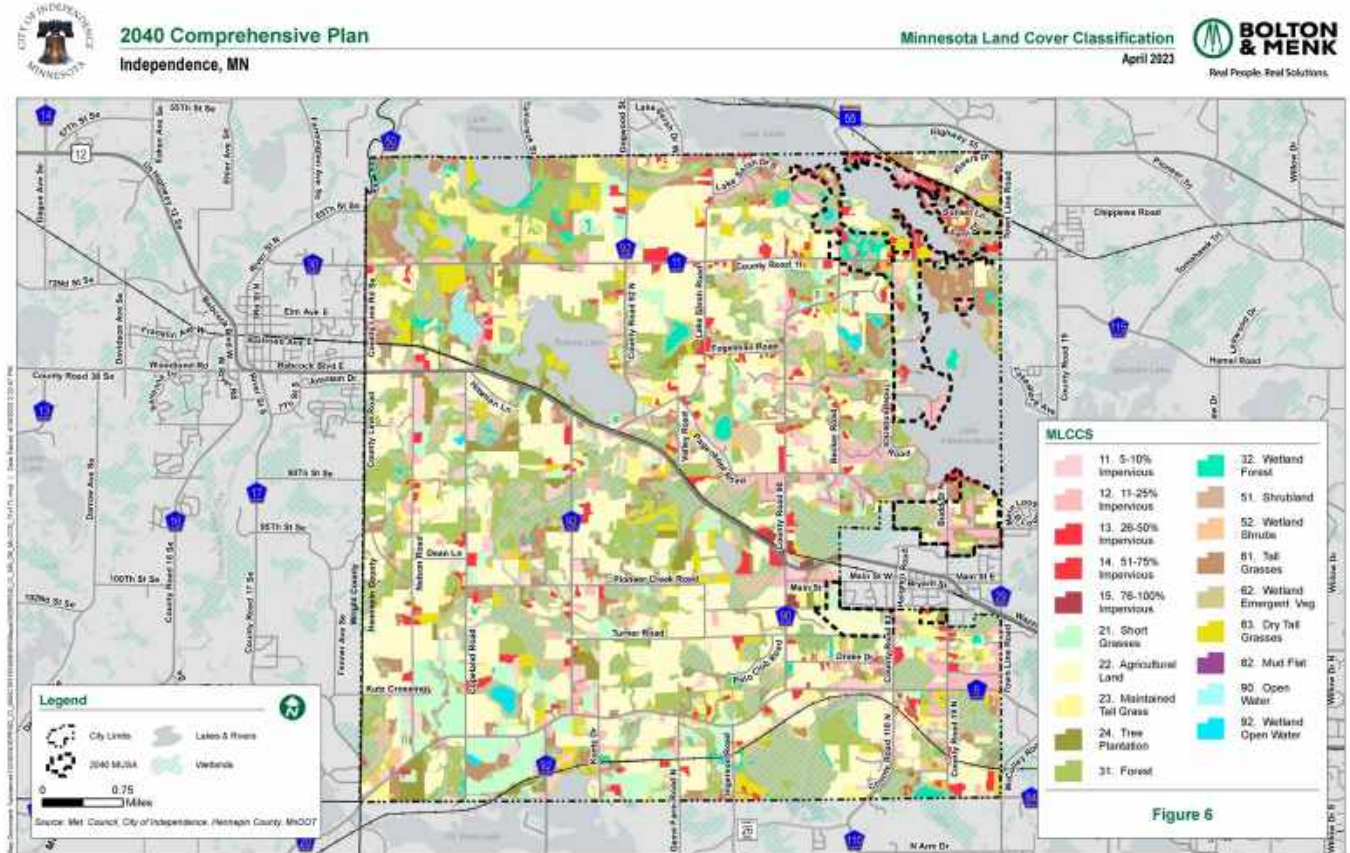
Agriculture - A large share of the land area is under cultivation, with the major crops being corn, alfalfa, soybeans, small grains, and orchards. Other fields are used for open pasture and the grazing of horses and cattle.

Overstory - The deciduous forest of the dry phase category is characteristic in central Minnesota. In the City, the forests are scattered, with no one area predominating. Large stands of trees exist on many farms and along lakes and streams. The most common trees are oak, maple, elm, linden, box elder and a variety of evergreen.

Pioneer - This form of vegetation and plant life is found near creeks and drainage basins. Soils are well drained and are usually covered extensively with vegetation. Predominant plants found are willow, poplar, cottonwood and sumac.

Native Grasslands and Prairie - In the areas that have escaped cultivation, these forms of grasses are found to be rich, moist and poorly drained. Tall prairie grasses generally are found adjacent to the deciduous forest. In Independence these grasses frequently can be found in higher lands. Cover types are shown on Figure 6.

Figure 6: Cover Types



3.3 Future Land Use

The land use plan provides the City with a roadmap to ensure the community can sustainably develop from now until the year 2040. The plan is wholly similar to the three previous comprehensive plan maps. The Rural Residential line has been slightly adjusted at the very north end to align with existing land uses and historic subdivisions. Currently, there are approximately 7,900 acres of land guided as Agricultural Preserve citywide; this number will reduce significantly through the year 2040 as land is developed.

The plan defines the preferred future development pattern for the City. The plan designates two primary planning areas as well as several smaller sub-planning areas. The first primary planning area is guided for long-term agricultural, is comprised of approximately two-thirds of the City and is situated on the western side. The second primary planning area is guided primarily for rural residential development and is comprised of approximately one-third of the City and is situated on the eastern side. The rural residential area encourages rural character by utilizing large lot development, cluster development design, protection of environmentally sensitive areas and limited extension of urban services.

For the foreseeable future, it likely will be infeasible to extend public water and sewer into most of the rural residential area. For areas where there may be potential for future services, Independence may use flexible residential development tools to preserve land for post-2040 growth and to accommodate the future extension of regional urban services. This also may be used in locations with extensive natural resource areas, where regular lot configurations may be inadvisable or infeasible. Independence will seek compatibility between city development standards and flexible development guidelines for Diversified Rural communities, where applicable.

However, the City has experienced pressure from existing landowners and the development community to consider the development of sewer residential properties within the City. In the 2030 Comprehensive Plan, the City identified an area directly north of the City of Maple Plain for sewer development. In order to respond to and accommodate the Metropolitan Council's projected growth, Independence has guided five specific areas for sewer residential development in the 2040 Comprehensive Plan. The five areas are positioned directly adjacent to similar development in Maple Plain. These areas will be guided as one of the following land use classes, which will be discussed later in this chapter: Lakeshore Estates, Low Density Residential, Medium Density Residential, and High Density Residential.

The three areas identified for sewer residential have the following characteristics:

Budd Avenue/Perkinsville Road Area (~95 gross acres) – This area will be served by existing sanitary sewer facilities owned by the City of Independence along Perkinsville Road. An amendment to the Quad-City Agreement will be required in order to extend sanitary services to this area. The area proposed to be developed is less than the approved area identified in the 2030 Comprehensive Plan. Water will need to be provided by the City of Maple Plain. The Cities have previously agreed to consider a joint powers agreement which would provide this area with water service.

County Road 19 Area (~20 gross acres) – This area will be served by new sanitary sewer facilities which will be owned by the City of Independence and connect directly to the regional lift station located at the end of Willow St. in Maple Plain. A new sanitary sewer pipe will need to be developed to serve this property as well as future sewer residential properties to the south and west. The City has prepared a conceptual sanitary sewer routing plan to ensure that this area can be developed. Water will need to be provided by the City of Maple Plain.

County Road 83/Main Street Area (~105 gross acres) – This area will be served by new sanitary sewer facilities which will be owned by the City of Independence and connect directly to the regional lift station located at the end of Willow St. in Maple Plain. A new sanitary sewer pipe will need to be developed from the east to serve this property as well as future sewered residential properties to the south and west. The City has prepared a conceptual sanitary sewer routing plan to ensure that this area can be developed. Water will need to be provided by the City of Maple Plain.

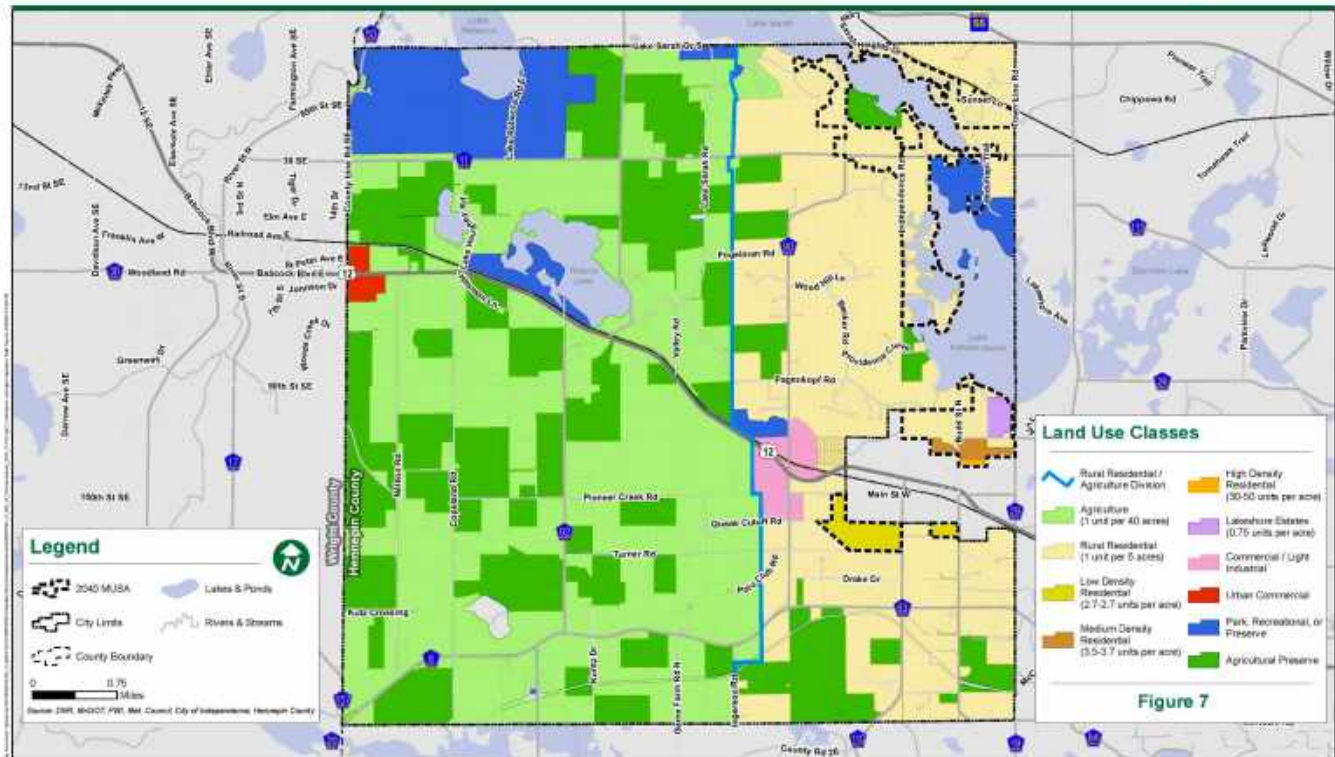
The City recognizes that the Metropolitan Council established a 2040 growth forecast for the metropolitan region (see Table 3). The City of Independence does not agree with the projected forecast for 2040 and noted that its projection reduced the approved 2030 Comprehensive Plan forecast from 593 to 300 households which represents an approximate 50% decrease in projected growth. Due to a wide array of uncertain variables associated with population forecasts and regional growth, the City has prepared a 2040 land use plan that considers local market factors, current landowner development interest and geographic relevance of each property projected to change. For these reasons, the City will continue to plan and exhibit growth potential based on the City's projected forecasts but will agree to limit growth to no more than the current Metropolitan Council growth forecasts without a comprehensive plan amendment.

Residential land uses within the 2020-2040 staging areas includes approximately 37 net acres of Lakeshore Estates, 124 net acres of Low Density Residential, 40 net acres of Medium Density Residential and 5 net acres of High Density Residential which provides for a total of 657 units (See Table 21 and Figure 16 – Development Phasing).

Of the 657 projected units, the City would allow the flexible development of 300 total units as a floating Municipal Urban Service Area (MUSA). The development of these units shall be in accordance with the location, phasing and densities prescribed within this plan for each land use type designated. This provision will allow the development of parcels located within the 2020-2040 projected staging areas to be developed based on market demand and individual property owner timing for selling or developing. The development of more than 300 units would require a comprehensive plan amendment.

Table 20 provides data showing existing land use and planned land use in five-year increments, based on the land use plan.

Figure 7: Future Land Use Map



The land use plan is meant to provide a graphic guide when considering rezoning, planned unit development, conditional use, subdivision, and other land use requests.

Land Use Categories

Agriculture Preserve District

Agriculture, horse ranches, hobby farms and landscape operations will continue to be a principal land use component in the City. Agriculture including grain crops, truck farms and the raising of beef, swine and turkeys will be encouraged to remain a vital component in the local mix of people and commerce. It is anticipated that the number of agricultural operations will continue to diminish due to ongoing socio-economic trends and rising land prices. However, it is the belief that it is the best interest of the citizens of Independence to engage in specific measures to protect the local agricultural community.

The area guided for agriculture places commercial agriculture as the highest land use priority that is supplemented by uses that preserve large expanses of permanent open space.. No restrictions on non-commercial agricultural operations concerning dust, odor or hours of operation will be applied to these lands.

To preserve long-term agricultural operations, the Plan allows a 1 per 40-acre maximum density of development in the Agriculture Preserve District. Inclusion in this district requires enrolling in the Metropolitan Agricultural Preserves Program. Any farm requesting designation as an agricultural preserve property must file for such status with the City, and the land will be so designated.

Agriculture District

The Agriculture District is similar in character and intent to the Agriculture Preserve District, but without the level of protection of the Agricultural Preserves program. In these districts, commercial agriculture is also considered the highest land use priority. The same secondary uses apply, including homesteading. These secondary uses may also include golf courses, nature preserves and public parks. In the Agriculture District, housing may also develop at a density of 1 unit per 40-acre maximum. The distinction between this district and the aforementioned Agriculture Preserve District is that owners of lands guided Agriculture (alone) are not necessarily protected via the Agricultural Preserves program and may be developed over time. However, property owners maintain the option to enroll in the Agricultural Preserves program here.

The City recognizes that the local farming community is an extremely valuable asset. Many landowners are relying on the latent value of their land to provide for financial sustainability. The land use plan acknowledges the worth of local landowners' properties for residential development. It also firmly believes in agricultural preservation. To achieve both ends, the City allows landowners in the agricultural area to create low-density rural view lots. The City Zoning Ordinance allows for the creation of rural view lots if the following criteria are adhered to:

- The subject property is zoned and guided agriculture.
- One rural view lot, in addition to the original homestead, may be created for each 40 acres or each quarter-quarter section of land. If 40-acre tracts under single ownership are not contiguous, the city Council may consider a density transfer option.
- The proposed lot is no less than 2.50 or more than 10 acres in size.
- A lot must be a minimum of 2.50 acres buildable with a demonstrated capability to accommodate two on-site waste disposal systems.
- Buildable land must be contiguous and not separated by streams, wetlands or slopes in excess of 10%, or other physical impediments.
- A lot must have no less than the following frontage on an improved public road or street:

2.50 - 3.49 acres	200 feet of frontage
3.50 - 4.99 acres	250 feet of frontage
5.00 - 10.0 acres	300 feet of frontage

Granting a small amount of intensification in the use of agricultural land through creation of rural view lots has provided ample economic and regulatory relief to enable a number of owners of agricultural land to continue to own.

Rural Residential District

The Rural Residential District comprises approximately the eastern one third of the City. Land in this district will be used and developed so as to preserve its open, scenic, and natural characteristics as well as its ecological and economic functions. Secondary uses may also include a small number of institutional, parks, wetlands, and waterways. A majority of this low-density residential area is located around Lake Independence, Lake Sarah and adjacent to Maple Plain.

Unlike the predominance of land being utilized for agricultural operations in the west, this area has been developing with a large lot estate character. While ongoing agricultural operations and hobby farming are encouraged to continue in this area, it is anticipated that the aesthetic amenities of eastern Independence will continue to draw persons desiring a more spacious residential lifestyle.

To accommodate this growth, residential development is planned to occur at an “8 per 40” density in the Rural Residential District. Traditionally this would translate into 5-acre lots. The City is a proponent of a more creative subdivision process, which would include clustering of homes on no less than 2-1/2 acre lots, but with open space and scenic viewshed components incorporated into the subdivision design. Consistent with past plans, land designated Agriculture Preserve will have a minimum density of 1 unit per 40 acres. Agricultural Preserves are protected by State Statute at a maximum density of 1 unit per 40 acres. At the petition of the owner, the land within the Agriculture Preserve area can be removed from the Agriculture Preserve in accordance with all applicable program standards. Following the removal of property from the Agriculture Preserve program, the underlying land will be guided for Rural Residential. A comprehensive plan amendment will be required for this change.

Single-family residential development should be located adjacent to existing residential concentrations, filling in any previous “leapfrog” developments. In this way growth can be guided in conjunction with logical and economic extensions of urban services.

The City of Independence is endowed with an abundance of natural resources including many natural lakes. These lakes are under siege and the three largest, located partly in the City of Independence, are classified as impaired because they fail to meet one or more federal quality standards. Lake Rebecca Regional Park surrounds the portion of Lake Rebecca in Independence but the land in Independence along the shores of Lake Sarah and Lake Independence is largely privately owned. Many of the single-family dwellings along the shores of Lake Sarah and some along Lake Independence are connected to the metropolitan sewer system but a number are serviced with individual septic treatment systems.

To eliminate and prevent further contamination of Lake Sarah and Lake Independence, as well as the streams and groundwater around the portion of these lakes in Independence, the area around the lakes is informally being designated as the Environmental Protection Residential area. Lots with individual septic treatment systems that are not in compliance with current state and local requirements will be encouraged to connect to an approved community sewage treatment system or, if already available, to the metropolitan sewer system (See Figures 10 and 11). All connections to the metropolitan sewer system will be required to follow the Metropolitan Council’s revised Metropolitan Urban Service Area (MUSA) Guidelines. Lots of record will be allowed to develop at existing densities but new construction will be required to comply with the Shoreland Management Ordinance.

Lakeshore Estates District

The Lakeshore Estates district will guide the development of land for the same intents and purposes as the rural residential district — to preserve its open, scenic, and natural characteristics as well as its ecological and economic functions of property in proximity to waterbodies. However, residential development will occur in the Lakeshore Estates district at a higher density. Whereas in

the Rural Residential district, residential developments are planned to occur at an “8 per 40” density, developments in the Lakeshore Estates district are planned to occur at a “30 per 40 density”, or 0.75 units per acre.

While Rural Residential districts are located throughout the city, principally within the eastern third of Independence, the Lakeshore Estates land use category is only designated for two existing parcels with road frontages on South Lake Shore drive near the municipal boundary of Medina. These parcels have a combined land area of 46.3 acres. The MUSA boundary is projected to extend to include the parcels in question, among several others along the municipal boundaries with Medina and Maple Plain. Land in the Lakeshore Estates district will be increasingly attractive to developers, because of the land’s proximity to Lake Independence and the ability of the developer to construct a greater number of sewered residences. Area E on the Development Phasing map (Figure 14 in Chapter 5) will be guided as Lakeshore Estates.

Low Density Residential District

To accommodate the development of single-family detached homes within the projected MUSA sewer boundary, The City is establishing the Low-Density Residential District for a number of formerly Agricultural parcels lying along the southwestern corner of the City of Maple Plain. These parcels are included in development areas A1, A2, A3, and A4 in the Development Phasing map (Figure 14 in Chapter 5). The combined land area which will be guided for Low Density Residential is 30.8 acres. The City has established that these areas will have a minimum density of 2.7 units per acre and a maximum density of 2.7 units per acre. This density will accommodate single-family detached homes. This type of development will be more reflective of the lot size of existing single-family detached development that is directly adjacent to these properties in Maple Plain. The City will need to carefully prepare development and design standards relating to this area. The development of the standards will be in the form of a zoning ordinance amendment. Careful consideration should be given to the following elements:

- Preservation and enhancement of existing natural resources
- Site design which respects the existing conditions of the property
- Enhancement of the rural character of the community by incorporating berming, landscaping and similar site elements which significantly reduce visual impacts of the proposed development on the surrounding property
- High quality residential architecture
- Consideration and accommodation of traffic on the surrounding properties and local, regional, and state infrastructure.

Medium Density Residential District

The Medium Density Residential District has a function and intent similar to Low Density Residential: to accommodate development need that is compatible with the surrounding community. Within the city, one contiguous area of approximately 56 acres will be guided for Medium Density. This area is located north of the High Density Residential District and municipal boundary with Maple Plain and lies south of Perkinsville Road. It is shown as Development Area C on the Development Phasing map (Figure 14 in Chapter 5). Development in the Medium Density district will have a minimum density of 3.5 units per acre and a maximum of 3.8 units per acre. Homes may include single-family detached and single-family attached housing. This district would be sufficiently supported by nearby amenities and services in the area and would receive sewer services through the projected extension of the MUSA boundary.

High Density Residential District

Single-family detached residences comprise 97% of the housing in the community. Currently there is a mix of starter (modest cost entry level housing), mid-range, and executive homes. There are few vacancies and a limited number of rental units in the community. While this housing serves the needs of current residents of the City it does not typically provide for all resident’s housing needs as they move through different phases of their lives.

To encourage alternative types of housing and fill the void of life cycle and affordable housing, the City will guide an approximately 10 acres of land for High Density Residential development. This area is located on the far eastern side of the city along Budd St and the municipal boundary with Maple Plain, shown as Area D in the Development Phasing map (Figure 14 in Chapter 5). The area will border Maple Plain and the Medium Density Residential District. Developments in the High Density Residential District will have a minimum density of 30 units per acre and a maximum of 50 units per acre. This type of housing would require some level of additional amenities to serve its prospective tenants. The City carefully evaluated locations that could be supported by the proximity of amenities such as grocery, medical, pharmacy, retail, restaurants, schools and jobs. Additionally, this area would be served by MUSA water and sewer services. Independence will prepare a more detailed land use study and plan in the future to facilitate the development of this high density residential area. When this occurs, the City will be able to more accurately determine the projected demand that this area will have for services and how and from where the services will be provided. Services to be studied will include utilities, transportation and public services. The City has developed a zoning district that generally implements this land use designation. The ordinance may need to be reviewed and updated to respond to the increased minimum densities identified in this plan.

Commercial/Light Industrial

Much of the area identified on the Guide Plan map for commercial and industrial use is presently undeveloped. Rather than designating a specific area as industrial or commercial, the City recognizes new business development can be most effectively accomplished through a planned development design process. Technology industries are many times best suited in mixed-use business parks. Given the environmental constraints common throughout Independence, design flexibility is a key component to achieving the employment base, local services and environmental protection the City desires.

While the City will encourage development and intense utilization of the buildable land in the designated commercial/industrial area, several design factors are included in the development process:

- Development must appropriately address surface runoff and potential groundwater contamination.
- Development must meet high standards of landscaping and building design.
- As development occurs, new development should relate building design, which is complimentary to existing structures, landscaping, and circulation design.
- Business should be kept in good physical repair including exterior appearance and appropriate landscaping.
- Direct access to T.H. 12 should be kept to a minimum, joint use of parking areas and access driveways are strongly encouraged.

Three factors govern the site selections for local industry: adjacent land use, transportation access, and site conditions. Proper locations of industry are imperative to ensuring a safe, healthy, and economically sound community. The requirements for roadways, appropriate parking facilities, building/land relationships, setbacks, and environmental safeguards are all exceedingly important in choosing proper site locations for industry. New industrial sites should be part of an orderly progression of land use. “Clean and quiet” industrial uses should be especially encouraged to locate in the area.

The City has approximately 140 acres of land available to develop for industrial and commercial uses. 40 additional acres have been added to the Commercial/Light Industrial area south of Highway 12, west of CSAH 90 and north of Quass Cutoff Rd. This industrially guided land is anticipated to meet the community’s industrial land use needs to 2040.

Urban Commercial

An approximately 75-acre area along T.H. 12 in the western part of the City is designated as urban commercial to allow for the natural extension of commercial services from the shopping and amenity-rich areas in Delano. No other community commercial services are provided within the municipal limits of Independence to avoid duplication of existing and future services provided in the City of Maple Plain and Delano. This area will be master-planned and served with sanitary sewage treatment, water and storm sewer from an on-site system or connection to water and sewer systems in Delano.

No convenience commercial centers (gasoline station, repair, laundry, dry cleaning, superette, etc.) are specifically designated on the plan. However, they may be located in areas designated for highway/industrial commercial development. Spot or strip commercial development of this nature shall be discouraged.

Park

The primary uses for land guided Park District include parks, recreation, public open space, public lakeshore sites, and some waterways, as well as land used for utilities and railway. As noted previously, some parkland will be found in larger areas guided for Rural Residential use. This planned land use category also includes secondary uses, such as institutional facilities used for religious, governmental, educational, social and health care purposes.

TABLE 20-A EXISTING AND FUTURE SEWERED HOUSING UNITS AND JOBS (2017-2040)

	Existing Acreage (2017)	Existing %	2020	2025	2030	2035	2040	Future %	Change in Acres 2017-2040
Residential and Agricultural Land Uses									
Agricultural Preserve	4876	22.1%	4876	4876	4876	4876	4876	22.1%	0
Agriculture	11291	51.1%	11291	11046	10811	10592	10435	47.2%	-856
Rural Residential	2615	11.8%	2615	2735	2845	2965	3021	13.7%	406
Lakeshore Estates	0	0.0%	0	23	46	46	46	0.2%	46
Low Density Residential	0	0.0%	0	47	94	117	139	0.6%	139
Medium Density Residential	0	0.0%	0	0	0	28	56	0.3%	56
High Density Residential	0	0.0%	0	5	10	10	10	0.0%	10
C/I Land Uses									
Commercial / Light Industrial	105	0.5%	105	136	167	197	228	1.0%	123
Urban Commercial	0	0.0%	0	19	38	56	75	0.3%	75
Public Land Uses									
Park / Recreational / Preserve	1604	7.3%	1604	1604	1604	1604	1604	7.3%	0
Major Highway	97	0.4%	97	97	97	97	97	0.4%	0
Waterbodies	1514	6.9%	1514	1514	1514	1514	1514	6.9%	0
TOTAL	22102	100.0%	22102	22102	22102	22102	22102	100.0%	0

Source: City of Independence

TABLE 20-B EXISTING AND FUTURE SEWERED HOUSING UNITS (2017-2040)

	Allowed Density Range Housing Units/Acre		Existing Units (2017)	Existing %	2020	2025	2030	2035	2040	Future %	Change (2017-2040)
	Minimum Density	Maximum Density									
Residential Land Uses											
Lakeshore Estates	0.75	0.75	0	0.0%	0	28	28	28	28	2.8%	28
Low Density Residential	2.7	2.7	0	100.0%	85	170	255	295	335	68.1%	335
Medium Density Residential	3.5	3.8	0	0.0%	0	0	0	71	142	14.1%	142
High Density Residential	30.0	30	0	0.0%	0	76	152	152	152	15.1%	152
Total Sewered Units			0	100.0%	85	274	435	546	657	100.0%	657

Source: City of Independence

TABLE 20-C EXISTING AND FUTURE SEWERED JOBS (2017-2040)

	Existing Sewered jobs (2017)	2020	2025	2030	2035	2040	Change 2017-2040
Commercial Land Use							
Urban Commercial	154	180	185	190	195	200	46
Total Sewered Jobs	154	180	185	190	195	200	46

Source: Metropolitan Council, City of Independence

TABLE 21 COMPREHENSIVE PLAN DENSITY

	Units	Net Developable Acres	Min/Max Density	Density
Development from 2018-2040				
Lakeshore Estates	28	37	0.75-0.75	0.75
Low Density Residential	335	124	2.7-2.7	2.70
Medium Density Residential	142	40	3.5-3.8	3.50
High Density Residential	152	5	30.0-50.0	30.00
TOTAL	657	206		3.18

3.4 Historic Preservation

In an effort to identify, preserve and protect local historic places and sites, the City should give consideration to adopting provisions relating to the protection and enhancement of historic structures. The City could also consider the establishment of a local heritage preservation commission. If these provisions are established, the City could become eligible for State and Federal programs as a Certified Local Government. As part of the Certified Local Government program, the City could receive matching funds for planning work concerning historic preservation. Until the City is in a position to take the next steps pertaining to historic preservation, emphasis should be made to preserve historically significant buildings or sites.

The planning component of the heritage preservation activity would result in creation of a local historic context, the basis for local survey efforts. Coordination with the State Archaeologist and Minnesota Historical Society would help place local sites on the State or Federal register of historical places.

3.5 Parks, Trails and Open Space

Regional Parks

The Three Rivers Park Reserve District has three park facilities that have a direct impact on the City. These parks have acted as a stimulus for growth in the eastern and northwestern sections of the City due to the natural features and recreation amenities. Figure 13 shows the Regional Park System including Lake Rebecca Park Reserve, Lake Sarah Regional Park, and Baker Park Reserve.

Lake Rebecca Park Reserve is located in the northwest corner of Independence, extending into Greenfield. Total Park acreage; including land, water, and wetlands, amount to 2,577 acres. The park opened in 1971 and provides a combination of active and passive recreational opportunities. Lake Rebecca, surrounded by the park reserve, is designated as a fishing, swimming, and non-power boat recreation area. Existing facilities in the park include a mountain bike trail, swimming beach, picnic area, group camp and trails.

Lake Sarah Regional Park is located on the west side of Lake Sarah in Independence and Greenfield. The 181-acre park is predominantly undeveloped, with the exception of a 29.5-acre dog off-leash area located off West Lake Sarah Road. The off-leash dog area is fenced and includes a separate area for small dogs. Plans include utilizing the lakefront for boating, fishing, and picnicking. Proposed development includes trail linkage to Lake Rebecca Park Reserve.

The park contains a 20-acre parcel that is west of South Lake Sarah Drive, not contiguous to the park proper. The Three Rivers Regional Park District Master Plan identifies this parcel as surplus property and calls for the parcel to be sold.

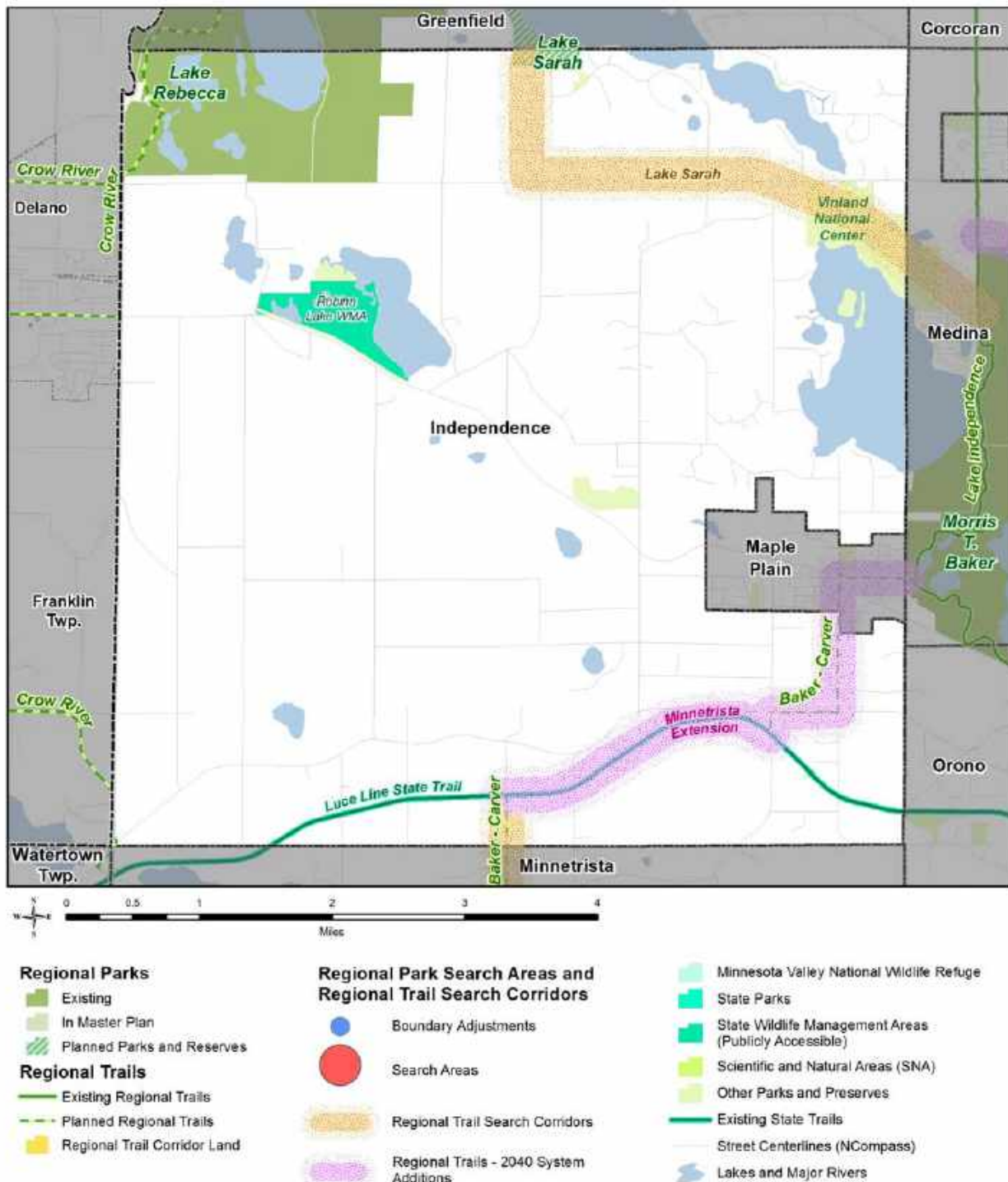
Baker Park Reserve is adjacent to portions of the eastern border of Independence and is easily accessible by boat to Independence residents. The park consists of approximately 3,313 acres and provides a great deal of active recreation opportunities. Existing facilities include swimming beach, picnic areas, day camping, overnight camping, hiking and horseback riding trails, a golf course and boating.

Robina State Wildlife Management Area

Land recently given to the State of Minnesota between Highway 12 and Robina Lake by the Robina Lake Foundation has been designated as a wildlife management area (WMA). This 198-acre area is managed for the State by the Minnesota Department of Natural Resources. The location of this area is indicated on Figure 8.

Figure 8: Regional Park System

**Regional Parks System
City of Independence, Hennepin County**



Trails

The Luce Line Trail, a regional multi-use trail, travels through the southern portion of the City approximately parallel to County Road 6. The trail begins in Plymouth and is developed 30 miles west to Winsted. The Luce Line Trail is a State Trail that is owned and operated by the Minnesota Department of Natural Resources. The Luce Line Trail is shown on Figure 8.

The planned Baker-Carver Regional Trail is located south of the Luce Line Trail in the southern portion of Independence. This trail route extension follows the Luce Line in an easterly direction before connecting to Baker Park Reserve near Maple Plain. Once completed, this regional trail will extend approximately 17 miles from Lake Independence Regional Trail in Baker Park Reserve to Lake Minnetonka LRT Regional Trail in Carver Park Reserve. It will connect the Hennepin County communities of Medina, Maple Plain, Independence and Minnetrista and the Carver County communities of Laketown Township and Victoria. Some segments of the proposed trail already exist or are planned for construction in the future. The Baker-Carver Trail route is shown on Figure 8.

Figure 8 identifies several future regional trail connections that would link Independence to regional trails and park facilities in adjoining communities. The City of Independence is generally supportive of regional system connections. The City has not approved the Lake Sarah regional trail search corridor between Baker Park and Lake Sarah Regional Park. As this trail is further studied by Three Rivers Park District, the City will want to further review and identify potential trail alignments to ensure that Independence residents are not negatively impacted by its development.

Local Parks

Local parkland consists of Lyndale Park, a 1/3-acre park with play equipment located in the southwestern portion of the City, a 5-acre park also with play equipment on South Lake Sarah Drive and a Pioneer Creek Community Park. Independence residents also use three park areas in Maple Plain.

The Comprehensive Park and Trail System Plan adopted by the City in 1992 indicated that land for a centrally located community park should be acquired. Pioneer Creek Community Park a 50-acre park located on the west side of County Road 90 just north of the City Hall was acquired by the City to serve that need. A master plan for park was prepared in 2007 and initial improvements were made in 2010. The City is has been discussing further development of active athletic fields within the community park in order to serve more residents of the City. It is anticipated that the future development of the park will occur as the City has funding, can obtain grant funding and successfully partners with local athletic associations to develop and maintain the athletic facilities.



3.6 Solar Access

It is now required that local governments in the Metropolitan Area include an element for protection and development of access to direct sunlight for solar energy systems in the Comprehensive Plan. The rationale for including a solar access protection element in the Comprehensive Plan is to assure the availability of direct sunlight to solar energy systems. According to the Metropolitan Council, “a majority share of energy consumed in Minnesota is used for purposes that solar energy could well serve such as space heating and cooling, domestic hot water heating and low-temperature industrial processes.” Independence is well-suited for solar energy utilization due to the vast expanse of undeveloped areas.

The City spent a significant amount of time during the last 5 years developing a solar energy ordinance for the City. The ordinance provides for both roof and ground mounted solar energy systems. During the development of the ordinance, the City evaluated potential solar energy relating to the existing power grid. It was determined that there are only a handful of areas within the City that currently have the infrastructure available to accommodate significant amounts of solar energy generation. The City will continue to monitor and evaluate solar energy potential and controls within the City.

Ensuring that all properties have equal access to sunlight is a priority for energy conservation. The protection of property and aesthetic values is a secondary purpose. Solar access protection is provided for by the uniform implementation of lot and structure standards adopted as part of the Independence Municipal Code. Requirements such as maximum building height and minimum setbacks are implemented for the purpose of creating separation between structures and allowing equal sunlight access so that a property is not in the shadow of an adjacent structure. The City can protect and encourage solar access on individual properties by:

- Providing homeowners and builders with educational materials and resources relating to the benefits of solar access and solar energy.
- Exempting solar collectors from height restrictions, if necessary, provided that they do not block solar access to the adjacent building's roof.

TABLE 22 GROSS AND ROOFTOP SOLAR RESOURCES

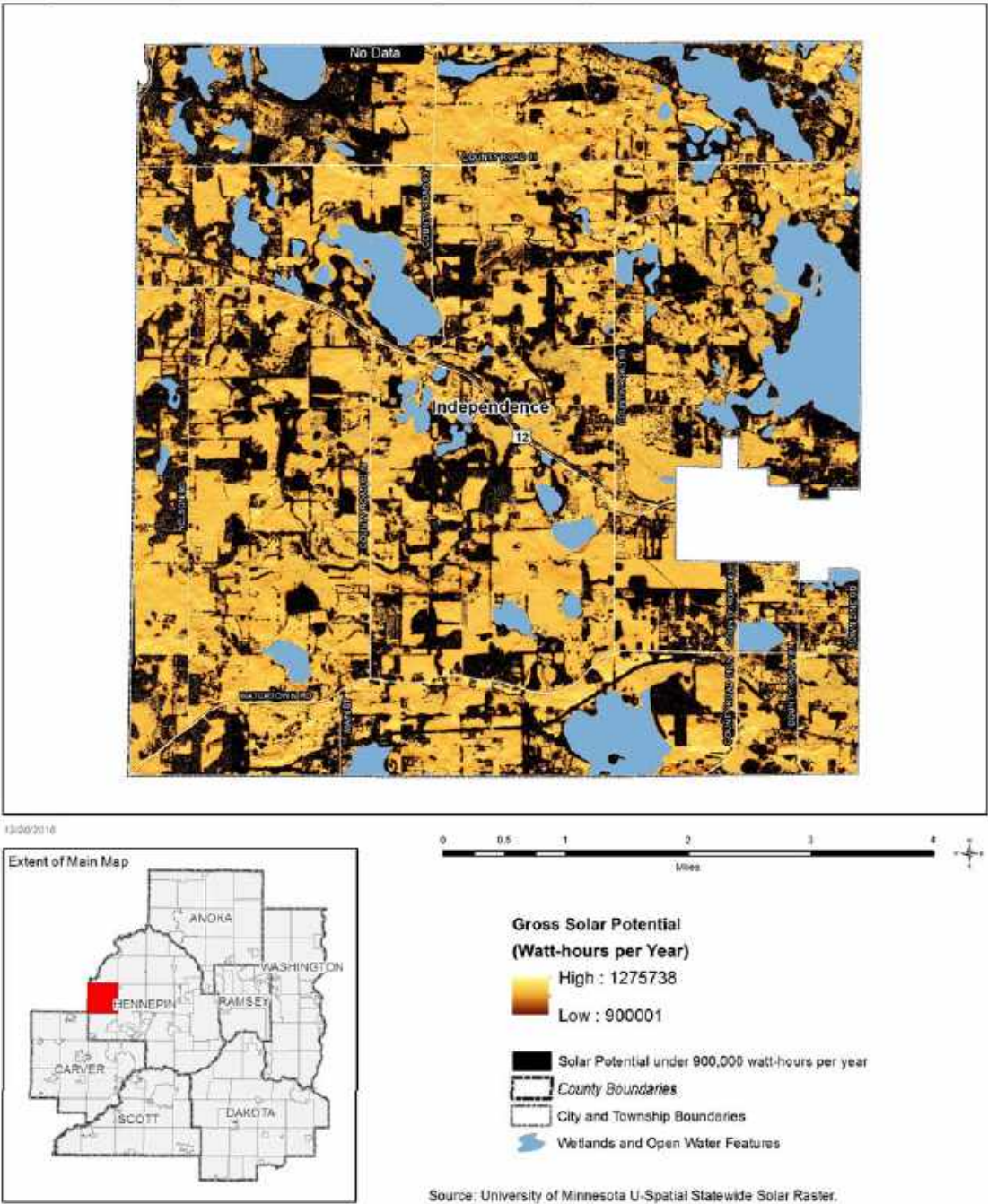
Community	Gross Potential (Mwh/yr)	Rooftop Potential (Mwh/yr)	Gross Generation (Mwh/yr)	Rooftop Generation Potential (Mwh/yr)
Independence	58,499,452	368,420	5,849,945	36,842

Source: Metropolitan Council

The gross and potentials in columns 1 and 2 are expressed in megawatt hours per year (Mwh/year) and represent the gross potential resource before removing areas unsuitable for solar development or factors relating to efficiency of conversion. They are not intended to demonstrate the amount of solar likely to develop in the City. The gross generation and rooftop generation potentials in columns 3 and 4 are estimates of how much electricity could be generated using existing technology and conversion factors; however, they do not consider building-specific structural limitations or other factors.

Figure 9: Gross Solar Potential

**Gross Solar Potential
City of Independence, Hennepin County**



3.6 Goals, Policies, and Implementation Strategies

GOALS	POLICIES	IMPLEMENTATION
1. Maintain and encourage high quality development by capitalizing on the geographic advantage of the City.	<ul style="list-style-type: none"> • Protect and enhance the natural environment(lakes, wetlands, parks and open space) and promote these elements to attract high-quality development to the City. • Maintain design standards for high quality development which will provide the highest possible tax base within the City of Independence. 	<ul style="list-style-type: none"> ▪ Require development to pay for all costs of improvements including any public facilities required to adequately sustain the development. ▪ Development shall be fiscally sound and shall enhance or complement the existing land uses, housing or business types, and respect the rural character of the community.
2. Maintain and enhance the rural quality and character of Independence	<ul style="list-style-type: none"> • Preserve and enhance Independence’s natural amenities and resourcesand rural characteristics. • Concentrate rural residential development in areas where services can most economically be provided. 	<ul style="list-style-type: none"> ▪ Ensure that all new housing developments are provided with adequate open spaces and preservation of natural resources. ▪ Pursue funding such as grants and impact fees to enhance storefronts, building facades, and overall street presence in the downtown area.
3. Provide a high-quality place for people to live, work and play.	<ul style="list-style-type: none"> • Demand development that is innovative, sustainable and of the highest quality, so as to establish Independence as a premier community in Minnesota. • Ensure that the existing housing stock is maintained in a safe and aesthetically pleasing manner. • Provide for and develop housing so that there is a full continuum of types, prices and designs. 	<ul style="list-style-type: none"> ▪ Require new development to have quality materials and design. ▪ Require new development to be consistent with the comprehensive plan.



5.0 WATER RESOURCES

Protection and preservation of Independence’s ecological and environmental systems is vital to the City’s long-term well-being. The City has large areas of land and water, which are especially sensitive to land alteration or changes in land use functions. Flood plains, wetlands, steep slopes and marginal soils should be protected so as to retain their primary ecological functions while permitting appropriate recreational use and development.

Lands within the City should be used and developed to preserve their open, scenic and natural characteristics as well as their primary ecological functions. Numerous considerations must be taken into account when any type of development is being proposed.

Soils and Topography

Soil condition is a prime determinant of the suitability of land for development. Limitations due to soil stability, permeability, and so on, should serve to regulate various development proposals. Soils analysis should be conducted at proposed development sites to determine land capability and capacity. Any development within environmentally sensitive areas should provide an analysis of the effect of the development and construction activities.

Flood plains

Lands classified as being within the floodplain are those soils subject to periodic inundation by floodwaters. The process of residential development typically includes draining wet soils, filling and grading of lowlands, and a substantial increase in the total impervious cover of an area (roofs, streets, driveways, etc.). These activities all contribute to an increase in flood potential, both seasonal and flash floods. The normal function of

floodplain soils is to store excess water, runoff and channel drainage. Protection of this function requires the prohibition of any development restricting the flow of floodwater or significantly retarding the floodplain soils capability to absorb and store runoff.

Floodplain lands are best suited for open space, parks and wildlife refuge areas. There is marginal potential for agricultural cultivation and pasture use, depending on soil condition. These activities do not constrain the primary function of the floodplain soils and do serve to preserve the scenic qualities and ecological needs of the land.

Appropriate restrictions of on-site disposal systems are necessary as are limitations on any new construction on floodplain soils. Urban mitigation measures include enforcement of Best Management Practices (BMPs), NURP ponds and vegetative buffer zones.

The City updated its Floodplain Management ordinances in 2016 to coincide with the adoption of the updated FEMA FIRM Maps.

Wetland Management

Wetlands include marshes, bogs, lakes and rivers; many times those areas are adjacent or coterminous with floodplain/flood fringe areas. As such, they retain many of the same characteristics and restrictions as floodplain areas - prohibiting obstruction of floodwaters or decreasing overall water storage capability. These lands are also more susceptible to pollution. Wetland areas are extremely poor for development; shrink/swell soil characteristics produce poor foundation stability, periodic water inundation is a continual hazard, and pollution from on-site disposal presents potential pollution problems.

Wetland quality and character are determinants of the amount of environmental disruption the drainage area has sustained. The greater the disturbance from fertilizer loads, exposed soils on steep hillsides, faulty septic systems, pesticides, roads, etc., the lower the quality of the wetland.

Protection of wetlands requires regulations on grading and filling, on-site disposal, and generally any intensive type of development. The best use for the land surrounding wetlands is open space and wildlife habitat. Once again, marginal agricultural use/pasture land is possible depending on site-specific soil characteristics.

Vegetation

Land alteration requiring extensive removal of vegetation should be carefully regulated. Activities like clear-cutting of major stands of trees or massive cut-and-fill operations have substantial negative impact on surrounding vegetation, drainage patterns and runoff potential. Vegetation on unstable soils should be protected. The existing vegetation within the City serves a variety of functions. Protection of these assets and rectification of previously removed vegetation is important to the City in terms of community health, safety and aesthetics.

5.1 Waste Water

The need for a municipal wastewater collection system is often based on health and safety, and environmental concerns. The concentration of homes around Lake Sarah and Lake Independence caused a health and safety problem due to failing septic systems and the close proximity of private wells. The City recognized this problem in the late 1970's and entered into a contract with Medina and the Metropolitan Wastewater Commission in 1984 to serve 97 residents around Lake Sarah. Later, in response to concerns over surface water quality and failing systems, the City Council initiated a project to serve additional properties adjacent to the existing collection system. The City received approval from Medina and the Metropolitan Wastewater Commission to allow the additional connections.

While this resolved the immediate problem of failing systems, it became apparent that other septic systems were failing or not working effectively. This caused the city to request expansion of the 1984 system for 135 additional hook-ups. The wastewater collection system in place today was constructed in 1996, 2009, and 2012. This system provides a total of 284 sewer connections to local residents within Independence. Currently the City is using 237 of the 284 available connections. Figure 9 shows the current and long term MCES sewer service area.

As shown on Figure 9, the existing collection system serves an area around Lake Sarah and an area along the west and south side of Lake Independence. This collection system flows through the City of Medina to Metropolitan Council Lift Station No. 63. Currently the City of Independence, Greenfield, Loretto, and Medina have an agreement to share their sewer infrastructure and is referred to as the Quad City Agreement.

The northern sewered area around Lake Sarah and northwest Lake Independence has 212 homes connected and 38 services available for connection and is shown in Figure 10. The sewer from this area is collected at Townline Road and County Road 11 and then flows into the City of Medina at the intersection of County Road 11 and County Road 19.

The southern sewered area around Lake Independence is smaller and includes 25 homes currently connected with 16 stubs or future services available for connection per the current Quad City Agreement. This area flows into the City of Medina at Perkinsville Road and County Road 19. Future serviceable parcels are shown in Figure 13 and areas E include 27 new short-term connections based on the capacity and location of the existing four-inch forcemain and downstream gravity system. Future service areas C & D are proposed to connect to be routed through an existing 10 inch gravity sewer in Maple Plain with the connection near Budd Ave and Newport St. Existing agreements area in place between Independence and Maple Plain for this future sewer service. There is one 8 inch line within Maple Plain that still needs to be increased to a 10 inch before full buildout of areas C & D can fully be accommodated.

An additional future sanitary sewer service area that the City Independence is evaluating is located south of Maple Plain City limits and includes several parcels zoned for residential and rural residential and is identified as Areas A1 thru A4 & B1 thru B2 and shown on Figure 14. The area would be served via a 12" diameter gravity truck line that begins at the Met Council

lift station No. 63 located at the intersection of Poplar Ave and Willow St. The gravity line would extend west and extend under County Road 83 and could serve approximately 139 acres of single family residential within the 2040 MUSA. The area west of Area A1 would be served by a future gravity and lift station that could potentially serve and additional 1550 acres of rural residential, commercial/light industrial, and some current agricultural property post 2040. The near term (2020-2040) service area is shown in Figure 14 and the long term (post 2040) service area is shown in Figure 9.

Table 26 shows the population, households, and employment forecasts for the areas with municipal connections that match Met Councils 2020-2040 forecasts. Table 26-A is the preferred forecasts by Independence to allow for up to 657 projected units as discussed in Chapter 3.

TABLE 26 POPULATION, HOUSEHOLD AND EMPLOYMENT FORECASTS

	2020	2030	2040
Sewered Population	693	1028	1356
Sewered Households	238	397	537
Sewered Employment	180	190	200
SSTS Population	3137	3012	2934
SSTS Households	1162	1163	1163
SSTS Employment	500	550	570

Source: City of Independence

TABLE 26-A PREFERRED POPULATION, HOUSEHOLD AND EMPLOYMENT FORECASTS

	2020	2030	2040
Sewered Population	693	1465	2257
Sewered Households	238	566	894
Sewered Employment	180	190	200
SSTS Population	3137	3012	2934
SSTS Households	1162	1163	1163
SSTS Employment	500	550	570

Source: City of Independence

Figure 11: Long Term MCES Sanitary Sewer Service Area

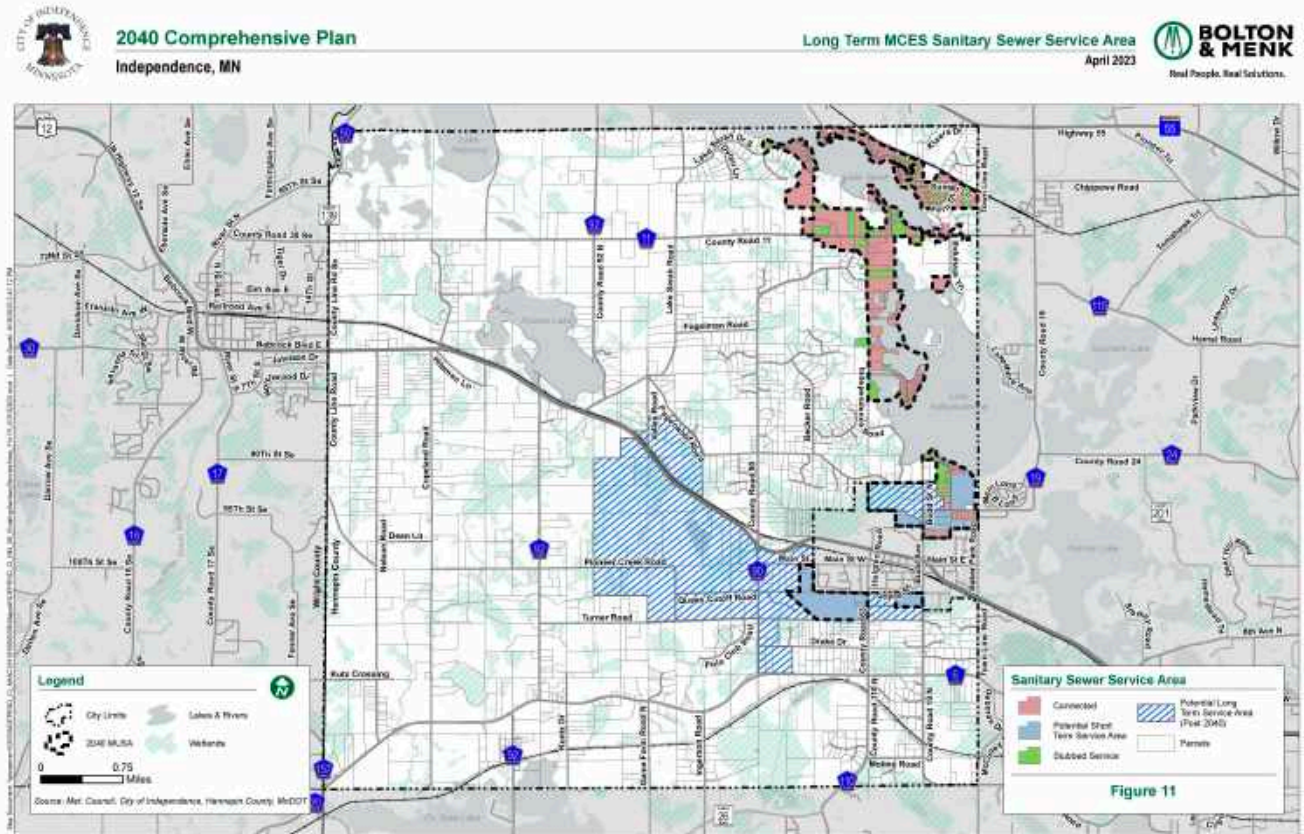


Figure 12: Lake Sarah/Northern Lake Independence Sanitary Sewer Service Area

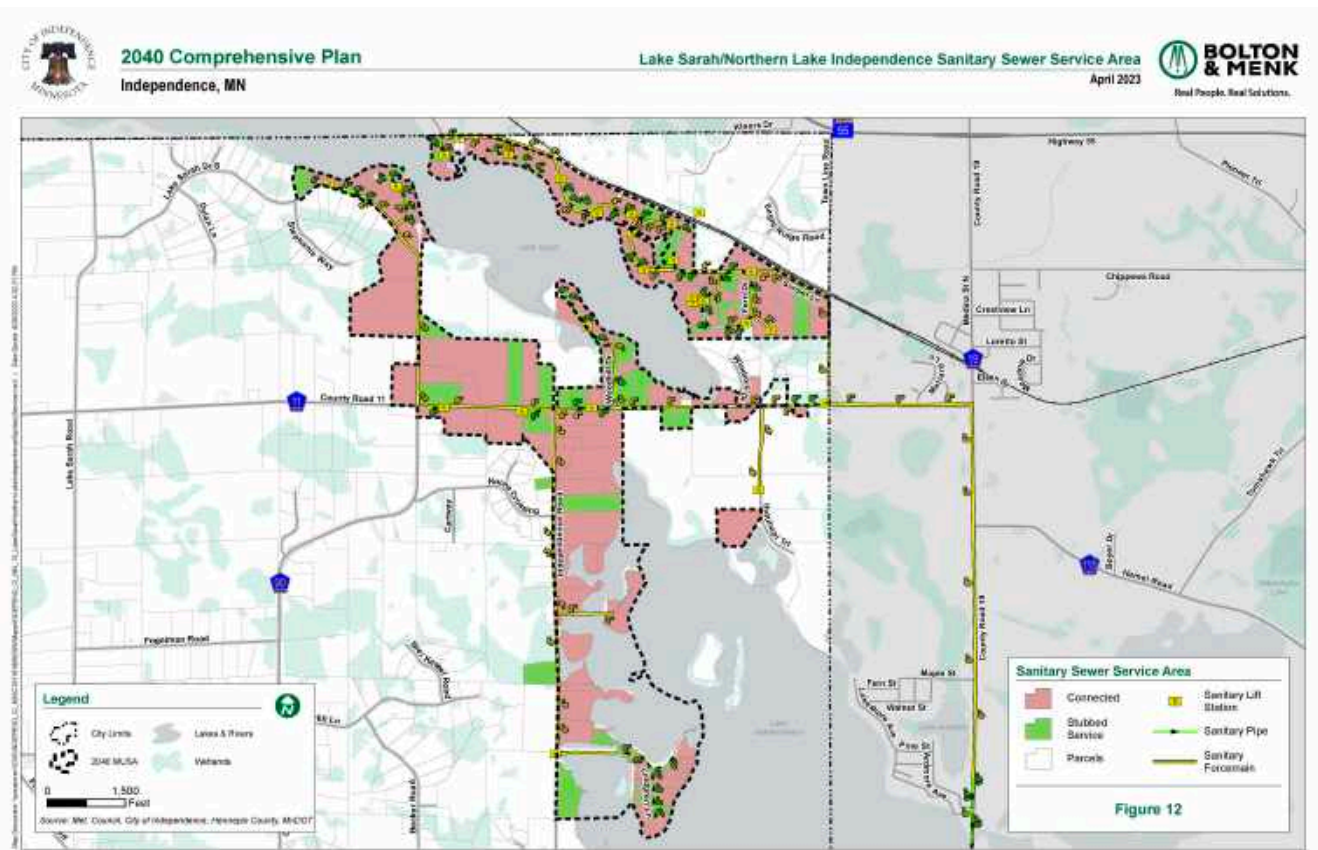


Figure 13: Southern Lake Independence/North of Maple Plain Sanitary Sewer Service Area

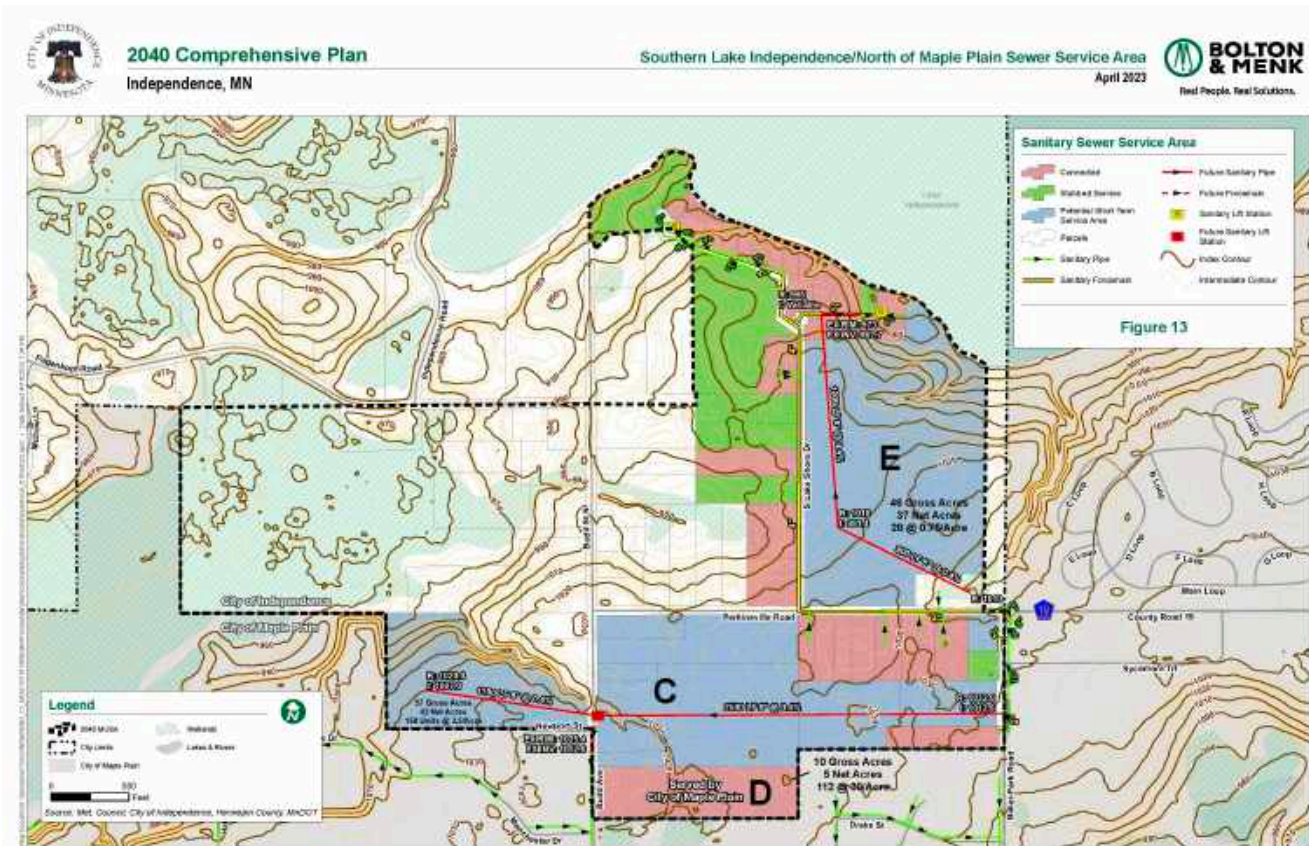
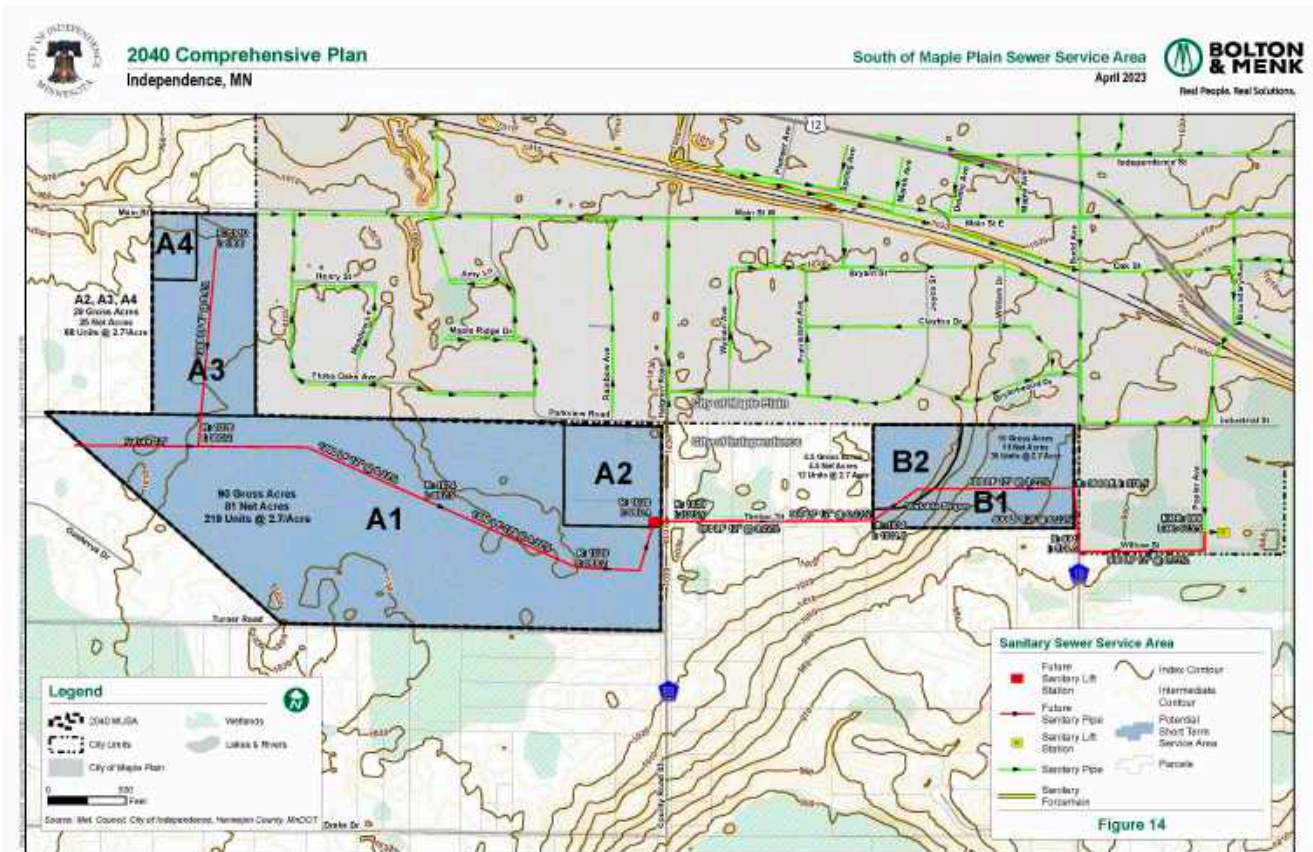


Figure 14: South of Maple Plain Sewer Service Area



The area identified on Figure 7 as Urban Commercial is also planned for municipal sewer. This area could be served by the City of Delano or a Community Sewage Treatment Systems (CSTS). The city has prepared a scoping study to determine the utility needs of the Urban Commercial area. Various options existed for servicing this Urban Commercial area with water/wastewater services. The city has previously explored the possibility of an interconnection to the City of Delano and found it to be a physically viable alternative. Independence has explored two additional alternatives to servicing this area through a prepared Scoping Study, Commercial Area Utilities. The Scoping Study Commercial Area Utilities, September 2009, is attached to this plan in the appendix. This study explored the possibility of an interconnection with the City of Greenfield and servicing this area with an on-site or local system. It is ultimately preferred to serve the area through the City of Delano from an engineering perspective, however there are other financial and political aspects that will be factors. The connection to the City of Greenfield should not be considered due to the potential impact on Lake Rebecca Park Preserve. The on-site system is also a viable option and will be further reviewed as development becomes more serious.

For a detailed evaluation of the projected service demands and alternative ways to accommodate those demands, please refer to the Scoping Study Commercial Area Utilities, September 2009 included as an appendix to this plan.

Wastewater Land Use and Population

The sizing of wastewater collection facilities is dependent on the hydraulic capacity required for each part of the system. Municipal wastewater is generally a mixture of domestic sewage, commercial and industrial wastes, ground water infiltration and surface water inflow. With proper design and construction, ground water infiltration is reduced to a minor percentage of the total flow and surface water inflow is eliminated, leading to hydraulic discharges that depend predominantly on land use.

Since properly designed and constructed sanitary sewer pipes have long life expectancies, it is reasonable to assume that the full development population will be reached before pipe facility replacement becomes necessary. The existing and proposed sewer collection systems are shown on Figure 9, Figure 10, Figure 11, and Figure 12. The facilities shown within Independence will support full development of the study area.

The proposed land uses receiving municipal sewer are shown on Figure 9 as Low Density Residential, Rural Residential, Lake Shore Estates, Medium Density Residential, High Density Residential, Commercial/Light Industrial, or Agricultural. The sewer connections in the Rural Residential area are already available (not all connected at this time) and were previously granted through past intercommunity flow agreements with Medina, Greenfield, and Loretto. The proposed Low Density Residential, Medium Density Residential, High Density Residential, and Lake Shore Estates area will require a new or revised Quad City Agreement. The flows per service area are provide in tables below:

TABLE 27 LAKE SARAH/NORTHERN LAKE INDEPENDENCE CONNECTIONS AND FLOW RATES

	2020	2030	2040
Rural Residential Connections - Greenfield	72	72	72
Rural Residential Connections - Independence	212	231	250
Total Connections	284	303	322
Average Daily Wastewater Flow (MGD)	0.078	0.083	0.088
Allowable Daily Wastewater Flow (MGD)	0.103	0.103	0.103
Peak Flow (MGD)	0.301	0.320	0.338
Allowable Peak Flow (MGD)	0.288	0.288	0.288

TABLE 28 SOUTH LAKE INDEPENDENCE CONNECTIONS AND FLOW RATES

	2020	2030	2040
Rural Residential Connections	25	29	34
Lake Shore Estates Connections	0	28	28
Total Connections	25	57	62
Average Daily Wastewater Flow (MGD)	0.0069	0.0156	0.0170
Allowable Daily Wastewater Flow (MGD)	0.017	0.017	0.017
Peak Flow (MGD)	0.0294	0.0654	0.0709
Allowable Peak Flow (MGD)	0.1152	0.1152	0.1152

TABLE 29 NORTH MAPLE PLAIN CONNECTIONS AND FLOW RATES

	2020	2030	2040	Post 2040
Rural Residential Connections	1	1	1	1
Low Density Residential Connections	0	0	0	180
Medium Density Residential Connections	0	0	40	150
High Density Residential Connections	0	40	40	112
Total Connections	1	41	81	443
Average Daily Wastewater Flow (MGD)	0.0003	0.0112	0.0222	0.1214
Allowable Daily Wastewater Flow (MGD)	TBD	TBD	TBD	TBD
Peak Hourly Flow (MGD)	0.0012	0.0475	0.0917	0.4545
Allowable Peak Flow (MGD)	TBD	TBD	TBD	TBD

TABLE 30 SOUTH MAPLE PLAIN CONNECTIONS AND FLOW RATES

	2020	2030	2040	Post 2040
Low Density Residential Connections	0	68	144	3400
Commercial/Light Industrial	0	0	0	250
Total Connections	0	68	144	3650
Average Daily Wastewater Flow (MGD)	0.0000	0.0186	0.0395	1.0001
Allowable Daily Wastewater Flow (MGD)	TBD	TBD	TBD	TBD
Peak Hourly Flow (MGD)	0.0000	0.0775	0.1588	2.9549
Allowable Peak Flow (MGD)	TBD	TBD	TBD	TBD

TABLE 31 COMMUNITY AND SUBSURFACE SEWAGE TREATMENT SYSTEMS

	2020	2030	2040
CSTS*	1	1	1
SSTS	1162	1163	1163
Total Connections	1163	1164	1164

Source: City of Independence

*Note: The Ox Yoke Inn has approximately 2-3 employees working during any given shift along with a single apartment. The CSTS is a single system that accommodates a single family home, one apartment and the Ox Yoke Restaurant.

Wastewater Design Criteria

Wastewater flows were calculated by determining the number of residential equivalent connections (RECs) within the wastewater study area and associated densities. Each REC was assumed to contribute 274 gallons of wastewater per day. The tables above identify the total flow for the proposed RECs in the 2030 and 2040 timeframes. Full build out is shown as post 2040. Due to capacity concerns downstream, further evaluation and agreements will need to be completed prior to implementation.

In Table 29 above, the area north of Maple Plain will be accommodated with an 10-inch gravity line thru Maple Plain near the intersection of Budd Ave and Newport St. An agreement is currently in place between the two cities and one 8-inch gravity segment will need to be reconstructed to a 10-inch prior to full build out of the area.

In Table 30 above, the area south of Maple Plain and within the Long-Term Service Area will be served by at least a 12-inch gravity trunk line that will connect to Met Council Lift Station No. 63. The Long-Term Service Area includes 1420 Gross Acres of Rural Residential that may be planned to become Single Family Residential over time. The area also includes 125 Gross acres of Commercial/Light Industrial. Further study and agreements will be needed with Met Council prior to serving this area.

The City of Independence is billed directly from the Met Council for applicable sewer flows. The city also receives invoices from the City of Medina for I & I surcharges. Independence does not invoice Greenfield or Loretto for I & I surcharges as it is believed that they are also invoiced by the Medina to those cities.

Inflow and Infiltration (I&I)

Inflow and infiltration is clear water that enters the sanitary sewer system. I&I can enter the sanitary sewer through many sources: pipes, manholes, sump pumps, and foundation drains.

The design and construction of new sewers and the connection of new and existing buildings to the sewer system in the City of Independence will meet the industry standards for tightness and minimize the entry of Infiltration and Inflow into the collection system.

The City of Independence standards will meet the state of Minnesota requirements. All new sewers will be designed and installed so leakage into the sewer is less than 100 gallons per day per inch-diameter per mile of sewer. To ensure compliance with this standard the City of Independence will require onsite construction observation during construction and verification testing prior to acceptance of the public improvements. Certification by a professional engineer that new facilities are installed in accordance with all specifications will also be required. Records of these certifications will be maintained by the City of Independence.

To ensure that all municipal utilities are properly constructed and will meet all state, federal, and local requirements, the City of Independence prepared an Engineering Manual that addresses the material and workmanship that will be required for all municipal improvements. The Engineering Manual requires all wastewater facilities be designed to conform to the “10 State Standards” and be constructed in accordance with City Engineers Association of Minnesota Standard Specification except as modified by specific City of Independence requirements.

The connection of building laterals to the sewer system will be permitted by the building department. A licensed plumber shall certify that the connection was made in accordance with the building code.

Maintenance Program

The City of Independence has developed an Inflow and Infiltration (I & I) program. Prior to the connecting to the sewer systems built around Lake Sarah and Lake Independence in 1985 and 1995 the city completed internal inspections of the homes to help eliminate any cross connections from floor drains, sump pumps, or other sources of I & I. Also, the city monitors and tracks the pump run times for the existing lift stations on a weekly basis to help identify potential I & I. To bolster the effectiveness of the City’s program, a new sewer line inspection camera was purchased in 2017. This camera allows the city to quickly respond and identify to potential I & I entering the system during rain fall events. The city has corrected many of the problems identified by the program such as: raising lift station covers, inspecting homes for sump pump and foundation drain connections to sanitary sewers, and televising sanitary sewer lines for leaks. The city has an ongoing sewer cleaning and inspection program as part of the routine maintenance of the collection system. The city budgets \$9,000 on an annual basis for monitoring and inspections. The city has also historically had about \$40,000 in maintenance and repair costs associated with the sanitary sewer system on an annual basis. The city is in the process of developing a more formal Capital Improvement Plan related to sanitary sewer and its lift stations.

Peak Wastewater System Design

The wastewater system must be capable of handling not only the average flows, but also anticipated flows. These peak flows are obtained by multiplying average flows by a variable factor. This factor, called the Peak Flow Factor, generally decreases with increasing average flows. The Peak Flow Factor used in preparing this report was taken from the “10 State Standards” manual. These values are considered conservative and are widely used for planning purposes.

Metropolitan Facilities

The wastewater from the City of Independence is treated at the Blue Lake Plant. The Blue Lake plant is located in Shakopee. The plant treats wastewater from 27 different communities and accommodates approximately 285,000 people. The plant treats an average of 29 million gallons of wastewater daily, and discharges to the Minnesota River.

Individual Sewage Treatment Systems

The majority of the City of Independence is not served by a public sewer system. The estimated number of existing ISTS systems is 1162. It is anticipated that Individual Sewage Treatment Systems (ISTS) will remain the principal waste disposal method within the City of Independence over the next several decades. ISTS treat and disperse sewage for individual lots not served by publicly owned facilities. As Independence urbanizes and environmental concerns increase, it is estimated that Individual Sewage Treatment Systems numbers will slowly decline and more homes will be served by municipal sewer systems.

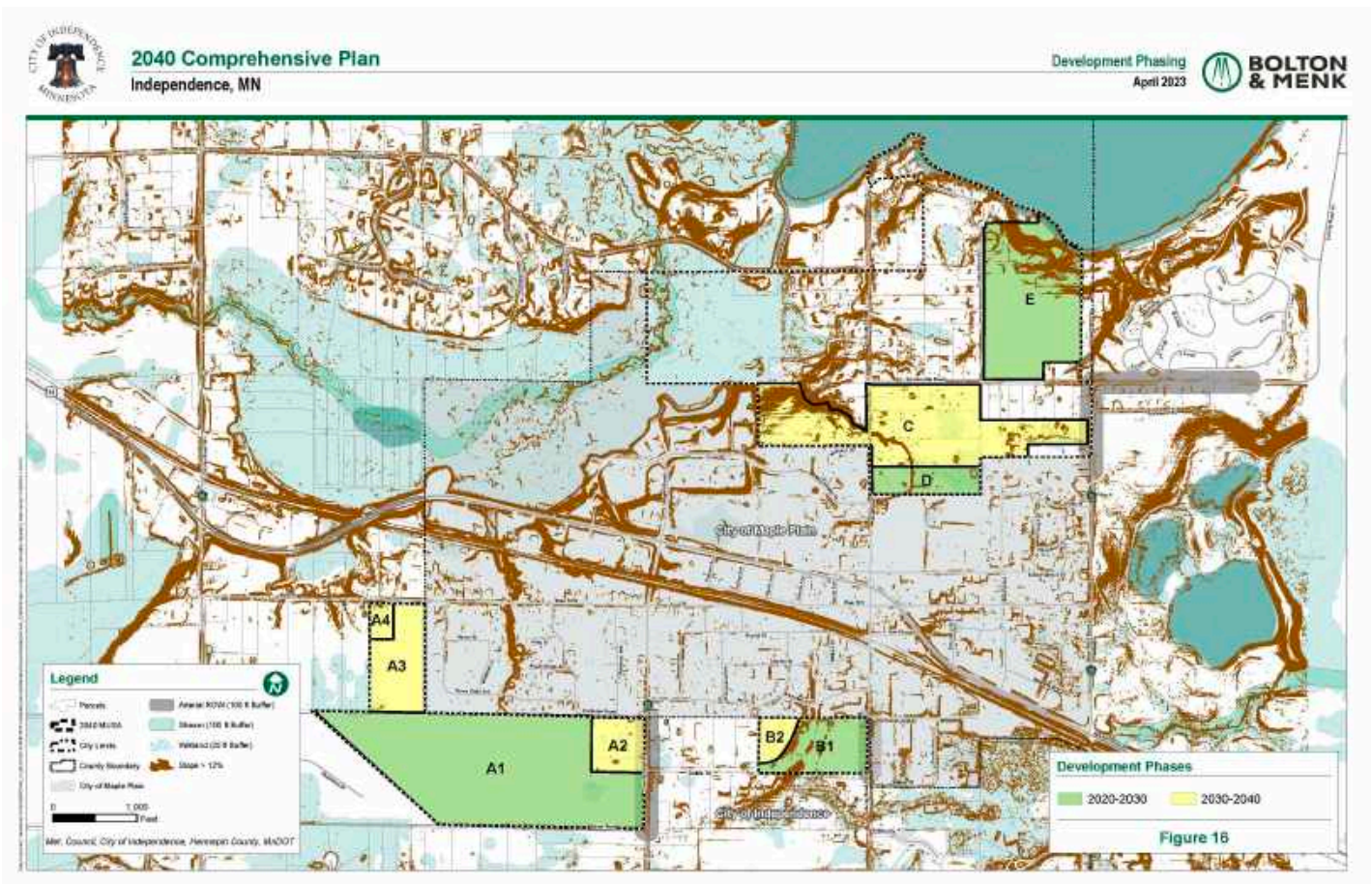
The City currently has provisions in its City Code regulating the use of on-site sewage treatment. While it is the homeowner's responsibility to keep their ISTS operational, the Metropolitan Council expects all communities to have an ISTS management program which ensures that ISTS are properly installed, maintained, and managed. The city implemented a maintenance tracking and notification database to effectively manage its ISTS and is further described in the applicable city ordinances in the appendix. The database identifies the year the system was built, the date each was inspected, the condition of the system, the volume and date of pumping, and whether the system is compliant with MPCA Rule 7080.

Community Sewage Treatment Systems

Currently there is one Community Sewage Treatment Systems (CSTS) in the City of Independence as shown on Figure 15. CSTS are basically large scale ISTS. They are systems that provide treatment for two or more dwellings on separate lots. CSTS provide open space and allow for more sensible use of land which would minimize future costs for the extension of municipal services.

The City maintains the one CSTS within the City and charges the residents and businesses a user fee. The current CSTS system serves the Ox Yoke Inn Restaurant, an apartment above the Ox Yoke and one (1) single-family residence. Since 2010, three of the previous four CSTS in the City were converted to sanitary sewer as they were located in environmental protection area on the land use plan and sanitary service was provided nearby. The City provides the inspection, monitoring, operating and maintenance services for the CSTS to ensure their compliance with Minnesota Pollution Control Agency's Rule 7080. The City has established an ordinance that controls how the homeowners are allowed to use the system.

Figure 16: Development Phasing



5.2 Local Water Management

The City of Independence has developed a Local Water Management Plan (LWMP) to protect water resources, which include numerous wetlands, several large lakes and recreational lands. The LWMP provides the framework to be followed to preserve these resources as the city develops. The LWMP is incorporated by reference and is found in the Appendix.

The LWMP was prepared to fulfill the legal requirements of the Metropolitan Surface Water Planning Rules (Chapter 8410). The plan also meets the policies and requirements of the Pioneer-Sarah Creek Watershed Management Commission and the Minnehaha Creek Watershed District and other local, state, and federal agencies.

The general approach to water resource planning focuses on wetland protection, water quality, and flood control; each are described below.

5.3 Water Supply Plan

The City of Independence does not have a public water supply or distribution system. All residential and non-residential properties are served by private individual wells. Each homeowner is responsible for the care and maintenance of the individual well, storage and distribution within their own property. The Minnesota Department of Health is the permitting authority for wells and the City will continue to cooperate with the Department of Health in ensuring a healthy water supply through inspections and, if necessary, treatment.

In the future, the City may work with surrounding jurisdictions to secure municipal water for property developed as sewer residential.

5.4 Goals, Policies and Implementation Strategies

GOALS	POLICIES	IMPLEMENTATION
1. Preserve, create and restore wetland resources.	<ul style="list-style-type: none"> • Act as the LGU within the boundaries of PSCWMO • Require submittal of functions and value assessment • Regulate wetland impacts commensurate with the quality of wetland • Maintain design standards for wetland buffers 	<ul style="list-style-type: none"> ▪ Revise ordinances to include updated buffer requirements ▪ Review proposed developments and re-developments to ensure design standards are being achieved ▪ Regulate stormwater inputs to wetlands to retain functions and values ▪ Implement wetland restoration projects
2. Preserve, maintain and improve water quality of surface water and groundwaters.	<ul style="list-style-type: none"> • Manage stormwater consistent with design standards • Educate residents about protection of water resources • Maintain, operate, and clean structural BMPs to preserve initial intended performance • Encourage proper handling of manure from animal livestock 	<ul style="list-style-type: none"> ▪ Review proposed developments and re-developments to ensure design standards are being achieved ▪ Create and distribute educational material ▪ Perform maintenance to structural BMPs ▪ Implement manure management policy for new commercial horse farms
3. Manage and Provide Flood Protection for the 100-Year Storm Event	<ul style="list-style-type: none"> • Promote preservation of the retention capacities of lakes, streams, wetlands and ditches • Require infiltration of the first 1.1" from new impervious surface • Provide a positive overflow from all stormwater ponds and wetlands • Ensure 2' of freeboard for highest calculated flood level to lowest structure elevations 	<ul style="list-style-type: none"> ▪ Review proposed developments and re-developments to ensure design standards are being achieved ▪ Require Certificate of Survey for new home construction to verify elevations

4. Control erosion from construction sites	<ul style="list-style-type: none"> • Require development and redevelopment to implement construction site erosion and sediment control • Inspect construction sites and provide enforcement 	<ul style="list-style-type: none"> ▪ Review proposed developments and re-developments to ensure design standards are being achieved ▪ Conduct construction site inspections
5. Protect the groundwater and promote groundwater recharge	<ul style="list-style-type: none"> • Ensure the abandoned wells are properly sealed • Require infiltration of the first 1.1” from new impervious surfaces • Require developers to identify drain tile lines on property proposed for development 	<ul style="list-style-type: none"> ▪ Review proposed developments and re-developments to ensure design standards are being achieved ▪ Monitor MDH Well Records



6.0 ECONOMIC DEVELOPMENT, COMPETITIVENESS, RESILIENCE

6.1 Economic Development, Competitiveness

The local business sector has been exclusively the product of private initiative. Independence has been supportive of the local business community. The City has experienced limited commercial growth during the past decade. While there is ample room available for new development within the land guided for commercial/light industrial, the lack of municipal sewer and water facilities and other infrastructure improvements preclude the likelihood of rapid development. The land guided for future commercial development is clustered near the center of the City at the intersection of CSAH 90 and Highway 12. The geographic advantage of this area positions the City to be well served in the future when utilities become available.

Independence has been purposeful in limiting commercial development along Highway 12. The City has historically been asked to allow “spot” commercial development along the Highway 12 corridor. The City has long recognized the importance of this corridor as the gateway to the City. Development of this corridor will need to correspond with the availability of adequate public facilities which include sanitary sewer, water and road capacity. It is anticipated that the City will continue to protect the Highway 12 corridor until such time as adequate facilities become available.

The City has preserved an approximately 60-acre area at the western edge of the City for future Urban Commercial development. Again, this area would require the availability of adequate public facilities in order to develop. The City understands the importance of having adequate opportunities for the future development of commercial, retail and business land uses.

Independence will continue to support the development of commercial, retail and employment-based development within adjacent communities. Independence residents associate with different local centers based on school district and geographic location. As a result, there is not one commercial area that residents solely identify with or frequent. Loretto, Maple Plain, Rockford and Delano all provide independence residents with commercial and retail services as well as employment opportunities. Independence will continue to support the development of the surrounding communities as well as their business development and promotion organizations.

6.2 Resilience

Independence has historically been at the forefront of innovative planning relating to the protection and enhancement of the many natural resources within the City. The City has aggressively sought funding to reduce on-site sanitary sewers near its lakes, developed cluster development subdivision standards to promote the preservation of open space, establishment of large infiltration areas, worked to reduce nutrient run-off into local water resources and recently adopted a unique manure management policy to proactively address the significant horse industry in the community. These are a few examples of how Independence is working to preserve and enhance natural resources. The aforementioned practices combined with the vast expanse of open space within the community, help to position Independence to be able to adapt to issues arising from climate change. Independence will continue to look for opportunities to utilize best management practices, innovative planning principles and other similar measures to establish its resilience to unforeseen changes to our region.

6.3 Goals, Policies and Implementation Strategies

GOALS	POLICIES	IMPLEMENTATION
1. Seek opportunities to implement best management strategies into development within the City.	<ul style="list-style-type: none">• Protect and enhance the natural environment (lakes, wetlands, parks and open space).	<ul style="list-style-type: none">▪ Continue to innovate the City's standards and policies relating to development to enhance and protect natural resources.



7.0 IMPLEMENTATION

The comprehensive plan will not have an influence on development of the City unless its goals and policies are implemented. The implementation chapter is both a planning and budgeting tool. Programs and projects are initially identified and defined by the comprehensive plan. The initial task of the implementation is to establish a detailed listing of projects and activities that are needed to realize the opportunities set forth in the comprehensive plan.

It is necessary to emphasize that the implementation plan is an ongoing, annual effort that Independence should utilize as part of its management and budget process. The implementation plan should be reviewed and updated as part of the City's yearly financial planning. The City will then be able to recognize opportunities outlined by the comprehensive plan within the available resources. Outside factors such as growth, development, redevelopment, and the economic market drive important improvements that may be necessary. These must be monitored to ensure the plan reflects any important changes or events.

Throughout the Comprehensive Plan, each chapter articulates goals, policies and implementation strategies that outline how the City intends to implement the goals of the Comprehensive Plan.

Public Participation

Public input in the decision-making and planning process is vital to ensuring community support, buy in and ultimate implementation of the plan goals and policies. Public participation in planning for the City of Independence will continue to stay at the forefront of the City's processes.

Interjurisdictional Coordination

In addition to working from within the City with its staff and citizen advisory boards, the City of Independence will work with surrounding municipalities and jurisdictions to coordinate its plans for growth, in order to best meet broader regional planning goals. Areas where collaboration with regional jurisdictions and surrounding communities are most fitting are identified in this plan.

Plan Adoption

The Comprehensive Plan should be preliminarily approved by the City Council and submitted for review and approval by the Metropolitan Council. Upon final approval and completion of the plan, any subsequent changes should be processed as an amendment and officially adopted through the same procedure. All land use or zoning decisions determined by the City to be inconsistent with the Comprehensive Plan should require an amendment to the plan prior to final approval of such action.

Official Mapping

Official mapping is a technique by which a municipality can define an area for future improvements, such as roads, utilities, or parks and trails. Once adopted, the official map allows the City an opportunity to negotiate the purchase of land before it is developed. The City will amend its official map to reflect the new Comprehensive Plan once the Plan is approved and adopted. It will be updated periodically to reflect approved changes either initiated by the City or by private resident petition.

7.1 Land Use

The first Independence Comprehensive Plan, written and adopted in 1972, designated one unit per five-acre rural residential interspersed with agriculture land uses across the entire City. The City revised the Plan in 1980, designating 3,520 acres for rural residential at one unit per five acres and 10,250 acres for Agriculture at one unit per 40 acres, for an overall density of one unit per 14 acres. With the 2020 (adopted in 2000) plan the rural residential area at one unit per five acres was expanded to about 6,400 acres to achieve an overall projected density of one unit per 11 acres. This area was increased in the 2030 (adopted in 2010) by 750 gross acres. No material expansion of this area is proposed in the 2040 plan. As a result, the City anticipates that it will maintain an overall density of 1 unit per 10 acres through 2040.

This Plan projects a population of approximately 4,290 by 2040. This increase in population can be projected to represent an increase of approximately 400 new residential units over the next 20 years (20 new residential units per on average). The majority of this increase will come as a result of the development of the newly created sewer residential land use area. The compact footprint of the sewer residential development areas will allow the remainder of the City to remain highly undeveloped and rural in character. In addition, the development of land directly adjacent to similar development in Maple Plain will establish a compatible transition between land uses.

Regulation of the comprehensive plan will occur through continued enforcement of City Ordinances and Policies. Planning activities will include maintenance of the data bases; thorough review, direction and innovation relating to development proposals, including petitions for modifications of the Land Use Guide Plan; submittal of proposed amendments to the Land Use Guide plan to the Metropolitan Council pursuant to adopted amendment regulations; and the coordination with other municipal and metropolitan agencies.

This process will: allow flexibility in determining the most feasible and viable areas for proposed growth; provide thoughtful guidance for new development; and establish an effective means of control over the municipal and metropolitan systems.

7.2 Official Controls

Implementation of the Land Use Guide Plan will be accomplished through the City's development regulations, primarily the zoning and subdivision ordinances. The current City Code will be analyzed for modifications or revisions. The City should consider instituting changes to the zoning map to insure consistency with the adopted Land Use Plan. Specific areas may be considered for further revision.

A copy of the City's current zoning map is included. This includes the following zoning districts:

Rural Residential - The Rural Residential District is established for the purpose of providing for residential development affording enjoyment of the rural life style. Allowed uses include single family dwellings, commercial agriculture, public recreation, horticulture, forestry, and some accessory uses.

Commercial/Light Industrial – The Commercial-Light Industrial District is established for the restricted purpose of providing for commercial-light industrial development compatible with the rural character of the city. Allowed uses include farm equipment sales, retail sales, commercial recreation, device or office uses, storage and warehousing, wholesale businesses, building materials sales and storage, contractors offices, adult establishments, and similar and accessory uses.

Agricultural – The agricultural district is established for the purpose of promoting continued farming of agricultural lands. Allowed uses include agriculture and horticulture, feedlots and poultry facilities, farm drainage and irrigation systems, forestry, public recreation, single family dwellings, and some accessory uses.

Agricultural Preserve – This district designates agricultural lands that have been designated under state statute and restricted to allow the property to remain in agricultural use.

New zoning districts will need to be created to implement the following new or updated land use designations identified in this plan:

Urban Residential – The City has adopted zoning regulations relating to urban residential development. The City has updated the prescribed density and location of this zoning area in the 2040 plan. As a result, the City will need to update the zoning ordinance to accommodate the proposed urban residential development. Consideration will need to be given to the intent of the zoning district and the types of standards that will help the City achieve its vision for this land use category.

Sewered Residential – The City will need to develop new zoning regulations and development standards pertaining to the sewered residential land use category. The City has not historically considered development of this nature and will need to thoughtfully create standards that will allow for this area to be developed in a manner that is complimentary to the rural character of the community while also establishing a supportable transition between the existing and proposed properties. Consideration will need to be given to the intent of the zoning district and the types of standards that will help the City achieve its vision for this land use category.

Timeline

The City will be working on the preparation, adoption, and administration of their official controls once the Comprehensive Plan has been approved and shall implement them no later than nine (9) months after the date of approval.

7.3 Capital Planning

In order to achieve objectives of the Guide Plan, planning efforts involving expenditure of public funds needs to be projected a number of years in advance. These capital expenses may include land acquisition, street construction, park development, maintenance equipment and so on. The City's Capital Improvements Program (CIP) is intended to outline capital expenditures the City will make over the next five-year period. This program sets forth the schedule, timing, and detail of specific improvements by year along with estimated costs and financial resources. The CIP is ongoing and reviewed annually. This program, when adopted by the City Council, is made a part of the public record.

The City annually adopts a Capital Improvement Plan which projects expenditures for the next 10 years.

10-Year Capital Improvement Plan

ENGINEER'S ESTIMATE

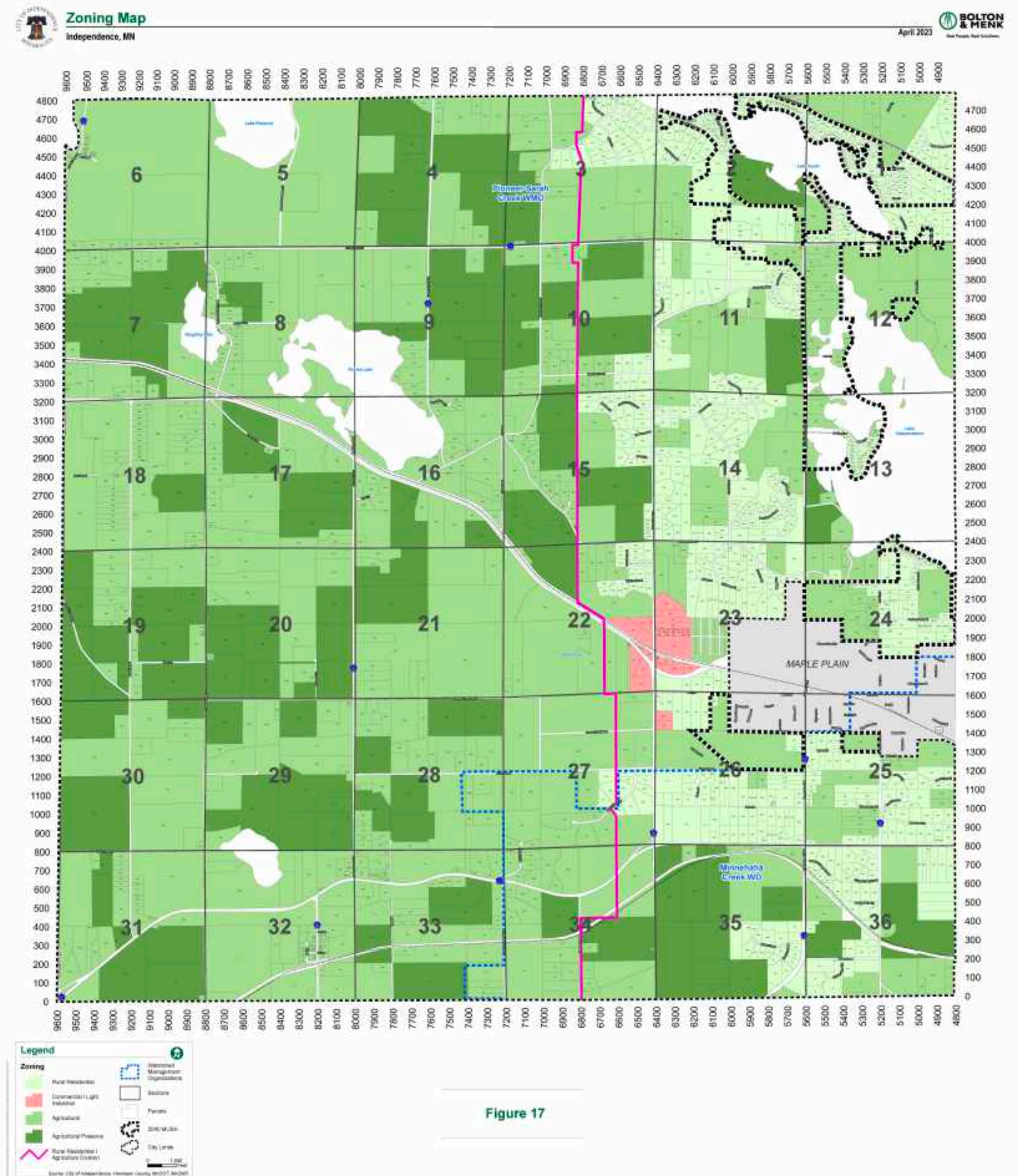
SUMMARY
CITY OF INDEPENDENCE, MN
BMI PROJECT NO. C16.118172



Year Constructed	Action	Location	ESTIMATED CONSTRUCTION COST
2020	DRAINTILE	COPELAND RD SOUTH	\$108,721.00
2021	DRAINTILE	COPELAND RD NORTH	\$114,744.00
2022	CHIP SEAL	WOODHILL DR./WINDMILL DR./BELL ROSE DR./SUNSET DR./ FERN DR./TOWNLINE RD./ MARSH POINT RD	\$72,190.00
2023	DRAINTILE	PIONEER CREEK RD NORTH	\$92,204.00
2024	DRAINTILE	LAKE SARAH RD NORTH	\$98,440.00
2025	CHIP SEAL	LAKE SARAH DR. SHADY BEACH CIR/DYLAN LN/RACHEL RIDGE CT. GENEKER WAY	\$96,490.00
2026	DRAINTILE	LAKE SARAH RD SOUTH	\$124,800.00
2027	DRAINTILE	NELSON RD NORTH	\$124,620.00
2028	CHIP SEAL	WOODHILL LN./BECKER RD./FRANKLIN HILLS RD/MCKOWN CT/MEADOW RIDGE/OLSTAD DR	\$98,850.00
2029	DRAINTILE	NELSON RD SOUTH	\$117,150.00
2030	DRAINTILE	GAME FARM RD N	\$117,340.00
2031	CHIP SEAL	PAGENKOPF RD./HERITAGE PL./MCKOWN LN./BUDD ST./PERKINSVILLE RD.	\$111,790.00
2032	DRAINTILE	TURNER RD, QUAS CUTOFF RD	\$92,208.00
2033	CHIP SEAL	STEPHANIE WAY/SETTLERS CT./MCALLISTER DR./BROODMOOR DR./ANDERSON ESTATES RD./LAKESHORE DR./MARSH RIDGE CIR.	\$107,120.00

TOTAL ESTIMATED CONSTRUCTION COSTS: \$1,476,667.00

Figure 17: Current Zoning





July 13, 2023

Mark Kaltsas, City Administrator/City Planner
City of Independence
1985 County Road 90
Independence, MN 55359

RE: **City of Independence 2040 Comprehensive Plan - Notice of Council Action**
Metropolitan Council Review File No. 22711-1
Metropolitan Council District 1

Dear Mark Kaltsas:

The Metropolitan Council reviewed the City of Independence Comprehensive Plan (Plan) at its meeting on July 12, 2023. The Council based its review on the staff's report and analysis (attached).

The Council found that the City's 2040 Plan meets all Metropolitan Land Planning Act requirements; conforms to the regional system plans including transportation, aviation, water resources management, and parks; is consistent with *Thrive MSP 2040*; and is compatible with the plans of adjacent jurisdictions. In addition to the Advisory Comments and Review Record, the Council adopted the following recommendations.

Recommendations of the Community Development Committee

1. Authorize the City of Independence to place its 2040 Comprehensive Plan into effect.
2. Revise the City's sewer household forecasts as shown in Table 2 of the Review Record.
3. Revise the City's affordable housing need allocation for 2021-2030 to 54 units.
4. Revise the Community Designation mapping to show Emerging Suburban Edge residential land uses near Maple Plain as shown in Figure 3 of the attached Review Record.
5. The City needs to provide the date that the Pioneer Sarah Creek Watershed Management Commission approved the Local Water Management Plan.
6. Advise the City:
 - a. To implement the advisory comments in the Review Record for forecasts, land use, housing, and water supply.
 - b. That all supplemental information provided during the review process for completeness needs to be included in the City's Final Plan submittal. The Final Plan must be submitted and determined consistent with the information provided during the review process prior to Council's review of any comprehensive plan amendments.

Recommendations of the Environment Committee

1. Approve the City of Independence Comprehensive Sewer Plan.
2. Advise the City to implement the advisory comments in the Review Record for wastewater:
 - a. The Plan identifies the need for a future improvement to serve new development areas south of Maple Plain via L63. This improvement would be a regional interceptor connecting to L63 and extending to a yet to be determined location. Some of the areas to

be served through this future improvement are timed within the 2020-2030 staging plan. For this interceptor to be built to accommodate the projected development needs, coordination between the Council and the City for the interceptor will need to occur so that it can be planned, designed, and constructed. This may require the need for the City and Council to enter into a cooperative construction agreement whereby the Council reimburses it for the associated regional costs.

- b. The Plan offers a “Preferred Population, Household and Employment Forecasts” that reflects greater household forecasts than those in Table 26 which reflects those which are the basis of the Council’s approval. The City should be aware, however, that prior to the Council providing service beyond those forecasts listed in Table 26, the City would first need to amend their Plan revising the sewerage forecast and submit that amendment to the Council for authorization. Requests for increased forecasted growth may or may not be granted, consistent with the Council’s policies.
- c. Advise the City to implement the remaining advisory comments in the Review Record for wastewater.

Please consult the attached staff report for important information about the City’s next steps. Of particular importance are the Council’s actions, listed on page 1, general Advisory Comments listed on page 3, and the specific comments for technical review areas, which are found in the body of the report. The final copy of the Plan needs to include all supplemental information/changes made during the review.

Congratulations on completing this important project. It was a pleasure to work with the City throughout the review process.

Sincerely,

A handwritten signature in black ink that reads "Michael D. Larson for". The signature is written in a cursive, flowing style.

Angela R. Torres, AICP, Senior Manager
Local Planning Assistance

Attachment

cc: Tod Sherman, Development Reviews Coordinator, MnDOT Metro Division
 Judy Johnson, Metropolitan Council, District 1
 Emma de Villa, Principal Engineer
 Freya Thamman, Sector Representative/Principal Reviewer
 Reviews Coordinator

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Committee Report

Community Development Committee



Committee Meeting Date: June 20, 2023

For the Metropolitan Council: July 12, 2023

Environment Committee Date: June 27, 2023

Business Item: 2023-139

City of Independence 2040 Comprehensive Plan and Comprehensive Sewer Plan, Review File 22711 -1

Proposed Action

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

Recommendations of the Community Development Committee

1. Authorize the City of Independence to place its 2040 Comprehensive Plan into effect.
2. Revise the City's sewer household forecasts as shown in Table 2 of the Review Record.
3. Revise the City's affordable housing need allocation for 2021-2030 to 54 units.
4. Revise the Community Designation mapping to show Emerging Suburban Edge residential land uses near Maple Plain as shown in Figure 3 of the attached Review Record.
5. The City needs to provide the date that the Pioneer Sarah Creek Watershed Management Commission approved the Local Water Management Plan.
6. Advise the City:
 - a. To implement the advisory comments in the Review Record for forecasts, land use, housing, and water supply.
 - b. That all supplemental information provided during the review process for completeness needs to be included in the City's Final Plan submittal. The Final Plan must be submitted and determined consistent with the information provided during the review process prior to Council's review of any comprehensive plan amendments.

Recommendations of the Environment Committee

1. Approve the City of Independence Comprehensive Sewer Plan.
2. Advise the City to implement the advisory comments in the Review Record for wastewater:
 - a. The Plan identifies the need for a future improvement to serve new development areas south of Maple Plain via L63. This improvement would be a regional interceptor connecting to L63 and extending to a yet to be determined location. Some of the areas to be served through this future improvement are timed within the 2020-2030 staging plan. For this interceptor to be built to accommodate the projected development needs, coordination between the Council and the City for the interceptor will need to occur so that it can be planned, designed, and constructed. This may require the need for the City and Council to enter into a cooperative construction agreement whereby the Council reimburses it for the associated regional costs.
 - b. The Plan offers a "Preferred Population, Household and Employment Forecasts" that reflects greater household forecasts than those in Table 26 which reflects those which are the basis of the Council's approval. The City should be aware, however, that prior to the Council providing service beyond those forecasts listed in Table 26, the City would first need to amend their Plan revising the sewer forecast and submit that amendment to the Council for authorization. Requests for increased forecasted growth may or may not be granted, consistent with the Council's policies.

- c. Advise the City to implement the remaining advisory comments in the Review Record for wastewater.

Summary of Community Development Committee Discussion/Questions

Planning Analyst, Freya Thamman, presented the staff's report to the Committee. Council Member Johnson indicated her appreciation of the City of Independence's work on their 2040 Plan. The Community Development Committee unanimously recommended approval of the proposed actions at its meeting on June 20, 2023.

Summary of Environment Committee Discussion/Questions

Motion made by Council Member Morales and seconded by Council Member Wulff. The Environment Committee approved the proposed actions at its meeting on June 27, 2023.



Business Item

Community Development Committee



Committee Meeting Date: June 20, 2023

For the Metropolitan Council: July 12, 2023

Environment Committee Date: June 27, 2023

Business Item: 2023-139

City of Independence 2040 Comprehensive Plan and Comprehensive Sewer Plan, Review File 22711 -1

District(s), Member(s):	District 1, Judy Johnson
Policy/Legal Reference:	Metropolitan Land Planning Act (Minn. Stat. § 473.175), Minn. Stat. § 473.513
Staff Prepared/Presented:	Freya Thamman, Planning Analyst (651-602-1750) Angela R. Torres, Local Planning Assistance Manager (651-602-1566) Kyle Colvin, Wastewater Planning and Community Programs Manager (651-602-1151)
Division/Department:	Community Development / Regional Planning Environmental Services / Technical Services

Proposed Action

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

Recommendations of the Community Development Committee

1. Authorize the City of Independence to place its 2040 Comprehensive Plan into effect.
2. Revise the City's sewer household forecasts as shown in Table 2 of the Review Record.
3. Revise the City's affordable housing need allocation for 2021-2030 to 54 units.
4. Revise the Community Designation mapping to show Emerging Suburban Edge residential land uses near Maple Plain as shown in Figure 3 of the attached Review Record.
5. The City needs to provide the date that the Pioneer Sarah Creek Watershed Management Commission approved the Local Water Management Plan.
6. Advise the City:
 - a. To implement the advisory comments in the Review Record for forecasts, land use, housing, and water supply.
 - b. That all supplemental information provided during the review process for completeness needs to be included in the City's Final Plan submittal. The Final Plan must be submitted and determined consistent with the information provided during the review process prior to Council's review of any comprehensive plan amendments.

Recommendations of the Environment Committee

1. Approve the City of Independence Comprehensive Sewer Plan.
2. Advise the City to implement the advisory comments in the Review Record for wastewater:
 - a. The Plan identifies the need for a future improvement to serve new development areas south of Maple Plain via L63. This improvement would be a regional interceptor

connecting to L63 and extending to a yet to be determined location. Some of the areas to be served through this future improvement are timed within the 2020-2030 staging plan. For this interceptor to be built to accommodate the projected development needs, coordination between the Council and the City for the interceptor will need to occur so that it can be planned, designed, and constructed. This may require the need for the City and Council to enter into a cooperative construction agreement whereby the Council reimburses it for the associated regional costs.

- b. The Plan offers a “Preferred Population, Household and Employment Forecasts” that reflects greater household forecasts than those in Table 26 which reflects those which are the basis of the Council’s approval. The City should be aware, however, that prior to the Council providing service beyond those forecasts listed in Table 26, the City would first need to amend their Plan revising the sewered forecast and submit that amendment to the Council for authorization. Requests for increased forecasted growth may or may not be granted, consistent with the Council’s policies.
- c. Advise the City to implement the remaining advisory comments in the Review Record for wastewater.



Advisory Comments

The following Advisory Comments are part of the Council action authorizing the City 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. § 473.864, subd. 1)
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 Independence is in the western part of Hennepin County. Minnetrista is to the south of Independence, Orono and Medina to the east, and Greenfield to the north. Delano and Franklin Township are west of Independence, in Wright County. The City of Maple Plain is surrounded on three sides by Independence (Figure 1).

The City of Independence 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, with proposed change	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

None.

Known Support / Opposition

There is no known opposition.



REVIEW RECORD

City of Independence 2040 Comprehensive Plan

Review File No. 22711-1, Business Item No. 2023-139 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. Three Rivers Park District is the Park implementing agency for the Regional Parks System components in Independence, for which the Plan accurately describes the Regional Parks System components.

Regional Parks, Park Reserves, or Special Recreation Features located within the City include Lake Sarah Regional Park and Lake Rebecca Park Reserve (Figure 1). Regional Trails located within the City include the Baker-Carver Regional Trail (previously known as the Minnetrista Regional Trail and Minnetrista Extension Regional Trail Search Corridor) and the Lake Sarah Regional Trail Search Corridor. The City also appropriately acknowledges State lands within the community, including the Luce Line State Trail and Robina Lake Wildlife Management Area (Minnesota Department of Natural Resources).

Regional Transportation, Transit, and Aviation

Reviewer: Joseph Widing, Metropolitan Transportation Services (MTS) (651-602-1822)

The Plan conforms to the *2040 Transportation Policy Plan (TPP)* adopted in 2015 and amended in 2021. It accurately reflects transportation system components of the TPP. It 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 Roadways system element of the TPP. The Plan accurately reflects that there is one principal arterial (US-12) within the City's boundaries. The Plan also accurately reflects the regional functional classification map of A-minor arterials.

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 was done consistent with regional methodology. The Plan also includes guidelines on how access will be managed for Principal and A-minor arterials.

Transit

The Plan conforms to the Transit element of the TPP. The Plan 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 community roles related to its Community Designations.

Aviation

The Plan conforms to the Aviation system element of the TPP. There is no airport in the regional aviation system located near Independence. The Plan notes bodies of water which are permitted

for seaplane operations and a private grass runway airport is located within City limits. 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 identifies existing or planned regional trails and acknowledges the Regional Bicycle Transportation Network (RBTN). There are no RBTN corridors/alignments within the City boundaries.

Freight

The Plan is consistent with Freight policies of the TPP. The Plan identifies the two railroads (CP and BNSF) and US-12 as the primary freight movement routes. No regional freight issues were identified in Independence.

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 can accommodate the TAZ forecasted allocations in the Plan, and at densities consistent with the City's Community Designations and applicable TPP policies.

Water Resources

Wastewater Services

Reviewer: Kyle Colvin, Environmental Services (ES) – Wastewater Planning and Community Programs (651-602-1151)

The Plan conforms to the 2040 Water Resources Policy Plan (WRPP). It 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 accepted forecasts for population, households, and employment.

Current wastewater treatment services are provided to the City by the Metropolitan Council Environmental Services (MCES). Wastewater generated within the city is conveyed to and treated at the Metropolitan Council's Blue Lake Wastewater Treatment Plant located in Shakopee. The City is provided direct wastewater conveyance service through an inter-community agreement with the City of Medina. Ultimately, the City is served through MCES lift station L63 and interceptor 8352. The Plan reflects that the City will have 567 sewer households and 200 sewer employees by 2040. The Metropolitan Disposal System with its scheduled improvements has or will have adequate capacity to serve the City's growth forecasts.

The Plan provides sanitary flow projections in 10-year increments. The rationale for the average day flow projections was provided in the Plan and appears to be appropriate for planning local service needs. The Metropolitan Council is committing to providing the level of wastewater service based on the sewer forecasts as stated in Table 26 "Population, Household and Employment Forecasts" of the Plan. The Plan also offers a "Preferred Population, Household and Employment Forecasts" in Table 26-A that reflects greater household forecasts than those in Table 26. However, prior to the Council providing service beyond those forecasts listed in Table 26, the City would first need to amend their Plan revising the sewer forecast and receive Council authorization for any forecast changes.

The Land Use Plan reflects an overall minimum residential sewer density that is consistent with Council policy for future sewer residential growth for Emerging Suburban Edge communities.

The Plan defines the community's policies, and strategies for preventing and reducing excessive inflow and infiltration (I/I) in the local municipal (City), and private property sanitary sewer collection systems. The Plan states that the City performed internal home inspections for cross connections of floor drains and sump pump connections to the sanitary sewer system at the time the sewer system was built in 1985 and 1995. The Plan also states that the City continues to correct many system sources of I/I through maintenance structure adjustments, and system repair. The City has recently purchased a pipeline televising camera to perform system inspections to identify and

mitigate I/I sources. The Plan also states that the City invests about \$9,000 annually for sanitary sewer inspections and I/I monitoring. The Plan states that the City is currently developing a more formal Capital Improvement Plan.

The Plan describes the requirements and standards for minimizing I/I and references Section 710.15, Subd 2, of the City's Code that prohibits the discharge either directly or indirectly of any stormwater, groundwater, roof runoff, subsurface drainage, waste from on-site disposal systems, unpolluted cooling or processing water to any sanitary sewer except as permitted by the City. Neither the Plan nor the Ordinance stated that the City would require the disconnection of prohibited discharges upon discovery.

The Plan describes the sources, extent, and significance of existing I/I within the entire wastewater collection system. The Plan states that the City's entire sanitary sewer system was built after 1985 and that at the time of its construction all private services were replaced. The City's collection system includes a network of 33 individual lift stations comprised of individual property lifts and municipal facilities serving larger areas of the city. Using runtime data, an analysis was performed and determined that I/I within the city can range anywhere between 8% and 90%. Due to the nature of how the municipal wastewater collection system is configured, there are no flow metering facilities where I/I can be better quantified.

Comprehensive Sewer Element Comments

The Sewer Element of the Plan has been reviewed against the requirements for Comprehensive Sewer Plans for Emerging Suburban Edge, Diversified Rural, and Agricultural communities. It was found to be complete and consistent with Council policies. Upon adoption of the Plan by the City, the action of the Council to approve the 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 Sewer Plan. A copy of the City Council Resolution adopting its Plan needs to be submitted to the Metropolitan Council for its records.

Advisory Comments

- The Plan identifies the need for a future improvement to serve new development areas south of Maple Plain via L63. This improvement would be a regional interceptor connecting to L63 and extending to a yet to be determined location near the City boundary limits at Willow Street and County Road 19 North. Some of the areas to be served through this future improvement are timed within the 2020-2030 staging plan (Figure 6). For this interceptor to be built to accommodate the projected development needs, coordination between the Council and the City will need to occur so that it can be planned, designed, and constructed. This may require the need for the City and Council to enter into a cooperative construction agreement whereby the City builds the facility, and the Council reimburses it for the associated regional costs.
- The Plan offers a "Preferred Population, Household and Employment Forecasts" in Table 26-A that reflects greater household forecasts than those in Table 26 which reflects those which are the basis of the Council's approval. However, prior to the Council providing service beyond those forecasts listed in Table 26, the City would first need to amend their Plan revising the sewered forecast.
- The Plan identifies an "Urban Commercial" area located adjacent to the City of Delano, and states that the preferred alternative for wastewater service would be to enter into a joint powers service agreement whereby services would be provided by Delano. If an agreement is entered into with Delano, the City of Independence will need to submit that agreement as an amendment to their comprehensive sewer plan.
- Local ordinance 71515 prohibits connections of sump pumps and foundation drains to the sanitary sewer system; however, it doesn't appear to require their disconnection if discovered. The Council recommends that the City revise its ordinance to require the disconnection of these prohibited discharges upon discovery.

Surface Water Management

Reviewer: Maureen Hoffman, ES – Water Resources (651-602-8026)

The Plan is consistent with Council policy requirements and in conformance with the WRPP for local surface water management. The City lies within the oversight boundaries of the Pioneer

Sarah Creek Watershed Management Commission and the Minnehaha Creek Watershed District. The City submitted a draft Local Water Management Plan (LWMP) update in 2019. Metropolitan Council Water Resources staff reviewed and commented on the draft LWMP to the City and Watershed Management Organizations on March 20, 2019. The LWMP was approved by the Minnehaha Creek Watershed District on October 10, 2019. The Plan includes the LWMP in Appendix A.

Advisory Comments

The City needs to provide the date that the Pioneer Sarah Creek Watershed Management Commission approved 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: Todd Graham, CD – Research (651-602-1322)

The Plan, with supplemental information received May 2023, includes Metropolitan Council's system statement forecast (Plan Tables 3 and 9). For reference, the forecast remains:

Table 1. Metropolitan Council City of Independence Forecasts

	Census 2020	System Statement Forecasts		
		2020	2030	2040
Population	3,755	3,830	4,040	4,290
Households	1,288	1,400	1,560	1,700
Employment	697	680	740	770

The City comments that “the projected forecast for 2040... reduced the approved 2030 Comprehensive Plan forecast from 593 to 300 [sic] households [growth] which represents an approximate 50% decrease in projected growth.” (page 3.19) Council staff find that development of Independence has lagged previous expectations. Council staff have recommended that 2020 forecast (only the 2020 numbers) be aligned with 2020 Census counts.

The City has included a sewer-serviced forecast (Plan Table 26) with minor adjustments to Metropolitan Council's System Statement forecast. The City-requested revisions are highlighted below:

Table 2. City of Independence Sewer-Serviced Forecasts (Blue Lake WWTP)

	System Statement Forecasts			City Requested Forecasts		
	2020	2020	2030	2020	2030	2040
Population	570	1,020	1,080	<u>693</u>	<u>1,083</u>	<u>1,356</u>
Households	210	390	430	<u>238</u>	<u>358</u>	<u>488</u>
Employment	180	190	200	180	190	200

With the revision of the sewer-serviced forecast, the 2021-2030 Affordable Housing Need for Independence is reduced to: 28 units at ≤30% AMI, 21 units at 31-50% AMI; 5 units at 51-80% AMI; 54 affordable units total. Metropolitan Council will require that the City's Final Plan reflect this recalculated Affordable Housing Need in Table 12.

Metropolitan Council will revise the sewer-serviced forecast and Affordable Housing Need calculation with authorization of the Plan.

Metropolitan Council requires 2020, 2030, and 2040 forecasts assigned to transportation analysis zones (TAZs), or portions of TAZs within the City boundaries. In supplemental information received May 22, 2023, the City Planner has provided an Excel worksheet. Metropolitan Council will require that the Final Plan's transportation chapter include this as a table.

Advisory Comments

The re-calculated Affordable Housing Need, TAZ table, as well as all other items of supplemental information from the review process, must be included in the City's Final Plan.

Thrive MSP 2040 and Land Use

Reviewer: Freya Thamman, CD – Local Planning Assistance (651-602-1750)

The Plan is consistent with *Thrive MSP 2040 (Thrive)* and its land use policies. The Plan acknowledges the three Thrive community designations in the City. The western two-thirds of the City is designated as Agricultural, the eastern third as Diversified Rural, and areas near Maple Plain are designated as Emerging Suburban Edge (Figure 2).

Most of the city is currently agricultural or undeveloped (approximately 71%) with some single-family/low density residential (11%) areas, see Figure 4. The City has an abundance of natural resources including parks (7%) and lakes/water bodies (7%). Independence surrounds the City of Maple Plain on three sides, and Maple Plain acts as a local downtown for residents. The City's vision includes retaining its rural character and preserving its agricultural lands and natural environment. The City's Plan indicates that newly sewered areas, which are primarily adjacent to Maple Plain, are strategically guided to maintain a compact footprint.

In general, the western two-thirds of Independence is guided agricultural at one unit per 40 acres on the future land use map and the eastern third rural residential at one unit per five acres, which is reflective of the City's past comprehensive plans. The City's 2040 Plan is similar to previously authorized plans for the agricultural and rural residential areas, as well as having small areas of regionally sewered residential development planned near Maple Plain. The City's 2030 Plan planned for regionally sewered residential north of Maple Plain. The 2040 Plan differs in that it has sewered residential land uses both north and south of Maple Plain, and includes a new area guided Lakeshore Estates, south of Lake Independence. These updates would change the City's community designation to Emerging Suburban Edge, as they are planned for regional wastewater services. The changes in the community designation are reflected in Figure 3.

Agricultural

The Plan is consistent with Thrive for land use policies for the Agricultural area. Agricultural areas have prime agricultural soils that are planned for long-term agricultural use. Agricultural areas are expected to limit residential development and maintain residential densities at no greater than one housing unit per 40 acres.

The Plan guides the western two-thirds of the city as Agricultural at one unit per 40 acres (Figure 5). The Plan states one rural view lot, in addition to an original homestead, may be created for each 40 acres. Rural view lots have been included in the City's previous comprehensive plans. Rural view lots must be between 2.5 and ten acres; able to accommodate two on-site waste disposal systems; and buildable land must be contiguous and not separated by streams, wetlands, or slopes in excess of 10%. As the Council updates its system plans, the Long-term Sewer Service Area (LTSSA) will be examined. If portions of the Agricultural area are included in the future LTSSA, the rural view lots in the agricultural area would not preclude future regional wastewater service. This part of the city includes an area guided urban commercial near the City's border with Delano. As discussed in the wastewater section, a future amendment to the City's Tier II would be required if wastewater service were to be provided through an agreement with the City of Delano.

Agricultural Preserves

The City's Plan indicates that local farming is an extremely valuable asset to the community. Most of the City is guided agricultural and planned for long-term agricultural use. The Plan identifies areas that are currently enrolled in the Metropolitan Agricultural Preserves Program on the future

land use map and limits density of rural development for parcels enrolled in the Program (Figure 4). 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. The Plan is consistent with statutory requirements for properties enrolled in the Program.

Diversified Rural

The City's Plan is generally consistent with Thrive policies for the areas within the Diversified Rural community designation. Diversified Rural areas are home to a variety of farm and non-farmland uses including large-lot residential, clustered housing, hobby farms and agricultural uses. Diversified Rural areas are expected to plan for growth not to exceed forecasts and in patterns that do not exceed 4 units per 40 acres. Diversified Rural communities are expected to manage land uses to prevent the premature demand for extension of urban services, and so that existing service levels will meet service needs.

The City's past comprehensive plans have guided the eastern part of the City as rural residential, at density of one unit per five acres. The City's 2040 Plan did not expand the area that is guided rural residential area. It remains the same as the City's 2030 Plan. The Plan indicates that the City's agricultural and rural residential areas together would have an overall density of one unit per 10 acres through 2040. The Plan states the rural residential area preserves its open, scenic, and natural ecological characteristics. The Plan discusses clustering of homes on no less than 2-1/2 acre lots, but with open space and scenic viewshed components. It also discusses the Council's flexible residential development tools to preserve land for post-2040 growth and in locations with natural resource areas. The Plan indicates that the City has sought funding to reduce on-site sanitary sewers near its lakes, developed cluster development subdivision standards to promote the preservation of open space, established large infiltration areas, and worked to reduce nutrient run-off into local water resources. The Plan indicates that lots with individual septic treatment systems that are not in compliance with current state and local requirements will be encouraged to connect to an approved community sewage treatment system and would be required to follow the Metropolitan Council's revised Metropolitan Urban Service Area (MUSA) Guidelines.

Emerging Suburban Edge

The City's Plan is consistent with Thrive policies for areas within the Emerging Suburban Edge community designation. Emerging Suburban Edge areas are in the early stages of transitioning into urbanized levels of development. These areas are expected to plan for overall net residential densities at least 3-5 units per acre for new development.

Residential land uses within the planning period include approximately 37 net acres of Lakeshore Estates, 124 net acres of Low Density Residential, 40 net acres of Medium Density Residential and 5 net acres of High Density Residential. These areas are generally adjacent to the City of Maple Plain. In addition, there are eleven existing rural residential lots that anticipate connecting to the regional wastewater system, which have been included in the City's density calculation. The Plan includes a development staging map (Figure 6) and indicates that development shall be in accordance with the location, phasing, and densities prescribed within this Plan for each land use type designated. The City has narrow ranges for minimum and maximum allowed densities and gaps between residential density ranges and is aware that this could result in the need for additional future comprehensive amendments. The Plan indicates that City will limit growth to the Metropolitan Council growth forecasts (as shown in the forecast section). If forecasts are exceeded, as reviewed through potential future land use changes and/or annual estimates, a comprehensive plan amendment would be required.

The Plan is consistent with Thrive for land use and residential density policies for areas within the revised Emerging Suburban Edge community designation. As shown in Table 3 below, the overall density of development during the planning period is 3.0 – 3.5 units per acre.

Table 3. Planned Residential Density, City of Independence

2023-2040 Change					
Category	Density		Net Acres		
	Min	Max		Min Units	Max Units
Lakeshore Estates	0.75	0.75	37	28	28
Low Density Residential	2.7	2.7	124	335	335
Medium Density Residential	3.5	3.8	40	140	152
High Density Residential	30	50	5	150	250
Existing Rural Residential*			18.4	11	11
	TOTALS		224.4	664	755
	Overall Density			3.0	3.5

* Supplemental information May 19, 2023.

Advisory Comments

- When parcels in the Agricultural Preserve Program expire, a comprehensive plan amendment will be required.
- The City's overall net residential density is at three units per acres, which is consistent with Council policy. However, any change that would reduce the overall net residential density would require land to be guided at a higher density to remain in conformance with regional system plans and Council policies, and a comprehensive plan amendment will be required.

Housing

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

The Plan is consistent with the *Housing Policy Plan* (HPP). As of 2016, the City has more than 1,350 homes all of which are single family homes. Approximately 50 homes are rented. More than 110 housing units are currently affordable to households earning under 80% of Area Median Income (AMI); however, nearly 400 households earning 80% of AMI or below are paying more than 30% of their income toward housing costs. There are about 220 units affordable to households with income at or below 30% AMI and more than 110 cost burdened households with incomes at or below 30% AMI.

The Plan identifies existing housing needs including maintenance and reinvestment in existing housing stock, affordable housing, and ensuring the availability of lifecycle housing. The City does not currently have any publicly subsidized housing.

The City's 2021-2030 affordable housing need allocation is 54 units; 28 of which are needed at prices affordable to households earning 30% of AMI or less, 21 of which are needed at prices affordable to households earning between 31 and 50% of AMI, and 5 of which are needed at prices affordable to households earning between 51 and 80% of AMI. As shown in Figure 7, the Plan guides sufficient land expected to develop in the 2021-2030 time period at a minimum of 30 units per acre with one land use to allow for development of at least 153 new housing units.

The housing implementation plan component of the Plan describes that the City will consider tax abatement, landlord education through partnerships, using HOME funds in partnership with Hennepin County, and planned unit developments (PUD) to support development and rehabilitation of affordable housing below 80% AMI. The Plan also indicates that the City is unlikely to consider tax increment financing, housing bonds, or Community Development Block Grant (CDBG) funds. The City states that they will keep their accessory dwelling unit ordinance in place and consider working with stakeholders to create a policy to incorporate the needs of aging households into development decisions.

Advisory Comments

As indicated in the forecast section of the staff report, the City's Final Plan needs to include the revised affordable housing need number.

Water Supply

Reviewer: John Clark, ES – Water Supply Planning (651-602-1803)

The Plan is consistent with 2040 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 relies primarily on private wells and does not own/operate a municipal community public water supply system. Therefore, no local water supply plan is required. However, the updated local comprehensive plan should, and does, include information about water sources, including plans to protect private water supplies, in appropriate sections of the Plan.

Advisory Comments

The City could consider additional policies or strategies that help to conserve and protect drinking water resources. The City's manure reduction policy is one such policy. Other policies and/or strategies to consider that help to protect and sustain water resources could involve installing smart irrigation controllers for any public properties, working with watershed districts and the Minnesota Department of Agriculture to encourage fertilizer reduction strategies and best management practices, and helping to educate residents and businesses around efficient water use, water contamination, and the Minnesota Department of Health wellhead protection recommendations for private wells.

Community and Subsurface Sewage Treatment Systems (SSTS)

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

The Plan is consistent with 2040 WRPP for Community and Subsurface Sewage Treatment Systems. The Plan indicates that there are approximately 1,162 residential SSTS within the city. There is also one Communal Subsurface Sewer Treatment system that provides service to a restaurant, an apartment, and one single family home. The Plan states that the City is responsible for the SSTS management program within the City and tracks all on-going maintenance, system information and notification activities. The Plan states that through these activities a compliance with Minnesota Pollution Control Agency Chapter 7080-7083 Rules can be determined.

Special Resource Protection

Solar Access Protection

Reviewer: Freya Thamman, CD – Local Planning Assistance (651-602-1750)

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. The City identifies minimum lot sizes, open space, yard setbacks, and maximum building heights to protect access to direct sunlight.

Aggregate Resource Protection

Reviewer: Freya Thamman, CD – Local Planning Assistance (651-602-1750)

The Plan is consistent with the *Minnesota Geological Survey Information Circular* for aggregate resources. There are no viable aggregate resources or ongoing mining operations within the city.

Historic Preservation

Reviewer: Freya Thamman, CD – Local Planning Assistance (651-602-1750)

The Plan addresses historic and cultural resources as required by the MLPA. The Plan includes an historic preservation section and considers establishing a local heritage preservation commission to advance preservation efforts for locally historically significant buildings or sites.

Plan Implementation

Reviewer: Freya Thamman, CD – Local Planning Assistance (651-602-1750)

The Plan includes a description of the zoning, subdivision, SSTS codes, and the housing

implementation program. The Plan describes official controls and fiscal devices the City will employ to implement the Plan and includes a capital improvement plan. Specific implementation strategies are contained in individual chapters of the Plan.

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

The 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.

As part of the City's 2040 Plan resubmittal on January 19, 2023, the City included a new residential land use category, Lakeshore Estates. The Lakeshore Estates area is located immediately adjacent to the City of Medina and wastewater to this area would be served through a Quad-City Agreement with Medina. Medina was notified of adjacent community review on January 27, 2023. The associated Quad City Agreement was approved for amendment by Medina on April 4, 2023.

Documents Submitted for Review

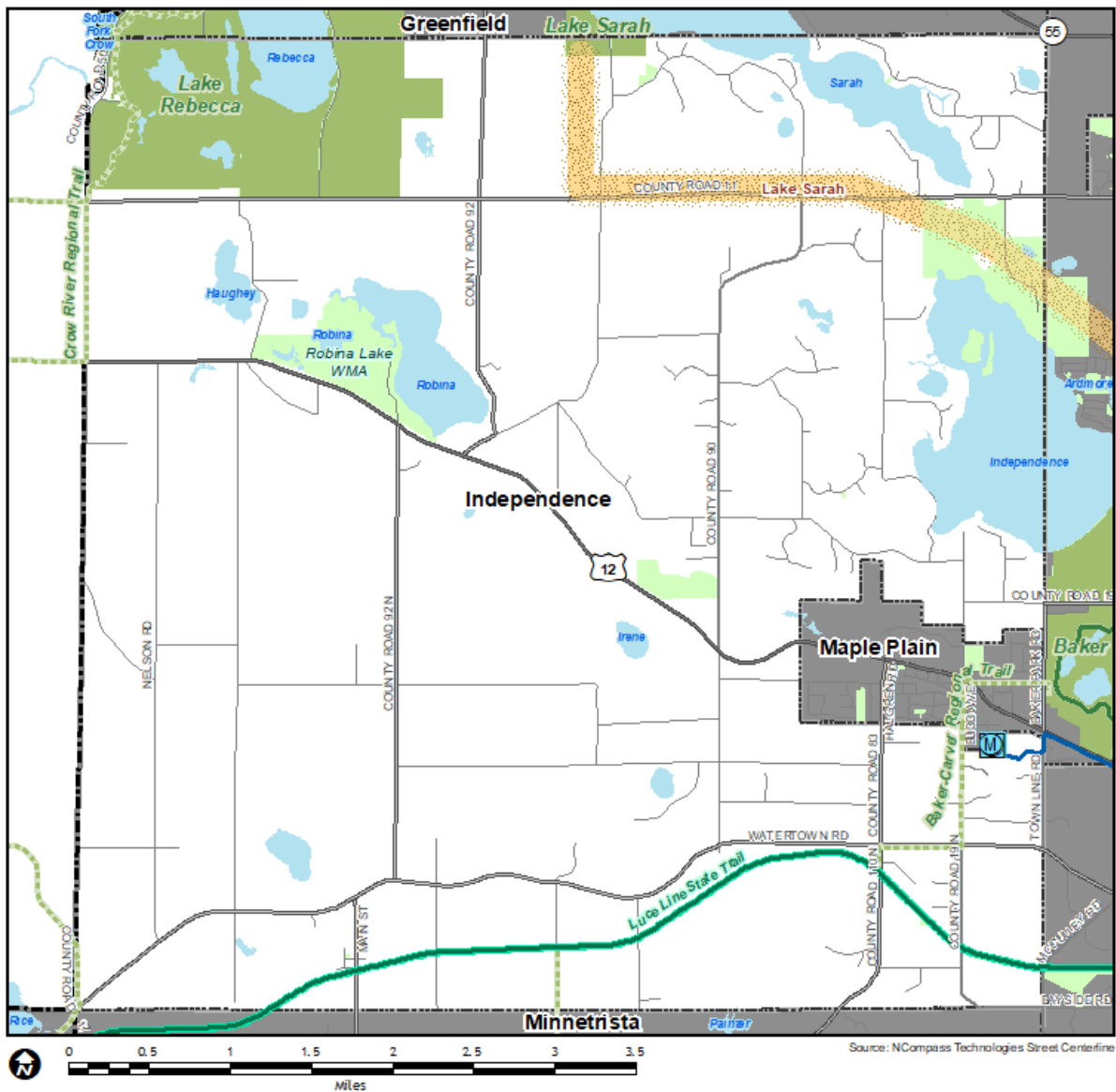
In response to the 2015 System Statement, the City submitted the following documents for review:

- December 14, 2021: Independence 2040 Comprehensive Plan
- January 19, 2022: Resubmittal of Independence 2040 Comprehensive Plan
- January 31, 2023: Resolution of Bridgevine Subdivision
- February 21, 2023: Land use maps, SSTS ordinance, updated wastewater tables
- March 14, 2023: Land use chapter
- April 3, 2023: GIS mapping updates
- April 7, 2023: Land use maps and I/I information
- April 24, 2023: Revised water resources chapter
- May 11, 2023: Updated submittal chapters and amended Quad-City agreement
- May 19, 2023: Wastewater section revisions and Figure 10 update
- May 24, 2023: Revised land use maps and TAZ information

Attachments

- Figure 1: Location Map with Regional Systems
- Figure 2: Thrive MSP 2040 Community Designations
- Figure 3: Revised Thrive MSP 2040 Community Designations
- Figure 4: Existing Land Use
- Figure 5: 2040 Planned Land Use
- Figure 6: Development Staging Map
- Figure 7: Land Guided for Affordable Housing

Figure 1. Location Map with Regional Systems



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

- Meters
- Lift Stations
- MCES Interceptors
- 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

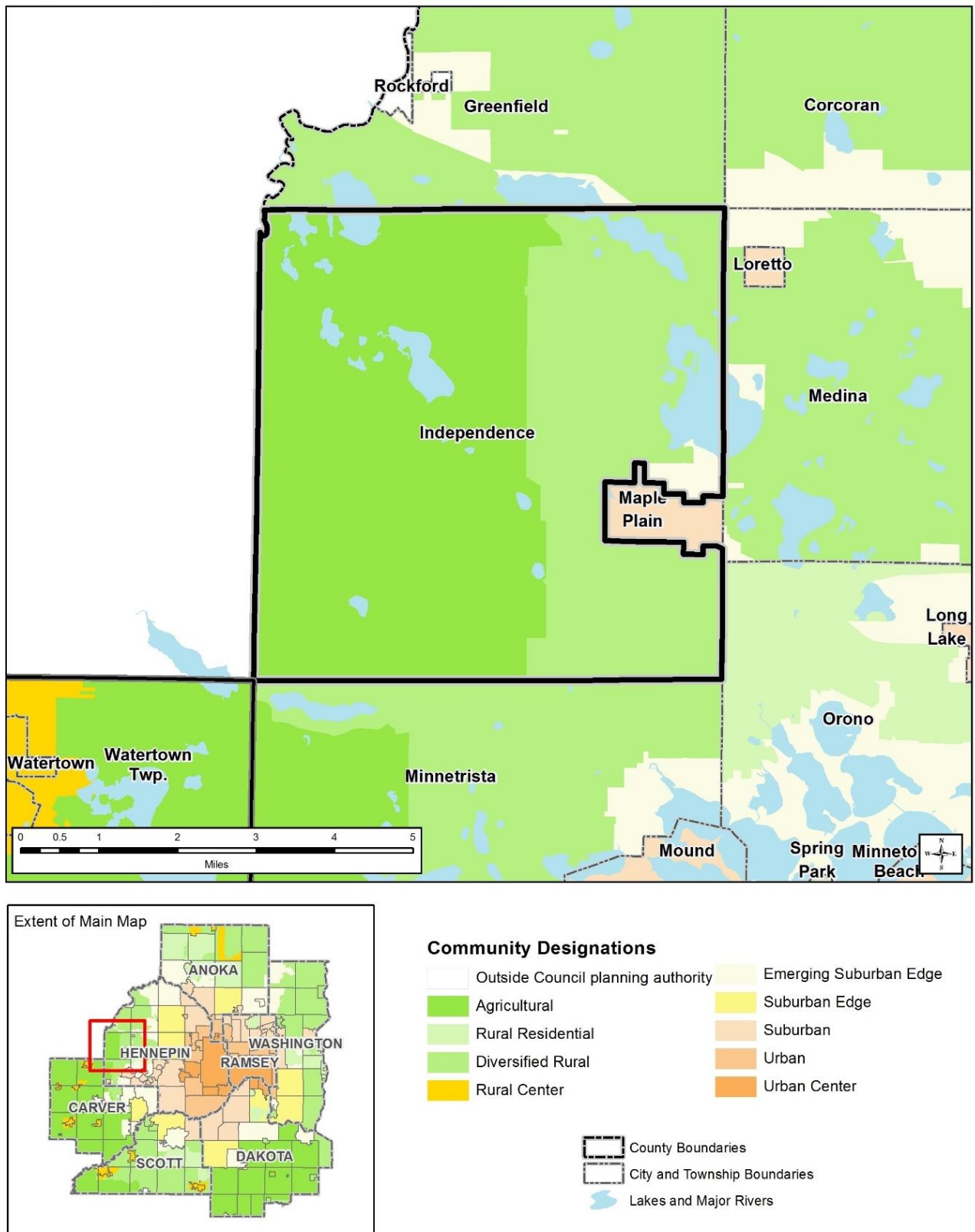
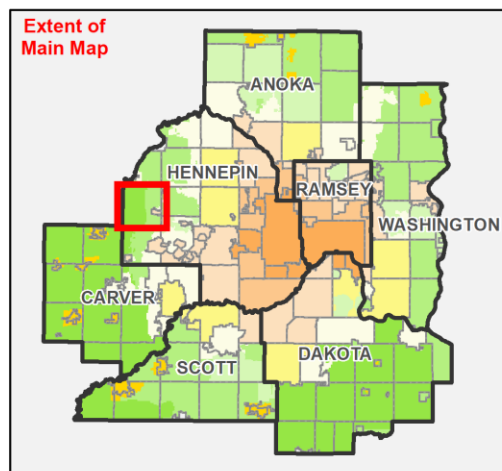
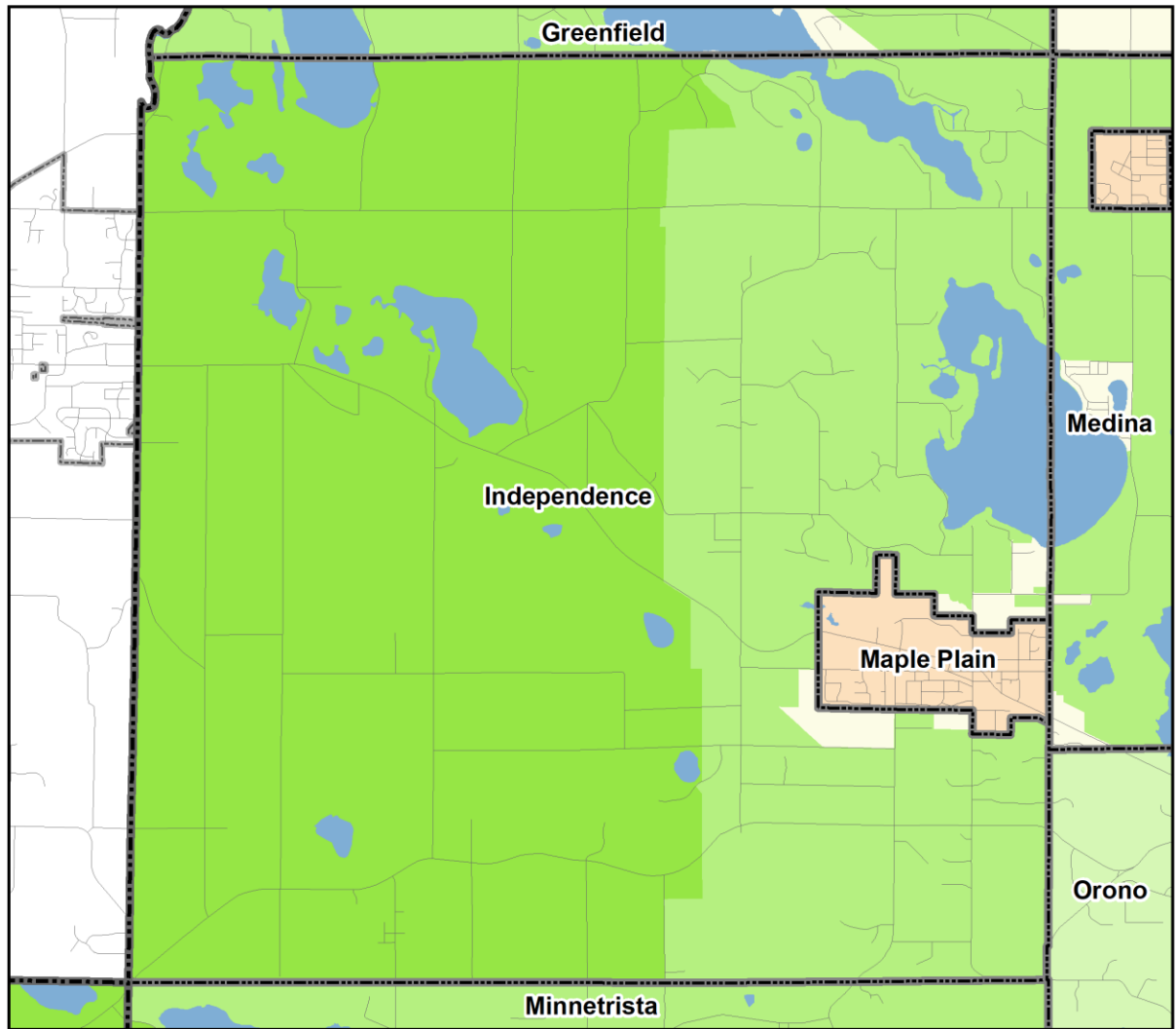


Figure 3. Revised Thrive MSP 2040 Community Designations



ThriveMSP 2040 Community Designations

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



Figure 4. Existing Land Use

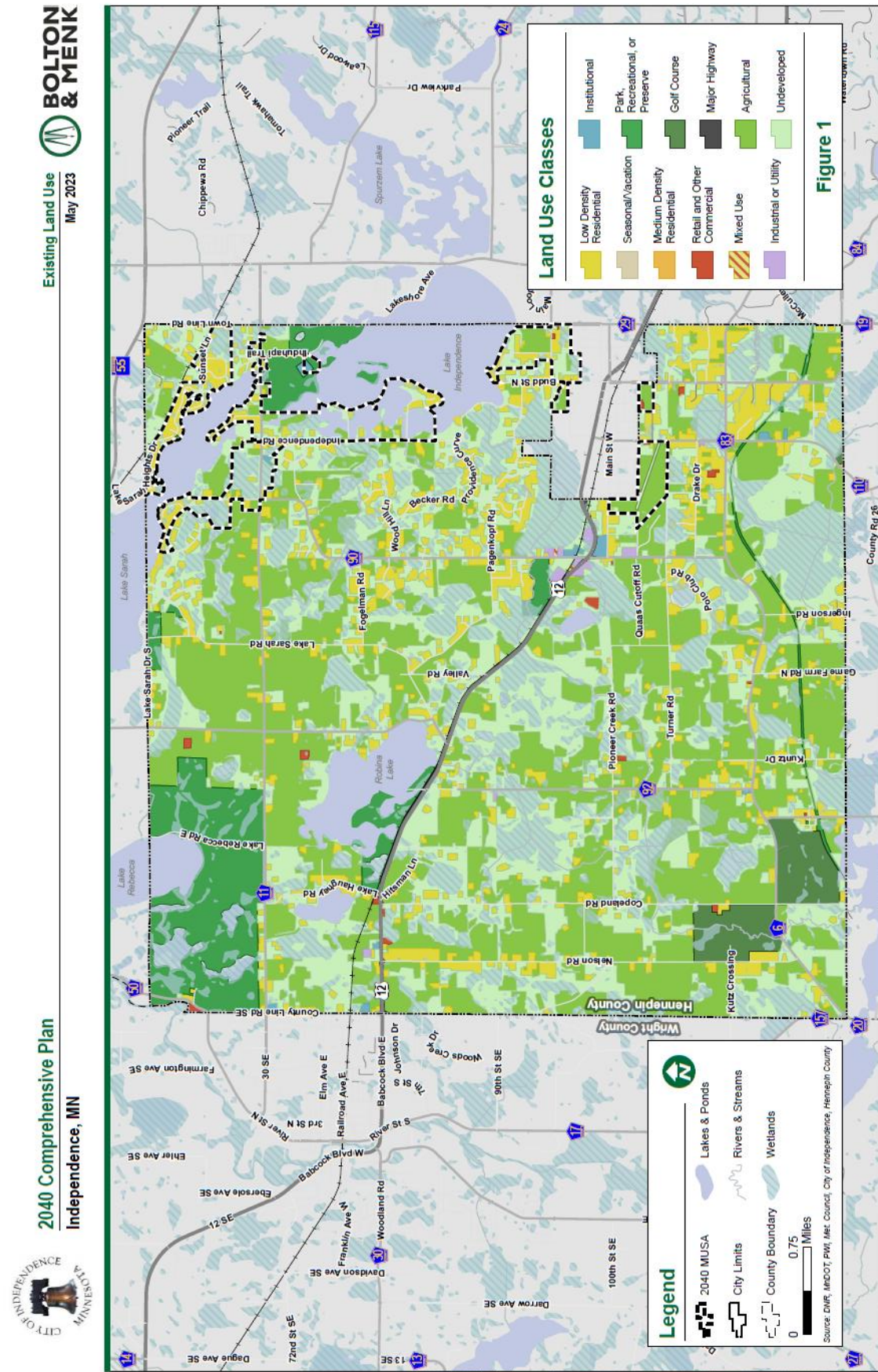


Figure 5. 2040 Planned Land Use

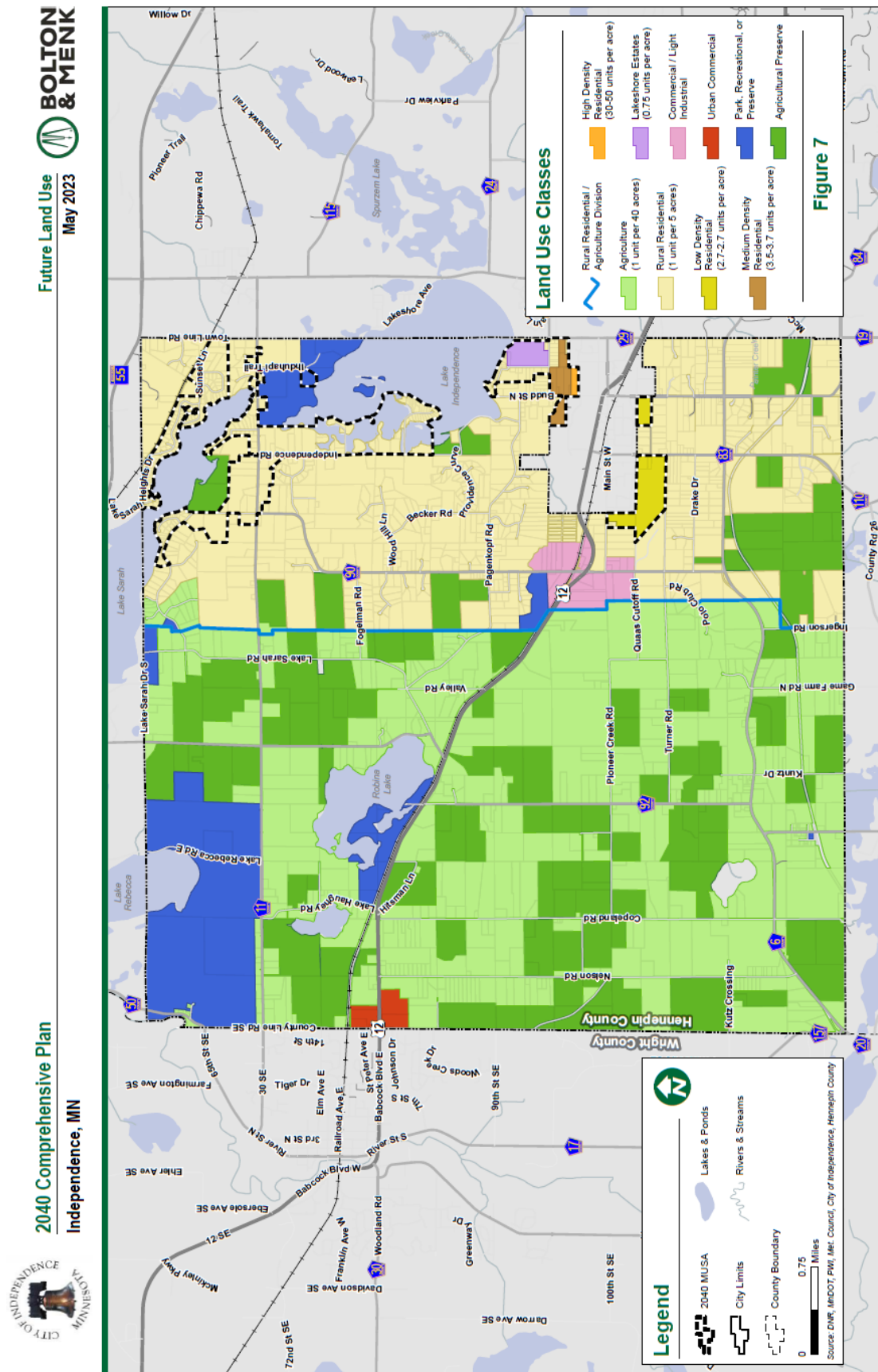


Figure 6. Development Staging Map

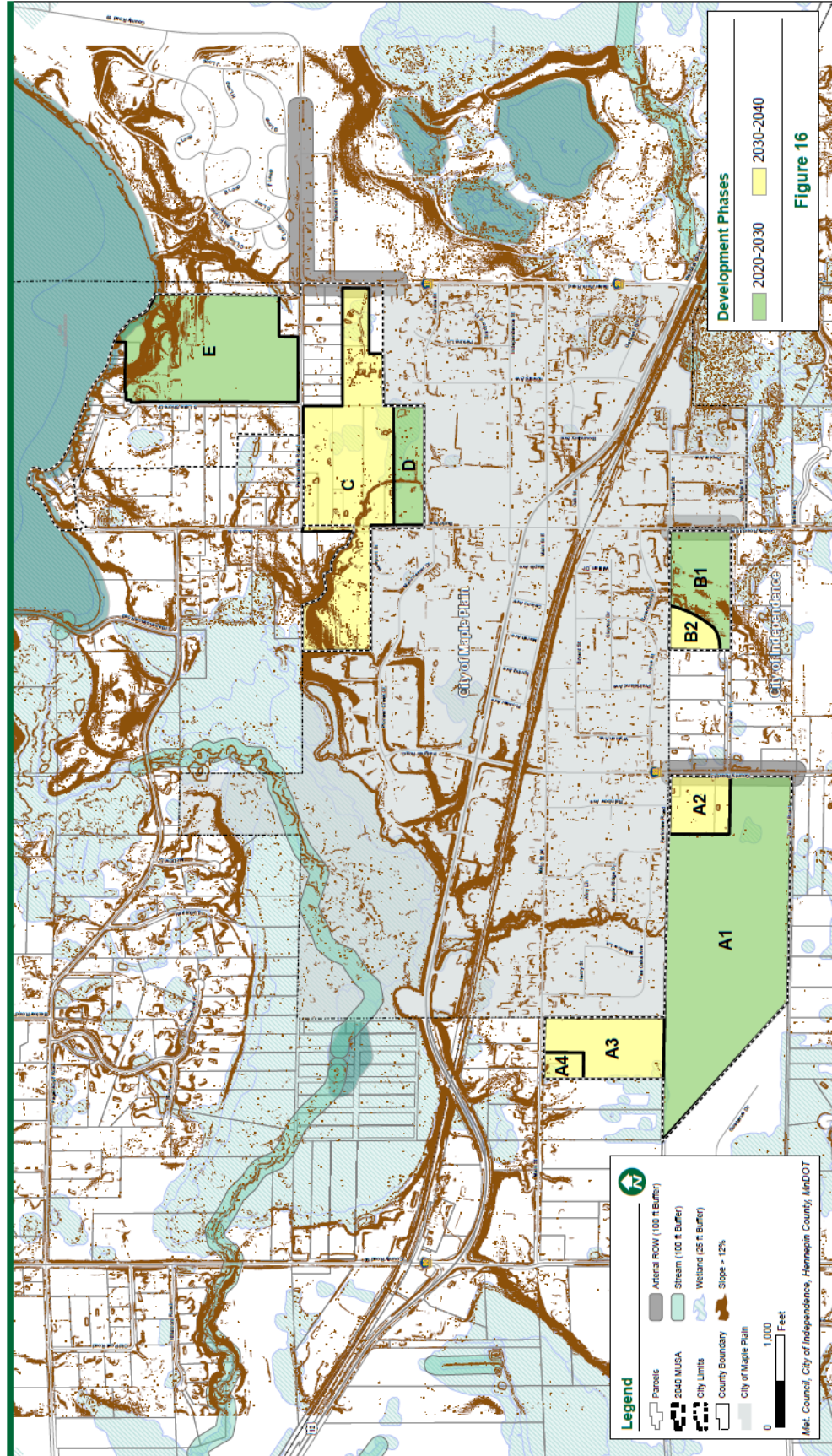


Figure 7. Land Guided for Affordable Housing

2021-2030 share of regional need for Affordable Housing: **54 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
High Density Residential	5.10		30		100%		153
Total	5						153

Sufficient/(insufficient) units possible against share of regional need: **99**

Affordable units built since 2021: **0**

Sufficient/(insufficient) units possible adjusted for affordable units built: **99**

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

