

Introduction and Summary

Introduction

This document summarizes the *Waconia Comprehensive Plan*, provides an overview of the document and describes how the plan was prepared.

Purpose of the Comprehensive Plan

The *Waconia Comprehensive Plan* not only fulfills the requirements of the Metropolitan Land Planning Act but also serves these purposes for the City and the community:

- A long-term strategy for the growth of the city
- An aid to short-term decisions about a variety of subjects
- A reference for development of application reviews
- A foundation for the zoning ordinance and map
- A guide to preparing the multi-year capital budget
- A basis for intergovernmental coordination
- Communication to and leadership for the private sector.

Document Structure

The *Waconia Comprehensive Plan* is composed of these elements:

- Community Profile
- Land Use Analysis and Plan
- Transportation Analysis and Plan
- Parks and Trails System Analysis and Plan
- Water Resources Analysis and Plan
- Housing Analysis and Plan
- Implementation Program.

Each plan element includes objectives, policies and maps.

Public Involvement

The *Waconia Comprehensive Plan* was prepared with involvement by citizens and elected or appointed City officials using these means:

- Meetings of the City Planning Commission
- Reviews by the City Council
- Two public “open house” events on November 15, 2007 and April 29, 2008
- Plan update work sessions on:

June 18, 2007	February 14, 2008
September 13, 2007	March 13, 2008
October 4, 2007	April 10, 2008
November 8, 2007	October 9, 2008

The Initial Challenge

When Waconia set off to update this plan, community leaders set as their challenge to “maintain, and in some cases improve, the quality of the community we have today.” That challenge has guided their thinking every step of the way.

Waconia has gone through more than a century of growth to achieve the quality of life it now enjoys. During that time, Waconia’s leaders have consistently recognized and enhanced those features that have helped make this community such a desirable place to live, work and play: its quiet, protected neighborhoods, its schools and parks, and its lakefront.

How Has This Plan Responded?

The *Waconia Comprehensive Plan* has responded to the community’s challenge by proposing selective refinements and additions to the pattern of land use, improvements to the roadway network, additions to the park, trail and open space systems, and enhanced protection of surface water and other major sensitive natural features.

The plan paints a vision for the managed growth of the community as it grows by nearly 150 percent between 2008 and 2030. New neighborhoods with parks are planned, new commercial centers suggested, and additional locations for employment identified.

What Has Been Learned from this Experience?

Through the process of updating the comprehensive plan, Waconia has reinforced what was already known – that there is wisdom in citizens’ understanding of their neighborhoods and the broader community, and that by involving them in this process of community building the results can be greatly improved.

How Can This Plan Be Used Effectively?

The *Comprehensive Plan* should be regarded as the central guiding document for all major physical planning and capital improvement decisions by the City. Officials and staff should refer to its objectives, policies and maps on a regular basis, either adhering to

them or officially revising the plan as circumstances change. The central elements of the plan should be consistent and ongoing while the specifics should be amended to best suit community needs at the time. Above all, the plan should be used.

Where Does the City Go from Here?

Waconia now turns its attention to the future, which can be guided by the decisions made today. Plans like this one are implemented through a series of small and large land use changes, initiated for the most part by the private sector. In Waconia, citizen involvement is an integral and welcome part of the planning and development review process. Please join us in this ongoing effort to shape the future of Waconia.

Plan Summary

Growth Forecast

The City of Waconia agrees with the following forecast of population, households and employment prepared by the Twin Cities Metropolitan Council. The Metropolitan Council forecasts growth at appropriate densities for communities in order to protect the efficiency of wastewater, transportation and other regional system investments and to help ensure the metropolitan area can accommodate its projected growth by the year 2030.

**Table 1-1
Forecast of Population, Households and Employment, 1990 to 2030**

	1990	2000	2010	2020	2030
Population	3,498	6,814	10,600	20,000	25,000
Households	1,401	2,568	4,500	8,000	10,000
Employment	1,946	3,777	7,000	9,900	13,000

Land Use Plan

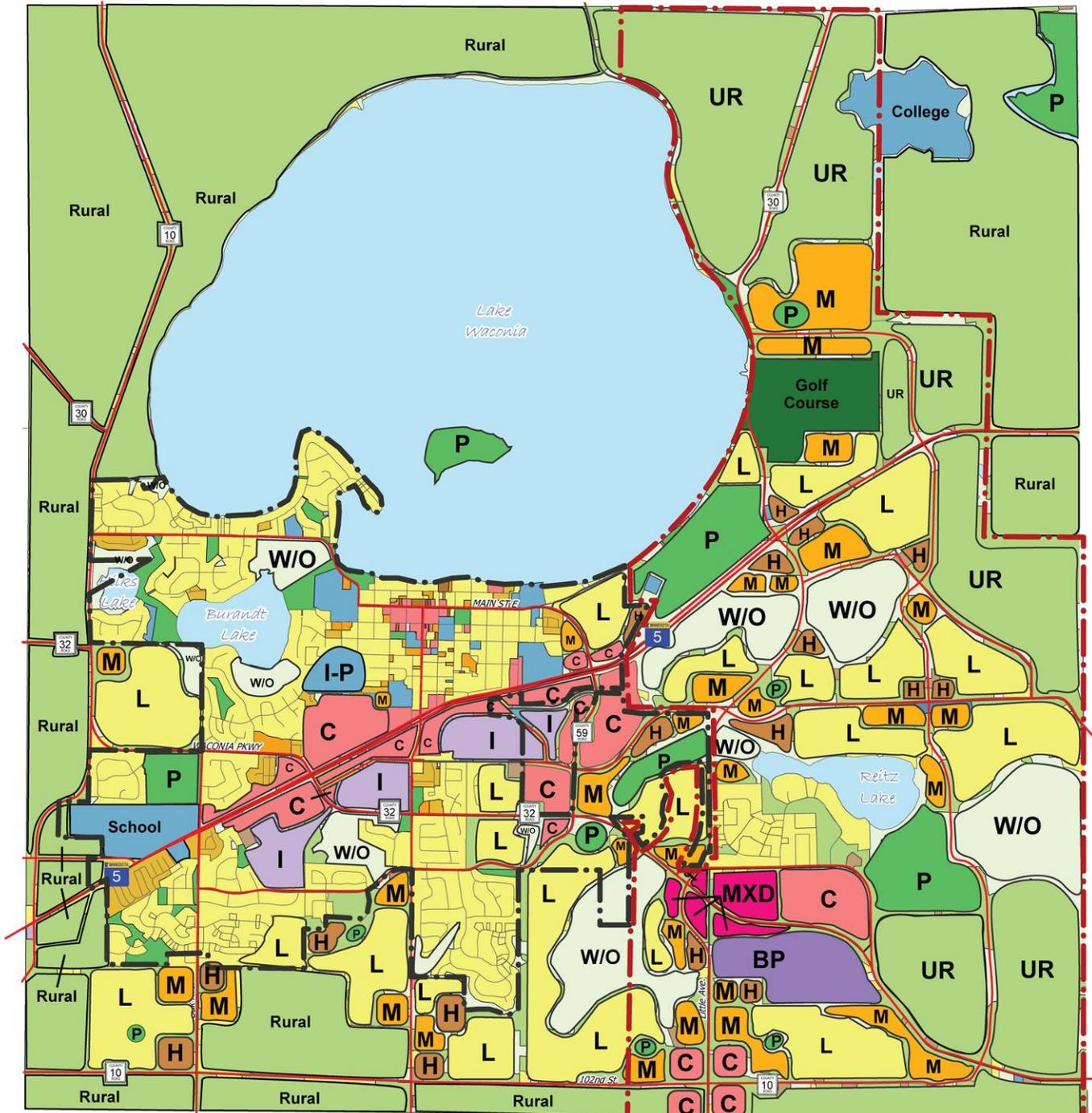
These and other land use and development questions will be discussed, debated and resolved during the course of this comprehensive planning process.

- **Fringe Development Pattern:** What should be the pattern of land use on the City's perimeter?
- **Extent of Perimeter Growth:** How far east and west should this plan allow development to occur between now and 2030?

- **Urban Nodes in the Growth Area:** Should there be one or more locations in the Orderly Annexation Area designated for intensive commercial development and high-density housing?
- **Development Staging:** What should be the sequence of new neighborhood development on the perimeter of the City?
- **New Neighborhood Design:** Should the City require that new residential areas be designed with many of the features of the older neighborhoods such as sidewalks, street trees, a mixture of housing types, narrow streets, short front setbacks and garages located to the rear?

These and other policy statements – along with the plan maps shown by Figures 1-1 and 1-2 -- will guide the City’s land use and development decisions:

1. **Fringe Development Pattern:** Regulate development to be compact and efficient. Allow for mixtures of both detached and attached forms of housing in neighborhoods. Include parks and off-street bicycling paths consistent with the Parks and Trails chapter of this plan.
2. **Compact and Contiguous Growth:** Guide growth in Waconia to locations either contiguous to or within presently urbanized areas. Land use should be either urban and compact or rural and very low density. This would serve to:
 - Promote efficient use of serviced land
 - Promote continued investment in older areas
 - Limit public and private expenses
 - Protect sensitive environmental resources
 - Preserve rural character and prime farm land
 - Conserve nearby fringe areas for future urbanization when public sewer and water service become available
 - Reduce driving
 - Enable increased use of transit and bicycling
 - Preserve the distinction between urban and rural areas
 - Create a stronger sense of neighborhood and community.
3. **Urban Reserve:** Locations designated as Urban Reserve on the Concept Plan map can be expected to be eventually annexed by the City of Waconia (probably after 2030) and privately developed as urban neighborhoods. Until that time, Carver County should zone them for agriculture. No additional multi-lot residential subdivisions (nor commercial or industrial facilities) should be permitted in these areas so that they can be efficiently and economically developed at urban densities in the future.



April 13, 2009

City of Waconia Comprehensive Plan

- | | | |
|--------------------------------|-------------------------------|--------------------------|
| L - Low Density Residential | MXD - Mixed Use | P - Park |
| M - Medium Density Residential | C - Commercial | W/O - Wetland/Open Space |
| H - High Density Residential | BP - Business Park | Golf Course |
| UR - Urban Reserve or "Rural" | I - Industrial | Municipal Boundary |
| | I-P - Institutional or Public | Orderly Annexation Area |

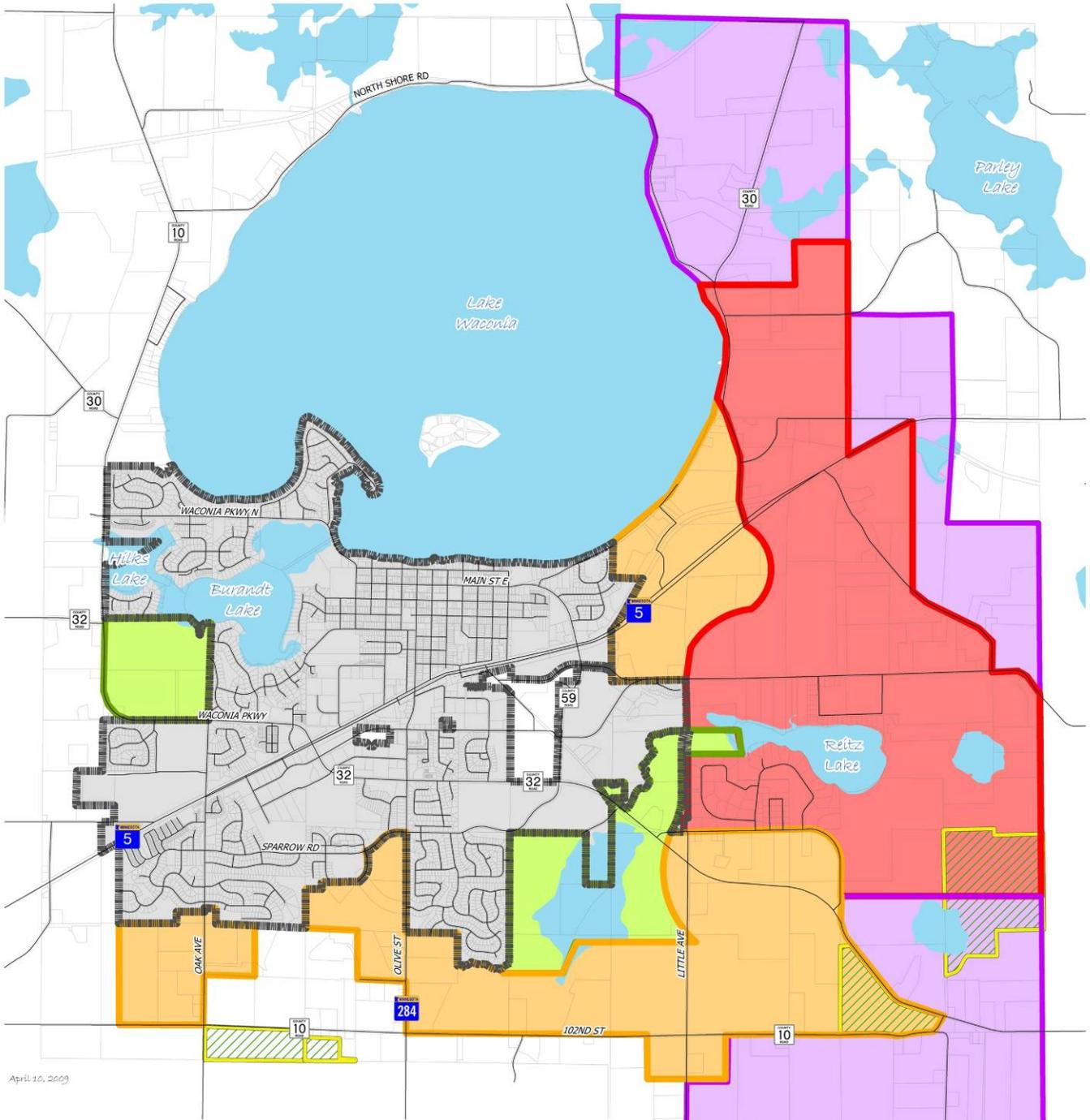


Figure 1-1
Land Use Plan Map

4. **Rural Area:** Locations designated as Rural on the Concept Plan map are not currently planned for annexation by the City of Waconia. However, the City urges Carver County to continue its plan of zoning those locations as agriculture areas. Waconia understands and supports the notion of preserving highly productive soils for farming, and therefore, intends to develop in a compact pattern and encourage infill and selective redevelopment to higher densities. At the same time, it is recognized that some of the Rural areas that abut Waconia may someday beyond the 2030 planning horizon be converted to urban uses.
5. **Fringe Development Pattern:** Regulate development to be compact and efficient. Allow for mixtures of both detached and attached forms of housing in neighborhoods. Include parks in locations consistent with the Parks chapter of this plan.

Consider factors such as the following in the growth management plan:

- Maintaining a compact and regular pattern of growth and boundaries
 - Minimizing infrastructure and service costs
 - Designing attractive neighborhoods
 - Preserving prime farmland and natural areas
 - Responding to market demands for development.
6. **Development Staging:** Anticipate that lands within the Orderly Annexation Area will eventually become part of the City of Waconia and receive municipal utilities and services. Adopt a plan for the sequential annexation and servicing of those locations and gain agreement from Carver County and Laketown Township on the growth staging plan.
 7. **Business and Industrial Park:** Create a new business park with requirements for architecture, landscaping and site planning on the east side of Waconia in the CSAH 10 corridor. Prepare and adopt design guidelines for future business / industrial parks that will ensure lasting value and a relatively high level of investment in exterior materials and site improvements.
 8. **Mixed-Use Center:** Plan for a relatively dense and diverse node of development near the intersection of County Highway 10 and the future County Highway 59, extending east along the new Highway 10. This area may include retail and service businesses, offices, townhouses and apartments, some light industry in a campus setting and a future high school and elementary school. To the east would be the future community park. County Highway 10 will become a major gateway to Waconia now that its connected State Highway 212 in Chaska.



April 16, 2009

City of Waconia Comprehensive Plan

- Transition Area 1 (2010)
- Transition Area 2 (2020)
- Transition Area 3 (2030)
- Urban reserve (After 2030)
- Municipal Boundary
- Agricultural Preserve Program Properties

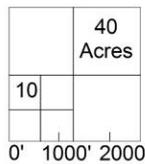


Figure 1-2
Development Staging Plan

9. **Land Use in Adjacent Townships.** Encourage Carver County to continue to plan and zone land in Waconia’s Orderly Annexation Area and other adjacent township locations for farming and very low density housing. Houses should be allowed at a density not exceeding one house per 40 acres, which is the present regulation in adjacent townships.
10. **Neighborhood Design:** Amend the Subdivision and Zoning Ordinances to require these features in each future residential neighborhood:
- A five-foot concrete **sidewalk** on at least one side of each future local residential street and on both sides of future collector residential streets.
 - Deciduous **trees** along both sides of all future local and collector residential streets in the public right-of-way. Trees should be spaced approximately 60 feet apart.
 - Local residential **street widths** of 28 to 34 feet (measured back-to-back).
 - **Front yard setbacks** for single-family houses in the R-1 and R-2 Zoning Districts of 30 feet to the garage door. The rest of the façade may be set 25 feet from front property line.

Transportation Plan

The following transportation and transit issues were raised near the outset of the planning process.

- **Highway 5 (Locally):** What should be the pattern of land use along Highway 5 through Waconia? What should the City do to make Highway 5 less of community divider, safer for crossing by pedestrians and bicyclists, and more attractive?
- **Highway 5 (Regionally):** What should the City do to accelerate the improvement of Highway 5 east to Chanhassen and west to Norwood-Young America?
- **North-South Arterial:** Should the City contribute money to accelerate the construction timing of the north-south minor arterial road planned by Carver County in the Little Avenue alignment?
- **Local and Collector Street Design:** Should the design standards for local residential streets (found in the Subdivision Ordinance) be amended to require narrower local residential streets? Should sidewalks be required on one or both side of local streets? Should trees be required in the green strip (the boulevard) between the curb and the sidewalk? What about the design of collector (e.g., Sparrow Road) and minor arterial (e.g., 13th Street) roads?

There are several new roads planned to accommodate the growth of Waconia, as illustrated by Figure 1-3, Street Functional Classification Plan. Those road or segments are:

Table 1-2
Proposed Major New Roads

Name	Between	Functional Classification	Number of Lanes	Jurisdiction
County Road 30 / Little Avenue	TH 5 and Little Avenue	A-Minor Arterial	4	Carver County
Eastern neighborhoods collector street	Parley Lake Road and 102 nd Street	Minor Collector	2	City of Waconia
Western link road:	Waconia Parkway South (CR 32) / TH 5 @ Orchard Road	A-Minor Arterial	4	Carver County

**Table 1-3
Roadway Design Standards**

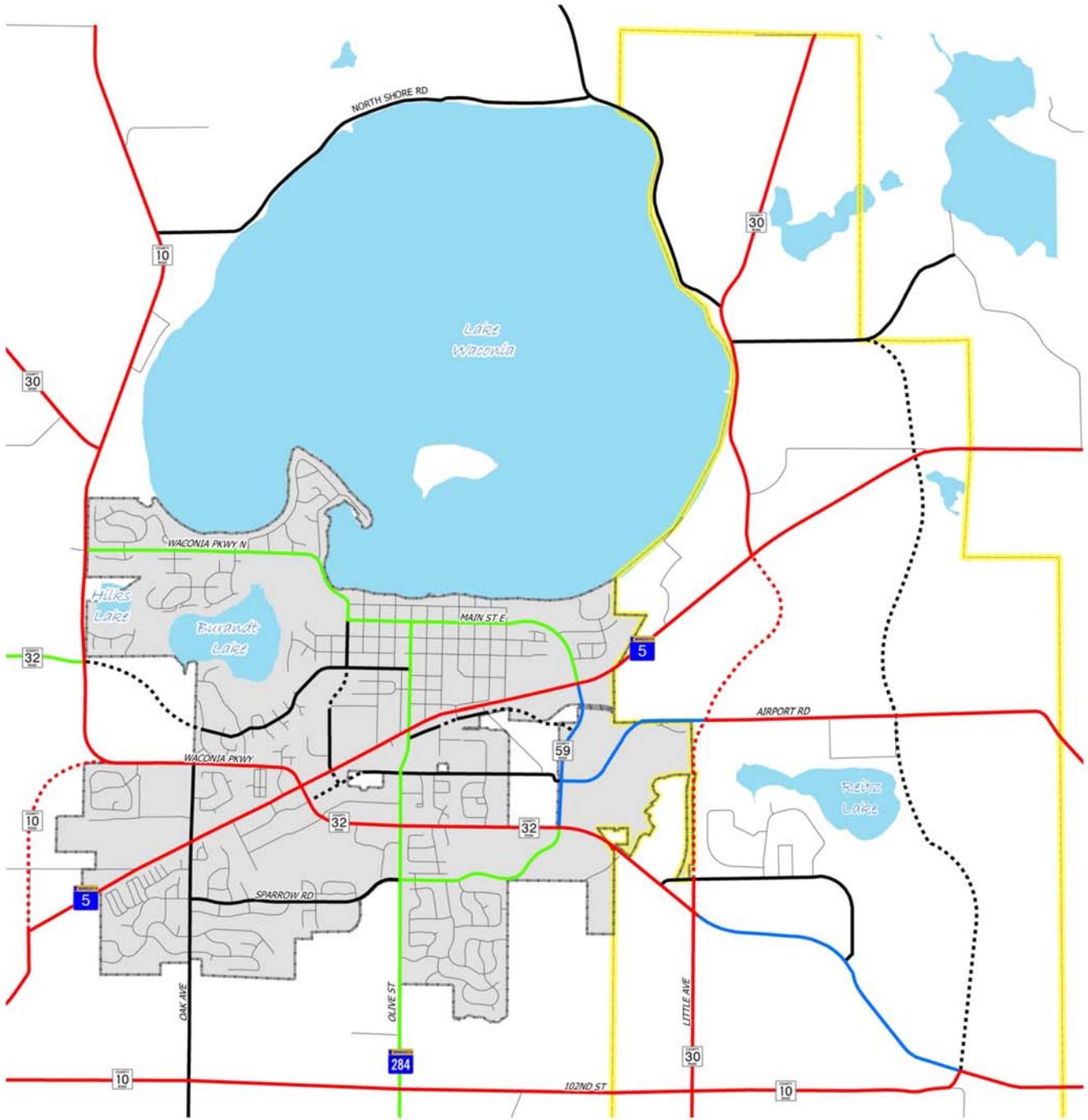
	Right-of-Way Width*	Road Width (to back of curb)	Through Lanes	On-Street Parking	Design Speed	Side-walks	Planting Strip
Major Collector	80 to 100	40	2	Yes	30 to 40 mph	2 @ 5'	8' with trees
Minor Collector	66 to 80	34 *	2	No	30 to 35 mph	2 @ 5'	8' with trees
Local (parking on both sides)	60	28 to 34	Not striped	Both sides	30 mph	1 @ 5'	6' with trees
Local (parking on one side)	60	24	Not striped	One side	30 mph	1 @ 5'	8' with trees

* Road width may be increased to accommodate striped bicycling lanes.

Traffic Safety Improvements

A small number of specific traffic safety problems have been identified in Waconia. These are listed below along with the potential means of resolving each.

- **Highway 5 Access Management:** There is a need to reduce the number of access points to Highway 5 through the urban area and to consolidate access to controlled intersections. In 2008, Waconia was a participant (along with MnDOT, Carver County and the cities of Chanhassen, Victoria and Norwood Young America) in a Highway 5 corridor study to determine design and access options that will guide future improvements.
- **Intersection of TH 5, TH 284 and CSAH 57:** This intersection is presently signalized and has left- and right-turn lanes. However, the split phasing of the signal system causes significant delays. Funding has been received from MnDOT for the City to improve the signal system.
- **TH 284:** Hazardous and congested intersections are expected to be improved by the City with funding from Mn/DOT by 2010. Those intersections and the planned improvements are:
 - 10th Street: Build a roundabout
 - CR 32 (13th Street): Build a roundabout
 - Sparrow Road: Build a roundabout
 - Sierra Parkway: Build turn lanes.



February 20, 2009

City of Waconia Comprehensive Plan

- | Existing | | Planned | | |
|----------|------------------|---------|-----------|-------------------------|
| | A Minor Arterial | | | |
| | B Minor Arterial | | | Municipal Boundary |
| | Major Collector | | | |
| | Minor Collector | | | Orderly Annexation Area |
| | Local | | Not Shown | |

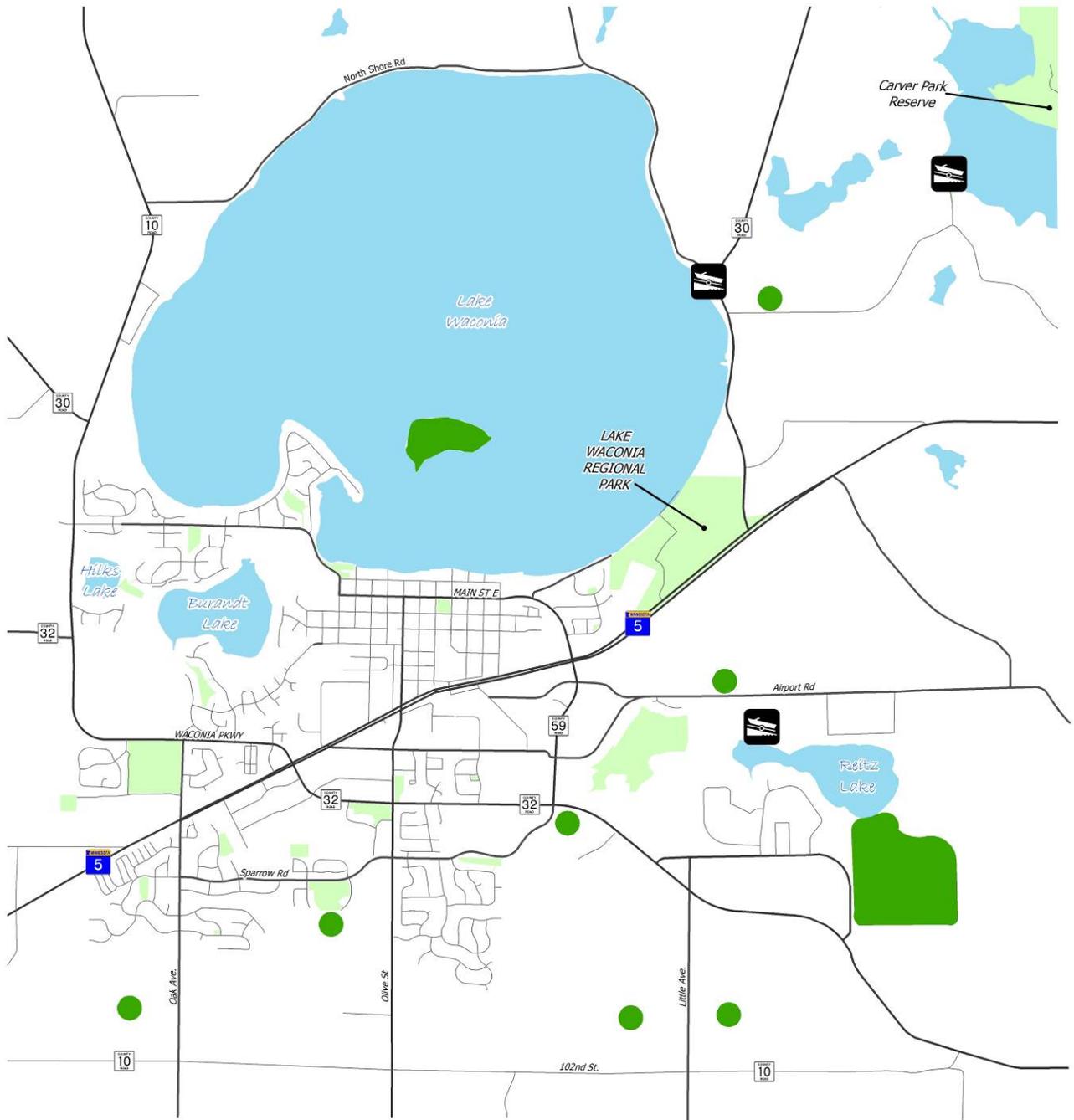


**Figure 1-3
Street Functional
Classification Plan**

Parks and Trails Systems Plan

These and other park and trail planning issues will be considered during the preparation of this comprehensive plan.

- **Community Athletic Field:** Should a second community athletic complex (complementary to Brook Peterson Park) be planned and built on the east side of the city? If so, what should be the location, timing, size and features of that facility?
 - **Future Neighborhood Parks:** Should the City continue with the practice of creating 5- to 10-acre parks in each new neighborhood, or should there be fewer but larger parks?
 - **Regional Trail Corridor:** What should the City do to help create regional trails on the east side of the community that would link to the Dakota Rail Corridor, Carver Park Reserve and the Miller Lake Regional Park Search Area (to the southeast)?
1. **Neighborhood Parks:** Land for new parks will be acquired in the approximate locations and sizes illustrated by Figure 1-4, Park System Plan. The locations, are approximate and will be adjusted during the acquisition process. City staff will negotiate with land owners and developers to specify the location and configuration of each park with the aim of acquiring the approximately six to ten acres for each Neighborhood Park and satisfying the area needed to accommodate the planned facilities.
 2. **Community Park:** Approximately 80 to 100 acres of land will be sought for a community park in the future eastern neighborhoods of Waconia. Features in the community park should include:
 - Multiple softball fields with lights and irrigation
 - Multiple baseball fields with lights and irrigation
 - Multiple soccer fields with lights and irrigation
 - Playground equipment
 - Open space including woods and fields
 - Fishing pier and non-motorized boat launch if adjacent to a lake
 - Picnic facilities
 - Disc golf
 - Archery
 - Dog park
 - Community garden
 - Skating rink
 - Trails
 - Off-street parking
 - Refreshment, storage and maintenance buildings
 - Perimeter buffer space.



April 7, 2008

City of Waconia Comprehensive Plan

-  Existing Park
-  Planned Park
-  Public Boat Launch

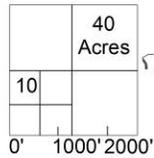


Figure 1-4
Park System Plan

3. **Lake Waconia Regional Park:** The City of Waconia supports the boundaries for Lake Waconia Regional Park and the acquisition of land required to meet that objective. In addition, the City supports the acquisition by Carver County of Coney Island along with another property on the northwest shore of the lake as additional elements of Lake Waconia Regional Park.
4. **Local Trails and Sidewalks:** In order to promote walking and bicycling, the City will implement the *Waconia Master Trail and Sidewalk Improvements Plan (2007)*.
5. **Regional Trails:** The City of Waconia will cooperate with Carver County and the Metropolitan Council to plan and build these trails:
 - A regional trail between Lake Minnetonka Regional Park, Carver Park Reserve, the City of St. Bonifacius, the former Dakota Rail corridor, Lake Waconia Regional Park and the planned Miller Lake Regional Park (potentially to be located southeast of Waconia in Dahlgren Township). This route may utilize the planned County Road 92 right-of-way along the east side of Lake Waconia and through eastern Waconia. The final alignment and design of that trail have not yet been determined.
 - A trail around Lake Waconia that may use the former Dakota Rail corridor and the existing road right-of-way.
 - Connections to the trail systems in the Cities of Victoria and Cologne.

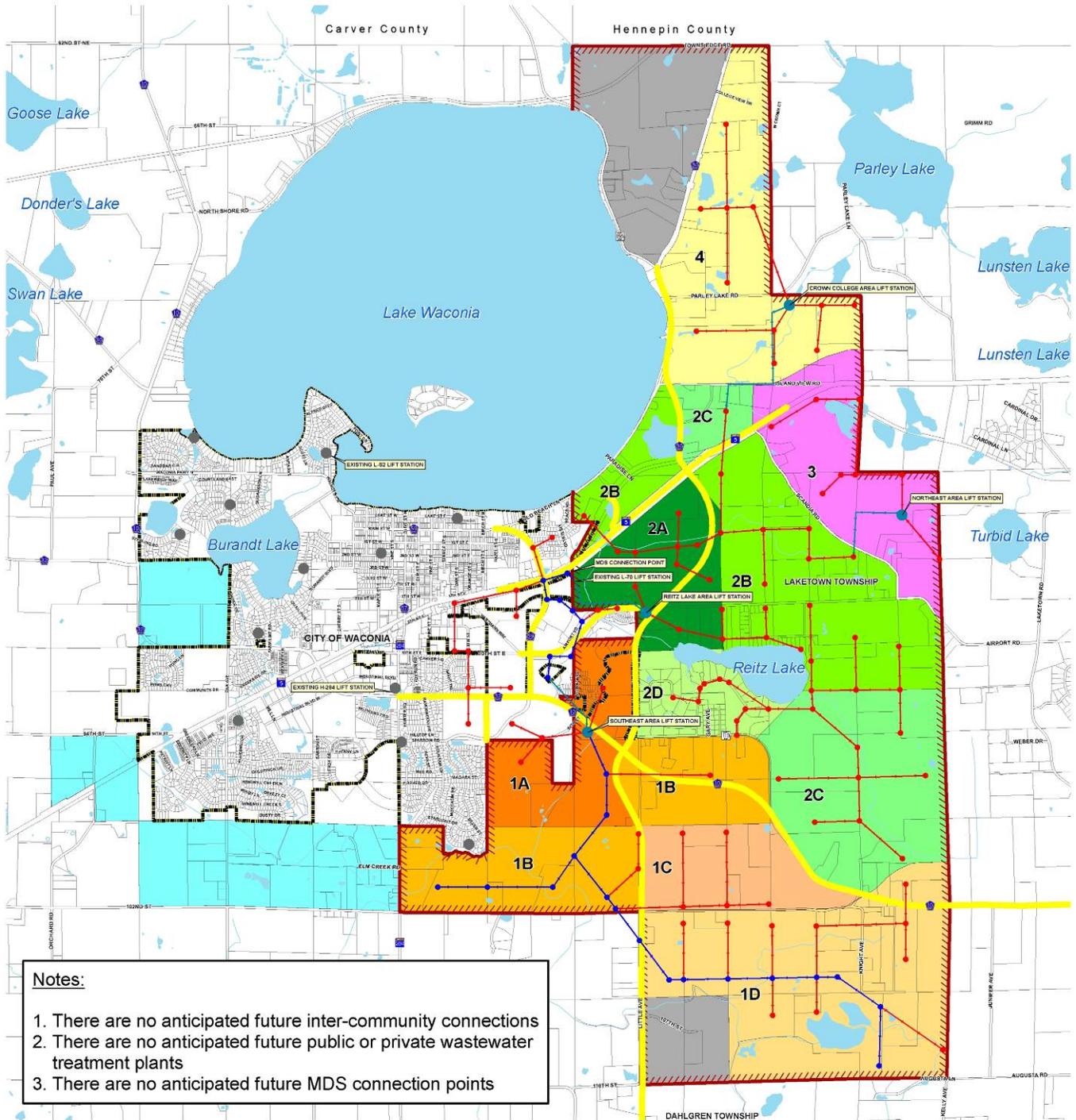
Water Resources Plan

Waste Water System

The future municipal sanitary sewer system, shown on Figure 1-5, includes two additional primary lift stations and two secondary lift stations. A third primary lift station, the Southeast Station, was scheduled for completion in Summer of 2008.

The final primary lift station is known as the Reitz Lake Area lift station. This facility will provide service to approximately 2295 acres in the eastern and northeastern regions of Waconia.

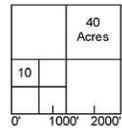
Table 1-4 shows the necessary improvements to the trunk sanitary system along with the estimated year of completion and the triggering event.



- Notes:**
1. There are no anticipated future inter-community connections
 2. There are no anticipated future public or private wastewater treatment plants
 3. There are no anticipated future MDS connection points

City Of Waconia 2008 Comp Plan Update

- Proposed Manhole (Full Flow Design)
 - Proposed Manhole (Half Flow Design)
 - Proposed Lift Station
 - Existing Lift Station
 - Proposed Trunk Gravity Sewer (Full Flow Design)
 - Proposed Trunk Gravity Sewer (Half Flow Design)
 - Proposed Forcemain
 - Future Streets
 - ▬ Future Service Area Boundary
- Proposed Sanitary Districts**
- Served With Existing System
 - Crown College Area 4
 - Northeast Area 3
 - Reitz Lake Area 2A
 - Reitz Lake Area 2B
 - Reitz Lake Area 2C
 - Reitz Lake Area 2D
 - Southeast Area 1A
 - Southeast Area 1B
 - Southeast Area 1C
 - Southeast Area 1D
 - Private Utility Area
- Lakes/Ponds
 - Streams
 - Parcels
 - City Limits



NOTE: UTILITY ROUTES SHOWN ARE SCHEMATIC AND SUBJECT TO CHANGE DURING FINAL DESIGN.

**Figure 1-5
Proposed
Sanitary System**

Map Document: (H:\Waconia\123915\ArcView\39615 Proposed Sanitary System Figure 1-5-8.5x11.mxd)
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**Table 1-4
Trunk Sewer Improvements Schedule**

Improvement	Year of Completion	Triggering Event
Gravity sewer extension to allow abandonment of Secondary Lift Station 2B	(1)	Completion of Waterford Development
L-52 Lift Station Capacity Upgrade and Forcemain Re-routing (Under Construction)	2008	Continued Build-out of Existing Lots and Service Issues with Existing System
Southeast Area Lift Station (Under Construction)	2008	Interlaken Development and Carver County CSAH 10 Realignment
Reitz Lake Lift Station & Forcemain	(1)	Any Development within Stage 2A
Southeast Area Interceptor	(1)	Any development within Stage 1B
Trunk Sewer Main Extensions	(1)	Development Proposals in 2030 Growth Area
CIPP, MH Rehabilitation, Misc. Maintenance	Ongoing	As Problems are Identified and Evaluated

(1) Schedule depends on development timing, size, and/or location.

Public Water Supply

After the Waconia public water treatment plant is expanded in 2008, it will have a capacity of 3,400 gallons per minute (gpm), which will serve an average day demand of approximately 1.7 MGD. Based on the current population projections, it is estimated that this will be reached in the year 2017.

In 2017, an additional water treatment plant with a capacity of 2,000 to 2,500 gpm will be needed. Raw water initially will be provided by two 500 gpm wells. After 2030, that plant will require expansion along with additional wells. The approximate location of this future water treatment plant and wells is in the southeast area of the City .

Surface Water Management

The Waconia surface water plan meets the requirements of the Metropolitan Surface Water Management Act and the objectives of the two watershed districts that overlap Waconia's future area: the Carver County Water Management Organization and the Minnehaha Creek Watershed District.

The plan includes goals and policies for:

- Water quantity
- Water quality
- Erosion and sedimentation
- Wetlands

- Public ditch systems
- Groundwater
- Recreation, fish and wildlife
- Enhancement of public participation.

Generally, the City will work to ensure erosion control and surface water quality standards are met by enforcing the City’s requirements and “best management practices.” The City will ensure compliance with the National Pollutant Discharge Elimination System (NPDES) Phase II permit for construction activity greater than 1 acre, as well as the requirements of Watershed rules for construction.

Housing Plan

The City of Waconia will address the housing needs of the local community according to the following general policies.

- 1. Housing Supply, Diversity and Density:** Continue to administer a land use plan, zoning ordinance and zoning map that allow and promote the housing industry to build a variety of housing types in all sectors of the community.

Encourage applications for master-planned neighborhoods that include a range of housing types by several builders along with parks and areas set aside for natural protection.

Ensure that there are sufficient trunk utility lines and arterial roads to allow the market to respond to annual demand, and to ensure that land prices are not artificially inflated by a shortage of land available for development.

- 2. Housing Affordability:** Continue to encourage the private market to provide housing in a range of prices by administering the land use plan in this document and a complementary zoning ordinance and map.

Continue to work with the Carver County Community Development Agency (CDA) and not-for-profit housing development agencies to improve housing affordability. The CDA can supply a small number of rental housing assistance vouchers to eligible low- and moderate-income households and a limited number of rent-subsidized housing units. The not-for-profit industry is willing to build and operate lower cost and market-rate rental housing for both the elderly and the special-needs (handicapped) populations, sometimes in cooperation with county, state or federal agency financial assistance.

3. **Housing Preservation, Rehabilitation and Redevelopment:** Waconia will continue to rely on the housing rehabilitation assistance program available through the Carver County CDA.
4. **Housing and Services for the Elderly:** Specialty housing and related services in Waconia will continue to be provided by a combination of private market activity, not-for-profit initiatives and the programs of the Carver County CDA.
5. **Livable Communities Act:** Implement the adopted Waconia Housing Action Plan to achieve affordable and life-cycle housing objectives. The Action Plan outlines strategies, some of which are currently in place, and promote policies that should encourage affordable and life-cycle housing options for people of all age groups.

Implementation Program

Implementation of the recommendations proposed in this plan can be accomplished using a variety of tools. The City can regulate land, offer incentives for its development and undertake its own improvement projects. These powers fall into three categories:

- The City's official controls
- The City's capital improvements program
- The City's housing implementation program.

The City of Waconia zoning and subdivision ordinances are already in place, and only minor text changes will be required to implement his comprehensive plan. Zoning map changes will be undertaken as needed when land use changes consistent with this plan are proposed.

A ten-year capital improvement program is presented. The *Comprehensive Plan* will be used as a guide in setting priorities in the periodic updates of the capital improvements program.

Regulations or programs to carry out the housing plan may include but are not limited to:

- Planning land
- Zoning
- Site redevelopment assistance
- Rent assistance
- Housing rehabilitation loans
- First-time homebuyer assistance
- Rental housing development programs
- Cooperating with a non-profit housing development corporation.

Each of these tools other than planning and zoning rely on an outside agency.