

**TABLE OF CONTENTS CMP PART 1**

**INTRODUCTION**

Purpose	2
Title	2
Scope	2
Overview	3
Figure 1-1: The Urbanization Spiral	4
Community Management Plan Organization	5
	Appendix
Map 1-1: Regional Location	

**CMP PART 1**  
**INTRODUCTION**

**PURPOSE**

The purpose of this plan is to document and reinforce the established goals, policies and principles of the City of Orono as a guide for orderly and economic private development and public improvement in the years ahead. Major emphasis is on the needs and involvement of people. The Plan discusses how people can manage their environment, how people have become involved with municipal decisions, how people can create and continue the lifestyle and community that we know as Orono.

**This Plan is a revised, expanded and updated version of Orono's 2010-2030 Community Management Plan (CMP). It reflects the City's long-established philosophy, goals and policies that were first introduced in the 1974 Orono Comprehensive Guide Plan and later solidified within the 1980 Orono CMP.** Major policy direction remains relatively unchanged but the content has been revised and updated to reflect the changes the City and the Metropolitan Area has undergone since 2010.

**TITLE**

The title of this document is the Community Management Plan. Throughout this document, the Community Management Plan will be abbreviated as "CMP".

**SCOPE**

**The scope of this Plan is intended to include almost every factor that influences investments or improvements in the City, whether by private individuals or government involvement.** Each section of the Plan stands on its own merits yet is an integral part of the whole. For instance, Orono's history and natural features are explored as factors explaining and constraining contemporary decisions. The Land Use Management section becomes the primary tool for formulation of zoning regulations and development proposals. Planning of transportation, recreation and sewer services allows for coordination of capital investment with land management and regional system capacity.

Relevance of the Plan is important as concepts must be current to be fully understood or implemented. Regular and ongoing reviews are to be conducted by the Planning Commission and City Council to renew this understanding in light of changing attitudes and events. Careful reading will reveal that Orono's past history and current goals have remained essentially the same. Therefore, the reader is advised that for all intents and purposes, this Plan and its impact on local development are intended to be permanent.

## **OVERVIEW**

**The basic concerns and philosophies of Orono citizens have evolved through the City's history and its intimate ties with Lake Minnetonka.**

Map No. 1-1 locates Orono in relationship to Minneapolis and the western suburbs. More importantly, it clearly indicates the relative importance of Orono to the total watershed of Lake Minnetonka. No other city bordering the Lake has as much water area, as much shoreline, or as much watershed land area as Orono. Orono is committed to effective land use planning and permanent environmental protection in an effort to preserve the great resources of Lake Minnetonka for the benefit of all regional residents.

The people of Orono, though of diverse interests, have been drawn together by a slow-paced lifestyle and quiet amenities. Their common tie is a commitment to maintain those attractions of which Lake Minnetonka is the most visible example.

In the 1950's, increasing urbanization all around Lake Minnetonka threatened to environmentally "kill" the Lake by uncontrolled discharge of nutrients. Citizens became concerned. Their first reaction caused lake area municipalities to begin extending sewer systems to eliminate individual septic system discharges. This helped the situation at first, but by 1968 lake water quality was still diminishing. Citizens became alarmed.

At this point the Minnesota Pollution Control Agency joined with the newly organized Lake Minnetonka Conservation District to commission a study of lake pollution. Entitled "A Program for Preserving the Quality of Lake Minnetonka", the "Harza Study" (as it will be referred to hereafter) found that this nutrient input, particularly phosphorus, was being generated from two principal sources: the seven municipal sewage treatment plants; and urban stormwater runoff coming from within the watershed.

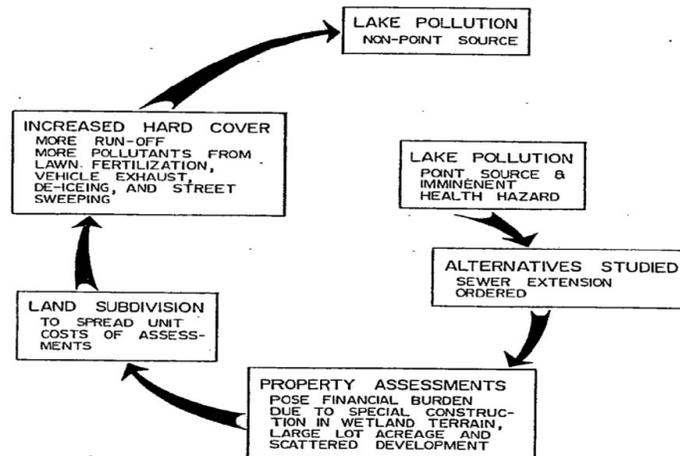
The first pollution source, nutrient rich effluent outflowing from the municipal sewage treatment plants, was systematically eliminated during the late 1970's and early 1980's by multi-million dollar construction of sewer interceptors designed to remove effluent from the watershed. But stormwater runoff is a different matter. Compared to point-source sewage pollution, the collection and treatment of non- point source stormwater runoff is relatively difficult, costly, and often impractical.

Lake Minnetonka is fed by neither spring nor tributary. The sole replenishment comes from storm water runoff from the watershed, of which over one-third flows from or through Orono. Lake Minnetonka, second only to Lake Michigan in this region, has an extremely long 25-year flush-out period. This means that careful and continuous attention must be given to the quality of runoff into the Lake. **The various studies conducted in the 1960's and 1970's recommended that lakeshore density be limited and that the natural system of wetlands and marshes be forever protected and preserved as the only practical, economic method of filtering nutrients from storm water runoff.**

Implementation of density limitations relies on breaking the "Urbanization Spiral", the development paradox that results from providing urban-level municipal services for new development. The paradox is that if municipal services are extended into rural zones, the cost of these services taxes the land to the point that higher density development is required. Particularly in the case of sewers, even if extended to

existing pockets of development "to solve a pollution problem", inflation, topography and sparse settlement combine to increase costs. Such costs can be paid only by increasing development densities, which in turn cause increasing levels of storm water nutrient pollution. This spiral results in even greater levels of pollution than the original sewage 'problem' might have been. For example, Eugene Hickock's 1973 Storm Water Impact Statement for the Metropolitan Council identified up to 10 times more phosphorus alone from urban storm water runoff than from Orono's low-density rural land use.

In response to the above concerns, Orono became a nationally recognized leader in espousing environmental protection. Land use planning since the 1950's has stressed the environmental advantages of low density development. Shorelands, wetlands and natural drainage systems have been preserved by tradition and by ordinance. Comprehensive planning was underway by the mid-1960s. In 1974, the first published Plan, as approved by the Metropolitan Council, established as its foremost guiding principle the protection and preservation of Lake Minnetonka and its associated wetlands. The 1980 Community Management Plan and its subsequent 2000-2020 update reinforced these principles and have served as the basis for management of development in Orono for the past three decades.



**Figure 1-1: The Urbanization Spiral**

Illustrates the development paradox that faces Orono if municipal services are extended into rural areas. Orono has consistently made the decision to limit the extension of urban services into rural areas. The combination of low density residential development, establishment of privately owned and maintained roads, and use of septic systems and wells has provided Orono with unique and sustainable neighborhoods that are not only self-sufficient but collectively have a low environmental impact. Enforcement of the policies necessary to create and maintain these rural neighborhoods has been consistent and effective.

Today, Orono still faces the same issues as other outlying communities, although Orono is no longer the 'outer ring' that it was 20-30 years ago. Development pressures continue as speculators view our remaining open spaces seeking to put them to a "highest and best use". The Metropolitan Council has recognized an

urgency to curtail "Urban Sprawl" by making more efficient use of the remaining undeveloped land within the 7-county Metro area. Yet Orono has an obligation to its residents, both those who live on the Lake and those who reside in the rural area, to preserve these two complementary lifestyles. Orono accepts its obligation to the citizens of Minnesota who treasure Lake Minnetonka as a unique and valuable natural resource and who expect it to remain in a usable condition. Orono's ongoing plan to preserve the watershed of Lake Minnetonka is sound, environmentally correct, and in step with regional planning for metropolitan needs.

### **COMMUNITY MANAGEMENT PLAN ORGANIZATION**

This document has been divided into six parts in order to make it more readable and understandable to citizens and other interested parties:

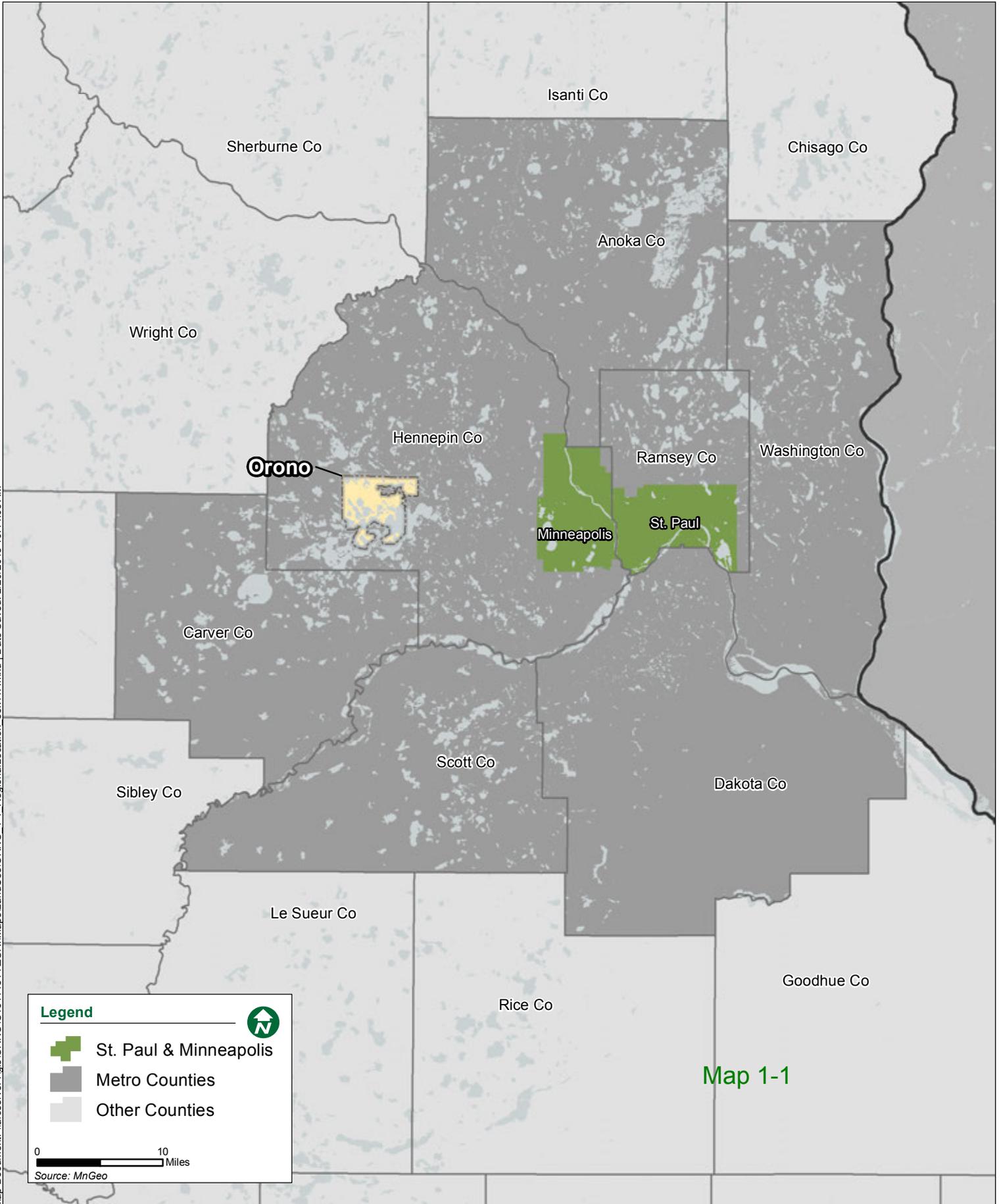
**Part 1** forms a brief introduction and overview of planning concerns.

**Part 2** provides a foundation for Orono's plan - the history, community philosophy and general goals and policies that have shaped and will continue to guide Orono's planning strategy.

**Part 3** encompasses Orono's Land Use Plan, defining how Orono will develop in the coming two decades, and defining Orono's housing and environmental protection programs.

**Part 4** contains detailed plans for how Orono will provide a balanced and appropriate level of public facilities and services, addressing transportation systems, sewer and water facilities, parks and open spaces, and the broad range of community services such as public safety, education, private utility and communications systems.

**Part 5** contains a brief description of ordinances and programs for implementation of the Plan, and expresses the City's commitment to coordination of services and programs with surrounding municipalities as well as other governmental agencies.



Legend

-  St. Paul & Minneapolis
-  Metro Counties
-  Other Counties



0 10 Miles

Source: MnGeo

Map 1-1