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CMP PART 2

COMMUNITY MANAGEMENT PLAN FOUNDATION

HISTORICAL BACKGROUND

Every community has a unique character arising from its location, natural resources, history and population. Orono is no exception to this rule. But Orono's plan for the future may be exceptional, because its basic premise is the maintenance and furtherance of our very own unique features.

Orono's corporate history dates to 1858 when Minnesota became a state, and western Hennepin County was surveyed and divided into townships. All of Orono south of Watertown Road was located in Excelsior Township, with the area north of Watertown Road being located in Medina Township. But the citizens of Orono, few as they were, found the going difficult in having to negotiate the lake in order to transact business in far-away Excelsior. So, in 1868, the townships were realigned with everything north of the Narrows becoming part of Medina.

The separate Township of Orono was created out of the southern half of Medina on April 9, 1889. The name Orono was brought to the area by Major George Brackett, a native of Orono, Maine, who first used it to designate the area now known as Brackett's Point.

Orono Township once included areas now part of neighboring cities. Minnetonka Beach was incorporated out of Medina Township in 1884. Long Lake was incorporated from Orono Township in 1906. Long Lake expanded, Wayzata grew westward, and then Spring Park was incorporated in 1952.

Finally, effective January 1, 1955, Orono Village was incorporated encompassing all the remaining parts of the township including the settlements of Navarre, Crystal Bay, Orono and Bederwood (Stubbs Bay). A number of minor boundary changes have occurred since then, including detachment of the tip of Three Points Peninsula to Mound in 1963; annexation of small strip from Minnetrista in 1980 for McCulley Road; detachment of the Fleming Trail Addition to Long Lake in 1993; and annexation of property along North Ferndale and West Ferndale Roads from Wayzata in 1994 in exchange for detachment of a property along Highway 12 to accommodate Wayzata's public works facilities.

The history of Orono's development is one of conversions: conversion of the Lake Minnetonka shoreline from Big Woods to summer homes in the late 1800's and early 1900's, a second conversion from lakeshore summer homes to year round residences since WWII; and conversion of the off-lake woods and prairie openings into farmland in the 19th century, with a more recent conversion from farms to low-density residential homesites beginning in the 1950's.

Orono's first Township zoning regulations were adopted in 1950, and grew progressively more strict through the next two decades. Several residential and commercial zones were initially established, requiring minimum lot area and width standards, and defining allowable uses. The first wetland protection ordinance was established in 1963, about the same time that municipal sewers were first provided to the Navarre area.

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Perhaps the single most important event that has shaped Orono's development in the last half-century was the City-wide rezoning in 1975. Much of the City had been zoned for residential development with 1-acre lots by 1967, with most of the Navarre area around Lake Minnetonka being zoned 1/2-acre, and a few areas in northeast Orono requiring 1-1/2 or 2-acre lot sizes. The 1975 rezoning took into account two important factors. First, that creating and maintaining a low density of development in the watershed is critical to preserving Lake Minnetonka; and second, that lots must be large enough to accommodate on-site sewage treatment systems on a permanent basis, due to the high cost of sewerage and the "urbanization spiral".

As a result, the 1975 rezoning established a minimum lot size of 2 acres (or 5 acres in northwest Orono) for 80% of Orono's land area. This had a dramatic effect not only in slowing development, but in effect capping the City's ultimate potential population at around 10,000 rather than the 30-40,000 that had been predicted under typical suburban development scenarios.

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Table 2-1: IMPORTANT DATES IN ORONO HISTORY	
1803	The Louisiana Purchase: U.S. acquires 828,000 square miles of land from France for about 3¢ an acre
1822	W. J. Snelling and Joe Brown explore the upper reaches of Minnehaha Creek and sight Lake Minnetonka
1851	Treaty of Traverse des Sioux opens lands west of Mississippi for settlement; ratified by U.S. Senate in 1852
1852	Hennepin County organized; first township surveys conducted
1853	First settlers arrive in what is now Orono: Rev. Stephen Hull at 'The Narrows'; Stephen Bean of Maine at north shore of Stubbs Bay; John Carman at Spring Park; James and Francis Maxwell on Maxwell Bay.
1855	Arrival of many settlers in the Orono and Long Lake area: David Lydiard, Eleazer Dickey and Miles Bayer, all of Nova Scotia; the Edwin Turnham and George Maxwell families settle in Medina; the French, Fox and Fogelman families bring first horses to region; John Carman filed first subdivision in Orono, "Town of Tazaska" for land lying between North Arm, Forest Lake, West Arm and Crystal Bay, on May 3, 1855
1856	First sawmill in Orono on the Watertown Road, erected by Long Lake founder George Knettle; 'Tamarack' Post Office begun at home of Henry Stubbs; first stageline extended through Orono to Irvin Shrewsbury's corner in Independence
1858	Minnesota becomes 32nd state
1860	The Governor Ramsey , built by Charles Galpin, becomes first steamboat on Lake Minnetonka; many area roads surveyed by B.F. Christlieb, including "Harrington Road" (now Ferndale Road); final year that Chief Shakopee and his band of Sisseton Dakota winter at Teepee Hill (Union Cemetery).
1861	Union Cemetery Association formed
1863	First church in area, Presbyterian Church of Medina, formed in the Old North (Lydiard) School, near Wolsfeld Lake.
1868	Railroad reaches Long Lake; land on north shore of Lake Minnetonka annexed from Excelsior township to Medina township
1870	Joel Stubbs patents sorghum processing unit, replacing wheat as major crop for a decade
1873	First dredging and widening of 'Hull's Narrows' opens upper lake for navigation
1880	George A. Brackett purchases 'Starvation Point' from Nathan Stubbs, renames it 'Orono Point' after boyhood home in Maine; Saga Hill colony begun on north shore of North Arm
1882	James J. Hill's spur line to Minnetonka Beach opens in conjunction with grand opening of Hotel Lafayette in June, 1882, helping to make Lake Minnetonka an internationally known resort destination; development grew up around the railroad stops such as Crystal Bay and Navarre
1884	Areas of Minnetonka Beach, Navarre and Spring Park added to Medina Township
1889	Town of Orono formed from parts of Medina and Excelsior Townships
1894	Village of Minnetonka Beach formed
1898	Formation of Minnetonka Fruit Growers Association
1906	Village of Long Lake incorporated, first telephone lines begun

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1906	New Orono town hall constructed in Crystal Bay
1913	New library begun at Long Lake Bank
1917	St. George Catholic Church founded
1923	Leo Feser begins building Orono Golf Course
1932	Trinity Lutheran Church formed
1930's	Drought hits midwest, Lake Minnetonka level drops 6 feet
1950	First Orono Township Zoning Ordinances adopted
1951	Village of Spring Park incorporated
1955	Orono becomes an incorporated village
1963	Orono sewer plant constructed near French Lake, Navarre area provided with municipal sewers
1965	May 6 - Tornado devastates parts of Orono, Navarre hard hit
1970	Navarre municipal water system constructed
1974	Orono becomes a city; new zoning ordinances enacted to maintain low density development
ca. 1973	U.S. Highway 12 freeway section extended to Orono's eastern border
1980	Orono sewer plant decommissioned, replaced by Metro interceptor transporting Orono's wastewater to Blue Lake Treatment Plant in Shakopee
1981	McCulley Road Ring Route opens to traffic providing an alternative to County Road 15 for east-west traffic
1989	Orono commemorates its Centennial Year
1992	Orono municipal offices, police, and public works relocated to new complex on Old Crystal Bay Road North across from Orono Schools
2000	Question of proposed consolidation with City of Long Lake receives positive response from Orono voters but fails in Long Lake
2000	William and Susan Lurton donate 39 acres for Passive, natural environmental park.
2001	City Council approves Orono Woods Senior Housing, creates first Tax Increment Financing (TIF) District
2006	Orono acquires Big Island Veterans Camp
2006	Navarre Fire Station 2 added
2008	Completion of new Highway 12 "Super 2" segment from Orono's eastern border to County Road 6
2015	Lakeview Golf Course redeveloped as residential development
2015	City expands Hackberry Park as part of a living trust with the Gleason Family
2016	Dayton property, one of the last Big Woods parcels, develops as estate residential.

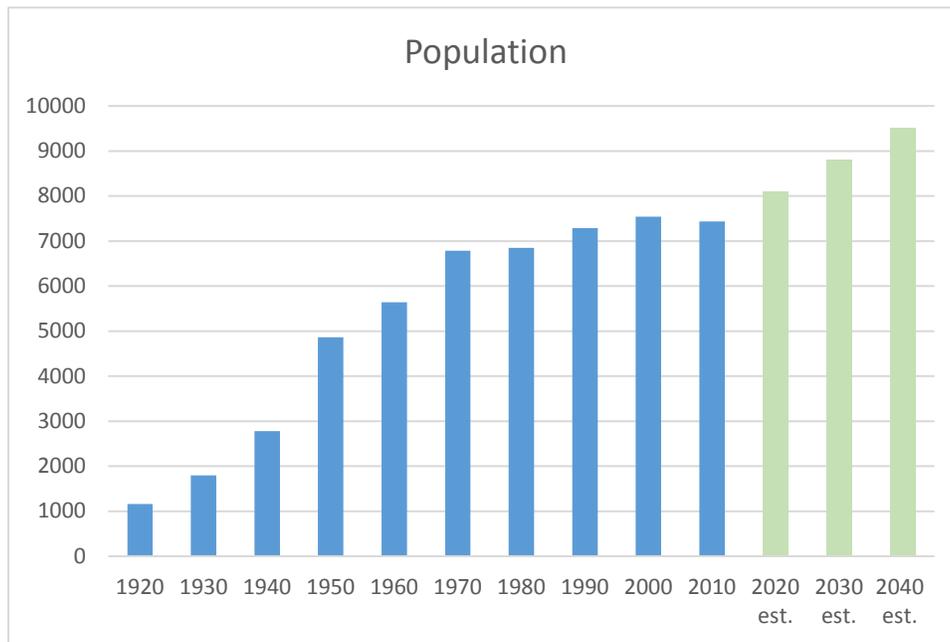
Sources: Excerpts from "Orono, Minnesota 1889-1989: 100 Years By the Waters of Minnetonka" edited by James R. Roehl; Excerpts from "Picturesque Minnetonka" published by Excelsior-Lake Minnetonka Historical Society, 1976; City files.

COMMUNITY DEMOGRAPHIC PROFILE

The population of Orono was estimated by the Met Council in 2016 as 7,691. This represents an increase of 254 people since 2010. Total number of households was estimated to be 3,037 in 2016, and increase from the 2,826 households reported in 2010. The persons per household has decreased steadily since 1970, then a high of 3.43 persons per household to 2.529 estimated now.

The following Chart 2-1 illustrates Orono’s relatively rapid growth during the period 1920-1950 (averaging around 60% per decade); a decline in the rate of growth from 1950 to 1970 (slowing to 20% per decade); and relatively slow growth since 1970 (less than 5% per decade). This slow rate of growth is expected to continue for the next 20 years based on the City’s current zoning and planned land use and the amount of undeveloped property. Orono is primarily a bedroom community, with 70% of its land area guided for residential use. Annual population increases over the last 30 years have averaged less than 1% per year. Table 2-2 shows this growth in Households, Population, and Employment since 1970.

Chart 2-1



Sources: U.S. Census 1920-2000; Met Council Systems Statement Forecasts 2010-2040

Table 2-2: Orono Population, Households, & Employment 1970 - 2040								
Year	1970	1980	1990	2000	2010	2020	2030	2040
Population	6,787	6,845	7,285	7,538	7,437	8,100	8,800	9,500
Households	1,976	2,291	2,613	2,766	2,826	3,200	3,560	3,900
Persons per Household	3.43	2.99	2.79	2.73	2.63	2.53	2.47	2.44
Employment	500	809	980	951	1,562	1,700	1,780	1,800

Source: U.S. Census, Metropolitan Council

Surrounding communities have undergone varied rates of population increase in recent decades, as shown in Table 2-3. Among cities that have a smaller geographic area that has been developed for many years (Long Lake, Mound, Spring Park, Tonka Bay, Wayzata) the population increase over the period 1970-2010 has been relatively small, ranging from 0%-20%, with Spring Park being the anomaly in that it grew by nearly 54%, due to the construction of many multi-family housing units. Among those cities that have a larger geographic area approaching township size, the population increase for Independence, Minnetrista, & Medina was approximately 77 to 122%, with Plymouth and Orono at opposite ends of a much wider range. While Plymouth more than quadrupled its population over 30 years, Orono’s increased by only 10%.

Table 2-3: Population Change in Surrounding Communities 1960-2000								
COMMUNITY	1960	1970	1980	1990	2000	2010	Percentage Increase 2000-2010	Percentage Increase 1970-2010
Independence	1,446	1,993	2,640	2,822	3,236	3,524	9%	77%
Long Lake	996	1,506	1,747	1,984	1,842	1,780	-3%	18%
Medina	1,472	2,396	2,623	3,096	4,005	4,903	22%	105%
Minnetonka Beach	544	586	575	573	614	522	-15%	-11%
Minnetrista	2,211	2,878	3,236	3,439	4,358	6,384	46%	122%
Mound	5,440	7,572	9,280	9,634	9,435	9,045	-4%	19%
Orono	5,643	6,787	6,845	7,285	7,538	7,437	-1%	10%
Plymouth	9,576	18,077	31,615	50,889	65,894	70,720	7%	291%
Spring Park	668	1,087	1,465	1,571	1,717	1,674	-3%	54%
Tonka Bay	1,204	1,397	1,354	1,472	1,547	1,486	-4%	6%
Wayzata	3,219	3,700	3,621	3,806	4,113	3,692	-10%	0%

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Table 2-4 illustrates that household sizes have been decreasing steadily since 1970, to an anticipated level of 2.44 in 2040.

Table 2-4: Household Trends				
Year	Households	Percent Change in Households	Household growth	Household Size (persons per household)
1970	1976	----		3.43
1980	2291	15.94%	315	2.99
1990	2613	14.05%	322	2.79
2000	2763	5.74%	150	2.73
2010	2862	3.58%	99	2.63
<i>2020 (Est.)</i>	<i>3200</i>	<i>11.81%</i>	<i>338</i>	<i>2.53</i>
<i>2030 (Est.)</i>	<i>3560</i>	<i>11.25%</i>	<i>360</i>	<i>2.47</i>
<i>2040 (Est.)</i>	<i>3900</i>	<i>9.55%</i>	<i>340</i>	<i>2.44</i>

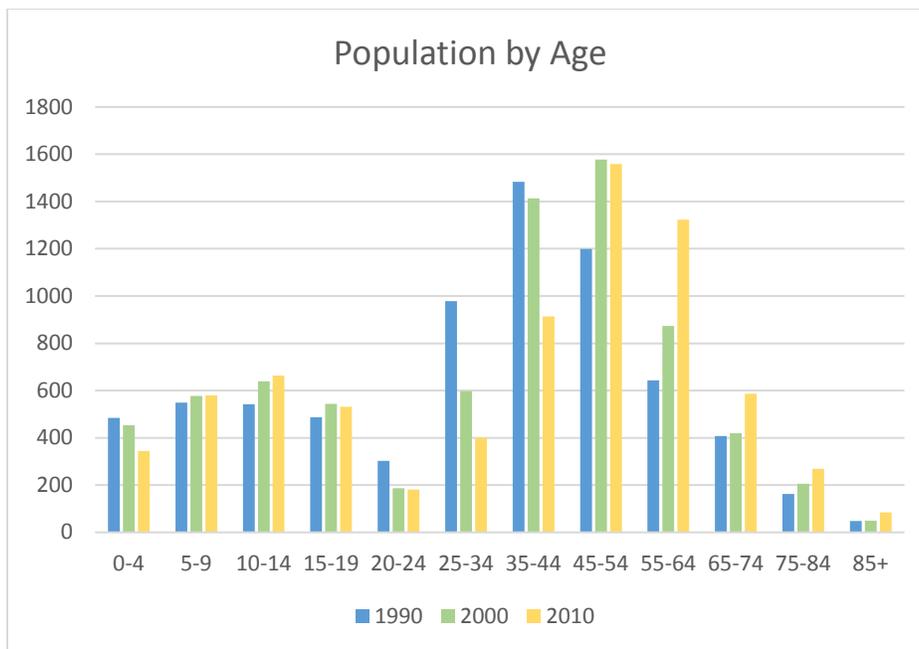
Sources: 1970-2010 US Census Data; City records; Met Council forecasts

Population by Age

Table 2-5 indicates the range in ages of Orono’s population in 1990, 2000, and 2010. The Table also includes the Metropolitan Area’s age breakdown in 2010. The average age in 1990 was 35 years with the median age being slightly higher at 36 years. As of the 2000 US Census, the median age had climbed substantially to 40.7 years, as compared to 34.2 years for the Twin Cities area.

Table 2-5: Orono Population by Age, 1990, 2000 and 2010							
Age Range	1990	Percentage	2000	Percentage	2010	Percentage	Twin Cities MSA
0-4	484	6.60%	453	6.00%	344	4.63%	4.57%
5-9	549	7.50%	577	7.70%	580	7.80%	7.39%
10-14	542	7.40%	639	8.50%	664	8.93%	6.92%
15-19	487	6.70%	543	7.20%	532	7.15%	6.93%
20-24	302	4.10%	187	2.50%	181	2.43%	6.80%
25-34	978	13.40%	597	7.90%	400	5.38%	14.49%
35-44	1483	20.30%	1414	18.80%	914	12.29%	13.70%
45-54	1199	16.50%	1578	20.90%	1559	20.96%	14.66%
55-64	643	8.90%	874	11.60%	1323	17.79%	12.42%
65-74	408	5.60%	420	5.60%	587	7.89%	6.67%
75-84	162	2.20%	206	2.70%	269	3.62%	3.30%
85+	48	0.70%	50	0.70%	84	1.13%	1.12%
	7,285		7,538		7,437		

Sources: 1990 & 2000 U.S. Census, Metropolitan Council



In 2010, Orono’s median household income was \$111,000 compared to that of the seven county metro area (\$65,200), as shown in Table 2-7. In 2016, the gap widened, \$119,400 to \$70,900.

Table 2-7: Median Household Income		
	Orono	7 County Region
1990 Census	\$ 62,900.000	\$ 36,600.00
2000 Census	\$ 88,300.000	\$ 54,300.00
ACS 2006-2010	\$ 111,000.000	\$ 65,200.00
ACS 2012-2016	\$ 119,400.000	\$ 70,900.00

Source: US Census and American Community Survey

COMMUNITY PHILOSOPHY

Orono's Community Management Plan is a statement by the citizens as to what we are, where we have been, and where we are going. Orono will retain its own special identity through careful growth management in the best interest of the environment, the natural resources, the watershed of Lake Minnetonka and the community of citizens, both present and future.

Orono's past growth and development patterns have been greatly influenced by the extensive and varied natural features found within our borders. Map 3B-2a in the Land Use Section of this Plan indicates the pattern of land use as it exists today. It is apparent that development has been drawn by the lakes and clustered by the many bays and marshes.

The most significant resource is Lake Minnetonka. The largest lake in the metropolitan Twin Cities

area, Minnetonka has 22.4 square miles of surface area and approximately 130 miles of shoreline running along numerous bays, channels and inlets. Lake Minnetonka's watershed, including the Lake itself, encompasses 123 square miles, and approximately 1/5 of the contributing watershed lies in Orono.

Orono has two distinct personalities: The historically developed lakeshore and the rural woods, fields and open spaces. Both areas are primarily residential in nature, relying upon the existing town center of Navarre and other nearby cities such as Long Lake, Spring Park, Wayzata, Mound and Maple Plain for shopping, employment, and entertainment activities.

The concern of the residents is to provide for continuing maintenance and preservation of those natural resources and social amenities which attracted people to Orono in the first place. Near the lake, density of development has to be regulated in order to minimize the resultant stormwater runoff pollution which, if unrestricted, could permanently alter and destroy the ecology of this very unique resource.

Away from the lake, the natural marshes and wetlands are to be protected as the primary and most practical method of storm water filtration and enhancement. Steep slopes will be protected from over-development and erosion. Woodlands will be preserved as wildlife habitat, erosion protection, noise barriers and places for personal solitude and contentment. Orono's primary goal of preserving the water quality and level of Lake Minnetonka can only be accomplished by maintaining the basic integrity of the natural watershed.

Open space is to be cherished and protected. In urbanized areas, recreational needs go hand-in-hand with the necessities of light, air, and solar access. Views of the lakeshore are invaluable property rights and personal experiences. In rural areas, the open fields and pastures are witness to the rural lifestyles active in Orono, and each property owner has the ability to provide for his own varied recreational needs.

Institutional and commercial needs have been met by the existing centers with no need for future expansion. The geographic relationships between the many lake area communities expand the services available to Orono residents beyond the City's borders. The many industrial, retail-commercial and health care facilities readily accessible locally and regionally are adequate to serve the needs of Orono residents. School populations are increasing slowly, and new technologies and program demands require some expansion of existing facilities but no new centers. Orono's population growth has been historically slow, allowing for gradual service increases and fiscal security. Public facilities have been provided and will continue to be improved at a level sufficient for protection of health and safety, but unobtrusively enough to allow continued self- independence and maintenance of rural lifestyles.

The basic philosophies of the CMP are to the extent possible consistent with the policies and guidelines contained in the Metropolitan Council's "2040 Regional Development Framework". Future urban density in the urban area along the lake is to be in-fill development where existing urban services are available. Rural land use in the low-density residential lakeshore areas and in the area away from the lake, is to be free from expanded urban services except when necessary to protect the public health or to eliminate negative impacts to surface and groundwaters. In all neighborhoods, provisions are made for protection of environmental assets and for provision of open space and recreational amenities. Housing opportunities in and near Orono are available in a wide range of alternatives consistent with the availability of public services. Existing and planned sewer and transportation facilities are capable of servicing the planned density of development, and land use patterns are consistent with and complementary to those of neighboring cities.

Orono's managed growth policy means that the need to use and enjoy Lake Minnetonka will be balanced with protection of its water quality and accessibility for future generations. This policy means that the acceptance of growth and development changes will be balanced with conservation of our resources and natural amenities, and maintenance of our small town social character.

Orono intends to remain two communities in one. The historically developed area around and near the Lake Minnetonka shoreline has been called "Urban" because of historic developed density with lots typically one acre in area or smaller and the availability of a limited level of urban services. The area away from the Lake has been termed "Rural" because of the lack of density, the abundance of open space and the citizens' commitment to maintain this type of development. The majority of Orono's 'Rural Area' has been zoned to require a minimum of 2 acres of dry buildable land per residential lot, with an area in the northwest corner of the City requiring at least 5 dry buildable acres. When wetlands and roads are factored in, nearly 80% of the City's land will be developed at densities averaging from approximately 1 unit per 3 gross acres up to 1 unit per 7 gross acres, sufficient to meet the City's environmental protection goals. The Metropolitan Urban Service Area ("MUSA") was established by Metropolitan Council to define the extent of areas where urban services will be provided and urban scale development will occur. As part of its Metro 2040 Regional Growth Strategy developed in 1996, Metropolitan Council for discussion purposes suggested that all but the northwestern tip of Orono will be in the MUSA by 2020. However, the City Council in the City's 2000-2020 CMP included a much smaller area within the MUSA to be consistent with the extent of City-planned municipal sewer extensions, and to be consistent with the development plans of our neighboring municipalities.

Map 3B-1 in the Land Use Chapter depicts Orono's defined "Urban" areas (where zoning density will range from 1 unit per acre to as many as 25 units per acre) and its "Rural" areas (where ultimate developed density will range from 1 unit per 5 acres to 1 unit per 2 acres). Orono's 2010-2030 MUSA as approved by Met Council in 2008 reflect a clear intent to bring municipal sewer to lakeshore and shoreland areas where needed, as well as to existing concentrations of population where septic systems may not be suitable for the long-term. But most of all, Orono citizens have located the MUSA line and have defined the urban and rural areas to be consistent with their plans for permanent use and development of the City.

COMMUNITY GOALS AND POLICIES

The goals and policies of this plan have met the test of time in Orono. The basic premise of maintaining distinct urban and rural neighborhoods continues a hundred-year tradition. The commitment to environmental preservation remains uppermost in the list of priorities of Orono's residents. The inter-reliance of lake area communities for shopping and commercial needs, for housing variety and for provision of basic public services is both historic and economically practical.

The following goals and policies reflect the basic philosophies of Orono. Goals and policies affecting the entire City are grouped in an "overall" category. In addition, more detailed goals and policies are separated under their appropriate "urban" or "rural" classification. Finally, each separate CMP chapter has detailed goals and policies relating to that particular subject.

GENERAL GOALS AND POLICIES

Orono's Planning Goals

1. The foremost guiding principle and goal of Orono's planning is to protect and preserve Lake Minnetonka, and all Lakes and natural resources, its water quality, and its recreational assets. This goal continues a commitment established half a century ago. It includes preservation of the associated marshes, wetlands and natural drainageways as the primary, most practical and cost efficient method of preventing flooding and of filtering out the nutrient pollution from stormwater runoff. Maintaining a low-density rural area away from the lake, and managing the quality of runoff that flows directly to the lake, are important elements of this goal.
2. **To retain the existing urban-rural land use pattern on a permanent basis.**
3. **To maintain our local character and identity. This local character is defined by strong neighborhoods, preponderance of wildlife, open spaces, lakes, and wetlands.**
4. **To protect and preserve our many natural resources including all lakes, creeks, marshes, wetlands, woodlands, groundwater and steep slopes.**
5. **To preserve open space, light, air, and solar access for all citizens while maintaining night sky.**
6. **To protect the general public health, safety and welfare through the development of ordinances, policies, and infrastructure that provides safe, efficient streets and neighborhoods, transportation alternatives, parks and opens spaces.**
7. **To guide investment and reinvestment in the City at densities consistent with environmental protection and the planned land use pattern. The city's focus is in development and redevelopment is preservation of established character, rather than the creation of a new character.**
8. **To protect the financial stability of the City, providing an adequate level of services at efficient cost to the taxpayer.**

Orono's Planning Policies

1. **Future development will be guided to protect and enhance the Lake Minnetonka watershed.** Lake Minnetonka has local and regional significance as a vital ingredient in human experience and in the quality of life of all Orono residents. No development will be permitted that would have a detrimental effect on the Lake.
2. **Urbanization will not be expanded into the existing rural areas.** Orono's Community Management Plan is not a staged growth plan, and therefore the Urban area will not be expanded into the Rural Area. Urban services will not be expanded into the Rural Area except when necessary to protect the public health, or to avoid or eliminate negative impacts to surface and groundwaters.
3. **The existing and planned Urban Area is fixed.** Orono's Urban Area is fixed by the various elements of the Community Management Plan, and is shown on Map 3B-1.

4. **The boundary between Orono's Urban and Rural areas is not strictly defined by the MUSA boundary.** The boundary between Orono's Urban and Rural areas is defined by the density of development and level of public services intended to be provided. Orono will not define its Urban and Rural areas based merely on whether municipal sewer is provided. The MUSA boundary has been amended by the City in the past to allow for retrofitting of existing Rural Area neighborhoods with municipal sewer, to solve existing sewage treatment problems. In these areas, the zoning has not changed to allow for additional development at urban densities, and urban services other than sewer have not been provided.
5. **Future expansions of the sewer system into the Rural Area to solve existing neighborhood sewage treatment problems or along the lakeshore to avoid or eliminate potential negative impacts on lake water quality will not result in a reclassification of those neighborhoods from Rural to Urban.** Expansion of the sewer system into the Rural Area will not result in the provision of additional urban services, nor will it result in changes to allowed development densities.
6. **Additional urban development will occur only in the designated Urban Area.** Additional urban development will occur in the urbanized areas consistent with the capacities of the existing urban services and at limited densities consistent with all environmental constraints.
7. **Additional rural development will occur in the designated Rural Area.** Additional rural residential and quasi-agricultural development can occur in the rural areas without taxing the limited capacities of existing rural services. Rural development will occur at limited densities consistent with self-supporting on-site sewer and water services and with maintenance of natural amenities, open space and other rural community characteristics.
8. **Natural features and sensitive environments will be protected by ordinances based upon extensive inventory, analysis and established environmental protection guidelines.** Natural resource information will be used and evaluated in review of all significant land use developments. Ordinance provisions will be reasonably established, fairly interpreted and strictly enforced.
9. **Historically significant buildings, places and settings will be identified and preserved.** The character of Orono receives much of its identity from our unique pattern of development. Individual sites provide a glimpse into the past and are a valuable addition to Orono Character. These sites include the Orono Golf Course, and the Pillsbury Summer House. Programs will be established to identify and help preserve this heritage for future generations. Where necessary, special consideration will be made to encourage retention of significant public or private amenities.
10. **Housing programs will be pursued to provide safe, affordable homes for all citizens.** Housing opportunities will be provided for citizens of all ages and income

levels either within Orono or within the adjacent town centers of Long Lake and Spring Park where the necessary support services for a wider range of housing opportunities are readily available. Rehabilitation programs will be identified and stressed to increase the livability and energy efficiency of the existing housing stock.

11. **Transportation facilities will be provided and improved consistent with local service needs and with a coordinated program of area-wide transportation priorities.** Transportation planning will be sensitive to local land use and environmental concerns, and to local service needs. Through traffic adds significant traffic level through limited corridors through the lake region. The city will encourage its transportation partners to develop and implement improvements and transportation alternatives to ensure safe and efficient travel. Levels of maintenance will vary between urban and rural areas. Alternative routings and alternative transportation modes will be explored.
12. **Programs and services will be coordinated between the many interrelated governmental agencies.** Orono will continue to pursue coordinated services with the County, with adjacent municipalities, with the school districts and with specialized districts such as lake conservation, watershed or joint powers districts, all for the purpose of providing consistent, high quality services at affordable cost to the taxpayer.
13. **Orono strives to establish a low profile governmental presence emphasizing individual citizen responsibility rather than over- inclusive governmental authority.** Orono recognizes that the individual citizen often can do for himself more quickly, efficiently and at lesser cost, things that in other areas are left to government by default. It is here that the strength of the Orono citizens has its most direct benefit in maintaining our rural, small-town vitality.
14. **Orono will continue to emphasize active citizen participation in policy formation and policy administration.** Local meetings have always had the friendly, open-door characteristic of New England Town Meetings. Communication with the residents, both on general matters and on specific neighborhood development proposals, will continue to be a priority policy of this Plan and of this City. Education will continue to be a critical element in establishment and administration of City policies.
15. **It is Orono's firm conviction that the goals, policies and programs outlined in this CMP undeniably in the best interests of all Orono citizens, both current and future.** This Plan emphasizes full use of existing public services and facilities without leap-frog expansion of unnecessary services into Orono's rural areas. This Plan reinforces the national concern for energy conservation through retrofitting and rehabilitation of existing structures, through coordinated transportation planning and through emphasis on natural rather than mechanical solutions to storm water and waste water treatment. This Plan emphasizes reliance on and efficient use of natural features and existing services rather than arbitrary duplication of efforts between competing municipalities. This Plan is built on understanding and acceptance of Orono's unique location and environmental constraints. Working with these factors will improve our quality of life; ignoring them would destroy it. This plan serves future residents of

Orono through the preserve and enhancement of the uniqueness of Orono.

Urban Area Goals and Policies

Urban Community Goals

1. To maintain the identity and small town character of the individual neighborhoods. Urban developments will be developed to continue the architecturally diverse house pattern previously established.
2. To provide opportunities for neighborhood commerce, education and social facilities to serve Orono's urban and rural residents alike.
3. To improve the quality of life and neighborhood aesthetics while maintaining the existing diversity of housing and shopping opportunities.
4. To prevent overly dense development or any excessive demand for services which would in any way adversely affect Lake Minnetonka or its associated wetlands or drainage areas.
5. To provide municipal facilities and services at a level consistent with small town urban requirements.

Urban Planning Policies

1. **Future urban development will be carefully integrated into the existing neighborhoods.**
2. **The City will encourage commercial facilities and social centers that complement the existing available services.** The city recognizes the value commercial facilities and social centers have on the quality of life for Orono residents. The City will favor those developments oriented toward local neighborhood needs, recognizing the integrated service area of all adjoining lake-area communities.
3. **Private landowners and developers will be encouraged to improve the image of their neighborhoods.** Programs will be pursued to encourage maintenance and upkeep of all properties and to promote the rehabilitation of older or under-used properties. Commercial areas will be encouraged to provide a coordinated approach to identity, aesthetic and neighborhood appeal.
4. **Urban developments will be screened for environmental sensitivity.** Most of Orono's urban neighborhoods are located very close to Lake Minnetonka; therefore any urban development has the potential for direct adverse impact on the lake. Storm water runoff control, erosion and sedimentation are particular concerns requiring careful design attention in all new urban developments. In addition, particular care will be taken to preserve open spaces, wooded areas and solar access.

5. **Urban developments will be limited to the extent that they can be adequately served by the existing or planned public facilities and services.** New development will not be permitted to exceed the existing or planned capacity of local roads, utilities, parks, police and fire protection. Where development within the urban area requires local extension of roads or utilities, such extension will be the full responsibility of the developer, not the general taxpayer.
6. **Higher levels of public services will be provided in the urban area than in the rural area.** The greater land use density and the greater number of residents combine to require more intensive levels of public services. Police, fire, and ambulance calls are more frequent. Roads, parking lots, parks, and playgrounds require more maintenance. Public sewer and water is necessary because of population density and proximity to the lake. All of these factors combine to increase the cost of government in the urban portions of the city.

Rural Area Goals and Policies

Rural Community Goals

1. To maintain the rural character of open spaces and closeness to the natural environment.
2. To retain the opportunity for rural commerce such as farming, orchards, greenhouses, stables and similar activities which require limited services but relatively large amounts of open space.
3. To retain the opportunity for a diversity of housing types and alternative use expectations.
4. To prevent the encroachment of urban development or any activity which would in any way adversely affect Lake Minnetonka or its associated watershed.
5. To evaluate public service requests so as to limit the financial burdens on the community and the landowners alike.

Rural Planning Policies

1. **Future rural developments will be guided so as to have minimal impact on the land or on the existing rural neighborhoods.** Rural developments will be permitted only at rural densities and only where the land is capable of self-supporting the necessary on-site sewer and water services. Care will be exercised to ensure that no new development encroaches upon its neighbor's open space activities.
2. **Rural neighborhoods will be reserved for low-density residential and quasi-agricultural land uses.** Commercial services will continue to be provided in the urban areas of Orono and adjoining municipalities. No new commercial or industrial activities will be permitted in the rural service area except those quasi-agricultural uses that do not require central sewer or other urban services.

3. **Rural developments will be screened for environmental sensitivity.** Most of Orono's rural land includes major or minor drainageways and wetlands all intricately tied to Lake Minnetonka. Therefore, each rural development will require particular care to prevent encroachment on these vital resources and to ensure protection of the soil vegetation and drainage patterns. In addition, consideration will be given to protection of woodlands and special open vistas having general public benefit, as well as protection and enhancement of drainageways and water quality; protection and enhancement of ecological communities; reinforcement and establishment of ecological connections throughout the City; augmentation and preservation of enclosure and buffering; preservation and improvement of views; and preservation or reinterpretation of local landmarks.
4. **Rural developments will be limited to the extent that they can be served by the existing or planned public facilities and services.** New development will not be permitted if it requires the extension of unplanned urban services into the rural area. Privately constructed and maintained roads and recreational facilities will be favored over requirements for additional public facilities. Buildings and structures must be located and designed for rural levels of police and fire protection.
5. **Special planning considerations are required for those rural areas located on Lake Minnetonka islands.** It is impossible for the City to provide island residents with normal public services such as police, fire, ambulance, sanitation or transportation. Therefore, all of these needs must be met by the individual property owners who choose to develop land on the islands. Because of this combination of factors, the City has determined that private island development must be managed in a manner that allows for private individual use of recreational property only in strict compliance with enhanced development and environmental performance standards applicable specifically to the islands.

COMPREHENSIVE PLANNING STRATEGY

PLANNING GOALS

1. To identify community characteristics, needs, issues and aspirations.
2. To formulate and maintain long-term goals for future community growth and management.
3. To formulate and maintain policies, ordinances and programs designed to implement the community goals.
4. To continue, rather than change, the direction of development and preservation established by previous Community Management Plans.

PLANNING POLICIES

1. The CMP is designed as a management tool for city officials, staff and citizens in the conduct of both public and private activity within the city.
2. The CMP is designed to encourage effective and coordinated methods of implementation to

properly balance private incentives and the protection of the public interest.

3. The CMP is designed to help coordinate the various implementation tools such as regulations, ordinances, public procedures, and public expenditures.
4. The CMP is intended to be a living document to be used on a day to day basis.
5. The CMP is intended to be reviewed and updated when necessary.