

Community Development Committee

Meeting date: August 20, 2018

Environment Committee

Meeting date: August 28, 2018

For the Metropolitan Council meeting of September 12, 2018

Subject: City of Landfall Village 2040 Comprehensive Plan, Review File 21800-1

District(s), Member(s): District 11, Sandy Rummel

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

Staff Prepared/Presented: Corrin Wendell, AICP, Sector Representative (651-602-1832)
LisaBeth Barajas, Community Development Director (651-602-1895)
Kyle Colvin, Engineering Programs, Manager (651-602-1151)

Division/Department: Community Development / Regional Planning
Environmental Services / Technical Services

Proposed Action

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

Recommendations of the Community Development Committee

1. Authorize the City of Landfall to place its 2040 Comprehensive Plan into effect.
2. Revise the City's forecasts, as shown in Table 1 in the Review Record.
3. Advise the City to implement the advisory comments in the Review Record for Transportation and Housing.

Recommendations of the Environment Committee

1. Approve the City of Landfall's Comprehensive Sewer Plan component of the City's 2040 Comprehensive Plan.
2. Advise the City to implement the Environment Committee Advisory Comments on Page 2 of this report.

Advisory Comments

The following Advisory Comments are part of the Council action authorizing the City of Landfall Village 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. § 473.858, subd. 3)
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 component of the City's 2040 Comprehensive Plan becomes effective only after the Plan receives final approval from the local governmental unit. After the Plan receives final approval from the City and the Comprehensive Sewer Plan component of the City's Plan becomes effective, the City may implement its Plan to alter, expand, or improve its sewage disposal system consistent with the Council-approved Sewer Plan.
2. A copy of the City Council resolution adopting its Plan, including the Comprehensive Sewer Plan component, must be submitted to the Council.
3. On page 28 under heading 3. Assessing and Protecting the Water Source, the plan notes, "there are not wellhead protection areas within the City." Please consider clarifying the language under heading 3 to specify that while there are not Landfall-designated wellhead protection areas within the City, neighboring Woodbury's wellhead protection area overlaps the City.

Background

The City of Landfall is located in west central Washington County and is surrounded on all sides by the City of Oakdale. It lies near the border with Maplewood on the west and Woodbury to the south and Lake Elmo to the east.

The City 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).

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	<i>2040 Water Resources Policy Plan</i> (Wastewater Services and Surface Water Management)	Conforms
Conformance	<i>2040 Regional Parks Policy Plan</i>	Conforms
Conformance	<i>2040 Transportation Policy Plan</i> , including Aviation	Conforms
Consistency with Council Policy	<i>Thrive MSP 2040</i> and Land Use	Consistent
Consistency with Council Policy	Forecasts	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

The Metropolitan Council awarded a \$10,000 Planning Grant to the City of Landfall to facilitate the update of their 2040 comprehensive plan.

Known Support / Opposition

There is no known local opposition to the 2040 comprehensive plan.

REVIEW RECORD

City of Landfall 2040 Comprehensive Plan

Review File No. 21800-1, Business Item No. 2018-220

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. Council staff have 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: Corrin Wendell, Community Development – Local Planning Assistance (651-602-1832)

The Plan conforms to the *2040 Regional Parks Policy Plan (RPPP)* for the regional parks system element. There are no existing or planned regional parks system facilities within the City, which is acknowledged in the Plan. The Plan also includes a Capital Improvement Plan for local parks.

Regional Transportation, Transit, and Aviation

Reviewers: Russ Owen, Metropolitan Transportation Services – Systems Planning (651-602-1724); Heidi Schallberg, Metropolitan Transportation Services – Systems Planning (651-602-1721)

The Plan conforms to the *2040 Transportation Policy Plan (TPP)* adopted in 2015. It accurately incorporates and integrates transportation system components of the TPP as well as applicable land use policies for regional transitways. The Plan 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 City's Plan accurately accounts for the regional system of principal arterials including planned additions and improvements identified in the Current Revenue Scenario, and any right-of-way preservation needs. The City's Plan accurately accounts for the regional system of A-minor arterials and has delineated major and minor collectors. (There are no principal arterials or A-minor arterials within the city limits.) The Plan identifies all the required characteristics of the community's roadways, including existing and future functional class.

Transit

The Plan conforms to the Transit system element of the TPP and is consistent with the Transit system element policies of the TPP. Although the planned Gold Line BRT service will not be within the City limits, the Plan references this future transitway that is part of the Current Revenue Scenario in the TPP. The City is within Transit Market Area III.

Aviation

The Plan conforms to Aviation system element of the TPP. The City does not include an airport. The Plan includes policies that protect regional airspace from obstructions.

The Plan also conforms to the TPP regarding TAZ allocations, is consistent with the Bicycling and Pedestrian policies, the Freight policies of the TPP.

Advisory Comments

The City is encouraged to seek opportunities for potential direct pedestrian connections from within the City to the planned Gold Line BRT station.

Water Resources

Wastewater Service

Reviewer: Kyle Colvin, Manager, Environmental Services - Engineering Services (651-602-1151)

The Update is in conformance with the 2040 *Water Resources Policy Plan*. The Update 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 forecasts for population, households, and employment.

Current wastewater treatment services are provided to the City by the Metropolitan Council Environmental Services. Wastewater generated within the City is conveyed by Council Interceptor 1-WO-501 and treated at the Metropolitan Council's Metropolitan Wastewater Treatment Plant in St. Paul. The Update projects that the City will have 300 sewer households and 30 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 Update reflects little to no growth in population and employment through the year 2040.

Landfall is not currently identified as a community impacted by wet weather occurrences. The City's sanitary sewer system was constricted in the mid 1990's with PVC plastic, gasketed sealed joint pipes. The City owns all the services, which also have PVC pipe.

The Plan includes an I/I reduction plan which includes the adoption of a Storm Water Management Plan to address the issues of Inflow and Infiltration in its sanitary sewer system. An ordinance prohibits the connection of sump pumps, rain leaders, and passive drain tile to the sanitary system. The City also intends to televise the sanitary sewer system, in an effort to identify and reduce inflow and infiltration. The City also performs routine inspections and educates residents about preventing excess I/I from entering the system.

Sewer Element Comments

The Sewer Element of the Update has been reviewed against the requirements for Comprehensive Sewer Plans for suburban communities. It was found to be complete and consistent with Council policies. Upon adoption of the Update by the City, the action of the Council to approve the Sewer Plan becomes effective. At that time, the City may implement its Update 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.

Surface Water Management

Reviewer: Judy Sventek, Environmental Services – Water Resources (651-602-1156)

The Plan is consistent with Council policy requirements and in conformance with the Council's 2040 *Water Resources Policy Plan* (WRPP) for local surface water management. The Plan satisfies the requirements for 2040 comprehensive plans. The City lies fully within the oversight boundaries of the Ramsey-Washington Metro Watershed District (RWMWD). Landfall has adopted the RWMWD 2017 Watershed Management Plan (Plan) by reference. The Plan will serve as the City's Local Water Management Plan, and the RWMWD will serve as the permitting agency for the City.

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: Dennis Farmer, Community Development – Regional Policy and Research (651-602-1552)

The Plan's forecast related material is complete and consistent with Council policy. The city proposes slightly higher population and household forecasts to reflect recent growth. The City has previously discussed this forecast revision with Council staff. Council staff find the revised forecasts reasonable based on the City's latest population and household estimates. The City uses these revised forecasts consistently throughout the document. Table 1 below shows the City's original forecast and revised forecasts:

Table 1. Metropolitan Council Forecasts for Landfall

	Census	Previous Council Forecasts			Revised Council Forecasts		
	2010	2020	2030	2040	2020	2030	2040
Population	663	660	640	630	760	750	740
Households	257	260	260	260	300	300	300
Employment	25	30	30	30	30	30	30

Forecasts will be officially revised when the Metropolitan Council authorizes the City to place its Plan into effect.

Thrive MSP 2040 and Land Use

Reviewer: Corrin Wendell, Community Development – Local Planning Assistance (651-602-1832)

The Plan is consistent with *Thrive MSP 2040* (Thrive) and its land use policies. Thrive designates the City as Suburban (Figure 2), which directs communities to accommodate forecasted growth at an overall residential density of at least five units per acre for development and redevelopment and to target opportunities for more intensive development near regional transit investments with adequate sewer capacity at densities and in a manner articulated in the *2040 Transportation Policy Plan*.

Landfall is not projected to grow further after growth already seen this decade; and the City guides its existing manufactured housing lots as *Manufactured Housing Park*. Other land use designations include: *Single Family Detached, Multifamily, Retail and Other Commercial, Institutional, and Park*. The net density for residential uses in the City is 9.4 units/acre, which includes all existing residential uses. The entirety of the City is located within a half-mile of the Gold Line Greenway Avenue Station, and the TPP requires areas planned for new development or redevelopment within a BRT transitway in the Suburban designation to have an average density of 20 units/acre. However, there is no additional new developable land within the City and the only potential for redevelopment is the commercial area adjacent to Hudson Boulevard, but the City does not expect that this area will redevelop in the near future.

The Plan is also consistent with Thrive land use policies for natural resources protection, water sustainability, economic competitiveness, and resilience.

Advisory Comments

Council staff advise the City that should the City determine that residential redevelopment opportunities are possible, the City will need to amend its plan to allow for residential densities consistent with Council policy. Please contact Council staff with any questions and for further assistance.

Housing

Reviewer: Tara Beard, Community Development – Regional Policy and Research (651-602--1051)

The Plan is consistent with *2040 Housing Policy Plan*. The City's existing housing is comprised entirely of manufactured homes. Washington County Community Development Agency (CDA) owns the land, and all homes are owner occupied. The City's stated policy is to maintain the affordability of all its housing units, most of which are affordable to households earning 30% of Area Median Income or less. While close to 20% of households in the City are housing cost burdened, it remains a unique enclave of affordability in Washington County.

The Plan indicates that the City will work with Washington County CDA, Minnesota Housing, and its own Housing and Redevelopment Authority to ensure code enforcement and provide resources to address maintenance issues.

The City is not projected to add households and therefore does not need to plan for a share of the region's need for affordable housing in the 2021-2030 decade.

Advisory Comments

The Plan indicates that the City will work with the Metropolitan Council to apply for Livable Communities Act (LCA) grant funds to assist residents with maintenance of their homes, but Landfall currently is not an LCA participating city. The Council will begin the process to negotiate housing goals for the 2021-2030 decade and communities to re-enroll at the end of 2019 or in early 2020.

Water Supply

Reviewer: Lanya Ross, Environmental Services – Water Supply Planning (651-602-1803)

Because the community relies primarily on private wells and does not own or operate a municipal community public water supply system (PWS), no local water supply plan is required. Plans without a PWS must include information about water sources, including plans to protect private water supplies.

The City's Plan is consistent with *2040 Water Resources Policy Plan* 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.

Advisory Comments

On page 28 under heading "3. Assessing and Protecting the Water Source," the Plan notes, "there are not wellhead protection areas within the City." However, the map above and the text below heading "4. Sub-Regional Collaboration" indicate that "the City of Landfall Village overlaps...the moderately-vulnerable Drinking Water Supply Management Area for the City of Woodbury." Please consider clarifying the language under heading 3 to specify that while there are not Landfall-designated wellhead protection areas within the City, neighboring Woodbury's wellhead protection area overlaps the City.

Community and Subsurface Sewage Treatment Systems (SSTS)

Reviewer: Jim Larsen, Community Development – Local Planning Assistance (651-602-1159)

There are no Community Wastewater Treatment facilities or Subsurface Sewage Treatment Systems (SSTS) in operation within the community. The City is entirely served by a local sanitary sewer collection system, directing flow into MCES Interceptor I-WO-501 for ultimate treatment at the Metropolitan Wastewater Treatment Plant in Saint Paul.

Special Resource Protection

Solar Access Protection

Reviewer: Cameran Bailey, Community Development – Local Planning Assistance (651-602-1212)

The Plan is consistent with Council policy for 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 addresses all the required solar elements as well as resilience in energy infrastructure and resources.

Aggregate Resource Protection

Reviewer: Jim Larsen, Community Development – Local Planning Assistance (651-602-1159)

The Plan indicates that there are no known aggregate resources located in the community. This information is consistent with the Council's aggregate resources inventory information found in *Minnesota Geological Survey Information Circular 46*.

Historic Preservation

Reviewer: Corrin Wendell, Community Development – Local Planning Assistance (651-602-1832)

The Plan appropriately addresses historic preservation in the community. The City currently does not have any sites or structures listed on the National Register of Historic Places.

Plan Implementation

Reviewer: Corrin Wendell, AICP, Community Development – Local Planning Assistance (651-602-1832)

The Plan includes a description of the zoning, SSTS codes, and the housing implementation program. The Plan also includes a capital improvement program and describes official controls and fiscal devices that the City will employ to implement 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.

Documents Submitted for Review

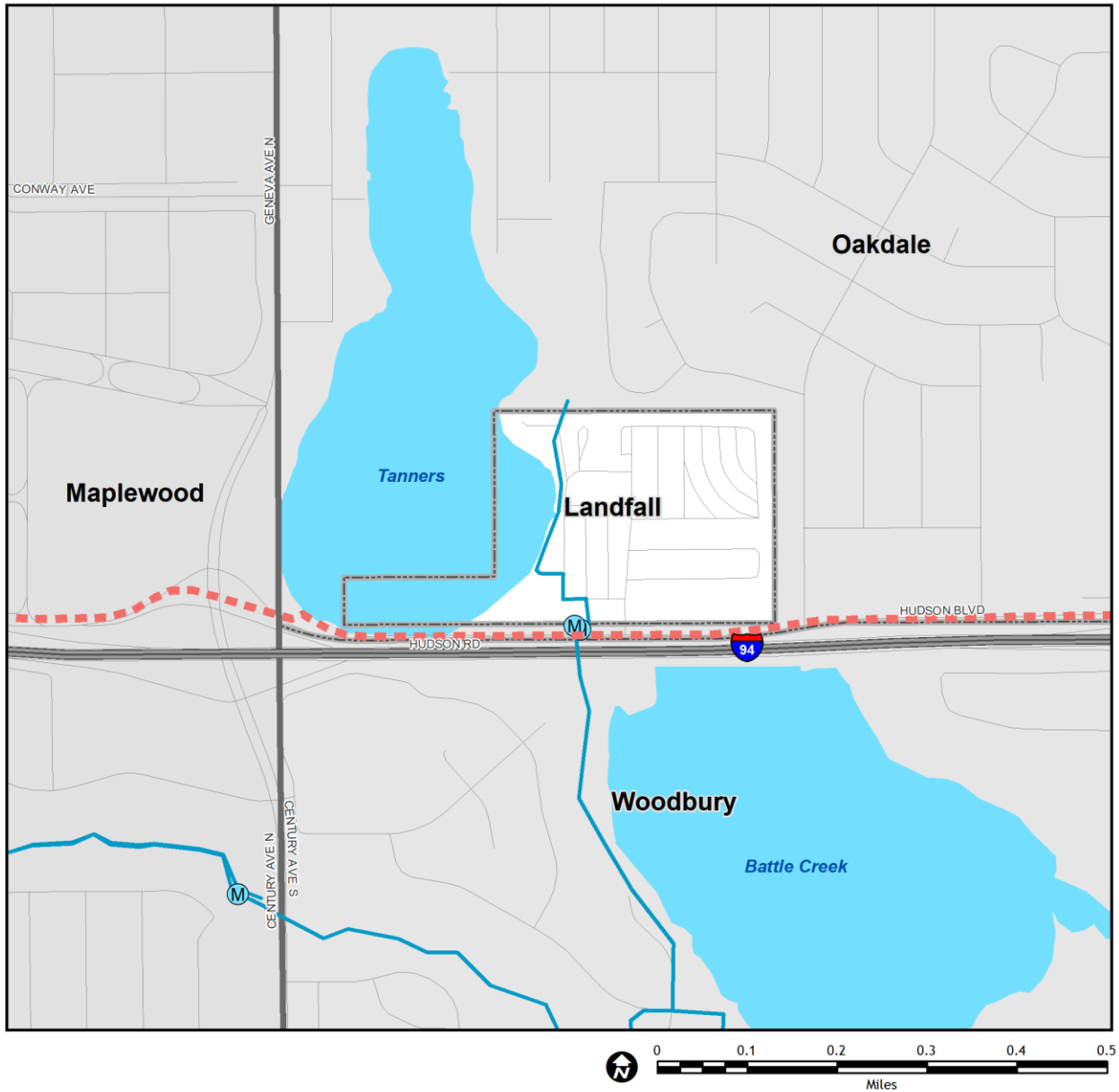
In response to the 2015 System Statement, the City submitted the following documents for review:

- September 26, 2017: City of Landfall Village 2040 Preliminary Plan
- April 26, 2018: City of Landfall Village 2040 Comprehensive Plan for official review
- May 11, 2018: Appendix A: City Ordinance Section 920
- May 31, 2018: Updated surface water and wastewater information
- June 27, 2018: Updated local water management plan information

Attachments

- Figure 1: Location Map with Regional Systems
- Figure 2: *Thrive MSP 2040* Community Designations
- Figure 3: Existing 2030 Planned Land Use
- Figure 4: 2040 Planned Land Use

Figure 1. Location Map with Regional Systems



Regional Systems

- Planned Fixed Guideway Stations
- Existing Fixed Guideway Stations
- Regional Transitways**
- Existing Fixed Guideway
- Planned Fixed Guideway
- Existing Bus Rapid Transit
- Planned Bus Rapid Transit
- Wastewater Treatment**
- M Meters
- L Lift Stations
- MCES Interceptors
- WTP MCES Treatment Plants

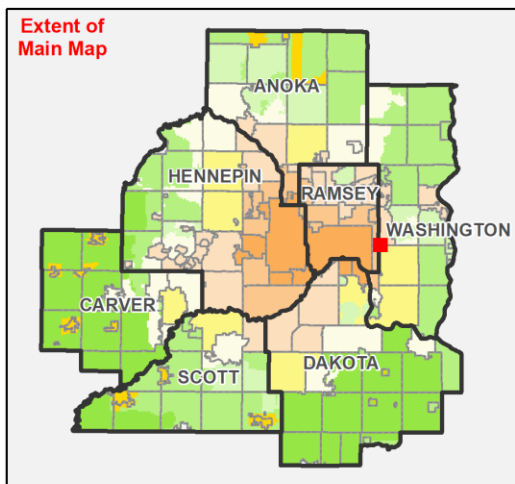
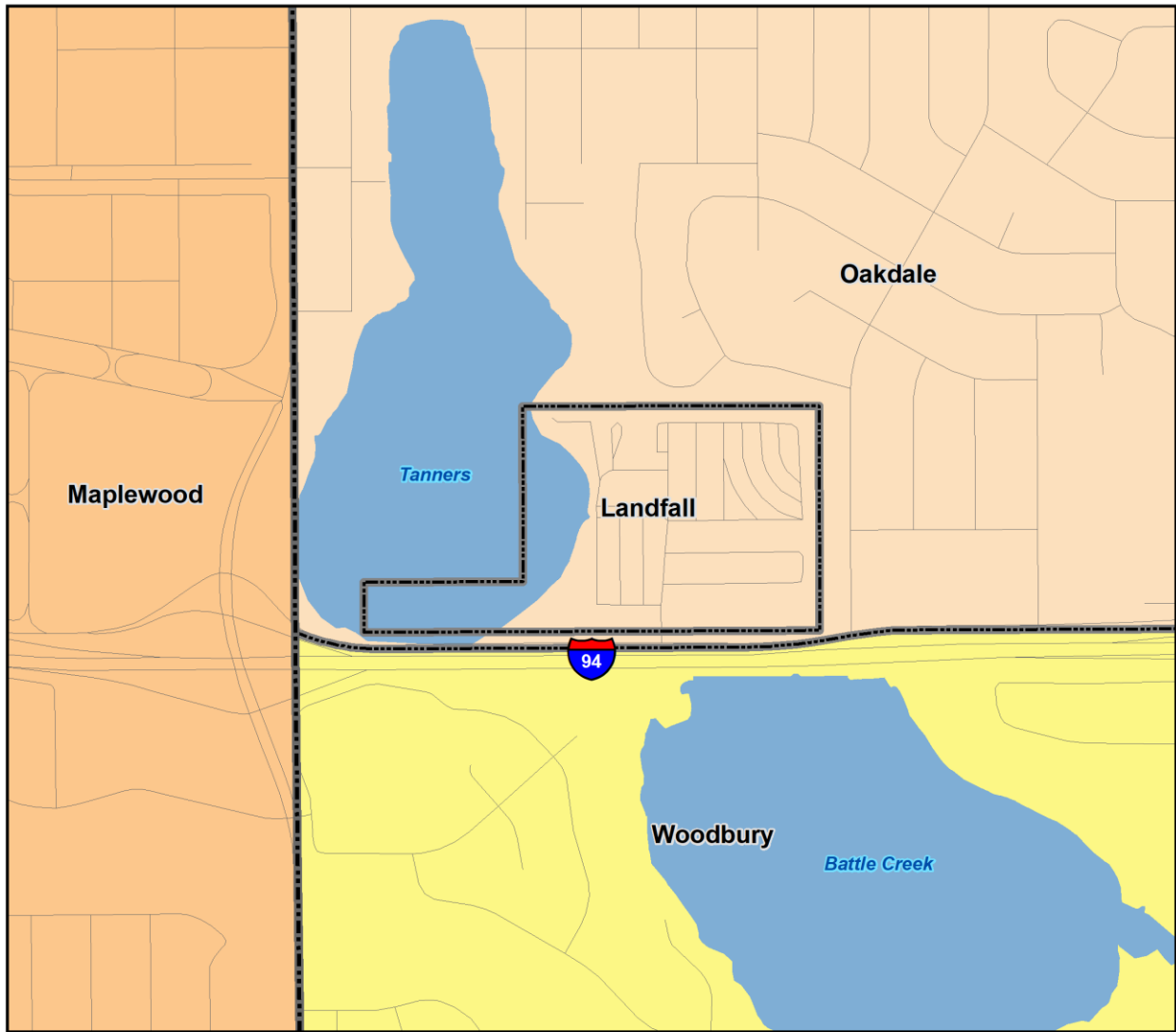
Regional Highway System

- Interstates
- US Highways
- State Highways
- County Roads
- Ncompass Street Centerlines

Regional Parks and Trails

- Existing (Open to Public)
- In Master Plan (Not Open to Public)
- Planned Units
- Existing Regional Trails
- Planned Regional Trails

Figure 2. 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 3. Existing 2030 Planned Land Use

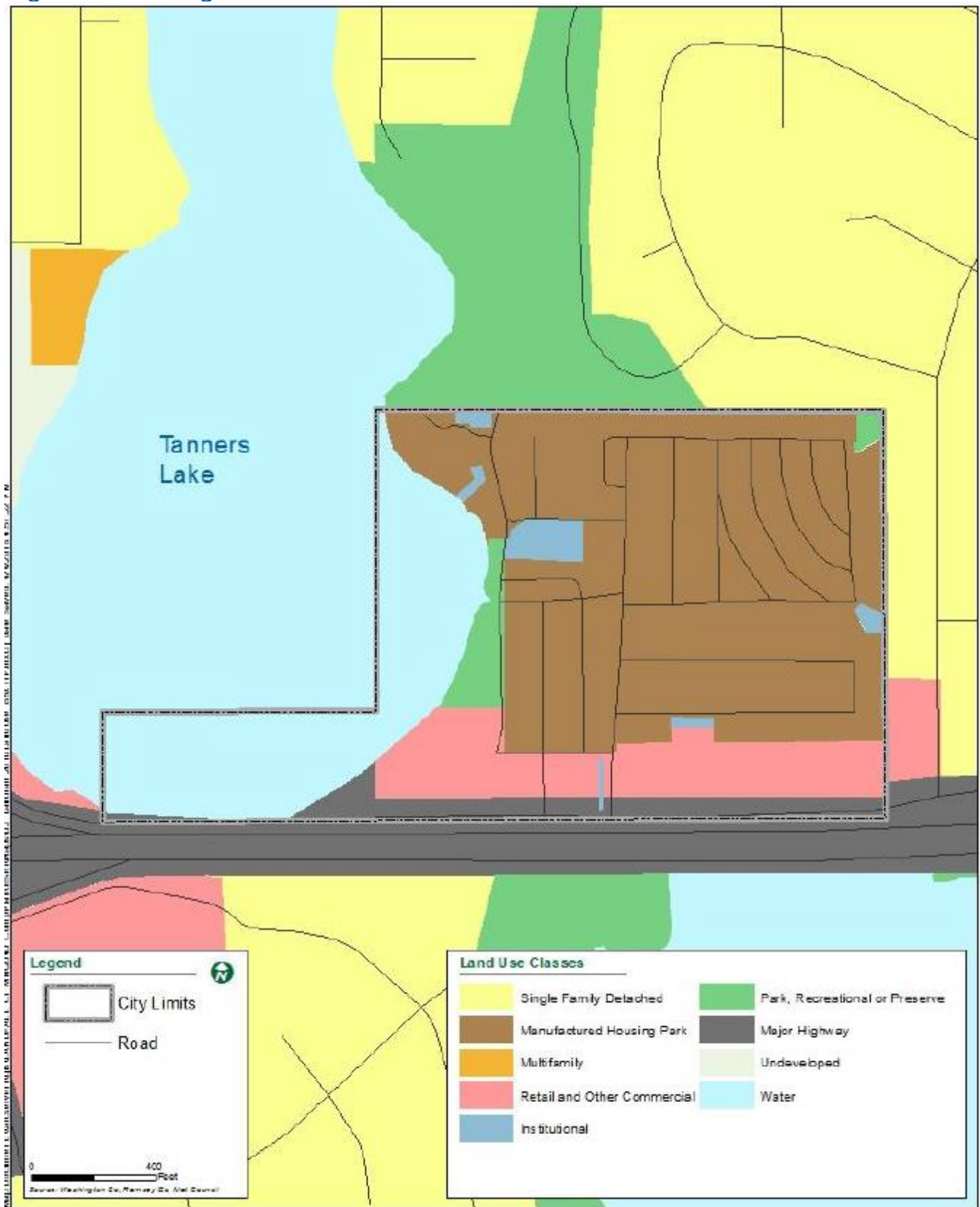


Figure 4. 2040 Planned Land Use

