

Community Development Committee

Meeting date: August 5, 2019

Environment Committee

Meeting date: August 13, 2019

For the Metropolitan Council meeting of August 28, 2019

Subject: City of Belle Plaine 2040 Comprehensive Plan and Comprehensive Sewer Plan, Review File 21984-1

District(s), Member(s): District 4, Deb Barber

Policy/Legal Reference: Metropolitan Land Planning Act (Minn. Stat. § 473.175), Minn. Stat. § 473.513

Staff Prepared/Presented: Corrin Wendell, Senior Planner, Local Planning Assistance (651-602-1832)
Angela Torres, Local Planning Assistance Manager (651-602-1566)
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 Belle Plaine to place its 2040 Comprehensive Plan into effect.

Recommendations of the Environment Committee

1. Approve the City of Belle Plaine's Comprehensive Sewer Plan component of the City's 2040 Comprehensive Plan.

Advisory Comments

The following Advisory Comments are part of the Council action authorizing the City of Belle Plaine 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 becomes effective only after the Plan receives final approval from the local governmental unit's governing body. After the Plan receives final approval from the City and the Comprehensive Sewer Plan becomes effective, the City may implement its Plan to alter, expand, or improve its sewage disposal system consistent with the Council-approved Comprehensive Sewer Plan.
2. A copy of the City Council resolution adopting its 2040 comprehensive plan, including its Comprehensive Sewer Plan component, must be submitted to the Council.

Background

The City of Belle Plaine is located in Scott County, surrounded by the townships of San Francisco in Carver County, and the Scott County townships of St. Lawrence, Belle Plaine, and Blakeley (see Figure 1).

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).

Each local government unit shall adopt a policy plan for the collection, treatment, and disposal of sewage for which the local government unit is responsible, coordinated with the Metropolitan Council’s plan, and may revise the same as often as it deems necessary (Minn. Stat. § 473.513).

The attached Review Record details the Council’s assessment of the Plan’s conformance, consistency, and compatibility, and is summarized below.

Review Standard	Review Area	Plan Status
Conformance	<i>2040 Regional Parks Policy Plan</i>	Conforms
Conformance	<i>2040 Transportation Policy Plan, including Aviation</i>	Conforms
Conformance	<i>2040 Water Resources Policy Plan (Wastewater Services and Surface Water Management)</i>	Conforms
Consistency with Council Policy	<i>Thrive MSP 2040 and Land Use</i>	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 the City a Planning Assistance Grant of \$32,000 to complete its 2040 comprehensive plan. The first half of this grant was paid to initiate the local planning process. The second half of the grant will be paid after Council authorization of the City's plan, local adoption, and the City's submittal of final reporting requirements.

Known Support / Opposition

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

REVIEW RECORD

City of Belle Plaine 2040 Comprehensive Plan

Review File No. 21984-1, Business Item No. 2019-219-JT

The following Review Record documents how the proposed Plan meets the requirements of the Metropolitan Land Planning Act and conforms to regional system plans, is consistent with regional policies, and is compatible with the plans of adjacent and affected jurisdictions.

Conformance with Regional Systems

The Council reviews plans to determine conformance with metropolitan system plans. The Council has reviewed the City's Plan and finds that it conforms to the Council's regional system plans for Regional Parks, Transportation (including Aviation), and Water Resources.

Regional Parks and Trails

Reviewer: Colin Kelly, AICP, Community Development (CD) – Regional Parks (651-602-1361)

The Plan conforms to the *2040 Regional Parks Policy Plan* for the Regional Parks System element. Scott County is the park implementing agency for Regional Parks System components in Belle Plaine, for which the Plan accurately describes the Regional Parks System components. Regional Trails located within the City include the Southern Scott Regional Trail Search Corridor. The Plan also appropriately acknowledges state recreation lands within the City, including the Minnesota Valley State Trail and the Minnesota Valley State Recreation Area.

Regional Transportation, Transit, and Aviation

Reviewers: Russ Owen, Metropolitan Transportation Services (MTS) (651-602-1724)

The Plan conforms to the *2040 Transportation Policy Plan (TPP)* adopted in 2015. It accurately reflects transportation system components of the TPP. 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 Highways system element of the TPP. The Plan accurately accounts for the metropolitan highway system of principal arterials including US 169. The Plan accurately reflects the regional functional classification map of A-minor arterials, and has delineated major and minor collectors.

The Plan identifies all the required characteristics of the City's roadways, including existing and future functional class, right-of-way preservation needs, and existing and forecasted traffic volumes for principal and A-minor arterials. Forecasting was done consistent with regional methodology. The Plan also includes guidelines on how access will be managed for principal and A-minor arterials.

Transit

The Plan conforms to the Transit system element of the TPP. It shows the location of existing transit routes and facilities and acknowledges the City is within Transit Market Area V.

The Plan acknowledges that the City is not within the Transit Capital Levy District and that the only transit services provided in this type of community (Rural Center) are Transit Link dial-a-ride service and various ridesharing services.

The Plan is consistent with the policies of the Transit system element of the TPP. The Plan addresses community roles related to its Community Designation of Rural Center, as well as the opportunities and challenges related to its Transit Market Area.

Aviation

The Plan conforms to Aviation system element of the TPP. The Plan includes policies that protect regional airspace from obstructions.

Bicycling and Walking

The Plan is consistent with the Bicycle and Pedestrian chapter of the TPP. The Plan identifies existing and future segments of and connections to the Regional Bicycle Transportation Network (RBTN) and regional trails.

The Plan is also consistent with Bicycle and Pedestrian policies of the TPP by planning for local pedestrian and bicycle connections to transit, regional trails, regional job concentrations, and other regional destinations as identified on the RBTN map.

Freight

The Plan is consistent with Freight policies of the TPP. The Plan identifies the needs of freight movement in and through the City, including accessibility to freight terminals and facilities. One specific item is that the City has a Class I freight rail facility operated by Union Pacific.

Transportation Analysis Zones (TAZs)

The Plan conforms to the TPP regarding TAZ allocations. The City's TAZ allocations for employment, households, and population appropriately sum to the Council's citywide forecast totals for all forecast years.

The City's planned land uses and areas identified for development and redevelopment can accommodate the TAZ forecasted allocations in the Plan, and at densities consistent with the community's Thrive designation of Rural Center.

Water Resources **Wastewater Service**

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

Comprehensive Sewer Plan Comments

The Plan conforms to the *2040 Water Resources Policy Plan (WRPP)*. The Plan 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 by a wastewater treatment plant owned and operated by the City. The Plan projects that the City will have 4,900 sewer households and 3,300 sewer employees by 2040.

The City's wastewater treatment facility consists of a combined stabilization pond system and mechanical treatment. The Plan states that the existing liquids treatment capacity at the mechanical treatment portion of the City's wastewater treatment facility has adequate capacity to provide service through 2040, however capacity improvements for biosolids processing will be required sometime prior to 2040. The Plan states that a facility plan that identifies the timing and financing for the capacity improvements has not been initiated.

The Plan does not state that the City is considering a request to connect to the Metropolitan Disposal System by 2040, nor does it request that the City’s wastewater treatment works be acquired by the Metropolitan Council.

The Plan defines the City’s goals, policies, and strategies for preventing and reducing excessive inflow and infiltration (I/I) in the local municipal (city) sanitary sewer system by reference to a program of on-going system replacement of aging mains that are susceptible to I/I. The City also has a public education program regarding I/I that supports the elimination of illegal connections to the sanitary sewer system.

The Plan describes the requirements and standards for minimizing I/I and references City Code (Section 702.5) that prohibits the connection of roof downspouts, foundation drains, area drains, sump pumps, or other sources of surface or groundwater.

The Plan describes the sources, extent, and significance of existing inflow and infiltration within the entire wastewater collection system. The City by comparing water consumption data to wastewater flow generation has determined that the collection system is not significantly impacted by I/I.

Sewer Element Comments

The Sewer Element of the Plan has been reviewed against the requirements for Comprehensive Sewer Plans for Rural Center communities. It was found to be complete and consistent with Council policies. Upon adoption of the Plan by the City, the action of the Council to approve the Sewer Plan becomes effective. At that time, the City may implement its Plan to alter, expand, or improve its sewage disposal system consistent with the approved Sewer Plan. A copy of the City Council Resolution adopting its Plan needs to be submitted to the Metropolitan Council for its records.

Surface Water Management

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

The Plan is consistent with Council policy requirements and in conformance with the Council’s WRPP for local surface water management. The Plan satisfies the requirements for 2040 Comprehensive Plan. Belle Plaine lies within the oversight boundaries of the Scott (County) Watershed Management Organization (WMO). Belle Plaine submitted a draft Local Water Management Plan (LWMP) to the Council on June 20, 2018. Council Water Resources staff reviewed and commented on the draft LWMP to the City and WMO in a letter dated August 3, 2018. The WMO approved the LWMP on November 26, 2018 and the City adopted the final LWMP on January 7, 2019. The Plan incorporates the October 2018 version of the LWMP in an Appendix.

Consistency with Council Policies

The Council reviews plans to evaluate their apparent consistency with the adopted plans of the Council. Council staff have reviewed the City’s Plan and find that it is consistent with the Council’s policies, as detailed below.

Forecasts

Reviewer: Todd Graham, CD – Research (651-602-1322)

The Plan includes the Council forecasts for the City (page 3.3). For reference, Council’s forecasts are:

Table 1. Metropolitan Council Forecasts for Belle Plaine

	Census 2010	Estimated 2018	Council Forecasts		
			2020	2030	2040
Population	6,661	7,408	7,800	10,100	12,600
Households	2,362	2,511	2,900	3,860	4,900
Employment	1,847	1,817	2,600	2,950	3,300

Chapter 3 of the Plan (table 3.4) describes land supply for future housing. The land supply accommodates the growth forecast. The total land guided includes the area covered by orderly annexations areas outside the current City boundary which “results in surplus acreage.” Much of this land will develop after 2040.

Thrive MSP 2040 and Land Use

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

The Plan is consistent with *Thrive MSP 2040* (Thrive) for land use and residential density policies for a Rural Center community designation (Figure 2). Thrive calls for Rural Center communities to plan for and stage development for forecasted growth through 2040 and beyond at overall average net densities of at least 3-5 dwelling units per acre. Rural Center communities are to strive for higher-density commercial uses and compatible higher-density residential land uses in the commercial core of the community to ensure efficient uses of existing infrastructure investments.

The current corporate limits contain approximately 3,934 acres of land with an additional 4,040 acres in the unincorporated municipal urban service area (MUSA) which is subject to existing orderly annexation agreements. The City has an existing orderly annexation agreement (OAA) with Blakeley and Belle Plaine Townships for future growth areas, where the land will be annexed from the Township into the City. The City’s predominant existing land use is Low-Density Residential (44%) followed by Floodplain (16%), Medium High Density Residential (12%), and Public (10%). See Figure 3 of this report.

The Plan stages development to accommodate forecasted growth between now and 2040. The Plan also illustrates the future land uses in the 2040 planned land use map (Figure 4). In addition, the Plan shows Staging Areas for development through post-2040 that are comprised of residential neighborhoods, commercial centers, corridors, and employment areas. The Plan highlights planning for interconnected neighborhoods that are close to nature, walkable, livable, and sustainable. Neighborhoods will continue to be connected by complete streets to vibrant commercial districts and productive industrial areas with equal access for all to shopping, working, entertaining, and commerce. A mix of housing types, styles, densities, and values and will be within a short walking or biking distance from commercial goods and services. The City’s Downtown will continue to be a hub for entertainment activities, public services, and professional offices. There will be a significant increase in industrial opportunities in specialized areas providing for enhanced employment opportunities and diversification of the tax base. Healthy, active living will be supported by an interconnected network of parks, trails, open spaces, and access to a variety of food options. Natural and environmental resources, community character, and cultural opportunities will be recognized for their intrinsic value, preserved, and nurtured.

As shown in Table 2, the City is planning to accommodate residential development at a minimum net density of 3.41 units per acre, consistent with Council policy. The City is planning for higher density residential uses in the Medium and High Density Residential, and the Mixed Use Residential areas with planned residential densities as high as 22 units per acre.

Table 2: Planned Residential Density, City of Belle Plaine

Land Use Category	Density		% Resid.	2018-2040 Change		
	Min	Max		Net Acres	Min Units	Max Units
Low Density Residential	2	9	100%	455	910	4095
Medium Density Residential	3	22	100%	139	417	3058
Medium and High Density Residential	8	22	100%	37	296	814
High Density Residential	12	22	100%	27	324	594
Mixed Use Res/Commercial	3	22	10%	9	27	198

Planned Land Use Totals	667	1974	8759
Plat Monitoring Data (2000-2018)	1372	4980	3.63
Totals with Plat Monitoring Program Credit	2039	6954	3.41

Housing

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

The Plan is consistent with the *2040 Housing Policy Plan*. The City, as of 2016, has more than 990 homes including 68 townhome units and more than 930 single-family detached homes. Roughly 100 homes are rented. More than 270 housing units are currently affordable to households earning under 80% of Area Median Income (AMI), however, more than 100 households earning 80% of AMI or below are paying more than 30% of their income toward housing costs. Notably, there is 1 unit affordable to households with income at or below 30% AMI and more than 30 cost burdened households with incomes at or below 30% AMI.

The Plan identifies existing housing needs including housing for all stages of life, and housing that is affordable to a range of income levels. The City does not currently have any publicly subsidized housing.

The Plan acknowledges the 2021-2030 affordable housing need allocation of 31 units; 19 of which are needed at prices affordable to households earning 30% of AMI or less, 3 of which are needed at prices affordable to households earning between 31 and 50% of AMI, and 9 of which are needed at prices affordable to households earning between 51 and 80% of AMI. As shown in Figure 5, the Plan guides sufficient land expected to develop in the 2021-2030 time period at a minimum of six units per acre to all for development of 180 housing units to meet the need for units between 51 and 80% of AMI and twelve units per acre to allow for development of at least 36 new housing units to meet the need for units affordable to households earning 50% of AMI or less.

The housing implementation plan component of the Plan describes that the City will consider TIF and local Housing Bonds for new affordable housing in the Village Center area. The Plan also indicates that the City will support applications to Minnesota Housing’s Consolidated RFP for projects in areas guided for high density residential and mixed use.

Water Supply

Reviewer: Brian Davis, ES – Water Supply Planning (651-602-1519)

The Plan is complete and consistent with WRPP policies related to water supply, including the policy on sustainable water supplies, the policy on assessing and protecting regional water resources, and the policy on water conservation and reuse.

The City prepared a Local Water Supply Plan in 2019 that was submitted to both the MN Department of Natural Resources and the Council and reviewed under separate cover.

Community and Subsurface Sewage Treatment Systems (SSTS)

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

The Plan indicates that there are 16 SSTS remaining in use with the City’s boundaries. There are no privately-owned Community Wastewater Treatment Systems in operation within the City, and one publicly-owned Treatment Facility which treats the majority of wastewater generated within the City. Responsibility for SSTS program oversight within the City has been delegated to Scott County. The County’s SSTS Ordinance Number 4 and maintenance management program are consistent with Minnesota Pollution Control Agency Chapter 7080-7083 Rules and the Council’s *2040 WRPP* requirements.

Special Resource Protection

Solar Access Protection

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

The Plan is consistent with statutory requirements (Minn. Stat. § 473.859) and Council policy regarding planning for the protection and development of access to direct sunlight for solar energy systems as required by the Metropolitan Land Planning Act (MLPA). The Plan includes the four required solar planning elements.

Aggregate Resource Protection

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

The Plan indicates, consistent with the Council's aggregate resources inventory information contained in *Minnesota Geological Survey Information Circular 46*, that there are known aggregate resource deposits within and adjacent to the City. Most remaining viable resources are outside the City limits and within the Townships immediately to the east and west of the City that are subject to orderly annexation agreements (OAA) with the City. City land use regulations provide for extractive uses both within the OAA area and within the City limits. Under OAA agreement terms, properties are not annexed into the City until urban development is imminent. Scott County has land use authority in the OAA areas with projects being approved by joint planning boards and their zoning provides for extractive uses through the interim use permit prior to development. City zoning standards provide for extractive use where appropriate, by conditional use permit. Both County and City use standards require a detailed extraction and reclamation plan review process to minimize the potential for land use conflicts.

Historic Preservation

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

The Plan appropriately addresses historic preservation within the City. The Plan acknowledges that there are two properties within the City listed on the National Register of Historic Places. In addition, the City will pursue economic development opportunities involving adaptive reuse of historically important buildings, preserve community identity, and encourage heritage tourism.

Plan Implementation

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

The Plan contains an Implementation Chapter, which describes the programs, official controls, fiscal plans, and management strategies used to implement the Plan as well as defines roles and responsibilities of entities responsible for Plan implementation, outlines Plan amendment procedures, and establishes a prioritized work 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:

- June 20, 2018: City of Belle Plaine Preliminary Comprehensive Plan review
- December 28, 2018: City of Belle Plaine 2040 Comprehensive Plan for official review
- May 2, 2019: Resubmittal of 2040 Plan responding to completeness comments for Housing, Land Use, and Wastewater.

Attachments

Figure 1: Location Map with Regional Systems

Figure 2: *Thrive MSP 2040* Community Designation

- Figure 3: Existing Land Use
- Figure 4: 2040 Planned Land Use
- Figure 5: Land Guided for Affordable Housing

Figure 1. Location Map with Regional Systems

Figure 1. Location Map Showing Regional Systems

Belle Plaine

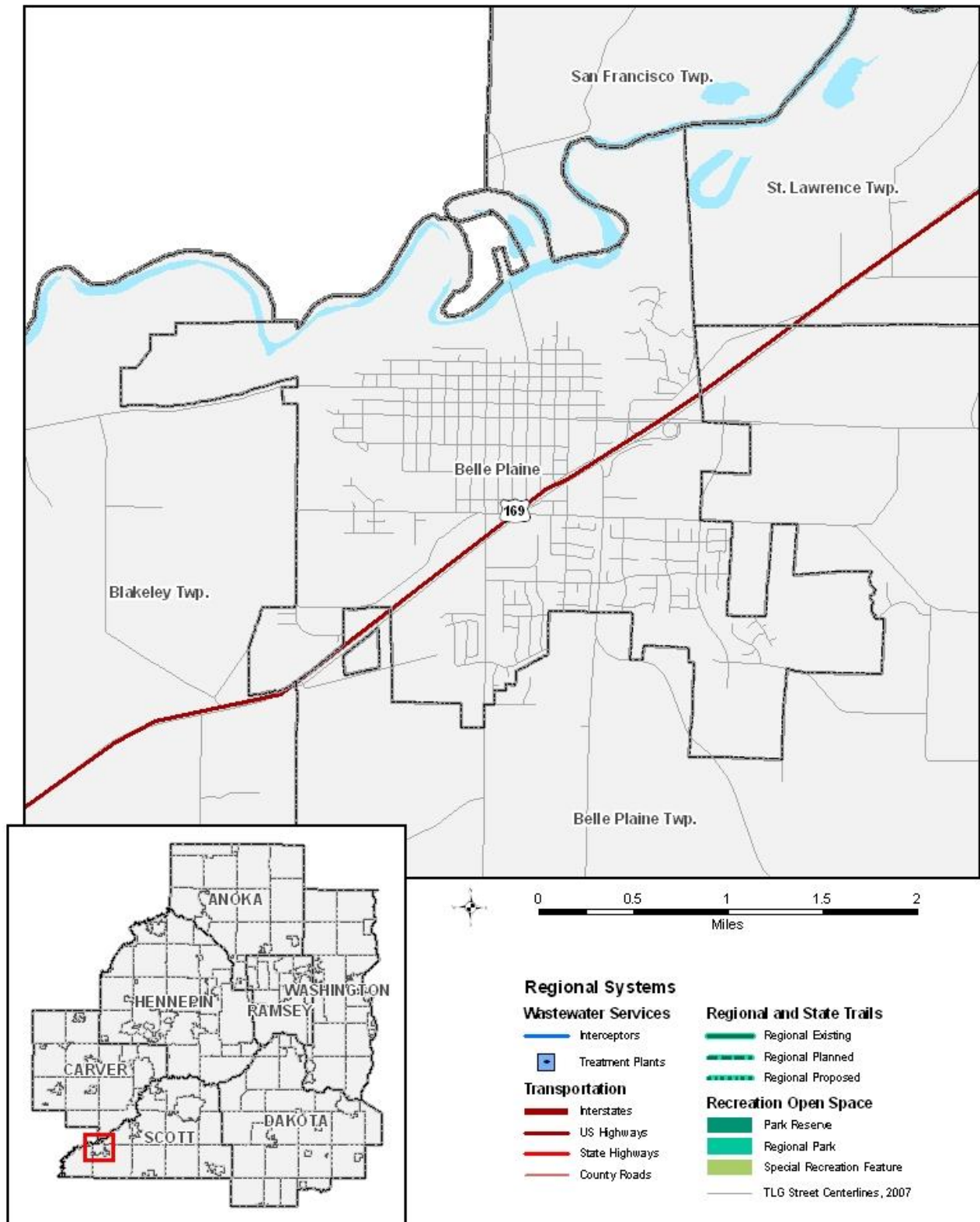
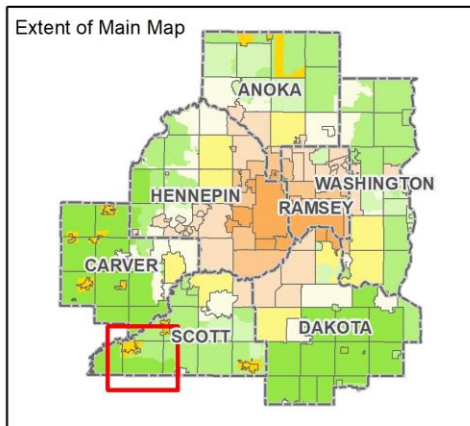
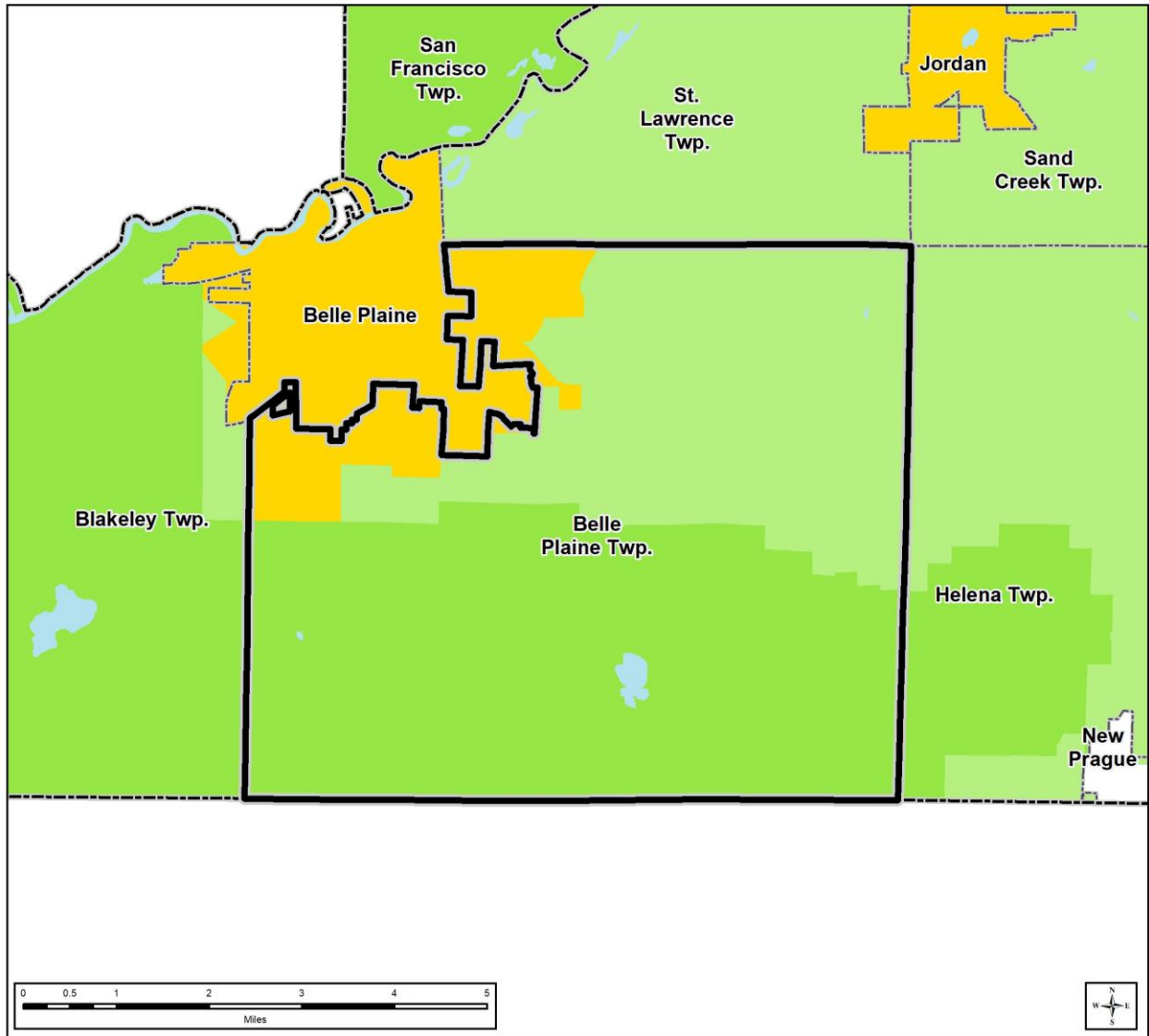


Figure 2. Thrive MSP 2040 Community Designation

**Community Designations
Belle Plaine Township, Scott County**



Community Designations

- Outside Council planning authority
- Agricultural
- Rural Residential
- Diversified Rural
- Rural Center
- Emerging Suburban Edge
- Suburban Edge
- Suburban
- Urban
- Urban Center

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

Figure 3. Existing Land Use

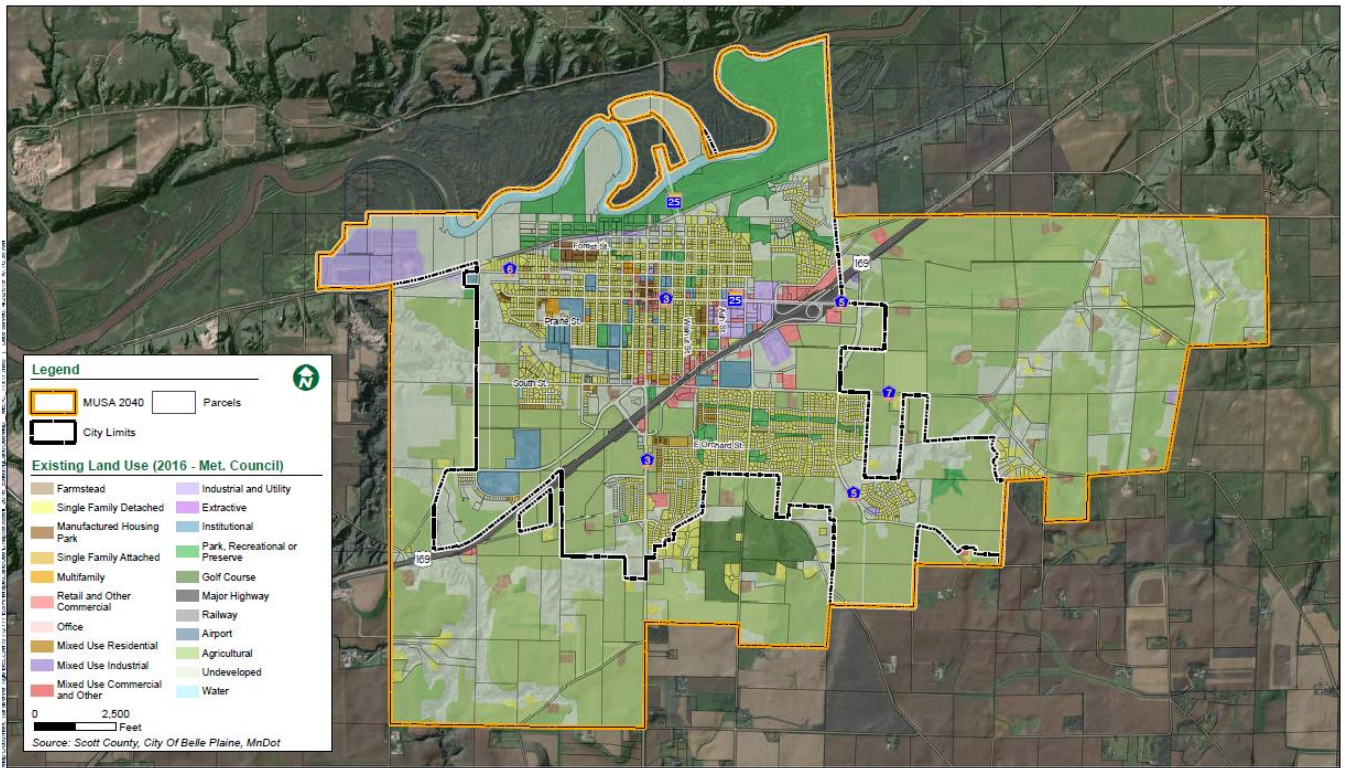


Figure 4. 2040 Planned Land Use

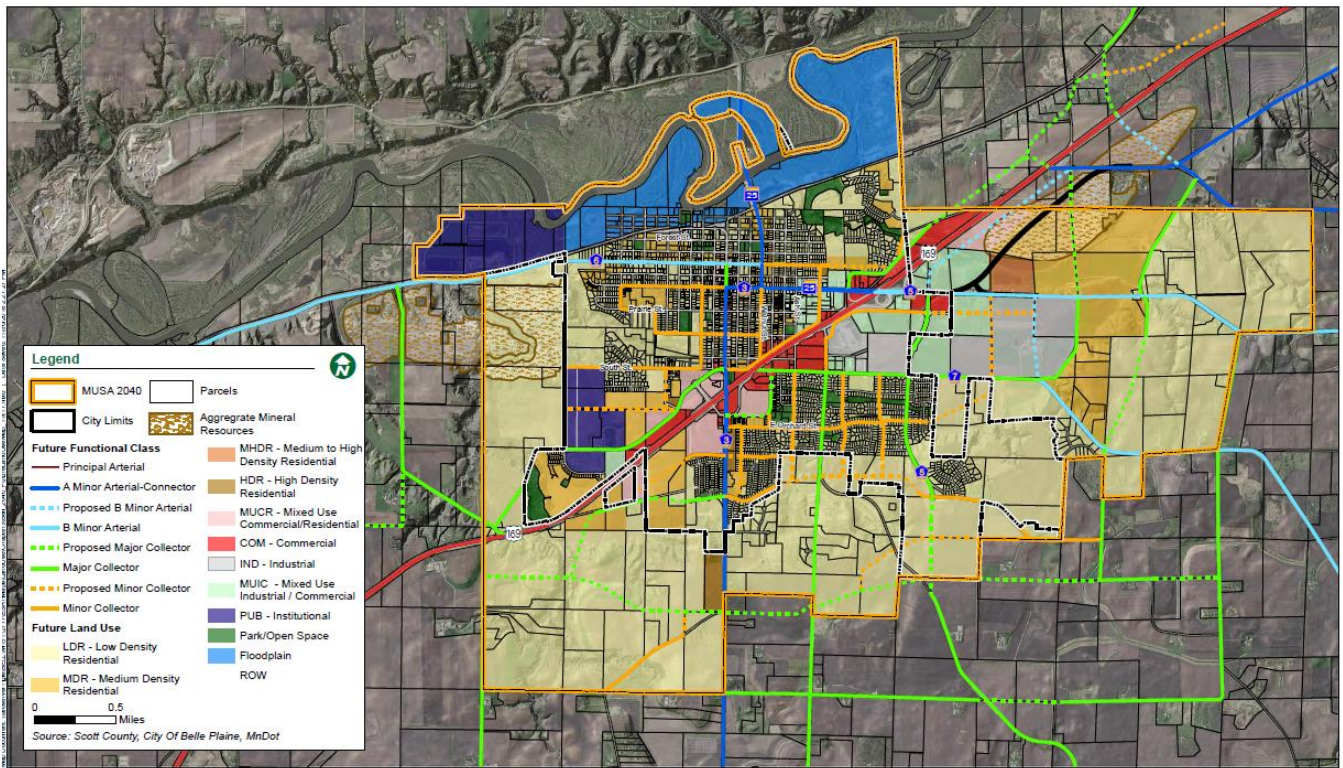


Figure 5. Land Guided for Affordable Housing

Land Guided for Affordable Housing 2021-2030

Belle Plaine

Carver County

Council Member Deb Barber, District 4

2021-2030 share of regional need for Affordable Housing at 50% AMI and Below:	22 units
2021-2030 share of regional need for Affordable Housing between 51 to 80% AMI:	9 units
TOTAL 2021-2030 share of regional need for Affordable Housing:	31 units
2021-2030 total regional need for Affordable Housing:	37,900 units

	Available Acres	x Minimum Density (units per acre)	x Expected % Residential (if mixed use)	Minimum Units Possible
Medium Density Residential	30.0	6	100%	180
Village Center	6.0	12	50%	36
Total	36.0			216

Sufficient/(insufficient) units affordable at 50% AMI and below possible in areas with ≥12 units per acre minimum against share of regional need: **14**

Sufficient/(insufficient) total units affordable between 51 to 80% AMI possible in areas with ≥8 units per acre minimum possible against share of regional need: **171**

Sufficient/(insufficient) total units possible against share of regional need: **185**

Affordable units built since 2021: **0**

Sufficient/(insufficient) units possible adjusted for affordable units built: **185**
 Number of Comp Plan Amendments approved since Comp Plan Update: **0**

