Community Development Committee

Meeting date: June 17, 2019

For the Metropolitan Council meeting of June 26, 2019

Subject: Hennepin County 2040 Comprehensive Plan, Review File 22099-1

District(s), Member(s): District 1, Judy Johnson; District 2, Reva Chamblis; District 3, Christopher Ferguson; District 6, Lynnea Atlas-Ingebretson; District 7, Robert Lilligren; District 8, Abdirahman Muse

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

Staff Prepared/Presented: Michael Larson, Senior Planner (651-602-1407)

Angela R. Torres, Local Planning Assistance Manager (651-602-1566)

Division/Department: Community Development / Regional Planning

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 Hennepin County to place its 2040 Comprehensive Plan into effect.
- 2. Revise the County's forecasts upward for the unincorporated areas of Fort Snelling as shown in Table 1 of the attached Review Record.
- 3. Advise the County to:
 - a. Adopt its MRCCA Plan within 60 days after receiving final DNR approval, and submit a copy of the final adopted plan and evidence of adoption to the DNR, the Council, and National Park Service within 10 days after the adoption.
 - b. Implement the advisory comments in the Review Record for Forecasts, and Water Supply.



Advisory Comments

The following Advisory Comments are part of the Council action authorizing Hennepin County to implement its 2040 Comprehensive Plan (Plan).

Community Development Committee

- 1. As stated in the *Local Planning Handbook*, Hennepin County 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 County Board 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. Stats. §§ 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).

Background

Hennepin County is located in the west-central part of the seven-county metropolitan area. It is surrounded by the Anoka, Ramsey, Dakota, Scott, and Carver Counties.

Hennepin County submitted its 2040 Comprehensive Plan (Plan) to the Council for review to meet the Metropolitan Land Planning Act requirements (Minn. Stats. §§ 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	Regional system plan for Parks	Conforms		
Conformance	Regional system plan for Transportation, including Aviation	Conforms		
Conformance	Water Resources (Wastewater Services and Surface Water Management)	Conforms		
Consistency with Council Policy	Thrive MSP 2040 and Land Use	Consistent		
Consistency with Council Policy	Forecasts	Consistent, with the proposed changes		
Consistency with Council Policy	2040 Housing Policy Plan	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

None.

Known Support / Opposition

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

REVIEW RECORD

Hennepin County 2040 Comprehensive Plan

Review File No. 22099-1, Business Item No. 2019-149

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 County'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, Community Development (CD) – Regional Parks (651-602-1361)
The Plan conforms to the 2040 Regional Parks Policy Plan (RPPP) for the Regional Parks System element. Three Rivers Park District, the Minneapolis Park and Recreation Board, and the City of Bloomington are the regional park implementing agencies for different Regional Parks System components in the County, for which the Plan accurately describes Regional Parks Systems components, as listed below as shown in Figure 1.

Regional Parks, Park Reserves, and Special Recreation Features

- Above the Falls Regional Park
- Baker Park Reserve
- Bryant Lake Regional Park
- Carver Park Reserve
- Central Mississippi Riverfront Regional Park
- Clifton E. French Regional Park
- Coon Rapids Dam Regional Park
- Crow Hassan Park Reserve
- Eagle Lake Regional Park
- Elm Creek Park Reserve
- Fish Lake Regional Park
- Gale Woods Farm Special Recreation Feature
- Hyland-Bush-Anderson Lakes Park Reserve
- Kingswood Special Recreation Feature
- Lake Minnetonka Islands Regional Park
- Lake Minnetonka Regional Park
- Lake Rebecca Park Reserve
- Lake Sarah Regional Park
- Minneapolis Chain-of-Lakes Regional Park
- Minnehaha Regional Park
- Mississippi Gorge Regional Park
- Noerenberg Gardens Special Recreation Feature
- Nokomis-Hiawatha Regional Park
- North Mississippi Regional Park
- Theodore Wirth Regional Park



Regional Trails

- Baker-Carver Regional Trail (previously known as Minnetrista Regional Trail)
- Bassett Creek Regional Trail
- Bryant Lake Regional Trail Search Corridor (previously a portion of the North-South 2 Regional Trail Search Corridor)
- Cedar Lake LRT Regional Trail
- Cedar Lake Regional Trail
- Columbia Parkway Regional Trail
- CP Rail Regional Trail Search Corridor
- Crow River Regional Trail Search Corridor
- Crystal Lake Regional Trail
- Dakota Rail Extension Regional Trail Search Corridor
- Dakota Rail Regional Trail
- Diamond Lake Regional Trail Search Corridor (previously a portion of the North-South 1 Regional Trail Search Corridor)
- Eagle Lake Regional Trail Search Corridor (previously a portion of the North-South 2 Regional Trail Search Corridor)
- Eagle Lake-Bassett Creek Regional Trail Search Corridor
- Grand Rounds Missing Link Regional Trail Search Corridor
- Grays Bay Regional Trail Search Corridor (previously a portion of the North-South 1 Regional Trail Search Corridor)
- Kenilworth Regional Trail
- Lake Independence Regional Trail
- Lake Minnetonka LRT Regional Trail
- Lake Sarah Regional Trail Search Corridor
- Luce Line Regional Trail
- Medicine Lake Regional Trail
- Mid-Lake Regional Trail Search Corridor (previously known as Lake Independence Extension Regional Trail Search Corridor)
- Minnehaha Parkway Regional Trail
- Minnesota River Bluffs LRT Regional Trail
- Nine Mile Creek Regional Trail
- Nokomis-Minnesota River Regional Trail (previously known as Intercity Regional Trail)
- Nokomis-Minnesota River Regional Trail Extension (previously known as Intercity Extension Regional Trail Search Corridor)
- North Cedar Lake Regional Trail
- Northeast Diagonal Regional Trail
- Purgatory Creek Regional Trail Search Corridor (previously known as Highway 101 Regional Trail Search Corridor)
- Progressive Rail Regional Trail Search Corridor (previously known as South Hennepin East Regional Trail Search Corridor)
- Ridgway Parkway Regional Trail
- Rush Creek Regional Trail
- Shingle Creek Regional Trail
- South Hennepin West (CP Rail) Regional Trail Search Corridor
- St. Anthony Parkway Regional Trail
- Twin Lakes Regional Trail
- Victory Memorial Parkway Regional Trail
- West Mississippi River Regional Trail Search Corridor

The Plan also appropriately acknowledges State and Federal lands within the County.

Regional Transportation, Transit, and Aviation

Reviewer: 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 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... The Plan is compatible with the plans of adjacent and affected governmental units.

Roadways

The Plan conforms to the Roadways system element of the TPP. The County's Plan accurately accounts for the metropolitan highway system of principal arterials including planned additions and improvements identified in the Current Revenue Scenario, and any right-of-way preservation needs. These include improvements identified in Hennepin County's Capital Improvement Plan.

The County's 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 County'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.

The Plan identifies roadway and corridor studies that include recommendations regarding alignments, changes in access, and/or changes in land use. They include the Twin Cities Regional Truck Highway Corridor Study, the Hennepin County Freight Study, the Hennepin County Pedestrian Plan, the 2040 Hennepin County Bicycle Transportation Plan, and the Hennepin County Sales and Use Transportation Tax Implementation Plan. The Plan accurately describes the status of such facilities, including needs for right-of-way and the likelihood and timing of funding.

Transit

The Plan conforms to the Transit system element of the TPP. It shows the location of existing transit routes and facilities and acknowledges that the County includes Transit Market Areas I, II, III, IV, and V.

The Plan incorporates existing and future transitways that are part of the Current Revenue Scenario in the TPP. These include Southwest LRT, Bottineau LRT, Orange Line BRT, and C Line ABRT.

The Plan also incorporates the County's aspirations for transit services that are not part of the TPP. These include transitways found in the Increased Revenue Scenario including I-394/Highway 55 BRT, US 169 Highway BRT, Riverview and Midtown Modern Streetcar, West Broadway and Nicollet ABRT/Modern Streetcar and Chicago-Emerson-Fremont, Lake-Marshall, American Boulevard, and Central Northeast ABRTs. However, the Plan's maps and narrative provide clarification that these proposed services are part of the TPP's Increased Revenue Scenario.

Aviation

The Plan identifies all airports in Hennepin County, including Minneapolis-St. Paul International Airport (MSP Airport), Crystal Airport, and Flying Cloud Airport, and addresses elements of their long-term comprehensive plans including the Minneapolis-St. Paul Airport Long-Range Plan. The Plan addresses the County's major responsibilities for aviation facilities within the County including providing transportation facilities to access them.

Bicycle and Pedestrian

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 identifies preferred alignments for RBTN corridors in Hennepin County and identifies alignments as being proposed for the RBTN.

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; relevant bicycle planning efforts are contained in the internally referenced Hennepin County 2040 Bicycle Transportation Plan.

Freight

The Plan is consistent with Freight policies of the TPP. The Plan identifies the needs of freight movement in and through the County, including accessibility to freight terminals and facilities. These specific needs include maintaining the County State Aid Highway System including bridges and maintaining the freight rail track owned by the Hennepin County Regional Railroad Authority.

Transportation Analysis Zones (TAZ)

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

Water Resources

Wastewater Service

Reviewer: Kyle Colvin, Environmental Services (ES) – Engineering Programs (651-602-1151)
The Plan conforms to the 2040 Water Resources Policy Plan (WRPP). The Plan includes a Wastewater Plan Element that describes its requirements and authority over local Subsurface Sewage Treatment Systems (SSTS). The County does not have any jurisdictional control over centralized wastewater collection or treatment issues; therefore, the County is not required to submit a Comprehensive Sewer Plan.

Surface Water Management

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

The Plan is consistent with Council policy requirements and conforms to the WRPP for local surface water management. While the County is not mandated to prepare a local water management plan, they do have a significant role in water management within the County. The Plan describes the County's role in water resources management and protection.

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 a Hennepin County forecast of population, households, and employment in the Introduction (page 1.1). This forecast is consistent with the Council's forecast.

County and Council staff have discussed and agreed on a forecast revision for Fort Snelling (including MSP Airport), which has no local government other than the County. New housing and population growth at Fort Snelling and employment growth at MSP Airport have outpaced what was previously forecasted. The County's agreement to the forecast revision appears in a memo dated April 30, 2019. The forecast for Fort Snelling (including MSP Airport) will be revised as shown in Table 1 below, simultaneous with Council action on the Hennepin County 2040 Plan.

Table 1: Forecasts for Unorganized Territory of Fort Snelling (including MSP Airport)

	Census Estimated		Previous Council Forecasts			Revised Forecasts		
	2010	2017	2020	2030	2040	2020	2030	2040
Population	149	271	150	290	490	570	930	1,000
Households	135	190	140	240	340	340	520	550
Employment	23,215	26,731	24,900	25,400	26,000	27,500	28,000	28,600

Advisory Comment

Some cities in the County will request forecast adjustments in 2019, which will affect the County total forecasts. The Council will update its own TAZ files using the allocations provided by cities during 2019. The Council advises the County to follow suit. County staff are welcome to contact Council staff to discuss this further.

The County's final Plan should include an allocation of forecasts to TAZs for the nine zones comprising Fort Snelling and MSP Airport. County officials have committed to include this as Appendix X in the final version of the Plan.

Thrive MSP 2040 and Land Use

Reviewer: Michael Larson, CD – Local Planning Assistance (651-602-1407)

The Plan is consistent with *Thrive MSP 2040* (Thrive) and its land use policies. Thrive designates communities within the County with seven different community designations including: Urban Center, Urban, Suburban, Suburban Edge, Emerging Suburban Edge, Diversified Rural, and Agricultural (see Figure 2). Thrive directs communities to accommodate forecasted growth at varying levels of overall residential densities for development and redevelopment.

The County does not have any authority over land uses within the cities of the County. However, the Plan addresses plans and initiatives that leverage goals related to land use, health, development, and the environment. They include the Transit Oriented Development (TOD) Program, the Community Works Program, and the Natural Resources Strategic Plan.

Housing

Reviewer: Tara Beard, CD – Housing (651-602-1051)

The Plan is consistent with the 2040 Housing Policy Plan. Planning for housing needs is the responsibility of the cities within the County, and thus the County does not have an allocation of affordable housing need.

The County has the largest population of all Minnesota counties. With 511,519 current households and over 90,000 additional households expected by 2040, the County is experiencing significant growth. Despite its large population, the County still contains rural communities and opportunities for suburban greenfield development. The wide variety of communities within the County means that there are a lot of different housing needs that compete for County housing resources. Over 60% of housing units in the County are affordable to households earning 80% of the Area Median Income (AMI) or less (which is \$68,000 for a family of four), but only 6% of existing housing units are affordable to residents earning 30% AMI or less (which is \$27,100 for a family of four).

The Plan does not state housing policy directly and, as it has no land use authority over any of its local communities, it does not have requirements to plan for future affordable housing needs. However, 14,066 of the 39,700 additional households in need of affordable housing between 2021 and 2030 are allocated to communities in the County. The Plan frequently states the County's intention to create more housing choices, including affordable housing, and the importance of linking housing to transit access. The Plan's appendix includes links to the County's primary affordable housing resources:

Federal pass-through funds (Community Development Block Grants and HOME Investment Partnerships Program) and the Hennepin County Housing and Redevelopment Authority's Affordable Housing Incentive Fund.

Water Supply

Reviewer: John Clark, ES - Water Supply Planning, 651-602-1452

The Plan is 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. Because water supply is provided by cities, Hennepin County does not own/operate a municipal community public water supply system (PWS) and, therefore, is not required to have a local water supply plan.

Advisory Comments

The County's Natural Resources Strategic Plan (Appendix K in the Plan) provides a sound overview of goals and approaches to improve the quality and quantity of groundwater resources. The Plan recognizes the connections between surface waters, stormwater, and groundwater resources. The Plan also aims to protect groundwater resources from potential sources of contamination through the County's well sealing program. The Council encourages coordinating the County's strategies with watershed organizations, public water suppliers, and local utilities.

Community and Subsurface Sewage Treatment Systems (SSTS)

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

The Plan indicates that there are approximately 4,832 SSTS that are overseen by the County's management program in 37 cities that have delegated program oversight responsibilities for permitting, inspection, and enforcement to the County. Hennepin County Ordinance No. 19 was amended in 2014 and is consistent with Minnesota Pollution Control Agency Chapter 7080-7083 Rules and Council 2040 Water Resources Policy Plan requirements.

Special Resource Protection

Mississippi River Corridor Critical Area (MRCCA)

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

The Plan includes a MRCCA Plan element that was reviewed by the Minnesota Department of Natural Resources (DNR) staff and found to be substantially consistent with Minnesota Statutes Chapter 116G and Minnesota Rules Chapter 6106. Council staff also find the MRCCA Plan element to be consistent with *Thrive MSP 2040* land use policies and Minnesota Rules Chapter 6106. The DNR's April 30, 2019, conditional approval letter is attached (Figure 3). Final DNR approval of the MRCCA Plan will be sent to the County after the Council authorizes the County to put the final comprehensive plan into effect.

Advisory Comments

Within 60 days after receiving final DNR approval, the County must adopt the MRCCA Plan, and submit a copy of the final adopted plan and evidence of adoption to the DNR, Council, and National Park Service within 10 days after the adoption.

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 all required solar energy system planning elements.

Aggregate Resource Protection

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

The County does not include information regarding the protection of aggregate resources its Plan, but it is not required to do so as the County does not have land use planning authority.

Historic Preservation

Reviewer: Michael Larson, CD – Local Planning Assistance (651-602-1407)

The Plan addresses Historic Preservation as required by the Metropolitan Land Planning Act. The Plan includes objectives to implement context-sensitive projects that respect cultural, historic and natural resources in transportation planning, including resources associated with the Mississippi River Corridor Critical Area.

Plan Implementation

Reviewer: Michael Larson, CD – Local Planning Assistance (651-602-1407)

The Plan includes an implementation chapter that describes how the Couonty uses its official controls, primary funding sources, and capital improvement program to implement the Plan, including the MRCCA Plan. The County does not have zoning or subdivision authority and, therefore, the Plan does not address zoning or subdivision codes.

Compatibility with Plans of Adjacent Governmental Units and Plans of Affected Special Districts and School Districts

The proposed 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, Hennepin County submitted the following documents for review:

- September 28, 2018: Hennepin County 2040 Preliminary Plan.
- December 31, 2018: Hennepin County 2040 Comprehensive Plan
- April 11, 2019: Revisions to sections on forecasts, the transportation plan, community wastewater and individual subsurface sewage treatment systems (SSTS), Mississippi River Critcal Area Plan, implementation, and land use
- April 30, 2019: Memo regarding TAZ allocations.

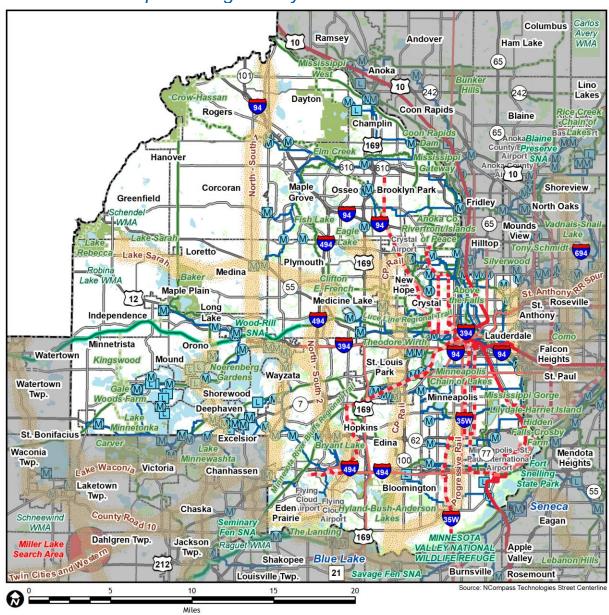
Attachments

Figure 1: Location Map with Regional Systems

Figure 2: Thrive MSP 2040 Community Designations

Figure 3: Mississippi River Corridor Critical Area Conditional Approval Letter

Figure 1. Location Map with Regional Systems

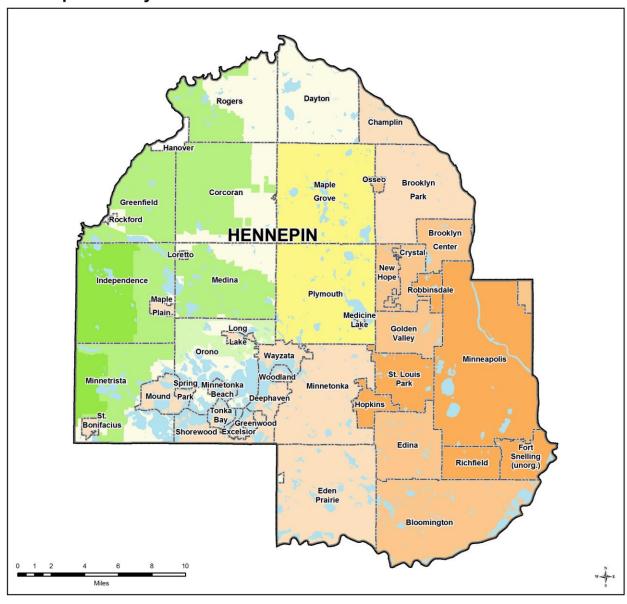


Regional Systems



Figure 2. Thrive MSP 2040 Community Designations

Community Designations Hennepin County







April 30, 2019

Catherine Walker, Policy and Planning Manager Hennepin County 417 North 7th Street Minneapolis, MN 55401

Re: Conditional Approval of Hennepin County MRCCA Plan

Dear Ms. Walker:

I am pleased to inform you that the Minnesota Department of Natural Resources (DNR) conditionally approves the Hennepin County Mississippi River Corridor Critical Area (MRCCA) plan.

We reviewed the MRCCA plan chapter of your 2040 comprehensive plan submitted to the Metropolitan Council on April 11, 2019. We have found that the MRCCA plan is substantially consistent with Minnesota Statutes, §116G, and Minnesota Rules, chapter 6106. We will send final approval of your MRCCA plan after the Metropolitan Council authorizes Hennepin County to put the comprehensive plan into effect. Within 60 days of receiving DNR final approval, Hennepin County must adopt the MRCCA plan. Hennepin County must then submit a copy of the final adopted plan, with evidence of adoption, to the DNR, the Metropolitan Council, and the National Park Service within ten days of the adoption.

Only MRCCA plans and plan amendments approved by the DNR have the force and effect of law. Once in effect, local governments must implement and enforce the DNR-approved plans.

We appreciate your efforts to develop and adopt the MRCCA plan, which provides a solid basis for future ordinance amendments and MRCCA management. Please contact Matt Bauman at 651-259-5710 or at matthew.bauman@state.mn.us if you have any questions about next steps.

Sincerely,

Jenny Shillcox

Land Use Unit Supervisor

c: Raya Esmaeili, Metropolitan Council Rory Stierler, National Park Service

Jason Spiegel, DNR Region 3 Area Hydrologist

Matt Bauman, DNR Land Use Unit

Minnesota Department of Natural Resources • Division of Ecological and Water Resources 500 Lafayette Road, Box 25, Saint Paul, MN 55155-4025