

Business Item

Community Development Committee



Committee Meeting Date: August 1, 2022

For the Metropolitan Council: August 24, 2022

Business Item: 2022-217

City of Randolph 2040 Comprehensive Plan, Review File 22179-1

District(s), Member(s): District 16, Wendy Wulff
Policy/Legal Reference: Metropolitan Land Planning Act (Minn. Stat. § 473.175)
Staff Prepared/Presented: Patrick Boylan, Planning Analyst (651-602-1438)
Angela R. Torres, Local Planning Assistance Senior Manager (651-602-1566)
Division/Department: Community Development / Regional Planning

Proposed Action

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

1. Authorize the City of Randolph to place its 2040 Comprehensive Plan into effect.
2. Advise the City:
 - a. To provide to the Council the date the Watershed Management Organization approved the final Local Water Management Plan, and the date the City adopted the final Local Water Management Plan. We also request that the City provide the Council with a copy of the final adopted Local Water Management Plan that will also be included as part of the final Plan document submitted to the Council.
 - b. To implement the advisory comments in the Review Record for water supply, and community and subsurface sewage treatment systems (SSTS).

Advisory Comments

The following Advisory Comments are part of the Council action authorizing the City of Randolph 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. § 473.864, subd. 1)
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).



Background

The City of Randolph is located in southern Dakota County. It is completely surrounded by Randolph Township.

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	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	<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 the City a Planning Assistance Grant of \$10,000 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 opposition.



REVIEW RECORD

City of Randolph 2040 Comprehensive Plan

Review File No. 22179-1, Business Item No. 2022-XX

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, 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. Dakota County is the park implementing agency for Regional Parks System components in Randolph, for which the Plan accurately describes the Regional Parks System components. Regional Parks, Park Reserves, or Special Recreation Features located within the City include Lake Byllesby Regional Park (Figure 1). There are no state or federal lands within the City.

Regional Transportation, Transit, and Aviation

Reviewer: Bethany Brandt-Sargent, Metropolitan Transportation Services (MTS) (651-602-1725)

The Plan conforms to the 2040 Transportation Policy Plan (TPP) adopted in 2015. 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 of which there are none in the city. There are no planned additions or improvements identified in the Current Revenue Scenario, and no any right-of-way preservation needs.

The Plan identifies all the required characteristics of the community's roadways, including existing and future functional class, right-of-way preservation needs, and existing traffic volumes. There are no principal arterials or A-minor arterials, so forecasted volumes were not provided. The Plan does reference the location of forecasts for major and minor collectors. Forecasting was done consistent with regional methodology. The Plan also includes guidelines on how access will be managed.

The Plan identifies roadway and corridor studies that include recommendations regarding alignments, changes in access, and/or changes in land use, which includes the Dakota County 2040 Transportation Plan and the Dakota County Principal Arterial Study.

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 is consistent with the policies of the Transit system element of the TPP. The Plan addresses community roles related to its Community Designation.

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 Bicycling 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. There are no Tier 2 corridor/alignments in the City.

The Plan is also consistent with Bicycle and Pedestrian policies of the TPP by planning for local pedestrian and bicycle connections to regional destinations.

Freight

The Plan is consistent with Freight policies of the TPP. The Plan identifies that there is little to no freight movement through the City. There is one active rail line with connection to industrially zoned lands. There are no specific needs for Freight at this time.

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 Metropolitan 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 City's community designation.

Water Resources

Wastewater Services

Reviewer: Kyle Colvin, Environmental Services (ES) – Wastewater Planning and Community Programs (651-602-1151)

The Plan conforms to the 2040 Water Resources Policy Plan (WRPP). The Plan does not propose connection to the Regional Wastewater Disposal System, nor does it suggest a future request for the Metropolitan Council to provide wastewater treatment services within the 20-year planning period. Therefore, the City is not required to submit for approval a Tier II Comprehensive Sanitary Sewer Plan.

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 2040 Water Resources Policy Plan for local surface water management. The Plan satisfies the requirements for 2040 comprehensive plans. Randolph lies within the oversight boundaries of the North Cannon River Watershed Management Organization (WMO). Randolph is part of the Dakota County Rural Collaborative (DCRC) that has prepared a joint Plan that incorporates a Local Water Management Plan (LWMP) element. The DCRC submitted a draft LWMP to the Metropolitan Council in conjunction with its Preliminary Plan on July 2, 2018. Council Water Resources staff reviewed and commented on the draft LWMP to the DCRC and WMO in a letter dated August 13, 2018.

The City has identified no existing or potential future water resource-related problems in its Local Water Management Plan (LWMP) or Capital Improvement Program (CIP) that it intends to address in the ensuing 10-year planning period. The City has adopted the North Cannon River Watershed Management Organization (Watershed) watershed plan by reference and provided assurance that it will work with the Watershed to implement projects within City boundaries. It will likely be incumbent upon the Watershed to identify the existence of any water resource problems in the City; as well as plan, design, and implement any projects to resolve future water resource problems. The Council encourages the Watershed to reach out to and involve the City when it moves new projects forward to resolve water resources issues that may share either their source or resolution area within City boundaries.

Advisory Comments

The City needs to provide to the Council the date the WMO approved the final LWMP, and the date the City adopted the final LWMP. We also request that the City provide the Council with a copy of the final adopted LWMP that will also be included as part of the final Plan document submitted to the Council.



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 Metropolitan Council forecasts for the city in Table 2 (page 9). For reference, Metropolitan Council forecasts are shown below in Table 1.

Table 1. City of Randolph Forecasts

	Census 2010	Census 2020	Council Forecasts		
			2020	2030	2040
Population	436	466	440	440	420
Households	168	166	180	180	180
Employment	122	143	130	130	130

The City has enough land guided to accommodate future household growth.

The Council requires 2020, 2030, and 2040 forecasts assigned to transportation analysis zones (TAZ), or portions of TAZs within the city boundaries. In the Plan, Table 15 allocates forecasts to the portion of transportation analysis zones (TAZ) that is within the City.

It has been previously advised that the City consider a formal forecast change request to increase Population and Employment Forecasts to represent future conditions potentially better. This previous advisory comment has been acknowledged by the City, but no change was requested.

Thrive MSP 2040 and Land Use

Reviewer: Patrick Boylan, CD – Local Planning Assistance (651-602-1438)

The Plan is consistent with *Thrive MSP 2040* and its land use policies. The Plan acknowledges the Thrive community designation of Diversified Residential (Figure 2). *Thrive* expects Diversified Rural communities to plan for growth not to exceed forecasted growth and in patterns that do not exceed 4 units per 40 acres. Thrive also directs these communities to preserve areas where post-2040 growth can be provided with cost-effective and efficient urban infrastructure. Furthermore, Thrive also directs these communities to manage land uses to prevent the premature demand for extension of urban services, and so that existing service levels (such as on-site wastewater management, gravel, and other local roads) will meet service needs.

The City's existing land uses are predominately agricultural / undeveloped (70%), and single family residential (12.9%) with commercial (1.2%) and industrial (0.5%). The remaining land is park, open water, or institutional (Figure 3).

The City has planned for and is programming local infrastructure needs to implement their Plan. The regional forecasted growth is flat with no additional households expected through the year 2040, and a slight decrease to population (see Table 1 above). Table 2 below shows the division of expected land to develop as residential, which is anticipated to be splits of existing farmsteads.

The table shows that the City expects residential density to occur in the Agriculture and Rural Residential future land use categories. There are 76 acres where residential uses could develop at a minimum of 0.35 units to the year 2040 and a maximum of 3 units to 2040 with an overall expected density of less than 1.0 units per acre (0.38).



Housing

Reviewer: Ashleigh Johnson, CD – Housing (651-602-1106)

The Plan is consistent with the *Housing Policy Plan (HPP)*. As of 2016, the City has more than 180 homes including 7 multifamily units and nearly 175 single-family homes. Approximately 7 homes are rented. More than 160 housing units are currently affordable to households earning under 80% of Area Median Income (AMI), however, nearly 35 households earning 80% of AMI or below are paying more than 30% of their income toward housing costs.

The Plan identifies existing housing needs including maintenance and reinvestment in existing housing stock, variety of housing affordable to a range of income levels. The City does not currently have any publicly subsidized housing.

The City does not have an allocation of affordable housing need in the 2021-2030 decade, as it is not expected to experience any sewer-serviced growth.

The housing implementation plan component of the Plan describes that the City will consider PUDs and will work the Dakota County CDA to offer referrals to most housing services.

Water Supply

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

The Plan is generally consistent with *2040 Water Resources Policy Plan (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. Note that the Minnesota Department of Natural Resources is also reviewing the local water supply plan (LWSP) as part of the Plan, and is the agency responsible for approving the LWSP. If changes are made to the LWSP resulting from DNR's review, the City will need to provide the Council with the updated information.

Because the City has a municipal public water supply system, the Local Water Supply Plan (LWSP) must be – and is – included as part of the Plan.

The City submitted their Plan to the Council for review on December 31, 2018; the Plan did not include the LWSP and was deemed incomplete for review in a letter to the City dated January 23, 2019. Supplemental information, including a LWSP, was submitted by the City to the Council on March 11, 2019. Council staff reviewed the LWSP and determined it was incomplete for minimum requirements for water supply; a letter was sent to the City on March 29, 2019. An updated LWSP was submitted to both the Minnesota Department of Natural Resources (DNR) and the Council (received by the Council on June 13, 2022). The updated LWSP meets the Council's minimum requirements for water supply, including general consistency with Council population projections.

Advisory Comments

If changes are made to the LWSP resulting from DNR's review or from changes during a comprehensive plan amendment, the City will need to provide the Council and DNR with the updated information. Addressing the following issues will also strengthen the plan and any future updates:

1. Include more information about water treatment (in Table 4, for example). One resource that maybe helpful is the Minnesota Department of Health's website: https://swareport.web.health.state.mn.us/SWA_Factsheet.html?pwsid=1190025#
2. Restart and enhance monitoring of pumping and water use to understand and communicate about water use trends, including conclusions about key drivers of water use in the community (seasonal patterns, year-to-year changes, etc.)
3. Provide more information about planned future wells. The difference between the community's 2040 projected demand and the capacity of the current system suggests that the water supply system is likely adequate in the future. However, the city acknowledges the benefit of planning for a new well to increase redundancy and the LWSP would be improved by setting a goal for planned installation year and/or planned partnerships, along with a capital improvement plan.
4. To support emergency response, please consider reaching out to partners to support emergency services. Please include an emergency telephone list for contacts for people with

roles to play in a water supply emergency, such as for the types of resources identified in the 1999 and 2009 local water supply plans. One option to consider is joining MNWARN:

<https://www.mnwarn.org/mnwarn-members>

5. Consider developing and adopting water demand management ordinances and/or programs to improve water efficiency. The following resources are offered for your consideration:
 - Model language to develop an ordinance:
http://files.dnr.state.mn.us/waters/watermgmt_section/appropriations/resolutions.pdf
 - Promote opportunities for local businesses (consider targeting large customers) to work with Minnesota Technical Assistance Program to ID water efficiency and other business improvements: <http://www.mntap.umn.edu/interns/business/howtoapply/>
 - Share irrigation resources with community members (particularly large volume residential users) to reduce summer peak water demand – great resources at U of M Extension Turfgrass Science unit: <https://turf.umn.edu/lawn-info/irrigation-resources>
 - In coming years, consider applying for a water efficiency grant from Metropolitan Council, which can allow the city to give residents rebates for more efficient appliances or irrigation audits: <https://metro council.org/News-Events/Wastewater-Water/Newsletters/Water-efficiency-grants-2022.aspx>
6. Acknowledge that the process to update the City’s wellhead protection plan can open up funding opportunities to collect data/information to improve future planning and reporting. The City is in the process of updating Part 2 of their wellhead protection plan (per the MDH website at https://swareport.web.health.state.mn.us/SWA_Factsheet.html?pwsid=1190025#). Including an action to enhance monitoring of the water supply system in Part 2 of the wellhead protection plan may open up funding opportunities like MDH Wellhead Protection implementation grants to install equipment and software to improve data collection and understanding of groundwater levels, water use patterns, etc.
<https://www.health.state.mn.us/communities/environment/water/swp/implementation.html>

Community and Subsurface Sewage Treatment Systems (SSTS)

Reviewer: Kyle Colvin, ES - Wastewater Planning and Community Programs, (651-602-1151)

The Plan indicates that the entire community of 170 to 180 residences and businesses is served by individual SSTS. Dakota County has authority for permitting, inspections, and tracking of maintenance management records for the City. The City, as a member of the Dakota County Rural Collaborative, has adopted Dakota County SSTS Ordinance #113, which is consistent with Minnesota Pollution Control Agency Chapter 7080-7083 Rules and Council 2040 Water Resources Policy Plan requirements.

A Dakota County study completed in 2016 identified 46 properties within the City as having failing SSTSs and another 15 with drainfields near capacity. Studies are underway to determine the best solution to resolve the City’s long-term wastewater collection and treatment needs to replace their current method of individual SSTS treatment. Once the study is completed, a copy shall be submitted to the Council for review, comment, and inclusion with the city’s comprehensive plan. Depending on the adopted recommendations for the long-term wastewater needs, a formal comprehensive sewer plan may be required for approval by the Metropolitan Council.

Advisory Comments

Once the study findings and recommendation(s) report for the City’s long-term wastewater service needs is completed, a copy shall be submitted to the Metropolitan Council for review and comment. If the approved recommendation reflects wastewater service to be provided by either a centralized city collection and treatment system, or the provision of services via an adjoining community, a formal comprehensive sewer plan will need to be submitted to the Council for formal review and approval.



Special Resource Protection

Solar Access Protection

Reviewer: Eric Wojchik, CD – Local Planning Assistance (651-602-1330)

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 required solar planning elements.

Aggregate Resource Protection

Reviewer: Eric Wojchik, CD – Local Planning Assistance (651-602-1330)

The Plan identifies, consistent with *Minnesota Geological Survey Information Circular 46* information, the presence and location of aggregate resource deposits within the City. Aggregate Resources are protected for future extraction by the limited development density allowed in the agricultural land use areas of the City and through its zoning regulations and mining ordinance. The City has incorporated in the Plan, an Environmental Resources Goal to “Protect high quality aggregate resources for future use.”

Historic Preservation

Reviewer: Patrick Boylan, CD – Local Planning Assistance (651-602-1438)

The Plan states that there are no sites within Randolph that are identified in the National Historic Register. The document supports historic preservation in that the Plan mentions the retention of the rural atmosphere and small town character of the city. The Plan further states that the City will work with the Dakota County Historical Society, the State Historic Preservation Office, the Preservation Alliance of Minnesota, and the National Park Service in efforts to preserve the cultural heritage of the community.

Plan Implementation

Reviewer: Patrick Boylan, CD – Local Planning Assistance (651-602-1438)

The Plan includes a description of and schedule for any necessary changes to the capital improvement program, the zoning code, the subdivision code, the SSTS code, and the housing implementation program.

The Plan, with supplemental materials, includes a Capital Investment Plan and also describes the 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 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, the City submitted the following documents for review:

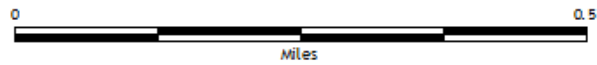
- December 31, 2018: Randolph 2040 Comprehensive Plan
- March 11, 2019: Supplemental information responding to Council incomplete items for land use, housing, transportation, surface water management, water supply, and wastewater..
- June 13, 2022: Randolph Local Water Supply Plan
- June 29, 2022: Revised TAZ Table

Attachments

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



Figure 1. Location Map with Regional Systems



Source: NCompass Technologies Street Centerline

Regional Systems

Transportation

Transitways
2040 Transportation System Policy - adopted January 2015

- Existing
- Planned Current Revenue Scenario
- Planned Current Revenue Scenario - CTIB* Phase 1 Projects
- Potential Increased Revenue Scenario

Regional Highway System

- Existing Principal Arterials
- Planned Principal Arterials
- Existing Minor Arterials
- Planned Minor Arterials
- Existing Other Arterials
- Planned Other Arterials

Recreation Open Space

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

Wastewater

- Meters
- Lift Stations
- MCES Interceptors
- MCES Treatment Plants

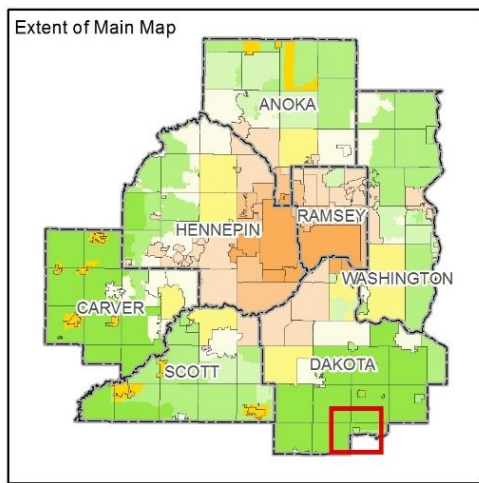
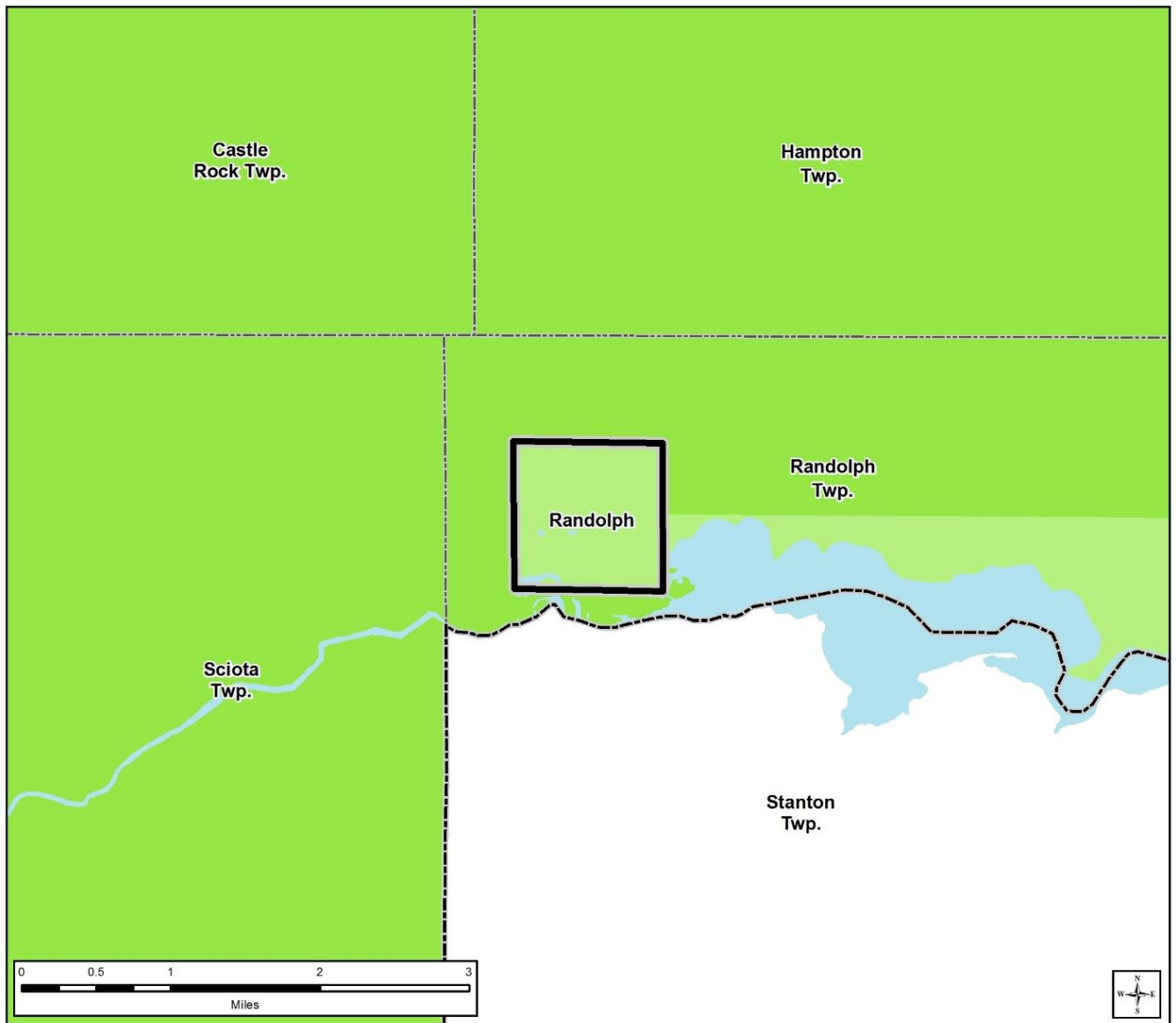
Regional Park Search Areas and Regional Trail Search Corridors

- Boundary Adjustment
- Search Area
- Regional Trail Search Corridors
- Local Streets
- Existing State Trails
- Other Parks, Preserves, Refuges and Natural Areas

* Counties Transit Improvement Board (CTIB)



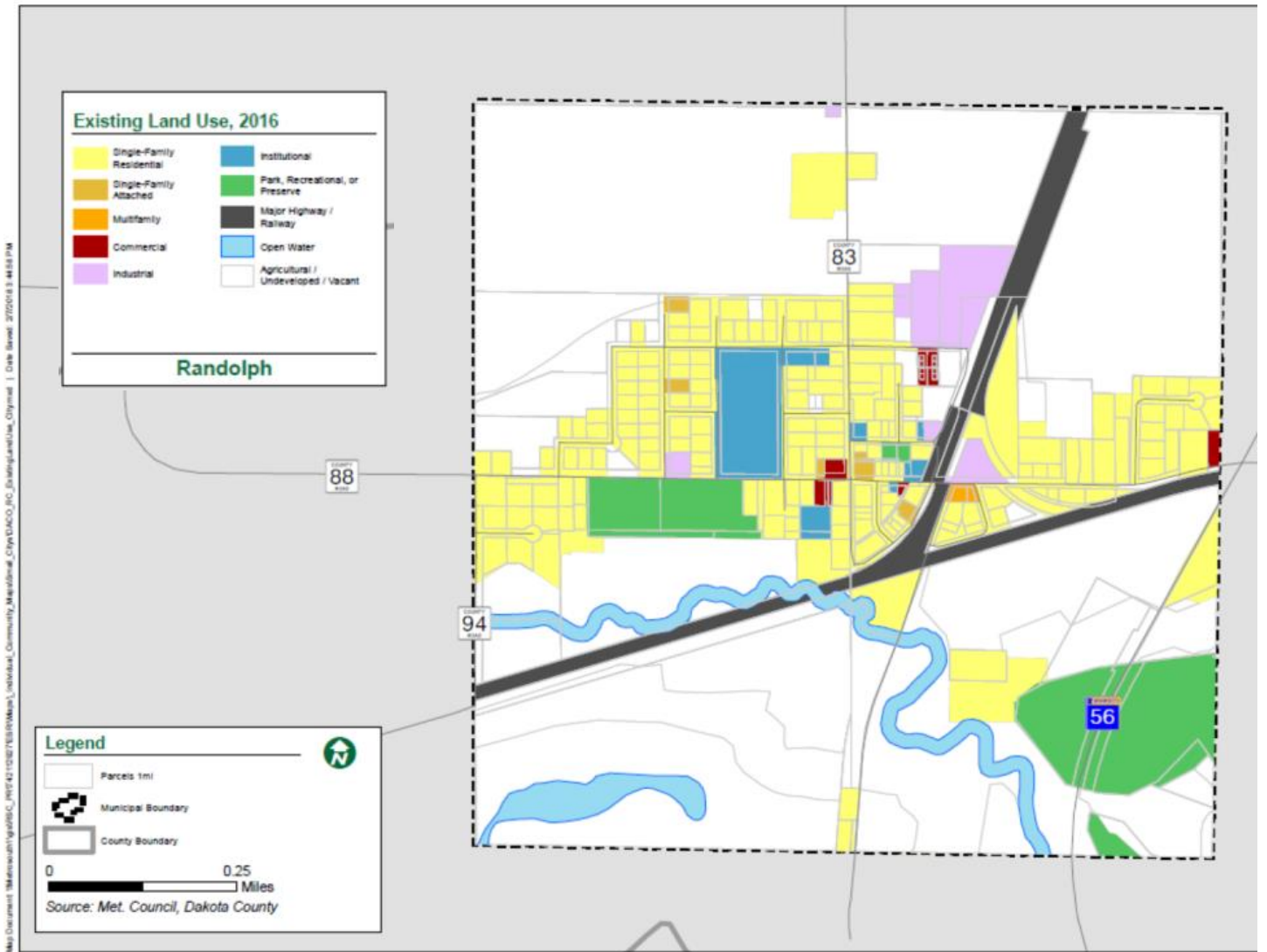
Figure 2. Thrive MSP 2040 Community Designations



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



Metropolitan Council

Figure 4. 2040 Planned Land Use

