

## Community Development Committee

For the Metropolitan Council meeting of August 14, 2019

**Subject:** CITY OF COATES 2040 Comprehensive Plan, Review File 22175-1

### Proposed Action

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

1. Authorize the City of Coates to place its 2040 Comprehensive Plan into effect.
2. Advise the City to implement the advisory comments in the Review Record for Local Water Management Plan.

### Summary of Committee Discussion/Questions

Planning Analyst Patrick Boylan presented the staff's report to the Committee. Planning Consultant Alex Conzemius represented Coates but did not speak to the Committee.

The Community Development Committee unanimously recommended approval of the proposed action with no questions or discussion at its meeting on August 5, 2019.

## Community Development Committee

Meeting date: August 5, 2019

For the Metropolitan Council meeting of August 14, 2019

**Subject:** CITY OF COATES 2040 Comprehensive Plan, Review File 22175-1  
Comprehensive Sewer Plan

**District(s), Member(s):** District 16, Wendy Wulff

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

**Staff Prepared/Presented:** Patrick Boylan, AICP, (651-602-1438)  
Angela R. Torres, AICP 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 the City of Coates to place its 2040 Comprehensive Plan into effect.
2. Advise the City to implement the advisory comments in the Review Record for Local Water Management Plan

## *Advisory Comments*

The following Advisory Comments are part of the Council action authorizing the City of Coates 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 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).

## Background

The City of Coates is located in central Dakota County. It is surrounded by the communities of Rosemount to the north and Vermillion Township and Empire Township to the south and west.

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 local opposition to the 2040 comprehensive plan.

# REVIEW RECORD

## CITY COATES 2040 Comprehensive Plan

Review File No. 22175-1, Business Item No. 2019-215

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 Kelley, 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 would be the Park implementing agency for Regional Parks System components in the City of Coates, however there are no Regional Parks System components in the City. There are no state or federal recreation lands in the City either.*

#### *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.*

#### Roadways

The Plan conforms to the Highways system element of the TPP. The City's Plan accurately accounts for the metropolitan highway system of principal arterials, which includes US Trunk Highway 52. The City's Plan accurately reflects the regional functional classification map of A-minor arterials, CSAH 46, and has delineated major and minor collectors.

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 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 Dakota County East-West Transit Study, which is studying transportation and transit needs and trends within Dakota County.

#### 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 conforms to the Transit system element of the TPP. The Plan acknowledges that the community is not within the Transit Capital Levy District and that the only transit services provided in this type of community are Transit Link dial-a-ride service and various ridesharing services. Staff recommends changing the language on page 48 from "Transit Taxing District" to "Transit Capital Levy District."

### 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 bicycle routes. No future routes are planned.

### Freight

The Plan is consistent with Freight policies of the TPP. The Plan identifies the US Highway 52 as a Tier 1 truck corridor and County Road 46, west of US 52 as a Tier 3 truck corridor.

### 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.

## **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 Update represents the City's guide for future growth and development through the year 2040. The City is entirely provided wastewater service through the use of Subsurface Sewage Treatment Systems or SSTS'. The Plan indicates continued wastewater services will be provided through the use of SSTS' through 2040.*

The City's plan does not propose nor anticipates requesting connection to the Regional Wastewater Disposal system within the 20-year planning period; therefore, the City is not required to submit for approval of a Comprehensive Sanitary Sewer Plan.

The Metropolitan Council does not have plans to provide wastewater services to the community within the 2040 planning period.

### **Surface Water Management**

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

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. Coates lies within the oversight boundaries of the Vermillion River Watershed Joint Powers Organization (Watershed). Coates 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 (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 Watershed in a letter dated August 13, 2018.

The City has identified no existing or potential future water resource-related problems in its LWMP or Capital Improvement Program (CIP) that it intends to address in the ensuing 10-year planning period. The City has adopted the Vermillion River Watershed Joint Powers Organization watershed plan by reference and provided assurance that it will work with the Watershed in the future 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 final Plan, which will include a revised LWMP element for the City, will need to be sent to the Watershed for a second review so that they can approve the LWMP element.

When available, we request that the City provide to the Council the date the Watershed approves the final LWMP, and the date the City adopts the final LWMP. We also request that the City provide the Council with a copy of the final adopted LWMP that will be included in the final Plan document that the City adopts, if it differs from the version in the Plan submitted to the Council on December 31, 2018.

**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: Paul Hanson, Community Development (CD) – Research (651-602-1322)

The Plan includes the Metropolitan Council forecasts for the city in Table 2 (page 9). The Metropolitan Council forecasts are:

**Table 1. City of Coates Forecasts**

	Census 2010	Estimated 2017	Council Forecasts		
			2020	2030	2040
<b>Population</b>	161	159	170	170	170
<b>Households</b>	66	65	70	70	70
<b>Employment</b>	109	121	120	120	120

All forecasts tables throughout the plan update are consistent and with little to no anticipated growth, the City appears to have enough land guided to accommodate future household growth.

**Thrive MSP 2040 and Land Use**

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

The City of Coates’ 2040 comprehensive plan is consistent with *Thrive MSP 2040* and its land use policies.

The Plan acknowledges the Thrive community designation of Diversified Residential. Thrive expects Diversified Residential communities to plan for forecasted population and household growth at average densities of 4 units in 40 acres for new development. Thrive also directs these communities to preserve areas where post-2040 growth can be provided with cost-effective and efficient urban infrastructure. Furthermore, Thrive 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 of Coates land uses are predominately agricultural (76.5%), Major Highway/Railroad (8.1%) and Commercial and Industrial (8.1%), Residential (5.6%). The remaining land is park preserve, airport, or institutional (Figure 3).



The City has planned for and is programming local infrastructure needs to implement their Plan. The regional forecast growth is relatively flat with an expected 6 households to the year 2040, which represents a change of 0 in population (Table 1 above). For residential development, however, Table 2 below shows the division of expected land to develop as residential; this is anticipated to be splits of existing farmsteads.

**Table 2. Planned Residential Density, City of Coates  
2020-2040 Change**

Category	Density		Net Acres	Min Units	Max Units
	Min	Max			
Agriculture	0.025	0.025	596.4	14.91	14.91
Rural Residential	0.1	0.4	52.2	5.22	20.88
<b>TOTALS</b>			<b>648.6</b>	<b>20</b>	<b>36</b>
<b>Overall Expected Density</b>				<b>0.03</b>	<b>0.06</b>

### Housing

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

The Plan is consistent with the 2040 Housing Policy Plan. Coates’ housing stock is primarily rural residential. The City’s growth has been consistent and modest, adding or losing only a few households each decade.

The City has just 71 housing units, the majority of which are single family. Council data show that approximately 79% of those units are affordable to households earning 80% of the Area Median Income (AMI) or less (or \$68,000 for a family of four), and there are no publicly subsidized housing units, which is not uncommon for rural residential communities. Uniquely, a significant portion of the housing stock in Coates consists of duplexes, triplexes and quads, providing a variety of housing choices despite its relatively small size. The City does not have an allocation of affordable housing need in the 2021-2030 decade, as it will not experience any sewer-serviced growth.

The Plan states the City’s housing needs as multi-generational community living, maintaining existing housing units, and housing affordability. The plan notes that as a small community, most housing resources will come through partnerships with outside agencies such as Dakota County Community Development Agency and Minnesota Housing. The Plan does consider other tools that could be used to meet their housing needs, however, including the exploration of an accessory dwelling unit ordinance and targeted community outreach.

## **Water Supply**

Reviewer: Dave Brown, ES – Water Supply Planning, 651-602-1072

The Plan is complete regarding the minimum requirements for water supply.

The Plan is generally consistent with 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.

## **Community and Subsurface Sewage Treatment Systems (SSTS)**

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

The Plan indicates that the entire community of 70-80 residences and businesses is served by individual SSTS. Dakota County maintains maintenance management recordkeeping and SSTS owner notification for the City, and the City is responsible for review, permitting, inspections of new and existing SSTS, and enforcement of maintenance management requirements. Violations, complaints, and potential system repairs are referred to the Building Official for enforcement. If the Building Official cannot remedy violations and corrections through normal enforcement procedures, the matter is turned over to the City Attorney for prosecution. The City 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.

## **Special Resource Protection**

### **Solar Access Protection**

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

The Plan is complete and 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 is complete and consistent for including the four (4) required solar planning elements.

### **Aggregate Resource Protection**

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

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, Community Development (CD) – Local Planning Assistance (651-602-1438)

The Plan states that there are no registered historical properties in the City of Coates. However, the Plan does propose that the City will promote preservation and reuse of historically significant buildings or sites. If development and redevelopment affects potential historic buildings or sites, the City, as part of its review of the development, will check with the State Historic Preservation Office to determine if the affected structure(s) or site(s) has been determined to be historically significant either by the State or Federal government. The City will also adopt historic preservation measures into its local ordinance in order to further protect these historic structures.

## **Plan Implementation**

*Reviewer: Patrick Boylan, Community Development (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, describes the official controls and fiscal devices that the City will employ to implement the Plan. Specific implementation strategies are contained in individual chapters of the Plan, with capital improvements planning detailed in the appendix.

## **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**

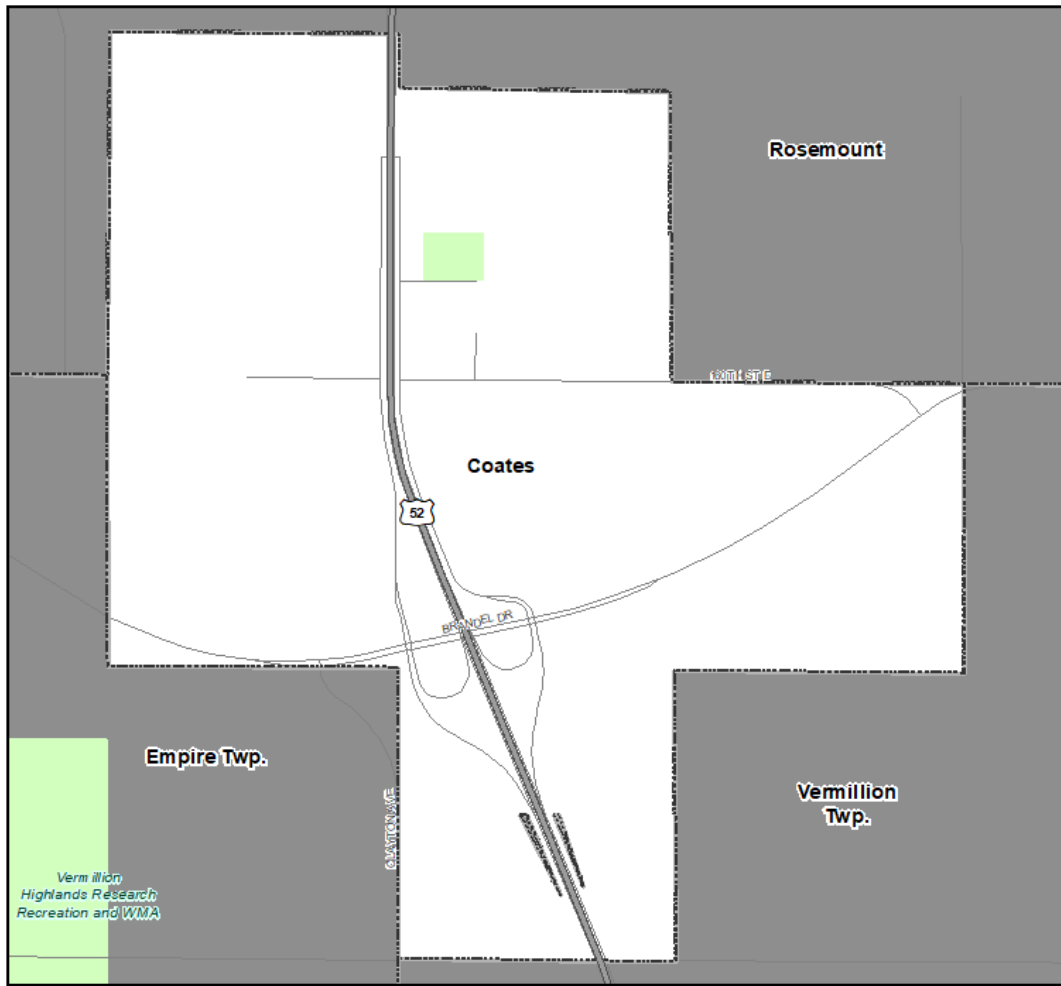
In response to the 2015 System Statement, the City submitted the following documents for review:

- July 2, 2018: Coates 2040 Preliminary Plan
- December 31, 2018: Coates 2040 Comprehensive Plan
- March 11, 2019: Revisions to the land use, housing and transportation sections
- April 29, 2019: Revisions to the transportation and wastewater plan

## **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**

**Regional Highway System**

- Interstates
- US Highways
- State Highways
- County Roads
- Local Streets

**Transitways**

- Existing Fixed Guideway Alignments
- Existing Bus Rapid Transitways
- Planned Fixed Guideway Transitways
- Planned Bus Rapid Transitways
- Existing Fixed Guideway & BRT Stations
- Planned Fixed Guideway Stations

**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

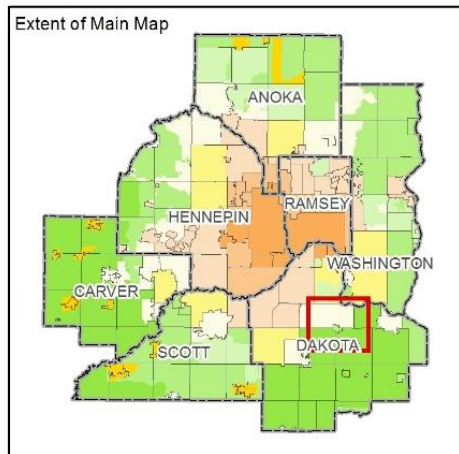
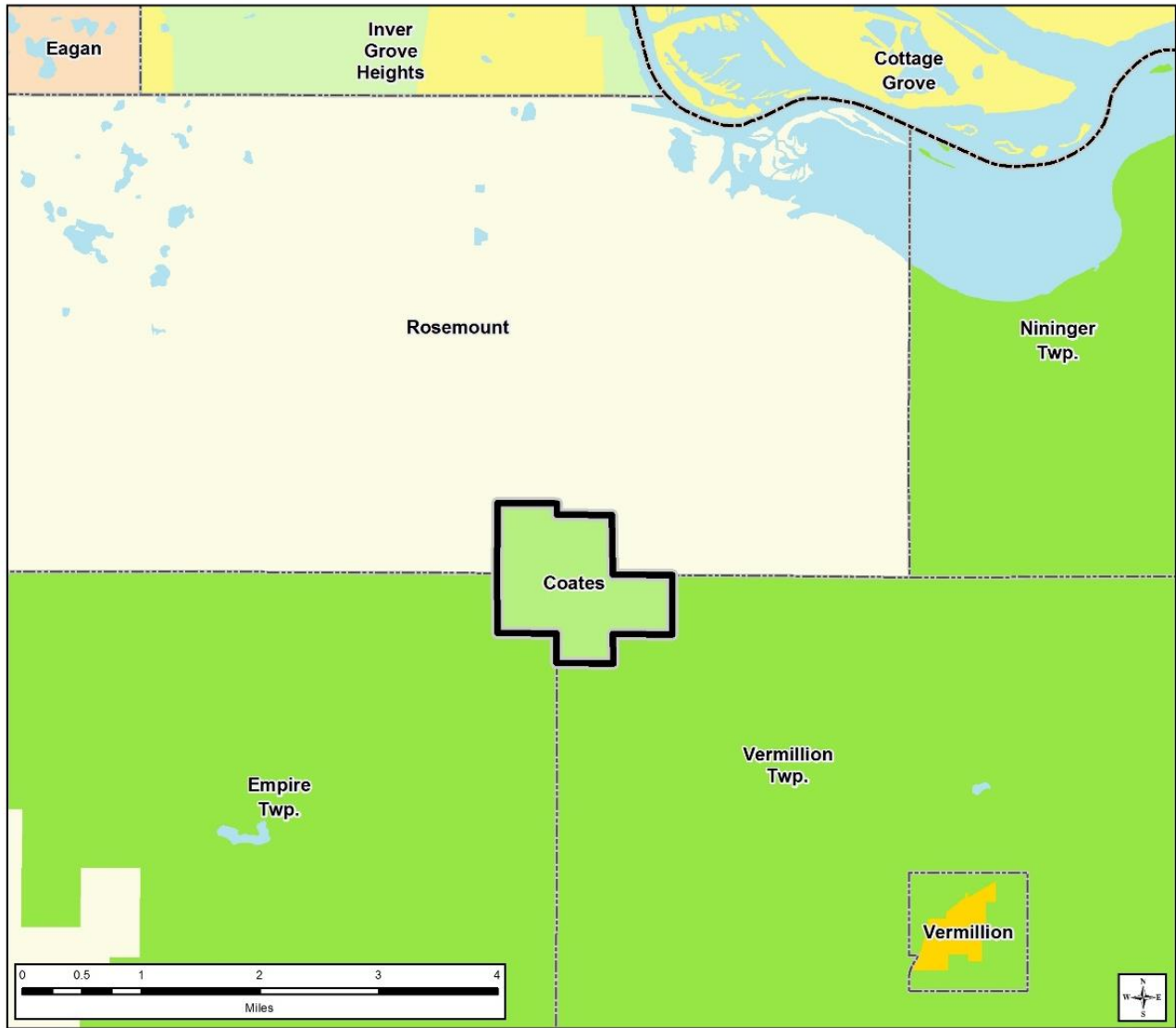
**Regional Park Search Areas and Regional Trail Search Corridors**

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

Figure 2. Thrive MSP 2040 Community Designations

Insert your map here. Don't forget alt text for the map.

### Community Designations City of Coates, Dakota 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 2030 Planned Land Use [OR] Existing Land Use

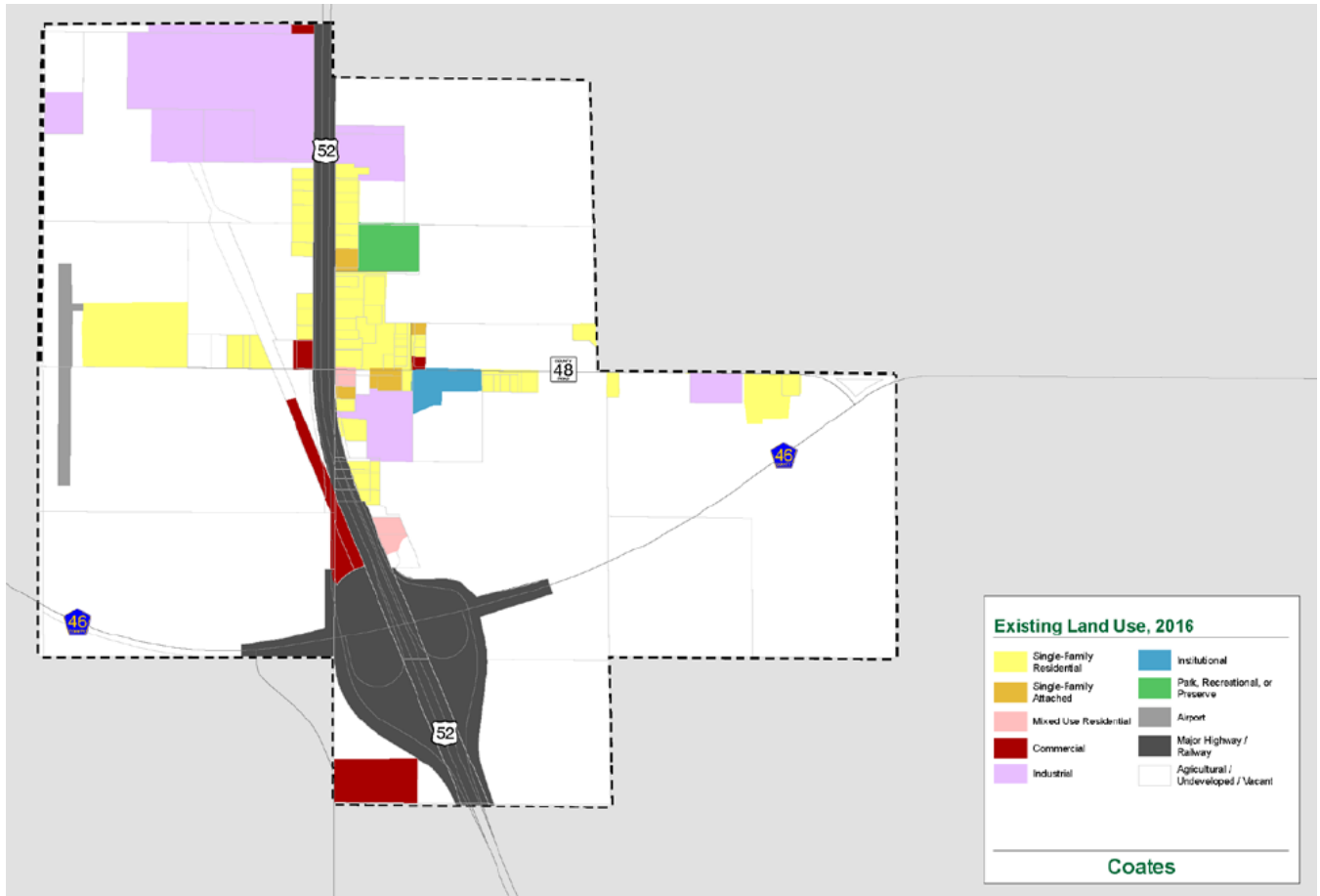


Figure 4. 2040 Planned Land Use

