

Business Item

Community Development Committee



Committee Meeting Date: June 20, 2023

For the Metropolitan Council: July 12, 2023

Environment Committee Date: June 27, 2023

Business Item: 2023-139

City of Independence 2040 Comprehensive Plan and Comprehensive Sewer Plan, Review File 22711-1

District(s), Member(s):	District 1, Judy Johnson
Policy/Legal Reference:	Metropolitan Land Planning Act (Minn. Stat. § 473.175), Minn. Stat. § 473.513
Staff Prepared/Presented:	Freya Thamman, Planning Analyst (651-602-1750) Angela R. Torres, Local Planning Assistance Manager (651-602-1566) Kyle Colvin, Wastewater Planning and Community Programs Manager (651-602-1151)
Division/Department:	Community Development / Regional Planning Environmental Services / Technical Services

Proposed Action

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

Recommendations of the Community Development Committee

1. Authorize the City of Independence to place its 2040 Comprehensive Plan into effect.
2. Revise the City's sewer household forecasts as shown in Table 2 of the Review Record.
3. Revise the City's affordable housing need allocation for 2021-2030 to 54 units.
4. Revise the Community Designation mapping to show Emerging Suburban Edge residential land uses near Maple Plain as shown in Figure 3 of the attached Review Record.
5. The City needs to provide the date that the Pioneer Sarah Creek Watershed Management Commission approved the Local Water Management Plan.
6. Advise the City:
 - a. To implement the advisory comments in the Review Record for forecasts, land use, housing, and water supply.
 - b. That all supplemental information provided during the review process for completeness needs to be included in the City's Final Plan submittal. The Final Plan must be submitted and determined consistent with the information provided during the review process prior to Council's review of any comprehensive plan amendments.

Recommendations of the Environment Committee

1. Approve the City of Independence Comprehensive Sewer Plan.
2. Advise the City to implement the advisory comments in the Review Record for wastewater:

- a. The Plan identifies the need for a future improvement to serve new development areas south of Maple Plain via L63. This improvement would be a regional interceptor connecting to L63 and extending to a yet to be determined location. Some of the areas to be served through this future improvement are timed within the 2020-2030 staging plan. For this interceptor to be built to accommodate the projected development needs, coordination between the Council and the City for the interceptor will need to occur so that it can be planned, designed, and constructed. This may require the need for the City and Council to enter into a cooperative construction agreement whereby the Council reimburses it for the associated regional costs.
- b. The Plan offers a “Preferred Population, Household and Employment Forecasts” that reflects greater household forecasts than those in Table 26 which reflects those which are the basis of the Council’s approval. The City should be aware, however, that prior to the Council providing service beyond those forecasts listed in Table 26, the City would first need to amend their Plan revising the sewer forecast and submit that amendment to the Council for authorization. Requests for increased forecasted growth may or may not be granted, consistent with the Council’s policies.
- c. Advise the City to implement the remaining advisory comments in the Review Record for wastewater.



Committee Report

Community Development Committee



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to the Council for authorization. Requests for increased forecasted growth may or may not be granted, consistent with the Council's policies.

- c. Advise the City to implement the remaining advisory comments in the Review Record for wastewater.

Summary of Community Development Committee Discussion/Questions

Planning Analyst, Freya Thamman, presented the staff's report to the Committee. Council Member Johnson indicated her appreciation of the City of Independence's work on their 2040 Plan. The Community Development Committee unanimously recommended approval of the proposed action at its meeting on June 20, 2023.

Summary of Environment Committee Discussion/Questions

FORTHCOMING



Advisory Comments

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

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, must be submitted to the Council.

Background

The City of Independence is in the western part of Hennepin County. Minnetrista is to the south of Independence, Orono and Medina to the east, and Greenfield to the north. Delano and Franklin Township are west of Independence, in Wright County. The City of Maple Plain is surrounded on three sides by Independence (Figure 1).

The City of Independence 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	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, with proposed change	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

None.

Known Support / Opposition

There is no known opposition.



REVIEW REORD

City of Independence 2040 Comprehensive Plan

Review File No. 22711-1, Business Item No. 2023-139 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, 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 is the Park implementing agency for the Regional Parks System components in Independence, 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 Sarah Regional Park and Lake Rebecca Park Reserve (Figure 1). Regional Trails located within the City include the Baker-Carver Regional Trail (previously known as the Minnetrista Regional Trail and Minnetrista Extension Regional Trail Search Corridor) and the Lake Sarah Regional Trail Search Corridor. The City also appropriately acknowledges State lands within the community, including the Luce Line State Trail and Robina Lake Wildlife Management Area (Minnesota Department of Natural Resources).

Regional Transportation, Transit, and Aviation

Reviewer: Joseph Widing, Metropolitan Transportation Services (MTS) (651-602-1822)

The Plan conforms to the 2040 Transportation Policy Plan (TPP) adopted in 2015 and amended in 2021. It accurately reflects transportation system components of the TPP. It is also consistent with Council policies regarding community roles, the needs of non-automobile transportation, access to job concentrations, and the needs of freight.

Roadways

The Plan conforms to the Roadways system element of the TPP. The Plan accurately reflects that there is one principal arterial (US-12) within the City's boundaries. The Plan also accurately reflects the regional functional classification map of A-minor arterials.

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 element of the TPP. The Plan 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 Designations.

Aviation

The Plan conforms to the Aviation system element of the TPP. There is no airport in the regional aviation system located near Independence. The Plan notes bodies of water which are permitted

for seaplane operations and a private grass runway airport is located within City limits. 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 or planned regional trails and acknowledges the Regional Bicycle Transportation Network (RBTN). There are no RBTN corridors/alignments within the City boundaries.

Freight

The Plan is consistent with Freight policies of the TPP. The Plan identifies the two railroads (CP and BNSF) and US-12 as the primary freight movement routes. No regional freight issues were identified in Independence.

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 can accommodate the TAZ forecasted allocations in the Plan, and at densities consistent with the City's Community Designations and applicable TPP policies.

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). It 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 accepted forecasts for population, households, and employment.

Current wastewater treatment services are provided to the City by the Metropolitan Council Environmental Services (MCES). Wastewater generated within the city is conveyed to and treated at the Metropolitan Council's Blue Lake Wastewater Treatment Plant located in Shakopee. The City is provided direct wastewater conveyance service through an inter-community agreement with the City of Medina. Ultimately, the City is served through MCES lift station L63 and interceptor 8352. The Plan reflects that the City will have 567 sewered households and 200 sewered employees by 2040. The Metropolitan Disposal System with its scheduled improvements has or will have adequate capacity to serve the City's growth forecasts.

The Plan provides sanitary flow projections in 10-year increments. The rationale for the average day flow projections was provided in the Plan and appears to be appropriate for planning local service needs. The Metropolitan Council is committing to providing the level of wastewater service based on the sewered forecasts as stated in Table 26 "Population, Household and Employment Forecasts" of the Plan. The Plan also offers a "Preferred Population, Household and Employment Forecasts" in Table 26-A that reflects greater household forecasts than those in Table 26. However, prior to the Council providing service beyond those forecasts listed in Table 26, the City would first need to amend their Plan revising the sewered forecast and receive Council authorization for any forecast changes.

The Land Use Plan reflects an overall minimum residential sewered density that is consistent with Council policy for future sewered residential growth for Emerging Suburban Edge communities.

The Plan defines the community's policies, and strategies for preventing and reducing excessive inflow and infiltration (I/I) in the local municipal (City), and private property sanitary sewer collection systems. The Plan states that the City performed internal home inspections for cross connections of floor drains and sump pump connections to the sanitary sewer system at the time the sewer system was built in 1985 and 1995. The Plan also states that the City continues to correct many system sources of I/I through maintenance structure adjustments, and system repair. The City has recently purchased a pipeline televising camera to perform system inspections to identify and

mitigate I/I sources. The Plan also states that the City invests about \$9,000 annually for sanitary sewer inspections and I/I monitoring. The Plan states that the City is currently developing a more formal Capital Improvement Plan.

The Plan describes the requirements and standards for minimizing I/I and references Section 710.15, Subd 2, of the City's Code that prohibits the discharge either directly or indirectly of any stormwater, groundwater, roof runoff, subsurface drainage, waste from on-site disposal systems, unpolluted cooling or processing water to any sanitary sewer except as permitted by the City. Neither the Plan nor the Ordinance stated that the City would require the disconnection of prohibited discharges upon discovery.

The Plan describes the sources, extent, and significance of existing I/I within the entire wastewater collection system. The Plan states that the City's entire sanitary sewer system was built after 1985 and that at the time of its construction all private services were replaced. The City's collection system includes a network of 33 individual lift stations comprised of individual property lifts and municipal facilities serving larger areas of the city. Using runtime data, an analysis was performed and determined that I/I within the city can range anywhere between 8% and 90%. Due to the nature of how the municipal wastewater collection system is configured, there are no flow metering facilities where I/I can be better quantified.

Comprehensive Sewer Element Comments

The Sewer Element of the Plan has been reviewed against the requirements for Comprehensive Sewer Plans for Emerging Suburban Edge, Diversified Rural, and Agricultural 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.

Advisory Comments

- The Plan identifies the need for a future improvement to serve new development areas south of Maple Plain via L63. This improvement would be a regional interceptor connecting to L63 and extending to a yet to be determined location near the City boundary limits at Willow Street and County Road 19 North. Some of the areas to be served through this future improvement are timed within the 2020-2030 staging plan (Figure 6). For this interceptor to be built to accommodate the projected development needs, coordination between the Council and the City will need to occur so that it can be planned, designed, and constructed. This may require the need for the City and Council to enter into a cooperative construction agreement whereby the City builds the facility, and the Council reimburses it for the associated regional costs.
- The Plan offers a "Preferred Population, Household and Employment Forecasts" in Table 26-A that reflects greater household forecasts than those in Table 26 which reflects those which are the basis of the Council's approval. However, prior to the Council providing service beyond those forecasts listed in Table 26, the City would first need to amend their Plan revising the sewered forecast.
- The Plan identifies an "Urban Commercial" area located adjacent to the City of Delano, and states that the preferred alternative for wastewater service would be to enter into a joint powers service agreement whereby services would be provided by Delano. If an agreement is entered into with Delano, the City of Independence will need to submit that agreement as an amendment to their comprehensive sewer plan.
- Local ordinance 71515 prohibits connections of sump pumps and foundation drains to the sanitary sewer system; however, it doesn't appear to require their disconnection if discovered. The Council recommends that the City revise its ordinance to require the disconnection of these prohibited discharges upon discovery.

Surface Water Management

Reviewer: Maureen Hoffman, ES – Water Resources (651-602-8026)

The Plan is consistent with Council policy requirements and in conformance with the WRPP for local surface water management. The City lies within the oversight boundaries of the Pioneer

Sarah Creek Watershed Management Commission and the Minnehaha Creek Watershed District. The City submitted a draft Local Water Management Plan (LWMP) update in 2019. Metropolitan Council Water Resources staff reviewed and commented on the draft LWMP to the City and Watershed Management Organizations on March 20, 2019. The LWMP was approved by the Minnehaha Creek Watershed District on October 10, 2019. The Plan includes the LWMP in Appendix A.

Advisory Comments

The City needs to provide the date that the Pioneer Sarah Creek Watershed Management Commission approved the LWMP.

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, with supplemental information received May 2023, includes Metropolitan Council’s system statement forecast (Plan Tables 3 and 9). For reference, the forecast remains:

Table 1. Metropolitan Council City of Independence Forecasts

	Census 2020	System Statement Forecasts		
		2020	2030	2040
Population	3,755	3,830	4,040	4,290
Households	1,288	1,400	1,560	1,700
Employment	697	680	740	770

The City comments that “the projected forecast for 2040... reduced the approved 2030 Comprehensive Plan forecast from 593 to 300 [sic] households [growth] which represents an approximate 50% decrease in projected growth.” (page 3.19) Council staff find that development of Independence has lagged previous expectations. Council staff have recommended that 2020 forecast (only the 2020 numbers) be aligned with 2020 Census counts.

The City has included a sewer-served forecast (Plan Table 26) with minor adjustments to Metropolitan Council’s System Statement forecast. The City-requested revisions are highlighted below:

Table 2. City of Independence Sewer-Served Forecasts (Blue Lake WWTP)

	System Statement Forecasts			City Requested Forecasts		
	2020	2020	2030	2020	2030	2040
Population	570	1,020	1,080	<u>693</u>	<u>1,083</u>	<u>1,356</u>
Households	210	390	430	<u>238</u>	<u>358</u>	<u>488</u>
Employment	180	190	200	180	190	200

With the revision of the sewer-served forecast, the 2021-2030 Affordable Housing Need for Independence is reduced to: 28 units at <=30% AMI, 21 units at 31-50% AMI; 5 units at 51-80% AMI; 54 affordable units total. Metropolitan Council will require that the City’s Final Plan reflect this recalculated Affordable Housing Need in Table 12.

Metropolitan Council will revise the sewer-served forecast and Affordable Housing Need calculation with authorization of the Plan.

Metropolitan Council requires 2020, 2030, and 2040 forecasts assigned to transportation analysis zones (TAZs), or portions of TAZs within the City boundaries. In supplemental information received May 22, 2023, the City Planner has provided an Excel worksheet. Metropolitan Council will require that the Final Plan's transportation chapter include this as a table.

Advisory Comments

The re-calculated Affordable Housing Need, TAZ table, as well as all other items of supplemental information from the review process, must be included in the City's Final Plan.

Thrive MSP 2040 and Land Use

Reviewer: Freya Thamman, CD – Local Planning Assistance (651-602-1750)

The Plan is consistent with *Thrive MSP 2040 (Thrive)* and its land use policies. The Plan acknowledges the three Thrive community designations in the City. The western two-thirds of the City is designated as Agricultural, the eastern third as Diversified Rural, and areas near Maple Plain are designated as Emerging Suburban Edge (Figure 2).

Most of the city is currently agricultural or undeveloped (approximately 71%) with some single-family/low density residential (11%) areas, see Figure 4. The City has an abundance of natural resources including parks (7%) and lakes/water bodies (7%). Independence surrounds the City of Maple Plain on three sides, and Maple Plain acts as a local downtown for residents. The City's vision includes retaining its rural character and preserving its agricultural lands and natural environment. The City's Plan indicates that newly sewered areas, which are primarily adjacent to Maple Plain, are strategically guided to maintain a compact footprint.

In general, the western two-thirds of Independence is guided agricultural at one unit per 40 acres on the future land use map and the eastern third rural residential at one unit per five acres, which is reflective of the City's past comprehensive plans. The City's 2040 Plan is similar to previously authorized plans for the agricultural and rural residential areas, as well as having small areas of regionally sewered residential development planned near Maple Plain. The City's 2030 Plan planned for regionally sewered residential north of Maple Plain. The 2040 Plan differs in that it has sewered residential land uses both north and south of Maple Plain, and includes a new area guided Lakeshore Estates, south of Lake Independence. These updates would change the City's community designation to Emerging Suburban Edge, as they are planned for regional wastewater services. The changes in the community designation are reflected in Figure 3.

Agricultural

The Plan is consistent with Thrive for land use policies for the Agricultural area. Agricultural areas have prime agricultural soils that are planned for long-term agricultural use. Agricultural areas are expected to limit residential development and maintain residential densities at no greater than one housing unit per 40 acres.

The Plan guides the western two-thirds of the city as Agricultural at one unit per 40 acres (Figure 5). The Plan states one rural view lot, in addition to an original homestead, may be created for each 40 acres. Rural view lots have been included in the City's previous comprehensive plans. Rural view lots must be between 2.5 and ten acres; able to accommodate two on-site waste disposal systems; and buildable land must be contiguous and not separated by streams, wetlands, or slopes in excess of 10%. As the Council updates its system plans, the Long-term Sewer Service Area (LTSSA) will be examined. If portions of the Agricultural area are included in the future LTSSA, the rural view lots in the agricultural area would not preclude future regional wastewater service. This part of the city includes an area guided urban commercial near the City's border with Delano. As discussed in the wastewater section, a future amendment to the City's Tier II would be required if wastewater service were to be provided through an agreement with the City of Delano.

Agricultural Preserves

The City's Plan indicates that local farming is an extremely valuable asset to the community. Most of the City is guided agricultural and planned for long-term agricultural use. The Plan identifies areas that are currently enrolled in the Metropolitan Agricultural Preserves Program on the future

land use map and limits density of rural development for parcels enrolled in the Program (Figure 4). Parcels enrolled in the Program must reflect an agricultural designation in the future land use with a maximum density of 1 unit per 40 acres, as required by state law (Minn. Stat. § 473H), until they expire out of the program. The Plan is consistent with statutory requirements for properties enrolled in the Program.

Diversified Rural

The City's Plan is generally consistent with Thrive policies for the areas within the Diversified Rural community designation. Diversified Rural areas are home to a variety of farm and non-farmland uses including large-lot residential, clustered housing, hobby farms and agricultural uses. Diversified Rural areas are expected to plan for growth not to exceed forecasts and in patterns that do not exceed 4 units per 40 acres. Diversified Rural communities are expected to manage land uses to prevent the premature demand for extension of urban services, and so that existing service levels will meet service needs.

The City's past comprehensive plans have guided the eastern part of the City as rural residential, at density of one unit per five acres. The City's 2040 Plan did not expand the area that is guided rural residential area. It remains the same as the City's 2030 Plan. The Plan indicates that the City's agricultural and rural residential areas together would have an overall density of one unit per 10 acres through 2040. The Plan states the rural residential area preserves its open, scenic, and natural ecological characteristics. The Plan discusses clustering of homes on no less than 2-1/2 acre lots, but with open space and scenic viewshed components. It also discusses the Council's flexible residential development tools to preserve land for post-2040 growth and in locations with natural resource areas. The Plan indicates that the City has sought funding to reduce on-site sanitary sewers near its lakes, developed cluster development subdivision standards to promote the preservation of open space, established large infiltration areas, and worked to reduce nutrient run-off into local water resources. The Plan indicates that lots with individual septic treatment systems that are not in compliance with current state and local requirements will be encouraged to connect to an approved community sewage treatment system and would be required to follow the Metropolitan Council's revised Metropolitan Urban Service Area (MUSA) Guidelines.

Emerging Suburban Edge

The City's Plan is consistent with Thrive policies for areas within the Emerging Suburban Edge community designation. Emerging Suburban Edge areas are in the early stages of transitioning into urbanized levels of development. These areas are expected to plan for overall net residential densities at least 3-5 units per acre for new development.

Residential land uses within the planning period include approximately 37 net acres of Lakeshore Estates, 124 net acres of Low Density Residential, 40 net acres of Medium Density Residential and 5 net acres of High Density Residential. These areas are generally adjacent to the City of Maple Plain. In addition, there are eleven existing rural residential lots that anticipate connecting to the regional wastewater system, which have been included in the City's density calculation. The Plan includes a development staging map (Figure 6) and indicates that development shall be in accordance with the location, phasing, and densities prescribed within this Plan for each land use type designated. The City has narrow ranges for minimum and maximum allowed densities and gaps between residential density ranges and is aware that this could result in the need for additional future comprehensive amendments. The Plan indicates that City will limit growth to the Metropolitan Council growth forecasts (as shown in the forecast section). If forecasts are exceeded, as reviewed through potential future land use changes and/or annual estimates, a comprehensive plan amendment would be required.

The Plan is consistent with Thrive for land use and residential density policies for areas within the revised Emerging Suburban Edge community designation. As shown in Table 3 below, the overall density of development during the planning period is 3.0 – 3.5 units per acre.

Table 3. Planned Residential Density, City of Independence

Category	2023-2040 Change				
	Density		Net Acres	Min Units	Max Units
	Min	Max			
Lakeshore Estates	0.75	0.75	37	28	28
Low Density Residential	2.7	2.7	124	335	335
Medium Density Residential	3.5	3.8	40	140	152
High Density Residential	30	50	5	150	250
Existing Rural Residential*			18.4	11	11
	TOTALS		224.4	664	755
	Overall Density			3.0	3.5

* Supplemental information May 19, 2023.

Advisory Comments

- When parcels in the Agricultural Preserve Program expire, a comprehensive plan amendment will be required.
- The City’s overall net residential density is at three units per acres, which is consistent with Council policy. However, any change that would reduce the overall net residential density would require land to be guided at a higher density to remain in conformance with regional system plans and Council policies, and a comprehensive plan amendment will be required.

Housing

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

The Plan is consistent with the *Housing Policy Plan (HPP)*. As of 2016, the City has more than 1,350 homes all of which are single family homes. Approximately 50 homes are rented. More than 110 housing units are currently affordable to households earning under 80% of Area Median Income (AMI); however, nearly 400 households earning 80% of AMI or below are paying more than 30% of their income toward housing costs. There are about 220 units affordable to households with income at or below 30% AMI and more than 110 cost burdened households with incomes at or below 30% AMI.

The Plan identifies existing housing needs including maintenance and reinvestment in existing housing stock, affordable housing, and ensuring the availability of lifecycle housing. The City does not currently have any publicly subsidized housing.

The City’s 2021-2030 affordable housing need allocation is 54 units; 28 of which are needed at prices affordable to households earning 30% of AMI or less, 21 of which are needed at prices affordable to households earning between 31 and 50% of AMI, and 5 of which are needed at prices affordable to households earning between 51 and 80% of AMI. As shown in Figure 7, the Plan guides sufficient land expected to develop in the 2021-2030 time period at a minimum of 30 units per acre with one land use to allow for development of at least 153 new housing units.

The housing implementation plan component of the Plan describes that the City will consider tax abatement, landlord education through partnerships, using HOME funds in partnership with Hennepin County, and planned unit developments (PUD) to support development and rehabilitation of affordable housing below 80% AMI. The Plan also indicates that the City is unlikely to consider tax increment financing, housing bonds, or Community Development Block Grant (CDBG) funds. The City states that they will keep their accessory dwelling unit ordinance in place and consider working with stakeholders to create a policy to incorporate the needs of aging households into development decisions.



Advisory Comments

As indicated in the forecast section of the staff report, the City's Final Plan needs to include the revised affordable housing need number.

Water Supply

Reviewer: John Clark, ES – Water Supply Planning (651-602-1803)

The Plan is consistent with 2040 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 relies primarily on private wells and does not own/operate a municipal community public water supply system. Therefore, no local water supply plan is required. However, the updated local comprehensive plan should, and does, include information about water sources, including plans to protect private water supplies, in appropriate sections of the Plan.

Advisory Comments

The City could consider additional policies or strategies that help to conserve and protect drinking water resources. The City's manure reduction policy is one such policy. Other policies and/or strategies to consider that help to protect and sustain water resources could involve installing smart irrigation controllers for any public properties, working with watershed districts and the Minnesota Department of Agriculture to encourage fertilizer reduction strategies and best management practices, and helping to educate residents and businesses around efficient water use, water contamination, and the Minnesota Department of Health wellhead protection recommendations for private wells.

Community and Subsurface Sewage Treatment Systems (SSTS)

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

The Plan is consistent with 2040 WRPP for Community and Subsurface Sewage Treatment Systems. The Plan indicates that there are approximately 1,162 residential SSTS within the city. There is also one Communal Subsurface Sewer Treatment system that provides service to a restaurant, an apartment, and one single family home. The Plan states that the City is responsible for the SSTS management program within the City and tracks all on-going maintenance, system information and notification activities. The Plan states that through these activities a compliance with Minnesota Pollution Control Agency Chapter 7080-7083 Rules can be determined.

Special Resource Protection

Solar Access Protection

Reviewer: Freya Thamman, CD – Local Planning Assistance (651-602-1750)

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. The City identifies minimum lot sizes, open space, yard setbacks, and maximum building heights to protect access to direct sunlight.

Aggregate Resource Protection

Reviewer: Freya Thamman, CD – Local Planning Assistance (651-602-1750)

The Plan is consistent with the *Minnesota Geological Survey Information Circular* for aggregate resources. There are no viable aggregate resources or ongoing mining operations within the city.

Historic Preservation

Reviewer: Freya Thamman, CD – Local Planning Assistance (651-602-1750)

The Plan addresses historic and cultural resources as required by the MLPA. The Plan includes an historic preservation section and considers establishing a local heritage preservation commission to advance preservation efforts for locally historically significant buildings or sites.

Plan Implementation

Reviewer: Freya Thamman, CD – Local Planning Assistance (651-602-1750)

The Plan includes a description of the zoning, subdivision, SSTS codes, and the housing

implementation program. The Plan describes official controls and fiscal devices the City will employ to implement the Plan and includes a capital improvement plan. Specific implementation strategies are contained in individual chapters of the Plan.

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

The Plan is compatible with the plans of adjacent jurisdictions. No compatibility issues with plans of adjacent governmental units and plans of affected special districts and school districts were identified.

As part of the City's 2040 Plan resubmittal on January 19, 2023, the City included a new residential land use category, Lakeshore Estates. The Lakeshore Estates area is located immediately adjacent to the City of Medina and wastewater to this area would be served through a Quad-City Agreement with Medina. Medina was notified of adjacent community review on January 27, 2023. The associated Quad City Agreement was approved for amendment by Medina on April 4, 2023.

Documents Submitted for Review

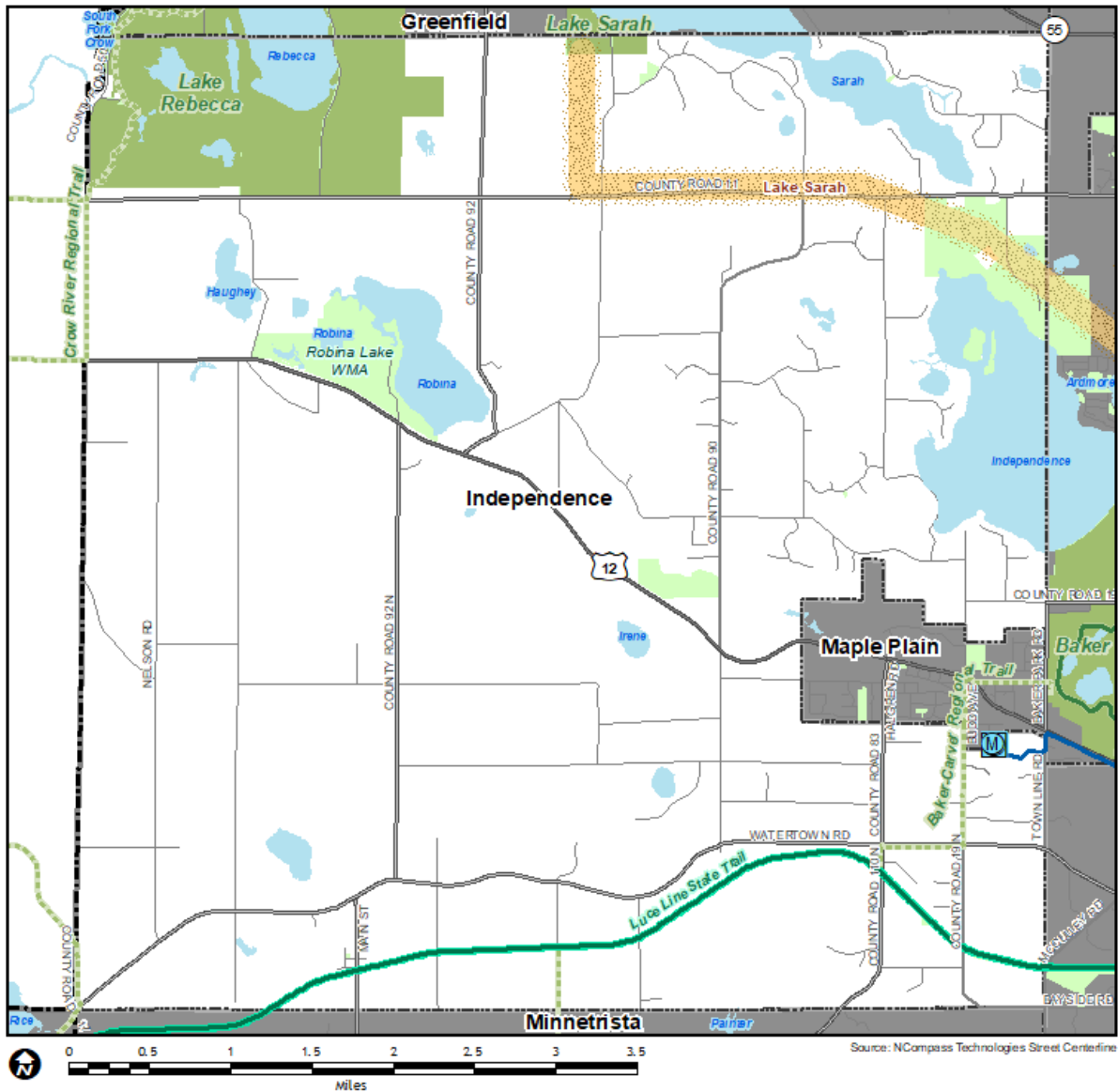
In response to the 2015 System Statement, the City submitted the following documents for review:

- December 14, 2021: Independence 2040 Comprehensive Plan
- January 19, 2022: Resubmittal of Independence 2040 Comprehensive Plan
- January 31, 2023: Resolution of Bridgevine Subdivision
- February 21, 2023: Land use maps, SSTS ordinance, updated wastewater tables
- March 14, 2023: Land use chapter
- April 3, 2023: GIS mapping updates
- April 7, 2023: Land use maps and I/I information
- April 24, 2023: Revised water resources chapter
- May 11, 2023: Updated submittal chapters and amended Quad-City agreement
- May 19, 2023: Wastewater section revisions and Figure 10 update
- May 24, 2023: Revised land use maps and TAZ information

Attachments

- Figure 1: Location Map with Regional Systems
- Figure 2: Thrive MSP 2040 Community Designations
- Figure 3: Revised Thrive MSP 2040 Community Designations
- Figure 4: Existing Land Use
- Figure 5: 2040 Planned Land Use
- Figure 6: Development Staging Map
- Figure 7: Land Guided for Affordable Housing

Figure 1. Location Map with Regional Systems



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

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

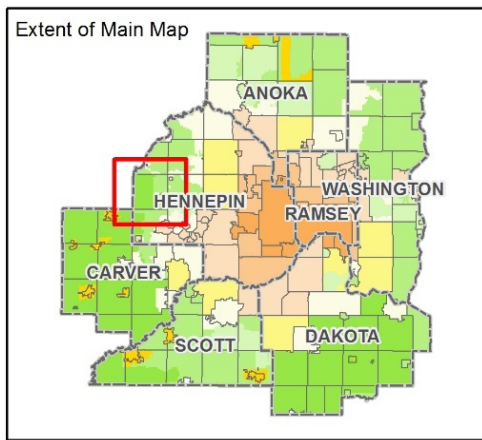
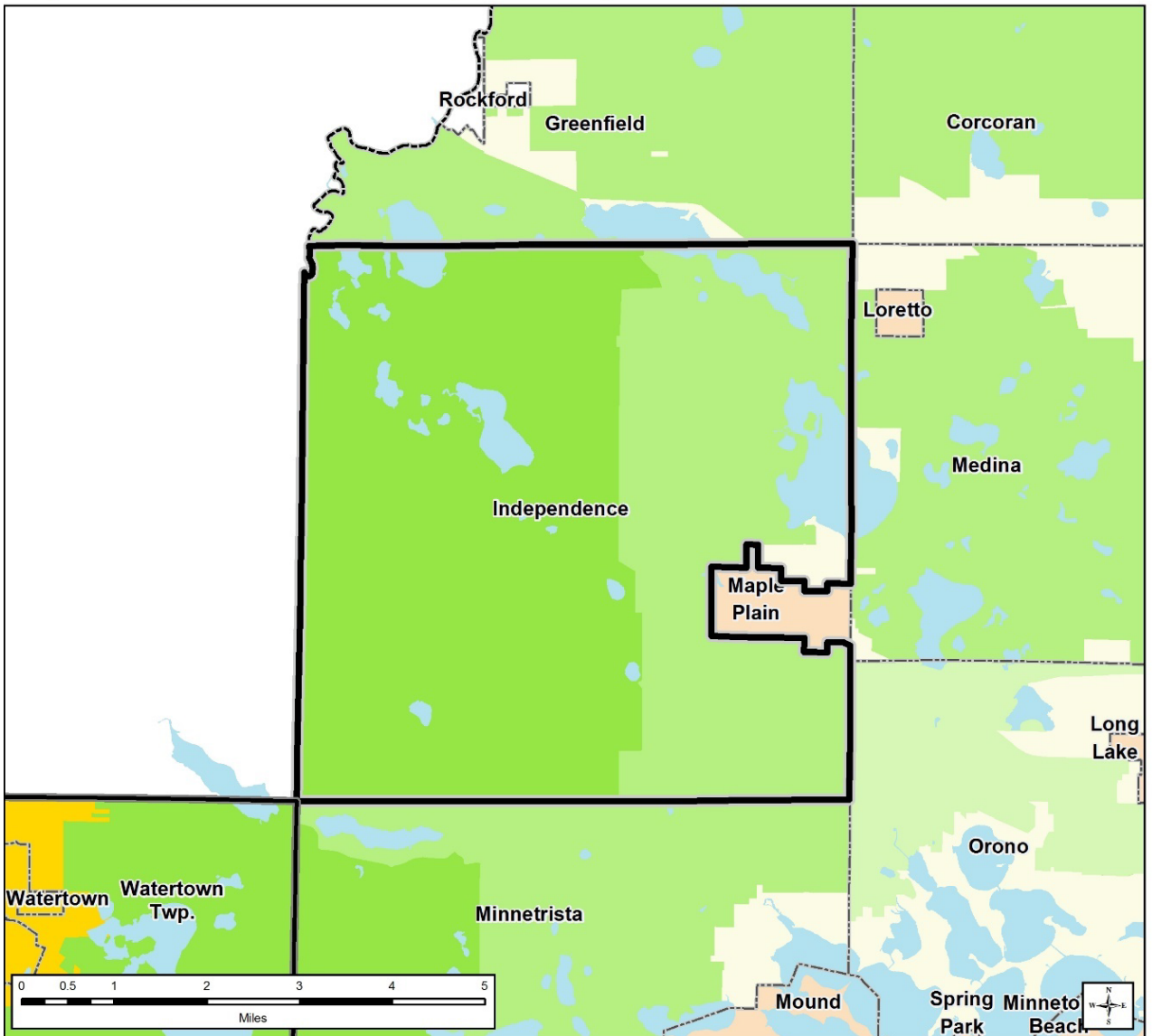
Regional Park Search Areas and Regional Trail Search Corridors

- 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)

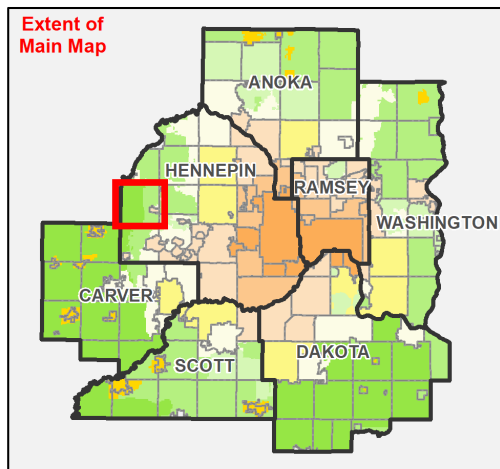
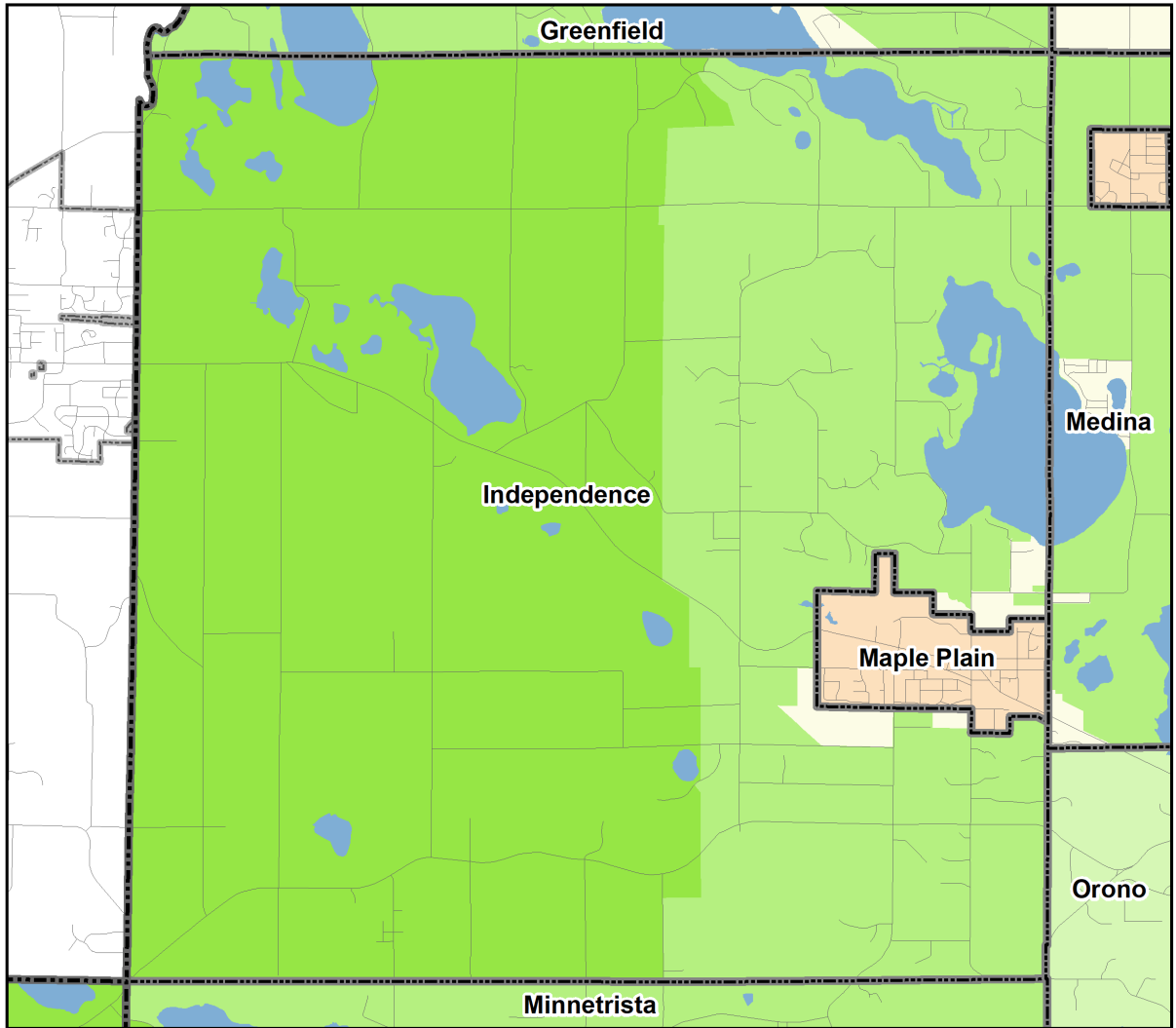
Figure 2. Thrive MSP 2040 Community Designations



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. Revised Thrive MSP 2040 Community Designations



ThriveMSP 2040 Community Designations

- Agricultural
- Rural Residential
- Diversified Rural
- Rural Center
- Emerging Suburban Edge
- Suburban Edge
- Suburban
- Urban
- Urban Center
- Ncompass Street Centerlines

Figure 4. Existing Land Use



2040 Comprehensive Plan
Independence, MN

Existing Land Use
May 2023

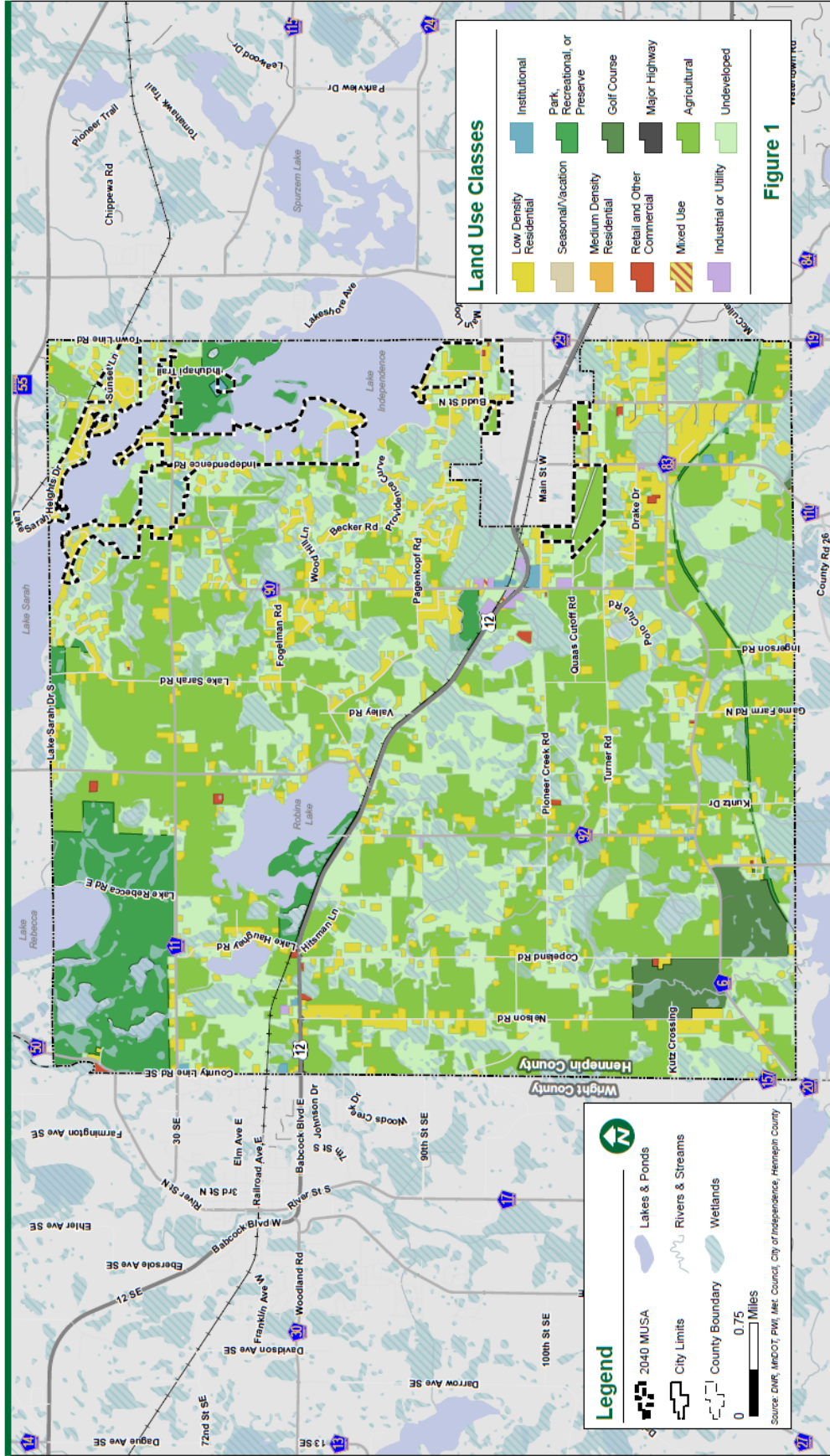



Figure 5. 2040 Planned Land Use

Metropolitan Council


2040 Comprehensive Plan
Independence, MN

Future Land Use
May 2023


BOLTON & MENK

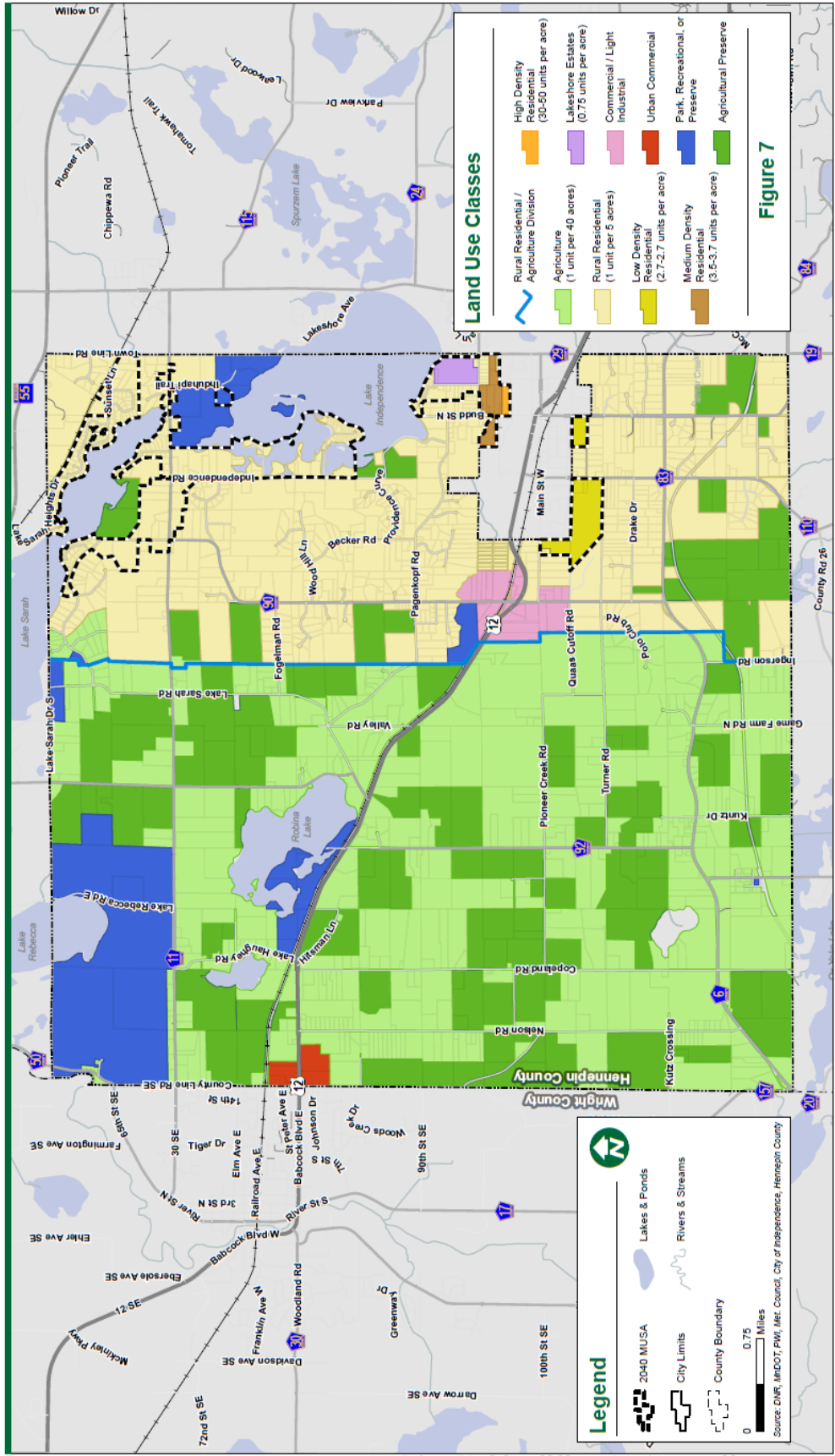


Figure 6. Development Staging Map



Metropolitan Council



2040 Comprehensive Plan
Independence, MN

Development Phasing
May 2023
BOLTON & MENK

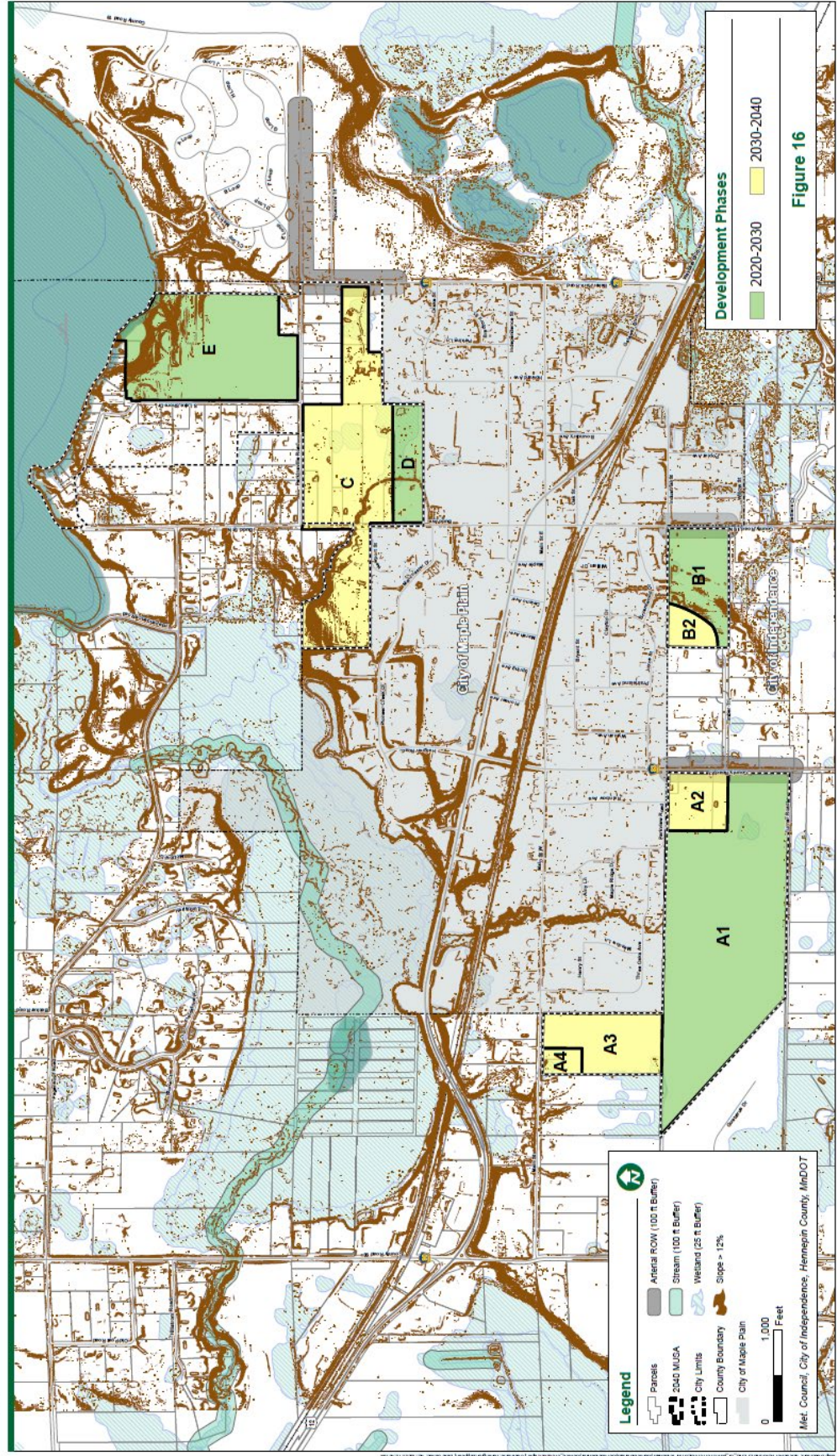


Figure 7. Land Guided for Affordable Housing

2021-2030 share of regional need for Affordable Housing: **54 units**
 2021-2030 total regional need for Affordable Housing: **37,900 units**

	Available Acres	×	Minimum Density <i>(units per acre)</i>	×	Expected % Residential <i>(if mixed use)</i>	=	Minimum Units Possible
High Density Residential	5.10		30		100%		153
Total	5						153

Sufficient/*(insufficient)* units possible against share of regional need: **99**
 Affordable units built since 2021: **0**
 Sufficient/*(insufficient)* units possible adjusted for affordable units built: **99**
 Number of Comp Plan Amendments approved since Comp Plan Update: **0**

