

C Community Development Committee
Meeting date: February 22, 2011

E Environment Committee
Meeting date: February 8, 2011

ADVISORY INFORMATION

Subject:	City of South St. Paul 2030 Comprehensive Plan Update Tier II Comprehensive Sewer Plan Review File No. 20587-1
District, Member:	District 15, Councilmember Dan Wolter
Policy/Legal Reference:	Minnesota Statutes Section 473.175
Staff Prepared/Presented:	Patrick Boylan, Principal Reviewer (651-602-1438) Phyllis Hanson, Local Planning Assistance Manager (651-602-1566) Kyle Colvin, Engineering Services Asst. Manager (651-602-1151)
Division/Department:	Community Development / Planning and Growth Management Environmental Services/ Engineering Services

Proposed Action

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

Recommendation of the Community Development Committee:

1. Authorize the City of South St. Paul to put its 2030 Comprehensive Plan Update into effect;
2. Implement the advisory comments noted in the Review Record for Roads, Surface Water Management, and Mississippi River Critical Area; and,
3. Forward the City's Mississippi River Corridor Critical Area plan review and recommendations to the Minnesota Department of Natural Resources and National Park Service for their records.

Recommendation of the Environment Committee:

Approve the City of South St. Paul's Tier II Comprehensive Sewer Plan.

ADVISORY COMMENTS

City of South St. Paul 2030 Comprehensive Plan Update and Tier II Comprehensive Sewer Plan

Review File No. 20587-1 – Council Business Item No. 2011-44

The following Advisory Comments are part of the Council action authorizing the City to implement its 2030 Comprehensive Plan Update (“Update”) and approving the City’s Tier II Comprehensive Sewer Plan:

Community Development Committee

1. The Council-adopted *Local Planning Handbook* states that the City must take the following steps:

- (a) Adopt the Update in final form after considering the Council’s review recommendations; and

- (b) Submit one electronic copy and one hard copy of the Update to the Council. The electronic copy must be organized as one unified document.

A copy of the City Council resolution evidencing final approval of the Update should be submitted to the Council.

2. The Council’s *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, local governments should incorporate those recommended changes into the plan or respond to the Council before “final approval” of the comprehensive plan by the governing body of the local governmental unit. (Minn. Stat. § 473.858, subd. 3).
3. Local governmental units must adopt official controls as described in their adopted comprehensive plans and must submit copies of the official controls to the Council within 30 days after 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 nine months following amendments to comprehensive plans. (Minn. Stat. § 473.865, subd. 3).

Environment Committee

1. The Council-approved Tier II Comprehensive Sewer Plan becomes effective only after the Update also receives final approval by the City’s governing body. After the Update receives final approval by the City and the Tier II Sewer Plan becomes effective, the City may implement its Update to alter, expand or improve its sewage disposal system consistent with the Council-approved Tier II Sewer Plan.
2. A copy of the City Council Resolution adopting its Update, including the Tier II Sewer Plan, must be submitted to the Council.

Background

The City of South St. Paul (City) is located in northeast Dakota County. The City is surrounded by Inver Grove Heights to the south, West St. Paul to the west, St. Paul to the north, and Newport to the east (Figure 1).

The *2030 Regional Development Framework* (RDF), as adopted by the Metropolitan Council (Council) in January 2004, identified South St. Paul as within the "Developed" geographic planning area (Figure 2).

The City submitted its 2030 Comprehensive Plan (Update) to the Council for review to meet the Metropolitan Land Planning Act requirements (Minn. Stat. 473.175) and the Council's 2005 Systems Statement requirements.

Rationale – Standard of Review & Findings

1. Does the proposed Update conform to Regional Systems Plans?
2. Is the Update consistent with Metropolitan Council policies?
3. Is the Update compatible with plans of adjacent governmental units and plans of affected special districts and school districts?

Conformance with Regional Systems Plans:

- | | |
|---|-----|
| 1. Regional Parks | Yes |
| 2. Transportation including Aviation | Yes |
| 3. Water Resources Management
(Wastewater Services and Surface Water Management) | Yes |

Consistent with Council Policy Requirements:

- | | |
|---|-----|
| 1. Forecasts | Yes |
| 2. Housing | Yes |
| 3. 2030 Regional Development Framework and Land Use | Yes |
| 4. Individual Sewage Treatment Systems (ISTS) Program | Yes |
| 5. Water Supply | Yes |

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

- | | |
|--------------------------------|-----|
| 1. Compatible with other plans | Yes |
|--------------------------------|-----|

Known Support / Opposition

None received.

REVIEW RECORD

City of South St. Paul 2030 Comprehensive Plan Update

STATUTORY AUTHORITY

The Metropolitan Land Planning Act (MLPA) requires local units of government to submit comprehensive plans and plan amendments to the Council for review and comment (Minn. Stat. § 473.864, Subd. 2). The Council reviews plans to determine:

- *Conformance with metropolitan system plans,*
- *Consistency with other adopted Plans of the Council, and*
- *Compatibility with the Plans of other local jurisdictions in the Metropolitan Area.*

The Council may require a local governmental unit to modify any plan or part thereof if, upon the adoption of findings and a resolution, the Council concludes 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. Each such plan shall be submitted to the Council for review and shall be subject to the approval of the Council as to those features affecting the Council's responsibilities as determined by the Council. Any such features disapproved by the Council shall be modified in accordance with the Council's recommendations (Minn. Stat. § 473.513).

CONFORMANCE WITH REGIONAL SYSTEMS

Regional Parks

Parks and Trails

Reviewer: Jan Youngquist, CD – Regional Parks System Planning, (651-602-1029)

The Update conforms to the *2030 Regional Parks Policy Plan*. The Update acknowledges the regional parks system facilities in the City, which include the Mississippi River Regional Trail and the North Urban Regional Trail. The Update indicates that there have been discussions regarding combining Thompson County Park in West St. Paul with Kaposia Park, Simon's Ravine and Kaposia Landing in South St. Paul to form one large regional park.

The 2010 update of the *2030 Regional Parks Policy Plan* has designated these parks as a Regional Park Study Area. Designation as a regional park study area does not guarantee that a park will become part of the regional parks system. It acknowledges that studies would need to be completed to determine whether the park warrants regional status, based on visitation patterns.

Transportation

Roads and Transit

Reviewers: Elaine Koutsoukos, MTS – Systems Planning (651-602-1717)

The Update conforms with the *2030 Transportation Policy Plan* adopted in 2004 and addresses all the applicable transportation and transit requirements of a comprehensive plan.

There are two principal arterials within South St. Paul: I-494 and TH 52. The transportation chapter includes analysis of existing and future transportation deficiencies and recommends improvements to the minor arterial, major and minor collectors, and local roadway networks.

South St. Paul lies within Transit Market Area II. Service options for Market Area II include regular-route locals, all-day expresses, small vehicle circulators, special needs paratransit (ADA, seniors), and ridesharing. Regular route express and local transit service is provided by Metro Transit. General public dial-a-ride service is provided by Dakota Areas Resources and Transportation for Seniors (DARTS). ADA paratransit service is provided by Metro Mobility and DARTS. The transit services are identified by South St. Paul.

Advisory comment:

Functional Classification: The Plan contains both map and text of its classified roadways that accurately reflects the TAB-adopted system. The Plan does contain a number of "collector" roadways that are currently not on the TAB maps. If the city wishes to have these "collector" roadways incorporated into the TAB-adopted system, it must formally request their inclusion through the TAC-Planning Committee, which is a separate process from the Comprehensive Plan Update effort.

Aviation

Reviewer: Ann Braden, MTS – Systems Planning (651-602-1705)

The Update conforms with the Aviation policies in the *2030 Transportation Policy Plan*.

Water Resources Management

Wastewater Service

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

The Update conforms the *2030 Water Resources Management Policy Plan (WRMPP)*. The Update summarizes the City's vision to year 2030. It includes growth forecasts that are consistent with the Council's forecasts for population, households, and employment.

Current wastewater treatment services are provided to the City by the Metropolitan Council Environmental Services. Wastewater generated within the City is conveyed to and treated at the Metropolitan Council's Metropolitan Wastewater Treatment Plant located in St. Paul. The City's wastewater conveyance service is provided by Council Interceptors 7102 and 7111. The City's Plan projects it will have 9,000 sewered households and 8,500 sewered employees by 2030. The Metropolitan Disposal System with its scheduled improvements has or will have adequate capacity to serve the City's growth needs.

The Update provides sanitary flow projections in 10-year increments. The rationale, for the projections, is given in the Update and determined appropriate for planning for local services.

South St. Paul has been identified as a community impacted by wet weather occurrences. The City had been on the Council's list of communities having an I/I reduction goal. However, in 2008 the City completed its I/I work plan as outlined under the Council's I/I surcharge program. The Update includes a description of a continued I/I reduction plan which includes televised inspections to identify causes of potential I/I sources. The City also has a sump pump inspection and disconnection program. The City's continued I/I mitigation efforts will be beneficial as the Council implements its Phase 2, On-Going I/I program in 2013.

Tier II Comments

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

Surface Water Management

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

The Update conforms with the *WRMPP* for local surface water management. South Saint Paul lies within the Lower Mississippi River watershed. The Lower Mississippi River Watershed Management Organization's (WMO) latest watershed management plan was approved by the Board of Water and Soil Resources (BWSR) in 2004. South Saint Paul prepared a Comprehensive Storm Water Management Plan (CSWMP) in 2004 that was reviewed by Council staff under separate cover. The City's 2004 CSWMP was found to be consistent with Council policy and the *WRMPP*.

The WMO has begun the process of updating its watershed plan. The City should be advised that they will need to update their CSWMP within two years from the date when the WMO's new watershed management plan is approved by BWSR. The updated CSWMP will need to be submitted to the Council for review at the same time it is submitted to the watershed for their review and approval.

Advisory comment:

The City should consider the following when preparing their new CSWMP:

- New wetland management techniques have been developed from buffer widths to pretreatment recommendations.
- Lake Pepin TMDL is currently being completed by MPCA: this may require all MS4 Cities upstream of Lake Pepin to reduce their phosphorus inputs to the Mississippi.
- The 2004 CSWMP included a very ambitious action plan to solve a number of problem areas that were identified in the plan. The City should evaluate whether or not all of these items have been addressed.
- Current storm water management strategies recommend that volume control be required for new development and redevelopment.

CONSISTENCY WITH COUNCIL POLICY

Forecasts

Reviewer: Dennis Farmer, CD - Research, (651-602-1552)

The Update is consistent with Metropolitan Council forecasts for the City of South St. Paul (shown in the table below). The Regional Development Framework designates South St. Paul as a developed community. The Council forecasts a growth of 700 new households between 2010 and 2030. South St. Paul's CPU states that the city will attempt to meet this forecasted household growth through development of residential areas on developable vacant lands and through residential redevelopment.

Table 1: Forecasted Growth

	2000	2010	2020	2030
Population	20,167	19,900	20,000	20,700
Households	8,123	8,300	8,600	9,000
Employment	7,697	8,100	8,300	8,500

2030 Regional Development Framework and Land Use

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

The Update, with supplemental materials is consistent with the 2030 Regional Development Framework (RDF), which classifies the City as within the “Developed” geographic designation (see Figure 2). The RDF directs Developed communities to renew and improve infrastructure, buildings, and land to provide for additional growth, particularly at centers along transit corridors; and to support developments that integrate land uses. Developed communities are also expected to accommodate forecasted residential growth through reinvestment at appropriate densities, which is 5 units or more in developed areas and target higher density in locations with convenient access to transportation corridors and with adequate sewer capacity.

The Update is consistent with these policies. It establishes goals and objectives to encourage innovative concepts in new development or redevelopment that provide access to a variety of transportation systems, link life-cycle housing to employment and shopping opportunities, and protect natural resources and open space to encourage development.

Existing and Future Land Use

The City is approximately 3,990 acres or approximately 6.2 square miles. In 2010, the City was developed with 1,085 acres in low density residential (30%), 79 acres of multifamily residential (3.2%). In addition to this residential development the City had 517 acres of industrial land use (14.3%), 803 acres of rights of way (22.3%). and 201 acres of airport use (5.6%). Open water comprised 346 acres (8.9%) as shown in Table 2 below.

Table 2: Existing Land Use

Category	Acres	
Low-Density Residential	1,085	30%
Medium-Density Residential	17	0.5%
High-Density Residential	62	1.7%
Mixed Use, Primarily Residential	22	0.6%
Commercial	100	2.8%
Industrial	517	14.3%
Office	33	0.9%
Extractive	28	0.8%
Institutional	96	2.7%
Parks and Recreation	237	6.6%
Open Space	276	7.6%
Rights of Way	803	22.3%
Utility	8	0.2%
Railroad	52	1.4%
Airport	201	5.6%
Wetlands	35	0.9%
Open Water	346	8.9%

<i>Total</i>	<i>3,990</i>	<i>100%</i>
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The Update plans for continued redevelopment activities along Concord Street and the former meat packing industrial areas. Planned residential development will occur within infill parcels, lot splits, and in areas actively redeveloped by the City. As stockyard and meat-packing land uses decreased over the past 10 years, the City has made significant efforts to reuse former stockyard lands into office and industrial sites. Plans include redevelopment near and along major arterials.

For the 2010 to 2030 time frame, the Update guides 2 acres for low density residential (1-5 units per acre); 13 acres for medium density residential (6 to 12 units per acre); 72 acres for high density residential (13 to 20 units per acre); and, 4 acres for mixed use primarily residential category (10 to 20 units per acre) as shown in Table 3 below.

The future land use plan guides enough land to accommodate the additional 700 households for a total of 9,000 by 2030.

It is recommended that the City participate in the Council’s development and redevelopment monitoring program.

Table 3: Density Calculation for Development and Redevelopment, 2010-2030

Land Use Category	Density Range			Min.	Max.
	Min.	Max.	Acres	Units	Units
Low-Density Residential	1	5	2	2	10
Medium-Density Residential	6	12	13	78	156
High-Density Residential	13	20	72	936	1440
Mixed Bus. Primarily Residential	10	20	4	40	80
TOTALS			91	1,056	1,686
Planned Density				11.60	18.53

**data from Land Use Table 5.01*

The Update is consistent with Council policy in establishing a minimum residential density for future development of more than 5 units per net acre for “developed” communities. As is shown in Table 3 above, new development overall will occur at a minimum net density of 11.6 units per acre.

The City has guided enough residential land to accommodate the forecasts presented in the Update.

Housing

Reviewer: Linda Milashius, CD – Livable Communities, (651-602-1541)

The housing element of the Update fulfills the affordable housing planning requirements of the Metropolitan Land Planning Act.

The Update acknowledges the city’s share of the region’s affordable housing need for 2011-2020 which is 104 units. To provide opportunities to meet this need the Update indicates that approximately 78 acres of land will be available for medium density residential development, at 6-12 units per acre, 13 acres are designated for high density residential development at 13-20 units per acre, and 4 acres within the Mixed use Primarily Residential land use category, at 10-20 units per acre.

The Update provides the implementation tools and programs the city will use to promote opportunities to address its share of the region's housing need. These include continuing to partner with the South St. Paul HRA and Dakota County Community Development Agency, availing itself of federal and state housing programs, working with builders and non-profit agencies, and making use of financial tools such as TIF, CDBG and HRA funds to address affordable and lifecycle housing needs in the community. South St. Paul is an active participant in the Local Housing Incentives program of the Livable Communities Act, and has applied for and received over \$1.65 million in grants through the LCA program.

Subsurface Sewage Treatment Systems (SSTS)

Reviewer: Jim Larsen, Regional Growth Strategy, Parks and Open Space, (651-602-1159)

The Update is consistent with the *WRMPP* for SSTS. The Update indicates that there are eight SSTS remaining in operation in the City. The City has an on-going program to connect existing residences served by SSTS to the sanitary sewer system in conjunction with street reconstruction projects. The City has adopted the Dakota County SSTS ordinance and entered into a cooperative agreement with the County to oversee system maintenance monitoring. The County's program is consistent with MPCA Rules and Council policy requirements.

Water Supply

Reviewer: Chris Elvrum, ES – Water Supply Planning, (651-602-1066)

The Update is consistent with the *WRMPP* for water supply.

Resource Protection

Mississippi River Critical Area

Reviewer: Tori Dupre, Regional Growth Strategy, Parks and Open Space, (651-602-1621)

The Update's Critical Area/Mississippi National River and Recreation Area (MNRRA) plan is consistent with Executive Order 79-19 and MNRRA guidelines, and the Council will forward these review findings and recommendations to the Minnesota Department of Natural Resources (MNDNR) and National Park Service (NPS).

South St. Paul is bordered to the east by the Mississippi River Corridor Critical Area which is governed by both state Critical Area act requirements and federal MNRRA standards. The Critical Area river district at this location is *Urban Diversified*.

The Update does include a Critical Area component (Chapter 8) that reflects new land uses within the corridor boundary, amending the City's 1999 Critical Area plan. This component indicates that the future land uses within the corridor will continue to be commercial and industrial, with added river recreation areas.

The Metropolitan Council took action on the 1999 Critical Area plan on October 20, 1999 (Review 17003-1). The Council found the Critical Area plan in conformance with regional systems plans, consistent with Executive Order 79-19, and consistent with the MNRRA guidelines. The Council transmitted the review and findings to the DNR which has Critical Area plan approval authority, and to the NPS.

The Critical Area plan and Future Land Use map identify minor land use changes, including PRD, planned residential development to residential, mixed use and industrial in the southwest area. Other changes occur north of I-494, changing highway commercial to high-performance industrial.

Advisory comment:

The Critical Area plan and future land use needs to reflect the same land uses as the Update’s future land use map received November 12, 2010.

Historic Preservation

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

The Update contains a section on Historic Preservation as required by the MLPA which includes listing of buildings on the National Historic Register.

Solar Access Protection

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

The Update contains a section on Solar Access Protection as required by the MLPA including standards found within the City’s zoning code regulations.

Aggregate Resources Protection

Reviewer: Jim Larsen, Regional Growth Strategy and Parks and Open Space, (651-602-1159)

Minnesota Geological Survey Information Circular 46 indicates that there are minor aggregate resource deposits present in the City, but they are no longer available for mining since the community is fully urbanized.

PLAN IMPLEMENTATION

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

The Update includes a description of:

- Capital Improvement Program Yes
- Zoning Code Yes
- Subdivision Code Yes
- ISTS Codes Yes
- Housing Implementation Program Yes

The Update contains a description of zoning categories, a CIP summary and a description of the City’s implementation tools. These tools include zoning and subdivision ordinances, a detailed listing of community strategies, and detailed action steps with a conceptual timeline to achieve goals.

COMPATIBILITY WITH PLANS OF ADJACENT GOVERNMENTAL UNITS AND PLANS OF AFFECTED SPECIAL DISTRICTS AND SCHOOL DISTRICTS

The Update is generally compatible with adjacent local units of government.

The City submitted the 2030 Comprehensive Plan Update to adjacent local units of government, school districts, counties and special districts for comment in December 2008. Comments were received by the City of Inver Grove Heights who responded with a letter dated August 7, 2009 that indicated support for the Update and a request to work cooperatively on land use, transportation, and municipal airport issues.

DOCUMENTS SUBMITTED FOR REVIEW:

- Letter of extension request received December 3, 2008.
- City of South St. Paul 2030 Comprehensive Plan dated May 29, 2009.
- Comprehensive Plan Transmittal form
- Supplemental Information for housing, implementation, ISTS, land use, parks, transportation, and wastewater, received November 11, 2010
- Supplemental Information for housing, implementation, ISTS, land use, parks, transportation, and wastewater, received December 7, 2010
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- Supplemental information for land use received December 7, 2010.

ATTACHMENTS

- Figure 1: Location Map Showing Regional Systems
- Figure 2: 2030 Regional Development Framework Planning Areas
- Figure 3: Existing Land Use
- Figure 4: 2030 Planned Land Use

Figure 1. Location Map Showing Regional Systems
South St. Paul

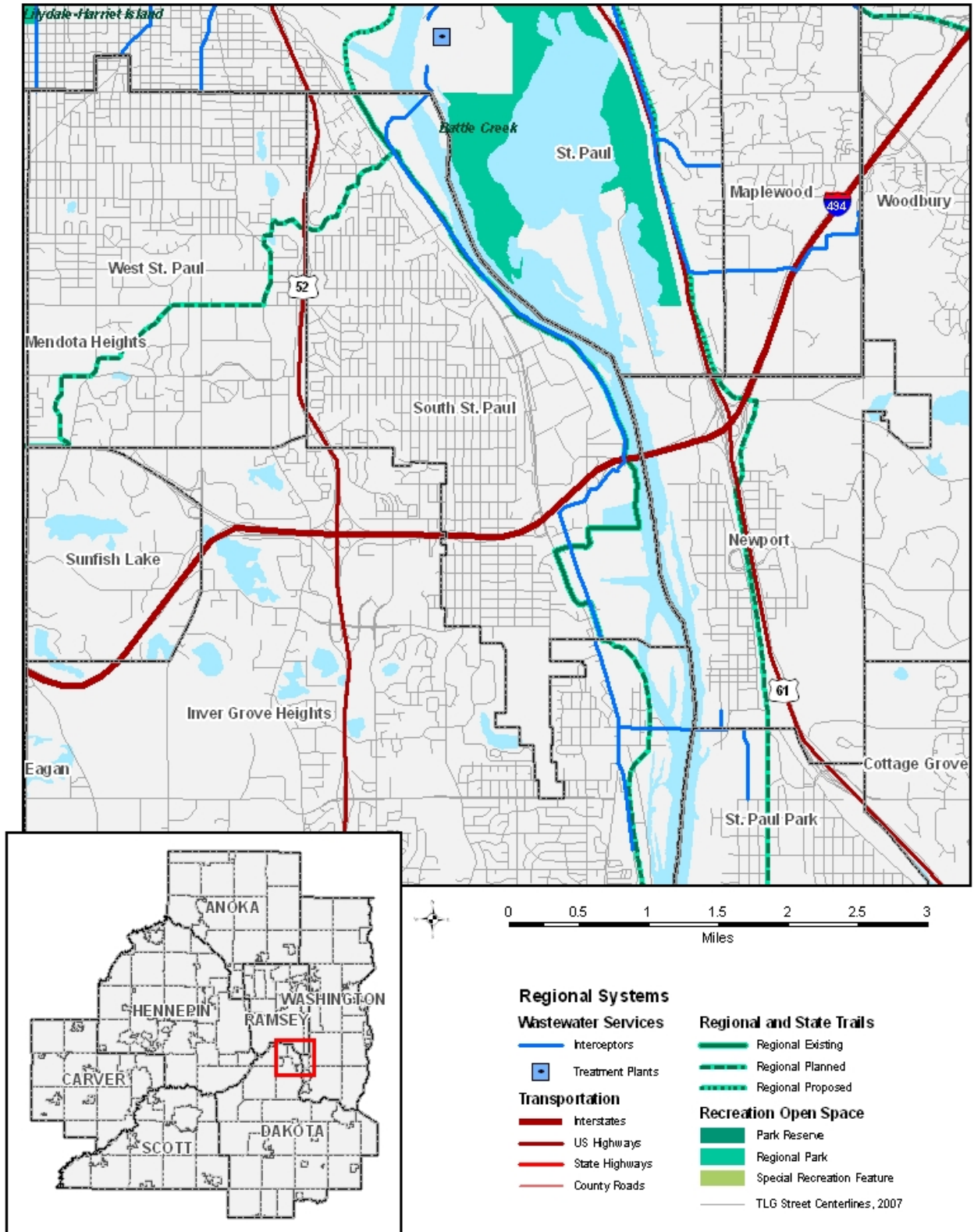


Figure 2. 2030 Regional Development Framework Planning Areas
South St. Paul

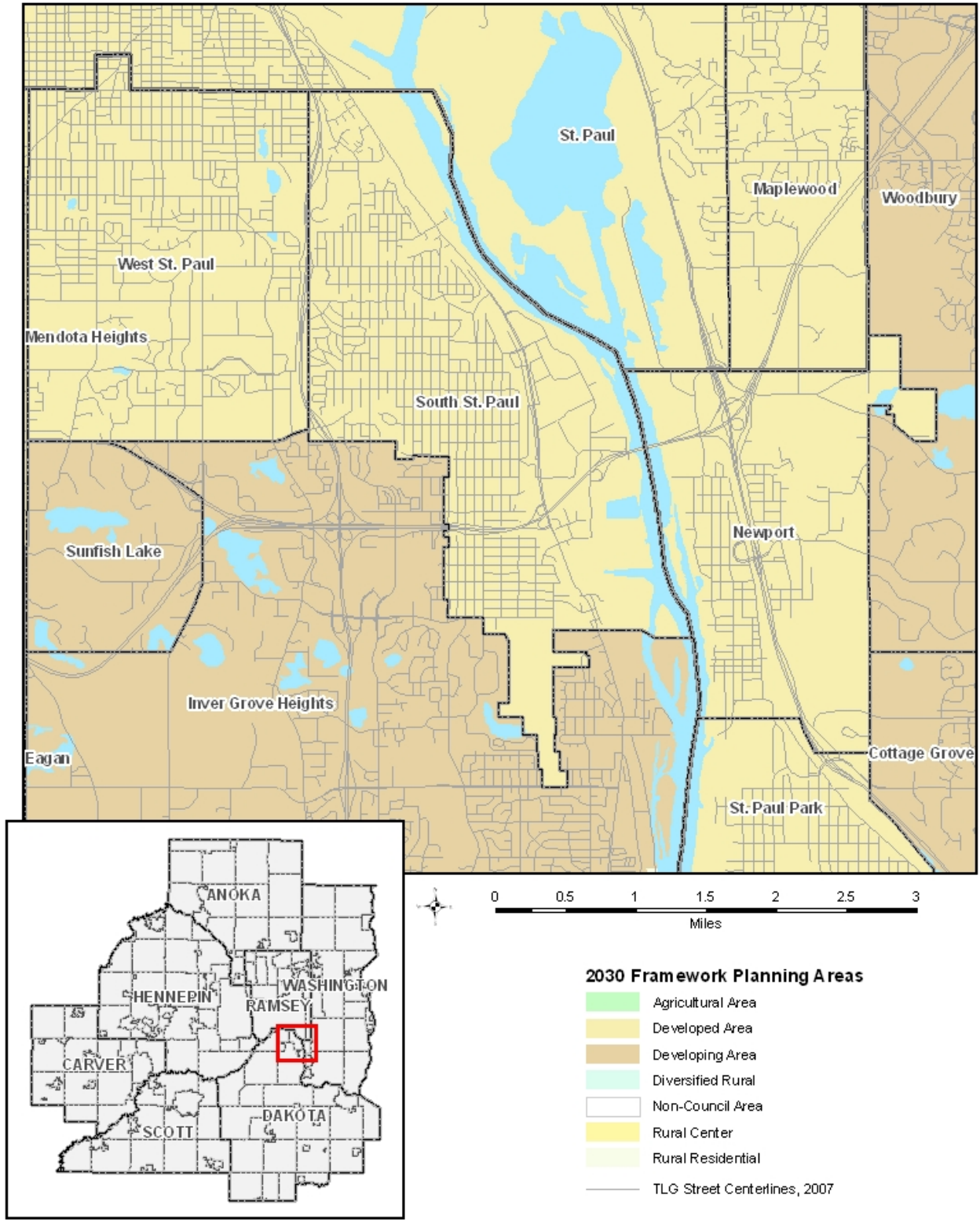


Figure 3. Existing Land Use, City of South St. Paul

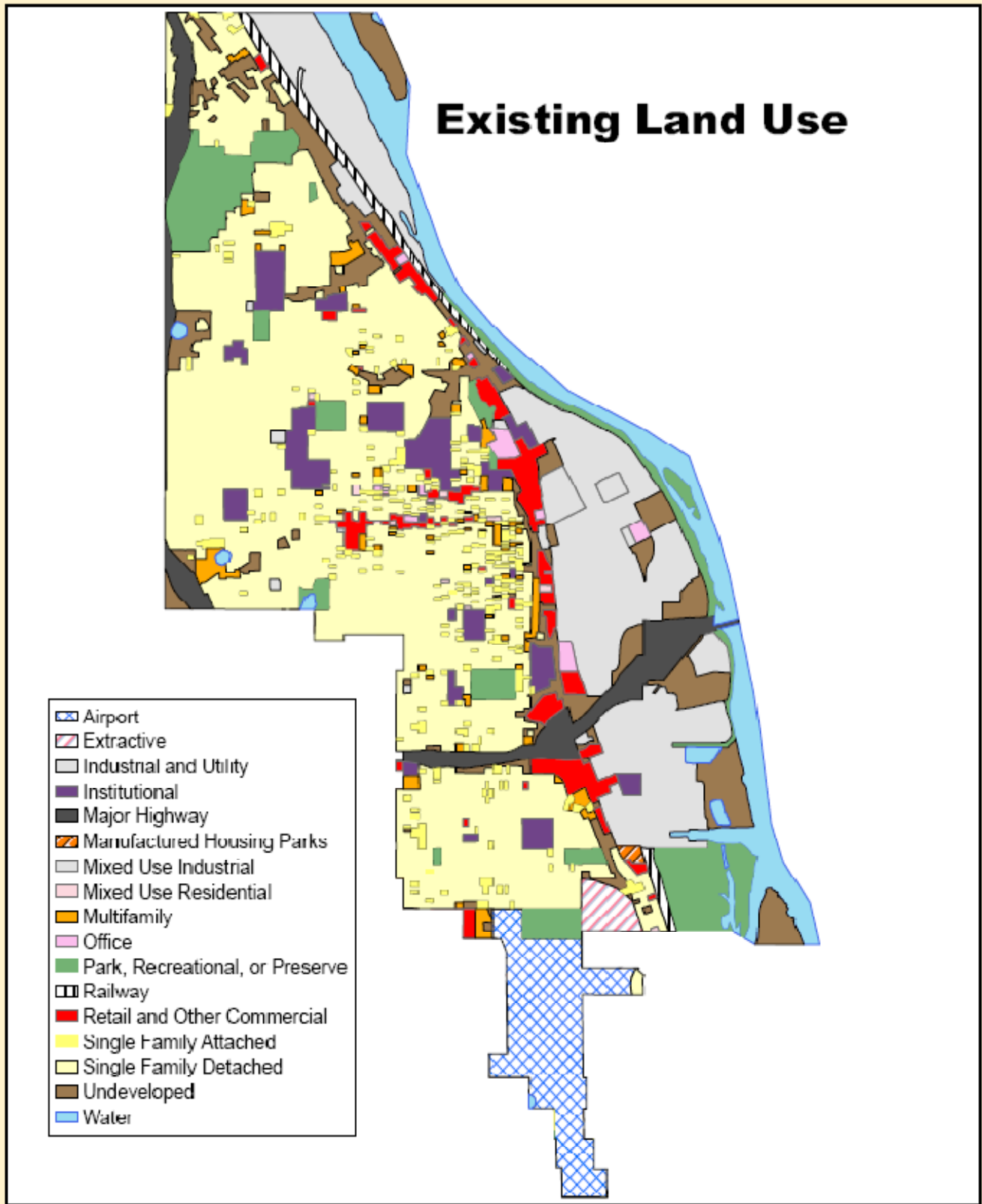


Figure 4. 2030 Planned Land Use, City of South St. Paul

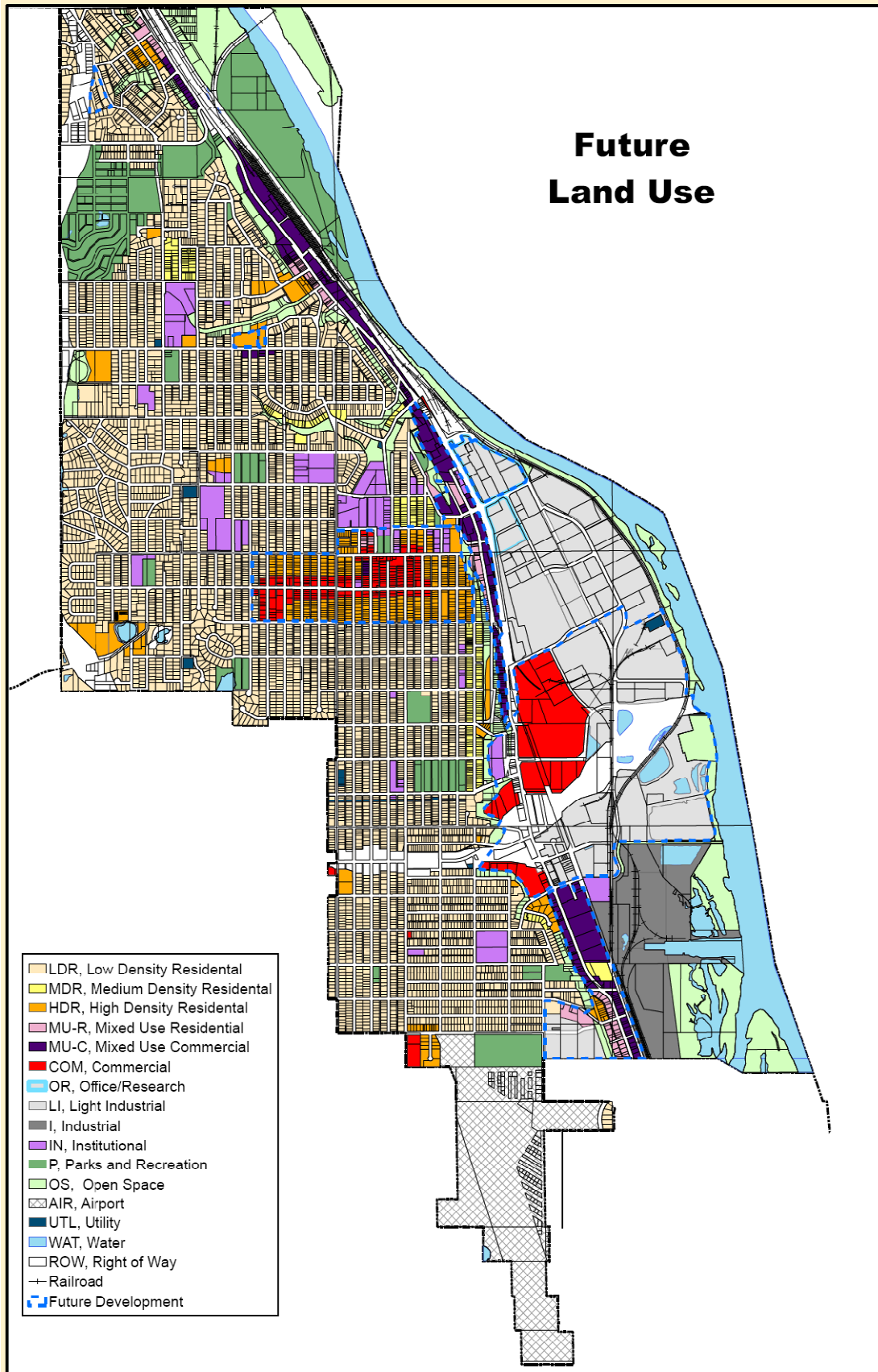


Figure 5: 2010 Existing Land Use Inventory

(TABLE 5.01)								
Within Urban Service Area	Allowed Density Range Housing Units/Acre		Existing (2010)	2015	2020	2025	2030	Change *10-'30
	Min.	Max.						
Residential Land Uses								
Low-Density Residential	1	5	1085	1085	1087	1087	1087	2
Medium-Density Residential	6	12	17	17	30	30	30	13
High-Density Residential	13	20*	62	62	75	100	134	72
Mixed Use Primarily Residential**	10	20*	22	22	26	26	26	4
Commercial / Industrial Land Uses								
	Est. Employees/Acre							
Commercial	1000		100	100	71	71	71	-29
Industrial	5000		517	517	535	535	535	18
Office	1000		33	33	33	33	33	0
Mixed Use Primarily C/I***	1500		72	71	71	71	71	-1
Extractive	0		28	28	0	0	0	-28
Public/Semi Public Land Uses								
Institutional			96	96	96	96	96	0
Parks and Recreation			237	237	237	237	237	0
Open Space			276	276	276	276	276	0
Rights of Way****			803	803	803	803	803	0
Utility			8	8	8	8	8	0
Railroad			52	52	52	52	52	0
Airport			201	201	201	201	201	0
Subtotal Sewered			3609	3608	3601	3626	3660	51