

# C Community Development Committee

For the Metropolitan Council meeting of March 24, 2010

## ADVISORY INFORMATION

Subject: City of Randolph 2030 Comprehensive Plan Update  
Review File No. 20622-1

### **Proposed Action:**

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

1. Authorize the City of Randolph to put its 2030 Comprehensive Plan Update into effect;
2. Advise the City to implement the advisory comments noted in the Review Record for Surface Water Management, ISTS, and Water Supply.

### **Summary of Committee Discussion / Questions:**

Community Development Committee

Councilmember Bowles asked questions about "borrow pits" described in the aggregate resources portion of the Staff Report and about the higher than average water usage for the City of Randolph. Sector Representative Patrick Boylan described hillside mining and the need for the city to consider water supply as a resource to be conserved.

A motion and second to recommend approval to the Council was made. The Report was unanimously recommended.



# Community Development Committee

Meeting date: March 15, 2010

**Business Item**

Item: 2010-103

## ADVISORY INFORMATION

Subject:	<b>City of Randolph 2030 Comprehensive Plan Update Review File No. 20622-1</b>
District, Member:	<b>District 16, Councilmember Wendy Wulff</b>
Policy/Legal Reference:	<b>Minnesota Statutes Section 473.175</b>
Staff	<b>Patrick Boylan, Principal Reviewer (651-602-1438)</b>
Prepared/Presented:	<b>Phyllis Hanson, Local Planning Assistance Manager, (651-602-1566)</b>
Division/Department:	<b>Community Development / Planning and Growth Management</b>

### 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 Randolph to put its 2030 Comprehensive Plan Update into effect;
2. Implement the advisory comments noted in the Review Record for Surface Water Management, ISTS, and Water Supply.
3. Approve the revised forecasts as included in the Review Record.

## ADVISORY COMMENTS

### City of Randolph 2030 Comprehensive Plan Update Review File No. 20622-1 – Council Business Item No. 2010-103

The following Advisory Comments are part of the Council action authorizing the City to implement its 2030 Comprehensive Plan Update (“Update”):

#### 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).

## Background

The City of Randolph (City) is located in southern Dakota County. The City is entirely surrounded by Randolph Township (Figure 1).

The *2030 Regional Development Framework* (RDF), as adopted by the Metropolitan Council (Council) in January 2004, identified Randolph as within the "Diversified Rural" geographic planning and "Agricultural" 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<br>(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 | <b>No</b> |
| 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

## **REVIEW RECORD**

### **City of Randolph 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*, as it acknowledges the regional parks system facilities in Randolph, which include Lake Byllesby Regional Park and the proposed Cannon River Regional Trail. The Update facilitates long range planning for the regional park by guiding the future land use of the inholding parcels as Public/Semi-Public, which allows for parks and open space.

##### **Transportation**

###### ***Roads and Transit***

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

The Update conforms with the *2030 Transportation Policy Plan (TPP)* and addresses all applicable transportation and transit requirements of a comprehensive plan update. There are no metropolitan highways located in Randolph and there are no planned improvements to the transportation system in Randolph before 2030.

Randolph lies within Transit Market Area IV. Service options for Market Area IV include dial-a-ride, volunteer driver programs, and ridesharing. General public dial-a-ride service is provided by Dakota Areas Resources and Transportation for Seniors (DARTS).

## **Aviation**

*Reviewer: Chauncey Case, MTS – Systems Planning (651-602-1724)*

The Update conforms with the TPP and is consistent with Council aviation policy.

## **Water Resources Management**

### **Wastewater Service**

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

The Update conforms with the *2030 Water Resources Management Policy Plan (WRMPP)*. The Update summarizes the City's vision for the next 20 years or to year 2030. The City is entirely provided wastewater service through the use of private wastewater systems, or ISTS'. The Plan indicates continued wastewater services will be provided through the use of ISTS' through 2030.

The Update 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 a Tier II Comprehensive Sanitary Sewer Plan for approval.

The Metropolitan Council does not have plans to provide wastewater services to the community within the 2030 planning period.

### **Surface Water Management**

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

The Update is in conformance with the WRMPP for local surface water management. Randolph lies within the North Cannon River watershed. The North Cannon River Watershed Management Organization's (NCRWMO) watershed management plan was approved by the Board of Water and Soil Resources in 2003.

Randolph was required to prepare a local surface water management plan (SWMP) by 2005. The City passed a resolution on December 9, 2009 to adopt the NCRWMO Watershed Management Plan by reference as the City's SWMP. The SWMP acknowledges that the City needs to adopt a Stormwater Ordinance and Wetland Ordinance within 180 days of Update adoption. The SWMP also acknowledges the TMDLs identified within the watershed, the impaired surface waters into which the City discharges its stormwater, and the City's role with regard to those studies and impairments.

#### *Advisory Comment*

The Council considers the City's SWMP complete for review and also recommends that the NCRWMO approve the plan. Our approval is contingent upon the City's submission of Stormwater and Wetland Ordinances within 180 days of Update adoption.

## **CONSISTENCY WITH COUNCIL POLICY**

### **Forecasts**

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

The Update is consistent with Council policy for forecasts. In the Update, the city provides preferred forecasts, which are slightly higher than Council forecasts (both the Council's original forecasts and the city's forecasts are shown in the table on the next page).

The city-preferred forecasts are reasonable; Staff recommends that the Council approve the city’s forecast in their review of the Update. Pending Council approval of the Update, Randolph’s forecasts will be revised to reflect the city’s preferred forecast.

**Council Forecasts and Randolph’s city-preferred forecasts (rounded to nearest 5)**

	Census	Previous Council Forecasts			Revised Council Forecasts		
	2000	2010	2020	2030	2010	2020	2030
<b>Population</b>	318	370	390	400	390	425	485
<b>Households</b>	117	140	150	170	145	155	175
<b>Employment</b>	123	110	120	140	110	120	140

**2030 Regional Development Framework and Land Use**

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

The Update is consistent with the *2030 Regional Development Framework (RDF)*. The RDF designates the City of Randolph partially as a Diversified Rural Area and partially as an Agricultural planning area. Diversified rural designation directs communities to plan for densities no greater than one housing unit per 10 acres. Typically, these communities include a mix of a limited amount of large-lot residential and clustered housing with agricultural and other uses. The RDF directs communities with agricultural designations to plan for densities no greater than one housing unit per 40 acres to preserve lands for crop and livestock production. The Update acknowledges the Council’s designations, and includes land use goals and policies that are consistent with Council policies.

The City’s goals are: to maintain a small town character and atmosphere, prevent adjacent land areas to the city from developing in patterns inconsistent with the future growth of the City, develop public infrastructure in a fiscally responsible manner, provide for economic development, and to increase housing opportunities.

**City of Randolph Existing Land Use  
Existing Acres  
Table 1**

Land Use	Existing Acres	Percentage of Total
Agriculture / Open Space District	331.65	52.28%
Low Density Residential	189.78	29.92%
High Density Residential	0.69	0.11%
Commercial District	4.28	0.67%
Industrial District	14.65	2.31%
Railroad	23.96	3.78%
Public / Semi Public	69.32	10.93%
<b>Total - Developed</b>	<b>634.33</b>	<b>100%</b>

Source: Yaggy Colby Associates

Currently, 52.3% of the City's land area is in agriculture, none of which are enrolled in the Minnesota Agricultural Preserves Program. 30% of the land is in residential use, less than 1% in parks and open space and under 1% in commercial use, mostly, along 292<sup>nd</sup> Street East (County Highway 88). The City restricts residential development to one unit per forty acre density in the agricultural area and limiting new residential development to areas adjacent to existing development.

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

### **Agricultural Preserves**

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

Randolph does not have any parcels enrolled in the Agricultural Preserves Program under the Metropolitan Agricultural Preserves Act.

### **Housing**

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

The Update is consistent with the Council's policies on Housing and fulfills the housing planning requirements of the Metropolitan Land Planning Act. Randolph is a community that does not have a numerical share of the regional need of affordable housing. The Update provides an assessment of the housing stock, and provides the strategies the city will use to address its local housing needs. The Update indicates the city will adopt a rental inspection ordinance to address maintenance and preservation of its rental stock, and will work with the Dakota County Community Development Agency Development Agency (CDA), which offers a number of services to assist in the creation and preservation of affordable housing. The CDA partners with local communities to develop and manage housing choices for seniors, low- and moderate-income families and minorities.

### **Individual Sewage Treatment Systems (ISTS) Program**

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

The Update is not consistent with the *Water Resources Management Policy Plan* for ISTS. It indicates that the entire community – approximately 143 residences and 12 businesses, are served by ISTS. Dakota County maintains all maintenance management records for the City. The City utilizes their contract building inspector to oversee installation of new ISTS construction, compliant with County and State codes. The City does not however, have either a current ISTS Ordinance or an adequate enforcement program in place to insure that all owners carry out required maintenance on their systems in response to notifications provided by the County. Fiscal constraints are cited as the reason for failure to incorporate proper enforcement components into the City's ISTS program. The City has identified its need to adopt an ISTS Ordinance as a necessary implementation strategy in the Update.

### *Advisory Comment*

The City will need to draft and adopt a new local ISTS ordinance incorporating recent MPCA 7080-7081 Rule revisions by February 2011 (for consistency with MN Stat. 115.55). Council staff recommends that the City either adopt the Dakota County ISTS Ordinance by reference or the MPCA model ordinance at its earliest convenience to meet this MPCA Rule and Council policy requirement.



## **Water Supply**

*Reviewer: Sara Smith, ES – Water Supply Planning, (651-602-1035)*

The update is complete and consistent with the Council’s Water Resources Management Policy Plan.

### *Advisory Comment*

The city reports its average residential water use as 120 gallons per day in 2000 and 172 gallons per day in 2007, this water use is significantly higher than the metropolitan area benchmark of 75 gallons per day per capita. The city should consider implementing conservation programs targeted at reducing residential demand. The city should also consider implementing a conservation rate structure to help curb water use. For more information on water conservation programs and water use rates please visit the Council’s water conservation toolbox.

## **Resource Protection**

### ***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.

### ***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.

### ***Aggregate Resources Protection***

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

The Update contains a section on aggregate resources protection as required by the MLPA. It indicates, consistent with *Minnesota Geological Survey Information Circular 46* data, that there are aggregate resource deposits present within the community. Gravel and borrow pits are present in the community, but none are active at present. The Update indicates that the community would consider application(s) for mining operations in the future, as long as redevelopment following mining is consistent with the City’s comprehensive plan. Some potential mining areas are located within zoning districts which allow such operations by conditional use, and others fall within a Conservation Overlay District where mining would be prohibited.

## **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 implementation strategies including developing a long term financial plan and updating zoning and flood ordinances and comprehensive ISTS ordinances and annexation policies.

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

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

The City is entirely surrounded by Randolph Township. The City submitted the 2030 Comprehensive Plan Update to adjacent local units of government, school districts, counties and special districts for comment in September, 2008. The Update is compatible with adjacent communities.

### **DOCUMENTS SUBMITTED FOR REVIEW:**

- City of Randolph 2030 Comprehensive Plan dated June 8, 2009.
- Comprehensive Plan Transmittal form
- Supplemental Information for Land use, water supply, surface water management, ISTS, aggregate resources , transportation, and implementation received October 30, 2009
- Supplemental information for land use received January 5, 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 5: Land Use in 5-Year Stages

Figure 1. Location Map Showing Regional Systems  
**Randolph**

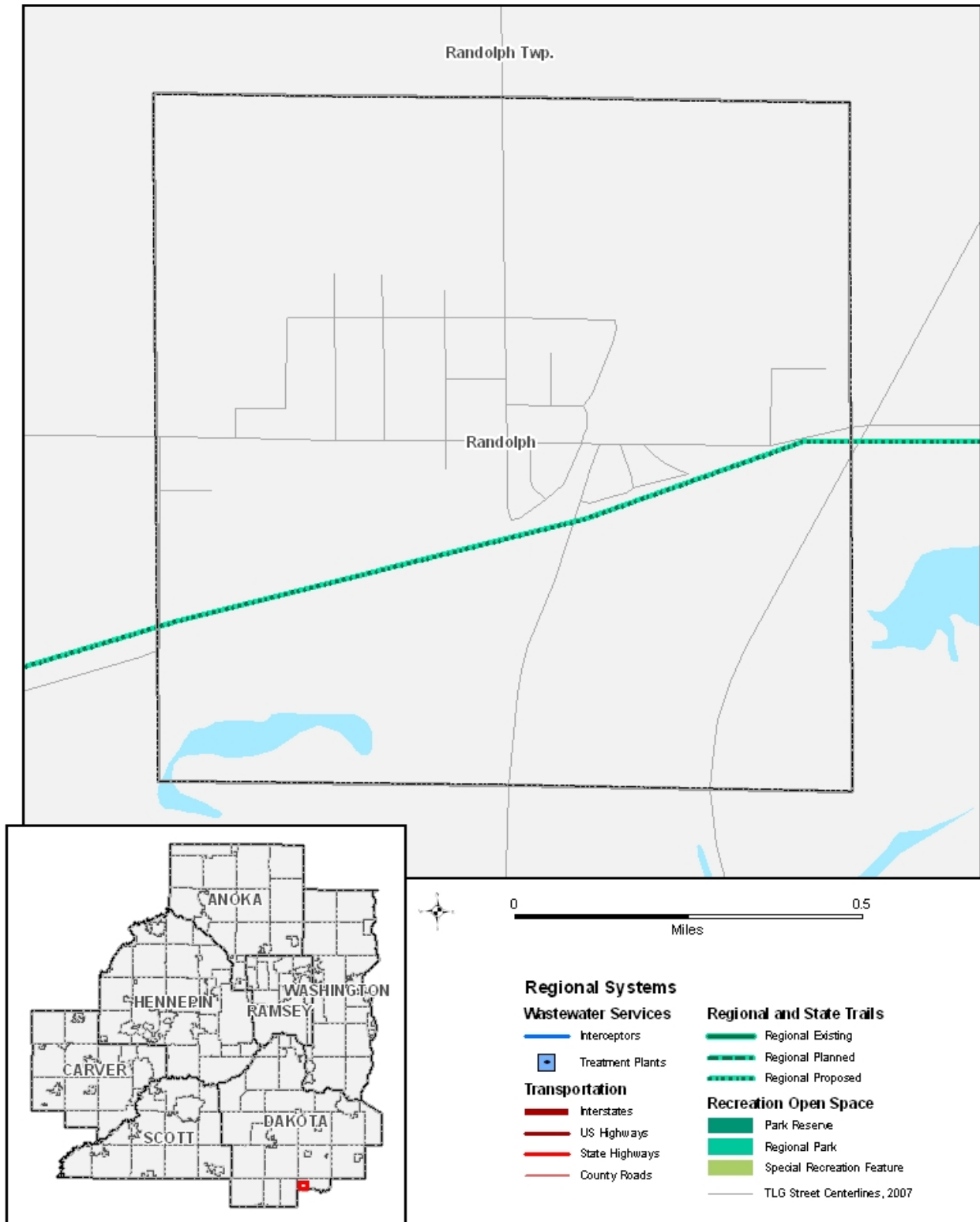


Figure 2. 2030 Regional Development Framework Planning Areas

### Randolph

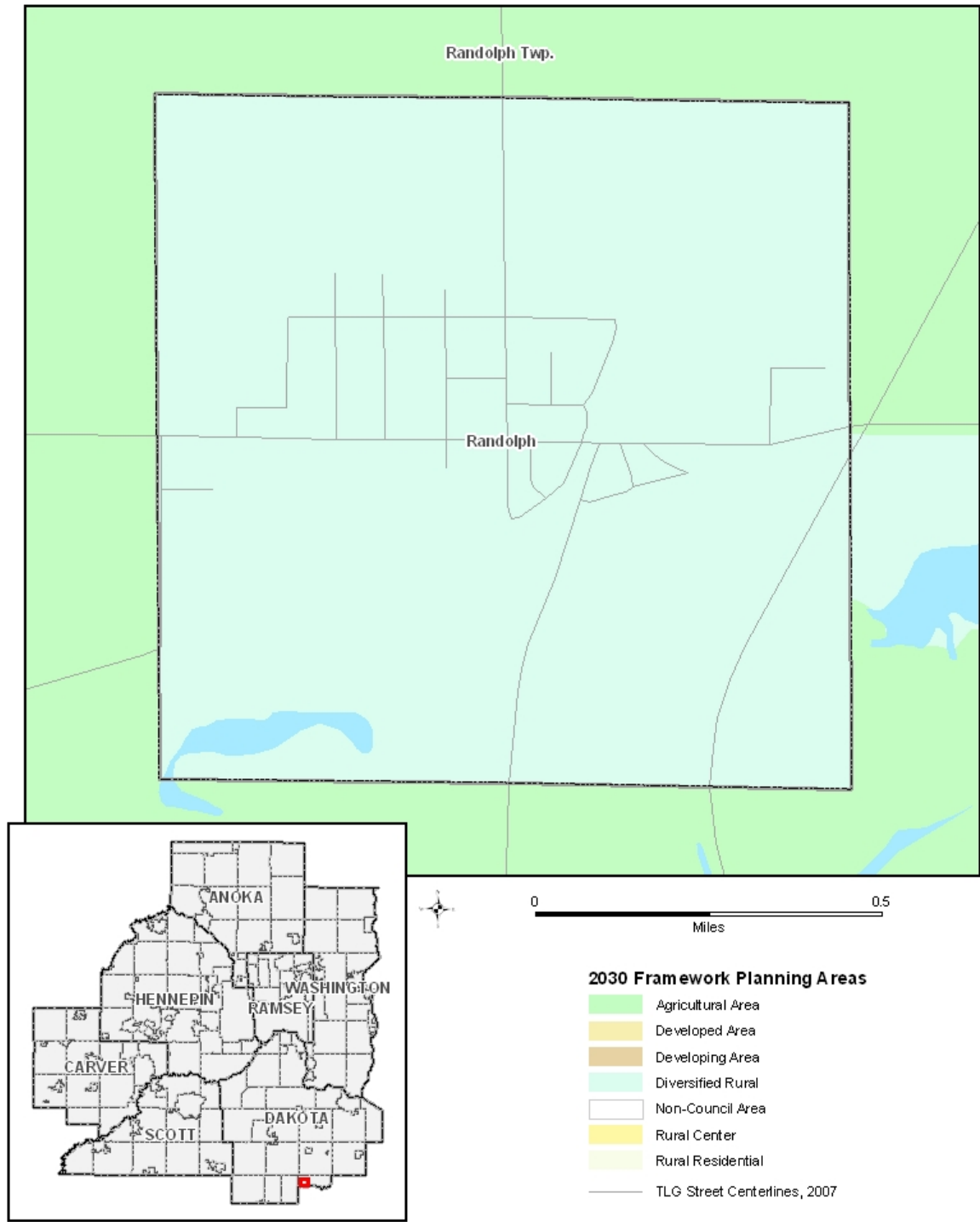


Figure 3. Existing Land Use, City of Randolph

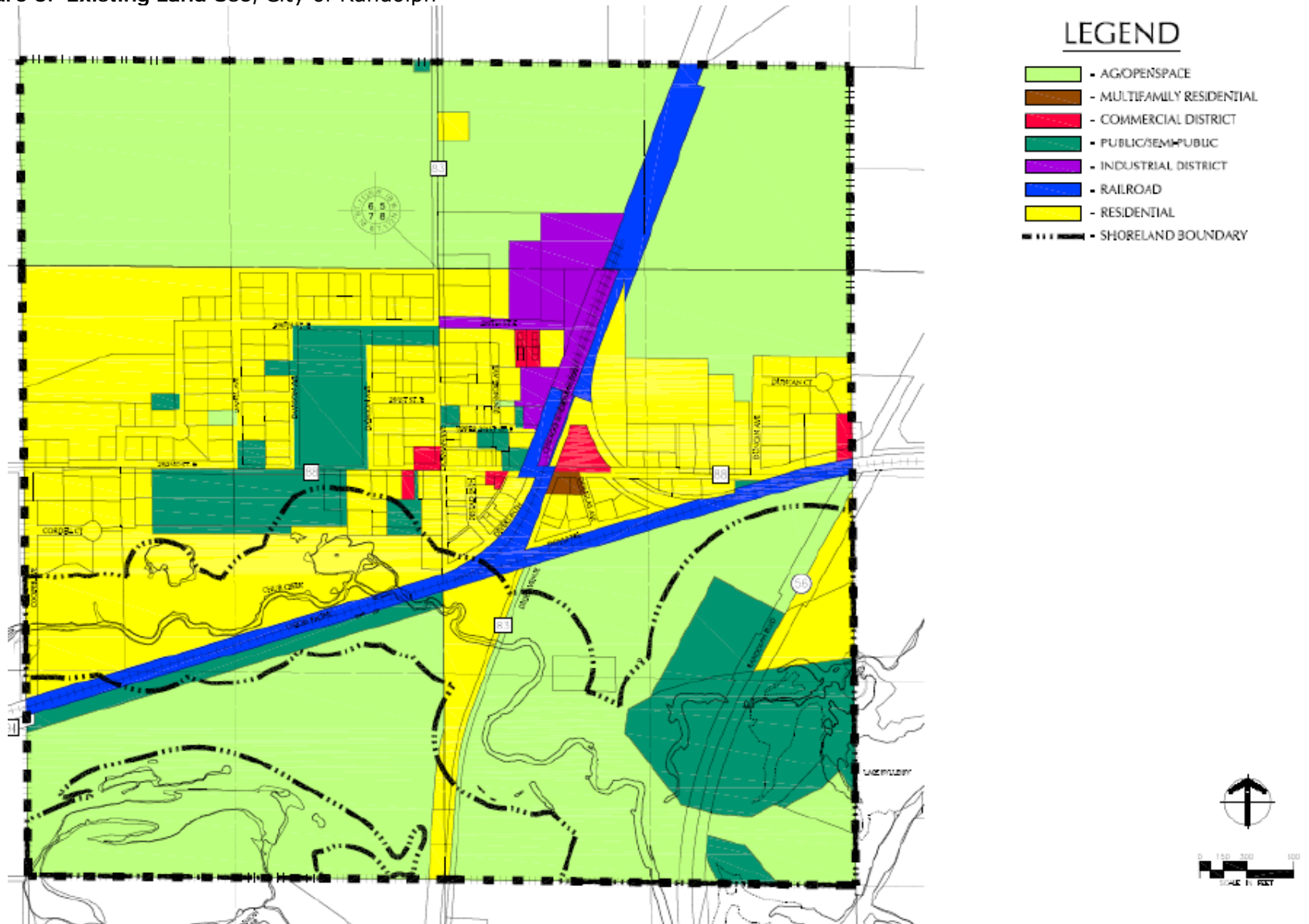


Figure 4. 2030 Planned Land Use, City of Randolph

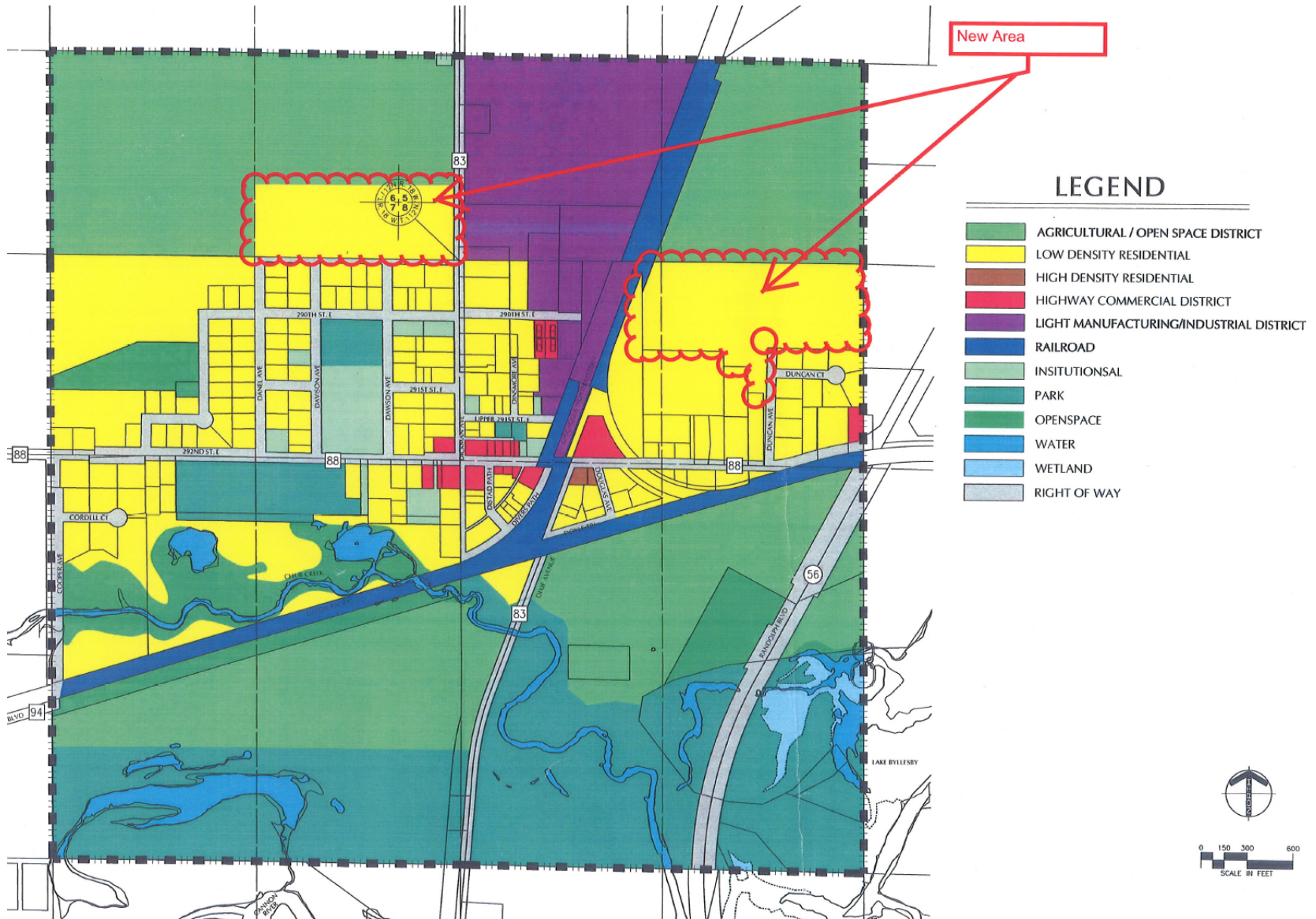


Figure 5: Land Use in 5-Year Stages

City of Randolph, Minnesota

Existing and Planned Land Use Table (in acres)

Within Urban Service Area	Allowed Density Range Housing Units/Acre		Existing (2000)	2010	2015	2020	2025	2030	Change 2000-2030
	Minimum	Maximum							
<b>Residential Land Uses</b>									
Low Density Residential	2	3	154.25	5	10	10	15.8	195.05	40.8
Medium Density Residential	na	na	0.00	0	0	0	0	0.00	0
High Density Residential	na	na	0.39	0	0	0	0	0.39	0
Mixed Use Primarily Residential*	na	na	0.00	0	0	0	0	0.00	0
<b>C/I Land Uses</b>									
	Est. Employees/Acre								
Commercial	36		3.39	0.68	0	1	0	5.07	1.68
Industrial	0.89		13.49	4.23	10	10	10	47.72	34.23
Office	0		0.00	0	0	0	0	0.00	0
Mixed Use Primarily C/I*	na		0.00	0	0	0	0	0.00	0
Extractive	0		0.00	0	0	0	0	0.00	0
<b>Public/Semi Public Land Uses</b>									
Institutional	na	na	9.47	0	0	0	0	9.50	0.03
Parks and Recreation	na	na	35.63	0	0	78.61	0	114.24	78.61
Open Space	na	na	6.50	0	10	10	8.25	34.72	28.22
Roadway Rights of Way	na	na	48.38	0	0	0	0	48.38	0
Utility	na	na	0.00	0	0	0	0	0.00	0
Railroad	na	na	23.77	0	0	0	0	23.77	0
Airport	na	na	0.00	0	0	0	0	0.00	0
<b>Subtotal Sewered</b>			295.27	9.91	30.00	109.61	34.05	478.84	183.57
<b>Outside Urban Service Area</b>									
	Minimum lot size	Maximum lot size	Existing (2000)	2010	2015	2020	2025	2030	Change 2000-2030
Rural Residential 2.5 acres or less	0.92	40	0.00	0	0	0	0	0.00	0
Rural Residential 2.5 -10 acres	na	na	0.00	0	0	0	0	0.00	0
Rural Residential 10-40 acres	na	na	0.00	0	0	0	0	0.00	0
Agricultural 40+ acres	0.92	40	315.94	-9.91	-30.00	-109.61	-34.05	132.37	-183.57
<b>Subtotal Unsewered</b>			315.94					132.37	
<b>Undeveloped</b>									
Wetlands	--	--	4.42	0	0	0	0	4.42	0
Open Water, Rivers and Streams	--	--	18.70	0	0	0	0	18.70	0
<b>Subtotal Undeveloped</b>			23.12					23.12	0.00
<b>Total</b>			634.33					634.33	0.00

\* For Mixed Use categories include information regarding the estimated minimum and maximum housing density ranges and acres/percentage of residential use.

Prepared by: Yaggy Colby Associates, October 2008

Source: 2000 Census, Metropolitan Council Estimates and Projections, City Land Use Plan