

# J Community Development Committee Environment Committee

For the Metropolitan Council meeting of December 9, 2009

## ADVISORY INFORMATION

Date Prepared: December 8, 2009  
Subject: City of Bethel 2030 Comprehensive Plan Update  
File No. 20439-1  
Tier II Comprehensive Sewer Plan

### **Proposed Action:**

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

1. Authorize the City of Bethel to put its 2030 Comprehensive Plan Update into effect.
2. Accept the forecast identified in the Review Record.
3. Change the planning area designation to Rural Growth Center.
4. Participate in the Council's plat monitoring program.
5. Implement the advisory comments in the Review Record under wastewater, surface water management, and forecasts.
6. Approve the City of Bethel's Tier II Comprehensive Sewer Plan.

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

#### Community Development Committee

Planning Analyst, Susan Hoyt, presented the report and proposed actions to the Committee. Councilmember Broecker asked why the advisory comment asking the City to remove the exemption for road construction and reconstruction from water quantity and quality management was included in the Review Record. Hoyt explained that run-off from road construction creates water quality and quantity issues and that other entities were not exempt from this requirement, therefore, the City was being advised of its importance in local water management planning.

The Committee unanimously adopted the proposed actions.

#### Environment Committee

The Committee had no questions. Motion to approve the City of Hugo's Tier II Comprehensive Sewer Plan was made, seconded, and passed unanimously.

**C Community Development Committee**

Meeting date: December 7, 2009

**E Environment Committee**

Meeting date: December 8, 2009

**ADVISORY INFORMATION**

<b>Date:</b>	November 3, 2009
<b>Subject:</b>	City of Bethel 2030 Comprehensive Plan Update Review File No. 20439-1 Tier II Comprehensive Sewer Plan
<b>District(s), Member(s):</b>	District 9, Councilmember Natalie Steffen
<b>Policy/Legal Reference:</b>	Minnesota Statutes Section 473.175
<b>Staff Prepared/Presented:</b>	Susan Hoyt, Principal Reviewer (651-602-1330) Phyllis Hanson, Local Planning Assistance Manager (651-602-1566) Kyle Colvin, Engineering Services Assistant Manager (651-602-1151)
<b>Division/Department:</b>	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 to put its 2030 Comprehensive Plan Update into effect.
2. Accept the forecasts identified in the Review Record.
3. Change the planning area designation to Rural Growth Center.
4. Participate in the Council's plat monitoring program.
5. Implement the advisory comments in the Review Record under wastewater, surface water management and forecasts.

**Recommendation of the Environment Committee:**

Approve the City of Bethel's Tier II Comprehensive Sewer Plan.

## ADVISORY COMMENTS

### City of Bethel 2030 Comprehensive Plan Update and Tier II Comprehensive Sewer Plan

Review File No. 20439-1– Council Business Item No. 2009-437

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 Bethel (City) is located in north central Anoka County. It is surrounded by the cities of St. Francis to the west, Oak Grove to the southwest and East Bethel to the south and east. It is nearly 1 square mile.

The Regional Development Framework (RDF) identifies the City as a Rural Center.

The City submitted its 2030 Comprehensive Plan Update (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  | Revised with Update's authorization |
| 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

There is no known opposition.

# **REVIEW RECORD**

## **City of Bethel 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*. There are no existing or planned regional park facilities in the City.

#### **Transportation**

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

*Reviewer: Ann Braden, MTS-Systems Planning (651-602-1711)*

The Update conforms to the *2030 Regional Transportation Policy Plan (TPP)*. It addresses all applicable transportation and transit requirements.

The City has no metropolitan highways. It is outside the Metropolitan Transit Taxing District so there is no existing or planned regular route transit service. It is in Market Area IV where options include dial-a-ride, volunteer driver programs, and ridesharing. Rural dial-a-ride service is provided by Anoka County Traveler and Anoka County Volunteer.

## **Aviation**

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

The Update conforms to 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 to the *2030 Water Resources Management Policy Plan* (WRMPP). The Update summarizes the City's vision for the next 20 years or to year 2030. It includes growth forecasts for population, households, and employment that are consistent with the Council's recommended forecasts.

The City is currently identified as a Rural Center in the Council's Regional Development Framework. Current wastewater treatment services are provided by the City at a wastewater treatment plant (WWTP) owned and operated by the City. At this time the City is not requesting the Council to acquire the WWTP.

The Update indicates that based on current projections the wastewater treatment plant has sufficient capacity to year 2015. A wastewater treatment plant expansion will be required to meet the 2030 service needs. Planning for system improvements for the WWTP to handle the 2030 projections is expected to start this year (2009). These improvements will be completed in time to accommodate the 2015 service needs. Improvements for the WWTP expansion will require acquisition of additional land areas. Land for the WWTP expansion is available south of the current wastewater treatment plant. Once the facility plan for the WWTP expansion project is completed, a copy shall be submitted to the Council as an amendment to the comprehensive sewer plan.

The Update provides sanitary flow projections in 5-year increments. The rationale, for the projections, is given in the Update and determined appropriate for planning for local services.

The Update states that records show I/I is well below the excessive limit suggested by the EPA. To fully determine whether the City has significant I/I problems, additional I/I analysis is needed. Portions of the collection system will need to be cleaned and televised to do this additional analysis

### **Tier II Comments**

The Tier II Sewer Element of the Update has been reviewed against the requirements for Tier II Comprehensive Sewer Plans for Rural Centers. 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.

Advisory comment:

- The City needs to determine whether it has significant I/I problems, additional I/I analysis is needed.

**Surface Water Management**

Reviewer: Judy Sventek, ES-Water Resources Assessment (651-601-1156)

The Update conforms to the 2030 Water Resources Management Policy Plan (WRMPP) for local surface water management. Bethel lies entirely within the Upper Rum River Watershed. The Upper Rum River Watershed Management Organization’s watershed management plan was approved by the Board of Water and Soil Resources in 2007.

The City updated its local water management plan (WMP) in May 2008. Council staff reviewed the WMP under separate cover. The WMP was found to be generally consistent with the Council’s WRMPP. The WMP provides a general framework for preserving the water resources as the City develops in the future.

Council staff is concerned with the exemption of road construction and reconstruction from water quantity and quality management. Both the state and county highway departments are subject to water quality and quantity regulations under both the state and federal NPDES permit requirements. Therefore, the City exemption does not appear to be appropriate and this exemption should be eliminated.

Advisory comments:

- The City needs to send the Council the date the Upper Rum River Watershed Management Organization approves the WMP as well as the date the City adopts the final WMP plan. The City also needs to send the Council a copy of the final adopted WMP if the plan differs than the draft May 2008 plan.
- The exemption for road construction and reconstruction from water quantity and quality management needs to be eliminated.

**CONSISTENCY WITH COUNCIL POLICY**

**Forecasts**

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

The Update is consistent with Council staff expectations. The Update includes City-preferred population and household forecasts (shown in Tables 1 below) which exceed Council forecasts. The Update correctly states that the City’s 2007 household and population estimates have already surpassed the Council’s 2010 forecast. In a December 2008 informal review, Council staff agreed that the City’s population and household revisions are reasonable. The Council’s forecasts will be officially revised to reflect the City forecasts, as shown in Table 1B, upon the authorization of the Update by the Council.

Table 1	A - Systems Statement			B - City Forecasts *		
	2010	2020	2030	2010	2020	2030
Population	450	460	510	550	570	650
Households	160	180	200	200	220	260
Employment	330	380	440	330	380	440

\* City forecasts are rounded; revised with action on Update.

Advisory Comment

- The Update’s WMP population forecast table needs to be revised with the City-preferred population forecasts to be consistent with other Update forecasts.

Table 2	Previous Council Forecasts From System Statement			City Forecasts – Required in WMP		
	2010	2020	2030	2010	2020	2030
Year	2010	2020	2030	2010	2020	2030
Population	450	460	510	550	570	650

**Regional Development Framework and Land Use**

Reviewer: Susan Hoyt, CD-Local Planning Assistance (651-602-1330)

*Regional Development Framework*

The Update accurately identifies the City as a Rural Center planning area as identified in the Regional Development Framework (RDF) A Rural Center is described as a community with residential neighborhoods surrounding a center that provides basic consumer services and community activities. The City operates its own wastewater treatment system, which serves all existing and future households and other uses. The City meets the definition of a Rural Growth Center because the City plans to grow by expanding its own wastewater system to serve future growth. It is recommended that the planning area designation be changed to Rural Growth Center.

*Land Use*

The City is nearly 1 square mile. Its existing land use is predominantly made up of single family homes (70%), open space (18%), industrial (3%) with mixed use, commercial and warehouse (.5%). The Update defines parks and recreation use (.3%) as active recreation activities; it defines open space use (18%) as natural resource buffers and unorganized public activities like public fishing piers, picnic areas and trails. The State of Minnesota owns 113 acres of this land two parcels are in the State Bethel Wildlife Management Area located on the edge of the City and in St. Francis and the remaining parcels are south of Sandshore Lake. There is no land in agricultural preserves.

**Table 3: Existing and Future Land Use**

	Existing Land Use		Proposed Land Use	
	Existing Acres	Percent of Total	Proposed Acres	Percent of Total
Rural Residential	231.6	37.0%	38.3	6.1%
Single Family Residential	205.13	32.8%	392.6	62.7%
Multi Family Residential	0.9	0.1%	0.4	0.1%
Mixed Use	0.8	0.1%	--	--
Commercial	2.1	0.3%	11.9	1.9%
Warehouse / Lt. Industrial	--	--	4.4	0.7%
Industrial	19.4	3.1%	16.9	2.7%
Institutional	5.17	0.8%	6.1	1.0%
Open Space	113.0	18.1%	113.0	18.1%
Park & Recreation	2.1	0.3%	2.1	0.3%
Utility	19.3	3.1%	20.8	3.3%
Railway	19.5	3.1%	19.5	3.1%
Undeveloped	7	1.1%	--	--
<b>TOTAL</b>	<b>626</b>	<b>100</b>	<b>626</b>	<b>100</b>

The future land use plan guides land for primarily residential land uses (69%). However, the Update shifts the majority of residential use from rural residential (1 unit per 10 acres) to single family residential (1 to 3 units per acre). There is a substantial contrast between the existing residential uses (37% rural residential and 33% single family residential) and the future residential land uses (6% for rural residential and 63% for



single family residential). This shift in residential land use designations is an infill of the current land use patterns. The existing undeveloped land is guided for future downtown business and large lot industrial development.

*Residential Density*

The City’s existing residential density is .5 units per net acre. The 2030 Update guides 187 gross acres from the rural residential land use designation to the single family designation, which will increase the residential density for new development by 80% to .9 units per net acre by 2030 at the minimum development scenario and an overall City density of 1.1 units per net acre (Tables 4 and 5). The City ultimately plans for a minimum density of 2 residential units per net acre.

All current and future housing units are served by the City owned wastewater system. The guided residential land uses will accommodate the 2030 forecasted household growth to 260 households, an increase of 60 units.

It is recommended that the City participate in the plat monitoring program.

**Table 4: 2030 Future Residential Density Calculation for New Residential Development**

(All development is sewerred; new development on 200 net developable acres)

Land Use Type	Density Range	Net Developable Acres	Minimum Development Scenario	Maximum Development Scenario
Rural Residential	1 unit per 10 acres	23.5	2	2
Single Family Residential	1 to 3 units per acre	176.1	176	528
Multi Family	4 to 8 units per acre	.4	1	2
Total		200.0	179	532
Residential units per net acre			.9 units per net acre	2.7 units per net acre

**Table 5: Comparison of Existing to Future Residential Densities**

(including all housing units on a total of 343.1 net acres)

	Existing (2007 Data)	2030 minimum Scenario	% >from existing	2030 maximum Scenario	% > from existing
Total units in City	186 units	367 units	> 97%	>718 units	>286%
Overall City density	.5 units per net acre	1.1 units per net acre	> 120%	2.1 units per net acre	>320%

Advisory comments:

- If the City approaches the Council about purchasing its wastewater facilities and/or providing wastewater service, the City must demonstrate that it has met or that it can meet the Council’s minimum residential density policy of 3 units/net developable acre.

**Housing**

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

The Update fulfills the affordable housing planning requirements of the Metropolitan Land Planning Act. The Update acknowledges that the City is not required to have a share of the region’s affordable housing allocation, but addresses the City’s responsibility for providing a diversity of housing types, including affordable. The Update assesses the existing housing stock, and describes goals, policies and

implementation strategies to address its local affordable and life cycle housing needs. The City’s primary goal is to maintain and preserve its existing housing stock by enforcing zoning and building codes, promoting private reinvestment, and educating residents on home maintenance, repair and assistance opportunities, like the Minnesota Fix-Up Fund.

**Individual Sewage Treatment Systems (ISTS)**

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

The Update is consistent with the WMRPP for ISTS. It indicates that the entire community is served by a local sanitary sewer collection and aerated pond/rapid infiltration treatment facility. There are no remaining ISTS in operation.

**Water Supply**

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

The Update is consistent for water supply. The City’s water is provided by private wells. It is not required to prepare a water supply plan because it does not own or operate a water supply system.

**Resource Protection**

***Historic Preservation***

*Reviewer: Susan Hoyt, CD-Local Planning Assistance (651-602-1330)*

The Update contains a section on Historic Preservation as required by the MLPA.

***Solar Protection***

*Reviewer: Susan Hoyt, CD-Local Planning Assistance (651-602-1330)*

The Update contains a section on Solar Access Protection as required by the MLPA.

***Aggregate Resource Protection***

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

The Update states that the City has no known deposits of viable aggregate resources. *Minnesota Geological Survey Information Circular 46* concurs with the City’s determination.

**PLAN IMPLEMENTATION**

*Reviewer: Susan Hoyt, CD-Local Planning Assistance (651-602-1330)*

The Update includes a description of:

- Capital improvement Program Yes
- Zoning Code Yes
- Subdivision code Yes
- ISTS Code (referenced) Not Applicable (all sewered)
- Housing Implementation Program Yes

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

The City submitted the Update to adjacent local units of government, school districts, counties and special districts for comment on June 24, 2008. Comments were submitted by the Upper Rum River Watershed Management Organization regarding the WMP. Anoka County. Anoka County commented on future ground water supply planning studies and miscellaneous clarifications in the Update's text. These comments did not reflect incompatibility with neighboring jurisdictions plans

### **DOCUMENTS SUBMITTED FOR REVIEW**

- The City of Bethel 2030 Comprehensive Plan Update, December 29, 2008
- Supplemental material dated February October 19, 2009

### **ATTACHMENTS**

- Figure 1: Location map of regional systems
- Figure 2: 2030 Regional Development Framework
- Figure 3: Existing Land Use Map
- Figure 4: 2030 Future Land Use Map

Figure 1. Location Map Showing Regional Systems

# Bethel

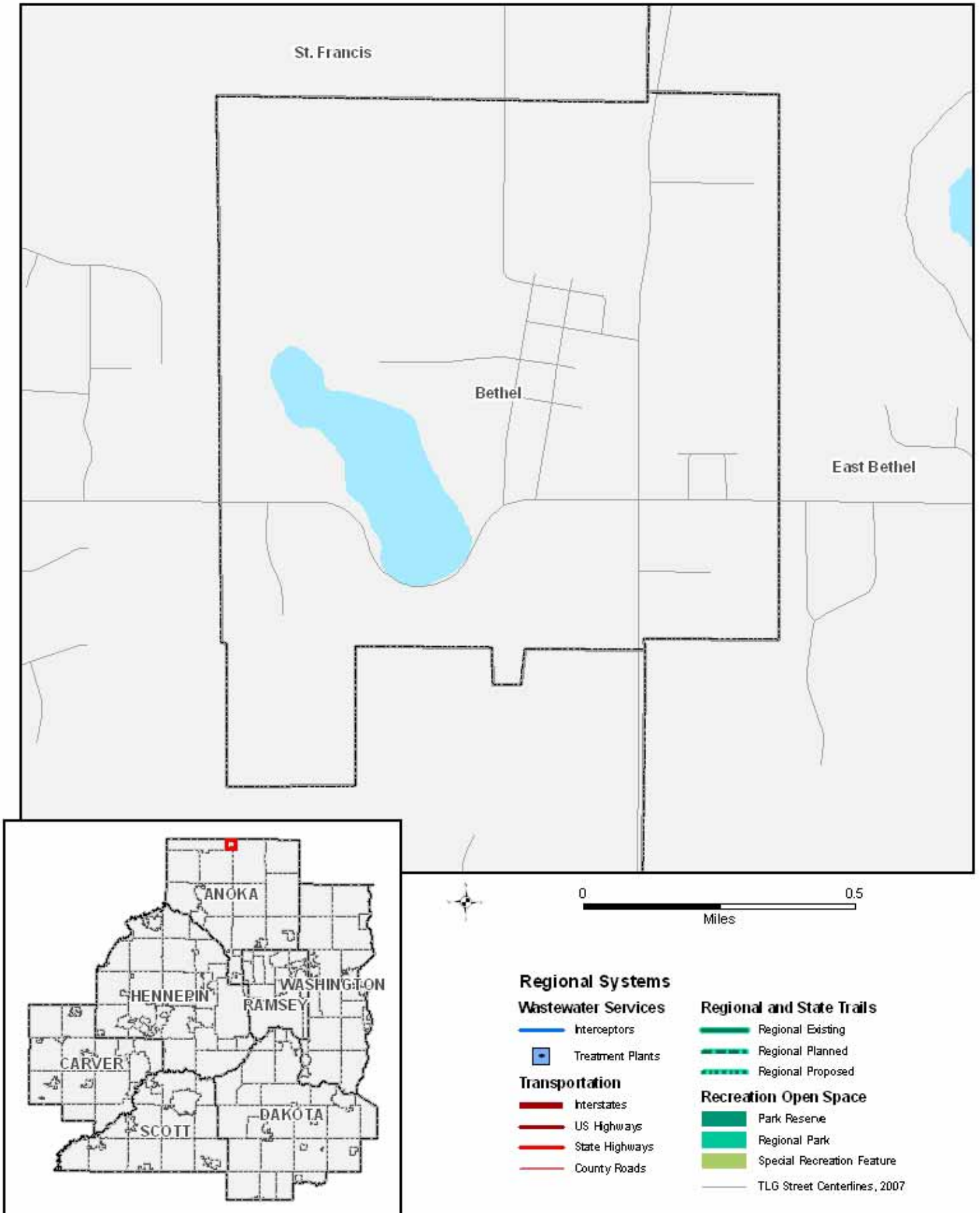




Figure 3: City of Bethel Existing Land Use

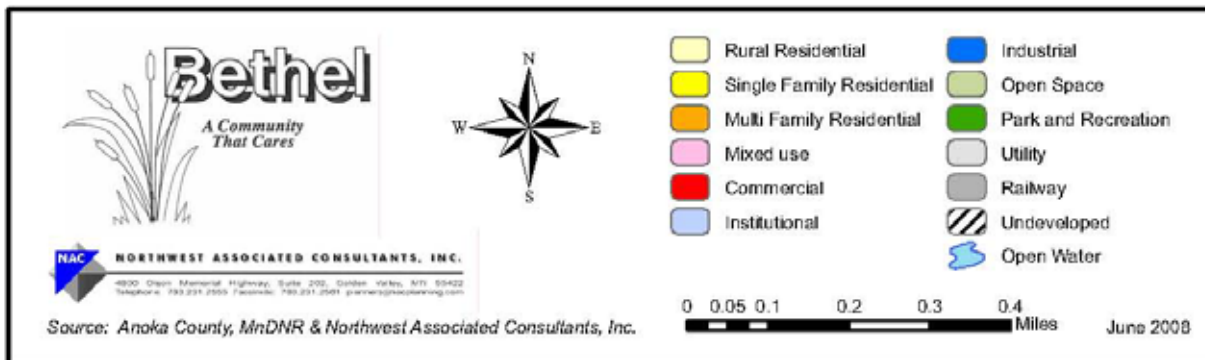
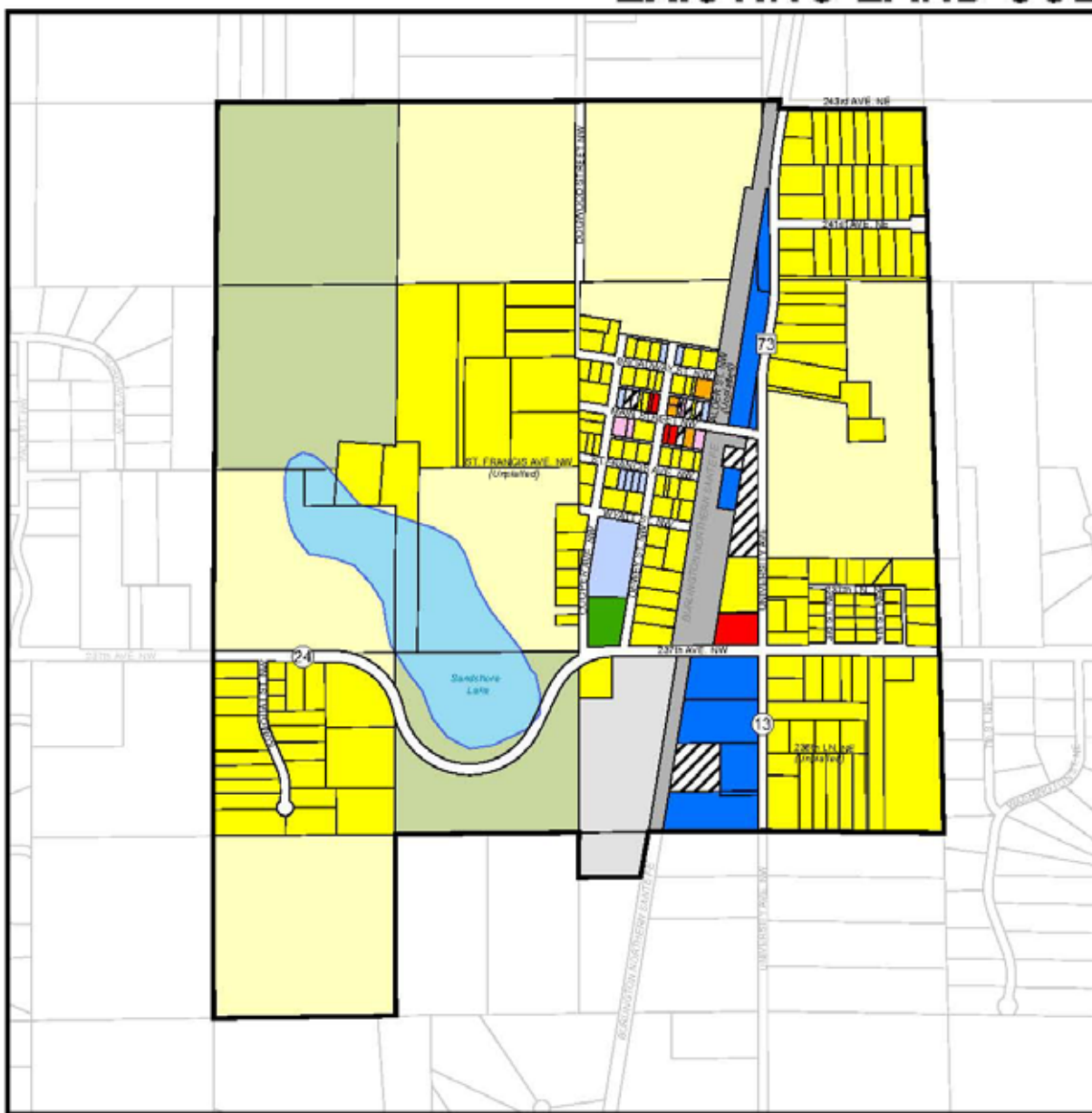


Figure 4: City of Bethel Future Land Use

