

# J Community Development Committee Environment Committee

For the Metropolitan Council meeting of May 26, 2010

## ADVISORY INFORMATION

Date Prepared: May 18, 2010

Subject: City of St. Bonifacius 2008 Comprehensive Plan Update  
Review File No. 20557-1  
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 St. Bonifacius to put its 2030 Comprehensive Plan Update into effect.
2. That the Regional Development Framework planning area designation for the City of St. Bonifacius is changed from "Developing" to "Developed."
3. Adopt the advisory comments for parks, wastewater and surface water management, as presented in those sections of the review record.
4. Advise the City of St. Bonifacius to participate in the Council's Redevelopment Monitoring program.
5. Accept the revised forecasts as shown in Table 1 of this report.
6. Approve the City of St. Bonifacius' Tier II Comprehensive Sewer Plan.

### Summary of Committee Discussion / Questions:

#### Community Development Committee

Jim Uttley presented an overview of the staff report and recommendations to the Committee. He provided details about the strange boundary configuration that Council Member Wulff had asked about at the Environment Committee, and noted that St. Bonifacius and Minnetrista officials are currently discussing the matter. Council Member Bowles asked about whether proposed action #2 should say that the planning designation change is also made to the Water Resources Management Policy Plan. Staff advised Council Member Bowles and Committee Chair Steffen after the meeting that the language in proposed action #2 is correct as written, planning area designations for individual communities are presented and discussed only in the Regional Development Framework. The WRMPP does not discuss planning area designations for individual communities. The Committee voted unanimously to recommend that the Council adopt the attached Advisory Comments and Review Record, and proposed actions noted above.

#### Environment Committee

Council Member Wulff asked for details about the southern portion of the area that is not included within the City of St. Bonifacius. The Council's Sector Representative for St. Bonifacius explained that the properties in this area are in Minnetrista. At the time when St. Bonifacius was annexing property from the Township, property owners within this area had

not petitioned to be annexed, and when the Township incorporated into Minnetrista, those parcels incorporated into Minnetrista. Both communities are now in discussions related to these specific parcels and options for annexation into St. Bonifacius. Motion to approve the City of St. Bonifacius' Tier II Comprehensive Sewer Plan was made, seconded, and passed unanimously.

**C** Community Development Committee  
Meeting date: May 17, 2010

**E** Environment Committee  
Meeting date: May 11, 2010

**ADVISORY INFORMATION**

**Subject:** City of St. Bonifacius 2008 Comprehensive Plan Update  
Review File No. 20557-1  
Tier II Comprehensive Sewer Plan

**District(s), Member(s):** District 4, Councilmember Craig Peterson (651-602-1474)

**Policy/Legal Reference:** Minnesota Statute Section 473.175

**Staff:** Jim Uttley, Principal Reviewer (651-602-1361)

**Prepared/Presented:** Phyllis Hanson, Manager, Local Plng Assistance (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:

**Recommendations of the Community Development Committee**

1. Authorize the City of St. Bonifacius to put its 2008 Comprehensive Plan Update into effect.
2. That the Regional Development Framework planning area designation for the City of St. Bonifacius is changed from "Developing" to "Developed."
3. Adopt the advisory comments for parks, wastewater and surface water management, as presented in those sections of the review record.
4. Advise the City of St. Bonifacius to participate in the Council's Redevelopment Monitoring program.
5. Accept the revised forecasts as shown in Table 1 of this report.

**Recommendations of the Environment Committee:**

Approve the City of St. Bonifacius Tier II Comprehensive Sewer Plan;

## **ADVISORY COMMENTS**

### **City of St. Bonifacius 2008 Comprehensive Plan Update and Tier II Comprehensive Sewer Plan**

Review File No. 20592-1 - Council Business Item No. 2010-181

The following Advisory Comments are part of the Council action authorizing the City to implement its 2008 Comprehensive Plan Update ("Update") and approving the City's Tier II Comprehensive Sewer Plan:

#### **Community Development Committee**

1. The City is reminded that Minnesota Statutes 473.864 requires the City to:
  - (a) Formally adopt the Update within nine months following Council action
  - (b) Submit two copies to the Council, and
  - (c) Submit a copy of the City Council Resolution adopting the Update following final action to the Metropolitan Council.
2. 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).
3. 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).
4. The City needs to send to the Council the date the watershed approved the SWMP, the date the City adopted the final SWMP, and a copy of the final plan.

#### **Environment Committee**

1. The Council-approved Tier II Comprehensive Sewer Plan becomes effective after the Update receives final approval by the City Council. After the Tier II Sewer Plan becomes effective, the City may alter, expand or improve its sewage disposal system consistent with the Council-approved Tier II Sewer Plan and the Update.
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 St. Bonifacius (City) is located in western Hennepin County, bounded by the City of Minnetrista. Figure 1 shows the general location of St. Bonifacius and the surrounding city and nearby communities, and the City's *2030 Regional Development Framework* (RDF) designation, which identifies St. Bonifacius as "developing." Growth in the rural centers should be consistent with regional forecasts, at densities of 3 to 5 units per acre. Figure 2 shows existing and planned regional systems in St. Bonifacius and the surrounding area.

## Rationale – Standard of Review & Findings

1. Does the proposed Plan conform to Regional Systems Plans?
2. Is the Plan consistent with Metropolitan Council policies?
3. Is the Plan 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   | No* |
| 4. Individual Sewage Treatment Systems (ISTS) Program | Yes |
| 5. Water Supply                                       | Yes |

\*Not consistent but no substantial impact, see pages 7 and 8

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

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

## Funding

None

## Known Support / Opposition

There is no known opposition.

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## REVIEW RECORD

### Review of the City of St. Bonifacius 2008 Comprehensive Plan Update

#### STATUTORY AUTHORITY

The Metropolitan Land Planning Act (MLPA) requires local units of government to submit comprehensive plans (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 is in conformance with the *2030 Regional Parks Policy Plan (RPPP)*. The Update acknowledges the Dakota Rail Regional Trail and plans for local pedestrian connections to the trail.

###### Advisory Comments

Council staff recommends that the following minor revisions be made to enhance the clarity of the Update:

- The Update indicates that Carver Park Reserve is owned by Hennepin Regional Parks District (page 34). The Park District changed its name to Three Rivers Park District. This information should be updated in the plan.
- The 5 Year Sidewalk/Trail Plan Map (Map F) shows the proposed segment of the Dakota Rail Regional Trail extending southwest of Highway 7 and ending at County Road 92 (Main Street). The regional trail is planned to continue past County Road 92 and through Carver County within the railroad right-of-way. Although the planned regional trail alignment to the west of County Road 92 is within Minnetrista, the map should show the trail continuing on through the railroad right-of-way instead of ending at County Road 92.

## **Transportation**

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

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

The Update is in conformance with the Council's 2004 Transportation Policy Plan (TPP) and addresses all the applicable transportation and transit requirements of a comprehensive plan.

There are no expansion plans for TH 7, the only metropolitan highway located within the city. St. Bonifacius is outside of the Metropolitan Transit Taxing District but lies within Transit Market Area III and is in the area of potential of transit service expansion. Service options for Market Area III include peak-only express, small vehicle circulators, midday circulators, special needs paratransit (ADA, seniors), and ridesharing. There is no regular route transit service existing in the city. Dial-a-ride service is provided by Westonka Rides.

### ***Aviation***

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

The Update is in conformance with the Aviation System Plan and consistent with Council policy.

## **Water Resources Management**

### ***Wastewater Service***

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

The Update is in conformance with the 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 that are consistent with the Council's recommended 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 Blue Lake Wastewater Treatment Plant located in Shakopee. The City's wastewater conveyance service is provided by Council Interceptor 7020. The City's Plan projects it will have 980 sewer households and 700 sewer 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 5-year increments. The rationale, for the projections, is given in the Update and determined appropriate for planning for local services.

St. Bonifacius was once on the Council's list of communities having an I/I reduction goal. However, in 2008, the City completed the Council's estimated level of work necessary to mitigate excessive I/I. The City has an on-going I/I program to further identify and mitigate excess I/I from the local collection system which includes televised inspection. The City also has an ordinance that prohibits sump pump and surface water drainage from being connected to the sanitary sewer system. The City has a sump pump inspection program and is involved in annual inspection and maintenance of its manhole structures.

### **Advisory Comment**

Prior to approving the final CPU for submittal to the Metropolitan Council, the projections in Table 2 (Population, Land Area, and Wastewater Flow Forecasts) located in Section 7,



must be revised to match the approved projections in Table 2 (City of St. Bonifacius Proposed Revised Forecasts) located in Section 3 on page 23 of the Plan. The Wastewater Flow Projections in Table 2 located in Section 7 must also be revised accordingly.

**Tier II Comments**

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

The Tier II Sewer Element of the Update has been reviewed against the requirements for Tier II Comprehensive Sewer Plans for developing 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)*

Saint Bonifacius lies within the Minnehaha Creek watershed. The Minnehaha Creek Watershed District’s latest watershed management plan was approved by the Board of Water and Soil Resources (BWSR) in 2007. Saint Bonifacius prepared a local surface water management plan (SWMP) in 2006 that was submitted to the Council as part of the Update and reviewed under separate cover.

Council staff found the SWMP to be generally consistent with Council policy and the Council’s WRMPP. Council staff recommended in its review of the SWMP that wetland management portion of the plan be changed. The SWMP requires wetland buffers based on wetland size. Current wetland research indicates that buffer widths should be based on the function and value of the wetland.

Advisory Comment

While Council staff reviewed the City’s 2006 SWMP as part of the Update, it should be noted that the City is required to update its SWMP this year to meet the new requirements of the Minnehaha Creek Watershed District. The revised SWMP must be sent to the Council for review and comment at the same time it is sent to the Watershed District for review and approval.

**CONSISTENCY WITH COUNCIL POLICY**

**Forecasts**

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

Forecast-related material in the Update differ from Council forecasts but are reasonable.

St. Bonifacius’ forecasted 2010-2030 household growth is similar to Council forecasts. Both forecasts anticipate no household growth between 2010-2020; and, each forecast shows similar 2020-2030 growth (see table below). St. Bonifacius’ forecasts are based on a lower number of households in 2010. St. Bonifacius’ forecasts show 890 in 2010, which is close to the Council’s most recent estimate of 883 for the city in 2008. St. Bonifacius’ city-preferred forecasts also feature higher employment, which is consistent with recent employment estimates for the community.

Council staff find St. Bonifacius’ city-preferred reasonable and recommends that the Council approve the forecasts in their action on the city’s Comprehensive Plan Update.

**Table 1 – Comparison of System Statement and Revised Forecasts**

|  | Census | Previous Council Forecasts | Revised Council Forecasts |
|--|--------|----------------------------|---------------------------|
|--|--------|----------------------------|---------------------------|

|                   | 2000  | 2010  | 2020  | 2030  | 2010  | 2020  | 2030  |
|-------------------|-------|-------|-------|-------|-------|-------|-------|
| <b>Population</b> | 1,873 | 2,850 | 2,750 | 2,900 | 2,350 | 2,260 | 2,370 |
| <b>Households</b> | 681   | 1,100 | 1,100 | 1,200 | 890   | 890   | 980   |
| <b>Employment</b> | 436   | 520   | 600   | 700   | 640   | 670   | 700   |

Advisory Comment

There are a few inconsistencies in the forecasts used in the Plan Update. Water Demand Forecasts and the forecasts in Table 2 are inconsistent with the city-preferred forecasts used earlier in the Plan Update. For consistency, these forecasts should be revised to be consistent city-preferred forecasts shown above in the final version of the Plan Update.

**2030 Regional Development Framework and Land Use**

*Reviewer: Lisa Barajas, CD – Local Planning Assistance, (651-602-1895)*

The Update, with supplemental materials, is inconsistent with the 2030 Regional Development Framework (RDF). The RDF identifies the City as a “Developing” community. The City has requested a change in planning area designation from “Developing” to “Developed.”

The City is approximately 662 acres, with 56 acres of vacant land available for development, about 8% of the City’s total area. Completely surrounded by the City of Minnetrista, the City of St. Bonifacius is not able to grow through annexation outside of its corporate limits.

The RDF defines Developed communities as those where more than 85% of the land is developed, infrastructure is well-established, and efforts must go to keeping it in good repair. Due to the City’s current state of development and lack of annexation opportunities, Council staff supports the City’s request to change their geographic planning area designation from Developing to Developed.

The RDF directs Developed communities to maintain current infrastructure; renew and improve infrastructure, buildings, and land to provide for additional growth, particularly at centers along transit corridors; and support developments that integrate land uses. In addition, Developed communities are expected to accommodate forecasted residential growth at densities of at least 3 units per acre in new development and 5 units per acre in redevelopment areas.

The City’s Update contains policies to maintain existing infrastructure and ensure that any new development proposals can be appropriately served by that infrastructure; encourage infill development on existing lots; encourage higher density residential uses in redevelopment areas; and improve pedestrian connections in the City.

The Update has identified approximately 56 acres of vacant land available for development. Approximately 42 acres of this land is a single property in the northwestern part of the City and is guided for Single-Family Residential uses at 2 to 3 units per acre. The property has some development constraints due to the presence of roughly 12.5 acres of wetlands and other undevelopable areas on the site. The City estimates that the property could yield 66 new housing units, resulting in a net density for new development of 2.3 units per acre. This density is less than the minimum of 3 units per acre for new sewerred residential development.

To address the inconsistency in development density, the City anticipates that the remaining 33 units of forecasted residential growth will be accommodated through redevelopment that includes multi-family units between 2020 and 2030. The City has guided residential land use categories that allow multi-family units at densities of 4-8 units per acre (for twin & townhomes), 8 to 20 units per acre (for apartments and

condominiums), and 4 to 8 units per acre for the residential portions of Mixed Use land uses. While the Update does not currently designate any areas for Mixed Use, this designation is considered acceptable land use for the redevelopment of properties along the City's major thoroughfares, including Highway 7. The City will need to amend the comprehensive plan to accommodate any proposed Mixed Use development.

While the City's planned net density for new development is inconsistent with the Council's required minimum density for new sewer residential, the development will not have a substantial impact on regional systems in the community due to the relatively low amount of forecasted growth in the community.

#### Advisory Comments

That the Council change the RDF planning area designation for the City of St. Bonifacius from Developing to Developed as part of its action on this Update.

As a Developed community, the City is advised to participate in the Council's Redevelopment Monitoring program.

#### **Housing**

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

The housing element fulfills the affordable housing planning requirements of the MLPA. St. Bonifacius 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 goals and policies the City will use to address its local housing needs. The Update indicates the city will continue to work with the Hennepin County to address affordable and life-cycle housing needs in the community, and will work with developers to pursue affordable housing funding options, such as through Minnesota Housing, to fund new development and redevelopment areas. The City will also consider the adoption of zoning standards or implementation of PUD zoning that will allow relaxation of typical standards in order to promote diverse and affordable housing. St. Bonifacius participates in the Livable Communities Local Housing Incentives program.

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

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

The Update is consistent with the WRMP for ISTS. The Update indicates that the entire City is served by a local sanitary sewer collection system. Flow is conveyed by metropolitan interceptor to the Blue Lake wastewater treatment facility in Shakopee for treatment. There are no ISTS remaining in operation in the City.

#### **Water Supply**

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

The City's water supply plan (WSP) is consistent with the policies of the Council's WRMP. The Council recommends the City continue to implement conservation programs targeted at reducing residential water use.

## Resource Protection

### **Historic Preservation**

Reviewer: Jim Uttley, CD – Local Planning Assistance, (651-602-1319)

The Update addresses Historic Preservation as required by the MLPA.

### **Solar Access Protection**

Reviewer: Jim Uttley, CD – Local Planning Assistance, (651-602-1319)

The Update addresses solar access protection as required by the MLPA.

### **Aggregate Resources Protection**

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

The Update indicates, consistent with *Minnesota Geological Survey Information Circular 46* that there are no known commercial grade aggregate resource deposits within the community.

## Plan Implementation

Reviewer: Jim Uttley, CD – Local Planning Assistance, (651-602-1361)

The Update includes a description of:

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

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

The City submitted the 2009 Comprehensive Plan Update to adjacent local units of government, school districts, counties and special districts for comment in November 2008. St. Bonifacius received responses from Three Rivers Park District, MnDOT, Minnetrista and the School District. There do not appear to be any compatibility issues with plans of adjacent governmental units and plans of affected special districts and school districts.

## DOCUMENTS SUBMITTED FOR REVIEW:

The original submittal was 53 pages and includes the following:

- 2009 Comprehensive Plan Update Transmittal Form
- Responses from Adjacent Government Units
- St. Bonifacius 2008 Comprehensive Plan
  - Introduction
  - Foundation & Development Objectives & Policies
  - Land Use Plan
  - Transportation Plan
  - Water Resources Management
  - Parks & Open Space
  - Implementation & CIP

Subsequently, the City submitted two revisions of the plan that total 103 pages. In the most recent revision, the title was updated to show a 2010 date.

## **ATTACHMENTS**

- Figure 1 - Location Map with 2030 Regional Development Framework Planning Areas
- Figure 2 - Regional Systems Map
- Figure 3 - Existing Land Use Map
- Figure 4 - 2030 Land Use Plan Map
- Table 2 - Existing and Planned Land Use Table in 5-year Stages

**Figure 1 - Location Map with 2030 Regional Development Framework Planning Areas, City of St. Bonifacius**

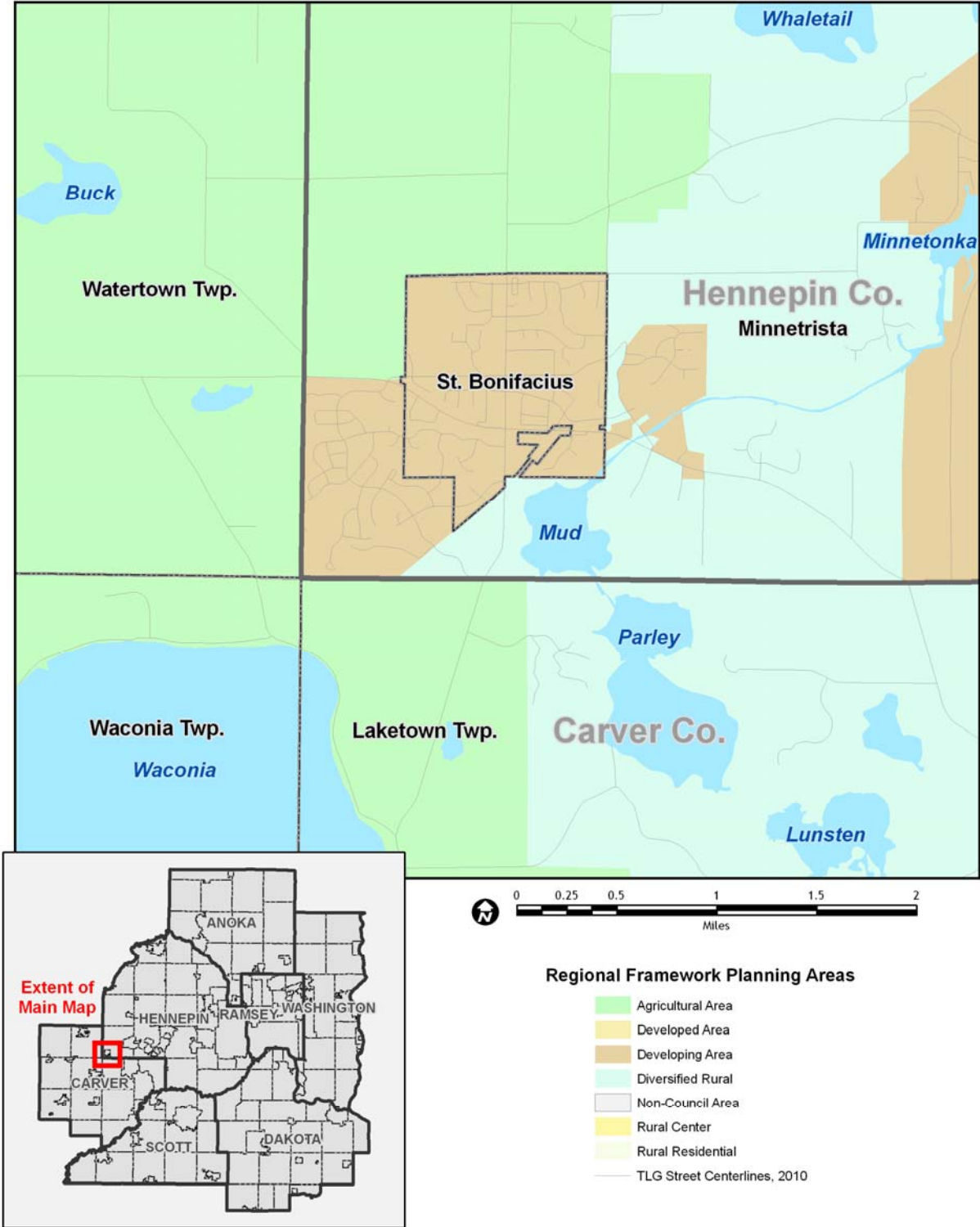


Figure 2 - Regional Systems, City of St. Bonifacius

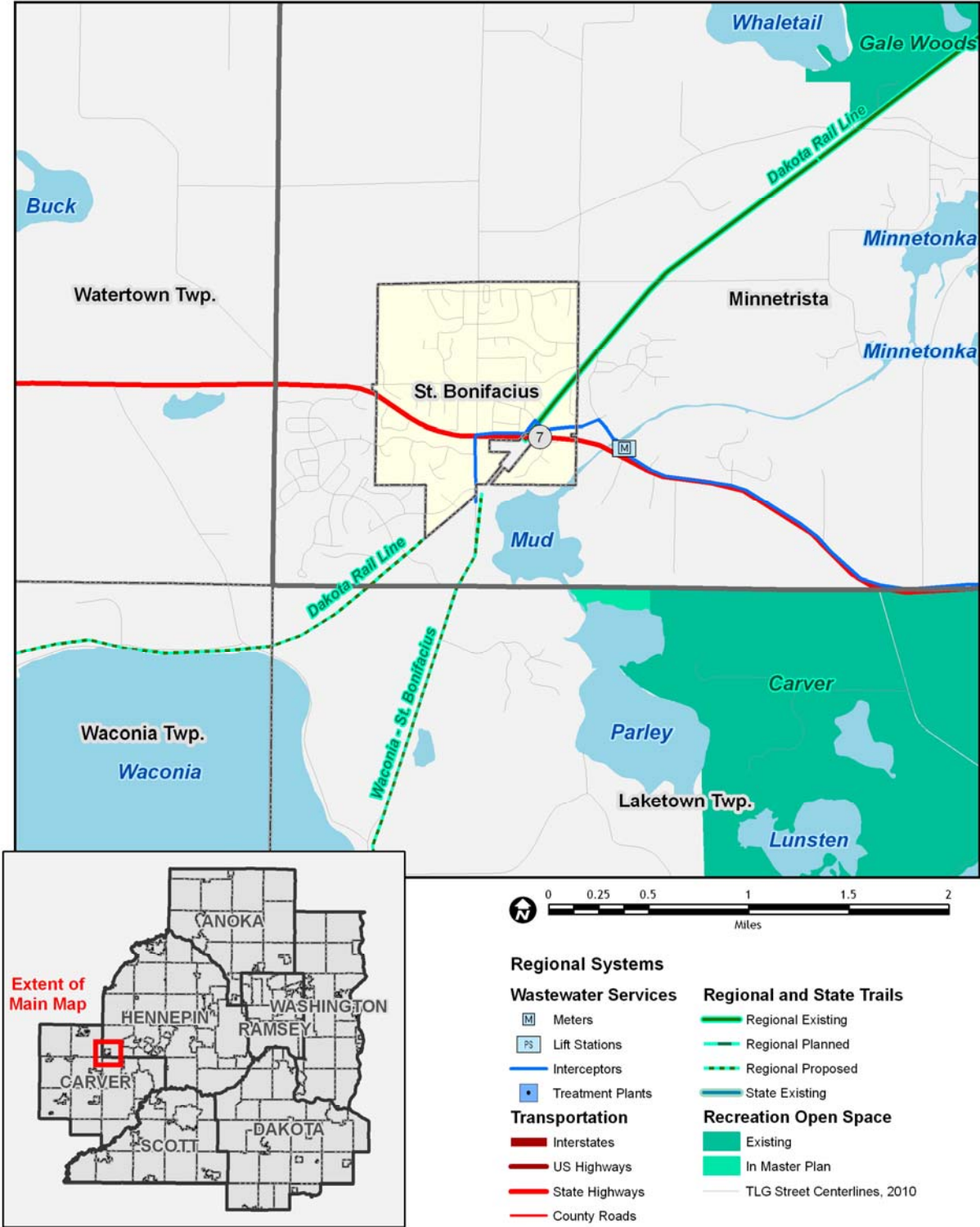




Figure 3 - Existing Land Use, City of St. Bonifacius

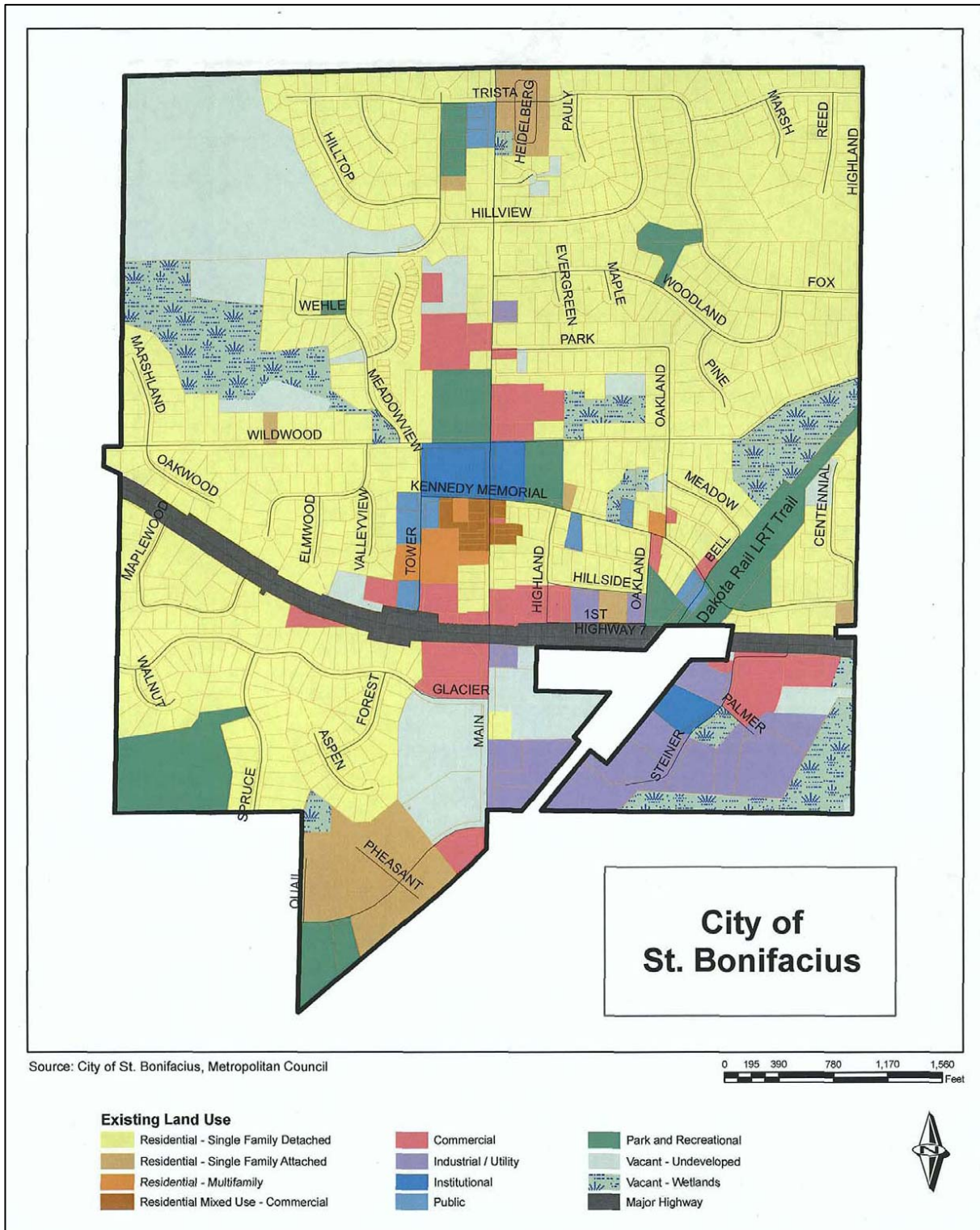




Figure 4 - 2030 Land Use Plan, City of St. Bonifacius

