

C Community Development Committee
Meeting date: **August 17, 2009**

E Environment Committee
Meeting date: **August 11, 2009**

ADVISORY INFORMATION

Date:	July 27, 2009
Subject:	City of West St. Paul 2030 Comprehensive Plan Update Tier II Comprehensive Sewer Plan Review File No. 20554-1
District(s), Member(s):	District 13, Councilmember Richard Aguilar
Policy/Legal Reference:	Minnesota Statutes Section 473.175
Staff Prepared/Presented:	Denise P. Engen, Principal Reviewer (651-602-1513) 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 adopts the attached Advisory Comments and Review Record, and the following:

Recommendation of the Community Development Committee:

1. Authorize the City of West St. Paul to put its 2030 Comprehensive Plan Update into effect;
2. Advise the City to:
 - a. Participate in Council activities to monitor redevelopment in developed communities.
 - b. Implement the advisory comments noted in the Review Record for Forecasts, Land Use and Plan Implementation.

Recommendation of the Environment Committee:

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

ADVISORY COMMENTS

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

Review File No. 20554-1, Council Business Item No. 2009-269

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 West St. Paul (City) is a first-ring suburban community located in Dakota County, immediately south of downtown St. Paul. The City is also bordered by Mendota Heights to the west, Sunfish Lake and Inver Grove Heights to the south and South St. Paul to the east, (Figure 1).

The *2030 Regional Development Framework* (RDF), as adopted by the Metropolitan Council (Council) in January 2004, identified West St. Paul as within the "Developed Community" 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. <i>2030 Regional Development Framework</i> 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

- | | |
|-----------------------------|-----|
| Compatible with other plans | Yes |
|-----------------------------|-----|

Known Support / Opposition

There is no known opposition.

REVIEW RECORD

City of West 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 is in conformance with the *Regional Parks Policy Plan* (RPPP). The regional park system element within West St. Paul is the planned North Urban Regional Trail, which will connect the Mississippi River Regional Trail in South St. Paul to the Big Rivers Regional Trail in Lilydale. The Update acknowledges and plans for this regional trail.

TRANSPORTATION

Roads and Transit

Reviewers: Ann Braden (651-602-1705, Bob Paddock (651-602-1340), MTS – Systems Planning; John Dillery – Metro Transit (612-349-7773)

The transportation element of the Update is in conformance with the *Transportation Policy Plan* and addresses all the applicable transportation and transit requirements of a comprehensive plan.

West St. Paul is served by two principal arterials: TH 52 (Lafayette Freeway) and I-94. I-94 is in close proximity to the city and serves residents and employees for regional mobility. The city is also served by a number of minor arterials.

The city lies within the Metropolitan Transit Taxing District and 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. All residents of West St. Paul are within three blocks of a bus line, which is generally considered an acceptable walking distance for transit service.

Aviation

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

The Update is in conformance with the Aviation policies of the *Transportation Policy Plan* and is consistent with Council aviation 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 Metropolitan Wastewater Treatment Plant located in St. Paul. The City's wastewater conveyance service is provided by Council Interceptors 1-SP-230, 1-SP-236, and 1-SP-241. The Update projects it will have 9,600 sewer households and 13,000 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 10-year increments. The rationale, for the projections, is given in the Update and determined appropriate for planning for local services.

West St. Paul has been identified as a community impacted by wet weather occurrences. The City is currently on the Council's list of communities having an I/I reduction goal. The City has committed to mitigate excessive I/I at levels equal to the Council's Surcharge amount. The City, by ordinance, does not permit sanitary sewer connections that discharge or cause to be discharged any roof, storm, surface, or ground water into the sanitary sewer system. This includes sump pumps, roof leaders, and foundation drains. The City's I/I reduction plan includes a sump pump inspection program for any property within the City where improvements are being made. The City has implemented a foundation drain/service line inspection program with mandatory follow-up improvements required whenever a foundation drain connection to the sanitary sewer is identified or whenever a private service line is identified as being susceptible to I/I. Inspections are prioritized based on the results of a study conducted by the City that identified those areas which appeared to have the highest levels of I/I.

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 the Tier II Element 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 is in conformance with the *WRMPP* for local surface water management. West St. Paul lies within the Lower Mississippi River watershed. The Lower Minnesota River Watershed Management Organization’s latest watershed management plan was approved by the Board of Water and Soil Resources in 2001. West St. Paul revised its Local Surface Water Management Plan (LSWMP) in 2006.

The Council reviewed the LSWMP in June of 2006 and found the plan to be consistent with Council policy and the Council’s *Water Resources Management Policy Plan*. The LSWMP was also found to provide a good framework for managing storm water in the City.

CONSISTENCY WITH COUNCIL POLICY

FORECASTS

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

The household forecasts used throughout the Update are consistent with Metropolitan Council forecasts for the City of West St. Paul, (Table 1).

Table 1: City of West St. Paul Forecasts

	2010	2020	2030
Population	20,100	21,100	21,700
Households	9,000	9,300	9,600
Employment	10,700	12,000	13,000

Advisory comment:

- In the discussion of year 2000 employment in the *Community Analysis* section, the Update states: “The Minnesota Department of Employment and Economic Development indicate a total employment of 11,515 persons. This is approximately 2,610 more than the Metropolitan Council estimate of 8,905.” The statement is followed by Table 3, which breaks these 11,515 jobs down by industry.

These two numbers differ because they represent different measures of employment. The 8,905 describes the number of *jobs* located within West St. Paul (in the 2nd Quarter of 2000). This number comes from the Minnesota Department of Employment and Economic Development. Based on the information in Table 3, the 11,515 figure appears to reflect the total number of *employed people* that reside in West Saint Paul. The City is encouraged to revise the above passage.

2030 REGIONAL DEVELOPMENT FRAMEWORK AND LAND USE

Reviewer: Denise Engen, CD – Local Planning Assistance, (651-602-1513)

Regional Development Framework

The Update is consistent with the *Regional Development Framework* (RDF) policies for “developed communities”. The RDF contains goals and policies for “developed communities” such as West St. Paul. It states that developed communities need to

“accommodate growth forecasts through reinvestment at appropriate densities (5 units plus in developed areas and target higher density in locations with convenient access to transportation corridors and with adequate sewer capacity).”

Therefore, West St. Paul will be expected to meet densities of at least five units an acre through reinvestment, redevelopment, planning and zoning. The Council will be monitoring redevelopment to ensure the Council’s density policies for developed communities are being met and to assess regional development and residential growth goals. West St. Paul is encouraged to participate in the Council’s monitoring program by providing additional information on the City’s redevelopment activities. The program’s goals will be similar to the Council’s existing plat monitoring program.

Land Use and Density Analysis

The City has guided sufficient residential land, and at the appropriate densities, to accommodate the forecasts presented in the Update. Table 2, below, shows West St. Paul’s existing land use as of 2007; existing land use is also mapped in Figure 3. West St. Paul is approximately 3,209 acres in size. The Update shows that the City’s existing (built) development was primarily Single Family Residential at 1,228 acres (38.3%). As of 2007, there were also 276 acres of Multi-Family Residential (8.6%), and 285 acres (8.9%) of Commercial land and 102 acres (3.2%) of Industrial land. No mixed-use land is shown in 2007.

Table 2: City of West St. Paul, Existing Land Use Table 2007

Land Use Type	Acres	Percent of Total
Single Family Residential	1227.5	38.3%
Multi-Family Residential	276.0	8.6%
Commercial	284.7	8.9%
Industrial	102.2	3.2%
Parks and Recreation	397.5	12.4%
Public/Semi-Public	215.3	6.7%
Open Water and Wetlands	68.6	2.1%
Undeveloped	32.3	1%
Roadways	604.4	18.8%
Total	3208.5	100%

Source: *West St. Paul 2030 Comprehensive Plan Update*, p. 16.

The City’s proposed land use map places all land in the City into one of nine land use categories, (Table 3 and Figure 4). The City anticipates minor changes to its existing land use pattern from 2010 to 2030. These include decreases in the following land uses, Single Family Residential (-11 acres), Commercial (-36 acres) and Roadways (-15 acres); and increases in land guided for Industrial use (+25 acres), Mixed Use (+17 acres) and Public/Semi-Public use (+16).

The City has proposed forecasts showing that it will grow to approximately 9,600 households between 2010 and 2030. The Update indicates that the City had 9,320 existing housing units in 2007. This leaves growth of approximately 280 households/units until 2030.

Table 3: City of West St. Paul, Land Use Table in Five-Year Stages

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							
Residential									
Single Family Residential	1	6	1231	1228	1224	1220	1220	1220	-11
Multi Family Residential	7	46	289	276	279	284	284	290	+1
C/I Land Uses									
	Est. Employees/Acre								
Commercial			300	281	274	269	269	264	-36
Industrial			82	102	105	107	107	107	+25
Mixed Use*			0	2	7	12	15	17	+17
Public/Semi Public Land Uses									
Public/Semipublic			194	215	215	212	212	210	+16
Parks and Recreation			398	398	401	401	401	401	+3
Open Space (Inc. wetlands & water)			94	101	98	98	95	94	0
Roadway Rights of Way			620	605	605	605	605	605	-15
Total			3208	3208	3208	3208	3208	3208	0

Please Note: West St. Paul is considered a "developed" community. The land use categories that would generate new employment or housing would be a result of redevelopment initiatives. The number of housing units and jobs generated will depend on the redevelopment site, use and density. The timing of redevelopment will be market driven.

* The assumed ratio for the 17 acre Mixed-Use district is 50% commercial and 50% residential (15 to 30 units per acre).

Source: West St. Paul 2030 Comprehensive Plan Update, p. 45.

Growth in West St. Paul will occur mainly through redevelopment. The Update indicates that most of the City's growth will occur in several identified redevelopment areas. The Update indicates that 36.0 net acres of land within these identified areas will be available for residential redevelopment, at a range of 7-46 units per acre (Table 4).

Analysis of these redevelopment areas shows that these sites could accommodate a range of 456 to 1,248 new housing units. These redevelopment areas can easily accommodate the 380 units necessary to reach the City's 2030 forecasts for households. The overall density range for redevelopment areas is 12.7 to 34.7 units per acre.

Table 4: Redevelopment/Infill by Land Use Category

City of West St. Paul
Residential Density Calculations - Redevelopment/Infill Areas

2010-2020	Properties Identified for Redevelopment/Infill							Current Units to be Lost
	Density Range		Gross Acres	% Residential	Net Acres	Min Units	Max Units	
Future Land Use Category	Min	Max						
Multi Family residential (R-4)	7	46	10.50	100%	10.50	73.50	483.00	0
Mixed Use (B-5)	15	30	15.00	50%	7.50	112.50	225.00	0
Commercial (B-4)	15	30	36.00	50%	18.00	270.00	540.00	0
	TOTALS		61.50		36.00	456.00	1248.00	0
			Overall Density			12.67	34.67	

Source: Metropolitan Council and West St. Paul 2030 Comprehensive Plan Update, Table 17, as revised 6/29/09.

Advisory comment:

- On June 15 and June 29, 2009, the Council received revised information for land use and housing. The final version of the Update (both paper and electronic versions) will need to incorporate this information.

HOUSING

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

The Update is consistent with the Council's policies on Housing. The housing element 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. West St. Paul is a fully developed community with very little vacant developable land. As such, the Update addresses providing opportunities to meet the affordable housing need mainly through redevelopment and infill. The Update indicates that approximately 10.5 acres of land will be guided for Multi-Family residential development, at 7-46 units per acre. In addition, 7.5 net acres of land guided for Mixed Use and 18 net acres of land guided as Commercial are expected to develop as residential uses, at densities of 15-30 units per acre (Table 4).

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. The Update indicates the City will continue to work closely with the Dakota County Community Development Agency Development Agency (CDA), which offers a number of services and programs 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. West St. Paul is an active participant in the Livable Communities Local Housing Incentives Account program and has applied for and received \$533,250 in grants through the LCA 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. There are currently 26 ISTS in operation in the City. The City has adopted MPCA Chapter 7080 Rules and Dakota County Ordinance 113 by reference, and Dakota County has been delegated the responsibility of homeowner notification and system operation tracking. The County's program is consistent with MPCA Rules and Council policy requirements.

WATER SUPPLY

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

The Update is consistent with the *WRMP* for water supply. West St. Paul does not own or operate a water supply system and is not required to complete a water supply plan. The community is served by St. Paul Regional Water Services and private wells.

RESOURCE PROTECTION

Historic Preservation

Reviewer: Denise Engen, CD – Local Planning Assistance, (651-602-1513)

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

Solar Access Protection

Reviewer: Denise Engen, CD – Local Planning Assistance, (651-602-1513)

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 Resource Protection as required by the MLPA. The Update indicates, consistent with *Minnesota Geological Survey Information Circular*

46, that there are no aggregate resource deposits available within the fully developed City.

PLAN IMPLEMENTATION

Reviewer: Denise Engen, CD – Local Planning Assistance, (651-602-1513)

The Update includes a description of:

- | | |
|----------------------------------|--------------------|
| • Capital Improvement Program | See comments below |
| • Zoning Code | Yes |
| • Subdivision Code | Yes |
| • ISTS Codes | Yes |
| • Housing Implementation Program | Yes |

The Update describes the City’s implementation tools and explains that these tools will mainly be utilized for redevelopment. Key implementation measures identified in the Update include the Robert Street “Renaissance Plan,” the city’s subdivision ordinance, zoning ordinance and planned unit development (PUD) ordinance as well as the site plan review process. West St. Paul does not currently have a five-year Capital Improvement Program (CIP). However, the City anticipates developing a CIP in the next two years.

Advisory comment:

- On June 15, 2009, the Council received a revised *Chapter 11: Implementation*. The final version of the Update (both paper and electronic versions) will need to include this revised Chapter.

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

The City submitted the 2030 Comprehensive Plan Update to adjacent local units of government, school districts, counties and special districts for comment on September 1, 2008. No compatibility issues with plans of adjacent governmental units and plans of affected special districts and school districts were indicated.

DOCUMENTS SUBMITTED FOR REVIEW:

- *City of West Saint Paul 2030 Comprehensive Plan Update*, received April 30, 2009.
- Correspondence and supplemental information for forecasts, housing, implementation and land use, received June 15, 2009.
- Correspondence and supplemental information for land use, received June 29, 2009.

ATTACHMENTS

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

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

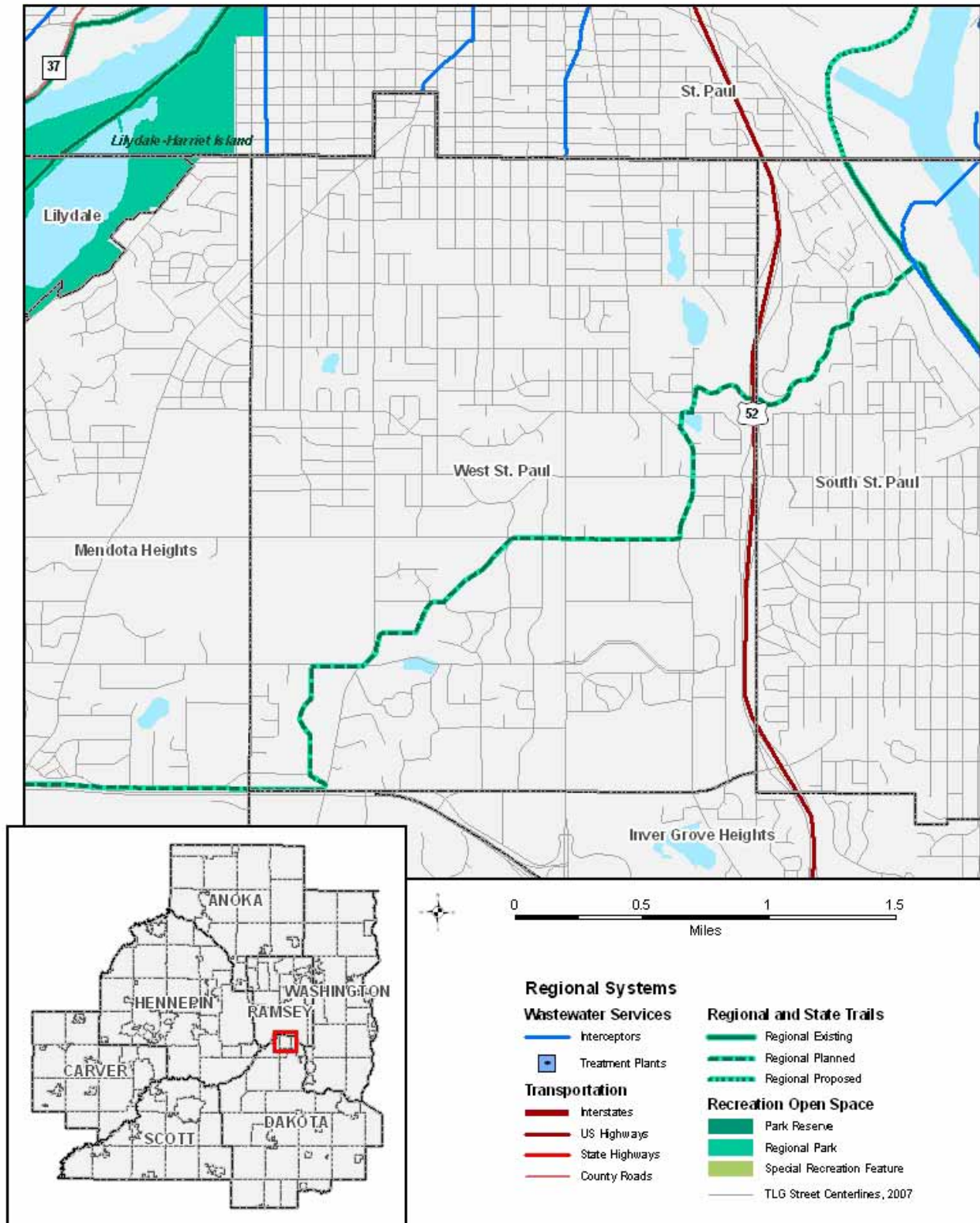


Figure 2. 2030 Regional Development Framework Planning Areas

West St. Paul

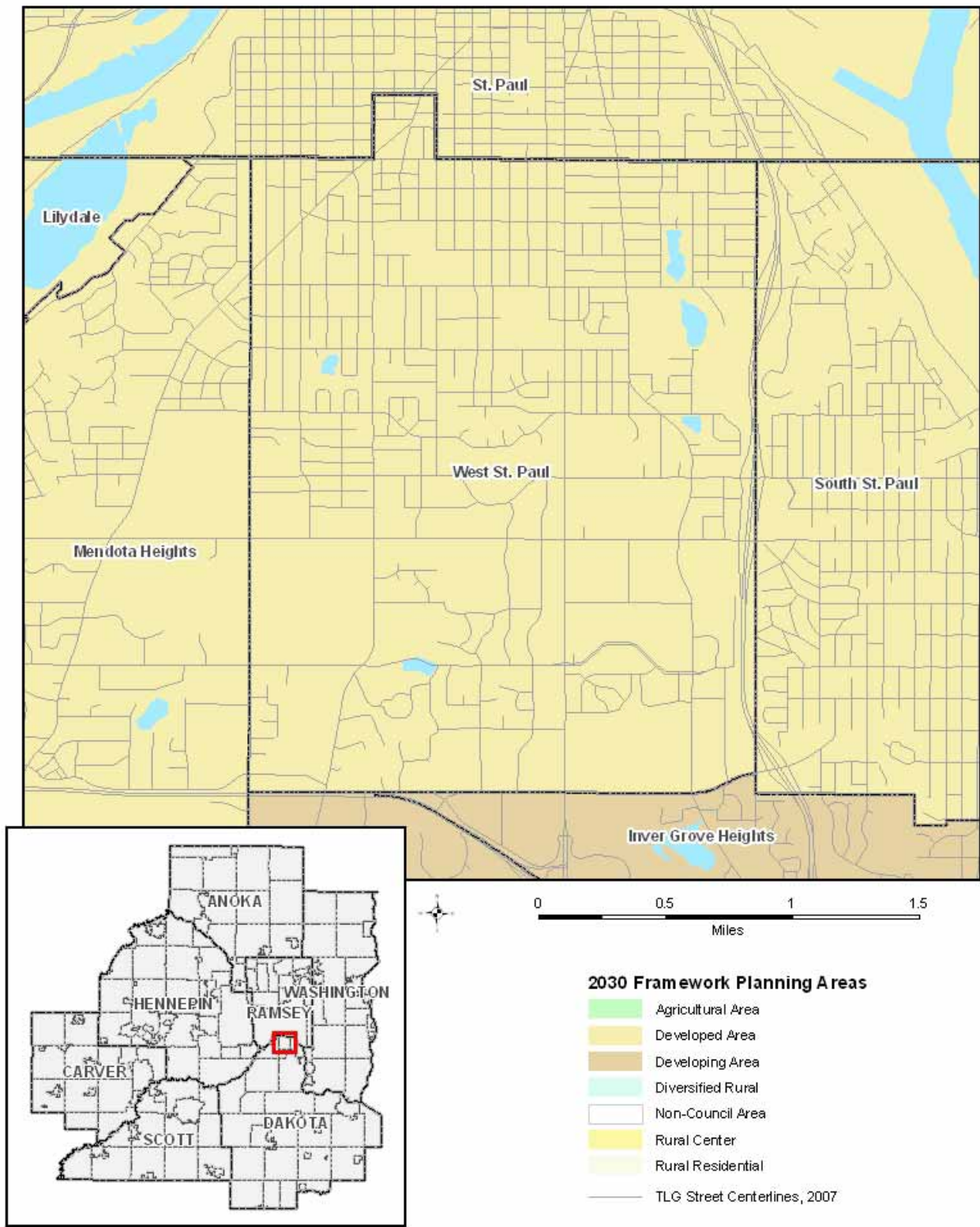


Figure 3. Existing Land Use
City of West St. Paul

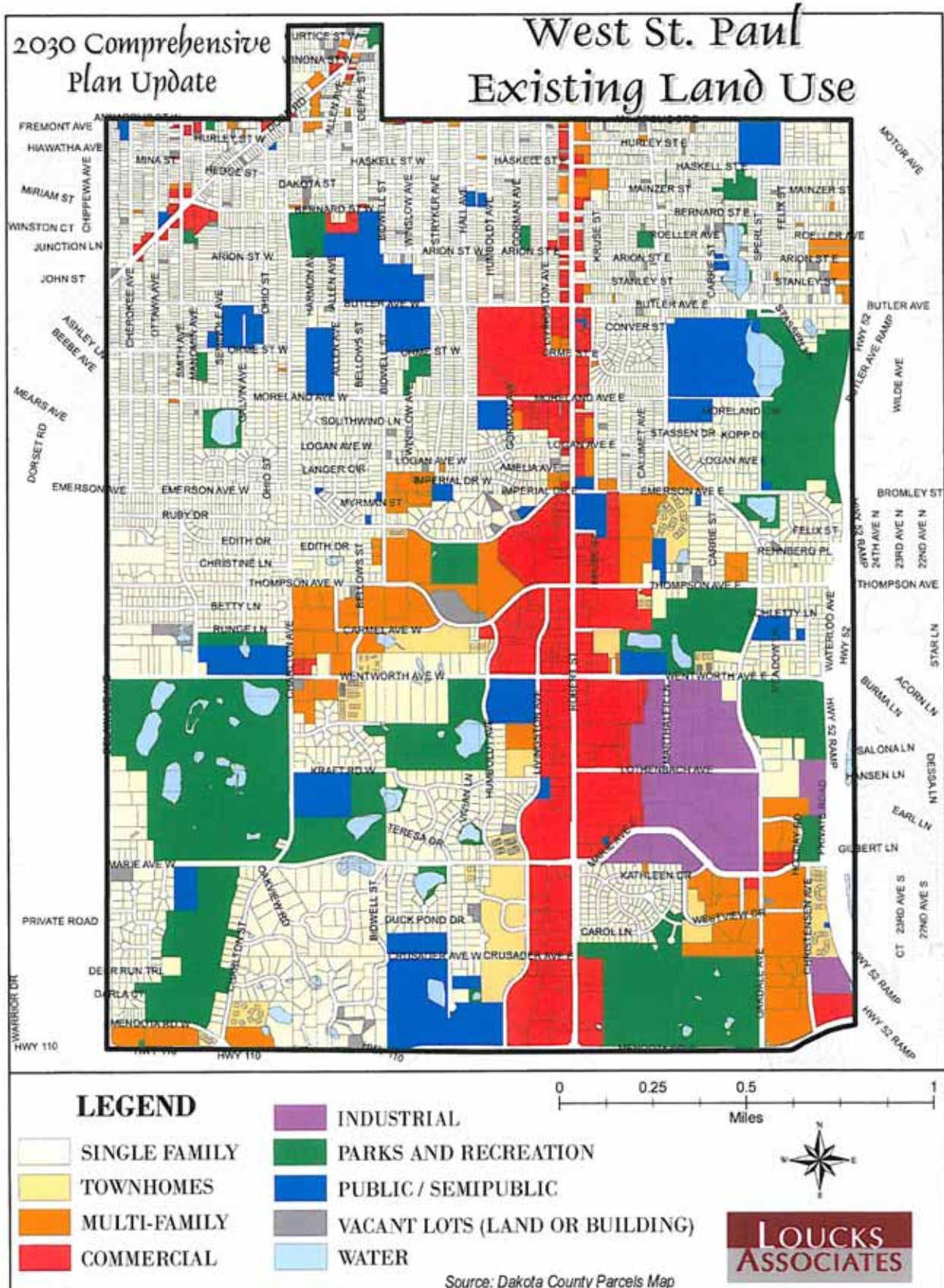


Figure 4. 2030 Proposed Land Use
 City of West St. Paul

