

# C Community Development Committee

Meeting date: May 18, 2009

# E Environment Committee

Meeting date: May 26, 2009

## ADVISORY INFORMATION

<b>Date:</b>	April 30, 2009
<b>Subject:</b>	City of White Bear Lake Comprehensive Plan Update Review File No. 20511-1 Tier II Comprehensive Sewer Plan
<b>District(s), Member(s):</b>	District 11, Councilmember Georgeanne Hilker, 651-426-1750
<b>Policy/Legal Reference:</b>	Minnesota Statute Section 473.175
<b>Staff Prepared/Presented:</b>	LisaBeth Barajas, Principal Reviewer, 651-602-1895 Phyllis Hanson, Local Planning Assistance Manager 651-602-1566 Kyle Colvin, Engineering Services Asst. Manager 651-602-1151
<b>Division/Department:</b>	Community Development / Planning & Growth Management Environmental Services / Engineering Services

### Proposed Action

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

#### Recommendations of the Community Development Committee:

1. Authorize the City of White Bear Lake to put its 2030 Comprehensive Plan Update into effect.
2. Adopt the revised forecasts for population, households, and employment for the City, as detailed in Table 1 of the attached Review Record, along with the revised share of the region's affordable housing need as detailed in the Housing section of the Review Record.
3. 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 and Water Supply.

#### Recommendation of the Environment Committee:

Approve White Bear Lake's Tier II Comprehensive Sewer Plan.

## ADVISORY COMMENTS

### City of White Bear Lake 2030 Comprehensive Plan Update & Tier II Comprehensive Sewer Plan Review File 20511-1 - Council Business Item No. 2009-134

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 plan within nine months after the Council’s final action. If the Council has recommended changes, local governments should incorporate those recommended changes into the Update or respond to the Council before “final approval” 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 plan 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 plan 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 final Update is approved by the City’s governing body. After the final Update is approved 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 White Bear Lake is located in northeastern Ramsey County on the west shore of White Bear Lake and is adjacent to White Bear Township to the north and west, the City of Birchwood and the City of Mahtomedi to the east, the City of Oakdale to the southeast, the City of Maplewood to the south, the City of Vadnais Heights to the west, the City of Gem Lake to the west, and the City of North Oaks to the northwest. The *2030 Regional Development Framework (RDF)* identifies the City as a Developed geographic planning area (see 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 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 district 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. <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

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

## Funding

None.

## Known Support / Opposition

There is no known opposition.

## **REVIEW RECORD**

### **Review of the City of White Bear Lake 2030 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 Update 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**

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

The Update conforms to the Council's *2030 Regional Parks Policy Plan* as it acknowledges the following existing and planned regional trails within the City:

- Birch Lake Regional Trail
- Bruce Vento Regional Trail
- Highway 96 Regional Trail
- St. Anthony Railroad Spur Regional Trail
- White Bear Lake-Stillwater Regional Trail

##### **Transportation**

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

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

The Update conforms to the *2030 Transportation Policy Plan* as it addresses all the applicable transportation and transit requirements. The City is served by two principal arterials, I-694 and I-35E, and several "A" minor expanders that provide east/west and north/south mobility and connections to the principal arterials.

The City is located in the northwest corner of the Metropolitan Transit Taxing District in Transit Market Area III. In 2007, the City had four fixed transit routes, two of which are operated by Metro Transit. Service includes express routes as well as local/limited service routes. The City is also served by Dial-a-Ride (Lake Area Bus) and Metro Mobility, which provides ADA paratransit service for persons with disabilities.

###### ***Aviation***

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

The Update conforms to the Aviation System Plan and is consistent with Council policy.

## **Water Resources Management**

### ***Wastewater Service***

*Reviewer: Roger Janzig, ES – Engineering Services, (651-602-1119)*

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

Metropolitan Council Environmental Services currently provides wastewater treatment services to the City. Wastewater generated within the City is conveyed to and treated at the Council’s Metropolitan Wastewater Treatment Plant in St. Paul. The City is served by interceptors 7122, 6901, 1-WL-416, 1-WL-417, 1-MA-418, and 7121. The Update projects that the City will have 11,380 sewer households and 13,700 sewer employees by 2030. The Metropolitan Disposal System, with its planned scheduled improvements, has or will have adequate capacity to serve these needs.

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

The City is not currently a community that has been identified as a community impacted by wet weather occurrences. The Update, however, does state that the City has undertaken projects, city-wide, to eliminate I/I, as well as adopting a sewer system ordinance prohibiting discharge of stormwater, including sump pumps, to the sanitary sewer system.

### ***Tier II Comments***

*Reviewer: Roger Janzig, ES – Engineering Services, (651-602-1119)*

The City’s Tier II Sewer Element is complete and consistent with Council policies for Tier II Comprehensive Sewer Plans. The Council’s approval of the Tier II Plan becomes effective upon the City’s adoption of the Update. At that time, the City may 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 final Update needs to be submitted to the Metropolitan Council for its records.

### ***Surface Water Management***

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

The Update conforms to the WRMPP for local surface water management. The City lies within the Vadnais Lake Area, Ramsey Washington Metro, Rice Creek, and Valley Branch watersheds. The Board of Water and Soil Resources (BWSR) approved the Ramsey Washington Metro, Rice Creek, and Valley Branch Watershed Districts’ watershed management plans in 2007, 1997, and 2005 respectively. BWSR approved the Vadnais Lake Area Watershed Management Organization’s watershed management plan in 2007.

The Update refers to the 1997 Local Water Management Plan (LWMP) and includes a copy of this plan in the Appendix. The Update and the response to Council staff’s initial comments on the Update adequately address the requirements for local surface water management plans. The Update is consistent with Council policy and the WRMPP.

## **CONSISTENCY WITH COUNCIL POLICY**

### **Forecasts**

*Reviewer: Todd Graham, CD - Research, (651-602-1322)*

The forecast-related material is consistent with Council forecasts. The City’s planning uses revised forecasts throughout the Update. The City requested forecast revisions in 2008 based on limited land supply and reduced employment expectations. Council staff agreed to the following forecast revisions (Phyllis Hanson letter dated February 15, 2008):

**Table 1. City of White Bear Lake Revised Forecasts**

	2010	2020	2030
Population – Unsewered	50	50	50
Population – Sewered	26,950	26,750	26,550
<b>Population TOTAL</b>	<b>27,000</b>	<b>26,800</b>	<b>26,600</b>
Households – Unsewered	20	20	20
Households – Sewered	10,980	11,180	11,380
<b>Households TOTAL</b>	<b>11,000</b>	<b>11,200</b>	<b>11,400</b>
Employment - Unsewered	0	0	0
Employment – Sewered	12,600	13,300	13,700
<b>Employment TOTAL</b>	<b>12,600</b>	<b>13,300</b>	<b>13,700</b>

Council staff find the revisions realistic and acceptable. The Metropolitan Council’s forecast will be revised, as shown in Table 1, effective upon Council approval of the Update. For reference, the City’s System Statement Forecasts are provided in Table 2 below.

**Table 2. Metropolitan Council System Statement Forecasts**

	2010	2020	2030
Population	27,200	27,850	27,950
Households	11,370	11,600	11,900
Employment	13,440	14,350	15,070

As detailed in the Housing section of this report, the revision of the 2010-2020 growth results in a revision of the City’s share of the affordable housing need. The affordable housing need will be revised to 65 affordable housing units produced in the next decade. The Update appropriately acknowledges this goal.

### **2030 Regional Development Framework and Land Use**

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

The Update is consistent with the Council’s policies for land use identified in the RDF, which designates the City as a Developed community. Developed communities are expected to renew and improve infrastructure, buildings, and land to provide for additional growth, particularly at centers along transit corridors; and to support developments that integrate land uses. The Update contains policies that encourage the rehabilitation and redevelopment of underutilized properties, focus development in the community’s downtown, and to enhance multimodal connectivity within the community.

Developed communities are also expected 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). Being nearly fully developed, the City has targeted specific sites for infill and redevelopment. Table 2-2 and the Map of Future Land Use Map Changes (see attached Figure 5) on page 8 of the Land Use Chapter in the Update detail the City’s proposed changes from their previously adopted plan. The changes include both commercial and residential uses, most of which are located along the Highway 61 corridor. As shown in Table 3, the proposed guiding changes for residential uses cover approximately 30 acres of land. Re-guiding to General Commercial and Downtown Mixed Use land uses covers another 96.7 acres.

The City’s planned residential land use changes are consistent with the Council’s density policy, resulting in a minimum net residential density of 7.55 units per acre. Table 3 below provides the density calculation using information provided in the Update’s Table 2-2 and from text describing the residential land use categories.

**Table 3. Residential Density Calculations based on Update Revisions**

Property	Guiding	Density Range		Net Acres	Min Units	Max Units
		Min	Max			
1. Vacant parcel - Sports center	Park, Rec, OS	0	0	2.4	0	0
2. Jensen Property	Low Density Res	1.1	7	1.4	1.54	9.8
3. Cartier Property	Low Density Res	1.1	7	0.1	0.11	0.7
4. Cartier Property	Low Density Res	1.1	7	0.1	0.11	0.7
10. Downtown Fringe	Downtown Mixed Use	17	50	0.89	15.13	44.5
13. Marina Triangle Parcels (Res)	Low Density Res	1.1	7	1.18	1.298	8.26
21. First English Lutheran	High Density Res	9	17	14.3	128.7	243.1
22. WBL United Methodist	High Density Res	9	17	8.3	74.7	141.1
23. Katherine Frogner	Low Density Res	1.1	7	0.4	0.44	2.8
24. Elma Frogner	Low Density Res	1.1	7	0.4	0.44	2.8
<b>TOTALS</b>				<b>29.47</b>	<b>222.468</b>	<b>453.76</b>
<b>Overall Density</b>					<b>7.55</b>	<b>15.40</b>

\* As detailed in Table 2-2 and in the text of the Update.

The Update also identifies areas in the City to accommodate potential future housing (page 8 of the Implementation Chapter). The areas identified for future housing include properties being re-guided as shown in Table 3 along with other vacant and underutilized properties in the community. The City is forecasted to increase the number of housing units from 2010 to 2030 by 530 units. As shown in the Table 4, the land identified for potential future housing, at a minimum, could accommodate 524 units.

**Table 4. Land Guided for New Housing Units**

Category	Density Range		Net Acres	Min Units	Max Units
	Min	Max			
Low Density	1.1	7	34.2	37.62	239.4
Medium Density	4.2	12	33.4	140.28	400.8
High Density	9	17	38.5	346.5	654.5
<b>TOTALS</b>			<b>106.1</b>	<b>524.4</b>	<b>1294.7</b>

**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 the City’s share of the region’s affordable housing need for 2011-2020, which is 65 units. To provide opportunities to meet this need, the Update indicates that approximately 33 acres of land will be available for Medium Density Residential development at 4-12 units per acre, and 38.5 acres will be available for High Density Residential development at 9-17 units per acre.

The Update provides the implementation tools and programs that the City will use to promote opportunities to address its share of the region’s housing need. The Update describes a list of the programs and resources that the City has used and will continue to use in address its affordable housing needs, including the use of tax increment financing (TIF), Low-Income Housing Tax Credits, and Multifamily Housing Revenue Bonds. The City will continue to partner with and support county, state, and federal programs that assist in providing affordable housing opportunities. The City is an active participant in the Livable Communities Local Housing Incentives Program and has received over \$1.7 million in LCA funds in the past.

**Community and Individual Sewage Treatment Systems (ISTS)**

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

The Update is consistent with the WRMP requirements for ISTS. There are 28 households in the City that

continue to be served by ISTS. The City has adopted the Washington County ISTS Code for regulation of specifications, installation, operation, and maintenance of ISTS. The Washington County ISTS Development Code Chapter Four is consistent with MPCA Rules and with Council policies for specifications and installation of systems. The City has implemented a program to administratively ensure that all ISTS are operated and maintained in accordance with its ordinances and with MPCA rules.

**Water Supply**

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

The Update is complete and the City’s water supply plan (WSP) is consistent with the policies of the Council’s WRMPP.

Advisory Comment:

The Council recommends that the City continue to implement conservation programs targeted at reducing residential water use.

**Resource Protection**

***Historic Preservation***

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

The Update appropriately addresses historic preservation in the community. The Update contains a policy regarding the preservation and enhancement of historically significant areas, structures, and cultural resources, including specific objectives for achieving those goals.

***Solar Access Protection***

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

The Update contains a policy and objections regarding Solar Access Protection as required by the MLPA, describing the City’s consideration of solar access in the review of site plans and development proposals, along with continued support for the use of solar technologies.

***Aggregate Resources Protection***

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

The Update does not address the presence or absence of aggregate resources in the community. However, the Council’s aggregate resources inventory does not indicate the presence of aggregate resources available for extraction and the community is nearly fully developed, preventing any resources from being mined.

**PLAN IMPLEMENTATION**

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

The Update includes a description of and schedule for any necessary changes to:

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

The Update contains an implementation chapter, which describes the official controls and fiscal devices that the City will employ to implement the Update, with an existing Zoning Map located in the Appendix. The schedule for implementation actions is contained in each of the chapters describing actions for implementing specific policies. The implementation chapter includes the City’s capital improvement program and housing implementation program with a map identifying areas for potential future housing.



The City is reminded that it must submit copies to the Council of any changes made to any of the above noted documents within 30 days of their adoption.

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

The City submitted its Update to the adjacent communities, county and affected school districts, affected watershed districts, and other special districts for comment on June 20, 2008. There are no apparent issues with the Update from adjacent governmental units and communities.

## **DOCUMENTS SUBMITTED FOR REVIEW**

- City of White Bear Lake Comprehensive Plan (February 23, 2009)
- Revised Surface Water, Land Use, and Implementation chapters (April 8, 2009)

## **ATTACHMENTS**

- Figure 1: Location Map with Regional Systems
- Figure 2: 2030 Regional Development Framework Planning Areas
- Figure 3: Existing Land Use
- Figure 4: 2030 Future Land Use
- Figure 5: 2030 Future Land Use – Areas of Change
- Figure 6: Existing and Planned Land Use Tables

FIGURE 1: LOCATION MAP WITH REGIONAL SYSTEMS  
City of White Bear Lake

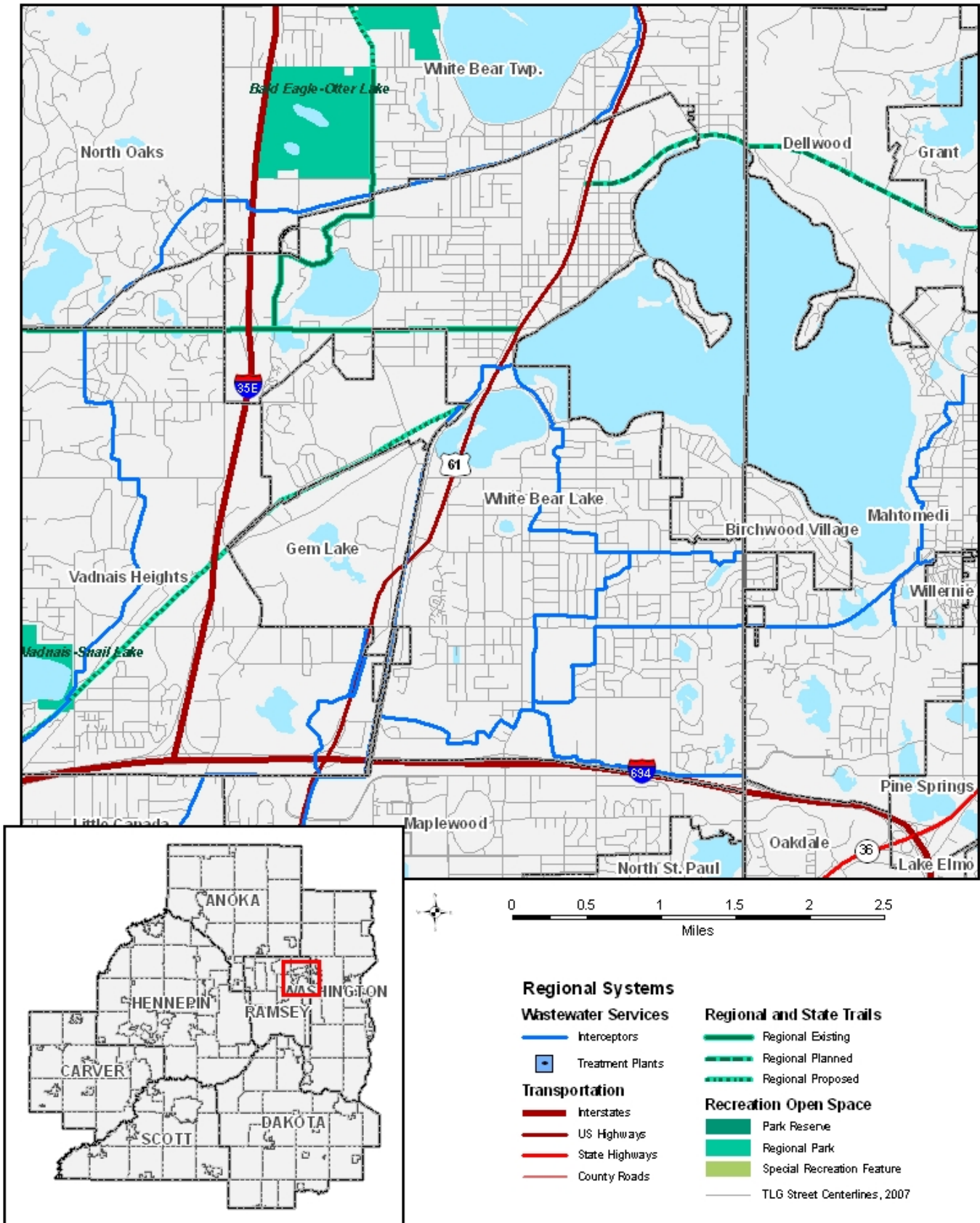


FIGURE 2: 2030 REGIONAL DEVELOPMENT FRAMEWORK PLANNING AREAS  
City of White Bear Lake

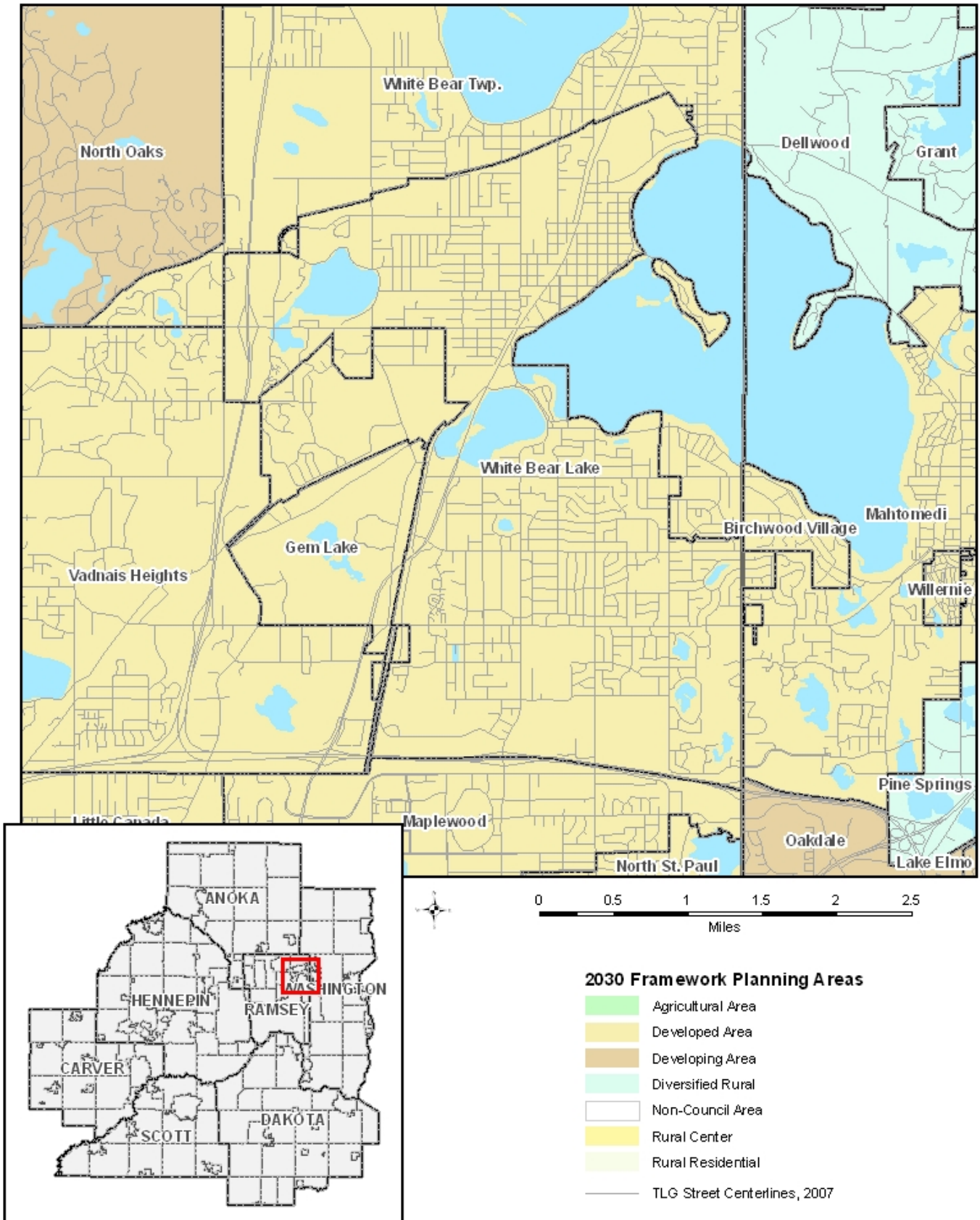


FIGURE 3: EXISTING LAND USE

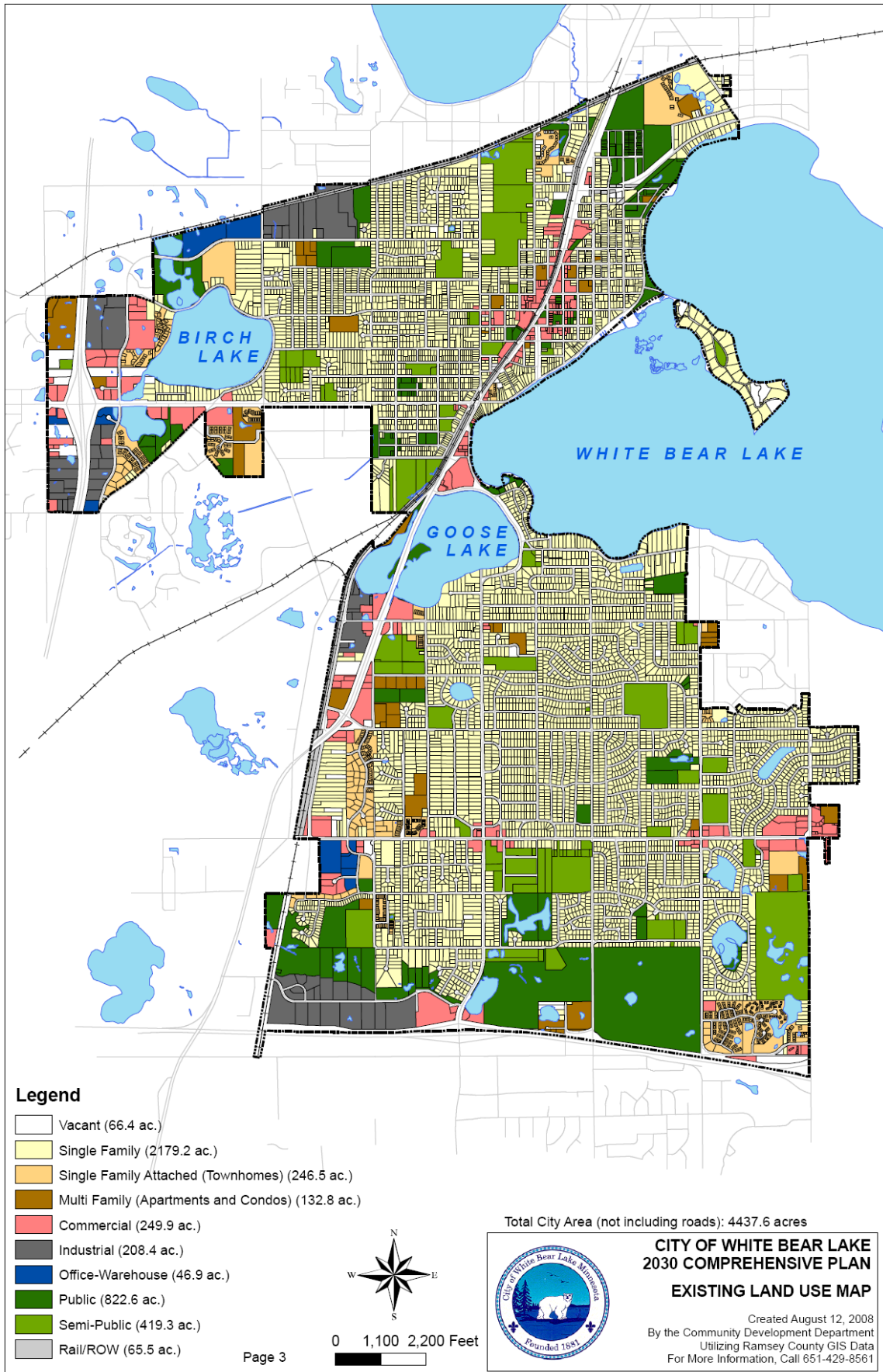




FIGURE 4: 2030 FUTURE LAND USE

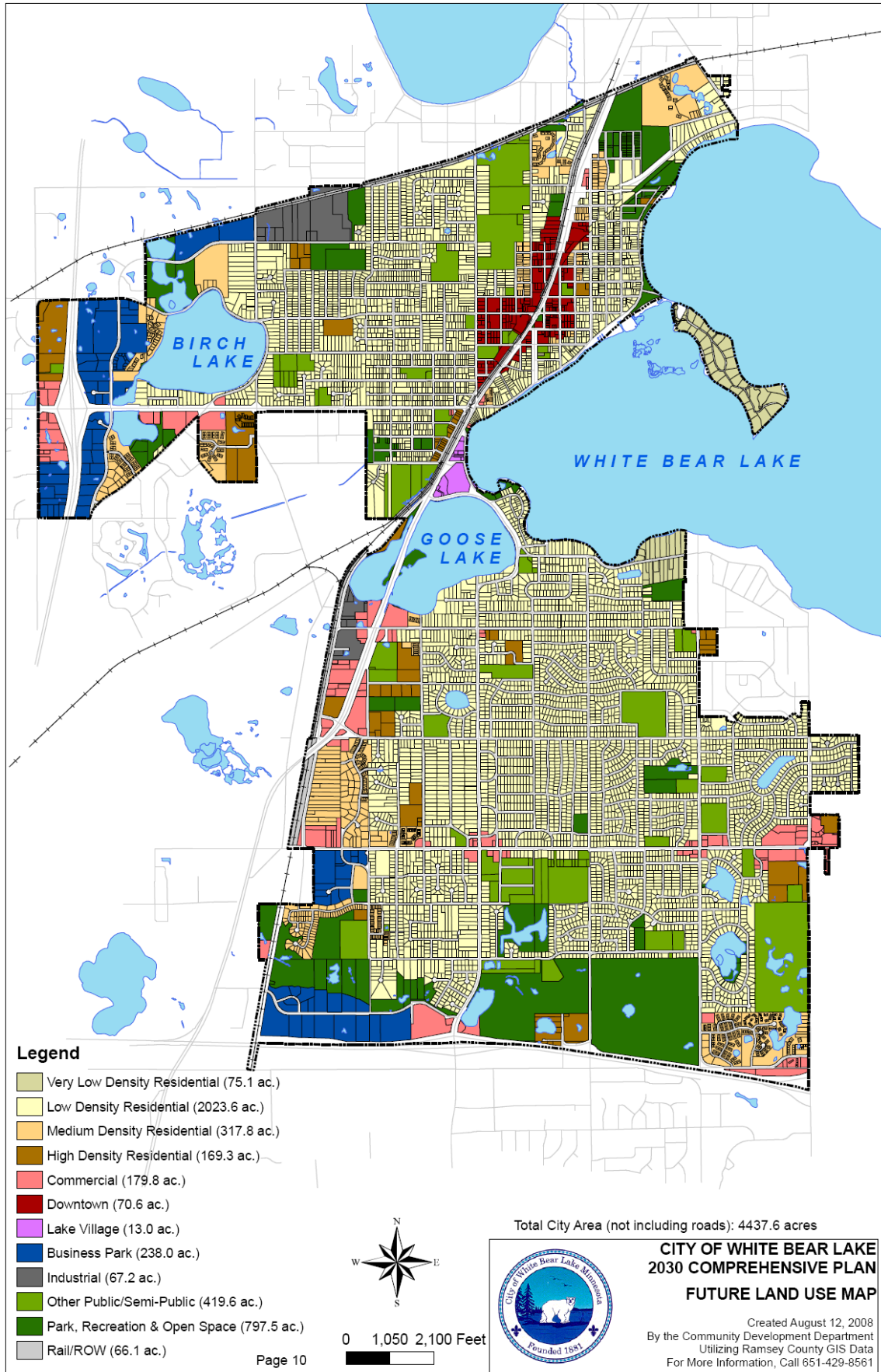
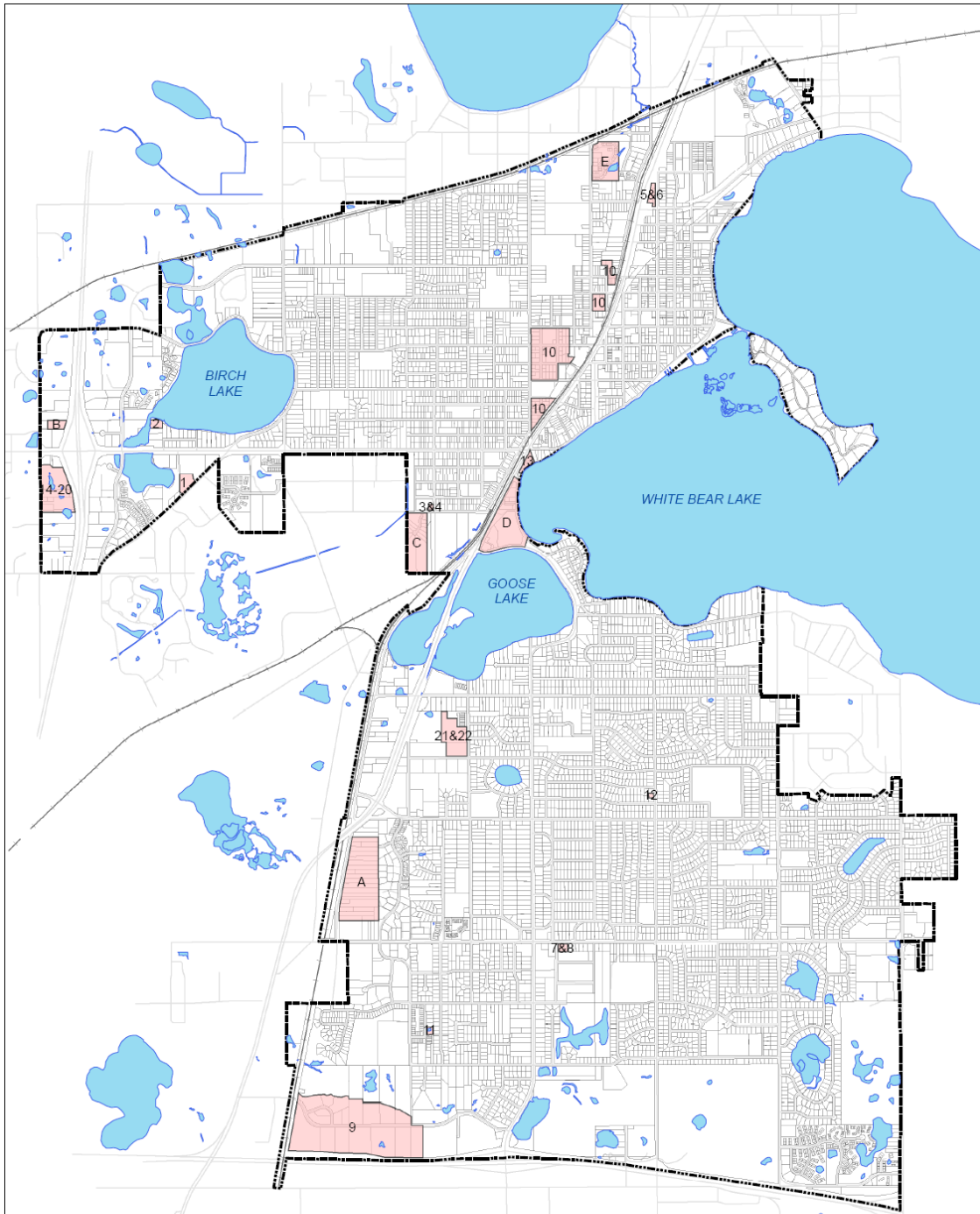
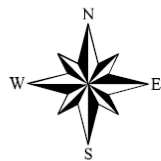


FIGURE 5: 2030 FUTURE LAND USE – AREAS OF CHANGE



Lettered parcels are previously approved map changes. Numbered parcels are proposed map changes. A more detailed explanation of these map changes can be found in Table 2-2.



Scale = 1"=24,000'



**CITY OF WHITE BEAR LAKE  
2030 COMPREHENSIVE PLAN  
FUTURE LAND USE MAP CHANGES**

Created May 9, 2008  
By the Community Development Department  
utilizing Ramsey County GIS data  
For more information, call 651-429-8561

FIGURE 6: EXISTING AND PLANNED LAND USE TABLES  
City of White Bear Lake

**TABLE 2-1  
EXISTING LAND USE  
DECEMBER, 2007**

Land Use Type	Acres	Percent
Single Family	2,179.2	40.3%
Single-Family Attached <sup>1</sup>	246.5	4.2%
Multi-Family <sup>2</sup>	132.8	2.8%
Commercial	249.9	4.9%
Industrial	208.4	4.4%
Public <sup>4</sup>	822.6	11.7%
Semi-Public	419.3	7.1%
Rail ROW	65.5	2.0%
Vacant <sup>3</sup>	66.4	1.2%
Other*	1,067.4	19.6%
<b>TOTAL:</b>	<b>5,458.0</b>	<b>100.0%</b>

\* Other includes road right-of-way. The total amount of road right-of-way within the City (1,067.4 acres) was deduced from the acreage left over after calculating the acreage of all the parcels within the City.

Source: Ramsey County GIS data.

**TABLE 2-3  
FUTURE LAND USE  
DECEMBER, 2007**

Guiding Designation	Acres	Percent
Very Low Residential	75.1	1.4%
Low Residential	2,023.6	37.1%
Medium Residential	317.8	5.8%
High Residential	169.3	3.1%
Commercial	179.8	3.3%
Downtown	70.6	1.3%
Lake Village	13.0	0.2%
Business Park	238.0	4.4%
Industrial	67.2	1.2%
Park, Recreation & Open Space	797.5	14.6%
Other Public/Semi-Public	419.6	7.7%
Rail/ROW	66.1	1.2%
Other*	1,020.4	18.7%
<b>TOTAL:</b>	<b>5,458.0</b>	<b>100.0%</b>

\* Other includes road right-of-way. The total amount of road right-of-way within the City (1,020.4 acres) was deduced from the acreage left over after calculating the acreage of all the parcels within the City.

Source: Ramsey County GIS data.