

**C** Community Development Committee  
Meeting date: June 21, 2010

**E** Environment Committee  
Meeting date: June 8, 2010

**Metropolitan Council Meeting June 23, 2010**

**ADVISORY INFORMATION**

Subject:	City of Robbinsdale 2030 Comprehensive Plan Update Tier II Comprehensive Sewer Plan Review File No. 20613-1
District(s), Member(s):	District 2, Councilmember Tony Pistilli
Policy/Legal Reference:	Minnesota Statutes Section 473.175
Staff Prepared/Presented:	Tori Dupre, Principal Reviewer (651-602-1621) 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 Robbinsdale to put its 2030 Comprehensive Plan Update into effect;
2. Advise the City to:
  - a) Adopt the revised forecasts for population, households and employment.
  - b) Participate in Council activities to monitor redevelopment and infill in Developed communities.
  - c) Address the advisory comments for Surface Water Management.

**Recommendation of the Environment Committee:**

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

## ADVISORY COMMENTS

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

Review File No. 20613-1, Council Business Item No. 2010-217

The following Advisory Comments are part of the Council's 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 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 Robbinsdale (City) is located in Hennepin County, surrounded by Brooklyn Center to the north, Minneapolis to the east, Golden Valley to the south and Crystal to the west (Figure 1).

The *2030 Regional Development Framework* (RDF), as adopted by the Metropolitan Council (Council) in January 2004, identified the City 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<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> (RDF) 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 |
|-----------------------------|-----|

## Funding

The City received none.

## Known Support / Opposition

There is no known opposition.

# **REVIEW RECORD**

## **City of Robbinsdale 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*. The regional parks system facilities in Robbinsdale include Victory Memorial Regional Trail and the proposed Bassett Creek, Twin Lakes, and Crystal Lake Regional Trails. The Update acknowledges and plans for local trail connections to these regional trails.

#### **TRANSPORTATION**

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

*Reviewers: Ann Braden (651-602-1705), Bob Paddock (651-602-1340), MTS – Systems Planning; Steve Mahowald – Metro Transit (612-349-7775)*

The Update is in conformance with the *Transportation Policy Plan (TPP)* adopted in 2004, and addresses all the applicable transportation and transit requirements.

Robbinsdale is served by Trunk Highway 100, a principal arterial. MN Department of Transportation (MN Dot) reconstructed his section of TH 100 through Robbinsdale as a six lane freeway in 2004. Robbinsdale lies within the Metropolitan Transit taxing district and is within Market Area II. Service options for Market Area II include

regular route locals, all day express, small vehicle circulators, special needs paratransit (ADA, senior), and ridesharing. The City is located along the Bottineau Boulevard transitway.

### **Aviation**

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

The Update is in conformance with the TPP's Aviation policies 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.

The Metropolitan Council Environmental Services currently provides wastewater treatment services to the City. Wastewater generated within the City is conveyed to and treated at the Metropolitan Council's Metropolitan Wastewater Treatment Plant in St. Paul. The City is provided wastewater conveyance service through interceptors 1-MN-315 and 1-MN-316. The Update anticipates that the City will have 6,700 sewered households and 8,100 sewered employees by 2030. The Metropolitan Disposal System, with its planned scheduled improvements, has or will have adequate capacity to serve the City's growth needs as identified in the Update.

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.

Robbinsdale is not currently identified as a community impacted by wet weather occurrences. However, the Update does include a description of an I/I reduction plan which includes televised inspection and repair of the sanitary sewer system. The City has an ordinance to prohibit the connection of sump pumps to the sanitary sewer system, which includes an inspection program with a utility bill surcharge for those that do not comply.

### **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. The City needs to submit a copy of the City Council Resolution adopting its Sewer Plan 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. Robbinsdale lies within the Shingle Creek and Bassett Creek watersheds. The watershed management plans for both Watershed Management Commissions were approved by the Board of Water and Soil Resources in 2004.

The Council reviewed the City's Local Surface Water Management Plan (LSWMP) in December 2009. The LSWMP was found adequate to provide an overall framework for the City to successfully manage its water resources, and consistent with Council policy and the Council's *Water Resources Management Policy Plan*.

### *Advisory Comment*

The City needs to provide the Council with the dates that the watershed management commissions approve the LSWMP and the date the City adopts the final LSWMP. The City also needs to send the Council a copy of the final adopted LSWMP if it differs from the plan submitted in December 2009.

## **CONSISTENCY WITH COUNCIL POLICY**

### **FORECASTS**

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

The Update is consistent with regional policy for forecasts. The RDF designated Robbinsdale as a developed community forecast to add 500 households from 2010 to 2030. While the City's population decreased by 14 percent between 1970 and 1980, the number of households increased between 1970 and 2000 as a result of significant high density residential projects.

The City discussed the requested revisions to population, household and employment forecasts with the Council staff in May 2008, and the Council staff found the proposed revisions reasonable and acceptable. Therefore, the Metropolitan Council's forecast for the City will be officially revised (Table 1) effective upon the Council's final action on the Update.

**Table 1: Metropolitan Council Forecasts for Robbinsdale**

	<b>Census</b>	<b>System Statement Forecasts</b>			<b>Revised Council Forecasts</b>		
	<b>2000</b>	<b>2010</b>	<b>2020</b>	<b>2030</b>	<b>2010</b>	<b>2020</b>	<b>2030</b>
<b>Population</b>	14,123	15,200	16,600	16,500	14,100	14,600	15,000
<b>Households</b>	6,097	6,500	7,000	7,000	<u>6,200</u>	<u>6,500</u>	<u>6,700</u>
<b>Employment</b>	7,109	8,100	8,800	9,600	7,100	7,600	8,100

- *Metropolitan Council 2005 System Statement*

## **2030 REGIONAL DEVELOPMENT FRAMEWORK AND LAND USE**

*Reviewer: Tori Dupre, CD – Local Planning Assistance, (651-602-1621)*

The Update is consistent with the *Regional Development Framework* (RDF) policies for *Developed* communities. The RDF states that developed communities need to accommodate their growth forecasts through reinvestment at appropriate densities, 5-plus units per acre in developed areas, and target higher density in locations that have convenient access to transportation corridors and adequate sewer capacity.

The Council expects the City to meet densities of at least five units per acre through reinvestment, redevelopment, planning and zoning. The Council will monitor redevelopment in all developed communities to ensure that the Council's density policies and residential growth goals are met. The City will be encouraged to participate by providing additional information on redevelopment activities.

### Existing Land Use

Robbinsdale is a first-ring suburb and was considered fully-developed by 1970. Residential is the City's largest land use, occupying about 48 percent of the City's total, and road/rail right-of-way is the second largest land use at about 30 percent.

North Memorial Medical Center is the City's largest employer with 3,500 employees on approximately 30 acres located west of the intersection of County Roads 81 and 153. The City's major transportation thoroughfares include State Highway 100 and County Road 81 (Bottineau Boulevard). The Victory Memorial Parkway, a regional trail, forms the City's eastern boundary.

The City's existing residential density is high since the low density residential averages 5.87 dwelling units per acre. The existing density average is 7.1 units per acre, and ranges from over 5.0 units/acre for low density, to 28.6 units per acre for high density. Table 2 compares the City's Existing Land Uses (as of 2000) with Future Land Uses.

### Future Land Use

The Update anticipates little change during this planning timeframe given the City's developed character. However, it describes the City's infill and redevelopment opportunities that include the scattered site development program, infill and redevelopment areas, and available vacant, excess right-of-way (4 acres) conveyed to the City from the MN Dot. The Future Land Use plan identifies future mixed use redevelopment sites along the County Road 81 (Bottineau Boulevard transit corridor).

To accommodate 500 new households at five units per acre, the City needs to guide approximately 100 acres for residential redevelopment. The Future Land Use plan identifies 18.9 acres of new Mixed Use located generally in the downtown and south along CR 81. It guides 15.8 acres for medium density residential (redevelopment) at 8 to 12 units per acre, allowing a potential 127 to 190 future units. It guides 18.9 acres for mixed use (redevelopment) at 8 to 60 units per acre, allowing a potential 151 to 1,134 future units. Therefore, the City's Future Land Use plan identifies the opportunities to accommodate the 2030 forecast growth at appropriate residential densities, and meets the Council's *RDF* policies for a "*Developed*" community.

**Table 2: Robbinsdale Existing and Future Land Use**

*(source: Land use table in stages rec'd April 16 2010)*

<b>Land Use</b>	<b>Existing Land Use 2000</b> (net acres)	<b>Future Land Use 2030</b> (net acres)	<b>Acres Change</b>
Low Density Residential (5.5 to 7.0 units/acre)	827.1	830.0	3.2
Medium Density Residential (8 to 12 units/acre)	3.8	19.6	15.8
High Density Residential (12 to 60+ units/acre)	41.5	41.5	0.0
Mixed Use (primarily Residential) (8 to 60+ units/acre)	1.4	20.3	18.9
Commercial	75.9	47.2	-28.7
Industrial	10.1	10.1	0.0
Office	1.5	11.3	+9.8
Institutional	80.0	65.1	-14.9
Parks and Recreation	173.1	173.1	0.0
Roadway right-of-way	525.6	521.5	-4.1
Railroad	30.7	30.7	0.0
<b>Total</b>	<b>1770</b>	<b>1770</b>	<b>0.0</b>

**Table 3: Future Residential Density**

<b>Future Residential Land Uses</b>	<b>Density Min</b>	<b>Density Max</b>	<b>Net Acres</b>	<b>Min Units</b>	<b>Max Units</b>
Low Density (infill)	5.5	7.0	3.2	17.6	22.4
Medium (redevelopment)	8.0	12.0	15.8	126.6	189.8
Mixed Use (redevelopment)	8.0	60.0	18.9	151.2	1,134.0
<b>Total Units</b>			<b>37.9</b>	<b>295.4</b>	<b>1, 346.2</b>
			<b>Overall Density</b>	<b>7.8</b>	<b>35.5</b>



## **HOUSING**

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

The Update fulfills the housing requirements of the Metropolitan Land Planning Act (MLPA). The Update acknowledges the City's share, 133 units, of the region's affordable housing need for the 2011 to 2020 period.

To provide opportunities to meet this need the Update indicates that approximately 16 acres of land will be available for medium density residential development, at 8-12 units per acre, and 19 acres will be available for higher density residential development within the mixed use primarily residential land use category, at 8 to 60-plus units per acre. 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 City will partner with, support and market programs offered by Hennepin County, the state, Minnesota Housing, federal and non-profits. The Update provides an extensive list of the programs and local initiatives that the City will use to address lifecycle and affordable housing needs. Robbinsdale is an active participant in the Local Housing Incentives program of the Livable Communities Act, and has applied for and received over \$2.2 million 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 *WRMPP* for ISTS and indicates that the City has five operating ISTS. The City has delegated all authority for the construction of new and maintenance of existing ISTS to Hennepin County. At present the County is revising its oversight program to meet revised Minnesota Pollution Control Agency Rules and Council Policies.

## **WATER SUPPLY**

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

The Update is consistent with the *WRMPP* for water supply. The Council encourages the City to promote efficient water use through conservation education.

## **RESOURCE PROTECTION**

### ***Historic Preservation***

*Reviewer: Tori Dupre, CD – Local Planning Assistance, (651-602-1621)*

The Update contains a section on Historic Preservation as required by the MLPA. The Update notes that the former library building, built in 1925, is listed in the National Register of Historic Places. The Update lists 15 historic buildings and natural areas that are protected by the City.

### ***Solar Access Protection***

*Reviewer: Tori Dupre, CD – Local Planning Assistance, (651-602-1621)*

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

### **Aggregate Resources Protection**

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

The *Minnesota Geological Survey Information Circular 46* indicates that the City contains no aggregate resource deposits as the community is developed.

### **PLAN IMPLEMENTATION**

*Reviewer: Tori Dupre, CD – Local Planning Assistance, (651-602-1621)*

The Update includes a description of:

- Capital Improvement Program (CIP) Yes
- Zoning Code description Yes
- Zoning Map Yes
- ISTS Codes NA
- Housing Implementation Program Yes

The Update contains an implementation chapter as required by the MLPA which includes a Capital Improvement Plan 2008-2012, with standards and programs to implement the Update.

### **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 September 12, 2008. No compatibility issues with plans of adjacent governmental units and plans of affected special districts and school districts were identified.

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

- 2008 CPU Transmittal form received June 10, 2009
- City of Robbinsdale *2030 Comprehensive Plan Update* dated May 29, 2009, received June 1, 2009 (includes CIP).
- Sanitary Sewer Map dated April 9, 2009, received June 1, 2009
- Adjacent local government comments from Golden Valley dated December 12, 2008, Shingle Creek Watershed Management Commission dated November 7, 2008, and Three Rivers Park District dated November 26, 2008.
- Supplemental information received February 18, 2010 addressing forecasts, ISTS, Land Use, Surface Water Management, Water Supply plan, Parks, Transportation and Transit.
- Supplemental information received April 16, 2010 addressing land use, redevelopment, 2030 forecast totals by traffic analysis zones and sewer flows.

## **ATTACHMENTS**

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

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

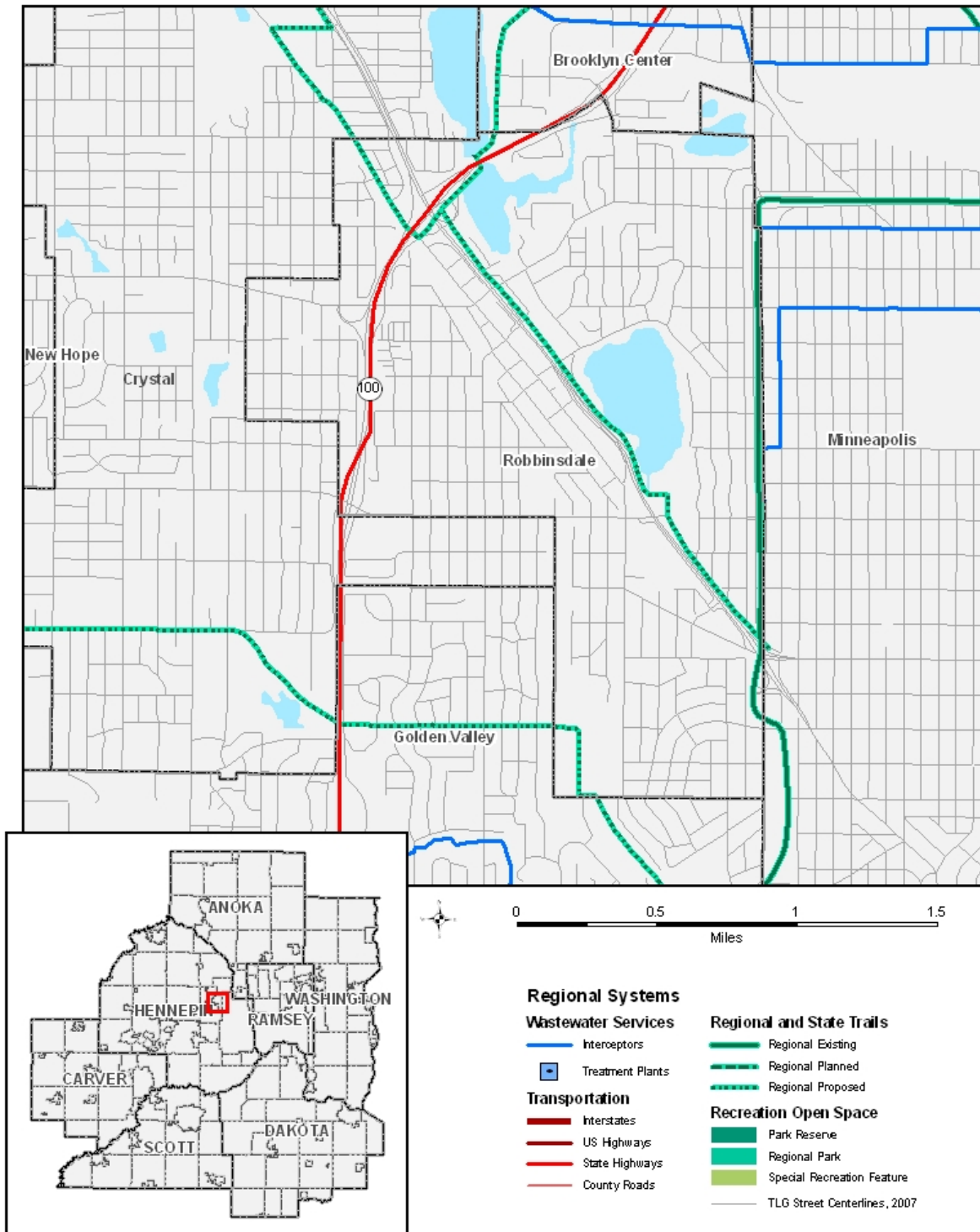


Figure 2. 2030 Regional Development Framework Planning Areas  
**Robbinsdale**

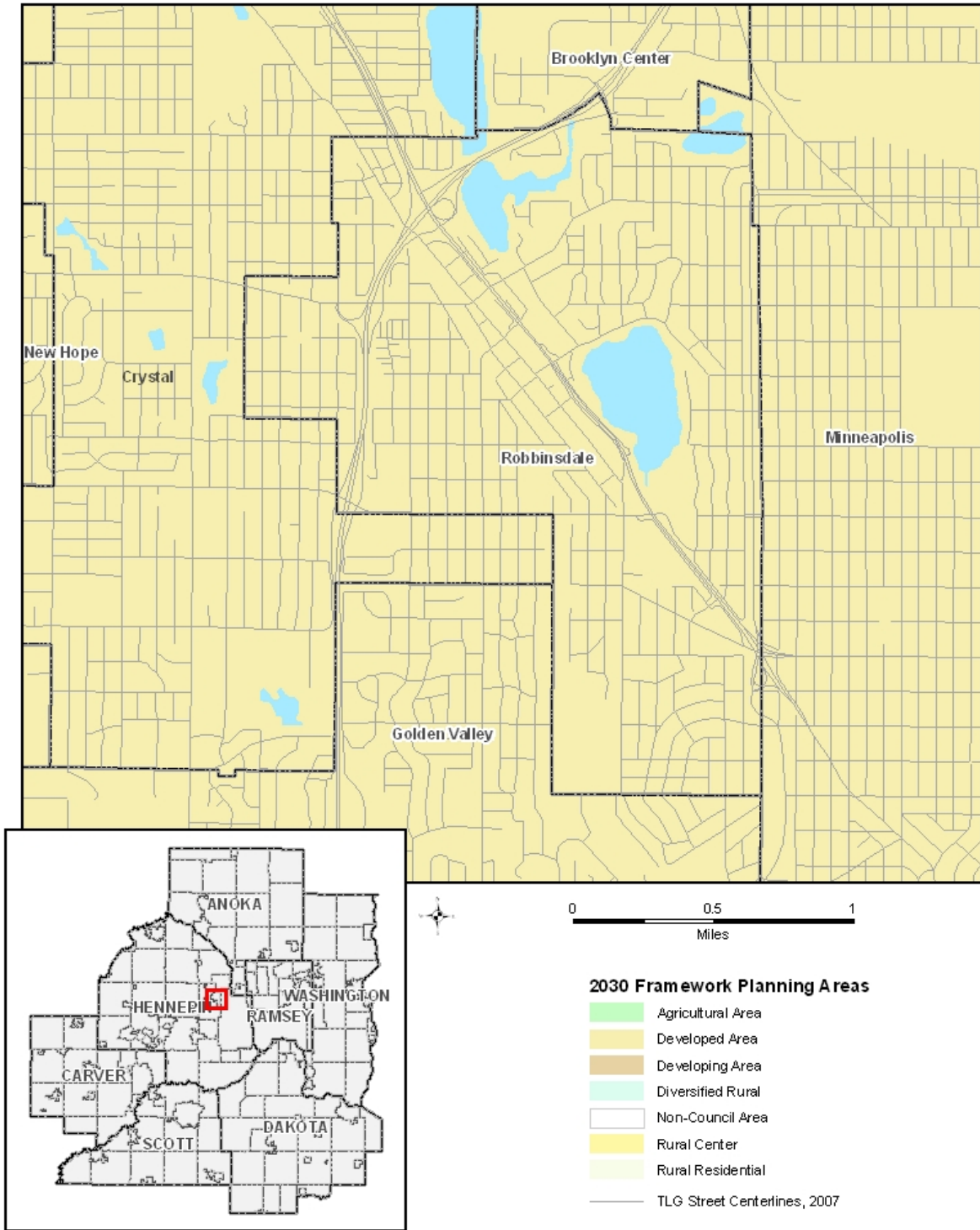
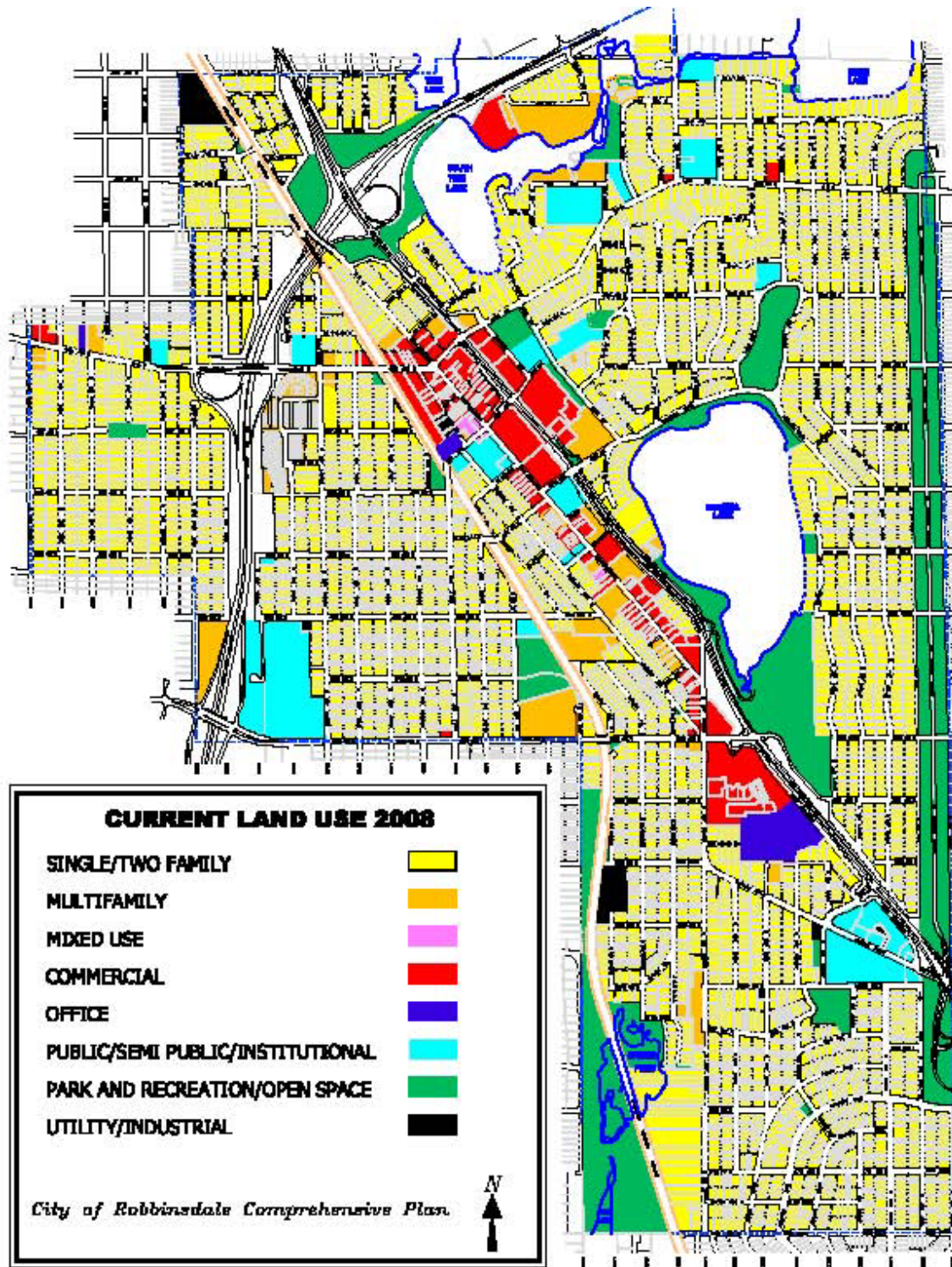




Figure 3. Existing Land Use  
City of Robbinsdale



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**Figure 4. 2030 Future Land Use**  
 City of Robbinsdale

