

J Community Development Committee Environment Committee

For the Metropolitan Council meeting of June 22, 2011

ADVISORY INFORMATION

Subject: City of Vadnais Heights 2030 Comprehensive Plan Update
Review File No. 20811-1
Tier II Comprehensive Sewer Plan

Proposed Action

That the Metropolitan Council adopt the Advisory Comment and Review Record and take the following actions:

Recommendations of the Community Development Committee:

1. Authorize the City of Vadnais Heights to put its 2030 Comprehensive Plan Update into effect.
2. Adopt the revised forecasts for the City of Vadnais Heights as detailed in Table 1 of the Review Record.
3. Advise the City to:
 - a. Participate in the Council's activities to monitor development and redevelopment in Developed communities.
 - b. Implement the advisory comments in the Review Record for Forecasts and Surface Water Management.

Recommendations of the Environment Committee:

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

Summary of Committee Discussion / Questions

Community Development Committee

Lisa Barajas, planning analyst, presented the report to the Committee and introduced the City's planning consultant, Bill Weber. Council Member Cunningham asked whether communities were being asked to include updated census information in their comprehensive plans as we are reviewing them at this point. Barajas explained that communities submitting their plans were still responding to and being reviewed against their 2005 System Statements, which include their forecasts, but not updated information regarding Census data. She also explained that the City staff worked with the Council staff to revise their System Statement forecasts, and those are reflected in their Update.

The Committee unanimously adopted the proposed actions.

Environment Committee

Kyle Colvin, Assistant Manager, Engineering Services, provided an overview of the comprehensive plan process and presented the Vadnais Heights Wastewater Plan for action.

Council Member Rummel asked why the Update contained different housing and employment numbers than those issued in the System Statement. Staff responded that in developing the

System Statement forecasts for housing and employment, staff uses the current land use plan and what they understand is the available undeveloped land areas in the city. Through the Update process, the City re-designated land uses in some areas to provide more employment opportunities in areas that were previously guided as residential uses. The City has the ability to adjust its forecasts through the Update process.

Council Member Melander asked about the cost and amount of time spent by the Council and municipalities to go through the comprehensive plan process. Staff said it varies, depending on the complexity and size of the community and on the comprehensive plan itself. Council staff will typically spend about 3-4 weeks reviewing the Update documents. The Vadnais Heights Update took about this amount of time. Cities will typically hire consultant(s), and costs to develop a comprehensive plan update can range between \$10,000s to \$100,000s. Plans for a city like Minneapolis or St. Paul require a significantly longer time to review, and are more costly to prepare. Melander asked if the plans are typically boilerplate, or if each community has unique information that it includes in the Update. Staff responded that a handbook (checklist) is posted on the Council's website that provides direction to communities in preparing their plans. This handbook includes a checklist of required information that each Update needs to include. This ensures consistency and greatly reduces the need to request additional information from the city and the number of drafts of the Update. A common issue with initial drafts of comprehensive plans was consistency between the different chapters. Many times, different consultant will work on different sections (Transportation, Wastewater, Land Use planners), and the forecasts within each section will be inconsistent with one another.

Council Member Rummel noted that plans are required to be consistent with Council policies, and she asked how the policies are developed and how often they are updated. Staff explained that policy development begins during the initial stages of developing the *Regional Development Framework*. Basic policies are included in the Framework, which is developed first, then more specific system policies are included in each system policy plan. For instance, wastewater system policies are included in the *2030 Water Resources Management Policy Plan*. Rummel asked if these policies are long-established policies, or if they can be changed. Staff stated that many of the general policies are routinely included in each policy plan, however policies are added or changed from time to time such as the Council's I/I goal for communities, which was new for this round of comprehensive plans.

Motion to approve the City of Vadnais Heights's Tier II Comprehensive Sewer Plan was made, seconded, and passed unanimously.

C Community Development Committee
Meeting date: June 6, 2011

E Environment Committee
Meeting date: June 14, 2011

ADVISORY INFORMATION

Subject:	City of Vadnais Heights 2030 Comprehensive Plan Update Review File No. 20811-1 Tier II Comprehensive Sewer Plan
District(s), Member(s):	District 11, Council Member Sandy Rummel
Policy/Legal Reference:	Minnesota Statutes Section 473.175
Staff Prepared/Presented:	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
Division/Department:	Community Development / Planning & Growth Management Environmental Services / Engineering Services

Proposed Action

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Recommendations of the Community Development Committee:

1. Authorize the City of Vadnais Heights to put its 2030 Comprehensive Plan Update into effect.
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3. Advise the City to:
 - a. Participate in the Council's activities to monitor development and redevelopment in Developed communities.
 - b. Implement the advisory comments in the Review Record for Forecasts and Surface Water Management.

Recommendations of the Environment Committee:

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

ADVISORY COMMENTS

City of Vadnais Heights 2030 Comprehensive Plan Update and Tier II Comprehensive Sewer Plan

Review File No. 20811-1 – Council Business Item No. 2011-156

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.
 - c. Submit to the Council a copy of the City Council resolution evidencing final approval of the Update.
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 from the City’s governing body. After the Update receives final approval from 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 Vadnais Height is located in central Ramsey County. The City is bordered by the City of North Oaks to the north; the City of White Bear Lake, White Bear Township, and the City of Gem Lake to the east; the City of Maplewood and the City of Little Canada to the south; and the City of Shoreview to the west. (See Figure 1.)

The *2030 Regional Development Framework* (RDF) identifies the City as a Developed planning area (see Figure 2). The City submitted its City of Vadnais Heights Comprehensive Plan 2010 (Update) to the Council for review to meet the Metropolitan Land Planning Act requirements (Minn. Stat. 473.175) and the Council's 2005 System Statement requirements.

Rationale

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 the 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 the Plans of Adjacent Governmental Units and Plans of Affected Special Districts and School Districts

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

Funding

None.

Known Support / Opposition

There is no known opposition.

REVIEW RECORD

Review of the City of Vadnais Heights 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 *2030 Regional Parks Policy Plan*. The Update acknowledges and plans for the regional park system facilities in the City, which include Vadnais-Snail Lakes Regional Park, the Highway 96 Regional Trail, the planned Bruce Vento Regional Trail, and the proposed St. Anthony Spur Regional Trail.

Transportation

Roads and Transit

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

The Update conforms to the *2030 Transportation Policy Plan (TPP)*, adopted in 2004, and addresses all the applicable transportation and transit requirements.

The City is served by segments of two principal arterials: I-694 and I-35E. These highways were recently reconstructed through the City, the "Unweave the Weave" project. The City is within the Metropolitan Transit Taxing District and lies within Market Area III. Service options for Market Area III include peak-only express, small vehicle circulators, midday circulators, special needs paratransit (ADA, seniors), and ridesharing.

Aviation

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

The Update conforms to the TPP and is consistent with the Council's policies for aviation.

Water Resources Management

Wastewater Service

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

The Update conforms to the *2030 Water Resources Management Policy Plan* (WRMPP) for wastewater service. 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 primarily provided by Council Interceptors 1-VH-422, 1-VH-423, 1-VH-423A, and 7122. The Update projects that the City will have 6,100 sewer households and 10,100 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.

Vadnais Heights has been identified as a community impacted by wet weather occurrences. The City is currently on the Council's list of communities having an inflow and infiltration (I/I) reduction goal. The City has committed to mitigate excessive I/I at levels equal to the Council's Surcharge amount. The Update includes a description of a reduction plan which includes televised inspections, repair and replacement of the City's system, as well as completion of a three-year sump pump inspection program whereby all residential and commercial buildings have been determined by the City to meet all applicable requirements. The City has an ordinance that prohibits the connection of sump pumps into the sanitary sewer system.

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's 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 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 and Ramsey Washington Metro watersheds. The Vadnais Lake Area Watershed Management Organization and the Ramsey Washington Metro Watershed District watershed management plans were approved by the Board of Water and Soil Resources in 2007.

The City prepared a local surface water management plan (LSWMP) that was reviewed by the Council under separate cover. The LSWMP was found to be consistent with Council policy and the Council's WRMPP.

Advisory Comments

After the City adopts its LSWMP, the City needs to forward to the Council a final copy of the LSWMP along with the dates that the watershed organizations approved the plan and

the date the City adopted the final plan.

CONSISTENCY WITH COUNCIL POLICY

Forecasts

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

The Update is consistent with the Council's policies for forecasts. The Update proposes revised forecasts based on limited residential land supply and a City-expected rebound from employment losses.

City and Council staff have corresponded regarding appropriate forecast revisions. The City proposes expanded commercial land guidance and a higher employment forecast, despite recent employment losses in the City. Council staff consider this ambitious, but agree for this planning cycle. Council staff will monitor employment and development outcomes and may revise the employment forecast again with the next regional development framework.

The City also proposes that 800 additional housing units can be accommodated through new housing on 103 acres of undeveloped land and the medium- or high-density redevelopment of approximately 30 acres of current large lots. While this is possible, the City has artificially restricted its residential land supply by banking land for commercial uses. The Update states that residential land supply "is not nearly enough to accommodate the demand forecast shown in table LU-5. However, there is more than enough commercial and industrial land available." The City should revise its planned land guidance to accommodate new residential uses to meet the forecasted household demand.

Council staff can agree to the proposed forecasts revision shown in the November 2010 submittal of the Update. Metropolitan Council forecasts will be officially revised as shown in Table 1 below, effective upon Council action on the Update.

Table 1. City of Vadnais Heights Revised Forecasts

	2010	2020	2030
Population	13,200	13,800	14,500
Households	5,300	5,700	6,100
Employment	7,100	9,100	10,100

For reference, the City's System Statement forecasts are shown in Table 2 below.

Table 2. City of Vadnais Heights System Statement Forecasts

	2010	2020	2030
Population	13,800	14,300	16,800
Households	5,600	6,100	7,400
Employment	8,000	8,500	9,100

Advisory Comments

The proposed forecast revisions results in a revision of the City's share of the regional affordable housing need from 170 units to a new target of 136 units.

Council staff advise the City to consider opening additional land, currently guided but unused as commercial land, to residential development in support of accommodating the City's forecasted growth of 800 households over the next 20 years.

2030 Regional Development Framework and Land Use

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

The Update, with supplemental materials, is consistent with the 2030 Regional Development Framework (RDF) for land use, which designates the City as a Developed community. 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 to support developments that integrate land uses.

The City has developed policies to support economic development through infrastructure investments and directing commercial and industrial development along the City's major transportation corridors and interchanges; to promote infill development in existing neighborhoods and to encourage redevelopment in commercial and residential areas; and to ensure compatibility among existing and new developments. The Update also describes policies to reduce land use conflicts through redevelopment of blighted, vacant, or underutilized properties, enhanced buffering or screening, and improved building or site design.

As shown in the attached Figure 3, low density residential land uses are the primary land use in the City, accounting for about 25% of the City's total area. Parks, both City and Regional, are another significant land use covering approximately 13% of the community, with lakes and wetlands covering approximately 27% of the City. Figure 3 also shows the portions of the community that are considered Undeveloped, which are mainly located in the southeastern portion of the community along I-35E, I-694, and U.S. Highway 61. Coupled with the other undeveloped sites are scattered throughout the community, these areas total 362 acres and are targeted for accommodating the City's forecasted growth.

The Update is consistent with the Council's land use policies in establishing an overall residential net density of 5.3 dwelling units per acre. As shown in Table 3 below and in the attached Figure 5, new residential development is planned to be accommodated primarily in the Medium and High Density land use categories and located along the City's major transportation corridors.

Table 3. Planned Net Residential Density

Category	Density Range		Net Acres	Min Units	Max Units
	Min	Max			
Low Density Residential	2.5	5	32	80	160
Medium Density Residential	5	9	46	230	414
High Density Residential	9	22	25	225	550
MDR from LDR	5	9	10	50	90
HDR from LDR	9	22	5	45	110
TOTALS			118	630	1324
Overall Density				5.34	11.22

Advisory Comments

As discussed in the forecast section above, at minimum development densities, the Update guides land to accommodate 630 new housing units, short of the City's forecast for 800 new households. While it is possible for the guided land to accommodate more than 800 new units, it is the Council's policy to use the low end of the density range in determining the City's development capacity. Council staff will continue to monitor development activity in the City through the Council's building permit survey. The City is advised to participate in the Council's activities to monitor

development and redevelopment in Developed communities.

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 needs for 2011-2020 of 136 units. To provide opportunities to meet this need, the Update indicates that approximately 21 acres of land will be available for medium density development at 5-9 units per acre, and 10 acres are designated for high density residential development at 9-22 units per acre.

The Update provides the implementation tools and program that the City will use to promote opportunities to address its share of the region's housing need. These include participating in local, state, and federal programs that address lifecycle and affordable housing needs, as well as the use of local financial resources such as CDBG funds, TIF, bonding and tax abatement, and partnering with the Ramsey County HRA. The City is also an active participant in the Local Housing Incentives program of the Livable Communities Act and has applied for and received \$565,000 in grants through the LCA program.

Subsurface Sewage Treatment Systems (SSTS)

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

The Update is consistent with the Council's WRMPP for SSTS. It states that there are 13 systems in operation within the community: two serving commercial properties, and the remainder serving individual residences. One of the commercial properties is scheduled to receive City sanitary sewer service in 2011. The City indicates that they inspect all remaining systems biennially. The City plans to replace its existing SSTS Ordinance, City Code Chapter 64, with new forthcoming Ramsey County SSTS regulations, following their adoption by the County.

Water Supply

Reviewer: Chris Elvrum, ES – Water Supply Planning, (651-602-1035)

The Update's water supply plan (WSP) is consistent with the policies of the Council's WRMPP. 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 addresses historic preservation in the community, as required by the Metropolitan Land Planning Act. The Update describes the City's history and historic resources, along with the City's policies for preserving, maintaining, and memorializing those resources.

Solar Access Protection

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

The Update addresses the protection of access to solar energy as required by the MLPA. The Update contains policies on the provision of access to solar energy through the setback requirements in the zoning code, along with promoting sustainability and energy efficiency in building design.

Aggregate Resources Protection

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

The Update contains a section on aggregate resources protection as required by the MLPA. While *Minnesota Geological Survey Information Circular 46* data indicates that there is a small potential deposit of aggregate resources in the southeast corner of the community, the City is nearly fully urbanized, and it is unlikely to be a potential source of aggregate resources in the future.

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 Program, which describes the official controls and fiscal devices that the City will employ to implement the Update, with a plan for revising or modifying ordinances to implement the plan. Specific implementation strategies are contained in individual chapters of the Update, with priorities and capital improvements planning detailed in the implementation chapter.

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, Ramsey County, affected school districts, affected watershed districts, and other special districts for comment on August 23, 2010. There do not appear to be any conflicts with the plans of adjacent and affected jurisdictions.

DOCUMENTS SUBMITTED FOR REVIEW

- City of Vadnais Heights Comprehensive Plan 2010 (November 29, 2010)
- Revised local surface water management plan (February 14, 2011)
- Revised sanitary sewer system plan (April 12, 2011)
- Inter-jurisdictional sanitary sewer flow table (April 20, 2011)

ATTACHMENTS

- Figure 1: Location Map with Regional Systems
- Figure 2: 2030 Regional Development Framework Planning Areas
- Figure 3: Existing Land Use
- Figure 4: 2020 Planned Land Use
- Figure 5: 2030 Planned Land Use

Figure 1. Location Map with Regional Systems
 City of Vadnais Heights

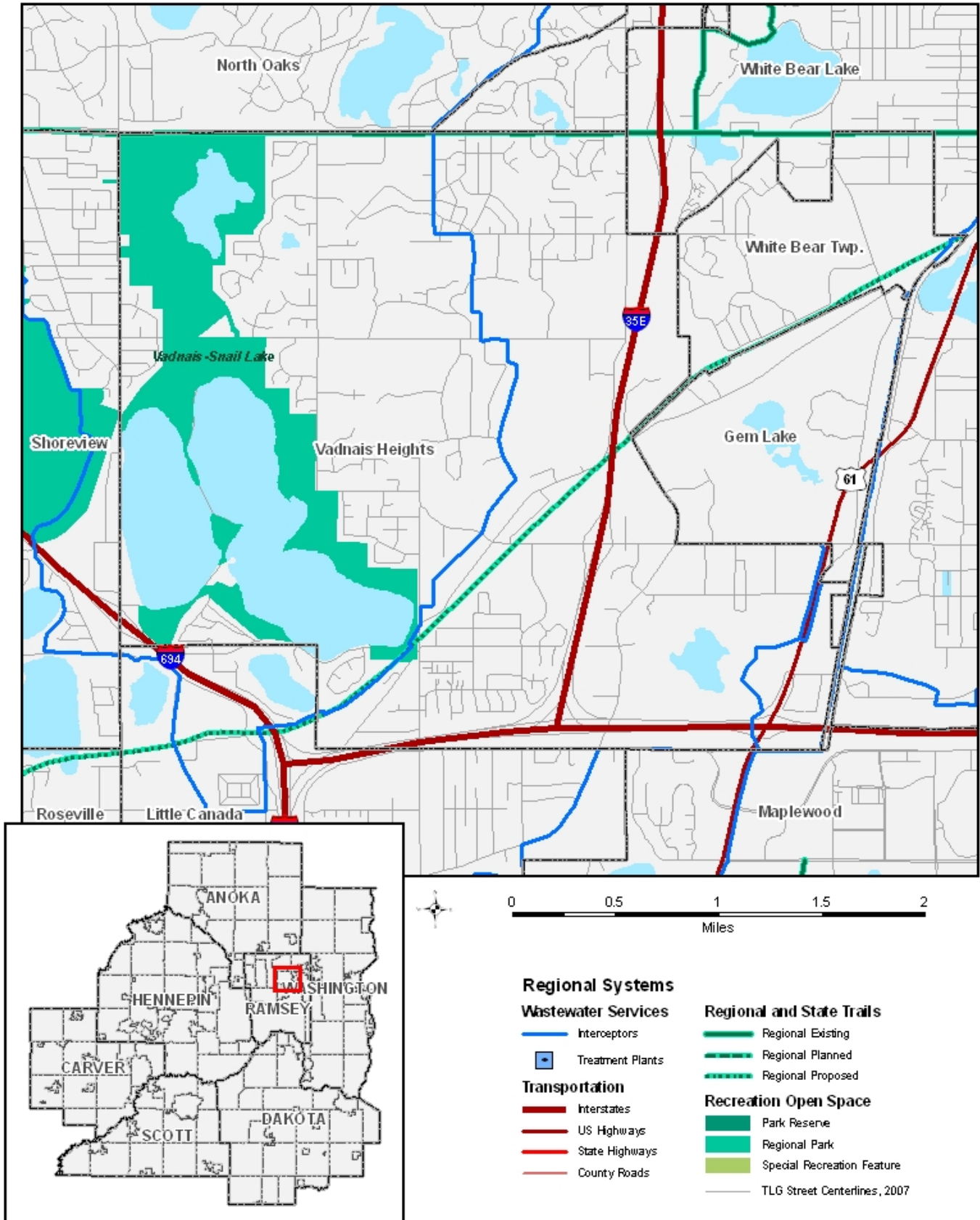


Figure 2. 2030 Regional Development Framework Planning Areas
 City of Vadnais Heights

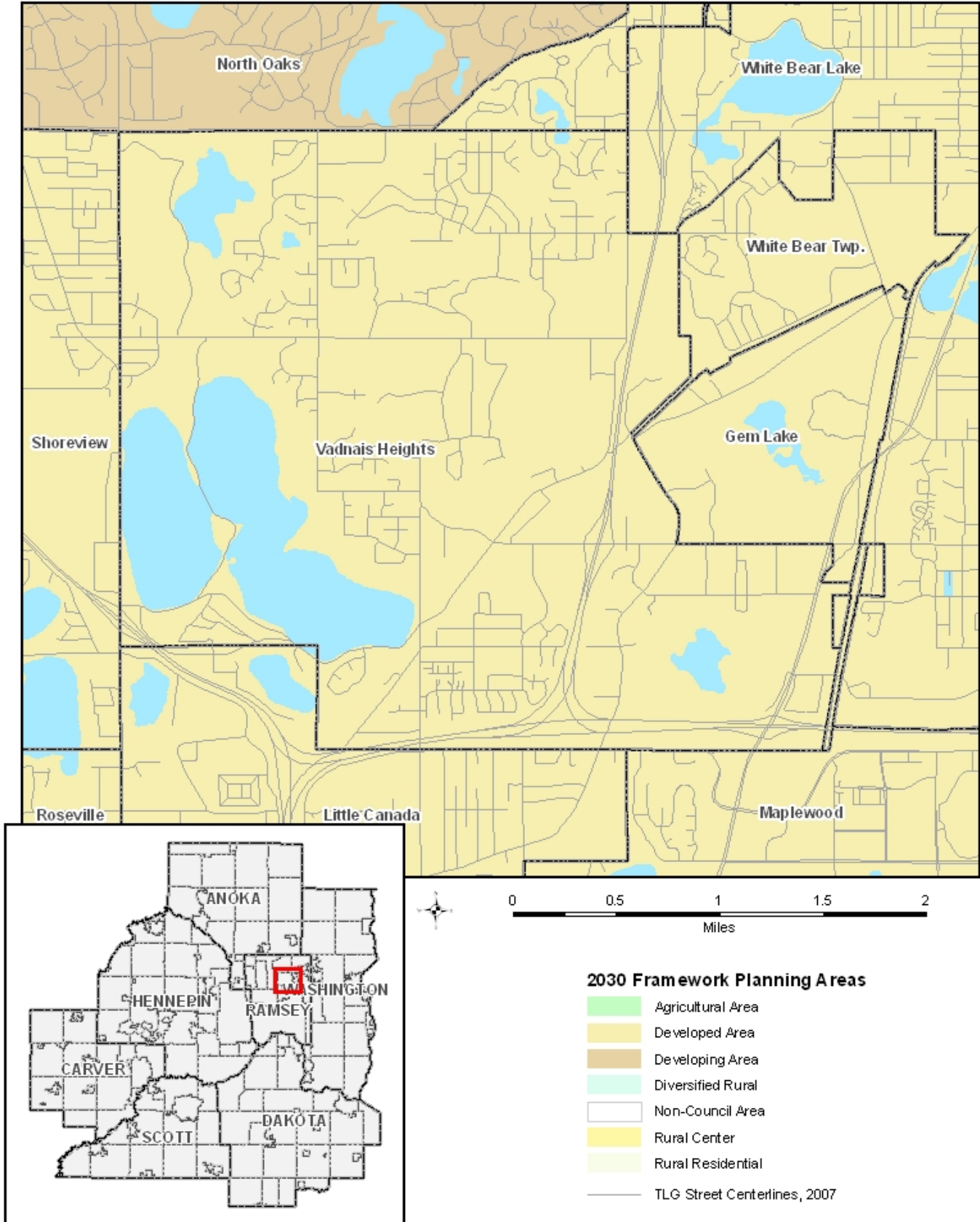


Figure 3. Existing Land Use, 2008

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Figure LU-1
Existing Land Use, 2008

- Low Density Residential
- Medium Density Residential
- High Density Residential
- Manufactured Housing Park
- Commercial
- Office
- Industrial
- Public Institutional and Utility
- Park
- Regional Park
- Undeveloped
- Major Road Rights-of-Way
- Open Water
- Wetland



August 16, 2010

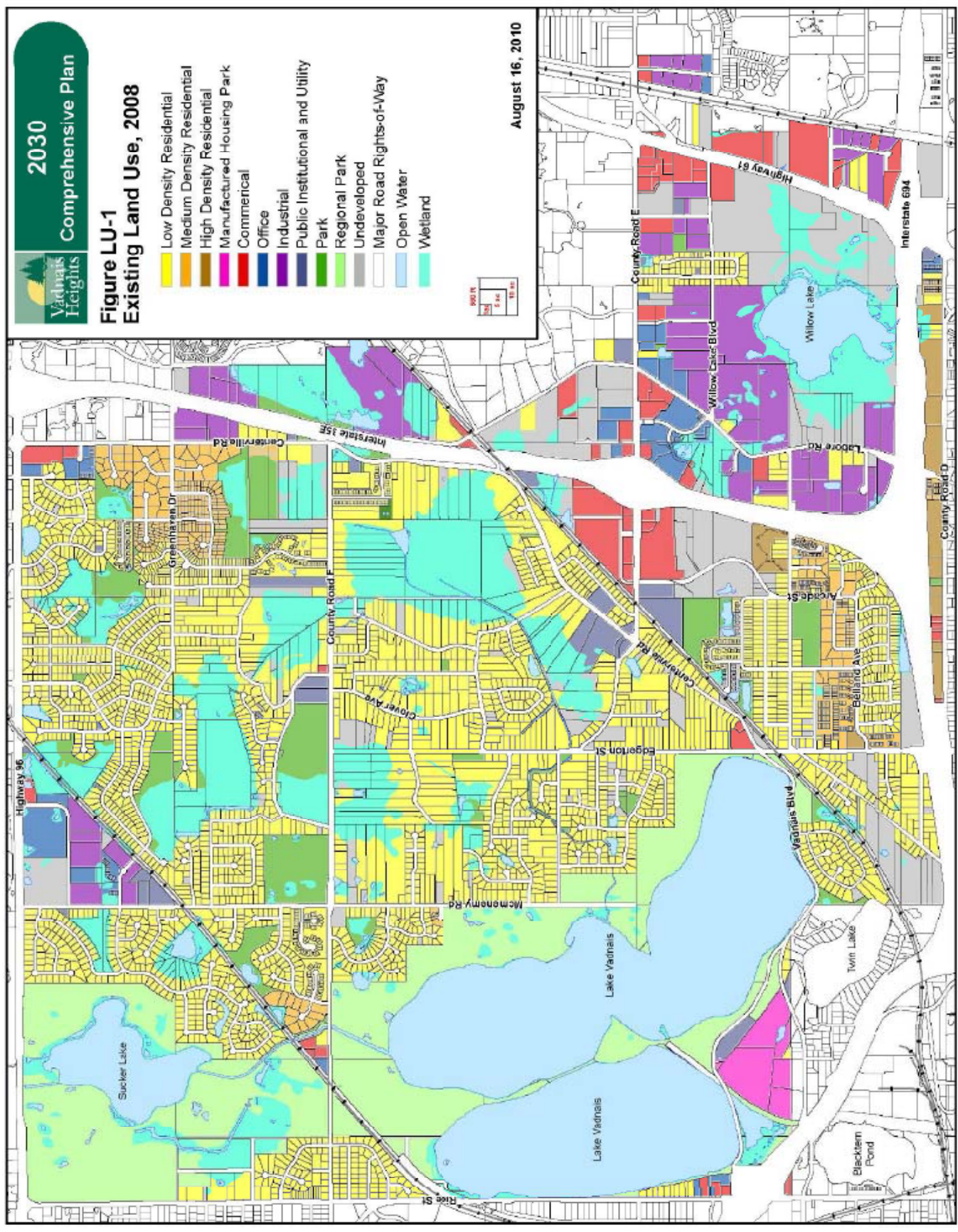


Figure 4. 2020 Planned Land Use

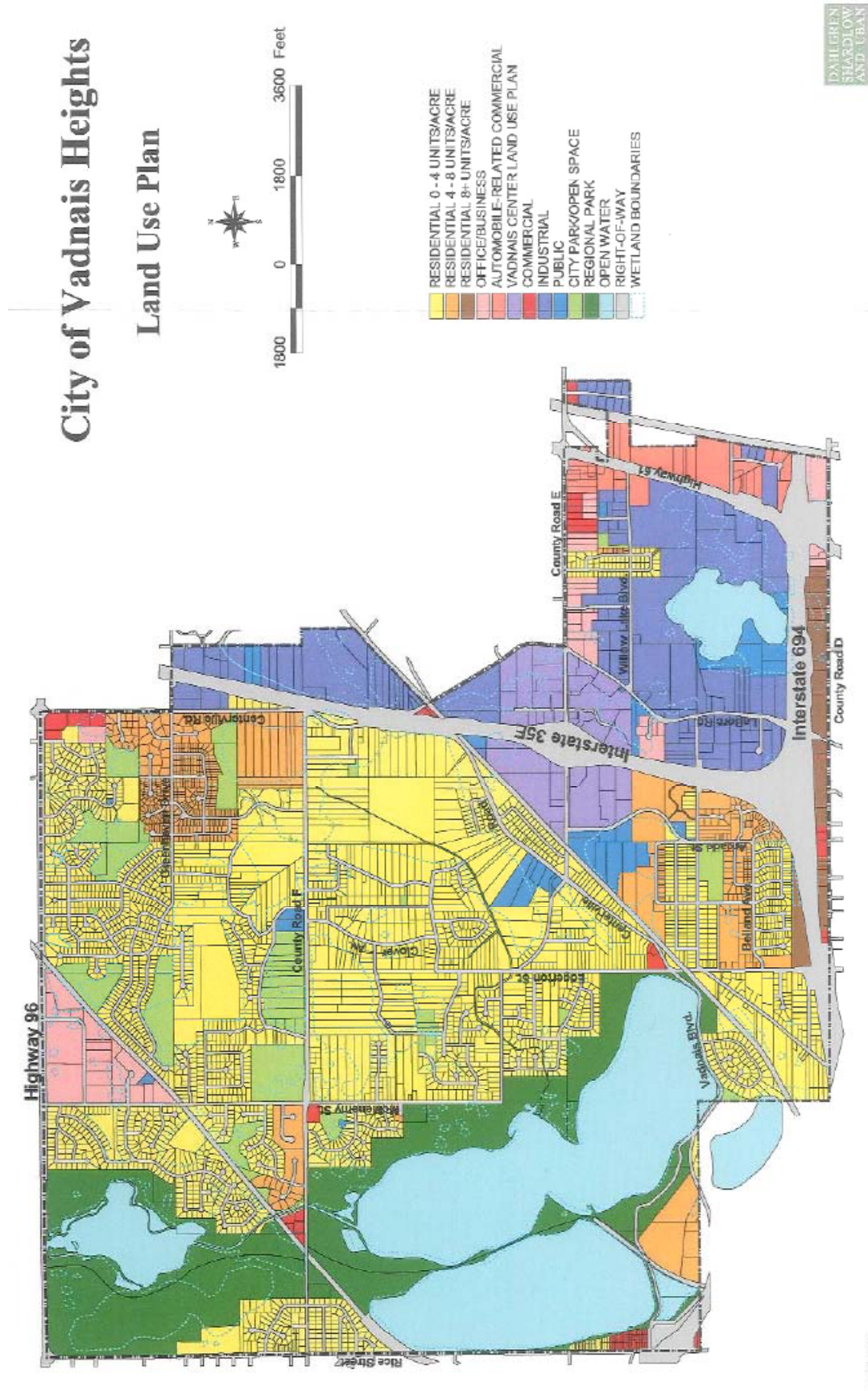


Figure 5. 2030 Planned Land Use
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