

C Community Development Committee
Meeting date: December 7, 2009

E Environment Committee
Meeting date: December 8, 2009

ADVISORY INFORMATION

Date:	November 30, 2009
Subject:	City of St. Louis Park 2030 Comprehensive Plan Update Tier II Comprehensive Sewer Plan Review File No. 20619-1
District(s), Member(s):	District 5, Councilmember Peggy Leppik
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 St. Louis Park 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 *Water Supply* and for *Documents Submitted for Review*.

Recommendation of the Environment Committee:

Approve the City of St. Louis Park's Tier II Comprehensive Sewer Plan.

ADVISORY COMMENTS

City of St. Louis Park 2030 Comprehensive Plan Update and Tier II Comprehensive Sewer Plan

Review File No. 20619-1, Council Business Item No. 2009-441

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 St. Louis Park (City) is a first-ring suburban community of approximately 6,920 acres, or 10.5 square miles, located in Hennepin County. It bordered by the city of Minneapolis on the east, Golden Valley and Plymouth on the north, Minnetonka on the west, and Hopkins and Edina on the south, (Figure 1).

The *2030 Regional Development Framework* (RDF), as adopted by the Metropolitan Council (Council) in January 2004, identified St. Louis Park 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 St. Louis Park 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 *2030 Regional Parks Policy Plan*. The regional parks system facilities in St. Louis Park include the Cedar Lake LRT Regional Trail and the North Cedar Lake Regional Trail, (both of which connect the Minneapolis Chain of Lakes Regional Park to Hopkins), and the proposed South Hennepin Regional Trail, which would follow the Canadian Pacific railroad corridor from Bloomington to Golden Valley. The Update acknowledges and plans for these regional trails.

TRANSPORTATION

Roads and Transit

Reviewers: James Andrew (651-602-1721), Bob Paddock (651-602-1340), MTS – Systems Planning; Steve Mahowald – Metro Transit (612-349-7775)

The Update is in conformance with the *2030 Transportation Policy Plan (TPP)* adopted in 2004, and addresses all the applicable transportation and transit requirements of a comprehensive plan. The City is served by four Principal Arterials, (I-394, TH 169, TH 100 and TH 7), as well as a number of minor arterials, major collectors and local roads.

The City is located within the Metropolitan Transit Taxing District, within 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.

Advisory comment:

- The City needs to be aware that proposed changes to roadway functional classification are not made through the update review process, but must be approved by the Transportation Advisory Board.

Aviation

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

The Update is in conformance with the Aviation policies of the *TPP* 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 is provided wastewater conveyance service through interceptors 1-SLP-470, 7026, and 1-GV-461. The Update projects that the City will have 24,000 sewered households and 52,500 sewered 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.

St. Louis Park 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 Update includes a description of a reduction plan, which includes identifying and addressing I/I issues in the sanitary sewer system. The Update includes a copy of the 2007 citywide I/I study, which refers to the implementation of an inspection program for illegal sump pumps. The Update also refers to roof leaders and foundation drains as illegal connections to 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 policies. Upon adoption of the Update by the City, the action of the Council to approve the Tier II Plan (Plan) becomes effective. At that time, the City may implement its Update to alter, expand or improve its sewage disposal system consistent with the approved Tier II Sewer Plan. A copy of the City Council Resolution adopting its Plan needs to be submitted to the Metropolitan Council for its records.

Surface Water Management

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

The Update is in conformance with the *WRMPP* for local surface water management. The City lies within the Minnehaha Creek and Bassett Creek watersheds. The Board of Water and Soil Resources (BWSR) approved the Bassett Creek Watershed Management Commission’s watershed management plan in 2004. BWSR approved the Minnehaha Creek Watershed District’s watershed management plan in 2007.

The City prepared a Surface Water Management Plan (SWMP) as part of the Update. The SWMP provides an overall framework for successful management of the City’s water resources and is an excellent example of how to integrate the various federal, state, and local requirements into a local plan. The SWMP is consistent with Council policy and the Council’s *WRMPP*.

CONSISTENCY WITH COUNCIL POLICY

FORECASTS

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

Forecasts in the Update are consistent with regional policy. The forecasts used throughout the Update are consistent with Metropolitan Council forecasts for the City, and are shown in Table 1.

Table 1: City of St. Louis Park Forecasts

	2010	2020	2030
Population	47,000	49,300	51,500
Households	22,000	23,000	24,000
Employment	46,200	50,500	52,500

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 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, the City will be expected to meet densities of at least five units an acre through reinvestment, redevelopment, planning and zoning. Starting in 2010, 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.

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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. St. Louis Park is approximately 6,920 acres in size. The Update shows that in 2008 the City’s existing (built) development was primarily low density residential at 2,530.4 acres (36.6%). There were also 383.6 acres of medium density residential (5.5%) and 208.8 acres (3.0%) of high-density residential land use. Commercial and industrial land uses made up 352.7 acres and 416.2 acres (5.1% and 6.0%) respectively. Table 2, below, shows the City’s existing land use; existing land use is also mapped in Figure 3.

Table 2: City of St. Louis Park, 2008 Existing Land Use Table

Land Use	Map	Acres	% of Total
Low Density Residential	RL	2,530.4	36.6%
Medium Density Residential	RM	383.6	5.5%
High Density Residential	RH	208.8	3.0%
Civic Mixed Use	CV-MX	3.5	0.1%
Commercial Mixed Use	COM-MX	14.9	0.2%
Mixed Use	MX	0.0	0.0%
Commercial	COM	352.7	5.1%
Industrial	IND	416.2	6.0%
Office	OFC	205.6	3.0%
Business Park	BP	0.0	0.0%
Civic	CIV	213.5	3.1%
Parks & Open Space	PRK	913.6	13.2%
Public Right-of-Way	ROW	1,514.9	21.9%
Railroad	RRR	162.0	2.3%
Total		6,919.7	100%

Source: City of St. Louis Park Comprehensive Plan, version received 10/5/09

The City’s future land use map places all land in the City into one of fourteen land use categories, (Table 3 and Figure 4). The City is planning for moderate changes to its existing land use pattern between 2008 and 2030 (Figure 5). These include decreases in land guided as Commercial (-17.9 acres) and Industrial (-161.5 acres) and increases in land guided as High Density Residential (+12.2 acres), Mixed Use (+32.5 acres) and Business Park (+122.5).

The Update proposes forecasts showing that the City will grow from 22,000 to 24,000 households between 2010 and 2030. The Metropolitan Council estimates that that the City already had 22,347 existing housing units in 2008. This will require growth of approximately 1,653 additional households in order to meet the City’s forecast for 2030.

Table 3: City of St. Louis Park, 2030 Future Land Use Table

Land Use	Map	Acres	% of Total
Low Density Residential	RL	2,525.3	36.5%
Medium Density Residential	RM	384.9	5.6%
High Density Residential	RH	221.0	3.2%
Civic Mixed Use	CV-MX	0.0	0.0%
Commercial Mixed Use	COM-MX	0.0	0.0%
Mixed Use	MX	32.5	0.5%
Commercial	COM	334.8	4.8%
Industrial	IND	254.7	3.7%
Office	OFC	224.3	3.2%
Business Park	BP	122.5	1.8%
Civic	CIV	225.2	3.2%
Parks & Open Space	PRK	913.6	13.2%
Public Right-of-Way	ROW	1,518.9	22.0%
Railroad	RRR	162.0	2.3%
Total		6,919.7	100%

Source: City of St. Louis Park Comprehensive Plan, version received 10/5/09

Future growth in the City will occur mainly through redevelopment. The Update identifies redevelopment study areas of two main types: future transit station areas for the potential Southwest LRT line (the Beltline, Wooddale and Louisiana stations) and small commercial nodes/corridors located along the City’s major roadways and intersections.

Analysis of information provided in the Update indicates that 34.3 acres of land will be available for residential redevelopment. As guided, the City’s redevelopment areas could accommodate 632 to 2,499 new housing units, at a density range from 18.4 to 72.8 units per acre, (Table 4). This is sufficient to accommodate the 1,653 households needed to reach the City’s 2030 forecasts for households, provided development occurs over the middle of the density range. At approximately 18 units per acre, the low end of the range is well above the minimum density of five plus units per acre needed to meet *RDF* policy.

Table 4: Redevelopment/Infill by Land Use Category

2008-2030		Redevelopment/ Infill by Land Use Category							
Land Use Category	Density Range		2030 Acres	2008-2030	Percent Residential	Gross Res. Acres	Net Acres	Minimum Development Scenario	Maximum Development Scenario
	Min	Max							
Low Density Residential	3	7	2,525.3	-5.1	100%	-5.1	-5.1	-36	-15
Medium Density Residential	6	30	384.9	1.3	100%	1.3	1.3	8	39
High Density Residential	20	75	221.0	12.2	100%	12.2	12.2	244	915
Mixed Use	20	75	32.5	32.5	80%	26.0	20.8	416	1,560
TOTALS			3,163.7			34	34.3	632	2,499
Infill Areas Density (units/acre)								18.4	72.8

Sources: Metropolitan Council and City of St. Louis Park Land Use Table in 5-Year Stages, version received 11/20/09

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 501 units. To provide opportunities to meet this need, the Update indicates an increase of approximately 12 acres of land guided for high-density residential development by 2020 as well as an increase of 32.5 acres guided for mixed-use (80 percent of which is planned for residential use). Allowable density for redevelopment in both categories is between 20-50 units per acre, or up to 75 units acre through a Planned Unit Development (PUD) process.

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 provides an extensive list of the programs and resources the City has used and will use in addressing its affordable housing needs, including an active HRA and the St. Louis Park Rental Coalition, use of CDBG and Housing Improvement Area loans, and partnering with the West Hennepin Affordable Housing Land Trust and Habitat for Humanity. The City is an active participant in the Local Housing Incentives program of the Livable Communities Act, and has applied for and received over \$8.2 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 *WRMP* for ISTS. It indicates that two residences and one business, the Minneapolis Golf Club, utilize ISTS. Notice is sent to property owners every three years, reminding them to maintain to their system in accordance with regulations. The City'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.

Advisory comment:

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

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 the City historically contained extensive aggregate resource deposits. Mining continued throughout the City until as recently as the 1960's, however any remaining aggregate resources are no longer available due to urbanization.

PLAN IMPLEMENTATION

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

The Update includes a description of:

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

The Update contains an implementation chapter as required by the MLPA. The chapter summarizes the City's official controls and includes a schedule for enacting measures to implement the Update. It provides a list of zoning districts, a zoning map and a brief explanation of the city's zoning and subdivision codes. The chapter also summarizes housing implementation measures and the City's Capital Improvements Program. The City's full CIP document is also included as an Appendix to the Update.

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 May 29, 2009. No compatibility issues with plans of adjacent governmental units and plans of affected special districts and school districts were identified.

DOCUMENTS SUBMITTED FOR REVIEW:

- Transmittal form and City of St. Louis Park, *Comprehensive Plan: May 2009 Draft*, received June 5, 2009.
- Surface Water Management Plan, Wellhead Protection Plan and other supplemental information for water, received June 8, 2009.
- Revised Transportation Plan, received June 8, 2009.
- Revised Land Use maps and Sewer Flow Chart, received June 23, 2009.
- Correspondence and revised Comprehensive Plan Update submittal, received October 5, 2009.
- Land Use Table in Five Year Stages, revised version, received November 20, 2009.

Advisory comment:

- The final version of the Update (both paper and electronic versions) will need to incorporate the additional, revised and/or supplementary information noted above.

ATTACHMENTS

- Figure 1: Location Map Showing Regional Systems
- Figure 2: 2030 Regional Development Framework Planning Areas
- Figure 3: Existing Land Use, 2008
- Figure 4: 2030 Future Land Use Plan
- Figure 5: City of St. Louis Park, Land Use Table in 5-Year Stages

Figure 1. Location Map Showing Regional Systems
St. Louis Park

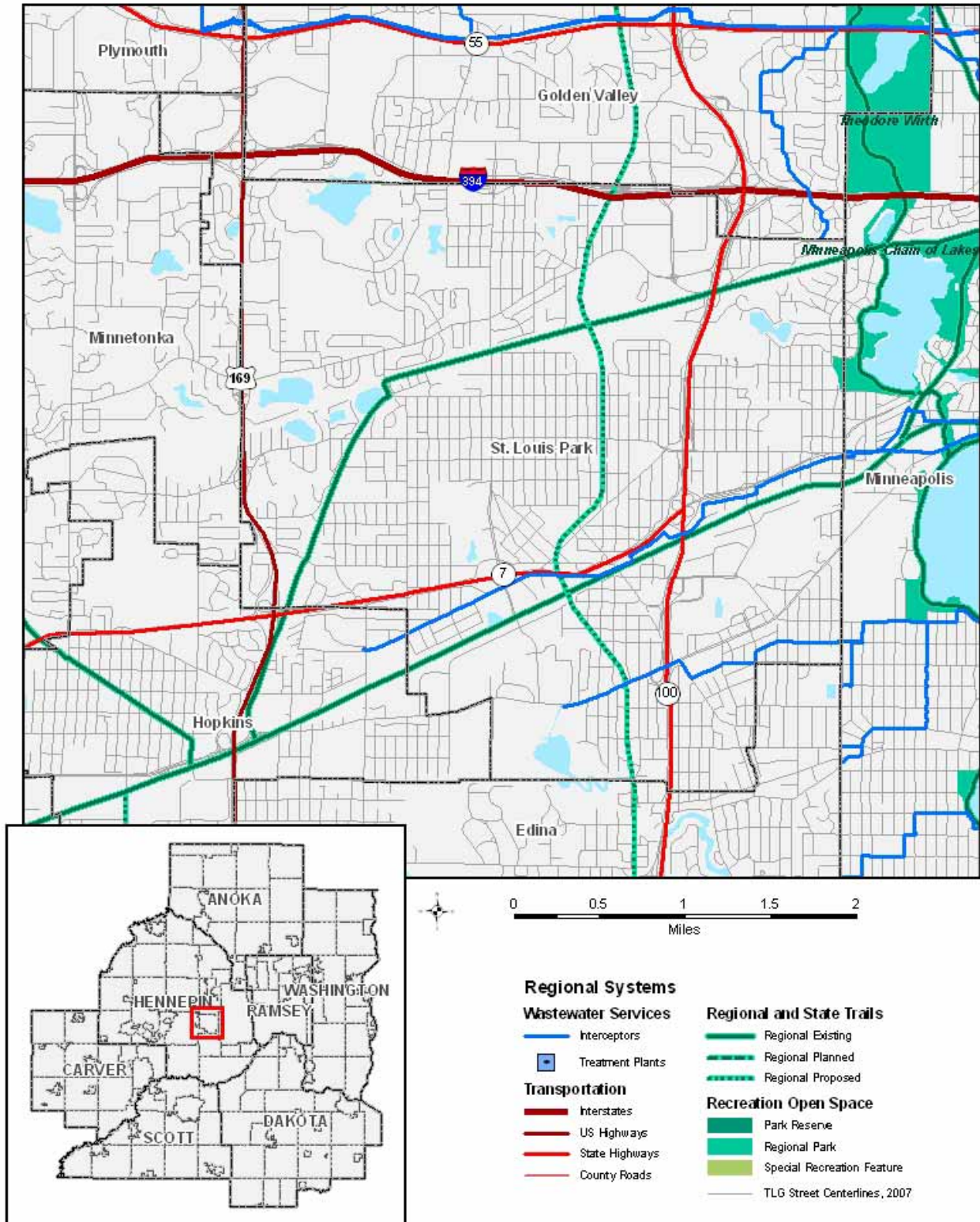
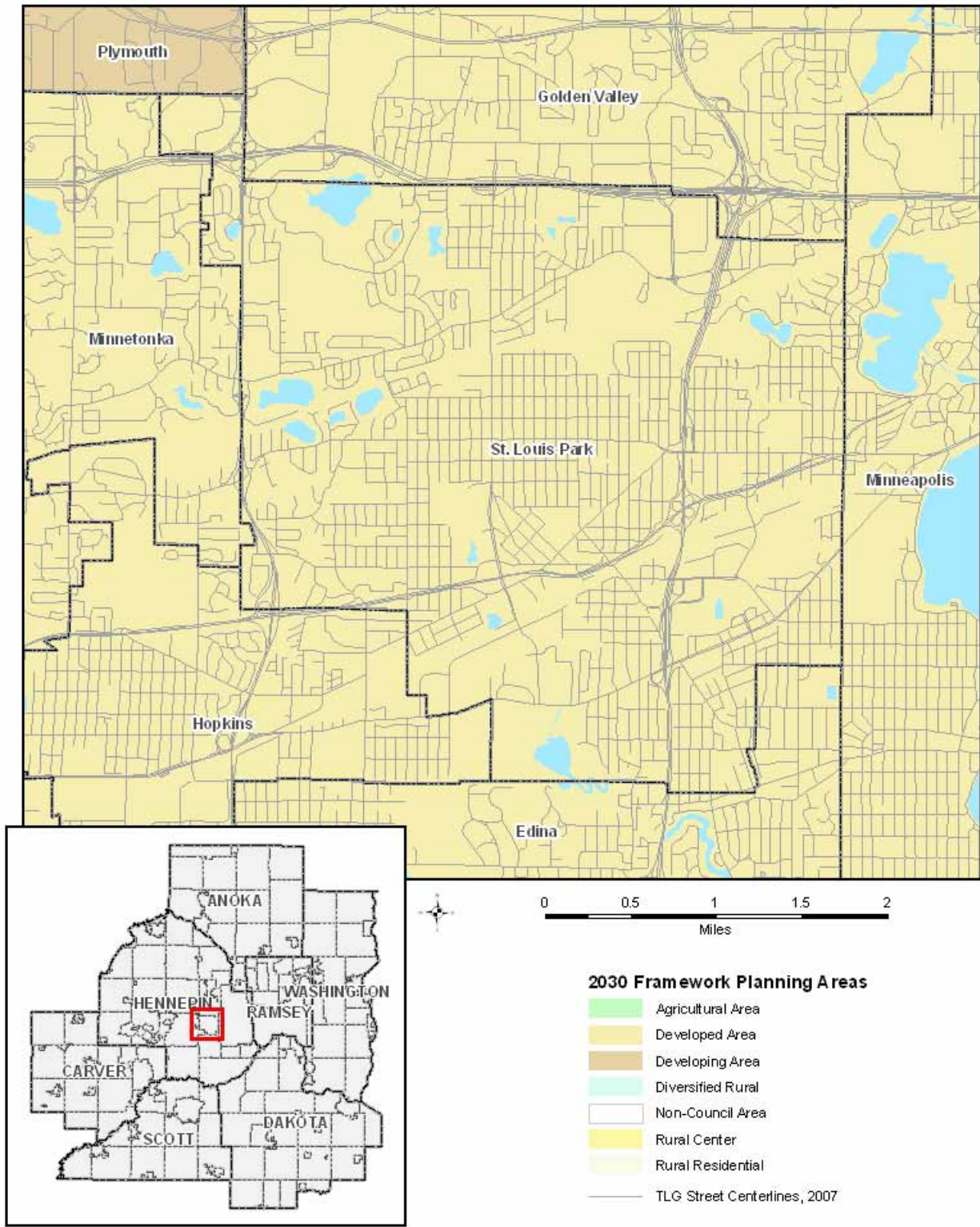


Figure 2. 2030 Regional Development Framework Planning Areas
St. Louis Park



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**Figure 3. Existing Land Use, 2008
City of St. Louis Park**

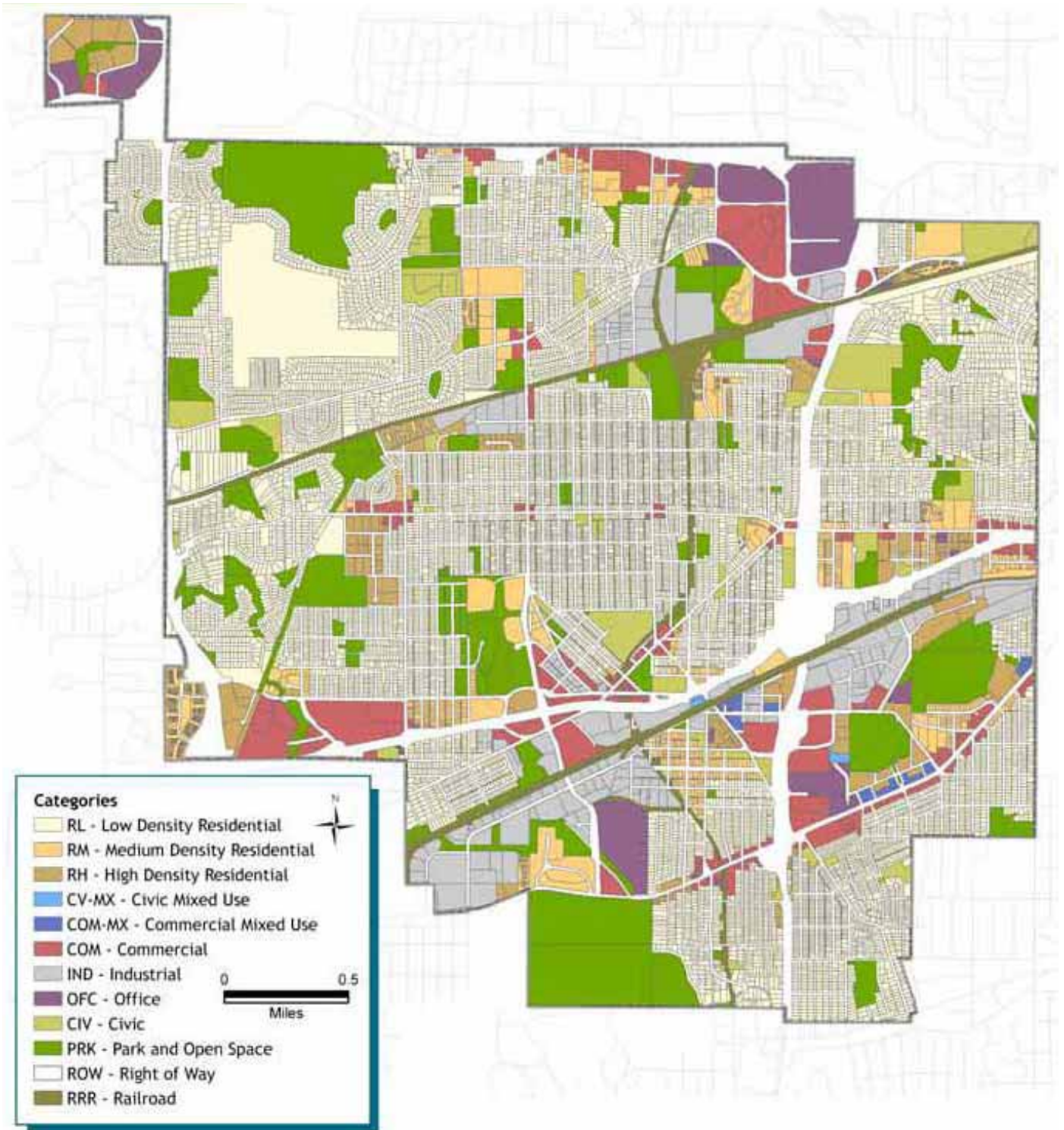


Figure 4. 2030 Future Land Use
City of St. Louis Park

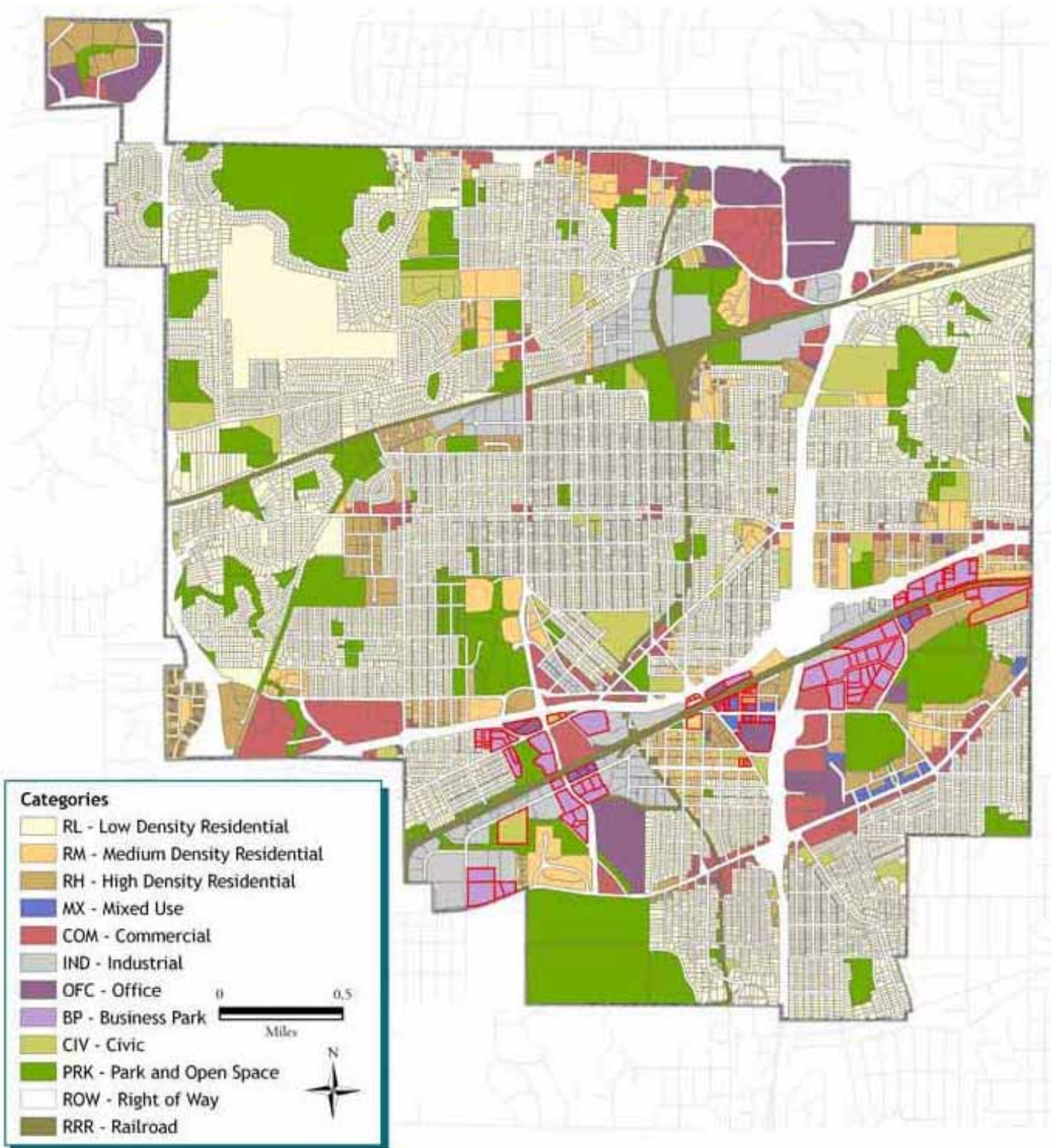


Figure 5: City of St. Louis Park, Land Use Table in 5-Year Stages

Within Urban Service Area	Allowed Density Range Housing Units/Acre		Existing (2008) acres	2010 acres	2015 acres	2020 acres	2025 acres	2030 acres	Change 2000-2030 acres
	Minimum	Maximum							
Residential Land Uses			3122.8	3164.5	3164.5	3163.7	3163.7	3163.7	40.9
Low Density Residential	3	7	2530.4	2530.4	2530.4	2525.3	2525.3	2525.3	-5.1
Medium Density Residential	6	30	383.6	384.9	384.9	384.9	384.9	384.9	1.3
High Density Residential	20	50/75 (PUD)	208.8	216.7	216.7	221	221	221	12.2
Mixed Use Primarily Residential*	20	50/75 (PUD)	0	32.5	32.5	32.5	32.5	32.5	32.5
C/I Land Uses	Est. Employees/Acre		989.4	935.5	935.5	936.3	936.3	936.3	-38.2
Commercial Mixed Use			14.9	0	0	0	0	0	-14.9
Commercial			352.7	352.7	352.7	334.8	334.8	334.8	-17.9
Industrial			416.2	254.7	254.7	254.7	254.7	254.7	-161.5
Office			205.6	205.6	205.6	224.3	224.3	224.3	18.7
Business Park			0	122.5	122.5	122.5	122.5	122.5	122.5
Public/Semi Public Land Uses			2807.5	2819.7	2819.7	2819.7	2819.7	2819.7	15.7
Civic Mixed Use			3.5	0	0	0	0	0	0
Civic			213.5	225.2	225.2	225.2	225.2	225.2	11.7
Parks and Recreation			913.6	913.6	913.6	913.6	913.6	913.6	0
Roadway Rights of Way			1514.9	1518.9	1518.9	1518.9	1518.9	1518.9	4
Railroad			162	162	162	162	162	162	0
Total sewerer land			6919.7	6919.7	6919.7	6919.7	6919.7	6919.7	0

*Mixed Use categories are assumed at 80% residential and 20% commercial. Allowed densities in mixed use areas range from 20 to 50 units (75 under a PUD)**