

C Community Development Committee
Meeting date: July 18, 2011

E Environment Committee
Meeting date: July 26, 2011

ADVISORY INFORMATION

Subject:	City of Lino Lakes 2030 Comprehensive Plan Update Review File No. 20653-2 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

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

Recommendation of the Community Development Committee:

1. Authorize the City of Lino Lakes to put its 2030 Comprehensive Plan Update into effect.
2. Advise the City to:
 - a. Continue to participate in the Council's Plat Monitoring Program.
 - b. Implement the advisory comments for Transportation, Surface Water Management, and Water Supply.

Recommendation of the Environment Committee:

Approve the City of Lino Lakes Tier II Comprehensive Sewer Plan.

ADVISORY COMMENTS

City of Lino Lakes 2030 Comprehensive Plan Update and Tier II Comprehensive Sewer Plan

Review File No. 20653-2 – Council Business Item No. 2011-197

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 Lino Lakes is located in southeastern Anoka County and is bordered by the City of Columbus to the north, the City of Forest Lake to the northeast, the City of Hugo to the east, White Bear Township to the southeast, the City of North Oaks to the south, the City of Shoreview to the southwest, the City of Circle Pines and the City of Blaine to the west, and the City of Ham Lake to the northwest. The City of Lino Lakes also completely surrounds the City of Centerville.

The *2030 Regional Development Framework* (RDF) identifies the City as a "Developing" 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 System Statement requirements on August 30, 2008. The Metropolitan Council reviewed and authorized the City to place its Update into effect on December 9, 2009 (Business Item 2009-412, Review File No. 20653-1).

The Lino Lakes City Council did not choose to place that Update into effect. Rather, the City decided to make changes to the allowable density ranges for the residential land use categories. These changes prompted changes to other portions of the Update, including transportation, the City's growth management policy, housing chapter text, and to sanitary sewer flow projections. The City has also made revisions to transit service information that were prompted from advisory comments from the Council's previous review and Anoka County comments, along with sewer and unsewered household breakdowns resulting from conversations with Council staff. The remaining portions of the 2009 Update submittal remain unchanged.

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

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

Funding

None.

Known Support / Opposition

There is no known opposition.

REVIEW RECORD

Review of the City of Lino Lakes 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

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

The Update conforms to the *2030 Regional Park Policy Plan*. The Update acknowledges and plans for the regional parks system facilities in Lino Lakes, which include Rice Creek Chain of Lakes Park Reserve, Central Anoka County Regional Trail, Rice Creek Chain of Lakes-Bald Eagle Regional Trail, and the Bunker Hills-Rice Creek Chain of Lakes Regional Trail.

Transportation

Roads and Transit

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

The Update conforms to the *2030 Transportation Policy Plan*, adopted in 2004, and addresses all the applicable transportation and transit requirements of a comprehensive plan.

The City is served by segments of three principal arterials: I-35W, I-35E, and Anoka CR 14, as well as a number of "A" Minor Arterial Relievers and Expanders. The City is within the Metropolitan Transit Taxing District and is located in 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.

Advisory Comments

The City needs to be aware that the City's proposed functional classification system (Figure 6-6) should be submitted to the TAC-Planning Committee for approval. This is a separate process from the comprehensive plan update effort.

The revisions to the Update had addressed the Advisory Comments listed for the Transportation section in the staff report for the original review of the Update (Business Item 2009-412, Review File No. 20653-1). Council staff have noted one minor error: the provider for Routes 262 and 275 is Lorenz Bus Service, and not First Student as listed.

Aviation

Reviewer: Russ Owen, MTS – Systems Planning (651-602-1724)

The Update conforms to 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 conforms to the *2030 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 conveyance service through interceptors 9106, 9708, and 8361. The Update projects that the City will have 9,975 sewered households and 8,000 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.

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

The City is not currently identified by the Council as a community impacted by wet weather occurrences. The Update, however, does include a description of an I/I reduction plan, which includes rehabilitation and maintenance of the sanitary sewer system. The City has an ordinance that prohibits the discharge of surface waters of any form 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 developing communities. It was found to be complete and consistent with Council policies. Upon adoption of the Update by the City, the action of the Council to approve the Tier II Plan becomes effective. At that time, the City may implement its Update to alter, expand, or improve its sewage disposal system consistent with the approved Tier II Sewer Plan. A copy of the City Council Resolution adopting 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 conforms to the WRMPP for local surface water management. The City lies within the Rice Creek and Vadnais Lake Area watersheds. The Board of Water and Soil Resources (BWSR) approved the Vadnais Lake Area Watershed Management Organization's and the Rice Creek Watershed District's watershed management plans in 2007 and 2010 respectively.

The City prepared a local surface water management plan (SWMP) in 2005 that was

reviewed under separate cover by Council staff. In addition, in partnership with the Rice Creek Watershed District, the City prepared a resource management plan (RMP) for areas in the Rice Creek watershed in 2008. Together, the RMP and the SWMP fulfill the Council's requirements for local surface water management. The SWMP and the RMP are consistent with Council policy and with the Council's WRMPP.

Advisory Comment

Now that the Rice Creek Watershed District has adopted their new watershed plan (May 26, 2010), the City will need to update its SWMP and have it through the review process by May 26, 2012. The City will need to submit the new SWMP to the Council for review at the same time it is submitted to the watersheds for approval.

CONSISTENCY WITH COUNCIL POLICY

Forecasts

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

The Update is consistent with regional policies for forecast-related content. Council staff and City staff have discussed forecast expectations at several points between 2005 to 2011. Council staff find that growth has stalled over the past three years, and actual counts of 2010 population, households, and employment have lagged behind the City's expectations. Still, Council staff and City staff agree that the forecasts presented in the Update and shown in Table 1 below remain reasonable for planning purposes.

Table 1. City of Lino Lakes Forecasts

	2000	2010	2020	2030
Population – Unsewered	6,914	6,200	3,500	1,700
Population – Sewered	9,877	16,300	22,800	29,000
Population TOTAL	16,791	22,500	26,300	30,700
Households – Unsewered	2,000	2,200	1,300	625
Households – Sewered	2,857	5,300	7,800	9,975
Households TOTAL	4,857	7,500	9,100	10,600
Employment – Unsewered	0	0	0	0
Employment – Sewered	2,671	4,100	6,200	8,000
Employment TOTAL	2,671	4,100	6,200	8,000

In the table above, the sewer-serviced population includes non-household population at Lino Lakes Correctional. Also, the sewer-serviced population and household numbers for 2030 reflect the sewer-service expectations that were missing from the 2009 version of the Update.

2030 Regional Development Framework and Land Use

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

The Update is consistent with the *2030 Regional Development Framework (RDF)*, which classifies the City as a Developing community. Developing communities are expected to accommodate growth, support centers along corridors, and encourage the development of communities where shopping, jobs, and a variety of housing choices co-exist by design. Developing communities are also expected to accommodate sewer residential growth at a net density of at least 3 to 5 units per acre.

The City is approximately 21,267 acres in size with the Rice Creek Chain of Lakes

Regional Park Reserve occupies the center of the City, with the City of Centerville on the eastern side of the park. The locations and extent of these two items present some challenges for the City in providing for integrated land uses and staging sewer development. The Update describes goals and policies to coordinate transportation with land use planning, increase mixed use development in appropriate areas in the City, prevent fragmented development, and provide balanced land use and connectivity that ensures the integration of both sides of the regional park.

The City has developed a staging and growth management plan that details the timing and phasing for wastewater service to all areas within the City. Through 2030, the City plans to accommodate the forecasted household growth through the staging of municipal services in 5-year timeframes (Figure 3-4: Utility Staging Map). The City's staging plan indicates that, to promote an efficient growth pattern, development outside of the current five-year phase will be limited to agriculture-related uses and low density residential at a density of one unit per 10 acres.

The Update guides 2,463 net acres for residential development between 2010 and 2030 as Low, Medium, and High Density Residential uses, as well as Mixed Use. This land, at minimum densities, has more than enough capacity to accommodate the City's forecasted household growth. The City indicates that the additional land is guided to provide the City with flexibility in where development occurs given the City's access to five regional sewer interceptors, the location and extent of the regional park reserve, and the abundance of sensitive natural resources.

The City has guided 519 net acres of land for Mixed Use, with 8 specific project sites identified. Five of these Mixed Use areas were included in the City's existing 2020 comprehensive plan and do not represent a change in guiding. These areas include Lake Drive/77th Ave, Legacy at Woods Edge, CR 49/J, and Hardwood Creek. The four areas have an allowable density range of 8 to 24 units per acre, with specific limits in the Hardwood Creek area and varying residential/commercial land allocations (see Table 3 below).

Table 3. Mixed Use Site Characteristics*

Mixed Use Area	Gross Acres	Net Acres	Residential / Commercial	Net Residential Acres Phasing		Density Range (units /acre)
				2010-2020	2020-2030	
Robinson Farm	29	27	75/25	10	10	8 to 15
Lake Drive / Main Street	23	23	75/25	19	0	8 to 15
Lake Drive / 77th Ave	3	3	75/25	2	0	8 to 15
Legacy at Woods Edge**	43	27	--	27	0	10 to 24
County Roads 49/J	36	35	50/50	17	0	8 to 15
Centerville Rd / Birch St	38	31	80/20	0	24	8 to 15
Centerville Rd / CR J	24	24	60/40	14	0	8 to 15
Hardwood Creek***	365	350	80/20	280	0	4.5 (max)

* Details adapted from Table 3-4 in Update's supplemental materials, October 7, 2009.

** Net Acres represents the undeveloped portion of the project area. 450 total units approved in the PUD for this area, 60 are built, 390 remain.

*** Net density maximum of 4.5 units per acre, with 2/3 of the residential area reserved for low density not to exceed 3.0 units per acre.

Pursuant to the Metropolitan Council's Revised MUSA Implementation Guidelines, the City is planning for new development from 2020-2030 and newly guided areas to achieve a minimum net density of 3.01 units per acre. This planned density is consistent with the Council's density guidelines for sanitary sewer residential development in Developing

communities. As shown in Table 4 below, these areas are largely guided for Low Density Residential at 1.6 to 3.9 units per acre, with the remaining 425 acres of newly planned areas guided for medium density, high density residential, and mixed uses.

Table 4. Newly Planned Residential Development Density Calculation*

Category	Density Range		Net Res Acres**	Min Units	Max Units
	Min	Max			
Low Density Residential	1.6	3.9	746.3	1194	2911
Medium Density Residential	4.0	5.9	185.1	740	1092
High Density Residential	6	10	162.1	973	1621
Mixed Use***	8	15	78.1	625	1172
TOTALS			1171.6	3532	6795
Planned Density				3.01	5.80

* Net Residential Acres found in Appendix B, and confirmed in Table 3-4 and Table 3-5 in the Update reviewed by the Council in 2009.

** Net Residential Acres only includes area guided for residential uses in the Mixed Use category.

*** Mixed Use includes the Robinson Farm Area, Lake Drive/Main St Area, Centerville Road/Birch St Area, and Centerville Rd/CR J Area as these are newly planned Mixed Use Areas. Other Mixed Use Areas included in the Update are guided for development between 2010 and 2020 and are a part of the City's approved 2020 plan.

The City has participated in the Council's Plat Monitoring Program, with data submitted back to 2002. From 2002 through 2009, the City has approved 34 residential subdivisions, allowing 1,361 residential units on 371.1 net acres, resulting in a net density of 3.67 units per acre.

Housing

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

The Update fulfills the 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 560 units.

To provide opportunities to meet this need, the Update indicates that 45 acres of land will be available between 2010 and 2020 for high density residential development at 6 to 12 units per acre. Also, within the Mixed Use category, the Update shows the potential for an additional 766 units, developed at densities of 8 to 24 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. These include creating an incentive-based program or residential planned unit development (PUD) ordinance that includes density bonuses for the construction of affordable housing, activating and utilizing powers and tools of the City's Economic Development Authority and/or Housing and Redevelopment Authority to make funds available for the creation of affordable housing; developing policies to use tax increment financing (TIF) to fund affordable housing activities; partnering with and supporting affordable housing programs offered by county, state, federal, and non-profit agencies; and continuing to participate in the Local Housing Incentives Account program. The City is an active participant in the Local Housing Incentives program of the Livable Communities Act and has applied for, and received, over \$1.6 million in grants through the LCA program.

Community and Individual Sewage Treatment Systems (ISTS)

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

The Update is consistent with the WRMP for ISTS. It indicates that there are 1,910 ISTS in operation in the City. The City's ISTS Ordinance, in part, adopts MPCA 7080 Rules in

their entirety, by reference. The City's Ordinance and maintenance management program are consistent with MPCA rules and with Council policy requirements.

Water Supply

Reviewer: Lanya Ross, ES – Water Supply Planning, (651-602-1803)

The Update is consistent with the WRMP for water supply.

Advisory Comment

The Council encourages the City to continue to promote best practices in water use with its customers through conservation education messages and programs.

Resource Protection

Historic Preservation

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

The Update contains a section related to historic preservation. The Update indicates that the City conducted a cultural resource assessment in the I-35E corridor, which identified high potential for historic resources in the area. The Update states that the City will preserve historic structures and landscapes whenever possible.

Solar Access Protection

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

The Update contains a section addressing solar access protection as required by the MLPA. The Update acknowledges this requirement and details the methods that the City will employ to ensure solar access for all residents.

Aggregate Resources Protection

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

The Update indicates that there are no high quality aggregate resource deposits located within the community, consistent with *Minnesota Geological Survey Information Circular 46*.

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 implementation plans for each section of the Update, as well as a consolidated implementation chapter. The Update describes the official controls, other policy plans, and tools that the City will use to implement its plan. The Implementation Plan also describes the major implementation steps and initiatives for each section of the Update. Appendix F of the Update includes the City's capital improvement plan, current zoning map, and a brief description of the zoning districts currently in place.

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 February 14, 2011. The City of Lino Lakes,

the City of Forest Lake, and the City of Columbus should continue their coordination to resolve potential land use conflicts along their shared boundaries in the Interstate 35 area.

DOCUMENTS SUBMITTED FOR REVIEW

- Revisions to the City of Lino Lakes 2030 Comprehensive Plan Update (June 1, 2011)

Documents Previously Submitted for Review (Review File No. 20653-1)

- City of Lino Lakes 2030 Comprehensive Plan (August 30, 2008)
- Revisions to forecasts, housing, transportation, land use, and parks in response to the Council's incomplete letter (October 7, 2009)

ATTACHMENTS

- Figure 1: Location Map Showing Regional Systems
- Figure 2: 2030 Regional Development Framework Planning Areas
- Figure 3: Existing Land Use
- Figure 4: Future Land Use
- Figure 5: Existing Land Use and Staging Tables

Figure 1. Location Map with Regional Systems

City of Lino Lakes

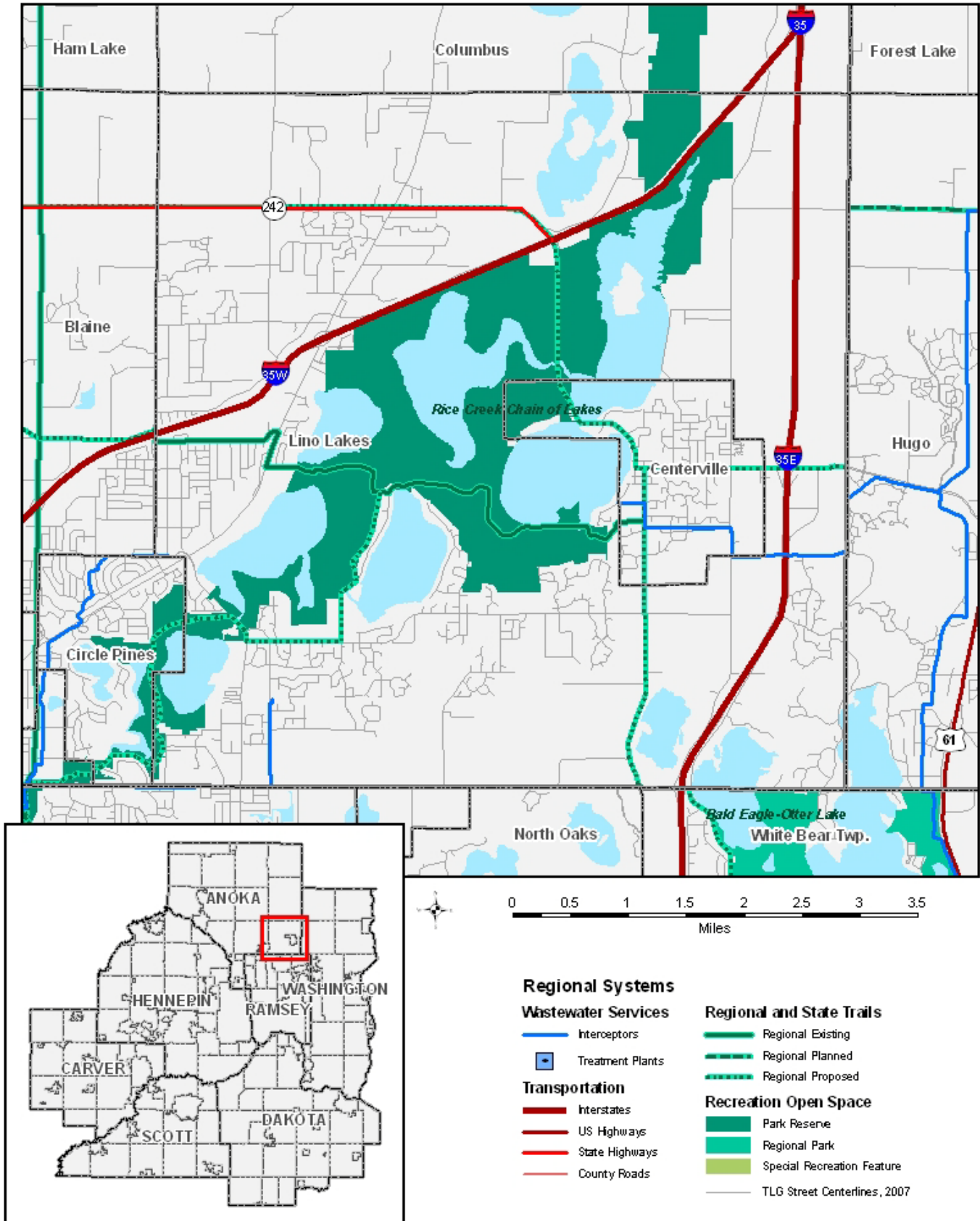


Figure 2. 2030 Regional Development Framework Planning Areas

City of Lino Lakes

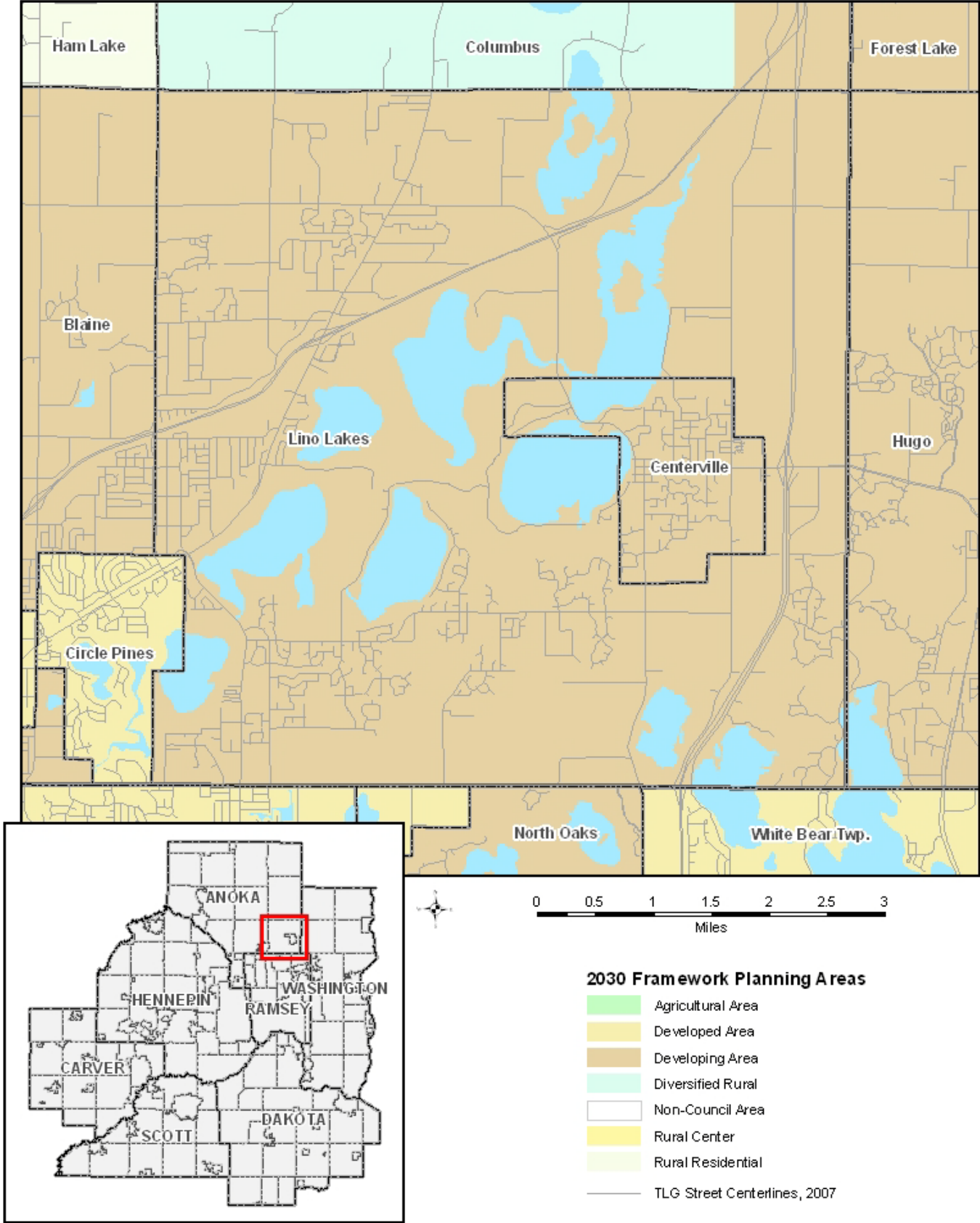
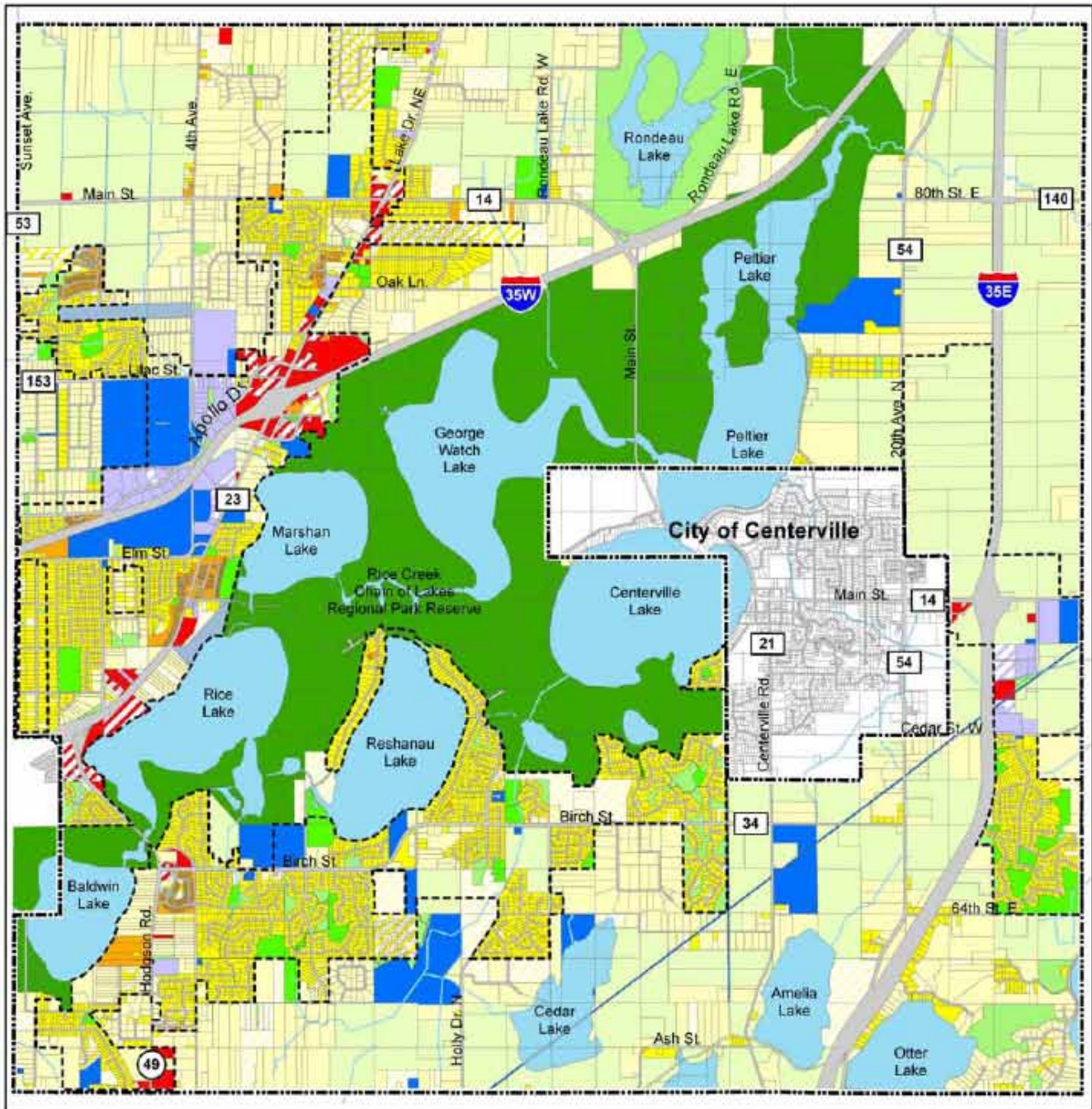


Figure 3. Existing Land Use
City of Lino Lakes

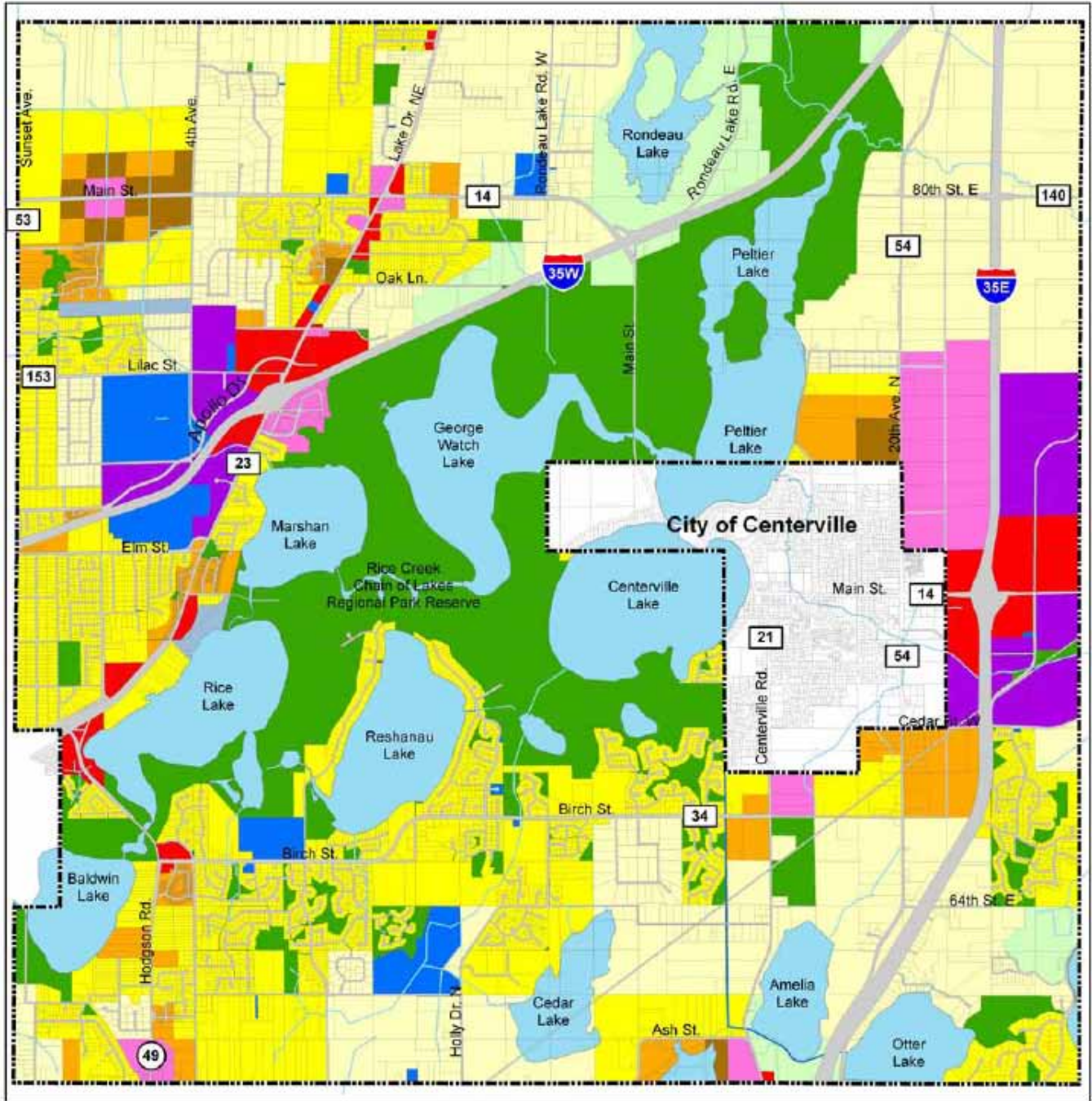


2006 Existing Land Use

City of Lino Lakes 2030 Comprehensive Plan



Figure 4. 2030 Future Land Use
City of Lino Lakes



2030 Future Land Use Map
City of Lino Lakes 2030 Comprehensive Plan



Figure 5. Existing Land Use and Staging Tables
City of Lino Lakes

Table 3-1
Existing Land Use

Use	Gross Acreage	Percentage	Net Acreage	Percentage
Agriculture	4,422	20.8%	3,482	27.7%
Rural Residential	3,743	17.6%	2,775	22.1%
Open Water	3,269	15.4%	NA	NA
County Park	2,906	13.7%	1,055	8.4%
Single family Residential	2,019	9.5%	1,772	14.1%
ROW	1,591	7.5%	1,498	11.9%
Public/Semi-Public	727	3.4%	565	4.5%
Vacant Rural Residential	669	3.2%	334	2.7%
Open Space	594	2.8%	153	1.2%
Vacant Residential	321	1.5%	187	1.5%
City Park	285	1.3%	149	1.2%
Industrial	231	1.1%	227	1.8%
Multi-Family Residential	143	0.7%	111	0.9%
Commercial	131	0.6%	114	0.9%
Vacant Commercial	116	0.6%	90	0.7%
Airport	61	0.3%	43	0.3%
Vacant Industrial	39	0.2%	35	0.3%
City Total	21,267	100.0%	12,590	100.0%

Source: City of Lino Lakes and Bonestroo

Table 3-5. New Development by Land Use in 5-year Increments

2030 Land Use	2010 - 2015 (Net Acres¹)	2015 - 2020 (Net Acres)	2020 - 2025 (Net Acres)	2025 - 2030 (Net Acres)	Total (Net Acres)
Low Density Residential	549	109	309	392	1,360
Medium Density Residential	206	84	86	61	437
High Density Residential	45	0	103	0	147
Mixed Use ²	352	122	14	31	519
Commercial	281	0	0	0	281
Industrial	156	0	172	0	328
Total	1,590	315	684	484	3,072

¹ Net of wetland

² Includes anticipated residential and non-residential development