

Community Development Committee

Meeting date: March 16, 2020

Environment Committee

Meeting date: March 24, 2020

For the Metropolitan Council meeting of April 8, 2020

Subject: City of Spring Lake Park 2040 Comprehensive Plan and Comprehensive Sewer Plan, Review File 22036-1

District(s), Member(s): District 10, Peter Lindstrom

Policy/Legal Reference: Metropolitan Land Planning Act (Minn. Stat. § 473.175), Minn. Stat. § 473.513

Staff Prepared/Presented: Angela R. Torres, Local Planning Assistance Manager (651-602-1566)
Kyle Colvin, Engineering Programs, Manager (651-602-1151)

Division/Department: Community Development / Regional Planning
Environmental Services / Technical Services

Proposed Action

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

Recommendations of the Community Development Committee

1. Authorize the City of Spring Lake Park to place its 2040 Comprehensive Plan into effect.

Recommendation of the Environment Committee

1. Approve the City of Spring Lake Park's Comprehensive Sewer Plan.

Advisory Comments

The following Advisory Comments are part of the Council action authorizing the City of Spring Lake Park to implement its 2040 Comprehensive Plan (Plan).

Community Development Committee

1. As stated in the *Local Planning Handbook*, the City must take the following steps:
 - a. Adopt the Plan in final form after considering the Council's review recommendations as contained in the body of this report.
 - b. Submit one hard copy and one electronic copy of the Plan to the Council. The electronic copy must be submitted as one unified file.
 - c. Submit to the Council a copy of the City Council resolution evidencing final adoption of the Plan.
2. The *Local Planning 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 to the Plan, local governments should incorporate those recommended changes into the Plan or respond to the Council before "final adoption" of the comprehensive plan by the governing body of the local governmental unit. (Minn. Stat. § 473.858, subd. 3)
3. Local governments must adopt official controls as identified in their 2040 comprehensive plans and must submit copies of the official controls to the Council within 30 days after the 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 9 months following amendments to comprehensive plans (Minn. Stat. § 473.865, subd. 3).

Environment Committee

1. The Council-approved Comprehensive Sewer Plan becomes effective only after the Plan receives final approval from the local governmental unit's governing body. After the Plan receives final approval from the City and the Comprehensive Sewer Plan becomes effective, the City may implement its Plan to alter, expand, or improve its sewage disposal system consistent with the Council-approved Comprehensive Sewer Plan.
2. A copy of the City Council resolution adopting its 2040 comprehensive plan, including its Comprehensive Sewer Plan, must be submitted to the Council.

Background

The majority of the City of Spring Lake Park is located in southern Anoka County with an eastern portion of the community located in Ramsey County. It is surrounded by the communities of Blaine, Mounds View, and Fridley.

The City submitted its 2040 Comprehensive Plan (Plan) to the Council for review to meet the Metropolitan Land Planning Act requirements (Minn. Stat. §§ 473.851 to 473.871) and the Council's 2015 System Statement requirements.

Review Authority & Rationale

Minn. Stat. § 473.175 directs the Metropolitan Council to review a local government's comprehensive plan and provide a written statement to the local government regarding the Plan's:

- **Conformance** with metropolitan system plans
- **Consistency** with the adopted plans and policies of the Council
- **Compatibility** with the plans of adjacent governmental units and plans of affected special districts and school districts

By resolution, the Council may require a local government to modify its comprehensive plan if the Council determines 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 (Minn. Stat. § 473.513).

The attached Review Record details the Council's assessment of the Plan's conformance, consistency, and compatibility, and is summarized below.

Review Standard	Review Area	Plan Status
Conformance	Regional system plan for Parks	Conforms
Conformance	Regional system plan for Transportation, including Aviation	Conforms
Conformance	Water Resources (Wastewater Services and Surface Water Management)	Conforms
Consistency with Council Policy	<i>Thrive MSP 2040</i> and Land Use	Consistent
Consistency with Council Policy	Forecasts	Consistent
Consistency with Council Policy	<i>2040 Housing Policy Plan</i>	Consistent
Consistency with Council Policy	Water Supply	Consistent
Consistency with Council Policy	Community and Subsurface Sewage Treatment Systems (SSTS)	Consistent
Compatibility	Compatible with the plans of adjacent and affected governmental districts	Compatible

Thrive Lens Analysis

The proposed 2040 comprehensive plan is reviewed against the land use policies in *Thrive MSP 2040*. To achieve the outcomes identified in Thrive, the metropolitan development guide defines the Land Use Policy for the region and includes strategies for local governments and the Council to implement. These policies and strategies are interrelated and, taken together, serve to achieve the outcomes identified in Thrive.

Funding

None.

Known Support / Opposition

There is no known local opposition to the 2040 comprehensive plan.

REVIEW RECORD

City of Spring Lake Park 2040 Comprehensive Plan

Review File No. 22036-1, Business Item No. 2020-55 JT

The following Review Record documents how the proposed Plan meets the requirements of the Metropolitan Land Planning Act and conforms to regional system plans, is consistent with regional policies, and is compatible with the plans of adjacent and affected jurisdictions.

Conformance with Regional Systems

The Council reviews plans to determine conformance with metropolitan system plans. The Council has reviewed the City's Plan and finds that it conforms to the Council's regional system plans for Regional Parks, Transportation (including Aviation), and Water Resources.

Regional Parks and Trails

Reviewer: Colin Kelly, Community Development (CD) - Regional Parks (651-602-1361)

The Plan conforms to the 2040 Regional Parks Policy Plan for the Regional Parks System element. There are no Regional Parks System components within Spring Lake Park as identified in the 2040 Regional Parks Policy Plan, which Spring Lake Park has stated in its comprehensive plan. There are no State or Federal recreation lands within the City.

Regional Transportation, Transit, and Aviation

Reviewer: Russ Owen, Metropolitan Transportation Services (MTS) (651-602-1724)

The Comprehensive Plan conforms to the 2040 Transportation Policy Plan (TPP) adopted in 2015. The Plan is consistent with Council policies regarding community roles, the needs of non-automobile transportation, access to job concentrations, and the needs of freight.

Roadways

The Plan conforms to the Highways system element of the TPP. The Plan accurately accounts for the metropolitan highway system of principal arterials, including TH 65. The Plan accurately reflects the regional functional classification map of A-minor arterials and has delineated major and minor collectors.

The Plan identifies all the required characteristics of the City's roadways, including existing and future functional class, right-of-way preservation needs, and existing and forecasted traffic volumes for principal and A-minor arterials. Forecasting is consistent with regional methodology. The Plan also includes guidelines on how access will be managed for principal and A-minor arterials.

The Plan identifies roadway and corridor studies that include recommendations regarding alignments, changes in access, and/or changes in land use. It includes the Anoka County 2040 Transportation Plan.

Transit

The Plan conforms to the Transit system element of the TPP. It shows the location of existing transit routes and facilities and acknowledges the City is within Transit Market Area III.

The Plan is consistent with the policies of the Transit system element of the TPP. The Plan addresses community roles related to its Community Designation of Suburban, as well as the opportunities and challenges related to its Transit Market Area.

Aviation

The Plan conforms to Aviation system element of the TPP. The Plan includes policies that protect regional airspace from obstructions and describes how off-site air navigation aids will be protected.

Bicycling and Walking

The Plan is consistent with the Bicycling and Pedestrian chapter of the TPP. The Plan identifies existing and future segments of, and connections to, the Regional Bicycle Transportation Network (RBTN) and regional trails. The Plan proposes a Tier 1 alignment for an RBTN corridor.

The Plan is also consistent with Bicycle and Pedestrian policies of the TPP by planning for local pedestrian and bicycle connections to transit, regional trails, regional job concentrations, and other regional destinations as identified on the RBTN map.

Freight

The Plan is consistent with Freight policies of the TPP. The Plan accurately states that major truck or freight infrastructure is limited.

Transportation Analysis Zones (TAZs)

The Plan conforms to the TPP regarding TAZ allocations. The TAZ allocations for employment, households, and population appropriately sum to the Council's citywide forecast totals for all forecast years.

The City's planned land uses and areas identified for development and redevelopment can accommodate the TAZ forecasted allocations in the Plan, and at densities consistent with the City's Thrive community designation.

Water Resources

Wastewater Service

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

The Plan conforms to the 2040 Water Resources Policy Plan (WRPP). It represents the City's guide for future growth and development through the year 2040. It includes growth forecasts that are consistent with the Council's assigned forecasts for population, households, and employment.

Current wastewater treatment services are provided to the City by the Metropolitan Council Environmental Services. All wastewater generated within the City is conveyed through Council Interceptors 4-SL-534 and 4-NS-522. All flow is treated at the Council's Metropolitan Wastewater Treatment Plant in St. Paul. The Plan projects that the City will have 3,200 sewered households and 3,600 sewered employees by 2040. The Metropolitan Disposal System with its scheduled improvements has or will have adequate capacity to serve the City's growth forecasts.

The Plan includes the 10-year incremental sanitary flow projections that are projected in the WRPP for the City. The Metropolitan Council is committing to provide the level of wastewater service based on the sewered forecasts as stated in the sewer element of the Plan.

The Land Use Plan reflects an overall minimum residential sewered density that is consistent with Council policy for future sewered residential growth for Suburban communities.

The Plan defines the City's goals, policies, and strategies for preventing and reducing excessive inflow and infiltration (I/I) mostly in the local municipal (City) sanitary sewer system. The Plan includes a summary of activities and programs intended to mitigate I/I in the public collection system consisting of inspections and pipeline rehabilitation efforts. The City rotates its annual inspection efforts within the public collection system focusing in pre-1970 development areas. During these televised inspections, services exhibiting constant clear water flows are noted and follow-up investigation done for possible

illegal connections. The City has included in its capital improvement program over \$150,000 annually for sewer lining projects and \$10,000 annually for system inspections.

The Plan describes the requirements and standards for minimizing I/I and summarizes City Ordinance 50.20 that prohibit discharge from sump pumps, foundation drains, roof leaders, and air conditioning system drainage to the sanitary sewer system. The Ordinance however does not specifically require the disconnection of such discharges if discovered.

The Plan describes the sources, extent, and significance of existing I/I within the entire wastewater collection system and provides a description of an implementation plan for preventing and eliminating excessive I/I from entering both the municipal and private property sewer systems. The Plan states that nearly 60% of the homes within the City were built prior to 1970 when private service laterals were predominantly vitrified clay tile pipe. By comparing winter month wastewater flow generation to annual average flow, the Plan states that I/I contribute approximately 11% on average of the City’s base flow. The Plan also indicates that the peak monthly flow in August of 2011 represented about 32% I/I.

Sewer Element Comments

The Sewer Element of the Plan has been reviewed against the requirements for Comprehensive Sewer Plans for Suburban communities. It was found to be complete and consistent with Council polices. Upon adoption of the Plan by the City, the action of the Council to approve the Sewer Plan becomes effective. At that time, the City may implement its Plan to alter, expand, or improve its sewage disposal system consistent with the approved 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: Jim Larsen, CD – Local Planning Assistance (651-602-1159)

The Plan is consistent with Council policy requirements and in conformance with the WRPP for local surface water management. The Plan satisfies the requirements for 2040 comprehensive plans. Spring Lake Park lies within the oversight boundaries of the Rice Creek and Cook Creek Watershed Districts. The City submitted a draft Local Water Management Plan (LWMP) in July 2018. Council Water Resources staff reviewed and commented on the draft LWMP to the City and Watershed Districts in a letter dated August 27, 2018. The LWMP was approved by the Rice Creek Watershed District on January 9, 2019 and by the Coon Creek Watershed District on January 28, 2019. The City adopted the final LWMP on April 15, 2019. The final LWMP is located in the Plan Appendix.

Consistency with Council Policies

The Council reviews plans to evaluate their apparent consistency with the adopted plans of the Council. Council staff have reviewed the City’s Plan and find that it is consistent with the Council’s policies, as detailed below.

Forecasts

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

The Spring Lake Park Plan includes the Council forecasts for the City (table 1.1 of the Plan). The City’s forecasts are shown in Table 1 below for reference.

Table 1. City of Spring Lake Park Forecasts

	Census 2010	Estimated 2018	Council Forecasts		
			2020	2030	2040
Population	6,412	6,410	6,700	7,000	7,400
Households	2,672	2,698	2,880	3,000	3,200
Employment	3,000	3,261	3,280	3,450	3,600

Development of new housing in the current decade has been minimal. However, housing developer Dominion has broken ground on a housing project, Legends, that will advance the households and population counts to 2020 forecast levels. Beyond that, during 2020-2040, the City is forecasted to add 320 additional households.

Chapter 2 of the Plan describes and inventories land supply for future development and redevelopment. The City expects a net gain of 26.3 acres of mixed use and 5.9 acres of high density residential land. If all the identified land supply is developed at expected densities, the land supply would accommodate 273 to 687 units during 2020-2040. This can accommodate the growth forecast (320 additional households during 2020-2040).

Thrive MSP 2040 and Land Use

Reviewer: Angela R. Torres, CD – Local Planning Assistance (651-602-1566)

The 2040 Plan is consistent with *Thrive MSP 2040* and its land use policies. The Plan acknowledges the *Thrive* community designation of Suburban (Figure 2). *Thrive* describes Suburban communities experienced continued growth and expansion during the 1980s and early 1990s, and typically have automobile-oriented development patterns at significantly lower densities than in previous eras.

Suburban communities are expected to plan for forecasted population and household growth at overall average densities of at least 5 units per acre, and target opportunities for more intensive development near regional transit investments. Plans are also required to identify areas for redevelopment, particularly areas that are well-served by transportation options and nearby amenities and that contribute to better proximity between jobs and housing.

Existing land uses in the City are predominately residential (46%) and include low, medium, and high density categories. Right-of-way (24%) is a predominant land use as County Highway 10 and TH 65 converge in the northeast portion of the City. The City has commercial and commercial/industrial areas which combined total 12% of the City's existing land uses and are largely on or near transportation corridors. Public/Semi-Public land uses (7%) include the Spring Lake Park High School and Independent School District 16 administration offices. The remaining existing land uses include various parks, open space, and water features. (Figure 3).

The Plan describes five potential redevelopment areas shown in Figure 5 of this report, each numbered on the map. A new mixed use redevelopment area (1) is located east of TH 65 and west of Central Avenue where the Plan states that the transition to mixed use will allow for more housing units with improved access to local businesses. This area allows for a mix of 80% residential uses and 20% commercial uses. A second area (2) focuses on potential redevelopment of previously vacant or low density residential uses to commercial uses. Areas 3 and 4 focus on commercial corridor redevelopment, and potential redevelopment area 5 includes the City's Public Works Building and surrounding commercial uses. The Plan cites market conditions as the driving force of redevelopment. As shown in Table 2 below, the expected overall density of planned residential growth is a minimum of 5.68 units per acre, consistent with *Thrive* policies.

Table 2. Planned Residential Density, City of Spring Lake Park

Category	2018-2040 Change				
	Density				
	Min	Max	Net Acres	Min Units	Max Units
Low Density	1	3	28.6	29	86
Medium Density	3	10	5.2	16	52
High Density	10	25	13.2	132	330
Mixed Use (80% Residential)	10	25	21.04	210	526
TOTALS			68.04	387	994
			Overall Density	5.68	14.61

Housing

Reviewer: Hilary Lovelace, CD – Housing (651-602-1555)

The Plan is consistent with the 2040 Housing Policy Plan. As of 2016, the City has nearly 2,800 homes including more than 600 multifamily units and about 2,050 single-family homes. About 800 homes are rented. More than 2,600 housing units are currently affordable to households earning under 80% of Area Median Income (AMI), however, more than 700 households earning 80% of AMI or below are paying more than 30% of their income toward housing costs. There are nearly 300 units affordable to households with income at or below 30% AMI and 200 cost burdened households with incomes at or below 30% AMI.

The Plan identifies existing housing needs including maintenance and reinvestment in existing housing stock, and new housing for a range of ages and incomes especially executive and senior housing. The City currently has more than 150 units of publicly subsidized housing, including 60 units that are age restricted for seniors.

The Plan acknowledges the 2021-2030 affordable housing need allocation of 29 units, 14 of which are needed at prices affordable to households earning 30% of AMI or less, 6 of which are needed at prices affordable to households earning between 31 and 50% of AMI, and 9 of which are needed at prices affordable to households earning between 51 and 80% of AMI. As shown in Figure 6, the Plan guides sufficient land expected to develop in the 2021-2030 time period at a minimum of eight units per acre to allow for development of at least 106 new housing units. All land guided to develop at densities above 8 units per acre is mixed use.

The housing implementation plan component of the Plan describes that the City will consider TIF and tax abatement for projects to help construct new affordable units at all income bands. The Plan also indicates that the City will consider the creation of co-operatives and community land trusts for the more than 100 manufactured housing units. The Plan states that the City will strategically partner with Anoka County to further housing policies.

Water Supply

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

The Spring Lake Park 2040 Plan is consistent with WRPP policies related to water supply, including the policy on sustainable water supplies, the policy on assessing and protecting regional water resources, and the policy on water conservation and reuse. Because the City has a municipal public water supply system, the Local Water Supply Plan (LWSP) must be – and is – included as part of the 2040 Plan (Appendix F).

The City prepared an initial LWSP in 2016 that was submitted to both the MN Department of Natural Resources (DNR) and Metropolitan Council and reviewed separately. The Council found this initial plan to be incomplete, and comments were shared with the DNR in a letter dated May 19, 2017. The City

revised the LWSP, and this revised version was received by the Council on April 17, 2018. The Council found this revised LWSP to be complete and consistent with Water Resources Policy Plan (WRPP) policies, and comments were shared in a letter to DNR dated May 3, 2018. The DNR approved the LWSP in a letter to the City dated May 18, 2018. This approved plan is attached to the 2040 Plan as Appendix F.

Community and Subsurface Sewage Treatment Systems (SSTS)

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

The Plan indicates that there are no individual SSTS, or public or privately-owned Community Wastewater Treatment Systems in operation in the City. All residences and businesses are served by the municipal sanitary sewer collection system which directs flow through the Council Interceptor system to the Metropolitan Wastewater Treatment Facility in Saint Paul for treatment and discharge to the Mississippi River.

Special Resource Protection

Solar Access Protection

Reviewer: Cameran Bailey, CD – Local Planning Assistance (651-602-1212)

The Plan is consistent with statutory requirements (Minn. Stat. § 473.859) and Council policy regarding planning for the protection and development of access to direct sunlight for solar energy systems as required by the Metropolitan Land Planning Act (MLPA). The Plan includes the required solar planning elements.

Aggregate Resource Protection

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

The Plan indicates, consistent with the Council's aggregate resources inventory information contained in *Minnesota Geological Survey Information Circular 46*, that there are no known aggregate resource deposits within the fully developed City.

Historic Preservation

Reviewer: Angela R. Torres, CD – Local Planning Assistance (651-602-1566)

The Plan states that the City will consider the preservation of historic resources in the review of site plans and other planning decisions and that the City will, whenever possible, preserve historic structures or landscapes. There are no sites in the City listed on the National Register of Historic Places.

Plan Implementation

Reviewer: Angela R. Torres, CD – Local Planning Assistance (651-602-1566)

The Plan includes a description of and schedule for any necessary changes to the capital improvement program, the zoning code, the subdivision code, the SSTS code, and the housing implementation program and identifies the timeline for those changes to take place.

The Plan, with supplemental materials, describes the official controls and fiscal devices that the City will employ to implement the Plan. Chapter 7, Implementation includes specific implementation strategies, with the current capital improvement plan included as an appendix.

Compatibility with Plans of Adjacent Governmental Units and Plans of Affected Special Districts and School Districts

The proposed Plan is compatible with the plans of adjacent jurisdictions. No compatibility issues with plans of adjacent governmental units and plans of affected special districts and school districts were identified.

Documents Submitted for Review

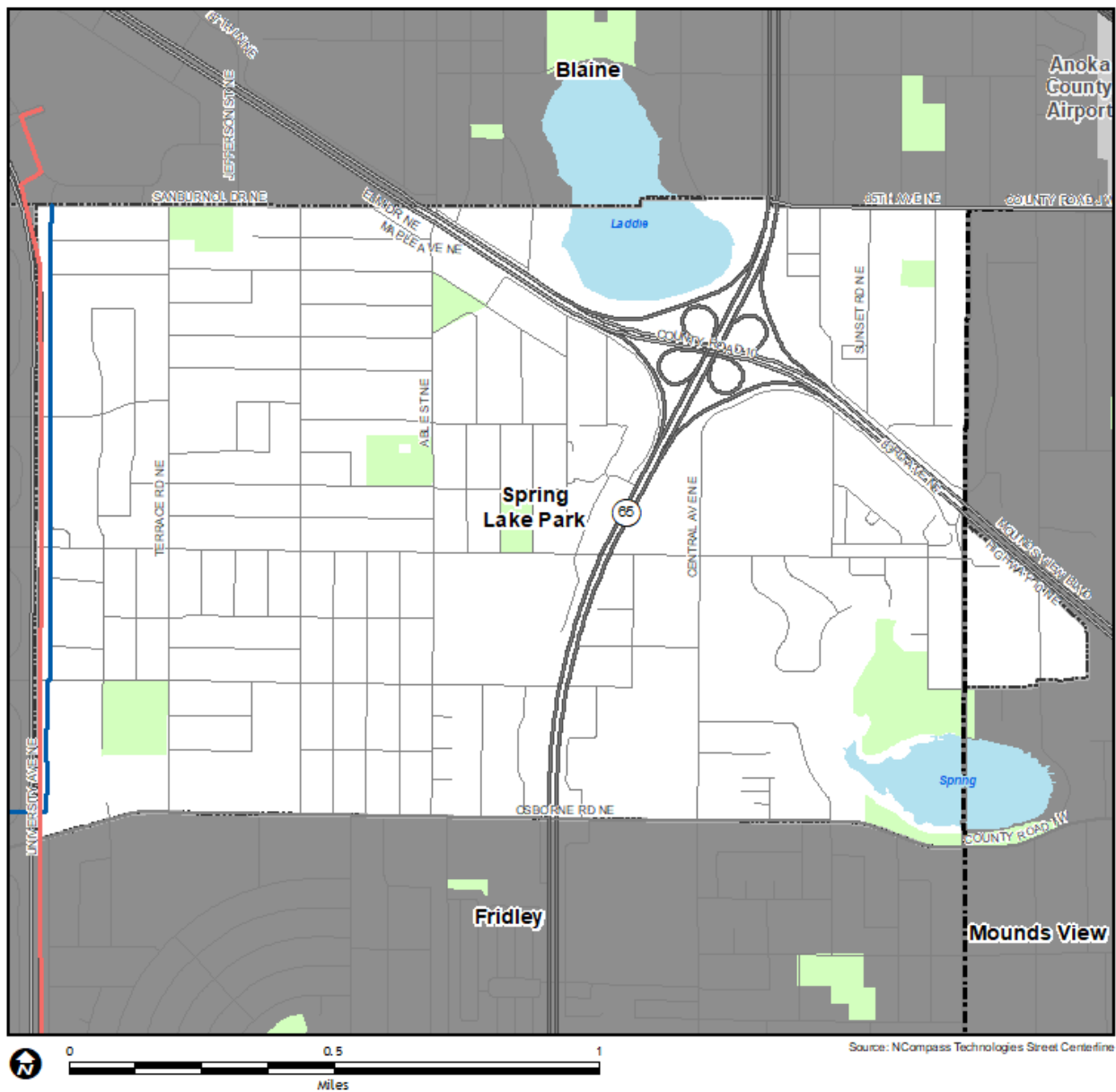
In response to the 2015 System Statement, the City submitted the following documents for review:

- August 9, 2018: Spring Lake Park Preliminary 2040 Comprehensive Plan
- November 21, 2018: Local Surface Water Management Plan
- June 27, 2019: Spring Lake Park 2040 Comprehensive Plan
- December 19, 2019: Revised Comprehensive Plan Responding to Council Incomplete Items for Wastewater, Land Use, Housing, Water Supply, Transportation, Mapping, Implementation, and Affected Jurisdiction Review.
- January 6, 2020: Revised Water Resources Chapter
- January 28, 2020: Revised Land Use Chapter

Attachments

- Figure 1: Location Map with Regional Systems
- Figure 2: *Thrive MSP 2040* Community Designations
- Figure 3: Existing Land Use
- Figure 4: 2040 Planned Land Use
- Figure 5: Potential Redevelopment Areas
- Figure 6: Land Guided for Affordable Housing

Figure 1. Location Map with Regional Systems



Regional Systems

Transportation

Transitways

2040 Transportation System Policy - adopted January 2015

- Existing
- Planned Current Revenue Scenario
- Planned Current Revenue Scenario - CTIB* Phase 1 Projects
- Potential Increased Revenue Scenario

Regional Highway System

- Existing Principal Arterials
- Planned Principal Arterials
- Existing Minor Arterials
- Planned Minor Arterials
- Existing Other Arterials
- Planned Other Arterials

Recreation Open Space

Regional Parks

- Existing (Open to Public)
- In Master Plan (Not Open to Public)
- Planned Units

Regional Trails

- Existing (Open to Public)
- Existing (Not Open to Public)
- Planned

Wastewater

- Meters
- Lift Stations
- MCES Interceptors
- MCES Treatment Plants

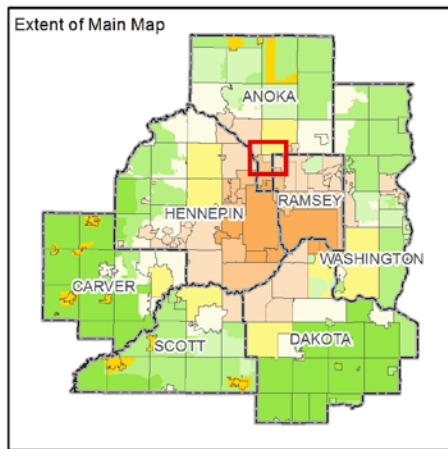
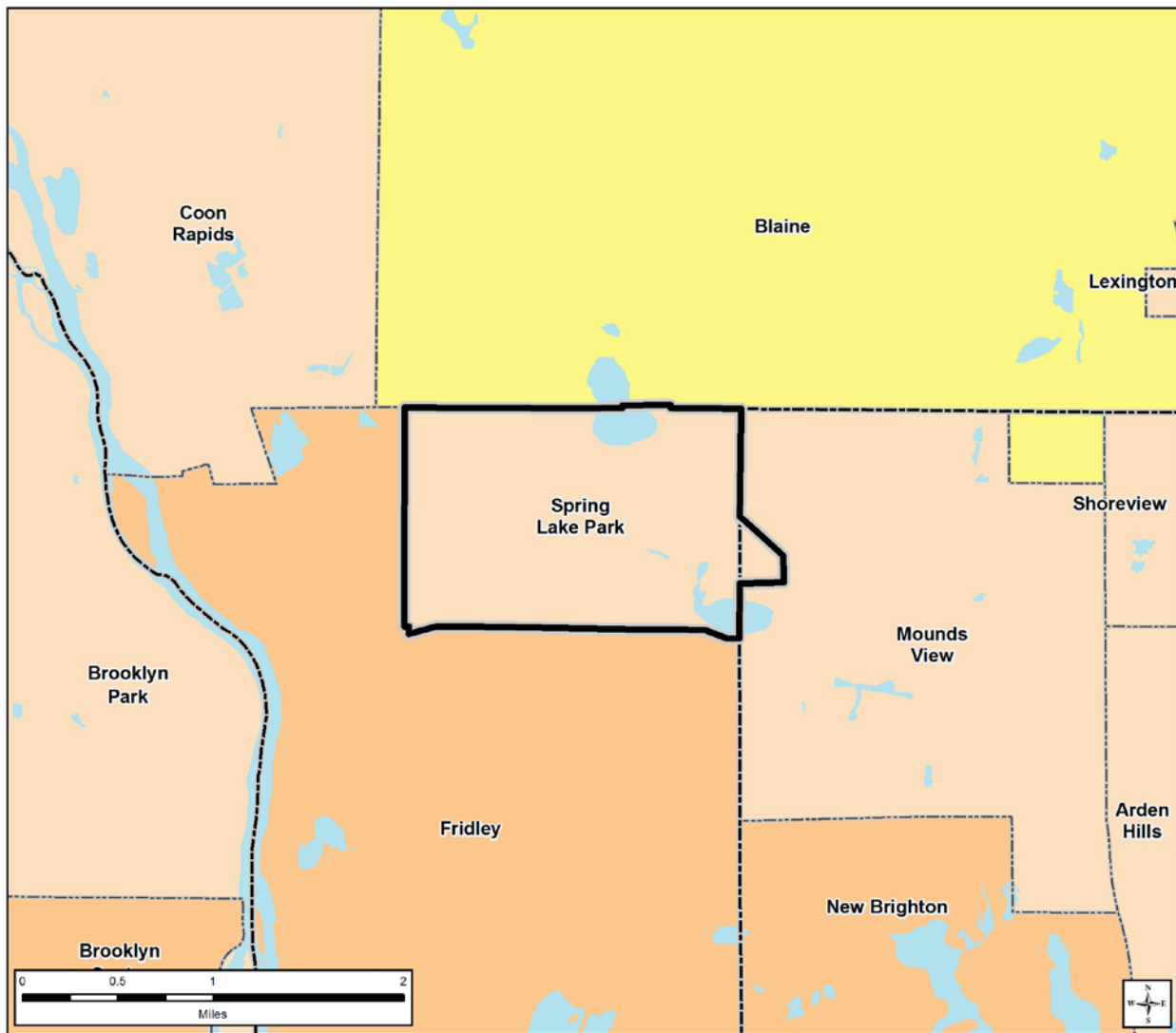
Regional Park Search Areas and Regional Trail Search Corridors

- Boundary Adjustment
- Search Area
- Regional Trail Search Corridors

- Local Streets
- Existing State Trails
- Other Parks, Preserves, Refuges and Natural Areas

* Counties Transit Improvement Board (CTIB)

Figure 2. Thrive MSP 2040 Community Designations



Community Designations

- Outside Council planning authority
 - Agricultural
 - Rural Residential
 - Diversified Rural
 - Rural Center
 - Emerging Suburban Edge
 - Suburban Edge
 - Suburban
 - Urban
 - Urban Center
-
- County Boundaries
 - City and Township Boundaries
 - Lakes and Major Rivers

Figure 3. Existing Land Use

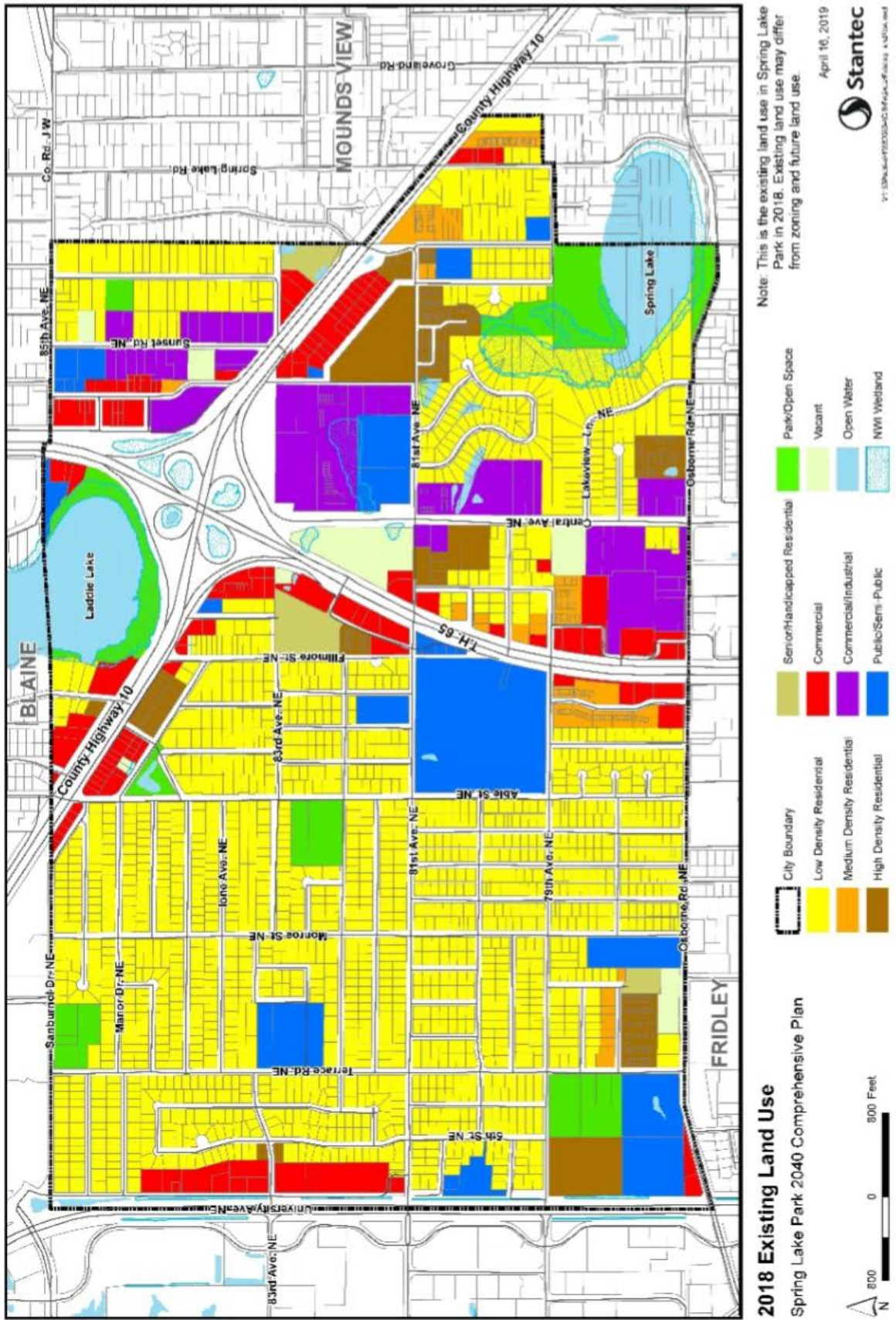


Figure 4. 2040 Planned Land Use

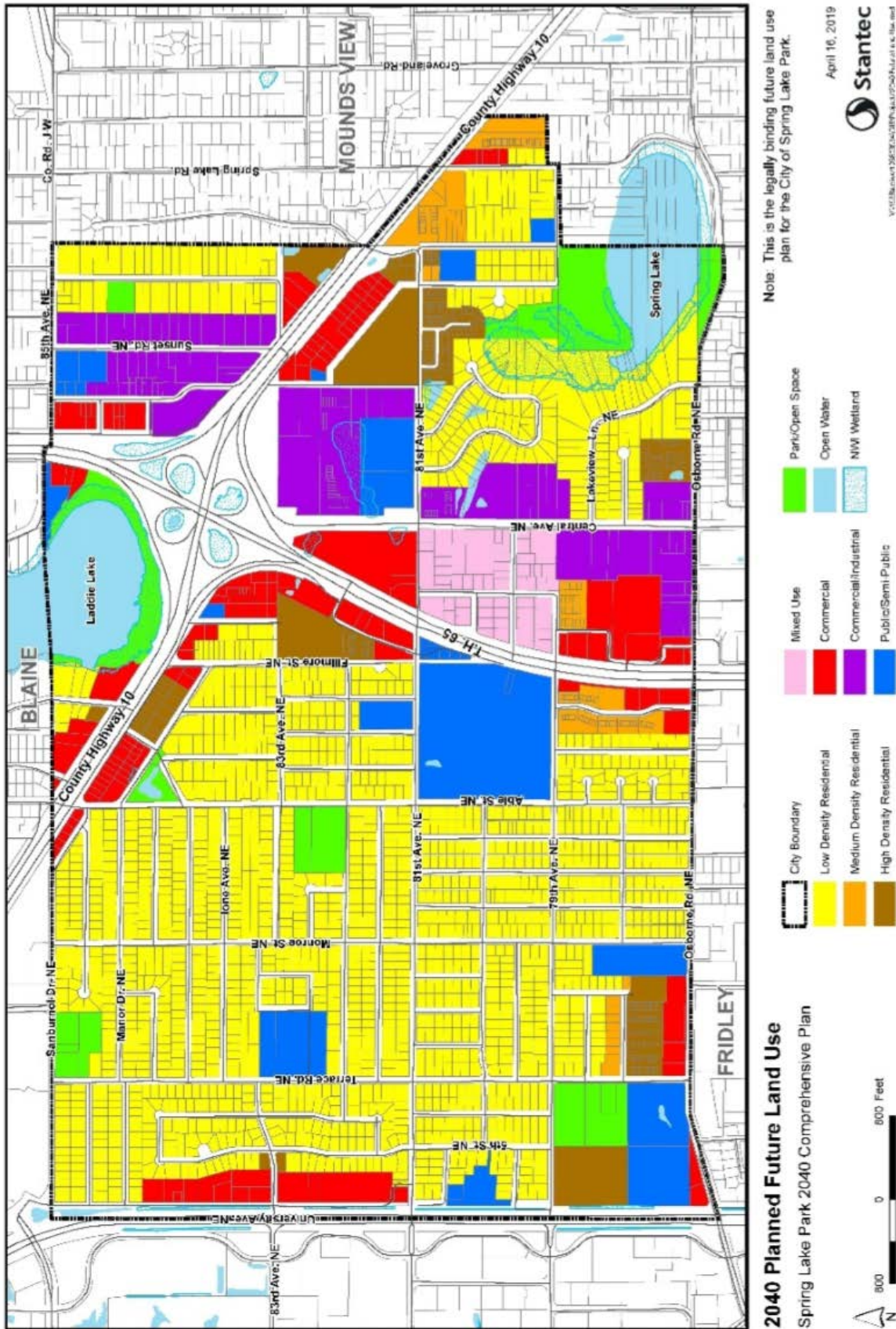


Figure 5. Potential Redevelopment Areas

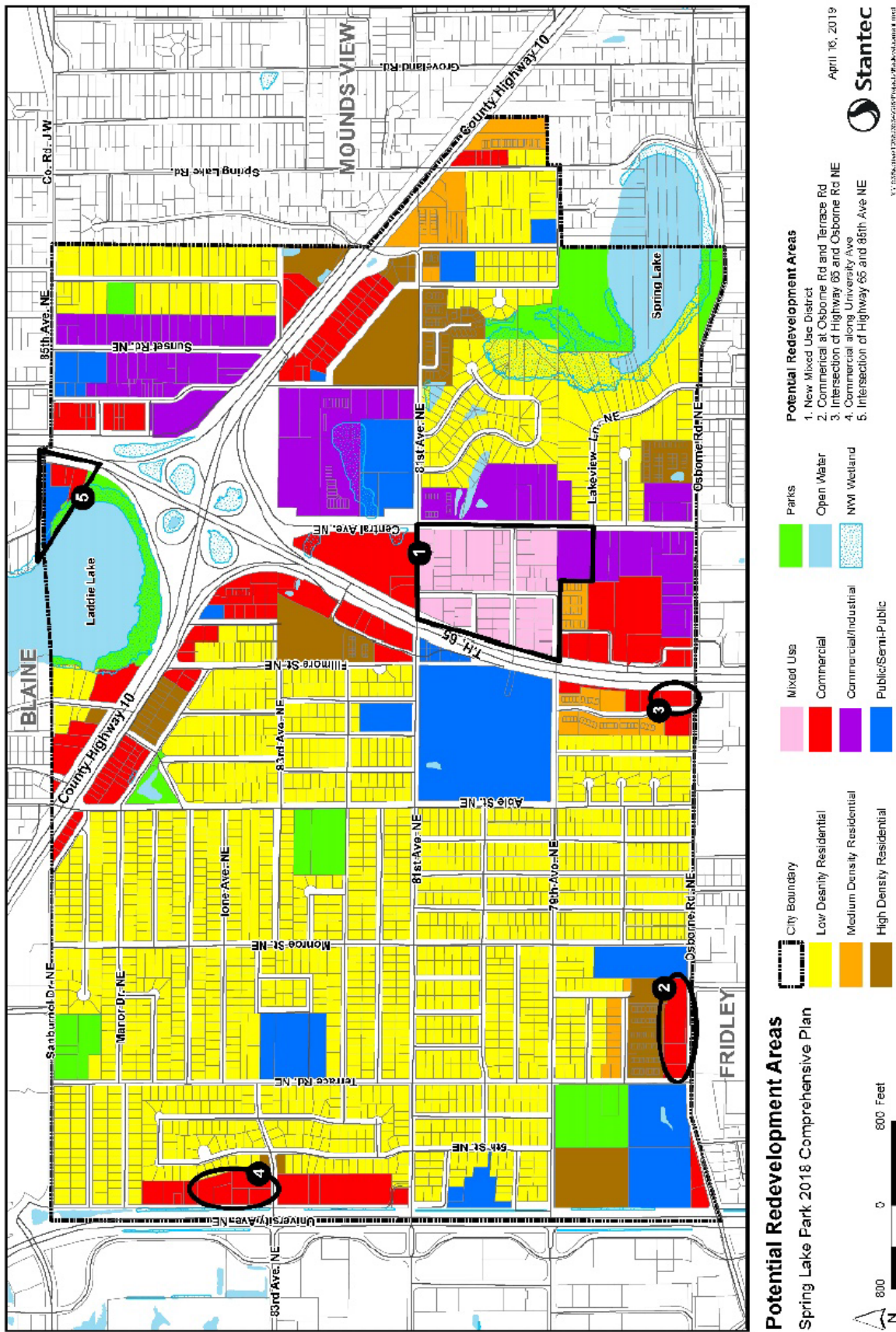


Figure 6. Land Guided for Affordable Housing

2021-2030 share of regional need for Affordable Housing: **29 units**
 2021-2030 total regional need for Affordable Housing: **37,900 units**

	Available Acres	×	Minimum Density <i>(units per acre)</i>	×	Expected % Residential <i>(if mixed use)</i>	=	Minimum Units Possible
Mixed Use	13.20		10		80%		106
Total	13						106

Sufficient/*(insufficient)* units possible against share of regional need: **77**

Affordable units built since 2021: **0**

Sufficient/*(insufficient)* units possible adjusted for affordable units built: **77**

Number of Comp Plan Amendments approved since Comp Plan Update: **0**

