

Community Development Committee

Meeting date: September 7, 2021

For the Metropolitan Council meeting of September 22, 2021

Subject: City of Ham Lake 2040 Comprehensive Plan, Review File 21863-1

District(s), Member(s): District 9, Raymond Zeran

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

Staff Prepared/Presented: Eric Wojchik, Planning Analyst (651-602-1330)
Angela R. Torres, Local Planning Assistance Manager (651-602-1566)

Division/Department: Community Development / Regional Planning

Proposed Action

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

Recommendations of the Community Development Committee

1. Authorize the City of Ham Lake to place its 2040 Comprehensive Plan into effect.
2. Revise the City's population forecasts downward and the employment forecasts upward as shown in Table 1 of the attached Review Record.
3. Advise the City to:
 - a. Revise the Plan to include the residential density as described in supplemental materials for the Multiple Use Options category prior to final Plan adoption.
 - b. Provide to the Council the date the Coon Creek Watershed District approves the final Local Water Management Plan, and the date the City adopts the final Local Water Management Plan. We also request that the City provide the Council with a copy of the final adopted Local Water Management Plan in the final Plan document that the City adopts.
 - c. Implement the advisory comments in the Review Record for forecasts and water supply.

Advisory Comments

The following Advisory Comments are part of the Council action authorizing the City of Ham Lake 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 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).

Background

The City of Ham Lake is located in central Anoka County. It is surrounded by the communities of East Bethel, Columbus, Lino Lakes, Blaine, Coon Rapids, Andover, and Oak Grove.

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).

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, with the proposed changes
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

The Metropolitan Council awarded the City a Planning Assistance Grant of \$20,000 to complete its 2040 comprehensive plan. The first half of this grant was paid to initiate the local planning process. The second half of the grant will be paid after Council authorization of the City's plan, local adoption, and the City's submittal of final reporting requirements.

Known Support / Opposition

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

REVIEW RECORD

City of Ham Lake 2040 Comprehensive Plan

Review File No. 21863-1, Business Item No. 2021-225

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. Anoka County is the Park Implementing Agency for Regional Parks System components in Ham Lake, for which the Plan accurately describes the Regional Parks System components. Regional Trails located within the City include the Central Anoka Regional Trail and the East Anoka County Extension Regional Trail Search Corridor (Figure 1). There are no State or Federal recreation lands in the City.

Regional Transportation, Transit, and Aviation

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

The Plan conforms to the *2040 Transportation Policy Plan (TPP)*. It accurately reflects transportation system components of the TPP. The Plan is also 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 of which there are none. The City only has one principal arterial, which is Highway 65. There are no right-of-way preservation needs.

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 community's roadways, including existing and future functional class, and existing and forecasted traffic volumes for principal and A-minor arterials. Forecasting was done 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. They include the Principal Arterial Intersection Conversion Study from 2017 as well as Environmental Assessment for Highway 65. The Plan accurately describes the status of such facilities, including needs for right-of-way and the likelihood and timing of funding.

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 V.

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, as well as the opportunities and challenges related to its Transit Market Areas.

Aviation

The Plan conforms to Aviation system element of the TPP. The Plan states that Lakeville Airport is the closest airport to the community. 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. There are two Tier 2 corridors in the community.

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

Freight

The Plan is consistent with Freight policies of the TPP. The Plan identifies the needs of freight movement in and through the community, including accessibility to freight terminals and facilities. There are no known freight issues in the community.

Transportation Analysis Zones (TAZs)

The Plan conforms to the TPP regarding TAZ allocations. The City's TAZ allocations for employment, households, and population appropriately sum to the Metropolitan 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 community's Thrive designation and applicable TPP policies for transit station areas.

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.

The City is predominantly provided wastewater service through the use of individual private subsurface treatment systems, or SSTs. The exceptions are a private Central Sewage Treatment System serving the Flamingo Terrace Mobile Home Park; six private Large Sewage Treatment Systems serving schools, a motel, an apartment, and senior housing; and private group septic systems in several townhouse developments. The private owners will continue to maintain these systems. The Plan indicates continued wastewater services will be primarily provided through the use of SSTs through 2040.

The Plan does not propose nor anticipates requesting connection to the Regional Wastewater Disposal system within the 20-year planning period; therefore, the City is not required to submit a

Comprehensive Sewer Plan for approval. The Metropolitan Council does not have plans to provide wastewater services to the community within the 2040 planning period.

Surface Water Management

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

Ham Lake lies within the oversight boundaries of the Coon Creek Watershed District, and Upper Rum River and Sunrise River Watershed Management Organizations. The City submitted a draft Local Water Management Plan (LWMP) update on August 8, 2019. Council Water Resources staff reviewed and commented on the draft LWMP to the City and Watersheds in a letter dated August 26, 2019.

The City submitted a revised LWMP update on September 2, 2020 to respond to the comments provided in the Council’s August 26, 2019 review letter. The updated LWMP adequately addressed the Council’s previous comments. The Sunrise River Watershed Management Organization approved an updated LWMP dated May 2021 on July 1, 2021. The Upper Rum River Watershed Management Organization conditionally approved the LWMP on October 29, 2021.

Advisory Comments

The City needs to provide to the Council the date the Coon Creek Watershed District approves the final LWMP, and the date the City adopts the final LWMP. We also request that the City provide the Council with a copy of the final adopted LWMP in the final Plan document that the City adopts.

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 Plan includes a forecast revision (Tables 2.1, 2.4). The revised forecast makes minor adjustments to population and employment, as shown below in Table 1.

Table 1. City of Ham Lake Forecasts

	Census	Estimated	Previous Council Forecasts			Revised Forecasts		
	2010	2018	2020	2030	2040	2020	2030	2040
Population	15,296	16,394	16,200	17,700	18,700	<u>16,170</u>	<u>17,670</u>	<u>18,670</u>
Households	5,171	5,530	5,800	6,600	7,100	5,800	6,600	7,100
Employment	2,931	4,032	3,700	4,010	4,300	<u>4,070</u>	<u>4,300</u>	<u>4,600</u>

The Council will officially revise the communitywide forecast, simultaneous with action on the Plan.

The Land Use Chapter (Chapter 5) of the Plan inventories land supply for future development. Table 5.4 discusses the land transition and net increase of 2,048 residential acres during 2018-2040; all of that increase would be in the single family residential classification. This land supply can accommodate the forecast.

Advisory Comments

Actual 2020 employment was 3,509 jobs in Ham Lake (source: Minnesota DEED, Quarterly Employment and Wages). The employment forecast revision is no longer advisable; still the Council will honor the City’s preference and our agreement to revise.

Thrive MSP 2040 and Land Use

Reviewer: Eric Wojchik, CD – Local Planning Assistance (651-602-1330)

The Plan is consistent with *Thrive MSP 2040* and its land use policies. The Plan acknowledges the Thrive community designation of Rural Residential (Figure 2). Thrive describes Rural Residential communities as having residential patterns characterized by large lots and do not have plans to provide urban infrastructure, such as centralized wastewater treatment. This designation represents the entire area of the City. Communities like this have topographical development limitations and development patterns with lot sizes that generally range from 1-2.5 units per acre.

Rural Residential communities are expected to discourage future development of rural residential patterns and, where opportunities exist, plan for rural development at densities that are not greater than 1 unit per 10 acres. The guiding land use for this portion of the City carries forward the Single Family Residential land use guiding and policy direction from the 2030 comprehensive plan. This guiding represents approximately 63% of the City and where an average lot size of 2.5 acres is expected to provide sufficient space for onsite sewer and water facilities. This guiding land use also accommodates agricultural land uses.

The existing land uses in Ham Lake are predominately residential (55%), with the second largest use being park land (2.2%). Most of the existing commercial/office (1.2%) and industrial (1.6%) uses are located near transportation corridors, especially along Highway 65. Approximately 1.1% of the City is institutional land use (Figure 3).

The Plan is consistent with Thrive for land use and residential density policies for a Rural Residential community because it guides residential land at an average density of 2.5 acres per unit, representing no change from the 2030 Plan. Given land available for residential development, the overall residential density within the City is one unit per 2.98 acres which is consistent with the Rural Residential community designation.

The 2040 Plan does include a new land use called Multiple Use Option which allows for a district-wide mix of residential (60%) and commercial (40%) development. This land use is primarily located adjacent to Lexington Avenue and is also near the Bunker Lake Boulevard/Radisson Road intersection as well as the northerly City limits on the east side of Highway 65.

Advisory Comments

The Multiple Use Option land use description states that “any proposed development will be required to conform to their respective code and density requirements of the proposed land use whether commercial or residential.” Council staff asked for clarity on the residential density of the land use, and the City stated in supplemental information received on June 29, 2021, that the density for the Multiple Use Option would match that of Single Family Residential (maximum of 1 unit per acre). In the final Plan that the City adopts, the description of Multiple Use Option land use should include detailed language stating the residential density.

Housing

Reviewer: Ashleigh Johnson, CD – Housing (651-602-1106)

The Plan is consistent with the *2040 Housing Policy Plan* (HPP). As of 2016, the City has more than 5,600 homes including more than 200 multifamily units, 250 manufactured homes, and over 5,000 single-family homes. Approximately 450 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 450 households earning 80% of AMI or below are paying more than 30% of their income toward housing costs. There are about 160 units affordable to households with income at or below 30% AMI and more than 280 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 adding a variety of housing types in new residential developments. The City does not currently have any publicly subsidized housing. The City does not have an allocation of affordable housing need in the 2021-2030 decade, as it is not expected to experience any sewer-serviced growth.

The housing implementation plan component of the Plan describes that the City supports preservation of manufactured home communities. The Plan also indicates that the City will work to cooperate with Anoka County HRA to develop a future senior housing project adjacent to the Willows senior housing complex. The City states that they will partner to explore funding sources to rehabilitate apartments.

Water Supply

Reviewer: John Clark, ES – Water Supply Planning (651-602-1452)

The Plan is consistent with the 2040 Water Resources Policy Plan (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.

Ham Lake relies primarily on private wells and does not own/operate a municipal community public water supply system (PWS). Therefore, no Local Water Supply Plan (LWSP) is required.

Advisory Comments

The City should consider including information about water sources, including plans to protect private water supplies, in appropriate sections of the local comprehensive plan.

Community and Subsurface Sewage Treatment Systems (SSTS)

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

The Plan indicates on Figure 7.3 that there are approximately 6,255 individual SSTS in operation in the City. In addition, the Flamingo Terrace Mobile Home Park serves 295 single-family units with a private treatment system; at least six private Large Sewage Treatment Systems (LSTS) serve schools, a motel, and apartment and senior living facilities; and an unspecified number of group septic systems serve townhomes and businesses in the City. The Plan indicates the City requires compliance with Minnesota Pollution Control Agency Chapter 7080-7083 Rules for the design, installation, maintenance, upgrade, and repair of all private SSTS in the City.

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

The Plan indicates, consistent with the Council's aggregate resources inventory information contained in *Minnesota Geological Survey Information Circular 46*, that there are no viable aggregate resource deposits located in the community. While there have been previous mining operations, there are currently no active aggregate resource mines in operation in the City.

Historic Preservation

Reviewer: Eric Wojchik, CD – Local Planning Assistance (651-602-1330)

The Plan is consistent with the statutory requirements (Minn. Stat. § 473.859) regarding planning for historic resources. The City does not have any structures listed on the Register of National Historic Places (NRHP) or that have been identified by the Minnesota Historical Society as being eligible for the National Register. A NRHP Inventory Nomination Form was submitted in 1979 for the Swedish Evangelical Lutheran Church. The Gothic Revival-style Church was constructed in 1872, a Bell Tower added in 1891 and building expansion in 1947. The property is represented in existing surveys at the Statewide Survey of Historic Resources depository at the Minnesota Historical Society, St. Paul. Furthermore, it is included in NRHP's Digital Archives Gallery. The Plan includes commitments to ensure historic building and site preservation on page 5-5 of the Plan.

Plan Implementation

Reviewer: Eric Wojchik, CD – Local Planning Assistance (651-602-1330)

The Plan describes the official controls and fiscal devices that the City will employ to implement the Plan. Specific implementation strategies are described in the Implementation Section of the Plan, Chapter 10. The Implementation section includes a description of and schedule for any necessary changes to the zoning code and the SSTS code. The City includes the Capital Improvement Plan in appendices A and B. The CIP focuses on bridges and roads, and parks and open spaces.

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

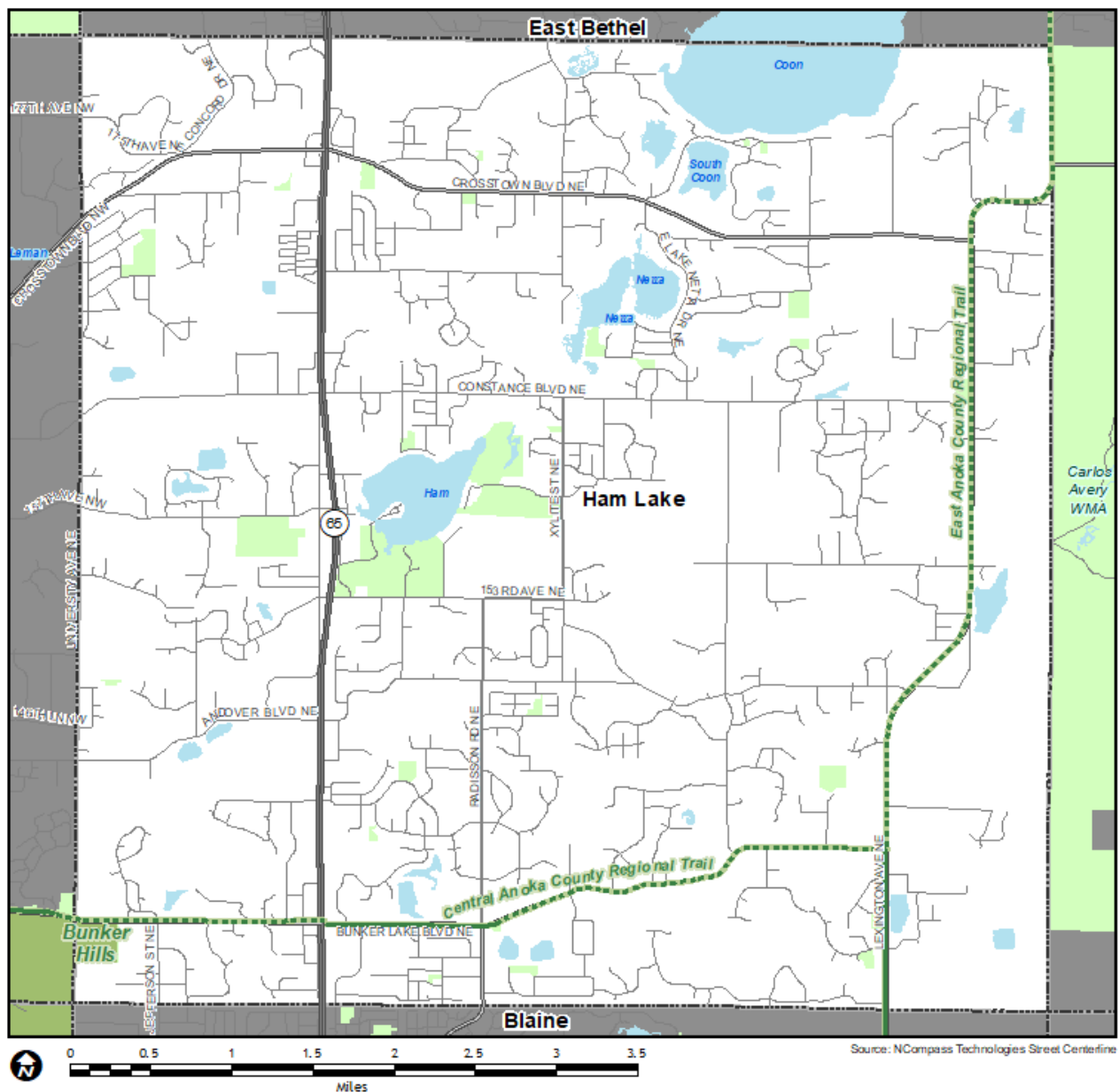
In response to the 2015 System Statement, the City submitted the following documents for review:

- February 1, 2018: Ham Lake 2040 Preliminary Plan
- January 3, 2020: Ham Lake 2040 Comprehensive Plan
- August 19, 2020: Revised Ham Lake 2040 Comprehensive Plan
- September 2, 2020: Revisions to surface water management plan
- May 28, 2021: Revised Ham Lake 2040 Comprehensive Plan
- July 6, 2021: Revised Ham Lake 2040 Comprehensive Plan

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 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

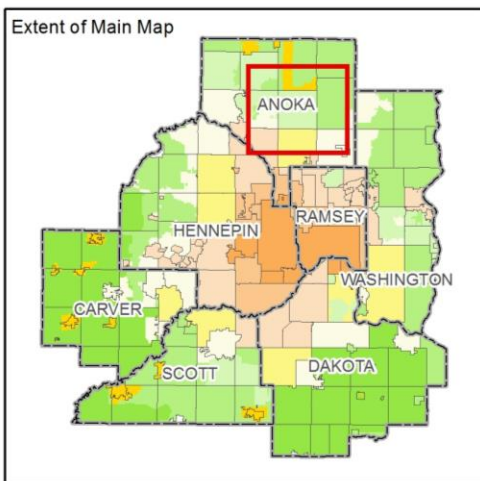
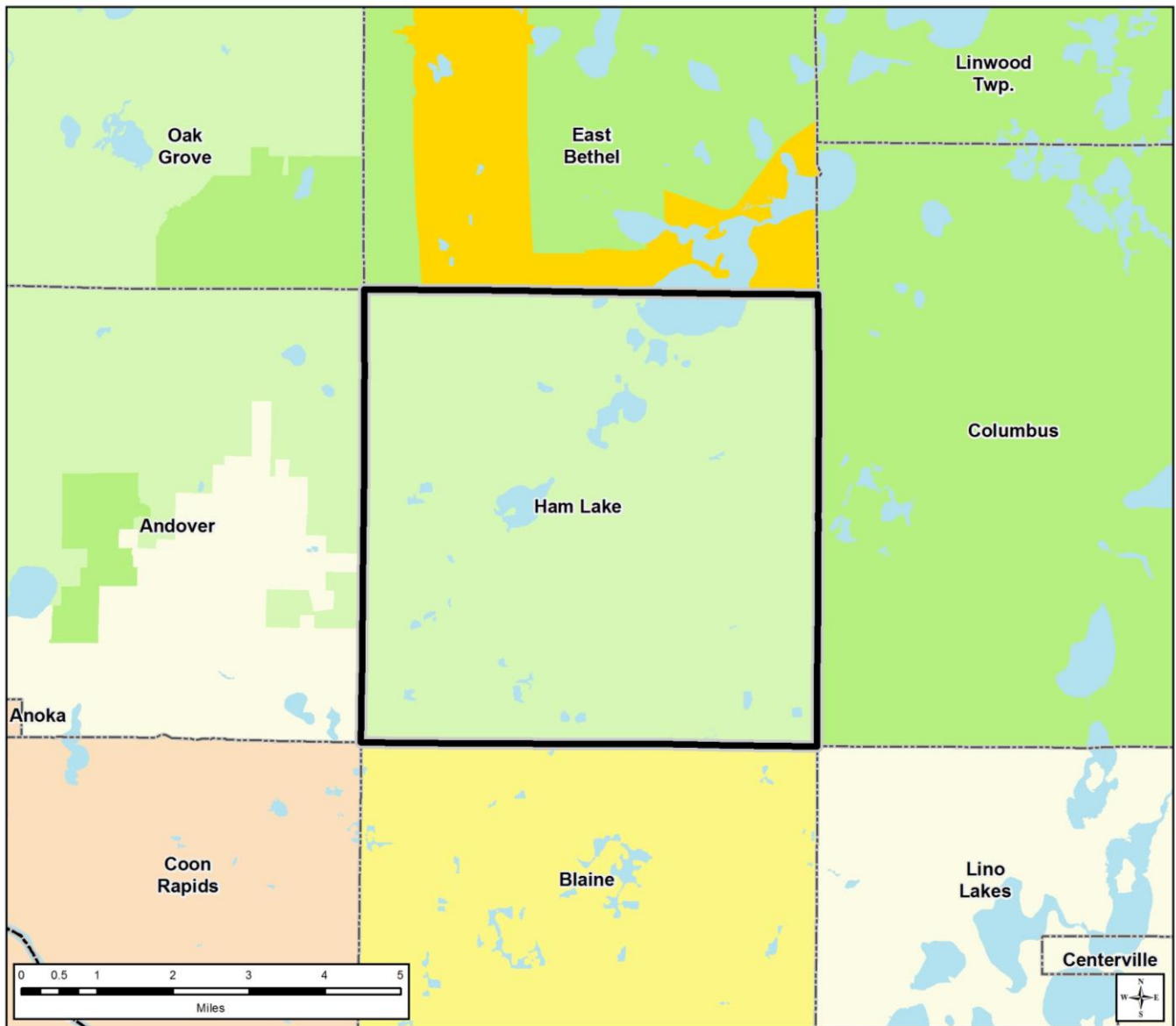
- Meters
- Lift Stations
- MCES Interceptors
- MCES Treatment Plants

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

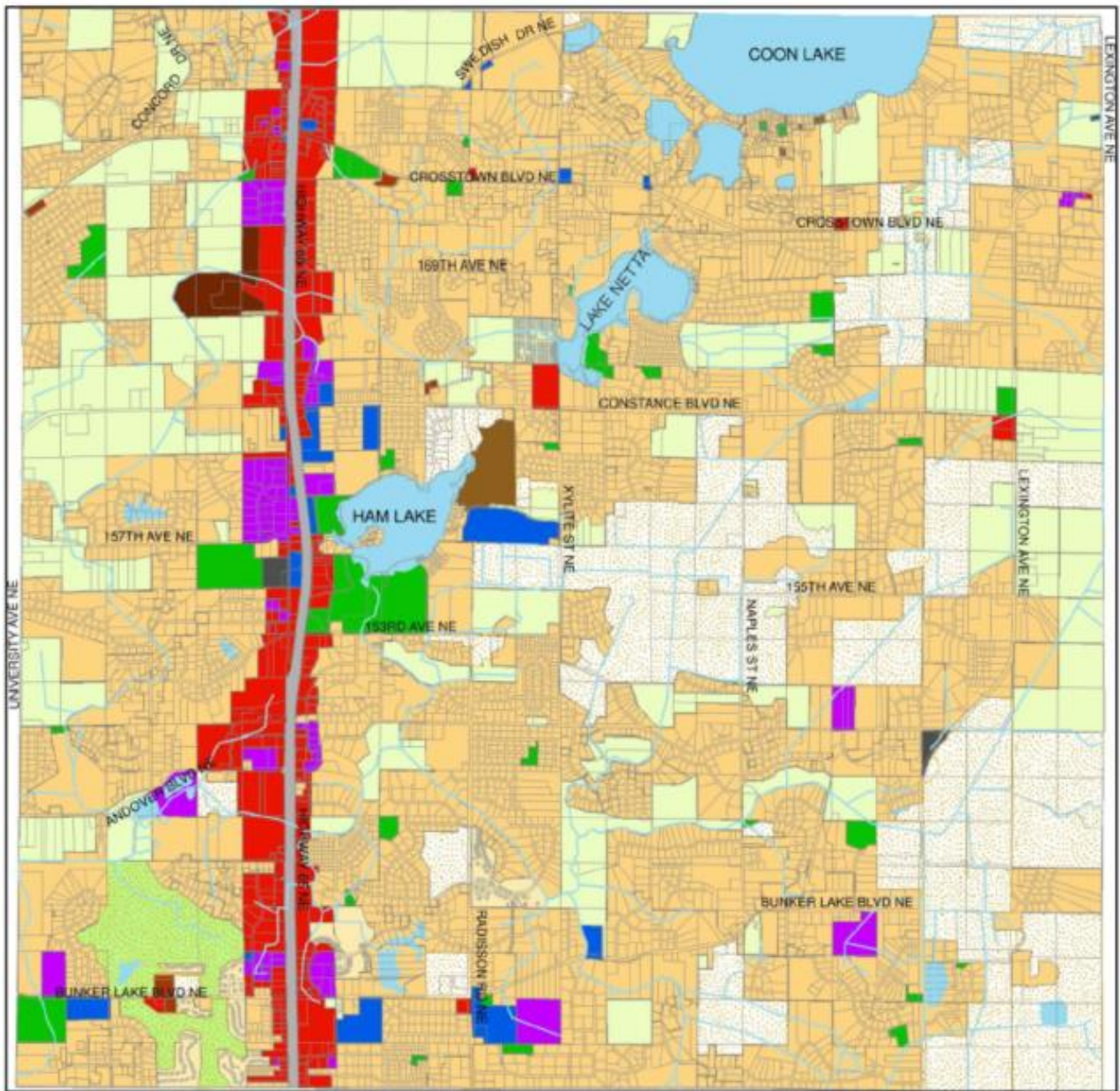


Community Designations

- | | |
|------------------------------------|------------------------|
| Outside Council planning authority | Emerging Suburban Edge |
| Agricultural | Suburban Edge |
| Rural Residential | Suburban |
| Diversified Rural | Urban |
| Rural Center | Urban Center |

- County Boundaries
- City and Township Boundaries
- Lakes and Major Rivers

Figure 3. Existing Land Use



- | | |
|-----------------------|---------------------------|
| Streams and Ditches | Industrial |
| Ham Lake Parcel | Institutional |
| Utility | Manufactured Housing Park |
| Seasonal Recreational | Park, Open Space |
| Government | Open Water |
| Agriculture | Major Highway |
| Commercial | Residential Multi-Family |
| Farmstead | Residential Single Family |
| Golf Course | Residential Townhome |
| | Undeveloped |

**Comprehensive Plan
2018 Update**

0 2,500 5,000 10,000 Feet



MAP DATE: 6/1/2019

Sources:
RFC Engineering, Inc.
Coon Creek Watershed District
Anoka County
Metropolitan Council

**HAM LAKE,
MINNESOTA**



Figure 4. 2040 Planned Land Use

