

## Committee Report

Business Item No. 2014-44

### Community Development Committee

Meeting date: February 18, 2014

For the Metropolitan Council meeting of February 26, 2014

**Subject:** Authorization to Linwood Township to put their 2030 Comprehensive Plan Update into effect

#### Proposed Action

That the Metropolitan Council Adopt the attached Advisory Comments and Review Record, and the following actions:

1. Authorize Linwood Township to put its 2030 Comprehensive Plan Update into effect.
2. Advise the Township to adopt the new forecasts for employment as shown in Table 1 in the Review Record.
3. Implement the advisory comments for Parks.

#### Summary of Committee Discussion/Questions

Planning analyst Patrick Boylan presented the report to the Committee.

Councilmember Cunningham, Chávez, and Elkins discussed if there was a simpler process for Cities and Townships and if there were resources available for communities to use.

LPA Planning Manager LisaBeth Barajas responded that Staff understands the difficulty facing Linwood Township and other communities with limited resources in completing a comp plan update and that the Council intends to address the issue in several ways before the next round of comprehensive plan updates.

Motion to approve was made, seconded and passed unanimously.

Business Item No. 2014-44



METROPOLITAN  
C O U N C I L

# Community Development Committee

Meeting date: February 18, 2014

For the Metropolitan Council meeting of February 26, 2014

**Subject:** Linwood Township 2030 Comprehensive Plan Update

**District(s), Member(s):** District 11, Council Member Sandy Rummel

**Policy/Legal Reference:** Minnesota Statutes Section 473-175

**Staff Prepared/Presented:** Patrick Boylan, AICP, Local Planning Assistance 651-602-1438

LisaBeth Barajas, Manager, Local Planning Assistance, 651-602-1835

**Division/Department:** Community Development / Planning & Growth Management

## Proposed Action

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

1. Authorize Linwood Township to put its 2030 Comprehensive Plan Update into effect.
2. Advise the Township to adopt the new forecasts for employment as shown in Table 1 in the Review Record
3. Implement the advisory comments for Parks.

## ADVISORY COMMENTS Linwood Township 2030 Comprehensive Plan Update

The following Advisory Comments are part of the Council action authorizing Linwood Township (“Township”) to implement its 2030 Comprehensive Plan Update (“Update”):

**Community Development Committee**

1. The Council-adopted *Local Planning Handbook* states that the Township 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).

## Background

Linwood Township is located in north east Anoka County and is bounded by Oxford Township to the north (Isanti County), Chisago County to the east, the City of East Bethel to the west, and the City of Columbus to the south. The *2030 Regional Development Framework* (RDF) identifies the Township as a Diversified Rural geographic planning area (see Figure 2).

The Township 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.

## 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<br>(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 Linwood Township 2030 Comprehensive Plan Update

#### STATUTORY AUTHORITY

The Metropolitan Land Planning Act (MLPA) requires local units of government to submit comprehensive plans (plans) and plan amendments to the Council for review and comment (Minn. Stat. § 473.864, Subd. 2). The Council reviews plans to determine:

- *Conformance with metropolitan system plans,*
- *Consistency with other adopted Plans of the Council, and*
- *Compatibility with the Plans of other local jurisdictions in the Metropolitan Area.*

The Council may require a local governmental unit to modify any plan or part thereof if, upon the adoption of findings and a resolution, the Council concludes that the Update is more likely than not to have a substantial impact on or contain a substantial departure from metropolitan system plans (Minn. Stat. § 473.175, Subd. 1).

Each local government unit shall adopt a policy plan for the collection, treatment and disposal of sewage for which the local government unit is responsible, coordinated with the Metropolitan Council's plan, and may revise the same as often as it deems necessary. Each such plan shall be submitted to the Council for review and shall be subject to the approval of the Council as to those features affecting the Council's responsibilities as determined by the Council. Any such features disapproved by the Council shall be modified in accordance with the Council's recommendations (Minn. Stat. § 473.513).

#### CONFORMANCE WITH REGIONAL SYSTEMS

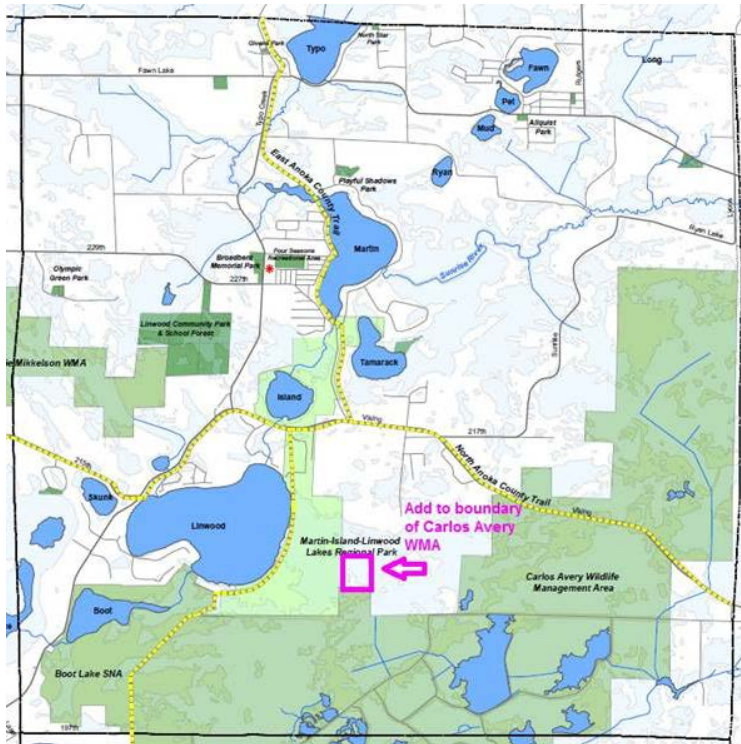
##### Regional Parks

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

The Update conforms to the *2030 Regional Parks Policy Plan*. The CPU acknowledges and plans for the regional parks system facilities within the township, which include Martin-Island-Linwood Lakes Regional Park and the proposed East Anoka County and North Anoka County Regional Trails. The Minnesota Department of Natural Resources owns and operates the Carlos Avery and Gordie Mikkelson Wildlife Management Areas as well as Boot Lake Scientific and Natural Area within the township. These State lands are considered to complement the regional parks system and are also acknowledged in the CPU.

*Advisory comment:*

The Surface Waters and Floodplain Map (Map 1), National Wetland Inventory Map (Map 2) and Parks, Public Lands and Regional System Map (Map 7) are missing a 40 acre parcel that is part of Carlos Avery Wildlife Management Area (WMA), as shown outlined in pink on the graphic below. The Existing Land Use and Future Land Use Maps (Maps 3 and 4) properly reflect the boundaries of the WMA. Prior to submitting the final adopted CPU to the Metropolitan Council, Maps 1, 2 and 7 should be revised to reflect the proper boundaries of the Carlos Avery WMA.



## Transportation

### **Roads and Transit**

*Reviewers: Chelsey Armstrong & Steve Mahowald, Metro Transit (612-349-7775)*

The Update conforms to the *2030 Transportation Policy Plan (TPP)* and is consistent with Council policy for Transit. Linwood Township is in Transit Market IV and is served by Anoka County's Dial-a-Ride. Also as noted, the Metropolitan Council does not have plans to serve Linwood Township with fixed route transit service in the near term.

### **Aviation**

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

The Update conforms to the TPP for policies on the region's aviation system plan.

## Water Resources Management

### **Wastewater Service**

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

The Update conforms with the *2030 Water Resources Management Policy Plan (WRMPP)*.

The Update represents the City's guide for future growth and development through the year 2030. The City is entirely provided wastewater service through the use of private wastewater systems (SSTS). The Plan indicates continued wastewater services will be

provided through the use of SSTS through 2030.

The City's 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 for approval of a Tier II Comprehensive Sanitary Sewer Plan.

The Metropolitan Council does not have plans to provide wastewater services to the community within the 2030 planning period.

### **Surface Water Management**

*Reviewer: Jim Larsen, Regional Parks Planning, (651-602-1159)*

The Update conforms to the WRMP for local surface water management.

The Township lies within the Sunrise River Watershed. The Sunrise River Watershed Management Organization (SRWMO) adopted their 'third-generation' watershed management plan in June 2010, and subsequently adopted amendments to the plan in March 2012.

The Township's plan includes a Resolution (dated February 22, 2011) adopting the SRWMO's watershed management plan by reference, and information from the SRWMO confirming that such a procedure is acceptable to meet the requirements for the Township's required adoption of a Local Surface Water Management Plan (LSWMP).

## **CONSISTENCY WITH COUNCIL POLICY**

### **Forecasts**

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

The Update's forecast-related content is consistent with regional policy.

Employment forecasts presented in the Plan Update are lower, by -20 jobs, than the official regional forecast. The Council will revise its employment forecasts to match the Township's. Upon official adoption, the forecast of employment will be revised as follows:

Table 1. Metropolitan Council Forecast

|                   | <b>Linwood Township</b> |                                  |             |             |
|-------------------|-------------------------|----------------------------------|-------------|-------------|
|                   | <b>Census</b>           | <b>Revised Council Forecasts</b> |             |             |
|                   | <b>2000</b>             | <b>2010</b>                      | <b>2020</b> | <b>2030</b> |
| <b>Population</b> | 4,668                   | 4,920                            | 5,000       | 5,400       |

|                   |              |              |              |              |
|-------------------|--------------|--------------|--------------|--------------|
| Unsewered         | 4,668        | 4,920        | 5,000        | 5,400        |
| Metro Sewered     | 0            | 0            | 0            | 0            |
| <b>Households</b> | <b>1,578</b> | <b>1,820</b> | <b>1,950</b> | <b>2,090</b> |
| Unsewered         | 1,578        | 1,820        | 1,950        | 2,090        |
| Metro Sewered     | 0            | 0            | 0            | 0            |
| <b>Employment</b> | <b>154</b>   | <b>110</b>   | <b>130</b>   | <b>140</b>   |
| Unsewered         | 154          | 110          | 130          | 140          |
| Metro Sewered     | 0            | 0            | 0            | 0            |

## 2030 Regional Development Framework and Land Use

*Reviewer: Patrick Boylan, CD – Local Planning Assistance, (651-602-1438)*

The Update is consistent with the *2030 Regional Development Framework (RDF)*, which classifies the Township as a Diversified Rural community. The Township is 23,115 acres, with approximately 7,200 acres within the Carlos Avery Wildlife Management Area (WMA) in the south and eastern portions of the Township.

### Diversified Rural Policies

The RDF directs Diversified Rural areas to accommodate forecasted growth without requiring the provision of regional urban services. In addition, Diversified Rural areas are expected to protect natural resources, to prevent scattered rural residential development, and to adopt conservation subdivision, cluster, or other environmental protection provisions in their ordinances.

The Update establishes policies to protect the rural character of the City, to maintain land use patterns to ensure compatibility and function of uses, and to establish land use patterns that reflect natural amenities and environmental constraints. The Update also describes policies to protect local environmental systems from unnecessary impacts of development, to maintain and enhance the natural amenities for future generations to enjoy, and to protect the wetlands, natural habitat areas, and groundwater recharge capabilities.

Diversified Rural areas include a mix of a limited amount of large-lot residential development and clustered housing with agricultural and other rural land uses. The RDF directs communities to develop at residential densities no greater than 1 unit per 10 acres. The Township is proposing to maintain the existing land uses and zoning, as the community is forecasted to grow only minimally within the 2030 planning horizon.

### Linwood Township 2030 Comprehensive Plan



The Township is home to a significant amount of natural resources, as evidenced by the large areas within the Carlos Avery Wildlife Management Area. Approximately 7,500 acres are covered by wetlands, surface waters, or floodplain, providing many natural amenities, but also limiting development opportunities. The Diversified Rural area of the community is guided for Rural Residential, except for scattered existing commercial areas along Viking Drive in the central area and Fawn Lake Drive guided as Commercial.

The Update proposes to allow residential development at a density greater than one housing unit per ten acres of land. The Township's Update retains the density from the Township's 1998 comprehensive plan of 1 unit per 5 acres. The Update allows for the clustering of development within suitable areas while allowing for opportunities for open space preservation consistent with the guidance in the Flexible Residential Development for Diversified Rural areas adopted by the Council.

While the guiding allows for densities greater than directed by Council policy, the Township's Update is not proposing to guide areas for new development or increase densities over existing development or guiding as reviewed by the Council in the Township's 1998 comprehensive plan (Business Item 2003-20, Review File No. 16752-1).

The Update provides an analysis of the potential for future development within the Township, indicating that projected growth could be built within the Township within the 2030 planning period without exceeding regional policy of no more than one unit per ten acres.

The Township is committed to residential cluster exploration and examining minimum impact standards to preserve environmentally sensitive areas.

## **Housing**

*Reviewer: Patrick Boylan, CD – Local Planning Assistance, (651-602-1438)*

The Update is consistent with affordable housing planning requirements of the Metropolitan Land Planning Act. The Township is a community that does not have a numerical share of the regional need for affordable housing.

The Update provides an assessment of the housing stock and provides goals and policies that the Township will use to address its local housing needs. The Update indicates that the Township will work with the Anoka County Housing Redevelopment Authority in supporting low and moderate income residential housing to address housing needs and to identify resources to maintain and advance housing affordability in the community where possible.

## **Community and Subsurface Sewage Treatment Systems (SSTS)**

*Reviewer: Jim Larsen, Regional Parks Planning, (651-602-1159)*

The Township is entirely served by individual and private wastewater treatment systems. There are an estimated 1710 subsurface sewage treatment systems (SSTS) in operation in the community. Approximately 110 of the community's 1820 residences are served collectively by a mobile home park community wastewater treatment system.

While the Update is not entirely consistent with the Council's planning requirements for SSTS, the Township is in the process of updating their SSTS ordinance and management program for consistency. Minnesota law requires counties to amend their ordinances to include the revised 2011 MPCA SSTS rules by February 4, 2014. The Update states that Anoka County has recently updated its septic system ordinance. Minnesota Rules Chapter 7082 allows cities and townships one additional year after each county has completed their ordinance revisions to update their local ordinances, with that year starting on the date of county ordinance adoption.

The Township has indicated in the Update that they will have their local ordinance updated to be consistent with the revised Anoka County, Metropolitan Council, and MPCA requirements by April 2014. The revised ordinance will include enforcement provisions to ensure septic systems are properly maintained (all systems either pumped or inspected at least once every three years) and all failures corrected in a timely fashion (including repair or replacement of failing systems within five (5) years).

## **Water Supply**

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

The Update conforms with the *2030 Water Resources Management Policy Plan*. However, the Township does not have a municipal water supply, therefore a local water supply plan is not a required component of the comprehensive plan.

There are no Drinking Water Supply Management Areas in the community, but Council analysis indicates that many of Linwood Township's lakes and wetlands are connected to the regional groundwater flow system. The Council encourages the Township to make efforts to protect the quality of stormwater runoff will also benefit region's groundwater supplies.

## **Resource Protection**

### ***Historic Preservation***

*Reviewer: Patrick Boylan, CD – Local Planning Assistance, (651-602-1438)*

The Update appropriately addresses historic preservation in the community. The Update identifies historic properties and policies for their preservation, protection, and continued use, along with a policy to work with the Anoka County Historical Society and the Minnesota State Historic Preservation Office to preserve the cultural resources in the community.

### ***Solar Access Protection***

*Reviewer: Patrick Boylan, CD – Local Planning Assistance, (651-602-1438)*

The Update contains a section addressing Solar Access Protection as required by the MLPA. The Update further notes that the use of solar energy collectors for the purpose of providing energy for heating and/or cooling should be designated as a permitted use within all zones in the Zoning Ordinance.

### **Aggregate Resources Protection**

*Reviewer: Jim Larsen, Regional Parks Planning, (651-602-1159)*

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

## **PLAN IMPLEMENTATION**

*Reviewer: Patrick Boylan, CD – Local Planning Assistance, (651-602-1438)*

The Update includes a description of and schedule for any necessary changes to:

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

The Update contains an Implementation Plan, which describes the official controls and fiscal devices that the Township will employ to implement the Update, along with the plan amendment process. The Implementation Plan describes specific changes needed to the ordinances and other actions the Township needs to take to implement the Update. The Update also contains the existing zoning map and a brief description of the zoning districts.

## **COMPATIBILITY WITH PLANS OF ADJACENT GOVERNMENTAL UNITS AND PLANS OF AFFECTED SPECIAL DISTRICTS AND SCHOOL DISTRICTS**

The Township submitted its Update to the adjacent communities, county and affected school districts, affected watershed districts, and other special districts for comment on June 27, 2012. No issues with compatibility were identified.

## **DOCUMENTS SUBMITTED FOR REVIEW**

- Linwood Township 2030 Comprehensive Plan (October 21, 2013)
- Linwood Township 2030 Comprehensive Plan (April 2, 2010)
- Surface Water Management plan (July 11, 2012)
- Revisions to transit, forecasts, transportation, and land use staging in response to Council incomplete letter (March 22, 2012)

## **ATTACHMENTS**

Figure 1: Location Map with Regional Systems

Figure 2: 2030 Regional Development Framework Planning Areas

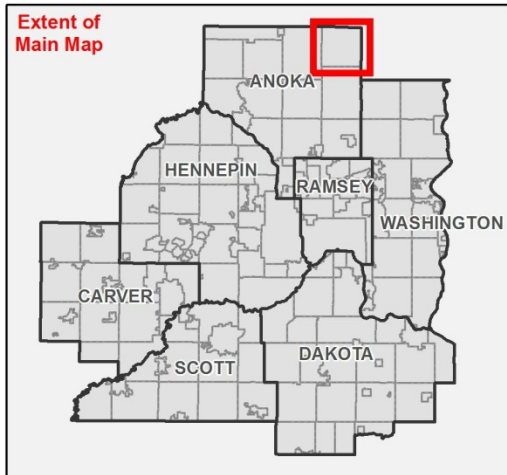
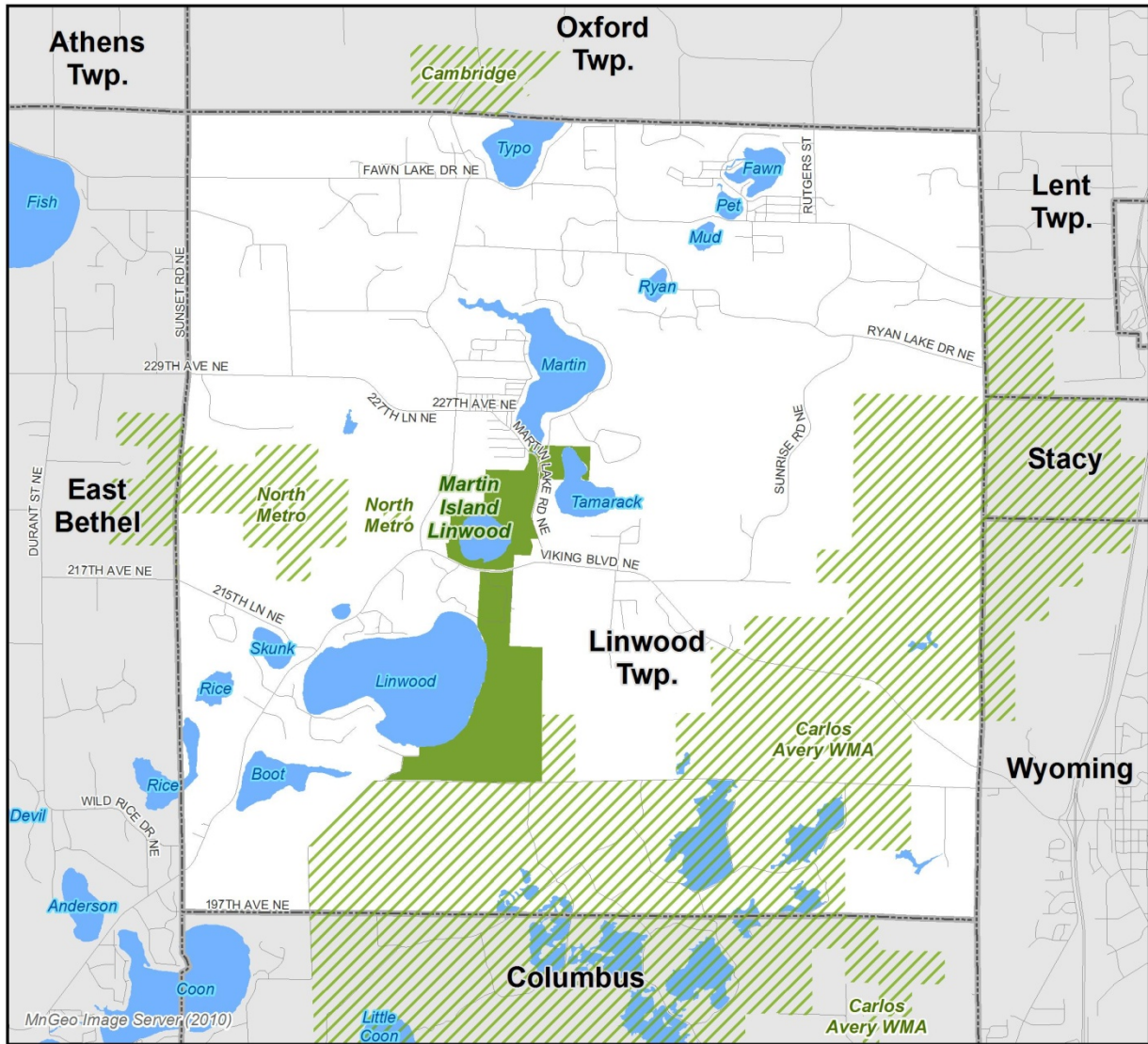
Figure 3: Existing Land Use

Figure 4: 2030 Future Land Use

Figure 5: Existing and Future Land Use Tables

**Figure 1. Location Map with Regional Systems**

Linwood Township



**Regional Systems**

**Wastewater Services**

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

**Transportation**

- Interstates
- US Highways
- State Highways
- County Roads

**Recreation Open Space**

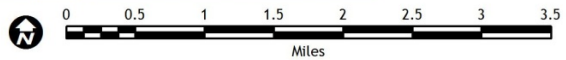
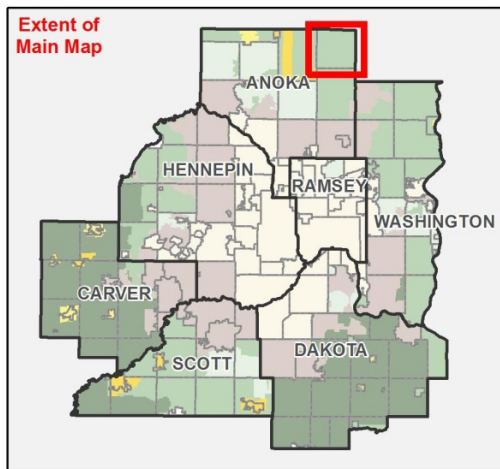
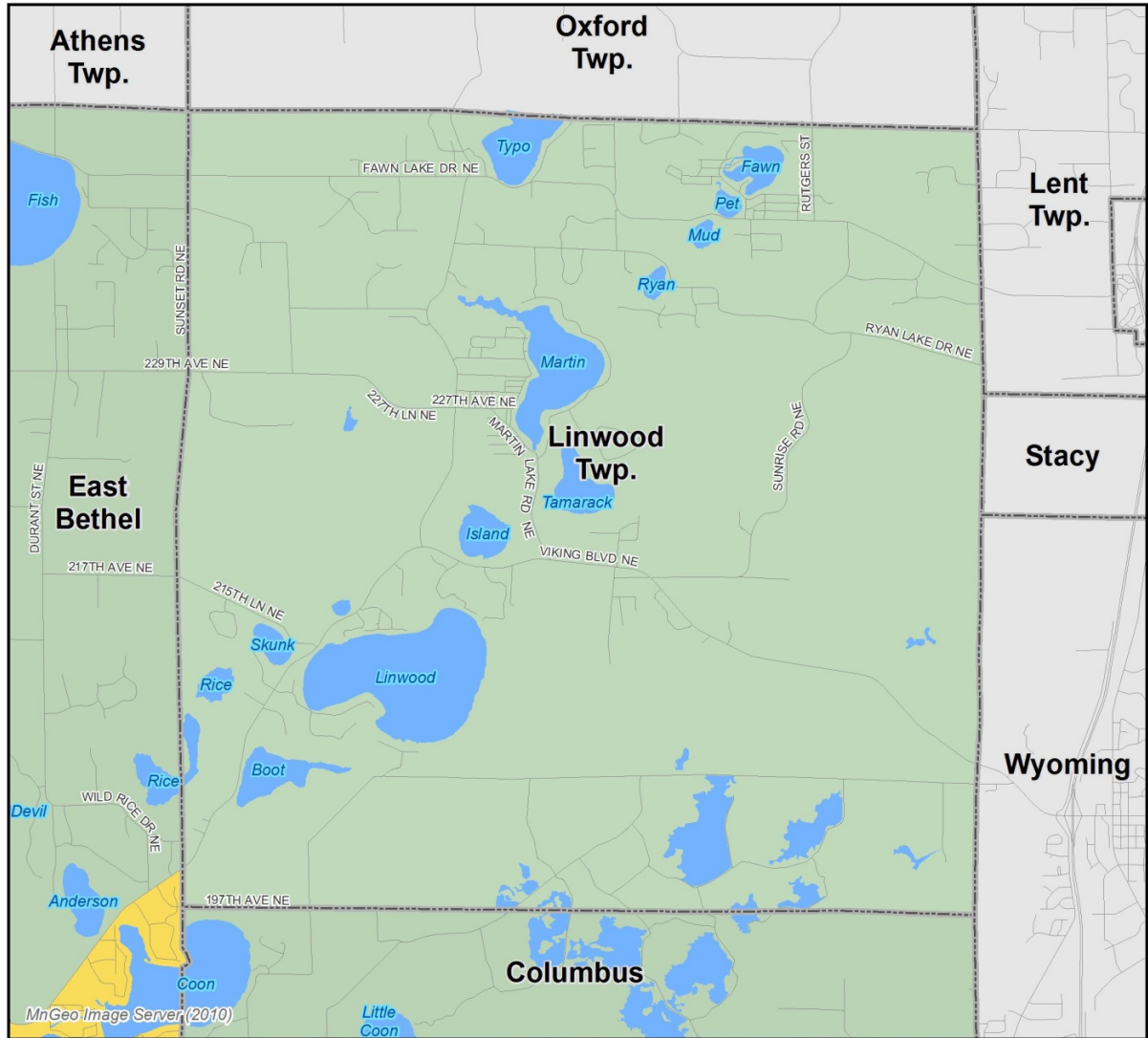
- Park Reserve
- Regional Park
- Special Recreation Feature

**Regional Trails**

- Existing
- Planned
- State Wildlife Management Areas
- NCompass Roads - 2013
- Airports

**Figure 2. 2030 Regional Development Framework and Planning Areas**

Linwood Township



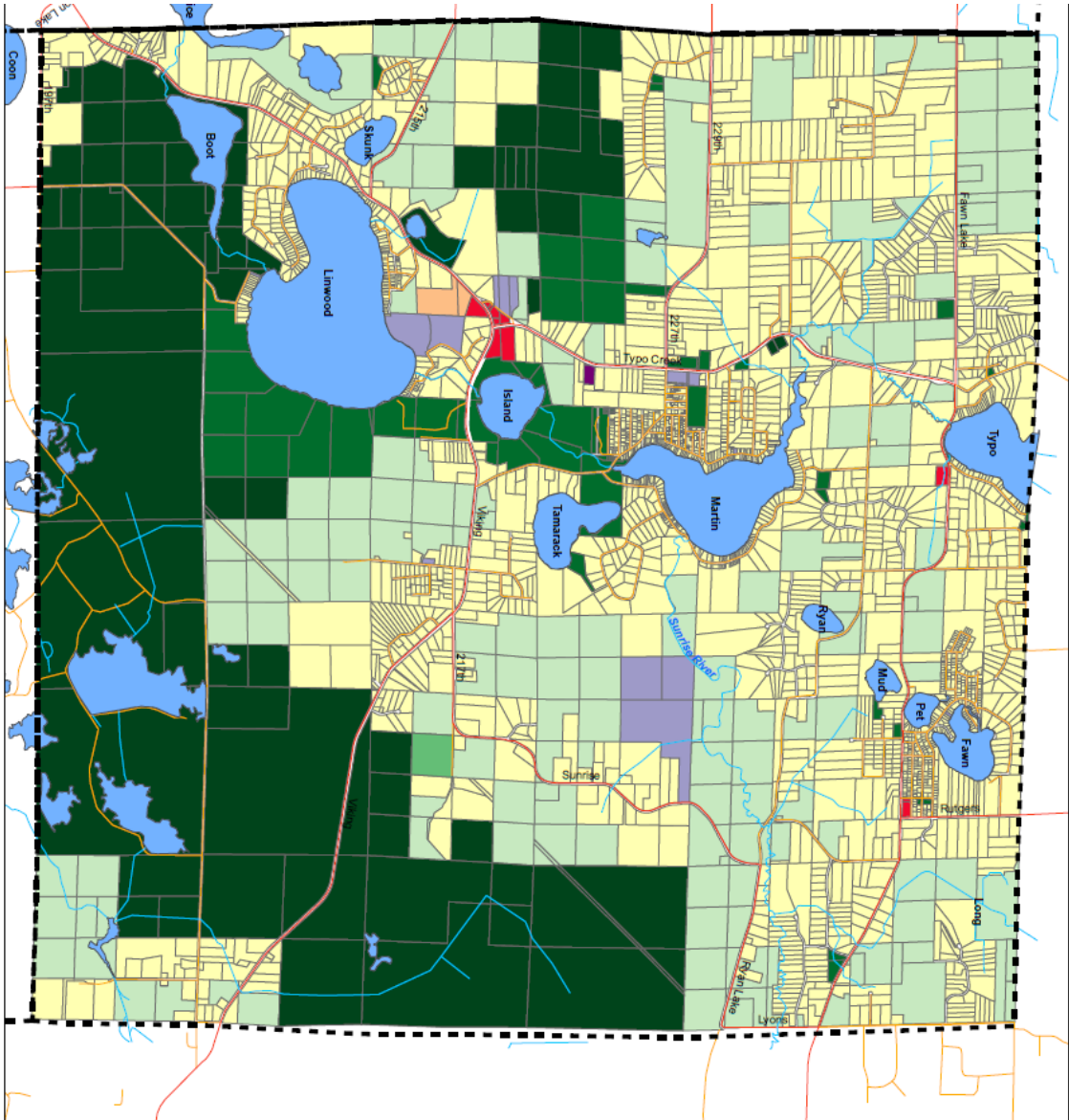
**2030 Framework Planning Areas**


- Developed
- Developing
- Rural Center
- Rural Growth Center
- Diversified Rural
- Rural Residential
- Agricultural
- Non Region

— NCompass Roads - 2013

**Figure 3. Existing Land Use**

Linwood Township





## Linwood Township

### Existing Land Use Map

Map 3

**Legend**

- Commercial
- Manufactured Home Park
- Open Space
- Park & Recreation
- Rural Residential/Agriculture:
- Rural Residential
- Agricultural
- Private Recreation
- Institutional
- Utility

July 2013

0 0.5 1 2 Miles

N

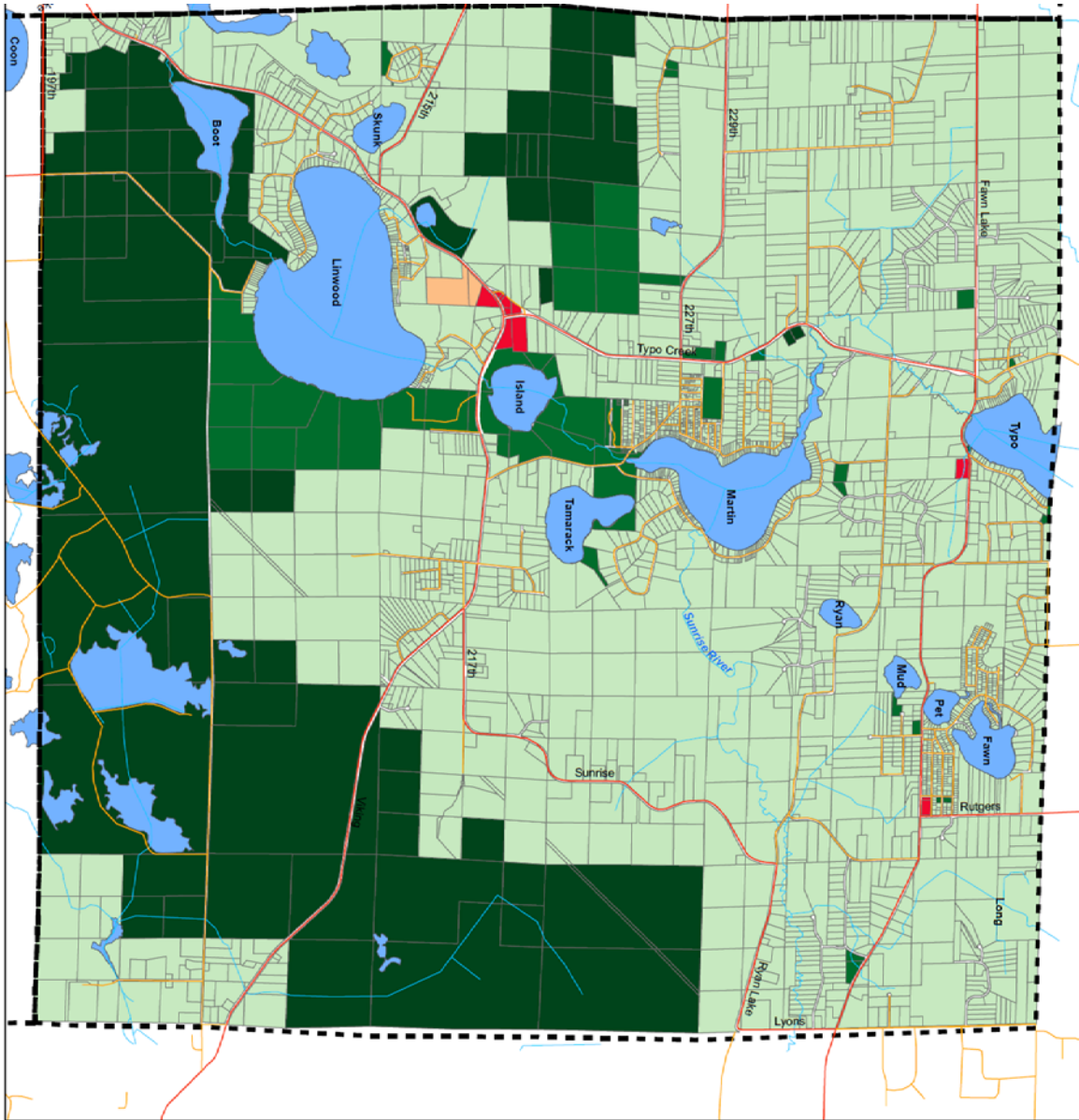
**NAC** NORTHWEST ASSOCIATED CONSULTANTS, INC.

4600 Orion Boulevard, Highway, Suite 202, Golden Valley, MN 55422  
 Telephone: 763.251.5255 Fax: 763.251.5261 [www.nacconsultants.com](http://www.nacconsultants.com)

Source: NAC, Met Council, MNDOT, Anoka County

**Figure 4. 2030 Future Land Use**

Linwood Township



**Linwood Township**

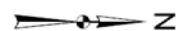
**Future Land Use Map**

**Map 4**

**Legend**

- Commercial
- Manufactured Home Park
- Open Space
- Park and Recreation
- Rural Residential/Agriculture

July 2013



**NAC**  
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 Telephone: 763.231.5858 Fax: 763.231.5861 Email: info@nwacconsultants.com

Source: NAC, Met Council, MNDOT, Anoka County



**Figure 5. Existing and Future Land Use Tables**

Linwood Township

| <b>Existing Land Use</b>       |               |
|--------------------------------|---------------|
| DESCRIPTION                    | Total         |
| Rural Residential-Agricultural | 13,833        |
| Manufactured Housing Parks     | 35            |
| Park & Open Space              | 7,496         |
| Commercial                     | 37            |
| <b>Grand Total</b>             | <b>21,401</b> |

| <b>Table 4: Linwood Township Future Land Use</b> |                 |               |               |               |               |               |
|--|-----------------|---------------|---------------|---------------|---------------|---------------|
| <b>Gross Acreage Mapped</b>                      |                 |               |               |               |               |               |
| <b>Land Use Category</b>                         | <b>Existing</b> | <b>2010</b>   | <b>2015</b>   | <b>2020</b>   | <b>2025</b>   | <b>2030</b>   |
| Rural Residential-Agriculture                    | 13,833          | 13,833        | 13,833        | 13,833        | 13,833        | 13,833        |
| Manufactured Home Park                           | 35              | 35            | 35            | 35            | 35            | 35            |
| Commercial                                       | 37              | 37            | 37            | 37            | 37            | 37            |
| Park & Open Space                                | 7,496           | 7,496         | 7,496         | 7,496         | 7,496         | 7,496         |
| <b>Total</b>                                     | <b>21,401</b>   | <b>21,401</b> | <b>21,401</b> | <b>21,401</b> | <b>21,401</b> | <b>21,401</b> |

