

Community Development Committee

Meeting date: November 18, 2019

For the Metropolitan Council meeting of December 11, 2019

Subject: Anoka County 2040 Comprehensive Plan, Review File 22003-1

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 Anoka County to place its 2040 Comprehensive Plan into effect.
2. Advise the County to implement the advisory comments in the Review Record for Transportation and Housing.
3. Within 60 days after receiving final DNR approval, the County must adopt the MRCCA Plan, and submit a copy of the final adopted plan and evidence of adoption to the DNR, Council, and National Park Service within 10 days after the adoption.

Summary of Community Development Committee Discussion/Questions

Senior Planner, Raya Esmaili presented the staff's report to the Committee. Park Planner, Karen Blaska, and Transportation Planner, Jack Forslund from the County were in attendance.

The Community Development Committee unanimously recommended approval of the proposed action with no questions or discussion at its meeting on November 18, 2019.

Community Development Committee

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Subject: Anoka County 2040 Comprehensive Plan, Review File 22003-1

District(s), Member(s): District 2, Reva Chamblis; District 9, Raymond Zeran; District 10, Peter Lindstrom; District 11, Susan Vento

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

Staff Prepared/Presented: Raya Esmaeili, Senior Planner (651-602-1616)
Angela R. Torres, Local Planning Assistance Manager (651-602-1566)

Division/Department: Community Development / Regional Planning

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Advisory Comments

The following Advisory Comments are part of the Council action authorizing Anoka County to implement its 2040 Comprehensive Plan (Plan).

Community Development Committee

1. As stated in the *Local Planning Handbook*, the County 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 County Board 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

Anoka County is located in the northern part of the seven-county metropolitan area. It is bordered by Washington, Ramsey, and Hennepin Counties within the metro area, and Sherburne, Isanti, and Chisago Counties outside of the metro area.

The County 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
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

is no known local opposition to the 2040 comprehensive plan.

REVIEW RECORD

Anoka County 2040 Comprehensive Plan

Review File No. 22003-1, Business Item No. 2019-328

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 County'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 (RPPP) for the Regional Parks System element. Anoka County is the Park implementing agency for Regional Parks System components in the County, for which the Plan accurately describes Regional Parks Systems components, as listed below:

Regional Parks, Park Reserves, and Special Recreation Features

- Anoka County Riverfront Regional Park
- Bunker Hills Regional Park
- Coon Rapids Dam Regional Park
- Lake George Regional Park
- Martin-Island-Linwood Lakes Regional Park
- Mississippi West Regional Park
- Northwest Anoka County Regional Park Search Area
- Rice Creek Chain of Lakes Park Reserve
- Rum River Central Regional Park

Regional Trails

- Bunker Hills-Chain of Lakes Regional Trail
- Central Anoka Regional Trail
- Chain of Lakes-Otter Lake Regional Trail Search Corridor
- Coon Creek Regional Trail
- East Anoka County Extension Regional Trail Search Corridor
- East Anoka County Regional Trail
- Mississippi River Regional Trail
- North Anoka County Regional Trail Search Corridor
- Rice Creek North Regional Trail
- Rice Creek West Regional Trail
- Rum River Regional Trail
- Sugar Hills Regional Trail Search Corridor

The County also appropriately acknowledges State open space and recreation lands within the County (Figure 1).

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 and is consistent with Council policies regarding community roles, the needs of non-automobile transportation, access to job concentrations, and the needs of freight, except as detailed below. The Plan is compatible with the plans of adjacent and affected governmental units.

Roadways

The Plan conforms to the highway system element of the TPP. The Plan accurately includes the metropolitan highways within the County's boundaries. 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 County'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. There is also a section analyzing roadway safety. Forecasting was completed consistent with regional methodology. The Plan also includes guidelines on how access will be managed for principal and A-minor arterials. Appendices B and C of the Plan include some of this detailed information.

The Plan identifies several regional, state, and local transportation corridor studies in the section titled "Improvement Strategies and Implementation" that includes study recommendations regarding road capacity and transit improvements, changes in access, and/or changes in land use.

The Plan includes a Capital Improvement Program (CIP) with detailed information on the planned county roadway expenditures over the next five years.

Transit

The Plan shows the location of existing transit routes and facilities within the County's limits and acknowledges that the County includes Transit Market Areas II, III, IV, and V. The Plan also accurately reflects the three additional transitways (North Central Corridor, I-35W North, and Central Avenue) identified for Anoka County in the "Increased Revenue scenario" of the 2040 TPP.

Aviation

The Plan conforms to the Aviation system element of the TPP, acknowledging the Anoka Blaine airport and seaplane landing sites. It also includes policies that protect regional airspace from obstructions and references Federal Aviation Administration (FAA) requirements and state seaplane regulations.

Bicycling and Walking

The Plan is consistent with the Bicycling and Pedestrian chapter of the TPP adopted in 2015. For years the County has included trails adjacent to county road improvements, and therefore, much of the Regional Bicycle Transportation Network (RBTN) in Anoka County has been completed. The existing trails and the 2040 RBTN are shown on Figure 12 of the Plan. The Plan also lists proposed changes to the original RBTN identified in the 2040 TPP that were discussed with Council staff in 2017 during the preparation of the updated 2040 TPP. The Plan discusses pedestrian facilities along county roads and emphasizes the County's efforts to make roads and pedestrians ramps more accessible to all individuals.

Freight

The Plan is consistent with the Freight policies of the TPP. The Plan includes heavy commercial vehicle traffic counts on Figure 14 of the Plan and locations of industrial land uses that generate freight on Figure 13 of the Plan. It references the Regional Truck Highway Corridor Study completed by the Council in 2017, including the study's findings as they relate to known roadway issues and problem areas in the County, such as University Avenue corridor in Fridley. The two major BNSF rail lines in the

County and the major BNSF Northtown yard are identified in the Plan. There is an extensive discussion of rail crossing safety and planned improvements, since some of the busiest rail/road crossings in the state fall within the County.

Transportation Analysis Zones (TAZs)

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

Advisory Comments

The text on roadway jurisdiction correctly states that Minnesota Department of Transportation (MnDOT) maintains the Interstate and trunk highway system. However, Figure 4 in the Plan incorrectly shows Federal jurisdiction of the interstates and U.S. Highway 10, which are actually under MnDOT's jurisdiction. Staff recommend corrections to be made to the text prior to final adoption of the Plan.

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). There are no centralized wastewater collection or treatment systems that are owned, operated, or maintained by Anoka County aside from a few subsurface treatment systems (SSTS') that provide service to mostly County park facilities that are outside of the regional service area. The Plan states that many of these systems were installed back in the 1960's and are in need of repair or replacement.

The Plan states that 21% of Anoka County homes have SSTS' and that local government is responsible for the administration of the Minnesota Pollution Control Agency's SSTS Rules. The County maintains an ordinance and certified staff to support SSTS management in communities that do not have a program or certified staff to administer their program.

Comprehensive Sewer Plan Comments

Anoka County does not have any jurisdictional control over centralized wastewater collection or treatment issues; therefore, the County is not required to submit a Comprehensive Sewer Plan.

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 Council's WRPP for local surface water management. The Plan satisfies the requirements for 2040 comprehensive plans. Approximately 25% of Anoka County is covered by surface water. Seven Watershed Management Organizations and Watershed Districts manage surface waters and drainage through comprehensive planning and permitting of development projects having direct effects on the quantity and quality of surface water within the County. The County is a permitted Phase II Municipal Separate Storm Sewer System Permit (MS4) holder under the National Pollutant Discharge Elimination System (NPDES) and has established a Stormwater Pollution Prevention Program (SWPPP). The County does not have land use planning authority, but as an MS4-permitted party, it will potentially be assigned load reduction limits in the future, as part of TMDL studies for impaired waters within the County.

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 County'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 County and community total forecasts in Transportation tables 23 and 25, also Appendix F, table 10 in the Plan. For reference, the County forecast is shown in Table 1 below.

Table 1. Anoka County Forecasts

	Census	Estimated	Council Forecasts		
	2010	2018	2020	2030	2040
Population	330,844	357,851	360,880	401,950	440,420
Households	121,227	130,596	136,860	155,300	171,930
Employment	106,387	126,126	127,160	136,600	145,920

An allocation of forecasts to Transportation Analysis Zones (TAZs) is found in Appendix F, table 11 of the Plan. The population, households, and employment totals in this table exceed the current Council forecasts. Council staff will update its own published TAZ files using the allocations provided by cities and townships during 2018-2020. The County is advised to follow suit once all plans are complete.

Thrive MSP 2040 and Land Use

Reviewer: Raya Esmaeili, CD – Local Planning Assistance (651-602-1616)

The Plan is consistent with *Thrive MSP 2040* and its land use policies. Thrive designates communities within the County with eight different community designations including: Urban Center, Urban, Suburban, Suburban Edge, Emerging Suburban Edge, Rural Center, Diversified Rural, and Rural Residential (see Figure 2). Thrive directs communities to accommodate forecasted growth at varying levels of overall residential densities for development and redevelopment. The County does not have land use authority within the cities and township of the County; therefore, there are no land use planning requirements that need to be addressed by the County, including but not limited to guiding areas for forecasted growth, station area planning, and agricultural preserves.

Housing

Reviewer: Tara Beard, CD – Housing (651-602-1051)

The County does not have any housing requirements as part of the Plan. The Plan anticipates that suburban areas will remain the leader in housing growth. It also notes that changes in housing needs mean that that growth will look different than in the past, including more rental options and smaller homes.

Advisory Comments

Staff encourage the County to engage with its Housing and Redevelopment Authority and local communities to ensure that County resources are being used to address housing needs as effectively as possible.

Water Supply

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

The 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.

The County submitted an updated plan on September 24, 2019, which included changes based on the Council's water supply-related advisory comments shared with the County in a letter dated January 15, 2019.

Community and Subsurface Sewage Treatment Systems (SSTS)

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

The Plan is consistent with the WRPP for Community Wastewater Treatment Systems and individual SSTS. Approximately 21 percent of residences in the County are served by SSTS. Local governmental units in the County are each individually responsible for administering the Minnesota Pollution Control Agency's Chapter 7080-7083 Rules for the proper location, design, installation, use, and maintenance management of SSTS. The County maintains an SSTS ordinance (Anoka County Ordinance #2018-5) and certified staff to support SSTS management in communities that might decide at some point in the future to defer those responsibilities to the County.

Special Resource Protection

Mississippi River Corridor Critical Area

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

The Plan includes a Mississippi River Corridor Critical Area (MRCCA) Plan component that was reviewed by Minnesota Department of Natural Resources (DNR) staff and found to be substantially consistent with Minnesota Statutes 116G and Minnesota Rules Chapter 6106. Council staff also find the MRCCA Plan component to be consistent with *Thrive MSP 2040* land use policies, and Minnesota Rules Chapter 6106. The DNR's January 2, 2019 conditional approval letter is included as Figure 3 of this report. Final DNR approval of the MRCCA Plan will be sent to the County after the Council authorizes local adoption of the Plan.

Advisory Comments

Within 60 days after receiving final DNR approval, the County must adopt the MRCCA Plan, and submit a copy of the final adopted plan and evidence of adoption to the DNR, Council, and National Park Service within 10 days after the adoption.

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).

Historic Preservation

Reviewer: Raya Esmaeili, CD – Local Planning Assistance (651-602-1616)

The Plan describes the cultural and historical characteristics within the park system. The Plan includes goals and policies to incorporate historical context into natural resources management, educational programming, and interpretive opportunities.

Plan Implementation

Reviewer: Raya Esmaeili, CD – Local Planning Assistance (651-602-1616)

The Plan includes a description of goals and actions for operations and maintenance of the parks and highway system, and includes information on the funding sources for the transportation system and a capital improvement program detailed in the Park System Plan.

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 County submitted the following documents for review:

- July 3, 2018: Anoka County 2040 Preliminary Plan
- December 21, 2018: Anoka County 2040 Comprehensive Plan
- September 24, 2019: Revisions to forecasts, transportation, water supply, and regional parks and open space sections

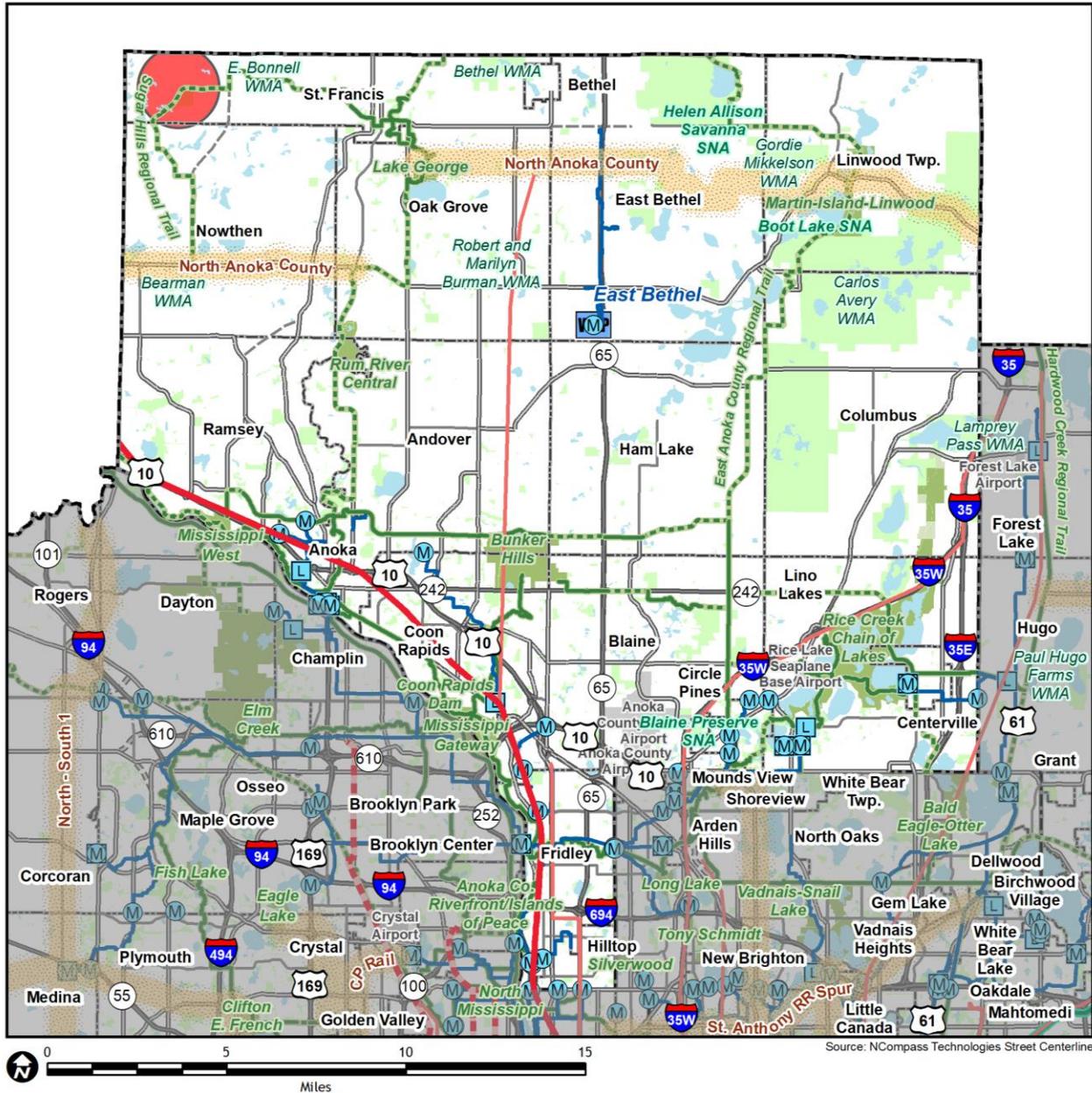
Attachments

Figure 1: Location Map with Regional Systems

Figure 2: *Thrive MSP 2040* Community Designations

Figure 3: Mississippi River Corridor Critical Area Conditional Approval Letter

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

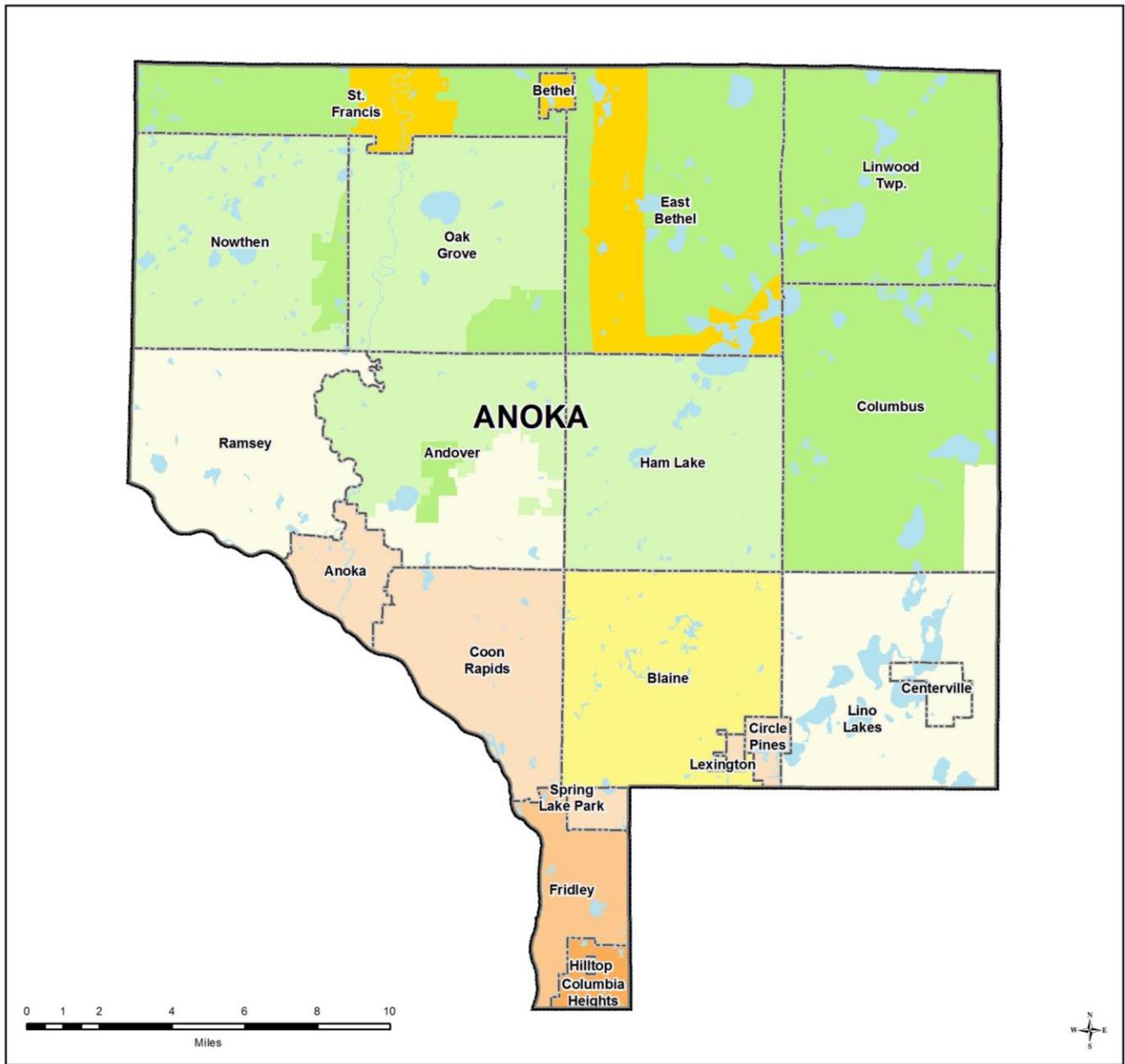
- Meters
- Lift Stations
- MCES Interceptors
- MCES Treatment Plants

Regional Park Search Areas and Regional Trail Search Corridors

- Boundary Adjustment
- Search Area
- Regional Trail Search Corridors
- 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: Mississippi River Corridor Critical Area Conditional Approval Letter



January 2, 2018

Karen Blaska, Park Planner
Anoka County Parks and Recreation
550 Bunker Lake Blvd NW
Andover, MN 55304

Re: Conditional Approval of Anoka County Parks MRCCA Plan

Dear Ms. Blaska:

I am pleased to inform you that the Minnesota Department of Natural Resources (DNR) conditionally approves the Anoka County Mississippi River Corridor Critical Area (MRCCA) Plan.

We reviewed the MRCCA plan chapter of your 2040 comprehensive plan submitted to the Metropolitan Council on December 21, 2018. We have found that the MRCCA plan is substantially consistent with Minnesota Statutes, §116G, and Minnesota Rules, chapter 6106. We will send final approval of your MRCCA plan after the Metropolitan Council authorizes Anoka County to put the comprehensive plan into effect. Within 60 days of receiving DNR final approval, Anoka County must adopt the MRCCA plan. Anoka County must then submit a copy of the final adopted plan, with evidence of adoption, to the DNR, the Metropolitan Council, and the National Park Service within ten days of the adoption.

Only MRCCA plans and plan amendments approved by the DNR have the force and effect of law. Once in effect, local governments must implement and enforce the DNR-approved plans.

We appreciate your efforts to develop and adopt the MRCCA plan, which provides a solid basis for future ordinance amendments and MRCCA management. Please contact Matt Bauman at 651-259-5710 or at matthew.bauman@state.mn.us if you have any questions about next steps.

Sincerely,

A handwritten signature in blue ink that reads 'Jenny Shillcox'.

Jenny Shillcox
Land Use Unit Supervisor

c: Raya Esmaeili, Metropolitan Council
Rory Stierler, National Park Service
Jason Spiegel, DNR Region 3 Area Hydrologist
Matt Bauman, DNR Land Use Unit

Minnesota Department of Natural Resources • Division of Ecological and Water Resources
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