

Community Development Committee

Meeting date: February 3, 2020

For the Metropolitan Council meeting of February 12, 2020

Subject: Linwood Township 2040 Comprehensive Plan, Review File 22315-1

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 Linwood Township to place its 2040 Comprehensive Plan into effect.
2. Revise the Town's forecasts upward as shown in Table 1 of the attached Review Record.
3. Advise the Township that prior to final adoption of their Plan, they must replace the transportation analysis zone (TAZ) table on Plan page 77 with a table provided by Council staff to reflect the Township's revised forecasts.

Community Development Committee Summary of Committee Discussion/Questions

Senior Planner Corrin Wendell presented the staff's report to the Committee. Council Member Wulff asked about the inconsistencies between the forecast table on the staff report and the powerpoint presentation. Community Development Director Lisa Barajas responded that the forecast table in the staff report was correct showing the "observed" forecast figures and the powerpoint was showing the "2018" forecast, which had variation. Council Member Johnson asked about an institutional property from the existing land use map that was shown as park in the future land use map. Chair Lilligren responded that it was a 4H property within the community.

The Community Development Committee unanimously recommended approval of the proposed action at its meeting on February 3, 2020.

Community Development Committee

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District(s), Member(s): District 11, Susan Vento

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

Staff Prepared/Presented: Corrin Wendell, Senior Planner (651-602-1832)
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 Linwood Township to implement its 2040 Comprehensive Plan (Plan).

Community Development Committee

1. As stated in the *Local Planning Handbook*, the Township 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 Town 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

Linwood Township is located in northeastern Anoka County. It is surrounded by the communities of Oxford Township, Lent Township, City of Stacy, City of Wyoming, City of Columbus, City of East Bethel, and Athens Township.

The Township 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

None.

Known Support / Opposition

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

REVIEW RECORD

Linwood Township 2040 Comprehensive Plan

Review File No. 22315-1, Business Item No. 2020-45

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 Township'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). Anoka County is the Park implementing agency for the Regional Parks System components in Linwood Township, for which the Plan accurately describes the Regional Parks System components. Regional Parks, Park Reserves, or Special Recreation Features located within the Township include Martin-Island-Linwood Lakes Regional Park. Regional Trails located within the Township include the East Anoka County Extension and North Anoka County regional trail search corridors. The Township also acknowledges State recreation lands within the Township, including Gordie Mikkelson and Carlos Avery Wildlife Management Areas and Boot Lake Scientific and Natural Area (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. The Plan conforms to the highway system element of the TPP. There are no metropolitan highways within the Township boundaries. The nearest principal arterials are TH 65 to the west and I-35 to the east.

Roadways

The Plan accurately reflects the regional functional classification map. Viking Boulevard is an A-minor Connector and 197th Avenue is an A-minor Expander. Typo Creek Drive and 227th Avenue are "Other" minor arterials. The Township has three major collectors and one minor collector.

The Plan identifies all the required characteristics of the City's roadways, including number of lanes and existing and forecasted traffic volumes. Traffic forecasts reflect 2040 model projections produced by Anoka County. They are only slightly higher than today's traffic volumes. All roads in the Township are currently two lanes, and there are no plans to widen any roads or reserve right-of-way for future expansions. The Plan includes discussion of Anoka County guidelines to manage access along County roads, and the Township has subdivision regulations incorporating spacing and access guidelines for all roads.

Transit

The Plan shows that the Township is in Market Area V and defines appropriate transit for that area. The Township, a rural community with low population and employment densities, is outside the Transit Capital Levy boundary and is not

suitable for fixed route transit. The Township does have paratransit service provided by the Linwood Senior Van, TransitLink (general public dial a ride), and Anoka County Medlink, a volunteer driver service to clinics and government buildings. There is a park and pool lot on TH 65 and County Road 24 in nearby East Bethel which facilitates ridesharing.

Aviation

The Plan conforms to the aviation system element of the TPP. There is no existing or planned airport near or within Linwood Township, and no heliports or seaplane bases. Since the Township's zoning code allows no structures taller than three stories it is unlikely there would be any need to notify FTA about any structures taller than 200 feet.

Bicycling and Walking

The Plan is consistent with the Bicycling and Pedestrian chapter of the TPP. There are no Regional Bicycle Transportation Network (RBTN) corridors or regional trails within the Township, but two future regional trails are planned (one east-west and one north-south). The County roads within the Township have paved shoulders to accommodate walking and biking. It is a rural community with few roads and much undevelopable land (including lakes and Carlos Avery Wildlife Area), so biking and pedestrian trips are more likely to be for recreational than transportation purposes.

Freight

County Road 22, Viking Boulevard, is the only road shown to have a heavy commercial vehicle traffic count. It is 1,000 per day. The Township has no heavy truck generators, railroads or barge facilities and no truck issues are identified in the Plan.

Transportation Analysis Zones (TAZs)

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

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). The Plan represents the Township's guide for future growth and development through the year 2040. The Township is entirely provided wastewater service through the use of individual private subsurface treatment systems, or SSTs except for one community septic system that serves a mobile home park. The Plan indicates continued wastewater services will be 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 Township is not required to submit a Comprehensive Sewer Plan for approval.

The Council does not have plans to provide wastewater services to the Township within the 2040 planning period.

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 2040 Water Resources Policy Plan for local surface water management. The Plan satisfies the requirements for 2040 comprehensive plans. Linwood Township lies within the oversight boundaries of the Sunrise River Watershed Management Organization (WMO). The Township identified Plan Chapter VI as their draft Local Water Management Plan (LWMP) update on July 11, 2019. Council Water Resources staff reviewed and commented on the draft LWMP to the Township and WMO in a letter dated August 19,

2019. The LWMP was approved by the WMO on November 7, 2019 and adopted by the Township on December 23, 2019.

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 Township’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 revised forecast request for Linwood Township (table 2 on p. 11). The Township’s forecast request is shown in Table 1 below; revised numbers are underlined.

Table 1. Linwood Township Forecasts

	Census	System Statement Forecast			Observed	Forecast Request		
	2010	2020	2030	2040		2020	2030	2040
Population	5,123	5,100	4,930	4,820	5,483	<u>5,390</u>	<u>5,400</u>	<u>5,300</u>
Households	1,884	2,000	2,000	2,000	1,983	2,000	<u>2,090</u>	<u>2,100</u>
Employment	219	330	390	430	341	330	390	430

Council staff find the households forecast request acceptable. The Township has a land supply (described on Plan page 36) that can accommodate the additional 100 households. The Council is revising the Linwood Township forecast, simultaneous with action on the Plan.

The Council requires 2020, 2030, and 2040 forecasts assigned to transportation analysis zones (TAZs) within the Township’s boundaries. Township and Council staff have agreed to replace the TAZ table on page 77 with a table proposed by Council staff.

Advisory Comment

The replacement TAZ table mentioned above must be provided in the final version of the Plan submitted to the Council.

Thrive MSP 2040 and Land Use

Reviewer: Corrin Wendell, CD – Local Planning Assistance (651-602-1832)

The Plan is consistent with *Thrive MSP 2040* and its land use policies. The Plan acknowledges the *Thrive* community designation of Diversified Rural (Figure 2). Council policies describe Diversified Rural communities as "places with a variety of farm and nonfarm land uses including very large-lot residential uses, clustered housing, hobby farms, and agricultural uses." Diversified Rural communities are expected to plan for growth not to exceed forecasts and in patterns that do not exceed 4 units per 40 acres. In addition, Diversified Rural communities are expected to manage land uses to prevent the premature demand for extension of urban services (i.e. municipal sewer and water systems), so that existing service levels will meet development needs. 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 Township is 23,115 acres and home to a significant amount of natural resources, as evidenced by the large areas within the Carlos Avery Wildlife Management Area in the south and eastern portions of the Township. Approximately 7,500 acres of the Township are covered by wetlands, surface waters, or floodplain, providing many natural amenities, but also limiting development opportunities.

The Plan establishes policies to protect the rural character of the Township, to maintain land patterns to ensure compatibility and function of uses, and to establish land use patterns that reflect natural amenities and environmental constraints. The Plan 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. Thrive directs communities to develop residential densities at 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 2040 planning horizon. Future Land Uses include continuing to guide one residential land use category, commercial, manufactured home park, open space, and park and recreation. The Township includes existing large-lot residential development and plans to implement a flexible residential development ordinance in order to protect and preserve the remaining natural features and achieve the Township's land use goals. The Township is committed to residential cluster exploration and examining minimum impact standards to preserve environmentally sensitive areas.

Housing

Reviewer: Tara Beard, CD – Housing (651-602-1555)

The Plan is consistent with the *2040 Housing Policy Plan*. As of 2016, the Township had just over 2,000 homes including 15 multifamily units and about 2,000 single-family homes. Approximately 137 homes were rented. Approximately 1,300 housing units were affordable to households earning under 80% of Area Median Income (AMI) in 2016; however, over 300 households earning 80% of AMI or below were paying more than 30% of their income toward housing costs. The Township also includes 87 manufactured housing units.

The Plan states that the major housing issue facing the Township is maintaining the quality of existing housing.

The housing implementation plan component of the Plan describes how the Township will enforce code violations to support housing maintenance, and will consider Community Land Trust resources to preserve single-family homes. The Plan states that the Township will consider preserving its manufactured housing by supporting conversation to a cooperative or creating policies such as local notice of sale or first look provisions.

Water Supply

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

The Plan is consistent with the 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 community relies primarily on private wells and does not own/operate a municipal community public water supply system (PWS), no local water supply plan is required. However, the updated local comprehensive plan includes 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: Jim Larsen, CD – Local Planning Assistance (651-602-1159)

The Plan indicates that there are 1,917 individual SSTS in operation in the Township. Additionally, there are two privately-owned MPCA-permitted Community Wastewater Treatment Systems serving the Linwood Terrace manufactured home community and Linwood Elementary School. The Linwood Town Code Chapter 4 SSTS Ordinance is consistent with Minnesota Pollution Control Agency Chapter 7080-7083 Rules and Council *WRPP* requirements.

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 planning elements.

Aggregate Resource Protection

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

The Plan is silent on the presence of aggregate resources in the Township. The Council's aggregate resources inventory information contained in *Minnesota Geological Survey Information Circular 46* indicates there are no known viable aggregate resource deposits available for extraction within the Township.

Historic Preservation

Reviewer: Corrin Wendell, CD – Local Planning Assistance (651-602-1832)

The Plan includes a protection element for historic sites, including listing historic sites in the Township and commits to preserving the rural quality of life and working with other agencies as needed to continue preserving important buildings and sites.

Plan Implementation

Reviewer: Corrin Wendell, CD – Local Planning Assistance (651-602-1832)

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.

The Plan, with supplemental materials, describes the official controls and fiscal devices that the Township will employ to implement the Plan. Specific implementation strategies are contained in individual chapters of the Plan, with a statement identifying that the Township does not maintain a capital improvement 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 Township submitted the following documents for review:

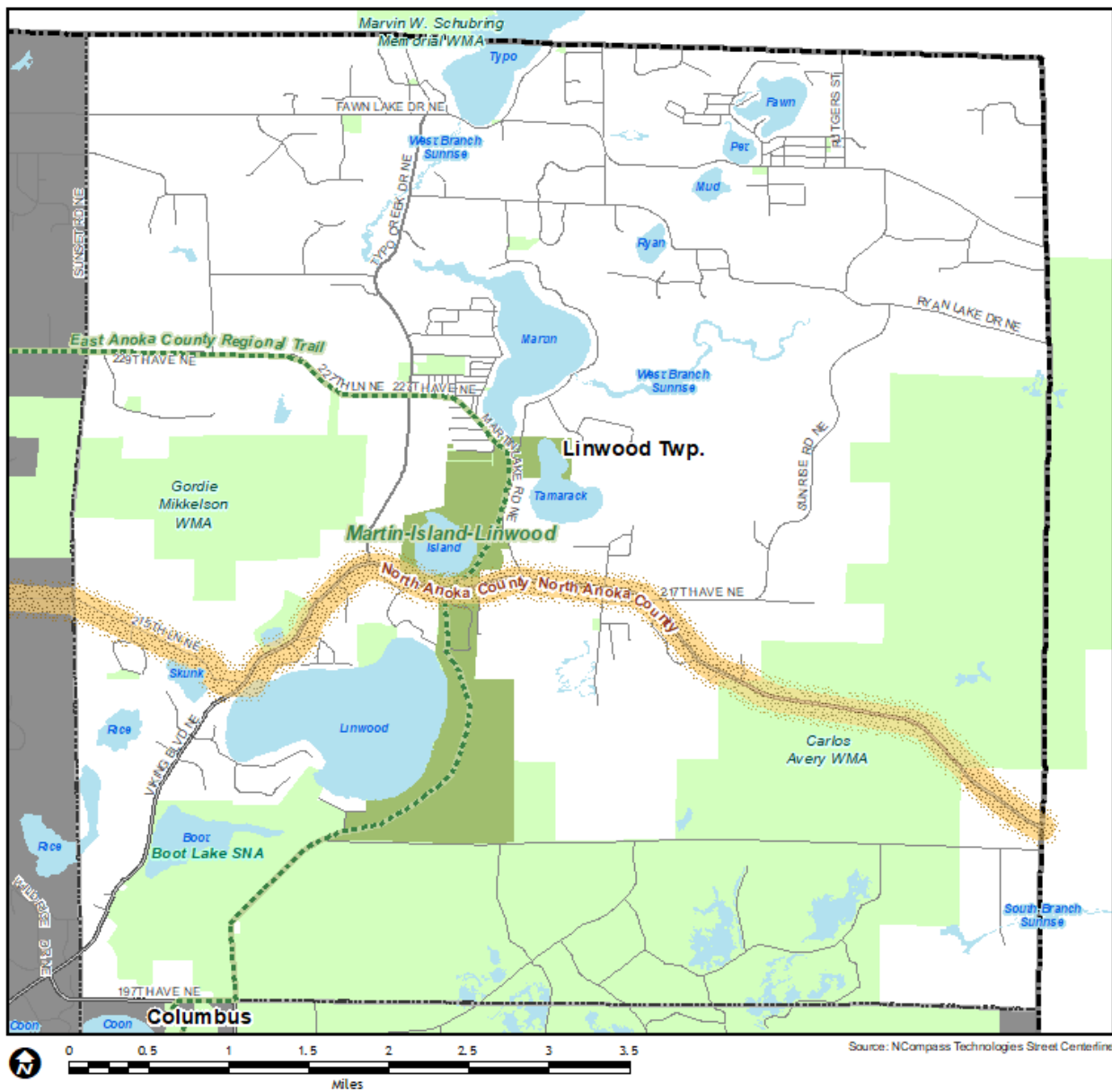
- July 7, 2019: Linwood Township Preliminary 2040 Comprehensive Plan
- July 11, 2019: Local Surface Water Management Plan
- October 1, 2019: Revised 2040 Comprehensive Plan Responding to Council Incomplete Items for Wastewater, Transportation, Land Use, Surface Water Management, Subsurface Sewage Treatment Systems, Housing, Solar Access Protection and Development, and Implementation
- October 17, 2019: Revised TAZ Table Correspondence
- October 21, 2019: Revised Forecasts Table
- December 10, 2019: Revised 2040 Comprehensive Plan

- December 20, 2019: Revised 2040 Comprehensive Plan Responding to Council Incomplete Items for Wastewater and Implementation

Attachments

- Figure 1: Location Map with Regional Systems
- Figure 2: *Thrive MSP 2040* Community Designations
- Figure 3: Existing Land Use
- Figure 4: 2040 Future 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

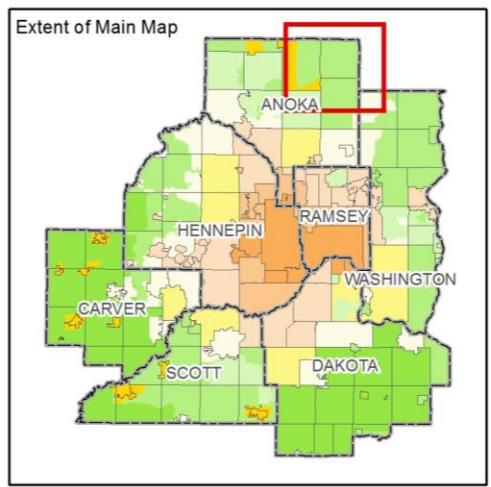
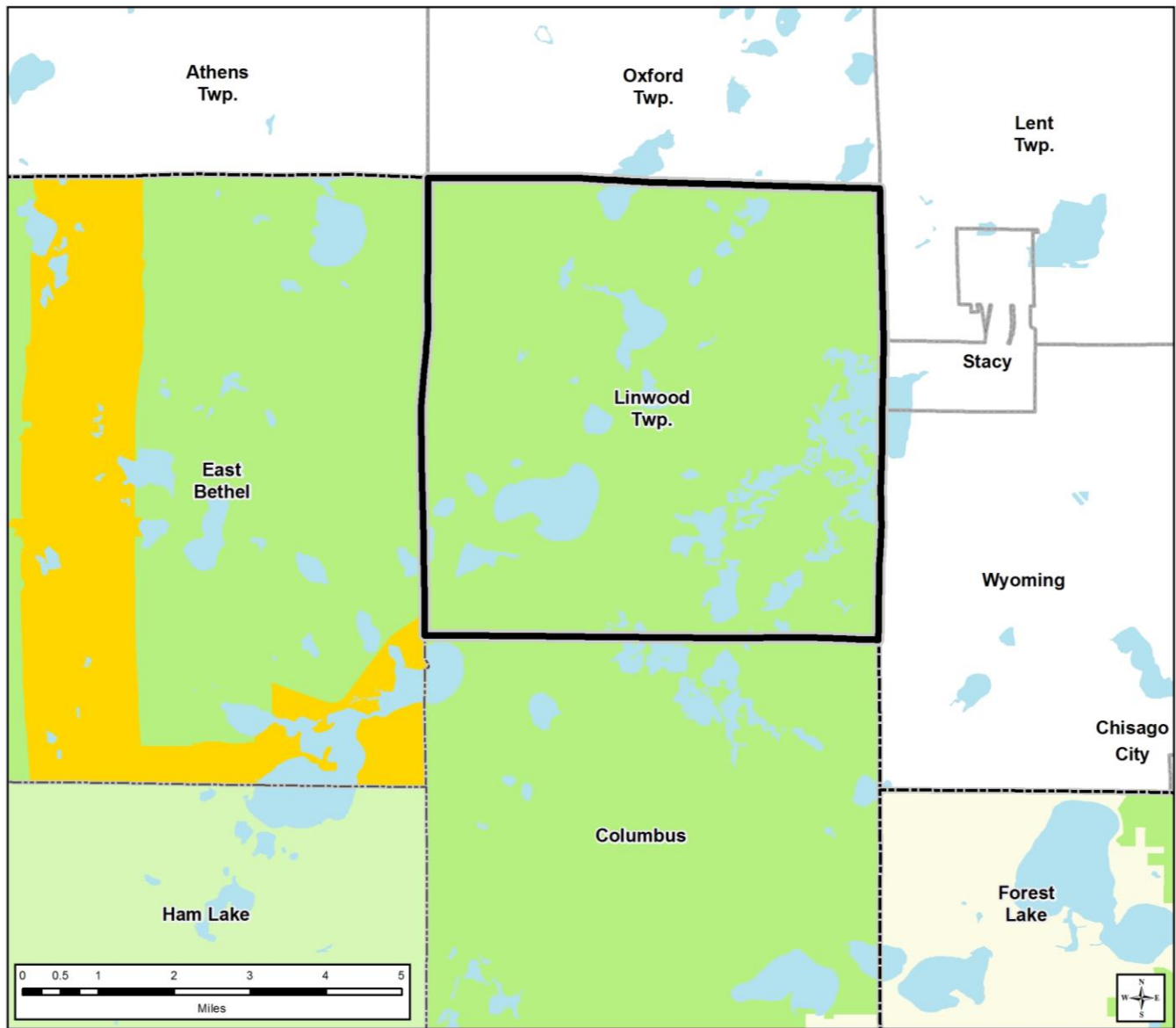
Regional Park Search Areas and Regional Trail Search Corridors

- 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
- 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

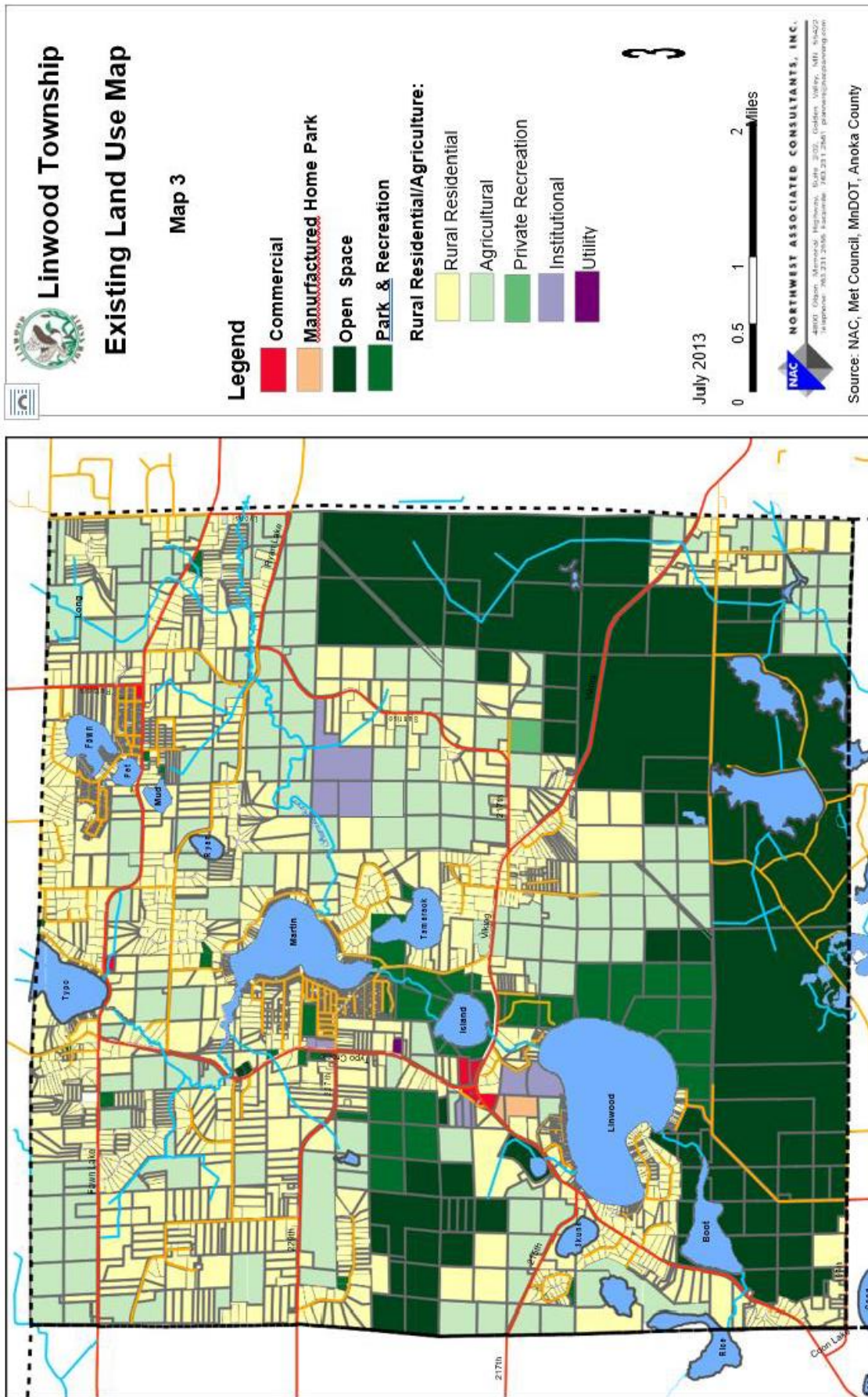


Figure 4. 2040 Future Land Use

