Community Development Committee

Meeting date: June 18, 2007

Environment Committee

Meeting date: June 26, 2007

ADVISORY INFORMATION

Subject City of East Bethel 2008 Comprehensive Plan Update

Review File No.19744-2

Districts, Members District 9, Natalie Steffen

Prepared by Patrick Boylan, Principal Reviewer (651-602-1438)

Phyllis Hanson, Manager Local Planning Assistance (651-602-1566)

Mark VanderSchaaf, Planning & Growth Management Director(651-602-1441)

Guy Peterson, Community Development Division Director (651-602-1418)

Division/Department Community Development / Planning and Growth Management

BACKGROUND

The City of East Bethel (City) is located on the north border of Anoka County, surrounded by the cities of Bethel, Columbus, St. Francis, Andover, Oak Grove, Ham Lake, and Linwood Township.

The 2030 Regional Development Framework (RDF), as amended in December 2006, identifies the City as located within the "Diversified Rural" and "Rural Growth Centers" geographic planning areas.

The City submitted its 2030 Comprehensive Plan Update (Plan) (see Figure 1) in response to the Metropolitan Council's RDF and 2005 Systems Statement requirements. This report reviews the Plan within the context of these documents.

The City submitted its Plan in April 2006 and because the Plan proposed urban development, it was found to be inconsistent and not in conformance with regional policy. In December 2006, the Council amended the RDF to include a portion of East Bethel as a "Rural Growth Center" to accommodate urban type growth. The Council also amended the *2030 Water Resources Management Policy Plan* to include regional wastewater service to northern Anoka County, which includes the City. Subsequently, the City re-submitted the Plan in April 2007 and the review is based on the amended RDF and regional system policy plans. The Plan was found complete for review on April 26, 2007.

According to the RDF (Figure 2), approximately 60 percent of the new households in the region will be accommodated in the developing areas, including Rural Growth Center areas. Council strategies include investment in regional systems to help ensure adequate services to communities as they grow.

At its June 26, 2007 meeting, the Environment Committee will review the City's Tier II Comprehensive Sewer Plan. On June 27, 2007, the Council will consider both the review of the Plan and the approval of the City's Tier II Comprehensive Sewer Plan. This report asks the Community Development Committee to make a recommendation to the Council on the Plan.

REQUEST SUMMARY

The City submitted its draft Plan for review to meet the Metropolitan Council's RDF and 2005 Systems Statement requirements.

Item: 2007 - 169

PROPOSED ACTION

Staff recommends that the Metropolitan Council:

- 1. Adopt the attached review record;
- 2. Allow the City of East Bethel (City) to put the 2030 Comprehensive Plan Update (Plan) into effect with no required plan modifications;
- 3. Approve the City's Tier II Comprehensive Sewer Plan;
- 4. Require the City to submit to the Council:
 - a) a copy of the City Council resolution adopting the final Plan and two copies of the final Plan,
 - b) an existing and planned land use table, shown in acres and 5 year increments;
- 5. Request that the City coordinate with the Council, MnDOT, and Anoka County in the development of plans for Highway 65 including park and ride sites;
- 6. Request the City to include with the final Plan the following:
 - a) information on transit service as provided by the Anoka County Traveler,
 - b) classify 229th Ave. NW to 229th Ave NE as a B minor arterial,
 - c) label regional trails in Figure VI-16
- 7. Encourage the City to:
 - a) develop an implementation plan to carry out the goals, policies, standards, and projects in their Surface Water Management Plan;
 - b) follow through with the groundwater modeling plans
- 8. Require the City to provide annual Metropolitan Urban Service Area reports to the Metropolitan Council upon development of regional wastewater services to the community.

ISSUES

- 1. Does the proposed Plan conform to the amended 2005 Systems Statement?
- 2. Do the forecasts in the proposed Plan match those of the Council?
- 3. Is the Plan consistent with Council policy?
- 4. Is the Plan compatible with adjacent community plans?

OVERVIEW

Conformance with Regional Systems

Transportation, including Aviation

The Plan is in conformance with the *Transportation Policy Plan* with no substantial impact or departure.

Water Resources Management

The Plan is in conformance with the *Water Resources Management Policy Plan* with no substantial impact or departure.

Parks

The Plan is in conformance with the *Regional Parks Policy Plan* with no substantial impact or departure.

2005 System Statement

The Plan is in conformance with the 2005 System Statements and includes the population, household, and employment forecasts as amended by the Council on December 13, 2006.

Consistency with Council Policy and Statutory Requirements

Forecasts

The Plan is consistent with the Council's forecast growth as amended on December 13, 2006 including calculations of demand for water supply, sanitary sewer flows, and transportation.

Housing

The Plan is consistent with the Council's housing policy and fulfills the housing planning requirement of the Metropolitan Land Planning Act.

Water Resources Management

The Plan is consistent with the Council's water resources policies for surface water management and water supply.

Protected Resources

The Plan addresses historic preservation, solar access protection, and mineral extraction.

Compatibility with Adjacent Community Plans

The Plan is compatible with adjacent communities and affected school districts. Anoka County noted in correspondence dated 4/30/07 (attached) that the City shows roadway improvements on County Highways that are not in the County's Plan. The County will coordinate with the City on short term and long-term improvements to County roads in the City, and noted that additional assistance is provided through the County's Transportation Management Organization.

REVIEW RECORD REVIEW OF THE CITY OF EAST BETHEL COMPREHENSIVE PLAN UPDATE

STATUTORY AUTHORITY

The Metropolitan Land Planning Act (MLPA) requires local units of government to submit comprehensive plans and plan amendments to the Council for review and comment (MN. 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 comprehensive plan or part thereof if, upon the adoption of findings and a resolution, the Council concludes that the Plan is more likely than not to have a substantial impact on or contain a substantial departure from metropolitan system plans [MN Statute §473.175 Subd. 1].

COMPATIBILITY WITH ADJACENT JURISDICTIONS AND SCHOOL DISTRICTS

The Plan is compatible with adjacent communities and affected school districts.

Anoka County noted in correspondence (attached letter dated 4/30/07) that the City shows roadway improvements on County Highways that are not in the County's Plan. However, the County indicated that it is looking forward to working with the City on short term and long-term improvements to County roads in the City, and noted that additional assistance is provided through the County's Transportation Management Organization.

CONFORMANCE WITH REGIONAL SYSTEMS

Transportation (Carl Ohrn, Transportation and Transit Development, 651-602-1719, Elaine Koutsoukos, 651-602-1717, Cyndi Harper, 612-349-7723)

The transportation element including transportation, transit, and aviation is in conformity with the *Transportation Policy Plan* and addresses the applicable transportation requirements of a comprehensive plan update. The access management discussion is thorough and incorporates Anoka County Access Spacing Guidelines.

The plan supports the reconstruction of TH 65 (Central Avenue) as a four-lane freeway and the widening of CR 22 (Viking Drive) as a four/five-lane arterial. The plan also notes these projects have no funding plans to date. The intersection of TH 65 and CR 22 is in the middle of the city's City Center, and TH 65 is the spine of most future development. It is critical the planning of the highways and the development be closely coordinated. The detail design work for the City Center must be coordinated and reflect financial realities to be beneficial to the city, Anoka County and MnDOT.

The plan does not show a future B Minor arterial that appears on the Transportation Advisory Board's (TAB) Functional Classification Map (April 2007). The roadway would connect existing 229th Ave. NW to 229th Ave. NE.

In places, the plan uses "freeway" as a functional classification, while it is a design type (Figure VIII-8). This could cause confusion and should be corrected.

The plan identifies a number of highway improvement projects that are needed in the City. This list has not been verified with Anoka County or MnDOT. This list identifies all the projects as post 2015.

The plan states on page VIII-7, 2nd paragraph, "traffic projections and roadway capacity data currently available do not take into account the implementation of municipal services, and therefore do not accurately reflect transportation needs into the future." This statement is confusing since the City traffic forecast prepared for Anoka County incorporates the 2030 population, household and employment forecast the city has recorded in the plan, which would not be possible without sewer and water services.

The City is in transit market area IV, where appropriate transit options include dial a ride, volunteer driver programs and ridesharing. Anoka County Traveler currently provides dial a ride service to the city. On page VIII-31, the City does not identify the Traveler as a transit provider. The Plan should include this information on transit service.

The City identifies park-and-pool lots for carpools and vanpools on page VIII-33. To encourage carpooling, the City may want to mention ways the City can assist its residents become aware of and/or utilize the ride-matching services provided by Metro Commuter Services.

On page VIII-33, paragraphs 2 and 3, the plan mentions express bus service. The City is outside the metro area Transit Taxing District and the Metropolitan Council does not provide regular route transit service outside this district. For future transit planning, the city should be aware that any future operating and capital funds would come from MnDOT and local match. To receive fixed-route transit service from a regional agency, the City would have to become part of the Transit Taxing District.

Aviation (Chauncey Case, 651-602-1724)

There are no aviation system elements or facilities within the City. The Plan states that the City will notify the Federal Aviation Administration (FAA) in the event that any new structures are proposed in excess of 200 feet.

Wastewater (Kyle Colvin, 651-602-1151)

Portions of the City have been designated as a Rural Growth Center. The City as part of the Plan has requested the Council to construct a wastewater treatment plant to serve the long-term needs of the City. The City has accepted the Council's 2030 growth projections of 5100 sewered households and 3000 sewered employees and has established a plan to preserve areas located within the ultimate service area of the plant for post 2030 growth. The City is proposing to develop the 2030 urban service area at an overall density of 3.12 units per net developable acre.

In December of 2006, the Council amended the Water Resources Policy Plan to designate a portion of the City as a Rural Growth Center and to delineate a long-term wastewater service area within the City. The Metropolitan Council Environmental Services has included a project within its System Plan to complete the facility planning for the wastewater treatment plant, followed by the design and construction of the plant to serve the City consistent with the City's needs as show in the Plan.

The Sewer Element of the Plan has been reviewed against the requirements for a Tier II Comprehensive Sewer Plan. Upon adoption of the Plan by the City, the action of the Council to approve the Tier II Comprehensive Sewer Plan becomes effective. At that time the City may implement its plans to alter, expand or improve its sewage disposal system consistent with the approved Tier II Comprehensive Sewer Plan. A copy of the City Council Resolution adopting its Plan needs to be submitted to the Council for its records.

At its June 26, 2007 meeting, the Environment Committee will review the City's Tier II Comprehensive Sewer Plan. On June 27, 2007, the Council will consider both the review of the Plan and the approval of the City's Tier II Comprehensive Sewer Plan.

Parks (Jan Youngquist, 651-602-1029)

The Plan is in conformance with the Regional Parks Policy Plan.

On p.VI-1, the section on Coon Lake does not indicate its relationship to the City parks and trails. The "Draft Proposed 2030 Parks and Trails" map shows there is City open space on the east side of the lake. This area should describe the connection between the City open space and the lake.

Figure VI-16 "Draft Proposed 2030 Parks and Trails," dated March 2007, shows the correct planned alignment for the two regional trail segments in the City but the trails are not labeled on the map. The small segment of trail that runs north-south along Lexington Avenue needs to be labeled "East Anoka County Regional Trail" and the trail corridor that runs east-west along 221st Avenue/213th Avenue/217th Avenue should be labeled "North Anoka County Regional Trail."

A corrected parks and trails map needs to be submitted to the Council.

CONSISTENCY WITH COUNCIL POLICY

Forecasts (Todd Graham, Research Manager 651-602-1322)

Forecasts in Table II-4 are consistent with RDF forecasts, as amended by Council on December 13, 2006 (Agenda Item 2006-389).

	2000	2010		2020		2030	
		Sewered	Total	Sewered	Total	Sewered	Total
Population	10,941	0	12,600	7,800	18,400	13,300	23,500
Households	3,607	0	4,500	2,900	6,800	5,100	9,000
Employment	1,374	0	2,000	1,800	3,300	3,000	4,500

Major amended changes are an increase of 2010, 2020, and 2030 population, household and employment forecasts, and adjustment of 2020 and 2030 forecasts with the expectation that sanitary sewer service would be provided via a regional wastewater treatment plant.

2030 Regional Development Framework and Land Use (Patrick Boylan, 651-602-1438)

The Plan's land use and densities are consistent with the RDF. The RDF identifies a sewered area ("Rural Growth Center"), which follows the corridors of Highway 65 (Central Avenue) and Highway 22 (Viking Drive). The remainder of the City outside these corridors are classified as "Diversified Rural."

The City is approximately 30,400 acres (more than 47 square miles). Over one third of the City is considered as undevelopable due to streams, lakes, and wetlands.

The Plan provides projected development by type of land use and estimated land demand (Figure 3). However, the City has not included this information within the context of requirements as indicated in the Local Planning Handbook (LPH) format. The City needs to submit the existing and planned land use table per the LPH.

In April 2005, the City implemented a 12-month moratorium on new development along the TH65 corridor. The moratorium provided the City an opportunity to determine how to best plan for and manage development, and the appropriate land use controls that would support the plans. The moratorium was extended in April 2006 to allow for the completion and adoption of the Plan. Additionally, the adoption and implementation of new and revised ordinances and land use controls will accompany the Plan adoption, assist policy leaders and City staff in providing direction for new projects and developments.

The City is proceeding from a primarily rural environment ("Rural Residential") to an urban / rural mix ("Rural Growth Center" and "Rural Residential" geographic planning designations). The Council has amended both the RDF and the 2030 Water Resources Management Policy Plan as part of the City's request to receive regional sanitary sewer (December 13, 2006: Agenda Item 2006-389). Council Policy for Rural Growth Center areas are that sewered residential development have a net of 3 to 5 residential units per acre. The City proposes to offer regional sewer to both existing and future residential development in the Rural Growth Center policy area.

The Plan proposes a 3.5 unit per acre development for the existing undeveloped areas of the City that will be on future sewer and a density of 1.93 units per acre in the existing developed areas (i.e. existing homes around Coon Lake). By the year 2030, the proposed average density for all sewered areas is 3.12 units per net developable acre.

Historic Preservation (Patrick Boylan, 651-602-1438)

The MLPA requires that local comprehensive plans include a historic preservation section. The Plan states that the City will create an inventory of historically significant features, landmarks, and buildings and evaluate tools for preserving these areas and structures. The City has ordinances to provide protection of natural and historic places.

Solar Access Protection (Patrick Boylan, 651-602-1438)

The MLPA requires that local comprehensive plans include an element for the protection and development of access to direct sunlight for solar energy systems. The City has measures to evaluate impacts on solar access for all new development within the City.

Aggregate Resources (Patrick Boylan, 651-602-1438)

There are no gravel deposits of significant commercial potential within the City. The City does allow mining and excavation as a temporary use with approval of a conditional use permit.

Housing (Linda Milashius, 651-602-1541)

The housing element fulfills the affordable housing planning requirements of the MLPA. The Plan identifies approximately 760 acres of land that will be available for medium and high density residential development through 2030. Table VII-6 in the plan indicates average densities for medium and high density residential development that are lower than the maximum of those density ranges permitted by the City. The Plan narrative states medium density development may be up to 6 units per acre, and that high density land may be up to 10 units per acre. Both of these densities will need to be achieved to facilitate the development of new, low- and moderate-income ownership and rental housing pursuant to the City's share of regional need for such housing. The City's share is 181units between 2011 and 2020.

The Plan provides the implementation tools and programs the City will use to promote opportunities to address its share of the region's housing need. The Plan indicates the City will work with the Anoka County HRA and Community Action Council to identify low- and moderate-income housing needs and promote housing types and costs to meet those needs. The Plan also indicates the City will pursue the opportunity to participate in the Livable Communities Act (LCA) Local Housing Incentives program.

Individual Sewage Treatment System (ISTS) Program (Jim Larsen, 651-602-1159)

The City's ISTS program is consistent with the requirements in the Council's 2030 Water Resources Management Policy Plan.

The City's plan indicates that there are approximately 4300 existing ISTS in operation in the City. The City has adopted an ordinance for ISTS regulation in the City (Ordinance 61G) that is consistent with Minnesota Pollution Control Agency's (MPCA) Chapter 7080 Rules. An executed copy of the ordinance is included in Appendix D of the Plan.

The City's ordinance requires the repair or replacement of failing systems within ten months and replacement of systems that pose an imminent public health or safety threat within 90 days. The ordinance also requires all systems to be pumped no less frequently than once every three years. The City maintains a database of all ISTS owners and mails required maintenance notifications to each owner every three years. The City tracks pumping records to insure all systems are properly maintained. Failure on the part of any property owner to maintain their system is cause for the City to provide the needed service and assess the cost of that service to the property owner.

Surface Water Management (Jim Larsen, 651-602-1159)

The City's local surface water management plan is consistent within the requirements of the Council's 2030 Water Resources Management Policy Plan.

The City is located within the Upper Rum and Sunrise River Watersheds. The Upper Rum and Sunrise River Watershed Management Organization plans were approved by the Board of Water and Soil Resources in 1997 and 2001 respectively. Both watershed organization plans meet 'second generation' watershed plan requirements.

The City submitted a draft local surface water management plan to the Council for review in May 2006. Council staff reviewed and responded back to the City and Watersheds with comments on May 23, 2006. In February 2007, the City re-submitted a draft surface water management plan. On March 26, 2007, Council Staff found that the revised draft plan incorporated most of the Council's previous recommendations.

The review of the revised draft plan further recommended the City develop an implementation plan to carry out the goals, policies, standards and projects in their local plan. The City's is encouraged to: 1) use the Minnesota Pollution Control Agency's (MPCA) Construction General Permit and the Minnesota State Stormwater Manual when updating its erosion and sediment control ordinance later this year; and, 2) to consider partnering with the Council through the stream assessment monitoring program to gather more information on Crooked Brook to aide in the impending Total Maximum Daily Load (TMDL) process for that stream.

Water Supply (Sara Bertelsen, 651-602-1035)

The City's water supply plan is consistent with the policies of the Council's Water Resources Management Policy Plan.

The water supply plan includes a 2030 projected water demand of 850 MGY to serve a forecasted population of 13,300. In order to meet this projected demand, the City will construct 4 new wells (Franconia-Ironton-Galesville (FIG) and drift). The Council encourages the City to follow through with its groundwater modeling plans to ensure that local supplies are adequate to meet projected demand.

The City calculated the average residential per capita demand over the past 5 years to be 82.1 gallons/day, which is slightly higher than the 2002 metropolitan area average of 75 g.p.c.d. The Council recommends the City implement conservation programs targeted at reducing its residential per capita water use. The City did not describe any water conservation education programs in its plan. The Council reminds the City that it will need to have conservation education programs in place prior to requesting appropriation increases from the Department of Natural Resources.

Plan Implementation

The Plan includes a detailed outline of strategies for implementing the City's policies including:

- Capital Improvement Plan
- Zoning Code
- Subdivision Code
- ISTS Codes
- Housing Implementations Program

The City's Zoning Ordinance is complete. A revised subdivision ordinance will follow closely once the Plan is reviewed by the Council.

COMPATIBILITY WITH ADJACENT JURISDICTIONS AND SCHOOL DISTRICTS

The City only received comments from Anoka County transportation department.

Anoka County noted in correspondence dated 4/30/07 (attached+) that the City shows roadway improvements on County Highways that are not in the County's Plan. The County is looking forward to working with the City on short term and long-term improvements to County roads in the City, and noted that additional assistance is provided through the County's Transportation Management Organization.

ATTACHMENTS

Review Record

Figure 1 – Location Map with Regional Systems

Figure 2 – 2030 Regional Development Framework Planning Areas

Figure 3 – Future Land Use Map

Attachment A - April 30, 2007 Letter from Anoka Country Multimodal Transportation Manager

Review Record

Documents submitted for review:

April 17, 2006

• Appendix A: City Center Plan (Draft). Dated September, 2005

March, 2007

- March 7, 2007: Water Management Plan. Dated February 7, 2007 [draft]
- March 7, 2007: Water Supply Plan. Dated February, 2007
- City of East Bethel Draft *Planning for the Future of East Bethel: 2008 Comprehensive Plan*, Dated March 20, 2007 (RF#19744-2)
- Local Surface Water Management Plan
- Parks and Trails
- Transportation Plan Update
- Comprehensive Sewer Policy Plan

April 19, 2007

- Future Zoning Map
- Figure VII-2 Proposed Waste Water Treatment Plant Ultimate Service Area (April 19, 2007)
- Figure VII-5

May 11, 2007

- Figure IV-16 Comprehensive Trails and Open Space Concept Plan
- Figure VII-7, 2030 Residential Sewer Areas
- Tables II-4 and II-5. Typos corrected
- Chapter VII: Community Facilities and Services. Entire chapter re-drafted
- Sewage Treatment Ordinance 61G (as "Appendix D")
- Updated list of Figures
- Updated list of Tables

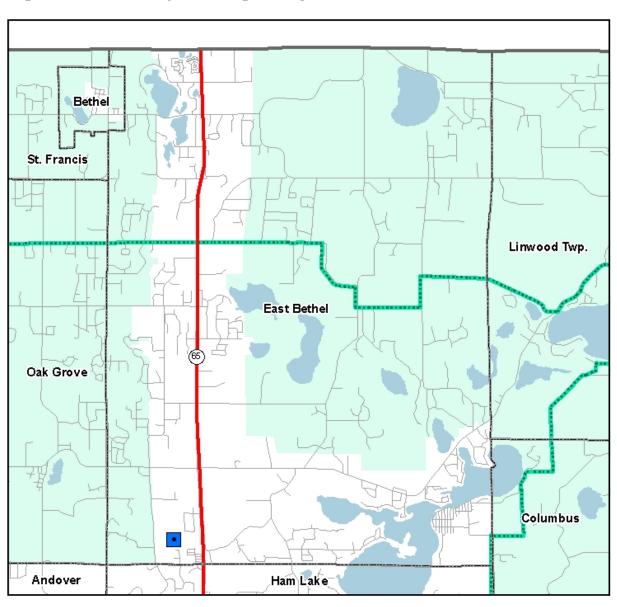
May 17, 2007

Park and Ride / Transit responses

May 31, 2007

Revised page: V-25

Figure 1. Location Map, with Regional Systems



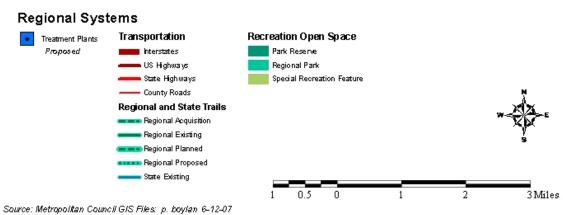


Figure 2. 2030 Regional Development Framework Planning Areas

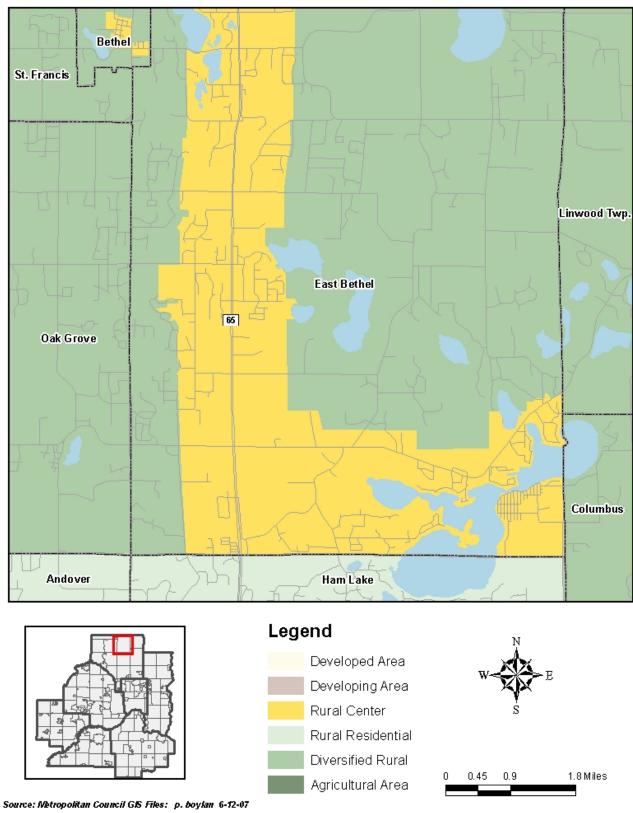
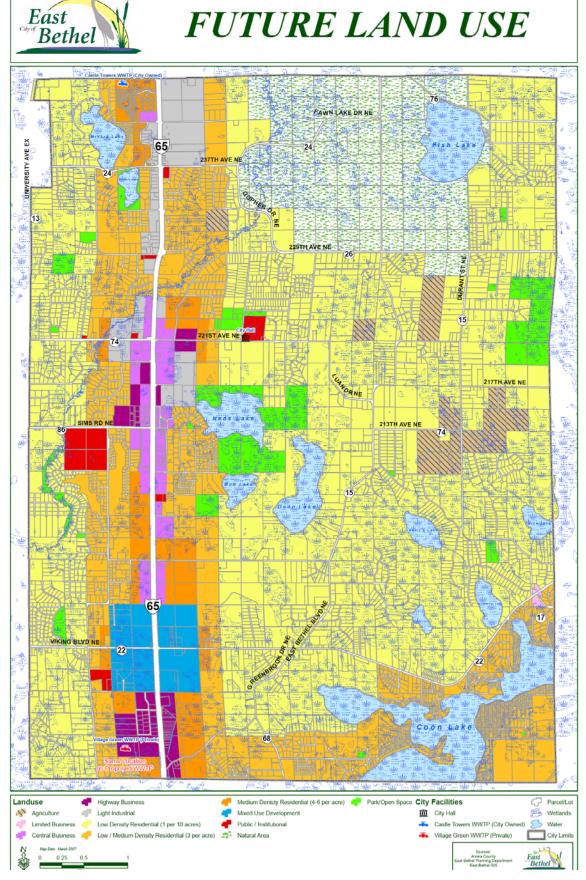


Figure 3 - Future Land Use Map





COUNTY OF ANOKA

Public Services Division
HIGHWAY DEPARTMENT

1440 BUNKER LAKE BLVD. N.W., ANDOVER, MINNESOTA 55304-4005
(763) 862-4200 FAX (763) 862-4201



April 30, 2007

Mr. Douglas Sell, Administrator CITY OF EAST BETHEL
2241 – 221st Avenue NE
East Bethel, MN 55011

METROPOLITAN COUNCIL REVIEW FILE NO. 19744-2

SUBJECT: East Bethel Comprehensive Plan - Transportation Element

Dear Mr. Sell:

We appreciate the opportunity to review and collaborate with the City on its 2030 Plan. While comments were requested by the City by April 23, 2007, the County has not responded before now. We had made several requests for additional information which we have not yet received; therefore, our responses may reflect the inaccurate or incomplete information.

Figure VIII-5, shows future functional classifications of County Roads, some of which are not in the County's plan. The County would like to work with East Bethel in establishing the changes proposed to the Functional Class designations on the County system as part of our mutual implementation plans for transportation corridors in the City.

Page VIII-15 Access Management, clearly the City is taking a collaborative approach to access management of the transportation system. The County appreciates the partnership offered by the City and will work with the City to establish and maintain a safe and mobile transportation system.

Page VIII-22 provides Table VIII-4, Recommended Standards by Functional Classification. The only request we would make with respect to the chart is that those minor and major collector corridors on the County's roadway system meet County standards.

Pages VIII-25 thru 28 (?) consists of tables reflecting a prioritization of road improvements reflected on Figures VIII-8 and VIII-9. The text indicates that there are both short term and long term improvements prioritized by the City. The copies of the Plan sent to the County did not include any information about short term improvements. The Plan also did not include any information about improvements numbered 1-22 or any information about improvements numbered 27 - 38 (or higher). As many of these corridors are County roadways, or appear to be

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proposed County roadways, or connections to County roadways, we would be interested in the cities priorities and in collaborating on those issues affecting both our roadway systems.

Page VIII-33 provides discussion regarding the City's exiting and planned park and pool lots. The County's TMO (Transportation Management Organization) is available to the City to help build rider ship at these locations by helping to organize carpools and vanpools until such time as bus service is available along the corridor.

Page VIII-35 discusses the City's consideration of a policy to require traffic impact studies for future development proposals. The County would support the City in this effort, particularly with respect to those proposed developments adjacent to, or having impact on, County roads.

The City has developed a very thoughtful plan for its transportation future. We look forward to working with the City in the coming years as the plan is implemented.

Sincerely,

Kate Garwood, AICP

Multimodal Transportation Manager Anoka County Highway Department

cc: Commissioner Richard Lang, Anoka County Board

Doug Fischer, County Engineer

Natalie Steffen, Metropolitan Council

Patrick Boylan, Sector Representative, Metropolitan Council

Chris Roy, North Area Manager, MnDOT Metro District