

C Community Development Committee

Meeting date: April 20, 2009

E Environment Committee

Meeting date: April 28, 2009

ADVISORY INFORMATION

Subject:	City of Centerville Comprehensive Plan Update Review File No. 20397-1 Tier II Comprehensive Sewer Plan
District(s), Member(s):	District 11, Councilmember Georgeanne Hilker, 651-426-1750
Policy/Legal Reference:	Minnesota Statute Section 473.175
Staff Prepared/Presented:	Lisa Barajas, Principal Reviewer, 651-602-1895 Phyllis Hanson, Local Planning Assistance Manager 651-602-1566 Kyle Colvin, Engineering Services Asst. Manager 651-602-1151
Division/Department:	Community Development / Planning & Growth Management Environmental Services / Engineering Services

Proposed Action

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

Recommendations of the Community Development Committee:

1. Authorize the City of Centerville to put its 2030 Comprehensive Plan Update into effect.
2. Advise the City:
 - a. To revise the text so that the description of the medium density land use category states “minimum 5-acre density” rather than “average 5-acre density.”
 - b. To provide the date to the Council of when the Rice Creek Watershed District approved the 2004 SWMP and the date that the City adopted the plan.
 - c. Participate in Council activities to monitor redevelopment in developed communities.
 - d. Implement the advisory comments in the review record for water supply.

Recommendations of the Environment Committee:

Approve the Centerville’s Tier II Comprehensive Sewer Plan.

ADVISORY COMMENTS

City of Centerville 2030 Comprehensive Plan Update and Tier II Comprehensive Sewer Plan Review File 20397-1 - Council Business Item No. 2009-99

The following Advisory Comments are part of the Council action authorizing the City to implement its 2030 Comprehensive Plan Update (“Update”) and approving the City’s Tier II Comprehensive Sewer Plan:

Community Development Committee

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

A copy of the City Council resolution evidencing final approval of the Update should be submitted to the Council.

2. The Council’s *Handbook* also states that local governments must formally adopt their comprehensive plan within nine months after the Council’s final action. If the Council has recommended changes, local governments should incorporate those recommended changes into the Update or respond to the Council before “final approval” 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 plan 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 plan 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).

Environment Committee

1. The Council-approved Tier II Comprehensive Sewer Plan becomes effective only after the final Update is approved by the City’s governing body. After the final Update is approved by the City and the Tier II Sewer Plan becomes effective, the City may implement its Update to alter, expand or improve its sewage disposal system consistent with the Council-approved Tier II Sewer Plan.
2. A copy of the City Council Resolution adopting its Update, including the Tier II Sewer Plan, must be submitted to the Council.

Background

The City of Centerville is located in southeastern Anoka County and is completely surrounded by the City of Lino Lakes. The *2030 Regional Development Framework* (RDF) identifies the City as a Developing geographic planning area (see Figure 2).

The City 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 Systems Statement requirements.

Rationale – Standard of Review & Findings

1. Does the proposed Plan conform to Regional Systems Plans?
2. Is the Plan consistent with Metropolitan Council policies?
3. Is the Plan compatible with plans of adjacent governmental units and plans of affected special district and school districts?

Conformance with Regional Systems Plans:

- | | |
|---|-----|
| 1. Regional Parks | Yes |
| 2. Transportation including Aviation | Yes |
| 3. Water Resources Management
(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 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 City of Centerville 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 Council's 2030 *Regional Parks Policy Plan* as it acknowledges the Rice Creek Chain of Lakes Park Reserve as well as the planned Rice Creek Chain of Lakes-Bald Eagle Regional Trail and the Central Anoka County Regional Trail.

Transportation

Roads and Transit

Reviewer: Carol Becker, MTS – Systems Planning, (651-602-1756)

The Update conforms to the 2030 *Transportation Policy Plan* as it addresses all the applicable transportation and transit requirements.

Aviation

Reviewer: Chauncey Case, MTS – Systems Planning (651-602-1724)

The Update conforms to the Aviation System Plan and is consistent with Council policy.

Water Resources Management

Wastewater Service

Reviewer: Roger Janzig, ES – Engineering Services, (651-602-1119)

The Update conforms to the 2030 *Water Resources Management Policy Plan* (WRMPP). The Update summarizes the City's vision to the year 2030. It includes growth forecasts that are consistent with the Council's forecasts for population, households, and employment.

The Metropolitan Council Environmental Services currently provides wastewater treatment services to the City. Wastewater generated within the City is conveyed to and treated at the Council's Metropolitan Wastewater Treatment Plant in St. Paul. The City is served by interceptor 9708. The Update projects that

the City will have 2,450 sewer households and 1,210 sewer employees by 2030. The Metropolitan Disposal System with its planned scheduled improvements has, or will have, adequate capacity to serve these needs.

The Update provides sanitary flow projections in 10-year increments. The bases for the projections were given in the Update and were determined appropriate for planning local services.

The City is not currently a community that has been identified as a community impacted by wet weather occurrences. The Update however does include an Inflow & Infiltration (I/I) reduction plan, which includes regularly televising the sewer mains. City code and policies prohibit the connection of sump pumps, downspouts, foundation drains, and other passive drain tiles and stormwater sources to the sanitary sewer system.

Tier II Comments

Reviewer: Roger Janzig, ES – Engineering Services, (651-602-1119)

The City's Tier II Sewer Element is complete and consistent with Council policies for Tier II Comprehensive Sewer Plans. The Council's approval of the Tier II Plan becomes effective upon the City's adoption of the Update. At that time, the City may alter, expand, or improve its sewage disposal system consistent with the approved Tier II Sewer Plan. A copy of the City Council resolution adopting the final Update needs to be submitted to the Metropolitan Council for its records.

Surface Water Management

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

The City lies entirely within the Rice Creek Watershed. The Board of Water and Soil Resources (BWSR) approved Rice Creek Watershed District's watershed plan in 1997.

The Update includes new information for local surface water management plans as required by the Council's 2030 *Water Resources Management Policy Plan*, in addition to referencing the City's 2004 Surface Water Management Plan (SWMP). Council staff finds that the new surface water management information combined with the 2004 SWMP conform to Council policy and fulfill the requirements for local surface water management plans.

As noted in the Update, the Rice Creek Watershed District is in the process of updating its watershed management plan and is scheduled to have a new plan in 2009. After BWSR approves the watershed plan, the City will have two years to update its SWMP. The updated SWMP should include the new information contained in the Update, as well as information addressing all of the new Watershed District requirements.

The City needs to submit to the Council the date that the Watershed District approved its 2004 SWMP and the date that the City adopted the final SWMP.

CONSISTENCY WITH COUNCIL POLICY

Forecasts

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

The forecast-related material is consistent with Council forecasts, except for employment forecasts in Tables 20 and 22. The Update uses revised forecasts, based on discussions with Council staff in February and March of 2008. Council staff agreed to the following forecast revisions:

Table 1. City of Centerville Revised Forecasts

	2000	2010	2020	2030
Population	3,202	3,730	4,860	6,200
Households	1,077	1,350	1,900	2,450
Employment	359	600	1,000	1,210

Council staff finds these revisions reasonable and acceptable. Metropolitan Council’s forecasts will be officially revised, as shown in Table 1, effective upon Council action on the Update. For reference, the City’s System Statement Forecasts are provided in Table 2 below.

Table 2. Metropolitan Council System Statement Forecasts

	2000	2010	2020	2030
Population	3,202	3,700	4,100	4,700
Households	1,077	1,340	1,600	1,850
Employment	359	520	630	670

Advisory Comment:

Tables 20 and 22 of the Update identify the 2030 employment forecasts as 1,120 jobs as opposed to the 1,210 jobs as revised. The revised forecast of 1,210 jobs appears correctly in Tables 6 and 16 in the Update.

As detailed in the Housing section of this report, the revision of the 2010-2020 growth results in a revision of the City’s share of the affordable housing need. The affordable housing need will be revised to 170 affordable housing units produced in the next decade. The Update appropriately acknowledges this goal.

2030 Regional Development Framework and Land Use

Reviewer: Lisa Barajas, CD – Local Planning Assistance, (651-602-1895)

Regional Development Framework

The *2030 Regional Development Framework* (RDF) contains goals and policies for “developed communities” such as Centerville. The RDF states that developed communities need to “accommodate growth forecasts through reinvestment at appropriate densities (5 units plus in developed areas and target higher density in locations with convenient access to transportation corridors and with adequate sewer capacity).”

Therefore, Centerville will be expected to meet densities of at least five units an acre through reinvestment, redevelopment, planning and zoning. The Council will be monitoring redevelopment to ensure the Council’s density policies for developed communities are being met and to assess regional development and residential growth goals. Once the method of monitoring is established, Centerville will be encouraged to participate by providing additional information on the City’s redevelopment activities. This program will be similar to the Council’s plat monitoring program for developing areas.

The Update is consistent with the Council’s policies for land use identified in the *Regional Development Framework* (RDF).

The Update includes all of the required items for land use including existing land use table and map, descriptions of future land use categories and densities, table showing net available acres and applicable densities, a future land use map, and a description of zoning districts.

The Update identifies policies to re-invigorate the downtown and to accommodate new growth in a manner compatible with surrounding land uses and not burden public costs and infrastructure.

The City is nearly fully developed, with about 270 acres of vacant or agricultural land remaining in the City. Since this Update will have the City entirely within the MUSA, the City does not provide incremental

staging. The Update includes a number of residential goals that further the goals of the Metropolitan Council, among these are: “Plan densities and provide services for a sustainable population in excess of 5,000 people at full build-out.” and “Increase housing densities to reach the population goal.” With the land use and densities proposed from reguiding as well as vacant land already guided for residential, the City will meet the Council’s forecasts for households (2,450) and population (6,200) by 2030 or sometime thereafter, depending upon market conditions. The household forecasts, with over 1,100 additional units, represent full build-out for the community.

The Update shows four land use categories for residential uses: Low Density, Medium Density, High Density, and Mixed Use. The Low Density Residential will have a minimum density of 3-5 units per acre, and the Medium Density will have a minimum of five units per acre, although the text states an average of 5 units per acre. Table 18 shows the minimum density at 5 units per acre, so the text needs to be changed to reflect the minimum, not the average. High density residential will be 12 units per acre and greater, while CBD/Mixed Use will be eight units and above per acre.

Because the City is largely developed, the Update has identified seven areas for infill or redevelopment, as depicted in Figure 4 attached to this report. These seven areas represent the 270 acres of vacant and agricultural land remaining in the community. The City has re-guided approximately 134 acres of this land for residential uses. As shown in the attached Figure 7, the net density for the new planned residential development is 6.37 units per acre, using the lowest allowable density for each land use category.

Housing

Reviewer: Linda Milashius, CD – Livable Communities, (651-602-1541)

The Update fulfills the affordable housing planning requirements of the Metropolitan Land Planning Act. The Update acknowledges the City’s revised share of the region’s affordable housing need for 2011-2020, which is 170 units. To provide opportunities to meet this need, the Update indicates that through 2020, approximately 91 acres of land will be available for medium density residential at a density of at least 12 units per acre, and an additional 30 acres are designated as mixed use residential with a density range of 8-12 units per acre.

The Update provides the implementation tools and programs that the City will use to promote opportunities to address its share of the region’s housing need. The Update indicates that the City will study and make changes to its zoning and subdivision ordinance to remove impediments to affordable housing; the City will encourage increased use of planned unit developments; the City will consider adopting a Housing Maintenance Code to maintain existing housing, strengthen its efforts to actively promote first-time homebuyer programs, and market housing rehabilitation programs available through the county and the state. The Update states that the City will use Tax Increment Financing for the construction of affordable housing and will continue participation by the already established EDA to be active in support of new affordable housing opportunities. The City is an active participant in the Livable Communities Local Housing Incentives Program and has applied for and received funding through LCA funding accounts in the past.

Community and Individual Sewage Treatment Systems (ISTS)

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

The Update is consistent with the WRMP requirements for ISTS. The Update indicates that there are “less than two dozen” ISTS in operation in the City. The plan further indicates that City Code requires all new development to utilize City sewer and water utilities, and that the City plans to phase out all existing ISTS facilities through connection to City services by the year 2013. In the interim, the City employs Anoka County’s services for ISTS inspections and necessary upgrades, in accordance with MPCA Chapter 7080 Rules.

The City indicates that it will enact of policy of sending letters to all homeowners still utilizing ISTS every three years to remind them of their responsibility to have their systems pumped and/or inspected. The City

will maintain inspection and pumping records and will follow up with homeowners who have not met the maintenance requirements.

Water Supply

Reviewer: Sara Smith, ES – Water Supply Planning, (651-602-1035)

The Update is complete and the City’s water supply plan (WSP) is consistent with the policies of the Council’s WRMP.

Advisory Comment:

The Council recommends that the City continue to implement conservation programs targeted at reducing residential water use. For more information about conservation programs, visit the Council’s water conservation toolbox at <http://www.metrocouncil.org/environment/WaterSupply/conservationtoolbox.htm>.

Resource Protection

Historic Preservation

Reviewer: Lisa Barajas, CD – Local Planning Assistance, (651-602-1895)

The Update contains a brief history of the City and references historical survey work done in conjunction with the Downtown Redevelopment Plan and the County Road 14 project. It indicates that the City has 39 properties in the State Historic Preservation Inventory (SHPO). This section meets the MLPA requirements for historic preservation.

Solar Access Protection

Reviewer: Lisa Barajas, CD – Local Planning Assistance, (651-602-1895)

The Update contains a section on Solar Access Protection as required by the MLPA, by describing the City’s consideration of solar access in the review of site plans and planning decisions.

Aggregate Resources Protection

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

Consistent with information found in *Minnesota Geological Survey Information Circular 46*, the Update indicates that there are no known deposits of viable aggregate resources within the community. No further information is required from the City.

PLAN IMPLEMENTATION

Reviewer: Lisa Barajas, CD – Local Planning Assistance, (651-602-1895)

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 chapter, which describes the actions and a schedule for those actions to implement the Update. The chapter also describes specific changes to the City’s ordinances and studies to be undertaken to achieve the policies set forth in the Update. The implementation chapter includes the City’s capital improvement program and zoning map with the different zoning districts and changes to them described in the Land Use, Housing, and other applicable chapters in the Update. The City is reminded that it must submit copies to the Council of any changes made to any of the above noted documents within 30 days of their adoption.

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

The City submitted its Update to the adjacent communities, county and affected school districts, affected watershed districts, and other special districts for comment on April 9, 2008. There are no apparent issues with the Update from adjacent governmental units and communities

DOCUMENTS SUBMITTED FOR REVIEW

- 2008 Comprehensive Plan Submittal Form (December 5, 2008)
- Centerville 2030 Comprehensive Plan Update (December 5, 2008)
- E-mail correspondence to Susan Hoyt included Centerville Revised 2030 Comprehensive Plan Update (February 19, 2009)
- Memo to Lisa Barajas/Susan Hoyt identifying changes made in Revised 2030 Comprehensive Plan Update (February 19, 2009)

ATTACHMENTS

- Figure 1: Location Map with Regional Systems
- Figure 2: 2030 Regional Development Framework Planning Areas
- Figure 3: Existing Land Use
- Figure 4: Existing Growth Management Plan
- Figure 5: 2030 Land Use Plan
- Figure 6: Existing and Planned Land Use Tables
- Figure 7: Net Density Table

FIGURE 1: LOCATION MAP WITH REGIONAL SYSTEMS

City of Centerville

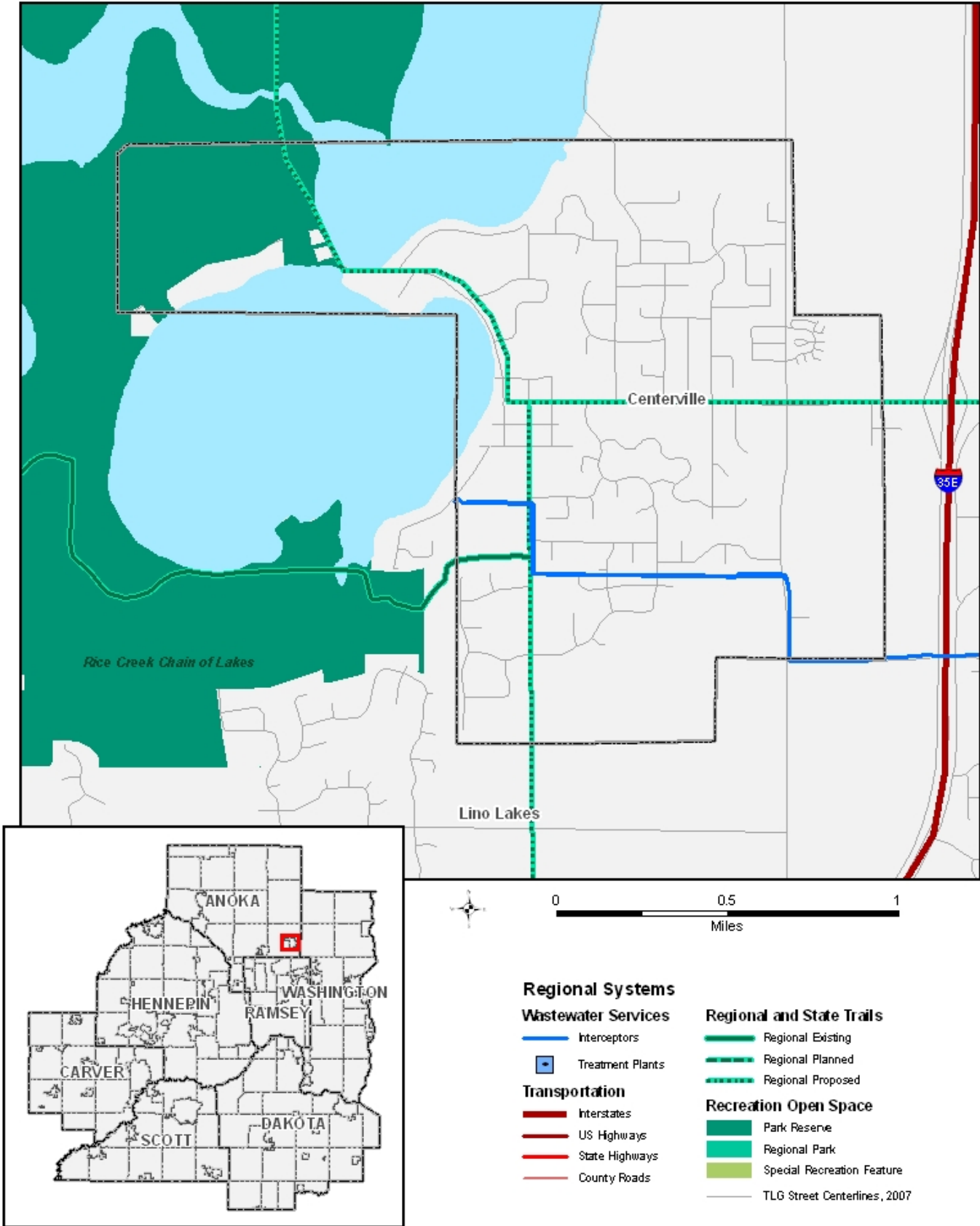
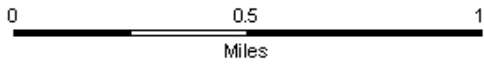
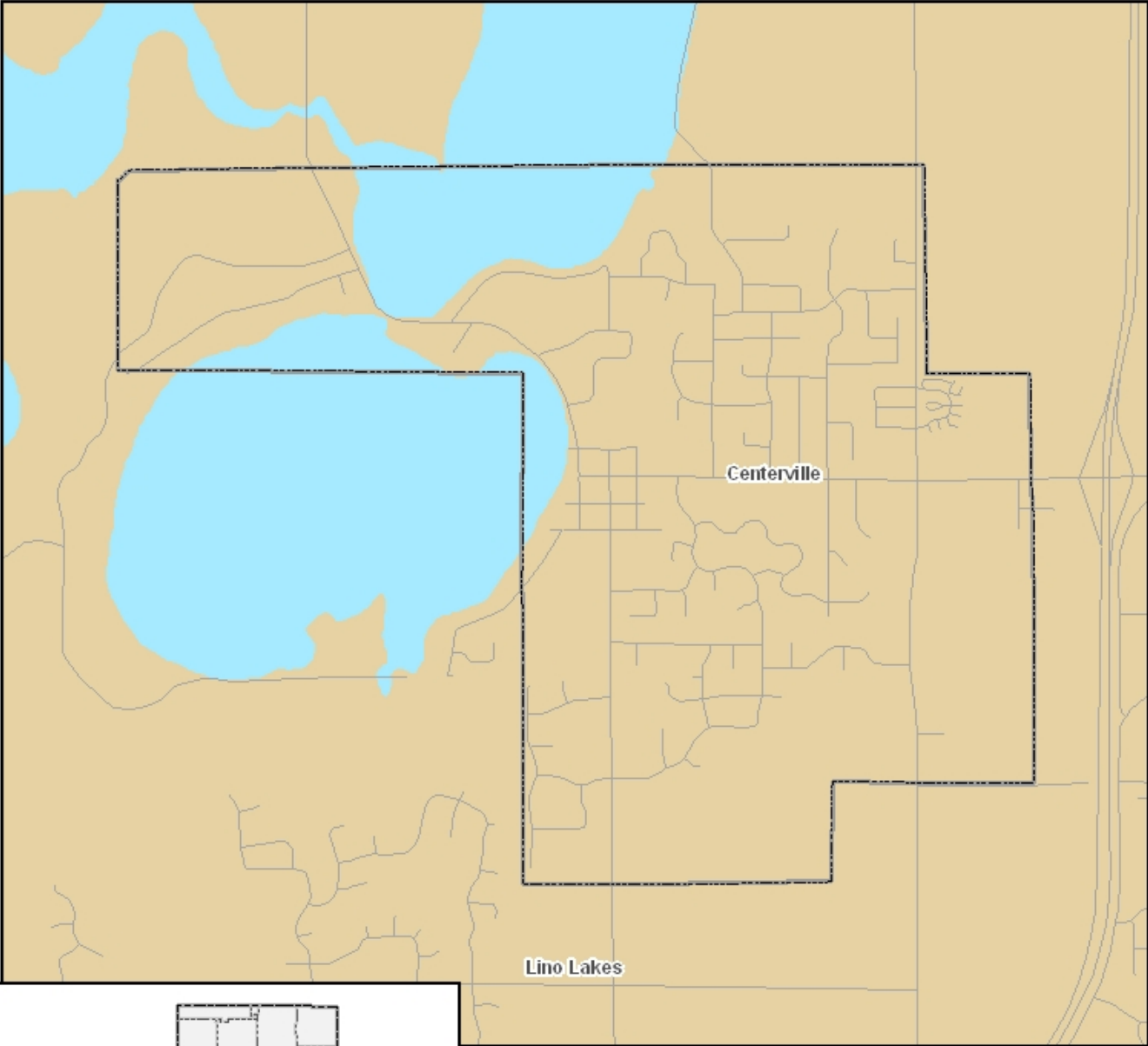


FIGURE 2: 2030 REGIONAL DEVELOPMENT FRAMEWORK PLANNING AREAS
 City of Centerville



- 2030 Framework Planning Areas**
- Agricultural Area
 - Developed Area
 - Developing Area
 - Diversified Rural
 - Non-Council Area
 - Rural Center
 - Rural Residential
 - TLG Street Centerlines, 2007

FIGURE 3: EXISTING LAND USE
 City of Centerville

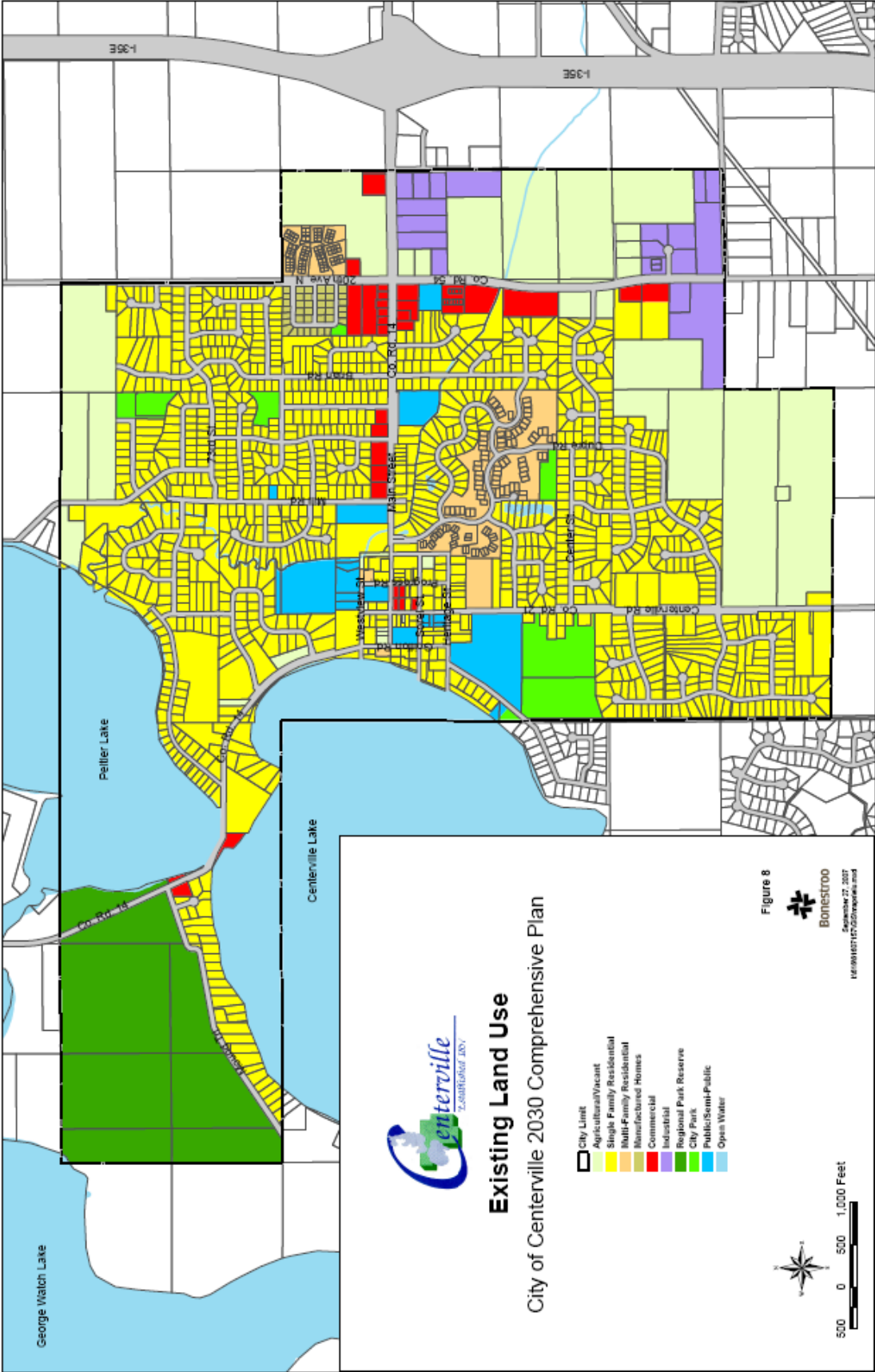


FIGURE 4: EXISTING GROWTH MANAGEMENT PLAN
 City of Centerville

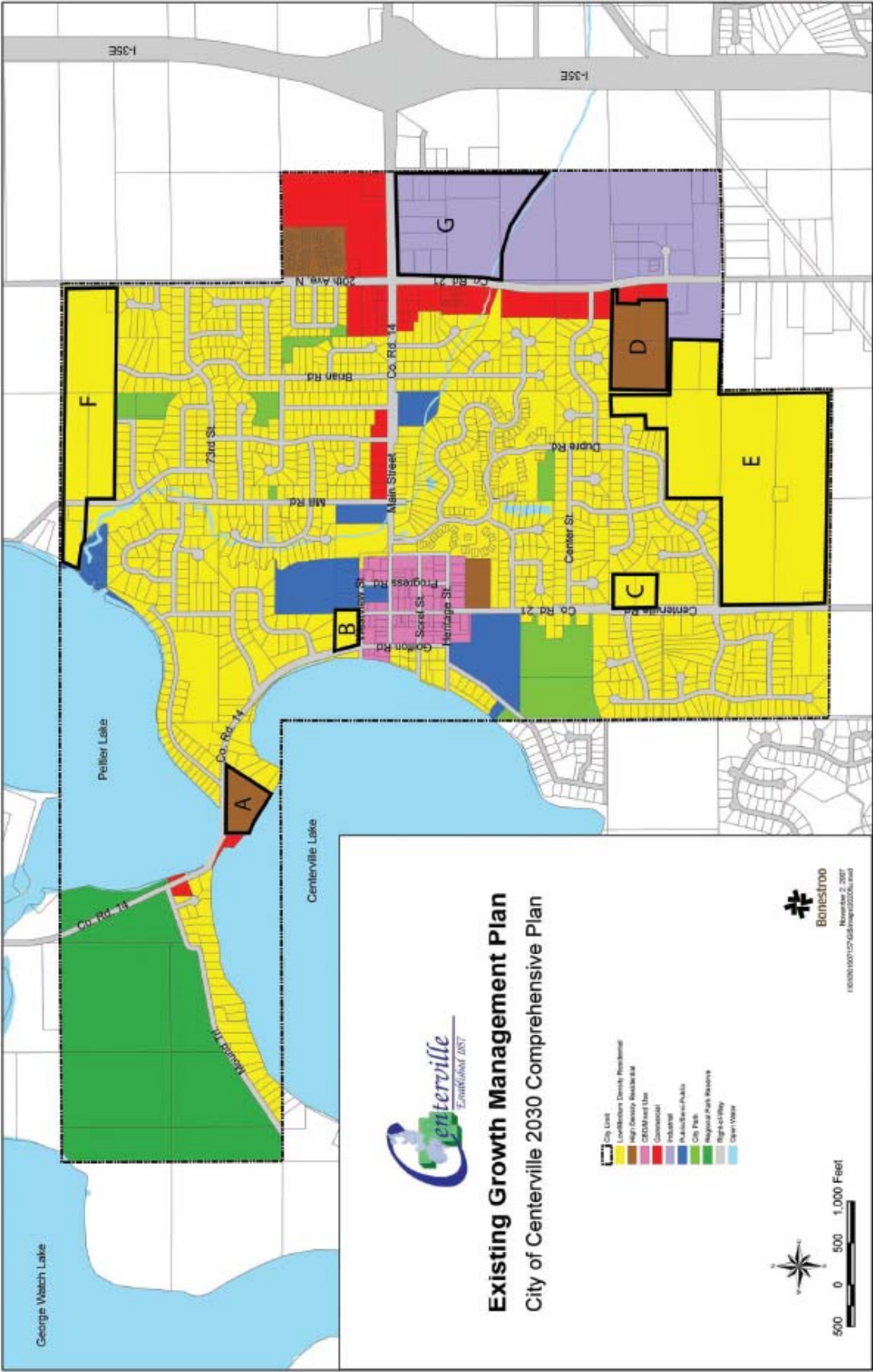


FIGURE 5: 2030 FUTURE LAND USE PLAN
 City of Centerville

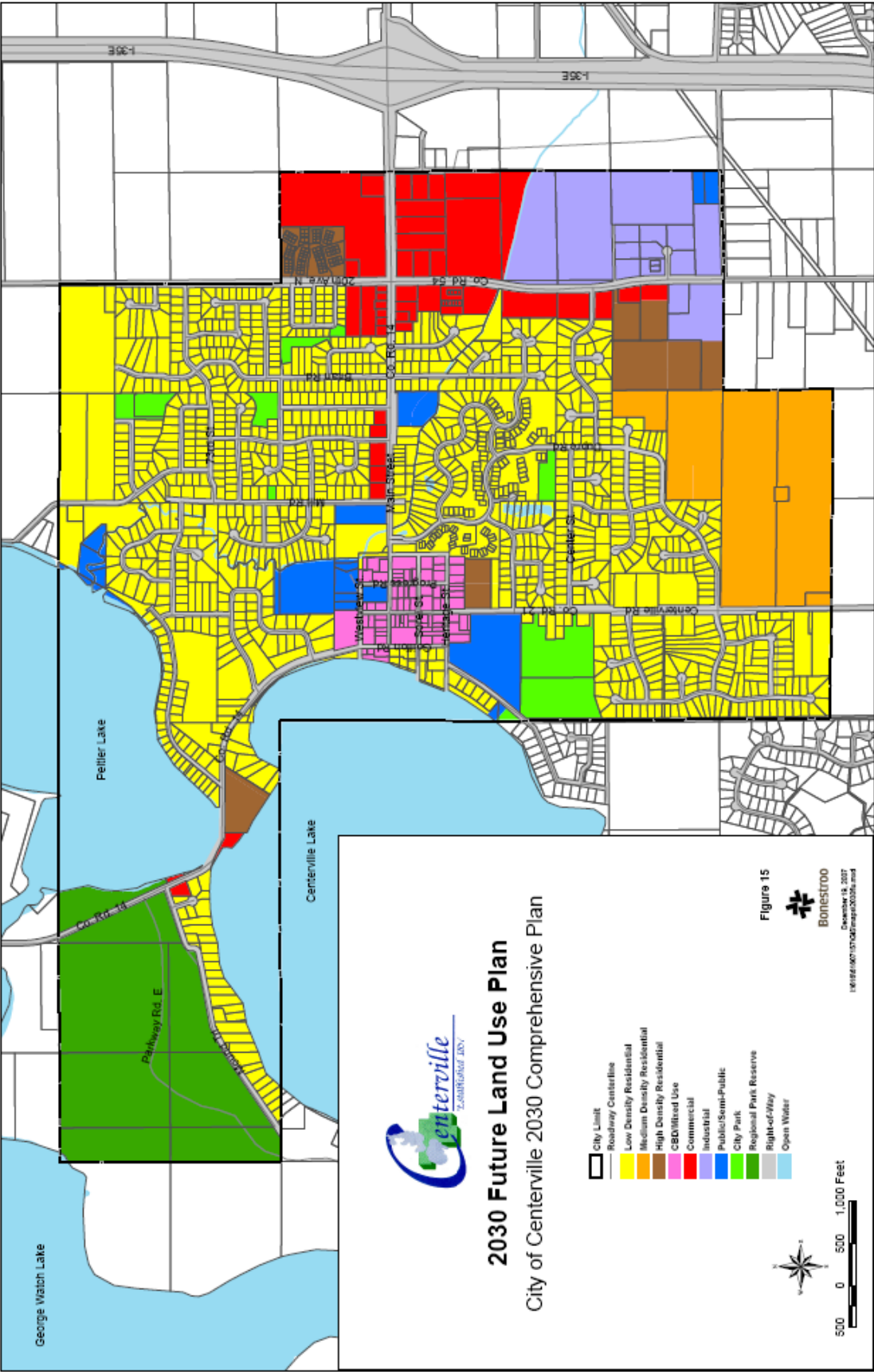


FIGURE 6: EXISTING AND PLANNED LAND USE TABLES
City of Centerville

Table 17 - Existing Land Use Acres

Existing Land Use	Gross Acres
Agricultural/Vacant	270.07
City Park	33.38
Commercial	32.99
Industrial	50.34
Manufactured Homes	7.58
Multi-Family Residential	49.89
Public/Semi-Public	43.71
Regional Park Reserve	142.89
Rural Residential	15.52
Single Family Residential	555.48
Right-of-Way	162.68
Open Water	194.38
Total City	1,558.92

Wetland 264.43

Table 19 - Future Land Use Acres

2030 Future Land Use	Gross Acres
CBD/Mixed Use	26.83
City Park	35.77
Commercial	104.13
High Density Residential	46.78
Industrial	78.63
Low Density Residential	614.13
Medium Density Residential	105.13
Public/Semi-Public	47.57
Regional Park Reserve	142.89
Right-of-Way	162.68
Open Water	194.38
Total	1,558.92

Wetland 264.43

FIGURE 7: NET DENSITY TABLE
 City of Centerville

Table 18 - Net Density for New Planned Residential Development

Parcel	Future Land Use	Net Acres*	Planned Units/Acre	Units
A	High Density	6.29	12	75
B	Mixed Use	2.97	8	24
E	High Density	7.40	12	89
E	Medium Density	91.39	5	457
Downtown	Mixed Use	26.73	8	214
Total		134.779		859
Net Density of new 2030 residential land				6.37

*minus wetlands, water, parks, and right-of-way