

C Community Development Committee
Meeting date: October 19, 2009

E Environment Committee
Meeting date: October 13, 2009

ADVISORY INFORMATION

Subject:	City of Columbus 2030 Comprehensive Plan Update Review File No. 20593-1 Tier II Comprehensive Sewer Plan
District(s), Member(s):	District 11, Council Member Georgeanne Hilker, 651-426-1750
Policy/Legal Reference:	Minnesota Statutes Section 473.175
Staff Prepared/Presented:	LisaBeth 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 actions:

Recommendations of the Community Development Committee:

1. Authorize the City of Columbus to put its 2030 Comprehensive Plan Update into effect.
2. Adopt the revised forecasts for the City of Columbus for population, households, and employment as shown in Table 1 in the attached Review Record.
3. Advise the City to:
 - a. Participate in the Council's Plat Monitoring Program to track sanitary sewer-serviced residential development to monitor the City's progress in accommodating forecasted growth and providing opportunities for the City's share of the region's affordable housing need.
 - b. Implement the advisory comments for Transportation, Surface Water Management, Housing, and Water Supply.

Recommendation of the Environment Committee:

Approve the City of Columbus's Tier II Comprehensive Sewer Plan.

ADVISORY COMMENTS

City of Columbus 2030 Comprehensive Plan Update and Tier II Comprehensive Sewer Plan

Review File No. 20593-1 – Council Business Item No. 2009-370

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.
 - c. Submit to the Council a copy of the City Council resolution evidencing final approval of the Update.
2. The Council’s *Handbook* also states that local governments must formally adopt their comprehensive plans within nine months after the Council’s final action. If the Council has recommended changes, local governments should incorporate those recommended changes into the plan or respond to the Council before “final approval” of the comprehensive plan by the governing body of the local governmental unit. (Minn. Stat. § 473.858, subd. 3)
3. Local governmental units must adopt official controls as described in their adopted comprehensive plans and must submit copies of the official controls to the Council within 30 days after official controls are adopted. (Minn. Stat. § 473.865, subd. 1)
4. Local governmental units cannot adopt any official controls or fiscal devices that conflict with their comprehensive plans or which permit activities in conflict with the Council’s metropolitan system plans (Minn. Stat. §§ 473.864, subd. 2; 473.865, subd. 2). If official controls conflict with comprehensive plans, the official controls must be amended within nine months following amendments to comprehensive plans (Minn. Stat. § 473.865, subd. 3).

Environment Committee

1. The Council-approved Tier II Comprehensive Sewer Plan becomes effective only after the Update also receives final approval from the City’s governing body. After the Update receives final approval from 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 Columbus is located in eastern Anoka County and is bounded by Linwood Township to the north, Chisago County to the northeast, the City of Forest Lake to the east, the City of Hugo to the southeast, the City of Lino Lakes to the south, the City of Blaine to the southwest, the City of Ham Lake to the west, and the City of East Bethel to the northwest. The *2030 Regional Development Framework* (RDF) identifies the City as a Developing geographic planning area in the southeast and as a Diversified Rural geographic planning area for the remainder of the community (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 System Statement requirements.

Rationale

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

Conformance with Regional Systems Plans:

- | | |
|---|-----|
| 1. Regional Parks | Yes |
| 2. Transportation, including Aviation | Yes |
| 3. Water Resources Management
(Wastewater Services and Surface Water Management) | Yes |

Consistent with Council Policy Requirements:

- | | |
|--|--|
| 1. Forecasts | No, but the revised forecasts are reasonable |
| 2. Housing | No |
| 3. <i>2030 Regional Development Framework</i> and Land Use | Yes |
| 4. Individual Sewage Treatment Systems (ISTS) Program | Yes |
| 5. Water Supply | Yes |

Compatible with the Plans of Adjacent Governmental Units and Plans of Affected Special Districts and School Districts

- | | |
|--------------------------------|-----|
| 1. Compatible with other plans | Yes |
|--------------------------------|-----|

Funding

None.

Known Support / Opposition

There is no known opposition.

REVIEW RECORD

Review of the City of Columbus 2030 Comprehensive Plan Update

STATUTORY AUTHORITY

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

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

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

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

CONFORMANCE WITH REGIONAL SYSTEMS

Regional Parks

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

The Update conforms to the *2030 Regional Parks Policy Plan*. The Update acknowledges the planned East Anoka County Regional Trail as well as the current and master plan boundaries for the Rice Creek Chain of Lakes Park Reserve.

Transportation

Roads and Transit

Reviewer: Ann Braden, MTS – Systems Planning, (651-602-1705)

The Update conforms to the *2030 Transportation Policy Plan*, adopted in 2004, and addresses all the applicable transportation and transit requirements.

The City is served by one metropolitan highway, a segment of I-35W/I-35, as well as "A" minor relievers and expanders. There are not any plans to expand the metropolitan highway in the City.

The City is located in Transit Market Area IV. Service options for Market Area IV include dial-a-ride, volunteer driver programs, and ride-sharing. Rural dial-a-ride service is provided by Anoka County Traveler and Anoka County Volunteer. There is a park-and-pool lot located at I-35 and County Road 23.

Advisory Comment

The City has recently joined the Metropolitan Transit Taxing District. Consequently, the Route 288 coach bus service, which was established during the reconstruction of the I-35W bridge, will continue and is no longer planned to be eliminated in the Fall of 2009. The City should note this in the final Update.

Aviation

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

The Update conforms to the region's aviation system plan and is consistent with Council policy.

Water Resources Management

Wastewater Service

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

The Update conforms to the *2030 Water Resources Management Policy Plan (WRMPP)*. The Update summarizes the City's vision for the next 20 years through the year 2030, and includes growth forecasts that are consistent with the agreed-upon revised forecasts, as discussed in the Forecasts section of this report.

The Metropolitan Council Environmental Services currently provides wastewater treatment service to the City. Wastewater generated within the City is conveyed to and treated at the Metropolitan Council's Metropolitan Wastewater Treatment Plant in St. Paul. The City is provided wastewater conveyance service indirectly through the City of Forest Lake's system. It is the Council's understanding that there is an intercommunity flow agreement that covers this service. The Update projects that the City will have 560 sewered households and 1,200 sewered employees by 2030. The Metropolitan Disposal System with its planned scheduled improvements has, or will have, adequate capacity to serve the City's growth needs.

The Update provides sanitary flow projections in 5-year increments. The rationale for the projections is given in the update and determined to be appropriate for planning for local services.

The City is not currently identified by the Council as a community impacted by wet weather occurrences. The Update, however, does state that the City will establish an ongoing maintenance and inspection program in the future to monitor potential sources of I/I in the sanitary sewer system. The City has an ordinance to prohibit the connection of storm drains, roof drains, and floor drains to the sanitary sewer system.

Tier II Comments

Council staff have reviewed the Update's Tier II Sewer Element against the Council's requirements for Tier II Comprehensive Sewer Plans for Diversified Rural (Developing) communities and have found it complete and consistent with Council policies. 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 Update conforms to the WRMPP for local surface water management. The City lies within the Rice Creek, Coon Creek, and Sunrise River Watersheds. The Board of Water and Soil Resources (BWSR) approve the Rice Creek Watershed District's watershed management plan in 1997. BWSR approved the Coon Creek Watershed District and Sunrise River Watershed Management Organization watershed management plans in 2004 and 2001 respectively.

In February 2009, Council staff reviewed the City's local surface water management plan (LWMP) and found that it fulfills the requirements for a local surface water management

plan and is consistent with Council Policy and with the WRMPP.

Advisory Comment

The City needs to send to the Council the dates when the watershed organizations approve the City’s LWMP, the date that the City adopts the final LWMP, and a copy of the final LWMP.

CONSISTENCY WITH COUNCIL POLICY

Forecasts

Reviewer: Dennis Farmer, CD - Research, (651-602-1552)

The forecast-related content exceeds the 2005 System Statement forecasts. However, Council staff find the City’s proposed revised forecasts to be reasonable. The Update cites recent population estimates, development potential along the I-35 utility corridor, and recent employer surveys as support for higher forecasts. The Council forecasts will be revised, as shown in Table 1 below, effective upon Council approval of the City’s Update.

Table 1. City of Columbus Revised Forecasts

	2010	2020	2030
Population – Unsewered	4,185	4,190	4,350
Population – Sewered	15	960	1,500
Population TOTAL	4,200	5,150	5,850
Households – Unsewered	1,445	1,530	1,620
Households – Sewered	5	350	560
Households TOTAL	1,450	1,880	2,180
Employment – Unsewered	600	700	800
Employment – Sewered	600	900	1,200
Employment TOTAL	1,200	1,600	2,000

The City’s System Statement forecasts are shown in Table 2 below.

Table 2. City of Columbus System Statement Forecasts

	2010	2020	2030
Population – Unsewered	4,000	3,200	3,060
Population – Sewered	0	1,040	1,620
Population TOTAL	4,000	4,240	4,680
Households – Unsewered	1,450	1,250	1,190
Households – Sewered	0	350	560
Households TOTAL	1,450	1,600	1,750
Employment – Unsewered	480	480	480
Employment – Sewered	250	420	520
Employment TOTAL	730	900	1,000

2030 Regional Development Framework and Land Use

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

The Update is consistent with the *2030 Regional Development Framework (RDF)*, which classifies the City partially as a Developing community and partially as a Diversified Rural Area community. The southeast corner of the City along Interstate 35 is classified as Developing, while the remainder of the community is Diversified Rural. The City is 30,573 acres, with approximately 9,800 acres within the Carlos Avery Wildlife Management Area (WMA) in the north and western part of the City and another 1,000 acres in the Lamprey Pass WMA and the Houle WMA in the eastern portion of the City.

Diversified Rural Area Policies

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

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

The City is home to a significant amount of natural resources, as evidenced by the large areas within the WMAs. Approximately 19,890 acres are covered by wetlands, surface waters, or floodplain, providing many natural amenities, but also limiting development opportunities. The Diversified Rural area of the community is guided for Rural Residential, except for an existing commercial area along Lake Drive in the south guided as Commercial. The Rural Residential designation retains the density from the City's 1998 comprehensive plan of 1 unit per 5 acres.

Developing Area Policies

Developing communities are expected to accommodate growth, support centers along centers, and encourage the development of communities where shopping, jobs, and a variety of housing choices co-existing by design. Developing communities are also expected to accommodate sewered residential growth at a net density of 3 to 5 units per acre.

The Update identifies policies to provide and expand life cycle housing alternatives and housing price options within the community, minimize land use conflicts between commercial/industrial uses and residential uses, to maximize existing investment and development opportunities in the I-35 public utility corridor and the commercial area along Lake Drive, and to promote a pedestrian friendly development standard within the I-35 corridor.

The City has guided 830 acres along the I-35 corridor as Commercial, and another 387 acres as Industrial. This area also includes a Suburban Residential Overlay in the far southeastern corner as well as in the northwestern portion of the I-35 public utility corridor along CSAH 23. This northwestern area along CSAH 23 encompasses approximately 61 acres of net developable land, while the southeastern area includes about 122 acres of net developable land.

The Suburban Overlay District retains the underlying Commercial and Industrial

designations to allow land owners the flexibility of developing residential, business, or mixed use projects. The Suburban Overlay District is guided for at a density of 3 to 6 units per acre. The Planned Unit Development (PUD) process allows a density of 6 units per acre.

Table 3. Suburban Overlay District Planned Development

Category	Density Range		Net Acres	Min Units	Max Units
	Min	Max			
Southeastern Area	3	6	122	366	732
Northwestern Area	3	6	61	183	366
TOTALS			183	549	1098
Overall Density				3.00	6.00

As shown in Table 3, the City’s guiding for this area, the only area served by sanitary sewer, is consistent with the Council’s density policy as the guiding results in a minimum net density of 3 units per acre. At the minimum net density, these areas could accommodate 549 new housing units. As discussed in the Revised Appendix B received July 9, 2009, the City understands that to accommodate the forecast of 560 units through 2030, the minimum overall density required in these areas is 3.1 units per acre. The revised materials identify the net acreages required by staging period to accommodate forecasted growth, both at the minimum density and at the maximum allowable density of 6 units per acre.

Advisory Comment

The City is advised to participate in the Council’s Plat Monitoring Program to monitor the City’s progress toward accommodating the forecasted household growth served by sanitary sewer and the City’s efforts in providing affordable housing opportunities.

Housing

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

The Update acknowledges the city’s share of the region’s affordable housing need for 2011-2020 which is 54 units. To provide the opportunity for affordable housing to be developed, the Update indicates that approximately 117 acres of land will be available between 2010 and 2020 within the Suburban Residential Overlay area, with a development density of 3-6 units per acre. It is the Council’s standard practice to assume that land will be developed at the lowest end of the range allowed, in this case 3 units per acre. At this density, the Update is not consistent with Council policy that requires communities to designate sufficient land at higher densities to allow for residential development opportunities to meet the city’s share of the regional affordable housing need. Although allowing development at higher densities does not guarantee that affordable housing will be built, it does provide one of the best means for encouraging it to happen.

The Update provides the implementation tools and programs the city will use to promote opportunities to address its share of the region’s housing need. The City will continue to work with the Anoka County HRA to administer programs and financial resources to address lifecycle and affordable housing need in the community. The City will also evaluate the feasibility of establishing housing and economic development initiatives at the city level. Columbus is a participant in the Local Housing Incentives program of the Livable Communities Act.

Advisory Comment

The City is encouraged to consider designating additional land for higher density residential development that would assist the city in meeting its affordable housing need goals.

Community and Individual Sewage Treatment Systems (ISTS)

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

The Update is consistent with the WRMP for ISTS. There are approximately 1,475 ISTS in operation, serving a majority of the residents and business in the City. City Code Section 14-600, found on the City's website, outlines the installation, operation, and maintenance of ISTS in the City. The Code is consistent with MPCA Rules and with Council policy requirements.

Water Supply

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

The Update is consistent with the water supply policies in the WRMP.

Advisory Comment

The Council recommends that the City continue to implement conservation program targeted at reducing residential water use.

Resource Protection

Historic Preservation

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

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

Solar Access Protection

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

The Update contains a section addressing Solar Access Protection as required by the MLPA.

Aggregate Resources Protection

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

The Update indicates that there are not any viable aggregate resources within the City. The City's determination is consistent with *Minnesota Geological Survey Information Circular 46*.

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 Plan, which describes the official controls and fiscal devices that the City will employ to implement the Update, along with the plan

amendment process. The Implementation Plan describes specific changes needed to the ordinances and other actions the City needs to take to implement the Update. The Update also contains the existing zoning map and a brief description of the zoning districts.

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

The City submitted its Update to the adjacent communities, county and affected school districts, affected watershed districts, and other special districts for comment on June 27, 2008. The City of Columbus, the City of Forest Lake, and the City of Lino Lakes need to continue their coordination to resolve potential land use conflicts along their shared boundaries in the Interstate 35 area.

DOCUMENTS SUBMITTED FOR REVIEW

- City of Columbus 2030 Comprehensive Plan (May 29, 2009)
- Revisions to transit, forecasts, transportation, and land use staging in response to Council incomplete letter (July 9, 2009)

ATTACHMENTS

- Figure 1: Location Map with Regional Systems
- Figure 2: 2030 Regional Development Framework Planning Areas
- Figure 3: Existing Land Use
- Figure 4: 2030 Future Land Use
- Figure 5: Existing and Future Land Use Tables

Figure 1. Location Map with Regional Systems

City of Columbus

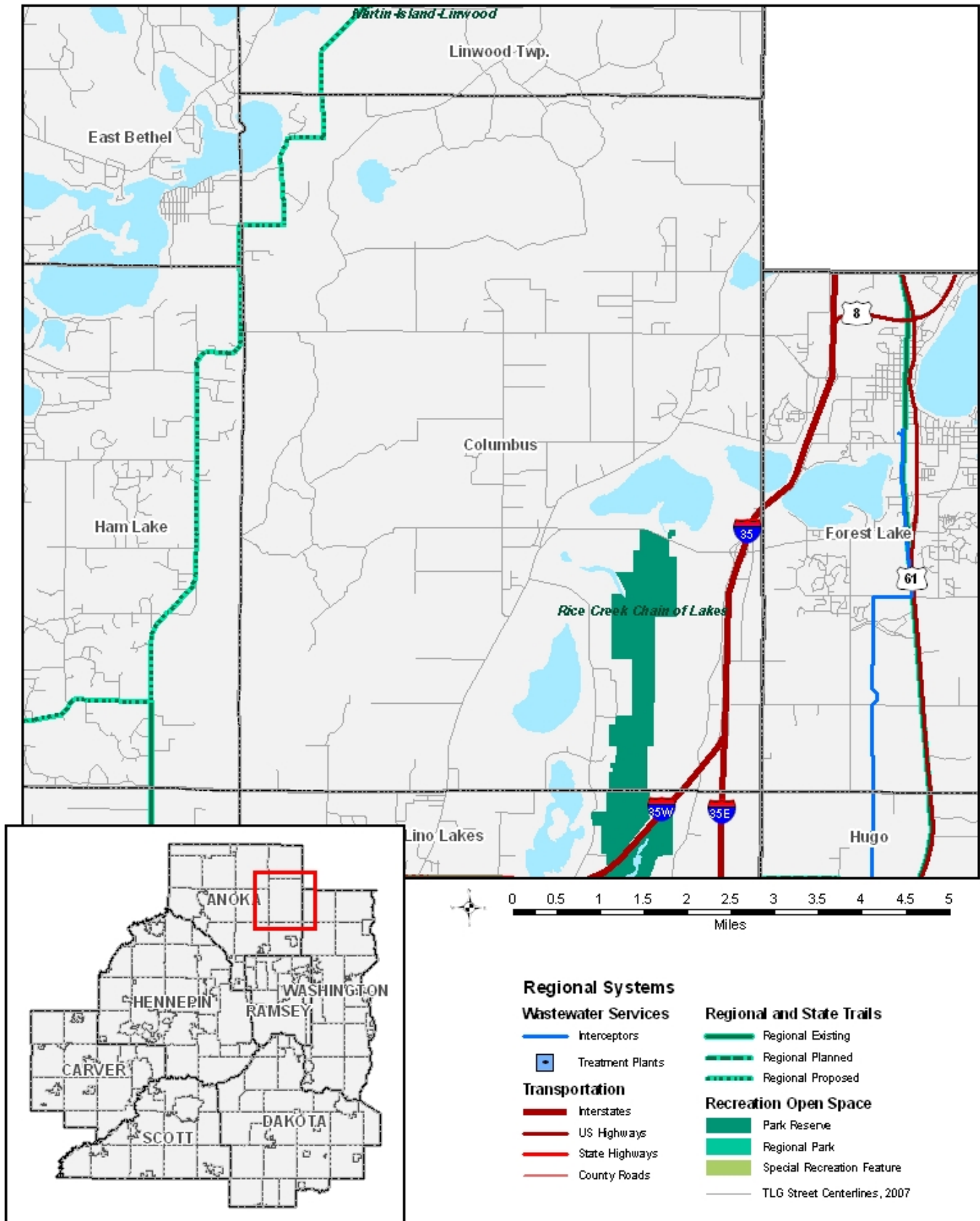


Figure 2. 2030 Regional Development Framework and Planning Areas
 City of Columbus

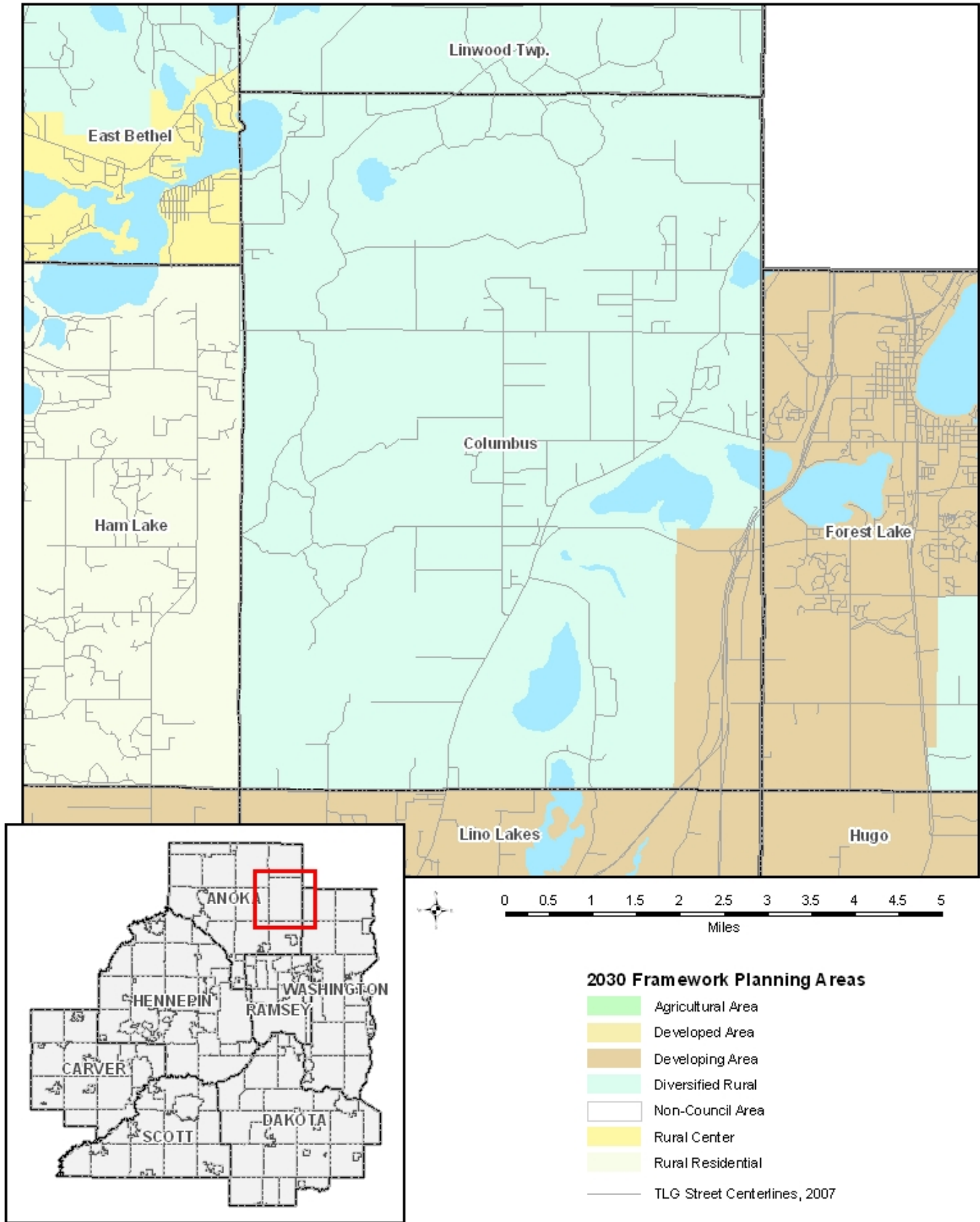


Figure 3. Existing Land Use
City of Columbus

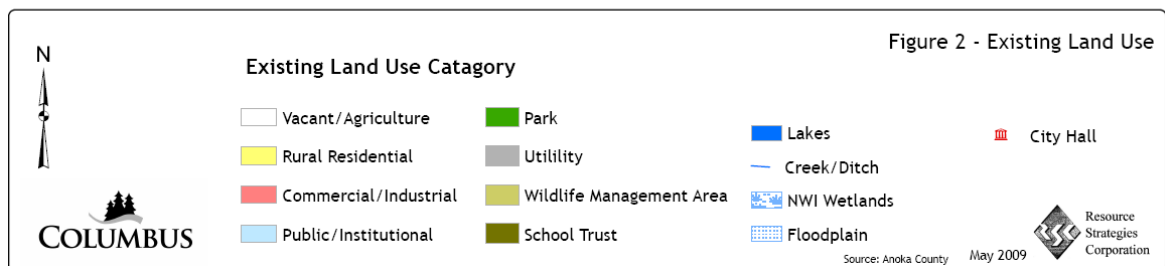
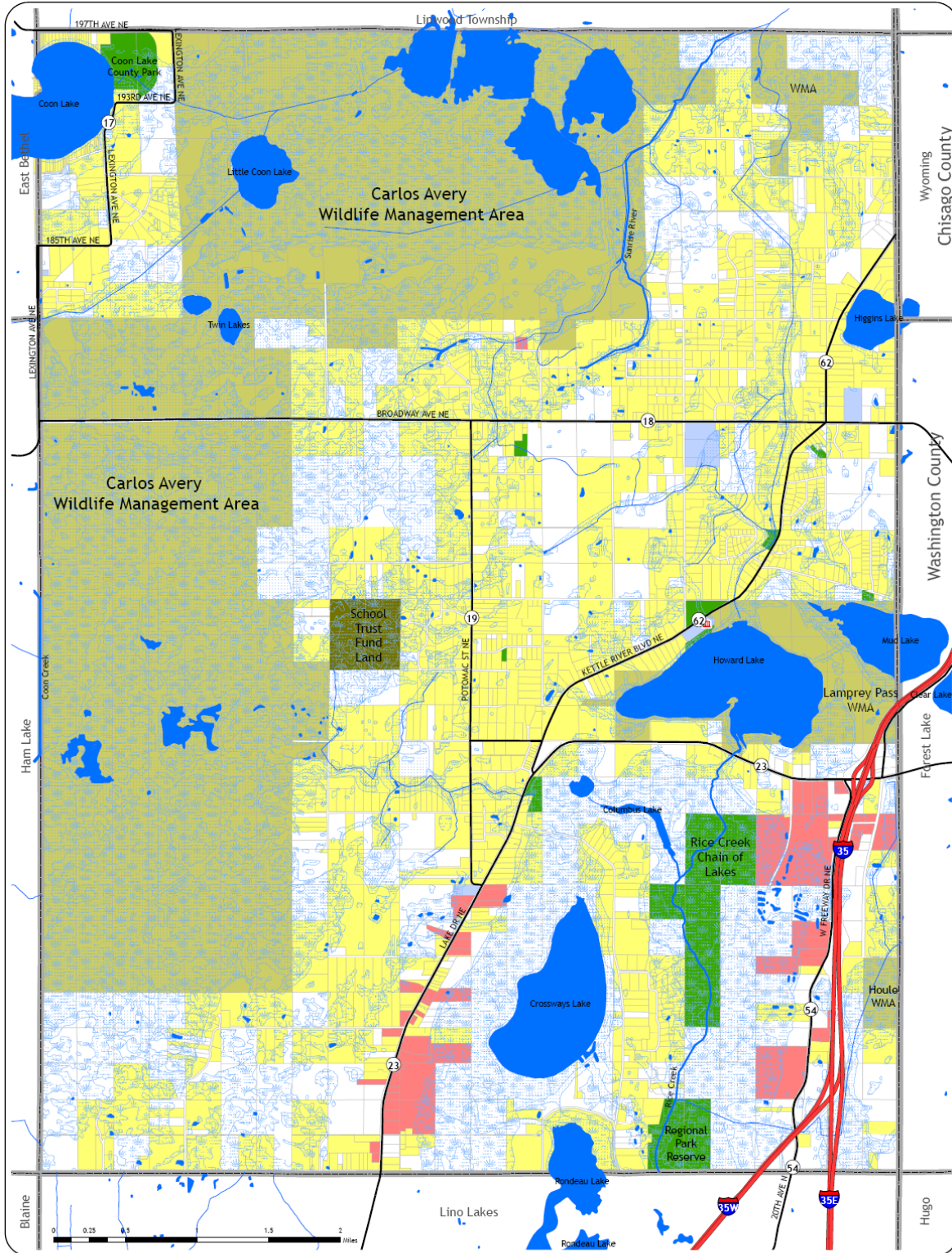


Figure 4. 2030 Future Land Use
City of Columbus

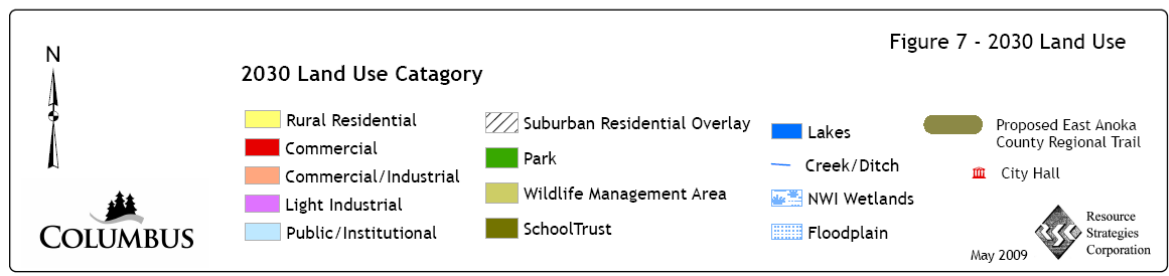
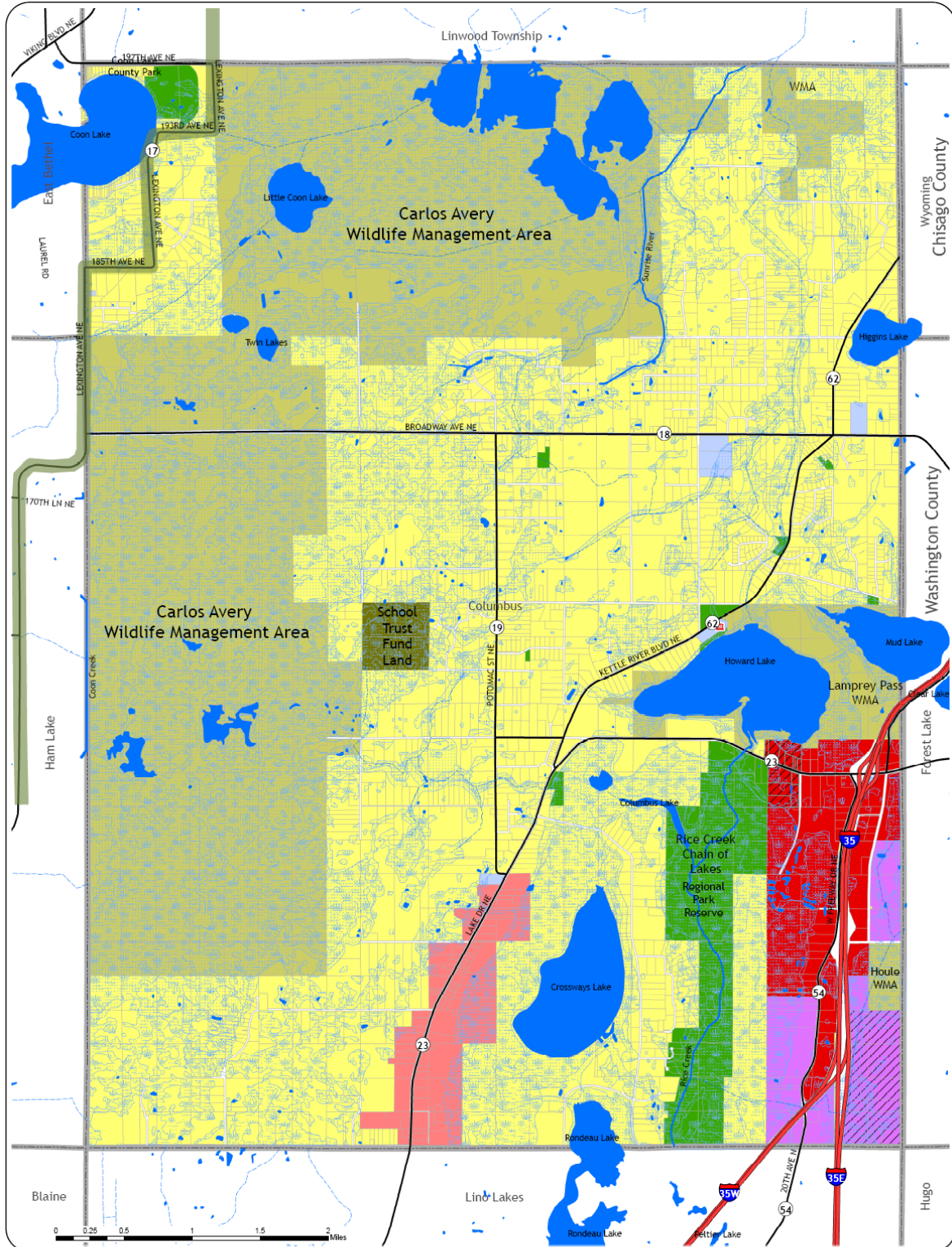


Figure 5. Existing and Future Land Use Tables

City of Columbus

Table 10
Existing Land Use Acreages

<u>Category</u>	<u>Gross Acres</u>	<u>Gross %</u>	<u>Net Acres</u>	<u>Net %</u>
Vacant/Agriculture	7332.14	23.9	2394.72	7.84
Rural Residential	9305.82	30.44	5661.61	18.52
Commercial/Industrial	672.24	2.20	375.88	1.23
Wildlife Mgt. Areas	10,930.22	35.75	1008.76	3.29
Public/Institutional	88.0	0.29	66.53	0.22
Park Land	653.76	2.14	119.45	0.39
State "School Trust"	157.10	0.51	9.55	0.03
Utility	0.17	0.0	0.17	0.0
Right-of-way	1045.60	3.42	1045.60	3.42
Wetland/Floodplain	-	-	19502.78	63.79
Lakes*	388.15	1.27	388.15	1.27
TOTAL	30,573.20	100.0%	30,573.20	100.0%

Source: Anoka County GIS; Resource Strategies Corporation

(Gross acres exclude dedicated ROW; Net acres exclude dedicated ROW, wetlands/floodplain & lakes*)

* All but four smaller lakes are included in the wetland/floodplain calculations

Table 13
2030 Future Land Use Acreages

<u>Category</u>	<u>Gross Acres</u>	<u>Gross %</u>	<u>Net Acres</u>	<u>Net %</u>
Rural Residential	14902.58	48.74	7153.82	23.40
Suburban Residential	318.52	1.04	183.63	0.60
Commercial	830.02	2.71	447.91	1.47
Industrial	387.05	1.27	151.79	0.50
Commercial/Industrial	627.05	2.05	436.08	1.43
Public/Institutional	88.0	0.29	66.53	0.22
WMAs	10,930.22	35.75	1008.76	3.29
State "School Trust"	157.10	0.51	9.55	0.03
Park Land	898.89	2.94	178.61	0.58
Right-of-way	1045.59	3.42	1045.59	3.42
Wetland/Floodplain	-	-	19,502.78	63.79
Lakes*	388.18	1.27	388.15	1.27
TOTAL	30,573.20	99.9%	30,573.20	100.0%

Source: Anoka County GIS; Resource Strategies Corporation

(Gross acres exclude dedicated ROW; Net acres exclude dedicated ROW, wetlands/floodplain & lakes;

* All but four smaller lakes are included in the wetland/floodplain calculations)