

C Community Development Committee

Meeting date: February 17, 2009

E Environment Committee

Meeting date: February 10, 2009

ADVISORY INFORMATION

Subject:	City of Farmington 2030 <i>Comprehensive Plan Update</i> Review File No. 20385-1 Tier II Comprehensive Sewer Plan
District(s), Member(s):	District 16, Vacant
Policy/Legal Reference:	Minnesota Statute Section 473.175
Staff Prepared/Presented:	Patrick Boylan, Principal Reviewer (651-602-1438) Phyllis Hanson, Manager, Local Planning Assistance (651-602-1566) Kyle Colvin, Engineering Services Asst. Manager (651-602-1151)
Division/Department:	Community Development / Planning and Growth Management Environmental Services / Engineering Services

Proposed Action

That the Metropolitan Council adopts the attached Review Record and takes the following actions from each committee:

Recommendations of the Environment Committee:

1. Approve the City of Farmington's Tier II Comprehensive Sewer Plan;
2. Require the City to revise the Update's 2010 socio-economic forecast and flow projections to be consistent with the Metropolitan Council's forecasts for 2010.

Recommendations of the Community Development Committee:

1. Authorize the City of Farmington to put its 2030 Comprehensive Plan Update into effect without any plan modifications;
2. Remind the City that Minnesota Statutes 473.864 requires the City to formally adopt the Update within nine months, submit two copies and a copy of the City Council Resolution adopting the Update to the Metropolitan Council following final action;
3. Remind the City that it is required to submit any updated ordinances and controls intended to help implement the Update to the Council upon adoption;
4. Require the City to revise the 2010 socio-economic forecasts in the Update as they relate to sanitary sewer flows to fit the demographic forecasts and update all related tables throughout the document;
5. Require the City to continue to participate in the Plat Monitoring Program;
6. Require that specific dates are cited for lands to be removed from the Agricultural Preserves program and submitted to the Council.
7. Remind the City that upon future annexations, the City must submit comprehensive plan amendments to the Council for review; and,
8. Remind the City to submit a copy of the 2006 water supply plan within the final, adopted Update.

Background

The City of Farmington (the “City”) is located in Dakota County, surrounded by the cities of Lakeville, Empire Township, Castle Rock Township, and Eureka Township (see Figure 1).

The *2030 Regional Development Framework* (RDF) identified Farmington as a “Developed” community. Figure 2 shows the designation and regional systems in Farmington and the surrounding area.

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 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; 2010 population figures are too high. |
| 2. Housing | Yes |
| 3. 2030 Regional Development Framework and Land Use | Yes |
| 4. Individual Sewage Treatment Systems (ISTS) Program,
Surface Water Management | 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 Farmington 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 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).

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

Parks and Trails

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

The Update is in conformance with the Regional Parks Policy Plan (RPPP). The Update conforms to the 2030 Regional Parks Policy Plan since it acknowledges the two regional trail search areas located in Farmington.

Transportation

Roads and Transit

Reviewer: Elaine Koutsoukos, MTS – Systems Planning, (651-602-1717)

The Update conforms with the Transportation Policy Plan (TPP) and addresses all the applicable transportation and transit requirements but is inconsistent with the Regional Development Framework (RDF) Transportation Analysis Zone (TAZ) tabulations. Once the City adopts the Council's 2010 population forecast, the City needs to reallocate the data to TAZ.

The Update conforms as it relates to transit.

Advisory:

Roadway Functional Classification: Map 6.8 also shows a number of “collector” roadways that currently do not appear on the TAB map. If the city wishes these roadways to be incorporated into the TAB map, it will need to formally request their inclusion through the TAC-Planning Committee.

Aviation

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

The Update is in conformance with the aviation system plan and consistent with Council policy. *However, the City is advised that the Metropolitan Council reviewed and approved the preferred development*

alternative for the Airlake Airport long-term comprehensive plan (LTCP) on October 22, 2008. The approval included the following recommendations:

- That the MAC should establish a joint airport/community zoning board; this would include the city of Farmington,
- The MAC should continue coordination to provide sanitary sewer and water to the airport,
- MAC continue coordination concerning land use compatibility for aircraft noise,
- MAC continue coordination in efforts to realign Cedar Ave. south of Co. 70 to allow potential for runway extension to the southeast in the long term,
- MAC amend the Airlake LTCP when parcels on-airport are developed for non-aviation purposes.

The Council is proceeding with Phase II technical update of the aviation system plan in 2009 and the city should be involved in that process.

Wastewater Service

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

The Update is in conformance with the Water Resources Management Policy Plan.

The Update summarizes the City's vision for the next 20 years to the year 2030. The City's Update includes 2020 and 2030 growth forecasts that are consistent with the Council's forecasts for population, households and employment. However, the Update also includes intermediate growth forecasts that exceed those of the Council's for year 2010. The City must adopt in its Update the Council's 2010 population forecasts of 20,500.

Current wastewater treatment services are provided to the City by the Metropolitan Council Environmental Services. Wastewater generated within the City is conveyed to and treated at the Metropolitan Council's Empire Wastewater Treatment Plant located in Empire Township. The City's wastewater conveyance service is provided through multiple connections to Council interceptors 7103 and 7409. The City's Plan projects it will have 12,500 sewered households and 9,900 sewered employees by 2030. The Metropolitan Disposal System with its scheduled improvements either has or will have adequate capacity to serve these needs.

The Update provides a sanitary flow projection for year 2030. The bases for the projections were given in the Update and were determined appropriate for planning for local services.

The Update included flow projections which reflect total build out conditions representative of a post 2030 timeframe. These projections included development of areas in Castle Rock and Empire Townships not included in the 2030 Plan. Before development and the extension of wastewater services can be extended into these areas of Castle Rock and Empire Townships, the City will need to amend its comprehensive plan to include these areas.

Farmington has been identified as a community impacted by wet weather occurrences. The City is currently on the Council's list of communities having an I/I reduction goal. The City has committed to mitigate excessive I/I at levels equal to the Council's Surcharge amount. The City's I/I reduction plan includes investigative efforts for locating sources of excess I/I through system flow monitoring, sump pump inspections and disconnections and system inspection and rehabilitation.

Tier II Comments

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

The Tier II Sewer Element of the Update has been reviewed against the requirements for Tier II Comprehensive Sewer Plans for developing communities. It was found to be complete and consistent with Council policies. Upon adoption of the Update by the City, the action of the Council to approve the Tier II Plan becomes effective. At that time, the City may implement its Update to alter, expand or improve its sewage disposal system consistent with the approved Tier II Sewer Plan. A copy of the City Council Resolution adopting its Plan 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 Farmington Local Surface Water Management Plan reviewed in early 2008, was found to be consistent with the Council's *Water Resources Management Policy Plan*, fulfilling requirements for local water management plans.

CONSISTENCY WITH COUNCIL POLICY

Agricultural Preserves

Reviewer: Patrick Boylan, CD – Local Planning Assistance, (651-602-1438)

The Update is consistent with Council Policy for Agricultural Preserves.

The City has 859 acres enrolled in the Agricultural Preserves Program under the Metropolitan Agricultural Preserves Act. The Update describes those parcels as guided to 1 residential unit per 40 acres, which is consistent with Minnesota Statute §473H.02 subdivision 7.

Map 4.5 “2030 Comprehensive Plan.” identifies parcels enrolled in the Agricultural Preserves Program as agricultural and protects those parcels through guiding of no more than 1 residential unit per 40 acres.

On page 63, the Update states that “506.26 acres will be released from the ag preserve program during 2011-2012.” To be accurate, the Update should state that the land specifically expires on a date certain (and insert that date).

Forecasts

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

The Update is inconsistent with Council’s forecasts and therefore inconsistent with regional policy.

Metropolitan Council’s System Statement forecasts appear in the Update as well as alternative, preferred forecasts, found in tables 1.5 and 2.1, 2.2, 6.1, and 6.2.

The 2020 and 2030 population forecasts are acceptable. The Update’s 2010 population was calculated using Census 2000 average household size as a multiplier for year 2010. Council analysis is that average household size has declined significantly in Farmington, and will continue to decline in the future.

It is recommended that the 2020 and 2030 forecast revisions be accepted and *no revision* to 2010 forecasts. Table 1 shows the recommended revised forecasts:

Table 1: Farmington Forecasts

	2010	2020	2030
Population	20,500	27,500	32,700
Households	7,500	10,500	12,500
Employment	6,600	8,400	9,900

The City needs to revise the Update’s 2010 forecasts (specifically tables 1.5 and 2.1, 2.2, 6.1, and 6.2) to the forecasts in Table 1 with the land use, sanitary sewer, and TAZ sections of the Update.

Forecasts in the Plan Update (chapters 1, 2, 4, 6) and the planned land use tables (chapter 4) are intended to represent activity and development on approximately 9,536 acres of the 11,001 acres expected with the City’s year 2030 boundaries. The balance (1,464 acres in future annexation areas) is categorized as “undesignated/OAA” land use. The City will need to plan for these presently rural areas through future Comprehensive Plan Amendments (CPAs) *before* zoning and development can occur. Forecast revisions will be considered with review of these CPAs.

2030 Regional Development Framework and Land Use

Reviewer: Patrick Boylan, CD – Local Planning Assistance, (651-602-1438)

The Update is consistent with the *Regional Development Framework* (RDF) designates Farmington as “Developing.” The Update reflects the “Developing” status in the RDF. The RDF sets an overall density minimum of 3 to 5 plus units per acres where urban service is located or planned. Farmington has an overall net

density of 3.54 units per acre for residential development between 2000 and 2007, which is consistent and exceeds regional policy of a minimum of 3 residential units per acre.

The City’s lowest residential density allowed is 1 unit per net acre. According to the planned land use and number of units (Table 4.9), the City expects to have 3,433 units by 2030 at a net density of 3.36 units per net acre. This density is within the Council’s range of 3-5 units per net developable acre.

The Update includes a land use table by 5 year stages as required by the Metropolitan Land Planning Act (MLPA). Table 4.9 “Land Use Table in 5-Year Stages” is shown below:

LAND USE TABLE IN 5-YEAR STAGES

Table 4.9

Within Urban Service Area	Allowed Density Range Housing Units/Acre		Exist. (2007)	2010	2015	2020	2025	2030	Change 2007-2030
	Min.	Max.							
Residential Land Uses									
Low Density Residential	1	3.5	1,124.76	1,253.93	1,309.09	1,424.12	1,516.35	1,608.57	483.81
Low Medium Density Residential	3.5	6	821.59	716.19	799.62	858.18	919.67	981.16	359.57
Medium Density Residential	6	12	412.37	483.37	543.38	547.43	549.46	551.47	139.10
High Density Residential	12+	12+	42.92	54.92	114.22	114.22	114.22	114.22	71.30
Restricted Development			158.25	150.11	150.11	150.11	150.11	150.11	-8.14
Mixed Use Commercial/Residential*			0	16.83	16.83	16.83	16.83	16.83	16.83
Non-Designated/Vacant/OAA			1,770.57	1,894.13	1,617.68	1,541.25	1,503.03	1,464.80	-305.77
Est. Employees/Ac									
C/I Land Uses									
Commercial			271.43	363.73	370.67	377.60	377.60	377.60	106.17
Industrial			222.16	294.16	413.16	442.16	442.16	538.84	316.68
Public/Semi Public Land Uses									
Public/Semi-Public			448.87	430.88	412.90	412.90	412.90	412.90	-35.97
Park/Open Space			1,013.95	1,204.65	1,262.59	1,269.90	1,273.56	1,350.41	336.46
Roadway & Railroad Rights of Way			902.52	916.20	929.88	943.55	950.40	957.24	54.72
Subtotal Sewered			6,989.39	7,559.10	7,940.14	8,098.26	8,226.29	8,524.15	1,534.76
Outside Urban Service Area									
	Min. lot size	Max. lot size	Existing (2000)	2010	2015	2020	2025	2030	Change 2000-2030
Agricultural	40+ acres	40+ acres	2,715.19	2,643.19	2,605.19	2,576.19	2,576.19	2,477.01	-238.18
Subtotal Unsewered			2,715.19	2,643.19	2,605.19	2,576.19	2,576.19	2,477.01	-238.18
Total			9,704.58	10,202.29	10,545.33	10,674.45	10,802.48	11,001.16	1,296.58

* For Mixed Use categories include information regarding the estimated minimum and maximum housing density ranges and acres/percentage of residential use.

Housing

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

The housing element fulfills the affordable housing planning requirements of the Metropolitan Land Planning Act. The plan acknowledges the city’s share of the region’s affordable housing need for 2011-2020 which is 492 units. To provide opportunities to meet this need the plan indicates that approximately 84 acres of land will be available through 2020 for medium density residential development, at 6-12 units per acre, and 60 acres are designated for high density residential development at 12 units per acre. 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 states the city will continue to participate in the programs provided by the Dakota County Community Development Agency (such as the Scattered Site Housing Program, Family Housing Partnership Program, Community Development Block Grant Program, Housing Rehabilitation Program, First-Time Homebuyers Program, Housing Choice Voucher Program (Section 8), as well as others) to insure that its residents have options

for both affordable and life-cycle housing choices. Farmington is a participant in the Livable Communities Local Housing Incentives Program.

Individual Sewage Treatment Systems (ISTS) Program

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

The Update is consistent with ISTS requirements. The submission indicates that there are currently 85 ISTS in operation in the City. It also states that standards for installation, operation, and maintenance are consistent with Minnesota Pollution Control Agency 7080 Rules, Dakota County Environmental Management Ordinance 113, and City Code Chapter 3 requirements, as included in the CSPP Appendix F.

Water Supply

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

The Update is consistent with the Council’s Water Resources Management Policy Plan. The following are advisory comments:

On page 135 of the Update, the city refers to the 1996 water supply plan as the most recent water supply plan. The Department of Natural Resources, however, approved a 2006 update of the city’s water supply plan. The city should change the date of the most recent water supply plan in its next revision of its Update.

The Council recommends the city continue to implement conservation programs targeted at reducing residential water use.

Resource Protection

Historic Preservation

Reviewer: Patrick Boylan, CD – Local Planning Assistance, (651-602-1438)

The Update contains a section on Historic Preservation as required by the MLPA.

Solar Access Protection

Reviewer: Patrick Boylan, CD – Local Planning Assistance, (651-602-1438)

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

Aggregate Resources Protection

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

The Update is consistent with aggregate resource protection requirements. The City has identified on Map 4.13, the presence of aggregate resources in the City, consistent with *Minnesota Geological Survey Information Circular 46* data. Mining activities are anticipated to be an ongoing land use within undeveloped areas of the City. An Extraction and Mining Ordinance contained within City Code establishes guidance for mining operations to occur in the City.

PLAN IMPLEMENTATION

Reviewer: Patrick Boylan, CD – Local Planning Assistance, (651-602-1438)

The Update includes a description of:

- Capital Improvement Program Yes
- Zoning Code Yes
- Subdivision Code Yes
- ISTS Codes Yes
- Housing Implementation Program Yes

The Update contains a 5-year CIP, a copy of the existing zoning districts and map, and a description of possible future changes. There are no specific changes in ordinances identified as needed to implement the Update; but the City intends to evaluate its land use controls following adoption of 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 the 2030 Comprehensive Plan Update to adjacent local units of government, school districts, counties and special districts for comment in February 2008. No compatibility issues with plans of adjacent governmental units and plans of affected special districts and school districts were indicated.

DOCUMENTS SUBMITTED FOR REVIEW:

- City of Farmington *2030 Comprehensive Plan*, dated November 25, 2008;
- 2030 Comprehensive Sewer Plan, dated October 2008;
- City of Farmington Water Resources Management Plan, February 2008;
- Minutes of the City Council meeting approving the Update subject to Metropolitan Council review and planning commission hearing; and,
- Comprehensive Plan Transmittal form.

ATTACHMENTS

- Figure 1: Location Map with Regional Systems
- Figure 2: Existing Land Use Map (Map 4.1, page 44 in the Update)
- Figure 3: 2030 Land Use Plan (Map 4.5, page 68 in the Update)

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Figure 1: Location Map with Regional Systems

**Figure 1. Location Map Showing Regional Systems
Farmington**

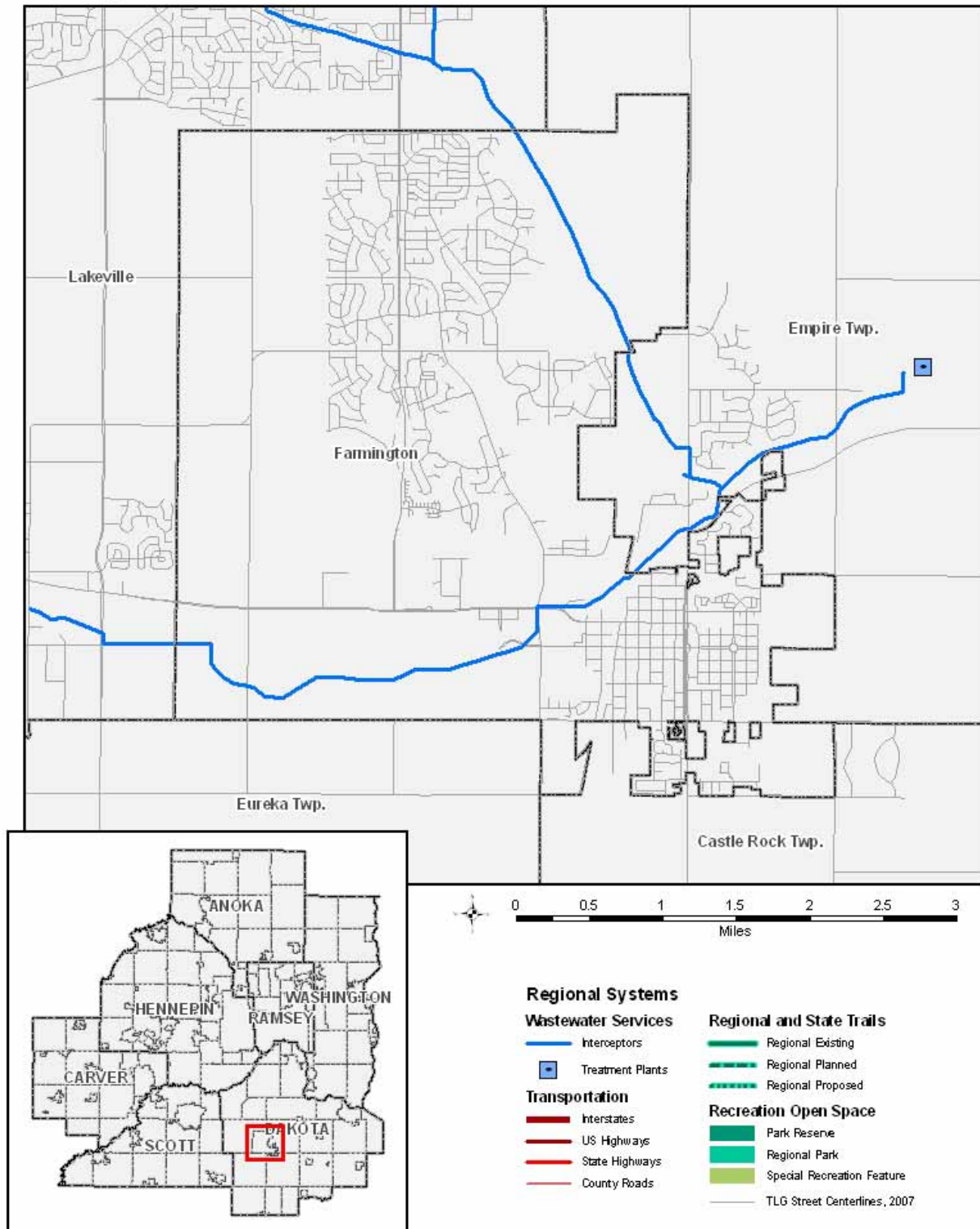


Figure 2: Existing Land Use, City of Farmington

Map 4.1

Existing Land Use 2007

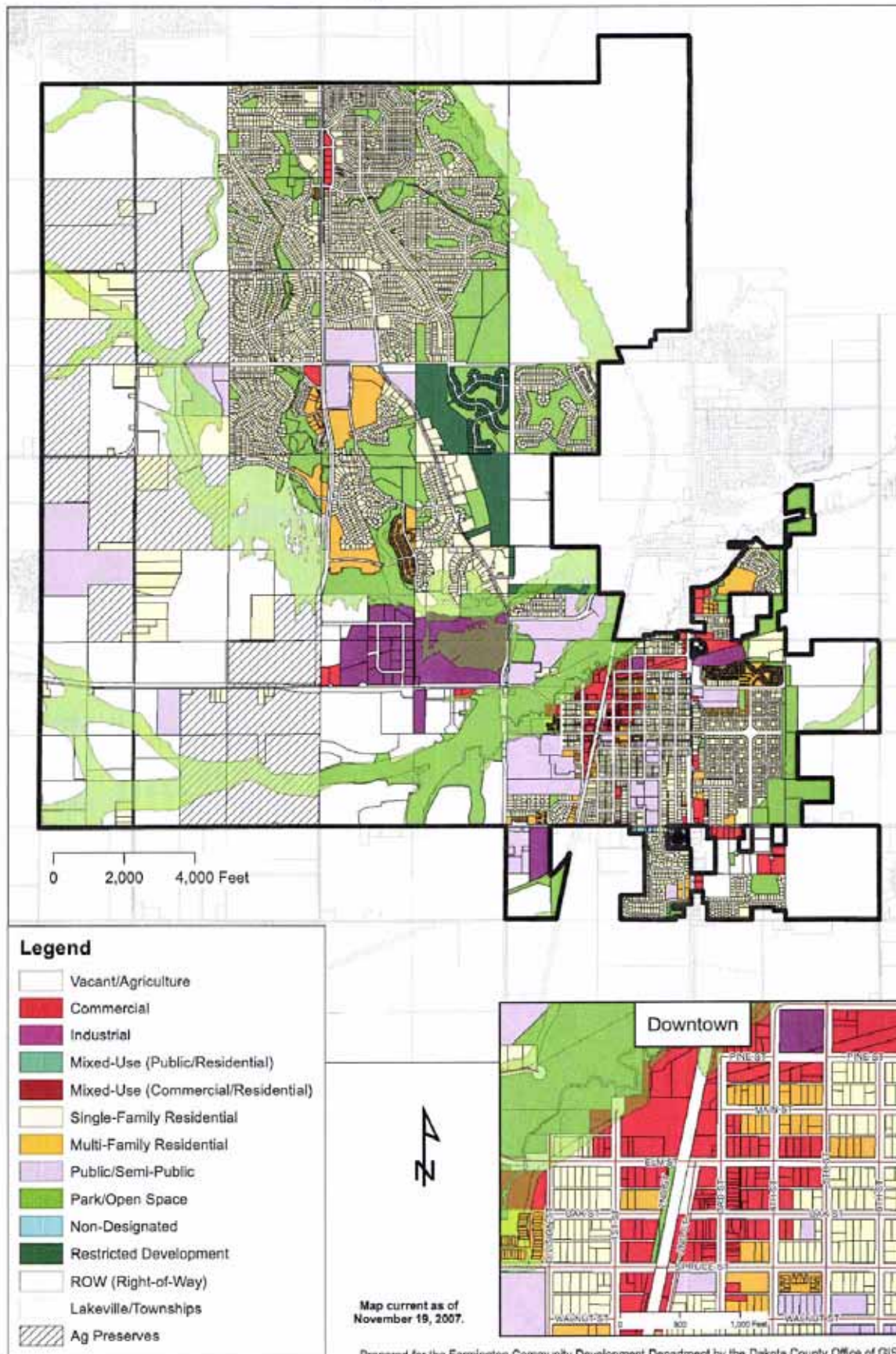


Figure 3: 2030 Land Use Plan, City of Farmington

2030 Comprehensive Plan (2008 Update)

Map 4.5

