

**C** Community Development Committee  
**Meeting date: March 15, 2010**

**E** Environment Committee  
**Meeting date: March 9, 2010**

<b>ADVISORY INFORMATION</b>	
Date:	February 22, 2010
Subject:	City of Rogers 2030 Comprehensive Plan Update Review File No. 20620-1
District(s), Member(s):	District 1, Councilmember Roger Scherer
Policy/Legal Reference:	Minnesota Statutes Section 473.175
Staff Prepared/Presented:	Tom Caswell, Principal Reviewer (651-602-1319) Phyllis Hanson, Local Planning Assistance Manager (651-602-1566)
Division/Department:	Community Development/Planning and Growth Management

**Proposed Action**

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

**Recommendation of the Community Development Committee**

1. Authorize the City of Rogers to put its 2030 Comprehensive Plan Update into effect.
2. Accept the forecasts in Table 1 of the Review Record.
3. Advise the City to implement the advisory comments in the review record for transportation.
4. Advise the City that when the City and Hassan Township merge, a revised Comprehensive Plan for the merged City will need to be submitted for Council review.

**Recommendation of the Environment Committee**

Approve the City of Roger’s Tier II Comprehensive Sewer Plan.

## **ADVISORY COMMENTS**

### **City of Rogers 2030 Comprehensive Plan Update**

Review File No. 20620-1– Council Business Item No. 2010-92

The following Advisory Comments are part of the Council action authorizing the City to implement its 2030 Comprehensive Plan Update (“Update”):

#### **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 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).

## Background

The city of Rogers is located in northwest Hennepin County and is surrounded by Hassan Township as well as the city of Dayton (see Figure 1).

The *2030 Regional Development Framework (RDF)*, as amended in December 2006, identifies the city as located within the “developing community” geographic planning area (see Figure 2).

The City submitted its 2030 Comprehensive Plan Update (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 Update conform to Regional Systems Plans?
2. Is the Update consistent with Metropolitan Council policies?
3. Is the Update 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<br>(Wastewater Services and Surface Water Management) | Yes |

### Consistent with Council Policy Requirements:

- |   |   |
|---|---|
| 1. Forecasts  | Yes – Upon Council acceptance of the Update |
| 2. Housing  | Yes   |
| 3. 2030 Regional Development Framework 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

- |                             |     |
|-----------------------------|-----|
| Compatible with other plans | Yes |
|-----------------------------|-----|

## Funding

Rogers received a Local Planning Assistance Grant of \$20,000 in August 2007 for completion of its Update.

## Known Support / Opposition

There is no known opposition.

# **REVIEW RECORD**

## ***City of Rogers 2030 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 (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**

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

The Update is in conformance to the *2030 Regional Parks Policy Plan (RPPP)*. The regional parks system facilities within Rogers and its future annexation areas include: Crow Hassan Park Reserve; the planned Rush Creek Regional Trail, which will connect Crow Hassan and Elm Creek Park Reserves to Coon Rapids Dam Regional Park; and the Crow River Regional Trail Search Area, which will generally follow the Crow River from its confluence with the Mississippi River in the City of Dayton to Crow Hassan and Lake Rebecca Park Reserves. The Update acknowledges and facilitates long range planning for these regional park facilities.

#### **Transportation**

*Reviewer: Ann Braden (MTS-Systems Planning (651-602-1711))*

The Update is in conformance with the *2030 Transportation Policy Plan (TPP)* adopted in 2004, and addresses all the applicable transportation and transit requirements of a comprehensive plan.

I-94, a principal arterial, diagonally transects the City of Rogers. Rogers, along with adjacent communities, participated in the NW Hennepin County Planning Study that was

completed in 2008 and is incorporating the study’s recommended future roadway system and improvements into its Update.

Rogers is outside of the Metropolitan Transit Taxing District. Rogers is in Market Area IV and is in the area of potential of transit service expansion (Figure 4-4). Service options for Market Area IV include dial-a-ride, volunteer driver programs, and ridesharing.

Advisory Comments:

- **Roadway Functional Classification:** The Update contains both existing and future functional classification systems. Approval of the comprehensive plan does NOT imply acceptance of the future roadway functional classification as an “official” system. The City must formally request these changes through the TAC-Planning Committee, which is a process outside the comprehensive plan update effort.

**Aviation**

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

The Update is in conformance with the *2030 TTP (2004)* for aviation and is consistent with Council aviation policies.

**Water Resources Management**

**Wastewater Service**

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

The Update is in conformance with the *Water Resources Management Policy Plan (WRMPP)*. The Update summarizes the City’s vision for the next 20 years or to year 2030. It includes growth forecasts that include the planned annexation of Hassan Township, at the end of 2011, and are consistent with the Council’s recommended forecasts for population, households, and employment.

Current wastewater treatment services are provided by the City at a wastewater treatment plant (WWTP) owned and operated by the City. The Update indicates, based on current projections, that the wastewater treatment plant has sufficient capacity to year 2022. The existing WWTP can be expanded at its current location. The Metropolitan Council Environmental Services (MCES) is considering a new Regional Treatment Plant west of Rogers in what is currently Hassan Township. Construction of the new WWTP will be scheduled so that it will be available to provide service to Rogers when needed sometime after 2020. The Rogers/Northeast Corcoran leg of the Elm Creek Interceptor is anticipated to be available for use at the southeast corner of Hassan Township by 2015.

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

The Update states that the City has a program to locate and define the extent of I/I within the City. For every 0.1 MGD of I/I eliminated, expansion of the WWTP can be delayed by one year. The City currently has an ordinance in place that prohibits the connection of sump pumps, rain leaders, and foundation drains from entering the sanitary sewer system.

**Tier II Comments**

The Tier II Sewer Element of the Update has been reviewed against the requirements for Tier II Comprehensive Sewer Plans for developing (Urban Reserve) communities. It was found to be complete and consistent with Council polices. 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 (651-601-1156)*

The Update is in conformance with the *WRMPP* for local surface water management. Rogers lies within the Elm Creek watershed. The Elm Creek Watershed Management Commission’s latest watershed management plan was approved by the Board of Water and Soil Resources in 2004.

Rogers prepared a Storm Water Management Plan (SWMP) in 2007 that was reviewed by Council staff under separate cover. The SWMP was found to be consistent with Council policy and the Council’s *Water Resource Management Policy Plan*. The plan was also found to provide an overall framework for the City to successfully manage its water resources.

**CONSISTENCY WITH COUNCIL POLICY**

**Forecasts**

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

The Update is consistent with Council expectations and regional policy for forecast related content. The City’s planning uses revised forecasts, premised on slower growth in the 2000 to 2010 time period (a lower 2010 forecast), evenly-spread staging of future development, and the planned annexation of Hassan Township by the City at the end of 2011.

Council staff find the requested revisions reasonable and acceptable. Metropolitan Council’s forecasts will be officially revised, as shown below, effective upon Council action on Rogers’ Update. The following table reflects current City boundaries for 2010; and future city boundaries (annexation of Hassan Twp) for 2020 and 2030:

Table 1. Metropolitan Council Forecast

	Rogers						
	Census	Previous Council Forecasts			Revised Council Forecasts		
	2000	2010	2020	2030	2010	2020	2030
<b>Population</b>	3,588	13,000	14,400	24,200	8,500	15,000	21,200
<b>Households</b>	1,195	4,700	5,200	9,000	2,940	5,500	8,200
<b>Employment</b>	4,693	6,000	7,100	15,500	8,100	12,000	15,500

## Regional Development Framework and Land Use

Reviewer: Tom Caswell, CD-Local Planning Assistance (651-602-1319)

The Update is consistent with the 2030 Regional Development Framework (RDF) which identifies Rogers as a “Developing Community.”

In 2003, the City of Rogers and Hassan Township entered into an Orderly Annexation Agreement. The agreement outlines interim annexations and the ultimate merger of the two communities effective January 1, 2012. As a result, the Rogers Update has been prepared in conjunction and coordination with the Hassan Township Update. Both Updates show the same future land uses for the same areas. Once the two communities merge, a revised Plan for the new City will need to be submitted for Council review.

The areas immediately surrounding the City of Rogers are shown as future sewered areas once the land is either annexed by Rogers, or the communities merge. The Future Land Use map (See Figure 4) notes that, until annexation, those parcels will remain in their current allowable density not to exceed one unit per 20 acres.

### Planned Residential Density

The Update is consistent with the Council’s policy for residential density of at least 3 units per net acre for areas receiving regional wastewater services. The Update provides a vacant land analysis for land within the current City boundaries, indicating a developable land capacity for residential uses of 794 acres. These areas are primarily guided for Single Family Residential (2 – 5 units per acre) and Mid Density Residential (5 – 10 units per acre) uses. As shown in Table 2 below, the planned density for vacant land in the community is 3.83 units per acre, consistent with the Council’s policy for sewered residential density.

**Table 2. Residential Density Calculation for Vacant Land**

Category	Density Range		Acres	Min Units	Max Units
	Min	Max			
Single Family Residential	2	5	352	704	1760
Mid Density Residential	5	10	414	2070	4140
High Density Residential	10	20	20	200	400
Mixed Use - Regional (40%)	8	20	5	40	100
Mixed Use – Downtown (40%)	8	12	3	24	36
TOTALS			794	3038	6436
<b>Overall Planned Density</b>				<b>3.83</b>	<b>8.11</b>

*Adapted from Table 4.5, Sewered residential development capacity, Current vacant land inventory in supplemental materials received December 30, 2009.*

The Update also guides an additional 163 acres of land within the corporate boundaries of the City as Single Family Residential and Mid Density Residential. These properties already contain existing development to some extent and so are not included in the vacant land analysis above. As shown in Table 3, these areas are also planned to having an overall minimum net residential density of 3.9 units per acre. Based on the Rogers and Hassan Township Updates, the anticipated density after the merger will be 3.03 units per acre.

**Table 3. Residential Density for Redevelopment Areas**

Category	Density Range		Acres	Min Units	Max Units
	Min	Max			
Single Family Residential	2	5	59	118	295
Mid Density Residential	5	10	104	520	1040
TOTALS			163	638	1335
<b>Overall Planned Density</b>				<b>3.91</b>	<b>8.19</b>

### **Housing**

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

The housing element fulfills the housing planning requirements of the Metropolitan Land Planning Act. The Update acknowledges the City's share of the region's affordable housing need for 2011-2020 which is 382 units. To provide opportunities to meet this need the Update indicates that approximately 187 acres of land will be available for mid-density residential development, at 5-10 units per acre, 9 acres will be available for high-density residential development at 10-20 units per acre, and 20 acres will be available for high-density development within the Mixed Use land use category, at 8-12 units per acre. 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 Update indicates with City will continue to work with local, state and federal agencies to facilitate affordable housing development. The City will pursue local funding for development of affordable housing options through the CDBG program, Housing Revenue Bonds, TIF, and consider creating a local HRA. Rogers is a participant in the Livable Communities Local Housing Incentives program.

### **Individual Sewage Treatment Systems (ISTS)**

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

The Update is consistent with the *WRMPP*. It indicates that there are 'fewer than 50 homes and businesses' in the City that will continue to be served by ISTS. The City has delegated all responsibility for ISTS program oversight to Hennepin County. At present the County is in the process of revising its maintenance management and tracking program.

### **Water Supply**

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

The Update is consistent with the Council's *WRMPP*. The Council encourages the City to continue to promote conservation among its customers to ensure wise use of water.

### **Resource Protection**

#### **Historic Preservation**

*Reviewer: Tom Caswell, CD-Local Planning Assistance (651-602-1319)*

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

#### **Solar Protection**

*Reviewer: Tom Caswell, CD-Local Planning Assistance (651-602-1319)*



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

**Aggregate Resource Protection**

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

The Update contains a section on aggregate resources protection as required by the MLPA. It indicates, consistent with *Minnesota Geological Survey Information Circular 46*, that there are limited aggregate resource deposits in the community. Those resources are not currently being mined, and future mining is stated to be 'unlikely' due to recent and proposed development of the area. The City indicates it recognizes that aggregate resource extraction is occurring in Hassan Township, and City policies and ordinances will be reviewed and revised to address those existing/future operations in conjunction with the planned merger of the two communities.

**PLAN IMPLEMENTATION**

*Reviewer: Tom Caswell, CD-Local Planning Assistance (651-602-1319)*

The Update includes a description of:

- Capital improvement Program Yes
- Zoning Code Yes
- ISTS (referenced) Yes
- Housing Implementation Programs Yes

The Update includes a description of the future land use categories and related residential densities, the zoning map and the capital improvement program.

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

The City submitted the draft Update to adjacent local units of government, school districts, counties and special districts for comment on October 24, 2008. No incompatibility issues emerged.

**DOCUMENTS SUBMITTED FOR REVIEW**

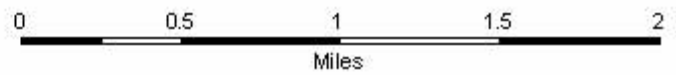
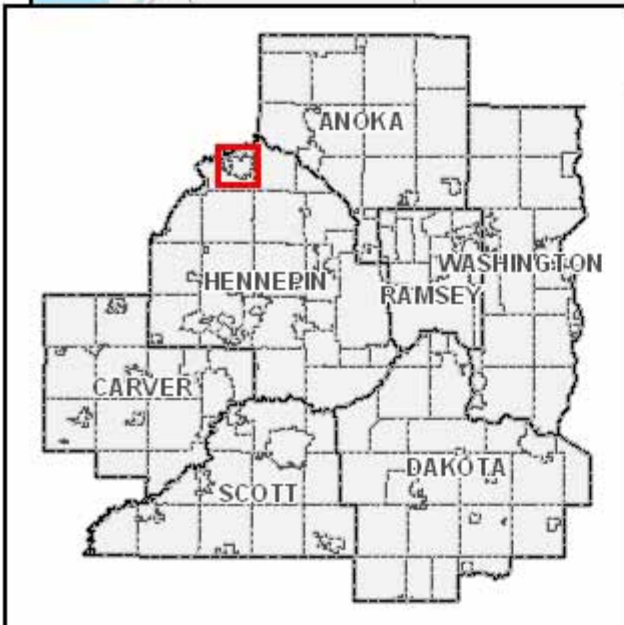
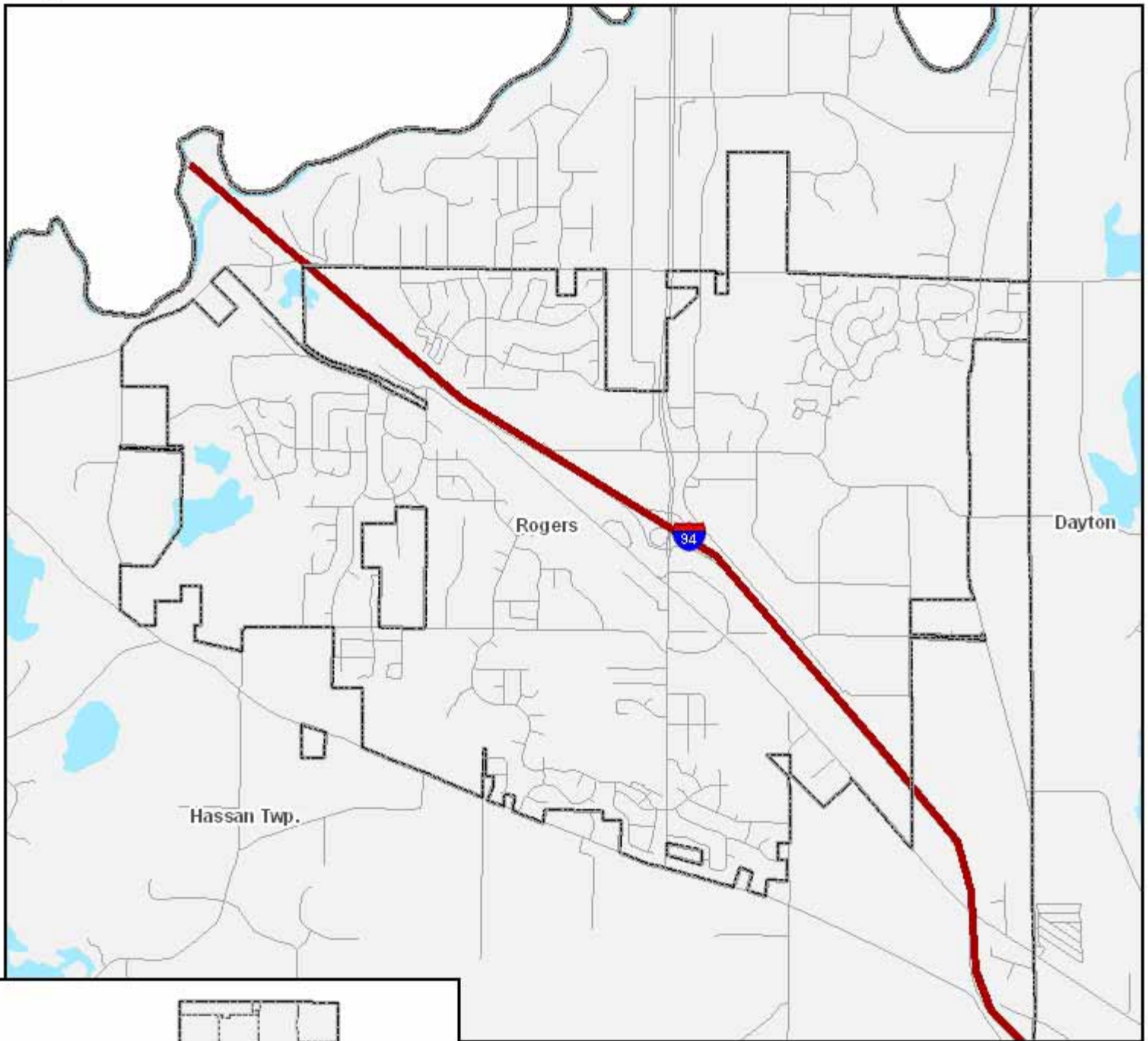
- The Rogers Comprehensive Plan Update, April, 2009
- Supplemental material, November 6, 2009
- Supplemental material, December 30, 2009

**ATTACHMENTS**

- Figure 1: Location map of regional systems
- Figure 2: 2030 Regional Development Framework
- Figure 3: Existing Land Use Map
- Figure 4: 2030 Future Land Use Map

Figure 1. Location Map Showing Regional Systems

# Rogers



### Regional Systems

#### Wastewater Services

- Interceptors
- Treatment Plants

#### Transportation

- Interstates
- US Highways
- State Highways
- County Roads

#### Regional and State Trails

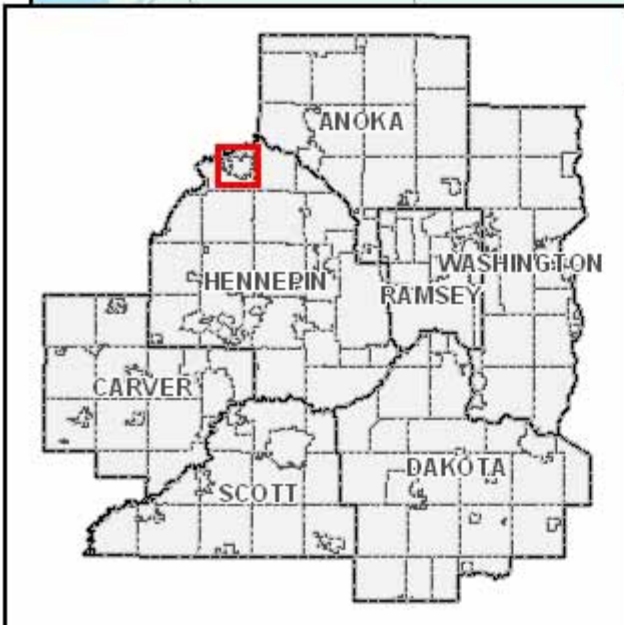
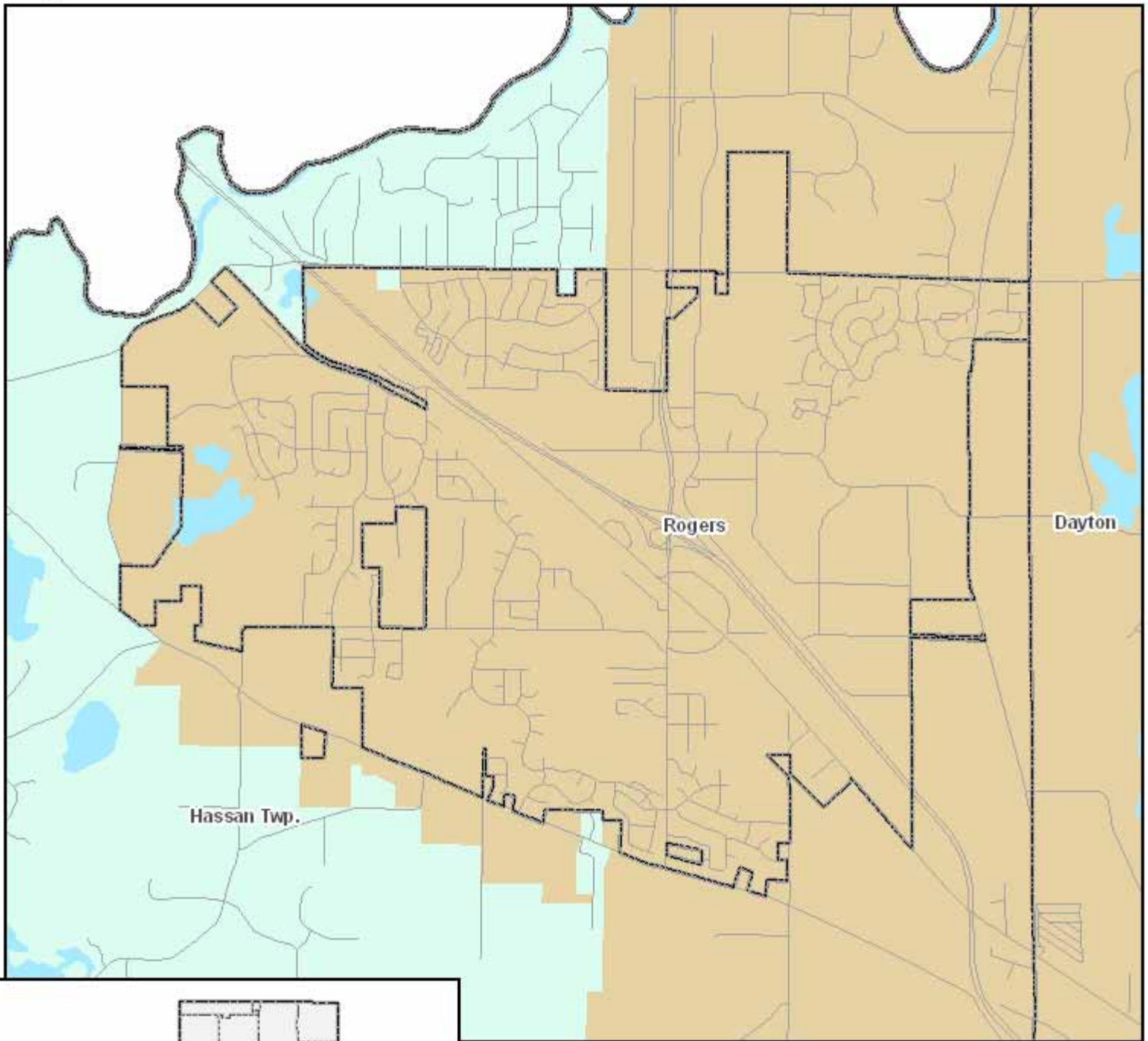
- Regional Existing
- Regional Planned
- Regional Proposed

#### Recreation Open Space









- Park Reserve
- Regional Park
- Special Recreation Feature
- TLG Street Centerlines, 2007

Figure 2. 2030 Regional Development Framework Planning Areas

# Rogers



### 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

Land Use

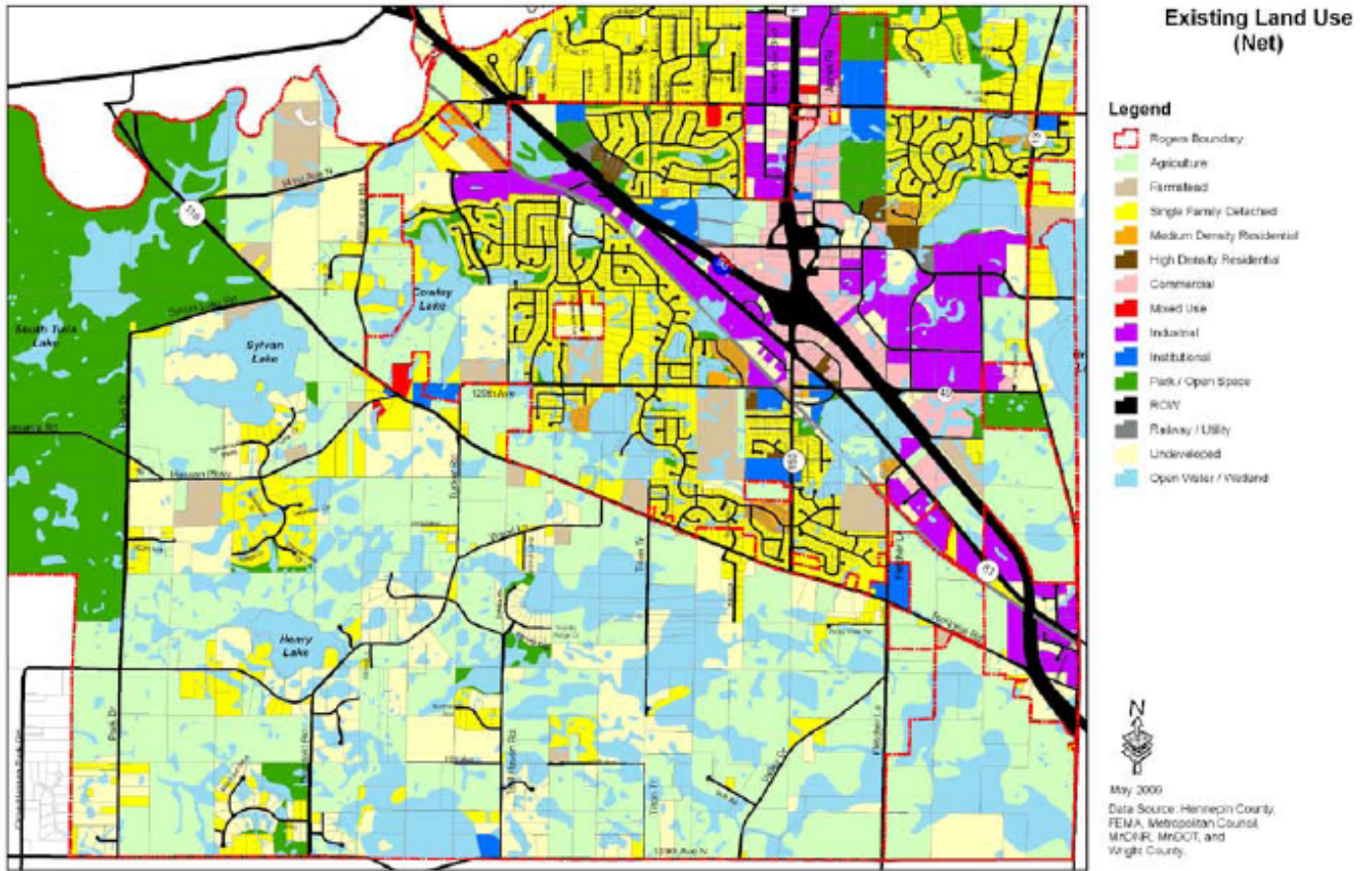


Figure 4.3 Existing Land Use (2009) Map.

**Figure 4. Future Land Use**

Land Use

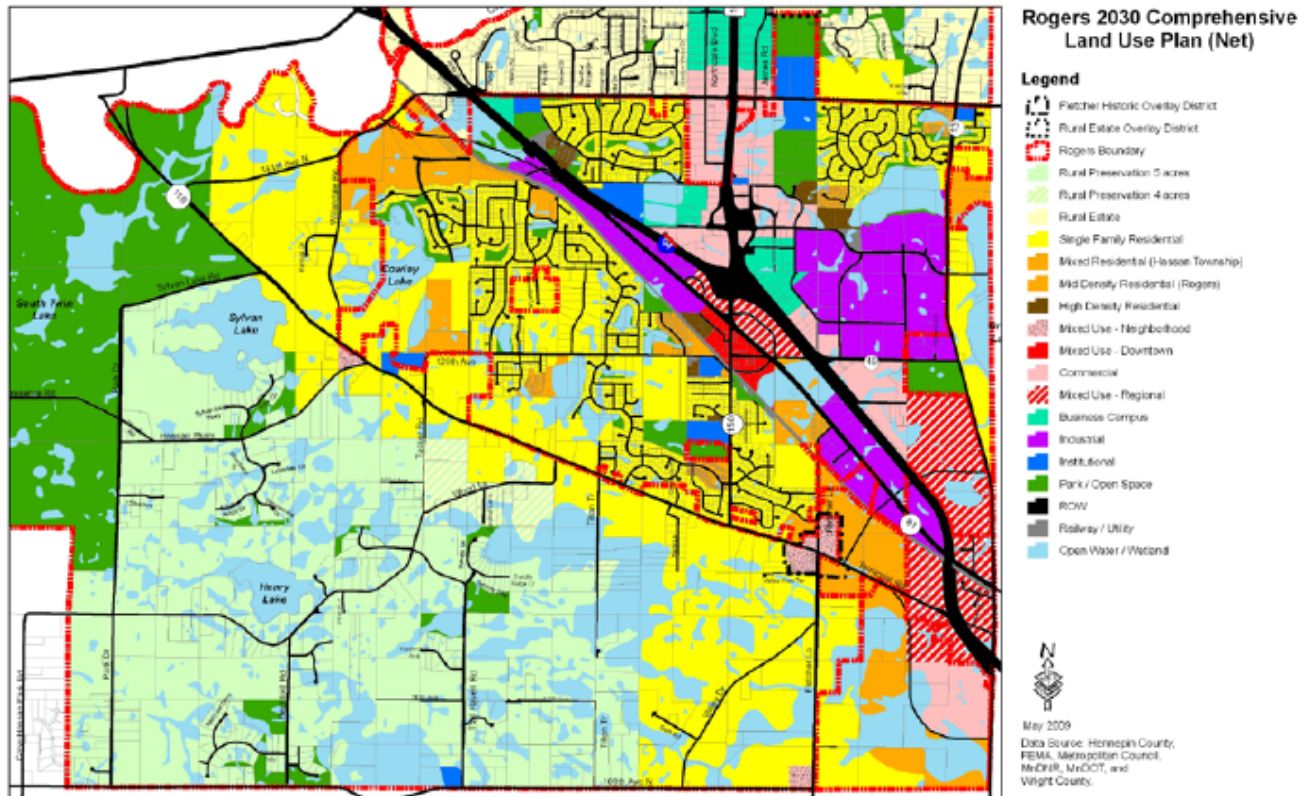


Figure 4.4: 2030 Land Use Plan Map. This future land use map is intended to provide guidance for land within the city boundaries of Rogers only, since the City of Rogers does not currently have jurisdiction over Hassan Township land. This plan directly incorporates the future land use designations and descriptions from the Town of Hassan's Comprehensive Plan. Land use in the Town of Hassan is guided by the Town's official land use map and any inconsistencies shall be clarified by the Town of Hassan.

