

C Community Development Committee
Meeting date: April 20, 2009

E Environment Committee
Meeting date: April 28, 2009

ADVISORY INFORMATION

Subject: City of Anoka 2030 Comprehensive Plan Update
Tier II Comprehensive Sewer Plan
Review File No. 20444-1

District(s), Member(s): District 9, Natalie Steffen

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 adopt the attached Advisory Comments and Review Record, and the following:

Recommendation of the Community Development Committee

1. Authorize the City of Anoka to put its 2030 Comprehensive Plan Update into effect
2. Advise the City to:
 - a. Implement the advisory comments in the Review Record for transportation, forecasts and water supply.
 - b. Participate in Council activities to monitor redevelopment in developed communities.

Recommendation of the Environment Committee:

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

ADVISORY COMMENTS

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

Review File No. 20444-1 - Council Business Item No. 2009-92

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 Update also receives final approval by the City’s governing body. After the Update receives final approval 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 Anoka (the “City”) is located in Anoka County, surrounded by the cities of Ramsey, Andover, Coon Rapids and Champlin (see Figure 1).

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

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 (PPP).

The comprehensive plan update acknowledges the Mississippi River Regional Trail, the Rum River Regional Trail and the Central Anoka County Regional Trail. Therefore, the Update conforms to the 2030 Regional Parks Policy Plan.

Transportation

Roads and Transit

Reviewers: Karen Lyons, MTS – Systems Planning, (651-602-1703), Cyndi Harper, Metro Transit (612-349-7723), Bob Paddock, TAZ (651-602-1340)

The Update is in conformance with the Transportation Policy Plan (TPP). The city of Anoka is served by two principal arterials, TH 169 and TH 10, and several minor arterials (relievers, expanders, and connectors) that provide east/west and north/south mobility, connections, and relieve principal arterial traffic. A commuter rail station and interim park & ride is under construction and will open in late 2009; a permanent station and a park and ride will open in 2011.

Anoka, located in Transit Market Area III, has five regular route express bus routes, including four provided by Metro Transit and one by Anoka County Traveler, which includes fully accessible demand-responsive dial-a-ride, other special needs paratransit, and ridesharing. In 2011, a large commuter rail park-and-ride facility will be built to the southwest of the current park-and-ride, which is presently at or beyond capacity most days.

Advisory comment:

- The City provided complete socioeconomic information for all the forecast years, as required, the TAZ forecasts provided add up to a slightly different set of numbers for employment than the RDF. The variation is insignificant for transportation planning purposes.

Aviation

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

The Update conforms with the Aviation system plan and is consistent with Council policy.

Wastewater Service

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

The Update conforms with the Water Resources Management Policy Plan (WRMPP).

The Update summarizes the City's vision for growth for the next 20 years or to year 2030. The City's Update includes growth forecasts that are consistent with the Council's forecasts for population, households, and employment.

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 Metropolitan Wastewater Treatment Plant located in St. Paul. The City's wastewater conveyance service is provided through Council interceptors 7707, 8751, 8362-299, and 8252-482. The Update projects it will have 9,000 sewered households and 16,200 sewered employees by 2030. The Metropolitan Disposal System with its planned scheduled improvements has or will have adequate capacity to serve these needs.

The Update identifies a potential future Metropolitan Council Interceptor project that includes the construction of a pipe across the Rum River to connect Interceptor 7034 (east of river) with Interceptor 7707 (west of river). This project was once part of the Council's long range system plan. This project is no longer needed because the City of Andover has diverted a substantial portion of its original service area away from Interceptor 7034 to Interceptor 7035 in Coon Rapids. Metropolitan Council Interceptor 7034 and portions of Interceptor 7707 no longer appear to be needed as Metropolitan interceptors; and therefore, these interceptors may be considered for future re-conveyance to the City of Anoka.

The Update provides sanitary flow projections in 5-year increments. The bases for the projections were found appropriate for planning for local services.

Anoka is not currently a community that has been identified as a community impacted by wet weather occurrences. The Update however does include an I/I reduction plan which aggressively pursues all discovered storm or ground water discharges to the sanitary sewer system. Manholes are inspected on a three-year cycle and as noted above roof drains and foundation connections to the sanitary sewer are prohibited by policy.

Tier II Comments

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

Council staff reviewed the Update's Tier II Sewer Element against the Council's requirements for Tier II Comprehensive Sewer Plans for developed communities, and 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 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 Update is consistent with Council policy. The City lies within the Lower Rum River watershed; the Lower Rum River Watershed Management Organization's watershed management plan was approved by the Board of Water and Soil Resources (BWSR) in 1998. Anoka prepared a Stormwater Management Plan (SWMP) in 2000.

The SWMP was reviewed in 2000 and met the requirements for local surface water management plans. The Update adequately includes new information such as information on the City's Storm Water Pollution Prevention Plan, low impact development, and policies aimed at protecting the resources in the City as required by the Council's 2005 WRMPP.

The City will have two years to prepare and adopt a new SWMP after the completion of the Lower Rum River Watershed Management Organization’s updated watershed management plan. The new SWMP needs to be submitted to the Council for review at the same time it is submitted to the watershed for approval.

CONSISTENCY WITH COUNCIL POLICY

Mississippi River Critical Area

Reviewer: Victoria Dupre, CD – Local Planning Assistance, (651-602-1621)

The City adequately addressed Mississippi River Critical Area policies. The Update makes no changes to the Critical Area Plan.

The City falls within the “Urban Developed District” of the Mississippi River Critical Area. The City updated its Mississippi River Critical Area Plan in 2003 (Review 18852-2), addressing both critical area requirements and Mississippi National River and Recreation Area standards. The Council’s May 28, 2003 action on the City’s CPU and CA plan forwarded the Council’s recommendations to the MN Department of Natural Resources for final approval.

Forecasts

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

The Update contains the required forecasts, and are consistent with Metropolitan Council forecasts for the City of Anoka (shown below).

Table 1: Anoka Forecasts

	2010	2020	2030
Population	19,000	19,800	20,800
Households	7,900	8,500	9,000
Employment	14,400	15,200	16,200

One minor inconsistency exists in the January 29, 2009 supplemental material. Population and household forecasts within Table 3 of the Water Resources chapter are consistent, but employment forecasts are inconsistent with Council forecasts.

Advisory comment:

- The City should provide a revised table with consistent 2030 population forecasts as well as the revised employment forecasts consistent with Table 1 above.

2030 Regional Development Framework and Land Use

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

Regional Development Framework

The 2030 RDF contains goals and policies for “developed communities” such as Anoka. 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 locations with convenient access to transportation corridors and with adequate sewer capacity).”

Therefore, Anoka 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, Anoka 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.

Land Use and Density Analysis

The Update identifies Anoka as a “Developed” community as designated by the RDF.

The City is 4,521 acres in size and is fully developed with 34 percent of the City’s total land area in residential use. Anoka has 7,407 total housing units on approximately 1,399 acres at an existing residential density of 5.3 units per acre. The City has 380 acres of vacant land. Ninety per cent of this land is currently guided for public and semi-public land. The City’s current residential density is 5.29 units per acre.

Residential Density Table

Land Use	# of Units	Acres in Land Use	Net Density (Units/Acre)
Single-Family Residential	4,131	1,201	3.43
Multiple-Family Residential	3,276	198	16.54
Total	7,407	1,399	5.29
<i>* Anoka’s manufactured home park will be closed by the end of 2008. As such, no calculations are provided for manufactured home park use.</i>			

Table 2: Existing Residential Land Use

The City’s aging and deteriorating infrastructure will require upgrading to accommodate future redevelopment, including storm water runoff, wastewater service, and water supply. The City needs redevelopment to occur to generate the necessary revenue to pay for reconstructing and updating old infrastructure. Redevelopment plans include increasing acres in high density residential development, with a minimum of 11 units per acre, by 26 acres or by 85%. The Update guides much of this future high density residential and mixed use along the Rum River.

The Update describes four planning areas. The City owned land 267 acres north of Bunker Boulevard and West of Seventh Avenue is covered by a conservation easement (187 acres). The remaining land is the subject of future community planning discussions. The 95 acre Commuter Rail Transit Village is being planned in anticipation of the Northstar Corridor. Two future planning areas include the land along the Highway 10 corridor, which is planned for reconstruction, and the East River Road, the original location of the Highway 10 corridor.

LAND USE CHANGES			
Land Use	Existing Acres	Planned Acres	Change
Single-Family Residential	1,201	1,234	33
Multiple-Family Residential	198	263	65
Commercial	156	208	52
Industrial	453	491	38
Public/Semi-Public	578	467	-111
Parks and Recreation	483	496	13
Roadways	642	642	0
Planning Areas	0	172	172
Vacant Single-Family Residential	20	0	-20
Vacant Multiple-Family Residential	1	0	-1
Vacant Commercial	8	0	-8
Vacant Industrial	8	0	-8
Vacant Public/Semi-Public	343	122	-221
Total Land	4,095	4,095	
Open Water (Mississippi & Rum)	426	426	0

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 share of the region's affordable housing need for 2011-2020 which is 96 units.

To provide opportunities to meet this need the Update indicates that approximately 65 acres of land will be guided for high density residential development, at 11-37 units per acre. In addition, within the Commuter Rail Village Area, approximately 8.5 acres of land is guided for medium density residential development, at 5-10 units per acre, and 11 acres of land is guided for high density residential development, at 11-37 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 provides a list of the programs and resources the City will use in addressing affordable housing needs, including continuation of HRA home renovation loans and rebates, the Scattered Site Replacement Program, and creation of a rental rehabilitation program and foreclosure plan. 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.

Individual Sewage Treatment Systems (ISTS) Program

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

The Update is consistent with ISTS requirements. There are currently 24 ISTS in operation in the City. City Code Sections 38-91 through 38-99 provide minimum standards with respect to installation, operation, and maintenance of ISTS. The City requires homeowners to pump their systems biennially and maintenance tracking is provided by City staff. The City's program is consistent with MPCA Rules and Council policy requirements.

Water Supply

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

The Update is consistent with water supply requirements. The City's water supply plan (WSP) is consistent with the policies of the Council's WRMP.

Advisory comment:

- 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 plan indicates that there are no known deposits of viable aggregate resources within the community, and additionally, the community is fully developed. Minnesota Geological Survey Information Circular 46 concurs with the City's determination.

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 Anoka 2030 *Comprehensive Plan*, dated December 30, 2008
- Supplemental material dated February 2, 2009
- Supplemental information dated February 11, 2009.

ATTACHMENTS

- Figure 1: Location Map with Regional Systems
- Figure 2: Existing Land Use Map (2008 Existing Land Use Map, page 32 in the Update)
- Figure 3: 2030 Land Use Plan (2030 General Land Use Map, page 36 in the Update)
- Figure 4: 5 Year Sewer Staging Plan

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Figure 1: Location Map with Regional Systems

Figure 1. Location Map Showing Regional Systems

Anoka

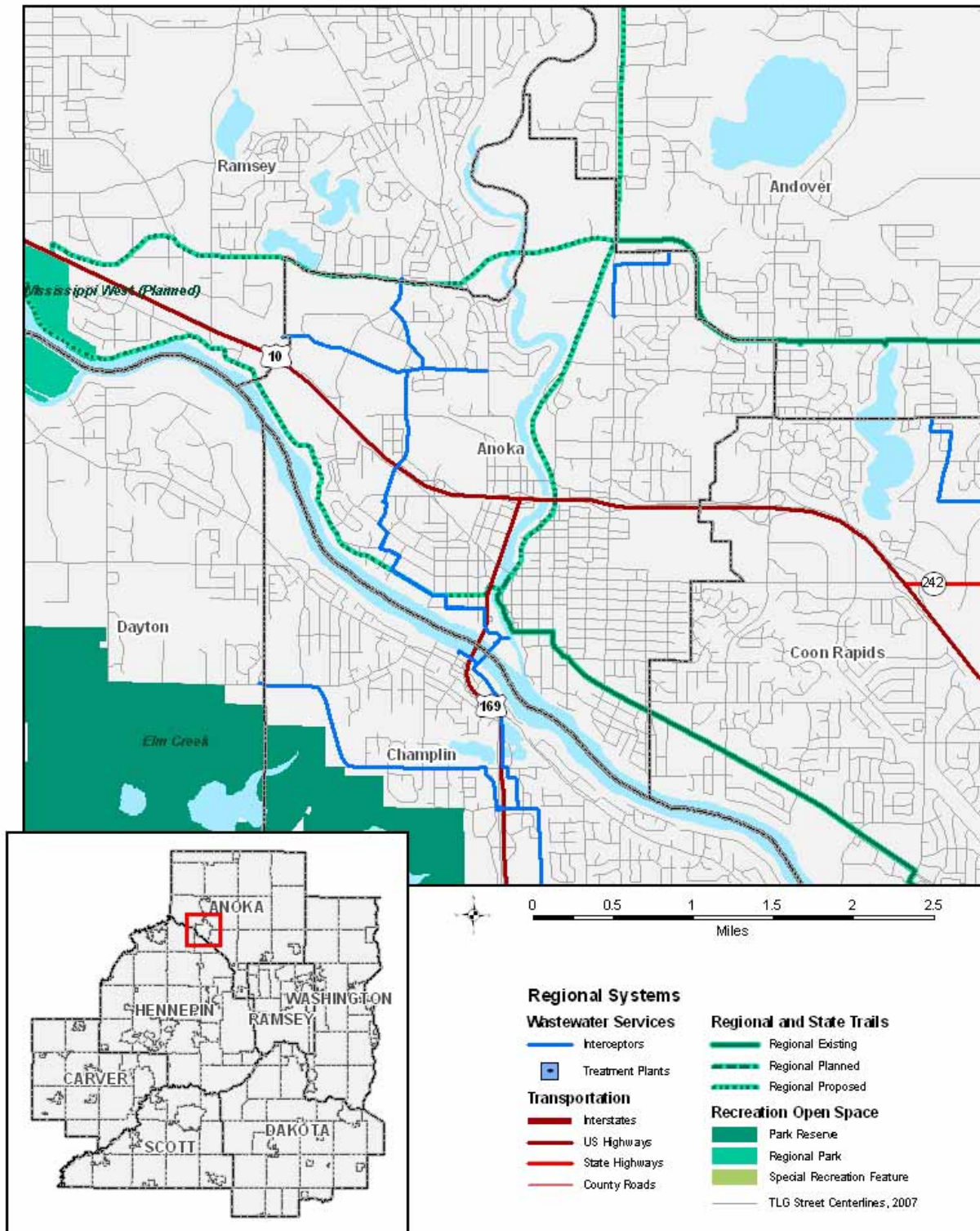


Figure 2: Existing Land Use, City of Anoka

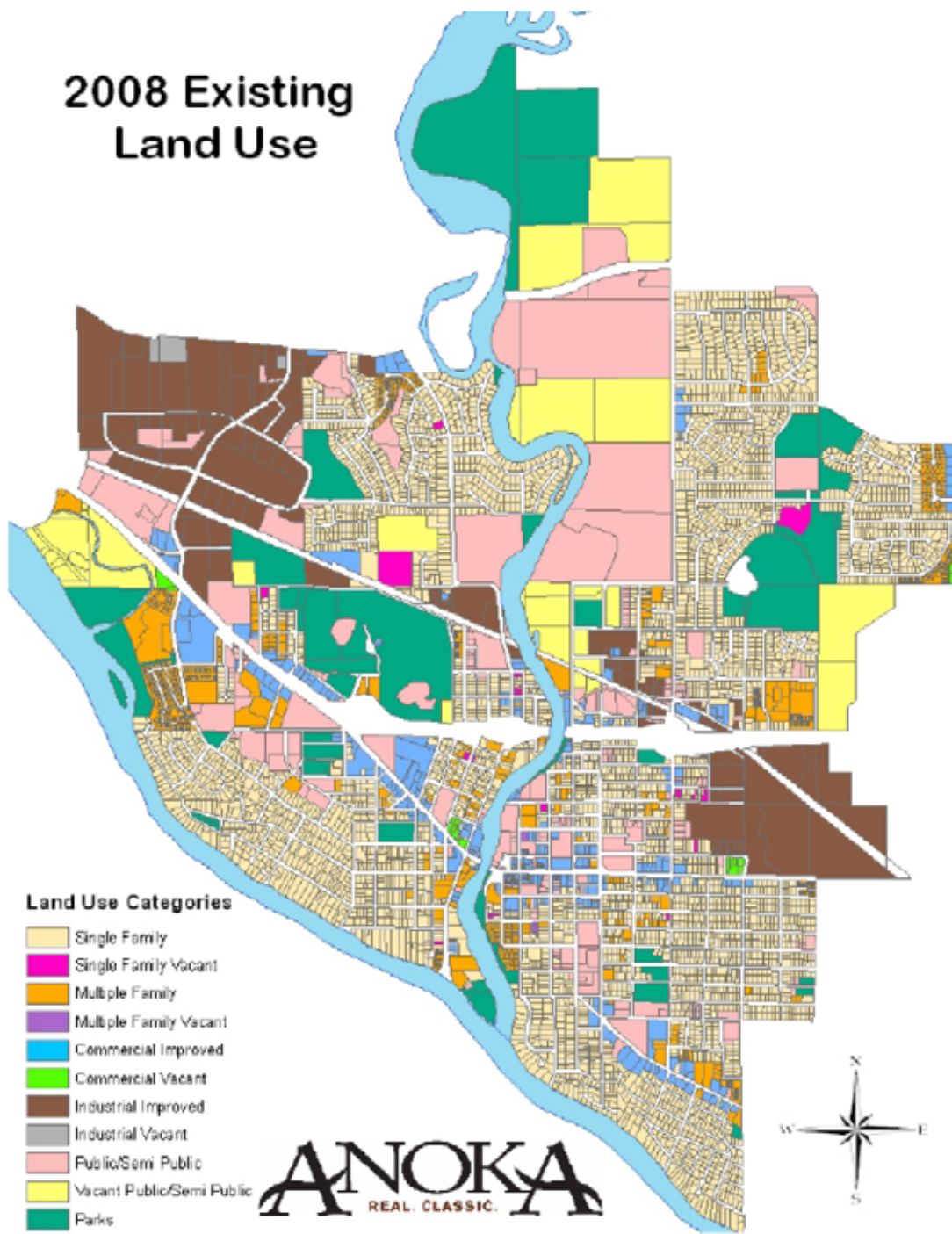


Figure: 2008 Existing Land Use - (Source: City of Anoka)

Figure 3: 2030 Land Use Plan, City of Anoka

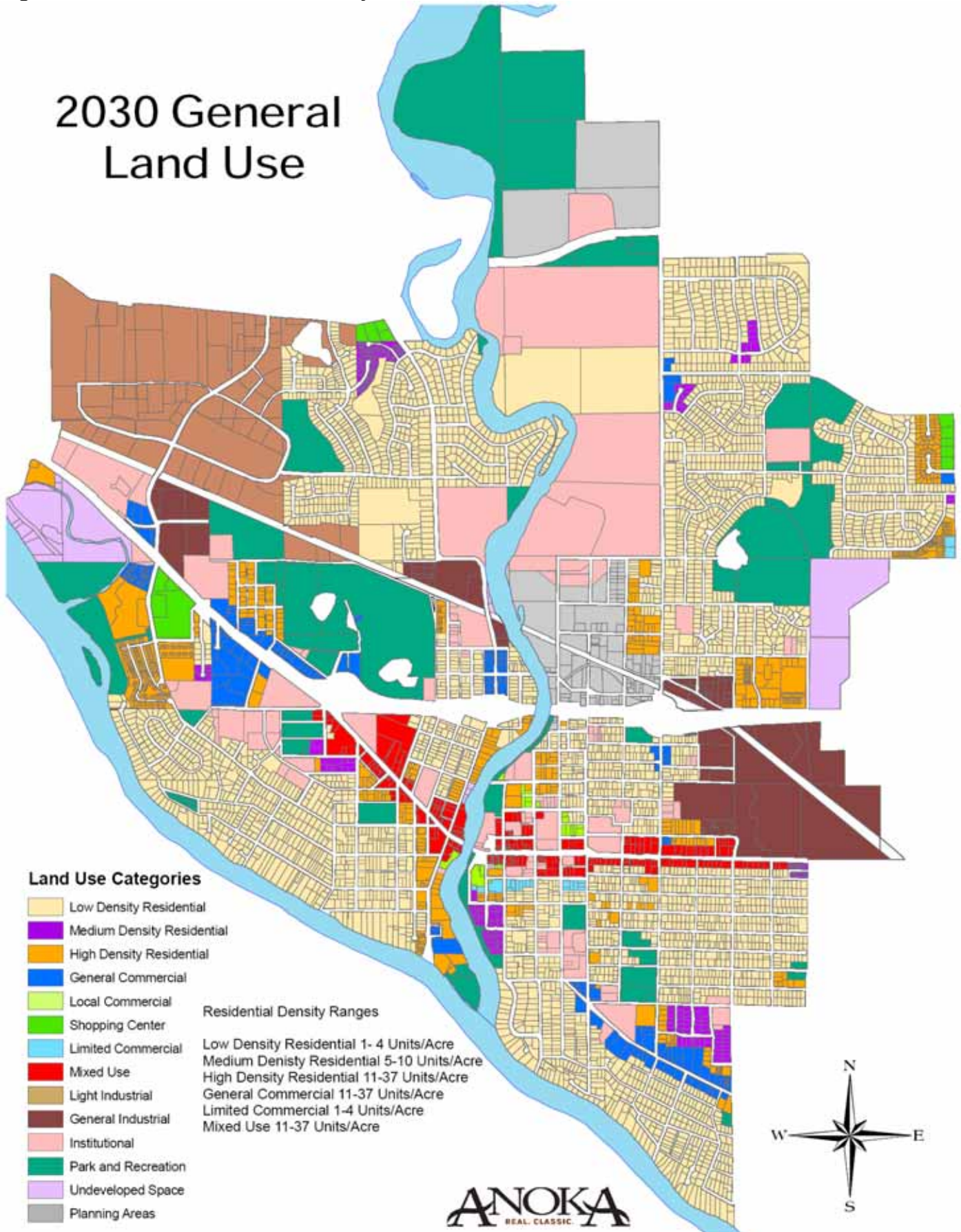


Figure 4: 5 Year Land Use Staging Table

LAND USE TABLE IN 5-YEAR STAGES

Existing and Planned Land Use Table (in acres)

Within Urban Service Area	Allowed Density Range Housing Units/Acre		Existing (2000)	2010	2015	2020	2025	2030	Change 2000-2030
	Minimum	Maximum							
Residential									
Low Density Residential	1	4	5.44	5.44	0	0	2.37	2.37	- 3.07
Medium Density Residential	5	10	0	0	8.56	8.56	8.56	8.56	+ 8.56
High Density Residential	11	37	4.75	4.75	15.04	15.04	22	30.85	+ 26.10
Mixed Use Primarily Residential*	11	37	0	0	0	0	6.47	6.47	+ 6.47
C/I Land Uses									
	Est. Employees/Acre								
Commercial	20		4.61	4.61	4.61	4.61	6.39	6.39	+1.78
Industrial	30		18.36	18.36	18.36	18.36	9.8	1.05	- 17.31
Office	75		1.24	1.24	1.24	1.24	0	0	- 1.24
Mixed Use Primarily C/I*	50		0	0	7.02	7.02	13.26	13.26	+ 13.26
Extractive	0		0	0	0	0	0	0	0
Public/Semi Public Land Uses									
Institutional			59.24	59.24	21.12	21.12	7.10	7.10	- 52.14
Parks and Recreation			0	0	3.09	3.09	3.09	3.09	+ 3.09
Open Space			0	0	14.6	14.6	14.6	14.5	+ 14.6
Roadway Rights of Way			23.9	23.9	23.9	23.9	23.9	23.9	0
Utility			0	0	0	0	0	0	0
Railroad			7.8	7.8	7.8	7.8	7.8	7.8	0
Airport			0	0	0	0	0	0	0
Subtotal Sewered			125.34	125.34	125.34	125.34	125.34	125.34	
Outside Urban Service Area									
	Minimum lot size	Maximum lot size	Existing (2000)	2010	2015	2020	2025	2030	Change 2000-2030
Rural Residential 2.5 acres or less									
Rural Residential 2.5 -10 acres									
Rural Residential 10-40 acres									
Agricultural 40+ acres									
Subtotal Unsewered									
Undeveloped									
Wetlands	--	--	0	0	0	0	0	0	0
Open Water, Rivers and Streams	--	--	16.5	16.5	16.5	16.5	16.5	16.5	0
Total			141.82	141.82	141.82	141.82	141.82	141.82	