



# Community Development Committee

Meeting date: June 15, 2009

**Business Item**

Item: 2009-166



# Environment Committee

Meeting date: June 9, 2009

ADVISORY INFORMATION	
<b>Subject:</b>	City of St. Francis 2030 Comprehensive Plan Update Tier II Comprehensive Sewer Plan Review File No. 20464-1
<b>District(s), Member(s):</b>	District 9, Councilmember Natalie Steffen
<b>Policy/Legal Reference:</b>	Minnesota Statutes Section 473.175
<b>Staff Prepared/Presented:</b>	Susan Hoyt, Principal Reviewer (651-602-1330) Phyllis Hanson, Local Planning Assistance Manager (651-602-1566) Kyle Colvin, Engineering Services Asst. Manager (651-602-1151)
<b>Division/Department:</b>	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:

### Recommendations of the Community Development Committee:

1. Authorize the City of St. Francis to put its 2030 Comprehensive Plan Update into effect.
2. Advise the City that it:
  - a. Needs to send the Council a final copy of the Surface Water Management Plan (SWMP) once it is approved by the URRWMO and adopted by the City, provide the dates that the URRWMO approved the plan and that the City adopted the final plan.
  - b. Must demonstrate that it has met or can meet the Council's minimum residential density policy of 3 units/net developable acre if the City requests that the Council purchase its wastewater facilities and/or wants regional wastewater service.
  - c. Participate in the Council's plat monitoring program.
  - d. Implement the advisory comments in the Review Record for Transportation, Water Supply and Aggregate.

### Recommendation of the Environment Committee:

Approve the City of St. Francis' Tier II Comprehensive Sewer Plan.

## ADVISORY COMMENTS

### The City of St. Francis 2030 Comprehensive Plan Update and Tier II Comprehensive Sewer Plan Review File No. 20464-1 - Council Business Item No. 2009-166

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 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 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 St. Francis (City) is located in northern Anoka County. The City is surrounded by Bethel and East Bethel to the east, Nowthen and Oak Grove to the south, Isanti County to the north and Elk River in Sherburne County to the west (Figure 1).

The 2030 *Regional Development Framework* (RDF), as adopted by the Metropolitan Council (Council) in January 2004, identified the City as both a “Rural Center” and “Diversified Rural” geographic planning areas (Figure 2).

The City submitted its 2030 Comprehensive Plan (Update) to the Council for review to meet the Metropolitan Land Planning Act requirements (Minn. Stat. 473.175) and the Council’s 2005 Systems Statement requirements.

## Rationale – Standard of Review & Findings

1. Does the proposed 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                      | Yes |
| (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 | 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 |
|--------------------------------|-----|

## Known Support / Opposition

There is no known opposition.

# **REVIEW RECORD**

## **The City of St. Francis 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 conforms to the *2030 Regional Parks Policy Plan (PPP)*. It acknowledges the proposed regional park and trail facilities. These include the proposed Rum River Regional Trail, the Northwest Anoka County Regional Park Search Area, and the Northwest Anoka County Regional Trail Search Corridor, which will connect the Rum River Regional Trail and the Northwest Regional Park Search Area to proposed trails in Sherburne County.

#### **Transportation**

##### ***Roads and Transit***

*Reviewer: Ann Braden, MTS – Systems Planning (651-602-1717), Steve Mahowald – Metro Transit (612-349-7775)*

The Update conforms to the *2030 Transportation Policy Plan (TPP)* and addresses all applicable transportation and transit requirements. The City has no principal arterials. The City is outside the Metropolitan Transit Taxing district and is in Market Area IV for transit service. Market Area IV service options include dial-a-ride, volunteer driver programs, and ridesharing. The Anoka County Traveler and Anoka County Volunteer provide rural dial-a-ride services.

*Advisory Comment:*

- The Update recommends new functional classifications for some roadways. If the City wants to make the proposed classifications official for mapping and funding, the City needs to submit them to the TAC-Planning Committee for approval. This process is separate from the Update review.

***Aviation***

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

The Update conforms to the *2030 Transportation Policy Plan (TPP)* and is consistent with Council aviation policy.

**Water Resources Management**

***Wastewater Service***

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

The Update conforms to the *2030 Water Resources Management Policy Plan (WRMPP)*. The Update summarizes the City's vision for the next 20 years to 2030. It includes growth forecasts that are consistent with the Council's recommended forecasts for population, households, and employment.

The City currently owns and operates its own wastewater treatment plant (WWTP), which is currently at capacity. The City is reviewing treatment alternatives to meet future demand. The two alternatives under consideration include: 1) expansion of the existing facility and 2) constructing a new facility to provide treatment for the eastern portion of the City while the existing facility would be upgraded to treat flow from the western portion of the City. At this time the City is not requesting the Council to acquire the WWTP.

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

The Update states that the City has a policy which addresses the elimination of infiltration and inflow problems within the sanitary sewer system.

***Tier II Comments***

Council staff reviewed the Update's Tier II Sewer Element against the Council's requirements for Tier II Comprehensive Sewer Plans for diversified rural centers 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 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 *2030 Water Resources Management Policy Plan (WRMPP)* for local surface water management. St. Francis lies entirely within the Upper Rum River watershed. The Upper Rum River Watershed Management Organization's (URRWMO) latest watershed management plan was approved by the Board of Water and Soil Resources in 2007. St. Francis updated its surface water management plan (SWMP) in April 2009. The SWMP was reviewed under separate cover. Council staff found the SWMP to be consistent with Council policy and the Council's *2030 Water Resources Management Policy Plan*.

*Advisory comment:*

- The City needs to send the Council a final copy of the SWMP once it is approved by the URRWMO and adopted by the City. The City needs to provide the dates that the URRWMO approved the plan and that the City adopted the final plan.

## **CONSISTENCY WITH COUNCIL POLICY**

### **Forecasts**

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

The Update includes the required forecast information. The forecasts are consistent with Metropolitan Council forecasts.

Table 1: St. Francis' System Statement forecasts

	<b>2010</b>	<b>2020</b>	<b>2030</b>
Population	7,700	10,400	12,800
Households	2,800	4,000	5,000
Employment	1,630	1,900	2,220

### **2030 Regional Development Framework and Land Use**

*Reviewer: Susan Hoyt, CD – Local Planning Assistance (651-602-1330)*

#### *Regional Development Framework*

The Update identifies the City as a Rural Center and Diversified Rural geographic planning areas. The RDF describes rural centers as small, older towns located throughout the rural area that developed with residential neighborhoods surrounding centers with consumer services and community facilities. The RDF encourages these centers to expand around existing centers and to preserve low densities in the surrounding rural areas (1 unit/40 acres in agriculture and 1 unit/10 acres in diversified rural). The RDF encourages City's with independent wastewater treatment systems to consider having the Council acquire these facilities if this would lead to more efficient operations. The City operates its own wastewater treatment facility and plans to expand its wastewater facilities and its MUSA in the coming decades to accommodate additional residential, commercial and industrial growth. The City has not requested the Council to acquire its wastewater treatment facility.

#### *Land Use*

The City is 23 square miles and bisected into east and west St. Francis by State Highway 47. The Downtown District is located on this corridor. It has a mixture of commercial, residential and public uses. The City's major existing land use include 53% agricultural, 16% non-urban industrial and 18% residential of which 11% is rural residential on 2 to 5 acre lots. The Update's future land use plan limits rural residential development to existing neighborhoods with no plans for sanitary sewer.

The Update plans for future sanitary sewered residential, industrial and commercial growth to 2030 through four expansions to the City's MUSA. This accommodates the forecasted growth of 2,200 households. The future residential land use includes low, medium and high density residential development with higher density development (7-18 units/acre) occurring along major transportation corridors. Two land use

categories preserve land at densities of 1 unit/per acre for future potential development, which is consistent with the Diversified Rural designation. An urban reserve of nearly 2,000 acres is planned for interim agricultural use before it develops by or before 2030. Approximately 5,000 acres of agricultural land act as an urban/rural edge to the City with development planned for post 2030.

**Table 1: Existing and Future Land Use by Area**

Land Use Category	Existing Acres	% of Total	Future Acres	% of Total
Agriculture	8070	53.59%	5201	34.54%
Rural Residential	1670	11.09%	1628	10.81%
Urban Reserve	0	0.00%	1168	7.76%
Low Density Residential	755	5.01%	1944	12.91%
Medium Density Residential	194	1.29%	204	1.35%
Medium-High Density Residential	0	0.00%	138	0.92%
High Density Residential	16	0.11%	48	0.32%
Commercial	78	0.52%	309	2.05%
Urban Industrial	70	0.46%	209	1.39%
Non-Urban Industrial	2482	16.48%	2482	16.48%
Park, Public and Open Space	939	6.24%	983	6.48%
ROW	86	5.22%	835	5.54%
<b>TOTAL</b>	<b>15,060</b>	<b>100.00%</b>	<b>15,060</b>	<b>100.00%</b>

*Residential Density*

Since the City owns and operates its own wastewater system, there is not a regional system impact if the minimum 3 units/acre residential density policy for regional sewered development is not met. . The City’s estimated future minimum sewered residential density is 1.66 units/acre based on the Council’s density calculation policy. .The Update explains that the City plans its development to occur at the ‘average’ not the ‘minimum’ densities permitted, which will result in 3.27 units/acre (Table 2). The City’s participation in the Council’s plat monitoring program will provide data on future residential development densities.

**Table 2: Residential Density Calculations through 2030**

Staging Table	Net Residential Acres in MUSA	Minimum Density	Average Density *	Maximum Density	Minimum Housing Units	Average Housing Units	Maximum Housing Units
Low Density	547	1.5	2	2.5	820.5	1094	1367.5
Medium Density							
Medium/High Density	103	2.5	10	18	257.5	1030	1854
High Density							
Total Acres	650				1078	2124	3221.5
<b>Units/Acre</b>					<b>1.66</b>	<b>3.27</b>	<b>4.96</b>
			* City		Minimum	*City	

\*City expectation is average not minimum densities

*Advisory comments:*

- If the City approaches the Council about purchasing its wastewater facilities and/or providing wastewater service, the City must demonstrate that it has met or that it can meet the Council's minimum residential density policy of 3 units/net developable acre.
- Participate in the Council's plat monitoring program.

**Housing**

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

The Update fulfills the housing element for affordable housing planning requirements of the Metropolitan Land Planning Act. The Update acknowledges the City's share of the region's affordable housing need of 73 units for 2011-2020. To provide opportunities to meet this need the Update indicates that approximately 32 acres of land is guided for high density residential development at 7-18 units per acre. In addition, 138 acres of land will be guided for medium-high density residential development, at 2.5-7 units per acre. The plan provides the implementation tools and programs for the City to promote opportunities to address its share of the region's housing need. These include affordable housing assistance or development and preservation programs available through the local, county, state and federal government, the use of the CDBG Program, revenue bonds, tax increment financing and tax abatement to assist in the construction of affordable housing. The City is an active participant in the Local Housing Incentives Account program.

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

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

The Update is consistent with the *2030 Water Resources Management Policy Plan (WRMPP)* for ISTS. There are approximately 700 ISTS in operation. The City has adopted MPCA Rules by reference. Its maintenance management and tracking programs are consistent with MPCA Rules and Council policy requirements. ISTS owners are to submit inspection reports to the City once every three years, indicating that their system continues to meet minimum maintenance standards. The City has the authority to carry out maintenance activities that are overlooked by system owners.

**Water Supply**

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

The City's water supply plan (WSP) is consistent with the policies of the Council's *2030 Water Resources Management Policy Plan (WRMPP)*. The Council recommends the City continue to implement conservation programs targeted at reducing residential water use.

**Resource Protection**

***Historic Preservation***

*Reviewer: Susan Hoyt, CD – Local Planning Assistance (651-602-1330)*

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

***Solar Access Protection***

*Reviewer: Susan Hoyt, CD – Local Planning Assistance (651-602-1330)*

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 the *Minnesota Geological Survey Information Circular 46* information. It contains adequate information on aggregate resources protection as required by the MLPA and identified the



location of viable aggregate resources. The City addresses mining and extraction in Chapter 14 of the City Code. A conditional use permit is required in all zoning districts prior to any mining or extraction within the City.

The Update's Rural Center - Policy 4 states that the City 'will give strong consideration to integrating natural resources, including aggregate, into local land use decision-making'. Much of the City's aggregate resources are overlain by lands identified in the Council's Natural Resource Inventory/Assessment as Regionally Significant Ecological Areas.

*Advisory comment:*

- The City needs to consider protecting the Natural Resource Inventory/Assessment lands from disruption from aggregate extraction.

**PLAN IMPLEMENTATION**

*Reviewer: Susan Hoyt, CD – Local Planning Assistance (651-602-1330)*

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 includes a description of the land use categories, the zoning code and the capital improvement program for implementation.

**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 on June 26, 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**

- The City of St. Francis 2030 Comprehensive Plan Update submitted December 31, 2009
- Letter with supplemental information to Phyllis Hanson, LPA Manager, dated March 27, 2009
- Supplemental information, April 14, 2009

**ATTACHMENTS**

- Figure 1: Location Map Showing Regional Systems
- Figure 2: 2030 Regional Development Framework Planning Areas
- Figure 3: Existing Land Use
- Figure 4: 2030 Planned Land Use

Figure 1. Location Map Showing Regional Systems  
**St. Francis**

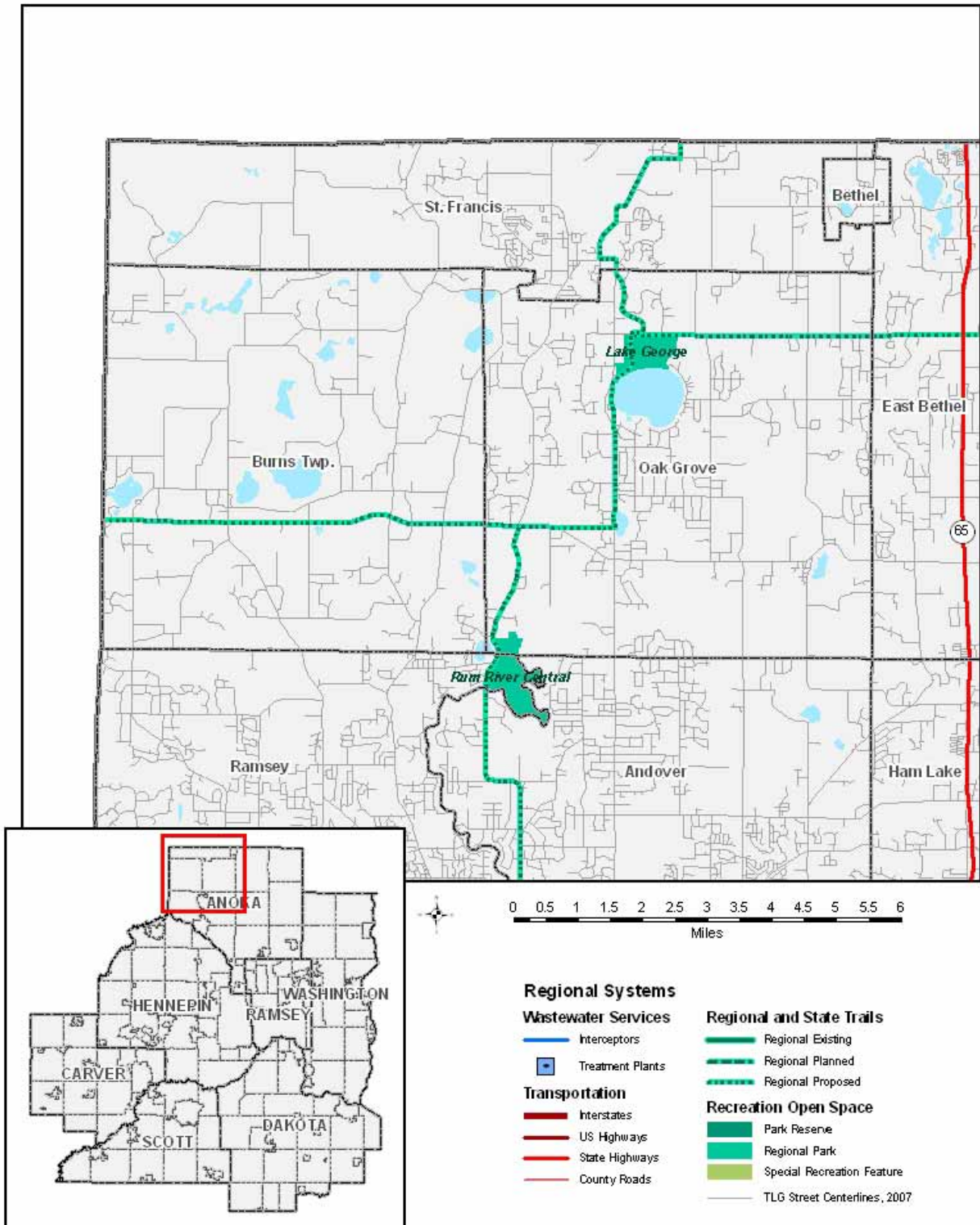


Figure 2. 2030 Regional Development Framework Planning Areas

St. Francis

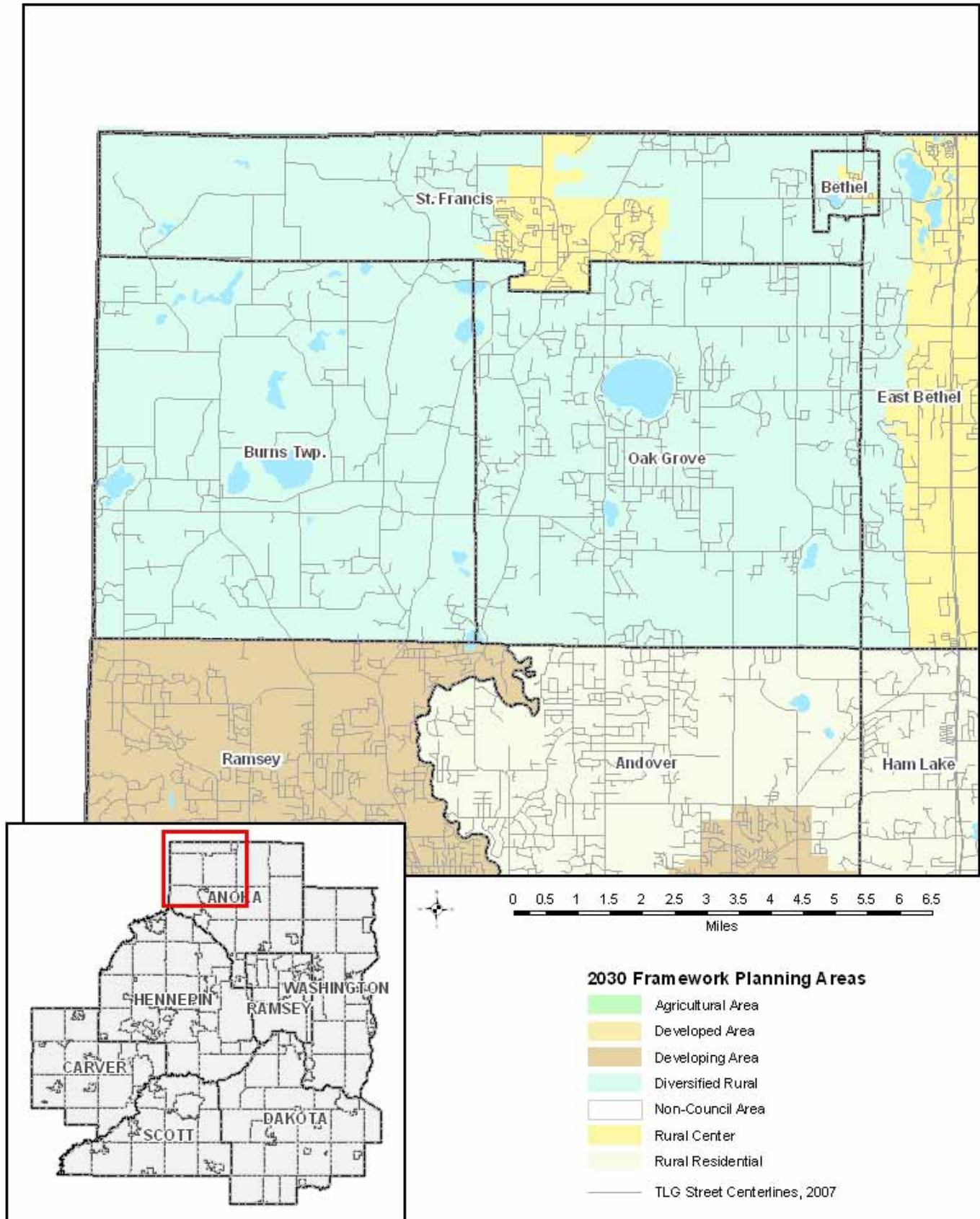


Figure 3: Existing Land Use  
St. Francis

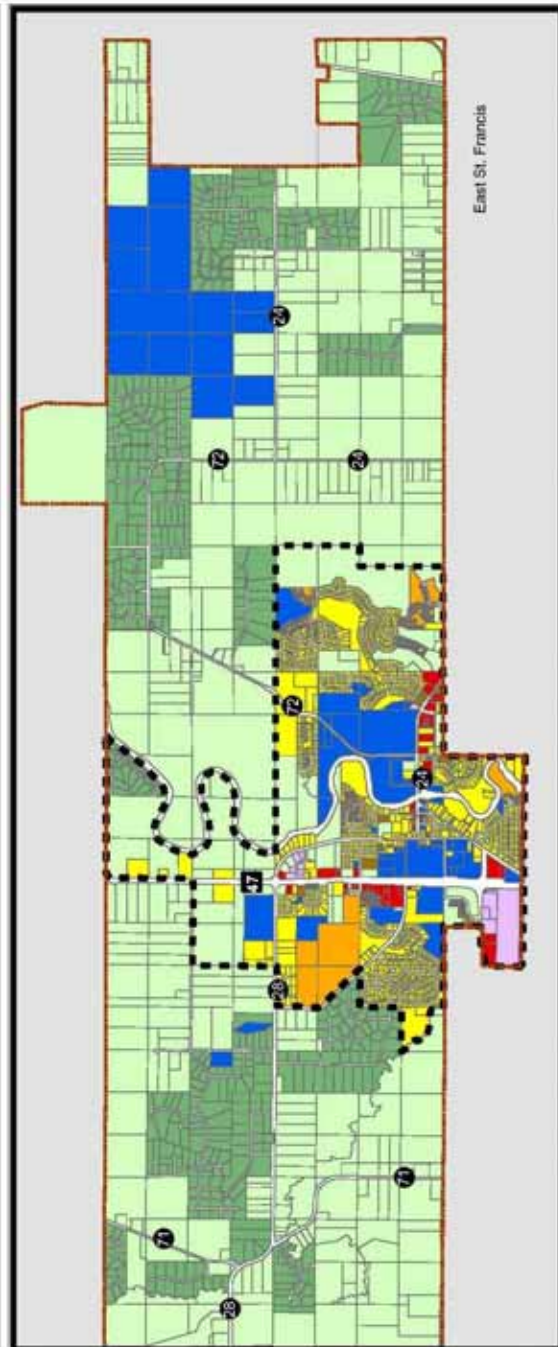
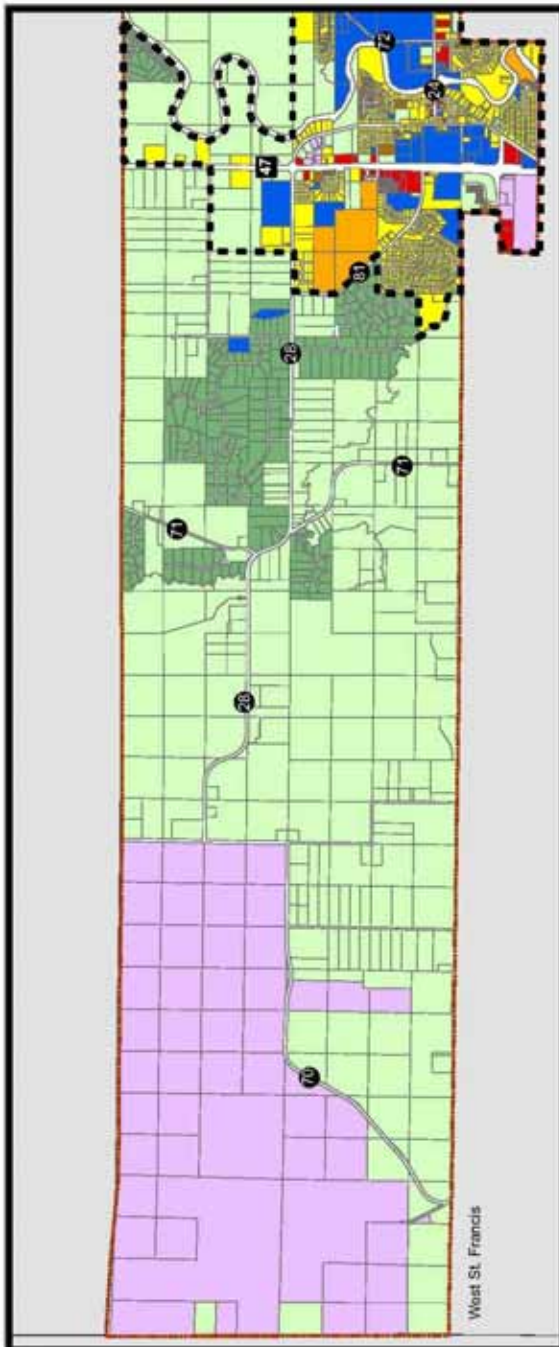
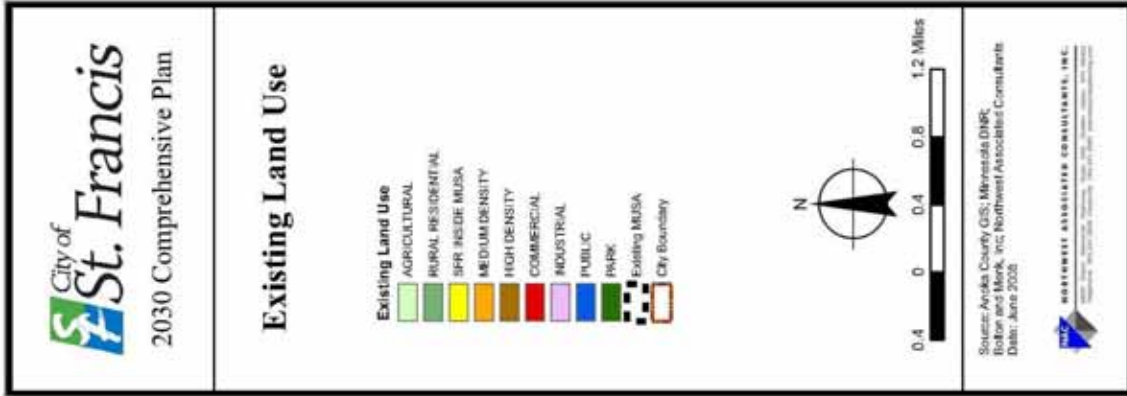


Figure 4: Future Land Use  
St. Francis

