

## Community Development Committee

Meeting date: July 18, 2016

For the Metropolitan Council meeting of July 27, 2016

**Subject:** City of Cologne CPA 2016-A Comprehensive Plan Amendment, Review File No. 20592-3

**District(s), Member(s):** District 4, Deb Barber

**Policy/Legal Reference:** Metropolitan Land Planning Act (Minn. Stat. § 473.175)

**Staff Prepared/Presented:** Ryan Garcia, Senior Planner, Local Planning Assistance (651-602-1832)

**Division/Department:** Community Development / Regional Planning

### Proposed Action

That the Metropolitan Council:

1. Adopt the attached Review Record and allow the City of Cologne to place the Cologne 2016-A Comprehensive Plan Amendment into effect.
2. Advise the City to implement the advisory comments in the Review Record for Wastewater and Land Use.

### Background

The Council reviewed the City Comprehensive Plan Update (Business Item No. 2009-341, Review File No. 20592-1) on October 28, 2009. The current amendment is the second amendment since the Update was reviewed. The previous amendment was administratively reviewed by Council staff prior to the submission of this amendment.

The purpose of the amendment is to re-guide approximately 37.8 acres from Medium Density Residential (6 units per acre) to Low Density Residential (2.2 - 3 units per acre). The amendment supports the development of 73 single family homes on private lots. The amendment area is located in the central portion of the City of Cologne, along the south side of TH 212 just west of the intersection with Paul Avenue S (County Highway 284).

### Rationale

The proposed amendment conforms to relevant regional system plans and is compatible with the plans of other local communities and school districts. While the proposed amendment is inconsistent with the council's overall net density policy for rural center communities and regional wastewater services, the City owns and operates its own local treatment system and isn't projected to require regional services before 2040.

### Funding

None.

### Known Support / Opposition

There is no known opposition to this proposal.

**Review Record**  
*City of Cologne*  
**CPA 2016-A Comprehensive Plan Amendment**

Review File No. 20592-3, Council Business Item 2016-146

**BACKGROUND**

The City of Cologne is a community of approximately 8.7 square miles and located in Carver County. It is wholly surrounded by Benton Township (see Figure 1).

Consistent with the policies adopted by the Council in June 2014 ([Business Item 2014-143](#)) regarding review of local comprehensive plans, this amendment is being reviewed under *Thrive MSP 2040* and its policy plans. The amendment was found complete for review on June 29, 2016.

*Thrive MSP 2040* identifies the City as a Rural Center community. Figure 2 shows the regional systems in proximity to the proposed amendment site. The Metropolitan Council (Council) forecasts that the City will grow between 2020 and 2040 from 2,100 to 3,910 people; from 800 to 1,600 households; and that employment will grow from 370 to 470 jobs.

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**REQUEST SUMMARY**

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**OVERVIEW**

**Conformance with Regional Systems**

The amendment conforms to the Regional System Plans for Parks, Transportation (including Aviation), and Wastewater, with no substantial impact on, or departure from, these plans.

**Consistency with Council Policies**

The amendment is generally consistent with *Thrive MSP 2040*, with water resources management, Council housing policy (*Housing Policy Plan*), and Council forecasts. The City continues to plan for overall densities that are inconsistent with the Council's policy for Rural Center communities.

**Compatibility with Plans of Adjacent Jurisdictions**

The amendment will not have an impact on adjacent communities, school districts, or watershed districts, and is compatible with the plans of those districts.

## PREVIOUS COUNCIL ACTIONS

- On October 28, 2009, the Council approved the City's Comprehensive Plan Update (Business Item No. 2009-341, Review File No. 20592-1).
- On August 8, 2012 the Central Business District amendment was administratively approved (Review File No. 20615-2).

## ISSUES

- I. Does the amendment conform to the regional system plans?
- II. Is the amendment consistent with *Thrive MSP 2040* and other Council policies?
- III. Does the amendment change the City's forecasts?
- IV. Is the amendment compatible with the plans of adjacent local governmental units and affected jurisdictions?

## ISSUES ANALYSIS AND FINDINGS

### *Conformance with Regional Systems*

The amendment conforms to the regional system plans for Regional Parks, Transportation, and Wastewater. The amendment has no substantial impact on, or departure from, current regional system plans. The following are additional review comments regarding regional parks, wastewater and transportation.

#### **Regional Parks**

*Reviewer: Michael Peterka (651-602-1361)*

The amendment conforms to the *2040 Regional Parks Policy Plan (RPPP)*. The amendment site is adjacent to the Twin Cities & Western Regional Trail Search Corridor, as identified in the RPPP. The Twin Cities & Western Regional Trail Search Corridor follows the existing railroad corridor. The railroad is still in active use, so planning for the conversion to a regional trail is on hold pending a change in the status of active railroad operations. The change in land use guiding from Medium Density Residential to Low Density Residential as proposed in the CPA is not anticipated to impact future planning for the regional trail.

#### **Wastewater**

*Reviewer: Roger Janzig (651-602-1119)*

The amendment indicates that sewer residential densities may not satisfy Council Policy on minimum sewer residential densities for Regional Wastewater Service. The City currently owns and maintains a local wastewater treatment facility, and does not anticipate requesting regional wastewater service prior to 2040. The City has indicated that local capacity at the Cologne Wastewater Treatment Plant is approximately 450 residential equivalents. The City has also indicated that its 2040 Comprehensive Plan Update will include a detailed analysis of a potential local expansion that would provide capacity for an additional 600 residential equivalents.

#### *Advisory Comments*

As part of the 2040 Comprehensive Plan Update (CPU), the City is expected to analyze existing wastewater system capacity and any future expansions to the local system. If the 2040 CPU process identifies a need for regional wastewater services, the City will have to formally request such services through Metropolitan Council Environmental Services (MCES). Furthermore, if requesting regional wastewater services, the City will be required to plan for net residential densities of at least three dwelling units per acre.

## Transportation

Reviewer: Russ Owen (651-602-1724, Steve Mahowald (612-349-7775)

The proposed amendment conforms to the 2040 Transportation Policy Plan (TPP). The amendment has minimal impact on the transportation/aviation system.

## Consistency with Council Policy

The amendment is consistent with Council policies for forecasts, housing, sub-surface sewage treatment systems, and water supply. The amendment is inconsistent with Council policies for land use. Additional review comments regarding forecasts, land use, and housing are detailed below.

## Forecasts

Reviewer: Todd Graham (651-602-1322)

The forecast-related content of the amendment is consistent with Council policy.

The City offers that the plan amendment will not affect the community-wide forecast. Council staff agree: Land use re-guidance from Medium Density Residential to Low Density Residential does *not* significantly affect forecast assumptions. No change to the citywide forecast is needed at this time.

## Land Use

Reviewer: Ryan Garcia (651-602-1832)

Cologne is identified as a Rural Center in *Thrive MSP 2040*. The amendment proposes a change in land use guiding of a 37.8 acre site in the City from medium density residential at 6 units per acre to low density residential at 2.2 to 3 units per acre. The amendment is associated with a proposed development of 73 single-family residences on 37.8 net acres (44.5 gross acres) south of central Cologne. The CPA proposes a density of less than 2 dwelling units per acre (du/acre) for the site itself, and reduces overall net density in the community from 2.95 du/acre to 2.85 du/acre. The CPA is inconsistent with the City's Comprehensive Plan, which proposes a minimum net density of 2.2 units per acre for Low Density Residential areas. This density is also inconsistent with *Thrive MSP 2040* policy for Rural Center communities, which expects average overall net densities of 3 to 5 units per acre for newly developed and redeveloped areas.

The City is currently served by an existing, municipally-owned and operated wastewater treatment system, thus the Council's required minimum density of 3 du/acre is not applicable at this time. If and when the City anticipates a need for regional wastewater services, overall net density will be required to meet the 3 du/acre standard.

*Table 1. Planned Residential Density*

Category	2010-2030 Change				
	Density Range		Acres	Min Units	Max Units
	Min	Max			
Low Density Residential	2.2	3	1344.96	2959	4035
Medium Density Residential	6	6	276.53	1659	1659
<b>TOTALS</b>			<b>1621.49</b>	<b>4618</b>	<b>5694</b>
			<b>Overall Density</b>	<b>2.85</b>	<b>3.51</b>
Plat Monitoring Totals 2011-2015			1.84	8	4.35
CPU and Plat Monitoring Total			1623.33	4626	2.85

### ***Advisory Comments***

Staff notes that Cologne’s overall net residential density continues to fall below the Council’s standard of 3 to 5 du/acre for Rural Center communities. Cologne’s *2030 Comprehensive Plan* provides for both Low Density (2.2 to 3 du/acre) and Medium Density (with a minimum and maximum density of 6 du/acre) residential growth to 2030. Cologne’s 2040 Comprehensive Plan Update should seek to eliminate the “gap” in density characteristics that currently exists between low (with a maximum of 3 du/acre) and medium (with a minimum of 6 du/acre) density residential, and should identify sufficient land area at sufficient densities to meet the overall net density standard of 3 du/acre for sewered areas.

### **Water Resources**

*Reviewer: Jim Larsen (651-602-1159)*

The proposed development conforms to the *2040 Water Resources Policy Plan* for local surface water management.

### **Housing**

*Reviewer: Tara Beard (651-602-1021)*

While this amendment reduces the amount of available acres in Cologne to address their 2011-2020 Allocation of Affordable Housing Need, more than enough Medium Density Residential land remains to address that need. The amendment is consistent with Council housing policy.

### ***Compatibility with Plans of Adjacent Governmental Units and Plans of Affected Special Districts and School Districts***

The proposed amendment is compatible with the plans of adjacent jurisdictions. No compatibility issues with plans of adjacent governmental units and plans of affected special districts and school districts were identified.

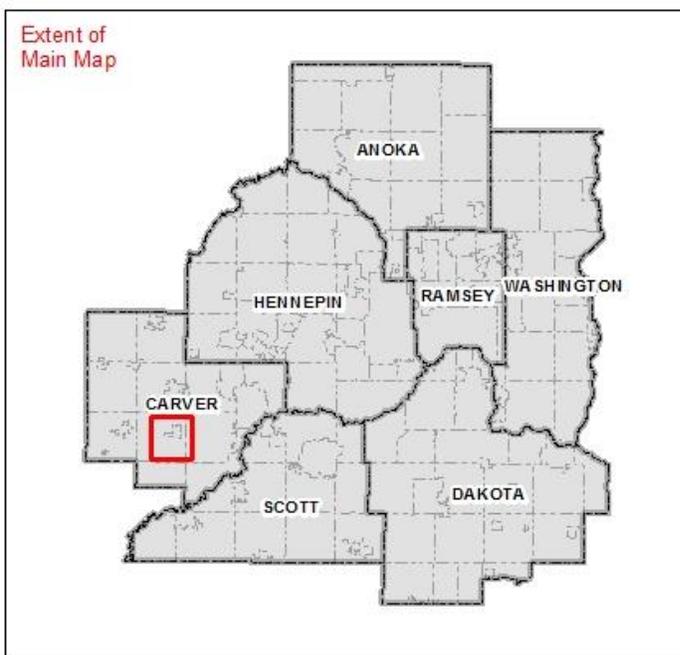
## **ATTACHMENTS**

Figure 1: Location Map Showing Regional Planning Areas

Figure 2: Location Map Showing Regional Systems

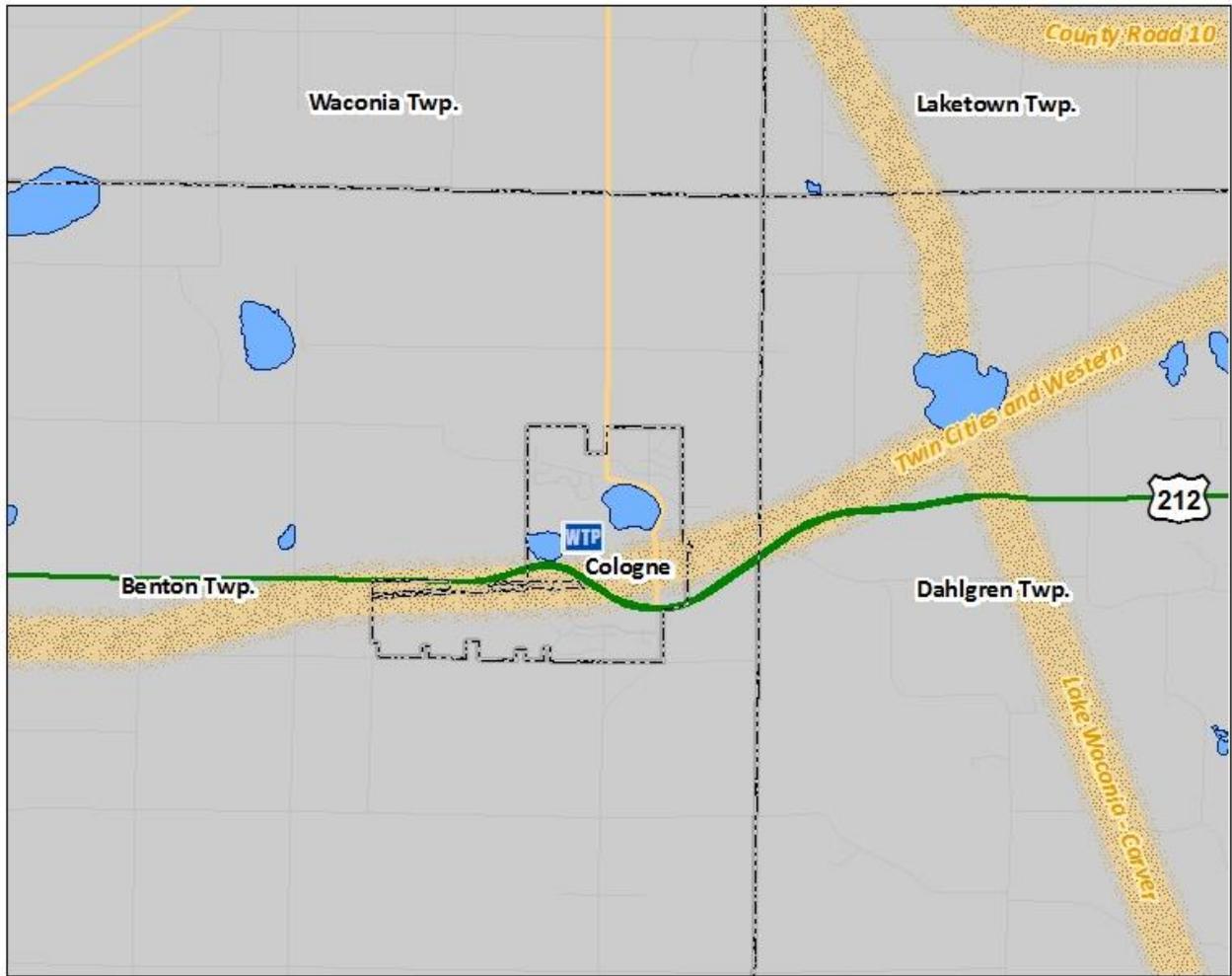
Figure 3: Current and Proposed Land Use Guiding

Figure 1: Location Map Showing Community Designation



- Roads
- Lakes And Rivers
- ThriveMSP 2040 Community Designations**
- Outside Council planning authority
- Agricultural
- Rural Residential
- Diversified Rural
- Rural Center
- Emerging Suburban Edge
- Suburban Edge
- Suburban
- Urban
- Urban Center

Figure 2: Location Map Showing Regional Systems



### Regional Systems

#### Wastewater Treatment

Wastewater Treatment Plants\*

#### Transportation

- Interstates
- US Highways
- State Highways
- Other Roads

#### Recreation & Open Space

- Park Reserve
- Regional Park
- Special Recreation Feature
- Existing Regional Trail
- Planned Regional Trail
- Regional Trail Search Corridors

\*The "Cologne" Wastewater Treatment Plant is a locally-owned system.

Figure 3: Current (top left) and Proposed (bottom) Land Use Guiding

