

Community Development Committee

Meeting date: June 6, 2016

Environment Committee

Meeting date: June 14, 2016

For the Metropolitan Council meeting of June 22, 2016

Subject: City of Rogers – Hassan Township Merger 2030 Comprehensive Plan Amendment and Tier II Comprehensive Sewer Plan, Review File No. 20620-3

District(s), Member(s): District 1, Katie Rodriguez

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

Staff Prepared/Presented: Ryan Garcia, AICP, Principal Reviewer (651-602-1832)

LisaBeth Barajas, Manager, Local Planning Assistance (651-602-1895)

Kyle Colvin, Engineering Programs Asst. Manager (651-602-1151)

Division/Department: Community Development / Regional Planning, Environmental Services / Engineering Programs

Proposed Action

That the Metropolitan Council (Council) adopt the attached Review Record and take the following actions:

Recommendations of the Community Development Committee

1. Authorize the City of Rogers to put the City of Rogers – Hassan Township Merger 2030 Comprehensive Plan Amendment (CPA) into effect.
2. Advise the City to:
 - a. Implement advisory comments in the Review Record for Regional Parks, Water Resources Management, Forecasts, and Subsurface Sewage Treatment Systems.
 - b. Submit one electronic copy and one hard copy of the amended plan to the Council. The electronic copy must be organized as one unified document, and integrate supplemental information as submitted by the City between December 2013 and May 2016.

Recommendations of the Environment Committee

1. Approve the City of Rogers's Tier II Comprehensive Sewer Plan.
2. Advise the City to submit a copy of the City Council Resolution adopting the Tier II Comprehensive Sewer Plan.

Background

The City of Rogers is located in northwest Hennepin County and is bordered by the City of Dayton to the east, Maple Grove to the southeast, Corcoran to the south, Hanover to the southwest, and St. Michael and Otsego in Wright County to the north (see Figure 1). In 2003, the City of Rogers and Hassan Township entered into an Orderly Annexation Agreement. The agreement outlined interim annexations and the ultimate merger of the two communities effective January 1, 2012. While Council review and approval in 2010 found the Comprehensive Plan Updates adopted by both communities in 2012 to be well-coordinated and consistent, this CPA

consolidates the Comprehensive Plans of the two communities into one unified Plan for the City of Rogers.

Under the Comprehensive Plan Amendment Review Guidelines ([Business Item 2014-143](#)), communities can implement and amend 2030 CPAs, which use *2030 Regional Development Framework* forecasts, until July 1, 2018. Council review of amendments to the 2030 comprehensive plans recognize the 2030 regional policy plans and must not find conformance issues with 2040 metropolitan system plans. The amendment was originally submitted for review in December 2013, with supplemental information submitted in October 2014, January 2015, September 2015, February 2016, and May 2016. Council staff found the amendment complete for review on March 14, 2016, and by statute the Council must complete its formal review by June 22, 2016. It should be noted that the City's 2040 Comprehensive Plan Update will be due to the Council by December 31, 2018.

Rationale

The proposed amendment conforms to regional system plans, is consistent with Council policies, and is compatible with the plans of adjacent and impacted local communities and school districts.

Funding

None.

Known Support / Opposition

There is no known opposition.

Review Record

City of Rogers – Hassan Township Merger 2030 Comprehensive Plan Amendment

Review File No. 20620-3, Council Business Item No. 2016-112

BACKGROUND

In 2003, the City of Rogers and Hassan Township entered into an Orderly Annexation Agreement that outlined interim annexations and the ultimate merger of the two communities effective January 1, 2012. As a result, this Amendment consolidates the Comprehensive Plans of the two communities into one unified Comprehensive Plan for the now-merged City.

The Council reviewed the City's Comprehensive Plan Update (CPU) (Business Item No. 2010-92, Review File No. 20620-1) as well as the Hassan Township CPU (Business Item No. 2010-104, Review File No. 20580-1) on March 24, 2010. At the time, the City and Township CPU planning was coordinated and showed the same future land uses and a combined net residential density of 3.03 units per acre. This amendment reflects the combined Hassan Township and City of Rogers plans, and is the first amendment to the City of Rogers's Plan since the Update was reviewed, although a previous proposed plan amendment was ultimately withdrawn by the City.

Under the Comprehensive Plan Amendment Review Guidelines ([Business Item 2014-143](#)), communities can implement and amend 2030 CPAs, which use *2030 Regional Development Framework* forecasts, until July 1, 2018. Council review of amendments to the 2030 comprehensive plans recognize the 2030 regional policy plans and must not find conformance issues with 2040 metropolitan system plans. The amendment was originally submitted for review in December 2013, with supplemental information submitted in October 2014, January 2015, September 2015, February 2016, and May 2016. Council staff found the amendment complete for review on March 14, 2016, and by statute the Council must complete its formal review by June 22, 2016. It should be noted that the City's 2040 Comprehensive Plan Update will be due to the Council by December 31, 2018.

Thrive MSP 2040 identifies the City with two community designations: Emerging Suburban Edge and Diversified Rural (See Figure 1). Figure 2 shows the regional systems in and near the City. The Council forecasts that the City's growth between 2000 and 2030 will be from 6,051 to 21,000 people; from 1,973 to 8,200 households; and that employment will grow from 5,414 to 15,500 jobs.

REQUEST SUMMARY

The purpose of the amendment is to create a unified comprehensive plan for the City of Rogers following the annexation of all lands that were formerly within the now-dissolved Hassan Township, by updating, incorporating and reconciling text, maps, and data found in the 2030 comprehensive plan updates of both the City and the former Township, as approved by the Council in 2010.

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 consistent with *Thrive MSP 2040*, with water resources management, Council housing policy (*Housing Policy Plan*), and is consistent with Council forecasts.

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 March 24, 2010, the Council reviewed and approved the City’s 2030 Comprehensive Plan Update (Business Item No. 2010-92, Review File No. 20620-1).
- On March 24, 2010, the Council reviewed and approved Hassan Township’s 2030 Comprehensive Plan Update (Business Item No. 2010-104, Review File No. 20580-1). The entirety of Hassan Township has since been annexed into the City of Rogers.

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, with no substantial impact on, or departure from, these system plans. The following comments provide additional detail related regional parks, transportation, and water resources.

Regional Parks

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

The amendment conforms to the *2030 Regional Parks Policy Plan* and does not create a non-conformance with the *2040 Regional Parks Policy Plan* (RPPP). The RPPP identifies four regional parks system facilities in Rogers, which are: Crow Hassan Park Reserve, the planned Rush Creek Regional Trail, the Crow River Regional Trail Search Corridor, and the North-South 1 Regional Trail Search Corridor. Three Rivers Park District is the regional park implementing agency that owns and operates the park reserve and will plan, develop, and operate the regional trails. The amendment acknowledges and plans for these regional parks system facilities.

Advisory Comments

The City’s forthcoming 2040 Comprehensive Plan Update should include a map of all of the regional parks system facilities within and directly adjacent to the City, including regional trail search corridors.

Transportation

Reviewers: Russ Owen, MTS – Systems Planning (651-602-1724) and Michael Mechtenberg, Metro Transit – Route and System Planning (612-349-7361)

The amendment conforms to the *2030 Transportation Policy Plan* (TPP). The amendment has minimal

impact on the transportation system as it incorporates planned land uses for areas in the former Township that are not changing their land uses significantly. The proposed amendment also has minimal impact on the aviation system for those same reasons.

Water Resources Management

Wastewater Service

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

The amendment conforms to the *2030 Water Resources Management Policy Plan (WRMPP)*. The amendment summarizes the City's vision to year 2030. It includes growth forecasts for population, households, and employment; for the combined areas of the City and 2012 annexation of Hassan Township. The City has accepted the Council's 2030 growth projections of 8,200 sewer households and 15,500 sewer employees and has established a plan to preserve areas located within the ultimate service area for post 2030 growth. The City is proposing to develop the 2030 urban service area at a density of 3.01 units per net developable acre.

The current wastewater treatment plant (WWTP), which is owned and operated by the City, is nearing capacity. The City and the Council have progressed toward a formal agreement that would result in the Council constructing a wastewater reclamation facility (WWRF) to serve the long term-needs of the City. The future regional wastewater reclamation facility would be located in northwestern Rogers along the Crow River (Crow River Regional WWRF) and would serve Rogers and possibly portions of Dayton and Corcoran. The Crow River Regional WWRF has been planned for the 2025 to 2030 time frame, at which time the local WWTP would be decommissioned.

In the short term, Rogers' would utilize wastewater system capacity within the Elm Creek Interceptor. A capacity of 0.8 million gallons per day (MGD) is available in this interceptor for the southeast area of Rogers. This will utilize available capacity in the Elm Creek Interceptor and delay the need to construct the Crow River Regional WWRF.

The amendment provides sanitary flow projections in 5-year increments. The basis for the projections was given in the amendment and were determined appropriate for planning for local services. The amendment projects that its total system wide flow in the year 2030 will require service be provided through both the Elm Creek interceptor and the new Crow River Regional WWRF.

The amendment outlines system maintenance and Infiltration and Inflow (I/I) reduction programs. The City's I/I work efforts includes using manhole castings with concealed pick holes, stringent testing of all new sanitary sewer lines, prohibiting connection of roof and foundation drains to the sanitary sewer system, and the enforcement of separate house drain systems on all new home construction. The City will carefully monitor sewer construction to keep I/I at or below current levels. A known contributor to I/I is the downtown area of the City. The Amendment states that this area of the system will be considered for possible I/I mitigation improvements.

Tier II Advisory Comments

The Tier II Sewer Element of the Amendment has been reviewed against the requirements for a Tier II Comprehensive Sewer Plan for developing communities. It was found to be complete and consistent with Council policies. Upon adoption of this amendment by the City, the action of the Council to approve the Tier II Comprehensive Sewer Plan becomes effective. At that time the City may implement its plans to alter, expand or improve its sewage disposal system consistent with the approved Tier II

Comprehensive Sewer Plan. A copy of the City Council Resolution adopting its Plan needs to be submitted to the Council for its records.

Surface Water Management

Reviewer: Judy Sventek, ES - Water Resources Assessment (651-602-1407)

The amendment conforms to the 2030 Water Resources Management Policy Plan for local surface water management. Rogers lies within the Elm Creek Watershed. Rogers prepared a Storm Water Management Plan (SWMP) in 2007, and Hassan Township updated its Water Management Plan in 2009. Each of the plans were found to be consistent with Council policy and the Council's 2030 Water Resource Management Policy Plan and meet Council review requirements.

Advisory Comments

The City should be advised that in 1995, Minnesota Statutes Section 473.859, Subdivision 2 was amended to make local surface water management plans required by Section 103B. 235 a part of the land use plan of a community's local comprehensive plan. Minnesota Rules Chapter 8410, recently updated by the Minnesota Board of Water and Soil Resources (BWSR) in 2015, includes the requirements for local surface water management plan (LSWMP) content. LSWMPs will be required by BWSR to be updated between 2017 and 2018 by all communities in the metropolitan area. Therefore, the City will need to update its local surface water management plan in 2017 or 2018 in order for their 2040 Comprehensive Plan Update (CPU) to be considered complete for review. The City's updated LSWMP should be submitted to the Council for its review concurrent with the Elm Creek Watershed Management Commission's review.

Consistency with Council Policy

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

Forecasts

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

The amendment's forecast-related content is consistent with regional policy. The Council's Regional Development Framework forecasts (See Table 1) included a forecast that Rogers will experience significant growth in both households and population growth to 2030. The City is forecast to grow from 1,973 to 8,200 households and from a 2000 population of 6,051 to a population of 21,200 in 2030. Employment is forecast to grow from 5,414 to 15,500 jobs in 2030.

Table 1. 2030 Regional Development Framework Forecasts

	2000	2010	2020	2030
Population	6,051	11,100	15,000	21,200
Households	1,973	3,840	5,500	8,200
Employment	5,414	9,150	12,000	15,500

Advisory Comments

The year 2030 forecasts contained in the current Rogers Plan exceed levels of development expected by the Council's Thrive MSP 2040 forecast. The Council's Thrive 2040 forecast is found in the 2015 System Statement; this will be the forecast the City should use in preparing their 2040 Comprehensive Plan Update. The City submitted amendment materials present forecasts inconsistently in different places throughout the amendment. The official forecasts for Rogers are found in Table 1, above, and are reflected on page 4-22 (Table 4.4) of the Amendment.

Thrive MSP 2040 and Land Use

Reviewer: Ryan Garcia, CD - Local Planning Assistance (651-602-1832)

Thrive MSP 2040 identifies the City with the community designations of “Emerging Suburban Edge” and “Diversified Rural.” Council policy directs communities to plan for forecasted growth at overall average net densities of at least 3-5 dwelling units per acre in areas identified as Emerging Suburban Edge, and at average net densities of no more than 4 units per 40 acres in areas identified as Diversified Rural. The amendment proposes an overall average net density in the “Emerging Suburban Edge” areas of the community of at least 3.01 units per acre. The amendment identifies a land use of “Rural Estate” within both the Emerging Suburban Edge and Diversified Rural, primarily in the north portion of the community, with characteristic maximum densities of 1 unit per 2 acres. While the amendment acknowledges this inconsistency with Council policy, the City’s intention is to maintain the existing development pattern in areas identified as “Rural Estate” on the Land Use Plan (see Figure 3).

Emerging Suburban Edge Planned Residential Density

The Amendment is consistent with the Council’s policy for residential density of at least 3 units per net acre for areas planned for regional wastewater services. The amendment provides a vacant land analysis for land within the current City boundaries, indicating a developable land capacity for residential uses of 2180 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 3.01 units per acre, consistent with the Council’s policy for sewered residential density.

Advisory Comments

It should be noted that “Rural Estate” land uses are not calculated in the City’s overall net residential density calculation. If future conditions demand that “Rural Estate” areas require urban services, the City will have to submit an amendment at that time to include those areas in the overall density calculation.

Table 2. Residential Density Calculation for Vacant Land

Category	Density Range			Min Units	Max Units
	Min	Max	Acres		
Single Family Residential	2	5	1483	2966	7415
Mid Density Residential	5	10	445	2225	4450
High Density Residential	10	20	20	200	400
Mixed Use - Regional (40% residential)	8	20	227 (90.8)	726	1816
Mixed Use – Downtown (40% residential)	8	12	5 (2)	16	24
			2180		
			TOTALS (2040.8)	6133	14105
			Overall Planned Density	3.01	6.91

Adapted from Table 4.5, Sewered Residential Development Capacity and Projections for 2030, in supplemental materials received February 23, 2016.

Housing

Reviewer: Ryan Garcia, CD – Local Planning Assistance (651-602-1832)

The City of Rogers's share of the region's affordable housing needs for 2011 – 2020 is 382 units. The Council's housing policy for the 2011-2020 timeframe requires minimum net densities of at least 6 dwelling units per acre for planned development areas to be considered in calculating a community's affordable housing allocation. To provide opportunities to meet this need through 2020, the amendment indicates that 11 acres will be available for high density residential development at 10-20 units per acre, 37 acres will be available for high density development within the Regional Mixed Use land use category at 8-12 units per acre and 1 acre will be available in the Downtown Mixed Use land use category at 8-20 units per acre, for a total of at least 414 affordable units. In addition, the amendment identifies approximately 203 acres of land that will be available for mid density residential development, at 5-10 units per acre, through the year 2020. It should be noted that lands identified in the amendment for mid density residential would not be considered in the affordable housing needs calculation, because the Council policy for the decade requires minimum net densities of at least 6 dwelling units per acre to be considered "affordable".

The amendment identifies implementation tools and programs the City will use to promote opportunities to address its share of the region's housing need. The amendment indicates the 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.

Subsurface Sewage Treatment Systems (SSTS)

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

The amendment is consistent with the *2030 Water Resources Management Policy Plan* for SSTS. The majority of the rural areas of the former Hassan Township continue to be served by SSTS. The amendment indicates that the exact number of SSTS in use is unknown, but based upon household data in the amendment, Council staff estimates that, as of the year 2010, there were approximately 970 SSTS serving residences and a few businesses in the combined community. The City has delegated all responsibility for SSTS program oversight to Hennepin County.

Advisory Comments

The City's 2040 Comprehensive Plan Update should include additional detail related to existing and planned development served by SSTS, including an estimate of the number of units served by SSTS.

Water Supply

Reviewer: Lanya Ross, ES – Water Supply, (651-602-1803)

The amendment is consistent with Council policy regarding water supply and the Master Water Supply Plan.

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

The 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.

DOCUMENTS SUBMITTED FOR REVIEW

- On December 11, 2013, the Council received the City's CPA for the Rogers-Hassan Merger Comprehensive Plan Amendment.
- On January 3, 2014, the Council notified the City that the submittal was incomplete for review of surface water and regional parks, and requested supplemental clarifying information related to these issues as well as forecasts and water supply.
- In October 2014, the Council received supplemental information related to surface water, regional parks, and land use.
- On November 3, 2014, the Council notified the City that the submittal was incomplete for regional parks and land use review and requested supplemental information.
- In January 2015, the Council received supplemental information related to land use, parks, and wastewater.
- On February 9, 2015, the Council notified the City that the submittal was incomplete for land use and wastewater review and requested supplemental information.
- On September 16, 2015, the Council received supplemental information related to land use and wastewater.
- On October 7, 2015, the Council notified the City that the submittal was incomplete for review of Land Use and Wastewater Review.
- On February 23, 2016, the Council received supplemental information related to land use and wastewater.
- On March 14, 2016, the Council notified the City that the submittal was complete for review.
- On May 10, 2016, the Council received supplemental information related to parks.
- On May 13, 2016, the Council received supplemental information related to land use staging.

ATTACHMENTS

- Figure 1: Location Map Showing Community Designations
Figure 2: Location Map showing Regional Systems
Figure 3: Current and Proposed Land Use Guiding

Figure 1: Location Map Showing Community Designations

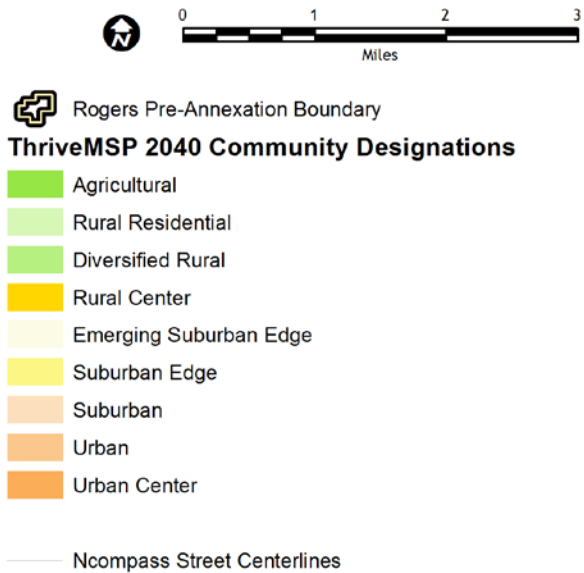
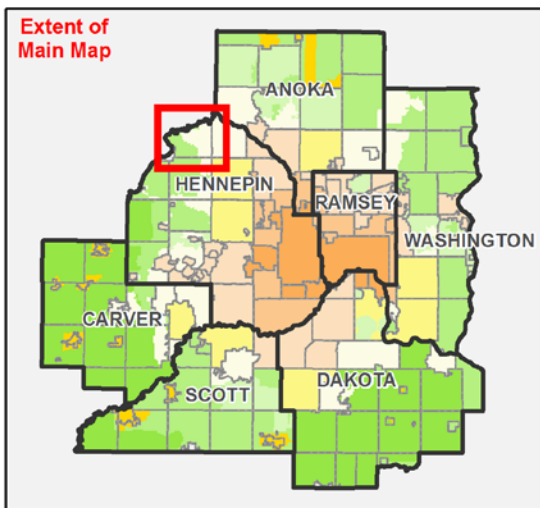
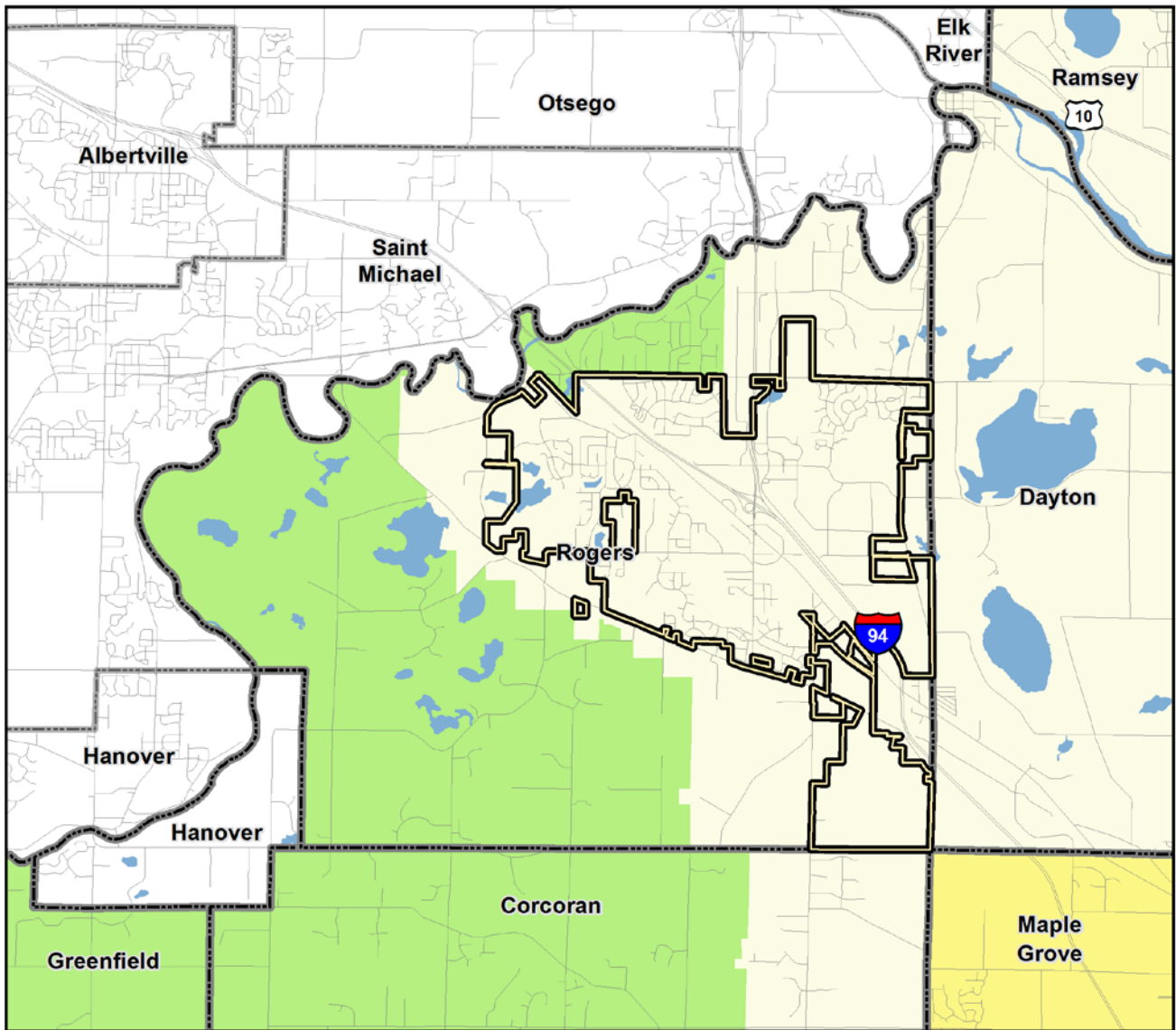
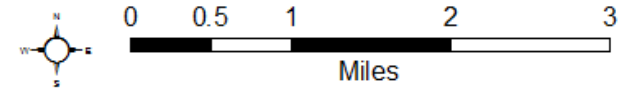
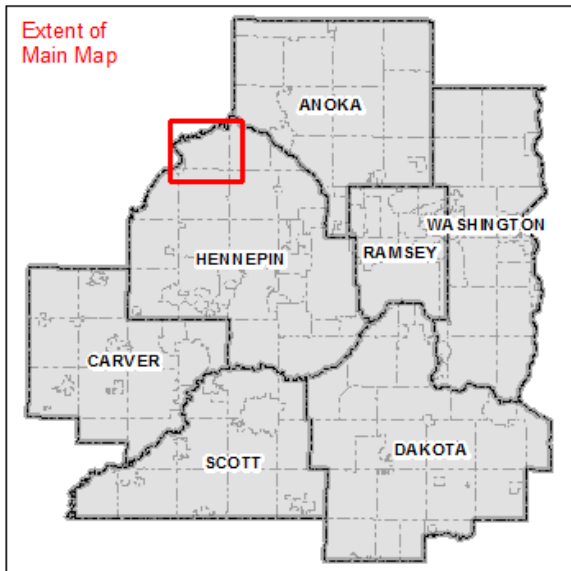
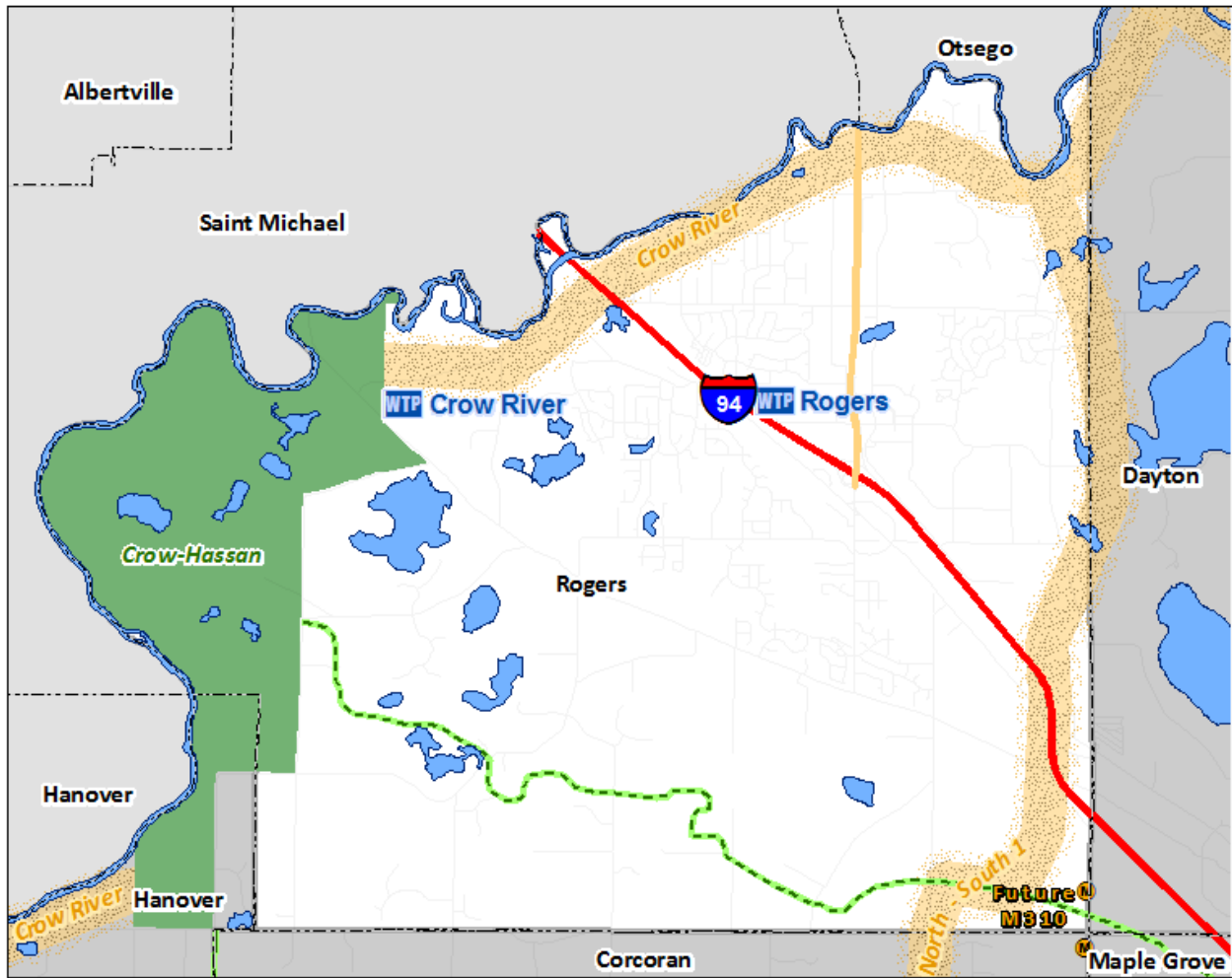


Figure 2: Location Map Showing Regional Systems



Regional Systems

Wastewater Treatment

- M Meters
- WTP Wastewater Treatment Plants*

Transportation

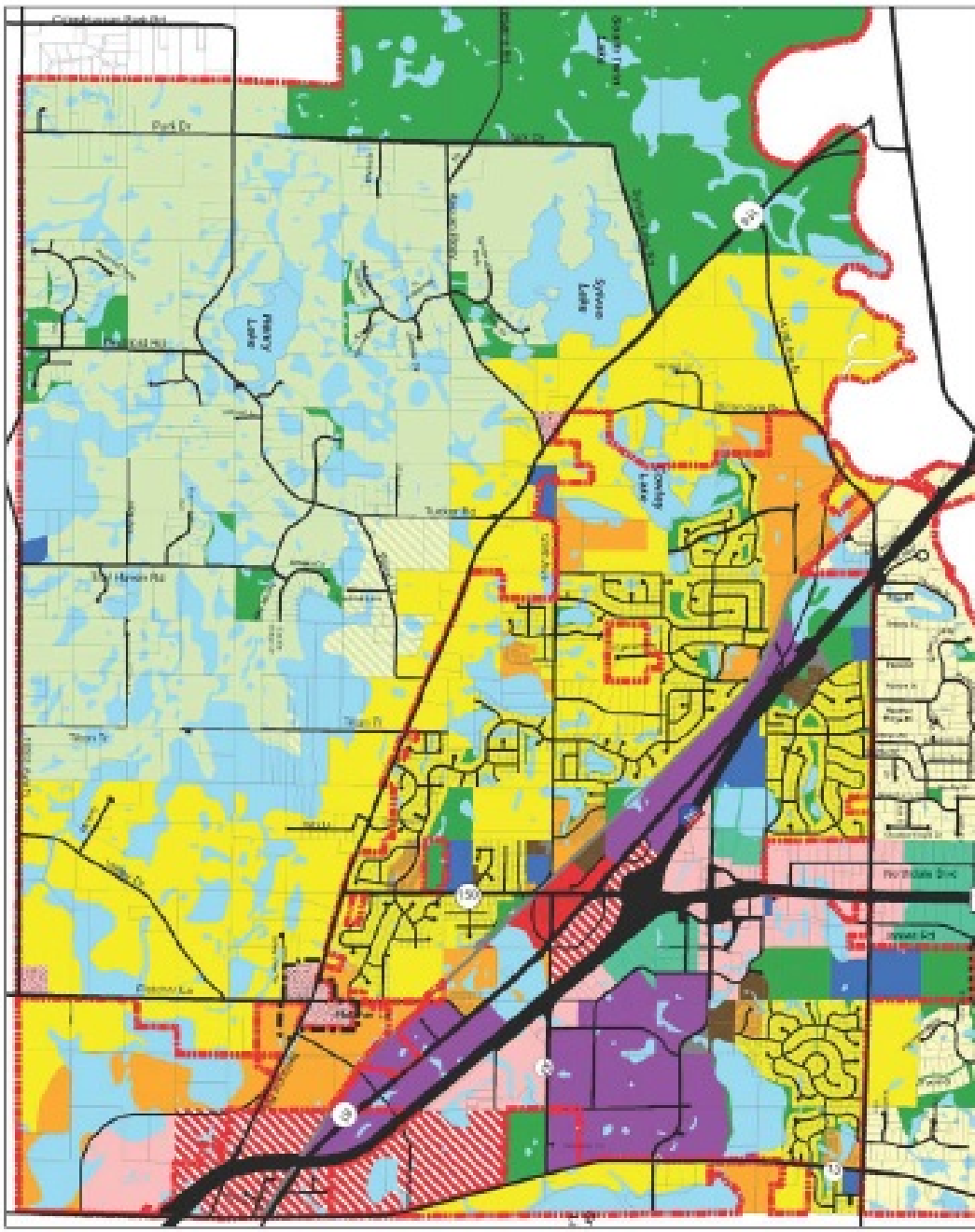
- Interstates
- US Highways
- State Highways
- Other Roads

Recreation & Open Space

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

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

Figure 3: City of Rogers Current Planned Land Use (2010 CPU)



Rogers 2030 Comprehensive Land Use Plan (Net)

Legend

- Future Hazard Overlay District
- Future 2030 Overlay District
- Rogers Boundary
- Rural Preservation 2 acres
- Rural Preservation 4 acres
- Rural Estate
- Single Family Residential
- Mixed Residential (Residential Transition)
- Mid Density Residential Program
- High Density Residential
- Mixed Use - Neighborhood
- Mixed Use - Downtown
- Commercial
- Mixed Use - Regional
- Business Campus
- Industrial
- Institutional
- Park / Open Space
- POU
- Railway / Utility
- Open Water / Wetland



July 2008
 City of Rogers, Municipal Council
 Planning, Information Council
 MPO, MPO, MPO, and
 Vision Center

Figure 4: City of Rogers Proposed Planned Land Use (2016 CPA)

