

## Community Development Committee

For the Metropolitan Council meeting of September 26, 2018

**Subject:** City of Andover Petersen Farms Comprehensive Plan Amendment, Review File No. 20326-10

### Proposed Action

That the Metropolitan Council:

1. Adopt the attached Review Record and allow the City of Andover to place the Petersen Farms Comprehensive Plan Amendment into effect.
2. Find that the proposed amendment does not change the City's forecasts.
3. Strongly encourage the City to consider using alternative development options, such as those allowed in the City's Rural Reserve area to the southeast of the amendment site so as to allow for more effective protection of high quality natural resources on the site and to prevent the premature demand for urban services.
4. Advise the City to implement the additional advisory comments in the Review Record for Parks, Land Use, Natural Resources, and Housing.

### Summary of Committee Discussion/Questions

Senior Planner Eric Wojchik presented the staff report to the Committee. Councilmember Elkins asked if the subject area of the amendment will be served with sewer in the future. Council staff indicated that the area is not within the Municipal Urban Service Area or within the Long-term Service Area, so there are no plans to serve the area with urban services. A majority of Committee members voted to approve the proposed action, with Councilmember Elkins voting against, at its meeting on September 17, 2018.

## Community Development Committee

Meeting date: September 17, 2018

For the Metropolitan Council meeting of September 26, 2018

**Subject:** City of Andover Petersen Farms Comprehensive Plan Amendment, Review File No. 20326-10

**District(s), Member(s):** District 9, Edward Reynoso

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

**Staff Prepared/Presented:** Eric Wojchik, AICP, Senior Planner, Local Planning Assistance (651-602-1330)

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

### Proposed Action

That the Metropolitan Council:

5. Adopt the attached Review Record and allow the City of Andover to place the Petersen Farms Comprehensive Plan Amendment into effect.
6. Find that the proposed amendment does not change the City's forecasts.
7. Strongly encourage the City to consider using alternative development options, such as those allowed in the City's Rural Reserve area to the southeast of the amendment site so as to allow for more effective protection of high quality natural resources on the site and to prevent the premature demand for urban services.
8. Advise the City to implement the additional advisory comments in the Review Record for Parks, Land Use, Natural Resources, and Housing.

### Background

The amendment proposes to reguide approximately 411 acres from Agricultural Preserve to a Rural Residential land use designation. The land expired from the Metropolitan Agricultural Preserves program in April 2018. The Rural Residential land use allows for an area of low density residential development outside of the Metropolitan Urban Service Area (MUSA) that will not be served by municipal sewer and water, with an overall density of 0.4 units per acre (1 unit per 2.5 acres).

### Rationale

The proposed amendment conforms to regional system plans and is compatible with the plans of other local communities and school districts. However, the amendment is inconsistent with Council land use policy which discourages the expansion of Rural Residential land use and development patterns.

### Thrive Lens Analysis

The proposed amendment is reviewed against the land use policies in *Thrive MSP 2040*. To achieve the outcomes identified in *Thrive*, the metropolitan development guide defines the Land Use Policy for the region and includes strategies for local governments and the Council to implement. These policies and strategies are interrelated and, taken together, serve to achieve the outcomes identified in *Thrive*.

### Funding

None.

### Known Support / Opposition

There is no known local resident or local government opposition to this proposal.

# Review Record

*City of Andover  
Petersen Farms Comprehensive Plan Amendment*

Review File No. 20326-10, Council Business Item No. 2018-244

## BACKGROUND

The City of Andover is located in central Anoka County, bounded by the cities of Nowthen, Oak Grove, Ramsey, Anoka, Coon Rapids, Blaine, Ham Lake, and East Bethel.

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.

*Thrive MSP 2040* (Thrive) designates portions of Andover as Diversified Rural, Rural Residential, and as Emerging Suburban Edge. Figure 1 shows the general location of Andover and nearby communities, and the Council's Thrive Community Designation.

The Council reviewed the City's Update ([Business Item 2009-32](#), Review File No. 20326-1) on May 13, 2009. This amendment is the City's ninth amendment since the review of the Update.

## REQUEST SUMMARY

The amendment proposes to reguide approximately 411 acres from Agricultural Preserve to a Rural Residential land use designation. The land owner filed an expiration notice to the State to remove the land from the Metropolitan Agricultural Preserves program (program) in 2010. By Minnesota statute ([§473H.08](#)), the landowner initiates expiration of the land from the program eight years prior to the termination date of program participation. The land expired from the program in April 2018. The Rural Residential land use allows for an area of low density residential development outside of the Metropolitan Urban Service Area (MUSA) that will not be served by municipal sewer and water, with an overall density of 0.4 units per acre (1 unit per 2.5 acres). The land owner seeks to develop the land with approximately 160 rural residential lots.

## 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 inconsistent with Council land use policy that discourages expansion of Rural Residential land use and development patterns. The amendment is consistent with the remainder of *Thrive MSP 2040*, with the *2040 Housing Policy Plan*, and with water resources management.

**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

- The Council acted on the City's 2030 Comprehensive Plan Update on May 13, 2009 (Review File No. 20326-1, [Business Item 2009-32](#)).
- The Woodland 5<sup>th</sup> Addition amendment to re-guide 5.96 gross acres from Agriculture to Urban Residential Low Density to accommodate thirteen single family dwellings was administratively approved on August 5, 2010 (Review File No. 20326-2).
- The Transitional Residential to Agriculture amendment to re-guide 20 acres from Transitional Residential to Agricultural land use following a request from the property owner to enroll the parcel in the Agricultural Preserves Program was administratively approved on January 18, 2012 (Review File No. 20326-3).
- The Commercial to Urban High Density amendment to re-guide 2.96 acres from Neighborhood Commercial to Urban High Density was administratively approved on July 19, 2012 (Review File No. 20326-4).
- The Grey Oaks MUSA Expansion, Land Use and Density amendment expanded the MUSA and re-guided 83 acres to Urban Residential Low Density and 6.39 acres from General Commercial to Urban Residential Medium Density. The amendment was approved by Council on February 12, 2014 (Review File No. 20326-5, [Business Item 2014-20](#)).
- The Creekside Meadows amendment to re-guide 4.4 acres from Open Space to Urban Residential Low Density to accommodate six single family dwellings was administratively approved on April 2, 2015 (Review File No. 20326-6).
- The Country Oaks North amendment to re-guide 9.98 acres from Rural Residential to Urban Residential Low Density and 10.82 acres from Urban Residential Low Density to Rural Residential to support future urban residential development was administratively approved on July 24, 2015 (Review File No. 20326-7).
- The Innventures Properties amendment to re-guide 1.57 acres from Urban Residential High Density to Neighborhood Commercial was administratively approved on November 23, 2015 (Review File No. 20326-8).
- The Rural Reserve amendment consisted of a text amendment to the Rural Reserve land use designation within the City's 2030 Comprehensive Plan to allow for a maximum density of 1 residential unit per 10 acres. The amendment area is within the Long-Term Wastewater Service Area (LTSA) or post 2040 MUSA. The amendment was approved by Council on June 14, 2017 (Review File No. 20326-9, [Business Item 2017-121](#)).

## 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. Additional review comments for parks and wastewater are included below.

### **Regional Parks**

*Reviewer: Eric Wojchik (651-602-1330)*

The amendment conforms to the *2040 Regional Parks Policy Plan*. The site abuts the Rum River Central Regional Park to the northeast and the planned Rum River Regional Trail to the west. Council staff do not anticipate that the change in land use guiding from Agricultural Preserve to Rural Residential will negatively impact the planned regional trail or the regional park.

### *Advisory Comments*

Council staff encourage the City to coordinate with Anoka County Parks during the development process of the western portion of the site to ensure that the planned regional trail is considered, and potentially incorporated, into the final development plan.

### **Wastewater**

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

The amendment conforms to the system elements of the *2040 Water Resources Policy Plan (WRPP)*. The amendment area is not within the MUSA nor the long-term sewer service area, and as such is not anticipated to negatively impact the regional wastewater system at this time.

### *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 land use policy related to expansion of Rural Residential land use and development patterns. Additional review comments regarding consistency with land use, natural resources, and housing policies are detailed below.

### **Land Use**

*Reviewer: Eric Wojchik (651-602-1330)*

The proposed amendment is inconsistent with *Thrive MSP 2040* (Thrive) land use policies. Thrive designates the City of Andover as Diversified Rural, Rural Residential, and Emerging Suburban Edge (as shown in Figure 1). The location of the amendment area lies within the Rural Residential Community Designation in the City, and is surrounded by other areas guided as Rural Residential in the City's comprehensive plan (Figure 3). The City's Rural Residential guiding allows for residential densities of 0.4 units per acre. This proposed amendment would facilitate the development of 160 housing units over the entire 411 acres, resulting in a pattern of 2.5-acre lots.

The Rural Residential land use policy within *Thrive MSP 2040* discourages future development of rural residential land use patterns (unsewered lots of 2.5 acres or less) and encourages communities, where opportunities exist, to plan for rural development at densities that are not greater than 1 unit per 10 acres. The intent of this policy is to promote rural development patterns that will protect natural resources and preserve areas where post-2040 growth can be provided with cost-effective and efficient urban infrastructure.

Within this amendment area, due to the large undeveloped tracts that exist, the City has an opportunity to establish development patterns and different residential densities that preserve natural resources

and prevent the premature demand for urban services. This objective can be achieved through land subdivision at lower densities (1 unit per 10 acres). Alternatively, the City should consider using the Council's [flexible residential development guidelines](https://metro council.org/Handbook/Files/Resources/Fact-Sheet/LAND-USE/Flexible-Residential-Development-Examples-for-Dive.aspx) (<https://metro council.org/Handbook/Files/Resources/Fact-Sheet/LAND-USE/Flexible-Residential-Development-Examples-for-Dive.aspx>) and adoption of ordinances to provide for residential clustering or alternative patterns that protect sensitive natural resources.

### **Advisory Comments**

Council staff strongly encourage the City to consider allowing for the use of development options that the City has made available in its Rural Reserve area to the southeast of the amendment site. While the proposed amendment site is not located within the Council's long-term sewer service area, the amendment site has the potential to be developed using a more sustainable development pattern.

### **Natural Resources** *Reviewer: Jim Larsen (651-602-1159)*

Large areas in the north central and eastern portions of the proposed land use change area are dominated by wetlands and woodlands which have been mapped by the Minnesota Department of Natural Resources as Regionally Significant Ecological Areas characterized as being of "Outstanding" (the highest level) in quality. The proliferation of 2.5-acre lots in this area would do little protect the natural resources features without other protections or interventions.

### **Advisory Comments**

Council staff encourages the City to work with the landowner to plat lots and identify building footprints in a way that preserves as much of the site's high-quality ecological integrity as possible and to consider alternative development patterns as discussed in the Land Use section above.

### **Housing**

*Reviewer: Hilary Lovelace (651-602-1555)*

The proposed amendment is consistent with the Council's policies for housing. The City currently provides sufficient land to address its share of the region's 2011-2020 need for affordable housing, which is 611 units. The proposed amendment does not impact the City's inventory of land guided to support the development of low- and moderate-income housing. After this amendment, the City will be guiding over 119.9 acres of higher density residential land such that at least 1,059 units could be built.

Andover is not a participant in Livable Communities Act programs. The most recent affordable housing development in Andover is 2 owner-occupied units that were completed in 2012. Between 2003 and 2010, Andover added between 3 and 30 affordable owner-occupied units each year.

### **Advisory Comments**

The City should be aware that its share of the region's 2021-2030 need for affordable housing is 483 units. In preparing the 2040 Comprehensive Plan, the City should note that the minimum density of land guided to address this need is 8 units per acre. The City is encouraged to contact their Sector Representative or Council housing staff with any questions regarding the Council's housing policy for the 2040 Comprehensive Plan.

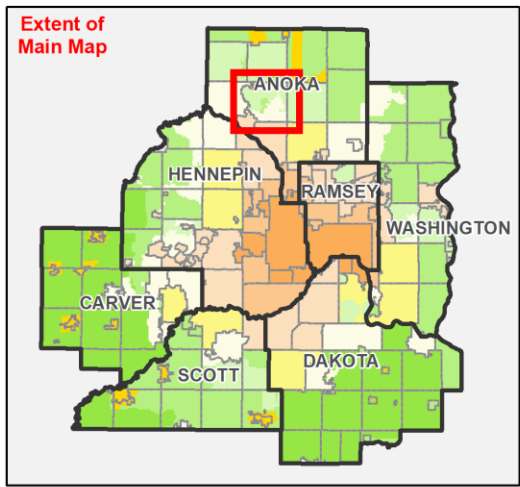
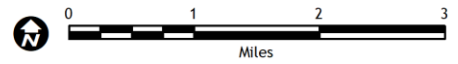
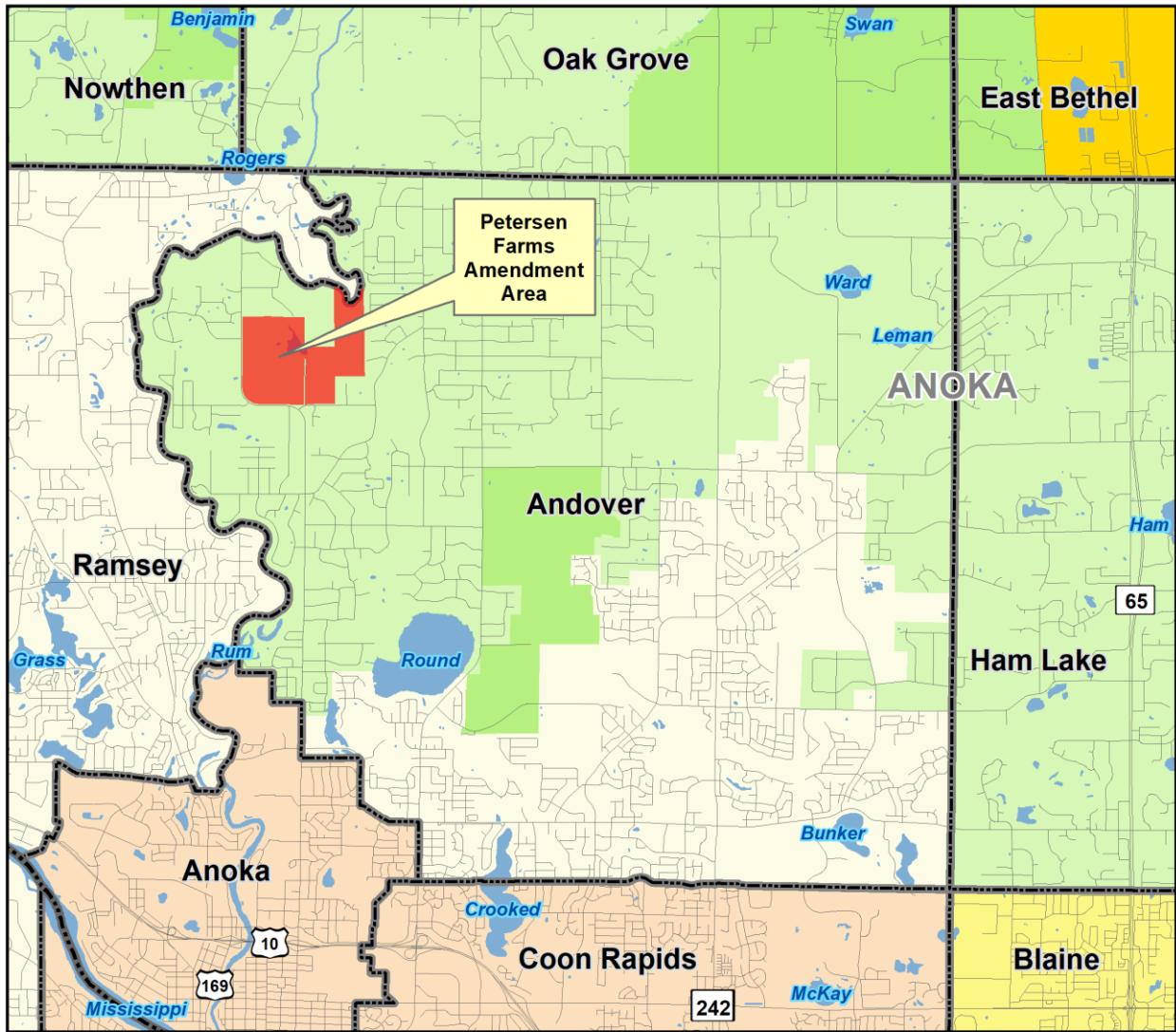
### **Compatibility with Plans of Adjacent Governmental Units and Plans of Affected Special Districts and School Districts**

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

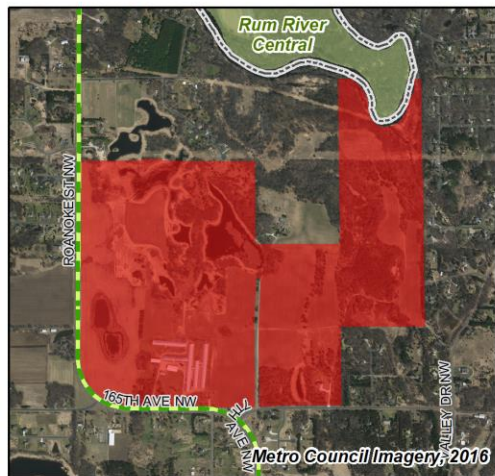
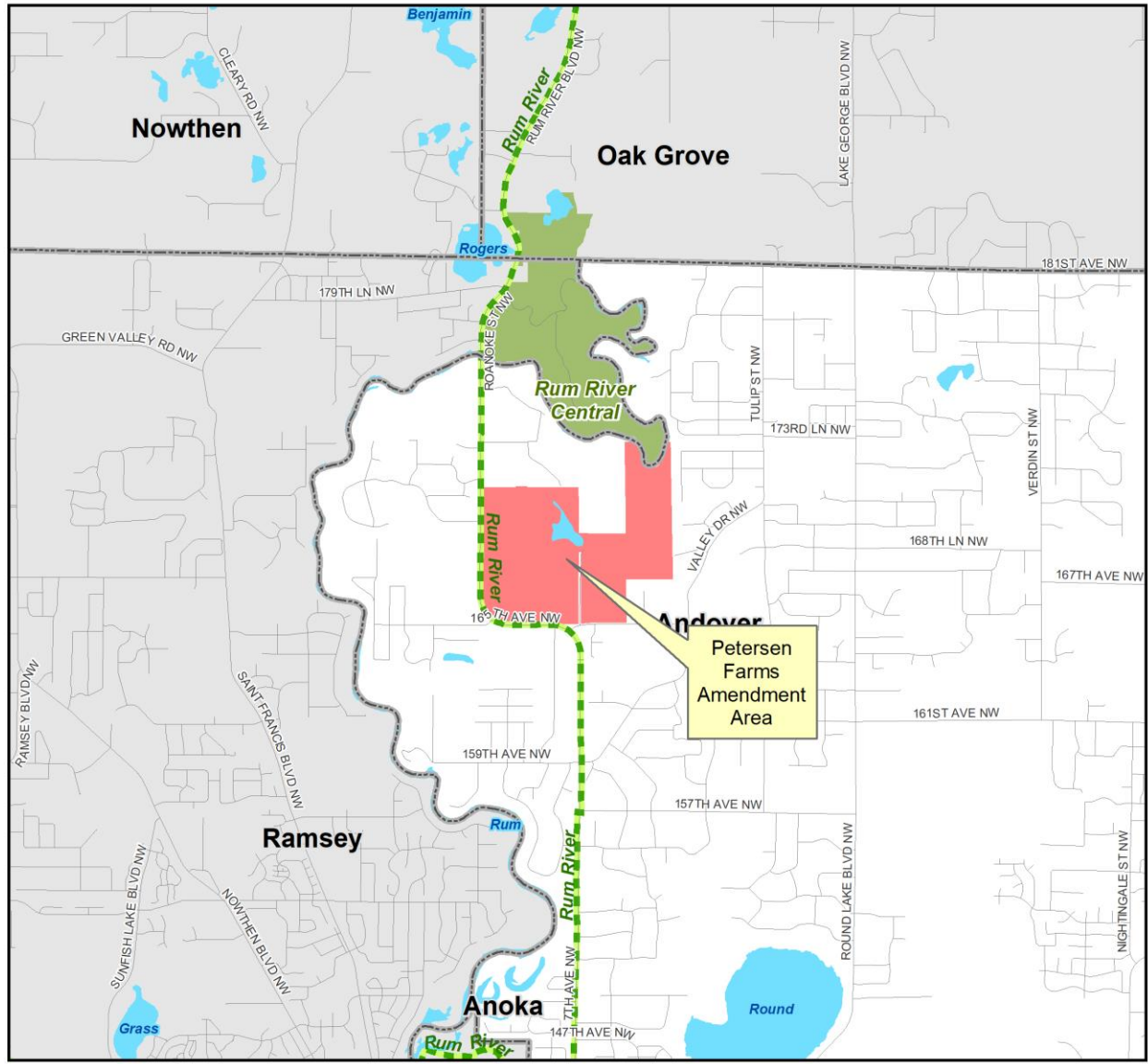
Figure 1: Location Map Showing Community Designations



- ThriveMSP 2040 Community Designations**
- Agricultural
  - Rural Residential
  - Diversified Rural
  - Rural Center
  - Emerging Suburban Edge
  - Suburban Edge
  - Suburban
  - Urban
  - Urban Center
  - Ncompass Street Centerlines



Figure 2: Location Map Showing Regional Systems



0 0.5 1 1.5 2 2.5  
Miles

**Regional Systems**

- Planned Fixed Guideway Stations
- Existing Fixed Guideway Stations
- Regional Transitways**
- Existing, Fixed Guideway
- Proposed, Fixed Guideway
- Existing, Bus Rapid Transit
- Proposed, Bus Rapid Transit
- Wastewater Treatment**
- Meters
- Lift Stations
- MCES Interceptors
- MCES Treatment Plants

**Regional Highway System**

- Interstates
- US Highways
- State Highways
- County Roads
- Ncompass Street Centerlines

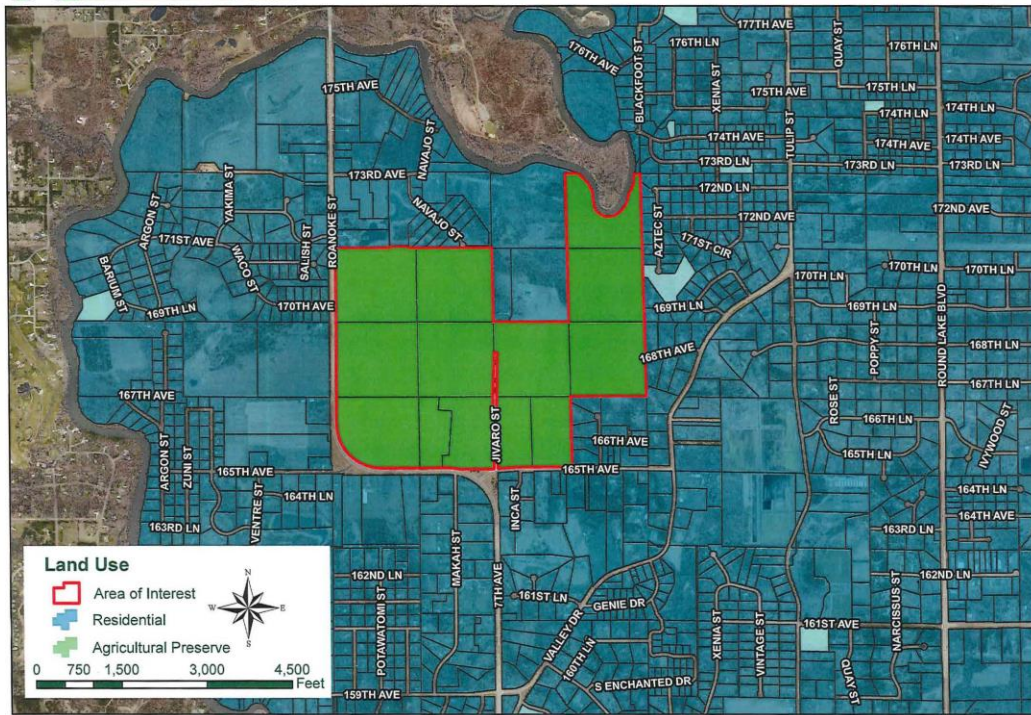
**Regional Parks**

**STATUS**

- Existing (Open to Public)
- In Master Plan (Not Open to Public)
- Planned Units
- Existing Regional Trails
- Planned Regional Trails

Figure 3: Current and Proposed Land Use Guiding

**CITY OF ANDOVER** Existing Land Use: Agricultural Preserve



**CITY OF ANDOVER** Proposed Land Use: RR - Rural Residential

